Minutes – Executive Policy Committee – July 8, 2025

REPORTS

Item No. 19 Rezoning – Southeast of Paulette Duguay Street and Ibrahima Diallo Avenue
(St. Boniface Ward)
File DAZ 210/2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Riel Community Committee and recommended to Council:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMF-L" Residential Multi Family Large District, in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 16, 2025, and attached as Schedule "C" to this report, subject to the following conditions:

    A. That the owner of the subject land (The "Owner") enter into a Zoning Agreement with the City of Winnipeg pursuant to Subsection 240(1) of the City of Winnipeg Charter in accordance with the following:

        i. That the Owner must submit plans showing the location and design of any and all proposed:

            a. Principal buildings
            b. Accessory parking areas
            c. Private approaches
            d. Garbage enclosures
            e. Lighting
            f. Fencing
            g. Landscaping
            h. Free-standing signage

        On the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") and the Riel Community Committee for approval prior to the issuance of any building or development permit and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

ii. Any buildings containing residential units on the Owner's land must:

a. Be designed and constructed as a sprinklered building as defined by the Manitoba Building Code and be in full conformance with the requirements for sprinklered buildings as per the Manitoba Building Code, and the Manitoba Fire Code and to the satisfaction of the Director, and

b. That the building must contain central air conditioning.

iii. Row dwellings will not have individual dwelling unit vehicular access to a collector road.

iv. That single-family and two family dwellings shall not be permitted on the Owners Land.

v. The Owner, at no expense to the City shall:

a. Install notification signage in both English and French informing of the potential odour and/or noise nuisance emanating from the existing industrial uses surrounding the land; and
b. Maintain, repair and replace the signage as required, as originally installed.

vi. That, inclusive of the subject lot (Lot 1 Block 4), the cumulative total of residential dwelling units within the plan area of the Public Markets Major Redevelopment Site Secondary Plan shall not exceed one thousand two hundred (1200) dwelling units until the successful implementation of a predictive rail crossing blockage alert system, or some alternate solution, to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development.

vii. After a predictive rail crossing blockage alert system, or some alternate solution is implemented to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development, that, inclusive of the subject lot (Lot 1 Block 4), the maximum number of residential dwelling units with the plan area of the Public Markets Major Redevelopment Site Secondary Plan shall not exceed two thousand (2000) dwelling units.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

B. That the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated June 11, 2025 and attached as Schedule "B" to this report.

C. That the City enter into, execute and deliver with the Developer

i. A Zoning Agreement in accordance with Recommendation 1.A; and

ii. A Servicing Agreement, in accordance with Recommendation 1.B.

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That Caveat No. 5635292/1 be discharged as it affects Lot 1, Plan 74107

3. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DAZ 210/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

4. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendation 1(the "By-law") and bring same directly to Council by way of communication for first reading.

5. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 210/2025 (collectively, the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.

6. That Development Application No. DAZ 210/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

7. That the By-law will come into force when the Zoning Agreement is fully executed and is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

8. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with recommendation 7, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

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

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Riel Community Committee be concurred in and forwarded to Council.

Carried

Councillor Browaty was absent from the vote on the above motion.

COMMUNITY COMMITTEE RECOMMENDATION:

On June 25, 2025, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and, via the Priority Rezoning Process, submitted its recommendation to the Executive Policy Committee.

PUBLIC HEARING SUMMARY

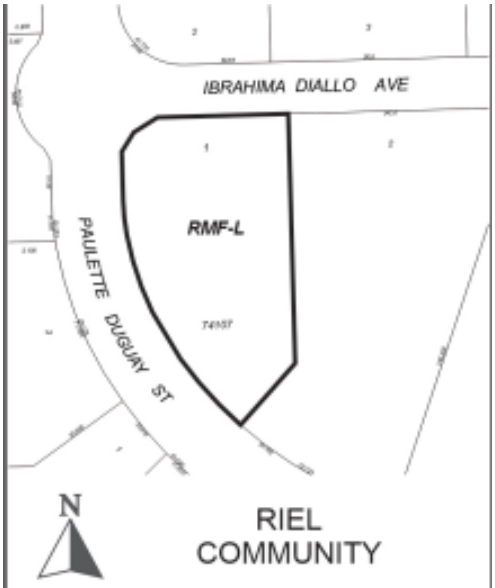
File: DAZ 210/2025

Before: Riel Community Committee
Councillor Mayes, Chairperson
Councillor Chambers

Public Hearing: June 25, 2025
Council Building, 510 Main Street

Applicant: McGowan Russell Group Inc. (Jackie Wilkie)

Subject:



APPLICANT: McGowan Russell Group Inc. (Jackie Wilkie)
FILE: DAZ 210/2025
PROPOSAL: To rezone the land shown outlined above from an "RMF-M" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT to an "RMF-L" RESIDENTIAL MULTI-FAMILY (LARGE) DISTRICT to allow for the construction of a multi-family dwelling.
For information, phone D. Clark, Planner at 204-986-5684
DEMANDEUR: McGowan Russell Group Inc. (Jackie Wilkie)
N° DE DOSSIER: DAZ 210/2025
PROJET: Demande de rezonage du terrain indiqué ci-dessus visant à le faire passer de la catégorie RMF-M (secteur d'habitations multifamiliales moyennes) à la catégorie RMF-L (secteur de grandes habitations multifamiliales) afin de permettre la construction d'une habitation multifamiliale. **Pour plus de renseignements, appelez D. Clark, urbaniste, au 204-986-5684.**

Premises Affected: Southeast of Paulette Duguay Street and Ibrahima Diallo Avenue

For submission to: Executive Policy Committee

Prepared by: Zachary Mohan, Committee Clerk
Riel Community Committee

Report date: June 26, 2025

Community Committee Recommendation:

On June 25, 2025, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and, via the Priority Rezoning Process, recommended to the Executive Policy Committee:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMF-L" Residential Multi Family Large District, in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 16, 2025, and attached as Schedule "C" to this report, subject to the following conditions:

    A. That the owner of the subject land (The "Owner") enter into a Zoning Agreement with the City of Winnipeg pursuant to Subsection 240(1) of the City of Winnipeg Charter in accordance with the following:

        i. That the Owner must submit plans showing the location and design of any and all proposed:

            a. Principal buildings
            b. Accessory parking areas
            c. Private approaches
            d. Garbage enclosures
            e. Lighting
            f. Fencing
            g. Landscaping
            h. Free-standing signage

        On the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") and the Riel Community Committee for approval prior to the issuance of any building or development permit and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

ii. Any buildings containing residential units on the Owner's land must:

a. Be designed and constructed as a sprinklered building as defined by the Manitoba Building Code and be in full conformance with the requirements for sprinklered buildings as per the Manitoba Building Code, and the Manitoba Fire Code and to the satisfaction of the Director, and

b. That the building must contain central air conditioning.

iii. Row dwellings will not have individual dwelling unit vehicular access to a collector road.

iv. That single-family and two family dwellings shall not be permitted on the Owners Land.

v. The Owner, at no expense to the City shall:

a. Install notification signage in both English and French informing of the potential odour and/or noise nuisance emanating from the existing industrial uses surrounding the land; and
b. Maintain, repair and replace the signage as required, as originally installed.

vi. That, inclusive of the subject lot (Lot 1 Block 4), the cumulative total of residential dwelling units within the plan area of the Public Markets Major Redevelopment Site Secondary Plan shall not exceed one thousand two hundred (1200) dwelling units until the successful implementation of a predictive rail crossing blockage alert system, or some alternate solution, to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development.

vii. After a predictive rail crossing blockage alert system, or some alternate solution is implemented to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development, that, inclusive of the subject lot (Lot 1 Block 4), the maximum number of residential dwelling units with the plan area of the Public Markets Major Redevelopment Site Secondary Plan shall not exceed two thousand (2000) dwelling units.

