Agenda – Standing Policy Committee on Property and Development – September 9, 2026

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

ADDENDUM REPORTS

Item No. 31 **Secondary Plan Amendment – Catalyst Park - Phase 1 (St. James Ward) File SPA 7/2026 [c/r DAC 3/2026, DASZ 6/2026 & DAV 174386/2026D]**

COMMUNITY COMMITTEE RECOMMENDATION:

On September 4, 2026, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That first reading be given to the proposed By-law No.71/2026, a draft of which is attached as Appendix "B", being a by-law to amend the Airport Area West Industrial Secondary Plan By-law No.100/2020, with the following amendment:

   A. In Appendix "B" delete Section 14 in its entirety and replace with the following:

   "Section 4.3.7.3(6) amended

   14 Section 4.3.7.3(6) is deleted in its entirety and replaced with:

   Permitted land uses include, in accordance with the Zoning By-law, all uses within Accommodations, Food and Beverage Service, Offices, Personal Services, and Retail Sales, as well as select specific uses of:

   a. Indoor Amusement Enterprises, Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, for the Commercial Nodes located east of CentrePort Canada Way, and

COMMUNITY COMMITTEE RECOMMENDATION (continued):

b. Indoor Amusement Enterprises, Heavy Equipment Sales, Service and Rental, Contractor's Establishments, Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, for the Commercial Nodes located west of CentrePort Canada Way."

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

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

DECISION MAKING HISTORY:

COMMUNITY COMMITTEE RECOMMENDATION:

On September 4, 2026, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

PUBLIC HEARING SUMMARY

File: SPA 7/2026

Before: Assiniboia Community Committee
Councillor Duncan, Chairperson
Councillor Dobson
Councillor Lukes

Public Hearing: September 4, 2026
Council Building, 510 Main Street

Applicant: MRA Planning and Development Ltd. (Michelle Richard)

Subject:

Amendment to Airport Area
West Industrial Secondary Plan
SPA 7/2026

APPLICANT: MRA Planning and Development Ltd. (Michelle Richards)
FILE: SPA 7/2026
PROPOSAL: The City of Winnipeg has received a proposal to amend the Airport Area West Industrial Secondary Plan By-law No.100/2020. The secondary plan amendment proposes several map and text changes that would enable a broader range of uses to facilitate the development of phase one of Catalyst Park, a proposed mixed-use industrial development.

A public hearing (pursuant to Section 236.1(2) of the City of Winnipeg Charter) will be held before the Assiniboia Community Committee.

For information, contact Kristy LeBaron, Senior Planner, at 204-986-7289.

Premises Affected:	Catalyst Park – Land bounded by Sumit Road to the north, Sumit Road to the east, Centreport Canada Way to the west, and Four Mile Road to the south
For submission to:	The Standing Policy Committee on Property and Development
Prepared by:	Leah Cowan, Senior Committee Clerk Assiniboia Community Committee
Report date:	September 8, 2026

Community Committee Recommendation:

On September 4, 2026, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That first reading be given to the proposed By-law No.71/2026, a draft of which is attached as Appendix "B", being a by-law to amend the Airport Area West Industrial Secondary Plan By-law No.100/2020, with the following amendment:

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    b. Indoor Amusement Enterprises, Heavy Equipment Sales, Service and Rental, Contractor's Establishments, Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, for the Commercial Nodes located west of CentrePort Canada Way."

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

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

The Assiniboia Community Committee provided the following supporting reason for its recommendation:

1. The Secondary Plan Amendment for Catalyst Park Phase One is in line with the economic growth of Winnipeg and the Province of Manitoba and will promote future job growth and have Winnipeg as the leader of industrial usage in Province.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 1

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

Exhibits Filed:

1. Application dated June 17, 2026
2. Notification of Public Hearing dated July 2, 2026
3. Manitoba Status of Titles 2861770/1, 3340518/1, 3340520/1
4. Letters of authorization dated May 26, 2026, and May 11, 2026 from Wescan (Alberta) Holdings Ltd. and Catalyst Park Inc. to MRA Planning and Development (Michelle Richard)
5. Surveyor's Building Location Certificate and sketch dated January 6, 2026
6. Catalyst Park Engagement Summary Report dated January 2026
7. Catalyst Park Master Plan dated April 2026
8. Schedule A – Title Plot dated June 3, 2026
9. Schedule B – Subdivision Plan (Phase One) dated June 3, 2026
10. Schedule B.1 – Subdivision Plan (Full Area) dated June 3, 2026
11. Schedule C – Subdivision Plan (Full Area) dated June 3, 2026
12. Schedule D – Rezoning Plan dated June 3, 2026
13. Schedule E – Block Plan dated May 22, 2026
14. Schedule F – Proposed Land Use Change dated May 22, 2026
15. Schedule G – Proposed Land Use Change – Business Park Industrial dated May 22, 2026
16. Schedule H – Proposed Control Area Change dated May 22, 2026
17. Schedule I – Proposed Roadway Network Change dated July 14, 2026
18. Phase I Environmental Site Assessment dated January 7, 2026
19. Pre-design Servicing Memo dated April 2026
20. Transportation Impact Study Revision 1 dated April 21, 2026
21. Conceptual Stormwater Management CentrePort Industrial Lands dated April 2026
22. Geotechnical Report dated January 11, 2025
23. Communication dated August 22, 2026, from Lloyd Johnson with respect to the application

Exhibits Filed (continued):

24. Report from the Urban Planning Division dated August 26, 2026
25. Communication dated August 31, 2026, from Susan Deleau in support of the application
26. Inspection Report
27. Communication dated September 3, 2026, from Dave Green in opposition to the application
28. Communication dated September 3, 2026, from Carly Edmundson in support of the application
29. Communication dated September 3, 2026, from Ryan Fox in support of the application
30. Recording of Representations

REPRESENTATIONS:

In Support:

Susan Deleau
Derek Dreger
Ian Dyck
Carly Edmundson
Ryan Fox
Peter Jessiman
Peter Norman
Sean O'Neil
Michelle Richard
Susan Russell
Jackie Wilkie
Ken Wimble

In Opposition:

Dave Green

For Information:

Lloyd Johnson

For the City:

G. Chappell, Acting Manager of Real Estate and Land Development
S. Jerez, Planner, Planning Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department
K. Lebaron, Senior Planner, Planning, Property and Development Department
M. Pyl, Growth Management Coordinator, Planning, Property and Development Department
D. Villamor Real Property Officer, Planning, Property and Development Department

Exhibit "24" referred to in File SPA 7/2026

ADMINISTRATIVE REPORT

Title: SPA 7/2026 (By-law No. 71/2026)

Issue: An application to amend the Airport Area West Industrial Secondary Plan By-law 100/2020

Critical Path: Assiniboia Community Committee – Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
Kristy LeBaron, RPP, MCIP				

RECOMMENDATIONS

1. That Council give first reading to the proposed By-law No.71/2026, a draft of which is attached as Appendix "B", being a by-law to amend the Airport Area West Industrial Secondary Plan By-law No.100/2020, with the following amendment:

A. In Appendix "B" delete Section 14 in its entirety and replace with the following:

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b. *Indoor Amusement Enterprises, Heavy Equipment Sales, Service and Rental, Contractor's Establishments, Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, for the Commercial Nodes located west of CentrePort Canada Way."*

2. That following first reading and upon instruction from the Director of Planning, Property, and Development, the City Solicitor and Director of Legal Services be directed to return

the By-law directly to Council by way of communication for second reading and third reading.

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

REASON FOR THE REPORT

- An application has been received to amend the *Airport Area West Industrial Secondary Plan By-law No. 100/2020* to support phase one of the proposed Catalyst Park development
- If Council adopts the proposed by-law amendment, future development applications within the plan area will need to conform to the amendment.
- A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with *The City of Winnipeg Charter* and *The Development Procedures By-law No. 104/2020*.

IMPLICATIONS OF THE RECOMMENDATIONS

- If the recommendations of the Public Service are concurred in, the *Airport Area West Industrial Secondary Plan By-law No.100/2020* will be amended in accordance with this report.

