Agenda – Executive Policy Committee – December 9, 2025

REPORTS

Item No. 18 Subdivision and Rezoning of 22 Granite Way and 2nd and 3rd reading of By-law 36/2025

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Council give second and third reading to By-law No. 36/2025.

2. That the Proper Officers of the City do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Subdivision and Rezoning of 22 Granite Way and 2nd and 3rd reading of By-law 36/2025

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
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EXECUTIVE SUMMARY

An application to subdivide and rezone the lands at 22 Granite Way (the Granite Curling Club) was submitted to the City and deemed complete on November 14, 2024. The proposal (DASZ 46/2024) seeks to create two parcels:

- the eastern portion, containing the Granite Curling Club and its adjacent parking lot, would remain zoned “R” Riverbank Sector; and
- the western surface parking lot would be rezoned to “C” Character Sector to enable a future housing development.

A public hearing was held by the Standing Policy Committee on Property and Development on February 6, 2025. The Committee did not arrive at a recommendation. The proposal was considered by the Executive Policy Committee (“EPC”) on February 18, 2025, which concurred with the Public Service and added a further direction (“Recommendation 4”):

4. That prior to the issuance of a development permit, the Public Service be directed to work with the proponent and the Granite Curling Club, to develop an adequate parking plan in order to support the operational sustainability of the Club, to the satisfaction of the Director of Public Works and the Director of Planning, Property and Development.

Council adopted the recommendations and approved DASZ 46/2024 on February 27, 2025, with first reading of the by-law on March 27, 2025.

Because sufficient objections were received under section 236.1 of The City of Winnipeg Charter (The “Charter”), the proposed by-law was referred to the Manitoba Municipal Board (the “Board”) following first reading. The Board held a public hearing on August 26–28 and September 8–10, 2025, and issued its Report and Recommendations to Council on November 13, 2025 (attached as Schedule A).

The Board recommended that Council proceed with second and third reading of the proposed zoning by-law. The Board also recommended an amendment to EPC's Recommendation 4 as follows:

4. That prior to the issuance of a development permit, the Public Service be directed to work with the proponent and the Granite Curling Club, to develop an adequate parking plan in order to support the operational sustainability of the Club, to the satisfaction of the Granite Curling Club, the Director of Public Works, and the Director of Planning, Property and Development.

In accordance with section 236.1(9) of the Charter, Council must not pass a proposed zoning by-law that has been referred to the Board unless it conforms to the recommendations that the Board has made in respect of the proposed by-law.

After reviewing the Board's Report and Recommendations in consultation with Legal Services, the Public Service is of the opinion that the Board's recommendation to amend Recommendation 4 is not in respect of the proposed by-law, and Council is not required to adopt that recommendation. As a result, Council can proceed to give second and third reading of the by-law with the original conditions set by Council on February 27, 2025.

The Public Service therefore recommends that Council give the by-law second and third reading without amendment. This will complete the rezoning and subdivision of the land and allow the development process to proceed. The Public Service will make reasonable efforts to work with the Granite Curling Club to develop an adequate parking plan prior to the development permit stage in accordance with Council's original decision in respect of DASZ 46/2024.

RECOMMENDATIONS

1. That Council give second and third reading to By-law No. 36/2025.

2. That the Proper Officers of the City do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

In accordance with recommendation 236.1(8) of the City of Winnipeg Charter, the Municipal Board is required to submit their report, with recommendations, to Council within 60 days after conducting their hearings.

The Board's recommendation is to give second and third reading to By-law No. 36/2025. In accordance with Section 236.1(9) of the City of Winnipeg Charter, Council must not pass a proposed zoning by-law that has been referred to Board unless the proposed by-law conforms to the recommendations that the Board has made to Council in respect of the by-law.

This report has been prepared to inform Council of the Municipal Board's recommendations and to outline next steps and decision-making considerations for the rezoning and subdivision application.

As the Standing Policy Committee on Property and Development was the hearing body, this report is submitted to the Executive Policy Committee as the designated committee for making a recommendation to Council.

IMPLICATIONS OF THE RECOMMENDATIONS

By-law 36/2025 will be given second and third reading and Development Application No. DASZ 46/2024 will be approved, and the development can move forward.

HISTORY/DISCUSSION

City of Winnipeg Decision Making History

On July 13, 2023, Council approved the City's application to the Federal Government's, Housing Accelerator Fund (HAF) program, which included provisions to create a Land Enhancement Office under the direction of the HAF Manager. This office would identify surplus city owned land that could be leased or sold to affordable housing developers/providers and, if required, prepare the land in terms of ensuring it is properly subdivided and/or zoned to facilitate future development.

