

# NOTICE OF PUBLIC HEARING

## DEVELOPMENT PLAN AMENDMENT APPLICATION

### Red River Planning District

Under authority of *The Planning Act*, the Red River Planning District Board 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 RRPD at 204-669-8880.

**Wednesday**  
**January 21, 2026**  
**5:30 PM**

**Council Chambers**  
**3021 Birds Hill Road**  
**RM of East St. Paul, MB**

*Note: property owners are responsible for notifying “tenants”*

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#### APPLICATION INFORMATION

**Application File:** DPA 293-25

**Applicant:** Waterside Development Corp.

**Property Location:** 3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul Roll # 54203, 54206, 48800, 54200

**Application Purpose:**

The applicant proposes to re-designate the properties to “Settlement Centre,” to facilitate future development of serviced single- and multi-family lots.



Current Designation	Designation Proposed by Applicant
<i>Agriculture Restricted</i>	Re-Designating to: <i>Settlement Centre</i>

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](mailto:info@rrpd.ca)

**DATE:** January 16, 2026

**TO:** Red River Planning District Board

**FROM:** Jennifer Ferguson, MCIP, RPP, CMMA  
Executive Director

**REPORT BY:** Gillian Kolody  
Community Planning Assistant

**RE:** **Public Hearing Report**  
**Development Plan By-Law Amendment No. 293/25**  
RRPD Development Plan By-law (272/19)

Re-designation of land located:  
3601, a portion of 3401, 3350 and unaddressed parcel on Mowat Road  
R.M. of East St. Paul

Roll Numbers:  
48800, a portion of 54203, 54206, 54200

**Appendix:**

Appendix A – RRPD Maps  
Appendix B – Development Plan Amendment By-law  
Appendix C – Government & Municipal Comments  
Appendix D – Applicant Provided Information

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**1.0 APPLICATION**

To amend the *Red River Planning District Development Plan By-law No. 272 / 2019* by re-designating the subject land consisting of 408 acres (+/-):

From: *Agriculture Restricted*

To: *Settlement Centre*

The applicant states in their letter of intent that the purpose of this application is to facilitate future development of serviced single- and multi-family homes. Redesignation approval is the first approval required to facilitate the applicant's development plans.

As part of their application, the applicant provided information in support of their proposal, which is attached in the appendix to this report. This information includes a:

- Letter of Intent
- East St. Paul Letter of Support – DPA 293-25
- East St. Paul Resolutions
- Joint Infrastructure Committee: Water & Wastewater Capacity Summary
- Policy Considerations
- Population Growth – Supply and Demand
- Service Sharing Agreement Summary: Rural Municipality of St. Clements & Rural Municipality of East St. Paul
- St. Clements Service Sharing Context
- St. Clements Resolutions
- St. Clements Authorization of Service Sharing Agreement
- Development Plan Map Services vs. No Services Land Area

## **2.0 PROPOSED DESIGNATION**

As noted, the applicant wishes to re-designate the subject properties to a *Settlement Centre* designation, in order to facilitate future development of serviced single- and multi-family lots. The purpose of the proposed designation, as described in the *RRPD Development Plan*, is outlined below:

### **Settlement Centre**

*“Is a designation for areas where a range of urban, semi-urban, and suburban land uses or developments either presently exist or may be considered. Typically, settlement Centres have piped municipal wastewater and / or drinking water systems available, or are planned to provide these services in the future when they are economically viable. Settlement Centres function as administrative and service centres for their respective municipality” (RRPD Development Plan, page 38)*

This designation aligns with the applicant’s proposed future development.

## **3.0 BACKGROUND INFORMATION**

### **3.1 Subject Property**

The properties (Roll # a portion of 54203, 54206, 48800, 54200) are approximately 408 acres (+/-) in site area (according to RRPD GIS data), are located on both the east and west sides of Mowat Road and northeast of Birds Hill Road. The subject properties are zoned “RR5” Rural Residential and “DR” Development Reserve in the Zoning By-law and are primarily designated *Agriculture Restricted*, yet a portion of Roll # 54203 is already designated as *Settlement Centre* in the Development Plan.

Manitoba Agriculture Department notes that the land is actively farmed and has an agricultural capability mix of Class 2 and 3 with approximately 408 acres of land considered to be prime agricultural land.

The subject property is currently designated within the *RRPD Development Plan* as *Agriculture Restricted*. The purpose of the *Agriculture Restricted* designation, as described in the *RRPD Development Plan*, is:

*“...a designation that allows small scale agricultural operations on smaller lots, and low density non-farm residential uses. This designation may also acts as a buffer between large scale agricultural enterprises and rural residential or urban development.” (RRPD Development Plan, page 38)*

### 3.2 Surrounding Area

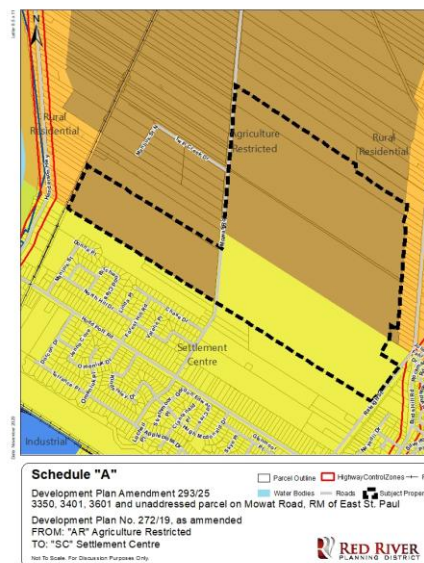
The subject property is surrounded by the following:

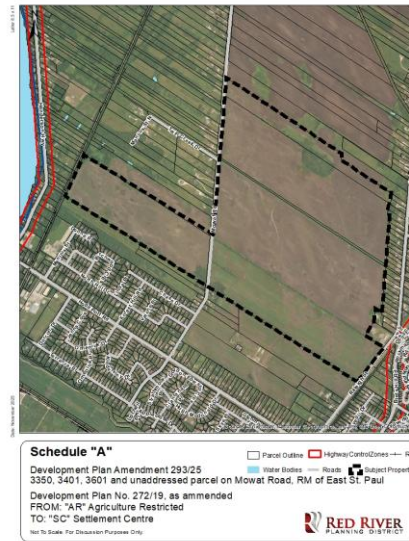
To the North: Rural residential properties and undeveloped agricultural lands designated as *Agriculture Restricted* and *Rural Residential*.

To the South: Residential properties along Hoddinott Road and undeveloped properties designated as *Settlement Centre*.

To the West: Mowat Road and the railway, then rural residential properties designated as *Agriculture Restricted* and *Rural Residential*.

To the East: Raleigh Street, then rural residential properties along Rebeck Road, residential properties, and undeveloped land designated as *Rural Residential* and *Settlement Centre*.





## 4.0 PROVINCIAL PLANNING REGULATION (81/2011)

The *Provincial Planning Regulation 81/2011* (PPR) applies to all land subject to *The Planning Act*, and serve as a guide to planning authorities in preparing, reviewing and amending Development Plans. As this Development Plan Amendment application seeks to change land uses on the subject property, the PPR are reviewed to ensure the proposed amendment is generally consistent. It should be noted that because this is a Development Plan Amendment for a specific land use designation, not all of the PPR are applicable.

### Protection of Agricultural Land Policies

#### Policy 1.2.2; 1.2.4; 3.1.1; 3.1.2; 2.2.6

The above-noted policies provide direction when considering developing new areas with relation to agricultural land. In summary, they note that “non-resource-related uses” (e.g. residential, commercial, industrial, etc.) should be directed to existing urban centres or other areas already designated for non-resource-related uses, and, should not be wasteful of land. In addition, the policies outline that agriculture land, especially prime agriculture land, must be preserved for agricultural uses and protected from encroaching non-agriculture uses. Although the expansion of an urban centre should not prematurely take agricultural land out of production, if “...servicing and land availability make urban expansion into these areas the best option, urban expansion may take precedence over other uses.”

The applicant is proposing to establish single- and multi-family residential lots on lands that Manitoba Agriculture and Manitoba Municipal and Northern Relations consider to be Class 2 and 3, prime agricultural land that is actively farmed (see attached Manitoba Agriculture and Manitoba Municipal and Northern Relations’ comments). Yet Manitoba Municipal and Northern Relations also note that if the subject lands are the best option due to servicing and land availability, their development may take precedence over other uses.

The applicant acknowledges the Province’s concerns yet note that their proposal meets the exception criteria as it is adjacent to and contiguous with an existing settlement area,

serviced with piped water and wastewater, not fragmenting agricultural land, and is not creating leapfrog or strip development.

With this information in mind, the proposed Development Plan Amendment has some inconsistencies with the noted PPR policies, yet PPR Policy 2.2.6 allows for agricultural land to be taken out of production if the subject lands are the most feasible to facilitate the expansion of an urban centre due to servicing and land availability. Manitoba Agriculture and Manitoba Municipal and Northern Relations object to the subject Development Plan Amendment as proposed and do not recommend proceeding to second reading.

### **Land Use Compatibility Policies** **Policy 1.1.3; 1.2.1; 2.1.2; 2.1.3**

The above-noted policies provide direction when considering developing new areas with relation to land use compatibility. In summary, they note that new development must be compatible with existing uses. Further, establishing incompatible developments that could pose a danger to health and safety or that may be offensive to property owners (e.g. noise, dust, odor concerns) should be avoided, or, located so that it does not negatively affect existing developments or land use designations. Concerning Settlement Areas in particular, the above-noted policies state that their expansion should occur in a contiguous manner, adjacent to existing, compatible development.

The Development Plan Amendment application proposes to expand *Settlement Centre* land which would be located adjacent to existing *Settlement Centre* land to the south, *Rural Residential* land to the east and west, and *Agriculture Restricted* land to the north. Re-designating the subject land as *Settlement Centre* would be a natural expansion to the existing southern residential properties. As the subject properties border agricultural land, natural incompatibilities will occur.

Should the RRPD Board approve this application, additional planning application approvals will still be required (e.g. rezoning, subdivision). Through those approvals the municipal Council can add conditions of approval to mitigate potential land use incompatibility between agricultural and residential lands (e.g. landscape buffering, location of building, restriction on land uses, etc.).

### **Land Use Supply and Demand** **Policy 1.2.2; 1.2.3**

The above-noted policies provide direction when considering developing new areas with relation to demand for the development and being wasteful of land. The policy notes that the amount of land being proposed for non-resource-related uses (e.g. residential, commercial, industrial, etc.) should be consistent with the “...*demonstrated rate of change in the requirement for such land uses*...” and also should take into account the

community vision for the area and the existing designations of such lands. What this means is that in order to add new designated land for development, there must be both a demand and lack of supply for the proposed land uses. When reviewing the application, the following information was considered:

- The RRPD's 2017 Market Research demonstrated that at the time there were 627 acres (+/-) of land designated for future residential development.
- The 2017 research also demonstrated that there was a shortfall of -74 to -433 acres of developable residential land in East St. Paul to meet the 2037 projected residential growth.
  - This data is now over 8 years old and may be outdated.
- As a response to this anticipated shortfall, in 2020 the new RRPD Development Plan designated more land for future development.
- The R.M. of East St. Paul currently has limited capacity for piped municipal services (wastewater and drinking water); therefore, many designated lands cannot be development at this time.
- The proposed land can be serviced by piped municipal services.
  - On October 28, 2025, the R.M. of St. Clements passed a resolution authorizing the establishment of a Joint Infrastructure Committee in conjunction with East St. Paul. Subsequently, on December 9, 2025, the R.M. of East St. Paul Council passed a resolution to enter into a servicing agreement with the R.M. of St. Clements.

The available RRPD data demonstrates that there is a surplus of land needed to meet the 2037 projected residential growth in East St. Paul, meaning that this application does not meet the above-noted policies concerning land use supply and demand. Manitoba Municipal and Northern Relations similarly highlight the significant amount of undeveloped land designated for residential development and that the applicant did not provide any land supply and demand information. However, it is important to note that the RRPD's 2017 Market Research is outdated, and there are currently development constraints on many designated lands due to the limited capacity for piped municipal services (wastewater and drinking water).

The applicant updated their application to support supply and demand consideration. Our understanding of the applicant's information is as follows:

- Although the Province states that there are over 200 acres of existing residential land, the land cannot be developed due to a servicing moratorium and therefore should not be considered supply.
- Development applications on existing designated lands in East St. Paul are consistently denied.
- Land designation should be consistent with the demonstrated rate of change.
- The proposal is not adding to surplus, creating the only viable land supply.
- East St. Paul is in a steady growth pattern due to land and/or servicing constraints.

From a land supply perspective, although sufficient land is designated on paper, there is currently insufficient reasonably developable land to meet anticipated residential growth needs in the municipality. As a result, the expansion of the Settlement Centre designation

onto the subject lands represents the most viable option to accommodate growth in the absence of servicing capacity elsewhere.

**Infrastructure and Public Service Connections**  
**Policy 1.3.1; 6.1.2; 6.2.2; 6.2.3; 6.2.7; 7.3.1; 7.3.4**

The above-noted policies provide direction noting that new development should be directed to suitable areas that have connection to existing or planned piped public service infrastructure (wastewater, drinking water) and connect to existing roadway networks with either an improved intersection or an internal road system. Further, they note that areas with existing piped public services should be developed prior to public services being directed to areas that are not yet serviced. Finally, public service capacity should be deemed to have sufficient capacity prior to land being re-designated.

The subject lands have direct access to Mowat Road and Raleigh Road, two municipal roadways. Upgrades to these roads may be required, but this would be addressed at the subdivision approval stage.

The applicant notes that the single- and multi-family lots are to be fully serviced. On October 28, 2025, the R.M. of St. Clements passed a resolution authorizing the establishment of a Joint Infrastructure Committee in conjunction with East St. Paul. Subsequently on December 9, 2025, the R.M. of East St. Paul passed a resolution to adopt a Service Sharing Agreement with the R.M. of St. Clements, meaning that the subject properties will be serviced by piped municipal services (wastewater and drinking water). The applicant also notes that the servicing is developer-funded, was made possible by an inter-municipal servicing partnership, does not place unexpected burdens on existing taxpayers or municipal capital budgets, and addresses the costs and capacity upfront.

Manitoba Municipal and Northern Relations note that there is not an updated Drinking Water and Wastewater Management Plan. The RRPD acknowledges that the current Water and Wastewater Management Plan requires updating. The R.M. of St. Clements supports the completion of that plan as a broader process with RRPD.

**5.0 PROVINCIAL AND MUNICIPAL COMMENTS**

This Development Plan Amendment application has been circulated for comments as per *The Planning Act* to Provincial Departments and adjacent municipalities with instructions to forward any comments to Red River Planning District prior to the public hearing, and, that no response by the date of the public hearing will be interpreted as having no concerns. The application has been circulated in order to afford Provincial Departments an opportunity to ensure that the application conforms to provincial policies, and to afford adjacent municipalities an opportunity to comment on any negative impacts that the application may have on their municipality.

The table below outlines the comments received (paraphrased) from provincial departments, agencies and adjacent municipalities. Copies of the original comments are provided in the appendix to this report.

PROVINCIAL DEPARTMENT MUNICIPALITY OR AGENCY	COMMENTS
<b>MB Transportation and Infrastructure</b> (Highway Design Branch)	No objection. The land being redesignated does not have frontage along PR 202 or PR 204, and MTI notes that they will not approve any direct property access or any additional public road connections to either of these provincial roads. All future development should utilize existing internal road networks. Finally, traffic impact and drainage studies will be required for all future development including on-highway improvement agreements as future residential development will have an impact on the traffic operations of PR 202 and PR 204.  (See full comment in Appendix C)
<b>MB Transportation and Infrastructure</b> (Hydrologic Forecasting & Water Management Branch)	No concerns.  (See full comment in Appendix C)
<b>MB Environment and Climate Change</b> (Drainage and Water Rights Licensing Branch)	They note that it the responsibility of the local government or planning district to ensure that all by-laws and development plans are in compliance with all relevant acts, regulations, policies, procedures, and requirements relating to the

	<p>Manitoba Drainage and Water Rights Licensing Branch – Drainage Section.</p> <p>(See full comment in Appendix C)</p>
<p><b>MB Environment and Climate Change</b> (Environmental Compliance and Enforcement Branch)</p>	<p>They note that Council should be aware that future subdivisions require the applicant to confirm wastewater facility capacity.</p> <p>(See full comment in Appendix C)</p>
<p><b>MB Agriculture</b> (Sustainable Agriculture Branch)</p>	<p>Has concerns and objects:</p> <ul style="list-style-type: none"> <li>• The land is prime agriculture land (Class 2 and 3)</li> <li>• The land is actively farmed</li> <li>• There are existing undeveloped General Development lands (over 600 acres) and Settlement Centre lands (over 800 acres)</li> </ul> <p>(See full comment in Appendix C)</p>
<p><b>MB Municipal &amp; Northern Relations</b> (Community Planning Services Branch)</p>	<p>Has concerns and objects:</p> <ul style="list-style-type: none"> <li>• There is a significant amount of undeveloped land already designated for residential uses in the municipality; no supply and demand information was provided to illustrate why additional land is required</li> <li>• The subject land is actively farmed and prime agricultural land. It should not be prematurely taken out of use for urban expansion, unless factors such as servicing and land availability makes it the best option</li> <li>• An updated Drinking Water and Wastewater Management Plan has not been received</li> </ul>
<p><b>Office of the Mining Recorder Manitoba</b> (Mines Branch)</p>	<p>No comments.</p>
<p><b>MB Natural Resources &amp; Indigenous</b></p>	<p>No comments.</p>

<b>Futures</b> (Lands Branch)	
<b>MB Oil and Gas</b> (Petroleum Branch)	No concerns.
<b>MB Sport, Culture, Heritage and Tourism</b> (Historical Resource Branch)	No concerns at this time.  (See full comment in Appendix C)
<b>MB Hydro</b> (The Manitoba Hydro-Electric Board – Centra Gas Manitoba Inc.)	No concerns.  (See full comment in Appendix C)
<b>R.M. of East St. Paul</b>	<p>They have the following comments:</p> <ul style="list-style-type: none"> <li>• The land is currently being farmed for soybeans.</li> <li>• Current Moratorium on development in East St. Paul requiring connection to Municipal sewer and water.</li> <li>• On July 15, 2025, East St. Paul Council passed a resolution to allow for service sharing with the R.M. of St. Clements.</li> <li>• The subject properties will be serviced by St. Clements.</li> <li>• Although a significant amount of land within East St. Paul is designated for residential use, much of it cannot be serviced and developed at this time due to infrastructure limitations.</li> <li>• Development and growth are critical to sustainability of the Municipality.</li> <li>• Agricultural land is important but can limit the Municipality's ability to plan for future development.</li> </ul> <p>(See full comment in Appendix C)</p>
<b>City of Selkirk</b>	<p>Has concerns due to the lack of information provided in the application.</p> <p>(See full comment in Appendix C)</p>
<b>R.M. of Springfield</b>	No concerns.

City of Winnipeg	<p>If a Transportation Impact Study (TIS) is completed for the proposed redesignation, the City requests that a copy is shared with the Public Works Department. If a TIS is not required for the proposed development, the City suggests a TIS is completed for subsequent development proposals.</p> <p>(See full comment in Appendix C)</p>
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## 6.0 ANALYSIS AND RECOMMENDATION:

One of the critical points of assessment for the RRPD Planning Board is to evaluate if the proposal adheres to *The Planning Act* and its *Provincial Planning Regulation*. Applications that do not adhere to the *Provincial Planning Regulation* should not be approved. However, should the RRPD Board approve this application additional planning application approvals will still be required (e.g. rezoning, subdivision). Through those approvals the municipal Council can add conditions to address some of the concerns raised by the Province of Manitoba (e.g. buffering and other mitigation methods to reduce land use conflicts; etc.), which could bring the proposal more into conformance with the *Provincial Planning Regulation*.

As identified in this report and through comments received from Manitoba Agriculture and Manitoba Municipal and Northern Relations, the subject lands consist of Class 2 and 3 prime agricultural land and are actively farmed. The conversion of prime agricultural land to non-resource-related uses conflicts with agricultural land protection policies within the *Provincial Planning Regulation*, and this conflict is acknowledged. Yet the Board should also consider *Provincial Planning Regulation* Policy 2.2.6, which provides direction on the expansion of settlement areas. This policy requires that settlement expansion occur only where existing designated settlement lands cannot reasonably accommodate projected growth, and that infrastructure capacity, land availability, and orderly development be taken into account.

While there is a significant amount of land currently designated for residential development within the R.M. of East St. Paul, the evidence demonstrates that a substantial portion of this land cannot be reasonably developed due to the lack of available piped municipal wastewater and drinking water servicing and the absence of a defined timeline for servicing upgrades. Lands that cannot be serviced within a reasonable timeframe cannot practically accommodate growth.

In contrast, the subject lands are:

- Contiguous to existing Settlement Centre lands; and
- Capable of being fully serviced through an approved intermunicipal servicing agreement with the R.M. of St. Clements.

From a policy perspective, this application is not wholly consistent with the *Provincial Planning Regulation* policies concerning agriculture and land supply and demand. From a practical perspective, the subject properties are the only viable lands that can be developed in East St. Paul, meaning that in practice, the R.M. of East St. Paul cannot meet growth demands without developing the subject properties as there is no current timeline for upgrading servicing capacity. Therefore, based on the information provided and available, our office recommends that this Development Plan Amendment could **be approved**.

**APPENDIX A**  
(RRPD Maps)



☐ Parcel Outline ☒ HighwayControlZones ☐ Rail

Water Bodies Roads Subject Property

owat Road, RM of East St. Paul



RED RIVER  
PLANNING DISTRICT



## Schedule "A"

Development Plan Amendment 293/25

3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul

Development Plan No. 272/19, as ammended

FROM: "AR" Agriculture Restricted

TO: "SC" Settlement Centre

Not To Scale. For Discussion Purposes Only.

Parcel Outline Highway Control Zones Rail

Water Bodies Roads Subject Property



## **APPENDIX B**

(Development Plan Amendment By-law)

**RED RIVER PLANNING DISTRICT**

**BY-LAW NO. 293 / 2025**

**BEING** a By-law of the Red River Planning District Board to amend the *Red River Planning District Development Plan By-law No. 272 / 2019*, as amended;

**WHEREAS** Section 56 of *The Planning Act* provides that a Development Plan By-law may be amended in accordance with the *Act*;

**NOW THEREFORE** the Board of the Red River Planning District, in a meeting duly assembled, enacts as follows:

1. That the Development Plan *RRPD Land Use Designation Map 6 (RM of East St. Paul)* attached to and being part of the *Red River Planning District Development Plan By-law No. 272 / 2019*, is amended by re- designating:

**LOT 3, PLAN 65508 WLTO  
IN RL 78 AND 79 PARISH OF ST PAUL  
(CT# 3244110/1)  
(3601 Mowat Road)  
(Roll # 48800.000)**

*AND A PORTION OF*

**PARCELS A, B, AND C PLAN 9590 WLTO  
EXC OUT OF PARCEL A, FIRSTLY: ALL THAT PORTION  
OF ELY 440 FEET PERP WHICH LIES NORTH OF A LINE  
DRAWN PARALLEL WITH THE NORTHERN LIMIT OF  
SAID PARCEL A, THROUGH A POINT IN THE EASTERN  
LIMIT OF SAID PORTION A, DISTANT SLY THEREON  
297 FEET FROM SAID NORTHERN LIMIT AND  
SECONDLY: SURVEY PLANS 12723, 19316 AND 19976  
WLTO AND FURTHER  
EXC OUT OF PARCEL B, FIRSTLY: DRAIN PLAN 11150  
WLTO AND  
SECONDLY: PLANS 20227 WLTO, 37449 WLTO AND  
43107 WLTO IN RL 80 TO 89 PARISH OF ST PAUL  
(CT# 2043814/1)  
(3401 Mowat Road, 3350 Mowat Road; unaddressed parcel on  
Mowat Road)  
(Roll # 54203.000, 54206.000, 54200.000)**

**in the RM of East St. Paul**

As illustrated on Schedule ‘A’ of this by-law

**From: Agriculture Restricted**

**To: Settlement Centre**

**DONE AND PASSED** by the Board of the Red River Planning District assembled in the \_\_\_\_\_ in the Province of Manitoba this \_\_\_\_\_ day of \_\_\_\_\_ A.D. 2025.

READ A FIRST TIME THIS        day of        A.D. 2025.

READ A SECOND TIME THIS        day of        A.D. 2025.

READ A THIRD TIME THIS        day of        A.D. 2025.

\_\_\_\_\_

Chair

\_\_\_\_\_

Executive Director

Schedule 'A'  
Location Map / Proposed Amendment



Letter 8.5 x 11

Date: November 2025

**Schedule "A"**

Development Plan Amendment 293/25

3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul

Development Plan No. 272/19, as ammended

FROM: "AR" Agriculture Restricted

TO: "SC" Settlement Centre

Not To Scale. For Discussion Purposes Only.

Parcel Outline

Water Bodies

HighwayControlZones

Roads

Rail

Subject Property



## Schedule "A"

Development Plan Amendment 293/25

3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul

Development Plan No. 272/19, as ammended

FROM: "AR" Agriculture Restricted

TO: "SC" Settlement Centre

Not To Scale. For Discussion Purposes Only.

Parcel Outline Highway Control Zones Rail  
Water Bodies Roads Subject Property

**RED RIVER**  
PLANNING DISTRICT

## **APPENDIX C**

(Government & Municipal Comments)

## Gillian Kolody

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**From:** +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>  
**Sent:** Wednesday, January 7, 2026 3:11 PM  
**To:** Gillian Kolody  
**Cc:** +SEL1081 - Selkirk CRP  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

Hi Gillian,

I have reviewed Development Plan Amendment By-law No. 293/25 on behalf of the Community Planning Services Branch of Manitoba Municipal and Northern Relations. By-law No. 293/25 proposes to redesignate approximately 410 acres in the Rural Municipality of East St. Paul from 'Agriculture Restricted' to 'Settlement Centre' to accommodate a multi-lot residential development.

The Provincial Land Use Policies (PLUPs) require that the amount of land designated for non-resource-related uses should be consistent with the demonstrated rate of change for such land uses and must take into account the community vision for the planning area and the existing designations of such lands within the region (PLUP 1.2.3). There is a significant amount of land already designated for residential uses in the Rural Municipality of East St. Paul, including over 200 acres of undeveloped land to the immediate south. No supply and demand information was provided to illustrate why additional land designated for residential uses is required.

The land subject to redesignation contains Class 2 and 3 soils, prime agricultural land that is actively farmed. It would generally not be considered fragmented. The expansion of an urban centre must be directed away from prime agricultural land and agricultural operations so that land is not prematurely taken out of production or its use prematurely inhibited. However, where factors such as servicing and land availability make urban expansion into these areas the best option, urban expansion may take precedence over other uses (PLUP 2.2.6).

The subject lands will be serviced by municipal sewer and piped water services, extended from the Rural Municipality of St. Clements to the subject lands. The PLUPs advise that development should first be directed to areas where appropriate public services exist, and in particular to those areas with excess service capacity and have been identified for redevelopment or intensification, or to areas that are planned, budgeted for and can be introduced in a timely manner to support the strategic and economical provision of public services (PLUP 1.3.1). Consideration should also be given to whether there is capacity to accommodate development (PLUP 1.3.4). The Planning Act requires the board of planning district that includes an applicable municipality within its boundaries to prepare drinking water and wastewater management plans when amending a development plan by-law and submit it to the Minister (Section 62.2(1)). While we are encouraged by the inter-municipal co-operation demonstrated by this project, an updated Drinking Water and Wastewater Management Plan from the RRPD has not been received to date.

The proposed redesignation is inconsistent with The Planning Act and the Provincial Land Use Policies:

- There is a significant amount of undeveloped land already designated for residential uses in the municipality; no supply and demand information was provided to illustrate why additional land is required.
- The subject land is actively farmed and prime agricultural land. It should not be prematurely taken out of use for urban expansion, unless factors such as servicing and land availability make it the best option.
- An updated Drinking Water and Wastewater Management Plan has not been received.

As such, Community Planning Services objects to By-law No. 293/25 and does not recommend that it proceed to second reading.

Thank you for the opportunity to comment.

**Jessie Russell-Edmonds, MCP** (she/her)  
Acting Regional Manager

Community Planning Services Branch  
Manitoba Municipal & Northern Relations  
103 – 235 Eaton Avenue | Selkirk, MB R1A 0W7  
O: (204) 785-5090 | M: (204) 785-5131

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**From:** Gillian Kolody <[gillian@rrpd.ca](mailto:gillian@rrpd.ca)>

**Sent:** November 25, 2025 3:11 PM

**To:** +WPG112 - AGRLandUse <[AGRLandUse@gov.mb.ca](mailto:AGRLandUse@gov.mb.ca)>; +WPG569 - Conservation\_Circulars <[ConCirculars@gov.mb.ca](mailto:ConCirculars@gov.mb.ca)>; +WPG569 - Drainage <[drainage@gov.mb.ca](mailto:drainage@gov.mb.ca)>; [mwsreviews@gov.mb.ca](mailto:mwsreviews@gov.mb.ca); [psfb@gov.mb.ca](mailto:psfb@gov.mb.ca); [peter.mraz@gov.mb.ca](mailto:peter.mraz@gov.mb.ca); +WPG1195 - Mines BR <[mines\\_br@gov.mb.ca](mailto:mines_br@gov.mb.ca)>; +WPG969 - Roadside Development <[RoadsideDevelopment@gov.mb.ca](mailto:RoadsideDevelopment@gov.mb.ca)>; +WPG1166 - MIT Water Review <[MITWaterReview@gov.mb.ca](mailto:MITWaterReview@gov.mb.ca)>; +WPG574 - HRB Archaeology <[HRB.archaeology@gov.mb.ca](mailto:HRB.archaeology@gov.mb.ca)>; SM-Subdivision Circulars <[subdivisioncirculars@hydro.mb.ca](mailto:subdivisioncirculars@hydro.mb.ca)>; 'neteng.control@bellmts.ca' <[neteng.control@bellmts.ca](mailto:neteng.control@bellmts.ca)>; +SEL1081 - Selkirk CRP <[SelkirkCRP@gov.mb.ca](mailto:SelkirkCRP@gov.mb.ca)>; PPD-RegionalPlanning <[regionalplanning@winnipeg.ca](mailto:regionalplanning@winnipeg.ca)>; Pam Elias <[edo@weststpaul.com](mailto:edo@weststpaul.com)>; Sue <[sue@rmofstclements.com](mailto:sue@rmofstclements.com)>; Kayla Kozoway <[kayla@rmofstclements.com](mailto:kayla@rmofstclements.com)>; [ddoucet@rmofspringfield.ca](mailto:ddoucet@rmofspringfield.ca)  
**Cc:** Derek Eno <[deno@rrpd.ca](mailto:deno@rrpd.ca)>; Calvin So <[calvin@rrpd.ca](mailto:calvin@rrpd.ca)>; Valentina Esman <[valentina@rrpd.ca](mailto:valentina@rrpd.ca)>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

On November 19<sup>th</sup>, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 293/2025.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of East St. Paul from *Agriculture Restricted* to *Settlement Centre* in order to facilitate future development of serviced single- and multi-family lots. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for January 21<sup>st</sup>, 2026, at 5:30pm. Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to [selkirkCRP@gov.mb.ca](mailto:selkirkCRP@gov.mb.ca) by January 7<sup>th</sup>, 2026. No response by this date will be interpreted as your office having no concerns with this application. Please circulate to anyone in your office that may have comments regarding this file.

