Minutes – East Kildonan-Transcona Community Committee – August 13, 2026

PUBLIC HEARINGS

Item No. 1 Secondary Plan – South Transcona (Precinct S)
File SP 4/2026

COMMUNITY COMMITTEE RECOMMENDATION:

The East Kildonan-Transcona Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That the application and proposed by-law for a secondary plan under File SP 4/2026 be rejected.

2. That in accordance with Subjection 281(2) of the City of Winnipeg Charter, the supporting reasons of the hearing body be adopted.

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

DECISION MAKING HISTORY:

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

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

Carried

Moved by Councillor Durand-Wood,
That the receipt of public representations be concluded.

Carried

Moved by Councillor Durand-Wood,
That the recommendation of the Winnipeg Public Service not be concurred in and the application for a secondary plan under File SP 4/2026 be rejected, and forwarded to the Standing Policy Committee on Property and Development.

Supporting Reasons:

1. For starters this is a plan that requires at a minimum 200 million dollars of capital investment and that is money we don't have. It would be entirely funded by debt, it requires above average tax increases forever not to run at a loss, and it requires subsidization for an entire generation.

2. Cities do need to change and evolve, but this is not gentle or incremental or financially sustainable change. This is a drastic leap from rural to completely urban which requires an enormous amount of new infrastructure to enable it. There's a lot more we need to do to intensify and thicken up development in the city before we can consider intensifying here. Of course we do need housing, but where and how we build that housing matters. We need to be focusing growth on areas where we already have infrastructure in place.

DECISION MAKING HISTORY (continued):

3. We heard some very stark warnings from our fire professionals. We heard from Deputy Chief Wallace what he would like to see before basically anything is done here, that there would be a fire station and a crew, so that's an engine, four to five firefighters per shift. Mr. Kasper brought some additional context about the current realities of our city's fire and paramedic service and how we have no surplus fire capacity. We know that this puts not only residents at risk but also puts firefighters at risk. There's nothing in the current budget for a new fire station, there's no money. Any new money that we do spend on fire protection, in my view, should be used to improve coverage in existing areas because as we've heard, we're already falling short of where it should be.

4. I also have concerns over the uncertainty over whether CN's concerns and recommendations related to safety, drainage, noise, et cetera have been respected.

5. There are large uncertainties related to financial implications for existing residents for the eventual requirement to hook up to sewer.

6. I have concerns about the loss of agricultural land, Climate change is here, weather is getting more extreme, that's going to have an impact on how we grow food. Eliminating agricultural land right now seems very risky to me.

7. We heard a lot of about problems with process, an engagement process where residents did not feel that things were fair, transparent or accessible. Despite that, it's not actually the particulars of the plan that has been presented that I take issue with.

8. By virtue of where this is geographically located, and the complexity of the site, it's impossible to build this without mass amounts of capital spending that we don't have now and will probably never have. If we borrow it, there are consequences to that, there will be other things that we can't spend on. More maintenance we'll have to defer, taxes that we have to raise. This is very clear from the FIA, this has to be subsidized by the rest of the city for 25 years, so I'm asking myself "What should Elmwood-East Kildonan go without while we subsidize, what should North Kildonan go without, what should the rest of Transcona go without and the rest of the city go without to subsidize for 25 years."

9. Ultimately, it's the financial aspect is the primary reason that I cannot support this plan going forward.

Carried

DECISION MAKING HISTORY (continued):

Moved by Councillor Durand-Wood,

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

Carried

PUBLIC HEARING SUMMARY

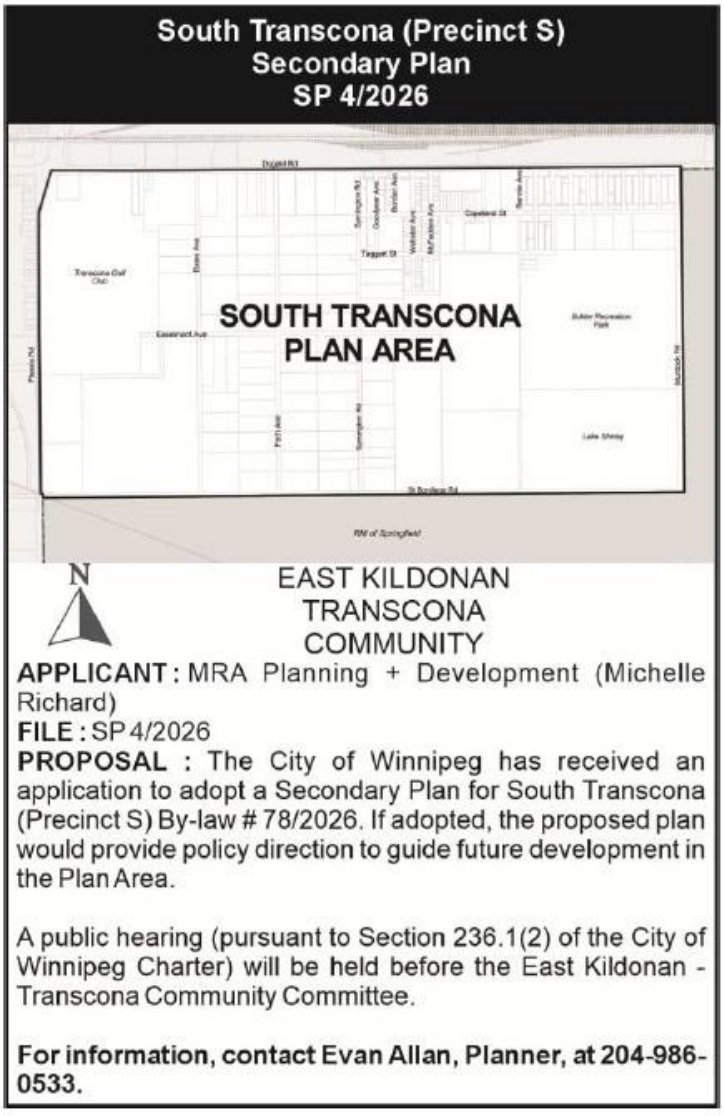
File: **SP 4/2026**

Before: East Kildonan-Transcona Community Committee
Councillor Wyatt, Chairperson
Councillor Browaty
Councillor Durand-Wood

Public Hearing: August 13, 2026
Council Building, 510 Main Street

Applicant: MRA Planning + Development (Michelle Richard)

Subject:



Premises Affected: South Transcona (Precinct S)

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

Prepared by: B. Harris, Committee Clerk
East Kildonan-Transcona Community Committee

Report date: August 14, 2026

Community Committee Recommendation:

On August 13, 2026, the East Kildonan-Transcona Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That the application and proposed by-law for a secondary plan under File SP 4/2026 be rejected.

2. That in accordance with Subjection 281(2) of the City of Winnipeg Charter, the supporting reasons of the hearing body be adopted.

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

The East Kildonan-Transcona Community Committee provided the following supporting reasons for its recommendation:

1. For starters this is a plan that requires at a minimum 200 million dollars of capital investment and that is money we don't have. It would be entirely funded by debt, it requires above average tax increases forever not to run at a loss, and it requires subsidization for an entire generation.

2. Cities do need to change and evolve, but this is not gentle or incremental or financially sustainable change. This is a drastic leap from rural to completely urban which requires an enormous amount of new infrastructure to enable it. There's a lot more we need to do to intensify and thicken up development in the city before we can consider intensifying here. Of course we do need housing, but where and how we build that housing matters. We need to be focusing growth on areas where we already have infrastructure in place.

3. We heard some very stark warnings from our fire professionals. We heard from Deputy Chief Wallace what he would like to see before basically anything is done here, that there would be a fire station and a crew, so that's an engine, four to five firefighters per shift. Mr. Kasper brought some additional context about the current realities of our city's fire and paramedic service and how we have no surplus fire capacity. We know that this puts not only residents at risk but also puts firefighters at risk. There's nothing in the current budget for a new fire station, there's no money. Any new money that we do spend on fire protection, in my view, should be used to improve coverage in existing areas because as we've heard, we're already falling short of where it should be.

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8. By virtue of where this is geographically located, and the complexity of the site, it's impossible to build this without mass amounts of capital spending that we don't have now and will probably never have. If we borrow it, there are consequences to that, there will be other things that we can't spend on. More maintenance we'll have to defer, taxes that we have to raise. This is very clear from the FIA, this has to be subsidized by the rest of the city for 25 years, so I'm asking myself "What should Elmwood-East Kildonan go without while we subsidize, what should North Kildonan go without, what should the rest of Transcona go without and the rest of the city go without to subsidize for 25 years."

9. Ultimately, it's the financial aspect is the primary reason that I cannot support this plan going forward.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 726

In accordance with section 236.1(1), the threshold for sufficient objection has been met.

Exhibits Filed:

1. Application dated July 3, 2026
2. Notification of Public Hearing
3. South Transcona Emergency Services Memo dated April 21, 2026
4. South Transcona – Municipal Servicing Brief dated June 23, 2026
5. South Transcona Secondary Plan Traffic Engineering Report – Revision 2 dated June 29, 2026
6. South Transcona Secondary Plan Office Consolidation dated July, 2026
7. South Transcona Secondary Plan Engagement Report dated March 2026
8. Rail Noise Study dated March, 2026
9. Report from the Urban Planning Division dated August 5, 2026
10. Communication dated June 19, 2026, from Gil Ocenar in support of the application
11. Communication dated July 22, 2026, from Blair Korchinski in opposition to the application
12. Communication dated July 22, 2026, from Clarence Jonker in support of the application
13. Communication dated August 3, 2026, from Virginia Page Jähne in opposition to the application
14. Communication dated August 10, 2026, from Everett Gritter in opposition to the application
15. Communication dated August 7, 2026, from Jonathan Allard in support of the application
16. Petition in opposition to the application purporting to contain 727 signatures, submitted by Tamara Borgesen Kaminsky
17. Communication dated August 11, 2026, from Brandon Powell in support of the application
18. Communication dated August 11, 2026, from Riley Pollard in support of the application
19. Communication dated August 11, 2026 from Louise Hedman in opposition to the application
20. Communication dated August 11, 2026 from Loreen Edkins in opposition to the application
21. Communication dated August 12, 2026 from Matthew Cook in opposition to the application

22. Communication dated August 12, 2026 from Pabreet Brar in support of the application
23. Communication dated August 12, 2026 from Prabh Ghuman in support of the application
24. Communication dated August 12, 2026 from Rupinder Singh in support of the application
25. Communication dated August 12, 2026 from George Argyriou in support of the application
26. Communication dated August 12, 2026 from Tom Argyriou in support of the application
27. Communication dated August 12, 2026 from Sarah Williams in support of the application
28. Communication dated August 12, 2026 from Patti Lacey in support of the application
29. Communication dated August 12, 2026 from Henry Slaa in support of the application
30. Communication dated August 12, 2026 from Mahekleen Gill in support of the application
31. Communication dated August 12, 2026 from Jasneet Gill in support of the application
32. Communication dated August 12, 2026 from Arshdeep Brar in support of the application
33. Communication dated August 12, 2026 from Kuljit Ghuman in support of the application
34. Communication dated August 12, 2026 from Jasleen K. Brar in support of the application
35. Communication dated August 12, 2026 from Ishpal Gill in support of the application
36. Communication dated August 12, 2026 from Harinder Sandhu in support of the application
37. Communication dated August 12, 2026 from Lora Dobson in opposition to the application
38. Communication dated August 12, 2026 from Ted Gortemaker in opposition to the application
39. Communication dated August 12, 2026 from Titus Pacis in opposition to the application
40. Communication dated August 12, 2026 from Navraj Gill in support of the application
41. Communication dated August 12, 2026 from Inderveer Deol in support of the application
42. Communication dated August 12, 2026 from Manjot Deol in support of the application
43. Communication dated August 12, 2026 from Rehnaaz Kaur Miranhshah in support of the application
44. Communication dated August 12, 2026 from Paramveer Deol in support of the application

45. Communication dated August 12, 2026 from Pinky Ghuman in support of the application
46. Communication dated August 12, 2026 from Brant Nobel with respect to the application
47. Communication dated August 12, 2026 from Malkeet Deol in support of the application
48. Communication dated August 12, 2026 from Maljinder Grewal in support of the application
49. Communication dated August 12, 2026 from Varinder Ghuman in support of the application
50. Communication dated August 12, 2026 from Jason Raap in opposition to the application
51. Communication dated August 12, 2026 from Jacqueline Sippola in opposition to the application
52. Communication dated August 12, 2026 from Baldev Deol in support of the application
53. Communication dated August 12, 2026 from Ian Dyck in support of the application
54. Communication dated August 12, 2026 from Tamara Borgesen Kaminsky in opposition to the application
55. Communication dated August 12, 2026 from Jonathan Mateychuk in opposition to the application
56. Communication dated August 12, 2026 from Gurkirat in support of the application
57. Communication dated August 12, 2026 from Karen Jashyn in opposition to the application
58. Communication dated August 12, 2026 from Avneet Sohal in support of the application
59. Communication dated August 12, 2026 from Lacey Boutin in opposition to the application
60. Communication dated August 12, 2026 from Michelle Vermette in opposition to the application
61. Communication dated August 12, 2026 from Tanner Boutin in opposition to the application
62. Communication dated August 12, 2026 from David Penner in opposition to the application
63. Communication dated August 12, 2026 from Rossel Vermette in opposition to the application
64. Communication dated August 12, 2026 from Janet Penner in opposition to the application
65. Communication dated August 12, 2026 from William Andrushko in support of the application
66. Communication dated August 12, 2026 from Lora Dobson in opposition to the application
67. Communication dated August 12, 2026 from Shari Howells in opposition to the application

68. Communication dated August 13, 2026 from Patti Campbell in opposition to the application
69. Communication dated August 13, 2026 from Tia Andrews in opposition to the application
70. Communication dated August 13, 2026 from Jacqueline Lawson in opposition to the application
71. Communication dated August 13, 2026 from Lou-Ann Andrews in opposition to the application
72. Communication dated August 13, 2026 from Yulia Aki in opposition to the application
73. Communication dated August 13, 2026 from Saadia Jamil with respect to the application
74. Communication dated August 13, 2026 in opposition to the application submitted by Fred Horbaty at the public hearing
75. Communication dated August 14, 2026 in opposition to the application submitted by Johnanne Drabchuk at the public hearing
76. Communication dated August 13, 2026 in opposition to the application submitted by Ron Drabchuk at the public hearing
77. Communication dated August 13, 2026 in opposition to the application submitted by Virginia Page Jahne at the public hearing
78. Communication dated August 13, 2026 in support of the application submitted by Susan Russell at the public hearing
79. Communication dated August 13, 2026 in opposition to the application submitted by Colleen Deckert at the public hearing
80. Noise Study Map provided by the Winnipeg Public Service at the public hearing
81. Communication dated August 13, 2026 from Tamara Borgesen Kaminsky in opposition to the application
82. Communication dated August 13, 2026 from Amanda Kozak with respect to the application
83. Communication dated August 13, 2026 from Fred Horbaty in opposition to the application
84. Recording of Representations

