**Minutes – Council – September 24, 2026**

**Minute No. 511**
**Report – Standing Policy Committee on Property and Development – September 9, 2026**

**Item No. 21** **Secondary Plan Amendment – 2427 Waverley Street (Waverley West Ward) File SPA 6/2026**

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That first reading be given to the proposed By-law No. 39/2026, a draft of which is attached as Appendix "A", being a by-law to amend the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019, with the following additional amendment:

   A. In Section 6.2 amended, add the following new amendments:

      "3. Delete Policy 6.2.2 and replace with the following:

         6.2.2 Any new access to the future Bison Drive extension, Waverley Street and Kenaston Boulevard will be from collector roads only, except for Madina Avenue.

      4. Add the following new policy immediately after Policy 6.2.4

         6.2.5 The intersection of Madina Avenue at Waverley Street shall not be signalized and will have limited turning access once connected to Frontier Trail, to the satisfaction of the Director of Public Works."

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.

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

DECISION MAKING HISTORY:

Moved by Councillor Duncan,
That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 15, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 9, 2026, the Standing Policy Committee on Property and Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

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

## PUBLIC HEARING SUMMARY

**File:** SPA 6/2026

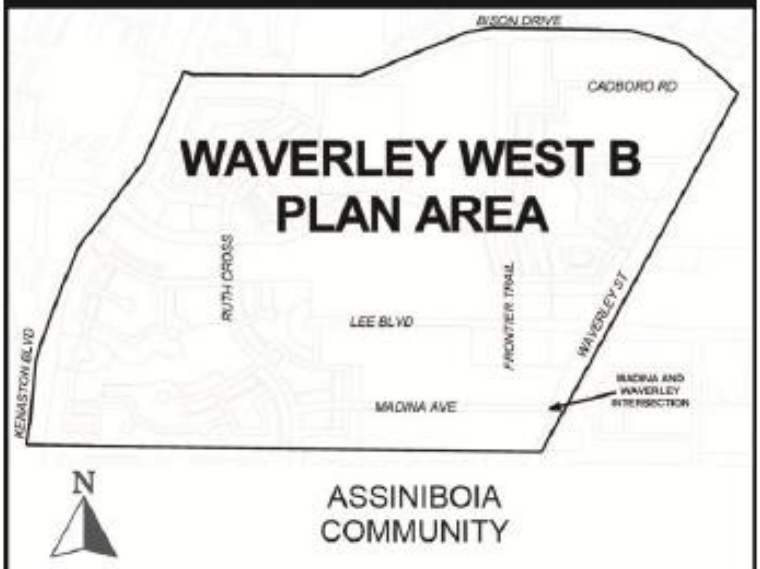
**Before:** Assiniboia Community Committee
Councillor Duncan, Chairperson
Councillor Dobson
Councillor Lukes

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

**Applicant:** McGowan Russell (Jackie Wilkie)

**Subject:**

**Amendment to the Waverley West Neighbourhood "B" Secondary Plan SPA 6/2026**




**APPLICANT:** McGowan Russell (Jackie Wilkie)
**FILE:** SPA 6/2026
**PROPOSAL:** The City of Winnipeg has received a proposal to amend the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019. The proposed amendment would allow Madina Avenue to remain connected to Waverley Street, which would enable development along Madina Avenue prior to its connection to future roads to the west.

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 Anya Ingram, Planner, at 204-986-7686.**

**Premises Affected:** 2427 Waverley Street

**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. 39/2026, a draft of which is attached as Appendix "A", being a by-law to amend the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019, with the following additional amendment:

    A. In Section 6.2 amended, add the following new amendments:

        "3. Delete Policy 6.2.2 and replace with the following:

            6.2.2 Any new access to the future Bison Drive extension, Waverley Street and Kenaston Boulevard will be from collector roads only, except for Madina Avenue.

        4. Add the following new policy immediately after Policy 6.2.4

            6.2.5 The intersection of Madina Avenue at Waverley Street shall not be signalized and will have limited turning access once connected to Frontier Trail, to the satisfaction of the Director of Public Works."

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 reasons for its recommendation:

1. Both landowners to the north and south of Madina are in agreement to this.

2 As the area Councillor, this area has challenging traffic already; this would help resolve many of the issues and it would enable an increase in housing in the neighbourhood.