If you require any additional information, please feel free to contact me. Thank you.

Best,



**Gillian Kolody, B.A. (Hons), M.C.P.**  
**Community Planning Assistant**  
**Red River Planning District**

2978 Birds Hill Rd. East St. Paul, MB R2E 1J5

Tel: 204-669-8880 Fax: 204-669-8882

[www.redriverplanning.com](http://www.redriverplanning.com)

Planning and Development Services for the Municipalities of:  
**Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul**

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## Valentina Esman

---

**From:** SM-Subdivision Circulars <SubdivisionCirculars@hydro.mb.ca>  
**Sent:** January 8, 2026 2:13 PM  
**To:** Red River Planning District; Valentina Esman; Calvin So  
**Cc:** PROPERTY ACQUISITION; Project Manager - Manitoba; selkirkcrp@gov.mb.ca  
**Subject:** By-law 293-2025 (RM of East St. Paul) - Email to Planning - Hydro File #2025-2721



### The Manitoba Hydro-Electric Board – Centra Gas Manitoba Inc.

RE: Application(s) **By-Law 293-2025 (RM of East St. Paul)**

Please be advised of the following Manitoba Hydro/Centra Gas conditions on file :

1. Manitoba Hydro and Centra Gas Manitoba Inc. have no concerns with the Zoning By-Law amendment.
2. If this application is revised at any time, it will be necessary for Manitoba Hydro/Centra Gas Manitoba Inc. to review the file to determine if our concerns remain the same.
3. If there are existing Manitoba Hydro and/or Centra Gas easements on the titles, any building and/or construction affecting our easements will require approval prior to work beginning and can be applied for through [SecondaryLandUse@hydro.mb.ca](mailto:SecondaryLandUse@hydro.mb.ca).
4. Visit Click Before You Dig <http://clickbeforeyoudigmb.com/> in advance of any excavating.
5. Any removal or relocation of Manitoba Hydro and/or Centra Gas Manitoba Inc. existing facilities as a result of the proposed will be at the expense of the developer and/or customer.
6. Future electrical and or gas service can be obtained by submitting the online form on the [Manitoba Hydro](#) website.

Any inquiries can be sent to [HCSC@hydro.mb.ca](mailto:HCSC@hydro.mb.ca).

Subdivision Coordination Team  
Manitoba Hydro, Property Department  
12<sup>th</sup> Floor – 360 Portage Ave  
Winnipeg, MB  
R3C 0G8 Canada





**Transportation and Infrastructure**

Technical Services and Operations Division  
Highway Design Branch – Roadside Development Section  
1420-215 Garry Street, Winnipeg, Manitoba, Canada R3C 3P3  
T 204-430-7176 F 204-945-0593  
e-mail: [RoadsideDevelopment@gov.mb.ca](mailto:RoadsideDevelopment@gov.mb.ca)

January 7, 2026

PD 100.10 Ex

Gillian Kolody, Community Planning Assistant  
Red River Planning District  
806-A Manitoba Ave  
Selkirk, MB R1A 2H4  
[gillian@rrpd.ca](mailto:gillian@rrpd.ca)

Dear Gillian:

**Re: Red River Planning District Development Plan Amendment 293-25  
RM of East St. Paul  
RL 78-89 Parish of St. Paul  
Re-designation from “Agriculture Restricted” to “Settlement Centre”**

In response to your email dated November 25, 2025, we have reviewed the above noted Development Plan amendment. The intent is to re-designate the subject properties from “Agriculture Restricted” to “Settlement Centre” in order to facilitate a residential development consisting of single family and multi-family lots/units. This is an extension of the existing “Settlement Centre” designation to the south.

Based on all available information, we do not object to this amendment. We have the following comments:

- Although the re-designation itself does not have direct frontage along PR 202 or PR 204, Manitoba Transportation and Infrastructure will not approve any direct property access not any additional public road connection onto PR 202 or PR 204;
- All future development shall utilize the existing internal road network;
- Traffic impact and drainage studies will be required for all future residential development including on-highway improvement agreements as the future residential development will have an impact on the traffic operations of PR 202 and PR 204.

Please note the following statutory requirements affecting PR 202 and PR 204.

**Statutory Requirements:**

Under the Transportation Infrastructure Act, a permit is required from Manitoba Transportation and Infrastructure to construct, modify, relocate, remove or intensify the use of an access. A permit is also required from Manitoba Infrastructure to construct, modify or

relocate a structure or sign, or to change or intensify the use of an existing structure (including the alteration of existing buildings) within **38.1m** (125ft) controlled area from the edge of the highway right-of-way's.

In addition, a permit is required from Manitoba Transportation and Infrastructure for any planting placed within **15 m** (50 ft) from the edge of the highway right-of-way's.

Please e-mail or call if you have any questions regarding our comments.

Thank You,

**Original signed and e-mailed January 7, 2026**

Jeff DiNella  
Senior Development Review Technologist

Copy: Eastern Region; Roberta Coleman



## Schedule "A"

Development Plan Amendment 293/25

3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul

Development Plan No. 272/19, as amended

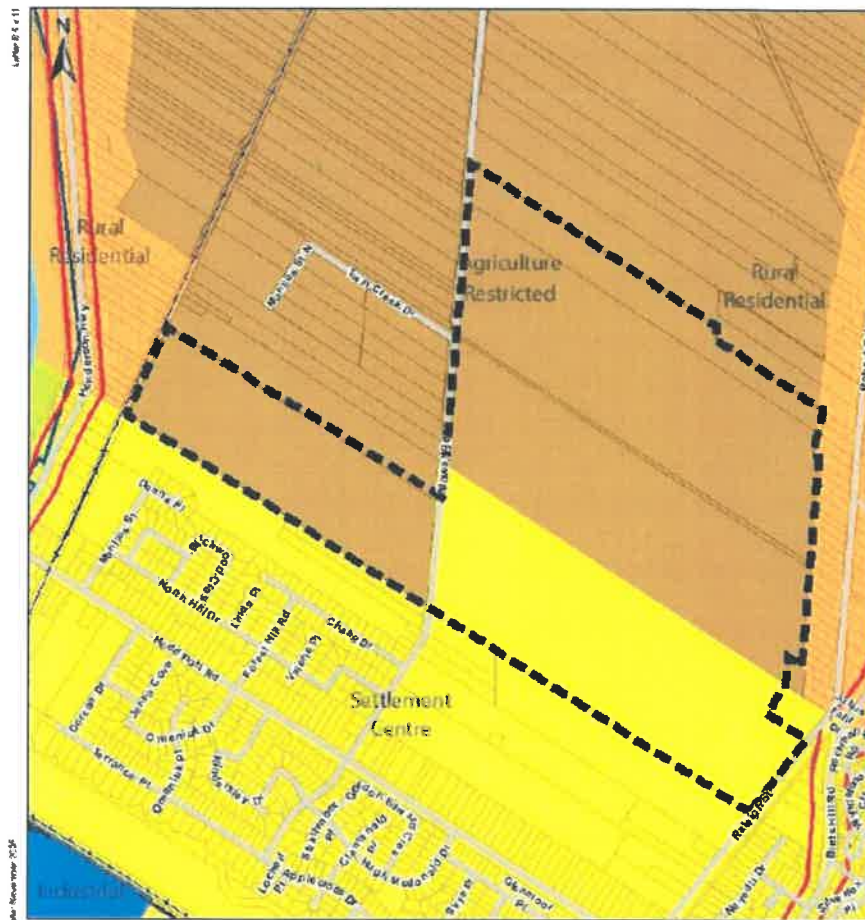
FROM: "AR" Agriculture Restricted

TO: "SC" Settlement Centre

Not To Scale. For Discussion Purposes Only.

Parcel Outline Highway Control Zones - Rail  
Water Bodies Roads Subject Property

**RED RIVER**  
PLANNING DISTRICT



### Schedule "A"

Development Plan Amendment 293/25

3350, 3401, 3601 and unaddressed parcel on Mowat Road, RM of East St. Paul

Development Plan No. 272/19, as ammended

FROM: "AR" Agriculture Restricted

TO: "SC" Settlement Centre

Not To Scale For Discussion Purposes Only



**DATE:** January 7, 2026

**TO:** Derek Eno  
Manager of Planning Services  
Red River Planning District  
2978 Birds Hill Rd.  
East St. Paul, MB R2E 1J5

**FROM:** Michelle Erb  
Agricultural Planning Specialist  
Sustainable Agriculture Branch,  
Department of Agriculture  
545 University Crescent  
Winnipeg, MB R3T 5S6

**PHONE:** 204-794-1804

**SUBJECT: Red River Planning District Development Plan Amendment 293/2025**

On behalf of Manitoba Agriculture, I have reviewed this proposed Development Plan Amendment from an agricultural perspective and in the context of the Planning Act, the Provincial Planning Regulation and the Red River Planning District (RRPD) Development Plan By-law 272-19. This amendment proposes to re-designate approximately 408 acres (Roll #: 54206, part of 54203, 54200, and 48800) from Agriculture Restricted Area to Settlement Centre Area within the RM of East St. Paul to facilitate future development of serviced single- and multi-family lots. We have the following comments to offer.

The subject land is mapped as having soils with an Agricultural Capability Class 2 & 3 based on detailed soil survey (Soil survey scale of 1:20,000). This is prime agricultural land that is actively farmed and currently held in large agricultural parcels. This proposed re-designation would remove 408 acres of prime agricultural land from agricultural production. The subject property is adjacent to Settlement Centre lands to the south, Agriculture Restricted lands to the north, and Rural Residential lands to the east and west.

This proposal is not consistent with the following objectives and policies of the RRPD Development Plan:

**RRPD Development Plan By-law No. 18-09**

**4.2 Agriculture Restricted Objectives**

- 4.2.a To protect agricultural land for agricultural use, including different types and sizes of mixed farming enterprises.
- 4.2.b To prevent the development of conflicting agricultural uses and non-agricultural uses in close proximity to each other.
- 4.2.c To maintain the rural character of the municipality for the benefit and long term interest of the agricultural sector.

**Policies:**

- 4.2.1 Agricultural activities in Agriculture Restricted areas shall be limited to a restricted range of farming activities and residential activities as further defined in the applicable municipal Zoning By-laws.
- 4.2.1 Land uses which would interfere with agricultural production or which would have an inflationary effect on land values shall be avoided.

#### 4.5 Settlement Centre

##### Objectives:

- 4.5.c To preserve land for expansion of settlement centres in an orderly, sustainable, and economical manner.

##### Policies:

- 4.5.1 Infilling and revitalization of existing built-up areas shall be encouraged as a means to accommodate new development in settlement centres. Where suitable vacant infill land is not available, new development shall be encouraged to locate adjacent to built-up areas where public services can be efficiently and economically expanded.
- 4.5.18 In addition to addressing other applicable policies and requirements listed throughout this Development Plan, the proponent for new or expanded development, including subdivisions, may be required to provide information, to the satisfaction of the RRPD and / or Municipality, which demonstrates that:
- 4.5.18.1 There is sufficient demand for the proposed development.
- 4.5.18.2 The proposal is not wasteful of land.

Relevant policies under the Provincial Planning Regulation include the following:

#### The Provincial Land Use Policies (PLUP)

##### Policy Area 1: General Development, 1.2 Ensuring Compatibility Between Land Uses

- 1.2.2 - The designation of land for non-resource-related use should not be wasteful of land.
- 1.2.3 - The amount of land designated for non-resource related uses should be consistent with the demonstrated rate of change in the requirements for such land uses, taking into account the existing designations of such lands within the region.

##### Policy Area 2: Settlement Areas, 2.1 Strategic and Planned Settlement:

- 2.1.1 The emphasis of future development and growth should be on existing settlement areas where investments have already been made. As a priority, growth should be directed to urban centres that have appropriate public services to accommodate future development and growth.
- 2.1.2 Growth and development within settlement areas should occur in a planned and contiguous manner that emphasizes compact form.
- 2.1.4 Intensification of and reinvestment in existing development should be considered and encouraged before expansion into new growth areas, in particular for urban centres.

##### Policy Area 3 – Agriculture, 3.1 Planning for Agriculture

- 3.1.1 - Agricultural lands must be identified and appropriately designated for agricultural use. Agricultural lands include:
- a) land with existing agricultural operations;
  - b) prime agricultural land; and
  - c) viable lower class land that is suitable for different types of mixed farming enterprises, including crop production, forage production and livestock grazing, provided that agricultural use of the land is consistent with its natural limitations and does not contribute to negative environmental impacts, such as soil degradation.
- 3.1.2 Land designated for agricultural use must be protected for agricultural operations, and from encroachment by new non-agricultural development which might unduly interfere with the continued operation or future expansion of agricultural operations.

A viable agricultural land base is necessary to ensure the sustainability of the agricultural sector in Manitoba. This by-law proposes to remove the agricultural designation from 408 acres that are actively farmed. The RM of East St. Paul currently has over 800 acres of land that are designated Settlement Centre, and over 600 acres that are designated General Development, all of which are undeveloped. The proposal does not include any supporting documentation or analysis to substantiate the need for expanding the Settlement Centre lands by over 400 acres.

While the proposed lands are contiguous with existing Settlement Centre lands, growth and development should be directed to areas currently designated Settlement Centre Area prior to expanding into agricultural areas. The proposal is not consistent with the RRPD Development Plan and the Provincial Land Use Policies and will affect over 400 acres of prime agricultural lands. As such, Manitoba Agriculture objects to this by-law as proposed and does not recommend proceeding to second reading.

Thank you for the opportunity to provide input. If you have any questions about my comments, please don't hesitate to contact me by phone or email.



Digitally signed  
by Michelle Erb  
Date: 2026.01.07  
09:28:38 -06'00'

---

Michelle Erb, M.Sc., P.Ag.  
Agricultural Planning Specialist

c. Andrea McLean (AGR)  
Tony Szumigalski (AGR)  
Provincial Planning Services (MNR)

## Gillian Kolody

---

**From:** +WPG1195 - Mines BR <mines\_br@gov.mb.ca>  
**Sent:** Wednesday, January 7, 2026 9:10 AM  
**To:** Gillian Kolody  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

Good morning,

No comments from Mines Branch.

Thanks,  
-Sahej S.  
Office of the Mining Recorder Manitoba  
[Mines\\_Br@gov.mb.ca](mailto:Mines_Br@gov.mb.ca)

---

### Confidentiality Notice

The contents of this communication, including any attachment(s), are confidential and may be privileged. If you are not the intended recipient (or are not receiving this communication on behalf of the intended recipient), please notify the sender immediately and delete or destroy this communication without reading it, and without making, forwarding, or retaining any copy or record of it or its contents. Thank you. Note: We have taken precautions against viruses, but take no responsibility for loss or damage caused by any virus present.

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**From:** Gillian Kolody <gillian@rrpd.ca>  
**Sent:** November 25, 2025 3:11 PM  
**To:** +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation\_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines\_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ddoucet@rmofspringfield.ca  
**Cc:** Derek Eno <deno@rrpd.ca>; Calvin So <calvin@rrpd.ca>; Valentina Esman <valentina@rrpd.ca>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

On November 19<sup>th</sup>, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 293/2025.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of East St. Paul from *Agriculture Restricted* to *Settlement Centre* in order to facilitate future development of serviced single- and multi-family lots. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

## Gillian Kolody

---

**From:** McKinnon, Anna <AMcKinnon@winnipeg.ca>  
**Sent:** Wednesday, January 7, 2026 8:58 AM  
**To:** Gillian Kolody  
**Cc:** selkirkcrp@gov.mb.ca  
**Subject:** Re: Red River Planning District - Development Plan By-law Amendment No. 293/25

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

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Hi Gillian,

The City of Winnipeg has reviewed proposed development plan amendment 293/2025 and offers the following comment:

- If a Transportation Impact Study (TIS) is completed for the proposed redesignation, the City requests a copy of the TIS is shared with the Public Works Department so that the City's modelling and Transportation Master Plan can be updated and this information can be incorporated. If a TIS is not required for this proposed development, the City suggests a TIS is completed for subsequent development proposals. The City's interest is the future projected traffic volumes on City streets which may be affected.

Thank you for the opportunity to review,

Anna



### Regional Planning

Planning, Property and Development  
City of Winnipeg

**Telephone:** 204-986-2636

**Email:** [RegionalPlanning@winnipeg.ca](mailto:RegionalPlanning@winnipeg.ca)

**Website:** [winnipeg.ca](http://winnipeg.ca)

**Address:** 15-30 Fort Street, Winnipeg, MB 4X5

---

**From:** Gillian Kolody <gillian@rrpd.ca>  
**Sent:** Tuesday, November 25, 2025 3:10 PM  
**To:** +WPG112 - AGRlandUse <agrlanduse@gov.mb.ca>; ConCirculars@gov.mb.ca <ConCirculars@gov.mb.ca>; drainage@gov.mb.ca <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca <mwsreviews@gov.mb.ca>; psfb@gov.mb.ca

## **RRPD Circulation Notice Report**

**To:** Committee of the Whole

**From:** Tim Feduniw, Director of Sustainable Economic Development

**Re:** **Red River Planning District Development Plan  
Amendment No. 293/2025**

**Date:** December 15, 2025

**File Number:** AR 138/25

---

### **Issue:**

The Red River Planning District (RRPD) circulated notice of amending the Red River Planning District Development Plan by re-designating approximately 568 acres of lands in the RM of East St. Paul from "AR" Agriculture Restricted to "SC" Settlement Centre.

### **Strategic Impact:**

No strategic impact.

### **Administrative Action:**

**Administration has concerns to the development plan amendment.**

### **Analysis:**

The Red River Planning District received an application to redesignate approximately 568 acres of undeveloped land in the RM of East St. Paul. The site is located north of Hoddinott Road, on both the west and east sides of Mowat Road.

The applicant is proposing to redesignate the lands from "AR" Agriculture Restricted to "SC" Settlement Centre to enable the creation of fully serviced residential subdivision, which would include single-family homes and multi-family residential development.

The Red River Planning District Development Plan notes that amendments should be supported by relevant research and data, including market supply and demand analysis, transportation planning, and site servicing studies. This application, however, did not provide a site plan, proposed mix of dwelling unit types, transportation network, or supporting analysis.

Given the size of the area to be re-designated, Administration finds the proposed amendment lacking this essential information. As such, there are unanswered questions regarding its alignment with planning objectives. Without a clear or articulated plan demonstrating how the development

would meet community needs, it's challenging to provide comment and therefore Administration has concerns with the proposed development plan amendment.

**History:**

An application was made to amend the Red River Planning District (RRPD) Development Plan No. 272/2019 by re-designating lands to "SC" Settle Centre.

On November 19, 2025, the RRPD Board gave First Reading to Development Plan Amendment No. 293/2025. A public hearing for the development plan amendment is tentatively scheduled for January 21, 2025.

**Public Participation:** Not applicable

**Climate Change Adaptation Impact:** Not applicable

**Climate Change Mitigation Impact:** Not applicable

**Background/Supporting Documents:**

1. First Reading Report Package
2. Public Hearing Notice
3. Development Plan Amendment 293/2025 By-law
4. Financial Impact Statement

## Gillian Kolody

---

**From:** Leonen, Leonardo <Leonardo.Leonen@gov.mb.ca>  
**Sent:** Monday, January 5, 2026 4:55 PM  
**To:** Gillian Kolody  
**Cc:** +SEL1081 - Selkirk CRP; Curtis, Jasmine  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

You don't often get email from leonardo.leonen@gov.mb.ca. [Learn why this is important](#)

Petroleum Branch has no concerns

Leo

**From:** Gillian Kolody <[gillian@rrpd.ca](mailto:gillian@rrpd.ca)>  
**Sent:** Wednesday, November 26, 2025 9:51 AM  
**To:** +WPG1195 - Petroleum <[petroleum@gov.mb.ca](mailto:petroleum@gov.mb.ca)>  
**Subject:** FW: Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

Please see below and attached.

Best,



**Gillian Kolody, B.A. (Hons), M.C.P.**  
**Community Planning Assistant**  
**Red River Planning District**

2978 Birds Hill Rd. East St. Paul, MB R2E 1J5  
Tel: 204-669-8880 Fax: 204-669-8882  
[www.redriverplanning.com](http://www.redriverplanning.com)

Planning and Development Services for the Municipalities of:  
**Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul**

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**From:** Gillian Kolody  
**Sent:** Tuesday, November 25, 2025 3:11 PM  
**To:** +WPG112 - AGRLandUse <[agrlanduse@gov.mb.ca](mailto:agrlanduse@gov.mb.ca)>; ConCirculars<[gov.mb.ca](mailto:gov.mb.ca)>; [drainage@gov.mb.ca](mailto:drainage@gov.mb.ca);  
[mwsreviews@gov.mb.ca](mailto:mwsreviews@gov.mb.ca); [psfb@gov.mb.ca](mailto:psfb@gov.mb.ca); [peter.mraz@gov.mb.ca](mailto:peter.mraz@gov.mb.ca); +WPG1195 - Mines BR <[mines\\_br@gov.mb.ca](mailto:mines_br@gov.mb.ca)>;  
+WPG969 - Roadside Development <[roadsidedevelopment@gov.mb.ca](mailto:roadsidedevelopment@gov.mb.ca)>; +WPG1166 - MIT Water Review  
<[mitwaterreview@gov.mb.ca](mailto:mitwaterreview@gov.mb.ca)>; +WPG574 - HRB Archaeology <[hrb.archaeology@gov.mb.ca](mailto:hrb.archaeology@gov.mb.ca)>; SM-Subdivision Circulars  
<[subdivisioncirculars@hydro.mb.ca](mailto:subdivisioncirculars@hydro.mb.ca)>; 'neteng.control@bellmts.ca' <[neteng.control@bellmts.ca](mailto:neteng.control@bellmts.ca)>; +SEL1081 - Selkirk CRP

## Gillian Kolody

---

**From:** +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>  
**Sent:** Wednesday, December 24, 2025 8:59 AM  
**To:** Gillian Kolody  
**Cc:** +WPG574 - HRB Archaeology; +SEL1081 - Selkirk CRP  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Good morning,

No Concerns at this Time

Further to your e-mail regarding the above-noted application, the Manitoba Historic Resources Branch (HRB) has examined the location in conjunction with Branch records for areas of potential concern. The potential to impact to heritage resources is believed to be low based on analysis of current data and evaluated by the type of action proposed, therefore, the HRB has no concerns with the proposed project at this time. This evaluation is only appropriate for this respective request.

### Legislation

Under Section 46 and 51 of the Heritage Resources Act (the Act), if at any time, heritage resources are encountered in association with these lands during testing and development, there is an obligation to report any heritage resources and a prohibition on destruction, damage or alteration of said resources. HRB may require that an acceptable heritage resource management strategy be implemented by the proponent/developer to mitigate the effects of their activity on the heritage resources.

All the best,

**Gordon Wallace**

Impact Assessment Archaeologist | Archaeological Assessment Services Unit

Historic Resources Branch | Manitoba Sport, Culture, Heritage and Tourism  
213 Notre Dame Avenue, Main Floor | Winnipeg, MB | R3B 1N3  
T. (204) 599-2000 | F. 204.945.2384 | e. [Gordon.Wallace@gov.mb.ca](mailto:Gordon.Wallace@gov.mb.ca)

**From:** Gillian Kolody <gillian@rrpd.ca>  
**Sent:** November 25, 2025 3:11 PM  
**To:** +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation\_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines\_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ddoucet@rmofspringfield.ca  
**Cc:** Derek Eno <deno@rrpd.ca>; Calvin So <calvin@rrpd.ca>; Valentina Esman <valentina@rrpd.ca>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

DATE: December 17, 2025

TO: Gillian Kolody  
Red River Planning District  
select email

FROM: Environmental Compliance and Enforcement  
Environment and Climate Change  
EnvCEWinnipeg@gov.mb.ca

**SUBJECT: Red River Planning District – Development Plan By-law Amendment No. 293/25**

Environment and Climate Change, Environmental Compliance and Enforcement has reviewed the aforementioned development plan by-law amendment and has the following comment:

- Under Section 2.0 of By-Law Amendment No. 293/2025 – First Reading, the applicant states that the purpose of the application is to facilitate future development of serviced single and multi-family lots.
  - Council should be aware that all future subdivisions will require the proponent to confirm that the wastewater treatment facility has the capacity to treat the additional wastewater from serviced lots.

## Gillian Kolody

---

**From:** +WPG569 - Conservation\_Circulars <ConCirculars@gov.mb.ca>  
**Sent:** Monday, December 8, 2025 7:53 AM  
**To:** Gillian Kolody  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Hello,

The Lands Branch has no comments on the Red River Planning District - Development Plan By-law Amendment No. 293/25.

Thank you.

Tanya Dixon  
GIS Planning Specialist, Lands Branch  
Natural Resources and Indigenous Futures  
14 Fultz Boulevard – Box 25, Winnipeg MB R3Y 0L6  
[Tanya.Dixon@gov.mb.ca](mailto:Tanya.Dixon@gov.mb.ca) / 204-945-2586

**From:** Gillian Kolody <[gillian@rrpd.ca](mailto:gillian@rrpd.ca)>  
**Sent:** November 25, 2025 3:11 PM  
**To:** +WPG112 - AGRLandUse <[AGRLandUse@gov.mb.ca](mailto:AGRLandUse@gov.mb.ca)>; +WPG569 - Conservation\_Circulars <[ConCirculars@gov.mb.ca](mailto:ConCirculars@gov.mb.ca)>; +WPG569 - Drainage <[drainage@gov.mb.ca](mailto:drainage@gov.mb.ca)>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <[mines\\_br@gov.mb.ca](mailto:mines_br@gov.mb.ca)>; +WPG969 - Roadside Development <[RoadsideDevelopment@gov.mb.ca](mailto:RoadsideDevelopment@gov.mb.ca)>; +WPG1166 - MIT Water Review <[MITWaterReview@gov.mb.ca](mailto:MITWaterReview@gov.mb.ca)>; +WPG574 - HRB Archaeology <[HRB.archaeology@gov.mb.ca](mailto:HRB.archaeology@gov.mb.ca)>; SM-Subdivision Circulars <[subdivisioncirculars@hydro.mb.ca](mailto:subdivisioncirculars@hydro.mb.ca)>; 'neteng.control@bellmts.ca' <[neteng.control@bellmts.ca](mailto:neteng.control@bellmts.ca)>; +SEL1081 - Selkirk CRP <[SelkirkCRP@gov.mb.ca](mailto:SelkirkCRP@gov.mb.ca)>; PPD-RegionalPlanning <[regionalplanning@winnipeg.ca](mailto:regionalplanning@winnipeg.ca)>; Pam Elias <[edo@weststpaul.com](mailto:edo@weststpaul.com)>; Sue <[sue@rmofstclements.com](mailto:sue@rmofstclements.com)>; Kayla Kozoway <[kayla@rmofstclements.com](mailto:kayla@rmofstclements.com)>; ddoucet@rmofspringfield.ca  
**Cc:** Derek Eno <[deno@rrpd.ca](mailto:deno@rrpd.ca)>; Calvin So <[calvin@rrpd.ca](mailto:calvin@rrpd.ca)>; Valentina Esman <[valentina@rrpd.ca](mailto:valentina@rrpd.ca)>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

On November 19<sup>th</sup>, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 293/2025.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of East St. Paul from *Agriculture Restricted* to *Settlement Centre* in order to facilitate future development of serviced single- and multi-family lots. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for January 21<sup>st</sup>, 2026, at 5:30pm. Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to

## Gillian Kolody

---

**From:** +WPG569 - Drainage <drainage@gov.mb.ca>  
**Sent:** Thursday, November 27, 2025 1:38 PM  
**To:** Gillian Kolody  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

The responsibility lies with the local government or planning district to ensure that all bylaws, zoning bylaws, development plans, and amendments thereof are in compliance with the Water Rights Act, the Water Rights Regulation, and the policies, procedures and requirements of the Drainage and Water Rights Licensing Branch – Drainage Section. Water Control Works associated with any future development require authorization under the Water Rights Act prior to construction or installation.

Note #1 - Any filling or draining of regulated wetlands (Class 3, 4 or 5) constitutes the construction of water control works.

Note #2 – Class 6, 7 and Unimproved organic soils (ag capability) cannot be drained.

Rick Pemkowski CD

Water Resource Officer  
[Rick.pemkowski@gov.mb.ca](mailto:Rick.pemkowski@gov.mb.ca) Cel: 204 761-0013

**From:** Gillian Kolody <gillian@rrpd.ca>  
**Sent:** November 25, 2025 3:11 PM  
**To:** +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation\_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines\_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ddoucet@rmofspringfield.ca  
**Cc:** Derek Eno <deno@rrpd.ca>; Calvin So <calvin@rrpd.ca>; Valentina Esman <valentina@rrpd.ca>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

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## Gillian Kolody

---

**From:** +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>  
**Sent:** Wednesday, November 26, 2025 8:45 AM  
**To:** Gillian Kolody  
**Cc:** +WPG1166 - MIT Water Review  
**Subject:** RE: Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello Gillian,

We have no concerns with this file.

Note that an unnamed creek bisects Roll 54200 and 54203. It has its own right of way and is built up on either bank, so it appears to be entirely constructed instead of natural. The elevation doesn't notably rise moving away from this feature; but the standard property line setbacks will apply and be fine regardless.

Thanks,

**Matthew Sebesteny**  
Development Review Specialist  
Hydrologic Forecasting & Water Management Branch  
Manitoba Transportation & Infrastructure

**From:** Gillian Kolody <gillian@rrpd.ca>  
**Sent:** November 25, 2025 15:11  
**To:** +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation\_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines\_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ddoucet@rmofspringfield.ca  
**Cc:** Derek Eno <deno@rrpd.ca>; Calvin So <calvin@rrpd.ca>; Valentina Esman <valentina@rrpd.ca>  
**Subject:** Red River Planning District - Development Plan By-law Amendment No. 293/25

Hello,

On November 19<sup>th</sup>, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 293/2025.

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A Public Hearing with the RRPD Board is tentatively planned for January 21<sup>st</sup>, 2026, at 5:30pm. Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to [selkirkCRP@gov.mb.ca](mailto:selkirkCRP@gov.mb.ca) by January 7<sup>th</sup>, 2026. No response by this date will be interpreted as your office



## Rural Municipality of Springfield

Planning & Development Department

Unit 1 – 686 Main Street

P.O. Box 219

Oakbank, Manitoba

R0E 1J0

Ph: (204) 444-3824

Fax: (204) 444-7440

November 26, 2025

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

Email: [gillian@rrpd.ca](mailto:gillian@rrpd.ca)  
[cao@eaststpaul.com](mailto:cao@eaststpaul.com)

**RE: Development Plan By-Law Amendment No. 293/2025**

Thank you for your circulation of the above noted proposal for comment.

