Minutes – Executive Policy Committee – December 9, 2025

Report – Standing Policy Committee on Property and Development – December 4, 2025

Item No. 22 Subdivision and Rezoning – Land Located at 1350 and 1360 Pembina Highway and 969 and 975 Dowker Avenue (Fort Rouge-East Fort Garry Ward) File DASZ 32/2025 [c/r DAV 212375/2025D]

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 the subdivision proposed under Development Application No. DASZ 32/2025 be approved for preparation as a plan of subdivision (the "Plan") by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated November 24, 2025 and attached as Schedule "B" to this report, with such minor changes as may be required, subject to the following:

    A. That the "Plan" be amended in accordance with Section II of the report of the Administrative Coordinating Group dated October 10, 2025 and attached as Appendix "B" to this report;

    B. That the developer be required to enter into a Servicing Agreement with the City, if required, pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated October 10, 2025 and attached as Appendix "B" to this report, with the following amendment:

        i. In Section II - Plan Considerations amend Condition 1, by deleting the words "Map 2" and replacing with "Schedule B of the DASZ 32/2025 Administrative Report""

    C. That the City enter into, execute and deliver with the developer a Servicing Agreement, if required, in accordance with Recommendation 1.A., and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements");

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

Report – Standing Policy Committee on Property and Development – December 4, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to a "CMU PDO-1 Malls and Corridors Mature Communities PDO-1" Commercial Mixed Use district and "PR3 Mature Communities PDO-1" Parks and Recreation 3 (Regional) district in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated November 24, 2025, and attached as Schedule "B" to this report.

3. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with Recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

4. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DASZ 32/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

5. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

6. That Development Application No. DASZ 32/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

7. That the subdivision section of the By-law will come into force when the Servicing Agreement, if required, is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

8. That the zoning section of the By-law will come into force when the Plan is registered in the Winnipeg Land Titles Office.

Report – Standing Policy Committee on Property and Development – December 4, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

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

10. That Development Application No. DASZ 32/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

11. That the variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 32/2025.

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

Agenda – Executive Policy Committee – December 9, 2025

Report – Standing Policy Committee on Property and Development – December 4, 2025

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Duncan,

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

Carried

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

STANDING COMMITTEE RECOMMENDATION:

On December 4, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 24, 2025, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1.B., delete the semi-colon after the words “to this report” and replace with the following:

  “, with the following amendment:

  i. In Section II - Plan Considerations amend Condition 1, by deleting the words “Map 2” and replacing with “Schedule B of the DASZ 32/2025 Administrative Report””

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

PUBLIC HEARING SUMMARY

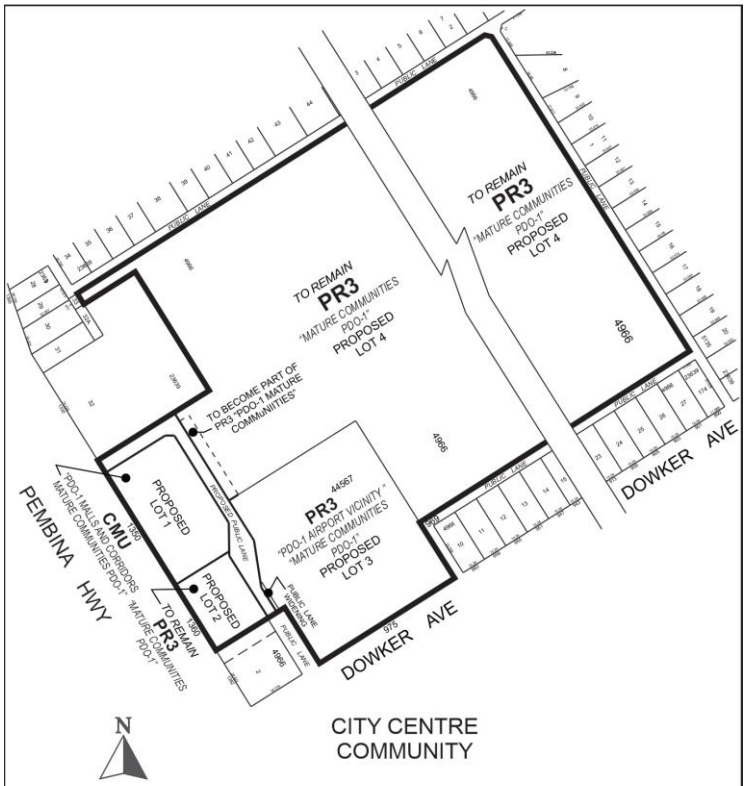
File: DASZ 32/2025

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

Public Hearing: November 24, 2025
Council Building, 510 Main Street

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

Subject:



APPLICANT : City of Winnipeg (Mike Lennon)
FILE : DASZ 32/2025
PROPOSAL : An application for the approval of the plan of subdivision shown outlined above as may be determined by Council and for a proposed zoning change to By-law No. 200/2006 by rezoning the land shown outlined above from a "PR3 PDO-1 MALLS AND CORRIDORS MATURE COMMUNITIES PDO-1" PARKS AND RECREATION 3 DISTRICT to the following zoning districts: "CMU PDO-1 MALLS AND CORRIDORS MATURE COMMUNITIES PDO-1" COMMERCIAL MIXED-USE DISTRICT, a "PR3 MATURE COMMUNITIES PDO-1" PARKS AND RECREATION 3 DISTRICT, and a "PR3 PDO-1 AIRPORT VICINITY MATURE COMMUNITIES PDO-1" PARKS AND RECREATION 3 DISTRICT to facilitate the creation of a building lot for future mixed-use development and a public lane right-of-way. **For information, phone D. Chyz-Lund, Planner at 204-986-8289**

Premises Affected:	Land Located at 1350 and 1360 Pembina Highway and 969 and 975 Dowker Avenue
For submission to:	The Standing Policy Committee on Property and Development
Prepared by:	B. Harris, Senior Committee Clerk City Centre Community Committee
Report date:	November 26, 2025