**Objections under the Charter:**

Total number of valid objections as per section 125(2) – 0

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

**Exhibits Filed:**

1. Application dated April 27, 2026
2. Notification of Public Hearing dated July 7, 2026
3. Manitoba Status of Title 3099948/1
4. Letter of authorization dated March 2, 2026 from 10041842 Manitoba Ltd. and Barjinder Thind to McGowan Russell (Jackie Wilkie)
5. 2427 Waverley Street Transportation Impact Study dated November 24, 2025
6. Report from the Urban Planning Division dated August 17, 2026
7. Communication dated August 31, 2026, from David Jopling with respect to the application
8. Communication dated September 2, 2026, from Jackie Wilkie in support of the application
9. Recording of Representations

REPRESENTATIONS:

In Support:

Jackie Wilkie
Suhkjit Bhandal
Bob Thind

In Opposition:

Nil

For Information:

Dave Jopling

For the City:

D. Eno, Senior Planner, Planning, Property and Development Department
S. Jerez, Planner, Planning Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department
M. Pyl, Growth Management Coordinator, Planning, Property and Development Department
A. Ingram, Planner, Planning, Property and Development Department
D. Villamor Real Property Officer, Planning, Property and Development Department

Exhibit "6" referred to in File SPA 6/2026

# ADMINISTRATIVE REPORT

**Title:** SPA 6/2026 (By-law No. 39/2026) Proposed Amendment to *Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019* - Public Hearing

**Issue:** An application for consideration at the Public Hearing to amend the *Waverley West Neighbourhood 'B' Secondary Plan* to allow Madina Avenue to remain connected to Waverley Street. Maintaining the road connection would enable development along Madina Avenue prior to its connection to future roads to the west.

**Critical Path:** Assiniboia Community Committee – Standing Policy Committee of Property and Development – Executive Policy Committee – Council.

| Author | Division Head | Department Head | CFO | CAO |
|---|---|---|---|---|
| A. Ingram | n/a | n/a | n/a | |

## RECOMMENDATIONS

1. That Council give first reading to the proposed By-law No. 39/2026, a draft of which is attached as Appendix "A", being a by-law to amend the *Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019*, with the following additional amendments:

    A. In Section 6.2 amended, add the following new amendments:

    "3. Delete Policy 6.2.2 and replace with the following:

    *6.2.2 Any new access to the future Bison Drive extension, Waverley Street and Kenaston Boulevard will be from collector roads only, except for Madina Avenue.*

    4. Add the following new policy immediately after Policy 6.2.4

    *6.2.5 The intersection of Madina Avenue at Waverley Street shall not be signalized and will have limited turning access once connected to Frontier Trail, to the satisfaction of the Director of Public Works."*

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 *Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019*. If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

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

## IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendation of the Public Service is concurred with, the Waverley *West Neighbourhood 'B' Secondary Plan By-law No. 1/*2019 will be amended in accordance with this report.

## CONSULTATION

In preparing this report there was consultation with:

- Legal Services, as to legal issues.
- Public Works, as to transportation issues.

## SUBMITTED BY

| | |
|---|---|
| Department | Planning, Property and Development |
| Division | Urban Planning and Design |
| Prepared By: | Anya Ingram, MA |
| Date: | August 17, 2026 |
| File No. | SPA 6/2026 (By-law No. 39/2026) |

## LIST OF SCHEDULES AND APPENDICES

Schedule 'A' – Planning Discussion

Appendix A – Draft By-law No. 39/2026

**SCHEDULE 'A'- PLANNING DISCUSSION**

| | |
|---|---|
| **DATE:** | August 17, 2026 |
| **FILE:** | **SPA 6/2026 (By-law No. 39/2026)** |
| **RELATED FILES:** | N/A |
| **COMMUNITY:** | Assiniboia |
| **NEIGHBOURHOOD #:** | 2.681 (Waverley West B) |
| **SUBJECT** | An application for consideration at the Public Hearing to amend the *Waverley West Neighbourhood 'B' Secondary Plan* to allow Madina Avenue to remain connected to Waverley Street. Maintaining the road connection would enable development along Madina Avenue prior to its connection to future roads to the west. |
| **LOCATION:** | See Map Below: |

