Agenda – Council – September 25, 2025

Report – Standing Policy Committee on Property and Development – September 12, 2025

Item No. 24 Zoning Agreement Amendment – 45 and 51 Courage Place
(St. Norbert - Seine River Ward)
File ZAA 1/2025

STANDING COMMITTEE RECOMMENDATION:

On September 16, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That the Zoning Agreement dated July 22, 1993 (the "Zoning Agreement"), entered into pursuant to Development Application No. DASZ 6/93 and registered against title to the land described therein (the "Subject Land") as Caveat No. 1730693/1, be amended and restated in accordance with the following:

    A. That Clause 2 will not apply to Lot 3 Plan 29999 WLTO and will apply to any future lot created through subdivision and fronting Courage Place.

    B. That for any future subdivision of the land the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter to prepay their share of the cost of perpetual graveling of Willowgrove Road for the full length of the Planned Area abutting Willowgrove Road, as determined by the Director of Public Works.

2. That the City enter into, execute and deliver an agreement to amend the Zoning Agreement in accordance with Recommendation 1 (the "Amending Agreement") and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to be necessary to implement the intent of the foregoing (the "Ancillary Agreements")

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

4. Subject to registration of the amended and restated Zoning Agreement required under Recommendation 1 against title to the Subject Land at the Winnipeg Land Titles Office, that Caveat No. 1730693/1 be discharged from title to the Subject Land.

5. That the Proper Officers of the City are hereby authorized to execute said Amending Agreement.

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 16, 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 September 12, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 4, 2025, the Riel Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That the Zoning Agreement dated July 22, 1993 (the "Zoning Agreement"), entered into pursuant to Development Application No. DASZ 6/93 and registered against title to the land described therein (the "Subject Land") as Caveat No. 1730693/1, be amended and restated in accordance with the following:

    A. That Clause 2 will not apply to Lot 3 Plan 29999 WLTO and will apply to any future lot created through subdivision and fronting Courage Place.

    B. That for any future subdivision of the land the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter to prepay their share of the cost of perpetual graveling of Willowgrove Road for the full length of the Planned Area abutting Willowgrove Road, as determined by the Director of Public Works.

2. That the City enter into, execute and deliver an agreement to amend the Zoning Agreement in accordance with Recommendation 1 (the "Amending Agreement") and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to be necessary to implement the intent of the foregoing (the "Ancillary Agreements")

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

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

4. Subject to registration of the amended and restated Zoning Agreement required under Recommendation 1 against title to the Subject Land at the Winnipeg Land Titles Office, that Caveat No. 1730693/1 be discharged from title to the Subject Land.

5. That the Proper Officers of the City are hereby authorized to execute said Amending Agreement.

On June 25, 2025, the Riel Community Committee adjourned the public hearing to its meeting on September 4, 2025, at 10:30 a.m. in the Council Building at 510 Main Street.

On April 29, 2025, the Riel Community Committee adjourned the public hearing to its meeting on June 25, 2025, at 10:30 a.m. in the Council Building at 510 Main Street, at the request of the Applicant.

PUBLIC HEARING SUMMARY

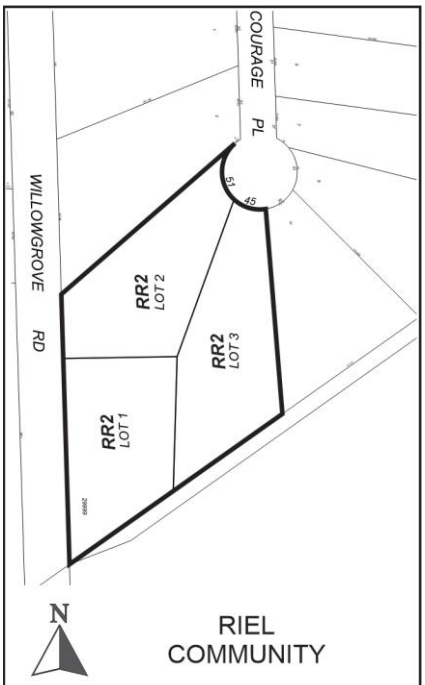
File: ZAA 1/2025

Before: Riel Community Committee
Councillor Chambers, Chairperson
Councillor Mayes

Public Hearing: September 4, 2025
June 25, 2025
April 29, 2025
Council Building, 510 Main Street

Applicant: Phillips & Stevens (Wilson Phillips)

Subject:



APPLICANT: Phillips & Stevens (Wilson Phillips)
FILE: ZAA 1/2025
PROPOSAL: To amend the Zoning Agreement DASZ 6/1993, By-law 6222/1993, affecting the land shown outlined above by deleting Clause 2. to allow a private approach to be connected to Willowgrove Road. **For information, phone S. Nuttall, Planner at 204-986-7168.**
DEMANDEUR: Phillips & Stevens (Wilson Phillips)
N° DE DOSSIER: MCZ 1/2025
PROJET: Demande de modification de la convention de zonage DALZ 6/1993, règlement municipal no 6222/1993, touchant le terrain indiqué ci-dessus par une suppression de la disposition 2 visant à permettre qu'une voie d'accès privée soit reliée au chemin Willowgrove. **Pour plus de renseignements, appelez S. Nuttall, urbaniste, au 204-986-7168.**

Premises Affected: 45 and 51 Courage Place

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

Prepared by: Zachary Mohan, Committee Clerk
Riel Community Committee

Report date: September 8, 2025

Community Committee Recommendation:

The Riel Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. ***That the Zoning Agreement dated July 22, 1993 (the "Zoning Agreement"), entered into pursuant to Development Application No. DASZ 6/93 and registered against title to the land described therein (the "Subject Land") as Caveat No. 1730693/1, be amended and restated in accordance with the following:***

    A. ***That Clause 2 will not apply to Lot 3 Plan 29999 WLTO and will apply to any future lot created through subdivision and fronting Courage Place.***

    B. ***That for any future subdivision of the land the Developer enter into a Servicing Agreement, if required, with the City pursuant to subsection 259(1) of the City of Winnipeg Charter to prepay their share of the cost of perpetual graveling of Willowgrove Road for the full length of the Planned Area abutting Willowgrove Road, as determined by the Director of Public Works.***

2. ***That the City enter into, execute and deliver an agreement to amend the Zoning Agreement in accordance with Recommendation 1 (the "Amending Agreement") and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to be necessary to implement the intent of the foregoing (the "Ancillary Agreements")***

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

4. ***Subject to registration of the amended and restated Zoning Agreement required under Recommendation 1 against title to the Subject Land at the Winnipeg Land Titles Office, that Caveat No. 1730693/1 be discharged from title to the Subject Land.***

5. ***That the Proper Officers of the City are hereby authorized to execute said Amending Agreement.***

Note: The wording in bold and italics denotes amendments made by the Community Committee.

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

1. The supporting reasons are defined in the instructions provided by the planner.

Exhibits Filed:

1. Application dated February 11, 2025
2. Notification of Public Hearing dated April 10, 2025
3. Manitoba Status of Titles 2844288/1, 3227502/1
4. Letter of authorization dated February 7, 2024 from Lindsay Ross Loeppky to Phillips & Stevens
5. Letter of authorization dated February 10, 2024 from Denis Charles Ritchot and Debbie Emma Ritchot to Lindsay Loeppky and Phillips & Stevens
6. Letter of authorization dated December 18, 2024 from Denis Charles Ritchot, Debbie Emma Ritchot, and Lindsay Ross Loeppky to Phillips & Stevens
7. Letter of authorization dated January 16, 2025 from Denis Charles Ritchot, Debbie Emma Ritchot and Lindsay Loeppky to Phillips & Stevens
8. Surveyor's Building Location Certificate and sketch dated January 14, 2025
9. Sketch showing Proposed Subdivision of #45 and #51 Courage Place, Winnipeg MB
10. Sketch showing Perpendicular Lot Widths of #45 and #51 Courage Place, Winnipeg MB
11. Sketch showing Title Plot and Areas for Lots 3 and 4 Plan 29999 WLTO at 45 and 51 Courage Place
12. Caveats 220405, 1730693, 1730694, 1744013
13. Report from the Urban Planning Division dated April 17, 2025
14. Inspection Report
15. Communication dated April 27, 2025 from Debbie and Denis Ritchot in support of the application
16. Communication dated April 28, 2025 from Wilson Phillips in support of the application
17. Communication dated April 28, 2025 from Kevin Toyne in opposition to the application
18. Recording of Representations of the adjourned public hearing held on April 29, 2025
19. Notice of Adjournment dated May 2, 2025
20. Recording of Representations of the adjourned public hearing held on June 25, 2025
21. Notice of Adjournment dated June 25, 2025
22. Recording of Representations of public hearing held on September 4, 2025

REPRESENTATIONS:

In Support:

Lindsay Loeppky
James Newton
Wilson Phillips
Debbie Ritchot
Denis Ritchot

In Opposition:

Kevin Toyne

For Information:

Nil

For the City:

S. Nuttall, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department

Exhibit "13" referred to in File ZAA 1/2025

ADMINISTRATIVE REPORT

Title: ZAA 1/2025 – 45 & 51 Courage Place

Issue: For consideration at the public hearing to amend a Zoning Agreement under File DASZ 6/1993 (Bylaw 6222/1993) to remove Clause 2.