Community Committee Recommendation:

On November 24, 2025, the City Centre 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 the subdivision proposed under Development Application No. DASZ 32/2025 be approved for preparation as a plan of subdivision (the "Plan") by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated November 24, 2025 and attached as Schedule "B" to this report, with such minor changes as may be required, subject to the following:

    A. That the "Plan" be amended in accordance with Section II of the report of the Administrative Coordinating Group dated October 10, 2025 and attached as Appendix "B" to this report;

    B. That the developer be required to enter into a Servicing Agreement with the City, if required, pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated October 10, 2025 and attached as Appendix "B" to this report***, with the following amendment:***

        i. In Section II - Plan Considerations amend Condition 1, by deleting the words "Map 2" and replacing with "Schedule B of the DASZ 32/2025 Administrative Report"

    C. That the City enter into, execute and deliver with the developer a Servicing Agreement, if required, in accordance with Recommendation 1.A., and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements");

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

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to a "CMU PDO-1 Malls and Corridors Mature Communities PDO-1" Commercial Mixed Use district and "PR3 Mature Communities PDO-1" Parks and Recreation 3 (Regional) district in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated November 24, 2025, and attached as Schedule "B" to this report.

3. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with Recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

4. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DASZ 32/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

5. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

6. That Development Application No. DASZ 32/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

7. That the subdivision section of the By-law will come into force when the Servicing Agreement, if required, is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

8. That the zoning section of the By-law will come into force when the Plan is registered in the Winnipeg Land Titles Office.

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

10. That Development Application No. DASZ 32/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

11. That the variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 32/2025.

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

1. Since 2013 this has been a property that needed to be put into better use. And I can't think of a better use than moving a police station to affordable housing with a Treaty partner, Brokenhead Ojibway Nation. This will be 144 units of core housing need, indigenous owned, and that we're doing Crane sewage infrastructure is so very much needed in addition.

2. It's compatible with the neighbourhood it's been situated in.

3. I want to thank the Public Service, in particular Mike Lennon and Lissie Rappaport, when you say "Housing Accelerator Fund Manager" and you call them the "HAF Manager" it sounds like you're saying "one half of a whole" and I just want to say you are a whole team, Richard Mahe, to me, all three of you, thank you.

4. This has been a long time coming for Pembina. I tease, as Councillor Gilroy, Madam chair, you know I tease Councillor Orlikow for maybe being the uglier side of Pembina sometimes. In particular when he had a bus there for a bit. He's had his own eyesores to look at, including this police station. It's been a long time coming.

Objections under the Charter:

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

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

Exhibits Filed:

1. Application dated August 25, 2025
2. Notification of Public Hearing dated October 1, 2025
3. Manitoba Status of Titles 2131110/1, 2298008/1
4. Letter of authorization dated April 15, 2025 from Pembina Trails School Division (Cindy Nachtigall) to City of Winnipeg
5. Letter of authorization dated July 17, 2025 from City of Winnipeg to the Housing Accelerator Office (Mike Lennon)
6. Surveyor's Building Location Certificate and sketch dated September 26 and 27, 2024
7. Parking lot and Building Areas Map (5 Pages)
8. Proposed Plan of Subdivision
9. Plans (2 Pages)
10. Report from the Urban Planning Division dated October 24, 2025
11. Inspection Report
12. Communication dated November 17, 2025, from Ruth Friesen in opposition to the application
13. Communication dated November 22, 2025, from Jordan Farber in support of the application
14. Communication dated November 22, 2025, from Michael Leger in support of the application
15. Communication dated November 23, 2025, from Jaimie Hutlet in opposition to the application
16. Presentation in support of the application dated November 24, 2025, submitted by the Applicant
17. Recording of Representations

REPRESENTATIONS:

In Support:

Jordan Farber
Jonathon Freed
Michael Leger
Mike Lennon
Alissa Rappaport

In Opposition:

Ruth Friesen
Jaimie Hutlet

For Information:

Nil

For the City:

D. Chyz-Lund, Planner, Planning, Property and Development Department
I. Stonehouse, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department
R. Mahe, Land Enhancement Administrator, Chief Administrative Office

Exhibit “10” referred to in File DASZ 32/2025

ADMINISTRATIVE REPORT

Title: DASZ 32/2025 at Pembina Highway and Dowker Avenue

Issue: For consideration at the Public Hearing of a subdivision and rezoning application to subdivide and rezone the subject properties.

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

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
Dylan Chyz-Lund, MCP	n/a	n/a	n/a	

RECOMMENDATIONS

1. That the subdivision proposed under Development Application No. DASZ 32/2025 be approved for preparation as a plan of subdivision (the “Plan”) by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix “A” to this report and as shown on the map dated November 24, 2025 and attached as Schedule “B” to this report, with such minor changes as may be required, subject to the following:

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    C. That the City enter into, execute and deliver with the developer a Servicing Agreement, if required, in accordance with recommendation 1.A., and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements");
    D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Servicing Agreement, and any Ancillary Agreements, in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to a “CMU PDO-1 Malls and Corridors Mature Communities PDO-1” Commercial Mixed Use district and “PR3 Mature Communities PDO-1” Parks and Recreation 3 (Regional) district in accordance with the proposed by-law attached as Appendix “A” to this report and as shown on the map dated November 24, 2025, and attached as Schedule “B” to this report.

3. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendations 1 and 2 (the “By-law”) and bring same directly to Council by way of communication for first reading.

4. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DASZ 32/2025 (the “Dedication Fee”), as determined by the Director of Planning, Property and Development.

5. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the “Fees”), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

6. That Development Application No. DASZ 32/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.
7. That the subdivision section of the By-law will come into force when the Servicing Agreement, if required, is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

8. That the zoning section of the By-law will come into force when the Plan is registered in the Winnipeg Land Titles Office.