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:	Kristy LeBaron
Date:	August 26, 2026
File No.	SPA 7/2026

LIST OF SCHEDULES AND APPENDICES

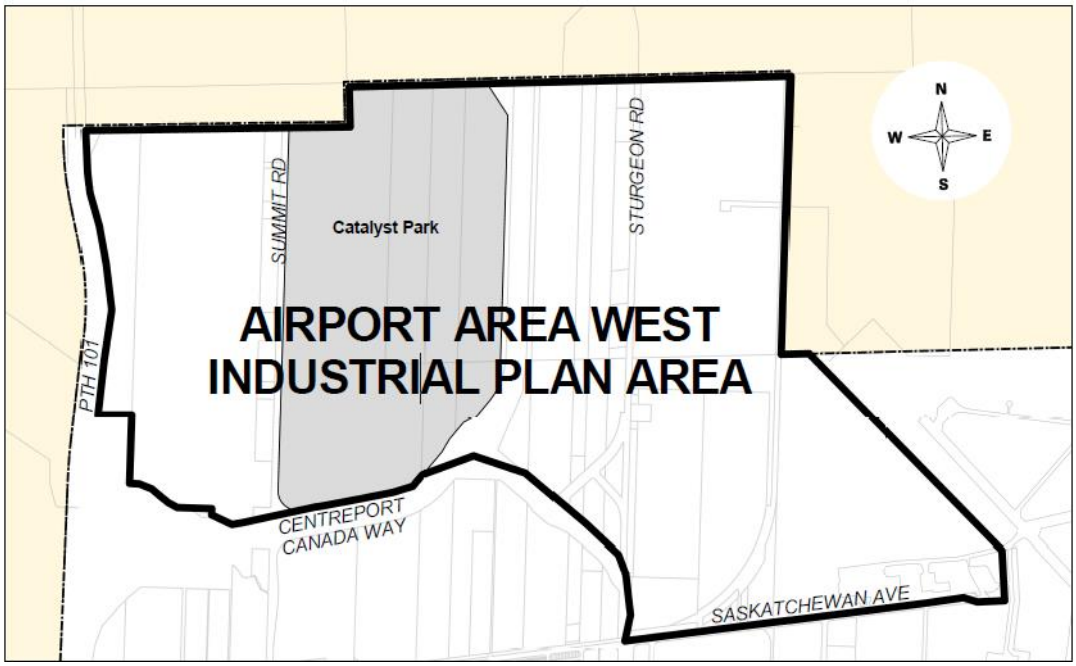
Schedule "A" - Planning Discussion

Appendix "A" - Policy Amendment Summary

Appendix "B" - Proposed By-law No. 71/2026

SCHEDULE "A"- PLANNING DISCUSSION

DATE:	August 26, 2026
FILE:	**SPA 7/2026**
RELATED FILES:	DASZ 6/2026, DAV 26-174386D, DAC 3-2026
COMMUNITY:	Assiniboia
NEIGHBOURHOOD #:	2.222 (Saskatchewan-North)
SUBJECT	Proposed amendments to *Airport Area West Industrial Secondary Plan By-law No. 100/2020*
LOCATION:	See map below



LEGAL DESCRIPTION:	Lot Plan 2 & 3 Plan 69504 WLTO in OTM Lots 4, 5, 6, 6A and Park Lot "A" Parish of St. James Lot 1 Plan 59355 WLTO in OTM Lots 100 to 103 Parish of St. Charles and in OTM Lots 2 and 3 Parish of St. James
APPLICANT:	MRA Planning and Development (Michelle Richard)
OWNER:	Wescan (Alberta) Holdings Ltd. and Catalyst Park Inc. 800 Lorimer Boulevard, Unit 120 Winnipeg, MB R3P 2V5
RECOMMENDATION:	**Approval with amendment**

SITE DESCRIPTION

- The subject property is approximately 700 acres in area, fronting along Centreport Canada Way to the South and East, and bounded by Summit Road to the West and Four Mile Road/Selkirk Avenue to the North (see Figure 1 – Aerial Photo of Subject Site and Surrounding Areas).

- The site, zoned Agricultural (A) under Winnipeg Zoning By-law 200/2006, is principally undeveloped agricultural land, but contains a single tenant (Bison Transport) occupying approximately 43.46 acres under temporary use approval (until 2029) for a surface parking use.

- Truro Creek, an intermittent stream running east-west through the upper half of Catalyst Park, plays a key role in the area's natural drainage system.

- A two-lane, paved service road (Summit Road) is located off of Centreport Canada way at the intersection of Sturgeon Road and provides direct access to Bison Transport, Optimist Park and Summit Road Landfill.

- The site is located within an area designated as "Employment Lands" in *OurWinnipeg 2045* (OW2045) and "Employment greenfield" in the *Complete Communities Direction Strategy 2.0* (CCDS 2.0).

- The site is located within the *Airport Area West Industrial (AAWI) Secondary Plan* (By-law 100/2020) planning area.

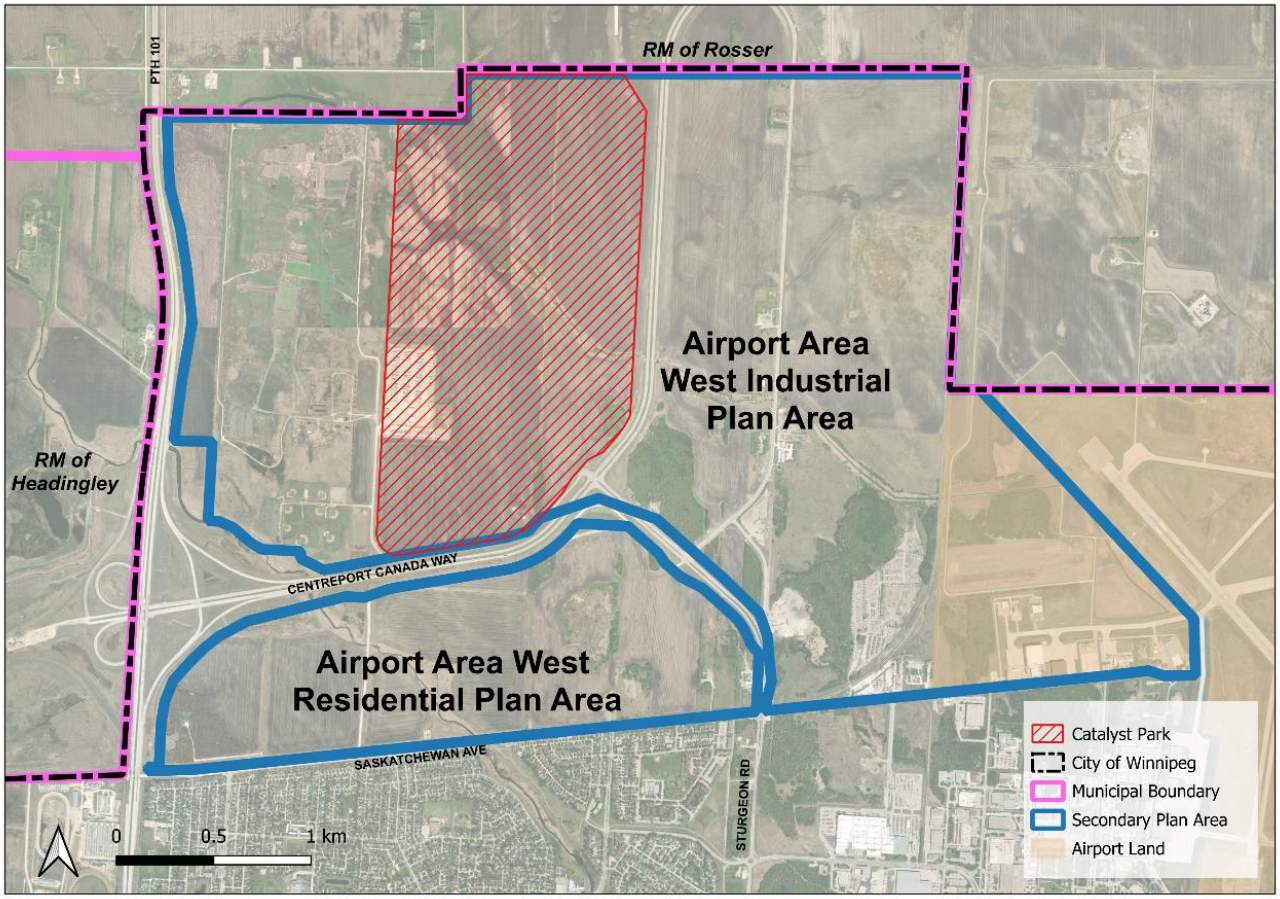


Figure 1: Aerial Photo of Subject Site and Surrounding Areas (flown 2024).

SURROUNDING CONTEXT

- The site is situated in Centreport South, which includes all Centreport Canada lands within the City (approximately 2,747 acres). The rest of Centreport Canada is situated within the RM of Rosser. Centreport South falls under the AAWI Secondary Plan (see Figure 2: Site Context).