Our office has reviewed the proposed Development Plan By-Law Amendment No. 293/2025, being considered on January 21<sup>st</sup>, 2026, and would like to advise that we have no concerns.

Dan Doucet, C.E.T., C.B.C.O.  
Director of Planning and Development  
Development Officer  
[ddoucet@rmofspringfield.ca](mailto:ddoucet@rmofspringfield.ca)



# RURAL MUNICIPALITY OF EAST ST. PAUL

January 13, 2026

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

To Gillian Kolody,

**RE: Development Plan Amendment Application: DPA 293-25**

Waterside Developments Corp. has applied to amend the Red River Planning District Development Plan By-law No. 272 / 2019 by re-designating the subject lands consisting of 568 acres (+/-): From: Agriculture Restricted To: Settlement Centre.

The applicant states that the purpose of this application is to facilitate future development of serviced single- and multi-family lots. Re-designation approval is the first approval required to facilitate the applicant's development plans. The sale of the Lands is conditional upon application approvals.

Currently, the owner of the land is renting it to farmers for the farming of soy beans, but they would like to sell the lands for development. I have reviewed the application package for DPA 293-25, and my comments are as follows:

On September 22, 2020, the Municipality passed a resolution (2020-840) suspending the approval of all new development requiring servicing by sewer, since the Municipal wastewater treatment plant is at capacity.

The Moratorium was updated on July 15, 2025 (Reso 2025-210) to include the water treatment system, which is nearing capacity. Due to the need for new utilities, no one can hook into East St. Paul piped services until such time that the sewer plant is rebuilt/upgraded.

In order to facilitate new development, East St. Paul looked into a regional utility infrastructure partnership, and passed a resolution on July 15, 2025 which allows for service sharing with the RM of St. Clements (Reso 2025-204). The two Municipalities will be entering into a shared servicing agreement which will support St. Clements providing low-pressure sewer and piped water in the north quadrant of East St. Paul. The amendment that Waterside is proposing will be serviced by St. Clements.

***East St. Paul is a distinctive rural community with urban advantages dedicated to maintaining a safe environment with a superior level of public services.***

Although a significant amount of land within the RM is currently designated for residential use, much of this land cannot be serviced at this time due to existing infrastructure limitations.

Development is critical to the future sustainability of the Municipality. Rural Municipalities cannot maintain services, infrastructure, or fiscal stability without growth. Development supports the Municipal tax base, enables long-term infrastructure planning, and ensures the community can adapt to future demands.

While agricultural land remains an important component of the Municipality, maintaining an agricultural designation indefinitely without regard for surrounding land uses, servicing realities, or long-term growth objectives, unreasonably restricts landowners and limits the Municipality's ability to plan responsibly for future development.

Should you have any questions, please contact me directly.

Regards



Cara Nichols  
Community Development Planner  
204-668-8112  
Attachments: Reso 2020-840, Reso 2025-204 & 2025-210

***East St. Paul is a distinctive rural community with urban advantages dedicated to  
maintaining a safe environment with  
a superior level of public services.***

## **RURAL MUNICIPALITY OF EAST ST. PAUL**

Unit 1 - 3021 Birds Hill Rd , East St. Paul , Manitoba , R2E 1A7

Tel: (204) 668-8112

www.eaststpaul.com

September 22, 2020

### **RESOLUTION**

**Resolution # 2020-840**

**Agenda Item # 7.3.2.3 Regular Planning Meeting**

**Moved By : Mayor Hart**

**Seconded By : Deputy Mayor Horechko**

WHEREAS Stantec was hired by the RM of East St. Paul to conduct a study on the wastewater treatment plant capacity.

AND WHEREAS Council has reviewed the findings of this report.

THEREFORE BE IT RESOLVED THAT Council suspends all new development, subdivision and any applications for development which require municipal wastewater services. This suspension is to be in place until such time as the status of the municipality's application for funding under the infrastructure program has been received. Once funding has been received for this capital project the municipality will be in a better position to make informed decisions regarding future developments which require municipal wastewater treatment services.

*This suspension is not applicable to all approved developments, subdivisions, conditional uses and variances prior to this resolution consideration.*

**Carried**

*I, Sheila Mowat, Chief Administrative Officer for the RM of East St. Paul , hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
Sheila Mowat

# **RURAL MUNICIPALITY OF EAST ST. PAUL**

Unit 1 - 3021 Birds Hill Rd , East St. Paul , Manitoba , R2E 1A7

Tel: (204) 668-8112

www.eaststpaul.com

July 15, 2025

## **RESOLUTION**

**Resolution # 2025-210**

**Agenda Item # 13.2.1 Planning/Council Meeting**

**Moved By : Councillor Posthumus**

**Seconded By : Councillor Duval**

### **WHEREAS:**

- A. Engineering studies commissioned by the Municipality concluded that the wastewater treatment plant was at capacity and, by Resolution No. 2020-840 dated September 22, 2020, Council suspended the approval of all new development and subdivision applications for developments requiring municipal wastewater services ("wastewater moratorium").
- B. The wastewater moratorium was to remain in place until the Municipality's application for funding for the wastewater treatment plant expansion has been approved on conditions acceptable to Council and Council decides to lift the wastewater moratorium.
- C. The capacity of the water supply and treatment systems were examined following the wastewater moratorium. Engineering studies commissioned by the Municipality concluded that the water supply and treatment systems are at or near capacity.
- D. The Municipality has therefore also applied for funding to improve the water supply and treatment systems. When the Municipality's applications for funding to improve the water supply and treatment systems and for the wastewater treatment plant expansion will be approved and construction may begin are unknown.
- E. Owners interested in subdividing their property and developers of residential subdivisions have in the meantime asked the Municipality to consider adjusting the wastewater moratorium to allow for the subdivision of their property, with restrictions on development.
- F. Council is prepared to consider changing the terms of the wastewater moratorium and to address the water supply and treatment systems upgrade.

**Therefore, be it resolved that** the wastewater moratorium is hereby rescinded and replaced with a moratorium on development on a lot and connection to the water and wastewater services ("water and wastewater moratorium") as follows:

- 1. Applications for subdivision and for development requiring municipal water or wastewater services may be received and considered by Council.
- 2. Any application approved by Council will be subject to the following conditions:
  - a. All levies, fees and costs payable must be paid, and security provided, at the time the development agreement is signed, or where there is no development agreement, at a time set by the Municipality.
  - b. While infrastructure may be installed (water and wastewater infrastructure, roads, drainage, etc.), no development may take place on a lot and no connections to the municipal water or wastewater services are permitted until:
    - i. The water supply and treatment systems improvement and wastewater treatment plant expansion funding applications have been approved on conditions acceptable to Council,
    - ii. Council has lifted the water and wastewater moratorium, and
    - iii. The Municipal Operations Department authorizes connection to the water and wastewater services.

c. A caveat shall be registered against the title of every lot approved for new development, indicating the conditions under which development and service connections may proceed.

3. The water and wastewater moratorium does not apply to applications for development that do not require a connection to the municipal water or wastewater services.

4. The water and wastewater moratorium does not apply to development approvals issued before the approval of Resolution No. 2020-840.

5. The wastewater moratorium remains in effect to the extent necessary to deal with applications made or approvals given before approval of the water and wastewater moratorium provided for by this Resolution.

**Carried**

*I, Suzanne Ward, Chief Administrative Officer for the RM of East St. Paul, hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
\_\_\_\_\_  
Suzanne Ward

# RURAL MUNICIPALITY OF EAST ST. PAUL

Unit 1 - 3021 Birds Hill Rd , East St. Paul , Manitoba , R2E 1A7

Tel: (204) 668-8112

www.eaststpaul.com

July 15, 2025

## RESOLUTION

**Resolution # 2025-204**

**Agenda Item # 10.1.1.1 Planning/Council Meeting**

**Moved By :** Councillor Horechko

**Seconded By :** Deputy Mayor Imhoff

**WHEREAS** the Municipalities of St. Clements and East St. Paul have identified potential opportunities for regional infrastructure sharing;

**AND WHEREAS** collaboration on major infrastructure initiatives, including water and wastewater services, can result in more efficient, cost-effective, and environmentally responsible solutions for both municipalities;

**AND WHEREAS** regional infrastructure sharing supports broader municipal goals, including promoting economic growth, protecting the environment, increasing climate resilience, and addressing the servicing needs of growing populations;

**AND WHEREAS** both municipalities recognize that a shared approach to utility infrastructure planning and development will strengthen regional cooperation and maximize the use of public funds;

**THEREFORE BE IT RESOLVED THAT** the RM of East St. Paul commits to working in partnership with the RM of St. Clements on a shared utility infrastructure project;

**AND BE IT FURTHER RESOLVED THAT** the RM of East St. Paul formally expresses its interest in entering into a servicing agreement with the RM of St. Clements for the provision of low-pressure sewer and water infrastructure to service existing residents along Henderson Highway, north of Hoddinott Road;

**AND BE IT FURTHER RESOLVED THAT** this agreement shall also support future wastewater servicing needs in the north quadrant of the municipality, facilitating long-term planning and development in this currently underserved area;

**AND BE IT FURTHER RESOLVED THAT** the RM of East St. Paul is committed to working collaboratively with the RM of St. Clements to explore design options, cost-sharing models, and timelines to implement a regional solution that benefits both communities and supports sustainable growth.

**Carried**

*I, Suzanne Ward, Chief Administrative Officer for the RM of East St. Paul, hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
Suzanne Ward

**APPENDIX D**

(Applicant Provided Information)

LETTER OF INTENT

TO: RM of East St Paul and RRPD

Sept. 23, 2025

RE: titles 2043814 and 3244110; Rolls 54203, 54206, 48800 and 54200.

The undersigned intends to make a Development Plan amendment for those portions of the above titles that are currently designated AR, in order to re-designate same to SC; and once designated to re-zone from RR5 to R1-8 and RM , in order to then subdivide into single and multi-family lots. Said lots will be fully serviced.

A handwritten signature in black ink, appearing to read 'Bill McGarry', written over a horizontal line.

Waterside Development Corp.  
Bill McGarry, President.



# RURAL MUNICIPALITY OF EAST ST. PAUL

January 13, 2026

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

To Gillian Kolody,

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Should you have any questions, please contact me directly.

Regards



Cara Nichols  
Community Development Planner  
204-668-8112  
Attachments: Reso 2020-840, Reso 2025-204 & 2025-210

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**Moved By : Mayor Hart**

**Seconded By : Deputy Mayor Horechko**

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*This suspension is not applicable to all approved developments, subdivisions, conditional uses and variances prior to this resolution consideration.*

**Carried**

*I, Sheila Mowat, Chief Administrative Officer for the RM of East St. Paul , hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
Sheila Mowat

# **RURAL MUNICIPALITY OF EAST ST. PAUL**

Unit 1 - 3021 Birds Hill Rd , East St. Paul , Manitoba , R2E 1A7

Tel: (204) 668-8112

www.eaststpaul.com

July 15, 2025

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**Seconded By : Councillor Duval**

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- 1. Applications for subdivision and for development requiring municipal water or wastewater services may be received and considered by Council.
- 2. Any application approved by Council will be subject to the following conditions:
  - a. All levies, fees and costs payable must be paid, and security provided, at the time the development agreement is signed, or where there is no development agreement, at a time set by the Municipality.
  - b. While infrastructure may be installed (water and wastewater infrastructure, roads, drainage, etc.), no development may take place on a lot and no connections to the municipal water or wastewater services are permitted until:
    - i. The water supply and treatment systems improvement and wastewater treatment plant expansion funding applications have been approved on conditions acceptable to Council,
    - ii. Council has lifted the water and wastewater moratorium, and
    - iii. The Municipal Operations Department authorizes connection to the water and wastewater services.

c. A caveat shall be registered against the title of every lot approved for new development, indicating the conditions under which development and service connections may proceed.

3. The water and wastewater moratorium does not apply to applications for development that do not require a connection to the municipal water or wastewater services.

4. The water and wastewater moratorium does not apply to development approvals issued before the approval of Resolution No. 2020-840.

5. The wastewater moratorium remains in effect to the extent necessary to deal with applications made or approvals given before approval of the water and wastewater moratorium provided for by this Resolution.

**Carried**

*I, Suzanne Ward, Chief Administrative Officer for the RM of East St. Paul, hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
\_\_\_\_\_  
Suzanne Ward

# RURAL MUNICIPALITY OF EAST ST. PAUL

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July 15, 2025

## RESOLUTION

**Resolution # 2025-204**

**Agenda Item # 10.1.1.1 Planning/Council Meeting**

**Moved By :** Councillor Horechko

**Seconded By :** Deputy Mayor Imhoff

**WHEREAS** the Municipalities of St. Clements and East St. Paul have identified potential opportunities for regional infrastructure sharing;

**AND WHEREAS** collaboration on major infrastructure initiatives, including water and wastewater services, can result in more efficient, cost-effective, and environmentally responsible solutions for both municipalities;

**AND WHEREAS** regional infrastructure sharing supports broader municipal goals, including promoting economic growth, protecting the environment, increasing climate resilience, and addressing the servicing needs of growing populations;

**AND WHEREAS** both municipalities recognize that a shared approach to utility infrastructure planning and development will strengthen regional cooperation and maximize the use of public funds;

**THEREFORE BE IT RESOLVED THAT** the RM of East St. Paul commits to working in partnership with the RM of St. Clements on a shared utility infrastructure project;

**AND BE IT FURTHER RESOLVED THAT** the RM of East St. Paul formally expresses its interest in entering into a servicing agreement with the RM of St. Clements for the provision of low-pressure sewer and water infrastructure to service existing residents along Henderson Highway, north of Hoddinott Road;

**AND BE IT FURTHER RESOLVED THAT** this agreement shall also support future wastewater servicing needs in the north quadrant of the municipality, facilitating long-term planning and development in this currently underserved area;

**AND BE IT FURTHER RESOLVED THAT** the RM of East St. Paul is committed to working collaboratively with the RM of St. Clements to explore design options, cost-sharing models, and timelines to implement a regional solution that benefits both communities and supports sustainable growth.

**Carried**

*I, Suzanne Ward, Chief Administrative Officer for the RM of East St. Paul, hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Council of the Rural Municipality of East St. Paul at a meeting.*

  
Suzanne Ward

# **Joint Infrastructure Committee**

## **Water & Wastewater Capacity Summary**

The following is a brief update regarding the recently completed capacity study, prepared by WSP Canada Inc. in November 2025, which evaluates the readiness of the St. Clements Regional Water & Sewer System for future development and potential service extensions to neighboring municipalities.

### **Key Findings:**

- The study identifies that the East Selkirk Wastewater Treatment Facility (LAGOON) is currently overloaded in terms of organic capacity. This is primarily due to the substantial volume of tanker-trucked wastewater received from both local residents and external municipalities. However, the LAGOON does possess significant spare hydraulic capacity, which could be utilized by new connections if the R.M. upgrades the aeration system or considers restricting non-resident or shared services septage hauling.
- Regarding water supply, the East Selkirk Water Treatment Plant (WTP) will require expansion—including a third treatment train and new wells—to meet the projected long-term demand from St. Clements and neighboring R.M.'s such as St. Andrews and East St. Paul.
- WSP concludes the main water and sewer conveyance infrastructure is generally adequate for anticipated future flows, substantial investment in treatment capabilities will be necessary to support regional growth targets.

The capacity study provides an assessment of the current state, anticipated growth, and necessary upgrades for the St. Clements Regional Water and Sewer System.

These findings will help to inform next steps and investment priorities to advance service sharing initiatives and regional development planning.

# Summary of the Report: Wastewater

## System Background and Infrastructure

The wastewater infrastructure for St. Clements includes a low-pressure sewer (LPS) collection system and the East Selkirk Wastewater Treatment Facility (LAGOON). The Lockport Wastewater Treatment Plant (WWTP), due to deteriorated condition and inadequate capacity, was decommissioned and demolished in 2025. Wastewater treatment was centralized at the East Selkirk facility.

A new regional lift station and twin 300mm forcemains were designed by WSP to convey wastewater from Lockport and the Henderson Catchment Area (HCA) to East Selkirk; the forcemains were completed in 2023, and the lift station in 2024. The regional conveyance system, including the lift station and forcemains, are expected to have adequate capacity for the projected growth of the East Selkirk and HCA districts. The new regional Lockport lift station was designed to convey 135 L/s.

The East Selkirk LAGOON is a mechanically aerated lagoon system consisting of two aerated primary cells and two conventional secondary cells used for long-term storage during the non-discharge period (November 1 to June 15).

## Capacity Issues: Organic Overload

The primary problem facing the East Selkirk LAGOON is an **organic capacity overload**.

- **Design Loading:** The design capacity of the primary cells is 250 kg-BOD/d (equivalent to 1250 ERU), and the current Environment Act Licence (EAL) limits loading to 216.3 kg-BOD/d.
- **Cause of Overload:** A significant portion of the organic loading is consumed by tanker truck septage dumping from both within St. Clements and from outside the RM (such as West St. Paul, St. Andrews, East St. Paul, etc). Since 2017, the increase in truck-hauled wastewater has primarily come from outside sources, accounting for an estimated 66% of the current total organic loading.

## Capacity Status: Hydraulic Availability

While the organic assimilation capacity is overloaded, the facility possesses sufficient hydraulic capacity.

- **Hydraulic Capacity:** The LAGOON secondary cells have a storage capacity of 211,500 m<sup>3</sup>. The total estimated hydraulic loading for the 227-day storage period is 97,009 m<sup>3</sup>, meaning only 45% of the lagoon's hydraulic capacity is currently utilized.

- **Spare Capacity:** The spare storage capacity is approximately 114,500 m<sup>3</sup>, equivalent to 740 ERU of additional development.

## **Proposed Resolutions and Future Upgrading**

The report recommends leveraging the existing hydraulic capacity and addressing the organic overload through policy and infrastructure changes:

1. **Limiting External Truck Hauling:** St. Clements will consider limiting external septage dumping, and possibly phasing in a total prohibition. Eliminating access to non-residents/non-users would reduce the organic loading, bringing the total estimated organic loading down (below design capacity) and freeing up capacity equivalent to 256 ERU. Other neighboring municipalities have alternative dumping facilities available, such as Winnipeg's north end plant or the Clandeboye lagoon.
2. **Short-Term Organic Upgrade:** An immediate upgrade to the aeration system (diffusers and blowers) should be considered to increase the LAGOON's organic capacity within the existing cell footprint. This upgrade is necessary to fully leverage the 740 ERU of existing spare hydraulic capacity.
3. **Long-Term Upgrade:** Long-term planning involves converting the seasonal discharge facility into a continuous discharge facility. Options under review include the SAGR process (Nexom) or using covered aerated cells and MBBR tanks (Lemna).

## **Neighboring Development Impact**

The proposed East St. Paul development could incorporate 1000 dwelling units (ERU). While the full buildout may not be accommodated long-term by the existing Lockport or Donald Road lift stations, the first phase (approximately 300 dwellings) may be temporarily connected to the Donald Road lift station *until the HCA uses the conveyance system's full capacity*.

# Summary of the Report: Water

## System Background and Infrastructure

The original water system included supply wells, a reservoir, a water pumping station, and a water distribution piping system. In 2020, the East Selkirk Water Treatment Plant (WTP) was designed to add reverse-osmosis (R-O) treatment and increase capacity, with construction completed in 2022. A water pipeline was constructed between the East Selkirk WTP and Lockport, completed in 2024.

The WTP assesses capacity based on an average domestic water demand of 500 L/ERU, and a peak day demand of 750 L/ERU.

## Existing Water System Capacity

The existing WTP uses a two-train R-O system.

- **Treatment Capacity:** The current daily production capacity of the WTP, which can support up to about 2,500 ERU.
- **Redundancy Issue:** Currently, both existing wells must operate simultaneously to supply the two R-O trains, meaning there is no redundancy (backup source) in the event of a well pump failure.
- **Lockport Pipeline Capacity:** The 300mm Lockport water pipeline is sufficient for direct line service during peak demand periods to about 2,200 ERU.

## Future Demands and Upgrading Needs

The WTP and supply system require upgrading to meet projected growth, including servicing neighboring municipalities.

- **Projected Demand:** The total projected demand, including East Selkirk (1130 ERU), HCA (975 ERU), St. Andrews (625 ERU), and the East St. Paul development (1000 ERU), totals 3,730 ERU.
- **WTP Expansion:** The WTP was designed to accommodate a third R-O treatment train, which would increase and support about 3,700 ERU.
- **Well Development:** To provide redundancy, the RM plans to develop a third well east of PTH #59, followed by a fourth well when the third R-O train is installed.
- **Lockport Pipeline Expansion:** Once a satellite reservoir/pumping station is operational at Lockport (estimated 2026-2027), the pipeline capacity will increase significantly, capable of supporting about 4,400 ERU.

- **East St. Paul Development Connection:** The East St. Paul development (1000 ERU) would increase the pipeline service area total to 2,525 ERU. After the first phase is completed, the RM must construct a water reservoir and pumping station to provide adequate fire protection and peak domestic demand capacity.
- **St. Andrews:** If the proposed St. Andrews connection materializes (625 ERU), the total projected demand (2,730 ERU).

## **By-law No. 293/25**

The following points are structured to address the Community Planning Services' objections utilizing the specific exceptions found within the Provincial Land Use Policies (PLUPs) and the Planning Act.

### **1. “General Consistency” — Not Absolute Compliance**

Under The Planning Act, development plan amendments must be “generally consistent” with the PLUPs, not identical or rigidly compliant.

The PLUPs by their nature are general and cannot account for all local situations, special circumstances and exceptions. In recognition of this variability, it is intended that they be applied to reflect local needs, so long as provincial interests are not undermined. The PLUPs will be strictly applied in areas of the Province experiencing more growth or change, such as the capital region, and may be applied with more flexibility in areas experiencing limited growth or change, and where there is little potential for land use conflict.

#### Key principle:

*“General consistency” means the plan embodies the intent, spirit, and principles of the PLUPs, while applying them to local conditions, constraints, and opportunities.*

#### The PLUPs:

- Are policy-based, not regulatory
- Explicitly recognize local variation, special circumstances, and exceptions
- Anticipate planning judgment, particularly in complex servicing and regional growth contexts

This amendment should be assessed holistically, not as a checklist exercise.

### **2. Addressing the 200-Acre Surplus**

The Province cites 200+ acres of existing residential land as a reason for denial.

However, land that cannot be developed is not truly "supply."

- The Reality of the Moratorium is that while 200 acres may be *designated* residential, they are currently under a development moratorium due to a total lack of servicing capacity.
- The Province's own PLUP 1.2.3 requires land designation to be consistent with the "demonstrated rate of change." If the existing lands (like the Qualico/Meadows tracts) have remained stagnant for years due to service constraints, they are failing to meet the community vision.
- We are not adding to a surplus; we are creating the only *viable* supply. The existing designations are functionally locked. This amendment provides a path to development that current designations cannot achieve under existing infrastructure constraints.

### 3. Why Existing Designations Do NOT Equal Available Land

The Province's assertion is that there is already significant residentially designated land in East St. Paul.

Designated ≠ Developable

- I. Servicing moratorium exists in RM of East St. Paul:
  - Development applications on existing designated lands are consistently denied
  - Lands cannot proceed due to lack of wastewater and water capacity
  - This materially limits effective supply
- II. Long-term land holding is constraining near-term growth:
  - Notably:
    - Qualico lands
    - Pritchard Farm / Meadows areas
  - These lands remain undeveloped not due to market failure, but infrastructure constraints
- III. PLUP 1.2.3 allows re-evaluation of "existing designations":
  - The policy requires consideration of actual functional availability
  - A theoretical supply that cannot be serviced does not meet the intent of the policy

The redesignation does not increase sprawl — it replaces non-functional supply with serviceable supply.

Policy 1.3.1 The direction and pattern of development should support the strategic and economical provision of accessible public services to meet current and projected needs. To achieve this, before being directed to areas without public services, development should be directed to areas where appropriate public services a) exist, and in particular to those areas with excess service capacity and that have been identified for redevelopment or intensification, such as brownfield sites; or b) are planned, budgeted for and can be introduced in a timely manner.

1.3.2 If feasible, public services should be co-located in order to promote cost-effectiveness and facilitate service integration.

1.3.3 Development should be examined on a regional scale to identify possible opportunities for regional cooperation, economic and energy efficiencies and service-sharing.

1.3.4 In order to ensure that development does not result in unexpected or unreasonable costs to the public, consideration should be given to whether existing public services have the capacity to accommodate development. Where capacity is or is projected to be insufficient, consideration must be given to a) anticipated short- and long-term costs of the public services necessary to accommodate additional development; and b) the ways for ensuring that the public services are paid for in reasonable and appropriate manner, including ensuring that those who benefit most from the provision of new public services are predominately responsible for the costs.

#### **4. Case to Meet PLUP 2.2.6 for Agricultural Lands**

The Province's concern is that the land is Class 2–3 soils and actively farmed.

- I. PLUP 2.2.6 explicitly allows urban expansion onto prime ag land when justified: "...where factors such as servicing and land availability make urban expansion into these areas the best option, urban expansion may take precedence..."
- II. This site meets the exception criteria:
  - Adjacent to existing settlement
  - Contiguous growth pattern
  - Fully piped water and wastewater
  - No fragmentation of remaining agricultural blocks

- Avoids leapfrogging and rural strip development

III. Environmental and climate outcomes improve:

- Eliminates reliance on:
  - Individual wells
  - Septic systems
- Reduces nutrient loading, groundwater risk, and GHG emissions
- Supports climate resilience — a stated provincial interest

IV. Agricultural impact is strategic, not arbitrary:

- Conversion supports long-term community sustainability
- Remaining agricultural land is more protected, not less, by directing growth here

## 5. Servicing as the "Best Option" (PLUP 2.2.6)

The Province objects to using Class 2 and 3 agricultural land. However, PLUP 2.2.6 provides a specific "out" for this exact scenario.

- PLUP 2.2.6 states that urban expansion may take precedence over agriculture "where factors such as servicing and land availability make urban expansion into these areas the best option."
- Inter-Municipal Innovation: The partnership with the RM of St. Clements to extend services is a proactive solution that doesn't exist for the other 200 acres mentioned by the Province.
- Because this specific site has a viable, developer-funded path to municipal sewer and water via St. Clements, it fulfills the 'best option' criteria of PLUP 2.2.6. Agricultural preservation on this site would mean forgoing the infrastructure catalyst required to service the entire region.

This proposal strongly aligns with Policy Areas 1.3 and 6.

- Developer-funded infrastructure
- Inter-municipal servicing partnership (regional cooperation — PLUP 1.3.3)
- No unexpected burden on:
  - Existing taxpayers
  - Municipal capital budgets
- Lifecycle costs and capacity addressed up-front

This amendment does not ask the public to subsidize growth. It requires growth to pay for itself, which is precisely what the PLUPs demand.

The Winnipeg Metro Region Regional Growth Strategy outlines six strategic pillars that reflect the priorities of where a well-defined plan should lead our region, and highlights important focus should be prioritized.

- Pillar 1 – Coordinated Regional Development
  - o States the region should ‘Secure Our Future’ by Planning and infrastructure cross boundaries to connect our communities with efficient transportation networks and services that provide choice, utilize existing infrastructure, increase safety, enhance livability, and promote the wise use of resources.
  - o Goal 1: We have a comprehensive and coordinated regional planning that promotes an interconnected region.
    - Action 3: Create a regional infrastructure funding model with defined decision criteria...while prioritizing return on investment.”
    - Action 5: Develop a Regional Land Use Master Plan that integrates land use, transportation and infrastructure in a manner that improves our economic, environmental and social wellbeing.
  
- Pillar 4 – Coordinated Infrastructure & Service Delivery
  - o states that Municipalities in the regions should ‘Secure Our Future’ by “Moving toward optimal and mutually beneficial transportation systems, wastewater treatment, drainage strategies, solid waste management, utility infrastructure, and community and emergency services delivery can be achieved through regional coordination, shared data, inter-municipal agreements and Indigenous partnerships. These practices promote value for money, improve competitiveness, and provide a higher quality of life across the province.”
  - o Goal 3: We share and coordinate utility infrastructure and community services with neighboring municipalities and on a regional level.
    - Action 50: Develop and implement frameworks and tools for regional or cross-municipal service delivery, with templates for inter-municipal agreements that include joint ownership, shared use agreements, group purchasing / tailgating clauses and cost revenue sharing, management and responsibilities.

- Pillar 6 – Regional Framework for Good Governance
  - o States that Municipalities should Secure Our Future with “Good governance, coordination, and collaboration...Members recognize that regional progress is supported by inter-municipal working relationships and relationships with Indigenous communities that incorporate the needs of all communities.”

## **6. Economic and Environmental Resiliency (PLUP 1.3.4 & 6.1.3)**

This project shifts the financial burden of infrastructure from the public to the private sector.

- This is Developer-Funded Infrastructure as per PLUP 1.3.4, development should not result in "unreasonable costs to the public." This proposal is funded by the developer, directly addressing the Province's concern about "strategic and sustainable" investment.
- Environmental Benefit is achieved by transitioning the area from individual septic/wells to a piped, managed system aligns with Policy 6.2.5 (Piped services are the preferred form). It protects the long-term integrity of the aquifer, which is a key Provincial interest.
- This proposal facilitates the transition of East St. Paul from high-risk private servicing to sustainable municipal piping at no cost to the taxpayer. It aligns with the Provincial goal of fostering 'fiscally sustainable communities' (Provincial Interest Statement).

### **Policy Area 2: Settlement Areas**

It is recognized that not all communities have the capacity to be economically self-sufficient and may rely on public partnership to support their overall sustainable development.

This is developer led infrastructure in an area that has experienced slow comparable growth that is currently in a development moratorium due to a lack of servicing capacity for the currently designated lands.

## **7. Addressing the Drinking Water & Wastewater Management Plan**

The lack of an updated plan is a procedural hurdle, not a structural one.

- **Conditional Approval:** The Planning Act allows for conditions. The Board can approve or recommend the second reading *subject to* the submission and provincial approval of the updated Drinking Water and Wastewater Management Plan.
- The requirement for an updated Management Plan is recognized. We propose that the advancement of this By-law be contingent upon the RRPD delivering this plan to the Minister, ensuring all technical requirements of Section 62.2(1) of the Planning Act are met before final adoption."

## 8. The "Settlement Centre" vs. "General Development"

Settlement Centre Designation Is Appropriate — and More Transparent.

The Province's concern of why Settlement Centre now, rather than a "hold" or reserve designation?