B. That the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated June 11, 2025 and attached as Schedule "B" to this report.

C. That the City enter into, execute and deliver with the Developer

i. A Zoning Agreement in accordance with Recommendation 1.A; and

ii. A Servicing Agreement, in accordance with Recommendation 1.B.

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That Caveat No. 5635292/1 be discharged as it affects Lot 1, Plan 74107

3. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DAZ 210/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

4. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendation 1(the "By-law") and bring same directly to Council by way of communication for first reading.

5. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 210/2025 (collectively, the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.

6. That Development Application No. DAZ 210/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

7. That the By-law will come into force when the Zoning Agreement is fully executed and is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

8. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with recommendation 7, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

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

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

1. The developer must agree to submit plans showing the location design and proposed principal buildings, accessory parking, private approaches, garbage enclosures, lighting, fencing, landscaping, and free-standing signage.

2. I acknowledge and recognize that this is an opportunity for the developer to allocate and assign where density will occur in this development. Potentially that could lead to less congestion in the area and things like that and better planning for the area as well. So those are my supporting reasons.

Objections under the Charter:	Total number of valid objections as per section 125(2) – 0 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated April 25, 2025 2. Notification of Public Hearing dated May 21, 2025 3. Manitoba Status of Title 3327255/1 4. Letter of authorization dated February 28, 2025 from 7319828 Manitoba Ltd. (Robert Scaletta) to McGowan Russell Group (Jackie Wilkie) 5. Caveat 5635292/1 6. Plans (1 page) 7. Report from the Urban Planning Division dated June 16, 2025 8. Inspection Report 9. Communication dated June 25, 2025 from Jackie Wilkie in support of the application 10. Recording of Representations

REPRESENTATIONS:

In Support:

Susan Russell
Robert Scaletta
Jackie Wilkie

In Opposition:

Nil

For Information:

Nil

For the City:

D. Clark, Senior Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department
Y. Haj Ahmad, Urban Planner, Planning, Property and Development Department
S. Nuttall, Planner, Planning, Property and Development Department

Exhibit "7" referred to in File DAZ 210/2025

ADMINISTRATIVE REPORT

Title: DAZ 210/2025 – Proposed rezoning on land located southeast of Paulette Duguay Street and Ibrahim Diallo Avenue

Issue: An application for consideration at the Public Hearing to rezone the subject lot from the RMF-M zoning district to the RMF-L zoning district.

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Clark – RPP, MCIP	n/a	n/a	

RECOMMENDATIONS

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMF-L" Residential Multi Family Large District, in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 16, 2025, and attached as Schedule "C" to this report, subject to the following conditions:
    A. That the owner of the subject land (The "Owner") enter into a Zoning Agreement with the City of Winnipeg pursuant to Subsection 240(1) of the City of Winnipeg Charter in accordance with the following:
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vii. After a predictive rail crossing blockage alert system, or some alternate solution is implemented to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development, that, inclusive of the subject lot (Lot 1 Block 4), the maximum number of residential dwelling units with the plan area of the Public Markets Major Redevelopment Site Secondary Plan shall not exceed two thousand (2000) dwelling units.

B. That the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated June 11, 2025 and attached as Schedule "B" to this report.

C. That the City enter into, execute and deliver with the Developer

i. A Zoning Agreement in accordance with recommendation 1.A; and

ii. A Servicing Agreement, in accordance with recommendation 1.B.

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That Caveat No. 5635292/1 be discharged as it affects Lot 1, Plan 74107

3. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DAZ 210/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

4. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendation 1(the "By-law") and bring same directly to Council by way of communication for first reading.

5. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 210/2025 (collectively, the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.

6. That Development Application No. DAZ 210/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

7. That the By-law will come into force when the Zoning Agreement is fully executed and is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

8. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with recommendation 7, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

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

REASON FOR THE REPORT

- The applicant is proposing to rezone the land from the "RMF-M" zoning district to the "RMF-L" zoning district for future development considerations.
- Rezoning applications require a Public Hearing as per the *Development Procedures By-law* and *The City of Winnipeg Charter.*
- The Report is being submitted for the Committee's consideration of the development application at the Public Hearing.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning Division are concurred in, the subject property will be rezoned to the “RMF-L” Residential Multi Family Large district.

HISTORY

- The subject site had been used for livestock related industries for most of the 1900’s.
- In the 1990’s, the City of Winnipeg acquired much of the subject site through direct acquisition and tax sale. • In 2006, Council endorsed a concept plan for the site.
- In 2006, DASZ 15/2006 was approved by Council, but the application was not proceeded with and a by-law was not enacted.
- In 2007, lands owned by the City of Winnipeg on the Public Markets site were sold.
- In 2011, the subject site was designated as a Major Redevelopment Site under OurWinnipeg and the Complete Communities Direction Strategy.
- On July 23, 2020, Council passed By-law 47/2019 adopting a Secondary Plan for the area identified as the Public Markets Major Redevelopment Site “D” under the Complete Communities Direction Strategy. The plan guides development in the Plan Area which comprises approximately 222 acres and is bounded by Marion Street to the north, CN Sprague Rail Line to the east, the Stock Yards single-family residential neighbourhood to the south (along Promenade Brunet) and CP Emerson Rail Line to the west.
- On June 24, 2021, Council approved the plan of subdivision under Development Application No. DASZ 30/2020, subject to the Developer entering into a Zoning Agreement with the City among other conditions. This plan included the rezoning of 165 acres from “M3” Manufacturing Heavy into 24 lots zoned “RMF-M” Residential Multi-Family (Medium) District, “RMF-L” Residential Multi-Family (Large) District, “C2” Commercial Community District, “CMU” Commercial Mixed Use District, “M2” Manufacturing General District, “M1” Manufacturing Light District, “MMU Manufacturing Mixed Use District, “PR1” Parks and Recreation 1 (Neighbourhood) District, and a “PR2” Parks and Recreation (Community) District. The plan also included opening two public rights-of-way and a widening of the Marion Street right-of-way.
- On June 24, 2024, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development that Council give first reading to By-law No. 62/2024 (SPA 4/2024), being a by-law to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019 to amend clauses related to permitted building heights, residential dwelling density, and an emergency access road. Council gave first reading on July 18, 2024.
- On September 26, 2024 Council concurred with the recommendation of the Riel Community Committee and the Winnipeg Public Service amendments to the Zoning Agreement to align with the previously approved amendments to the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019 to allow a maximum building height permitted on specific lots (Lot 2, Block 1 and Lot 3, Block 1) of up to 150

feet, and that the cumulative total of residential dwelling units in the overall plan area shall not exceed 1200 dwelling units until the successful implementation of a predictive rail crossing blockage alert system, or some alternate solution, to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development.