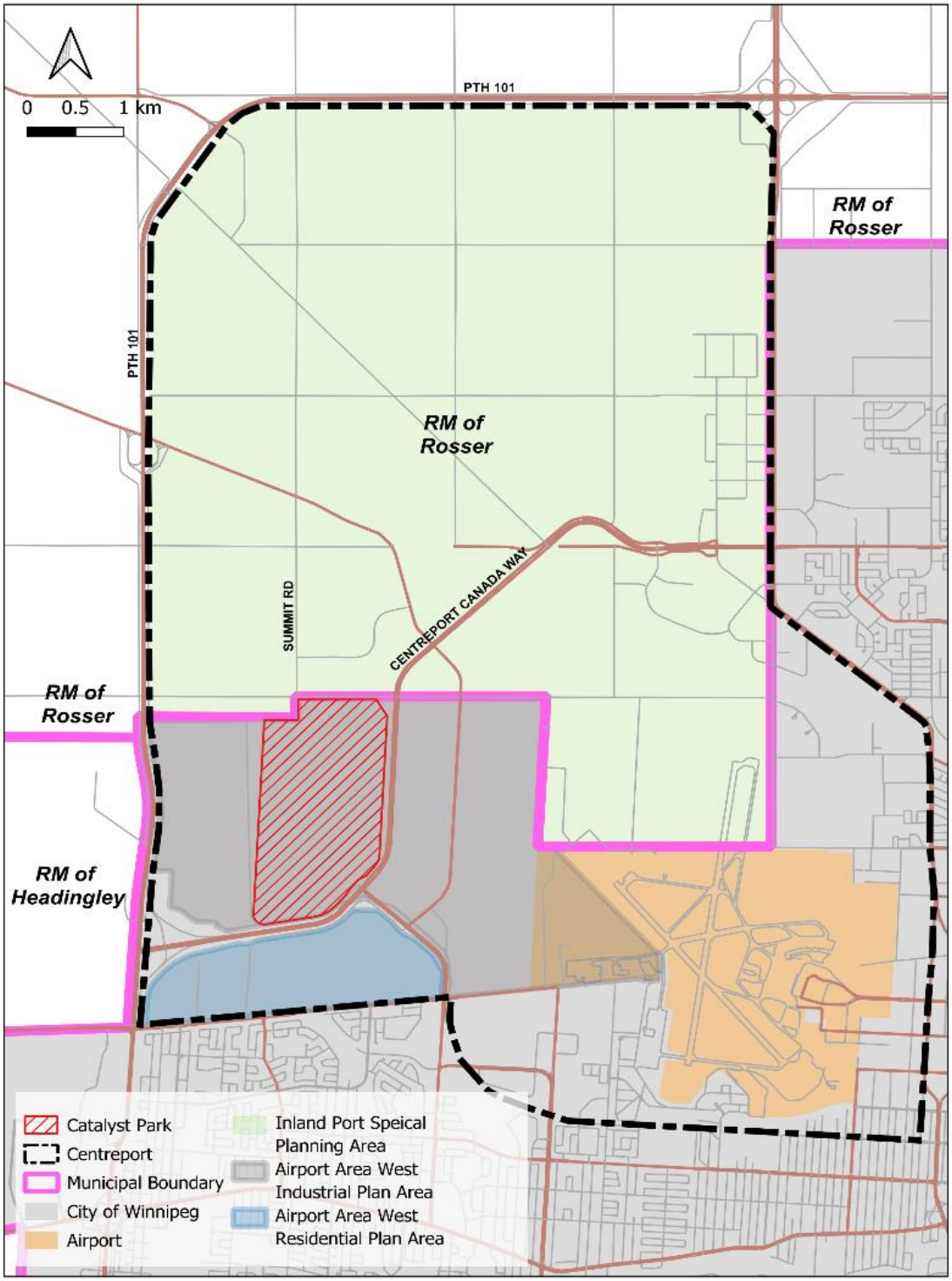


Figure 2: Site Context

- Centreport Canada is intended as a trimodal inland port predominantly focused on industrial and industrial-related development with a mix of supportive uses.

- The subject site is bound by:

North: The RM of Rosser Inland Port Special Planning Area (IPSPA) to the north. Lands directly adjacent to the subject site are primarily zoned "Industrial Heavy' (I3), with some "Industrial General" (I2) and "Inland Port Rural" (IPR) zoned lands, as per IPSPA Regulation 48/2016. These lands are primarily intended for manufacturing and distribution activity, including multi-modal, inter-modal and specialized shipping facilities.

South: The *Airport Area West Residential Secondary Plan* planning area to the south. This area is currently zoned "Agricultural" (A) in Winnipeg Zoning By-law 200/2006 and is primarily undeveloped.

East: Vacant agricultural land identified as "Service Oriented Industrial area" in the AAWI secondary and currently zoned "Agricultural" (A) in Winnipeg Zoning By-law 200/2006.

West: Optimist Park, undeveloped agricultural lands, and Summit Road landfill (closed but currently operating as a waste management facility for biosolids, tree waste and street sweepings), all of which are zoned "Agricultural" (A) in Winnipeg Zoning by-law 200/2006.

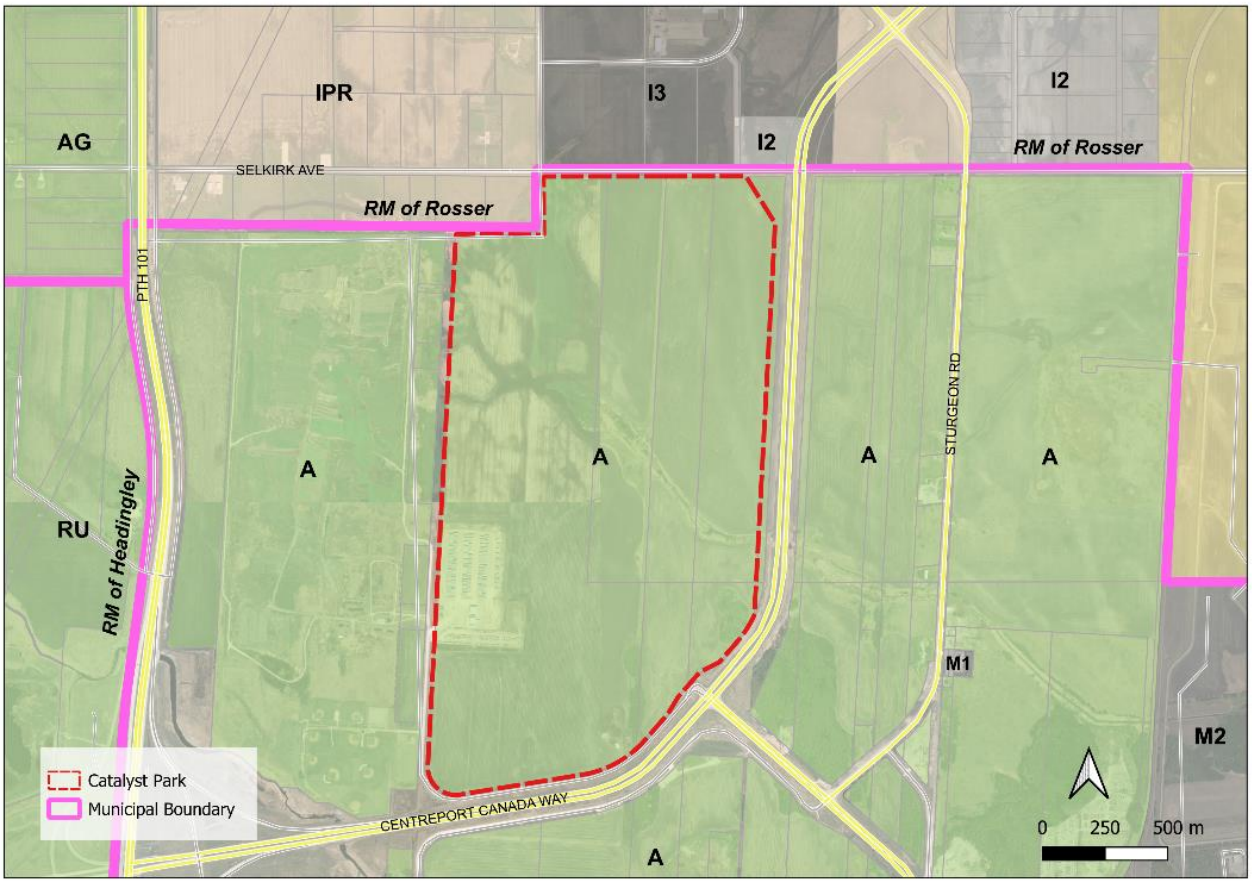


Figure 3: Zoning of Subject Site and Surrounding Areas

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant has applied for a Secondary Plan Amendment (SPA 7/2026) to the Airport Area West Industrial Secondary Plan (AAWI) to accommodate a nearly 700-acre master-planned, industrial mixed-use development called Catalyst Park.

- As per the application, Catalyst Park is intended to function as a major employment and economic hub within CentrePort South, accommodating a broad range of aerospace, industrial and employment-generating uses such as advanced manufacturing, truck terminals, distribution centres, agri-business, e-commerce, office/flex space, research and development, business services, and other innovation-oriented activities. The development will provide serviced lots of varying sizes organized into functional clusters, with adaptable facilities, workforce development opportunities, and services and amenities that support employees and businesses.

- The amendment includes proposed changes to Figures 4, 5 and 6 of the AAWI Secondary Plan including:

- redesignating a portion of lands in the “Manufacturing and Logistics Industrial” policy area to “Business Park Industrial” policy area
- removing the “Un-Serviced Development Overlay” policy area from lands east of Summit Road
- realignment of the eastern boundary of the Summit Road Landfill Vicinity Control Area
- realignment and modifications to the roadway network.

