Minutes – Executive Policy Committee – November 18, 2025

Report – Standing Policy Committee on Property and Development – November 7, 2025

Item No. 9 Secondary Plan Amendment – Public Markets, Lands Bounded by Marion Street to the North, CN Railway and Speers Road to the East, CP/CN Railway to the South and CP Railway to the West (St. Boniface Ward) File SPA 4/2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 first reading be given to By-law No. 68/2025, a draft of which is attached as Appendix "B", being a by-law to amend the Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019 in accordance with this report, and with the following amendment:

    A. Amend Section 5 – Section 8.2 amended, as follows:

        i. In Clause 2 (c), delete the words "in Phase 2 provided that the condition in 8.2.2.b has been met, and an unobstructed emergency access has been established to allow target emergency response times to the planning area to be achieved;", and replace with ", provided that the condition in 8.2.2.b has been met, and a paved at grade emergency vehicle access road connecting to Dawson Road has been established to allow target emergency response times to the planning area to be achieved;"

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 – November 7, 2025

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 7, 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 October 29, 2025, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 1, delete the period after the words "in accordance with this report", and replace with the following:

  ", and with the following amendment:

  A. Amend Section 5 – Section 8.2 amended, as follows:

     i. In Clause 2 (c), delete the words "in Phase 2 provided that the condition in 8.2.2.b has been met, and an unobstructed emergency access has been established to allow target emergency response times to the planning area to be achieved;", and replace with ", provided that the condition in 8.2.2.b has been met, and a paved at grade emergency vehicle access road connecting to Dawson Road has been established to allow target emergency response times to the planning area to be achieved;"

and forwarded the matter to the Standing Policy Committee on Property and Development.

On October 1, 2025, the Riel Community Committee did not hear any representation on the application and adjourned the public hearing to its meeting on October 29, 2025 at 10:30 a.m. in the Council Building at 510 Main Street, at the request of the Applicant.

PUBLIC HEARING SUMMARY

File: **SPA 4/2025**

Before: Riel Community Committee
Councillor Mayes, Chairperson
Councillor Allard

Public Hearing: October 29, 2025
October 1, 2025
Council Building, 510 Main Street

Applicant: McGowan Russell Group (Susan Russell)

Subject:

AMENDMENT TO THE PUBLIC MARKETS MAJOR REDEVELOPMENT SITE "D" SECONDARY PLAN BY-LAW NO. 47/2019 SPA 4/2025



APPLICANT : McGowan Russell Group Inc. (Susan Russell)
FILE : SPA 4/2025
PROPOSAL : The City of Winnipeg has received a proposal to amend the Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019. The proposed amendments would increase the permitted number of dwelling units in the planning area from 2,000 to 2,800; reduce setbacks for residential development from 300m to 150m from some adjacent M3 zoned industrial lands and the Paddington Rail yard; and, redesignate the parcels identified in grey from "Employment" to "Higher Density Residential".

A public hearing (pursuant to Section 236.1(2) of the City of Winnipeg Charter) will be held before the Riel Community Committee. **For information, contact James Platt, Planner, at 204-986-6918.**

DEMANDEUR : McGowan Russell Group Inc. (Susan Russell)
N° DE DOSSIER : MPS 4/2025
PROJET : La Ville de Winnipeg a reçu une proposition de modification du Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019 (règlement municipal sur le plan secondaire du site de réaménagement majeur D de Public Markets). Les modifications proposées augmenteraient le nombre de logements autorisés dans le secteur visé par le plan pour qu'il passe de 2 000 à 2 800; réduiraient les marges de reculement associées aux aménagements résidentiels pour qu'elles passent de 300 m à 150 m par rapport à des terrains industriels adjacents de catégorie M3 et à la gare de triage Paddington; et feraient passer les parcelles en gris de la catégorie « Emploi » à la catégorie « Forte densité résidentielle ».
Une audience publique aura lieu devant le comité municipal de Riel conformément au paragraphe 236.1(2) de la Charte de la ville de Winnipeg.
Pour plus de renseignements, communiquez avec James Platt, urbaniste, au 204-986-6918.

Premises Affected:	Public Markets, Lands bounded by Marion Street to the north, CN Railway and Speers Road to the east, CP/CN railway to the south and CP Railway to the west
For submission to:	The Standing Policy Committee on Property and Development
Prepared by:	Z. Mohan, Committee Clerk Riel Community Committee
Report date:	October 30, 2025

Community Committee Recommendation:

On October 29, 2025, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended and recommended to the Standing Policy Committee on Property and Development:

1. That Council give first reading to By-law No. 68/2025, a draft of which is attached as Appendix "B", being a by-law to amend the Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019 in accordance with this report~~.~~ ***and with the following amendment:***

    A. Amend Section 5 – Section 8.2 amended, as follows:

        i. In Clause 2 (c), delete the words "in Phase 2 provided that the condition in 8.2.2.b has been met, and an unobstructed emergency access has been established to allow target emergency response times to the planning area to be achieved;", and replace with ", provided that the condition in 8.2.2.b has been met, and a paved at grade emergency vehicle access road connecting to Dawson Road has been established to allow target emergency response times to the planning area to be achieved;"

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.

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

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

1. I think that this is a large-complex development. I think the proponent has done their work.

2. I think the many issues that were considered in terms of fire safety. I heard that if this development is approved that we will have the first at-grade dedicated emergency services vehicle crossing road. That would be a first and a plus. Also, the first community that will be fully sprinklered, which would be a first and plus for fire safety.

3. If this is approved, it will allow for the eventually construction of much needed housing, 2800 units specifically, which is a not inconsequential number of housing units. I believe that we need a variety different housing types in St. Boniface and in Winnipeg, including those types of housing that may be more affordable than others. Perhaps the very site itself will allow for some affordability in terms of the residential units that are being proposed to be constructed there.

4. I know the St. Boniface residents, generally, are supportive of housing relative to other uses in the Ward. I am fundamentally not convinced that there is going to be a material difference in the number of complaints from a net new 800 adjacent to a site that is protected by environmental controls, by buildings that consider sound, buildings that are sprinklered, buildings that have a special access for emergency vehicles. It seems to me that is outside of the scope, the net new is less relevant to the overall impact of the industrial operations in the vicinity to the outside of the community. If anything, it has got me thinking, like to the Chief's comment, that perhaps all construction should be sprinklered, or perhaps all circle-style communities should have emergency services built into a lane so that people can receive emergency services on time.

5. I think a lot of work has gone into this. I think a net new 800 will be good for housing. I think a net new 800 will not result in a substantial adverse effect to the industrial area, given that all these provisions are built in. If anything, we should be building in these provisions in the surrounding area to protect those future residents that are going to live in St. Boniface that don't know about the smells, and the dusts, and the odours.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 1

In accordance with section 236.1(1), the threshold for sufficient objection has not been met.

Exhibits Filed:

1. Application dated June 17, 2025
2. Notification of Public Hearing
3. Manitoba Status of Titles 3327225/1, 3327240/1, 3327236/1, 3327235/1, 3327234/1, 3327242/1, 3327244/1, 3327241/1, 3327249/1, 3327246/1, 3327248/1, 3327245/1, 3327255/1, 3327252/1, 3327251/1, 3327250/1, 3327258/1, 3327256/1, 3327227/1, 3327226/1, 3342786/1, 3342785/1
4. Manitoba Status of Instrument 5723539/1
5. Letter of authorization dated April 17, 2025, from 7319828 Manitoba Ltd. (Olexa Development Holdings (St. Boniface) Ltd. – Robert Scaletta) to McGowan Russell Group
6. Caveat 5635292/1
7. Cross Access Easement Declaration 5723541/1
8. Table 1 – Proposed Policy Amendments Public Markets Secondary Plan dated May 5, 2025
9. Servicing Report Revision 4 – Public Markets dated March 28, 2025
10. Secondary Plan dated March, 2025
11. Report from the Urban Planning Division dated September 3, 2025
12. Communication dated September 29, 2025, from Jackie Wilkie in support of the application
13. Notice of Adjournment dated October 3, 2025
14. Communication dated October 27, 2025, from Jackie Wilkie in support of the application
15. Communication dated October 28, 2025, from Scott Brown, Senior Manager, Public Affairs Canada, CN Rail, in opposition to the application
16. Communication dated October 28, 2025, from Kathleen Sullivan, Vice President Government and Industry Relations, in opposition to the application
17. Documentation in support of the application submitted by the applicant at the public hearing
18. Recording of Representations

REPRESENTATIONS:

In Support:

Susan Russell
Robert Scaletta
Jackie Wilkie

In Opposition:

Scott Brown
Tom Janzen
Kathleen Sullivan

For Information:

Nil

For the City:

D. Clark, Senior Planner, Planning, Property and Development Department
J. Platt, Principal Planner, Planning, Property and Development
C. Schmidt, Chief Fire Paramedic, Fire Paramedic Service Department
S. Nuttall, Acting District Planner, Planning, Property and Development Department
A. McKinnon, Planner, Planning, Property and Development Department

Exhibit “11” referred to in File SPA 4/2025

ADMINISTRATIVE REPORT

Title: SPA 4/2025 (By-law 68/2025) Proposed Amendments to the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No.47/2019 – Public Hearing

Critical Path: Riel Community Committee – Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys		

EXECUTIVE SUMMARY

On June 12, 2024, the Urban Planning and Design Division received an application to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan Bylaw No. 47/2019 (the “By-law”). If adopted by Council, the proposed amendment will:

a) Reduce the required setback for new residential development/zoning districts from the “M3” Manufacturing Heavy zoned lands bound by the Sprague Rail Line, Marion Street, and Dawson Road from 300 metres to 150 metres;
b) Reduce the required setback for new residential development from the Paddington Rail Yards from 300 metres to 150 metres;
c) Increase the maximum number of dwelling units permitted within the area affected by the By-law (the “Plan Area”) from 2,000 to 2,800; and
d) Redesignate the lands shown in Schedule A of By-law 68/2025 (Appendix “B”) from “Employment Policy Area” to “Higher Density Residential Policy Area”

The Public Service is supportive of the proposed amendments provided that the additional amendments recommended by the Public Service are concurred in. These include the requirement that an unobstructed emergency access be established before the current maximum number of dwelling units (2,000) may be exceeded (up to 2,800), to allow target emergency response times to the planning area to be met.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 68/2025, a draft of which is attached as Appendix “B”, being a by-law to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019 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.