REPRESENTATIONS:

In Support:

Jonathan Allard
William Andrushko
George Argyriou
Tom Argyriou
Pabreet Brar
Arshdeep Brar
Jasleen K. Brar
Inderveer Deol
Manjot Deol
Paramveer Deol
Malkeet Deol
Baldev Deol
Ian Dyck
Prabh Ghuman
Kuljit Ghuman
Pinky Ghuman
Varinder Ghuman
Mahekleen Gill
Ishpal Gill
Navraj Gill
Michael Golden
Maljinder Grewal
Erin Harms
Clarence Jonker
Jas Kalar
Rehnaaz Kaur Miranhshah
Jordan Kellas
Patti Lacey
Gil Ocenar
Riley Pollard
Brandon Powell
Adam Prokopanko
Michelle Richard
Susan Russell
Harinder Sandhu
Rupinder Singh
Henry Slaa
Jasneet Sohal
Avneet Sohal
Jackie Wilkie
Sarah Williams

In Opposition:

Lori Acton
Gregory Agnew
Theresa Agnew
Susan Altomare
Sabrina Alves
Corinne Ambrosio
Daroll Ambrosio
Ed Anand
Lou-Ann Andrews
Tia Andrews
Tobi Arbuckle
Alyssa Armstrong
Callum Armstrong
Guy Arnal
Diane Arnould
Paul August
Janice Baerbig
Margaret Bakker
Aaron Balla
Nicole Balla
Brooke Bamlett
Jason Ban
Maryka Barda
Cameron Basarab
Stacey Bazak
Bill Baziuk
Mary Ann Beavis
John Beck
Christian Becker
Robert Beddome
B Beghetto
Denis Belanger
Jim Bell
Marcia M Bell
Sandra Bellingham
Valerie Bernier
Lawrence Betrowsky
Mary Ann Bevis
Jodi Bias
Shari Bielert
Judith Bietz
Gloria Birch
Ted Birch
Geraldine Biy Brouner
Herb Bjarnason
Shawn Bjornson
Daniel Blake
Ike Boehmer
Ryan Boehmer
Sandra Boehmer
Cheryl Bon
Theodore Bon
Ed Bonne
Cameron Boon
Tracy Bordichuk
Tamara Borgesen
Kaminsky
Brenda Boulet
Reg Boulet
Lacey Boutin
Tanner Boutin
Iris Bouvette
Kim Boyes
Drue Breeze
Owen Breitkieitz
Jason Bronette
Trent Brown
Trevor Bujak
Paul Burdz

Patti Cambell
Bruce Campbell
Jennifer Caoa
Bernice Cardinal
Darren Cardird
J Carierre
Brent Carter
Melissa Catellier
Brian Cechuala
Aaron Chabluk
Brad Chabluk
Gary Chabluk
John Chabluk
Kelsey Chabluk
Maria Chabluk
Pat Chabluk
Kristine Chabot
Charlene Chaboyer
Anita Chambers
Valerie Champagne
Roger Charette
Brant Charron
Candace Cherewayla
Clarence Cherewyk
Audrey Chernetsky
Shirley Chervinski
Alvin Chua
Taras Chubey
Edwin Churchill
Linda Clark
Roberta Clark-Chabluk
Kelly Clarke
Kerwin Clarke
Dennis Clayton
Janet Coates
Kathryn Comrie
Catherine Cook
Cecilia Cook
Matthew Cook
Richard Cook
Tim Coombs
J. Coreau
Adelfa Cosino
Bob Cox
Steven Craig
Mike Crassweller
MS Lazarowich Crawford
Holly Cromarty
Kathy Curtain
Nicholas Curtis
Nathine Dagdick
Charles Dagg
Elaine Dahl
Brian Dandorand
Tomson Dang
Alisa Deboer
Jared Deboer
Ken Deboer
Nadia Deboer
Justin DeBoets
Colleen Deckert
Jesse Deckert
Merv Deckert
Larry Dela Cruz
Jean Delorme
John N Delorme
Rusty Desmarais
Carson Dickinson
Jim Dickinson
Sally Dickinson
Donna Diduch
Dacoda Dietz
Eric Dilworth
Cynthia DiPietro
Edgar Dirk
Donna Dixon
Cindy Dobson
Lora Dobson
LeeAnn Doge
Anne Dominguez
Braiden Dooley
Doug Doucette
Gail Doucette
Tanime Doucette
Deanna Drabchuk
Johnanne Drabchuk
Nicholas Drabchuk
Ron Drabchuk
Jessica Drkul
Bruce Dubeck
Colin Duchinski
Brad Dueck
Darryl Dumaine
Muren Dumaine
Meghyn Dumas
Sherill Dumas
D Duncan
Brian Dunlop
Daryl Dunlop
Kristine Dunlop
Alex Dusa
Bev Early
Brad Early
Brent Early
Glen Easton
Loreen Edkins
Scott Edkins
Carmen Edwards
Scott Edwards
Greg Elson
Vikki Erlendson
Trevor Eschuk
Rollie Espada
Ray Evaniuk
Christina Faitakis
Robyland Fajardo
Brittani Farmer
Roberta Fastershank
Dylan Ferguson
Jared Ferguson
Jim Fergusson
Allison Ficzycz
Randy Fillion
Mike Fillmore
Paulette Fillmore
K Fisher
Murray Fobel
Alan Forbes
Gerry Francis
Tanya Francis
Klaus Frankenberger
Cindy Friesen
Keith Friesen
Courtney Frijas
Michael Frijas
Karel Fryza
Josh Funk
Jennifer Fussis

Ken Gabbi
Jim Garson
Bruce Gauthier
Dorothy Gauthier
Evelyn Gauthier
Rita Gauthier
Tyrell Gauthier
Ruth Gauvreau
Bill Georgakopoulos
Greg Gevers
Nicole Gevers
Gianna Giancola
John Giancola
Juiliano Giancola
Tammy Giancola
Chris Giesbrecht
Barry Gillis
Georges Gobeil
Janine Gobeil
Darryl Goboil
Dan Goodfellow
Iris Goodfellow
Mark Goodman
Lyle Goring
Ted Gortemaker
Vanessa Gortemaker
Jacklyn Goundry
Kate Grant
Robert Grant
Chris Greaves
Gillian Greaves
Brenda Gritter
Everett Gritter
Ian Gruk
Lynne Guicheret
Adrienne Guile
Donna Guile
B Gupta
Darek Guyzowicz
Alessandro Guzzardi
Kendra Hacking
Ian Hall
Linda Hall
Beryl Hamm
Fred Hamm
Margaret Hamm
Wilfred Hamm
Dominique Hansen
Larry Harder
Victor Harder
Kerry Lynne Harrison
Donna Hart
E.N. Hart
Louise Hart
Michelle Hawkes
Pat Hawthorn
Marianne Heatherington
Mitch Hebert
Amanda Hedman
David Hedman
Grace Hedman
Louise Hedman
Darrell Helenough
Adele Helston
Barbara Henkel
Robin Henkel
Iris Herman
Essie Herron
Devlin Hinchey
Tyson Hofer
Anne Holyk
Caitlyn Horbaty
Fred Horbaty
Leanne Horbaty
Jennifer Horzempa
Rodney Hoskins
Mulan Houmphanh
Shari Howells
Steve Hruder
Albert Hrushka
Pauline Hrushka
Jaxyn Hrysak
Brooke Huggins
Lauren Huggins
Joel Hunt
Matthew Hunt
Elsie Huska
Craig Huston
Lyla Huston
Phillip Imlah
Karen Iskierski
Jordan Jackiew
Shanwa Jackiew
Jim Jackmann
Rick Jackmann
Dave Jackson
Alexis Reyes Jahne
Camille Reyes Jahne
Joachim Hans Jahne
Cindy James
Dalayna James
Kiahlynn James
Laurie James
Matthew Jansen
Riek Jansen
Karen Jashyn
Barbara Johannson
Amy Johnston
Jim Johnston
Judith Ann Johnston
Karla Johnston
Kurt Johnston
Rocky James Johnston
Trevor Johnston
Jerry Johnstone
Noah Johnstone
Doris Jones
Ashley Jorgensen
Teresa Jorgensen
Travis Jorgensen
Marion Jose
Keith Joss
Chris Juer
Micheael Juer
Emma Julius
Michael Kapty
Rose Kapty
Tim Kardal
Blair Kardinski
Jon Kaschyshyn
James Kasian
S. Kasian
Nick Kasper
David Kawaler
Karen Kawaler
Heather Kay-Rimmer
Jerald Keilbalso
Myrna Kereluk

Ray Kereluk
Dave Kernaghan
Rose Kernaghan
Susan Kerr
Isabel Kichak
Jordan Kihn
Alex King
Darren King
Shawn King
Paul Kingerski
Darrell Kirton
Susan Kirton
Mary Kitzul
Vernon Kizlik
Jean Klimchak
Peter Klimchak
Alma Klippenstein
Cole Kloepper
Joanna Klos
Nancy Klos
Dan Kluk
Bill Klynochko
Jodi Knopf
Wayne Kogan
Jim Kolbuck
Frank Kollar
Kathy Kollar
Louella Koop
Marina Koop
Blair Korchinski
Carl Kornago
Sheila Kornago
Michael Kort
Jim Kotowich
Joan Kowerko
Steve Kowerko
Amanda Kozak
Rose Kozak
Melis Kozenjic
Udo Kreis
Candace Krezanski
Marc Krezanski
Richard Krezanski
Ted Krole
Al Kruenhofen
Kristin Krysak
Isabel Kuryio
Ted Kwasnica
Frances Labarre
S Lacroix
Motun Laelele
Austin Lafase
Da Lai
Kayden Lainn
Al Lalonde
Kim Lalonde
Landen Lalonde
Melanie Lalonde
Ken Lambrecht
Joanne Lane
Rene Lanthier
Clinton LaPorte
Clemus Laurila
Jacqueline Lawson
Ryan Lawson
Jared Lazarenko
L. Leake
Joel Levesque
Michel Levesque
Sandy Lewadny
Jayce Litton
Taylor Lloy
Bernadina Loschiavo
Logan Lough
Robert Lough
Henry Lucy
Wendell Lucy
Eileen Lui
Brad Lutz
Calvin Lutz
Jennifer Lutz
Wendy Lynch
Silver Manaw
Lane Manchester
Morgan Manchester
Rod Manchester
Lena Maneluk
Eugene Manulak
Sophie Manulak
Gerry Manzano
Jonny MT Maria
Shirley Mark
Ron Markwick
Suzanne Martin
Dennis Masyk
Jon Mateychuk
Leah Mateychuk
Sylvie Mathers
Kory Matheson
Laurie Matheson
Lynn Matheson
Rebecca Matheson
Brenda Matrick
Anousch Matthew
Drew Matthew
Kim Matthew
Maureen Matthews
Tim Maughan
Gloria Maunder
Thomas Maunder
Larry Mayo
Kim McCallum
Carlee McDougall
Joanne McGorman
Kris McKay
James McMillan
Rick McRae
Robert McTavish
Steve Medwid
Eric Meier
Jeff Melnick
Joli Meneses
Rizalda P. Meruza
Cherie Michaud
Shelley Milliken-Breeze
Patrick Mocan
Marc Monchalin
Michelle Monin-Hebert
Debra Moor
Gladys Moore
Nancy Moore
Colin Morden
Ray Moss
Richard Mueller
Alinda Mulder
Adam Murdock
Ken Murray
Abel Mussie

Deb Nativika
Jen Navasca
C Nawostowski
Joan Nawostowski
Eike Neudorf
Kari Neufeld
Brandi Neves
Brooklyn Neves
Dylan Neves
Trevor Newton
Joe Nicolau
Tim Nixon
Brant Nobel
Celia Nobel
Cathy Nykoluk
Chris Oakley
Linda Oakley
Trevor Oakley
Nellie Obertow
John Obroslinski
Allison Ochal
Darren Omiucke
Titus Pacis
Virginia Page Jahne
Randel Pagsuyuin
Sagan Pagsuyuin
Carlos Palaganas
Peter Palaschuk
Tony Palmisani
Dale Pancoe
Rich Pantine
Heddy Paquet
Robert Paquet
Francis Park
Ellen Parker
Quaid Parkinson
Grace Parson
Rick Partridge
Braydon Patterson
Tracy Pavwelyn
Chris Pearce
Larry Pelland
Colin Pelletier
David Penner
Janet Penner
Jason Penner
Julie Penner
Gisele Perkin
Randy Perkin
Elaine Perron
Keith Petrie
Brandy Piper
Patricia Plamondon
Alyssa Poganiatz
Donna Pomfret
Lee Pomfret
Tom Porczek
Justine Pratschler
Byron Prendergast
Shannon Proctor
Christina Pyra
Dominic Quiambao
Todd R
Jason Raap
Marc Rajotte
Gail Ramsay
Steve Ramsay
Frank Raposo
Samuel Regalado
Mary Regan
Renae Reiser
Frank Reitze
Jo-Anne Relf
Keith Relf
Bill Remanchuk
Irene Remarchuk
Loralea Remarchuk
Gina Remillard
Melvin Resler
Jack Richardson
John Ridd
Jenney Riddell
Gordon Riedel
Bryan Ritsema
Valerie Rivers
Jason Robak
Reid Robertson
D Robitaille
Grant Rodgers
Angela Rodrigues
Jaime Rodrigues
Kassia Rohm
Marlie Romeo
Paul Romeo
Anita Rondeau
Jeanette Rose
Corrin Rosnow
Shaun Rosnow
Sheryl Ross
Christina Roulston
Sandee Roulston
Elizabeth Rowe
Myles Rowtly
Kelly Rubidge
Dorri Ruffeski
Grant Ruffeski
Christian Rumbsos
Ken Ryback
Matthew Ryzner
Jenn Sacco
Joe Sacco
John Saindon
Fay Salkus
I Sallee
Anthony San Filippo
Paige Sander
Harman Sandhu
Marlon Sarmiento
Chantal Sawotin
Erick Sawotin
Evelyn Sawotin
Garry Sawotin
Linda Sawotin
Helen Schental
Mark Schillinger
Nancy Schneider
Wayne Schneider
Rick Schroder
Dianne Schwartz
Bonny Scott
Cagney Scott
Luanne Scott
Shelby Seekings
Doreen Seligman
Jon Semerchuk
Renee Semerchuk
John Semitiuk
Ruth Semitiuk