OURWINNIPEG 2045 POLICY ALIGNMENT

OurWinnipeg 2045 Goal – City Building

A successful strategy for sustainable city growth uses a variety of planning approaches. It strikes a balance between 'growing out' and 'growing up', offering choices ranging from traditional, single-family neighbourhoods to denser forms of urban housing and new neighbourhoods designed around a mix of land uses and a sustainable transportation system (p.17).

Building a city of complete communities provides the following additional benefits:

- *Minimization of environmental impacts per capita, in support of better air quality, resource efficiency, waste management, and climate change mitigation*
- *Adaptability to climate change and resilience to natural hazards*
- *Promotion of more active lifestyles and increased social interaction* (p.17).

City Building Objectives

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

Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods, to enhance the ability of the urban environment to contribute towards this Plan's goals.

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

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

City Building Objective 3. Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset:

New and existing communities are complete when they demonstrate: universally designed environments; mixed-income neighbourhoods; a continuum of housing types; multi-modal connections within and to elsewhere in the city; heritage conservation; opportunities for physical activity, social interaction, and access to healthy food, daily needs, employment, education, recreation, and green infrastructure (p.31).

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.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

One of the Vision Statement's in the Climate Action Plan is that:

> *Winnipeg facilitates compact development and healthy neighbourhoods that are connected through a network of active and transit-oriented mobility options. This means that the City strategically integrates climate action within both land use and transportation decision-making.*

Strategic Opportunity #3 *Advancing Sustainable Transportation – Increasing Mobility Options and Shift to Zero Emission Vehicles*

> *Increasing access to mobility options and fuel switching are key directions for reducing emissions from transportation. Key directions aim to directly shift residents out of single occupancy vehicles through sustainable transportation options with lower or no emissions (walking, cycling, public transit, carshare, and carpooling) or indirectly enable diverse mobility choices through the development of higher density, and more complete communities* (p.vi)
>
> *3.1 Increase Use and Efficiency of Public Transit Systems*
>
> *3.2 Increase the Density of Urban Development Along Key Transit Corridors.*

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

> *4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes 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 (Primary Responsibility: Planning, Property and Development Department)*
>
> *4.3 Pursue Transit-Oriented Development*

Strategic Opportunity #5 *Low Carbon and Energy Efficient Buildings*

In order to lower energy and greenhouse gases used in Winnipeg's new and existing buildings, the City and community need to find better ways to understand the energy use and emissions from buildings and provide builders with the tools and resources (where needed and feasible) to support these retrofits and designs.

> *5.2 Improve energy performance of new buildings*

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given to whether this report connects to any of the specific Goals and Objectives in the *PRS* and it was determined the *PRS* is not applicable to this specific report.

SUBMITTED BY

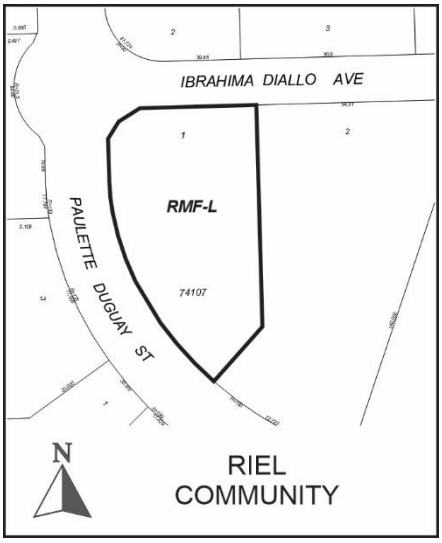
Department	Planning, Property and Development
Division	Urban Planning Division

Prepared by	Devin Clark, RPP, MCIP
Date:	June16, 2025
File No.	DAZ 210/2025

Schedule A	Planning Discussion
Schedule B	Report of the Administrative Coordinating Group, dated June 11, 2025
Schedule C	File No. DAZ 210/2025 Riel Community Committee, dated June 16, 2025
Appendix A	Proposed By-law

SCHEDULE 'A'

DATE:	**June 16, 2025**
FILE:	**DAZ 210/2025**
RELATED FILES:	
COMMUNITY:	Riel Committee
NEIGHBOURHOOD #:	5.539 – Stockyards Neighbourhood
SUBJECT:	To rezone to the "RMF-L" zoning district
LOCATION:	Southeast of Ibrahima Diallo Ave and Paulette Duguay St.
LEGAL DESCRIPTION:	LOT 1 PLAN 74107 WLTO



APPLICANT:	McGowan Russell Group 825 St. Joseph St. Winnipeg, MB Winnipeg, Manitoba R2H 3A8
OWNER:	7319828 MANITOBA LTD. 1104 Baldwin Crescent SW Calgary, Alberta T2V 2B3
RECOMMENDATION:	Approval

SITE DESCRIPTION

- The subject property is located southeast of Paulette Dugay Street and Ibrahima Diallo Ave. within the Stockyards neighbourhood of the St. Boniface ward.
- The property is currently vacant.
- The lot size is 2.18 acres (94,920 square feet).
- The site is currently zoned “RMF-M” Residential Multi Family Medium and is located within the Public Markets Major Redevelopment Site “D” under *Complete Communities 2.0.*
- The site is also located within the *Public Markets Major Redevelopment Site “D” Secondary Plan*.