Critical Path: Riel Community Committee → Standing Policy Committee on Property and Development, Heritage and Downtown Development → Executive Policy Committee → Council as per the *Development Procedures By-law* and *The City of Winnipeg Charter*

AUTHORIZATION

Author	Department Head	CFO	CAO
S. Nuttall, MCP	N/A	N/A	

RECOMMENDATIONS

1. That the application to amend a Zoning Agreement under file DASZ 6/1993 (Bylaw 6222/1993) be **rejected.**

REASON FOR THE REPORT

- The applicant is proposing to create three (3) total lots from two (2) existing lots through a DASSF (short-form subdivision) application.
- One of the new proposed lots would have to take access from Willowgrove Road.
- Clause #2 on the Zoning Agreement restricts any development on the subject site as follows:
    - With the exception of the Public Reserve no vehicular approach shall be constructed or used connecting any part of the land to Willowgrove Road and any existing such approach shall be closed up and removed upon demand by the City.
- Removing a clause on a Zoning Agreement requires a Zoning Agreement Amendment application.
- Approval of a Zoning Agreement Amendment application requires 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 Zoning Agreement under file DASZ 6/1993 (Bylaw 6222/1993) will not be amended and the proposed subdivision will not proceed.

HISTORY

DASZ 6/1993

The Zoning Agreement filed under DASZ 6/1993 explicitly prohibited the subject properties on Courage Place from taking access from Willowgrove Road.

ZAA 15/1999

The Urban Planning and Design Division has requested the files pertaining to ZAA 15/1999 from the City Archives. The requested files were not received by the deadline for this report.

ZAA 9/2009

On April 13, 2010, an application to amend the Zoning Agreement under file DASZ 6/1993 and remove Clause #2 to allow for the subdivision of 51 Courage Place was recommended for rejection by the Riel Community Committee and submitted to the Standing Policy Committee on Property and Development. The Riel Community Committee provided the following supporting reason for its recommendation:

1. When the Courage Place Subdivision was originally approved in 1993, it was made clear
that no vehicular approaches would be allowed to or from Willowgrove Road.

On May 4, 2010, the Standing Policy Committee concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

On May 12, 2010, the Executive Policy Committee concurred in the recommendation of Standing Policy Committee on Property and Development and the Riel Community Committee and submitted the matter to Council.

On May 19, 2010, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and the application was rejected.

CONSULTATION

In preparing this report there was consultation with: Public Works Department & Land Development

OURWINNIPEG 2045 POLICY ALIGNMENT

This proposal is not aligned with the relevant policies of *OurWinnipeg 2045.*

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the Winnipeg Climate Action Plan and it was determined that the Winnipeg Climate Action Plan is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

SUBMITTED BY

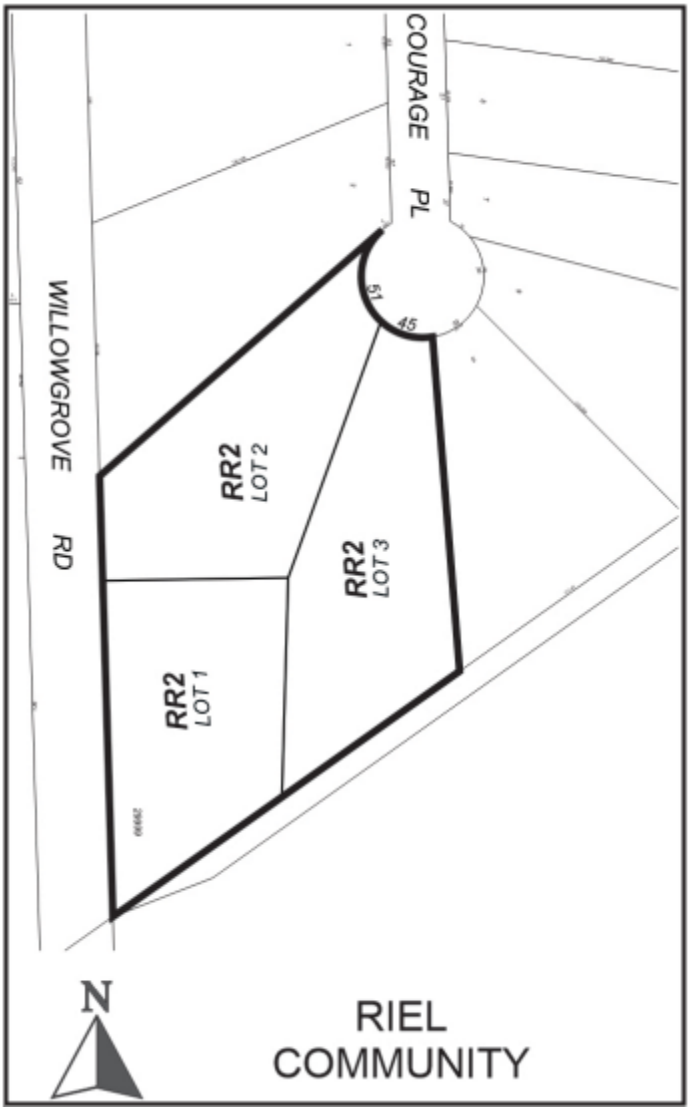
Department	Planning, Property and Development
Division	Urban Planning
Prepared by:	Steve Nuttall, MCP
Date:	April 17, 2025
File No.	ZAA 1/2025