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

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11. That the variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 32/2025.

12. 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

- This application is being made by the City of Winnipeg through the Housing Accelerator Fund Office. The Housing Accelerator Fund Office is tasked with decreasing housing construction timelines and increasing the availability of affordable housing.
- The primary intent of this application is to enable a future mixed use affordable housing development at 1350 Pembina Highway, the site of the former police station, and to establish a rear lane between the properties fronting Pembina Highway and the existing school to the east.
- The applicant has applied to subdivide and rezone the subject properties.
    - Proposed Lot 1, which is 1350 Pembina Highway (the site of the former police station) would be rezoned to the CMU PDO-1 Mature Communities PDO-1 Malls and Corridors district.
    - Proposed Lot 2, which is 1360 Pembina Highway (the existing Fort Garry Library), would remain zoned PR3 PDO-1 Mature Communities.
    - Proposed Lot 3, which is 975 Dowker (the existing Vincent Massey Collegiate) would remain zoned PR3 PDO-1 Mature Communities PDO-1 Airport Vicinity.
    - Proposed Lot 4, which is 969 Dowker (the existing Fort Garry Lions Outdoor Pool and the larger surrounding park area) will remain zoned PR3 PDO-1 Mature Communities.
- All four proposed lots will have their property lines adjusted to create a public right-of-way – a rear lane (pictured in Appendix C) – that would connect Dowker Avenue to Pembina Highway by running parallel to Pembina Highway.
- Subdivision and rezoning applications require a Public Hearing per the *Development Procedures By-law* and *The City of Winnipeg Charter.*
- The proposal also requires several variances. The variances are analyzed in greater detail in the accompanying report for DAV 25-212375/D.
- This 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 land will be **subdivided and rezoned.**

HISTORY

Background on 1350 Pembina Highway Deemed Surplus

At its September 26, 2024 meeting, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, as amended, and adopted the following:

1. That the Real Estate Policy Framework be amended as follows:

A. That the Chief Administrative Officer be delegated the authority to declare the following City-owned properties intended for affordable housing as surplus, subject to the circulation requirements set out in the Declaration as Surplus and Sale of Property Policy:

i. 825 Tache Avenue

ii. 795 William Avenue

iii. 395 Pacific Avenue

iv. 425 Osborne Street

v. 1350 Pembina Highway

vi. 545-569 Watt Street

vii. 22 Granite Way

Background on the Housing Accelerator Fund

Cities all across Canada are facing significant challenges related to housing affordability and availability. Population growth has led to a rising demand for housing that the current rate of housing construction cannot meet.

The City has developed eight targeted Action Plan Initiatives aimed at speeding up the rate of development and increasing the number of affordable units available in Winnipeg.

The City will modernize zoning rules, increase density near major transit and transportation routes, and incentivize the construction of more housing, including affordable housing units and projects to help people experiencing homelessness.

These initiatives are being made possible through the support of the Housing Accelerator Fund (HAF), a national housing program launched in 2023 by the Government of Canada through the Canada Mortgage and Housing Corporation (CMHC).

With the support of $122.4 million in HAF funding, the City is required to help create 3,166 additional building permitted housing units than we would normally see, and 14,101 in total over the next three years. This includes at least 931 affordable housing units.

The City is receiving the funding in four annual installments, beginning with $30.6 million in 2023. The remaining installments will require progress on the Action Plan Initiatives and achieving our building permitted housing targets.

CONSULTATION

In preparing this report there was consultation with:

- Land Development Branch

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning and Design
Prepared By:	Dylan Chyz-Lund, MCP
Date:	October 24, 2025
File No.	DASZ 32/2025

List of Schedules and Appendices

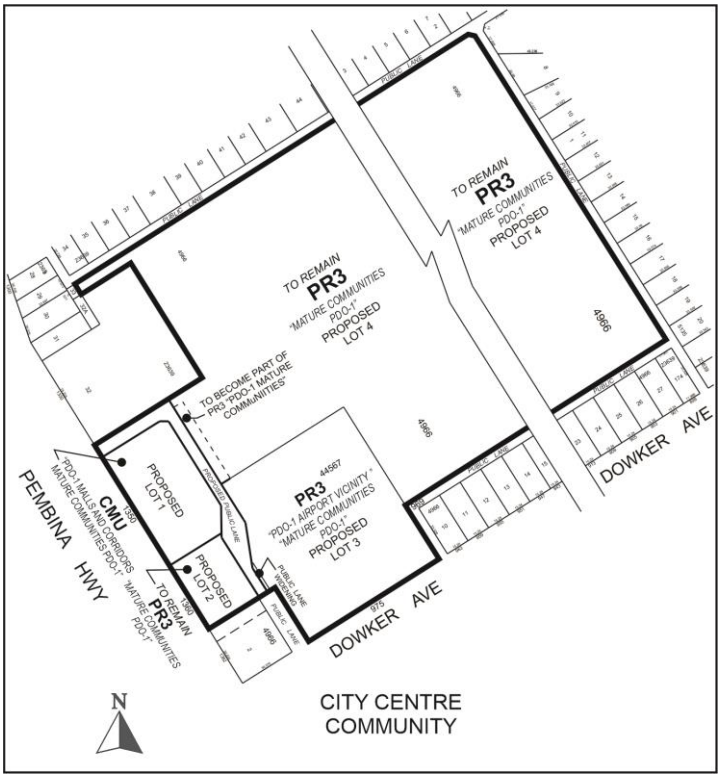
- Schedule A – Planning Discussion
- Schedule “B” of File No. DASZ 32/2025, City Centre Community Committee, dated November 24, 2025
- Appendix A: Draft by-law
- Appendix B: Report of the Administrative Coordinating Group, dated October 10, 2025
- Appendix C: Proposed Public Lane

SCHEDULE 'A'- PLANNING DISCUSSION

DATE:	October 24, 2025
FILE:	**DASZ 32/2025**
RELATED FILES:	25-212375\D
COMMUNITY:	City Centre
NEIGHBOURHOOD #:	1.612 - (CRESCENT PARK)

SUBJECT: To subdivide and rezone the subject property. This will create a Public Right-of-Way (Lane) access from Dowker Avenue to the north side of 1350 Pembina Highway to access Pembina Highway directly. This will involve adjusting the existing property lines of 1350 Pembina Highway, 1360 Pembina Highway, 969 Dowker Avenue, and 975 Dowker Avenue. In addition, the application rezones 1350 Pembina Highway from "PR3 PDO-1 Mature Communities to "CMU PDO-1 Malls and Corridors Mature Communities PDO-1" Commercial Mixed Use district for a future mixed-use affordable housing development.