REASON FOR THE REPORT

An application has been received to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019. If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with The City of Winnipeg Charter and The Development Procedures By-law No. 160/2011.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019 will be amended in accordance with this report.

HISTORY/DISCUSSION

Plan 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 2007, lands owned by the City of Winnipeg on the Public Markets site were sold.
- In 2011, the Plan Area was designated as “Major Redevelopment Site ‘D’ – Public Markets” under *OurWinnipeg* and the *Complete Communities Direction Strategy*.
- On May 31, 2019 the Urban Planning and Design Division received a secondary plan application for Major Redevelopment Site ‘D’ – Public Markets. The Administrative Report for First Reading, while supportive, identified key concerns related to emergency access and traffic, and stated that the Public Service would continue to work with the applicant to attempt to resolve such outstanding issues in advance of the public hearing.

- In January 2020, through continued dialogue with respect to concerns raised by the WFPS about emergency access, the applicant proposed to undertake an Emergency Access and Evaluation Study, which was provided on May 7, 2020.On June 25, 2020, the public hearing for the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law concluded and the Riel Community Committee recommended alterations be made to the proposed plan.
- On July 23, 2020, Council gave second and third reading to the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019.
- On April 26, 2024, the Urban Planning Division received an application (By-law 62/2024) to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law which proposed to:
    - Increase the maximum number of dwelling units permitted in the plan area from 1,200 to 2,000 units;
    - Increase the permitted maximum height for multi-unit residential buildings;
    - Remove the requirement that the developer establish a second collector road connection to Marion Street; and,
    - Remove the requirement that an emergency road access to the plan area be established prior to permitting more than 600 units in the plan area.
- On September 26, 2024, Council concurred in the Public Service’s recommended alterations and adopted by-law 62/2024, with the amendments that required the first single collector road access established to Marion Street is developed as a four-lane divided roadway and access across private lands be established by way of an easement agreement to navigate around an internal intersection in the event of a blockage.

<u>Proposal History</u>

- In February, 2025 a meeting was held between the applicant and staff from the Urban Planning and Design Division. The intent of the meeting was to discuss a proposal to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan to further increase the maximum number of dwelling units permitted in the Plan Area from 2,000 to 2,800.
- June 17, 2025, the Public Service accepted SPA 4/2025 as a complete application.

<u>Proposed Amendment</u>

- The amendments proposed by the applicant in SPA 4/2025 are itemized in Appendix ‘C’ and are described as follows:
    - Redesignate the lands identified in Schedule ‘A’ of By-law 68/2025 from “Employment Policy Area” to “Higher Density Residential Policy Area” (Item 1 of Appendix ‘C’).
    - Reducing the setbacks for new residential development/zoning from the M3 zoned lands located within the area bounded by the Sprague Rail Line, Marion Street, and Dawson Road, from 300 metres to 150 metres. (Items 2 and 4 of Appendix ‘C’)
    - Reducing the required setback from the Paddington Rail Yards from 300 metres to 150 metres (Item 3 of Appendix ‘C’)

    - Increasing the number of dwelling units (from 2,000 to 2,800) that may be permitted in the Plan Area conditional upon the successful implementation of a predictive rail crossing blockage alert system (ie. TRAINFO), or an equivalent solution. (Item 5 of Appendix ‘C’)

- In addition to the proposed amendments included in SPA 4/2024, the Public Service is recommending the following additional amendments, itemized in Appendix ‘D’, to implement the intent of the applicant’s proposal:
    - That policy 3.2.2.4 restricting residential uses east of the easterly collector road be deleted; (Item 2 of Appendix ‘D’)
    - That the wording of the proposed amendment to policy 3.2.2.9 be changed to include 864 Marion Street in the area to which a reduced 150 metre setback applies for new residential development, and to apply setbacks from the boundary of M3 zoned lands to any habitable room or dwelling instead of property line to property line; (Item 3 of Appendix ‘D’)
    - That the wording of the proposed amendment to policy 3.3.2.14 be changed to replace “New Residential zoning districts” with “New residential development”, and to apply setbacks from the boundary of M3 zoned lands to any habitable room or dwelling instead of property line to property line. (Item 5 of Appendix ‘D’)
- The Public Service also recommends that the establishment of an unobstructed emergency access be required before the current maximum number of dwelling units (2,000) may be exceeded (up to 2,800), to allow target emergency response times to the planning area to be met. (Item 6 of Appendix ‘D’).
- A complete list of the Public Service’s recommended changes to the applicant’s proposed amendments is detailed in items 1-6 of Appendix D.

FINANCIAL IMPACT

Financial Impact Statement

Date: September 9, 2025

Project Name:

SPA 4/2025 (By-law 68/2025) Proposed Amendments to the Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No.47/2019 – Public Hearing

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Sept. 9, 2025
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues
- Public Works
- Water and Waste
- Winnipeg Fire and Paramedic Services
- Transit

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

City Building

- 6.9 – Require the criteria for the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, greenfield Employment Lands, rapid transit station areas, and other locations, identified in detail in Complete Communities, where the City requires a comprehensive land use, servicing, and design solution for a particular area of the city.
- 6.26 – 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.

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

C5 - Major Redevelopment Sites

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.

E1 - Employment Lands

Goal 5: Buffer and Protect Employment Lands from encroachment by other incompatible uses

- 5.1 Buffer and protect Employment Lands from encroachment by other incompatible land uses.
    - 5.1.1 Endeavour to provide a minimum separation distance of 300 metres between Core Industrial areas and residential uses.

    - 5.1.2 Provide appropriate separation distances and/or buffering between General Industrial areas and residential uses.

- 5.2 Encourage light industrial uses, quasi-industrial uses, and subordinate commercial uses to act as buffers in Employment Lands that are close to existing and planned residential areas, as long as the scale and type of these uses is consistent with the planned function of the area.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The proposed Secondary Plan amendment aligns with the following policies from the Winnipeg Climate Action Plan:

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

N/A

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Anna McKinnon, MCP
Date: September 3, 2025
File No: SPA 4/2025 (By-law 68/2025)

Attachments:

Appendix A – Planning Discussion
Appendix B – By-law No. 68/2025
Appendix C – Applicant Proposed Amendments
Appendix D – Public Service Recommended Amendments
Appendix E – Supporting Materials (Submitted by the Applicant)

APPENDIX 'A' – Planning Discussion

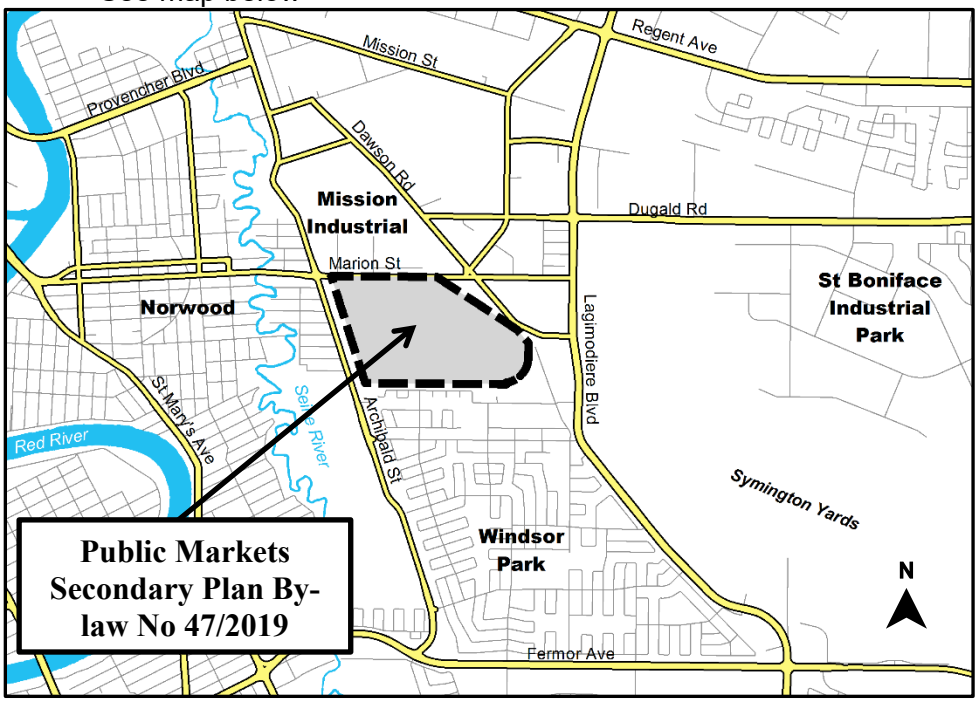
DATE: September 3, 2025

FILE: SPA 4/2025 (By-law 68/2025)

COMMUNITY: Riel
NEIGHBOURHOOD #: 5.539 Stock Yards

SUBJECT: Amendment to Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019 to increase the permitted number of dwelling units from 2,000 to 2,800.