- In addition to the above mapping changes, the amendment also proposes new and modified secondary plan policies, which are discussed later in this report and detailed in Appendix A: Policy Amendment Summary. Together, the mapping and policy changes will enable a broader range and mix of uses to support the proposed development.

- In concurrence with this SPA application, the applicant is also proposing a subdivision and rezoning application (DASZ 6/2026) to create blocks, public reserve, and public rights-of-way and to rezone the site to zoning districts enabling this development using a Planned Development Overlay (PDO). A variance application (DAV 26-174386D) is also proposed to maintain the existing Bison Transport development. A road closure application (DAC 3-2026) has been submitted for the closure of the Summit Road service road.

- As per DASZ 6/2026, phase one of the proposed development (approx. 261 acres) includes:

- **Area 1: Central Campus** – Two lots (14 acres) zoned Manufacturing Mixed-use (MMU) with limited ancillary commercial sales and service uses
- **Area 2: Distribution and Manufacturing Campus** – Five lots (62 acres) zoned Manufacturing General (M2)
- **Area 3: Expressway Commerce** – Two lots (15 acres) zoned MMU with limited ancillary commercial sales and uses
- **Area 4: Public Reserve** – 14 acres zoned Parks and Recreation (PR1) to accommodate stormwater retention ponds

- **Area 5: Distribution and Manufacturing Campus – Defined** – Three lots (76 acres) zoned M2 with limited non-industrial uses
- **Area 6: Expressway Commerce Node** – Six lots (40 acres) zoned MMU to accommodate employee-supportive commercial sales and service uses
- A single point of access from CentrePort Canada Way at Sturgeon Access, extending northwards. This is to be a 4-lane, divided, industrial collector with a second industrial collector branching off westward and connecting to the existing Summit Road.
- Closing the existing Summit service road running adjacent to CentrePort Canada Way at the south end of the site. Summit Landfill, Optimist Park and existing private lots will be accessed by Summit Road via a connection to the new east-west industrial collector.

COLLABORATION WITH THE PUBLIC SERVICE:

- The applicant has engaged with the Public Service on the proposed development since 2024 through a 'concierge' approach coordinated by the CAOs office.
- In January 2025, the CAOs office arranged a CentrePort Working Group meeting that included the applicant, City departments and the Winnipeg Airport Authority for a first review of a proposed Master Plan for Catalyst Park.
- Since this initial meeting, the Public Service has provided ongoing feedback to the applicant through to the submission of the application in June 2026. Upon the request of the Public Service, the applicant has made minor revisions to the application after submission to clarify aspects of the proposed amendments.

RELEVANT POLICY

OurWinnipeg 2045

- *OurWinnipeg 2045* is the City of Winnipeg's long-range development plan. The following policies are most applicable to the subject application:

  3.1 Strategic Enterprise Supports Provide a predictable and supportive regulatory framework to facilitate growth of existing and new enterprises that demonstrate a commitment to innovation, local employment, workforce diversity, and community reinvestment.

  3.5 Strategic Enterprise Supports Invest in employment lands servicing based on an analysis of municipal and regional supply, municipal return on investment, and future land requirements in industry sectors that are integral to achieving sustainable, local economic growth.

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

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

- The *Complete Communities Direction Strategy 2.0* (CCDS 2.0) supports *OurWinnipeg 2045* and has statutory authority as a secondary plan. The strategy guides land use and development in Winnipeg.

- As per *CCDS 2.0* policy **H1.2.2**, proposed development applications must be assessed against the goals and policies of *CCDS 2.0* to ensure that proposals are aligned. The following policies are most applicable to the subject application:

Employment Lands policies (E1)

E1.1.1 *Ensure that General Industrial Areas:*

(a) Provide for light and medium industrial development;

(b) Provide for limited employment-supportive commercial uses to serve the needs of employees within the employment area. These areas should be subordinate to the larger intent of General Industrial areas;

(c) Provide for quasi-industrial uses that are more commercial in nature but may not fit well within other commercial designations due to their needs for large sites. These uses include, but may not be limited to: purpose-built commercial recreation enterprises, places of assembly, car dealerships, and self-storage facilities; and

(d) Provide for limited Small Office uses.

E1.1.3 *Ensure that Business Park areas:*

(a) Provide for office development that is directly related to a land-intensive industrial function that may be difficult to accommodate in more urban environments;

(b) Provide for light industrial development;

(c) Provide for quasi-industrial uses that are more commercial in nature but may not fit well within other commercial designations due to their needs for large sites. These uses include, but may not be limited to: purpose-built commercial recreation enterprises, places of assembly, car dealerships, and self-storage facilities

(d) Provide for limited employment supportive uses to serve the needs of employees within the employment area. These areas should be subordinate to the larger intent of Business Park areas

E1.3.1 *Provide a sufficient supply of vacant serviced Employment Lands to accommodate forecasted industrial growth, promote City and regional competitiveness and economic diversity, and to provide jobs in proximity to the City's population, amenities, and services.*

E1.4.1 *Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for planned uses.*

E1.4.10 *Generally discourage heavy industrial uses in General Industrial areas, but consider these uses if compatible with surrounding land uses.*

E1.4.12 *Permit retail and service uses in General Industrial, Core Industrial, and Business Park areas, but require that these uses be clearly ancillary to the intent of the area designation and not be of a size or nature that will primarily draw clientele from beyond the local employment area.*

E1.4.12.1 *Encourage the clustering of these supportive retail and service uses within commercial amenity areas preferably located at the intersection of collector or arterial roads or at a major entrance to the employment area*

E1.4.12.2 *Assess requests for additional commercial entitlements based on whether the proposal is ancillary to the primary intent of the employment area*

E1.4.12.3 *Consider both the size of individual developments as well as the cumulative impacts of multiple developments in assessing of the employment area*

E1.4.13 *Direct commercial, retail and service uses beyond a scale ancillary to the intent of the Employment Land area designation to appropriately designated areas.*

E1.4.14 *Manage quasi-industrial uses to mitigate land use incompatibility and to protect the City's supply of Employment Lands and industrial floor space for core industrial purposes, while also accommodating uses that have large land requirements and are not easily accommodated elsewhere.*

E1.4.16 *Permit quasi-industrial uses in General Industrial and Business Park areas where it can be demonstrated that such uses cannot be accommodated elsewhere in the Urban Structure.*

E1.4.16.1 *Where appropriate, encourage the siting of quasi-industrial uses along arterial roads and where they can be used as buffers between traditional industrial and more sensitive land uses.*

E1.4.17 *Quasi-industrial uses in General Industrial, Core Industrial, and Business Park areas may be permitted where they are not purpose-built and can be accommodated as tenants in industrial buildings as long as they do not preclude the buildings potential future use for planned industrial activities.*

E1.5.1 *Buffer and protect Employment Lands from encroachment by other incompatible land uses.*

E1.5.2 *Encourage light industrial uses, quasi-industrial uses, and subordinate commercial uses to act as buffers in Employment Lands that are close to existing and planned residential areas, as long as the scale and type of these uses is consistent with the planned function of the area.*

Commercial Areas and Mixed-Use Center policies (C4)

C4.1.8 *Discourage Major Retail Uses outside of Mixed-Use Centres.*

General Growth policies (B1)

B1.3.6 *and* ***B1.3.9*** *Discourage Major and Medium Office uses in areas outside of the downtown and farther than 300m of Primary Transit Network Station*

B1.3.11 *Accommodate the location of Small Office uses widely throughout the Urban Structure subject to other applicable policies of this By-law and applicable zoning bylaw regulations.*

Secondary Plan By-law No. 100/2020

- The proposed development falls within the planning area of the *Airport Area West Industrial Secondary Plan By-law 100/2020* (AAWI), adopted by Council in June 2021.
- There are five policy areas that affect the subject site (see Figure 4: AAWI Land Use Policy Areas):
  - ***Manufacturing and Logistics Industrial*** – to accommodate and protect opportunities for large-scale general and heavy industrial development.
  - ***Un-serviced Development Overlay*** - to allow for the limited development of lower intensity uses on larger parcels without a full range of municipal services, and which are compatible with the Summit Road landfill site.
  - ***Business Park Industrial*** – to strategically reserve land adjacent to CentrePort Canada Way for businesses that cater to the traveling public and to ensure a high-quality transition between industrial land uses and the residential area to the south.
  - ***Municipal Works*** - to protect the Summit Road landfill site from encroaching incompatible land uses and facilitate development of compatible uses within the Summit Road Landfill Vicinity Control Area
  - ***Commercial Nodes*** – to accommodate service-oriented, commercial and retail uses that serve area businesses and employees at commercial nodes established near major intersections that are connected to the active transportation network.
- The key direction of the AAWI secondary plan is to ensure that the primary industrial function of the planning area is maintained by limiting the encroachment of uses that could negatively impact this function. Commercial and other non-industrial development is accommodated as ancillary, employment-supportive uses that are primarily directed to Commercial Nodes. Residential uses are prohibited.