| | |
|---|---|
| **LEGAL DESCRIPTION:** | This application involves a City owned right-of-way. However, the associated property is as follows:<br><br>Lots 3 and 4 plan 1918 WLTO<br>Exc Waverley street plan 50033 WLTO<br>In otm lots 1 and 2 parish of st vital and<br>in otm lots 122, 123 and 124 parish of st Norbert<br>(CT 3099948/1) |
| **APPLICANT:** | McGowan Russell (Jackie Wilkie)<br>825 Joseph Street<br>Winnipeg, MB R2H 3A8 |
| **OWNER:** | 10041842 Manitoba Ltd. |
| **RECOMMENDATION:** | Approval with amendments |

## SITE DESCRIPTION

- Madina Avenue is an unimproved right-of-way (ROW), ending to the east with a connection to Waverly Street and to the west with a connection to Northridge Drive (see Figure 1).
- The applicant represents the owner of the 3.2-acre property located along the north side of Madina Avenue.
- This property takes its access off Madina Avenue east to Waverley Street.
- That site is zoned "A" Agricultural and is currently occupied by a commercial business providing topsoil.

**Figure 1: Aerial photo of Subject ROW and surrounding area (flown 2024)**
***(Subject ROW outlined in red)***

## SURROUNDING CONTEXT

***North:***

- Land zoned "A" Agricultural and designated Medium Density Residential in the Waverley West 'B' Secondary Plan.

***South:***

- The Manitoba Islamic Association (Mosque) located on land zoned "A" Agricultural, also designated Medium Density Residential in the Waverley West 'B' Secondary Plan.

***East:***

- Waverley Street then existing the Fairfield Park residential neighborhood zoned "*R1-M" Residential Single-Family Medium*.

***West:***

- Undeveloped land zoned *"A" Agricultural* and designated Lower Density Residential in the Waverley West 'B' Secondary Plan.

**Figure 2: Zoning of the surrounding area**

## DESCRIPTION OF THE PROPOSED DEVELOPMENT

This application seeks to amend the Waverley West B Secondary Plan to allow Madina Avenue to remain connected to Waverley Street, which is currently prohibited by Policy 6.2.4.

The applicant did not propose any other amendments.

The applicant represents the owner of the 3.2-acre property located along the north side of Madina Avenue and adjacent to Waverley Street. Maintaining the connection of Madina Avenue at Waverley Street would enable the future development of the property without waiting for access to be provided along Madina Avenue from the west.

A development application has not been submitted concurrently. However, a conceptual site plan was provided as part of the application indicating the general intent of the future development. The conceptual site plan includes 250 dwelling units (+/-) of multi-family development.

## COLLABORATION WITH THE PUBLIC SERVICE:

As part of their application, the applicant submitted a Transportation Impact Study (TIS), which indicates they consulted with the Public Service in terms of traffic analysis.

## RELEVANT POLICY

### *OurWinnipeg 2045*

*OurWinnipeg 2045* is the City of Winnipeg's long-range development plan.

Objectives and policies from *OurWinnipeg 2045* that apply to the subject lands include:

Goal 6: City Building

*Objective 1: Responsibly plan, prioritize and accommodate growth in areas that best support Complete Communities principles, to achieve this Plan's sustainable development goals.*

*Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods.*

*Objective 2: Integrate resilient land use, transportation and infrastructure planning, and investments:*

*Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.*

Policy 6.13 Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.

Policy 6.44 Plan for and protect green and built infrastructure and resources from incompatible development that would compromise achievement of this Plan's goals.

***Complete Communities Direction Strategy 2.0 (CCDS 2.0)***

CCDS 2.0 has statutory authority as a secondary plan and guides land use and development in the city.

The subject lands are in the Established Neighbourhoods – Recent Communities policy area as outlined in CCDS 2.0.

Recent Communities are characterized by dispersed, low-to-medium-density residential areas with supportive commercial uses. The street network is a mix of modified grid and curvilinear streets, often without sidewalks. These neighbourhoods present opportunities to expand housing choice and improve pedestrian connections across arterial roads and between neighbourhoods.