LOCATION: See map below



APPLICANT: McGowan Russell Group Inc. (Susan Russell)
825 St. Joseph Street
Winnipeg, MB R2H 3A8

OWNER(S): 7319828 Manitoba Ltd, Olexa Development Holdings (St. Boniface) Ltd. – Robert Scaletta.

RECOMMENDATION: Approval with additional amendments

EXISTING SECONDARY PLAN

- The Public Markets Major Redevelopment Site 'D' Secondary Plan By-law No. 47/2019 was adopted by Council in July, 2020.

Plan Area

- The Plan Area is approximately 222 acres in area and comprises just over half of the Stock Yards neighbourhood (see Figure 1 – Plan Area).

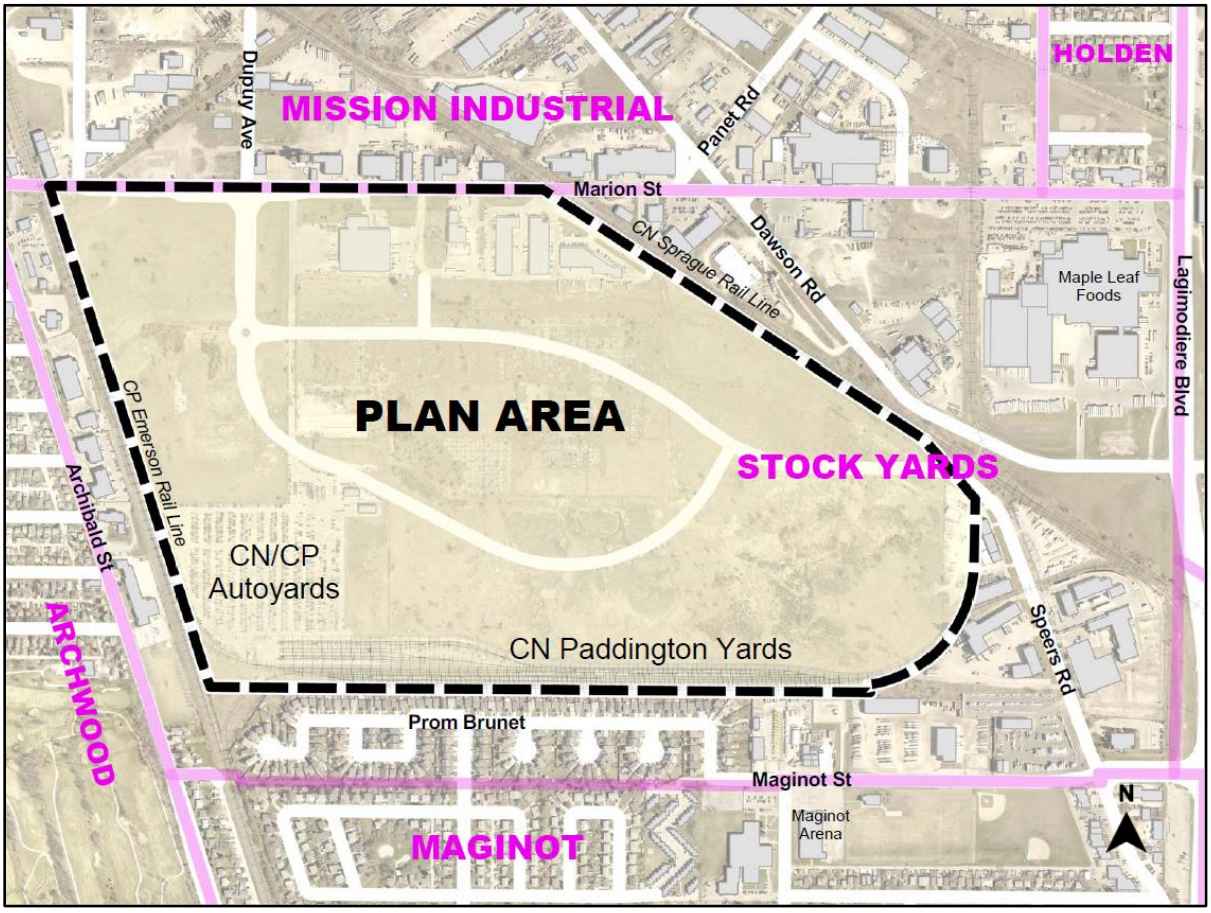


Figure 1 – Plan Area

- The Stock Yards neighbourhood contains existing industrial uses, which are located adjacent to the east side of the Plan Area, along the southern portion of the Plan Area itself (CN Paddington Yards), and along the eastern portion of the northern boundary.
- The Plan Area 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.
- Rail lines and yards surround the Plan Area.

CN Paddington

- CN Paddington Yards (~17.5 acres) and the CN/CP Autoyards (~20 acres) currently operate together along the southern portion of the Plan Area as a rail-to-trailer transfer facility for automobile shipping.

- CN Paddington Yards extends along the entire southern boundary of the Plan Area.

Ownership

- A majority of the Plan Area (~165 ac) is owned by the proponent (see Figure 2 – Ownership).

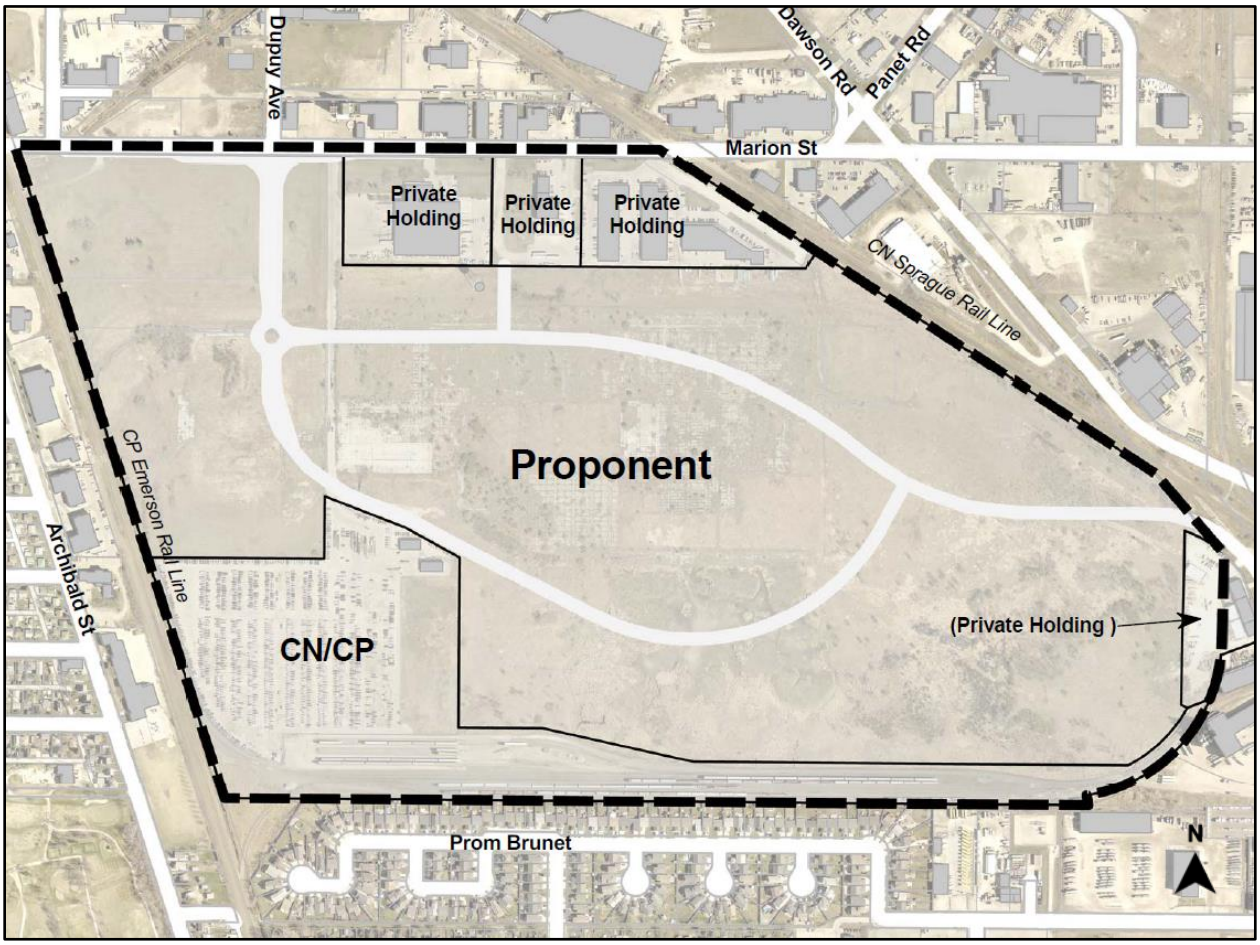


Figure 2 – Ownership

- CN/CP Rail own ~38 acres along the southern portion of the Plan Area.
- Three parcels along the north east of the Plan Area, comprising of ~16.5 acres, have separate ownership and contain existing industrial/business uses.