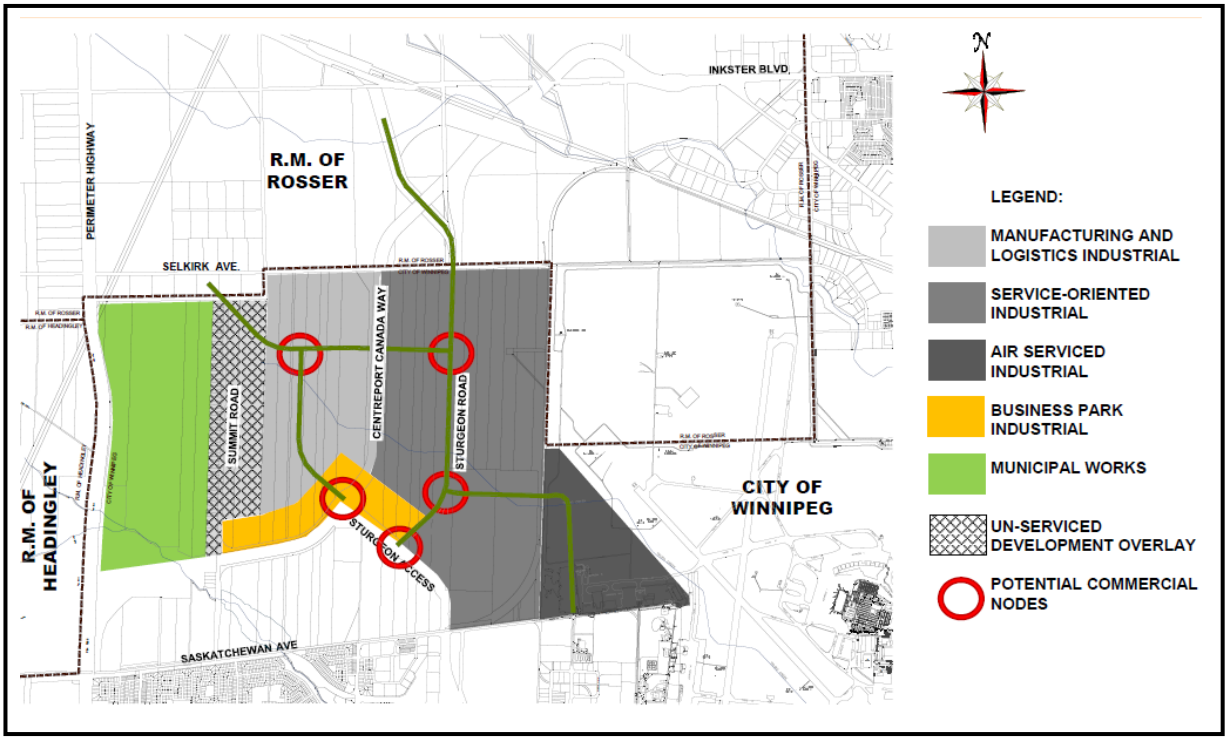


Figure 4: AAWI Land Use Policy Areas

ADDITIONAL CONSIDERATIONS

Employment and Commercial Lands Study

- An Employment and Commercial Lands Study, approved by Council in 2019, provided the City with a comprehensive needs assessment and recommendations for commercial and employment lands to inform the last statutory review of *OurWinnipeg* and *Complete Communities Direction Strategy* (adopted in 2022).
- The Study resulted in a number of recommendations to protect and enhance employment areas in the city and increase the supply of serviced employment lands, including:
  - Ensuring the policy framework for employment lands is sufficiently flexible to accommodate the City's development objectives and facilitate the expansion of new and knowledge-based industries
  - Encouraging eco-industrial development approaches
  - Protecting the primary industrial function of employment lands by introducing stronger policy direction on ancillary and employment-supportive uses and restricting major retail uses
  - Minimizing the conversion of employment lands to non-employment uses
  - Providing a broader market choice of vacant serviced lands in employment areas.
- These recommendations are also reflected in the policies of the *Airport Area West Industrial Area Secondary Plan*.

Servicing

- Installation of the first phase of water and wastewater infrastructure is set for completion in Q4 2026.

- Truro Creek and Sturgeon Creek are the receiving watercourses for stormwater from the proposed Catalyst Park site and neighbouring areas. To address land drainage comprehensively, a regional land drainage servicing study is being prepared to coordinate the approach across the different developments.

Public Works

- Phase One of the proposed Catalyst Park development is to be accessed via a new southeast bound approach to the existing signalized intersection of CCW and Sturgeon Access. Future phases will create two additional accesses: via the existing Summit Road alignment across Selkirk Avenue; and via a new right-in right-out along southbound CCW between the existing Sturgeon Access and Sturgeon Road / PR 221 intersections.
- The Transportation Impact Study (TIS) identifies the following upgrades to the transportation network to support Phase One of the development:
    - Widening of Sturgeon Road to four lanes between Sturgeon Access and Ness Avenue, including major intersection improvements to Sturgeon Road at Sturgeon Access, Saskatchewan Avenue, and Murray Park Road.
    - Intersection improvements to CentrePort Canada Way at Sturgeon Access/Summit Road and Sturgeon Road/Rosser Road (PR 221), to be coordinated with Manitoba Transportation and Infrastructure.
- Phase One development is also expected to contribute traffic to the Brookside Boulevard intersection, which is already approaching capacity.
- These upgrades would be the responsibility of the City. There is currently no funding identified for required studies or construction of these improvements.
    - The TIS indicates that future Transit service to the subject site would likely consist of extending the existing feeder network, likely beginning with an expansion of an On-Request service zone. To accommodate future Transit, Winnipeg Transit has indicated that arterial and collector roads, including their intersections, should be designed to accommodate 40-foot buses and their turning movements.
    - As the site and surrounding area become more active, the TIS proposes a northern extension of the FX3 route may be feasible but notes that this extension is not identified in the Winnipeg Transit Master Plan and would need to be evaluated by Winnipeg Transit. Should Primary Transit service be extended to Catalyst Park, Winnipeg Transit has indicated that expressways and arterial roads, including their intersections, should be designed to accommodate 60-foot buses and their turning movements.
- Active transportation is proposed to be provided via a new multi-use path along Sturgeon Road and Sturgeon Access that would tie into the City's existing pathway network.

Waste Management Facilities Regulation

- Section 45 of the *Manitoba Waste Management Facilities Regulation 37/2016* restricts new buildings within 400 meters of an operating or abandoned landfill unless the applicant obtains written approval from the Director of Environment and Climate Change for a variance.

- To obtain a variance, the applicant must submit an engineering assessment of the potential for landfill gas generation, the presence of landfill gas and other contaminants, and identify how any required mitigative measures have been incorporated into the development plan.

- The applicant has completed a Phase I Environmental Site Assessment which concluded that no conditions were identified as likely to have caused subsurface contamination. The Province and City have approved the scope of work for a Phase II Environmental Site Assessment and drilling plan, the results of which are still forthcoming.

DISCUSSION

- As part of the planning analysis, the proposed amendments were assessed for alignment with the overall policy framework of *OW 2045* and *CCDS 2.0* and the vision and objectives of the *Airport Area West Industrial Secondary Plan*.
- More specifically, the application was assessed for alignment with the following key policy directions:
  - Protect the primary industrial function of the employment area and prevent the intrusion of uses that could undermine it;
  - Accommodate and protect opportunities for large-scale general and heavy industrial uses;
  - Provide opportunities for ancillary commercial and quasi-industrial development that is subordinate and supportive to the industrial function of the area;
  - Restrict regional commercial development, such as major retail; and
  - Ensure development adjacent to the Summit Road Landfill is compatible with waste management operations.
- Through ongoing dialogue between the applicant and the Public Service, revisions were identified to bring the application into better alignment with these policy directions. The resulting proposed secondary plan amendments are intended to strike a balance between allowing greater flexibility to support the envisioned mixed-use aspects of the development, while maintaining the primary industrial function of the planning area and recognizing the City's investment in that function.
- Below is an assessment of the proposed amendments, which include changes to maps and policies of the Secondary Plan. For specific wording of each policy amendment, refer to Appendix A: Policy Amendment Summary.

