ADMINISTRATIVE REPORT

Title: DASZ 5/2026 – Lots 2-4 Block 4 Plan 73311, Lots 1-2 Block 3 Plan 73311 (Ibrahima Diallo Avenue & Paulette Duguay Street)

Issue: An application for consideration at the public hearing to create nine (9) lots from three (3) existing lots and to rezone said lots from "MMU" Manufacturing Mixed Use District to "RMF-M" Residential Multi-Family (Medium) district for future development and to rezone two (2) existing lots from "C3" Commercial Corridor District to "CMU" Commercial Mixed-Use district for future development.

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

AUTHORIZATION

Author	Department Head	CFO	CAO
S. Nuttall, MCP	n/a	n/a	

RECOMMENDATIONS

1. That the subdivision proposed under Development Application No. DASZ 5/2026 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 June 26, 2026 and attached as Schedule "B" to this report, with such minor changes as may be required, subject to the following:

    A. That the developer be required to enter into an addendum to Development Agreement File No. AG 30/20 with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated June 17, 2026 and attached as Appendix "B" to this report;

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to a "CMU" Commercial Mixed Use District and "RMF-M" Residential Multi-Family (Medium) District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 26, 2026, and attached as Schedule "B" to this report, subject to the following conditions:

    A. That the Zoning Agreement dated June 24, 2021 (the "Zoning Agreement"), entered into pursuant to Development Application No. DASZ 30/2020 and registered against title to the land described therein as Caveat No. 5635292/1, be amended by replacing the density limits in paragraphs 16 and 17 in accordance with the following:

i. In accordance with the Public Markets Major Redevelopment Site "D" Secondary Plan, phasing will be subject to the following restrictions relating to emergency access to the plan 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. The maximum total unit allocation per lot, permitted only by the satisfaction of this clause, is prescribed in the table below:

Lot Description	Maximum Units
Proposed Lot 1	134
Proposed Lot 2	90
Proposed Lot 3	0
Proposed Lot 4	90
Proposed Lot 5	0
Proposed Lot 6	0
Proposed Lot 7	90
Proposed Lot 8	90
Proposed Lot 9	110

c. up to 2,800 dwelling units may be permitted in the planning area provided that the condition in 1.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. The maximum total unit allocation per lot, permitted only by the satisfaction of this clause, is prescribed in the table below:

Lot Description	Maximum Units
Proposed Lot 1	134
Proposed Lot 2	90
Proposed Lot 3	80
Proposed Lot 4	90
Proposed Lot 5	60
Proposed Lot 6	70
Proposed Lot 7	90
Proposed Lot 8	90
Proposed Lot 9	110

d. (b) and (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.

e. That where the number of units established on a particular lot is less than the prescribed per lot maximum unit count for that lot, any unused dwelling units may be used to increase the prescribed per lot maximum unit count of any other lot.

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

   A. a Development Agreement in accordance with recommendation 1; and

   B. a Zoning Agreement in accordance with recommendation 2,

   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").

4. That authority be delegated to the Director of Planning, Property and Development (the “Director”) to negotiate and approve the terms and conditions of the Development Agreement, the Zoning 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.

5. That, in lieu of the dedication of land, the developer shall provide a cash payment representing ten percent (10%) of the Planned Area value of Development Application No. 5/2026 (the “Dedication Fee”), as determined by the Director of Planning, Property and Development.

6. 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.

7. 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.

8. That Development Application No. DASZ 5/2026 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.

9. That the subdivision section of the By-law will come into force when the Development Agreement is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

10. That the zoning section of the By-law will come into force when the Zoning Agreement amendment is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

11. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Plan and the Zoning Agreement amendment are not registered in accordance with recommendations 8 and 9, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 5/2026 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.

13. That all outstanding taxes, including local improvement taxes be paid pursuant to subsection 259(1) of The City of Winnipeg Charter.

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

REASON FOR THE REPORT

- The applicant is proposing the following:
    - On existing Lots 2-4 Block 4 Plan 73311: Rezoning and Subdivision to create nine (9) lots from the existing three (3) lots and rezone from MMU-Manufacturing Mixed Use District to RMF-M-Residential Multi-family (Medium) District to facilitate future development.
    - On existing Lots 1-2 Block 3 Plan 73311: To rezone from "C3" Commercial Corridor District to "CMU" Commercial Mixed-Use District to facilitate future development.
- Rezoning applications require a public hearing as per the *Development Procedures By-law* and *The City of Winnipeg Charter.*
- The Report is being submitted for the Committee's consideration of the development application at the public hearing.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning Division are concurred in, Lots 2-4 Block 4 Plan 73311 will be subdivided and rezoned from "MMU" Manufacturing Mixed Use district to "RMF-M" Residential Multi-Family (Medium) district and Lots 1-2 Block 3 Plan 73311 will be rezoned from "C3" Commercial Corridor district to "CMU" Commercial Mixed-Use district.