LOCATION: 1350 Pembina Hwy.



LEGAL DESCRIPTION: W 200F OF N 270F OF S 452.8F EXC PL 44567 LOT 1 PLAN 4966 2/5 ST B

APPLICANT: City of Winnipeg (Mike Lennon)
510 Main St 2nd Floor (Susan A. Thompson Bldg)
Winnipeg, MB

OWNER: THE CITY OF WINNIPEG
65 Garry St Floor 3rd Flr (C/O PLANNING PROPERTY DEVELOPMENT SERV)
Winnipeg, MB R3C 4K4

RECOMMENDATION: **Approval with conditions**

SITE DESCRIPTION

The subject site includes four different properties and a proposed new right-of-way / rear lane. The proposed development areas are located at the west side of the subject sites, between Pembina Highway to the west and the school and parking area for the pool to the east.

The subject site is located in the Crescent Park neighbourhood of the Fort Rouge – East Fort Garry ward.

The properties fronting Pembina Highway – Proposed Lots 1 and 2 – are located in a "Regional Mixed Use Corridor" policy area as identified in *Complete Communities 2.0*.

The properties not fronting Pembina Highway – Proposed Lots 3 and 4 - are located in an "Established Neighbourhood-Mature Community" policy area as identified in *Complete Communities 2.0*.

All of the lots are zoned "PR3" Parks and Recreation – Regional / City-wide.

Proposed Lot 1 is occupied by the former police station, and is approximately 36,649 square feet in area.

- Proposed Lot 1 also includes a monument, which is proposed to be relocated to Proposed Lot 2.

Proposed Lot 2 is occupied by the existing Fort Garry Library.

Proposed Lot 3 is occupied by the existing Vincent Massey Collegiate.

Proposed Lot 4 is occupied by the existing Fort Garry Lions Outdoor Pool and the larger surrounding park area.

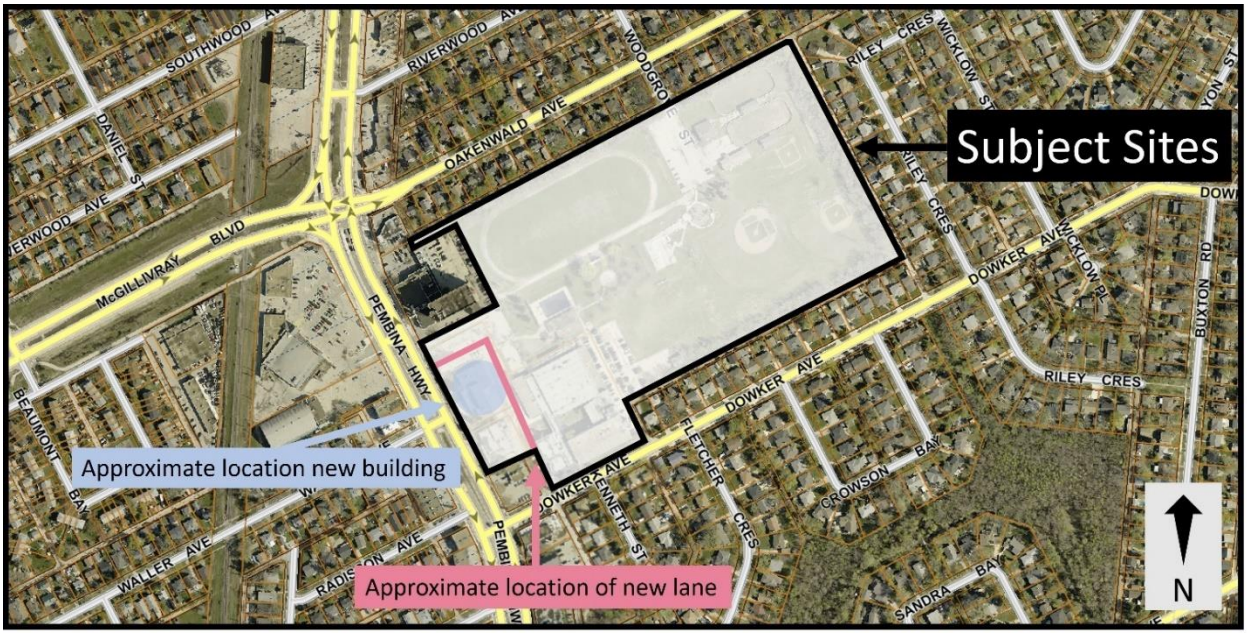


Figure 1: Aerial Photo of Subject Site and Surrounding Uses (flown 2024).

As the scope of the proposed work takes place at the southwest corner of the larger subject site, the following descriptions are limited to Proposed Lots 1 and 2:

North:

On Proposed Lot 1: a parking area and informal lane zoned ‘‘PR3” Parks and Recreation – Regional / City-wide, then a hotel use zoned “C2” Commercial – Community District.

On Proposed Lot 2: City-owned land currently used as separation space between the former police station and the current public library, and as an informal lane and parking area zoned ‘‘PR3” Parks and Recreation – Regional / City-wide.

South:

On Proposed Lot 1: City-owned land currently used as separation space between the former police station and the current public library, and as an informal lane and parking area zoned ‘‘PR3” Parks and Recreation – Regional / City-wide.