- I. The lands are not speculative or premature:
  - This proposal is tied to a funded, defined, and serviceable infrastructure solution
  - The developer is advancing actual capital investment, not land banking
- II. A "hold" designation would misrepresent reality:
  - Development is contingent on servicing — and servicing is being actively delivered
  - The Planning Act already provides control through:
    - Secondary plans
    - Zoning
    - Servicing agreements
    - Phasing and conditions of approval
- III. Settlement Centre designation aligns with policy intent:
  - Compact, contiguous, service-based growth
  - Clear direction of long-term land use
  - Avoids ad-hoc rezonings and piecemeal approvals

The PLUPs do not require a "hold" designation. They require planned, serviceable, fiscally responsible growth, which this proposal delivers.

## **9. Alignment with Provincial Interests**

This amendment advances core provincial goals:

- ✓ Climate adaptation and mitigation
- ✓ Sustainable infrastructure investment
- ✓ Reduced environmental risk
- ✓ Regional service integration
- ✓ Compact settlement patterns
- ✓ Fiscal responsibility
- ✓ Public health protection

Rejecting the amendment would:

- Reinforce reliance on private septic systems
- Maintain servicing inequity
- Stall regional infrastructure solutions
- Encourage unmanaged development pressure elsewhere

### **Additional considerations within the PLUPs:**

2.1.2 Growth and development within settlement areas should occur in a planned and contiguous manner that emphasizes compact form.

2.1.3 To enable the planned expansion of settlement areas, lands additional to those designated for the settlement area may be identified as areas for new growth. New growth areas must be located adjacent to compatible, existing development.

## **POLICY AREA 6: INFRASTRUCTURE PROVINCIAL INTEREST**

Because the costs of infrastructure are often paid through public investments, it is important that decisions about infrastructure be determined with full consideration of its impacts on future land uses, on existing infrastructure and development, and the capacity of the community to support that infrastructure.

Through an integrated approach to land use and infrastructure planning, lifecycle costing and demand management practices, local authorities will be able to make decisions regarding the provision of infrastructure in the most economically, environmentally and socially sustainable way.

**6.1 GOALS STRATEGIC AND SUSTAINABLE INFRASTRUCTURE INVESTMENT** To avoid unnecessary expansion or development of new infrastructure and to ensure that

investments in infrastructure can be sustained. To integrate land use and infrastructure planning and ensure that the full environmental, social and economic costs of infrastructure are incorporated into the costs of development by encouraging a responsible and proactive approach to infrastructure.

POLICIES 6.1.1 Land use planning should be coordinated with municipal financial and capital planning in order to provide an integrated decision framework for development and spending priorities within the planning area.

6.1.2 The provision of infrastructure should be planned and appropriate for the type, scale and location of both existing and potential development.

6.1.3 Infrastructure investments to support development should be strategic and sustainable. In order to ensure this, the infrastructure planning process should consider a) the full costs of the infrastructure, on a lifecycle basis; b) the financial resources needed to maintain the infrastructure in a manner and to a level that meets needs, regulatory requirements and accepted industry standards; c) the cost-benefits of different infrastructure options; d) public health and safety; and e) the environmental impacts of different infrastructure options, such as greenhouse gas emissions.

6.2.2 Planning and development decisions are to be coordinated with and reflect local wastewater management and drinking water service plans to ensure that a) sustainable sources of drinking water are available; b) appropriate wastewater management and drinking water services are provided as needs or standards change; and c) consideration is given to the capacity of the wastewater management and drinking water systems needed to accommodate new development.

6.2.3 Before land is designated for development that requires municipal wastewater services, drinking water services or both, the planning authority must confirm, in a manner acceptable to the Province, that there is sufficient capacity in the relevant services to accommodate the new development. If capacity is determined to be insufficient, local or intermunicipal means and solutions must be implemented to increase capacity, as required, before the land is designated for development.

6.2.5 Piped water and wastewater infrastructure is the preferred form of servicing for urban centres.

6.2.6 In settlement areas with a piped wastewater management system, appropriate intensification activities may be undertaken to optimize the cost-effectiveness of the service.

6.2.7 In settlement areas with piped water and wastewater infrastructure services, a) new development must be connected to those services; and b) existing development with onsite water and wastewater infrastructure must be connected to those services through a

phased approach. An exception to the requirement that development be connected to those services may be permitted if it is demonstrated that extending the services to the particular development is physically impracticable.

### 6.3 GOALS MANAGING SOLID WASTE DISPOSAL

To protect the environment by planning for effective and sufficient solid waste disposal in the Province. To ensure that solid waste facilities are appropriately located and do not negatively impact community well-being.

6.3.1 Before approving a new land use designation or development, confirmation is required that local or intermunicipal solid waste facilities have sufficient capacity to accommodate any additional waste that may be generated.

6.3.2 Subject to policy 1.3.2, solid waste facilities must be established, and sited in an ecologically sound and cost-effective manner, in order to meet present and future demands for waste disposal in the planning district.

Respectfully we request, the Board approve the Development Plan Amendment By-law No. 293/25 as it is generally consistent with the Provincial Land Use Policies and The Planning Act, reflects sound land use planning principles, addresses servicing constraints through regional cooperation, ensures growth pays for growth, and advances long-term environmental, social, and fiscal sustainability. We also suggest that the approval contains a condition for the submission and provincial acceptance of an updated Drinking Water and Wastewater Management Plan prior to zoning or development approval.

This is not a speculative expansion. This is planned, funded, serviced, regional growth responding to real constraints.

Approving DP 293:

- Solves an existing planning problem
- Advances provincial interests
- Applies PLUPs as intended — with judgment, flexibility, and foresight

# Preliminary Population Growth Review

## St. Clements & East St. Paul

Looking at long-term infrastructure planning (water and wastewater), we need a baseline for how many people we are actually servicing today versus 20, 30, or 50 years from now.

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### 1. Where We Are (The Last 20 Years)

The table below looks at the numbers from the last four census cycles.

It shows St. Clements is accelerating (now growing faster than the province), while East St. Paul has been in a steady, "mature" growth phase, due to land and/or servicing constraints.

Year (Census)	St. Clements	Growth (5-Yr)	East St. Paul	Growth (5-Yr)	MB Average
2021	11,586	+6.5%	9,725	+3.8%	+5.0%
2016	10,876	+3.5%	9,372	+3.6%	+5.8%
2011	10,505	+8.2%	9,046	+3.6%	+5.2%
2006	9,705	—	8,733	—	—

- **St. Clements Trend:** Shifting into high gear. The 6.5% jump in 2021 suggests a demand for larger rural residential lots that are harder to find closer to the city.
- **East St. Paul Trend:** Very consistent (~0.7% per year). Without new high-density zoning or major infrastructure expansion, this is your "status quo."

## 2. Where We Are Going (The Next 50 Years)

Two scenarios have been modeled.

### Scenario A: "Business as Usual"

*Assumes current zoning and growth trends continue (St. Clements ~1.3%/yr; East St. Paul ~0.7%/yr).*

Year	St. Clements	East St. Paul	Combined Service Population
2026	12,350	10,070	22,420
2031	13,165	10,425	23,590
2036	14,035	10,795	24,830
2041	14,960	11,180	26,140
2046	15,950	11,575	27,525
2051	17,000	11,985	28,985
2061	19,320	12,850	32,170
2071	21,960	13,780	35,740
2076	23,410	14,270	37,680

### Scenario B: "The Plan 20-50 / Infrastructure Sharing/Expansion"

*This is the aggressive scenario.*

- **St. Clements:** Remains at high growth (1.3%) as per its Housing Needs Assessment.
- **East St. Paul:** Shifts to **1.5% annual growth.**
  - As the Regional "Plan 20-50" targets encourage higher density in metro communities. Furthermore, East St. Paul's wastewater treatment plant

upgrades have been discussed with a design capacity for ~20,000 people. If that infrastructure is built, the municipality will likely zone to fill it.

Year	St. Clements	East St. Paul (High Growth)	Combined Service Population
2026	12,350	10,475	22,825
2031	13,165	11,285	24,450
2036	14,035	12,155	26,190
2041	14,960	13,095	28,055
2046	15,950	14,105	30,055
2051	17,000	15,195	32,195
2061	19,320	17,635	36,955
2071	21,960	20,465	42,425
2076	23,410	22,050	45,460

**Critical Note for Engineering:** In Scenario B, East St. Paul hits its infrastructure design cap (20k people) around **2070**. If we ignore this scenario, we risk undersizing interceptors or treatment capacity being planned today.

### 3. Discussion Points for the Group

1. **The Infrastructure Sharing Partnership:** As ESP and St. Clements are implementing shared servicing for the area north of Hoddinott Road. If this goes ahead, **Scenario B** becomes much more likely.
2. **Manitoba Context:** Manitoba is currently growing at ~1.18% annually (a historic high). If this provincial trend holds, even our "High Growth" numbers might be conservative.
3. **Aging vs. Family:** St. Clements and East St. Paul have an aging population, but recent information shows young families moving in. We need to ensure

infrastructure isn't just "sewer and water" but also recreation and active transportation to support that demographic shift.

**Proposed Next Step:**

We will need to pull the specific design capacity limits of the current water/wastewater plants in both municipalities to see exactly which year on we hit "Red Alert" for capacity and plan appropriately.

With this system being front-ended and paid for by Waterside Development, we are requesting certainty that our land holdings can utilize the services we are paying for in order to stimulate and foster the proposed growth.

## **ADDITIONAL GROWTH PROJECTIONS SUPPLIED BY THIRD PARTIES**

- STEVENSON ADVISORS – GROWTH FORECAST FOR EAST ST PAUL FROM 2017
- CITY OF WINNIPEG – CITY AND CENSUS METROPOLITAN AREA (CMA) POPULATION PROJECTIONS
- WINNIPEG METRO REGION – POPULATION & REGIONAL GROWTH FORECASTS
- CENSUS CANADA GROWTH DATA FOR CMA / METRO AREA POPULATION VIA MACRO TRENDS

## IX - CONCLUSIONS

### Potential Demand for Housing Units – Study Area

Stevenson Advisors projections are based upon the fundamental assumption of increasing population having a direct impact on the potential future demand for new housing.

Acknowledging the Conference Board of Canada long term population projections for Manitoba (average +1.1 to +1.2 percent annually to 2035), projected population increases in the defined study area and trends of new housing development in and surrounding East St. Paul, it appears reasonable to assume that a strong demand for new housing units will exist over the projection period.

### *Scenario A – Growth of East St. Paul*

According to 2016 population estimates, the East St. Paul population increased by an average annual rate of 1.1 percent between 2011 and 2016. Also of note, the RM of West St. Paul experienced an average annual growth rate of 1.8 percent. If we utilize the average of these two comparable municipalities at say 1.5 percent and apply it only to the population of East St. Paul, a cumulative demand for dwelling units over 20 years is estimated at 1,200 units or 60 dwelling starts per year.

<b>Scenario A</b>										
<b>1.5% Annual Population Increase over 20 Years, Pop'n from RM Only</b>										
<b>RM of East St. Paul</b>										
<b>Population and Housing Requirement Projections</b>										
	Year 0	1	2	3	4	5 ...	10 ...	15 ...	20	
	2017	2018	2019	2020	2021	2022	2027	2032	2037	
RM of East St. Paul Population	9,686	9,831	9,979	10,128	10,280	10,435	11,241	12,110	13,046	
CBC Proj Pop'n Increase		1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	
Pop'n Increase - 20 Yr Forecast	3,360									
Projection Period	20 years									
Aggregate Increase - East St. Paul Pop'n	34.69%									
Annual Compounded Increase	1.73%									
Average East St. Paul HH Size (est)	2.8									
Projected Dwelling Units Required - 20 Years	1,200									
Proj. Annual Housing Units Required	60 per year									
Projected Annual Dwelling Starts in Winnipeg - NE & NW Quadrants (based on historical trend)	0 per year									
Projected Annual Dwelling Starts in West St. Paul Study Area	60 per year									
Projected Cumulative Dwelling Starts in Study Area over next 20 years	1,200									

To put our projections in perspective we would reference the recent population growth (2011 – 2016) within the municipalities of Hanover (+12.2%), Headingley (+11.3%), MacDonald (+14.0%) and Tache (+12.5%).

Scenario A is based upon the underlying assumption that future demand for housing within East St. Paul will be fuelled solely by natural growth of the municipality's population, based upon historic growth rates.

Alternatively if it is accepted that as residential lot inventories within Winnipeg diminish, a spill over of demand will result in growth in those communities in closest proximity to the city, a more aggressive projection of potential demand results.

### ***Scenario B – Growth Projection within the Study Area (Five-mile radius)***

<b>Scenario B</b>									
<b>20 Years Projection based on CBC Long Range Pop'n Forecast</b>									
<b>East St. Paul Study Area (Five Mile Radius from Subject Location)</b>									
<b>Population and Housing Requirement Projections</b>									
	Year 0	1	2	3	4	5 ...	10 ...	15 ...	20
	2017	2018	2019	2020	2021	2022	2027	2032	2037
Study Area Population	172,697	174,769	176,867	178,989	181,137	183,311	194,576	206,534	219,228
CBC Proj Pop'n Increase		1.20%	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Pop'n Increase - 20 Yr Forecast	46,531								
Projection Period	20 years								
Aggregate Increase - Study Area Pop'n	26.94%								
Annual Compounded Increase	1.35%								
Average Study Area HH Size (est)	2.5								
Projected Dwelling Units Required - 20 Years	18,612								
Proj. Annual Housing Units Required	931 per year								
Projected Annual Dwelling Starts in Winnipeg - NE & NW Quadrants (based on historical trend)	650 per year								
Projected Annual Dwelling Starts in East St. Paul	281 per year								
Projected Cumulative Dwelling Starts in East St. Paul over next 20 years	5612								
Projected Single Family/Multi-Family Unit Ratio	50.0%								
Projected Single Family Dwelling Starts in East St. Paul over next 20 years	2806								
Projected Multi-Family Dwelling Starts in East St. Paul over next 20 years	2806								

Under Scenario B, overall population growth of 1.2 percent annually has been adopted, consistent with long range projections for the City of Winnipeg.

Advisors recognize the imprecise nature of forecasting future population growth and potential new housing demand. Much of the success in achieving the future growth will stem from the quality and locational attributes of the subdivisions developed. East St. Paul is well positioned to capitalize on

## Winnipeg's growth from a locational perspective

It is our opinion that the RM of East St. Paul in general and the lands in particular, are well positioned to accommodate significant population growth over the next 20 years. The population growth will place demands on the municipality in terms of municipal servicing and amenities but the economic challenges that lie ahead should be offset by future increases in the tax base.

The population growth, whether it be 1.2 percent, 1.5 percent or something different, is a trend that cannot be ignored. Failure of the municipality to respond to the inevitable future demand for residential lots would be a lost opportunity and would likely result in growth in other towns, villages and municipalities at the exclusion of East St. Paul. Due to its proximity to the City of Winnipeg and its abundance of amenities, East St. Paul has an advantageous position to accommodate the demand for new residential development.

The subdivision would likely allow East St. Paul a beneficial means to accommodate the demand for future housing. The current Settlement Centre area development is fragmented, not efficient from a servicing perspective and is not conducive to the creation of communities or neighbourhoods.

The future development of the proposed would allow for a connected, walkable community, designed with access to public green space and positioned to integrate into future infrastructure planning.

Trend: Households and Dwellings	East St. Paul (RM), MB										Study Area					
											5 mile ring					
	2016 Estimate	%	2019 Projection	%	2021 Projection	%	2026 Projection	%	2016 Estimate	%	2019 Projection	%	2021 Projection	%	2026 Projection	%
Households	3,309		3,430		3,497		3,642		67,499		69,415		70,562		73,175	
Growth			3.70%		2.00%		4.10%				2.80%		1.70%		3.70%	
Households by Size of Household	3,309		3,430		3,497		3,642		67,499		69,415		70,562		73,175	
1 person	345	10.40%	356	10.40%	364	10.40%	379	10.40%	18,004	26.70%	18,321	26.40%	18,533	26.30%	19,008	26.00%
2 persons	1,152	34.80%	1,195	34.80%	1,217	34.80%	1,268	34.80%	22,507	33.30%	23,115	33.30%	23,459	33.20%	24,298	33.20%
3 persons	584	17.60%	605	17.60%	616	17.70%	643	17.70%	11,039	16.40%	11,389	16.40%	11,590	16.40%	12,061	16.50%
4 persons	834	25.20%	867	25.30%	884	25.30%	920	25.30%	10,328	15.30%	10,742	15.50%	10,988	15.60%	11,510	15.70%
5 persons	311	9.40%	322	9.40%	330	9.40%	340	9.30%	3,736	5.50%	3,888	5.60%	3,984	5.60%	4,181	5.70%
6 or more persons	83	2.50%	85	2.50%	86	2.50%	92	2.50%	1,885	2.80%	1,961	2.80%	2,009	2.80%	2,116	2.90%
Persons in Households	9,536		9,807		9,969		10,353		169,808		175,397		178,784		186,127	
Persons per household	2.88		2.86		2.85		2.84		2.52		2.53		2.53		2.54	
Occupied Private Dwellings by Tenure	3,309		3,430		3,497		3,642		67,499		69,415		70,562		73,175	
Owned	3,248	98.20%	3,366	98.10%	3,431	98.10%	3,573	98.10%	50,040	74.10%	51,384	74.00%	52,151	73.90%	54,016	73.80%
Rented	61	1.80%	64	1.90%	66	1.90%	69	1.90%	17,459	25.90%	18,031	26.00%	18,412	26.10%	19,159	26.20%
Band housing	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Occupied Private Dwellings by Structure Type	3,309		3,430		3,497		3,642		67,499		69,415		70,562		73,175	
Houses	3,287	99.30%	3,408	99.40%	3,475	99.40%	3,620	99.40%	52,214	77.40%	53,050	76.40%	53,619	76.00%	54,899	75.00%
Single-detached house	3,282	99.20%	3,403	99.20%	3,470	99.20%	3,615	99.30%	46,899	69.50%	47,644	68.60%	48,158	68.20%	49,301	67.40%
Semi-detached house	5	0.20%	5	0.10%	5	0.10%	5	0.10%	3,530	5.20%	3,540	5.10%	3,558	5.00%	3,597	4.90%
Row house	0	0.00%	0	0.00%	0	0.00%	0	0.00%	1,785	2.60%	1,866	2.70%	1,904	2.70%	2,001	2.70%
Apartment, building low and high rise	22	0.70%	22	0.60%	22	0.60%	22	0.60%	14,844	22.00%	15,946	23.00%	16,519	23.40%	17,862	24.40%
Less than five floors	18	0.50%	18	0.50%	18	0.50%	18	0.50%	8,043	11.90%	8,514	12.30%	8,774	12.40%	9,264	12.70%
Five or more floors	0	0.00%	0	0.00%	0	0.00%	0	0.00%	6,000	8.90%	6,585	9.50%	6,871	9.70%	7,666	10.50%
Detached duplex	4	0.10%	4	0.10%	4	0.10%	4	0.10%	802	1.20%	847	1.20%	875	1.20%	932	1.30%
Other Dwelling Types	0	0.00%	0	0.00%	0	0.00%	0	0.00%	441	0.70%	419	0.60%	424	0.60%	414	0.60%
Other single-attached house	0	0.00%	0	0.00%	0	0.00%	0	0.00%	209	0.30%	169	0.20%	184	0.30%	164	0.20%
Movable dwelling	0	0.00%	0	0.00%	0	0.00%	0	0.00%	232	0.30%	250	0.40%	239	0.30%	250	0.30%
Households by Age of Maintainer	3,309		3,430		3,497		3,642		67,499		69,415		70,562		73,175	
Under 25 years	7	0.20%	8	0.20%	10	0.30%	9	0.20%	1,654	2.50%	1,491	2.10%	1,408	2.00%	1,423	1.90%
25 to 34 years	229	6.90%	271	7.90%	292	8.40%	300	8.20%	10,907	16.20%	11,450	16.50%	11,610	16.50%	10,913	14.90%
35 to 44 years	540	16.30%	517	15.10%	525	15.00%	600	16.50%	11,920	17.70%	12,270	17.70%	12,566	17.80%	14,027	19.20%
45 to 54 years	851	25.70%	756	22.00%	695	19.90%	602	16.50%	13,159	19.50%	12,514	18.00%	12,362	17.50%	12,205	16.70%
55 to 64 years	895	27.00%	952	27.80%	953	27.30%	854	23.40%	13,330	19.70%	13,680	19.70%	13,485	19.10%	12,543	17.10%
65 to 74 years	579	17.50%	658	19.20%	708	20.20%	827	22.70%	8,813	13.10%	9,869	14.20%	10,548	14.90%	11,646	15.90%
75 years or over	208	6.30%	268	7.80%	314	9.00%	450	12.40%	7,716	11.40%	8,142	11.70%	8,584	12.20%	10,418	14.20%
Median Age	55.3		56.7		57.4		58.6		52		52.6		52.8		53.4	



# 2025 Population Projections

For the City of Winnipeg and the Winnipeg Census Metropolitan Area (CMA)

Photo: Salvador Maniquiz, courtesy Tourism Winnipeg

*Note: This document was revised on August 13, 2025*

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# Executive Summary

- **The City of Winnipeg has grown by over 71,000 people since 2021.** Growth over the last three years has averaged 23,000 people per year, which is more-than-double typical annual growth observed between 2010 and 2019. Most of this growth has been driven by both permanent and non-permanent immigration to Winnipeg.
- **Federal immigration policy** has sharply reduced immigration targets for both permanent and non-permanent immigrants in 2025 to 2027. This is expected to slow population growth across Canada and Winnipeg in the near-term, with local population growth returning to more modest, typical trends observed in the 2010s later this decade.
- **The City of Winnipeg's population** in 2025 is expected to be 854,100, representing an increase of 10,500 or 1.2 per cent compared to 2024. Looking forward, population growth is expected to slow with Winnipeg's population anticipated to grow by only 900 people (0.1 per cent) to 855,000 in 2026 followed by 2,000 people (0.2 per cent) in 2027 in the baseline projection. The main driver of slowed growth is the anticipated net reduction in non-permanent residents in Winnipeg if the federal government achieves its reduced immigration targets within a prolonged 4-year timeframe.
- **The City of Winnipeg's population is anticipated to reach one million residents 24 years from now which is in 2049.** This is three years later than our previous projection, due to lower immigration targets set by the federal government for 2025 to 2027. The Winnipeg Census Metropolitan Area's (CMA) population is anticipated to reach one million residents in 2033, which is two years later than our previous projection.
- **Despite slowing population growth, over 23 thousand housing starts are anticipated over the next five years,** driven by both latent housing demand and the Housing Accelerator Fund (HAF).
- **The percentage change in both the labour force and total employment are expected to outpace population growth** over the next five years despite a forecasted temporary rise in the unemployment rate driven by tariff-related economic headwinds.

## 2025 Projection Summary Statistics for the City of Winnipeg

Item	Statistic	5 Years (2024 to 2029)	10 Years (2024 to 2034)	25 Years (2024 to 2049)
Population	Count	863,000	900,800	1,002,700
	Change	19,300	57,200	159,000
	% Change	2.3%	6.8%	18.8%
Housing Starts	Count	23,100	43,600	101,300
Labour Force	Change	14,800	43,100	112,400
	% Change	3.1%	9.0%	23.6%
Employment	Change	12,800	39,400	104,700
	% Change	2.8%	8.8%	23.3%

# Introduction

Canada has continued to see strong population growth with the country growing by nearly 3.3 million people between 2020 and 2024. From 2023 to 2024, the country grew by 1.2 million people, representing 3 per cent population growth which is among the highest increases in Canada’s history. Over the same time, Manitoba grew by over 39 thousand people and the Winnipeg Census Metropolitan Area (CMA) grew by nearly 31 thousand people.

As shown in chart 1 below, much of the growth in Manitoba has been concentrated in the Winnipeg CMA. Over the last ten years, Manitoba’s population has grown by 216 thousand people, and the Winnipeg CMA has absorbed 161 thousand people, or 74 per cent of total population growth in the province.

While significant increases in population growth have been observed in almost all provinces and urban areas across Canada since 2020, policy and data are pointing towards slowed population growth in the coming years.

The most recent [2025-2027 Immigration Levels Plan](#) released by Immigration, Refugees and Citizenship Canada points towards lower permanent immigration targets and significant net reductions in temporary residents between 2025 to 2027. These revisions, compared to the 2024-2026 plan, signal the federal government’s intention to limit population growth after a period of abnormally high increases as they try to address housing affordability and elevated concerns about the number of temporary residents in the country.

Chart 2 illustrates that starting in the fourth quarter of 2021, population growth in Canada exceeded 100 thousand people every quarter only up until the first quarter of 2025, when population increased by only 63 thousand (0.2 per cent). Further, Canada’s population in the second quarter of 2025 was just above 20 thousand people, the lowest increase outside of the COVID-19 pandemic since the first quarter of 2015. Overall, it is anticipated that tightening immigration targets will lead to slower population increases across Canada, including in Winnipeg.

## Box 1: Population Growth in Canada

Chart 1

Manitoba's Population Growth by Region  
(Annual)

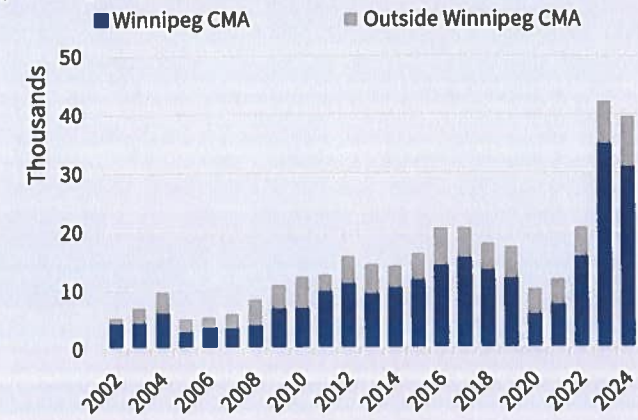


Chart 2

Canada's Population Growth  
(Quarterly)



# Population

The Winnipeg Census Metropolitan Area (CMA) and the City of Winnipeg have grown significantly over the last several years like most urban areas in Canada. The CMA grew by 30,912 people from 2023 to 2024 while the City of Winnipeg grew by 27,543 people.

Looking forward, the Winnipeg CMA is anticipated to have a population of 953,900 and the City a population of 854,100 as of July 1, 2025. This represents a projected increase of 12,300 (1.3 per cent) for the CMA and 10,500 (1.2 per cent) for the city compared to 2024.

While international migration has been the main driver of population growth in Winnipeg since the mid-2000s, the last two years have been unique in that the non-permanent immigration component of growth has seen sharp increases. The Winnipeg CMA's population in 2024 had grown by over 65 thousand people compared to two years prior, and 57 per cent of this increase was driven by a net increase in non-permanent residents, which are mainly comprised of people in Canada on temporary work or study permits.

A decline in permanent and non-permanent immigration is expected based on current federal targets which will affect Winnipeg's population growth. Growth is anticipated to level off from 2026 to 2029, then increase in the 2030s if immigration targets return to 2010-2019 levels.

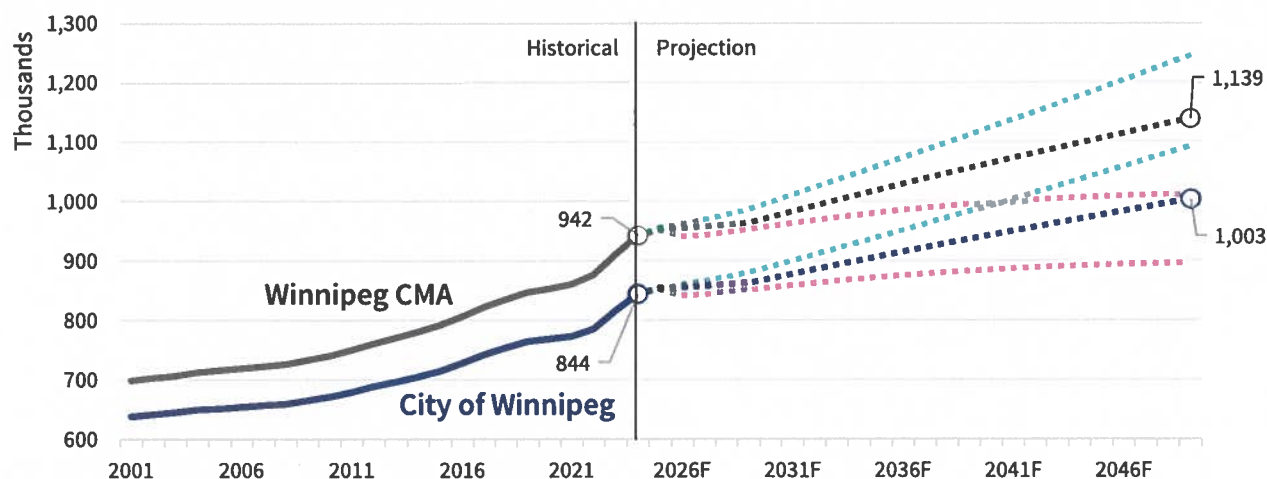
Chart 3 below shows the long-term population projections for the Winnipeg CMA and City of Winnipeg, with both regions exceeding 1 million people by 2049.

Box 2 on the following page illustrates how we anticipate population growth in Winnipeg to return to typical levels starting in the early 2030s after a period of abnormally high growth from 2022 to 2024.

A range of scenarios for population projections are provided as there is significant variability within each component of population growth, making it difficult to predict with certainty over a 25-year period. The baseline scenario aims to represent the most plausible growth trajectory based on recent policy and trends, while a low and high scenario represent lower and upper bounds. The rationale behind each scenario is described later in table 1.

## Chart 3

Population Projections for the Winnipeg CMA and City of Winnipeg  
(Projections for 2025 to 2049)



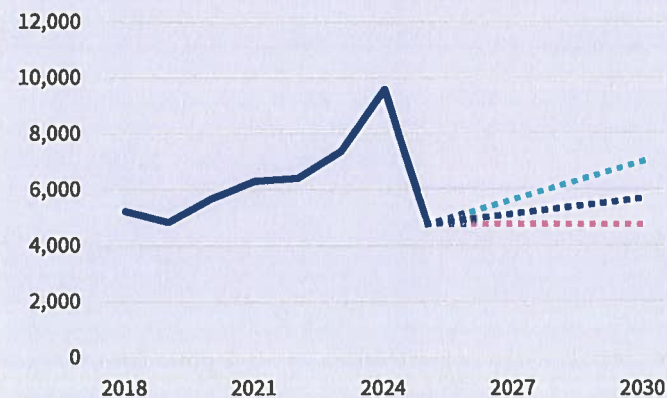
Source: Statistics Canada; City of Winnipeg Economic Development & Policy calculations

## Box 2: Returning to Typical Levels of Population Growth

- **After experiencing a period of abnormally high growth in Canada**, current federal immigration targets point towards an eventual return to typical levels. A drawing down of non-permanent residents, combined with lower permanent immigration targets, are anticipated to re-adjust the trajectory of Canada, Manitoba, and Winnipeg's population growth, putting it on a path back towards typical immigration levels observed between 2010 and 2019.
- **Chart 4** shows the anticipated trend in provincial nominee program nominations allocated to Manitoba, which is the main determinant of permanent immigration to Manitoba and Winnipeg. Nominations reached a high of 9,540 in 2024 but were sharply halved in 2025 to 4,750. The low scenario holds this constant to 2030, while the baseline and high scenario allow for some growth.
- **Chart 5** shows the trend in non-permanent residents in Manitoba, which mainly represents those here on temporary work or study permits. Their numbers increased from 36 thousand in Q2 2022 to 84 thousand in Q1 2025, a 136 per cent increase. Growth has since stabilized, with the federal government aiming to reduce this group on net by 875 thousand across Canada by end of 2027. Manitoba's share could shrink by 24 thousand, many of whom live in Winnipeg. This could lead to minimal population growth or even declines nationally and locally in the coming years.
- **Chart 6 and 7** show how shifts in immigration policy will level off population growth locally, and by the end of 2030 the Winnipeg CMA should return to population growth trajectories that are more reflective of the typical immigration trends observed in 2010s.