<u>Public Markets Major Redevelopment Site 'D' (Secondary Plan)</u>

- The Secondary Plan is organized into three land use policy areas to achieve the vision and guiding principles:
    - *Employment*
    - *Commercial*
    - *Higher Density Residential*

- The Employment Policy Area covers a majority of the Plan Area (see Figure 3 – Current Land Use and Transportation Map) and is intended to accommodate light and general industrial uses. Other land uses such as institutional, recreational facilities, and parks and open space uses may be considered in the Employment Policy Area.

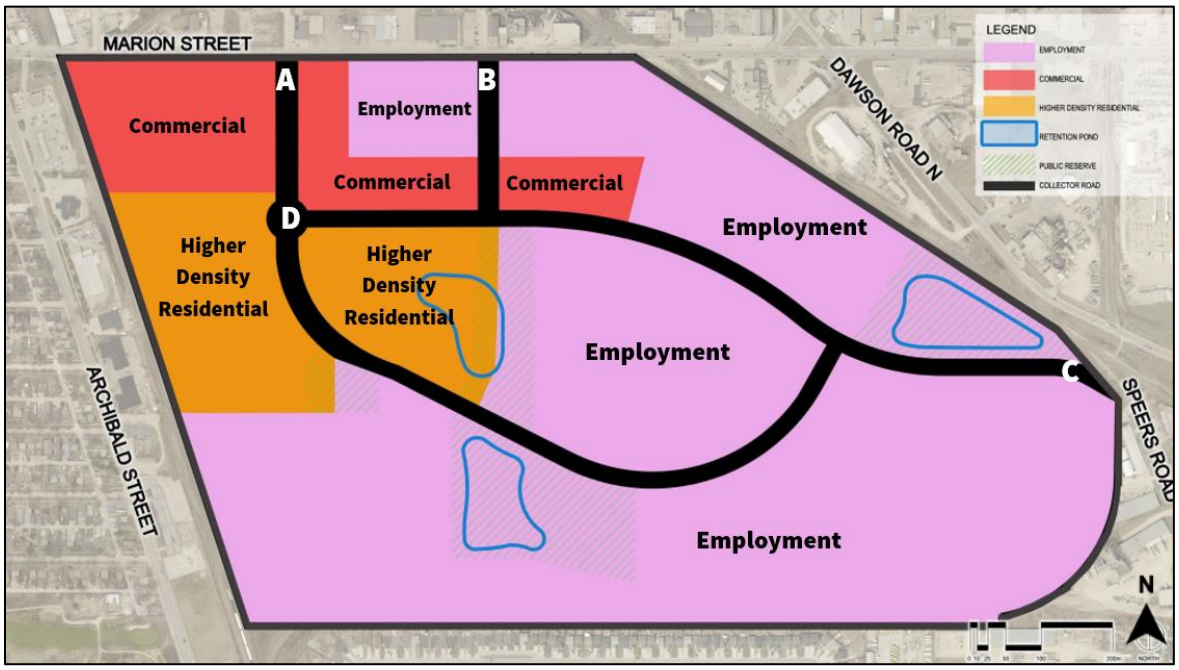


Figure 3 – Current Land Use and Transportation Map

- The Commercial policy areas are primarily located on the northwest portion of the site (refer to Figure 3 above). Commercial development is intended to be the predominant land use within this policy area, however other uses such as multi-family residential, institutional, recreational and parks uses may be considered where appropriate, and in relation to proximity to existing industrial zoned parcels.
- The Higher Density Residential policy areas accommodate row dwellings, townhomes and multi-storey residential buildings.
- The Secondary Plan policies require residential uses to be buffered from “M3” heavy manufacturing employment uses.
- The Secondary Plan identifies two collector road connections to Marion Street: (1) at Dupuy Ave (identified as ‘A’ in Figure 3), and (2) across from approximately 765 Marion Street (identified as ‘B’ in Figure 3). The right-of-way for collector Road marked ‘B’ has only been partially established and will require land from a property along Marion Street to connect to Marion Street.
- A third collector road connection into the Plan Area is located at Speers Road (identified as ‘C’ in Figure 3).
- A roundabout is located at the location identified as ‘D’ in Figure 3.

- The Secondary Plan includes the following limitations and requirements related to residential uses:
    - Residential Uses are not permitted in the Employment Policy Area.
    - Residential Uses are not permitted in the Commercial Policy Area to the east of the easterly collector road that connects to Marion Street (Road 'B' in Figure 3).
    - Buildings west of the collector road marked 'A' in Figure 3 cannot exceed 14 storeys and 150 feet (45.72 metres) in height.
    - Residential buildings in the westernmost 80 metres to the east of the collector road marked 'A' in Figure 3 cannot exceed 14 storeys and 150 feet (45.72 metres) in height. All other residential development east of said collector road cannot exceed 6 storeys and 70 feet (21.34 metres) in height.
    - The number of dwelling units in the Plan Area is limited to 2,000. However, only 1,200 dwelling units are permitted until a predictive rail crossing blockage alert system (ie. TRAINFO), or an alternative solution, is successfully 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.
- Residential uses are also subject to the following setbacks from rail facilities, and industrial zones:
    - New residential development in the Commercial Policy Area must be setback 300 metres (984.25 feet) from any "M3" Manufacturing Heavy zoning districts outside the Plan Area, except for lands located directly across Marion Street to the north, where the required setback is 150 metres (492.13 feet).
    - The same setbacks apply for the Higher Density Residential Policy Area; however the existing policy language states that the setback is applicable to "new residential zoning districts" as opposed to new residential development (ie buildings).
    - The following rail setbacks are applicable to new residential development in the Higher Density Residential Policy Area:
        - 30 metre setback from secondary and principal main rail lines, in conjunction with construction of a berm;
        - 300 metre setback from the Paddington Rail Yard.

ZONING

Current Zoning

- The lands owned by the applicant were subdivided and rezoned under DASZ 30/2020, which was adopted by Council June 24, 2021. Figure 4 shows the existing zoning of the Public Markets Secondary Plan and surrounding area.
- The Plan Area is currently zoned for the following uses:

- Commercial – C2, C3 and CMU zoning districts accommodate a variety of commercial uses. Residential uses may also be established in C2 (as a conditional use) and CMU (as a permitted use) zoning.
- Residential – RMF-M and RMF-L zoning districts accommodate medium and large multi-family residential development.
- Industrial – M1, M2, M3 and MMU zoning districts accommodate a variety of industrial uses. M3 zoning accommodates heavy industrial uses. No new M3 zones may be established within 300 feet of existing residential zones.
- Parks – PR1 and PR2 zoning districts accommodate park and recreation facilities

- Most of the lands to the north and east of the planning area are zoned M3. Lands south of the Plan Area are zoned R1-M and M2, while lands to the west are zoned for commercial, manufacturing or residential purposes.

