

NOTICE OF PUBLIC HEARING

CONDITIONAL USE APPLICATION

R.M. of West St. Paul

Under authority of *The Planning Act*, the municipal Council will hold a public hearing at the time and location listed below to hear from those who wish to speak in support or objection, or to ask questions. For more info on how to register for the public hearing please contact the municipality at 204 338-0306.

Thursday
June 12, 2025
6:00pm

Council Chambers
RM of West St. Paul
3550 Main Street

Note: property owners are responsible for notifying "tenants"

APPLICATION INFORMATION

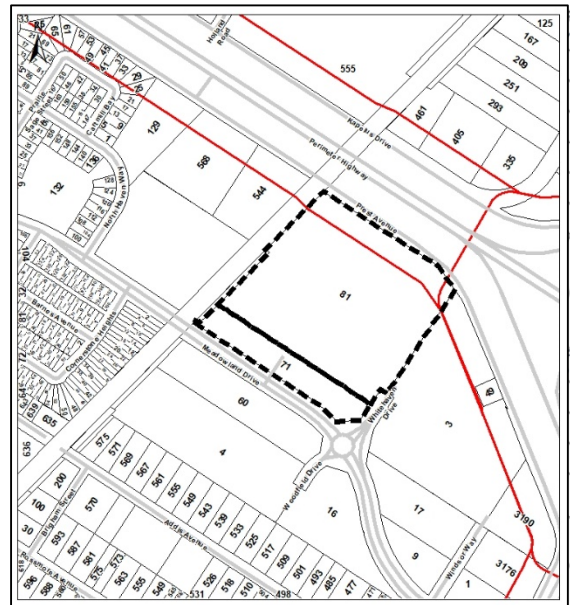
Application File: CU 15, 2025

Applicant: WSP Canada Inc.

Property Location: 71 and 81 Meadowland Drive
R.M. of West St. Paul
Roll #29553 and 28800
Lots 1 and 2, Plan 73357

Application Purpose:

The applicant proposes an automobile service station and agricultural sales and service use in the "CH" Commercial Highway zone.



Property Zone	Conditional Use Request	Proposed by Applicant
"CH" Commercial Highway	Automobile service station Retail - outdoor	Gas station Seasonal outdoor garden centre

A copy of the above-noted proposal and supporting material is available on the Red River Planning District website at <https://www.redriverplanning.com/hearings.php> or by contacting the Red River Planning District in person during normal business hours Monday to Friday at 2978 Birds Hill Road, East St. Paul, by phone at 204 669-8880, or by email at info@rrpd.ca

CONDITIONAL USE APPLICATION REPORT

Date	June 5, 2025 (REVISED – corrected typo)
Application File	CU 15, 2025
Applicant	WSP Canada Inc.

SUBJECT PROPERTY INFORMATION

Property Location - Street Address - Roll # - Legal	71 and 81 Meadowland Drive, RM of West St. Paul 29553 and 28800 Lots 1 and 2, Plan 73357
Zoning	“CH” Commercial Highway RM of West St Paul Zoning By-law No. 2/99P
Development Plan Designation	“SC” Settlement Centre RRPD Development Plan By-law No. 272/19
Secondary Plan Designation	Commercial Centre Middlechurch Secondary Plan
Property Size	20.94 acres in area combined 930 feet in width <i>NOTE: Information is based on GIS data</i>

APPLICATION DETAILS / PROPOSAL

Property Zone	Conditional Use Request	Proposed by Applicant
“CH” Commercial Highway	Automobile service station Retail – outdoor	Gas station Seasonal outdoor garden centre

Application Purpose

The applicant proposes a gas station and a seasonal outdoor garden centre, as part of the proposed Costco Wholesale site. Both proposed uses would be accessory to the 161,992 sq ft Costco retail store. There is an associated Variance application, VO 50, 2025, for loading spaces on this property.

This application has been circulated to the municipality and Manitoba Highways Branch. The municipality has indicated no comments or concerns with the Conditional Use.