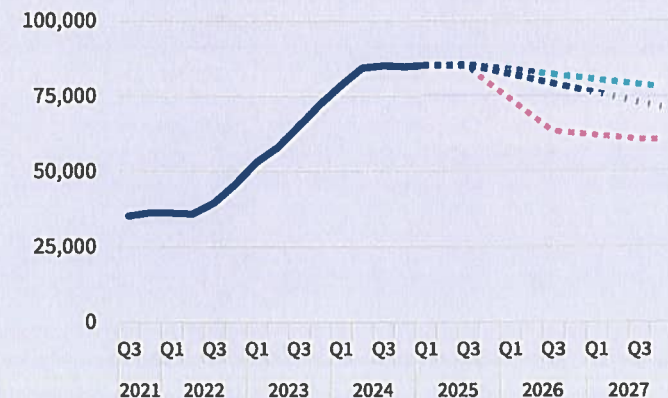
**Chart 4**

Manitoba PNP Nominations  
(Calendar Year)



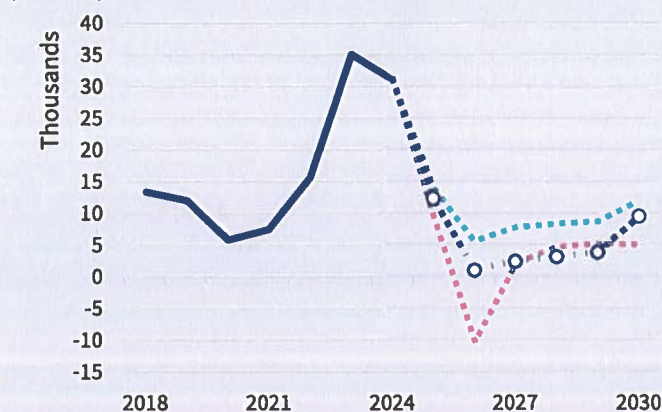
**Chart 5**

Manitoba: NPR Population  
(Quarterly)



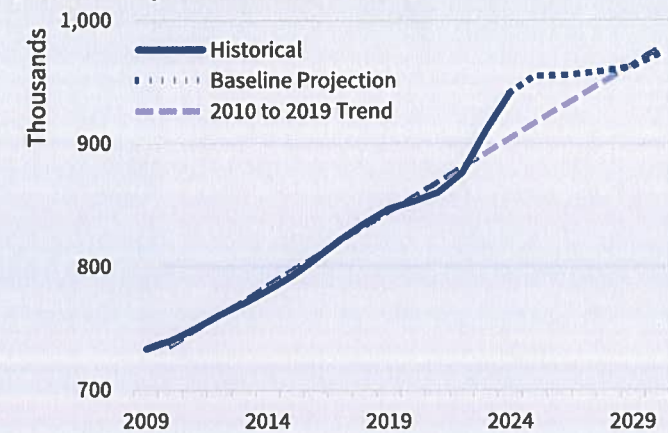
**Chart 6**

Winnipeg CMA Population Change  
(Annual)



**Chart 7**

Winnipeg CMA Population: Return to Trend  
(Current Projection vs. 2010s Trend)



Source: Statistics Canada; Immigrate Manitoba; City of Winnipeg Economic Development & Policy calculations

Three scenarios for future population in Winnipeg are developed to provide the municipality with a plausible range for planning purposes. **In general, the baseline population projection is recommended for most municipal planning purposes, though it is recommended that plans take into consideration both the low and high population projections to ensure they are resilient to uncertainty over the long term.**

Uncertainty about future federal immigration policy beyond the current government's term, trends in fertility rates, and interprovincial migration patterns all influence future population, and are difficult to precisely forecast. The basis of each projection is provided in table 1 below.

**Table 1: Population Projection Scenario Parameters**

Projection Scenario	Description	Total Fertility Rate (TFR) by 2049 <sup>1</sup>	Net Permanent Immigration	Net Non-Permanent Immigration	Interprovincial Outmigration <sup>2</sup>
<b>Low</b>	Projects population if fertility rates continue to decline, interprovincial out-migration remains high, and the federal government achieves its immigration targets by end of 2027 and holds targets constant indefinitely	1.43	9,000 persons per year to 2029, and then 9 persons per 1,000 population starting in 2030	A net decline of 19,200 persons between 2025 and 2029, mainly occurring in 2026 and 2027, and then 0.80 persons per 1,000 population starting in 2030.	A net outflow of 6,000 persons in 2026 decreasing to 4,400 persons starting in 2030.
<b>Baseline</b>	Projects population if fertility rates increase slightly from current lows, interprovincial out-migration remains modest, and federal immigration targets are only achieved by 2029 (two-year delay) and then rebound to averages observed between 2010 and 2019	1.70	9,600 persons in 2026 increasing to 11,100 by 2029, and then 12 persons per 1,000 population starting in 2030	A net decline of 19,000 persons between 2025 and 2029, spread evenly between 2026 and 2029, and then 1.07 persons per 1,000 population starting in 2030	A net outflow of 5,700 persons in 2026 decreasing to 4,200 persons starting in 2030.
<b>High</b>	Projects population if fertility rates rebound to near-replacement levels, interprovincial out-migration is small, and federal immigration targets are not fully achieved and revert to higher levels (75 <sup>th</sup> percentile) observed between 2010 and 2019	2.00	10,700 persons in 2026 increasing to 13,000 by 2029, and then 13 persons per 1,000 population starting in 2030	A total net change of zero between 2026 and 2029, and then 1.50 persons per 1,000 population starting in 2030	A net outflow of 5,000 persons in 2026 decreasing to 4,000 persons starting in 2030.

**Notes:**

1: Represents the fertility rate for Manitoba. Adjustments are made to account for the lower total fertility rate in Winnipeg.

2: Interprovincial out-migration is partly a function of net international migration from previous years. Data from Statistics Canada shows retention rates of 73% for permanent residents after five years in Manitoba. As such, as immigration increases over time, so will the number of immigrants leaving Manitoba for other provinces in future years. This is factored into the population models.

# Components of Population Growth

Projecting population requires estimating how trends in each component of growth will change over time.

The following sections provide detail on how various components are projected to evolve over the next 25 years.

## Box 3: Winnipeg CMA Natural Increase

- **The number of births** in Winnipeg is strongly driven by the assumed trajectory in fertility rates. Fertility rates in Canada and Manitoba have seen drastic reductions since the mid-2010s, with rates dropping from 1.94 babies per female in 2012 to 1.46 babies per female in 2022, a decrease of nearly 25 per cent. However, there was a slight increase to 1.52 babies per female in 2023, but it is too early to tell if this trend will continue. Therefore, different assumptions about how fertility will evolve in Manitoba are adopted from Statistics Canada’s 2024 population projections. Lower fertility rates could see less births in the future than there are now, while in a replacement scenario (2 babies per female), there could be a significant increase.
- **The number of deaths** in Winnipeg is largely a function of an aging population, with the total number steadily increasing across all scenarios.

Chart 8

Births

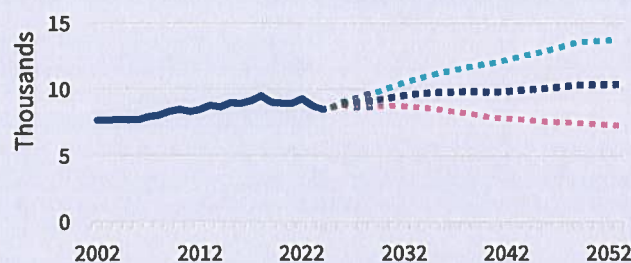
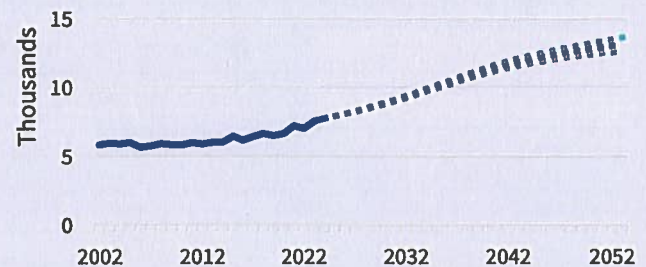


Chart 9

Deaths



## Box 4: Winnipeg CMA International Immigration

- **Permanent immigration** is determined by federal immigration policy that dictates the number of Manitoba Provincial Nominee applications. Population projections from 2025 to 2029 use stated federal policy to estimate low, baseline, and high immigration targets in the short term, while post-2030 projections rely on a range of historical immigration rates per 1,000 population.
- **Non-permanent residents** are a function of federal immigration policy, which dictates temporary study and work permits allocated within Manitoba. Population projections from 2025 to 2029 use stated federal policy to estimate low, baseline, and high temporary immigration targets in the short term, while post-2030 projections rely on a range of historical temporary resident rates per 1,000 population.

Chart 10

Net Permanent Migration

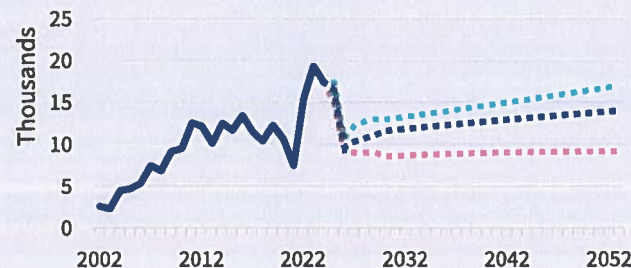
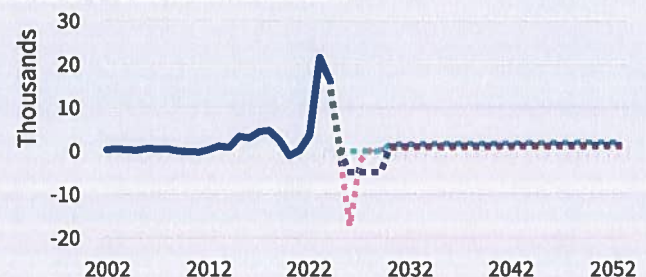


Chart 11

Net Non-Permanent Residents



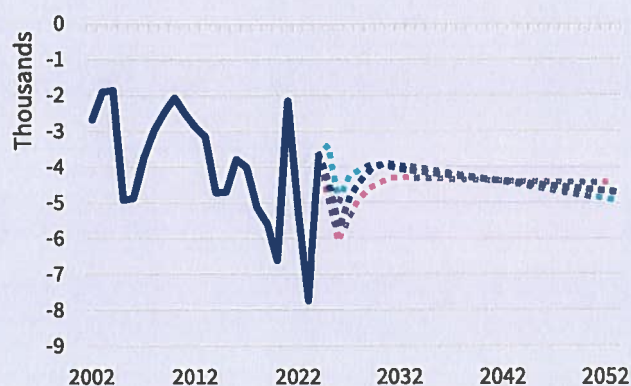
Source: Statistics Canada; City of Winnipeg Economic Development & Policy calculations

## Box 5: Other Factors

- **Interprovincial Migration** represents the amount of people leaving (or coming) to Winnipeg from other provinces, and is determined by two factors: 1) the amount of international immigration to Winnipeg in previous years, as some end up leaving Winnipeg for other provinces within their first five years of arrival, and 2) domestic residents who leave for other provinces. As immigration increases, so too will interprovincial outmigration assuming retention rates remain constant.
- **Intraprovincial Migration** represents the amount of people within Manitoba but outside the Winnipeg CMA who choose to move to the Winnipeg CMA. This amount is typically very small and volatile year-over-year and is not a major source of growth for the Winnipeg CMA. Projections use a range of historical data to infer future trends.
- **Outlying Area Share of Annual Population Change** determines the share of annual population change that will be allocated to the municipalities within the Winnipeg CMA but outside the City of Winnipeg. Since 2001, the outlying areas in the CMA have received 15.7 per cent of cumulative population growth, or 33,995 out of 226,210 people. In recent years, this share has decreased as the surge in temporary residents in the metropolitan area have concentrated in Winnipeg to attend post-secondary institutions or work at employers located in the City. Projections assume that in a low scenario, the outlying areas will receive a slightly larger share of growth moving forward, at 24 per cent, and this is reduced to 20 per cent in a baseline scenario, and reduced further to 18 per cent in a high scenario.

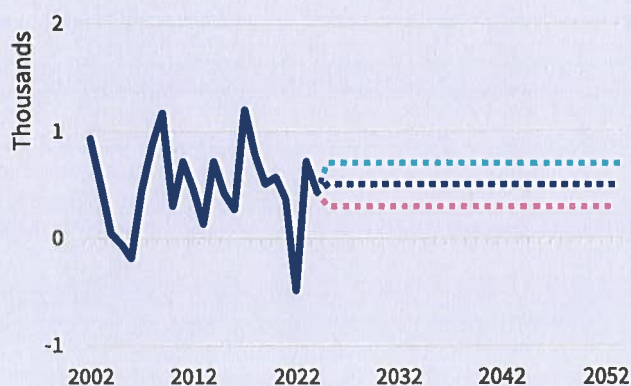
**Chart 12**

Net Interprovincial Migration



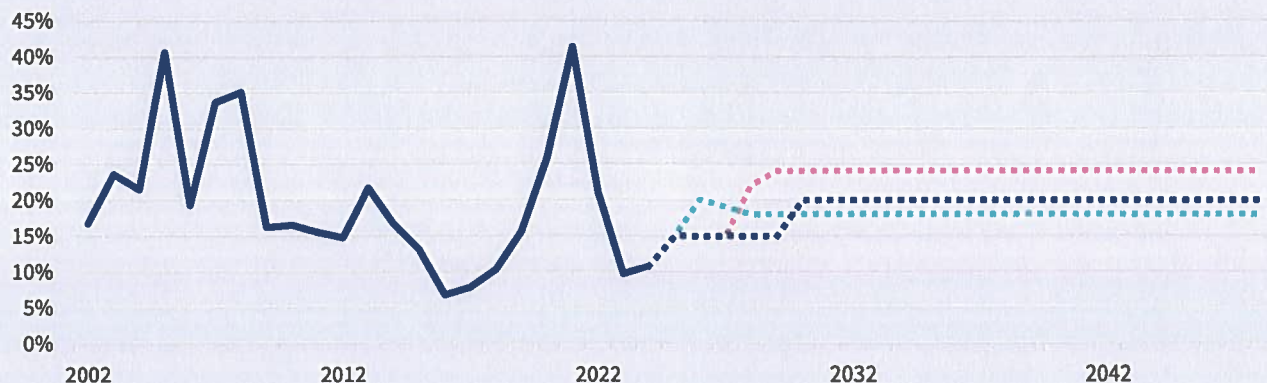
**Chart 13**

Net Intraprovincial Migration



**Chart 14**

Outlying Area Share of Annual Population Change



Source: Statistics Canada; City of Winnipeg Economic Development & Policy calculations

# Age Structure

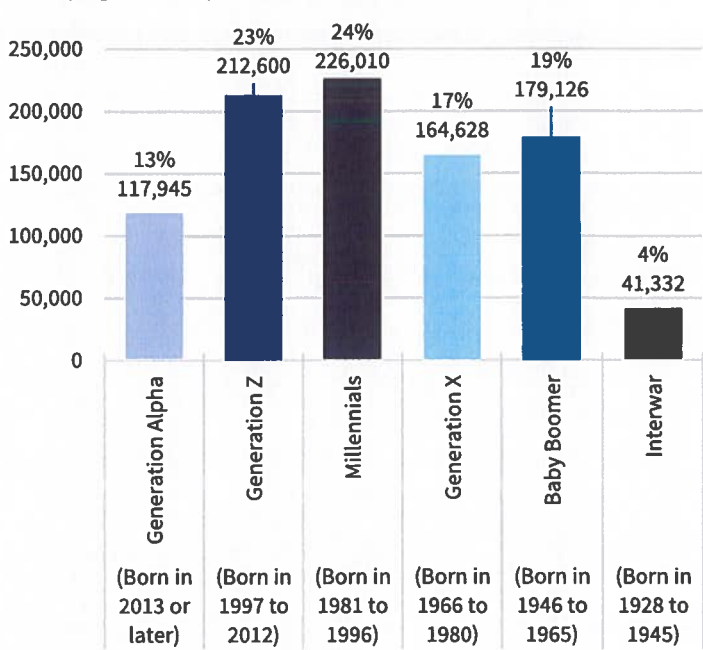
Chart 15 shows the distribution of Winnipeg CMA’s population by generation in 2024. Millennials are the largest generation in Winnipeg, representing 24 per cent of total population, followed closely by Generation Z at 23 per cent of total population.

Overall, the population in the Winnipeg CMA is anticipated to get marginally older, on average, due to low fertility, aging population, and the younger age profile of interprovincial outmigrants.

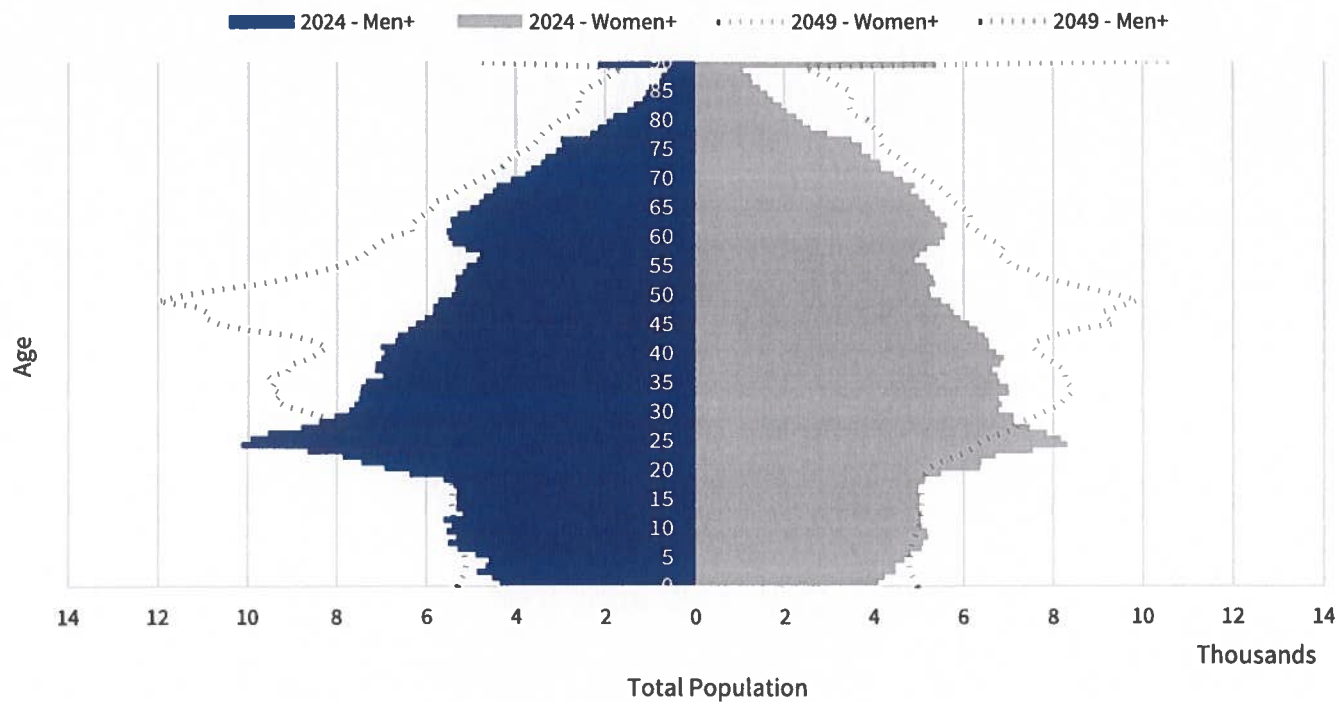
Chart 16 below shows how the Winnipeg CMA’s population pyramid is expected to evolve over the next 25 years. Currently, the largest age segments are those aged 20 to 40, so in 25 years those aged 45 to 65 will be the largest group. The number of people aged 80 plus is expected to also increase significantly as well.

Increasing levels of younger international migrants will be necessary to supplement an aging population and maintain labour force growth.

**Chart 15**  
Winnipeg CMA Population by Generation in 2024



**Chart 16**  
Winnipeg CMA Population Pyramid  
(2024 versus 2049, Baseline Projection)



Source: Statistics Canada; Economic Development & Policy calculations

# Housing Starts

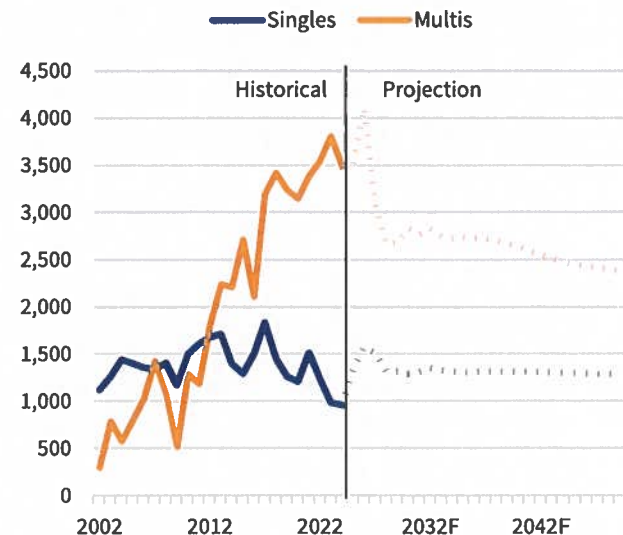
The three population projection scenarios are used to estimate housing starts at both the CMA and city level based on changing demographics, current and near-term expectations about interest rates, housing prices, and rental market vacancy rates.

Similar to 2024, the CMHC's Housing Accelerator Fund (HAF) is also taken into consideration. In the City of Winnipeg, the HAF is anticipated to increase permitted dwelling units to 14,101 between 2024 and 2026. As such, this value, once adjusted to reflect starts as opposed to permits, forms the minimum for starts projections in the short term.

A spike in single and multi-family housing starts is expected in the short term, largely due to a combination of the HAF, falling interest rates, and significant increases in Winnipeg's population over the last 3 years. Over the long term, as population growth moderates, singles are expected to remain constant while multis are expected to fall from all-time highs.

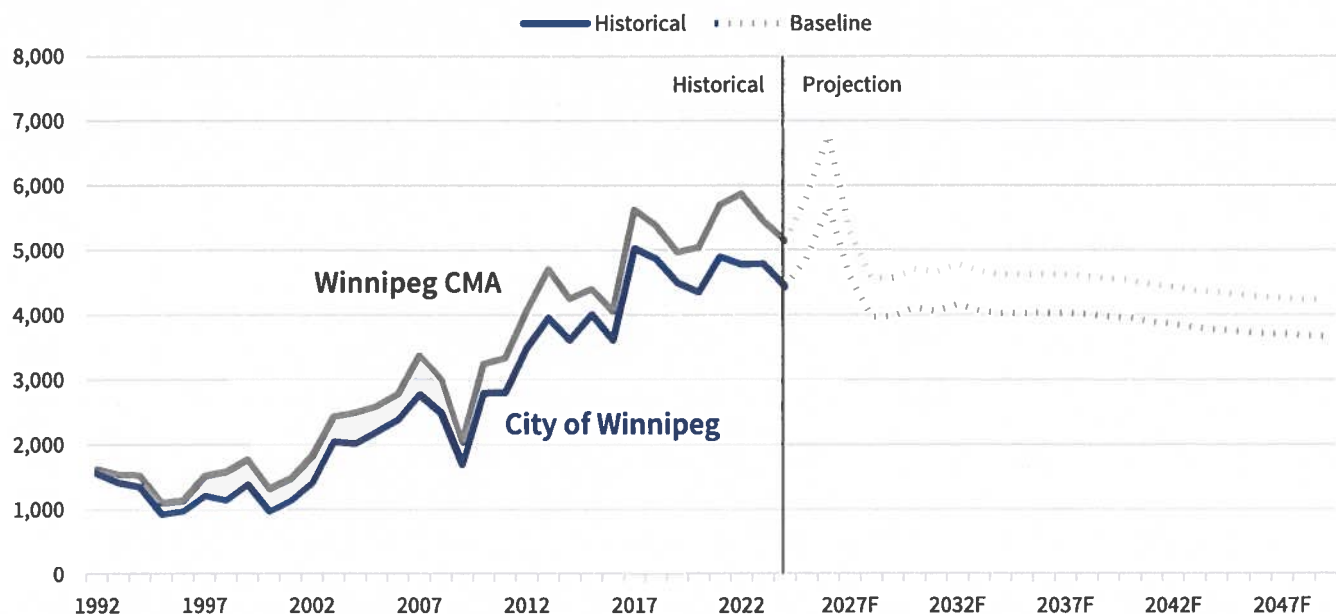
**Chart 17**

City of Winnipeg Housing Starts Projection  
(Baseline Population Scenario)



**Chart 18**

Winnipeg CMA and City of Winnipeg Housing Starts Projection  
(Baseline Population Scenario)



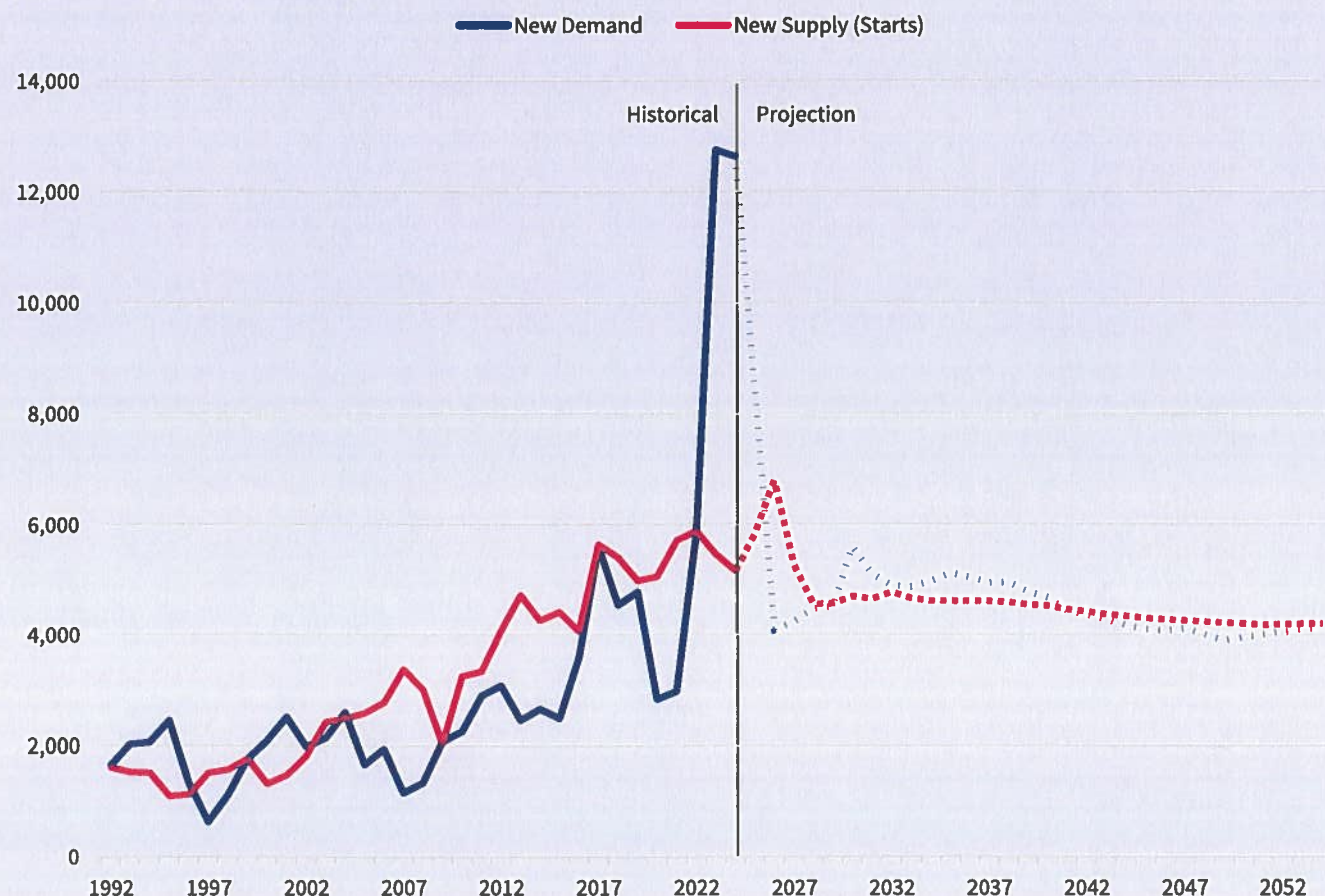
Source: CMHC Housing Starts and Completions Survey; City of Winnipeg Economic Development & Policy

## Box 6: Housing Demand versus Supply (Starts)

- **New Housing demand** can be estimated by taking headship rates across age segments from the most recent census and applying it to population growth by age group. This provides an estimate on the number of new dwellings that would be required to accommodate changes in the projected population if the amount of people per dwelling by age segment and the vacancy rate in the rental market were to remain constant.
- **New housing supply (starts)** can be estimated by using housing start data from the CMHC.
- **Chart 19 below** illustrates the estimated demand for new dwellings in the City of Winnipeg driven by changes in the population, along with the new supply of units. Modelled supply and demand will rarely be equal due to various frictions in the market (e.g. construction timelines, land supply, economic factors) and imperfect data. However, prior to 2023, the housing market was generally able to meet the needs of a growing population.
- **2023 introduced a massive spike in population growth**, mainly due to significant increases in temporary residents. This group was largely absorbed into the local rental market, driving down vacancy rates.
- **Looking forward in the baseline population growth scenario**, it is anticipated that as population growth eases in the short term, the housing market will catch up. With many multi-family units under construction, the upcoming supply of new units combined with lower population growth is anticipated to weigh on new multi-family starts in the future when targeting a long-term vacancy rate of 3.0 per cent. Demand for singles will remain consistent as renter households look to transition to homeownership.