Redesignation from “Manufacturing and Logistics Industrial” to “Business Park Industrial”

- The application proposes to amend Figure 4 of the AAWI Secondary Plan to redesignate a portion of land from “Manufacturing and Logistics Industrial” to “Business Park Industrial” (see area bounded by dashed black line in Figure 5 below). This amendment has two impacts:
  - it doubles the area of land designated as “Business Park Industrial” policy area, which can accommodate a mix of light industrial, retail, office and other commercial and recreation/entertainment uses; and
  - it reduces the “Manufacturing and Logistics Industrial” policy area, which can accommodate both general and heavy industrial uses.
- Due to the increased scale of mixed-use development potential, associated policy amendments are proposed to limit the type and size of commercial development permitted in the “Business Park Industrial” policy area, minimizing the potential for commercial development to undermine the industrial function of the area.
- To reinforce the predominantly industrial intent of the area, additional policy amendments are proposed to permit specific general and heavy industrial uses within the “Business Park Industrial” policy area that would complement the mix of light industrial and commercial uses.
- The noted associated policy amendments apply only to the “Business Park Industrial” policy area within the Catalyst Park site.
- A narrow strip of land on the west side of CentrePort Canada Way is owned by the Crown and not part of this application. This strip will remain designated as “Manufacturing and Logistics Industrial” and the Province of Manitoba has advised there are no plans to develop this land. If in the future there is a desire to incorporate this strip into the development, a new application may be initiated at a later date by the landowner.

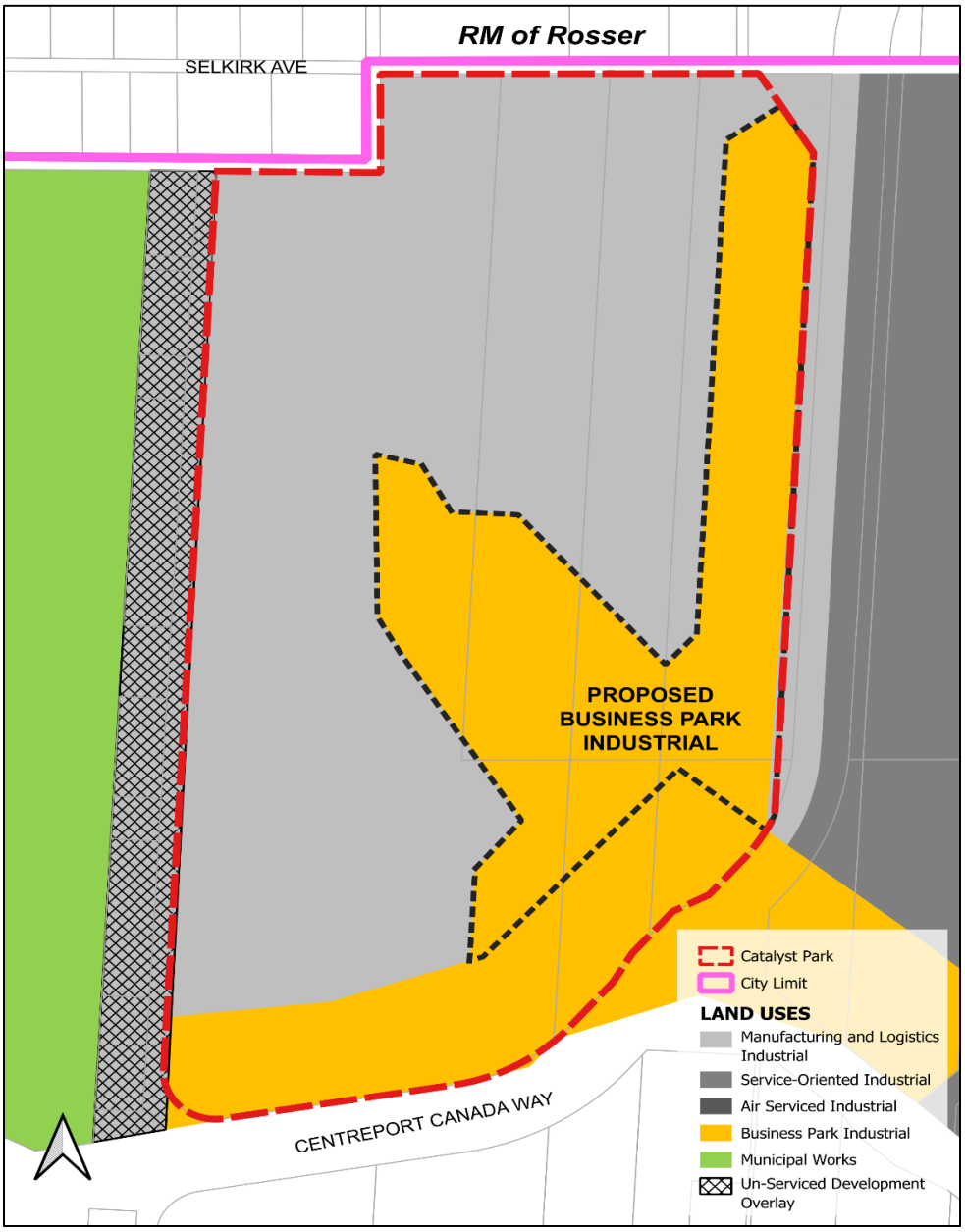


Figure 5: Redesignation to "Business Park Industrial"

<u>Removal of "Un-Serviced Development Overlay" from Catalyst Park Lands</u>

- The application proposes to amend Figure 4 of the AAWI Secondary Plan to remove the "Un-serviced Development Overlay" from the site to reflect that Catalyst Park will have municipal services (see area within dashed black line in Figure 6 below).
- The underlying "Manufacturing and Logistics Industrial" designation will remain and can accommodate serviced general and heavy industrial uses.
- By removing the "Un-Serviced Development Overlay" from the subject site, no new un-serviced development will be permitted within this area.

- The removal only applies to the Overlay area east of Summit Road. The Overlay area west of Summit Road remains as is.

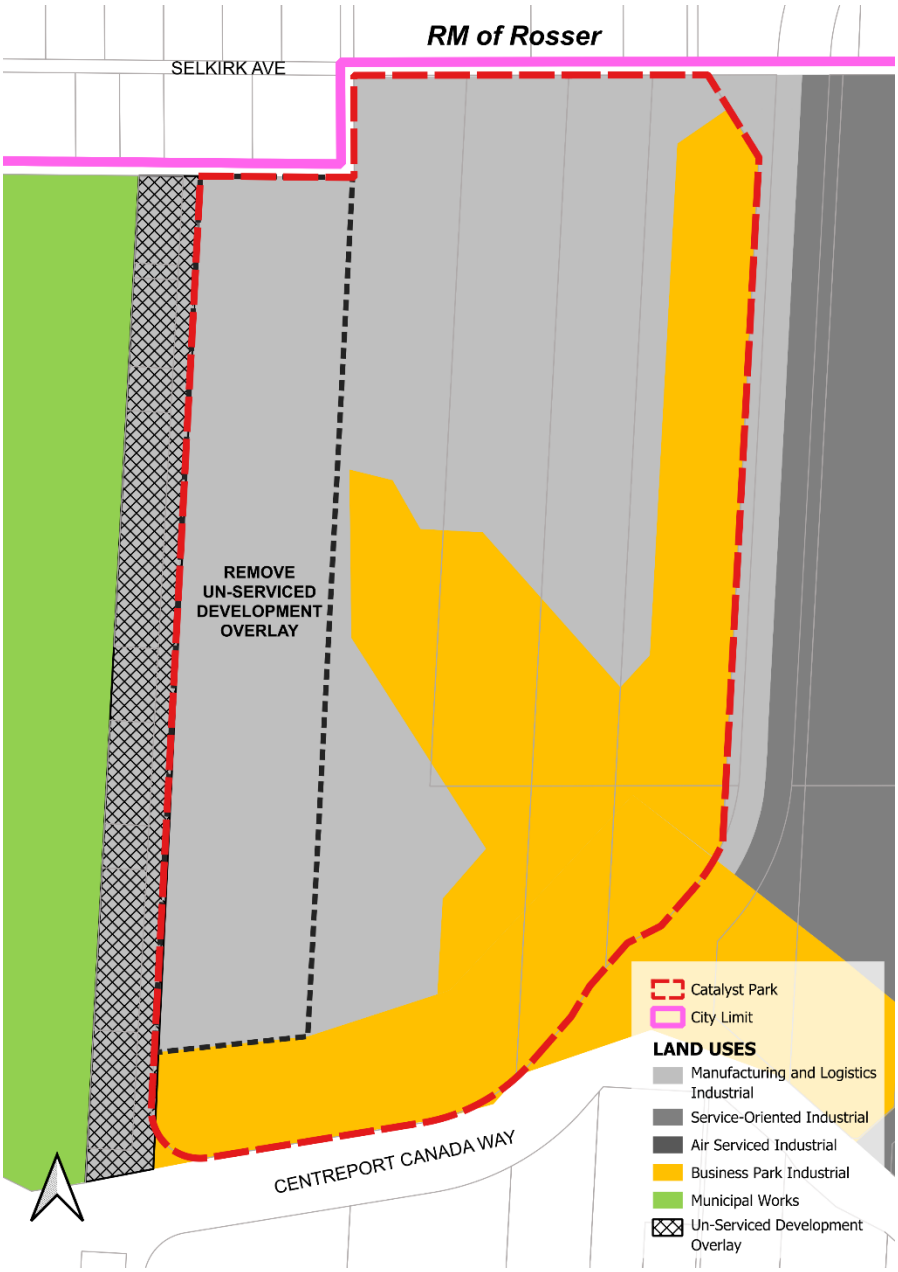


Figure 6: Removal of "Un-Serviced Development Overlay

<u>Proposed Realignment of Summit Road Landfill Vicinity Control Area</u>

- As per the current AAWI secondary plan policy 4.3.6.3(3) of the "Municipal Works" policy area, development applications within the Summit Road Landfill Vicinity Control Area must obtain written consent from the Director of Water and Waste prior to approval. The intent of

this policy is to confirm that development within close proximity of the landfill site is compatible with ongoing waste management operations (soil fabrication from biosolids).