Goals and policies from CCDS 2.0 that apply to the subject lands include:

D1 – Established Neighbourhoods

*Goal 1: Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target.*

*Policy 1.15 Low-rise residential uses will generally be encouraged to locate on arterial roads and collector roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.*

*Goal 7: Strategically encourage and guide growth within Established Neighbourhoods through the use of secondary plans.*

*Policy 7.1 Support amendments to existing secondary plans that further the vision, goals and policies of this By-law.*

*Goal 8: Facilitate the redevelopment of Established Neighbourhoods that contributes to the further development of walkable, bikeable and transit-oriented communities in accordance with city pedestrian and cycling strategies.*

*Policy 8.1 Protect, maintain and expand the pedestrian network within Established Neighbourhoods to create a more comfortable and accessible pedestrian environment.*

*Policy 8.3 Strongly discourage any development that negatively impacts the pedestrian network.*

G1 – Mobility

*Goal 6: Use the development review and approval process to achieve integrated land use and transportation outcomes.*

*Policy 6.2 Ensure that pedestrian, cycling, and transit network plans are integrated into new secondary plans and when updating existing secondary plans.*

***Waverley West Neighbourhood "B" Secondary Plan By-law No. 1/2019***

The *Waverley West Neighbourhood "B" Secondary Plan* (the Plan) is a plan for one of the seven Neighbourhood Plan Areas established by the *Waverley Area Structure Plan By-law No. 10/2006.*

The Plan includes the area generally located south of Bison Drive, north of the South Pointe neighborhood, East of Kenaston Boulevard and West of Waverley Street. The Plan is organized into residential uses (Lower Density Residential, Medium Density Residential, Lee Boulevard Estates), Community Node (limited commercial, multi-family, recreation and school sites), linear park space. The Plan's Land Use and Transportation Concept Plan also identifies an internal collector road network including limited connections to the external road network (see Figure 3).