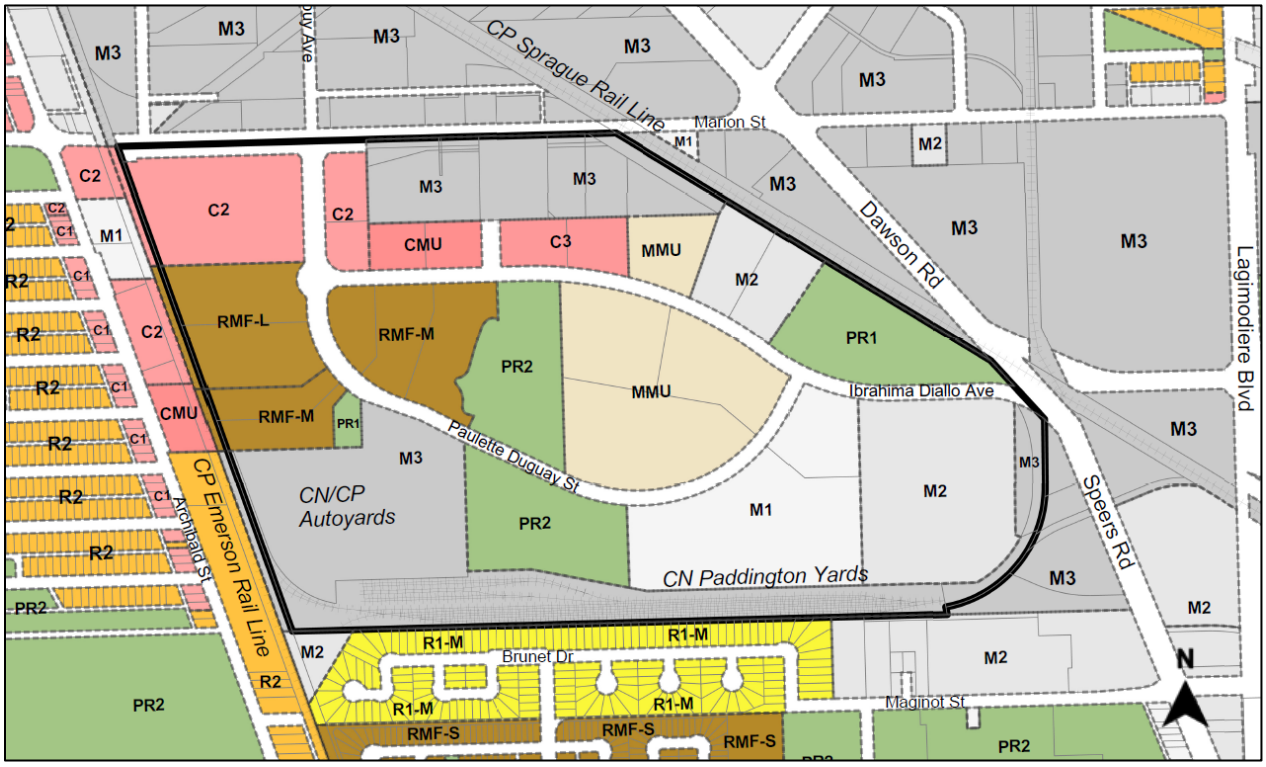


Figure 4 – Public Markets & Surrounding Area Zoning

PROPOSED AMENDMENTS AND DISCUSSION

- SPA 4/2025 includes the following proposed amendments to the Secondary Plan:
    - Redesignating the lands shown below in Figure 5 from “Employment Policy Area” to “Higher Density Residential Policy Area”.
    - Reducing the setbacks for new residential development/zoning districts from the M3 zoned lands located within the area bounded by the Sprague Rail Line, Marion Street, and Dawson Road, from 300 metres to 150 metres
    - Reducing the required setback from the Paddington Rail Yards from 300 metres to 150 metres
    - Increasing the number of dwelling units (from 2,000 to 2,800) that may be permitted in the planning area once a predictive rail crossing blockage alert system (ie. TRAINFO), or equivalent solution, has been successfully implemented.
- An itemized list of proposed amendments to the Secondary Plan submitted by the applicant are included in Appendix C – Applicant’s Proposed Amendments.
- The following discussion provides an analysis of the applicant’s proposed amendments along with recommendations from the Public Service.

<u>Redesignation from Employment to Higher Density Residential</u>

- This application proposes redesignating the lands shown below in Figure 5 from Employment Policy Area to Higher Density Residential Policy Area.
- The parcels proposed for redesignation are currently zoned “PR2” Parks and Recreation and “MMU” Manufacturing – Mixed Use. The intent is for the parcel zoned PR2 to remain as parkland. The parcel zoned MMU is intended for multi-family residential use and would require rezoning to a suitable residential zoning district prior to development.

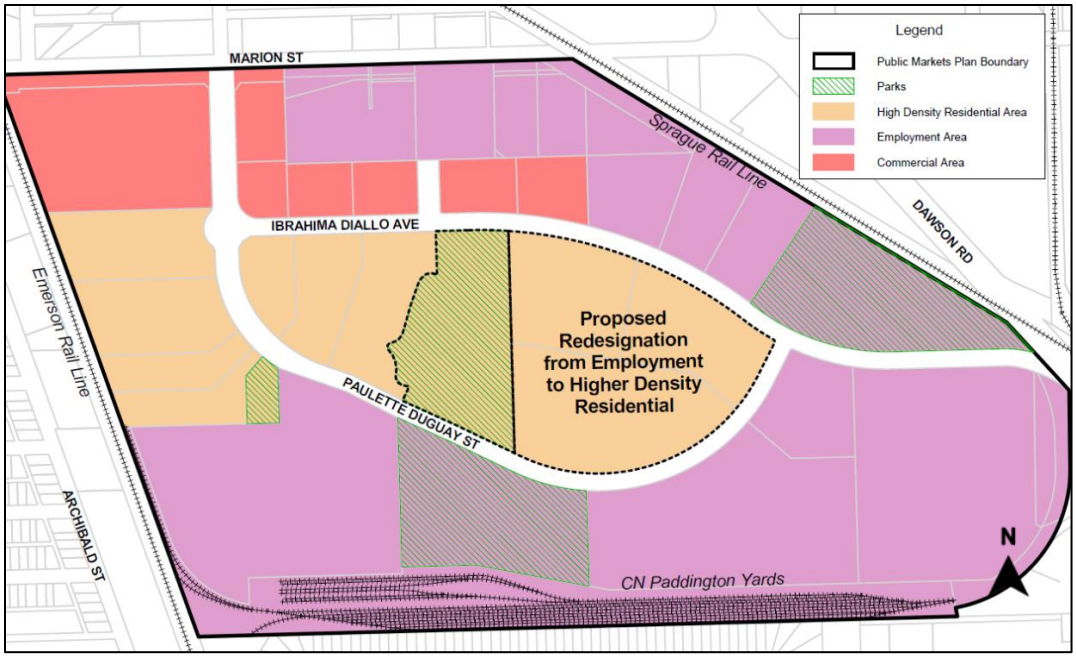


Figure 5 – Proposed Redesignation

- The proposed redesignation does not conflict with Policy 3.2 in Section C5 (Major Redevelopment Sites) of Complete Communities which requires that the Public Markets MRS accommodates a significant amount of employment uses. Following the proposed redesignation, more than 50% of the developable land within the Plan Area will remain designated for employment uses.
- The Public Service is supportive of the proposed redesignation, provided that the alterations to the applicants proposed amendments as discussed in the following sections and detailed in Appendix 'D', are concurred in.

<u>Reducing required setbacks from M3 Manufacturing Heavy zoned lands</u>

- The applicant has proposed a reduction to the setbacks from M3 zoned lands outside of the Plan Area that are required for new residential development/zoning. The proposed amendments affect Secondary Plan policies 3.2.2.9 (Commercial Policy Area) and 3.3.2.14 (Higher Density Residential Policy Area).
- Policy 3.2.2.9 currently restricts new residential uses from establishing in the Commercial Policy Area within 300m of M3 zoned lands outside of the Plan Area (excluding those north of Marion Street). The commercial parcels to the east of the easterly collector road (Dupuy Ave, shown in Figure 6) fall within the 300m setback. Accordingly, the parcels are currently zoned 'C3' Commercial Corridor, which does not allow for residential uses.
- The map on page 4 of the updated Traffic Impact Study submitted by the applicant identifies that the C3 zoned commercial parcels east of Dupuy Ave are intended for multi-family residential development.

- The applicant's proposed amendment to policy 3.2.2.9 (Commercial Policy Area) is illustrated in Figure 6. They propose reducing the required setback for new residential development to M3 lands bounded by the Sprague rail line, east property line of 864 Marion Street (WFPS Station No.9), Marion Street and Dawson Road from 300 metres to 150 metres.
- The applicant's proposed amendment to policy 3.2.2.9 does not identify 864 Marion St. (former WFPS Station No. 9, zoned M3) as being subject to a reduced 150 metre setback. As proposed, the 300 metre setback from this M3 zoned parcel would encroach significantly on the C3 zoned commercial parcels, limiting their potential for rezoning to allow for residential use.
- Additionally, the Public Service notes policy 3.2.2.4 in the Public Markets Secondary Plan states that new residential development shall not be located east of the easterly collector road that connects to Marion Street. No amendment to policy 3.2.2.4 was proposed by the applicant in the current application.
- To allow for future residential development on the commercial parcels currently zoned C3, the following changes in addition to those proposed by the applicant, are required:

  1) Policy 3.2.2.4 should be deleted, (Item 2 of Appendix 'D') and
  2) The proposed amendment to 3.2.2.9 should include the M3 zoned lands at 864 Marion Street in the reduced 150m setback, and setbacks should apply from property line of M3 zoned uses to any habitable room or dwelling, instead of from property line to property line. (Item 3 of Appendix 'D'), as shown in Figure 7 below.