CONSULTATION

In preparing this report there was consultation with: Land Development; Zoning and Permits

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning and Design Division
Prepared by	Steve Nuttall, MCP
Date:	June 17, 2026
File No.	DASZ 5/2026

List of Schedules and Attachments

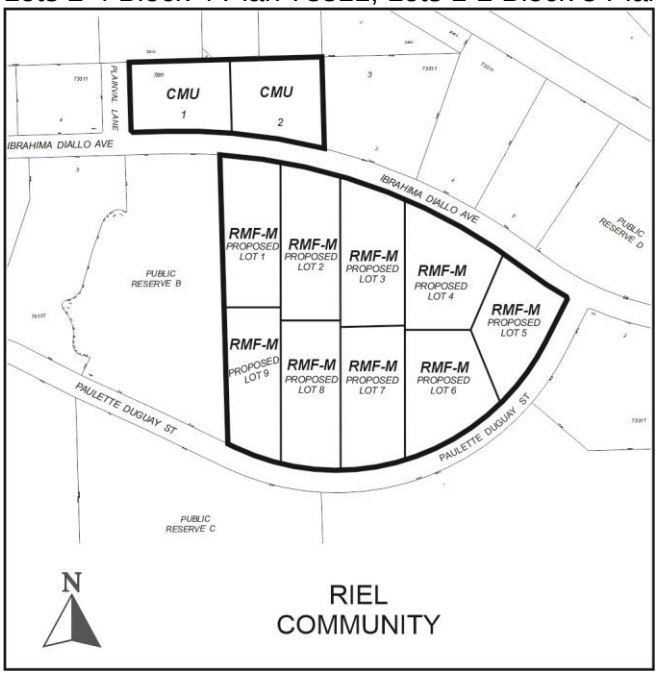
1. Schedule A — Planning Discussion
2. Schedule B — File No. DASZ 5/2026 Riel Community Committee, dated June 18, 2026
3. Appendix "A" — Proposed By-law
4. Appendix "B" — Report of the Administrative Coordinating Group – June 17, 2026

SCHEDULE 'A'

FILE: **DASZ 5/2026**
RELATED FILES: n/a
COMMUNITY: Riel Committee
NEIGHBOURHOOD #: 5.539 – Stock Yards

SUBJECT: To create nine (9) lots from three (3) existing lots and to rezone said lots from "MMU" Manufacturing Mixed Use District to "RMF-M" Residential Multi-Family (Medium) district for future development and to rezone two (2) existing lots from "C3" Commercial Corridor District to "CMU" Commercial Mixed-Use district for future development.

LOCATION: Lots 2-4 Block 4 Plan 73311, Lots 1-2 Block 3 Plan 73311



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

OWNER: 7319828 MANITOBA LTD.
1104 Baldwin Crescent
SW Calgary, AB T2V 2B3

RECOMMENDATION: Approval

SITE DESCRIPTION

- The subject property is located in the Public Markets Major Redevelopment Site "D" Secondary Plan Area, bound by Ibrahima Diallo Avenue & Paulette Duguay Street
- The site is currently five (5) lots totaling approximately 26.2 acres (10.7 hectares) in area. Each lot is vacant.

- The site is located within the “Commercial” and “Higher Density Residential” Policy Areas under the Public Markets Major Redevelopment Site “D” Secondary Plan (SP 1/2019).
- The site is zoned “C3” Commercial Corridor and “MMU” Manufacturing Mixed Use districts.
- The subject property is located within a “Major Redevelopment Site” policy area under the *Complete Communities Direction Strategy 2.0*.