On Proposed Lot 2: A restaurant use zoned “C2” Commercial – Community District.

East:

On Proposed Lot 1: City-owned land being used as a parking area, Fort Garry Lions Outdoor Pool, and Vincent Massey Collegiate, all zoned ‘‘PR3” Parks and Recreation – Regional / City-wide.

On Proposed Lot 2: City-owned land being used as a parking area and Vincent Massey Collegiate, both zoned ‘‘PR3” Parks and Recreation – Regional / City-wide.

West:

On Proposed Lot 1: Pembina Highway, then commercial uses zoned “C2” Commercial – Community District.

On Proposed Lot 2: Pembina Highway, then commercial uses zoned “C2” Commercial – Community District.



Figure 2: Zoning of the subject site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The primary intent of this application is to enable a mixed use commercial and affordable housing development on Proposed Lot 1, 1350 Pembina Highway (the site of the former police station). In addition to this development a new public right-of-way / rear lane is also proposed.
- At this time, no site or building plans have been submitted for the development on Proposed Lot 1. This is consistent with the City of Winnipeg's *Development Procedures By-Law*, which states:

  The authority of the Director to determine the form of a development application under subsection (1) includes the authority to determine a form and submission requirements for development applications initiated by the City that are different from the form and submission requirements for development applications submitted by applicants other than the City.
- Since the submission was made, the Expression of Interest (EOI) process has closed and a proponent has been confirmed.
- The proponent is Brokenhead Ojibway Nation, who intend to establish a mixed use commercial and affordable housing development, with ground floor commercial uses and residential units on the upper floors.
- Future development will be required to comply with regulations contained in the Winnipeg Zoning By-Law, or additional approvals will need to be applied for and approved.
- In addition to the future development on Proposed Lot 1, a new public right-of-way / rear lane is proposed. The lane:
    - Will run parallel to Pembina Highway, connecting Dowker Avenue at the south to Pembina Highway north of Proposed Lot 1.

    - Will take land from all of the proposed lots to accommodate the lane.
    - Will formalize the drop-off / pick-up area for school buses and vehicles at the west side of Vincent Massey Collegiate.
- There is an existing monument on Proposed Lot 1 that is intended to be relocated to Proposed Lot 2.

Collaboration with the Public Service:

- N/A.

ANALYSIS AND ISSUES

OURWINNIPEG

OurWinnipeg 2045 Goal – City Building

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

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

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

City Building Objectives

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

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

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

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

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

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

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

The *Complete Communities Direction Strategy 2.0* (*CCDS 2.0*) is one of four direction strategies supporting *OurWinnipeg*, the city's long-range development plan, and has statutory authority as a secondary plan. The strategy guides land use and development in Winnipeg. *CCDS 2.0* provides policy guidance when assessing proposals that are seeking entitlements or changes to the *Winnipeg Zoning By-Law*.

Proposed Lots 1 and 2 are located in a "Regional Mixed Use Corridor" policy area as designated in *CCDS 2.0*., while Proposed Lots 3 and 4 are located in an "Established Neighbourhood – Mature Communities" policy area of *CCDS 2.0*.

The following goals and policies of *CCDS 2.0* apply to Proposed Lots 1 and 2:

- *Goal 3 of the General Growth Section - Direct the highest residential and employment densities to areas that can provide the best transit service*

  Align maximum permitted multifamily residential densities with transit

  - *Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multifamily residential densities to the areas that provide the best transit service.*
- Goal 1 - *Encourage strategic residential intensification on Corridors.*

  All Corridors

  - *1.1 Support densities in accordance with Policy 3.1 of the General Growth section, at a height and scale compatible with surrounding land uses.*

Proposed Lot 1 is intended to be rezoned to the "CMU" Commercial Mixed Use District, and to the PDO-1 Mature Communities PDO-1 Malls and Corridors district. The "CMU" Zoning District, paired with the Malls and Corridors Planned Development Overlay, enables two density scenarios.

Under the first scenario, if the property owner were to use only the underlying zoning of "CMU," they could accommodate approximately 45 residential units, or more with a density variance.

Under the second scenario, if the property owner were to use the underlying zoning of "CMU," and opt into the "Malls and Corridors PDO," there would not be any density limit (subject to infrastructure servicing capacity), although the built form would be regulated through the PDO.

Both scenarios enable a significant density increase on Proposed Lot 1, which does not currently permit residential development. Proposed Lot 1 fronts onto Pembina Highway, which is part of the Primary Transit Network that provides some of the most frequent transit service in the City.

Surrounding development includes an approximately 11-storey hotel to the north, an informal rear-lane (proposed to be formalized as part of DASZ 32/2025) and a school, a City-park with an attached recreation centre and outdoor pool, and a public library. Surrounding development therefore includes examples of significant heights, a range of public amenities, and no abutting residential uses.

- Goal 3 - Ensure Corridors provide a comfortable pedestrian environment and attractive public realm.

  Regional Mixed Use Corridors

  - *3.7 Encourage development on Regional Mixed Use Corridors to enable a comfortable pedestrian environment and attractive public realm through the use of design elements which may include, but are not limited to the following*

    3.7.1 Providing minimal building setbacks from the public right-of-way to define the street edge.
    3.7.2 Having entrances provide direct access to the public sidewalk.
    3.7.3 Promoting a fine-grained and transparent street-level façade with active ground floor uses.
    3.7.4 Minimizing impacts of vehicular access and parking on the pedestrian environment.

By rezoning to the "CMU" Commercial Mixed Use District, and to the PDO-1 Mature Communities PDO-1 Malls and Corridors district, the future design of Proposed Lot 1 is expected to provide a comfortable public realm. This is because the "CMU" district enables ground floor commercial uses and minimal front yard setbacks. Together, these features create a defined street edge with active ground-floor uses that directly interface with the public sidewalk. The Mature Communities PDO similarly requires minimal front yard setbacks, active ground-floor uses, and architectural details that provide visual interest in the building façade.