OPTIONS FOR COUNCILS CONSIDERATION

Under section 106(1) of *the Planning Act*, on completion of the public hearing, Council may:

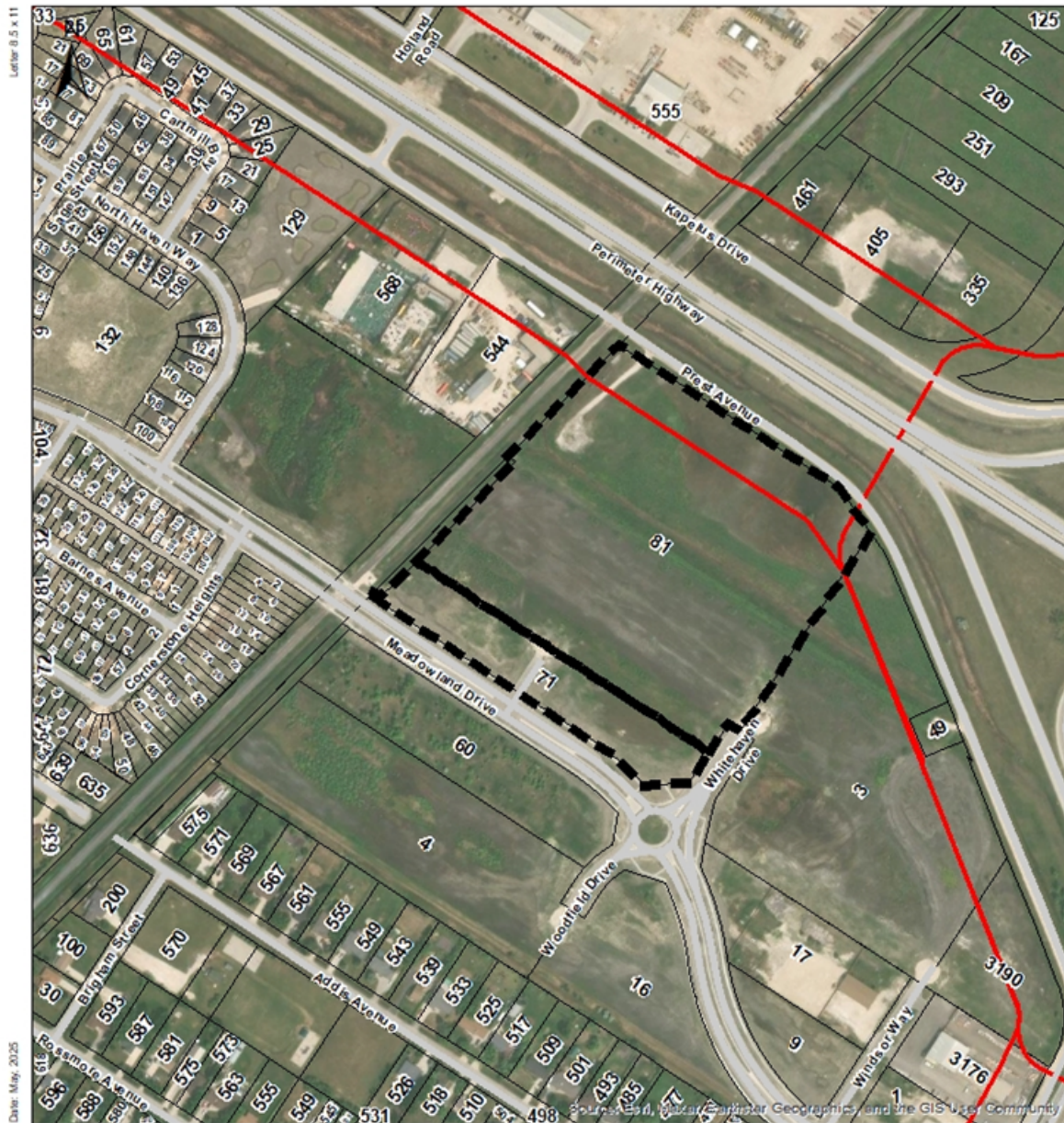
- (a) reject the application; or
- (b) approve the application if the conditional use proposed in the application
 - (i) will be compatible with the general nature of the surrounding area,
 - (ii) will not be detrimental to the health or general welfare of people living or working in the surrounding area, or negatively affect other properties or potential development in the surrounding area,
 - (iii) is generally consistent with the applicable provisions of the development plan by-law, the zoning by-law and any secondary plan by-law.

RECOMMENDED CONDITIONS OF APPROVAL

Should Council approve the requested zoning variances, the following conditions are recommended:

1. This conditional use is limited to what has been presented in this application. Any further changes, replacement or additions would require a new approval.
2. Applicant / owner obtains all required permits from the Red River Planning District and the municipality, if required.