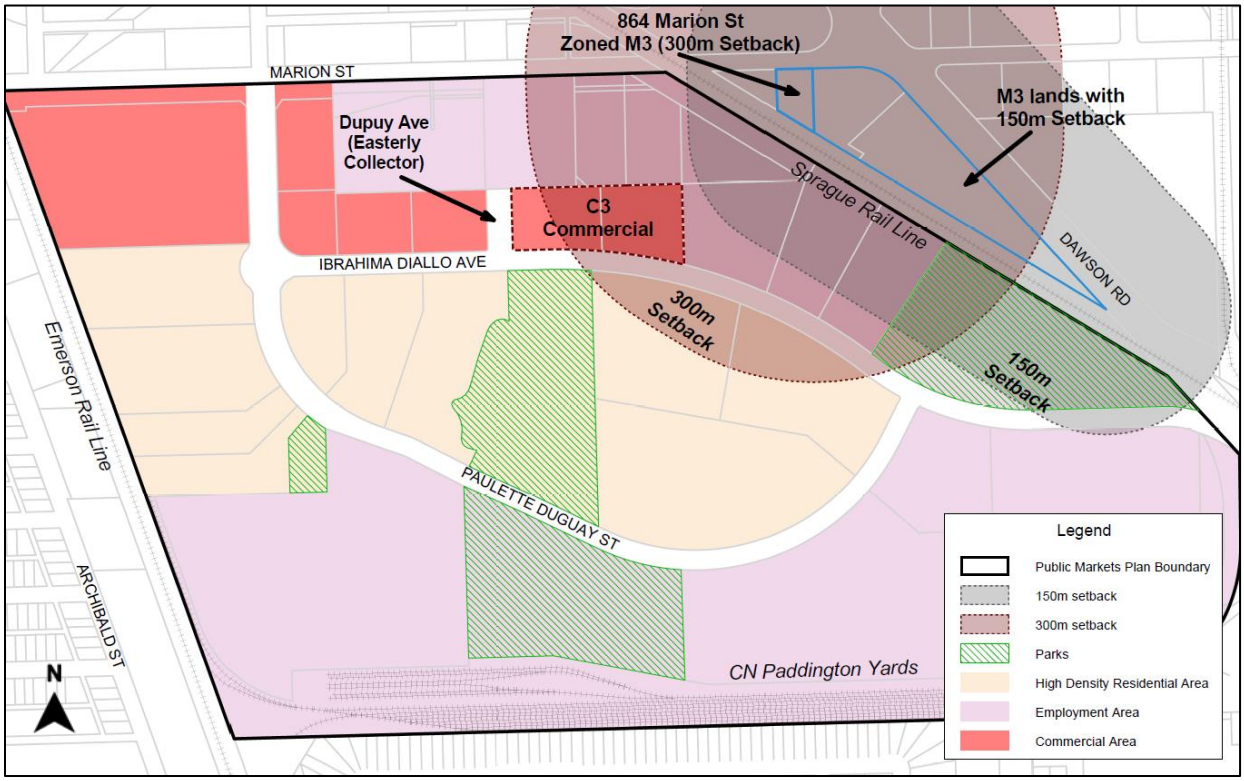


Figure 6 – Map of applicant's proposed amendment to policy 3.2.2.9

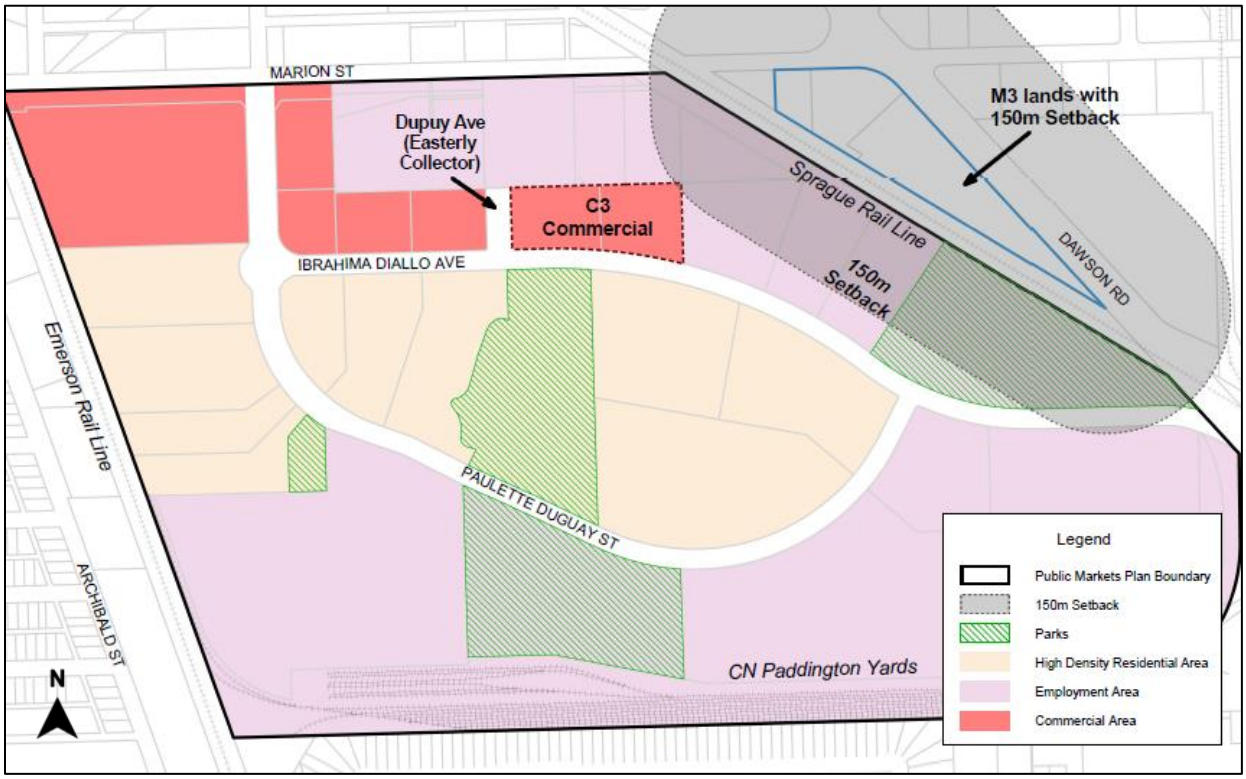


Figure 7 – Map of Public Service's proposed amendment to policy 3.2.2.9

- An amendment to Policy 3.3.2.14 (Higher Density Residential Policy Area) has also been proposed. Policy 3.3.2.14 currently requires a 300 metre setback from M3 zoned lands outside the Plan Area (excluding those north of Marion St) to new residential zoning districts. M3 Zoned Lands north of Marion St are currently subject to a 150 metre setback.
- The applicant is proposing that the setback distance for new residential uses from the M3 zoned lands across the Sprague Rail Line be subject to a 150 metre setback instead of the current 300 metre setback.
- As shown in Figure 7 below, with the applicant's proposed amendments, a small portion of the northeastern parcel proposed for redesignation from Employment to Higher Density Residential would still fall within 300 metres of M3 zoned lands to which the 300m setback still applies.
- Policy 3.3.2.14 in the Public Markets Secondary Plan states that "New Residential Zoning Districts" shall be subject to setbacks from M3 zoned lands. Because zoning follows lot lines, the northeastern-most parcel proposed for redesignation could not be rezoned to a residential zoning district under the applicant's proposed re-wording of policy 3.3.2.14.
- To ensure the lands proposed for redesignation can be rezoned to a residential zoning district the wording of policy 3.3.2.14 should be changed to replace "New residential zoning district" with "New residential development". Additionally, the setbacks should apply from the boundary of M3 zoned lands to any habitable room or dwelling instead of from property line to property line (See Item 6 of Appendix 'D').

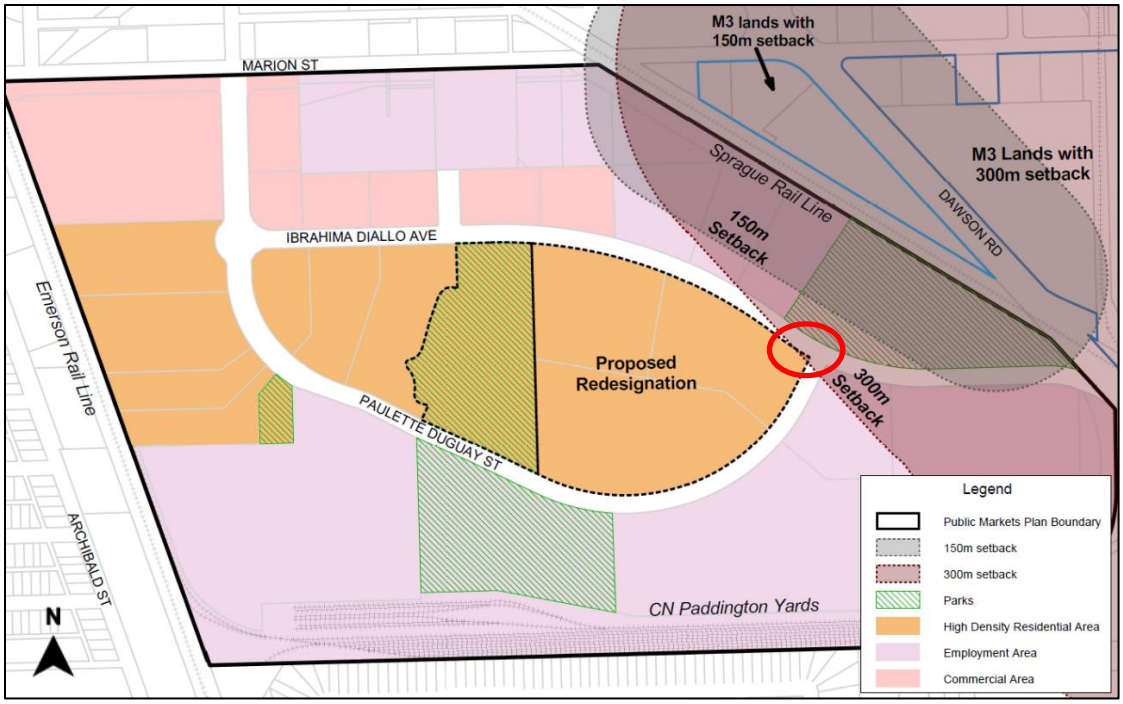


Figure 8 – 300 metre M3 setback to proposed redesignation.

- The Public Service notes that Map 12 (Map of Employment Lands) in Complete Communities identifies the lands north of Marion as “General Industrial”. The lands bounded by the Sprague Rail Line, Marion Street, and Dawson Road are identified as “Core Industrial”. General Industrial and Core Industrial lands are shown in relation to the Public Markets planning area in Figure 9 below.