Sarah Shiels
Bryan Shoell
Subhdeep Sidhu
Joan Sidley
Paul Sidley
Gloria Siefert
Amity Sigfusson
Owen Sigfusson
Kyle Sims
Jacqueline Sippola
Chris Skrupski
Vera Slipec
Jenn Slobodian
Cheryl Smith
Linda Snell
Marilyn Sorensen
Melody Spence
Ron Spencer
Stacey St.Germain
Kaleigh Stefanowich
Glenn Steitzer
Mike Stephenson
Vicki Stevens
Connie Stewner
Jeremy Strachan
Ron Streib
Brad Strutt
Cynthia Sutherland
Mark Syvret
Wayne Tanchuk
Louise Taylor
Michelle Tellier
Joanne Teres
Sharon Thalman
Jocelyn Themmen
Kyle Themmen
Laura Themmen
Mark Themmen
Sandra Themmen
Wendy Thom
Patricia Thompson
Raylene Thompson
Shannon Thompson
Randy Tiongco
Joanne Tocher
Clinton Toet
Dana Toet
Lori-Ann Toet
Tabitha Torrance
Earl Tourond
Tara Towns
Devin Tschetter
John Turner
Lenore Turner
Dianna Unrau
Laurence Unrau
Suzanne Unrau
Rakesh Uproti
Jillian Valley
Michelle Vermette
Rossel Vermette
Allyson Vicmudo
Barry Vokey
Vonnie Von Kelmout
Gale Walker
Marsha Walker
Stephanie Wall
Ron Wally
Lorraine Walton
Alan Watson
Ben Watson
Tracy Waugh-Smith
Noella Waychnenko
Bev Weinreich
Melody Weinreich
Sharon Weinreich
Michael Whalen
Ruth Wiens
Cathy Willey
Lauren Willey
Don Williamson
Jan Willows
Colette Wilson
Tom Wilson
S Winisor
Jim Wojtanowski
Samantha Wolling
Shirley Wozinski
Sharon Wozne
Frank Wright
Harley Wright
Karen Wright
Tom Wright
Anita Wrubleski
Byron Yakemow
Gabriella Yakemow
Lucas Yakemow
Pam Yakemow
Anthony Yaskiw
Mark Yeryk
Amie Yiray
Anne Zaharia
Grace Zanko
Julia Zayyia
Silvia Zieba
Doug Zikman
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For Information:

Saadia Jamil
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E. Allan, Senior Planner, Planning, Property and Development Department
C. Ho, Planner, Planning, Property and Development Department
A. McKinnon, Planner, Planning, Property, and Development Department
L. Gilmour, Deputy Chief, Winnipeg Fire Paramedic Service
T. Wallace, Deputy Chief, Winnipeg Fire Paramedic Service
L. Hathout, Program Manager, Fire Paramedic Service
T. Kroeker, Senior Economist, Chief Administrative Office
M. Nikkel, Branch Head, Water and Waste Department

Exhibit "9" referred to in File SP 4/2026

ADMINISTRATIVE REPORT

Title: SP 4/2026 – South Transcona Secondary Plan, proposed By-law 78/2026 – Public Hearing

Issue: An application for consideration at the Public Hearing for a Secondary Plan By-law for South Transcona (New Community Precinct "S")

Critical Path: East Kildonan Transcona Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
E. Allan, RPP, MCIP			

RECOMMENDATIONS

1. That Council give first reading to By-law 78/2026, a draft of which is attached as Appendix "A", being a by-law to adopt the South Transcona Secondary Plan as a secondary plan by-law, with the following amendments, as detailed in items 1-22 of Appendix "D":

    A. Remove Figure 1: South Transcona in its Urban Context in Appendix "A" and replace with the updated figure shown as Item 4 of Appendix "D" attached to this report.

    B. Remove the proposed definition for "Row dwelling" or "townhome" and replace with the following (Item 7 Appendix D):

        i. ""Row dwelling" or "Townhome" means a type of ground oriented multi-family dwelling with a direct entrance to each individual unit where no dwelling unit is provided entirely or partially above or below another unit.""

    C. Add the following proposed policy immediately after policy 4.5.14 (Item 13 Appendix D):

        i. "Collector setbacks: Reduced yard requirements should not be permitted for lands abutting or flanking collector roads identified in Map 1 to protect lands required for future road widenings, unless approved by the Director of Public Works."

    D. Amend proposed policy 7.5.1.5 to delete the following sentence (Item 17 Appendix D):

        i. "Where existing rights-of-way are insufficient to support the required cross-section, they shall be widened accordingly."

E. Add the following proposed policy immediately following amended policy 7.5.1.5 (Item 18 Appendix D):

i. “Collector rights-of-way: Where existing or interim collector rights-of-way are insufficient to support the required cross-section, they shall be widened by, and at the cost of, area developers.”

F. Add the following proposed policy to the end of Section 8.3 (Item 19 Appendix D):

i. “External Road Upgrades: Phasing shall be constrained by road capacities and necessary growth-enabling transportation improvements to the external road network as identified in Section 7.4 and as follows:

a) Phases of development that require access to Plessis Road shall not be permitted until Plessis Road is twinned, to the satisfaction of the Director of Public Works; and

b) Initial phases of development requiring access to Dugald Road may be permitted prior to the twinning of Dugald Road. Until such time as Dugald Road can be twinned, all phases of development shall be constrained to available road capacities on Dugald Road as identified by a Transportation Impact Study and confirmed by the Director of Public Works.”

G. Amend various minor spelling and/or grammar errors, as identified as items 1-3, 5-6, 8-12, 14-16, 20-22 in Appendix “D” attached to this report.

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

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

REASON FOR THE REPORT

South Transcona is designated as “New Community” under the Complete Communities Direction Strategy 2.0 (CCDS 2.0). South Transcona is also identified as “Precinct S” in the Greenfield Phasing Plan in CCDS 2.0. Under Section C6 (New Communities), a secondary plan must be adopted by Council prior to any development in a New Community area.

In January 2024, a Terms of Reference was signed between the City of Winnipeg Public Service and two private landowners within the South Transcona area, Taggart Properties Inc. and Goldstone Group Limited. The Terms of Reference provided the City’s expectations for the South Transcona Precinct planning process and outlined roles and responsibilities for the plan process. The goal of the process was to introduce a comprehensive plan for urbanized development with a full range of municipal services within the South Transcona Plan Area, in accordance with the policies of CCDS 2.0.

A formal application for a new secondary plan was received by the Urban Planning & Design Division on July 2nd, 2026.

In accordance with *The City of Winnipeg Charter* (The Charter), Council must adopt a secondary plan by by-law. Section 236.1(2) of The Charter and the Development Procedures By-law No. 104/2020 requires a public hearing to be held to receive public representations prior to first reading of Council.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendation of the Public Service to adopt the South Transcona (Precinct S) Secondary Plan is concurred in, the report will proceed to Council for first reading of the South Transcona Secondary Plan By-law No. 78/2026.

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

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

CONSULTATION

In preparing this report there was consultation with:

- Legal Services (as to legal issues)

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared By: Evan Allan, RPP, MCIP
Date: August 5th, 2026
File No. SP 4/2026

LIST OF SCHEDULES AND APPENDICES

Schedule "A" – Planning Discussion

Appendix "A" – Proposed By-law No. 78/2026

Appendix "B" – Application Package

- Letter of Intent
- South Transcona Secondary Plan Engagement Report
- South Transcona Traffic Engineering Report
- South Transcona Emergency Services Memo
- South Transcona Rail Noise Assessment
- South Transcona Municipal Servicing Brief

Appendix "C" – South Transcona Land Development Financial and Economic Impact Analysis Technical Report

Appendix "D" – Public Service Recommended Amendments

SCHEDULE ‘A’ – PLANNING DISCUSSION

DATE: August 5, 2026

FILE: **SP 4/2026 (Proposed By-law No. 78/2026)**

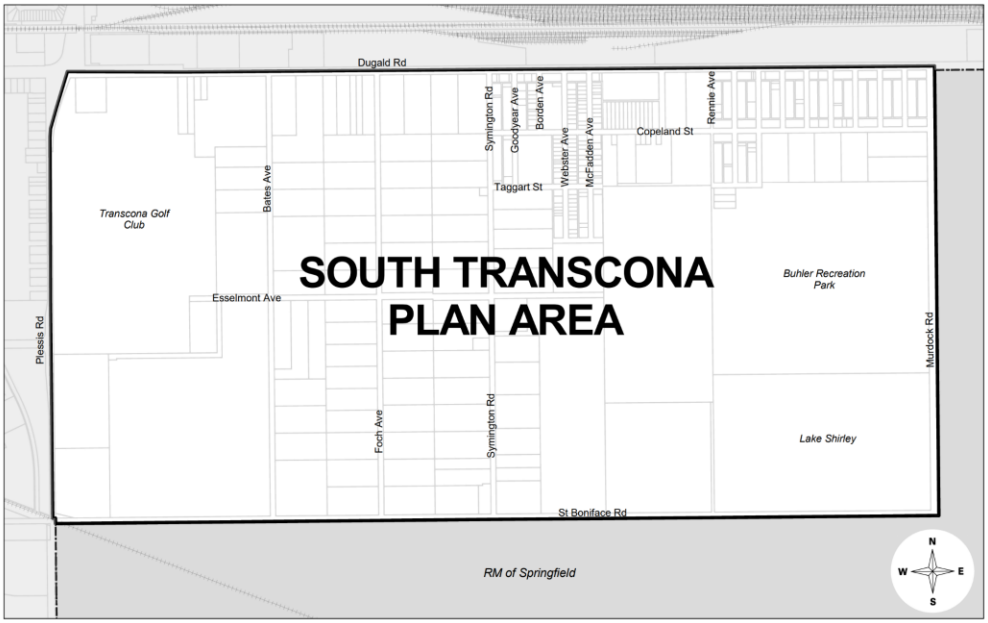
RELATED FILES: N/A

COMMUNITY: East Kildonan-Transcona

NEIGHBOURHOOD #: 4.425 (Transcona South)

SUBJECT South Transcona Secondary Plan (Secondary Plan By-law)

LOCATION: Plan Area as identified by the South Transcona Secondary Plan (Secondary Plan BL 78/2026). The Plan Area includes the area south of Dugald Road, north of St. Boniface Road, east of Plessis Road and west of Murdock Road.



LEGAL DESCRIPTION: N/A (refer to map)

APPLICANT: MRA Planning + Development (Michelle Richard)

OWNER: N/A

RECOMMENDATION: **Approval with amendments**

BACKGROUND INFORMATION

- The proposed South Transcona Secondary Plan (the Proposed Plan) is a privately-led initiative. The process and tasks necessary to prepare the Plan were undertaken by Taggart Properties Inc. and Goldstone Group Limited, and their consultants (the Proponents).
- The City of Winnipeg Public Service was responsible for providing information and input (on request from the Proponents), and for reviewing the final secondary plan application, however the City of Winnipeg Public Service did not prepare the Proposed Plan.

Project Timeline

- The table below summarizes the basic timeline for the creation of the Precinct Plan.

DATE	ACTION
2022	South Transcona designated as a New Community in *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0* and identified as Precinct "S".
2022	South Transcona identified as Tier 2 – Short-to-medium term development
January 2024	Terms of Reference Signed (City and Developers) for a Developer-led Secondary Plan
2024-2026	Plan development
April 2026	Secondary Plan Application (SP 3/2026) submitted to City
June 2026	SP 3/2026 withdrawn by applicant
July 2026	Current Secondary Plan Application (SP 4/2026) submitted to City
August 2026	Public Hearing for SP 4/2026 before the EKT Community Committee

Plan Area

- The Proposed Plan applies to lands located at the eastern edge of the City of Winnipeg within the Transcona neighbourhood (see Figure 1). The Plan Area is bound by:

  North: Dugald Road, then industrial businesses and the Transcona Yards Industrial size all zoned "M3" Manufacturing – Heavy.

  South: St. Boniface Road, then undeveloped farmland within the RM of Springfield.

  East: Murdock Road, then undeveloped farmland within the RM of Springfield.

  West: Plessis Road then various uses including residential uses zoned "R-1E" Residential Single Family – Estate and RMF-S Residential Multi-Family – Small, the St.

Boniface Industrial Park zoned “M2” Manufacturing – General, and Symington Yards to the southwest zoned “M3” Manufacturing - Heavy.

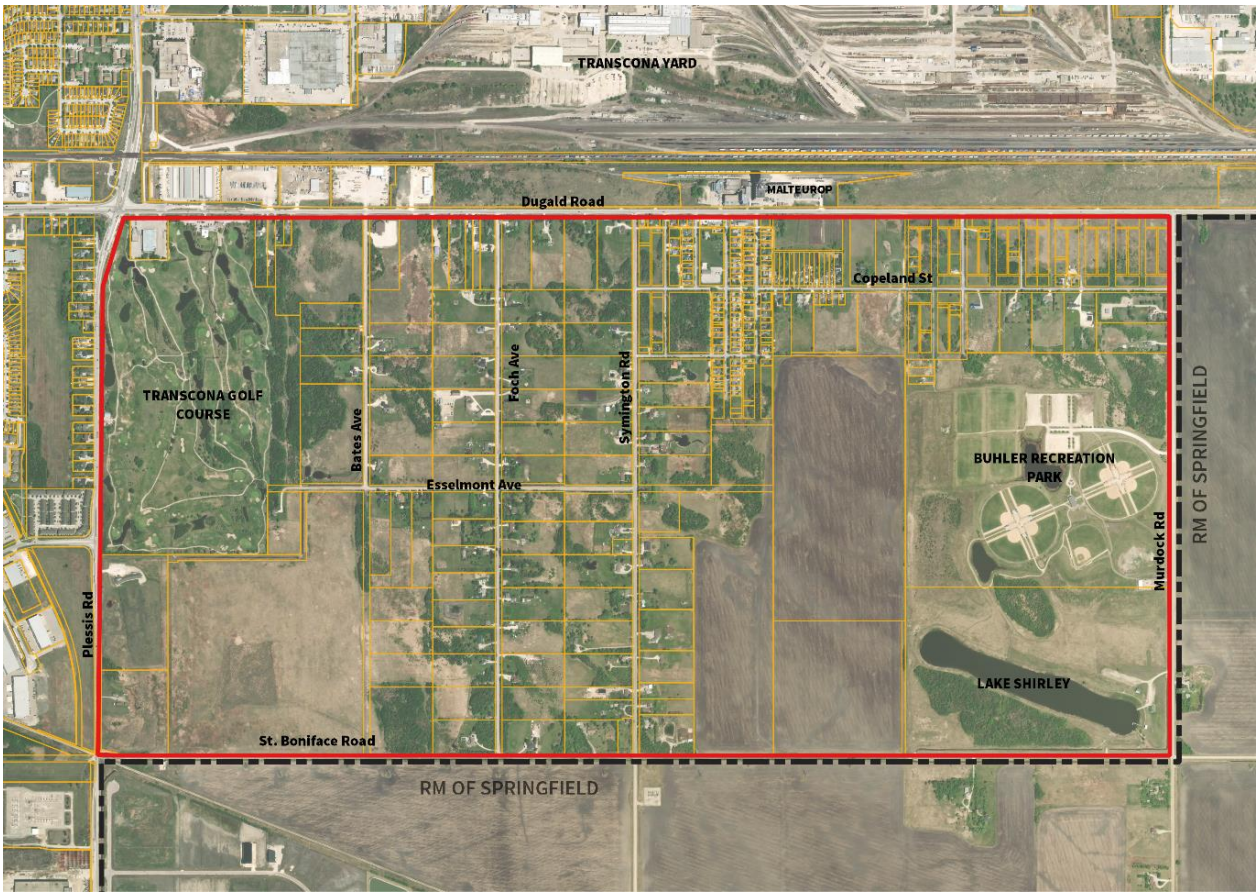


Figure 1: Aerial View of Subject Lands and Surrounding Area

Existing Land Use & Zoning

- The westernmost portion of the Plan Area includes the Transcona Golf Club which is approximately 135 acres in area and zoned “PR2” Parks & Recreation, and an area identified in the Proposed Plan as “West Town Area” which is approximately 165 acres of undeveloped land zoned “A” Agriculture.
- The easternmost portion of the Plan Area includes Buhler Recreation Park and Lake Shirley water ski facility which is approximately 250 acres and is zoned “A” Agriculture, and an area identified in the Proposed Plan as “East Town Area” which is about 178 acres of undeveloped land zoned “A” Agriculture.
- The central portion of the Plan Area is generally identified as “The Acreages” (generally between Bates Ave. and Symington Rd.) is approximately 404 acres in area. This area is characterized as currently existing large lot rural residential development with predominantly detached single-family homes generally on 5 acre (+/-) lots zoned “A” Agriculture.