- The application proposes a realignment to adjust the eastern boundary of the Summit Road Landfill Vicinity Control Area identified in Figure 5 of the AAWI Secondary Plan (see dashed line in Figure 7 below) . This will remove a small portion of land at the southwest corner of Catalyst Park from the Control Area, and associated Water and Waste Director approval.
- The portion of land to be removed from the Control Area is sufficiently distant from the landfill site that there is low potential for land use conflicts between new development and waste management operations.

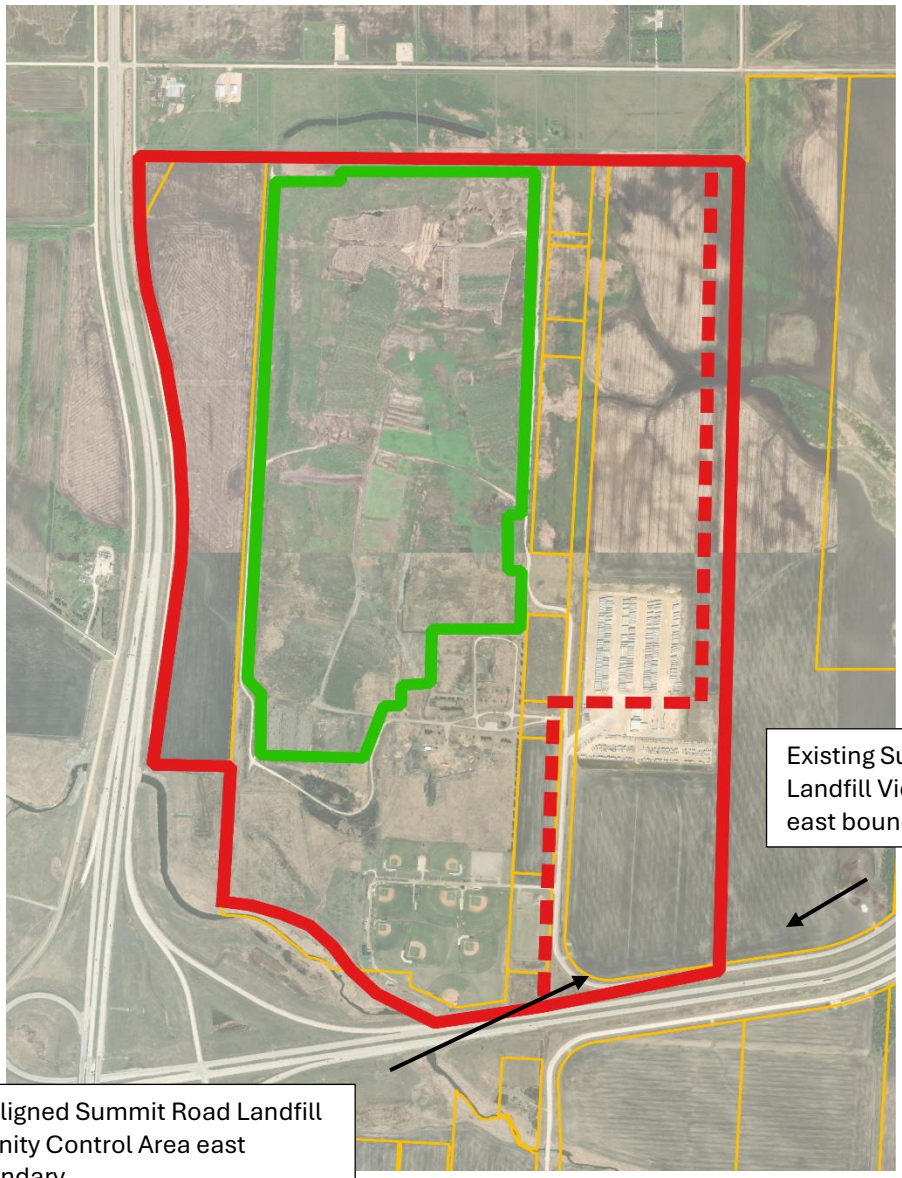
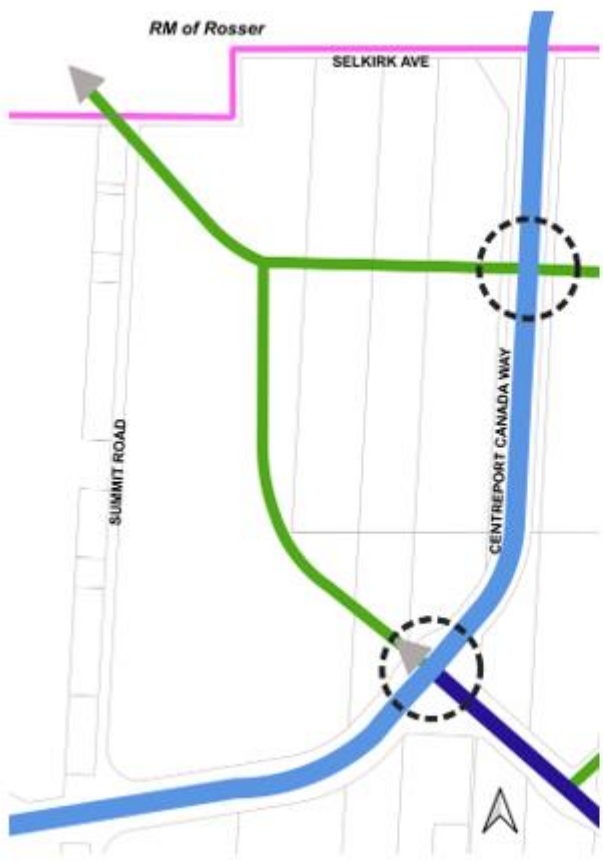


Figure 7: Realigned east boundary of Vicinity Control Area

Proposed Realignment of Road Network

- The application proposes a realignment of the internal collector road network identified in Figure 6 of the AAWI Secondary Plan, as well as the addition of a collector road recommended in the Transportation Impact Study (collector roads shown in green in Figure 8 below).
- The application also proposes to replace the identified potential future interchange on Centreport Canada Way between Sturgeon Access and Four Mile Road with a right-in-right-out access. This proposed change is supported by the Manitoba Transportation and Infrastructure as the spacing between interchanges was deemed inadequate (see dashed circles in Figure 8 below).
- As per policy 5.2.2(8) of the AAWI Secondary Plan, the roadway layout identified in the plan is to be interpreted as 'approximate', with the expectation that it will be more precisely determined at the development application stage.

Current Road Network



Proposed Road Network

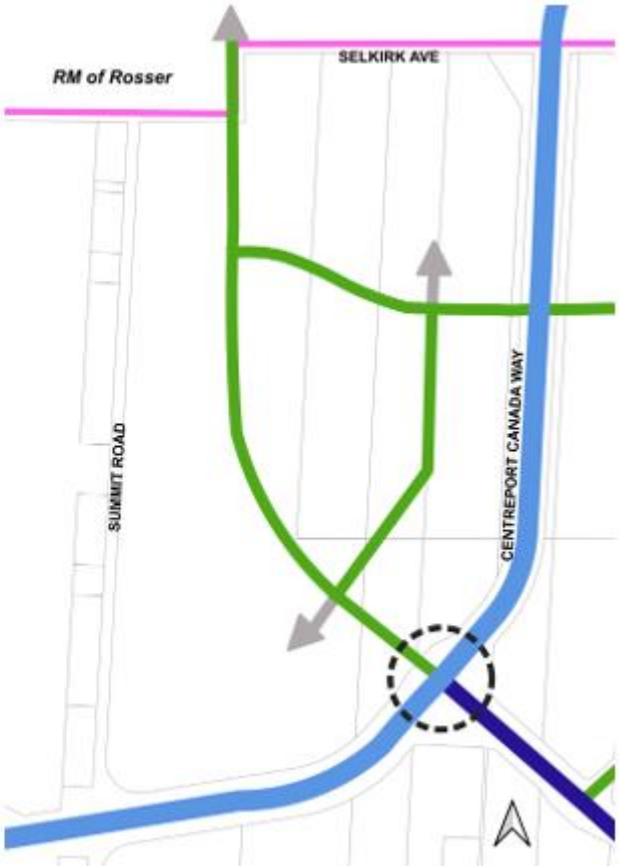


Figure 8: Realignment of Roadway Network

Proposed Policy Amendments to “Manufacturing and Logistics Industrial” Policy Area