List of Schedules and Attachments

1. Schedule A – Planning Discussion

SCHEDULE 'A'

DATE:	April 17, 2025
FILE:	**ZAA 1/25**
RELATED FILES:	DAV 24-167919C
COMMUNITY:	Riel
NEIGHBOURHOOD #:	5.543 St. Vital Perimeter South
	For consideration at the public hearing to amend a Zoning Agreement under File DASZ 6/1993 (Bylaw 6222/1993) to remove Clause 2.
LOCATION:	45 & 51 Courage Place
LEGAL DESCRIPTION:	LOTS 3 AND 4 PLAN 29999 WLTO IN NW 1/4 31-9-4 EPM



APPLICANT:	Phillips & Stevens (Wilson Phillips) 440 Stafford Street Winnipeg, MB R3
OWNER:	LINDSAY LOEPPKY DENIS RITCHOT DEBBIE RITCHOT 45 & 51 COURAGE PLACE WINNIPEG, MB R3X 1W6
RECOMMENDATION:	Rejection

SITE DESCRIPTION

- The subject lands are located on Courage Place, a cul-de-sac in the St. Vital Perimeter South neighbourhood of the St. Norbert / Seine River ward.
- The subject sites are:
    - 45 Courage Place
        - 114,474 square feet (10,635.0 square metres)
        - Currently occupied by a two-storey dwelling built in 1998)
        - Zoned “RR2” Rural Residential 2 district
        - Site access is taken from Courage Place
    - 51 Courage Place
        - 158,496 square feet (14,724.8 square metres)
        - Currently occupied by a two-storey dwelling building in 1998 and an accessory structure
        - Zoned “RR2” Rural Residential 2 district
        - Site access is taken from Willowgrove Road, which is not allowed under the Zoning Agreement
- The sites fall within the Rural Agricultural policy area under the *Complete Communities Direction Strategy 2.0,* and are zoned “RR2” Rural Residential 2 district
- The sites are also within the *St. Vital Perimeter South Secondary Plan* area.