On December 5, 2023, the Government of Canada, through the Canada Mortgage and Housing Corporation ("CMHC"), entered into an agreement with The City of Winnipeg (the "City") for $122.4 million in federal funding from the HAF. This funding is based on the City achieving 3,166 net new building permitted housing units and 14,101 in total (including 10,935 units projected to be permitted without HAF) over the next three years.

On September 26, 2024, Council approved *CentrePlan 2050* as a secondary plan by-law. *CentrePlan 2050* contains direction related to overall Downtown development and includes an action related to development of the surface parking lot to the west of the Granite Curling Club.

Also on September 26, 2024, Council amended the Real Estate Policy Framework to provide the Chief Administrative Officer ("CAO") delegated authority to declare seven city-owned properties (including 22 Granite Way) surplus for the purposes of developing affordable housing. The CAO was also delegated authority to approve any sale or lease of the properties (including 22 Granite Way).

The public hearing for DASZ 46/2024 was held by the Standing Policy Committee on Property and Development on February 6, 2025, with no recommendation being agreed upon.

The recommendation of the Public Service was then presented to the Executive Policy Committee on February 18, 2025, who concurred with the addition of the following recommendation ("Recommendation 4"):

4. That prior to the issuance of a development permit, the Public Service be directed to work with the proponent and the Granite Curling Club, to develop an adequate parking plan in order to support the operational sustainability of the Club, to the satisfaction of the Director of Public Works and the Director of Planning, Property and Development.

Council adopted the recommendation of EPC and approved DASZ 46/2024 on February 27, 2025 with first reading of the by-law on March 27, 2025.

Pursuant to the provisions of Section 236.1 of the City of Winnipeg Charter, sufficient objections were received by the City and the proposed by-law was referred to the Municipal Board after first reading.

The Board held a public hearing on August 26, 27 and 28 as well as September 8, 9 and 10 of 2025 and provided a recommendation to Council on November 13, 2025.

Municipal Board Recommendation and Discussion

The Board concurred in the decision of Council in that the proposed subdivision and rezoning generally complies with *OurWinnipeg 2045, Complete Communities 2.0* and *CentrePlan 2050* with specific mention to the Administrative Report of the Public Service outlining the goals of creating housing, specifically affordable, which aligns with HAF goals. The Board agreed that the most suitable zoning category for the newly created lot would be the "C" Character Sector given the surrounding context.

While generally agreeing that the proposed subdivision and rezoning is consistent with the City's Development Plan, the Secondary Plans and the Zoning By-law, the Board did not agree with the City's interpretation of the *CentrePlan 2050* action 1.1.20 which states:

> *Explore the feasibility of redeveloping the surface parking lot next to the granite curling club to include both market and non-market housing that supports club operations and/or building maintenance.*

The Board agreed with representation of the Granite Curling Club that parking was integral to their ongoing sustainability and agreed with Legal Counsel for the Granite Curling Club that any redevelopment of the west parking lot must support the operations of the Club.

The Board referred to the above action item as a policy. However the Public Service notes that it is in fact an action item and not a policy. It is also important to note that the language of the action item above is "explore" and the Board interpreted it as mandatory. There are key differences in interpretation where "explore" is not binding but "shall" or "must" would be. This action item is first and foremost not binding because it is an action item, but secondly the language itself is not binding language typically found in a secondary plan.

The Board recommended that Council give the by-law second and third reading, however suggested that Council amend the recommendation of EPC related to parking referenced as Recommendation 4. The suggested amendment to the EPC recommendations is as follows:

4. That prior to the issuance of a development permit, the Public Service be directed to work with the proponent and the Granite Curling Club, to develop an adequate parking plan in order to support the operational sustainability of the Club, to the satisfaction of the Granite Curling Club, the Director of Public Works and the Director of Planning, Property and Development.

The Board did not agree with the Public Service that the Board's recommended amendment created a dangerous precedent that would erode property and ownership rights and would create veto rights of a lessee. In the view of the Board, the relationship between the City and the Granite Curling Club was unique and the amendment to Recommendation 4 recognized this unique relationship.

The recommendation pertaining to amending Recommendation 4 from the Municipal Board is not binding on Council for the following reasons:

1. In the amended Recommendation 4, the Board has recommended that EPC change its recommendations to Council, rather than making a recommendation to Council as required by the Charter. The Public Service is of the view that the Board has no authority to suggest that a committee of Council amend its recommendations to Council. However, even if Council were to suggest that EPC amend their recommendation and EPC were to do so, this would still not impose any requirement on Council to adopt the amended EPC recommendations.