RRPD LOCATION MAP



SUPPORTIVE MAPPING

Conditional Use Application CU 15, 2025
81 and 71 Meadowland Dr, RM of West St. Paul

Designation: "SC" Settlement Centre
Zoning: "CH" Commercial Highway

Terms of Use/Disclaimer: All information is for display and estimate purposes only and is provided "as-is". The accuracy of information contained cannot be guaranteed and is in no way a legal representation of the municipality.

-  Subject Property
-  Highway Control Zones
-  Roads
-  Parcels Outline



ADDITIONAL INFORMATION



April 22, 2025

Red River Planning District
2978 Birds Hill Road
East St. Paul, MB R2E 1J5
deno@rrpd.ca

**RE: Letter of Intent
Conditional Use Application for Lot 1 and 2 Plan 73357**

On behalf of Costco Wholesale Canada, Ltd. (the Client), WSP Canada Inc. (WSP) is pleased to submit the enclosed conditional use application to permit an accessory automobile service station and an accessory seasonal outdoor garden centre alongside a principal use retail store.

To further facilitate development, a separate variance application to allow for a reduction in loading spaces has been submitted.

In support of the conditional use application, the following documents have been attached for your consideration:

- **Appendix A:** Conditional Use Application Form & Letter of Authorization;
- **Appendix B:** Certificate of Titles; and
- **Appendix C:** Conceptual Site Plan.

SITE CONTEXT

The subject site is zoned Commercial Highway Zone – CH and is located along Meadowlands Drive as shown in **Appendix C**. The subject land has an approximate area of 20.85 acres and is generally bordered by the Perimeter Highway (Provincial Trunk Highway (PTH) 101) to the north and Whitehaven Drive to the east. The subject properties have a Canadian Pacific Railway line along the west property boundary.

Directly west of the railway line lies an undeveloped multi-family development and rural industrial land. East and south of the subject land is undeveloped commercial highway land. The site is located within a designated highway commercial area within the Rural Municipality (RM) of West St. Paul directly south of the Perimeter Highway. Land use on adjacent sites include an industrial door supplier company and undeveloped land. There are newly developed residential communities to the north (across PTH 101) and to the west.

The proposed development involves a retail store along with an automobile service station, eating and drinking establishment, and a seasonal outdoor garden centre. The properties are held under Certificate of Title's 3331819 and 3299834, owned by 5445753 Manitoba Ltd. and legally

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described as Lot 1 and Lot 2 Plan 73357. The Certificate of Title's are included in **Appendix B**. There are several active instruments on title, including a development agreement, utility easements, and financial agreements.

PROPOSED DEVELOPMENT

The subject site currently consists of vacant land on a Commercial Highway (CH) site. The proposed development consists of a one-storey, approximately 161,992 sq. ft. building, for a retail store (classified as "Retail Sales and Service") along with accessory uses of a gas station (classified as "Automobile Service Station"), eating and drinking establishment (within the retail store), and a seasonal outdoor garden centre (classified as "Retail - Outdoor"). As labelled on the conceptual site plan attached in **Appendix C**, a total of 1,070 parking stalls (1,054 10-foot wide stalls, and 16 accessible stalls) are also proposed to accommodate customers and staff of the business. Four loading stalls are proposed for unloading merchandise or materials pertinent to the proposed uses. Access to the site is currently from a driveway off Meadowlands Drive. There will be another access point that connects to a roundabout created on Meadowlands Drive at Whitehaven Drive.

The uses for both "Automobile Service Station" and "Retail – Outdoor" (seasonal outdoor garden centre) are conditional uses in the CH zone.

The service station will consist of numerous components including the sale of gasoline, other petroleum products, and a limited range of vehicle servicing for tires. Inside the principal building are numerous bays for tire servicing and sales of automobile parts (ex. tires, batteries, windshield wipers). A tire inflation station takes up approximately 20 feet by 50 feet which includes space for vehicles to park while they fill up their tires. These services are offered during regular Costco hours. The sale of gasoline is located in the northeast corner of the site and provides 16 vehicle storage stalls in 8 lanes. A small accessory building will be located on the eastern side of the service station for employees only. The service station is expected to be open the same as other locations in Winnipeg, being generally 6:30 am – 9:30 pm Monday to Friday, 6:30 am – 7:00 pm Saturday, and 6:30 am – 6:30 pm Sunday.