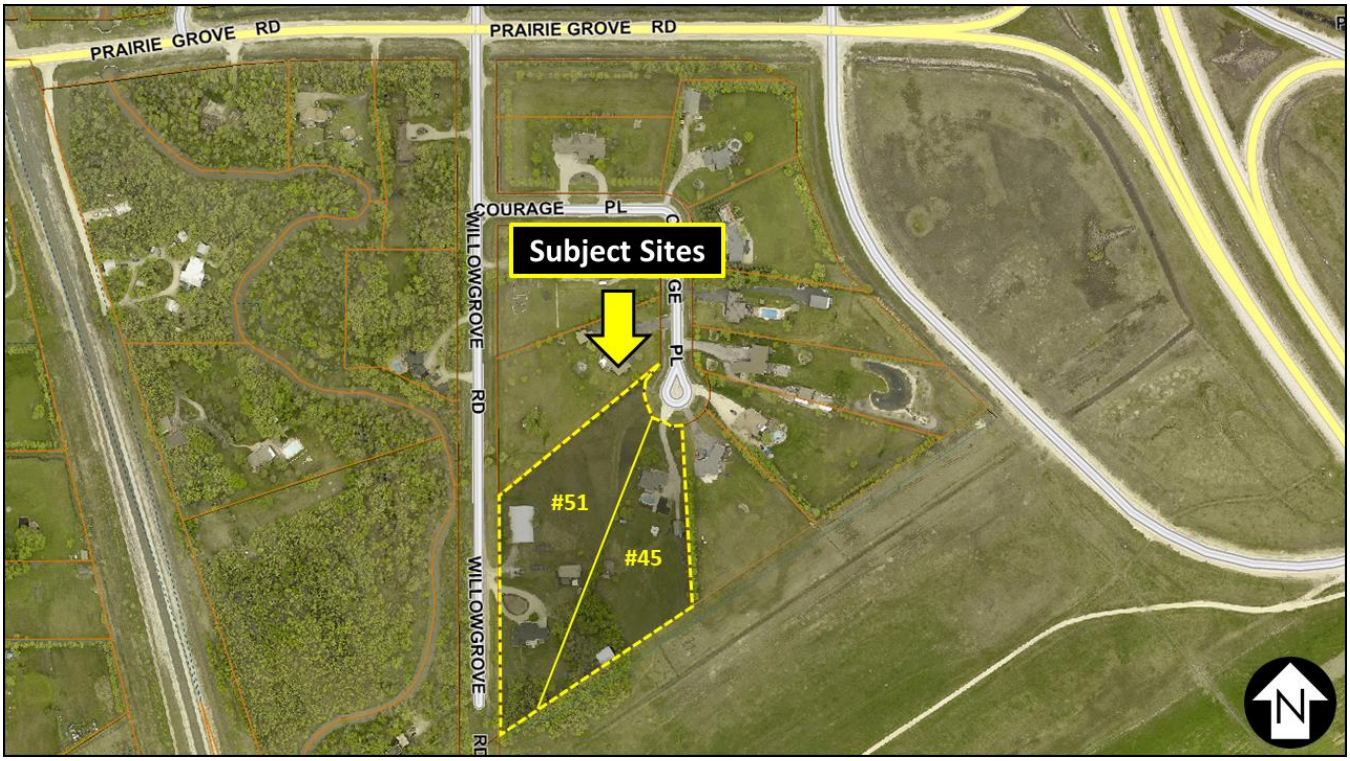


Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2024)*

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Single-family detached dwellings on land zoned “RR2” Rural Residential 2 district.

South: The Rural Municipality of Ritchot (vacant land and the Red River Floodway).

East: Single-family detached dwellings on land zoned “RR2” Rural Residential 2 district.

West: Willowgrove Road, then vacant land and single-family detached dwellings on land zoned “RR2” Rural Residential 2 district.