- To the northeast of the Plan Area is an area identified as “The Hamlet” in the Proposed Plan and is approximately 180 acres in area and includes an existing residential neighbourhood. The majority of the properties are generally 5,500 sq ft (+/-) in area zoned “R1-L” Residential Single-Family – Large with homes built in the 1970’s. Some larger properties exist which generally range between 7,700 sq ft to 15,000 sq ft in area and are zoned “R1-E” Residential Single-Family – Estate with homes built between the 1920’s to the 1980’s. There is also a portion of properties zoned “RR5” Rural Residential which includes some vacant lands and some single detached homes.
- Also included in the Plan Area are several non-residential uses including automotive businesses zoned “C2” Commercial Community along Dugald Road, several places of worship zoned “A” Agricultural, and several parcels owned by the City of Winnipeg including Victor Valde Community Park, the South Transcona Community Centre and several treed lots that are zoned “PR2” Parks and Recreation.

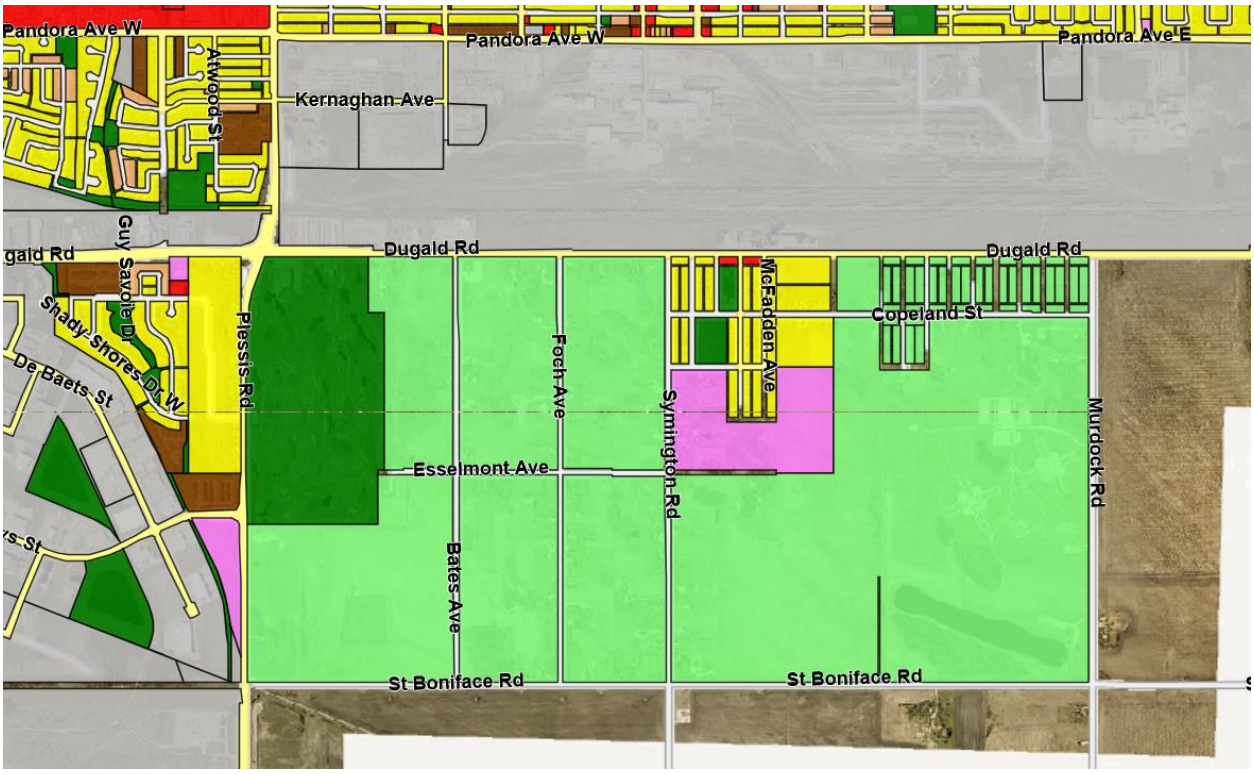


Figure 2: Zoning of the Plan Area and Surrounding Areas

DESCRIPTION OF THE PROPOSED SECONDARY PLAN

The Proposed Plan has been developed by two existing landowners in South Transcona with large holdings of undeveloped land. The Proposed Plan represents the culmination of planning process that was in development for over two years involving residents and key stakeholders in South Transcona. The following sections summarize key aspects of the Proposed Plan.

Vision & General Intent

- South Transcona is envisioned as a sustainable community that preserves the peaceful atmosphere, natural ecology and small town feel while accommodating long-term growth of up to 20,000 people.
- Development is proposed to come in the form of a range of housing choices, commercial services and community amenities. The Proposed Plan has been developed by the applicant involving background research, engineering studies, land use planning and consultation with local stakeholders.
- The Proposed Plan identifies 4 different areas within the Plan Area, defined by their current uses. A map of these areas is shown below as Figure 3:
    - The Acreages – Approximately 404 acres in the center of the Plan area characterized by large, rural residential parcels of 2.5-5 acres. There is currently no urban standard servicing within this area.
    - The Hamlet – Approximately 180 acres located in the northeast portion of the Plan Area. This area is characterized by a grid street pattern, with smaller lots which have some urban standard services.
    - West Town Area – Approximately 165 acres of assembled, undeveloped lands.
    - East Town Area – Approximately 178 acres of assembled, undeveloped lands.

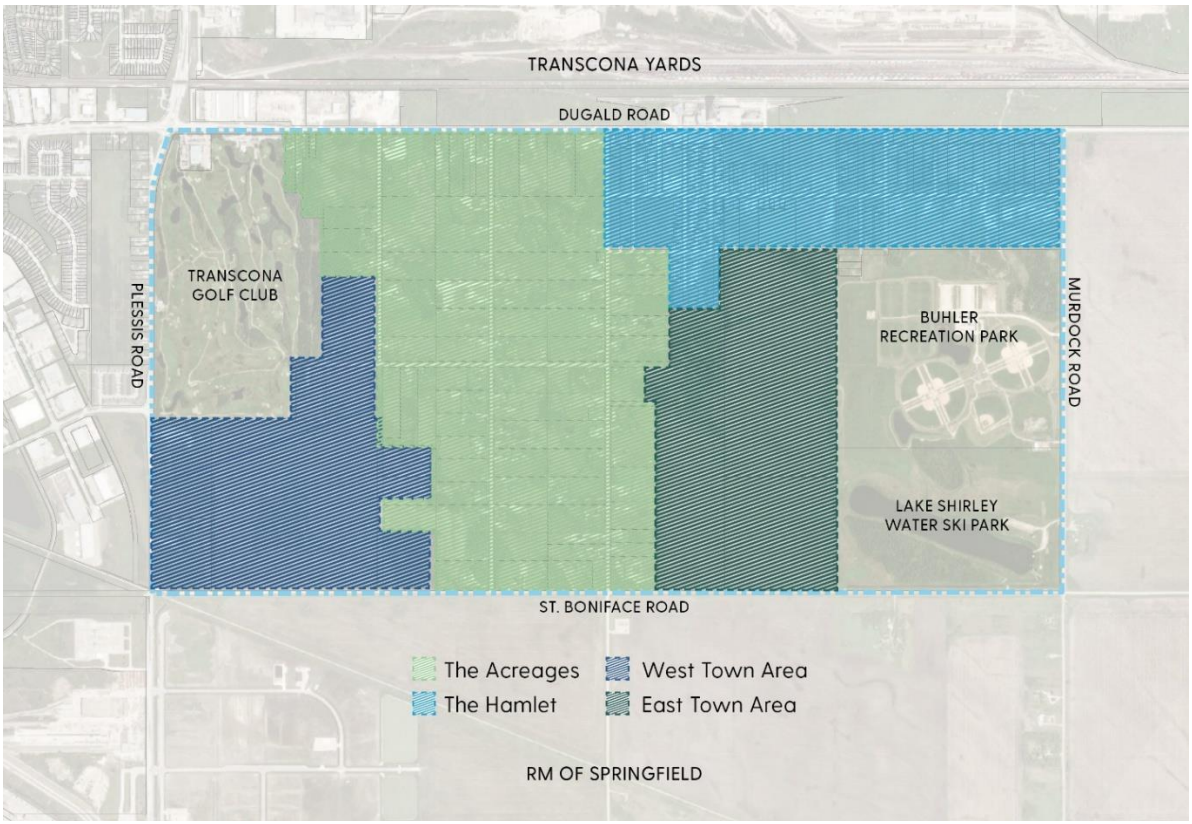


Figure 3: The Plan Area

It is anticipated that at full build-out, the East and West Town Areas will represent a combined ~6400 dwelling units across 350 acres. The Acreages and Hamlet are anticipated to contain ~1000 dwelling units at full build out.

Land Use Policy

Section 4.0 of the Proposed Plan outlines three land use categories to guide future development. A summary of the land use categories is described below, and the Proposed Land Use Policy Map is provided in Figure 4:

Town Gateway Designation

Allows residential development in the form of multi-family housing, including multi-storey buildings, mid-sized buildings, duplexes, triplexes and fourplexes, and townhomes. Higher intensity development will be focused around Town Gateway Centres, which are strategically located on major roadways, transit routes and within the vicinity of community assets, amenities and connectivity.

Within Town Gateway Centres, the maximum height is proposed to be eight storeys, and six storeys across the remaining Town Gateway areas.

The proposed target density is 50-80 dwelling units per net developable acre, though a minimum density of 30 dwelling units per net developable acre is expected.

Town Neighbourhood Designation

Allows residential development in the form of multi-family housing, including mid-sized buildings, duplexes, triplexes and fourplexes, and single-family housing.

The proposed building height maximum is four storeys, and up to six storeys along major roadways.

The proposed target density is 10-60 dwelling units per net developable acre.

Town Neighborhood – Small Designation

Allows residential development in the form of single-family, duplexes, triplexes and fourplexes, with townhomes only permitted along major roadways.

The building height maximum is 35 feet.

In the Acreages and the Hamlet, the target density is four dwelling units per net acre.

In the East and West Town Areas, and along the High Street (Esselmont) the target density six to eight dwelling units per net developable acre.

Commercial and Institutional Uses

Local community-serving commercial uses and community serving institutional uses are permitted across the Plan Area, and are encouraged to locate along major roadways (collectors and arterials).

Concept Plans

Much of the area known as the Acreages and Hamlet in the Town Neighbourhood – Small designation contains existing residential lots (~ 5 acre rural residential parcels in the Acreages, and smaller R1-L and R1-E residential parcels in the Hamlet).

Due to the prevalence of land fragmentation within this area, an additional level of planning is required to ensure future development can proceed in an efficient manner.

Development applications within the Town Neighbourhood – Small designation require the submission of a concept plan which demonstrates the following:

- Proposed land use.
- Setbacks and/or buffering required elsewhere in the Secondary Plan.
- Internal and external connectivity, including a minimum of two points of direct access and a maximum distance of 300 meters between connections along local roads.
- Connections to AT Pathways.
- Park dedication in accordance with the Parks Strategy.
- How a full range of municipal services will be provided to the concept Plan Area and supporting background studies (land drainage, water, wastewater, transportation impact analysis and any other studies required through the plan).

- Prior to submitting a concept plan, developers are required to consult with landowners whose properties or future development potential may be affected by the proposed concept plan.
- Limited subdivision will be permitted for land assembly purposes without triggering a concept plan or the need for a full range of municipal services.

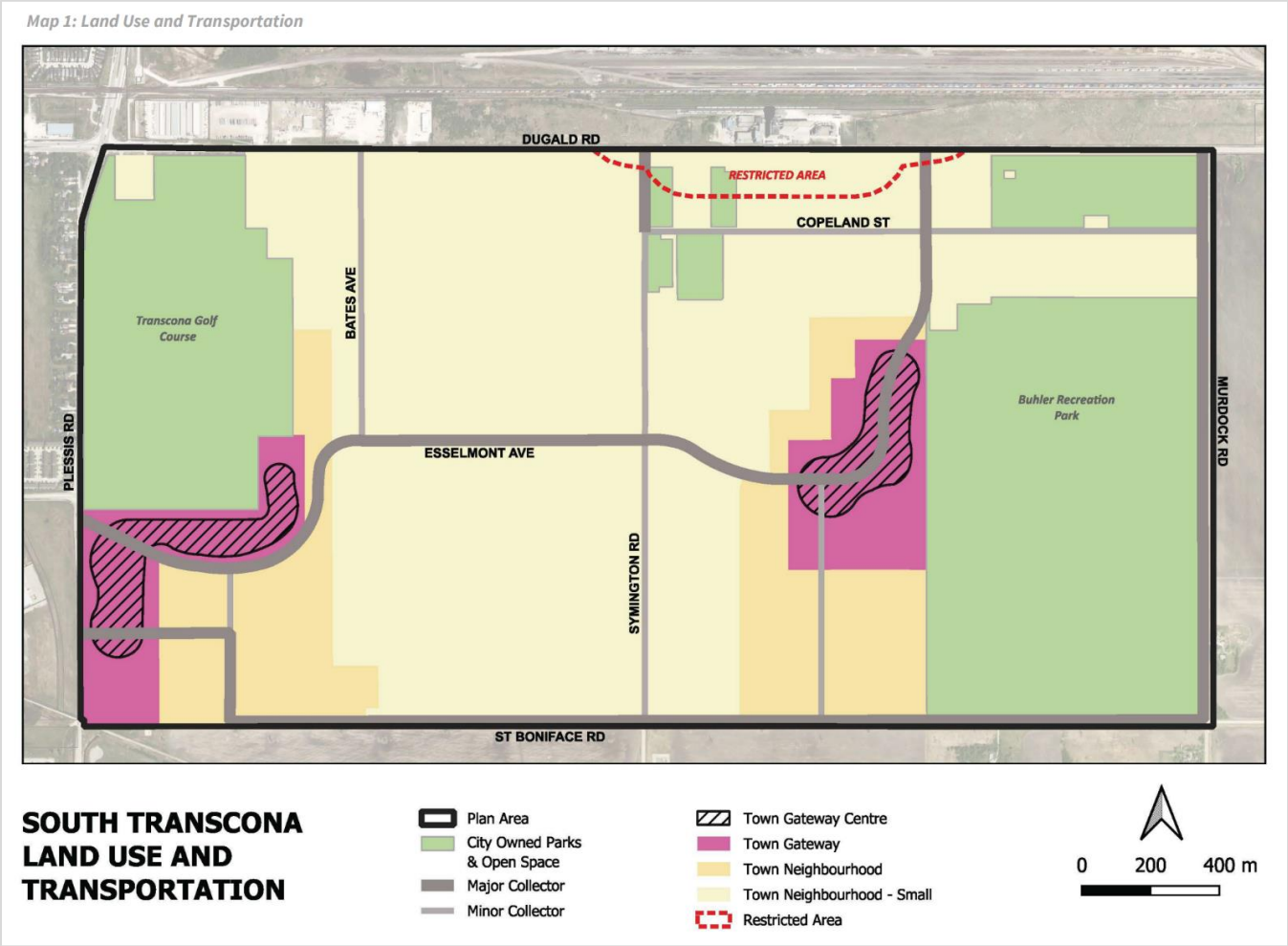


Figure 4: Proposed Land Use Policy Map

Land Use Compatibility

Several existing land uses within the vicinity of South Transcona require additional policy to ensure any potential land use conflicts can be adequately mitigated to facilitate future development. The proposed Land Use Compatibility Map (Map 2) is shown in Figure 5 below.

