Minutes – Council – May 22, 2025

Minute No. 303
Report – Standing Policy Committee on Property and Development – May 8, 2025

Item No. 10 **Secondary Plan – South of Station Place (Lot 1, Plan 55240)**
(Fort Rouge-East Fort Garry Ward)
File SP 1/2025 [c/r SPA 1/2025 and DAZ 200/2025]

COUNCIL DECISION:

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

1. That first reading be given to By-law No. 26/2025 (the "By-law", a draft of which is attached as Appendix "A" to this report) to adopt the Yards at Fort Rouge Area Master Plan as a Secondary Plan By-law in accordance with this report.

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

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

Report – Standing Policy Committee on Property and Development – May 8, 2025

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 13, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 8, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 1, 2025, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

PUBLIC HEARING SUMMARY

File: SP 1/2025

Before: City Centre Community Committee
Councillor Rollins, Chairperson
Councillor Gilroy

Public Hearing: May 1, 2025
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject:



Premises Affected: South of Station Place (Lot 1, Plan 55240)

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

Prepared by: Pieter Prinsloo, Senior Committee Clerk
City Centre Community Committee

Report date: May 1, 2025

Community Committee Recommendation:

On May 1, 2025, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That Council give first reading to By-law No. 26/2025 (the "By-law", a draft of which is attached as Appendix "A" to this report) to adopt the Yards at Fort Rouge Area Master Plan as a Secondary Plan By-law in accordance with this report.

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

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

The City Centre Community Committee provided the following supporting reasons for its recommendation:

1. This has been a major redevelopment side for years in front of Council, the Secondary Plan is required for the major redevelopment site, this mixed-use development has a high density and people want to move in.

2. I'm really encouraged with the work that has gone on years to get these buildings ready and have been grateful to those involved to be part of that as the local councillor.

3. These buildings do ensure a good design according to our policy, namely Complete Communities, but it has also been an area that I have a lot of demand for and calls from, people want us to move on because people want to move out of their parents house.

4. It is good to get this done today for the reasons stated in the public service report.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 0 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated January 15, 2025 2. Notification of Public Hearing dated March 14, 2025 3. Report from the Urban Planning Division dated March 27, 2025 4. Presentation in support of the application, submitted by McGowan Russell Group and MMP Architects on April 30, 2025

REPRESENTATIONS:

In Support:

Michael Dickson
Russell Krepart
Susan Russell
Kyle Wires-Munro

In Opposition:

Nil

For Information:

Nil

For the City:

A. Ross, Senior Planner, Planning, Property and Development Department
E. Allan, Planner, Planning, Property and Development Department

Exhibit “3” referred to in File SP 1/2025

ADMINISTRATIVE REPORT

Title: SP 1/2025 (By-law No. 26/2025) Conversion of the Yards at Fort Rouge Area Master Plan (PD-020) to Secondary Plan By-law – Public Hearing Report

Critical Path: City Centre Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
Evan Allan RPP, MCIP	N/A	N/A	N/A

EXECUTIVE SUMMARY

An application has been received by the Urban Planning and Design Division to amend the *Yards at Fort Rouge Area Master Plan – Policy Number PD-020*. In accordance with recent changes to *The City of Winnipeg Charter*, all secondary plans shall be adopted or amended by by-law.

To facilitate the proposed amendment to the current non-statutory *Yards at Fort Rouge Area Master Plan,* the plan must be adopted by Council as a statutory secondary plan by-law, following which, an amendment to the by-law can be carried out, as required by *The City of Winnipeg Charter*. The City of Winnipeg Public Service has initiated a secondary plan application process to facilitate this change.

This proposed statutory secondary plan by-law will contain the existing *Master Plan* as an appendix and will maintain the existing goals, principles, policies and format as the existing *Master Plan* document.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 26/2025 (the “By-law”, a draft of which is attached as Appendix “A” to this report) to adopt the *Yards at Fort Rouge Area Master Plan* as a Secondary Plan By-law in accordance with this report.
2. That following First Reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.
3. That the proper officers of the City of Winnipeg be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

An application has been received to amend the existing *Yards at Fort Rouge Area Master Plan,* which was endorsed by Council on December 15, 2010 as a non-statutory Council Policy (PD-020).

Section 234.7(1) of *The City of Winnipeg Charter S.M. 2002, c.390 (The Charter)* states that all secondary plans shall be adopted or amended by by-law and shall be subject to the same adoption and approval process required for a zoning by-law or an amendment to a zoning by-law. To facilitate the amendment of the *Yards at Fort Rouge*, it must be adopted as a secondary plan by-law.

Only Council can enact a by-law. A public hearing is required to be held in advance of first reading of a secondary plan by-law (*Charter* section 234(3) and 236.1(2)).

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Yards at Fort Rouge Secondary Plan By-law No. 26/2025 will be adopted in accordance with Appendix "A" for this report and given first reading.