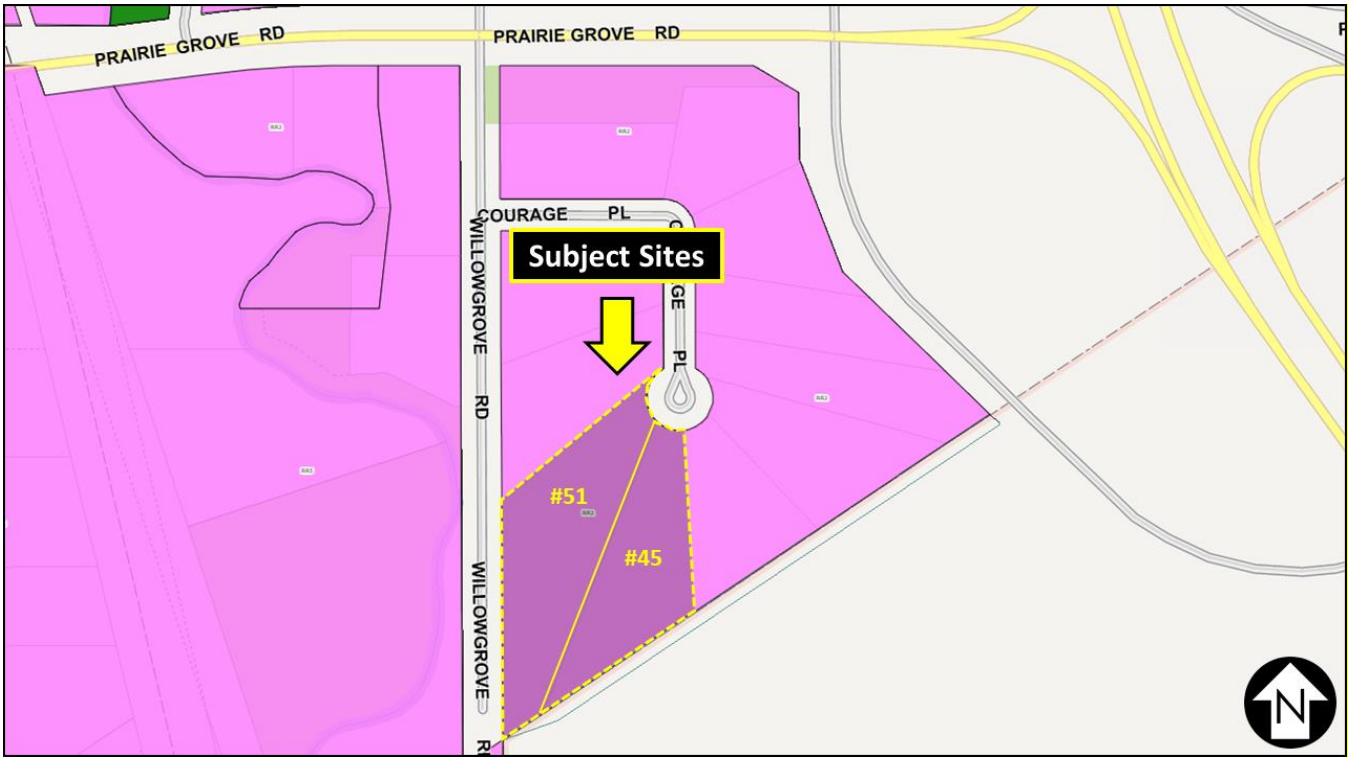


Figure 2: Zoning of the Site and Surrounding Area

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant intends to create three (3) lots through subdivision:
    - Proposed Lot 1
        - 87,120 square feet (2.00 acres) in area (8,093.7 square metres)
        - A lot width of 416.25 feet (126.9 metres)
        - The existing dwelling will be maintained (51 Courage Place)
        - The existing detached accessory structure will be maintained
        - A new septic field will be constructed
        - Access will be taken from Willowgrove Drive
    - Proposed Lot 2
        - 87,120 square feet (2.00 acres) in area (8,093.7 square metres)
        - A lot width of 101.1 feet (30.82 metres)

        - The existing metal Quonset will be maintained
        - The existing septic field on site will be abandoned
        - Existing solar panels on site will be removed
        - Access will be taken from Courage Place via a new 15-foot (4.57 metres) wide approach
    - Proposed Lot 3
        - 98,881 square feet (2.27 acres) in area (9,186.4 square metres)
        - A lot width of 98.5 feet (30.02 metres)
        - The existing dwelling will remain (45 Courage Place)
        - Access will be taken from Courage Place
- No new structures are proposed as part of this application.
- Variances are required to maintain the existing structures, to permit insufficient yards, and to establish lots narrower in width than permitted in the "RR2" Rural Residential 2 zoning district.

COLLABORATION

With the Urban Planning and Design Division

The applicant did not contact the Urban Planning and Design Division prior to making an application.

With the Public

The applicant indicated they mailed informative letters to twelve (12) residential properties in the area and did not received no negative comments. No signatures of support have been included with the application.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

- The *Complete Communities Direction Strategy 2.0* supports *OurWinnipeg 2045*, and has statutory authority as a secondary plan. The strategy guides land use and development in Winnipeg.
- This site is located within the "Rural and Agricultural Lands" policy area. The Vision for this policy area is as follows:
    - *Rural and Agricultural lands will be managed in a manner that accommodates food production, rural living, and supportive uses that do not require a full range of municipal services. Land fragmentation should be minimized in preparation for long-term urban development, where applicable.*
    - Policies relevant to this proposal include:
    - Goal 2: Prevent the fragmentation of rural and agricultural land.
        - *2.3 Encourage consolidation of existing lots.*

ST. VITAL PERIMETER SOUTH PLAN

- The St. Vital Perimeter South Plan is a secondary plan guiding development in the South St. Vital area. The subject site is located within the “Medium Density Rural Residential” policy area.
    - Policies relevant to this proposal include:
        - *(c) To establish a medium density rural residential area and to adopt a zoning by-law establishing a minimum site area of two acres and a minimum site width of 180 feet for single-family dwelling site subject to approved variations.*

CITY OF WINNIPEG ZONING BY-LAW 200/2006

“RR2” Rural Residential 2 District

- The Rural Residential 2 (RR2) district is intended to provide for large-lot rural residential development.

ZONING AGREEMENT DASZ 6/1993

- Clause #2 on the Zoning Agreement states the following:
    - *With the exception of the Public Reserve no vehicular approach shall be constructed or used connecting any part of the land to Willowgrove Road and any existing such approach shall be closed up and removed upon demand by the City.*

ANALYSIS

- The proposed development does not comply with *Complete Communities* policies regarding subdivision in the “Rural and Agricultural Lands” policy area because it would result in the fragmentation of rural land where the consolidation of existing lots is to be encouraged.
- The proposed development meets the minimum lot area, but does not comply with the minimum lot width prescribed by the St. Vital South Secondary Plan.
- Zoning Agreement DASZ 6/1993 explicitly prohibits taking access from Willowgrove Road. The applicant has been taking access from Willowgrove Road for decades despite previous attempts to remove Clause #2 from the Zoning Agreement being rejected by Council. Photos from a site visit on April 8, 2025 (**Figure 3**) show the conditions of Willowgrove Road and the approximately 57-foot (17.5 metres) wide approach in the public right-of-way leading to the subject property in violation of the Zoning Agreement.
- The applicant is proposing to construct an approach from Courage Place to access the Quonset on Proposed Lot 2 (**Figure 4**). This is similar to what the original plans for #51 Courage Place showed (**Figure 5**). This demonstrates that abiding by the original terms of the Zoning Agreement is possible and this proposed Zoning Agreement Amendment is unnecessary.
- The Public Works Department has indicated that should the application be approved, the Developer will need to contribute to the cost of perpetual graveling of Willowgrove Road for the full length of the planned area abutting Willowgrove Road.