New development within 600 metres of the CN Reddit Subdivision should incorporate acoustic mitigation for outdoor living areas, which can be facilitated through building orientation, building design elements, fencing, privacy screening, landscaping or other appropriate noise attenuation measures. This policy does not apply to front yards.

In addition, additional façade and window glazing treatments, identified by minimum Sound Transmission Class Ratings (STC), are required within certain areas identified on Map 2 in the Plan.

	Façade STC Rating	Living/Dining Room Window STC Rating	Sleeping Quarters Window STC Rating
Single detached homes up to 4 storey residential	STC 45	STC 26	STC 29
5 to 8 Storey Residential	STC 45	STC 29	STC 32

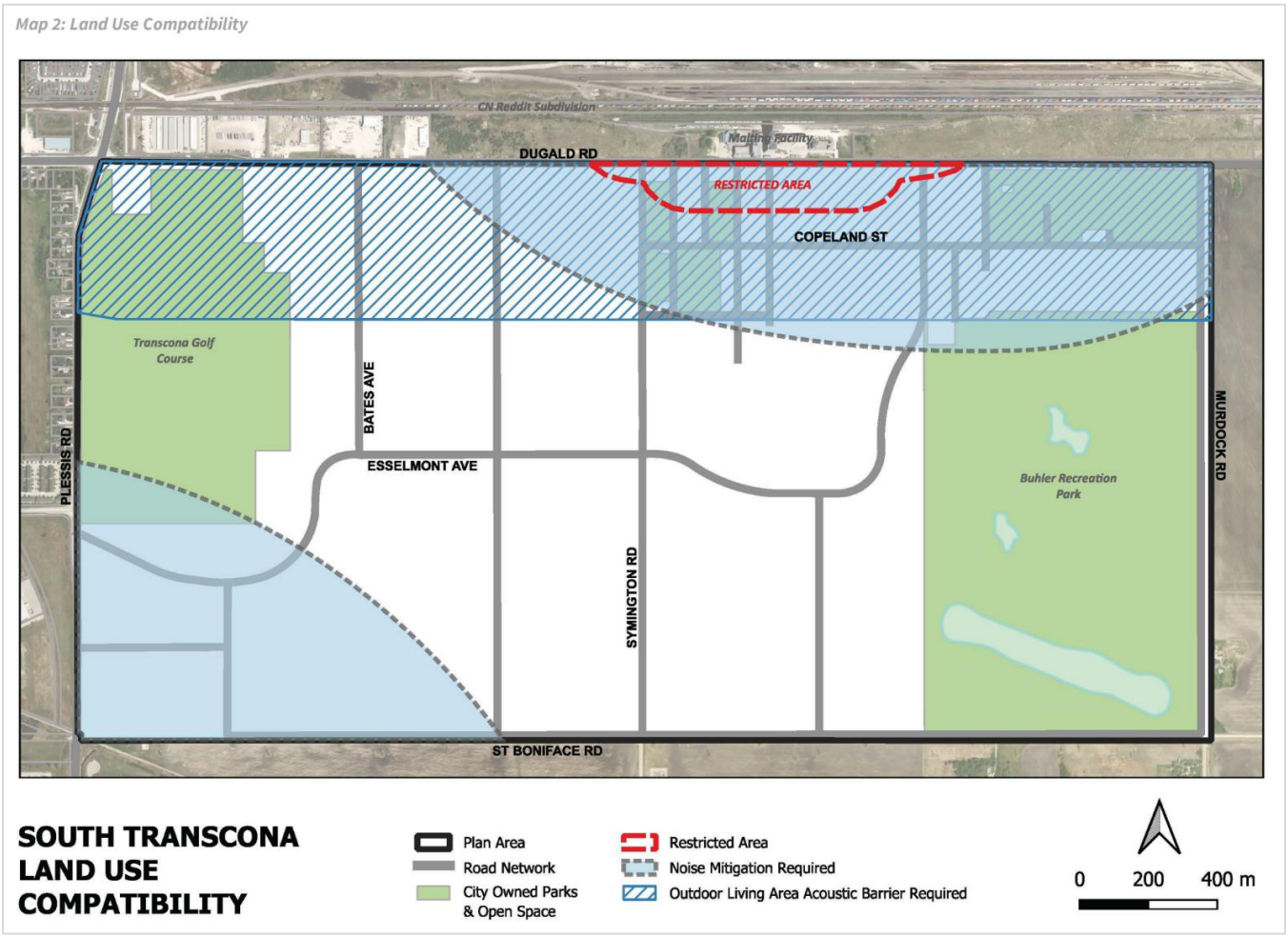


Figure 5: Land Use Compatibility Map (Map 2)

No new residential intensification or sensitive land uses (childcare, institutional, hotels, community centres or care facilities) shall be permitted within 150 metres of the existing heavy manufacturing use north of Dugald Road, identified as the Restricted Area on Map 2.

New development abutting the east side of Plessis Road and the south side of Dugald road shall be restricted until Preliminary Design Studies can be completed and necessary setbacks can be identified.

Parks & Natural Areas

The Proposed Plan also contemplates an extensive system of connected green corridors that will incorporate the many natural areas throughout the Plan Area and connect existing parks, establish new parks, protect flora and fauna, and ensure connectivity through appropriate linear parks and active transportation.

The Plan recommends ecological assessments be conducted prior to subdivision and rezonings, at the discretion of the City Naturalist, and contains extensive policies that consider the protection, land assembly, programming and incorporation of land drainage works into greenspaces, throughout the Plan Area.

Figure 5: South Transcona Park Concept

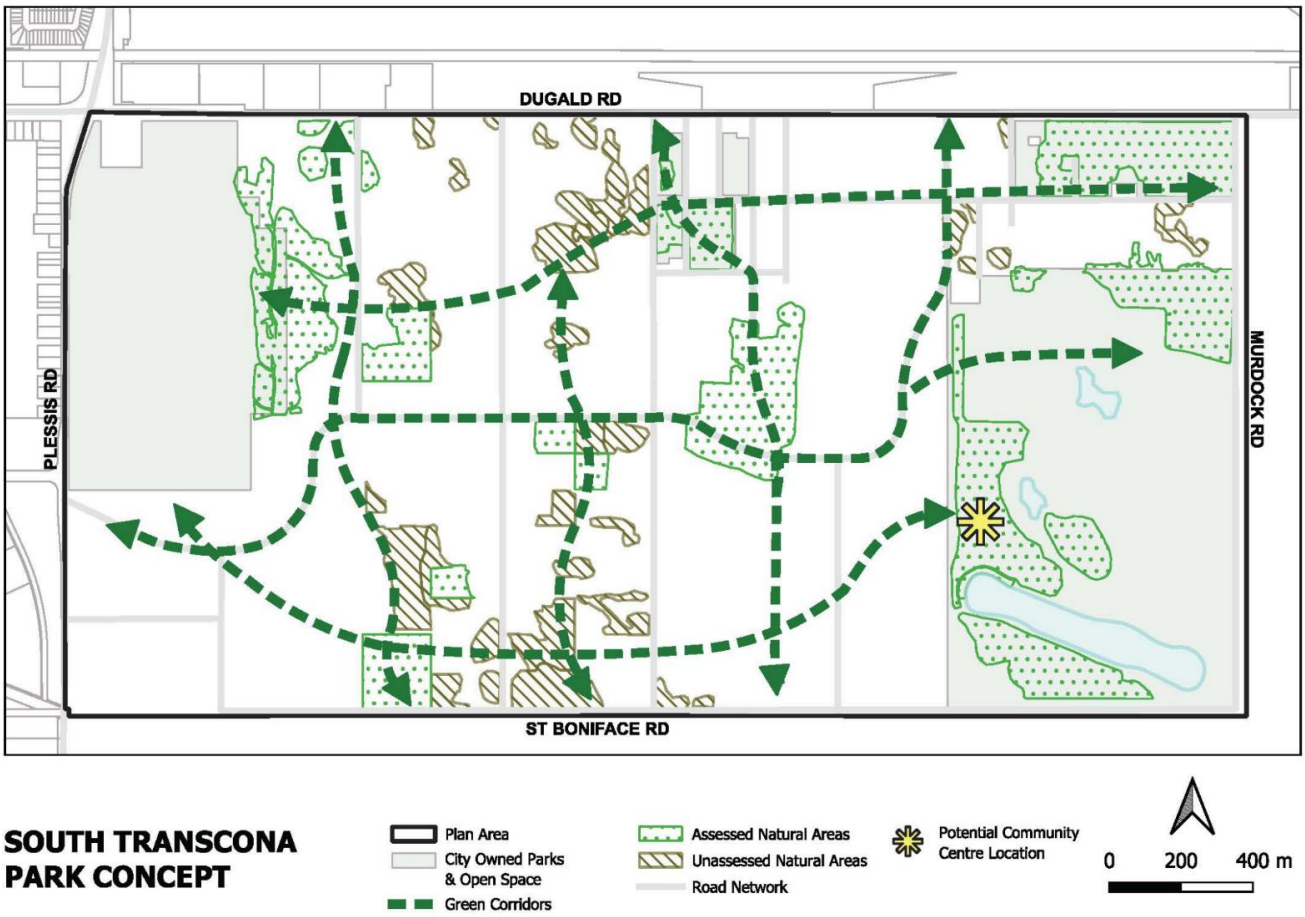


Figure 6: Park Concept Map

Transportation & Servicing

The Proposed Plan outlines how a full range of municipal services (piped water, piped wastewater, piped land drainage, and an urban standard roadway) will be achieved throughout the Plan Area.

Land drainage is contemplated with a general flow from east to west and connecting from the Plan Area into the City’s existing land drainage sewer system to the west. Areas north of Esselmont generally will continue to drain north into the existing Dugald drain.

A network of existing and future streets is planned to accommodate growth in the Plan Area. This includes a proposed ‘high street’ along Esselmont that will connect Plessis to Dugald Road, as well as future minor collectors along Bates Ave, Symington Road, Copeland, and St. Boniface Road.

Both Dugald Road and Plessis Road are anticipated to require twinning into the future. Improvements to these roads will be implemented in coordination with development phasing, traffic volumes, emergency access needs and the City’s Transportation Master Plan priorities. Several intersection upgrades are also identified along Dugald Road at Bates, Symington and Rennie, as well as two intersection upgrades along Plessis.

Active transportation routes are planned throughout the Plan Area and are intended to generally connect future parks, and areas of higher density to the broader active transportation network in the City.

Transit is also contemplated for this area to coincide with future development. Plan policies state that the majority of dwelling units should be located within 200 to 400 metres walking distance of a transit stop to support convenient, safe and equitable access to transit.

Figure 10: Active Transportation Network

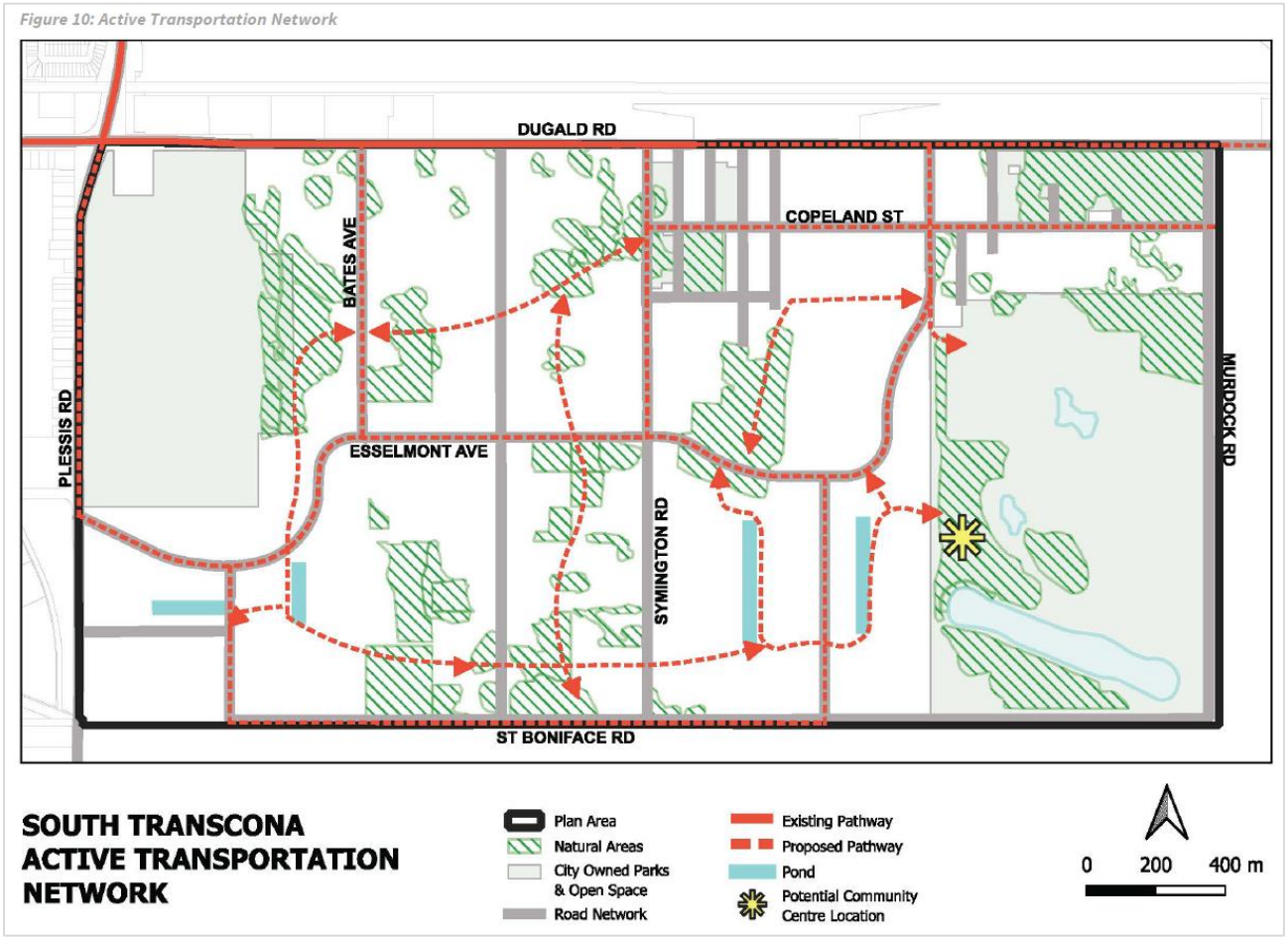


Figure 7: Active Transportation Network Map

POLICY CONTEXT

OurWinnipeg 2045

A core objective in *OW 2045* is to facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset. New communities are complete when they demonstrate universally designed environments, mixed-income neighbourhoods, a variety of housing types, multi-modal connections within and to elsewhere in the city, heritage conservation, opportunities for physical activity, social interaction, and access to healthy food, daily needs, employment, education, recreation and nature.