2. Recommendation 4 refers to a separate part of the development process (Development Permit) and not the proposed zoning by-law that was the subject of the referral to the Board. The Board has no authority to impose a condition on a development permit. The Board can only make recommendations in respect of the proposed zoning by-law.

3. The amendment proposed by the Board in respect of the development of an adequate parking plan has the effect of giving the Granite Curling Club *de facto* approval authority over the issuance of a development permit. Imposing this condition on the proposed zoning by-law would exceed Council's authority. Council could not approve a by-law and provide zoning rights to an owner but then provide a tenant with approving authority in a subsequent step of the development process that could take away those zoning rights that were put in the by-law.

These are not the types of conditions that Council is authorized to impose on the approval of a zoning by-law.

This is especially true as the "tenant" has been identified in the Board's recommendation as the entity "the Granite Curling Club". A tenant can change over time. Would that previously named tenant continue to have the same approving authority over any future development? There are also no time limits on negotiations, which could have a perpetual impact on the zoning rights of a property owner.

In conclusion, the Public Service recommends that Council give the by-law second and third reading without amendment. The Public Service will continue to work with the Granite Curling Club on developing a parking plan.

Discussions with the Granite Curling Club

From the onset, the City's objective was to work with the Granite Curling Club to find a win-win solution whereby an important heritage asset can be supported, riverbank lands can remain public, and much needed affordable housing is created. Throughout discussions with the Granite Curling Club, the Public Service has sought to understand and address the Granite Curling Club's concerns, while advancing the City's HAF commitments and housing targets.

During the fall of 2024, the Granite Curling Club Board requested that any new lease include a series of financial subsidies and cost reimbursements amounting to well over $800,000 annually, while reducing rent to $1 and full payment of taxes, on top of all repairs to the building, property, and riverbank stabilization.

The Public Service will continue working with the Granite Curling Club to develop an adequate parking plan prior to the development permit stage. This will include improvements with their lease terms, assessing the potential for a capital fund to support the continued operation of this heritage facility, and identifying on-site and off-site parking options that can meet operational needs while maintaining project viability.

Why is the City looking to develop at 22 Granite Way

Winnipeg is in a housing crisis and needs more housing, including affordable housing downtown. The City HAF initiatives, including the proposed development of the surface parking lot at 22 Granite Way, are significantly contributing to the City's ongoing work to address the housing crisis, by creating both affordable and deeply affordable housing on City-owned land. This point is especially relevant given Council directives to partner with the Province of Manitoba to address homelessness and encampments, such as those currently seen in Mostyn Park.

This project will provide long-term affordability to approximately 50 percent of the units, including deeply affordable rent-geared to income units ("RGI"). The City will retain ownership of key riverbank lands and contribute to the preservation of a historical city asset.

The City has also a long-term policy to encourage development of downtown surface parking lots. This location is ideal for residential intensification given that it is within walking distance of multiple shopping districts, park space, and frequent transit service.

FINANCIAL IMPACT

Financial Impact Statement Date: November 18, 2025

Project Name:

Subdivision and Rezoning of 22 Granite Way and 2nd and 3rd reading of By-law 36/2025

COMMENTS:

There are no financial implications associated with the recommendations in this report.

Mike McGinn Nov. 18, 2025

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- City Clerk's
- Legal Services
- Office of the CAO, Housing Accelerator Fund

OURWINNIPEG 2045 POLICY ALIGNMENT

OurWinnipeg 2045 Goal: 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.

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.

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 health food, daily needs, employment, education, recreation, and green infrastructure.

Applicable Policies for Downtown

6.6 Intensification Target

- Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed by *Complete Communities*.

6.15 Transformative Areas

- Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites and New Communities as Transformative Areas within the Urban Structure in Complete Communities, representing lands that provide the best opportunities to accommodate significant growth and change.

6.17 Downtown Economic Investment

- Support development that reflects the Downtown's designation as a Transformative Area and preeminent complete community, as detailed in Complete Communities.

6.18 Downtown Economic Investment

- Facilitate the intensification of Downtown commercial and office uses, innovation, and local enterprises that promote the Downtown as a primary location for economic activity.

6.19 Downtown Economic Investment

- Facilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

- Key Direction 4.1: Increase strategic infill development that provides access to and capitalizes on existing and planned corridors with frequent transit service
- Key Direction 4.2: Ensure new areas of growth are designed according to the principles of Complete Communities

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 the proposed subdivision and rezoning would enable the City to lease or sell the land to an affordable housing developer so as to provide affordable housing as per the criteria set out by CMHC or the Province of Manitoba.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Dan Iskierski, RPP
Date: November 28, 2025
File No: DASZ 46/2024

Attachment: Schedule A - Municipal Board Report and Recommendation