The seasonal outdoor garden centre will be an accessory use to the principal retail building. The garden centre will be a seasonal extension adjacent to the retail store and will take over a portion of the sidewalk east of the building and encroach upon 13 parking stalls. Ample parking is still available when the garden centre is operating and does not reduce the number of parking spaces below the requirement. The garden centre will operate the same as regular Costco hours, generally during the months of April to September of each year.



POLICY CONTEXT

The following subsections assess the conditional use application against relevant planning policies and regulations, which include The *Red River Planning District (RRPD) Development Plan (Development Plan)*, *Middlechurch Secondary Plan (Secondary Plan)*, and the *RM of West St. Paul Zoning By-law (Zoning By-law)*.

RED RIVER PLANNING DISTRICT DEVELOPMENT PLAN

The subject lands are within lands designated as Settlement Centres as per "Map 5 – West St. Paul" under RRPD Land Use Designation. Relevant goals and policies from the *Development Plan* regarding Settlement Centres are listed below.

4.5.a To promote the development of settlement centres to function as administrative and service centres to provide a full range of social, commercial and institutional facilities to the residents of the region.

4.5.9 Commercial uses shall be encouraged to locate in commercial clusters in a central commercial area of the settlement centre.

4.5.10 Commercial uses which cater to highway traffic, and those which require large sites, shall be grouped and located on sites zoned for highway commercial areas which may be adjacent to provincial highways. Highway commercial areas shall be designed to at least interfere with the flow of traffic which may require service roads and shall have a high quality of design.

The proposed commercial development would contribute to residents of the region by offering a full range of commercial uses within the development, highlighting the importance of the conditional uses applied for in this application. All of the proposed uses conform to the *Development Plan*.

MIDDLECHURCH SECONDARY PLAN

The subject lands are within lands designated and surrounding areas as Commercial Centre as per "Policy Map 1 – Land Use" under the *Secondary Plan* Policy Areas. The purpose of the Commercial Centre area is to identify lands best suited to fulfill the need within West St. Paul and region for a planned commercial centre and employment area in an area that can best be served by community infrastructure, access and connectivity to the community and region. Relevant goals and policies from the *Secondary Plan* regarding Commercial Centres are listed below.

Section 4.3.4.1 A comprehensively planned approach is required to achieve the quality in commercial development by the Plan. Multi-use commercial is considered appropriate uses within the commercial centre policy area.

Having multiple uses on one commercial site is appropriate as mentioned above in the *Secondary Plan*. All of the proposed uses conform to the *Secondary Plan*.



RURAL MUNICIPALITY OF WEST ST. PAUL ZONING BY-LAW

The subject land is zoned Commercial Highway (CH). The surrounding area is generally characterized by commercial uses zoned CH, with existing and proposed multi-family development southwest and west, respectively, zoned Multi-Family Dwelling Zone (R3), and a small section of Rural Residential Zone (M1) that is partially undeveloped and also the site for Daytona Door Products Ltd.

Section 7.1(2) of the *Zoning By-law* describes Commercial Highway (CH) district as the following:

"CH" Highway Commercial Zone provides for appropriate commercial uses adjacent to the main highways for the purpose of servicing the travelling public and for providing commercial space for those businesses which, by their nature, require a highway location for access and/or display purposes.

The proposed use is interpreted as a principal use retail store with an accessory eating establishment, accessory temporary outdoor garden centre, and accessory automobile service station. Even though the latter two uses are considered accessory to the principal retail use, a conditional use approval is required.

Section 10.2 provides a definition of each of the uses proposed for the subject site and are as follows:

Retail Sales and Services: mean developments used for the retail sale of groceries, baked goods, meats, beverages, household goods, furniture and appliances, hardware, printed matter, confectionary, tobacco, pharmaceutical and personal care items, automotive parts and accessories, office equipment, computers, cell phones, stationery and similar goods from within an enclosed building. Associated services and repair including postal services, film processing, movie rentals and similar uses are included. This use class does not include developments used for the sale of gasoline, heavy agricultural or industrial equipment, cannabis, pawn shops, adult entertainment establishments or adult sales stores.

Eating and Drinking Establishment: means the sale to the public of prepared foods, for consumption within the premises or off the site. This includes licensed drinking establishments, restaurants, cafés, delicatessens, tea rooms, banquet catering, lunch rooms and take-out restaurants. This does not include drive-through facilities which provide services to customers who remain in their vehicles, refreshment stands, or mobile catering food services.