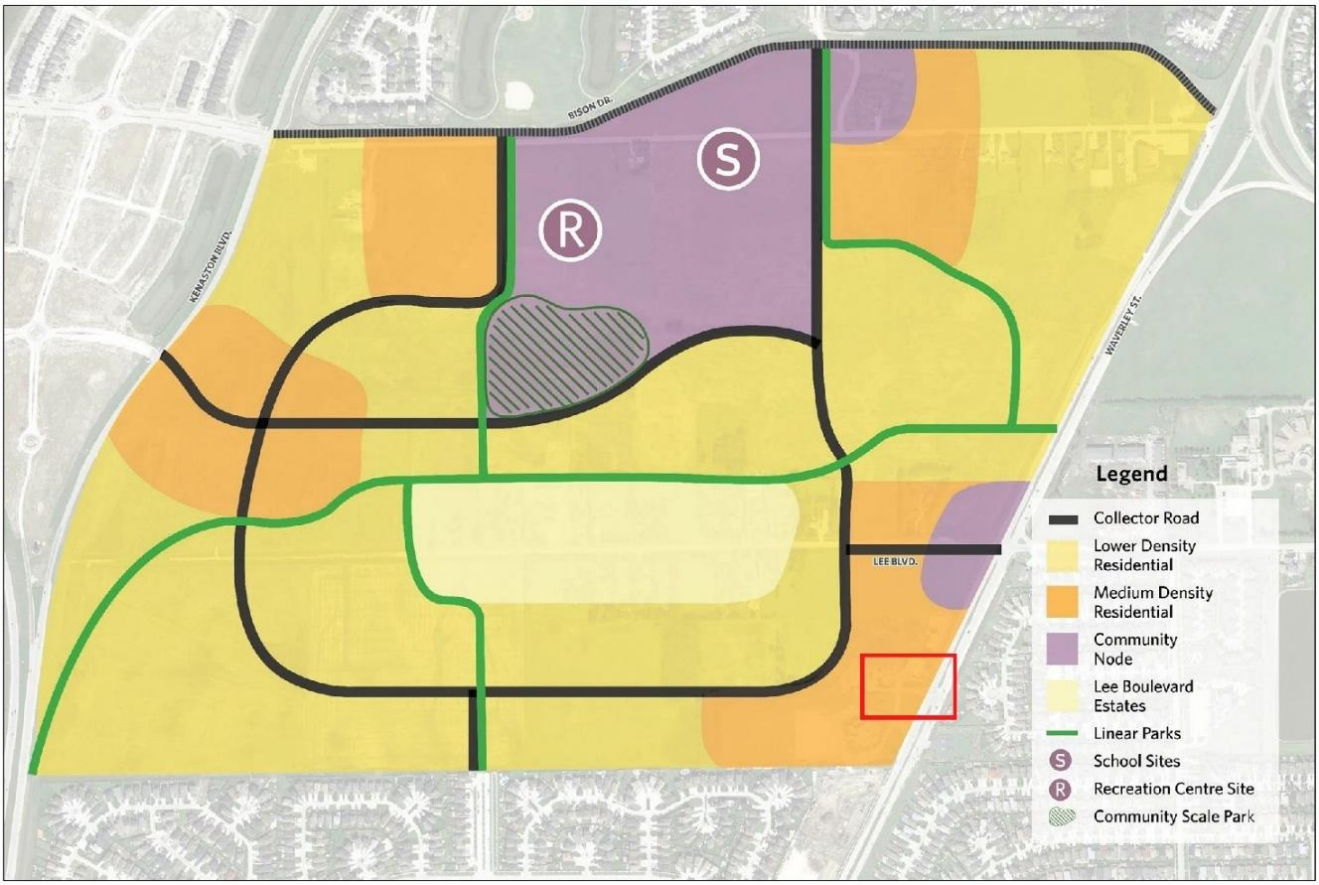



**Figure 3: Land Use and Transportation Concept Plan**
***(Subject ROW outlined in red)***

The proposed amendment is to remove mention of Madina Avenue from policy 6.2.4 of the Plan's transportation chapter, thus allowing the intersection of Madina Avenue and Waverley Street to remain. This amendment would allow the 3.2-acre property at the northwest corner of this intersection to develop prior to Madina Avenue connecting to the Plan Area's future internal collector road network.

Including policy 6.2.4, the Plan contains the following requirements for the external transportation network, relevant to the proposed amendment:

*6.2.2 Any new access to the future Bison Drive extension, Waverley Street and Kenaston Boulevard will be from collector roads only.*

*6.2.3 There will be five collector road connections into the Plan Area, including:*

*a. a collector road south of the future Bison Drive extension and west of the school sites and recreation centre;*
*b. North Town Road from the north (across the future Bison Drive extension);*
*c. Lee Boulevard from the east (across Waverley Street);*
*d. Northridge Road from the south (from South Pointe); and*
*e. South Town Road from the west (across Kenaston Boulevard).*

*6.2.4 Existing public road connections along Waverley Street at Cadboro Road, Albright Road and Madina Avenue will be closed.*

A future active transportation path on the west side of Waverley Street is identified as part of the Active Transportation Network and as a Conceptual Bicycle Spine/Super Corridor in the City's Transportation Master Plan. The proposed amendment to keep Madina Avenue connected at Waverley Street means it will cross this future active transportation pathway.

The applicant represents the property owner at the northwest corner of the Madina Avenue and Waverley Street intersection, which is designated Medium Density Residential within the Plan. Any change to Madina Avenue's road classification, subsequent to the proposed amendment, may have impact on future development of the site.

The Plan includes the following requirements, relevant to the proposed amendment, for the internal transportation network:

*6.3.1 The general location of collector roads within the Plan Area is shown on Appendix A. The exact locations of the internal collector road and local road network shall be refined at the development application stage.*

*6.3.2 The internal road network shall be designed with the following considerations:*

*a. to provide convenient and efficient access for local trips and public transit, while discouraging regional cut through traffic and excessive speed;*

*6.3.4 Frontage access roads will not be permitted along collector roads. Where properties abut a collector road, driveway and garage access shall be from a back lane or local road only.*

*6.3.6 The transportation network shall be designed to ensure the mobility and safety needs of all users, including pedestrians, cyclists and motorists.*

*6.3.7 The transportation network shall include on and off-street facilities, including sidewalks and pathways; and use geometric design, traffic control, and other transportation elements that influence speed and access management, and be consistent with the adjacent land use and nature of the road type.*

## ADDITIONAL CONSIDERATIONS

The application was circulated to other relevant City departments for review and comment. The following feedback was received:

<u>Water and Waste</u>

No servicing concerns were expressed.