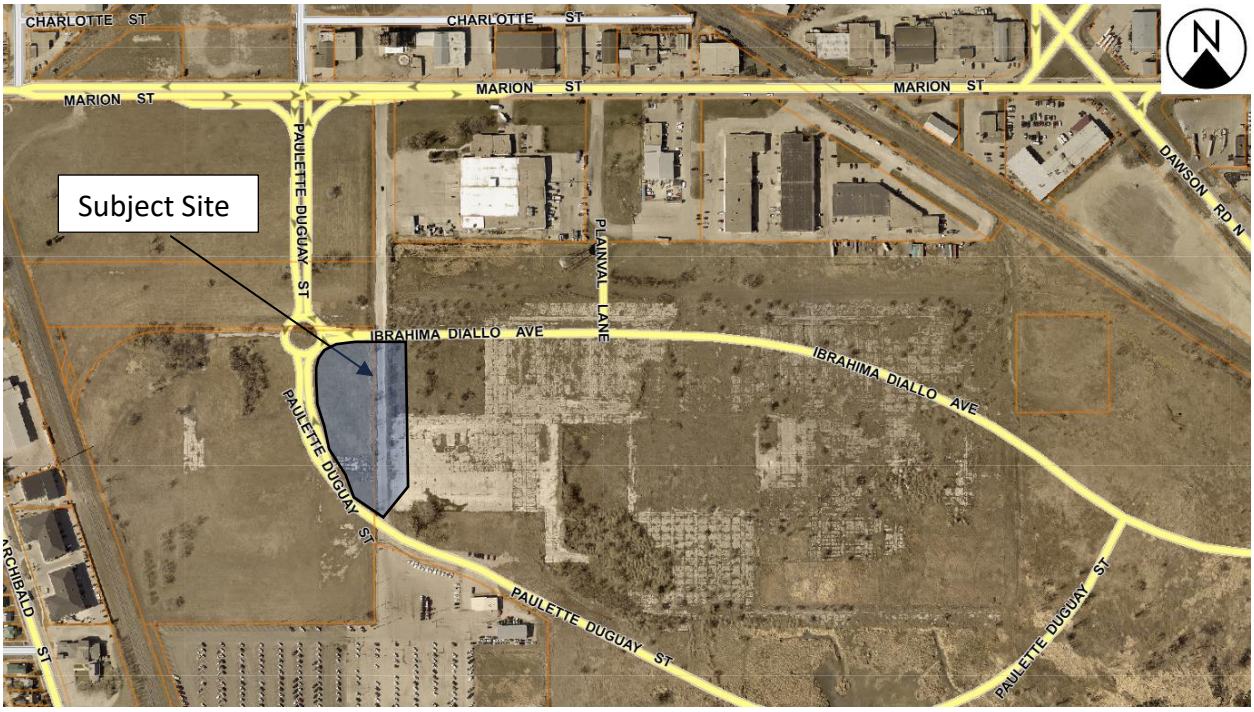


Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2024)*

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Ibrahima Diallo Ave. then vacant land zoned “C2” Commercial Community

South: Paulette Dugay St. then a freight and shipping site zoned “M3” Manufacturing Heavy

East: Vacant land zoned “PR2” Parks and Recreational Residential Two-Family

West: Paulette Dugay St. then vacant land zoned “RMF-L” Residential Multi Family Large

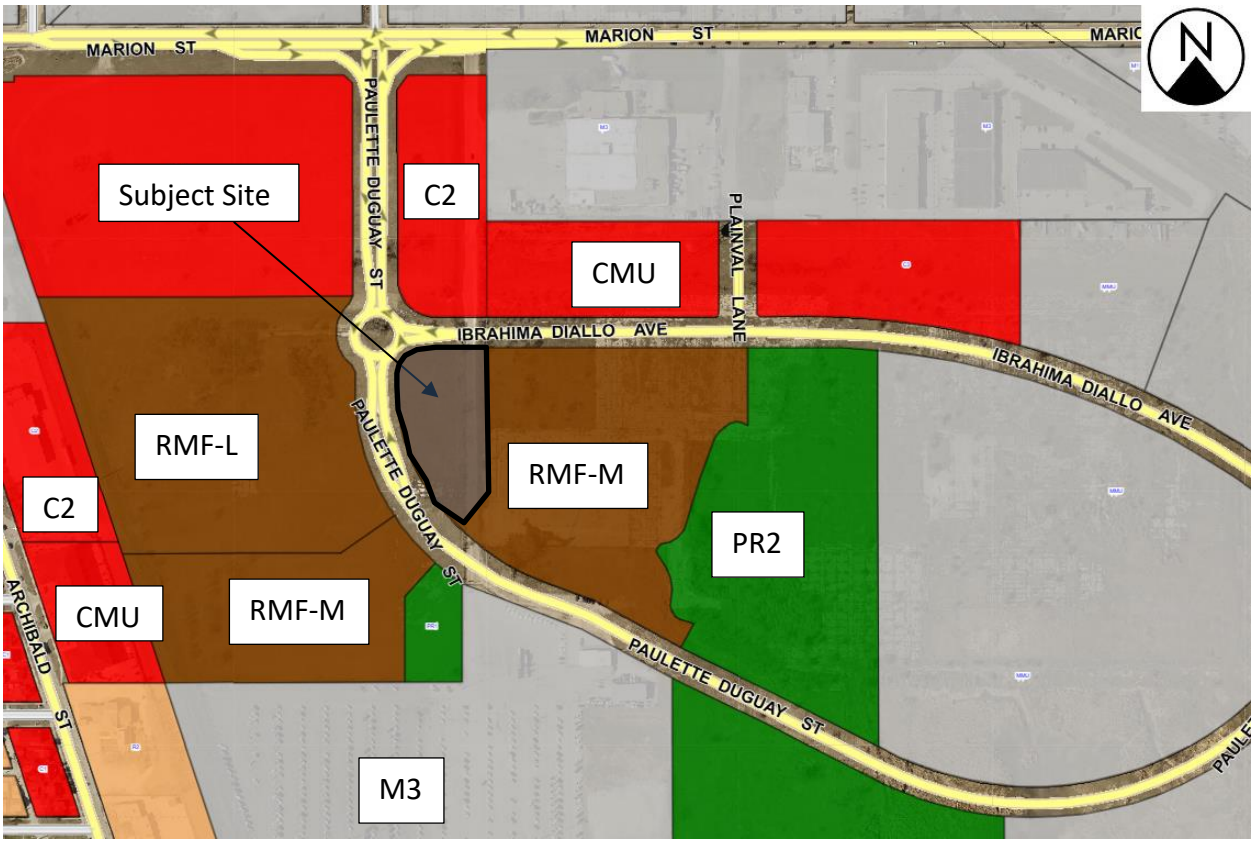


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- Plans for the site and building have not been submitted with this application.
- The proposal is to align with recent changes to the Public Markets secondary plan, which now states the following:
    - Policy 3.2.2 Clause 3 – Multi-storey residential buildings in the westernmost approximately 80 metres of this area east of the aforementioned collector road shall be permitted up to 14 storeys and 150 feet (45.72 metres), excluding permitted projections in the Winnipeg Zoning By-law.
    - Policy 8.2 Clause 2 – Up to 2,000 dwelling units may be permitted in the planning area following the successful implementation of a predictive rail crossing blockage alert system, or some alternate solution, to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development.
- The purpose of the application is to bring the development rights of the subject land in line with the allowable height and density permitted under the Public Markets secondary plan.
- The lot area of the subject site is 2.18 acres (94,920 sq. ft.). At maximum density the lot area would permit 237 units.

COLLABORATIVE PLANNING and CONSULTATION

- *With the Urban Planning and Design Division*

  The applicant engaged with the public service to discuss the application before making a formal submission.