### Chart 19

Winnipeg CMA Housing Demand vs. Supply  
(Baseline Population Scenario)



Source: Statistics Canada; CMHC Housing Starts and Completions Survey; Economic Development & Policy calculations

# Labour Force and Employment

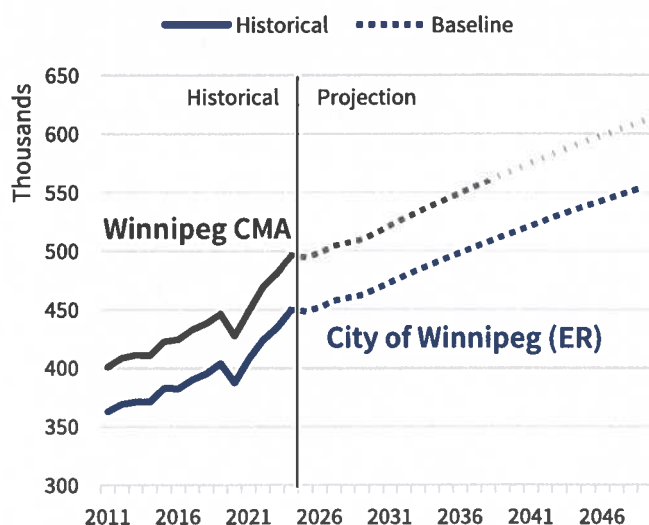
Utilizing the population projection scenarios for the CMA and city, a labour force projection is provided. Further, using information from Oxford Economics' March 2025 National Outlook for Canada, an employment forecast for each scenario is also provided.

The latest forecast from Oxford Economics anticipates a national rise in the unemployment rate and a decline in employment due to the ongoing effects of tariffs with the United States. Slowing population and labour force growth should mitigate some degree of a rise in unemployment, but it is still anticipated that the unemployment rate for the Winnipeg CMA could rise to 7.4 per cent in 2025 and 6.9 per cent in 2026, and settle to 6 per cent by 2030.

Translating this projection to the City of Winnipeg economic region (ER), it is anticipated employment could decline slightly by around 500 persons in 2025, then rise by 3,100 and 5,500 into 2026 and 2027, respectively.

**Chart 21**

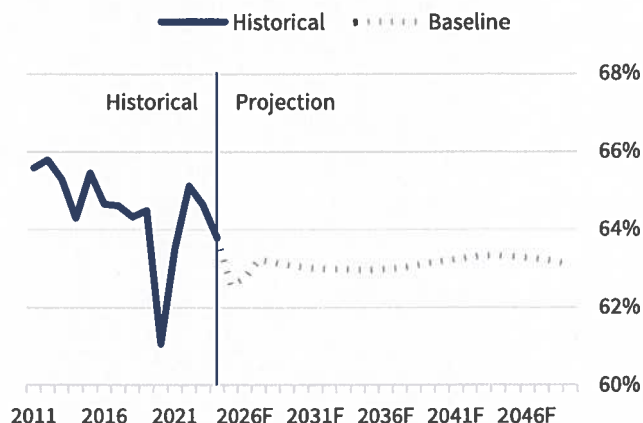
Total Employment  
(Baseline Projection)



Source: Statistics Canada; Oxford Economics; City of Winnipeg Economic Development & Policy

**Chart 20**

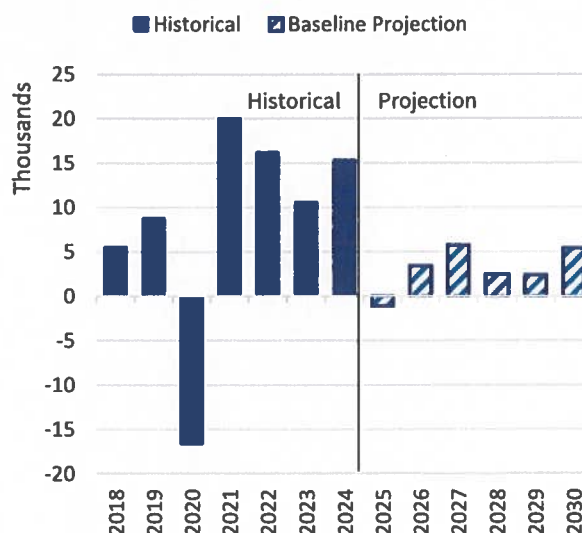
Winnipeg CMA Employment Rate  
Projection



Source: Statistics Canada; Oxford Economics; City of Winnipeg Economic Development & Policy

**Chart 22**

Winnipeg (ER) Change in Employment  
(Baseline Projection)



# Report Appendices

# Appendix A: Projection Tables

## Historical Population <sup>1</sup>

Year (July 1)	Winnipeg CMA		City of Winnipeg	
	Estimate <sup>*,†</sup>	Census	Estimate <sup>†</sup>	Census
2001	698,200	671,274	638,300	619,544
2002	702,400		641,800	
2003	706,700		645,100	
2004	712,700		649,800	
2005	715,400		651,400	
2006	718,900	694,668	654,200	633,451
2007	722,300		656,500	
2008	726,200		659,000	
2009	733,000		664,700	
2010	739,900		670,500	
2011	749,600	730,018	678,700	663,617
2012	760,700		688,100	
2013	770,100		695,400	
2014	780,400		704,000	
2015	792,000		714,200	
2016	806,200	778,489	727,300	705,244
2017	821,700		741,600	
2018	835,000		753,600	
2019	847,000		763,700	
2020	852,800		768,000	
2021	860,200	834,678 *	772,300	749,607
2022	875,800		784,600	
2023	910,700		816,100	
2024	941,600		843,600	

\* Note: Reflects 2021 Census Metropolitan Area boundaries. Values rounded to the nearest hundredth.

† Note: Statistics Canada regularly revises population estimates and as such, this table reflects the most recent information available.

## 25-Year Population Projections by Scenario <sup>1</sup>

Year (July 1)	Winnipeg CMA *			City of Winnipeg		
	Low	Baseline	High	Low	Baseline	High
2025F	951,000	953,900	955,600	851,600	854,100	855,500
2026F	940,700	955,000	961,300	842,800	855,000	860,100
2027F	942,700	957,400	969,100	844,600	857,000	866,400
2028F	947,400	960,600	977,500	848,200	859,700	873,300
2029F	952,600	964,400	986,300	852,100	863,000	880,500
2030F	957,700	973,900	998,300	856,000	870,600	890,400
2031F	962,700	983,500	1,010,600	859,900	878,200	900,400
2032F	967,600	993,000	1,023,000	863,600	885,800	910,600
2033F	972,300	1,002,400	1,035,500	867,100	893,400	920,800
2034F	976,600	1,011,700	1,048,100	870,400	900,800	931,100
2035F	980,700	1,020,900	1,060,700	873,500	908,200	941,500
2036F	984,500	1,029,900	1,073,300	876,400	915,400	951,900
2037F	988,000	1,038,900	1,086,000	879,100	922,600	962,200
2038F	991,200	1,047,600	1,098,700	881,500	929,600	972,700
2039F	994,100	1,056,300	1,111,400	883,700	936,500	983,100
2040F	996,600	1,064,800	1,124,200	885,600	943,300	993,500
2041F	998,900	1,073,100	1,136,900	887,400	949,900	1,004,000
2042F	1,001,000	1,081,400	1,149,800	888,900	956,600	1,014,600
2043F	1,002,900	1,089,700	1,162,900	890,400	963,200	1,025,300
2044F	1,004,600	1,097,900	1,176,000	891,600	969,800	1,036,100
2045F	1,006,000	1,106,100	1,189,400	892,800	976,300	1,047,000
2046F	1,007,300	1,114,300	1,202,800	893,800	982,900	1,058,000
2047F	1,008,500	1,122,500	1,216,500	894,600	989,400	1,069,300
2048F	1,009,500	1,130,700	1,230,400	895,400	996,000	1,080,700
2049F	1,010,400	1,139,000	1,244,600	896,100	1,002,700	1,092,300

\* Note: Reflects 2021 Census Metropolitan Area boundaries.

## Historical Housing Starts <sup>2</sup>

Year	Winnipeg CMA			City of Winnipeg		
	Singles	Multis	Total	Singles	Multis	Total
2001	1,238	235	1,473	906	229	1,135
2002	1,528	293	1,821	1,117	293	1,410
2003	1,641	789	2,430	1,259	785	2,044
2004	1,882	607	2,489	1,440	573	2,013
2005	1,756	830	2,586	1,400	794	2,194
2006	1,737	1,040	2,777	1,355	1,028	2,383
2007	1,870	1,501	3,371	1,339	1,423	2,762
2008	1,930	1,079	3,009	1,405	1,075	2,480
2009	1,505	528	2,033	1,171	517	1,688
2010	1,921	1,323	3,244	1,499	1,288	2,787
2011	2,002	1,329	3,331	1,605	1,184	2,789
2012	2,129	1,936	4,065	1,676	1,806	3,482
2013	2,218	2,487	4,705	1,712	2,237	3,949
2014	1,877	2,371	4,248	1,397	2,206	3,603
2015	1,649	2,751	4,400	1,290	2,709	3,999
2016	1,858	2,196	4,054	1,501	2,104	3,605
2017	2,272	3,349	5,621	1,832	3,191	5,023
2018	1,874	3,510	5,384	1,449	3,417	4,866
2019	1,661	3,304	4,965	1,260	3,234	4,494
2020	1,652	3,388	5,040	1,207	3,143	4,350
2021	2,167	3,527	5,694	1,512	3,380	4,892
2022	1,927	3,943	5,870	1,237	3,544	4,781
2023	1,425	4,029	5,454	981	3,807	4,788
2024	1,434	3,717	5,151	957	3,488	4,445

## 25-Year Housing Starts Projections by Scenario <sup>2</sup>

Year	Low						Baseline						High					
	Winnipeg CMA			City of Winnipeg			Winnipeg CMA			City of Winnipeg			Winnipeg CMA			City of Winnipeg		
	Singles	Multis	Total	Singles	Multis	Total	Singles	Multis	Total	Singles	Multis	Total	Singles	Multis	Total	Singles	Multis	Total
2025F	1,885	2,672	4,557	1,183	2,359	3,542	2,038	3,773	5,811	1,349	3,523	4,872	2,155	3,848	6,003	1,377	3,593	4,970
2026F	2,197	3,114	5,311	1,379	2,749	4,128	2,375	4,398	6,773	1,572	4,106	5,678	2,511	4,485	6,996	1,605	4,187	5,792
2027F	1,844	2,746	4,590	1,387	2,592	3,979	2,005	3,262	5,268	1,509	3,079	4,588	2,052	4,038	6,090	1,544	3,811	5,355
2028F	1,628	2,657	4,285	1,224	2,508	3,732	1,748	2,818	4,566	1,315	2,660	3,975	1,792	3,398	5,190	1,348	3,208	4,556
2029F	1,712	2,755	4,468	1,288	2,601	3,889	1,749	2,829	4,578	1,316	2,670	3,986	1,817	3,444	5,261	1,367	3,251	4,618
2030F	1,759	2,666	4,425	1,323	2,517	3,840	1,710	2,996	4,706	1,287	2,828	4,114	1,807	3,519	5,326	1,359	3,321	4,681
2031F	1,774	2,556	4,329	1,334	2,412	3,747	1,730	2,928	4,659	1,302	2,764	4,066	1,812	3,441	5,253	1,363	3,248	4,611
2032F	1,753	2,476	4,229	1,319	2,337	3,656	1,794	2,988	4,781	1,350	2,820	4,169	1,841	3,488	5,329	1,385	3,292	4,677
2033F	1,720	2,470	4,191	1,294	2,332	3,626	1,762	2,911	4,672	1,325	2,747	4,073	1,807	3,408	5,216	1,360	3,217	4,577
2034F	1,704	2,479	4,183	1,282	2,340	3,622	1,741	2,886	4,626	1,310	2,724	4,033	1,790	3,389	5,180	1,347	3,199	4,546
2035F	1,706	2,490	4,196	1,283	2,351	3,634	1,730	2,894	4,624	1,301	2,732	4,033	1,785	3,406	5,190	1,343	3,215	4,557
2036F	1,719	2,450	4,169	1,293	2,312	3,606	1,735	2,885	4,620	1,305	2,723	4,028	1,793	3,402	5,195	1,349	3,211	4,560
2037F	1,726	2,408	4,134	1,299	2,273	3,572	1,745	2,876	4,621	1,313	2,715	4,028	1,805	3,405	5,210	1,358	3,214	4,572
2038F	1,719	2,373	4,092	1,293	2,239	3,533	1,738	2,860	4,598	1,308	2,699	4,007	1,795	3,381	5,176	1,350	3,191	4,541
2039F	1,720	2,321	4,041	1,294	2,191	3,485	1,738	2,815	4,553	1,307	2,657	3,965	1,792	3,331	5,123	1,348	3,144	4,493
2040F	1,725	2,267	3,992	1,298	2,140	3,438	1,740	2,791	4,531	1,309	2,634	3,944	1,794	3,320	5,114	1,350	3,134	4,483
2041F	1,728	2,202	3,929	1,300	2,078	3,378	1,739	2,729	4,468	1,308	2,576	3,884	1,788	3,258	5,046	1,345	3,075	4,421
2042F	1,724	2,156	3,880	1,297	2,035	3,332	1,734	2,699	4,433	1,305	2,547	3,852	1,783	3,242	5,025	1,341	3,060	4,401
2043F	1,712	2,134	3,846	1,288	2,014	3,303	1,723	2,653	4,375	1,296	2,504	3,800	1,769	3,198	4,967	1,331	3,019	4,349
2044F	1,713	2,095	3,808	1,289	1,978	3,266	1,723	2,619	4,341	1,296	2,472	3,768	1,771	3,180	4,951	1,332	3,002	4,334
2045F	1,714	2,070	3,784	1,290	1,954	3,244	1,719	2,591	4,310	1,293	2,446	3,739	1,769	3,165	4,933	1,331	2,987	4,318
2046F	1,712	2,037	3,749	1,288	1,922	3,210	1,711	2,566	4,277	1,287	2,422	3,709	1,761	3,141	4,901	1,325	2,964	4,289
2047F	1,707	2,022	3,729	1,284	1,909	3,193	1,703	2,558	4,261	1,281	2,414	3,696	1,753	3,138	4,892	1,319	2,962	4,281
2048F	1,711	1,980	3,691	1,287	1,869	3,156	1,705	2,534	4,239	1,282	2,392	3,674	1,754	3,120	4,874	1,320	2,945	4,265
2049F	1,715	1,944	3,659	1,290	1,835	3,125	1,710	2,514	4,225	1,287	2,373	3,660	1,762	3,116	4,878	1,325	2,942	4,267

### Historical Labour Force and Employment <sup>3</sup>

Year	Winnipeg CMA		City of Winnipeg (Economic Region)	
	Labour Force	Employment	Labour Force	Employment
2011	426,400	401,400	386,700	363,400
2012	433,600	409,200	392,900	369,700
2013	437,500	411,600	396,300	371,700
2014	436,900	410,800	396,000	371,600
2015	450,600	423,100	408,500	382,900
2016	454,600	425,000	410,300	382,800
2017	459,400	433,100	414,600	390,000
2018	468,400	438,600	423,500	395,500
2019	471,300	446,500	427,800	404,200
2020	469,900	427,800	427,300	387,600
2021	481,800	449,100	437,800	407,500
2022	492,100	469,300	444,600	423,600
2024	505,800	481,200	457,500	434,100

## 25-Year Labour Force and Employment Projections by Scenario <sup>3</sup>

Year	Low				Baseline				High			
	Winnipeg CMA		City of Winnipeg ER		Winnipeg CMA		City of Winnipeg ER		Winnipeg CMA		City of Winnipeg ER	
	Labour Force	Employment	Labour Force	Employment	Labour Force	Employment	Labour Force	Employment	Labour Force	Employment	Labour Force	Employment
2025F	531,900	492,700	482,300	446,700	533,700	494,400	484,000	448,300	534,900	495,500	485,000	449,300
2026F	526,000	489,800	476,900	444,200	534,900	498,100	485,000	451,700	538,900	501,900	488,700	455,100
2027F	527,400	495,900	478,300	449,600	536,600	504,500	486,600	457,400	544,100	511,500	493,300	463,800
2028F	530,900	499,300	481,400	452,700	539,200	507,100	488,900	459,800	549,900	517,200	498,600	468,900
2029F	534,600	502,700	484,800	455,800	542,100	509,700	491,500	462,200	555,800	522,700	504,000	473,900
2030F	538,000	505,900	487,900	458,700	548,400	515,700	497,300	467,600	563,700	530,000	511,100	480,600
2031F	541,400	509,100	490,900	461,600	554,700	521,600	503,000	472,900	571,600	537,500	518,300	487,400
2032F	544,900	512,300	494,100	464,600	561,200	527,700	508,800	478,500	579,900	545,300	525,800	494,400
2033F	548,400	515,700	497,300	467,600	567,500	533,600	514,600	483,800	588,100	553,000	533,200	501,400
2034F	551,400	518,600	500,000	470,200	573,200	539,100	519,800	488,800	595,800	560,300	540,200	508,000
2035F	554,200	521,200	502,500	472,600	578,700	544,300	524,800	493,600	603,200	567,300	547,000	514,400
2036F	556,700	523,600	504,800	474,800	584,200	549,500	529,800	498,200	610,700	574,300	553,700	520,800
2037F	559,500	526,200	507,300	477,100	589,900	554,800	534,900	503,100	618,300	581,500	560,600	527,300
2038F	561,900	528,500	509,500	479,200	595,400	560,000	539,900	507,800	625,700	588,500	567,400	533,600
2039F	564,100	530,500	511,500	481,100	600,700	565,000	544,700	512,300	633,000	595,300	574,000	539,800
2040F	566,200	532,500	513,400	482,800	606,000	569,900	549,500	516,800	640,200	602,100	580,500	545,900
2041F	568,200	534,400	515,200	484,600	611,200	574,900	554,300	521,300	647,500	609,000	587,100	552,200
2042F	570,100	536,200	516,900	486,200	616,700	580,000	559,200	525,900	655,000	616,100	593,900	558,700
2043F	571,800	537,800	518,500	487,600	622,000	585,000	564,000	530,400	662,500	623,100	600,700	565,000
2044F	573,100	539,000	519,700	488,700	626,900	589,600	568,500	534,700	669,800	630,000	607,400	571,200
2045F	574,100	540,000	520,600	489,600	631,700	594,100	572,800	538,700	677,000	636,700	613,900	577,400
2046F	574,900	540,700	521,300	490,300	636,300	598,500	577,000	542,700	684,200	643,500	620,400	583,500
2047F	575,700	541,500	522,100	491,000	641,000	602,800	581,200	546,600	691,400	650,300	627,000	589,700
2048F	576,100	541,800	522,400	491,300	645,400	607,000	585,200	550,400	698,500	657,000	633,400	595,700
2049F	576,300	542,000	522,600	491,500	649,700	611,100	589,100	554,100	705,600	663,600	639,800	601,800

### Notes:

\* 2021 Winnipeg CMA boundary now includes the Town of Niverville. The 2021 Winnipeg CMA census population count is not comparable to previous census counts.

1. Historical data sources: Statistics Canada, Table 17-10-0148-01, Population estimates, July 1, by census metropolitan area and census agglomeration, 2021 boundaries; Statistics Canada, Table 17-10-0155-01, Population estimates, July 1, by census subdivision, 2021 boundaries; Statistics Canada Census of Population. Note that census counts do not include undercount.

Projection data sources: City of Winnipeg Economic Development & Policy, utilizing information from Statistics Canada Population Projections for Canada (2024 to 2074), Provinces and Territories (2024 to 2049) for fertility rate projections (low, medium, and high scenarios) and Statistics Canada data for historical and current components of population growth, population age, and population gender.

2. Historical data sources: CMHC Starts and Completions Survey

Projection data sources; City of Winnipeg Economic Development & Policy

3. Historical data sources: Statistics Canada, Table 14-10-0461-01 Labour force characteristics, annual (for the Winnipeg CMA); Statistics Canada, Table 14-10-0464-01, Labour force characteristics by province, territory and economic region, annual (for the Winnipeg Economic Region)

Projection data sources: City of Winnipeg Economic Development & Policy; Oxford Economics March 2925 National Outlook for Canada (Winnipeg CMA unemployment data series)

Note: City of Winnipeg labour force and employment historical and projections represent the Winnipeg Economic Region (City of Winnipeg plus the R.M. of Headingley).

# Appendix B: Methodology

## Population Projections

A cohort component population projection methodology is used to develop the three population projection scenarios. This involves using current and future fertility rate and current mortality rate assumptions, in combination with base year population demographics, to project future population counts.

International, interprovincial, and inter-city migration is added to population counts each year based off a variety of assumptions using recent data from Statistics Canada on the demographics of these mobile groups (e.g., last five to ten years). In other words, next year's population is a summation of this year's survived population + births + net international migration + net interprovincial migration + net intercity migration.

While no projection will be perfect in estimating future population - especially 25 years into the future - the range of projections (low to baseline to high) is supposed to represent a plausible set of future outcomes based on recent trends observed in population and demographic data. The baseline scenario represents a more typical, or average, expected outcome but changing economic, demographic, and social conditions may alter future population counts.

These projections are to be updated regularly as new information and trends emerge to provide up-to-date projection as inputs into relevant planning processes.

## Housing Starts Projections

Utilizing the population projection scenarios, along with census data to derive headship rates for households by age cohorts, a model is used to estimate historical and future household demand based on household formation across the three population scenarios. Since housing demand does not directly translate 1:1 to housing starts, a regression model is used to estimate the historical relationship between estimated demand and actual housing starts. The result of this regression model is then used to project future housing starts based on estimated future demand derived from population growth by age cohorts.

Interest rates are considered in the model, with some adjustments made based on current expectations in the near term and then holding rates constant for the remainder of the projection period. While this assumption will not hold in the future, in the absence of a 25-year interest rate forecast, the results indicate how housing demand might evolve under current financing conditions and projected population change.

## Labour Force Projections

Using age data from each of the population projection scenarios, the labour force can be derived by looking at the recent historical ratio between the population aged 15 plus and the labour force. This ratio is then used to project future labour force based on population aged 15 plus in each of the projections. To convert CMA projections to municipal-level projections, data for the Winnipeg Economic Region (ER) is used. The Winnipeg Economic Region (ER) consists of the City of Winnipeg and the R.M. of Headingley.

With respect to employment, the latest unemployment rate forecast from Oxford Economics is applied to the labour force projections for the CMA and municipal level.

## Appendix C: Definitions

Below are some key definitions for concepts used in this report.

**Population (Census):** the number of Canadians whose usual place of residence is in that area, regardless of where they happened to be on Census Day. Also included are any Canadians staying in a dwelling in that area on Census Day and having no usual place of residence elsewhere in Canada, as well as those considered non-permanent residents.

**Population (Estimate):** population counts adjusted for census net under coverage and components of demographic growth since the last census. Note: all projection scenarios utilize and project population estimates, not census counts.

**Dependency Ratio:** this is ratio of dependents in the population (those aged 0 to 14 plus those aged 65 and over) to the total working aged population, which are those aged 15 to 64. A higher dependency ratio means a higher share of population is not of working age and more economically dependent on those of working age to provide social and economic supports needed by children and older persons.

**Housing Starts:** a housing start is defined as the beginning of construction work on the building where the dwelling unit will be located. Singles only include single-detached dwelling units and multis include semi-detached, row housing, and apartment dwelling units.

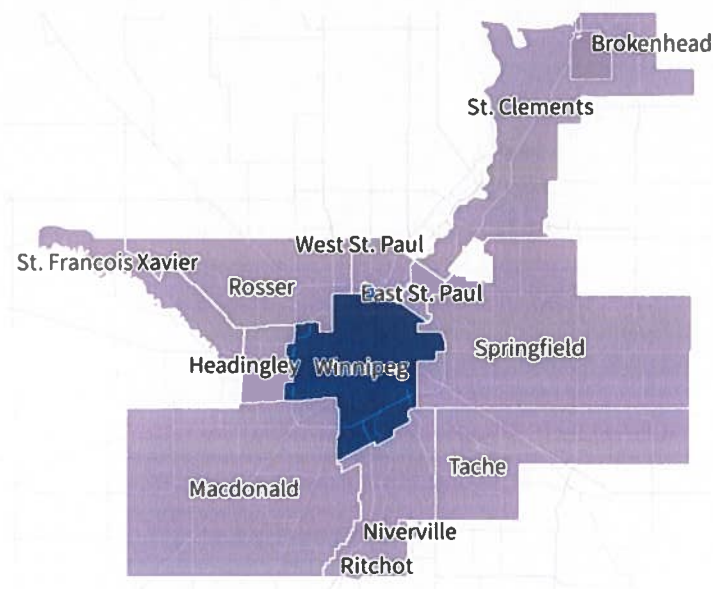
**Labour Force:** this represents the count of the population aged 15 and over that is either employed or unemployed during the reference period.

**Employment:** this represents the count of the population aged 15 and over that is employed during the reference period.

**Winnipeg Census Metropolitan Area (CMA):** This geographical definition from Statistics Canada is inclusive of the following municipalities: East St. Paul, Headingley, Macdonald, Niverville (added in 2021 and only included when referencing 2021 boundaries), Ritchot, Rosser, Springfield, St. Clements, St. Francois Xavier, Tache, West St. Paul, and the City of Winnipeg. The map on the right shows the municipalities in the Winnipeg CMA. For municipalities adjacent to Winnipeg to be included in the Winnipeg CMA, they must have a high degree of integration with the core (Winnipeg), as measured by commuting flows derived from data on place of work from the previous Census Program.

**Winnipeg Economic Region (ER):** This geographical definition from Statistics Canada is defined at the City of Winnipeg plus the R.M. of Headingley.

Map: Winnipeg Census Metropolitan Area (CMA)



# Appendix D: Projection Comparisons

Projections evolve over time as new and updated information becomes available. Further, differences in methodologies and assumptions across organizations may also cause a range of projections to be produced even if the same information is available.

The chart below shows the current baseline population projection for the Winnipeg CMA and compares it to previous projections made by the City of Winnipeg and other organizations. This is done to provide transparency and show how variation may occur depending on when a projection was produced and by whom it was produced by.

The current baseline projection has become more moderate relative to the City of Winnipeg’s August 2024 baseline population projection, owing to updated federal immigration targets which has reduced potential population growth in Manitoba and Winnipeg in the near-term if those federal immigration targets are met. However, recent benchmark projections all remain within the upper and lower ranges of the current projection.

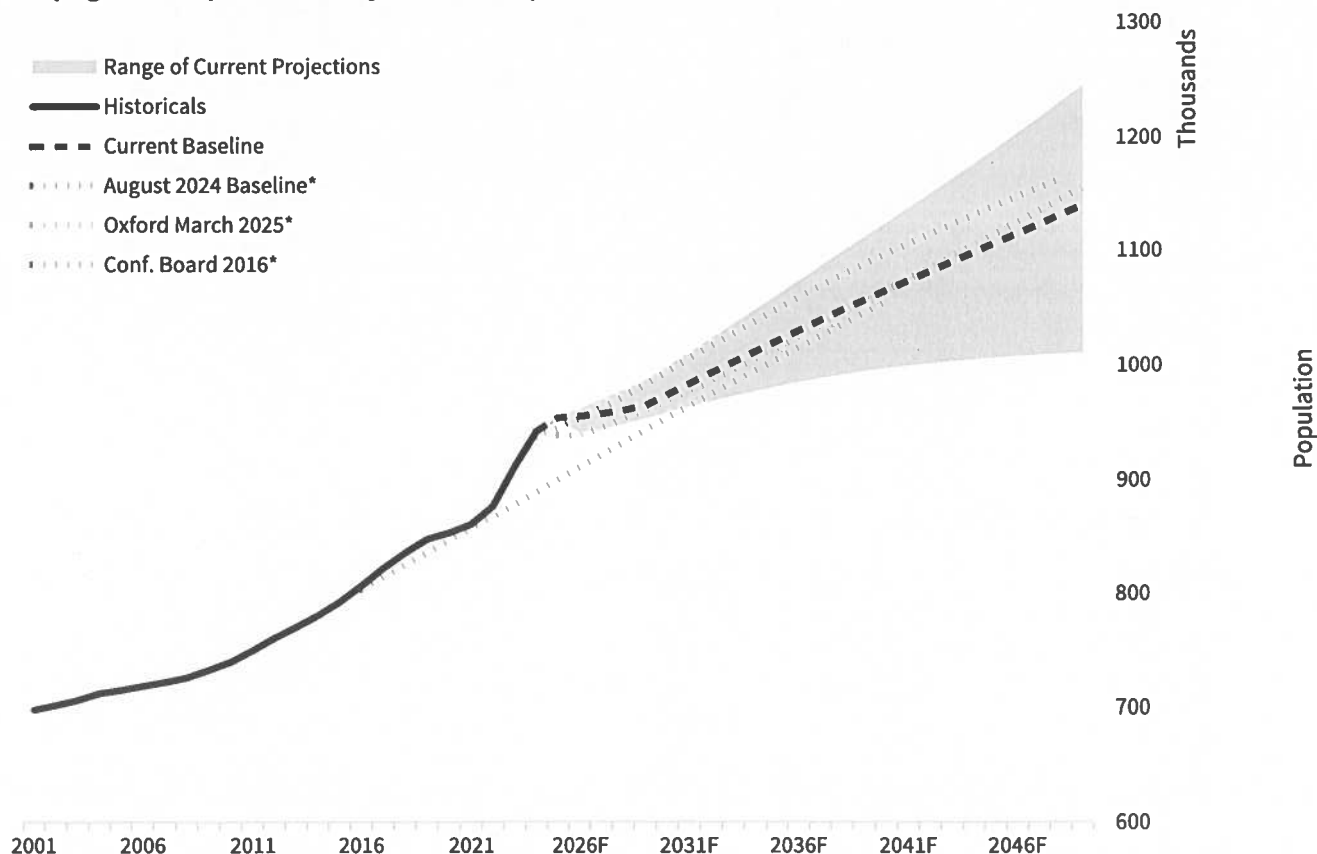
The source for comparison projections by data series is as follows:

**August 2024 Baseline:** produced by the City of Winnipeg in August 2024.

**Oxford March 2025:** produced by Oxford Economics in their March 2025 National Outlook for the Winnipeg CMA.

**Conference Board 2016:** Produced by the Conference Board of Canada as the basis for the City of Winnipeg’s 2016 Population, Housing, and Employment Forecast.