Figure 3: Willowgrove Road and the unapproved approaches (April 8, 2025).

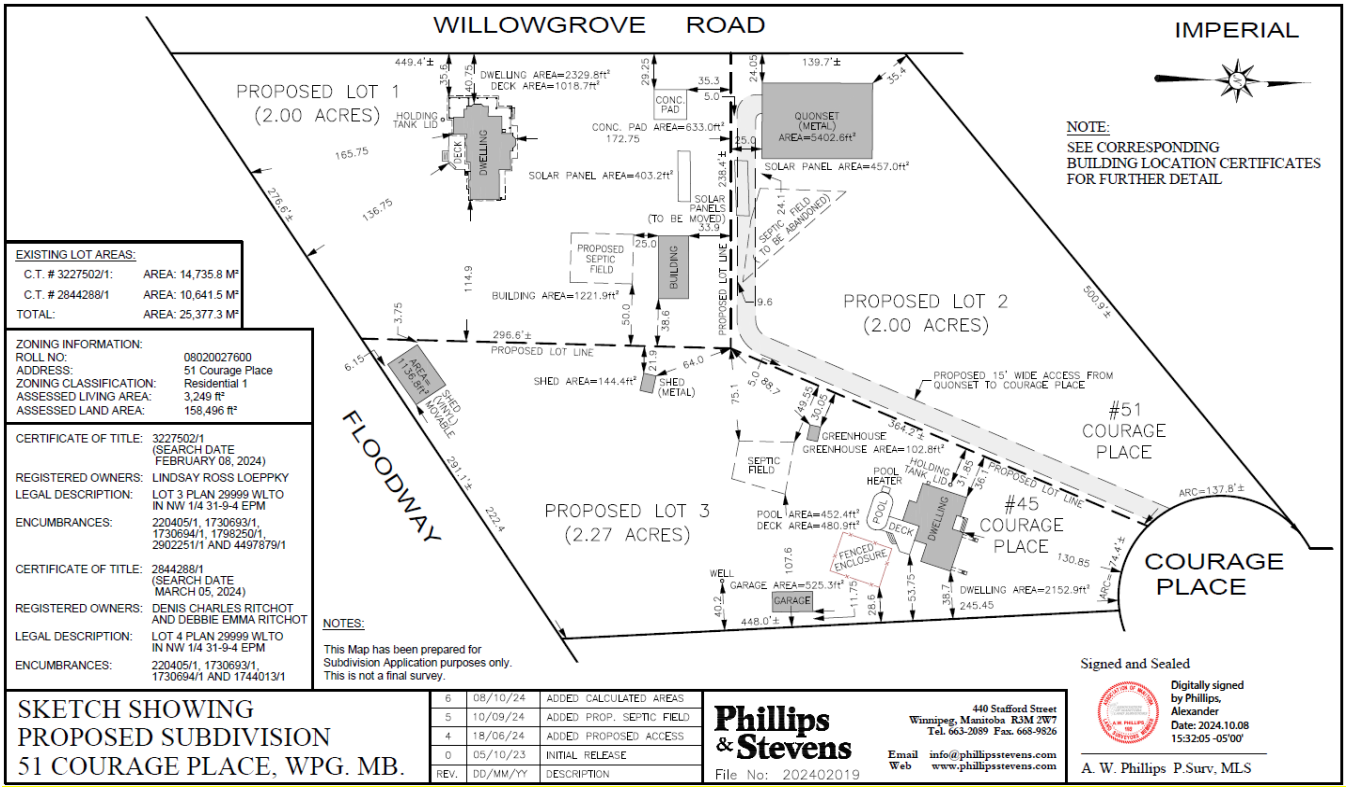


Figure 4: The proposed site plan if ZAA 1/25 were approved.