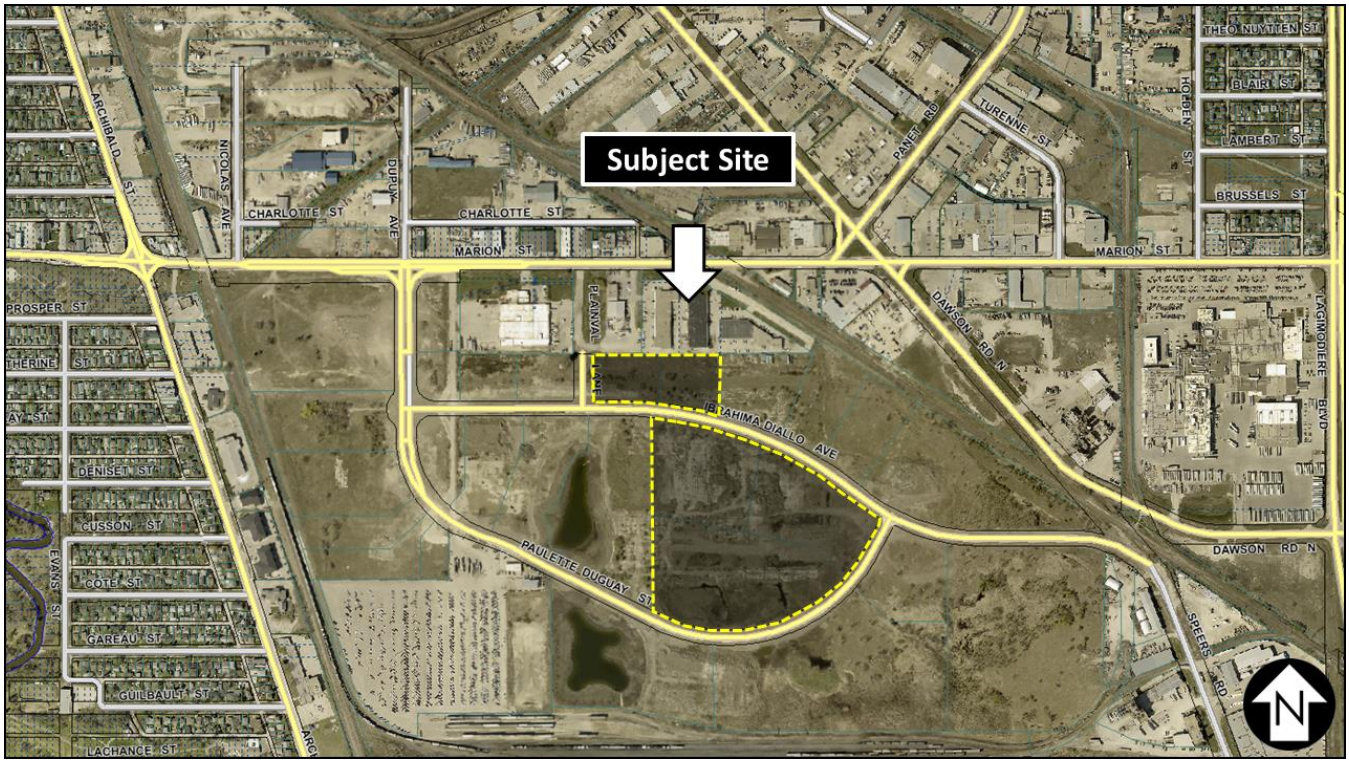


Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2024)*

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Industrial uses on land zoned “M3” Manufacturing – Heavy district.

South: Vacant land zoned “PR2” Parks and Recreation – Community district and vacant land zoned “M1” Manufacturing – Light district.

East: Vacant land zoned “MMU” Manufacturing Mixed Use district, “M1” Manufacturing – Light district, “M2” Manufacturing General district, and “PR1” Parks and Recreation Neighbourbood

West: Plainval Lane then vacant land zoned “CMU” Commercial Mixed Use district; vacant land zoned zoned “PR2” Parks and Recreation – Community district