- *With the Public*

  The applicant indicated that they did not engage the public on this proposal.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

- As part of *Complete Communities Direction Strategy 2.0*, the City has an intensification target under Section B1. General Growth Goal 2 - Policy 2.1 states that a minimum of 50% of all new dwelling units be accommodated in the intensification target area of the City of which this property is located within.
- The subject property is located within Major Redevelopment Site 'D' as outlined in the *Complete Communities Direction Strategy 2.0.* The goals and policies from CCDS 2.0 that apply to the subject property include:
- Goal 1: Require development in Major Redevelopment Sites to be guided by a secondary plan.
    - 1.1 Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process, culminating in a secondary plan.
- Goal 2: Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit.
    - 2.3 Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to Downtown, other Major Redevelopment Sites, Mixed Use Centres, Corridors, Parks, major attractions and employment areas.
- 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 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.
    - 3.2 Ensure that the Public Markets and Tuxedo Lafarge Major Redevelopment Sites accommodate a significant amount of employment uses, and in accordance with policies 3.2 through 3.12 of the General Growth section.
    - 3.3 Promote the use of minimum density standards for new development.
    - 3.4 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 Support a range of different types, tenures and unit sizes in housing opportunities

- Section C5 (Major Redevelopment Sites) states: Some Major Redevelopment Sites, such as Tuxedo/Lafarge and Public Markets, will accommodate a significant amount of employment uses, while the others will be primarily residential

PUBLIC MARKETS SECONDARY PLAN

3.3 HIGHER DENSITY RESIDENTIAL

Higher Density Residential areas will accommodate the development of medium to high density residential uses. A range of housing options in terms of size, form, and tenure are encouraged within the designation to meet the needs of diverse household sizes and compositions. Sidewalks and pathways will facilitate connections to public transit locations, commercial areas, and parks and recreation areas. The identification of the residential designation has considered land use compatibility carefully, with respect to existing off-site industrial uses and rail lines.

~~The target for residential dwelling units within the planning area is approximately 1,200.~~
[Amended by BL 62/2024]

3.3.1 OBJECTIVES

The objectives of the Higher Density Residential designation are:

A. To provide safe areas to accommodate multi-family dwellings, including multi-storey residential buildings within the planning area;

B. To provide an overall density which is supportive of public transit; and

C. To provide areas for active and passive recreational opportunities for employees, residents, and visitors through the establishment of outdoor public plazas, parks, open space, and an integrated pathway and sidewalk network.

3.3.2 POLICIES

1. Multi-family uses such as row dwellings, townhomes and multi-storey residential buildings, shall be the predominant land use allowed within the Higher Density Residential areas.

2. West of the collector road bisecting the Higher Density Residential area, multi-storey residential buildings shall not exceed ~~10~~ 14 storeys and ~~100~~ 150 feet (30.48 45.72 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law. [Amended by BL 62/2024]

3. East of the collector road bisecting the Higher Density Residential area, multi-storey residential buildings shall not exceed 6 storeys and 70 feet (21.34 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.

Multi-storey residential buildings in the westernmost approximately 80 metres of the area east of the aforementioned collector road shall be permitted up to 14 storeys and 150 feet (45.72 metres), excluding permitted projections in the Winnipeg Zoning By-law. [Amended by BL 62/2024]

4. Single-family and two-family dwellings shall not be permitted.

5. Other land uses that may be considered in these policy areas include neighbourhood commercial, institutional, parks, and recreational uses, where determined by the City to be compatible and appropriate. Neighbourhood commercial, institutional and recreational uses should be located adjacent to collector streets and shall mitigate any negative impacts of the

use on any adjacent residential uses. Park uses shall be located in conformance with the Parks and Open Space policies (section 4.0).

6. The combined maximum number of dwelling units in the Commercial area and the Higher Density Residential area ~~should be 1,200~~ shall be subject to policy 8.2.2. [Amended by BL 62/2024]

7. A minimum of 10% accessible and affordable housing should be provided.

8. The design and layout of Higher Density Residential areas should facilitate access by a variety of transportation modes, including walking, cycling, public transit, and private motor vehicles. Sidewalks and pathways should facilitate connections to public transit locations, Commercial areas and parks and recreation areas.

9. New residential development should be attractive in design and use various methods to ensure neighbourhood character, including appropriate articulation, glazing, and the use of a variety of building materials and colours.

10. The following design and siting considerations should be applied to apartment style multi-family residential development:

a. Large expanses of blank walls are discouraged;

b. Balconies, windows, architectural details, and façade treatments should be used to provide visual interest;

c. The site plan should illustrate a clear common entrance to the building(s), including landscaping, lighting, and connections to the public street, where applicable, and off-street parking areas; and

d. Off-street parking areas should include landscaping and trees around the perimeter of the lot and between rows of parking stalls to provide visual interest.

11. Row house or townhome style residential development shall not have individual dwelling unit access to a collector road.

12. Where residential uses abut a collector road, fencing and landscaping should be designed so as to provide an appealing aesthetic, including visual and physical connections.

13. New residential development shall include the following mitigation measures to help reduce the potential impacts of rail operations that are in proximity to the new development:

a. A 30 metre setback from the mutual property line to any habitable room or space within a dwelling in conjunction with constructing a 2.0 metre in height berm adjacent to a secondary main line or a 2.5 metre in height berm adjacent to a principal main line together with noise attenuation fencing and security fencing.

i. Alternative mitigation measures that meet or exceed the above, such as the development of a crash wall or reduction of a setback with an increased berm height, may be considered through consultation with the applicable rail provider.

b. A 300 metre setback from the Paddington Yard. The setback distance shall be measured from the nearest Paddington Yard property line to the closest location of a habitable room or space within a dwelling.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

Current Zone

"RMF-M Residential Multi Family – Medium"

(6) The Residential Multi-Family (RMF) district is intended to accommodate the development of multi-family units in areas with medium to high residential densities. Residential units are permitted at densities as set out in Part 5.

Dimensional Standards under the "RMF-M" are as follows:

- Minimum Lot Area – 9,000 square feet
- Minimum Lot Area Per Dwelling Unit – 800 square feet
- Minimum Front Yard – 25 feet
- Minimum Rear Yard – 25 feet
- Minimum Interior Side Yard – 8 feet, plus 2 feet for every storey above the first, to a maximum of 20 feet
- Minimum Corner Side Yard – 20 feet
- Principal building separation distance of eight (8) feet; and,
- Maximum Building Height – 70 feet

Proposed Zone

- The applicant is proposing to rezone the property to the "RMF-L" Residential Multi Family Large zoning district.
- The dimensional standards for multi-family residential uses in the "RMF-L" zoning district are:
    - Minimum lot area of 20,000 square feet
    - Minimum lot area per dwelling unit of 400 square feet
    - Minimum front yard of 25 feet;
    - Minimum rear yard of 25 feet;
    - Minimum Interior Side Yard – 8 feet, plus 2 feet for every storey above the first, to a maximum of 20 feet
    - Minimum corner side yard of 20 feet;
    - Principal building separation distance of eight (8) feet; and,
    - Maximum building height of 150 feet.