Automobile Service Station: means a building or portion thereof and land used for the servicing, washing and repairing of vehicles; and the sale of gasoline, other petroleum products and a limited range of vehicle parts and accessories. Service Stations may include Eating and Drinking Establishments. Typical uses include car washes, truck stops and highway service stations.

Retail – Outdoor is not defined in the *Zoning Bylaw*, however it can be interpreted to pertain to the same definition of *Retail Sales and Services*, with the difference being the location being outdoors.

The following table details the uses being applied for, whether the use is a principal or accessory use, and whether the use is permitted or conditional under the *Zoning By-law*.



Table 1: Proposed Uses

USE	PRINCIPAL OR ACCESSORY USE	COMMERCIAL HIGHWAY (CH)
Retail – other than gift shop, grocery, outdoor	Principal	Permitted
Retail – outdoor (temporary garden centre)	Accessory	Conditional
Eating and drinking establishment	Accessory	Permitted
Automobile – service centre	Accessory	Conditional

The *Zoning By-law* does not provide for interpretation of the “Retail – outdoor” use for a temporary garden centre or the interpretation of an “Automobile – service station” as accessory uses to a principal use. The *Zoning By-law* only considers these as their own principal uses and identifies them as conditional. Because the two conditional uses are actually not principal uses on site, but accessory to the principal retail use, there will not be significantly more land use impact as a result of the combined uses when compared to the retail use alone. The impact of both conditional uses is greatly reduced when they are accessory to the retail building in terms of size and attraction of more visitors to the site. Furthermore, the “Retail – outdoor” use is temporary in that it will only operate seasonally between the months of April and September of each year. The *Zoning By-law* does not allow for interpretation of this use as temporary even though the seasonal nature of the accessory use significantly reduces any potential land use impacts when compared to a principal permanent use.

CONFORMITY

A conditional use may be approved if it is compatible with the general nature of the surrounding area, will not be detrimental to the health or general welfare of people living or working in the surrounding area, or negatively affect other properties or potential development in the surrounding area, and is generally consistent with the applicable provisions of the *Development Plan*, *Secondary Plan* and *Zoning By-law*.

The *Zoning By-law* limits how the accessory uses to this principally retail development can be interpreted. The *Zoning By-law* requires that each of the accessory uses (one of which is seasonal in nature) be interpreted as stand alone principal uses that are conditional and require separate planning approvals. In fact, this development is wholly planned as an integrated site with multiple and complementary uses on site. This is relevant because the accessory uses do not contribute to additional trips, parking demand, or impact surrounding land uses in the same way that they would as stand-alone principal uses.

Furthermore, this application is consistent with the *Development Plan*, *Secondary Plan* and *Zoning By-law*. This location is exactly where, within the municipality, this sort of retail centre should be directed to. The application is also compatible with the surrounding area, will not be detrimental to the health or general welfare of people living or working in the area or negatively affect other properties.

In addition to the conditional use application, a variance application has been submitted concurrently. Site plan approval will also be required as a part of the development approvals



process. Site-specific details such as building elevations, architectural plans, and landscaping plans, will be submitted at the appropriate time as the development moves ahead.

Should you have any questions or require further information, please do not hesitate to contact the undersigned at 204--259-1628 or Meagan.Boles@wsp.com.

Yours sincerely,
WSP Canada Inc.

A handwritten signature in black ink that reads 'Meagan Boles'.

Meagan Boles, MCIP, RPP
Lead Planner
Planning, Landscape Architecture and Urban Design

BH/mb

Encl. Appendix A – Conditional Use Application Form & Letter of Authorization
 Appendix B – Certificate of Titles
 Appendix C – Conceptual Site Plan

WSP ref: CA0043598.3631 CA-Costco N Winnipeg West St Paul Meadowlands

CC : Pam Elias, Director of Planning & Economic Development, RM of West St. Paul, edo@weststpaul.com

COMMENTS FROM GOVERNMENT AGENCIES

Hi Jennifer,

No comment for CU 15/25.

Regards,

Pam Elias, B.E.D., M.C.P.
Director of Planning & Economic Development
RM of West St. Paul
3550 Main Street, West St. Paul, MB R4A 5A3
Phone: (204) 338-0306 (ext 109)