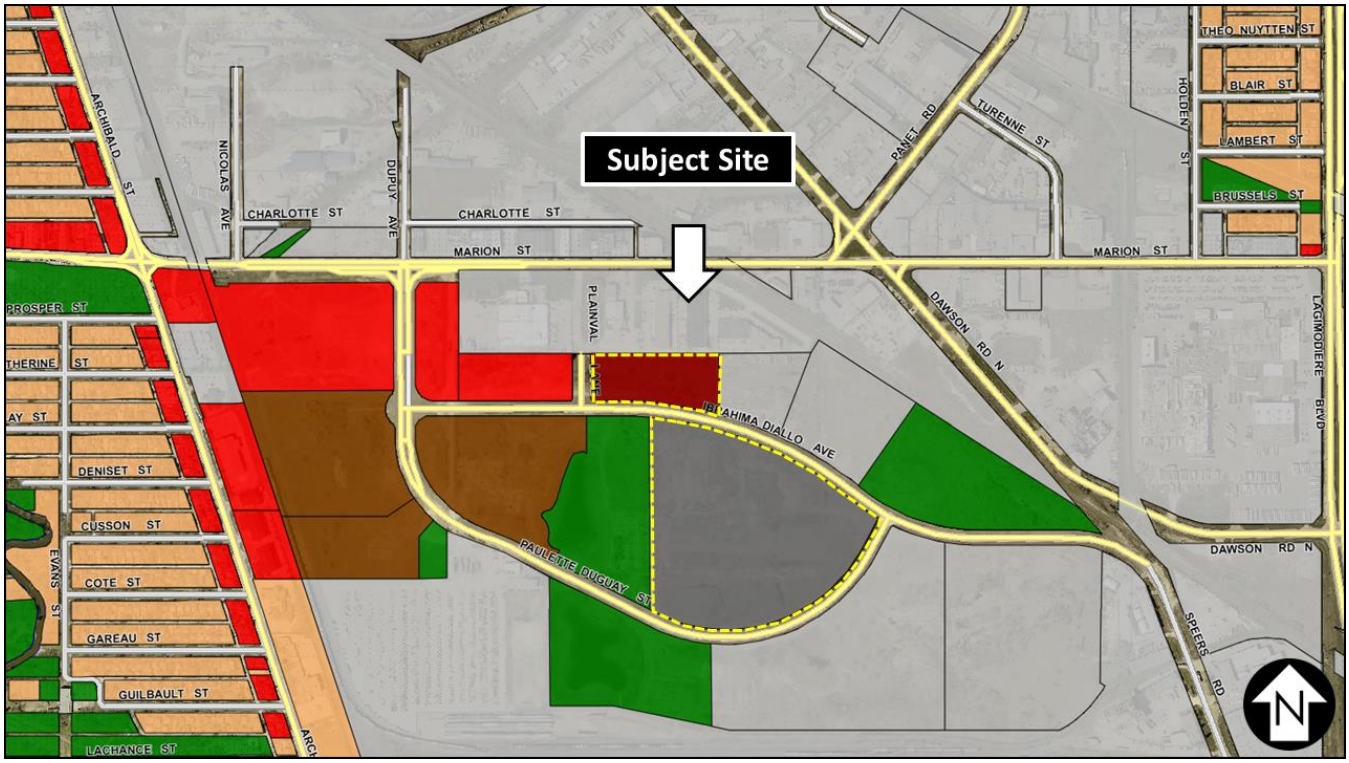


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing the following:
    - On existing Lots 2-4 Block 4 Plan 73311:
        - Rezoning and Subdivision to create nine (9) lots from the existing three (3) lots and rezone from MMU-Manufacturing Mixed Use District to RMF-M-Residential Multi-family (Medium) District to facilitate future development.
    - Proposed lot sizes are as follows:
        - Proposed Lot 1 – 109,470.05 sq. ft
        - Proposed Lot 2 – 108,718.72 sq. ft
        - Proposed Lot 3 – 108,743.48 sq. ft
        - Proposed Lot 4 – 109,309.66 sq. ft
        - Proposed Lot 5 – 88,045.56 sq. ft
        - Proposed Lot 6 – 109141.745 sq. ft
        - Proposed Lot 7 – 109,157.89 sq. ft
        - Proposed Lot 8 – 109,249.39 sq. ft
        - Proposed Lot 9 – 109,452.82 sq. ft
    - On existing Lots 1-2 Block 3 Plan 73311:
        - To rezone from "C3" Commercial Corridor District to "CMU" Commercial Mixed-Use District to facilitate future development.
- No plans of development are included with this proposal.

COLLABORATION

With the Urban Planning and Design Division

- The Urban Planning and Design Division has been in communication with the applicant.

With the Public

- The applicant consulted with stakeholders regarding the proposed zoning changes.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

The Complete Communities Direction Strategy 2.0 (CCDS 2.0) is a citywide secondary plan that guides growth, development, and land use in the city of Winnipeg.

- The subject land is identified as Major Redevelopment Site 'D' under *Complete Communities*.
- *Complete Communities* provides the following characteristics of a Major Redevelopment Site:
    - Large, functionally obsolete or under-utilized lands, such as former industrial areas.
    - Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.
    - Present opportunities for transformative and strategic mixed use infill and intensification.
    - May present challenges to redevelopment, such as inadequate infrastructure capacity or contamination.
- Section 03-3 Major Redevelopment Sites, states: *major redevelopment sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric.*
- Key Directions for 'Major Redevelopment Sites' (Section 03-3) include:
    - Direction 1 - Promote development of Major Redevelopment Sites with proactive and collaborative planning process.
    - Direction 2 - Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit and high frequency transit.
    - Direction 4 - Major redevelopment sites will provide for complete communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places and open spaces.