All Corridors

- *3.10 Use tools such as local area planning, zoning, or design guidelines to further implement these design principles*

One of the intents of the Malls and Corridors PDO is to enable significantly increased density at designated malls and corridors sites, while requiring a high level of urban design that emphasizes walkable, street-oriented developments that increase the attractiveness of the public realm. The PDO is optional – meaning applicants can choose to use it and have no density limit (subject to infrastructure servicing capacity), while being required to meet design standards. By rezoning Proposed Lot 1 – a corridor fronting property – to allow for mixed-use residential and commercial development, and by enabling participation in the Malls and Corridors PDO, the proposal creates further opportunities for a comfortable pedestrian environment and attractive public realm.

- Goal 4 - Ensure Corridors provide a comfortable pedestrian environment and attractive public realm.

  All Corridors

  - *4.4 Support and protect Corridors' continued retail and service function by encouraging retail and service use intensification and by supporting reinvestment in existing Corridors.*
  - *4.5 Encourage the location of the most active retail and service uses to ground floor commercial spaces, and direct less active uses above-grade.*

- *4.6 On Corridors where commercial and/or residential uses are clustered in nodes interrupted by lengths of low-density residential development, direct new commercial uses within or adjacent to these nodes.*

By rezoning Proposed Lot 1 to the "CMU" district, additional commercial uses will be enabled on this section of Pembina Highway, which is characterized by retail and service functions. The proposed development is situated within an existing area of Pembina Highway characterized by commercial uses, and the site does not abut any low-density residential uses.

The following goals and policies of *CCDS 2.0* apply to Proposed Lots 3 and 4:

- Goal 1 - *Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target.*

  General policies

  - *1.3 The subdivision of land or the consolidation of land may occur when it is done in a context-sensitive manner, and only when in compliance with policy section 9.1 of the Strategic Infrastructure and Resources section.*

The subdivision required for this proposal enables the existing informal rear lane to be formalized. It does this by taking property from all four of the proposed lots that can then be turned into an open public right-of-way. The paved lane is already existing, meaning the subdivision only formalizes it. Further, the portion of the lane that is currently used by Vincent Massey Collegiate for drop-off and pick-up of students will continue to be used this way.

- Goal 2 - *Design new development in Established Neighbourhoods to a high standard of urban design and construction to ensure new development adds value to public and private urban spaces to create a sense of place and civic pride.*

  Parking and loading

  - *2.16 For properties with public lane access, vehicular access should be taken from the public lane in order to:*
    a. Reduce potential conflict between pedestrians using sidewalks and motor vehicles crossing the public right-of-way to access private property;

    b. Preserve green space and protect existing trees that can be impacted by the establishment of front approaches and corresponding private driveways; and

    c. Prevent fragmentation of the public boulevard in order to better accommodate on-street motor vehicle parking and public snow clearing

By formalizing the rear lane, Vincent Massey Collegiate will continue to have access to the lane for drop-off and pick-up of students. In addition, this will enable future development of Proposed Lot 1 to take access from the rear lane, not from Pembina Highway.

Site design

- *2.21 Site design should take cues from the character of the neighbourhood or street and should mitigate the potential for land use conflict with adjacent properties that have different scales, densities and uses. Parking location (motor vehicle and bicycle), vehicular access, servicing elements, building placement and landscaping treatment will be important design elements to ensure context-sensitive design.*

- Existing parking from the rear lane will be maintained. While there are no currently submitted site or building plans for the development of Proposed Lot 1, design review will be required by the City Centre Community Committee. The design is expected to align with the policies in *CCDS 2.0*, and if using the Malls and Corridors PDO – then all of the regulations in that PDO.

ZONING BY-LAW 200/2006

- The "CMU" Commercial Mixed Use District is intended to enable higher density residential development in combination with non-residential development, typically in the form of commercial or service-related uses.
- The subject site is located at a point with substantial buffers to most surrounding uses as a result of being bounded by an informal rear lane, Pembina Highway, the Fort Garry Public Library, and a City park. Development in the surrounding area is characterized by a mix of commercial uses, institutional uses, and recreational, with residential development in the broader surrounding area.
- The proposed multi-family and commercial use can be accommodated in the "CMU" Commercial Mixed Use District.

ADDITIONAL CONSIDERATIONS

Administrative Coordinating Group (ACG)

- The proposed development will be required to meet the conditions outlined in the report by the Administrative Coordinating Group (ACG) as outlined in Appendix B of this report. The report identifies a Servicing Agreement may be required, as significant infrastructure upgrades are needed.

Plan Approval

- Per condition 1 E of Council's September 26, 2024 approval of Report Item Number 16 - Amendments to the Real Estate Policy Framework in Support of Affordable Housing - a Plan Approval to the City Center Community Committee is required.

SUMMARY

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

- The subdivision and rezoning will result in the establishment of a mixed use residential and commercial development, and the establishment of a public right-of-way, that is consistent with policies in *OurWinnipeg 2045* and *Complete Communities 2.0*.

RECOMMENDATION

The Urban Planning Division recommends this application be **approved** and the subject property be subdivided and rezoned with Proposed Lot 1 being rezoned to “CMU” Commercial Mixed Use District.