Policy 6.7 of *OW 2045* ensures that growth is fiscally sustainable through the appropriate financial tools, including fiscal impact analyses for new development.

Policy 6.12 states that the City’s minimum expectations for secondary plans led by external parties should be clarified using existing tools, as well as the creation of new tools.

Policy 6.28 of *OW 2045* requires that New Communities must have secondary plans and to ensure these are developed as complete and connected communities from the outset and are available to accommodate growth.

Policy 6.29 states that New Communities must identify and include a defined level of service for public infrastructure and resource requirements, or approved alternative, to achieve complete communities, including an integrated and sustainable transportation system, recreation, parks, libraries, emergency services, and digital communications technology.

Complete Communities Direction Strategy 2.0

Under the CCDS 2.0, the Plan Area is currently designated as a New Community on Map 1 – Map of the Urban Structure, and is identified as Precinct “S” in the Greenfield Phasing Policies found in Section B1 – General Growth.

The following subsections review key policies of CCDS 2.0 as they pertain to the subject application.

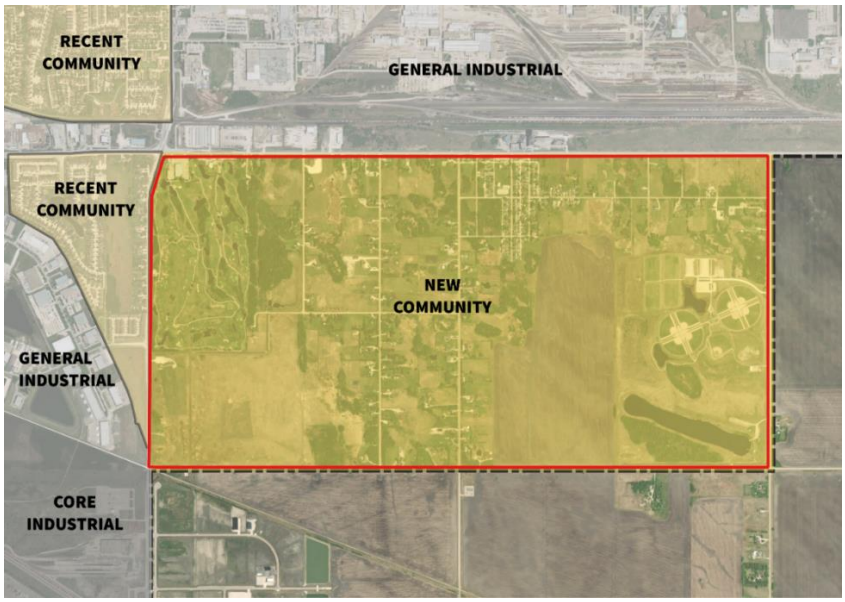


Figure 8: Map of CCDS 2.0 Designations for South Transcona and Surrounding Area

Section B1 – General Growth

Policy 3.1 of the General Growth section of CCDS 2.0 aligns maximum permitted multifamily residential densities with transit, directing the highest multifamily residential densities to the areas that provide the best transit service.

- High multifamily residential densities are encouraged Downtown and in proximity to existing rapid transit stations and along Corridors, with the highest densities in this range in closest proximity to transit stations.
- Medium multifamily residential densities may be encouraged in proximity to the existing and planned Primary Transit Network with the highest densities in this range in closest proximity to transit stations.
- Multifamily densities elsewhere in the Urban Structure will be directed in accordance with other policies from other sections of this By-law.

Further, under the General Growth section of CCDS 2.0, South Transcona is identified as being part of the “Tier 2” lands, which are in the ‘short-to-medium’ term category in terms of servicing and planning of greenfield areas (see Figure 9 below).

Per section B.1.4.5 of the General Growth section in CCDS 2.0, precinct planning should not commence for lower priority lands until plans for all higher priority lands have, at minimum, been initiated.

Based on the status of Tier 1 to 3 lands, South Transcona is the next logical greenfield area to initiate a planning process and identify capital infrastructure required to enable and support the full buildout of the lands.

Policy B1.4.3 of the General Growth section states that capital infrastructure required to support the full build out of greenfield lands should be provided in a timely fashion in accordance with the phasing outlined in that section.

Furthermore, Policy B1.4.6 states that development within a site may be delayed until all growth-enabling infrastructure necessary to support it at full build-out is completed.

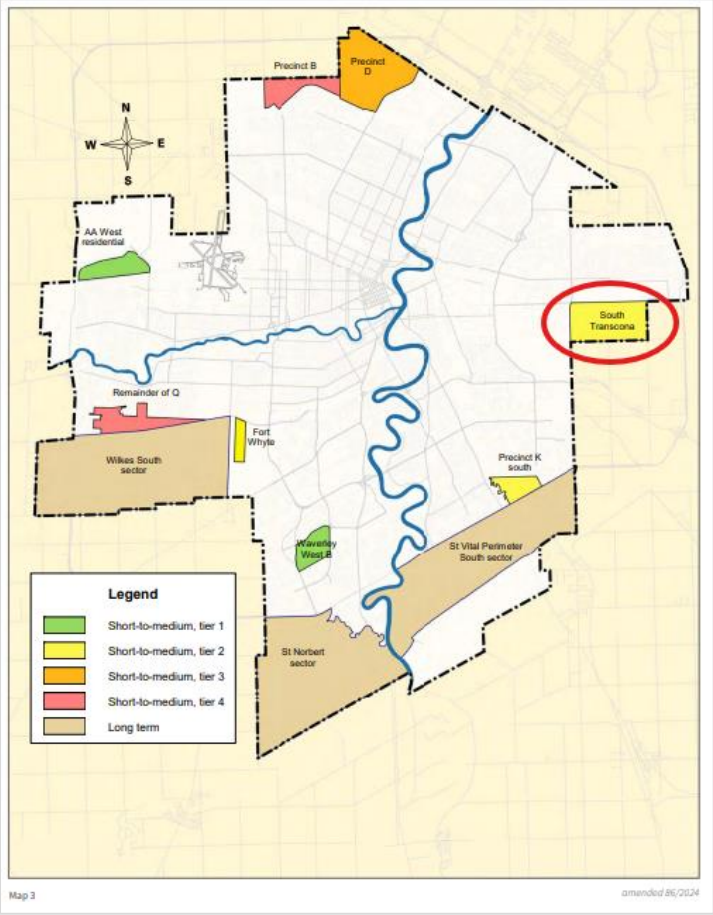


Figure 9: Map of Greenfield Phasing Areas (with South Transcona highlighted)

Section B3 – Servicing

Section B3 of CCDS 2.0 provides policy direction to accommodate all new development in urban areas with a full range of municipal services.

Policy B3.1.3 states that municipal services should only be extended when they can be done in an environmentally sound, economical and timely manner.

Policy B3.1.4 supports new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services.

Policy B3 4.2 of the Servicing section of CCDS 2.0 states that once a secondary plan is adopted, a full range of municipal services (defined in CCDS 2.0 as: piped water, piped wastewater, piped land drainage, and an urban standard roadway) is required for new development within the precinct.

Additionally, policy B3.4.2.1.b requires that new urban development demonstrate contiguous development and phasing that minimizes the spatial use of land and the extension of services:

4.2 Once a secondary plan is adopted, require a full range of municipal services for new development within the precinct.

4.2.1 Require detailed studies through the secondary plan process to:

a) Coordinate municipal infrastructure with proposed land uses

b) Demonstrate contiguous development and phasing that minimizes the spatial use of land and the extension of services

c) Demonstrate how the future development of adjacent lands will be supported by a full range of municipal services.

Section C6 – New Communities

Section C6 of CCDS 2.0 provides policies for New Communities. New Communities are large, undeveloped land areas not currently served by a full range of municipal services that are intended to facilitate future urban development through a precinct planning process. It is anticipated that New Communities will play a critical role in accommodating a significant share of future housing demand in Winnipeg.

Secondary plans for New Communities Areas are required to cover an entire precinct to ensure land use objectives are optimized and city services can be provided in an efficient manner.

Goal 1 of the New Communities policy section seeks to establish and maintain New Communities through planned, orderly development. Applicable supporting policies are:

- Policy C6.1.1 of CCDS 2.0 requires that a precinct plan be presented to and adopted by Council as a secondary plan for areas identified in Map 10 of CCDS 2.0 (see Figure 10 below). At a minimum, a precinct plan for New Communities should include the following:
  - A vision for the area;
  - Anticipated population at full build-out;
  - The alignment of the Primary Transit Network and the location of its stations, where applicable;
  - Infrastructure alignment, including the arterial and collector road network, pedestrian and cycling routes, alignment of the transit feeder network, and water, wastewater, and land drainage facilities;
  - Land use policies, including the location of specific designations and higher density residential multi-family uses;
  - Parks and open space, including consideration of natural features and riverbanks, if applicable;
  - Phasing within the precinct, where appropriate;
  - Identification of necessary City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
  - Criteria for siting antennae systems;
  - Implementation strategy, including roles and responsibilities for implementation; and
  - Other policies or context specific guidelines as deemed appropriate.

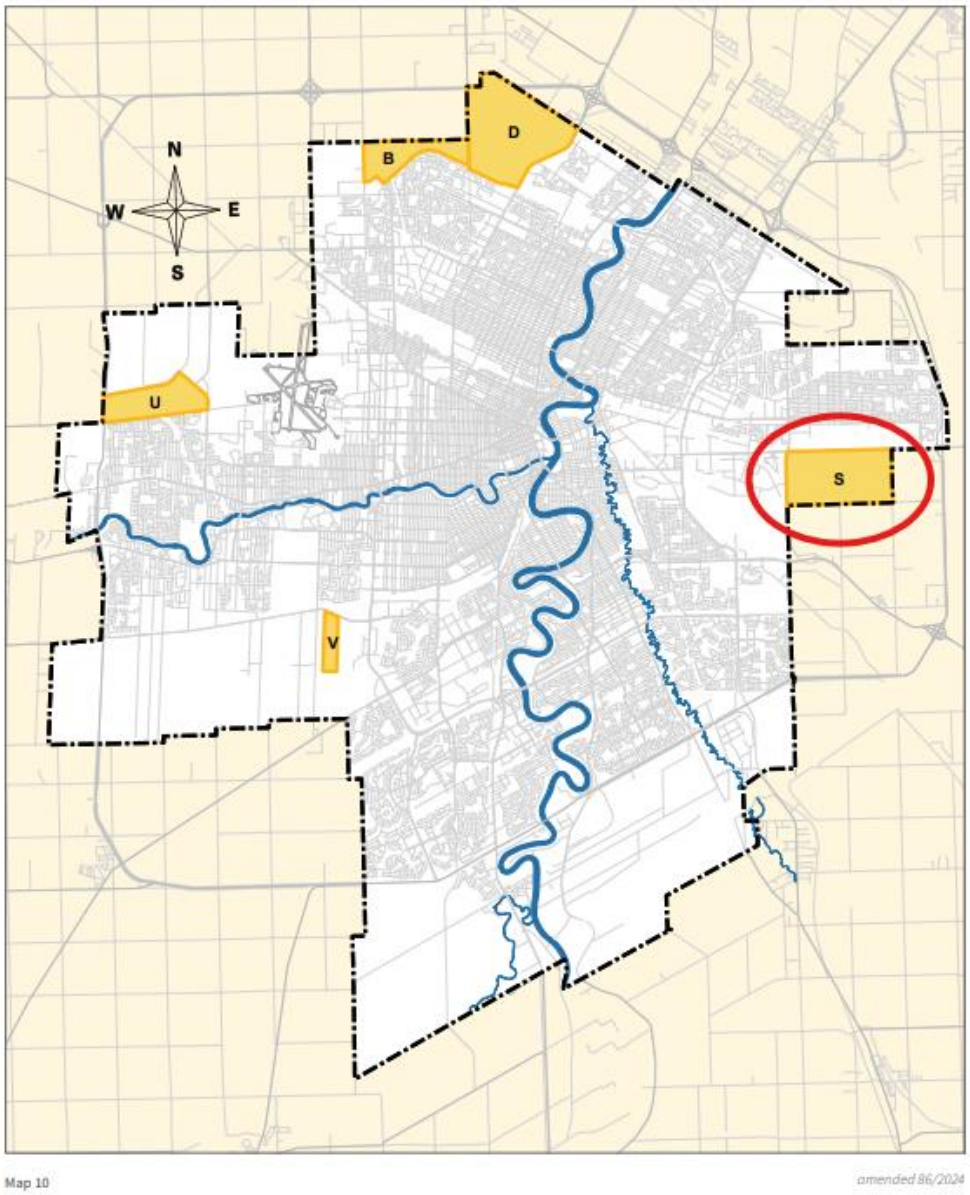


Figure 10: Map of Precincts (with South Transcona highlighted)

- Policy C6.1.1.2 states that precinct plans may be led by either the City of Winnipeg or external parties in collaboration with the City.
- Policy C6.1.1.3 of CCDS 2.0 requires that the proponent prepare a fiscal impact analysis to evaluate the financial implications to the City and to inform decision-making, where the City determines such an analysis to be necessary.
- Policy C6.1.2 requires engagement and collaboration with stakeholders as part of the precinct planning process.
- Policy C6.1.5 states that the City may review and administer phasing within the precinct to ensure the efficient provision of city services as the precinct builds out, including local transportation, transit, parks, and community facilities development, as per policies described in the precinct plan.

- Policy C6.1.5.1 allows for the timely delivery of key infrastructure necessary to allow for the proper functioning of the area throughout its buildout through phasing.