<u>Transit</u>

No concerns were expressed.

<u>Public Works</u>

All roadway and intersection improvements related to keeping Madina Avenue connected to Waverley Street would be at no cost to the City, although the City may seek cost recovery from benefiting properties through future development applications.

Public Works supports maintaining the intersection of Madina Avenue at Waverley Street provided it is modified to restrict turning movements, such right-in/right-out-left-in operations, once Madina Avenue is connected to the Plan Area's internal road network. Under this scenario, Public Works would support constructing Madina Avenue as a local residential street to City standards including appropriate active transportation facilities. Due to the

narrower pavement width of a local residential street, it may not be feasible to accommodate on-street parking along Madina Avenue.

Permanent all-directional access at Waverley Street and Madina Avenue intersection is not supported by Public Works, as Madina Avenue will ultimately be connected to the Plan Area's internal road network. The associated increase in traffic volumes would:

- Require Madina Avenue to be constructed to the City's collector road standards, including additional right-of-way dedication; and
- Create need for new traffic control signals, and associated improvements at Waverley Street, which is not supported by Public Works.

The applicant's Transportation Impact Study did not contemplate the future integration of Madina Avenue with the Plan Area's internal road network.

Public Works recommends that the applicant undertake a review of traffic generation and distribution associated with their proposed number of dwelling units and compare the results with the original Traffic Study prepared for the Plan. This review can be undertaken at the rezoning stage, and should determine whether additional traffic analysis is required, including potential modifications at other intersections improvements.

While not the subject of the proposed amendment, policy 6.2.4 of the Plan also requires the closing of Cadboro Road and Albright Road at Waverley Street. These roads should continue to be closed as the proximity between these intersections and the intersection of Bison Drive (a regional street) at Waverley Street is of greater concern. In comparison, the intersection of Madina Avenue at Waverley Street is an acceptable distance from the intersection with Lee Boulevard (a collector street).

## DISCUSSION

The Plan's internal and external road network organizes future development of land use and major transportation corridors (collector roads) within the Plan Area. Connections to transportation corridors outside of the Plan Area are limited to key intersections along Kenaston Boulevard, Bison Drive and Waverley Street. Allowing all-directional access at the intersection of Madina Avenue and Waverley Street is undesirable to Public Works; however, maintaining the intersection would help relieve future traffic volume onto Lee Boulevard.

Reclassification of Madina Avenue to a collector road is not identified in the proposed amendment. It is not identified as a collector road in the Plan's Land Use and Transportation Concept Plan.

If Council approves the amendment, it is expected that Madina Ave will connect into a future west-east connection between Northridge Rd and Frontier Trail as per the secondary plan's Land Use and Transportation Concept Plan.

To keep Madina Avenue classified as a local road, and to limit future traffic volumes at the intersection, the Public Service is proposing the following additional amendments to the subject secondary plan:

That policy 6.2.2 is amended as follows (new text **bolded**):

*Any new access to the future Bison Drive extension, Waverley Street and Kenaston Boulevard will be from collector roads only,* ***except for Madina Avenue****.*

That policy 6.2.5 is added as follows (new text **bolded**):

***The intersection of Madina Avenue at Waverley Street shall not be signalized and will have limited turning access once connected to Frontier Trail, to the satisfaction of the City.***

**RECOMMENDATION**

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

The proposed amendment will enable the medium density residential development along Madina Avenue envisioned by the Plan. Without continued access to Waverley, development cannot proceed prior to the extension of Frontier Trail, for which there is no established timeline.

Keeping Madina Avenue connected to Waverley Street may divert traffic away from Lee Boulevard and reduce traffic volumes moving through the Plan Area.

Additional amendments are recommended to:

Allow this portion of Madina Avenue, between the future extension of Frontier Trail and Waverley Street, to be classified as a local road rather than a collector. This will reduce right-of-way width requirements and conflict with the future active transportation path along the west side of Waverley Street.

Better align with the Plan's intent for the internal and external road network, by establishing limitations for future intersection upgrades at Madina Avenue.

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

**Report Prepared by:**
Anya Ingram, MA
Planner, Urban Planning & Design Division
Planning, Property & Development

*PPD File SPA 6/2026*