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

Report Prepared by: Dylan Chyz-Lund, MCP
PPD File # DASZ 32/2025

SCHEDULE "B" OF FILE DASZ 32/2025, City Centre Community Committee, Dated November 24, 2025

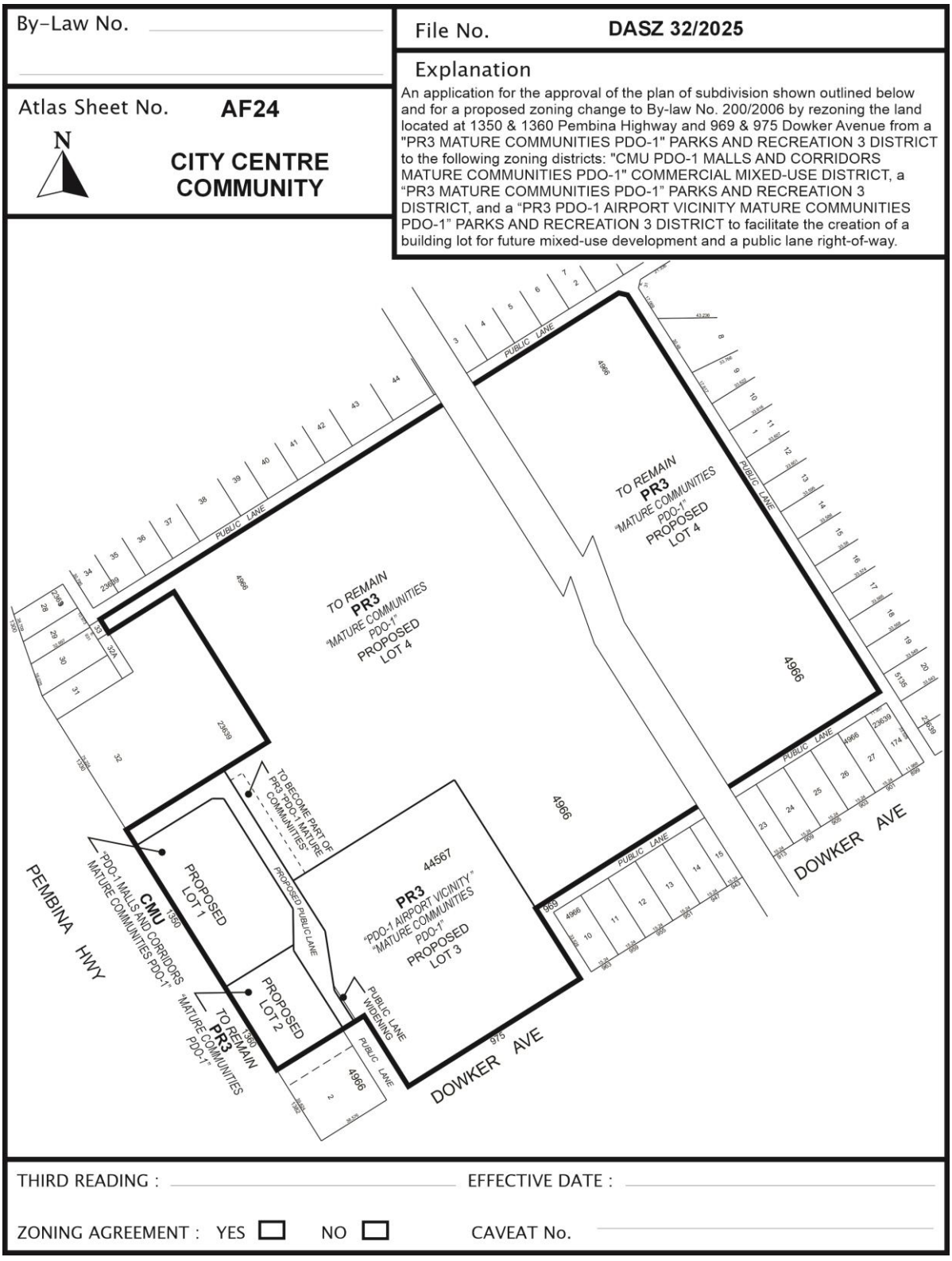
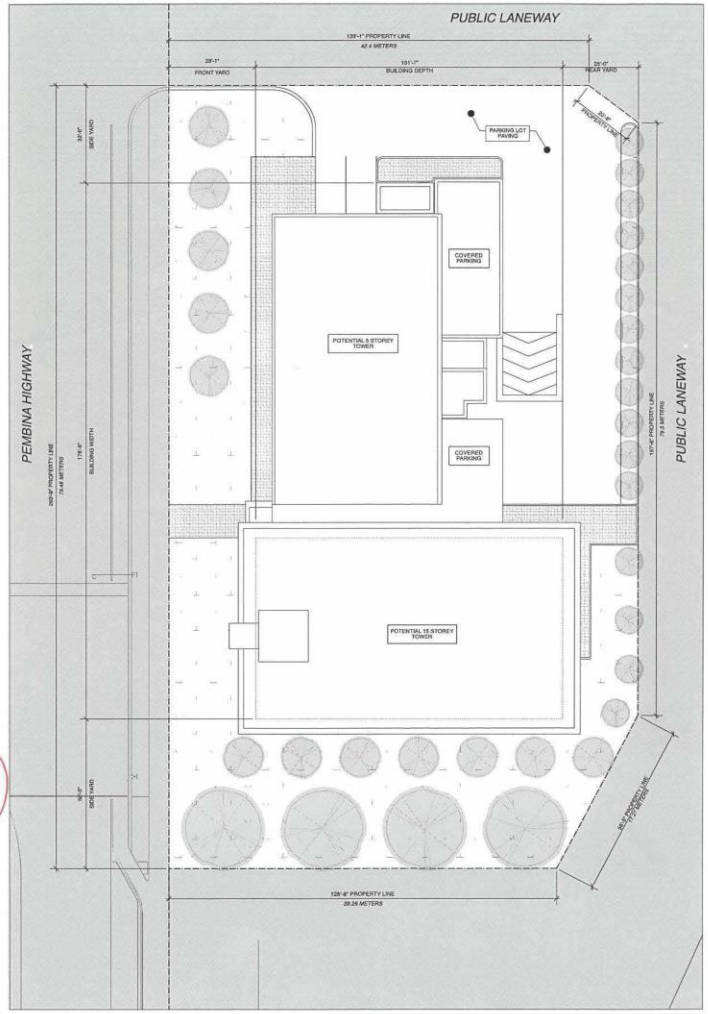