Goal 3 of the New Communities section seeks to develop these areas as sustainable, adaptable and Complete Communities. Subsequent policies support this goal by encouraging a mix of uses, a variety of housing types, providing parks and recreation facilities at the neighbourhood and community level, and promoting a comfortable pedestrian environment and an attractive public realm. Key examples include:

- Policy 3.4, encourages residential densities in all housing types to:

  a. Promote the efficient use of land;

  b. Maximize the City's greenfield land supply; and

  c. Promote sustainable transportation options and community and retail amenities.

- Policy C6.3.5, which directs higher density residential uses to planned transit routes that should be identified through the precinct planning process.
- Policy C6.3.6 ensures that higher residential densities are compatible with surrounding land uses through sensitive building massing and site locations.

- Policies C6 3.7 and 3.8 promote the provision of a safe and convenient public realm for all modes of transportation, and provides design considerations to encourage a pedestrian friendly environment.
- Policies C3.9, 3.10, 3.11, 3.12 encourage the provision of Parks that balance recreation needs with the protection of natural features, improve connectivity of the parks network, and achieve levels of service prescribed in the Parks Strategy.
- Policy C3 3.13 directs New Communities to provide accessible and inclusive recreation facilities in alignment with targets and requirements of the Recreation Strategy.
- Policies C3 4.1, 4.2, 4.3 directs the design of New Communities to plan for existing and future connectivity for all transportation modes both to areas within and adjacent to the Plan Area.

  Policy C6.5.2 states that residential uses are to be buffered from potentially incompatible uses in accordance with relevant policies in the Employment Lands and Strategic Infrastructure and Resources sections of this By-law.

Section E1 – Employment Lands

Policy E1.5.1 seeks to protect and buffer Employment lands from encroachment by other incompatible land uses.

- E1.5.1.1 endeavors to provide a minimum separation distance of 300 metres between Core Industrial areas and residential uses.
- E1.5.1.2 seeks to provides appropriate separation distances and/or buffering between General Industrial areas and residential uses.

Section G2. Strategic Infrastructure and Resources

Policy G2.1.1 requires that new residential development or the intensification of residential and other sensitive land uses near freight rail operations incorporate appropriate safety and compatibility measures.

Policy G2.6.2 restricts access to expressways and limits access onto major roadways, such as arterials and collector roads from individual properties.

Transportation 2050 & Winnipeg Transit Master Plan

On April 29 2021, the *Winnipeg Transit Master Plan* was adopted as Council Policy. On June 12, 2025, *Transportation 2050: Reimagining Mobility – City of Winnipeg Transportation Master Plan* (TMP) was adopted as Council Policy. Together with the Pedestrian and Cycling Strategy, these documents act as the long-range transportation policies for the City of Winnipeg.

South Transcona is bounded by two arterial roads, Dugald Road to the north, and Plessis Road to the west. Both Plessis Road and Dugald Road have been identified on Map 9 – Road Network Projects to 2050 and Beyond in the TMP. Plessis Road is identified as a medium-term project (2034 to 2050) and Dugald Road is identified under the Future Consideration (Beyond 2050) classification.

Transit service in South Transcona is currently provided by the 886/887 limited service line which operates as a “limited service line”, only running at certain times of the day, and an on request route (104). There are currently no plans to establish a bus route into South Transcona as part of the Long-Term Network design in the *Winnipeg Transit Master Plan*.

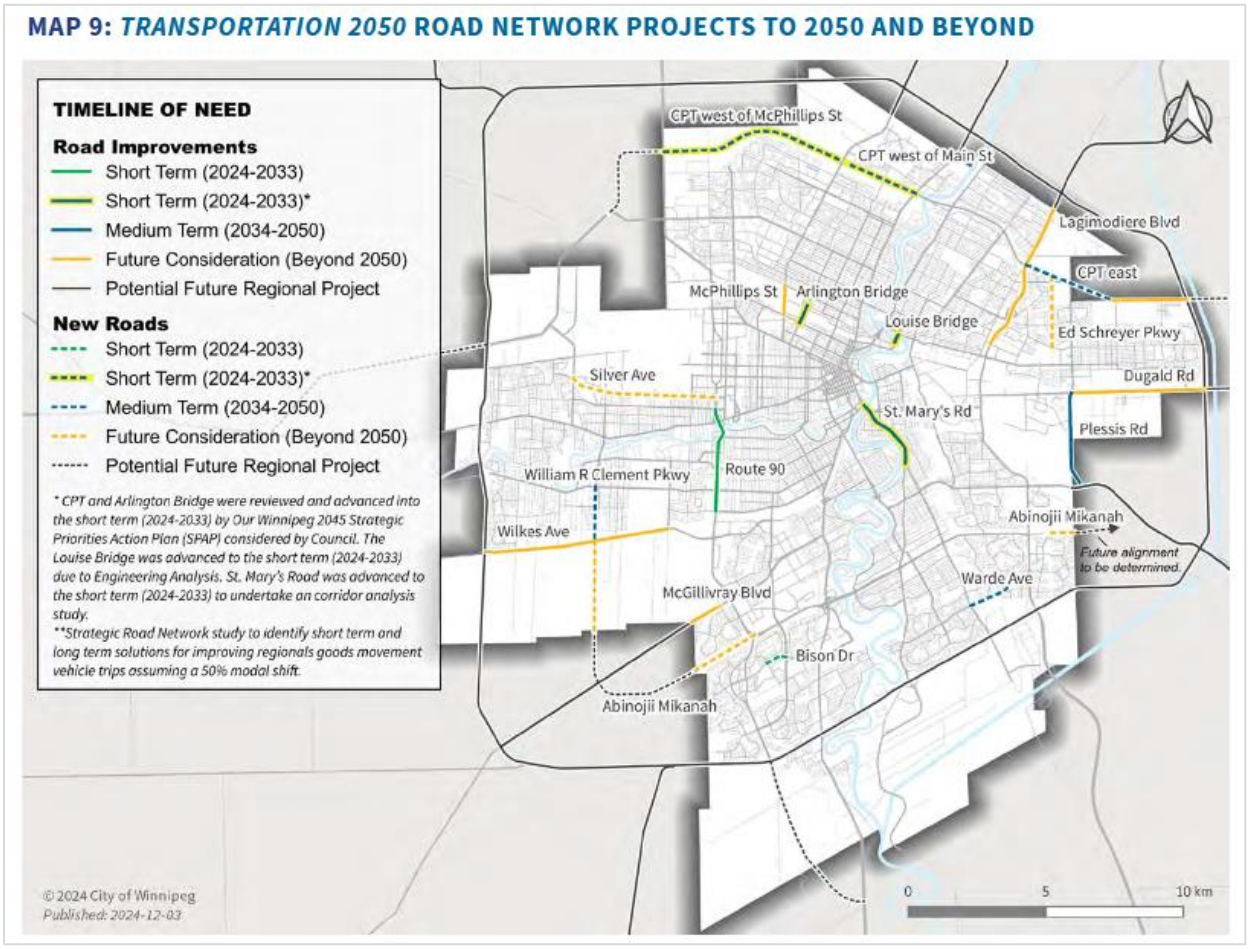


Figure 11: Road Network Projects to 2050 and Beyond

PUBLIC AND STAKEHOLDER ENGAGEMENT

The public and stakeholder engagement program for this project began in mid-2024 and concluded in January 2026. Engagement for this project featured a number of community events and stakeholder meetings. These events include:

- Six Open Houses / Information Sessions:
  - June 2024 Initial Open House;
  - October 2025 Two information Sessions for the Acreages and Hamlet and a General Open House;
  - December 2025 Open House;
  - January 2026 Information Session;
- Stakeholder Meetings with several key stakeholder groups and the City of Winnipeg; and
- Meetings with a Resident Advisory Group occurred from May 2024 to October 2025.

Details on the consultation events, including collected input, can be found within the “South *Transcona Secondary Plan Engagement Report*” included as part of APPENDIX “B”.

- It should also be noted that the applicant conducted some public consultation prior to entering into a Terms of Reference (TOR) with the City. This consultation is not captured in the timeline provided above since it occurred prior to signing of the TOR.

COLLABORATION WITH THE PUBLIC SERVICE

As permitted by CCDS 2.0 Policy C6 1.1.2 (precinct plans may be led by either the City of Winnipeg or external parties in collaboration with the City), the South Transcona Secondary Plan project was led by two private landowners (the Proponents).

A Terms of Reference (TOR) was developed and signed between the Proponents and the City of Winnipeg. The TOR is intended to define mutual expectations for the planning and public engagement process, identify essential secondary plan components and supporting studies, and clearly define the roles of each party.

The TOR was signed by the Proponents and the City in January of 2024.

Meetings

Periodic meetings with Urban Planning and Design Staff and the proponents were held as the planning project progressed. During project meetings the proponents provided updates on the current status of the Plan’s development, gave updates on public engagement events, and asked questions of the Public Service as needed.

Public Engagement

Prior to stakeholder engagement events, the proponent provided the Public Service with draft materials to be presented at the event. The Public Service attended several meetings of the Resident Advisory Group, attended all public open houses and

information sessions, and provided ongoing correspondence to answer questions and provide feedback when requested.

Draft Plans

Early land use concepts were provided to the Public Service in October 2025; however, the majority of these concepts were not carried forward into future drafts of the Proposed Plan.

A preliminary draft was provided to the Public Service on October 10th. This draft contained early drafts of the vision, land use policy and implementation framework.

A revised, but incomplete text-only draft of the Secondary Plan was provided to the Public Service on January 9, 2026 for feedback. Feedback provided by the Public Service at this stage was preliminary in nature as the draft plan did not contain certain policy sections or maps, and engineering studies had not yet been received by the City for review.

A second draft of the Secondary Plan, including new policy sections and maps, was provided for review and comment on February 19, 2026 in advance of the submission of this application. Additional feedback from the Public Service was provided to the proponent on March 13th, 2026.

Both plan drafts were circulated to the City's Technical Advisory Committee for comment in advance of feedback being provided to the proponents.

Background Technical Studies

Initial drafts of required background technical studies were provided as follows:

- Municipal Servicing Brief – January 30, 2026
- Regional Wastewater Brief – February 25, 2026
- Traffic Engineering Report – March 3, 2026
- Noise Study – March 16, 2026
- Emergency Services Memo – March 16, 2026
- Traffic Phasing Memo – March 18, 2026

Final versions of background technical studies were provided to the Public Service on the following dates:

- Emergency Services Study Update – March 27, 2026
- Traffic Engineering Report (Revision 1 - Signed) – April 21, 2026
- Emergency Services Memo (Update) – April 21, 2026
- Municipal Servicing Brief (Signed) – May 5, 2026

Application

A formal Secondary Plan application (SP 3/2026) was submitted by the proponent, and received by the City, on April 8, 2026.

On June 15, 2026, SP 3/2026 was withdrawn by the applicant with the intent to resubmit the application at a later date.

The current Secondary Plan application (SP 4/2026) was resubmitted by the proponent and received by the City on July 2, 2026. Minor updates to supporting studies were made to reflect revised maps in the Secondary Plan.

The Public Service concluded that the Proponent has met the minimum submission requirements of the TOR to complete their application for a precinct plan in accordance with the policies found in CCDS 2.0.

In addition to materials provided by the Proponents, a Financial and Economic Impact Analysis, attached as Appendix “C” to this report, and described herein, was prepared by the City’s Economic Development and Policy office. This analysis was developed in collaboration with the Proponents and the Public Service.

ANALYSIS AND ISSUES

Geography

- Unlike other precinct plans that directed the growth of new communities in predominantly vacant areas, South Transcona contains a mix of existing development and vacant areas, including:
    - Two large undeveloped areas (known in the Proposed Plan as the East and West Town Areas);
    - A large area of existing homes on ~5 acre rural residential lots (known in the Proposed Plan as ‘the Acreages’);
    - A concentration of smaller urban lots established in the early 20th century that form the hamlet of South Transcona (known in the Proposed Plan as ‘the Hamlet’); and
    - Two large recreational areas owned by the City of Winnipeg – Buhler Recreation Park (including Lake Shirley) and the Transcona Golf Club.
- Typically, New Communities are predominantly undeveloped areas, or ‘greenfield’ development. However, South Transcona contains a large amount of existing (unserviced) development, which require a different approach for future development.
- The Plan Area is situated at the eastern edge of the City limit and shares a border with the neighbouring Rural Municipality of Springfield.
- The Plan Area is also adjacent to two significant pieces of rail infrastructure – the Transcona Yard immediately to the north across Dugald Road, and Symington Yard (one of the largest in Canada) to the southwest.
- Lastly, the undeveloped portions of South Transcona that are perhaps best suited for urban development, are geographically separate, with the West Town Area being separated from existing urban development by the rural residential parcels in the Acreages. The level of fragmentation within South Transcona and the relative geographic separation of its vacant lands creates challenges for the preparation of a precinct plan.

Emergency Services

- As a supporting document for the Secondary Plan Application, the proponent submitted an Emergency Services Memo to assess the ability of existing Emergency Services to provide coverage of the Precinct and assess potential sites for a new fire station.
- It is noted that the Emergency Services Memo provided by the proponent has not validated its findings against Winnipeg Fire and Paramedic Services (WFPS) response data. The completion of a full study, validated with WFPS data is required in advance of any subdivision or rezoning within the Plan Area.
- WFPS considers response times in relation to the National Fire Protection Standard (NFPA) 1710. NFPA 1710 provides the following target response times against which response times to South Transcona were evaluated:
    - First apparatus to arrive within four minutes of leaving a fire hall.
    - Second apparatus to arrive within six minutes of leaving a fire hall.
    - Initial full alarm assignment to arrive within eight minutes.
- The Emergency Services Memo utilizes a network analyst methodology to estimate travel times into South Transcona from the closest three existing fire stations – Stations 21, 25, and 9. Travel times for emergency vehicles are tracked along existing and proposed roads and streets as envisioned at full build-out (i.e. access from Plessis Road and Dugald Road is utilized). Key findings from the Emergency Services memo include the following:
    - Within six minutes, Station 21 can service approximately half of the planned area. Station 25 can only just enter the plan area in that time.
    - Within eight minutes, Station 21, 25 can service all of the Plan Area, with the exception of the East Town Area.
    - It is understood that, based on this analysis, a new fire station is required to meet WFPS targets for emergency response times within South Transcona.
    - A new fire station located at the corner of Rennie Avenue and Dugald Road, or the corner of Symington Road and Esselmont Avenue would be satisfactory for meeting the target for emergency response within South Transcona throughout the duration of the development lifecycle.
- The Public Service concurs with the finding of the Emergency Services Memo that a new Fire Station is required in South Transcona to provide adequate emergency service response. However, the response time projections in the Emergency Services Memo provided by the Proponents do not align with internal WFPS response time projections for South Transcona which show times closer to ten minutes to enter the Plan Area.
- It is also noted that the Emergency Service Memo does not contemplate the timing of when a fire station would be required within the Plan Area.
- In light of these findings, and in consultation with the Public Service, additional policy has been provided in the Proposed Secondary Plan including a requirement that no building permit be released until such time as a sufficient level of fire service can be provided in the Plan Area, through permanent or temporary emergency response facilities, as confirmed by the Chief of the Winnipeg Fire and Paramedic Services.