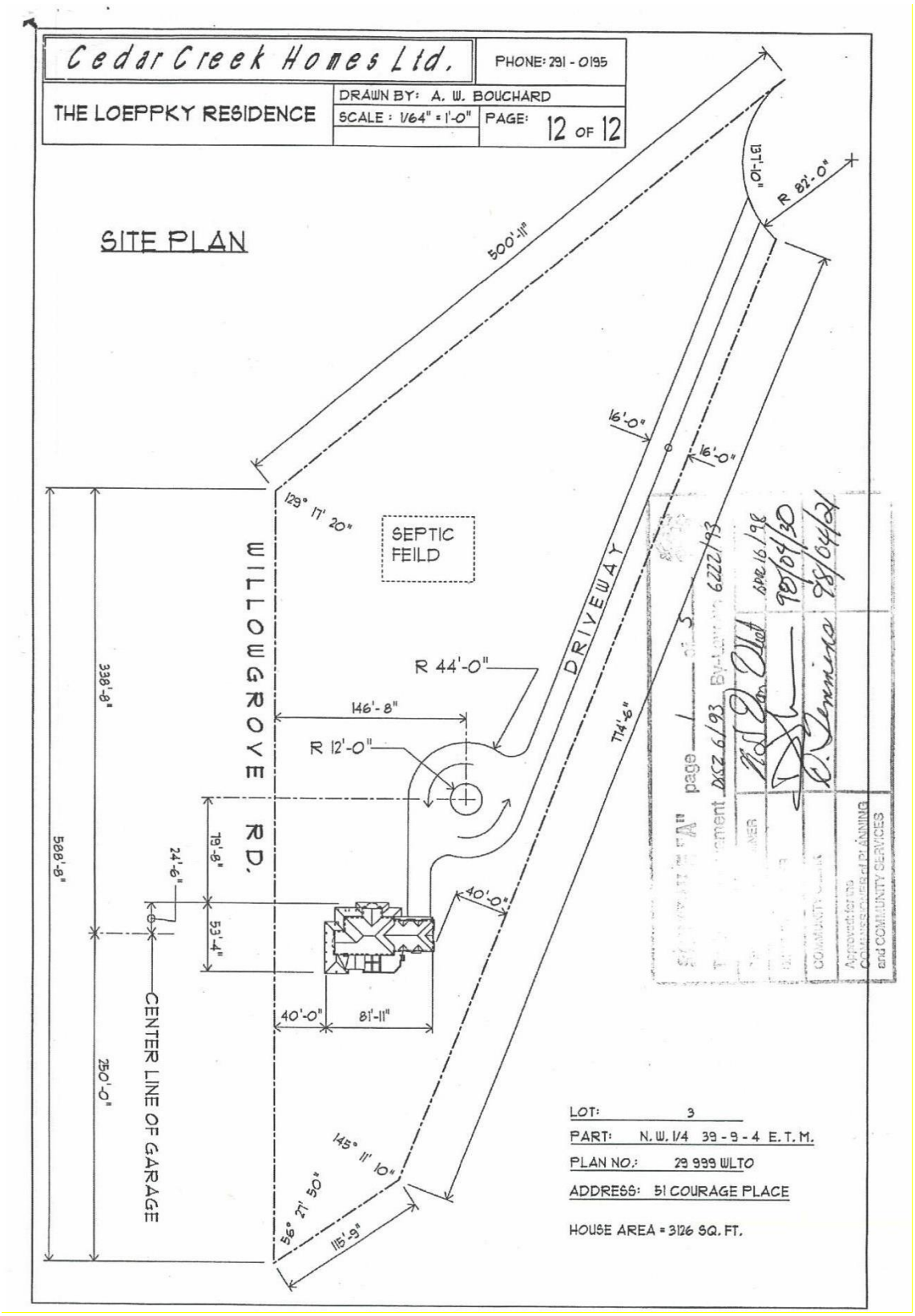


Figure 5: The original stamped site plan submitted under DASZ 6/1996 showing an approach from Courage Place to the Dwelling at 51 Courage Place.

RECOMMENDATION

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

- The proposal is not aligned with *Complete Communities* because it would allow the subdivision of land where the fragmentation of rural land is discouraged and the consolidation of lots is encouraged.
- The proposal is not aligned with the *St. Vital Perimeter South Secondary Plan* because the proposed lot widths are significantly less than what is permitted.
- The applicant is proposing an approach which connects their Quonset to Courage Place. If they simply extended this to their dwelling at 51 Courage Place, it would be aligned with the plans they originally submitted when the dwelling was built and negate the need for this ZAA.
- The Variances triggered by the proposed subdivision are a significant deviation from what is permitted and are not the minimum modification of the Zoning By-law.
- A previous attempt to remove Clause #2 was rejected by Council in 2010 (ZAA 9/2009). The property owner of 51 Courage Place neglected to act on this rejection and has continued to maintain the illegal approach on Willowgrove Drive.

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

Report Prepared By: Steve Nuttall, MCP
PPD File # ZAA 1/25