Public Markets Major Redevelopment Site "D" Secondary Plan

The subject site is located within the Commercial, and Higher Density policy areas of the Public Markets Major Redevelopment Site "D" Secondary Plan (the Secondary Plan) (see Figure 3).

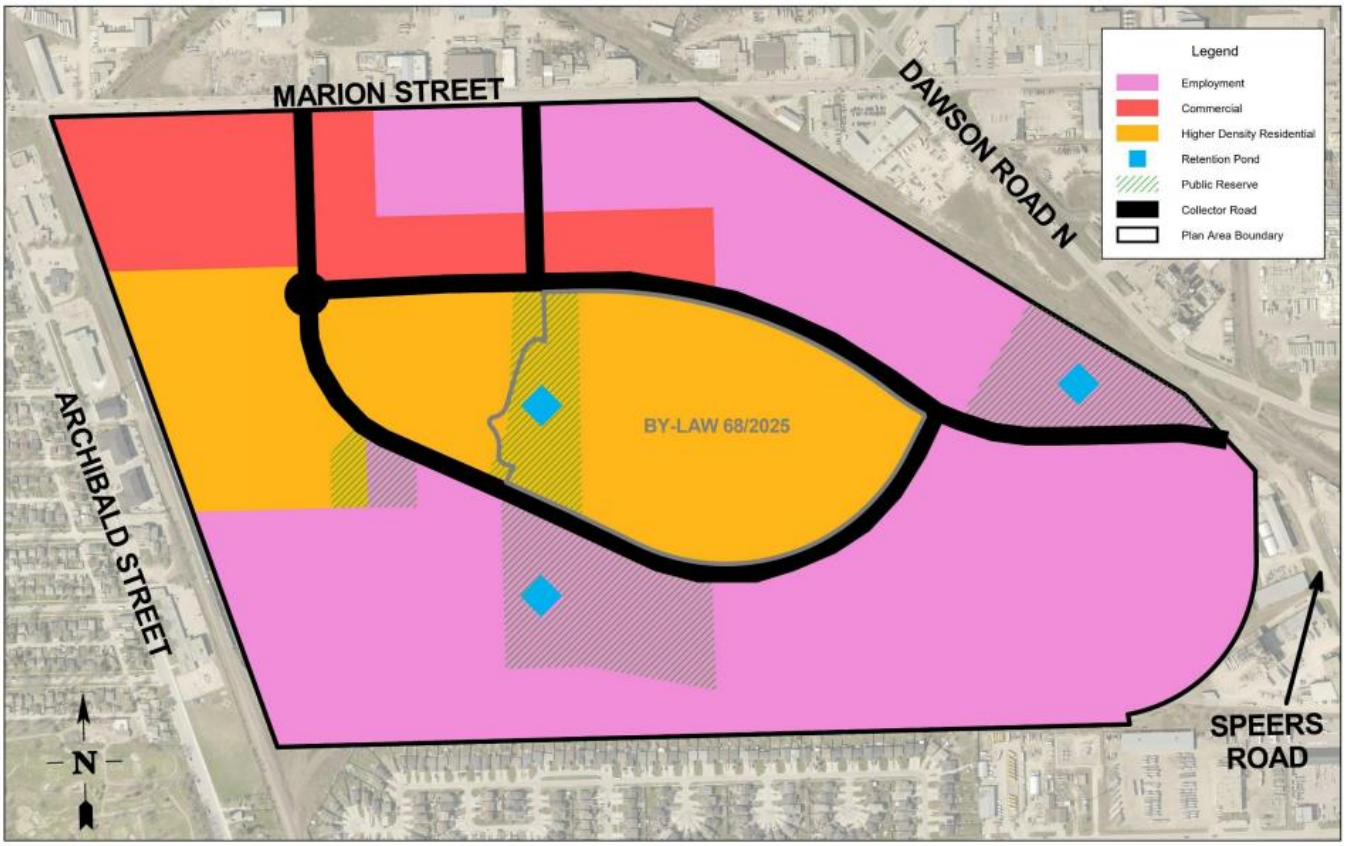


Figure 3: Land Use and Transportation Concept

- The Commercial Policy Areas is intended to primarily accommodate community-scale commercial development. Other uses such as multi-family residential, institutional, recreational and parks uses may be considered. The objectives and policies for the Commercial Policy Area are found under Section 3.2 of the Secondary Plan.
- The Higher Density Residential Policy Area is intended to primarily accommodate medium to high density multi-family residential uses such as row dwellings, townhomes and multi-storey residential buildings. The combined maximum number of dwelling units in the Higher Density Residential policy area and the Commercial policy area should be 1,200, increasing to 2,000 following the successful implementation of a predictive rail crossing blockage alert system (or alternative solution) and increasing again to 2,800 following the construction of a paved, at-grade emergency vehicle access road. The objectives and policies for the Higher Density Residential Policy Area are found under Section 3.3 of the Secondary Plan.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