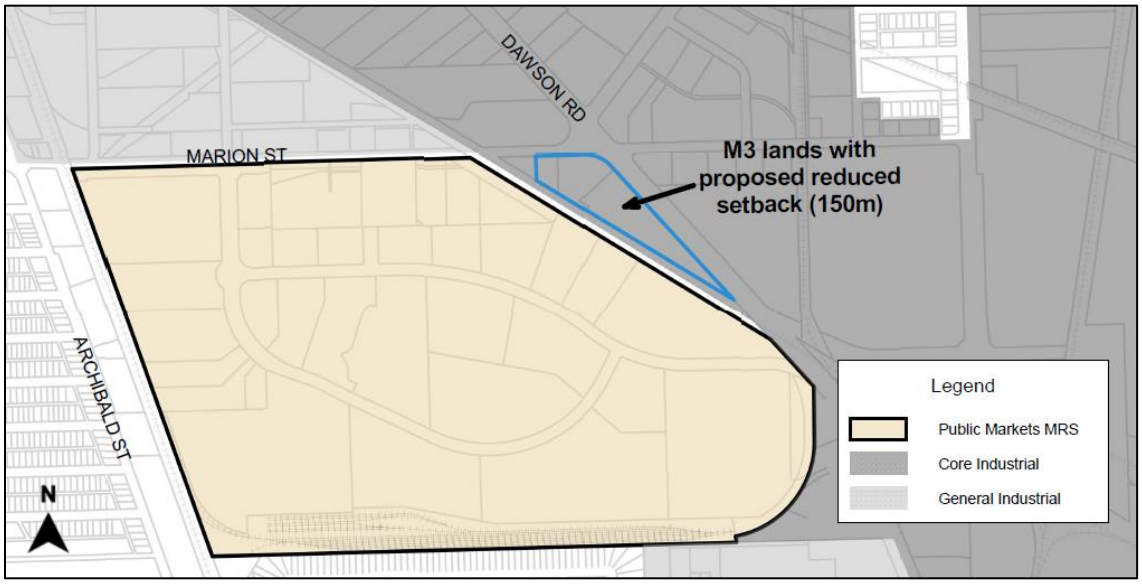


Figure 9 – General Industrial, Core Industrial in relation to the Public Markets Plan Area

- Complete Communities directs the protection and buffering of Employment lands from encroachment by other incompatible uses (Goal 5, Section E1 – Employment Lands). Policy

5.1.1 specifically encourages that a minimum separation distance of 300 metres between core industrial uses and residential uses be maintained.

- While the proposed reduction in setbacks is not consistent with Policy 5.1.1, the Public Service recognizes that the Plan Area is a Major Redevelopment Site, and is intended to accommodate a mix of uses, including residential development. Sufficient residential densities are required to support the infrastructure investment and site remediation required and create the critical mass necessary to build a complete community.
- The M3 zoning district generally is intended to accommodate heavy industrial uses that may create substantial sound, noise, or odour impacts to neighboring properties. However, the M3 zoned lands bounded by the Sprague Rail Line, Marion Street, and Dawson Road from which a reduced setback is proposed do not currently contain heavy industrial uses.
- The M3 zoned properties bounded by the Sprague Rail Line, Marion Street, and Dawson Road are currently occupied by the former No. 9 WFPS station (inactive), and Eastside Collision (auto repair shop). These uses are not anticipated to result in a land use conflict with the residential development in the Plan Area.
- To limit potential land use conflicts between heavy industrial uses and residential development, the zoning by-law states that new M3 zone districts should not be established within 300 feet of an existing residential zone district.
- While the proposed reduction from a 300 metre (984 feet) setback to 150 metre (492 feet) setback would not align with Policy 5.1.1 in Complete Communities, it would exceed the setback prescribed in the zoning by-law between new M3 lands and residential zoning districts.
- Given the Plan Area is a Major Redevelopment Site, and the nature of the businesses operating on the parcels to which the reduced setback would apply, the Public Service is supportive of the proposed setback reductions.
- The Public Service recommends several changes and one additional amendment to the industrial setback amendments proposed by the applicant to ensure the proposal will allow for residential development of the subject sites as intended. The Public Service's recommended amendments are detailed fully in items 2, 3 and 5 of Appendix D, and are as follows:
    - Delete policy 3.2.2.4 which restricts residential uses to the east of Dupuy Ave (Item 2 Appendix D);
    - Reword the proposed amendment to policy 3.2.2.9 to include 864 Marion (zoned M3) as a parcel from which the reduced 150m setback will apply, and to apply the setbacks from the property line of M3 zoned uses to any habitable room or dwelling (Item 3 Appendix D);
    - Reword the proposed amendment to policy 3.2.2.14 to replace "New residential zoning districts" with "New residential development", and to apply the setbacks from the property line of M3 zoned uses to any habitable room or dwelling (Item 5 Appendix D).

Reducing the required setback from the Paddington Rail Yards

- Policy 3.3.3.13b (Higher Density Residential) in the Public Markets Secondary Plan currently requires a 300 metre setback for new residential development from the Paddington Rail Yards.
- This setback would infringe on the area proposed for redesignation, therefore, the applicant is proposing the setback be reduced to 150 metres, to allow for development of the parcel.
- The 300 metre setback currently included in the plan is consistent with the recommended building setbacks for new residential development from freight rail yards according to the Federation of Canadian Municipalities and the Railway Association of Canada *Guidelines for New Development in Proximity to Railway Operations*.
- The stakeholder engagement summary submitted by the applicant in their application package indicates that they met with a representative from CN to discuss the proposed amendments and provide a copy of the noise and vibration assessment for the project. The summary indicates the applicant's understanding that CN is not in favour of the proposed amendments.
- A copy of the secondary plan amendment application was circulated to CN for comment. Their comments reiterated they are not supportive of the proposed amendment to Policy 3.3.3.13b. They note they have serious concerns with any proposed residential uses in proximity to Rail Yard operations, due to the noise, vibration, odor, dust, safety issues and potential for trespassing.
- Additionally, CN notes that the tracks located in the Sprague Subdivision north of the Plan Area are yard tracks, and that CN may conduct Rail Yard operations within this Rail Corridor.
- The noise and vibration assessment submitted by the applicant is included in Appendix E. The map provided indicates that the impacts from the Paddington Rail Yard on the property proposed for redesignation are lesser than the impacts to the existing residentially designated areas in the plan.
- A small portion in the north of the parcel proposed for redesignation falls within rail traffic noise impact area 3. However, most of the parcel falls within Area 2, where no noise mitigation measures are recommended. The only recommendation for Area 2 in the study is the inclusion of a CP/CN warning clauses regarding the potential for noise and vibration impacts for all residential locations within 300 metres of the rail line.
- The Public Service is supportive of the proposed reduction to the setback from the Paddington Rail Yard given the results of the noise and vibration assessment study submitted by the applicant.

Increase in Number of Dwelling Units

- The applicant is proposing to increase the number of permitted dwelling units in the Plan Area from 2,000 to 2,800, which requires an amendment to Policy 8.2.2 (item 5 of Appendix C)
- The Secondary Plan currently allows up to 1,200 dwelling units to be established in the Plan Area during Phase 1 of development. Up-to 2,000 dwelling units are permitted provided that a predictive rail crossing blockage alert system (ie. Trainfo) or an alternative solution is provided, 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 including these policies in the Secondary Plan was to ensure that an acceptable level of risk associated with emergency access into the Plan Area during a train crossing blockage could be maintained.
- Access to the Plan Area requires travel over one of three rail crossings as shown in Figure 10 – Rail Crossings.

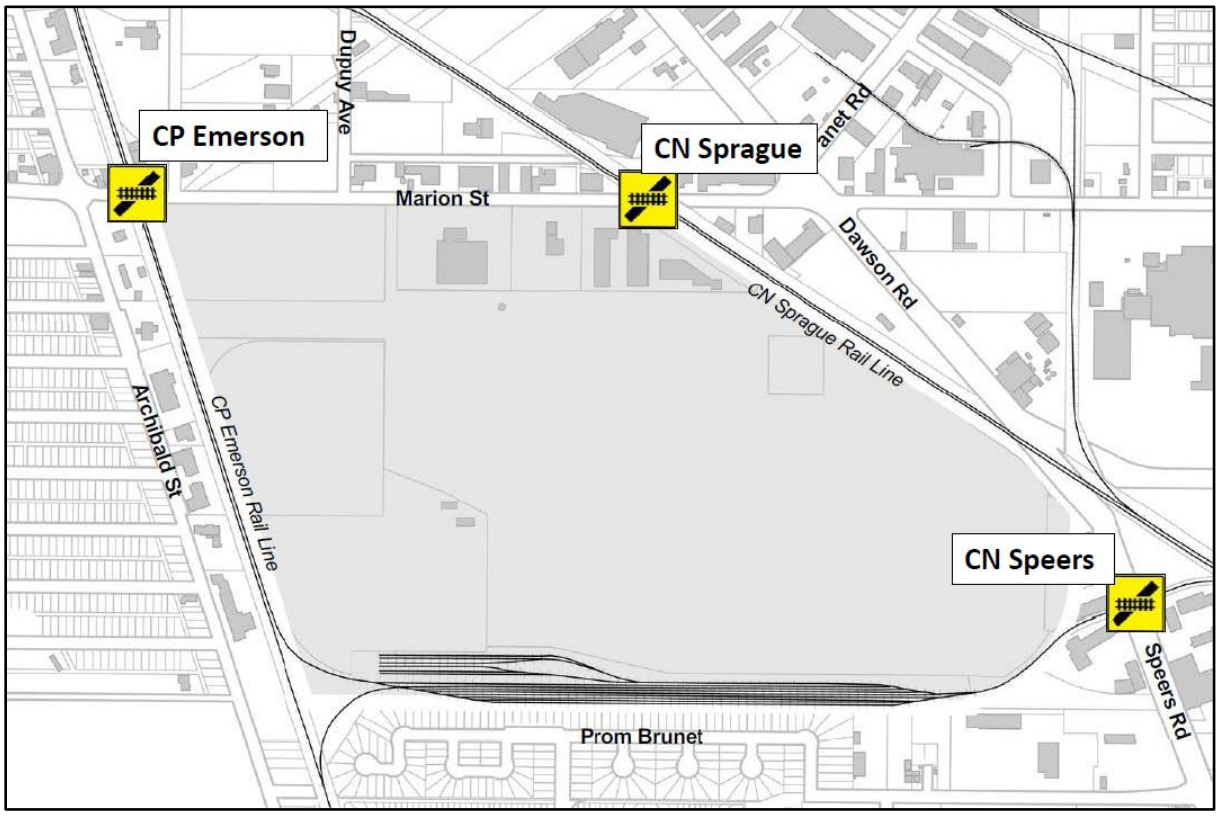


Figure 10 – Rail Crossings

- In 2020, during the adoption of the Secondary Plan, concern was raised regarding the potential for access to the Plan Area being blocked by a train during an emergency call event (i.e. ambulance or fire). The concerns included both the ability for emergency vehicles (apparatus) to both respond to a call from within the Plan Area, as well as travel from a call to a hospital (in the case of an ambulance).
- In response to this concern, the applicant provided an Emergency Access Evaluation Study (prepared by Dillon Engineering, 2020), which was submitted as part of the application for

the Secondary Plan (By-law 47/2019) (https://clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=19978&SectionId=567227&InitUrl=)