Winnipeg CMA Population Projection Comparisons



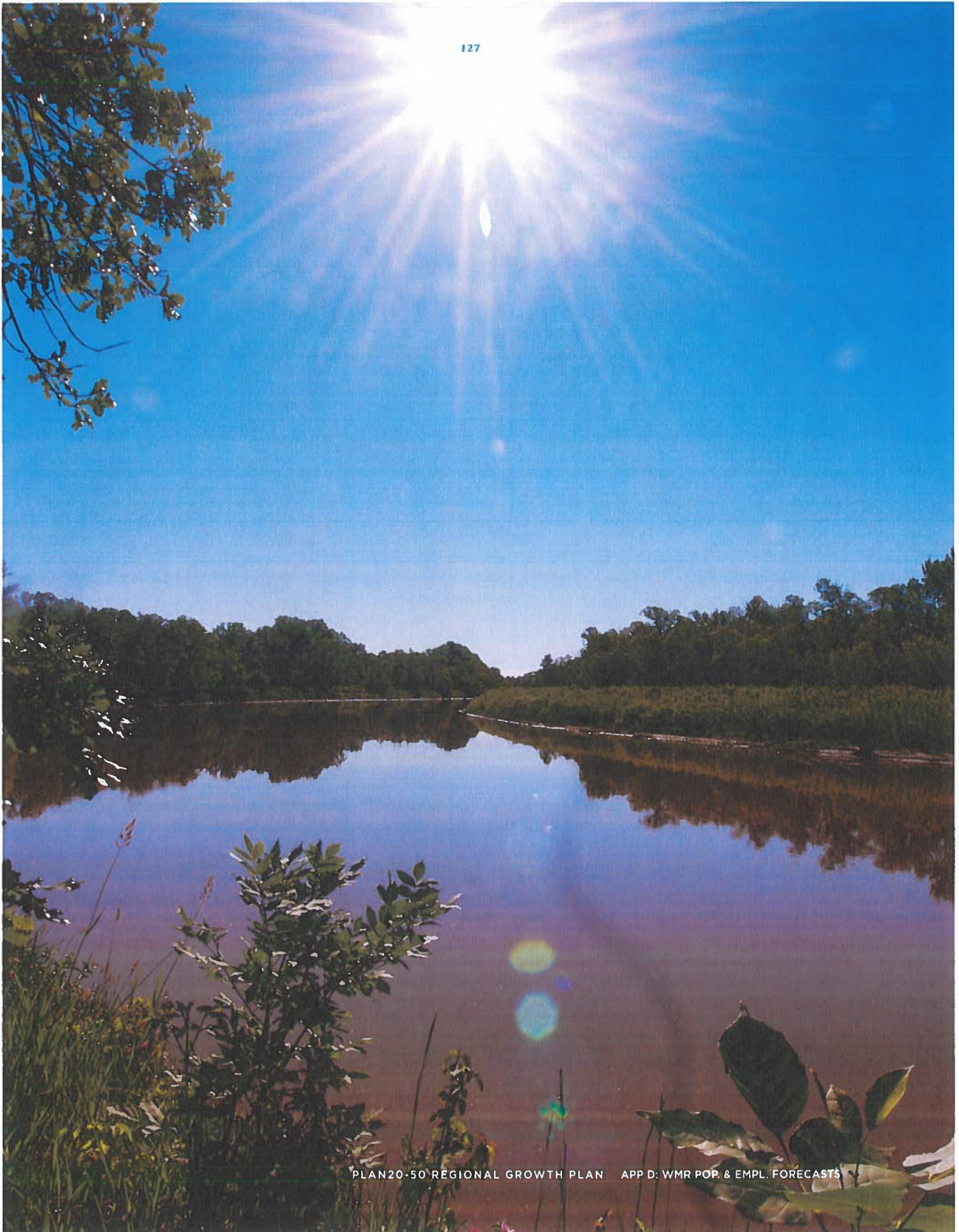


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APPENDIX D

# WMR POPULATION AND EMPLOYMENT FORECASTS

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**Population Forecast 2020 to 2050. Source: metro economics, urbanMetrics, 2020**

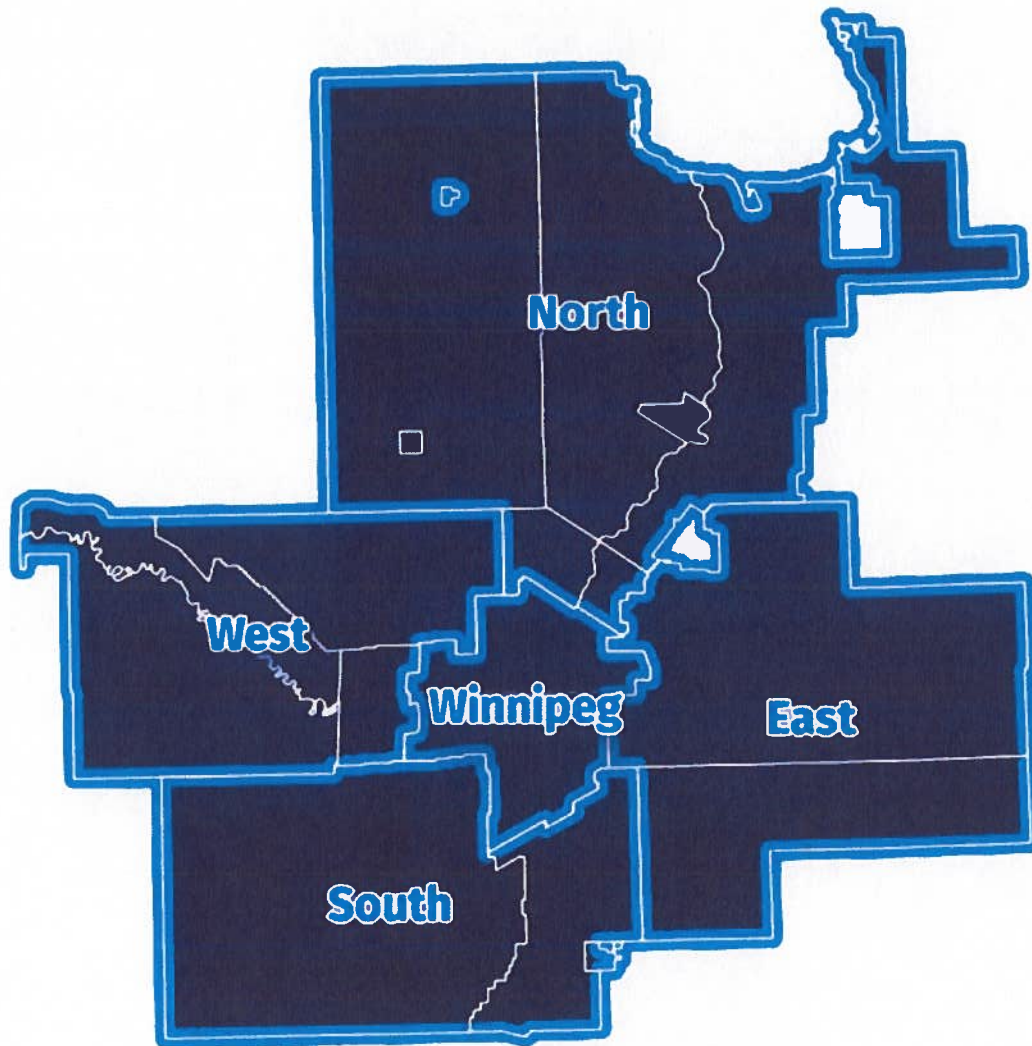
Municipality/Geography	2021 Census	Forecast scenario	2030	2040	2050
Cartier	3,344	Baseline	4,041	4,249	4,263
		High-growth	4,142	4,465	4,592
Dunnottar	989	Baseline	943	1,020	1,053
		High-growth	966	1,072	1,134
East St. Paul	9,725	Baseline	9,803	9,420	8,635
		High-growth	10,051	9,904	9,309
Headingley	4,331	Baseline	4,846	5,569	6,123
		High-growth	4,967	5,850	6,592
Macdonald	8,120	Baseline	10,476	12,692	14,668
		High-growth	10,735	13,328	15,787
Niverville	5,947	Baseline	6,786	8,361	9,823
		High-growth	6,953	8,779	10,571
Ritchot	7,469	Baseline	9,832	12,114	14,232
		High-growth	10,074	12,720	15,316
Rockwood	8,440	Baseline	7,343	6,462	5,412
		High-growth	7,530	6,796	5,839
Rosser	1,270	Baseline	1,380	1,276	1,123
		High-growth	1,415	1,342	1,211
Selkirk	10,504	Baseline	11,026	10,789	10,069
		High-growth	11,305	11,342	10,855
Springfield	16,142	Baseline	18,051	19,005	19,113
		High-growth	18,503	19,971	20,592

Municipality/Geography	2021 Census	Forecast scenario	2030	2040	2050
St. Andrews	11,723	Baseline	11,370	10,235	8,787
		High-growth	11,660	10,763	9,478
St. Clements	11,586	Baseline	11,354	10,895	9,971
		High-growth	11,641	11,454	10,751
St. François Xavier	1,449	Baseline	2,050	2,471	2,842
		High-growth	2,100	2,595	3,058
Stonewall	5,046	Baseline	5,489	5,554	5,349
		High-growth	5,627	5,837	5,765
Taché	11,916	Baseline	15,901	18,656	20,871
		High-growth	16,295	19,593	22,468
West St. Paul	6,682	Baseline	6,490	6,916	7,030
		High-growth	6,652	7,267	7,573
Winnipeg	749,607	Baseline	831,081	864,848	860,993
		High-growth	851,930	908,869	927,704
Winnipeg Metropolitan Region	874,290	Baseline	968,262	1,010,532	1,010,357
		High-growth	992,546	1,061,947	1,088,596

**Notes:**

The Population forecasts are generated using 2016 census data in an age-cohort survival and economic growth model. Forecasts will be updated as new census data is made available.

Employment Forecast 2020 to 2050. Source: metro economics, urbanMetrics, 2020.



**Quadrants—Except for Winnipeg, municipalities are grouped according to quadrants for employment forecasts.**

Quadrant/ Geography	Forecast scenario	2020	2030	2040	2050
East	Baseline	6,810	8,336	9,057	9,648
	High-growth	6,810	8,543	9,514	10,388
North	Baseline	15,712	17,717	17,684	17,264
	High-growth	15,712	18,161	18,583	18,602
South	Baseline	5,318	7,233	8,767	10,447
	High-growth	5,318	7,410	9,203	11,240
West	Baseline	6,101	7,162	7,498	7,739
	High-growth	6,101	7,340	7,878	8,335
Winnipeg	Baseline	324,896	388,151	410,874	425,918
	High-growth	324,896	397,789	431,653	458,717
Winnipeg Metropolitan Region	Baseline	358,837	428,599	453,879	471,016
	High-growth	358,837	439,241	476,832	507,282

**Notes:**

The employment forecasts are generated using 2016 census data in an age-cohort survival and economic growth model. Employment forecasts are grouped into quadrants (except for Winnipeg) as employment numbers for areas of lower population are more representative when aggregated. Forecasts will be updated as new census data is made available.



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[Home](#) > [Census of Population](#) > [Data products, 2021 Census](#)

> [Focus on Geography Series](#) > East St. Paul

## Focus on Geography Series, 2021 Census of Population

### East St. Paul, Rural municipality

Map

Data quality

Topic:

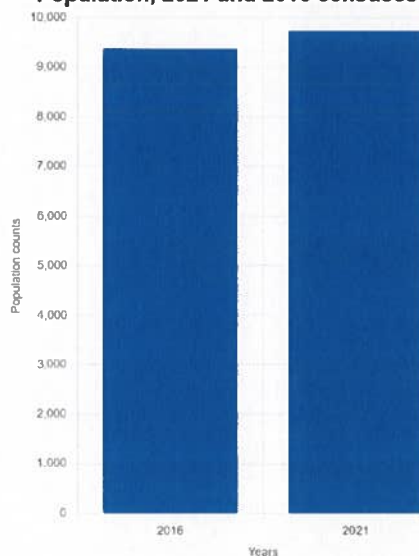
Population and dwelling counts

Geographic name:

East St. Paul, Rural municipality (Census subdivision), Manitoba

Submit

#### Population, 2021 and 2016 censuses



14

Provincial population rank: 14

3.8%

National population rank: 439 of 4,831

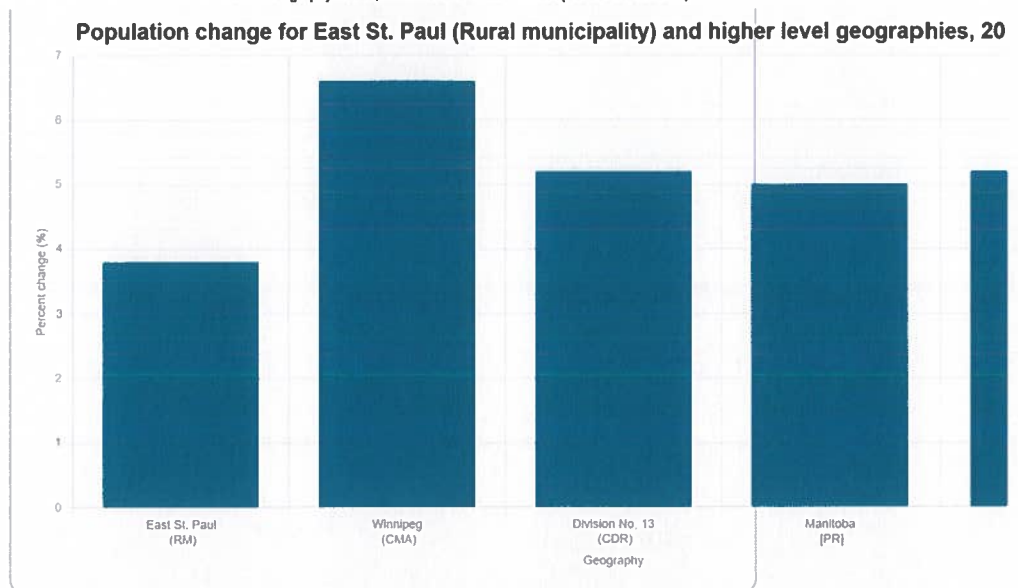
In 2021, the enumerated population of East St. Paul (Rural municipality), was 9,725, which represents a change of 3.8% from 2016. This compares to the provincial average of 5.0% and the national average of 5.2%.

6.2%

In 2021, there were 3,464 private dwellings occupied in East St. Paul (Rural municipality), which represent a change of 6.2% from 2016.

232.7

The land area of East St. Paul (Rural municipality) is 41.79 square kilometres and the population density was 232.7 people per square kilometre.



### East St. Paul (Rural municipality) – Neighbouring census subdivisions, population change, 2016 to 2021

Census subdivision (CSD) name	Type	Population		
		2021	2016	% change
<u>West St. Paul</u>	RM (Rural municipality)	6,682	5,368	24.5
<u>St. Clements</u>	RM (Rural municipality)	11,586	10,876	6.5
<u>Winnipeg</u>	CY (City)	749,607	705,244	6.3
<u>Springfield</u>	RM (Rural municipality)	16,142	15,342	5.2
<u>St. Andrews</u>	RM (Rural municipality)	11,723	11,913	-1.6

### Manitoba [PR] – Census subdivisions with 5,000-plus population with the highest population growth

Census subdivision (CSD) name	Type	Population		
		2021	2016	% change
<u>Niverville</u>	T. (Town)	5,947	4,610	29.0
<u>West St. Paul</u>	RM (Rural municipality)	6,682	5,368	24.5
<u>Neepawa</u>	T. (Town)	5,685	4,609	23.3
<u>Morden</u>	CY (City)	9,929	8,668	14.5
<u>Macdonald</u>	RM (Rural municipality)	8,120	7,162	13.4

### Manitoba [PR] – Census subdivisions with 5,000-plus population with the lowest population growth

Census subdivision (CSD) name	Type	Population		
		2021	2016	% change
<u>Thompson</u>	CY (City)	13,035	13,678	-4.7
<u>Rhineland</u>	MU. (Municipality)	5,819	5,945	-2.1
<u>St. Andrews</u>	RM (Rural municipality)	11,723	11,913	-1.6
<u>Portage la Prairie</u>	RM (Rural municipality)	6,888	6,975 (revised)	-1.2
<u>Portage la Prairie</u>	CY (City)	13,270	13,304	-0.3

[Next topic ➡](#)

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**Symbols:**

- ... not applicable
- .. not available for a specific reference period
- r revised
- E use with caution
- x suppressed to meet the confidentiality requirements of the *Statistics Act*

**Source:** Statistics Canada. 2021 Census of Population.

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**Date modified:**  
2025-12-09

# POPULATION CHANGE BY CENSUS SUBDIVISION

July 2025



For statistical purposes, Manitoba's municipalities are grouped into eight Economic Regions (ER). Smaller than an Economic Region, Census Divisions are also formed by aggregating municipalities. Reference maps are provided on pages 5 and 6. This table shows the association between Manitoba's Economic Regions and its Census Divisions.

Manitoba Population Estimates - Gender Total (July 1)					Minimum	Maximum
					Percent Change (%)	
Geography	2015	2020	2024	2025	2015 to 2025	2020 to 2025
<b>Manitoba</b>	<b>1,293,598</b>	<b>1,380,132</b>	<b>1,492,144</b>	<b>1,509,702</b>	<b>16.71</b>	<b>9.39</b>
<b>Southeast</b>	<b>118,008</b>	<b>129,660</b>	<b>142,811</b>	<b>145,963</b>	<b>23.69</b>	<b>12.57</b>
Division 01	18,159	19,909	20,584	20,882	15.00	4.89
Division 02	75,956	84,863	95,518	98,091	29.14	15.59
Division 12	23,893	24,888	26,709	26,990	12.96	8.45
<b>South Central</b>	<b>65,175</b>	<b>69,314</b>	<b>74,749</b>	<b>75,878</b>	<b>16.42</b>	<b>9.47</b>
Division 03	55,130	59,168	64,314	65,437	18.70	10.60
Division 04	10,045	10,146	10,435	10,441	3.94	2.91
<b>Southwest</b>	<b>114,846</b>	<b>120,837</b>	<b>128,086</b>	<b>129,480</b>	<b>12.74</b>	<b>7.33</b>
Division 05	13,269	13,405	13,674	13,733	3.50	2.45
Division 06	10,393	10,387	10,404	10,393	0.00	0.06
Division 07	69,499	73,637	79,914	81,164	16.78	10.22
Division 15	21,685	23,208	24,094	24,190	11.55	4.23
<b>North Central</b>	<b>50,323</b>	<b>52,138</b>	<b>55,645</b>	<b>56,389</b>	<b>12.05</b>	<b>8.15</b>
Division 08	13,848	14,053	14,992	15,140	9.33	7.74
Division 09	24,495	25,099	26,324	26,688	8.95	6.33
Division 10	11,980	12,986	14,329	14,561	21.54	12.13
<b>Winnipeg</b>	<b>717,789</b>	<b>772,273</b>	<b>847,190</b>	<b>855,628</b>	<b>19.20</b>	<b>10.79</b>
Division 11	717,789	772,273	847,190	855,628	19.20	10.79
<b>Interlake</b>	<b>92,963</b>	<b>98,895</b>	<b>105,318</b>	<b>107,575</b>	<b>15.72</b>	<b>8.78</b>
Division 13	49,753	52,320	56,366	58,241	17.06	11.32
Division 14	19,029	19,948	21,133	21,450	12.72	7.53
Division 18	24,181	26,627	27,819	27,884	15.31	4.72
<b>Parklands</b>	<b>41,902</b>	<b>42,074</b>	<b>42,316</b>	<b>42,376</b>	<b>1.13</b>	<b>0.72</b>
Division 16	9,956	10,031	10,477	10,600	6.47	5.67
Division 17	22,269	22,305	22,255	22,210	-0.27	-0.43
Division 20	9,677	9,738	9,584	9,566	-1.15	-1.77
<b>North</b>	<b>92,592</b>	<b>95,141</b>	<b>96,029</b>	<b>96,413</b>	<b>4.13</b>	<b>1.34</b>
Division 19	17,167	18,071	19,311	19,568	13.99	8.28
Division 21	22,422	22,355	21,567	21,406	-4.53	-4.25
Division 22	43,742	45,594	46,077	46,347	5.96	1.65
Division 23	9,261	9,121	9,074	9,092	-1.83	-0.32

Note: Minimum and Maximum Census Divisions are calculated for each percent change column.

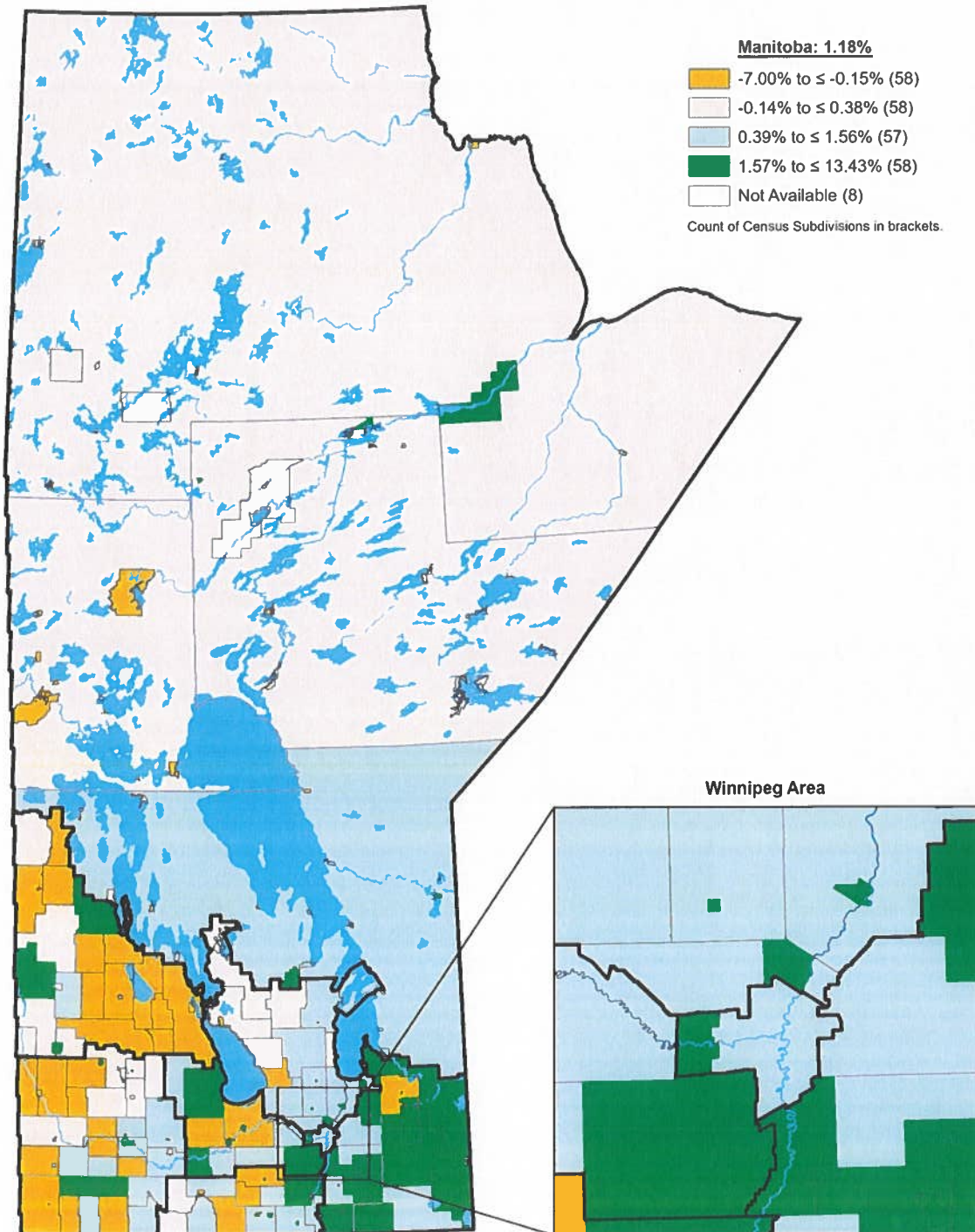
Source: Statistics Canada, Tables 17-10-0150-01 and 17-10-0152-01

January 14, 2026

Statistics Canada has released revised demographic estimates for 2021/22 onward. This MBS report incorporates all revisions.