HISTORY/DISCUSSION

BACKGROUND

- On December 15, 2010, Council endorsed as non-statutory *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020 (The Master Plan).* The *Master Plan* provides detailed vision, directions and strategies for the redevelopment of the Fort Rouge Yards Major Redevelopment site as a Transit Oriented Development (TOD). The *Master Plan* contains the general development concept based on TOD principles and provides detailed strategies for land use, open space and parks, urban design, transportation, and the environment.

- On May 27, 2014, Council endorsed an amendment to the *Master Plan,* which added a +/- 4 acre parcel to the north of the original plan area to accommodate 180 dwelling units.

- On September 22, 2022, Council endorsed an amendment to the *Master Plan* to re-allocate the permitted number of dwelling units in the plan area by removing 168 dwelling units from the "High-Rise Development" area and placing these dwelling units in the "Low-Rise Development" area and to alter the approximate number of dwelling units/acre (DUA) from 170 DUA to 110 DUA in the "High-Rise Development" area and from 35 DUA to 48 DUA in the "Low-Rise Development" area. The amendment was necessary to facilitate the development of a four-storey, 263-unit apartment on the subject property with approximately 305 parking stalls.

  The proposed amendments endorsed in 2022 resulted in no change to the total number of dwelling units allowed in the combined "Low-Rise Development" and "High-Rise Development" areas, which remained at 900 units.

- On January 30, 2025, an application was received to amend the *Master Plan* under SPA 1/2025 to re-allocate 27 surplus dwelling units from the “Fort Rouge Station Lands” to the “High-Rise Development” area and to amend Section 2.1 and 4.1 to increase the maximum building height in the “High-Rise Development” area to align with heights permitted in the *Yards at Fort Rouge Planned Development Overlay 1* in *Schedule “P”* of the *City of Winnipeg Zoning By-law No. 200/2006*.

  Section 234.7(1) of *The City of Winnipeg Charter S.M. 2002, c.390 (The Charter)* states that all secondary plans shall be adopted or amended by by-law and shall be subject to the same adoption and approval process required for a zoning by-law or an amendment to a zoning by-law. To facilitate the amendment of the non-statutory *Yards at Fort Rouge Area Master Plan*, it must be adopted as a secondary plan by-law.

- On October 9, 2024, the City initiated the process to convert the existing *Yards at Fort Rouge Area Master Plan* into a secondary plan by-law.

FINANCIAL IMPACT

Financial Impact Statement Date: April 22, 2025

Project Name:

SP 1/2025 (By-law No. 26/2025) Conversion of the Yards at Fort Rouge Area Master Plan (PD-020) to Secondary Plan By-law – Public Hearing Report

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn April 22, 20252
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues.

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 (OW 2045)

The Plan Area is located entirely in an area designated as "Major Redevelopment Site" in OW 2045 and the Complete Communities Direction Strategy 2.0 (CCDS 2.0). The City Building section of OW 2045 provide the following direction for Major Redevelopment Sites:

6.26 Major Redevelopment Sites
Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process.

6.11 Secondary Plans
The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan's goals. Complete Communities will provide more specific direction with regard to secondary plan content.

CCDS 2.0, Map 8 – "Map of Major Redevelopment Sites", identifies the Plan Area as being located entirely within Major Redevelopment Site "E". Section C5 of CCDS 2.0 provides the following direction for Major Redevelopment Sites:

Goal 1 – *Require development in Major Redevelopment Sites to be guided by a secondary plan.*

1.1 Secondary Plans – Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process, culminating in a secondary plan.

Goal 3 – *Design Major Redevelopment Sites as complete communities that embody principles of sustainability within a well-designed, walkable, and active transportation friendly environment.*

3.1 Mixed Use – Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that complements the needs of adjacent communities.

3.4 Compatibility – Encourage the transition of development towards the outer edges of Major Redevelopment Sites so that it is sensitive to the scale, massing, height, form and character of the surrounding area.

3.7 Housing – Support a range of different types, tenures and unit sizes in housing opportunities.

3.8 Complete Streets – Promote complete streets, enabling save and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health, and active transportation.

The proposed secondary plan is consistent with the policies of both OW 2045 and CCDS 2.0.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density

4.1 Increase strategic infill development that provides access to and capitalize on existing and planned corridors with frequent transit service.

4.2 Ensure new areas of growth are designed according to the principles of complete communities.

4.4 Support redevelopment of former commercial and industrial lands into active use.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) by aligning with the following goals and objectives:

GOAL 2: The City Actively Plans for and Partners in Affordable Housing

A. The City's capacity and commitment to advancing affordable housing initiatives are increased.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, RPP, MCIP
Date: March 27, 2025
File No: SP 1/2025

Attachments:

Appendix "A" – Draft By-law

Appendix "B" – *Yards at Fort Rouge Area Master Plan (PD-020)*