COMPATIBILITY WITH THE SURROUNDING NEIGHBOURHOOD AND EXISTING LAND USES

Emergency Access/Predictive Rail Crossing

- The Winnipeg Fire and Paramedic Service (WFPS) is aware of the increased risk associated with the additional dwelling units and supported removing the requirement for an emergency access provided that:
    - there are at least two collector road access points into the Plan Area (one to Marion Street and one to Speers);
    - all residential buildings are sprinklered (as per section 3.1.2.12); and
    - a predictive rail crossing blockage alert system has been implemented.
- **The Public Markets Secondary Plan was amended in 2024 under file SPA 4-2024. With respect to the predictive rail crossing requirements, the following amendments are in effect.**
    - *Up to ~~600~~ 1,200 dwelling units may be permitted within Phase 1 with collector road access to Marion Street, generally located across from Dupuy Avenue, and access at the northern terminus of and connected to Speers Road. ~~Additional dwelling units may be permitted once emergency access can be established to the satisfaction of the Director of Planning, Property & Development in consultation with the Chief of the Winnipeg Fire Paramedic Service and Director of Public Works. A proposal to develop the emergency access should be supported by a study that demonstrates how target emergency response times to the planning area will be met.~~*
    - *Up to 2,000 dwelling units may be permitted in the planning area following the successful implementation of a predictive rail crossing blockage alert system, or some alternate solution, to the satisfaction of the Chief of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development. [Amended by BL 62/2024]*

Building Heights

- The zoning change being requested to go from “RMF-M” to “RMF-L” brings the zoning permissions into alignment with recent changes made to the Public Markets Secondary Plan indicated below in terms of height, in that the “RMF-L” zoning district permits building heights up to 150 feet.
- The subject site is located within the approximate westernmost 80 metres of the area east of the collector road that bisects the Higher Density Residential area.

  3. East of the collector road bisecting the Higher Density Residential area, multi-storey residential buildings shall not exceed 6 storeys and 70 feet (21.34 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.

  Multi-storey residential buildings in the westernmost approximately 80 metres of the area east of the aforementioned collector road shall be permitted up to 14 storeys and 150 feet (45.72 metres), excluding permitted projections in the Winnipeg Zoning By-law. [Amended by BL 62/2024]

Density

The site is located within Phase 1 of the planning area. See Figure 3 below.

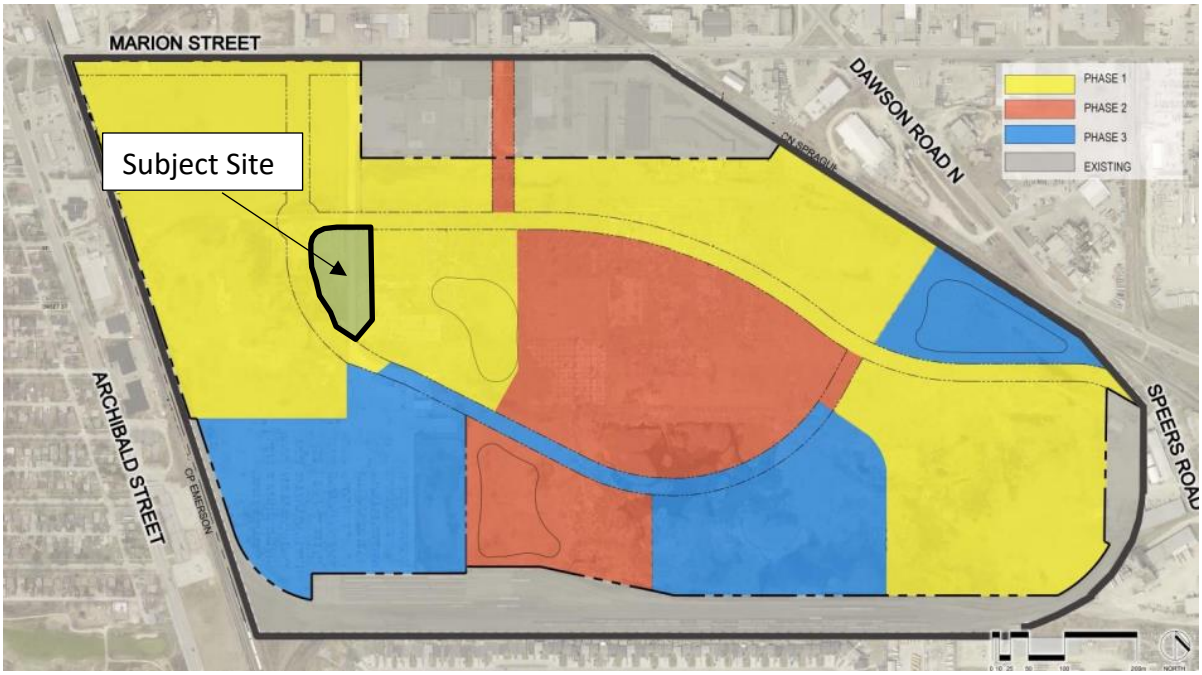


Figure 3: Phasing Map

- Current approved zoning entitlements for residential development within phase 1 of the plan area include the following:
    - Current "RMF-L" zoned lands in the planned area account for approximately 471,000 square feet (10.8 acres). Based on this lot size and the permitted density at a lot area per dwelling unit of 400 square feet, a total of 1,178 units could be estabilshed here.
    - The "RMF-M" zoned lands to the south of the "RMF-L" zoned lands account for approximately 232,000 square feet (5.33 acres). Based on this lot size and the permitted density at a lot area per dwelling unit of 800 square feet, a total of 290 units could be established here.
    - The "RMF-M" zoned lands east of Paulette Dugay St. account for approximately 447,000 square feet (10.26 acres). Based on this lot size and the permitted density at a lot area per dwelling unit of 800 square feet, a total of 559 dwelling units could be established here.
    - In total, the current zoning entitlements for lands zoned within the Public Market Secondary Plan area allow for a total of 2,027 units.
- The proposed zoning changes from "RMF-M" to "RMF-L" would apply to 94,920 square feet of land and result in the following:
    - The area maintained as "RMF-M" would allow for 118 units and the "RMF-L" zoned lands would allow for 237 units. This increases the total permitted units on the lands as currently zoned as "RMF-M" to allow 559, increasing to a total of 678 units.

- As a result of the proposed zoning change, a new total of 2,146 units would technically be entitled based on the lot area and zoning districts.

- **It is important to note however, that the secondary plan currently limits the total number of untis within the plan area to 2,000 and that is subject to the successful implementation of a predictive rail crossing bloackage alert system, or some approved alternative to the satisfaction of the Chief** of the Winnipeg Fire and Paramedic Service, the Director of Public Works and the Director of Planning, Property and Development.