- The most appropriate zoning districts for the “Manufacturing and Logistics Industrial” policy area are Manufacturing General (M2) and/or Manufacturing Heavy (M3). Both zoning districts permit industrial uses as well as a variety of non-industrial uses.
- Existing policies of the “Manufacturing and Logistics Industrial” policy area restrict principal uses to those under the Industrial use category of these zoning districts. Some non-industrial uses are permitted as accessory uses, with a 5,000 square foot maximum. These policies are intended to facilitate traditional industrial development and limit the encroachment of uses that could impact the industrial function of the area.
- To enable the modern industrial development envisioned in the proposal, the applicant is proposing amendments to policies 4.3.2.3(1), (2) and (3) that would broaden the range of uses allowed in the “Manufacturing and Logistics Industrial” policy area (see Appendix A: Policy Amendment Summary for exact text changes).
- Specifically, these policy changes would allow:
  - non-industrial uses permitted under M2 or M3 zoning, provided the use aligns with the PDO and will not predominate over or undermine the long-term viability of industrial uses.
  - Commercial Sales and Service uses (excluding retail uses) as principal uses.
- These amendments would accommodate the development of industrial-associated uses such as air cargo terminals, research institutions, indoor urban agriculture, broadcast and production studios, and auto parts sales, as well as industrial-supportive type uses, such as restaurants and offices.
- To protect the predominantly industrial intent of the “Manufacturing and Logistics Industrial” policy area, the proposed amendments moderate the increased range of use by retaining limits on uses that have the potential to encroach on the industrial function, including:
  - Maintaining retail uses as accessory uses and limited to a maximum of 5,000 square feet.
  - Permitting office uses as principal uses but limiting the size to a maximum of 20,000 square feet (unless approved by variance for a larger size).
- To further minimize the potential impacts of non-industrial development, the proposed PDO includes the following restrictions or limitations:
  - Principal uses with a retail sales component, such as landscape or garden supplies, and automotive sales and rental uses, are conditional.
  - Amusement enterprises are conditional.
  - Places of worship, hospitals and other specified institutional uses are prohibited.
  - Personal services, kennels and clinics are prohibited.
- For lands within the Summit Road Landfill Vicinity Control Area (Area 5 of the PDO), additional uses such as daycares, community centres and restaurants are prohibited or conditional to limit the potential for incompatibility that could impact ongoing waste management operations.

Proposed Policy Amendments to the Business Park Industrial Policy Area

- Changes to policies 4.3.5.3 (2), (3) and (4) are proposed to broaden the range of uses permitted in the “Business Park Industrial” policy area and to align with the PDO proposed with the subdivision and rezoning application (see Appendix A: Policy Amendment Summary for exact text changes).
- The broadened provisions will only apply to the “Business Park Industrial” policy area north of Centreport Canada Way, within the Catalyst Park site.
- The most appropriate zoning district for this “Business Park Industrial” policy area is Manufacturing Mixed Use (MMU), which permits a mix of light industrial and commercial uses.
- Policy 4.3.5.3(2) permits uses under the Commercial Sales and Service use category that cater to the travelling public and local employees. The proposed amendment adds Cultural and Entertainment and Private Motor Vehicle Related use categories to the list of allowable uses, which would enable development such as amusement enterprises and car dealerships, which are identified as conditional in the PDO.
- To ensure that commercial development remains subordinate and complementary to the industrial function of the planning area, the amendment to 4.3.5.3(2) limits the scale and nature of the commercial development permitted. In particular, retail and personal service uses are conditional and must demonstrate how they are employment area supportive.
- Policy 4.3.5.3(3) is amended to clarify that commercial schools could include colleges or universities as long as there is no residential component, such as dormitories. This change is intended to facilitate the establishment of innovation and knowledge-based industries.
- Policy 4.3.5.3(4) is amended to expand the allowable industrial uses permitted to include contractor’s establishments and heavy equipment sales, service and rental uses. This change reinforces the industrial intent of the area and aligns with the PDO.

<u>Proposed Policy Amendments to Municipal Works Policy Area</u>

- A slight modification is proposed to policy 4.3.6.3(3) to make the requirement for written consent by the Director of Water and Waste applicable only to development west of Summit Road, within the Summit Road Landfill Vicinity Control Area (see Appendix A: Policy Amendment Summary for exact text changes).
- Proposed new policy 4.3.6.3(4) provides direction for development east of Summit Road; specifically, that conditional uses within the Summit Road Landfill Vicinity Control Area require assessment by the Director of Water and Waste to determine compatibility.
- Additionally, new policy 4.3.6.3(4) identifies which uses are permitted, conditional or prohibited on Catalyst Park lands within the Summit Landfill Vicinity Control Area. These changes align with and provide direction to the proposed PDO.
- The intent of these amendments is to provide more certainty as to what development is permitted by-right, while identifying which types of development would require further analysis by Water and Waste to minimize the potential for impacts to the ongoing viability of waste management operations at Summit.

<u>Proposed Policy Amendments to Commercial Node Policy Area</u>

- A slight modification to 4.3.7.3(1) is proposed to clarify that a commercial node can be established within the “Business Park Industrial” policy area. Allowing commercial nodes within the Business Park Industrial policy area corrects an oversight in the secondary plan and aligns the policy with Figure 4 which shows a commercial node within the Business Park Industrial policy area (see Appendix A: Policy Amendment Summary for exact text changes).
- Policy 4.3.7.3(6) is amended to add Heavy equipment sales and service, and Contractor’s establishment as specific uses that are permitted within identified “Commercial Nodes”. This amendment reflects the permitted uses identified in the PDO.
- The applicant has indicated that Design Guidelines will be applied to outside storage, outside operations or display that may be associated with Heavy equipment sales and service uses and Contractor’s establishment uses to minimize the potential for nuisance impacts on businesses and services within Commercial Nodes.
- To ensure that the additional uses proposed are only applied to Commercial Nodes located within Catalyst Park, the Public Service is proposing to modify the amendment to policy 4.3.7.3(6) by splitting the policy into (A) and (B) as follows (new text bolded):

  4.3.7.3(6) Permitted land uses include, in accordance with the Zoning By-law, all uses within Accommodations, Food and Beverage Service, Offices, Personal Services, and Retail Sales**; as well as** select specific uses of**:**

  A) Indoor Amusement Enterprises, Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, **for the Commercial Nodes located east of CentrePort Canada Way, and**

  B) Indoor Amusement Enterprises, **Heavy Equipment Sales and Services, Contractor’s Establishments,** Commercial Schools, Daycares that serve area employees, and Private motor Vehicle Related uses, except for Parking, and Towing and Storage Facilities, **for the Commercial Nodes located west of CentrePort Canada Way.**

RECOMMENDATION

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

- Modern industrial development is no longer limited to traditional manufacturing, warehousing, and logistics uses and often includes advanced manufacturing (such as aerospace or avionics), research and development, indoor agriculture, business services, training, and other knowledge-based or innovation-oriented activities that support industrial growth.
- By providing a measured level of flexibility needed to respond to changing industrial market conditions or to seize economic opportunities (such as creating a Sky Economy), while still protecting the long-term supply of Employment Lands, the proposed amendments are in alignment with OW2045 policy 3.1 (Strategic Enterprise Supports) *to provide a predictable and supportive regulatory framework to facilitate growth of existing and new enterprises that demonstrate a commitment to innovation, local employment, workforce diversity, and community reinvestment.*

- Maintaining a stable operating environment for industrial development is a key direction of the *AAWI Secondary Plan* and *CCDS 2.0*. The proposed amendments would allow a broader mix of uses while maintaining limits on the type and scale of non-industrial uses (particularly retail) to ensure they remain subordinate and do not become the dominant land use. This reduces the risk that commercial or other non-industrial uses could gradually displace industrial activity, increase land value pressures, or shift the area toward a regional commercial destination.
- The Summit Road Landfill is closed as a landfill but continues to operate as a waste management facility. Because of this, development near the landfill requires oversight to ensure compatibility with waste management operations. The proposed realignment of the Summit Road Landfill Vicinity Control Area maintains an appropriate level of development oversight for the lands closest to the landfill while the associated policy amendments provide direction as to which uses are compatible.
- The amendment to policy 4.3.7.3(6) proposed by the Public Service splits the policy into two sections, one that applies within Catalyst Park and one that applies to the rest of the AAWI planning area. This ensures that the changes made to facilitate the Catalyst Park development only apply to Commercial Nodes within Catalyst Park, which is consistent with the other amendments proposed in the application.

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

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PPD File SPA 7/2026