- Concerns with the Emergency Access Evaluation Study identified by the Public Service were included in Appendix A of the Administrative Report submitted at the public hearing for By-law 47/2019 on June 5, 2020 (https://clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=19978&SectionId=567223&InitUrl=) Namely, the scenarios presented in the Emergency Access Evaluation Study assume that all rail blockages are known at the time of an emergency dispatch which ensures that responding emergency vehicles selected by dispatch will not encounter a train blockage, or will be aware of an alternate route at the time of dispatch.
- The Administrative Report submitted during the adoption of the Secondary Plan suggests that a predictive rail crossing blockage alert system could be implemented and integrated with the City's 911 Dispatch system. It is recognized that the implementation of such a system could help alleviate emergency access issues discussed in the Administrative Report.
- Winnipeg Fire and Paramedic Services (WFPS) has not confirmed that such a system has been implemented at the time of writing this report.
- Initially when it was adopted, the Secondary Plan allowed for up to 600 dwelling units (~1,000 people) to be established in the Plan Area before an unobstructed emergency access is required. As per the Administrative Report for the Secondary Plan, 600 dwelling units is estimated to result in approximately 15 blockages per year (see Table 1 – Summary of Emergency Access Evaluation with 1,200 Dwelling Units).

Table 1 – Summary of Emergency Access Evaluation with 600 Dwelling Units (SP Policies at adoption)

	Minutes blocked per day	Chance of Blockage during emergency	# Fire Calls during blockage per year	# Medical Calls during blockage per year	Total # Calls during blockage per year
CP Emerson	28.52	0.86%	0.60	2.53	3.13
CN Sprague	49.68	1.49%	1.05	4.40	5.45
CN Speers	55.33	1.66%	1.17	4.90	6.07
Total	133.53	4.02%	2.82	11.83	14.65

- The requirement for an unobstructed emergency access to the Plan Area was included in the Secondary Plan to mitigate the risk associated with increasing the number of dwelling units in the Plan Area beyond 600. The originally adopted Secondary Plan allowed for up to 1,200 dwelling units (2,000 people assuming 1.67 people per dwelling unit) to be established in the Plan Area once an emergency access has been established.
- The Emergency Access Evaluation Study submitted during the Secondary Plan adoption estimated that 1,200 dwelling units (2,000 people based on 1.67 people per unit) in the Plan Area would result in approximately 30 blockages per year (see Table 2 – Summary of Emergency Access Evaluation with 1,200 Dwelling Units).

Table 2 – Summary of Emergency Access Evaluation with 1,200 Dwelling Units

	Minutes blocked per day	Chance of Blockage during emergency	# Fire Calls during blockage per year	# Medical Calls during blockage per year	Total # Calls during blockage per year
CP Emerson	28.52	1.78%	1.20	5.06	6.27
CN Sprague	49.68	2.99%	2.11	8.83	10.94
CN Speers	55.33	3.37%	2.37	9.93	12.29
Total	133.53	8.08%	5.68	23.82	29.51

- SPA 4/2024 approved in September 2024 increased the maximum number of dwelling units permitted in phase 1 from 600 to 1,200 units and removed the requirement that an unencumbered emergency access to the Plan Area be established prior to increasing the number of dwelling units beyond 600. The plan policies were also amended to allow up to 2,000 units once a predictive rail blockage alert system is in place.
- The proposal to allow 2,000 dwelling units (3,333 people based on 1.67 people per dwelling unit) was not considered in the Emergency Access Evaluation Study. However, using the calculations from the evaluation of the Emergency Access Evaluation Study, 2,000 dwelling units is estimated to result in approximately 50 blocked emergency calls per year (see Table 3 – Summary of Emergency Access Evaluation with 2,000 Dwelling Units).
- To mitigate the increased level of risk from SPA 4/2025, the requirement that the first collector access to Marion be established as a four-lane roadway was added to the plan.

Table 3 – Summary of Emergency Access Evaluation with 2,000 Dwelling Units

	Minutes blocked per day	Chance of Blockage during emergency	# Fire Calls during blockage per year	# Medical Calls during blockage per year	Total # Calls during blockage per year
CP Emerson	28.52	2.86%	2.01	8.43	10.45
CN Sprague	49.68	4.99%	3.51	14.71	18.23
CN Speers	55.33	5.61%	3.95	16.55	20.48
Total	133.53	13.47%	9.48	39.69	49.18

- The current proposal is to allow up to 2,800 units (4,676 people based on 1.67 people per dwelling unit) once a predictive rail blockage alert system is in place. Using calculations from the Emergency Access Evaluation Study, 2,800 dwelling units is estimated to result in approximately 69 blocked emergency calls per year (see Table 4 – Summary of Emergency Access Evaluation with 2,800 Dwelling Units).

Table 4 – Summary of Emergency Access Evaluation with 2,800 Dwelling Units

	Minutes blocked per day	Chance of Blockage during emergency	# Fire Calls during blockage per year	# Medical Calls during blockage per year	Total # Calls during blockage per year
CP Emerson	28.52	4.00 %	2.82	11.81	14.63

CN Sprague	49.68	6.99%	4.92	20.60	25.52
CN Speers	55.33	7.86%	5.53	23.16	28.70
Total	133.53	18.86%	13.28	55.5	68.85

- As per comments received from Winnipeg Fire and Paramedic Services (WFPS), the Public Service notes that No. 9 Fire Station which was located at 864 Marion has been relocated to 1083 Autumnwood Drive.
- Medical call and fire call response times to the planning area are both affected by the closure of WFPS's 864 Marion location. Fire Fighters typically arrive first and serve as primary care paramedics during medical calls.
- WFPS are aware of the increased level of risk of blocked calls resulting from the proposed increase in the permitted number of dwelling units (2,000 to 2,800). As a result, they require the establishment of an unobstructed emergency access before the current maximum number of dwelling units (2,000) may be exceeded (up to 2,800), to allow target emergency response times to the Plan Area to be met.
- The purpose of establishing an unobstructed access is to ensure that emergency apparatus (vehicles) are able to reliably respond to calls in the Plan Area without delay caused by train blockages at any one of the three rail crossings.
- A predictive rail crossing blockage alert system that alerts first responders at the time of a 911 call may reduce the potential for delays to emergency responses in the Plan Area. If the first responding apparatus encounters a train blockage at one of the three rail crossings, then a second apparatus is dispatched from another direction. This results in a delayed first response. However, this system would not completely eliminate risk as it does not resolve for the shortest route being physically blocked, resulting in longer travel for emergency services to reach the call.
- The Public Service is not supportive of the level of risk associated with the proposed amendment, unless an unobstructed emergency access is established to allow target emergency response times to the Plan Area to be met. Accordingly, the following changes to Policy 8.2.2 are recommended by the Public Service (Item 6 in Appendix D):

  8.2.2 - Phasing will be subject to the following restrictions relating to emergency access to the planning area:

  a) *Up to 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.*

  b) *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.*

  c) *Up to 2,800 dwelling units may be permitted in the planning area in Phase 2 provided that the condition in 8.2.2.b has been met, and an unobstructed emergency access has been established to allow target emergency response times to the planning area to be achieved.*

d) *8.2.2.B and 8.2.2.C must be completed 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.*

Comments for future development

- Several comments pertaining to future development applications have been provided for information.
- The applicant is advised that a new waste management fee is applicable to all new multi-unit development will be applied to the utility bill of utility account holders. To ensure that owners/occupants of new multi-unit dwellings can receive the solid waste services provided for through this fee, new multi-unit dwellings must be designed to meet the City's collection service standards. Applicants proposing new multi-unit developments are advised to contact the Solid Waste Services Division early in the design process to ensure that proposed designs are consistent with City standards for multi-unit dwellings.
- The revised TIS submitted for the current application recommends RRFB crosswalks at Paulette Duguay Street south of the Commercial Access and south of Ibrahima Diallo Avenue. Public Works notes that in future applications it is recommended the Servicing Agreement is amended such that the Developer is required to fund the crossing control at these locations.

RECOMMENDATIONS:

1. That Council give first reading to By-law No. 68/2025, a draft of which is attached as Appendix “B”, being a by-law to amend the Public Markets Major Redevelopment Site ‘D’ Secondary Plan By-law No. 47/2019 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.