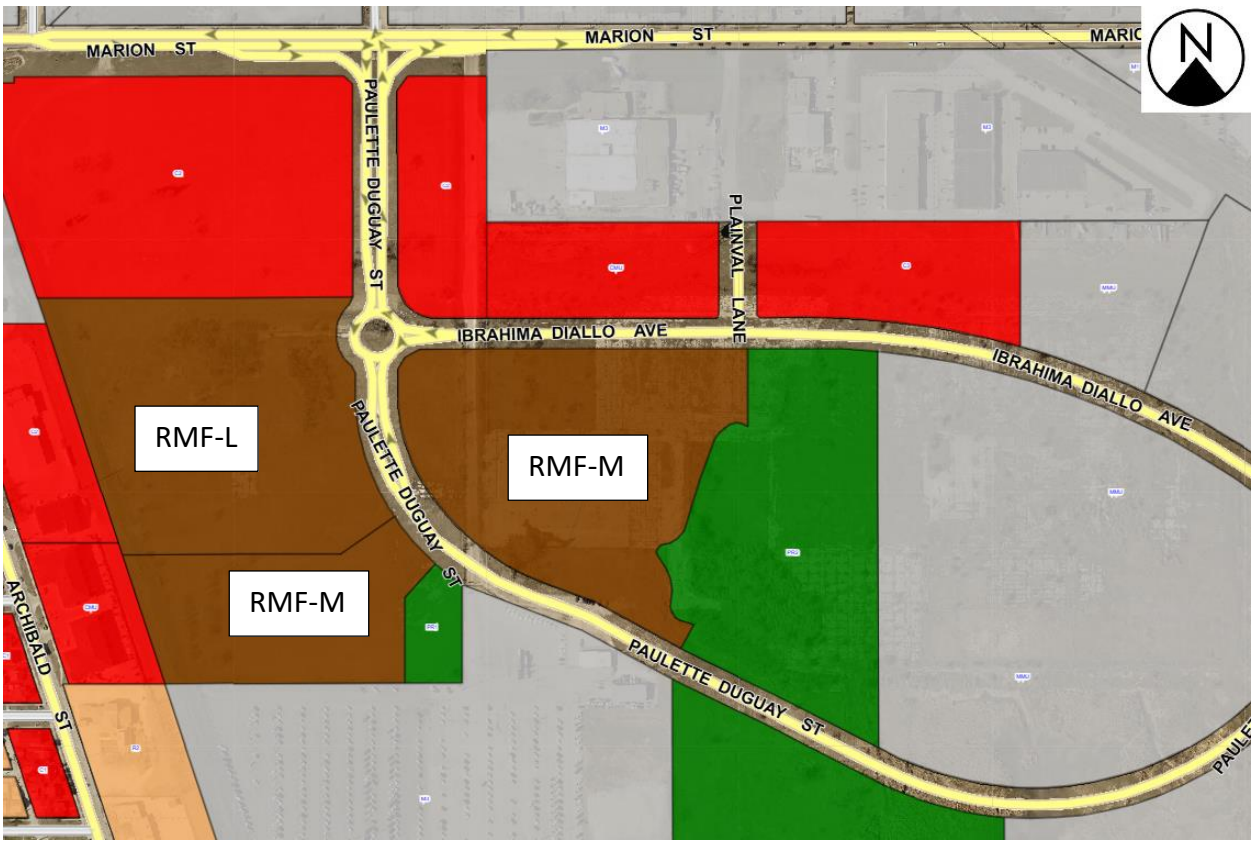


Figure 4: Multi Family Residential Zoned Lands in Plan Area

Aging Demographic

- The Housing section of CCDS 2.0 recognizes the importance of providing housing that allows people to age in place.

  we must provide opportunities such as "aging in place" so residents can remain in their communities as they move through their life phases. Accommodating the aging population will become important over time, and will need to be factored into planning for growth in all neighbourhoods and across all housing types and tenures (p.148).

- Many features of a multi-unit residential dwelling, or mixed-use building are inherently more age friendly than single family dwellings. At the time of submitting this report, details about how the site and building design include accessible and age friendly design elements were not specifically identified. Additional information could be provided at the plan approval stage on how units may be designed as accessible or adaptable, as well as any other site or building design features that support an aging population. Exterior

sidewalk widths should be able to accommodate wheel chairs, and should provide 3 enough clearance from electrical outlets in order to maintain sufficient space for movement.

Housing

- Policy supporting housing diversity and affordable housing is found on page 149 of CCDS 2.0. This policy states:

  1.0 Support diverse housing options in each neighbourhood or neighbourhood cluster throughout the city.

- The proposed development aligns with this policy as it proposes to introduce diverse housing options.

Energy Efficiency

- Within the General Growth Section of CCDS 2.0, Goal 7 is to leverage growth to promote climate change resiliency.
- Policy 7.1, Sustainable building practices says:

  Promote sustainable building practices with a focus on net zero carbon and energy efficiency building standards (p.29).

- Details with respect to the energy efficiency of the building were not included with the development application submission.

PEDESTRIAN AND CYCLING NETWORK

In section 2B of the Pedestrian and Cycling Strategy the desire to increase and improve multi-modal connections is identified.

> *Improving pedestrian and bicycle access to transit increases multi-modal transportation choices and helps to extend the reach of public transit. To develop a comprehensive pedestrian and bicycle network, it is important to look for opportunities to integrate walking and cycling with other modes of transportation, particularly in regards to opportunities for better integration with transit (p.198)*

- The cycling network around the subject site is not currently well established. However, plans for the Marion Street Corridor Improvements Study indicate that a dedicated Active Transportation path is planned along the south side of Marion Street.
- Further, to support the improvements proposed along Marion Street, the Public Markets Secondary Plan provides the following policy direction for sidewalks and paths within the plan area:

  > *1. Sidewalks and/or multi-use pathway requirements along collector roads shall be determined by the City at the Development Application stage.*
  >
  > *2. Sidewalks and pathways should be identified with the goal to reduce pedestrian trip length and in accordance with transit coverage requirements.*
  >
  > *3. Multiple convenient and safe pedestrian and cycling routes should be included in the planning area to provide connections to and from origin/destination points within the neighbourhood.*
  >
  > *4. Sidewalks and pathways shall form part of and connect to the regional active transportation network.*

5. All sidewalks, pathways, and cycling facilities shall be designed in accordance with City standards.

6. The following policies should be applied in the Higher Density Residential and Commercial areas: a. Higher Density Residential and Commercial development should be directly connected to a sidewalk or pathway; and b. Pathways should be provided as necessary to reduce pedestrian trip lengths to commercial uses, transit, and other community focal points.

7. Sidewalks and pathways shall be designed cohesively to integrate parks into the overall pedestrian and cycling network.



Figure 5 - Established Active Transportation Pathways around the subject property

LAND DEDICATION

- When a developer rezones and/or subdivides a parcel of land, they are required to put in an application with the City of Winnipeg.
- As a condition of rezoning or subdivision, a developer is required to contribute a portion of the land to be developed to the City for parks purposes.
- The amount of land is to be no less than 10%.
- The developer is required to either provide land or ‘cash in lieu’ as determined by the Planning, Property and Development Department.
- The City is requesting cash in lieu as part of this application.

SERVICING AGREEMENT

- A servicing agreement is recommended as part of this application. Details for consideration of servicing are found in Schedule B, attached to this report.