- Furthermore, the Plan includes additional policy directing that all residential dwellings containing more than four dwelling units should use sprinklers as an added measure of safety.

Servicing

- The majority of South Transcona does not have a full range of municipal services (piped water, piped wastewater, piped land drainage and an urban standard roadway) and is currently unable to support any form of urban standard intensification. Any new substantial development necessitates the extension of municipal infrastructure.

- The development of the East and West Town area will require the extension of servicing through currently unserviced lands in the Acreages, including along the frontage of several existing residences.

- Before services are extended further to support development of lands within the Acreages or Hamlet, concept plans which include additional servicing studies will be required.

- An acceptable servicing solution has been identified by the Proponents to service the Plan Area with piped water, wastewater, and land drainage. The land drainage will include new stormwater retention ponds which will be routed through the neighbouring St Boniface Industrial Park and ultimately discharge to the Dugald Road drain. Water and wastewater services will be tied into existing services along Dugald Road and Plessis Road.

- As outlined in the Proponent's servicing study, off-site wastewater sewer upgrades are required along Dugald Road. For the East and West Town Areas approximately 575 metres of sewer must be upgraded. To support the development of the remainder of the Plan Area, including the Acreages and Hamlet, a further 725 metres of sewer must be upgraded. These upgrades would be at the developer's expense and would be recovered equitably through an area-charge.

Transportation

- The transportation network in the Proposed Plan utilizes Plessis and Dugald Roads as key arterial roads, providing regional access to and from the Plan Area. A network of existing and planned internal roadways including local roads, minor collectors (2-lane cross sections) and major collectors (4-lane cross sections) will provide neighbourhood access, emergency services, active transportation routes and transit service.

<u>External Road Network Improvements</u>

- It is understood that both Plessis Road and Dugald Road (both operating as 2 lane undivided arterials) are nearing their operational capacity and will require upgrading before development is completed within South Transcona. The timing of when these upgrades are required depends on a number of factors including the amount of development within South Transcona as well as background traffic from outside the Plan Area.

- At the time of this report’s preparation, it is anticipated that initial phases of development within South Transcona can be accommodated, however, subsequent phases of development will require the twinning of both Plessis and Dugald Road.

- The Public Service has also identified the remaining sections of Dugald Road (to the east) and Plessis Road (to the south) between the Plan Area and the City limit will also need to be twinned.

- The *Transportation Master Plan 2050* has the timeline identified for the Dugald twinning as beyond 2050 and Plessis twinning as medium term (2034-2050). There is currently no City funding identified for either of these projects.

- Clarity is required to guide the implementation of future phases of development. It is recommended by the Public Service that an amendment be made to Section 8.3 Priorities and Phasing to clarify how future phases of development must adhere to available road capacities by submitting a Transportation Impact Study and seeking confirmation from the Director of Public Works.

- Significant build out of the Proposed Plan will result in major traffic impacts to the Plessis Road and Regent Ave intersection. Potential intersection improvements will need to be studied as there are major constraints with surrounding properties. There is currently no City funding identified for the study or construction of intersection improvements. These improvements are not identified in the Financial and Economic Impact Analysis and are not explicitly addressed by the Plan, but should be understood as a regional transportation impact.

- Significant build out of the Proposed Plan will result in major traffic impacts to the Lagimodiere Boulevard-Dugald Road-Marion Street intersections. The Moving on Marion Study (presented to Council July 17, 2025) identified a future design for the Lagimodiere Boulevard-Dugald Road-Marion Street intersections. The design did not account for the magnitude of traffic being generated from the Proposed Plan. Intersection improvements will need to be further studied to better accommodate traffic generated from the full build out of the Proposed Plan. There is currently no City funding identified for the further study or construction of intersection improvements. These improvements are not identified in the Financial and Economic Impact Analysis and are not explicitly addressed by the Plan, but should be understood as a regional transportation impact.

<u>Internal Road Network Improvements</u>

- The internal network consists of a series of proposed minor and major collector roads including a new ‘high street’ collector that would connect the Plessis / Camiel Sys intersection to the Rennie / Dugald intersection by way of Esselmont Avenue, as well as new minor collectors on Bates Avenue, Symington Avenue, Copeland, St. Boniface Road, Murdock Road, and several other minor collectors in the East and West Town Areas.

- In advance of development in the West Town Area, a preliminary design will be required demonstrating key aspects of the Esselmont Major Collector Road can be accommodated. Specifically, the preliminary design must demonstrate:

- The curve radii on Esselmont Avenue west of Bates Avenue and its extension through the West Town Area; and
- The intersection of Plessis Road and Camiel Sys St and the extension of Esselmont Ave.

Transit Service

- Existing transit service within the Plan Area is provided by Winnipeg Transit fixed routes #886 and #887, as well as the On Request Zone #104 St. Boniface Industrial Park. Route 886 and 887 are both ‘limited’ routes that run at a frequency of 40 minutes in the AM and PM peak hours. The On Request route covers the midday gap between the limited service routes.
- At full build out (currently expected to occur by the year 2040) the Public Service anticipates that the existing Limited-Span Transit Routes #886 and #887 will be upgraded to Community Routes to support full build-out of the development area. Community Routes are not part of the Primary Transit Network and run on a frequency every 30-60 minutes.
- Additionally, the Public Service recommends that On Request Zone 104 should be expanded to serve the full Plan Area, including weekday and weekend service coverage.

Land Use Conflict

- Policy E1.5.1 and G2.1.1. in CCDS 2.0 relate to appropriate buffering, setbacks and compatibility with regard to residential development near Employment Lands and rail infrastructure respectively.
- South Transcona features both significant rail infrastructure and Employment uses within its proximity that should be addressed through policy in the secondary plan.
- The Proposed Plan includes both enhanced sound mitigation policies in conjunction with a Noise Study that was commissioned by the Proponents, as well as a specific area where future residential and/or sensitive land uses are restricted to provide an adequate buffer between these uses and heavy industrial Employment Uses north of Dugald Road.

Phasing Policy

- Policy C6.1.5 in CCDS 2.0 indicates that the City may review and administer phasing within the precinct to ensure the efficient provision of city services as the precinct builds out, as per policies described in the precinct plan. Policy C6.1.5.1 directs that phasing will allow the efficient provision of city services timely delivery of key infrastructure necessary to allow for the proper functioning of the area throughout its buildout.
- As indicated by Policy B2.2.1, the City strives to understand and plan for the full lifecycle cost of capital investments and services in advance of development approval, and capital procurement.
- Due to the unique nature of South Transcona identified earlier in this report, the alignment of phasing within the Plan Area poses unique challenges. Therefore, it is anticipated that phasing within the Plan Area will be driven by the timing and availability of services and market conditions and coordinated with appropriate background studies, including Traffic Impact Studies.
- To that end, the Plan provides policy indicating that improvements to Dugald Road and Plessis Road shall be planned and implemented in coordination with development phasing, traffic volumes, emergency access needs, and the City’s Transportation Master Plan priorities. Furthermore, upgrades to Dugald Road and Plessis Road shall be required where growth-related impacts are identified through Transportation Impact Studies and City-approved engineering analysis.

Financial and Economic Impact Analysis

CCDS 2.0 Policy C6 1.1.2 and 1.1.3 states that the proponent (in this case the applicant) is required to prepare a fiscal impact analysis, in order to evaluate the financial implications of the Plan. In this case the City of Winnipeg’s Economic Development and Policy office conducted the analysis. The results of this analysis are recorded in the South Transcona Land Development Financial and Economic Impact Analysis Technical Report. A copy of this report is provided in Appendix C.

The financial implications of the proposed development were analyzed using the Public Service’s land development financial impact model.

This model projects development-related costs and revenues over a 75-year period, assuming current municipal financial policy, densities and timelines provided by the proponent, and costs provided by other departments in the Public Service. The model can also be used to demonstrate the impact of the development on the regional economy and other levels of government. The model assumes build out would begin in 2029 and full build-out would be achieved in 2063, based on information provided by the proponents.

City-borne capital costs represent major inputs to the model. It is estimated that $192.1 million in City-borne capital projects are needed to support this development, the majority of which consist of improvements to the regional transportation network.

Of the $192.1 million in capital expenditure, approximately 58% of these costs are directly attributable to South Transcona, including $84.5 million to be paid by the City and $27 million as contributed by the developers (see Figure 12 below).

The financial impacts associated with this development are estimated as follows for both the City’s tax-supported and consolidated budget (which includes utilities and transit):

Tax-supported: over the next 75 years, it is anticipated that this development will generate $1,476 million in revenue and $925 million in cost to the City’s tax-supported budget, with a position net financial position of $551 million (all in 2026 dollars). This has a net present value of $85 million and a return on investment of 60% over a 75-year period.

Consolidated: adding in utility and transit operations improves the financial position. On a consolidated basis (including tax-supported) over the next 75 years, it is anticipated the development will generate $2,521 million in revenue and $1,435 million in cost, with a net financial position of $1,087 million (all in 2026 dollars). This has a net present value of $232 million and a return on investment of 74% over a 75-year period. The large increase in positive financial return is largely due to utility revenue accruing from the development.

- In addition to the financial impacts above, the pay-back period is an important metric that estimates how long it takes the municipality to recoup the costs associated with enabling and supporting the development, and are also analyzed for tax-supported and consolidated operations:
    - Tax-supported: for the city’s tax-supported budget, the annual costs associated with this development are greater than the revenues from 2030 to 2032, and again from 2038 to 2046, mostly due to high upfront infrastructure costs. The cumulative deficit peaks at $7 million (2026 dollars) in 2046, before turning into a cumulative surplus by 2051, which is 25 years from now.
    - As a result, existing taxpayers subsidize the upfront infrastructure and servicing costs during early years of South Transcona’s development. Assuming a 3.5% property tax increase in perpetuity, in year 25 and onwards, this development is anticipated to generate a positive financial return to the tax-supported budget.
    - It is noted that if tax increases trend below the 2.6% break-even rate for an extended period, the development could generate a deficit.
    - Consolidated: adding in utility and transit operations results in a much sooner break-even period, with the development providing a cumulative surplus on a consolidated basis by 2028, which is 2 years from 2026. The consolidated budgetary pay-back period is significantly different from the tax-supported pay-back period due to utility revenue that immediately begins to accrue once people and businesses move into the proposed development.
    - However, utility revenue cannot be used to offset tax-supported costs and instead is used to fund system-wide maintenance and improvements across the entire city. Overall, the findings of this report suggest that South Transcona may be financially beneficial over the course of 75 years, however it requires significant upfront investment and would place pressure on the City’s tax-supported budget, effectively running a deficit, for two and a half decades.
- Costs provided in this FIA are in 2026 dollars and were derived from both the Public Service and the Proponent’s information and are Class-5 estimates, or in cases where costs are known, those figures have been utilized.
- Associated costs including land acquisition or design studies for various projects have been included in the figures shown in this analysis, however, these costs are typically incurred well in advance of construction and could be sought separately.
- The relationship between the capital costs incurred by this plan and its phasing is complex. Whereas some of the capital costs associated with this Plan Area are not a requirement for

development, some are necessary to initiate development (i.e. fire station), or they are required for subsequent phases of development (i.e. Dugald and Plessis Twinning).

- At the time of writing this report, none of these capital projects are funded. In addition, it is anticipated that major capital projects including regional road upgrades, fire station, community centre, and others would need to be delivered much sooner than originally anticipated and would need to be advanced ahead of other planned capital projects across the city to be realized.

Project Description	Total cost estimate	Share of costs attributable to South Transcona	Developer contribution	City capital cost attributable to South Transcona	Project Readiness
Direction Related Capital Costs					
South Transcona Community Centre	$40,480,000	100%	$0	$40,480,000	Not currently planned or funded.
Parks and Amenities	$8,875,000	100%	$5,558,000	$3,317,000	N/A
Buses and infrastructure	$12,150,000	100%	$550,000	$11,600,000	Not currently planned or funded for delivery within existing service delivery timelines.
South Transcona Fire Station	$12,642,000	100%	$0	$12,642,000	Currently unfunded.
WPS Light Fleet Acquisition	$60,000	100%	$0	$60,000	Unfunded.
Indirectly Related Offsite Capital Costs					
Dugald Twinning (Plessis to Bates)	$14,623,000	52%	$3,655,750	$3,169,806	"Beyond 2050" in Transportation Master Plan 2050 (TMP). Currently unfunded.
Dugald Twinning (Bates to Murdock)	$34,536,000	42%	$8,634,000	$4,247,851	"Beyond 2050" in TMP. Currently unfunded.
Dugald Twinning (Murdock to East City limit)	$19,441,000	42%	$0	$6,175,726	"Beyond 2050" in TMP. Currently unfunded.
Plessis Twinning (Dugald to St. Boniface Road)	$34,461,000	32%	$8,615,250	$909,611	"Medium Term (2034-2050)" in TMP. Currently unfunded.
Plessis Twinning (St. Boniface Road to Southern City limit)	$14,794,000	32%	$0	$1,901,163	"Medium Term (2034-2050)" in TMP. Currently unfunded.
Totals **(2026 dollars)**	**$192,062,000**	**58%**	**$27,013,000**	**$84,503,156**	

Figure 12: Capital Cost estimates associated with the proposed development

RECOMMENDATION

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

The plan satisfies the requirements for Precinct Plans for New Community Areas prescribed by Section C6.1.1.

The proposed secondary plan prescribes a vision that generally aligns with CCDS 2.0 policies by creating a new community that can accommodate the city’s projected population growth by providing for a variety of housing types and tenures, encourages a mix of uses supported by transportation options, encourages the protection of natural areas and promotes biodiversity while providing opportunities for future recreation.

This secondary plan implements the policies of CCDS 2.0 by establishing land use, mobility, servicing, parks and natural areas, phasing and implementation policies that are required to guide South Transcona’s transition into a complete urban community with a full range of municipal services.

The nature of fragmented land ownership as well as a mix of existing residential uses and undeveloped vacant lands creates challenges for the development of a comprehensive phasing plan for this Plan Area. Extensive growth-enabling infrastructure requirements also places emphasis on the importance of phasing. The Plan provides a means to evaluate future development proposals and provides a voluntary framework for future development in the Acreages and Hamlet by way of a concept planning framework.

Additional amendments are recommended to:

Correct an error on the regional setting map (Figure 1 in the Plan).

Clarify that existing or interim collector rights-of-way that are insufficient to support the required cross section will be widened by, and at the cost of, area developers.

Clarify that reduced yard requirements should not be permitted for lands abutting or flanking planned collector roads, to protect the lands required for future widenings, unless permitted by the Director of Public Works.

Clarify the implementation of future phases of development in consideration of growth-enabling external road network upgrades that are expected, as discussed elsewhere in the plan.

Correct several minor spelling and/or grammar errors.

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

Report Prepared by:

Evan Allan, RPP, MCIP
Senior Planner, Urban Planning & Design Division
Planning, Property & Development

PPD File SP 4/2026