## One-year Population Change by Census Subdivision - Manitoba

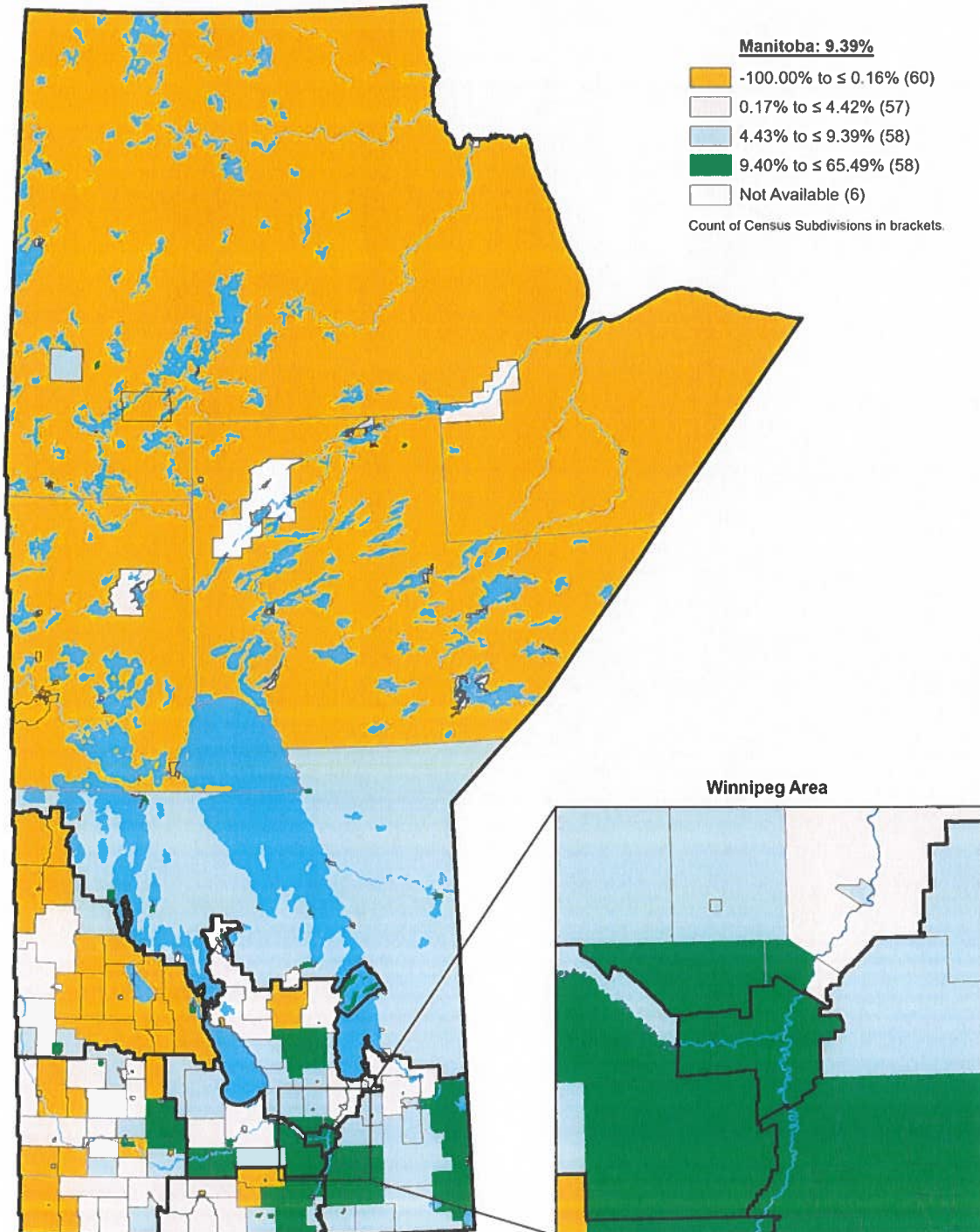
July 1, 2024 to July 1, 2025



Source: Statistics Canada, Table 17-10-0155-01

## Five-year Population Change by Census Subdivision - Manitoba

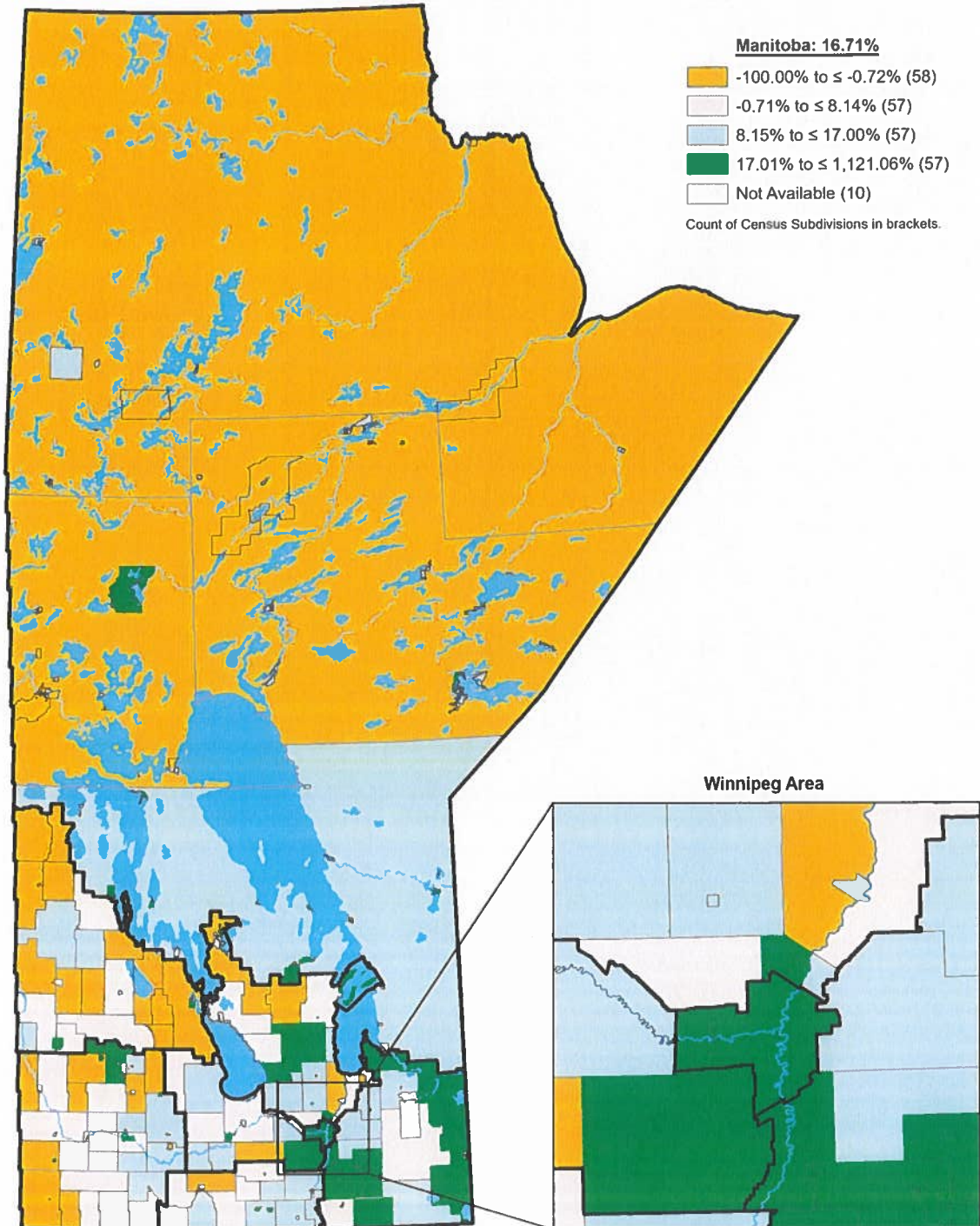
July 1, 2020 to July 1, 2025



Source: Statistics Canada, Table 17-10-0155-01

## Ten-year Population Change by Census Subdivision - Manitoba

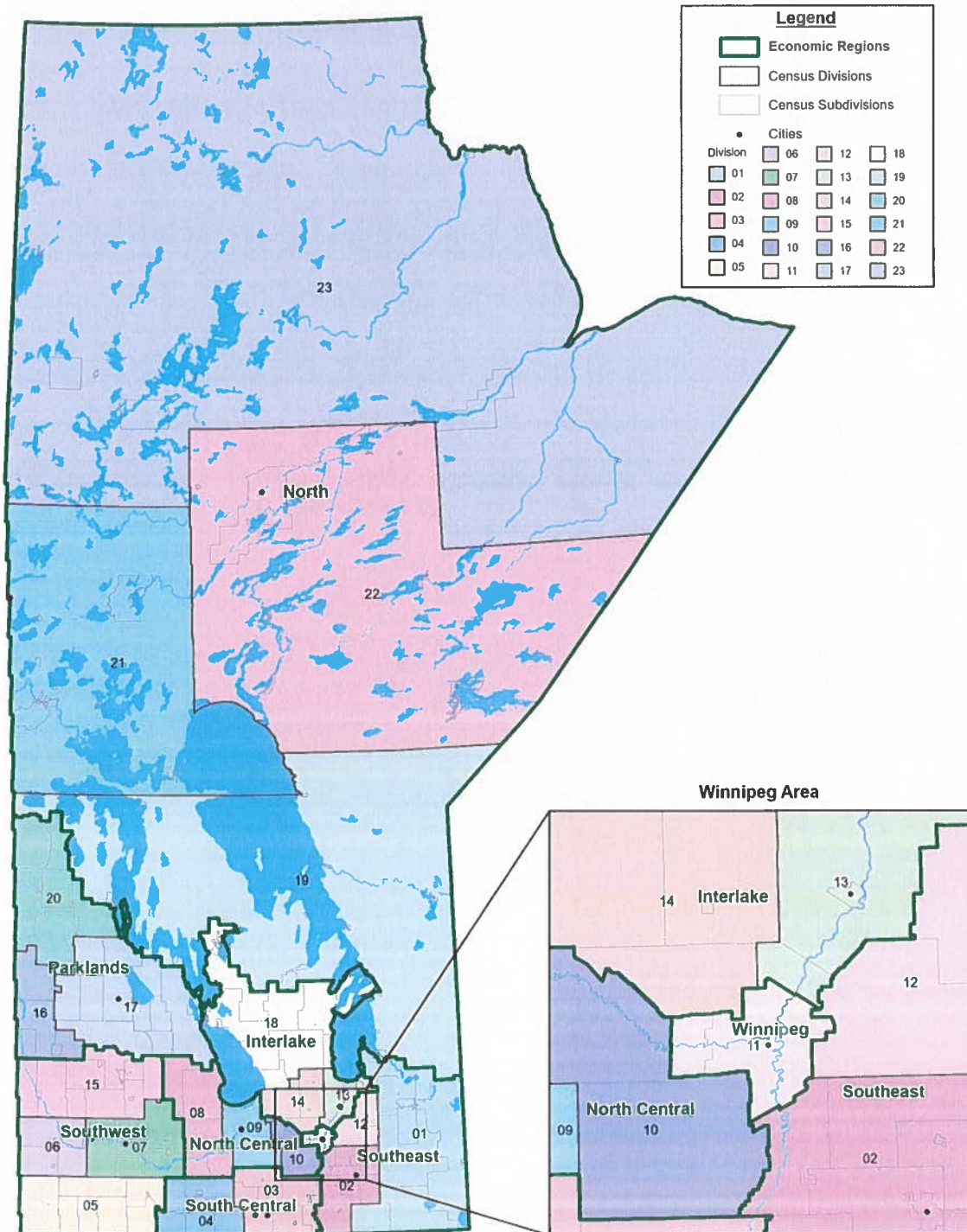
July 1, 2015 to July 1, 2025



Source: Statistics Canada, Table 17-10-0155-01

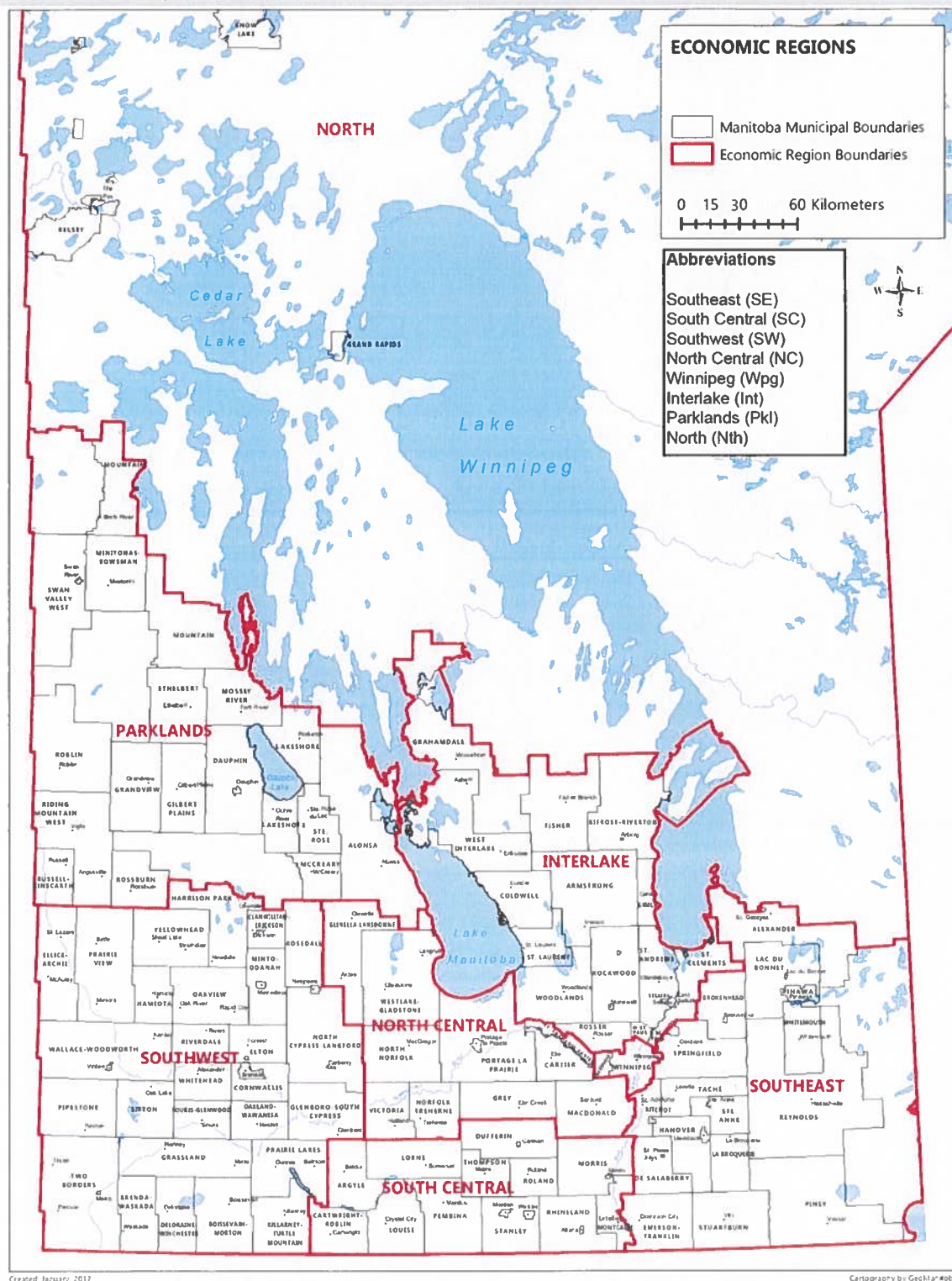
## Reference Map 1

Manitoba's Economic Regions - Showing Census Divisions and Subdivisions



Source: Statistics Canada (2021 Census Boundary Files & GeoSuite) and Natural Resources Canada (Hydrography from Topographic Data of Canada, CanVec)

## Reference Map 2



## Notes to Readers

### Population Estimate

Estimates are derived from Census counts, but are adjusted for net Census undercoverage, incompletely enumerated Indian reserves and demographic growth.

### Gender

Gender refers to an individual's personal and social identity as a man, woman or non-binary person (a person who is not exclusively a man or a woman).

Demographic estimates are available for the gender category "Men+" (includes men and/or boys, as well as some non-binary persons), and for the gender category "Women+" (includes women and/or girls, as well as some non-binary persons). Prior to 2021, the demographic estimates are based on the concept of sex at birth. Although gender and sex at birth are two different concepts, this change does not cause a significant break in the trend because the two concepts produce very similar distributions.

### Comparability over time

Estimates of population and demographic components may not be fully comparable over time due to seasonal effects, changes in methodologies and completeness of source data.

### Data Subject to Revision

The initial release of demographic estimates should be considered preliminary. In subsequent annual releases, estimates are updated, or finalized, using the standard procedure followed by Statistics Canada for decades.

### Small number warning

Population estimates for Census Subdivisions (CSDs) sometimes consist of small numbers, particularly if broken down by age and gender. Estimates with such a high degree of detail may show a level of uncertainty that is more important. Thus, estimates for smaller numbers should be interpreted with caution. In order to reduce this level of uncertainty, users are encouraged to create age groups meeting their needs and/or to group together more than one CSD.

## Effective with the May 2024 release

### Census Base

Postcensal estimates are based on the 2021 Census counts adjusted for census net undercoverage and for incompletely enumerated reserves and settlements.

### Census Geography

This report contains population estimates for census subdivisions (CSDs) according to the Standard Geographical Classification (SGC) 2021.

## Coming Up

### Next Release

January 13, 2027

Population Change by Census Subdivision for July 2026

## Related Links

For more information please visit the following websites:

Statistics Canada: <https://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&SDDS=3608>

Manitoba Bureau of Statistics: <https://www.gov.mb.ca/mbs/moreinfo.html?id=17>

- Manitoba Population Estimates by Census Subdivision - Table:  
[https://www.gov.mb.ca/mbs/publications/manitoba\\_csd\\_total\\_data.xlsx](https://www.gov.mb.ca/mbs/publications/manitoba_csd_total_data.xlsx)

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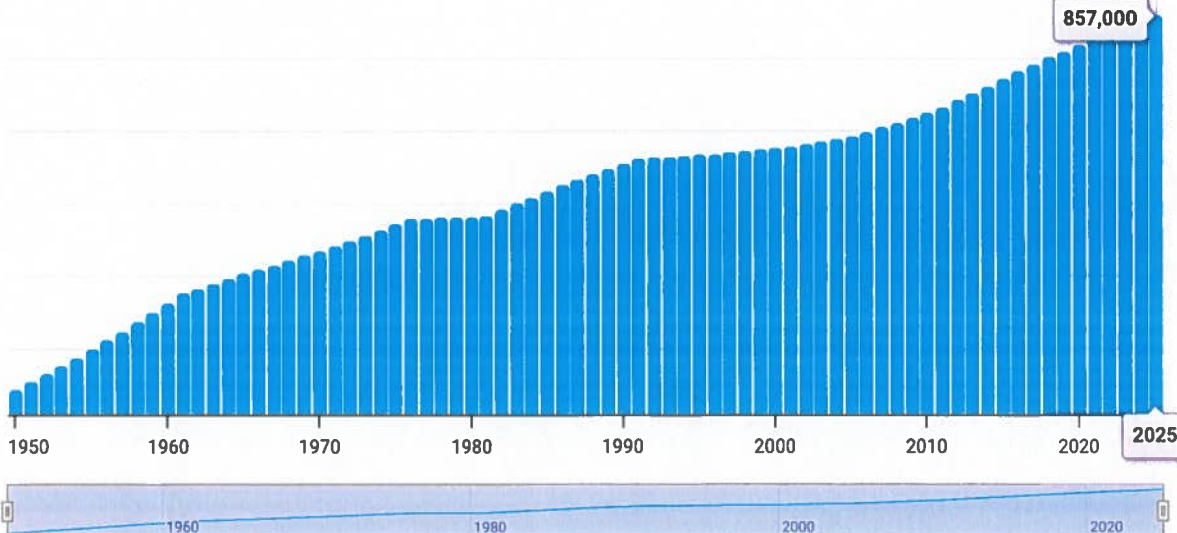
## Winnipeg, Canada Metro Area Population (1950-2026)

The current metro area population of Winnipeg in 2026 is **865,000**, a **0.93% increase** from 2025.

- The metro area population of Winnipeg in 2025 was **857,000**, a **0.94% increase** from 2024.
- The metro area population of Winnipeg in 2024 was **849,000**, a **0.95% increase** from 2023.
- The metro area population of Winnipeg in 2023 was **841,000**, a **0.96% increase** from 2022.

The full historical dataset is available for download here: [Winnipeg, Canada Metro Population | Historical Data | 1950-2026](#).

### Total Population

Zoom 10Y 20Y 30Y 40Y **All**

# **Service Sharing Agreement Summary**

## **Rural Municipality of St. Clements & Rural Municipality of East St. Paul**

### **Subject: Water & Wastewater Services**

#### **1. Overview**

This agreement formalizes the partnership between St. Clements and East St. Paul to provide water and wastewater services to the Henderson Highway corridor. It allows for development in East St. Paul to connect to St. Clements' regional infrastructure while ensuring that St. Clements is fully reimbursed for the costs of treatment and transport.

#### **2. Roles & Responsibilities (Who Does What?)**

##### **Wastewater (Sewer) Services**

- St. Clements' Role: Owns and operates the Donald Lift Station, Forcemains and Lift Stations going to and including the CIL Road Lagoon. St. Clements agrees to accept and treat wastewater from East St. Paul.
- East St. Paul's Role: Responsible for building, paying for, and maintaining the forcemain (pipeline) that carries wastewater from their municipality up to the Donald Lift Station.
- The Process: East St. Paul is responsible for the sewage until it hits the connection flange at the Donald Lift Station. Once it enters the station, it becomes St. Clements' responsibility to treat.

##### **Water Services**

- St. Clements' Role: Provides potable water treated at the East Selkirk Water Treatment Plant and delivered via the pipeline to Lockport.
- East St. Paul's Role: Installs the water main required to connect their residents to the system from Lockport.
- Shared Infrastructure: The section of water main between Lockport and the East St. Paul boundary is considered a "Shared Section" but will be maintained by St. Clements.
  - Cost Sharing: The construction cost of this specific section is split 50/50 between the two municipalities.

#### **3. Financial Terms (Who Pays for What?)**

The agreement is built on a "user-pay" and "cost-recovery" model to protect existing ratepayers.

- Capital Recovery (Connection Fees): East St. Paul must pay Connection Fees to St. Clements. This money pays St. Clements back for the millions of dollars

already invested in the Water Treatment Plant. Water Lines, Lagoon, Wastewater Conveyance System and the main pipeline to Lockport.

- Oversizing Payback: If pipes are built larger than immediately necessary (to handle future growth for both RMs), the agreement includes a formula to reimburse the party that paid for the extra capacity as new users connect.
- Operating Costs:
  - Volume Charges: East St. Paul will be billed quarterly based on the actual amount of water used and wastewater created.
  - Fixed Charges: Annual fees will cover a fair share of the fixed costs to run the plants (staff, hydro, maintenance), regardless of how much flow is sent.

#### **4. Risk Management & Governance**

- Duration: The agreement lasts for 20 years, providing long-term security for developers and residents. It can be renewed in 10-year blocks.
- Insurance: Both municipalities must carry \$5 million in liability insurance to protect against accidents or damages.
- Standards: All water and wastewater must meet strict Provincial environmental and safety standards.
- Dispute Resolution: If the municipalities disagree, there is a clear process:
  1. CAOs attempt to resolve it.
  2. Joint Council meeting.
  3. Binding Arbitration (legal 3rd party decision).
  - *Crucial services must continue flowing while any dispute is being resolved.*

#### **5. Summary of Benefits**

- For St. Clements: Generates revenue from spare capacity, lowers per-household operating costs for residents by sharing fixed expenses, and secures regional cooperation.
- For East St. Paul: Secures a reliable, long-term source of treated water and wastewater treatment without significant investments in existing plants.
- For the Region: Encourages private investment and development along the Henderson Highway and Red River corridor.



January 15, 2026

Nathan Mehling  
Project Manager  
Waterside Development Corporation  
Unit D, 236 Osborne Street,  
Winnipeg, MB. R3L 2W2

*Re: Clarification on Service-Sharing Context for Development Plan Amendment By-law No. 293/25 (RM of East St. Paul)*

On behalf of the Rural Municipality of St. Clements (the “RM”), we provide this letter for the Red River Planning District Board’s consideration of Development Plan Amendment By-law No. 293/25 and to clarify key aspects of regional service sharing and infrastructure context that relate to the Board’s review.

The RM of St. Clements has a longstanding commitment to regional cooperation in infrastructure provision and service sharing. Over the past several years, the RM has invested in municipal water and wastewater infrastructure to improve service capacity and environmental outcomes for both its own residents and neighbouring jurisdictions through service sharing agreements for use of infrastructure. These include investments in water main expansion, wastewater transmission mains, lift stations, and reservoir capacity increases. The agreement with East St. Paul will allow for:

- Improvement of overall public health and environmental protection by enabling conversion from private wells and septic systems to piped services;
- To enable economies of scale for service delivery across municipal boundaries; and
- Are funded in a manner that reflects user-pay principles typical of sustainable municipal infrastructure planning.

Rural Municipality of St. Clements  
Box 2, Group 35, RR 1  
1043 Kittson Road  
East Selkirk, Manitoba, R0E 0M0  
Office Phone: 204-482-3300  
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Toll Free: 1-888-797-8725  
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[www.rmofstclements.com](http://www.rmofstclements.com)

We understand that the proposed East St. Paul development would connect into an extension of wastewater and water infrastructure that would benefit both communities and aligns with the Province's encouragement of public intermunicipal cooperation and cost effectiveness in servicing expansion.

It is understood that the Province has highlighted the absence of a current Drinking Water and Wastewater Management Plan. The RM recognizes the importance of this document and supports its completion and submission as part of the broader process with the RRPD.

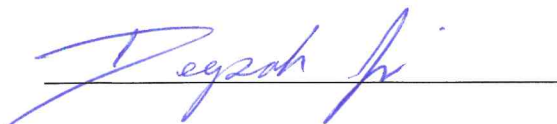
From a regional infrastructure perspective, the relevant supply of serviceable land cannot be understood in isolation from servicing availability. In East St. Paul, servicing constraints have effectively limited development on lands that are designated for residential use but remain undevelopable due to moratoriums that restrict new connections until servicing solutions are realized. Redirecting long-term planning to areas where servicing solutions are underway helps ensure that land redesignations translate into actual developable supply rather than theoretical allocations unsupported by infrastructure.

The service sharing in this case is to advance a structured, service-backed expansion that consolidates growth adjacent to existing infrastructure corridors and help to improve the environmental and social outcomes.

The RM supports the need for provincial policy review and the RRPD's obligations under The Planning Act are fully respected, while also providing the Board with the factual, municipal perspective on regional servicing and infrastructure realities.

The RM of St. Clements supports thorough, evidence-based planning decisions that reflect both provincial policies and local context. The RM recognizes that intermunicipal infrastructure partnerships and service sharing arrangements described above form a critical part of the regional foundation upon which future growth can successfully occur.

Respectfully submitted,



Deepak Joshi,  
Chief Administrative Officer  
Rural Municipality of St. Clements

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## **Rural Municipality of St Clements**

1043 Kittson Road, Manitoba, R0E 0M0

Tel: (204) 482-3300

www.rmofstclements.com

28 October, 2025

### **RESOLUTION**

**Resolution # 2025-593**

**Moved by:** Glen Basarowich

**Seconded by:** Dave Sutherland

WHEREAS the Rural Municipalities of St. Clements and East St. Paul have identified opportunities for regional infrastructure sharing and have passed resolutions and are entering into agreements to support collaboration;

AND WHEREAS shared planning and oversight are necessary for the successful implementation of major infrastructure projects;

THEREFORE BE IT RESOLVED THAT Council commits to working together and hereby authorizes the establishment of a Joint Infrastructure Committee composed of the CAO's, Administrative Staff and two Council representatives each from both St. Clements and East St. Paul to oversee the planning and implementation of shared major infrastructure projects. The Joint Infrastructure Committee will report back to Council with:

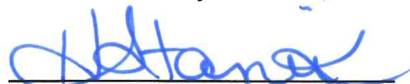
- Assessment of the technical, financial, and environmental aspects of connecting East St. Paul to St. Clements' Water and Wastewater Systems.
- Establishment of a Wastewater and Water Servicing Partnership with a fair and equitable cost-sharing model for both initial infrastructure investments and ongoing operational costs.
- Collaboration on joint funding applications for provincial and federal infrastructure grants to support the shared services projects.
- Development of a governance agreement outlining clear decision-making processes, operational responsibilities, and dispute resolution mechanisms for the shared infrastructure.

BE IT FURTHER RESOLVED THAT Councillors Scott Spicer and Rob Belanger are appointed to the Joint Infrastructure Committee.

**Carried**

CERTIFIED to be a true and correct copy of Resolution 2025-593 passed by Council on October 28, 2025.

Dated this 30th day of October, 2025.



Heather Stanik, CMMA  
Manager of Administration

# Rural Municipality of St Clements

1043 Kittson Road, Manitoba, R0E 0M0

Tel: (204) 482-3300

www.rmofstclements.com

23 July, 2024

## RESOLUTION

**Resolution # 2024-378**

**Moved by:** Glen Basarowich

**Seconded by:** Scott Spicer

WHEREAS the Municipalities of St. Clements and East St. Paul have identified potential opportunities for regional infrastructure sharing;

AND WHEREAS collaboration on major infrastructure could lead to more efficient, cost effective, and environmentally sound management practices for both municipalities;

AND WHEREAS regional infrastructure sharing aligns with the goals of promoting economic growth, protecting the environment, increasing resilience against climate change, and addressing servicing needs for population growth;

THEREFORE BE IT RESOLVED THAT Council commits to working together and hereby authorizes the establishment of a Joint Infrastructure Committee composed of representatives from both St. Clements and East St. Paul to oversee the planning and implementation of shared major infrastructure projects. The Joint Infrastructure Committee will report back to Council with:

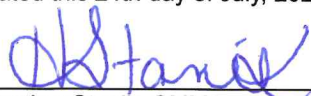
- Assessment of the technical, financial, and environmental aspects of connecting East St. Paul to St. Clements' East Selkirk lagoon system and future expansion with the East St. Paul Wastewater Plant.
- Establish a Wastewater Servicing Partnership with a fair and equitable cost-sharing model for both initial infrastructure investments and ongoing operational costs.
- Collaborate on joint funding applications for provincial and federal infrastructure grants to support the shared wastewater project.
- Development of a governance agreement outlining clear decision-making processes, operational responsibilities, and dispute resolution mechanisms for the shared infrastructure.

BE IT FURTHER RESOLVED THAT the Chief Administrative Officer is hereby authorized and directed to take all necessary actions to implement this resolution.

**Carried**

CERTIFIED to be a true and correct copy of Resolution 2024-378 passed by Council on July 23, 2024.

Dated this 24th day of July, 2024.



Heather Stanik, CMMA  
Manager of Administration

# Decision Paper



**Date:** December 5, 2025

**Initiated by:** CAO

**Subject:** Authorization of Service Sharing Agreement – Henderson Highway Corridor & Regional Infrastructure

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## Issue

The Rural Municipality of St. Clements and the Rural Municipality of East St. Paul have collaborated on a draft Service Sharing Agreement to facilitate the connection of water and wastewater services along the Henderson Highway corridor. To provide the necessary certainty for private investment and development planning, Council must formally approve the terms of the agreement and authorize its execution, subject to the review of the Joint Infrastructure Committee.

## Background

### Certified Resolutions & Joint Planning

- Resolution 2024-378 & 2025-462: Council previously committed to collaborative exploration of regional infrastructure solutions and established the Joint Infrastructure Committee to oversee technical and financial planning.
- WSP Capacity Study (November 2025): A technical review of the St. Clements Regional Water & Sewer System has been completed. The study confirms that while the East Selkirk Lagoon faces organic loading pressures from truck-hauled septage, sufficient hydraulic capacity exists to accommodate immediate growth if specific management strategies are implemented.

### Key Terms of the Service Sharing Agreement (2025):

The proposed agreement establishes a comprehensive legal and operational framework for the partnership. Key provisions include:

- Service Boundaries & Ownership:
  - Wastewater: East St. Paul is solely responsible for the design, construction, and maintenance of the forcemain up to the "Point of Delivery" (the connection flange at the Donald Lift Station). St. Clements

retains full ownership and operational control of the Donald Lift Station and the CIL Road Lagoon.

- Water: The "Shared Section" of the water main (from Lockport to the municipal boundary) will be cost-shared on a 50/50 basis. East St. Paul pays "Connection Fees" to St. Clements to recover capital investment in the existing base infrastructure (treatment and conveyance) up to Lockport.
- Financial Mechanisms:
  - Billing: St. Clements will invoice East St. Paul quarterly for flow-based volume charges and annually for fixed service charges.
  - Oversizing Payback: The agreement includes an "Oversizing Payback" mechanism to reimburse costs if infrastructure is sized larger than currently needed to accommodate future regional connections.
  - Rates: Rates will be established by mutual agreement to cover operating costs, buy-in charges, and capital recovery.
- Risk Management & Governance:
  - Term: The agreement is in force for 20 years, renewable in 10-year increments, providing long-term security for both municipalities.
  - Insurance & Liability: Both municipalities must maintain liability insurance (minimum \$5,000,000) and indemnify each other against negligence.
  - Dispute Resolution: A structured process is defined, escalating from the CAOs to a Joint Council session, and finally to binding arbitration under The Arbitration Act if unresolved. Service must continue without interruption during any dispute.

## **Analysis**

The RM of St. Clements has completed an Infrastructure & Capacity Strategy to ensure St. Clements can meet its obligations under this agreement without compromising existing services, the administration has identified short, medium, and long-term strategies based on the WSP Capacity Study:

- Short-Term (Immediate Action):
  - Wastewater: The East Selkirk Lagoon currently has spare hydraulic capacity (only 45% utilized). Organic overload is driven by external septage hauling (66% of load). The RM will implement policy restrictions on non-resident septage dumping to reclaim capacity equivalent to 256

ERUs. Additionally, an aeration system upgrade (diffusers and blowers) will be prioritized to support an additional 740 ERUs.

- Water: The existing Lockport pipeline and Water Treatment Plant (WTP) capacity are sufficient for immediate connections.
- Reservoir: Construction of satellite reservoir capacity to support fire protection and peak demands.
- Medium-Term:
  - WTP Expansion: Installation of a third Reverse Osmosis (R-O) train and development of additional supply wells to provide redundancy and meet regional demand (projected ~3,730 ERU total).
- Long-Term:
  - Continuous Discharge: Transitioning the lagoon from seasonal to continuous discharge (e.g., SAGR or MBBR process) to support full regional build-out and long-term population growth scenarios outlined in Plan 20-50.

### **Financial & Economic Implications**

- Certainty for Investment: Private developers require a signed Service Sharing Agreement to finance and construct the connector infrastructure (forcemains and water mains), which will be installed at no cost to St. Clements.
- Cost Recovery: The agreement includes "Connection Fees" and "Oversizing Payback" mechanisms, ensuring St. Clements recovers capital investments in base infrastructure and that growth pays for growth.
- Operational Efficiency: Sharing fixed operational costs with East St. Paul reduces the per-household burden on St. Clements ratepayers.

### **Recommendation**

That Council adopt a resolution approving the Service Sharing Agreement. This action demonstrates a firm commitment to the partnership, allowing private developers to proceed with critical infrastructure investments while St. Clements implements the necessary capacity management strategies.

## **Draft Resolution:**

**WHEREAS** the Rural Municipality of St. Clements and the Rural Municipality of East St. Paul have negotiated a Service Sharing Agreement to provide regional water and wastewater services along the Henderson Highway corridor;

**AND WHEREAS** the WSP Capacity Study (November 2025) confirms that service capacity can be managed through a combination of policy adjustments regarding external septage hauling and targeted infrastructure upgrades;

**AND WHEREAS** a formal agreement is required to provide the certainty necessary for private developers to fund and construct the connecting infrastructure;

**THEREFORE BE IT RESOLVED THAT** Council approves the terms of the Service Sharing Agreement between the Rural Municipality of St. Clements and the Rural Municipality of East St. Paul as presented;

**AND BE IT FURTHER RESOLVED THAT** the CAO and Mayor are hereby authorized to sign and execute the Service Sharing Agreement upon recommendation by the Joint Infrastructure Committee and final legal review;

**AND BE IT FURTHER RESOLVED THAT** Council commits to implementing the short-term capacity strategies identified in the WSP Capacity Study, specifically the restriction of non-resident septage hauling and the upgrading of lagoon aeration systems, to ensure sufficient organic capacity for the partnership;

**AND BE IT FURTHER RESOLVED THAT** Council directs Administration to submit a formal request to the Manitoba Water Services Board (MWSB) for technical support and cost-sharing funding to advance the medium and long-term regional strategies, including the expansion of the Water Treatment Plant and the transition of the lagoon to continuous discharge.

## **References**

- Service Sharing Agreement 2025 Summary
- Water & Wastewater Capacity Summary
- Certified Resolution 2025-593
- Certified Resolution 2025-462
- Certified Resolution 2024-378



## Development Plan

Red River Planning District By-Law 292/19

### Designation

- Agriculture Restricted
- Floodway
- General Development
- Industrial
- Rural Residential
- Settlement Centre

Land Area being proposed for services and development are less than the gross land area currently designated that is undevelopable due to the Development Moratorium in place since 2020.

All this land will be fully serviced by a developer led and funded regional servicing plan. This regional approach will enable services in the broader region and enable East St Paul to capture growth that currently cannot be accommodated.

This growth would have been projected in the 2020 Development Plan and resulted in the designation of these lands to accommodate growth, which they cannot.

This proposal by Waterside enables the RM of East St Paul to capture the intended growth that they projected in their 2020 Development Plan that cannot otherwise be realized.

Designated Land Subject to Development Moratorium due to No Capacity to Provide Waste Water Treatment or Water  
All this land has been without services since the Development Moratorium put into effect by council in 2020.



Apr. 20, 2023

0 250 500 1,000 1,500 2,000 Meters