Exhibit “9” referred to in File DASZ 32/2025

1350 PEMBINA HIGHWAY

SITE DESIGN
JUNE 26, 2025
SHEET 1/2





TOTAL LOT AREA: 910 ACRES / 19,649.3 SQ. FT MAX DWELLING UNITS BASED ON PARKING: 150 UNITS 30% OF UNITS (45) AT .15:1 = 7 STALLS & 70% OF UNITS (105) AT 1:1 = 112 STALLS TOTAL UNDERGROUND PARKING AREA = 29,800 SQ. FT (102 STALLS ON 3 LEVELS) TOTAL AT GRADE PARKING AREA: 2,300 SQ. FT (10 STALLS)					
BUILDING INFORMATION: POTENTIAL DEVELOPMENT TO BE ZONED 'OMU - COMMERCIAL MIXED USE - PDO-1 MALLS AND CORRIDORS'					
15 - STOREY RESIDENTIAL BUILDING WITH UNDERGROUND PARKING TOTAL POTENTIAL DWELLING UNITS PROVIDED 150 (460-660 SQ.FT)					
ZONING SETBACKS	FRONT YARD PROVIDED:	REARX YARD PROVIDED:	SIDE YARD (SOUTH) PROVIDED:	SIDE YARD (NORTH) PROVIDED:	BLDG HEIGHT:
	29'-1"	25'-0"	32'-0"	32'-6"	152'-0"

PDO-1 mature communities

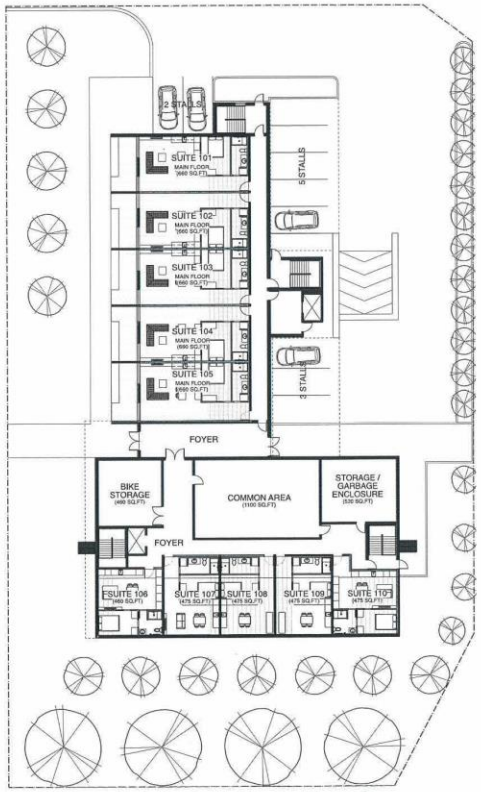
1 SITE PLAN
Scale: 1:200

1350 PEMBINA HIGHWAY

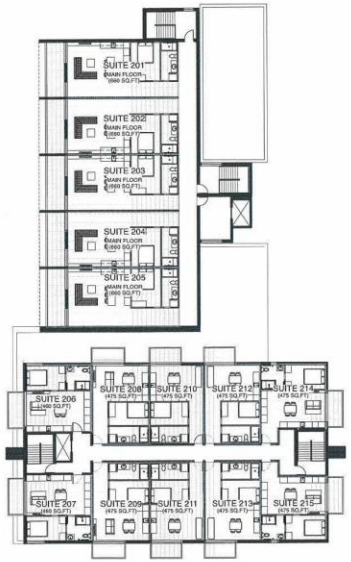
FLOOR PLANS
JUNE 26, 2025
SHEET 2/2



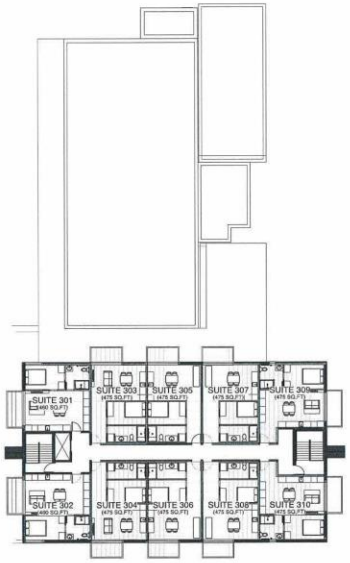
1 SUB GRADE PLAN
Scale: 1:200



2 MAIN FLOOR PLAN
Scale: 1:200



3 FLOOR PLAN (TYPICAL FLOORS 2-5)
Scale: 1:200



4 FLOOR PLAN (TYPICAL FLOORS 6-15)
Scale: 1:200

TOTAL LOT AREA: 910 ACRES / 39,649.3 SQ. FT
MAX DWELLING UNITS BASED ON PARKING: 150 UNITS
30% OF UNITS (45) AT .75:1 = 7 STALLS & 70% OF UNITS (105) AT 1:1 = 112 STALLS
TOTAL UNDERGROUND PARKING AREA = 23,650 SQ. FT (102 STALLS ON 3 LEVELS)
TOTAL AT GRADE PARKING AREA: 2,350 SQ. FT (10 STALLS)

BUILDING INFORMATION: POTENTIAL DEVELOPMENT
TO BE ZONED 'CMU - COMMERCIAL MIXED USE - PDO-1 MALLS AND CORRIDORS'

15 - STOREY RESIDENTIAL BUILDING WITH UNDERGROUND PARKING
TOTAL POTENTIAL DWELLING UNITS PROVIDED 150 (460-640 SQ.FT)

ZONING SETBACKS	FRONT YARD PROVIDED:	REARX YARD PROVIDED:	SIDE YARD (SOUTH) PROVIDED:	SIDE YARD (NORTH) PROVIDED:	BLDG. HEIGHT:
	29'-1"	25'-0"	56'-6"	32'-8"	150'-0"

PDO-1 mature communities