RECOMMENDED ZONING AGREEMENT

- Clause 4 of the original Zoning Agreement under DASZ 30/2020 restricted building heights on the subject property to six (6) storeys and seventy (70) feet, as follows:
    - *The maximum height permitted on Lot 1, Block 1, Lot 4 Block 1; Lot 2 Block 2, Lot 3 Block 2 and Lot 4, Block 2 and Lot 1 Block 4 for any building on the Owner's Land must not exceed six (6) stories and seventy (70 feet (21.34 metres), excluding projections permitted under the Winnipeg Zoning By-law.*
- An amendment to the Zoning Agreement is required to allow for maximum 150 feet, which aligns with the Public Markets Secondary Plan which states:
    - *East of the collector road bisecting the Higher Density Residential area, multi-storey residential buildings shall not exceed 6 storeys and 70 feet (21.34 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.*
    - *Multi-storey residential buildings in the westernmost approximately 80 metres of the area east of the aforementioned collector road shall be permitted up to 14 storeys and 150 feet (45.72 metres), excluding permitted projections in the Winnipeg Zoning By-law. [Amended by BL 62/2024]*
- The new Zoning Agreement applies to the subject property, while all other lots are subject to the original and amended Zoning Agreements under DASZ 30/2020 and ZAA 8/2024.
- The new Zoning Agreement reintroduces conditions from the previous agreements that are applicable to the subject site, including:
    - plan approval;
    - the requirement for all residential buildings to be sprinklered and have central air conditioning;
    - restrictions on single and two family dwellings being built;
    - that row dwellings will not have individual dwelling unit vehicular access to a collector road; and,
    - that signage shall be installed on site indicating the potential for odour and/or noise emanating from existing industrial uses surrounding the land.
- A condition to limit the building heights has not been introduced because the maximum building height permitted in the "RMF-L" zoning district is 150 feet, which aligns with the permissions under the Secondary Plan.

RECOMMENDATION

The Urban Planning Division recommends **approval** for the following reasons:

- The zoning district aligns with the recent changes made to the secondary plan, which allows 150-foot-tall buildings within 80 metres east of the collector road planned for the area.
- Future development will be limited to the total number of units permitted under the secondary plan, which is 1200 within phase 1, to a maximum of 2,000 with the successful implementation of a predictive rail crossing blockage alert system.

- Development plans specific to this site will require Plan Approval through the Riel Community Committee.

This Report Submitted by: Devin Clark, RPP, MCIP
Planning, Property and Development Department
Urban Planning Division
Report Prepared by: PPD File # DAZ 210/2025

Schedule “C” for File No. DAZ 210/25, Riel Community Committee, dated June 16, 2025

By–Law No. _____

File No. **DAZ 210/2025**

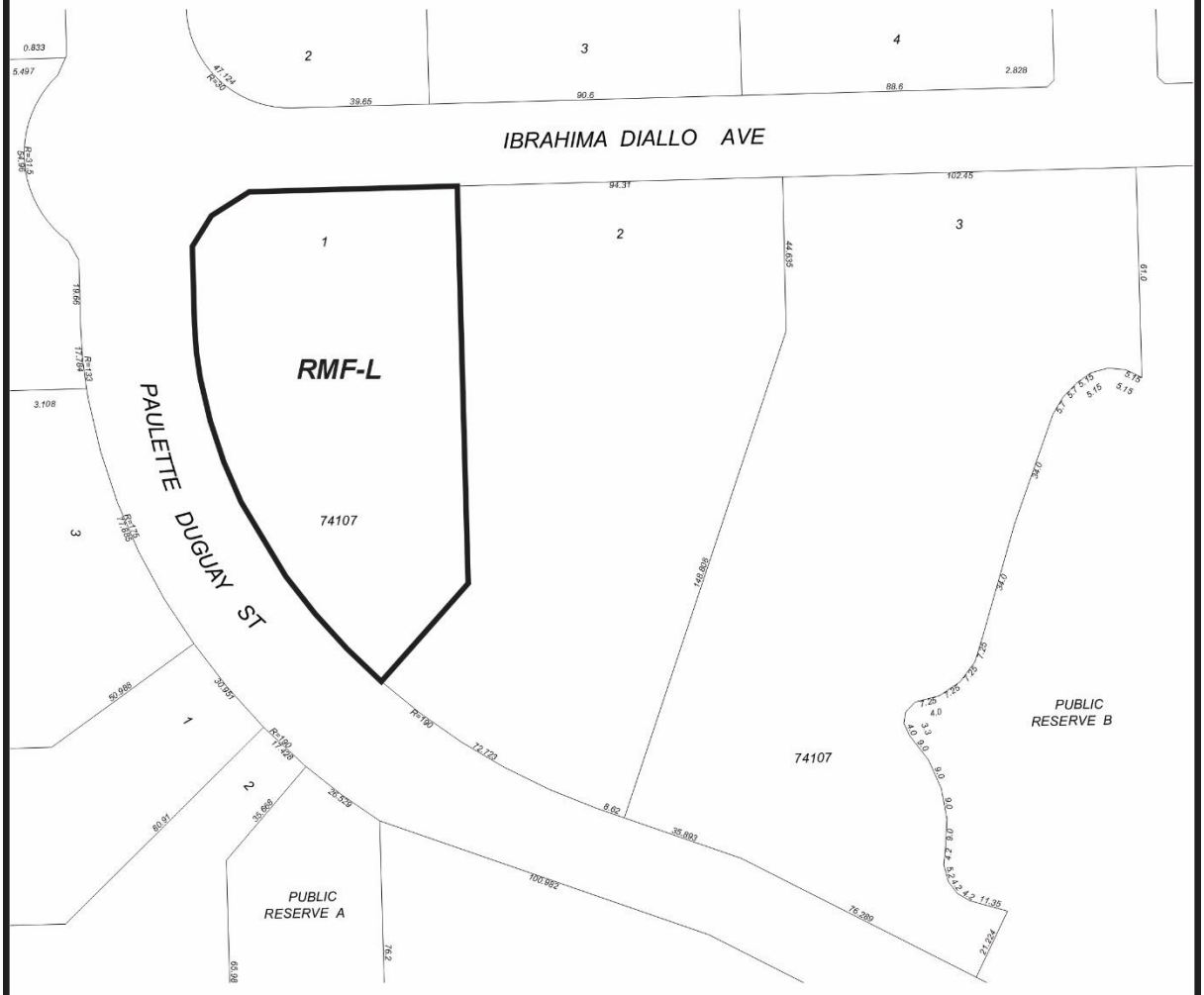
Atlas Sheet No. **AB29**

N

RIEL COMMUNITY

Explanation

A proposed zoning change to By-law No. 200/2006 by rezoning the land located southeast of Paulette Duguay Street and Ibrahim Diallo Avenue from an "RMF-M" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT to an “RMF-L” RESIDENTIAL MULTI-FAMILY (LARGE) DISTRICT to allow for the construction of a multi-family dwelling.



THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____

Exhibit “6” referred to in File DAZ 210/2025