Current Zoning

Lots 2-4 Block 3 Plan 73311 are currently zoned “MMU” Manufacturing Mixed Use district, while Lots 1-2 Block 3 Plan 73311 are currently zoned “C3” Commercial Corridor district.

- *Manufacturing Mixed Use (“MMU”)* – The MMU zoning is intended to provide linked commercial and industrial activities that are supportive of industrial functions and are compatible with surrounding industrial use areas, while allowing more flexibility of uses and requiring a higher standard of landscaping and design. Uses may include offices, wholesale and business service establishments, campus-style industrial or business parks, and limited retail/personal service

storefronts. MMU zone districts should generally include at least thirty-five (35) acres of contiguous land, or land that would be contiguous except for intervening rights-of-way.

- *Commercial Corridor ("C3")* - The C3 zoning district is intended primarily for uses that provide commercial goods and services to residents of the community in areas that are dependent on automobile access and exposed to heavy automobile traffic, but does not include regional shopping malls or regional shopping areas. C3 districts are generally located in Community or Regional mixed use centres or along Community or Regional mixed use corridors.

Proposed Zoning

The applicant is proposing to subdivide and rezone Lots 2-4 Block 3 Plan 73311 to "RMF-M" Residential Multi-Family (Medium) district and to rezone Lots 1-2 Block 3 Plan 73311 to "CMU" Commercial Mixed Use district.

- *Residential Multi-Family (Medium) ("RMF-M")* – The RMF districts are intended to accommodate the development of multi-family units in areas with medium to high residential densities.
- *Commercial Mixed Use ("CMU")* – The CMU zone is intended to provide for community-serving mixed use development at a higher scale than is appropriate for neighbourhood locations. The district is intended to include attractive commercial, institutional, recreational, and service facilities needed to support surrounding neighbourhoods and the community at-large. Although the area, site, or building should have a predominantly commercial character, multi-family housing may be incorporated within the district, and development should facilitate pedestrian connections between residential and non-residential uses.

Reason for the Subdivision and Rezoning

The applicant is proposing to subdivide and rezone the land for alignment with the secondary plan and to facilitate future development on the subject lands.

COMPATIBILITY WITH SECONDARY PLAN AND SURROUNDING NEIGHBOURHOOD

- The proposed location of the residential multi-family zoning and the commercial mixed use zoning, aligns with the appropriate policy areas as defined under the *Public Markets Major Redevelopment Site 'D' Secondary Plan* (see Figure 4).
- For this reason, the Urban Planning and Design Division is recommending support of the proposed rezoning.

RECOMMENDED CONDITIONS OF APPROVAL

Zoning Agreement

- Section 8.2 of the Secondary Plan includes the following policies:

  2. Phasing will be subject to the following restrictions relating to emergency access to the plan 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 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

d. 2(b) and 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.

- In collaboration with the applicant, the Public Service recommends including conditions on the Zoning Agreement which break down maximum unit counts on a lot-by-lot basis, tied to the phasing milestones outlined in the policies of Section 8.2.
- The intent of this condition is to ensure that the maximum permitted density is distributed across the entire site, as the phasing policies allow, without exceeding the maximum permitted density at any point.
- A condition has also been included to reallocate unused density from one lot so it may be counted toward another lot within the Plan Area.

RECOMMENDATION

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

- The proposed development is consistent with the policies of the *Complete Communities Direction Strategy 2.0* and the *Public Markets Major Redevelopment Site "D" Secondary Plan*.
- The proposal will help meet residential intensification targets.

This Report Submitted by: Steve Nuttall, MCP
Planning, Property and Development Department
Urban Planning and Design Division
Report Prepared by: PPD File # DASZ 5/2026

SCHEDULE B

File No. DASZ 5/2025, Riel Community Committee, June 26, 2026

By–Law No. _____

File No. **DASZ 5/2026**

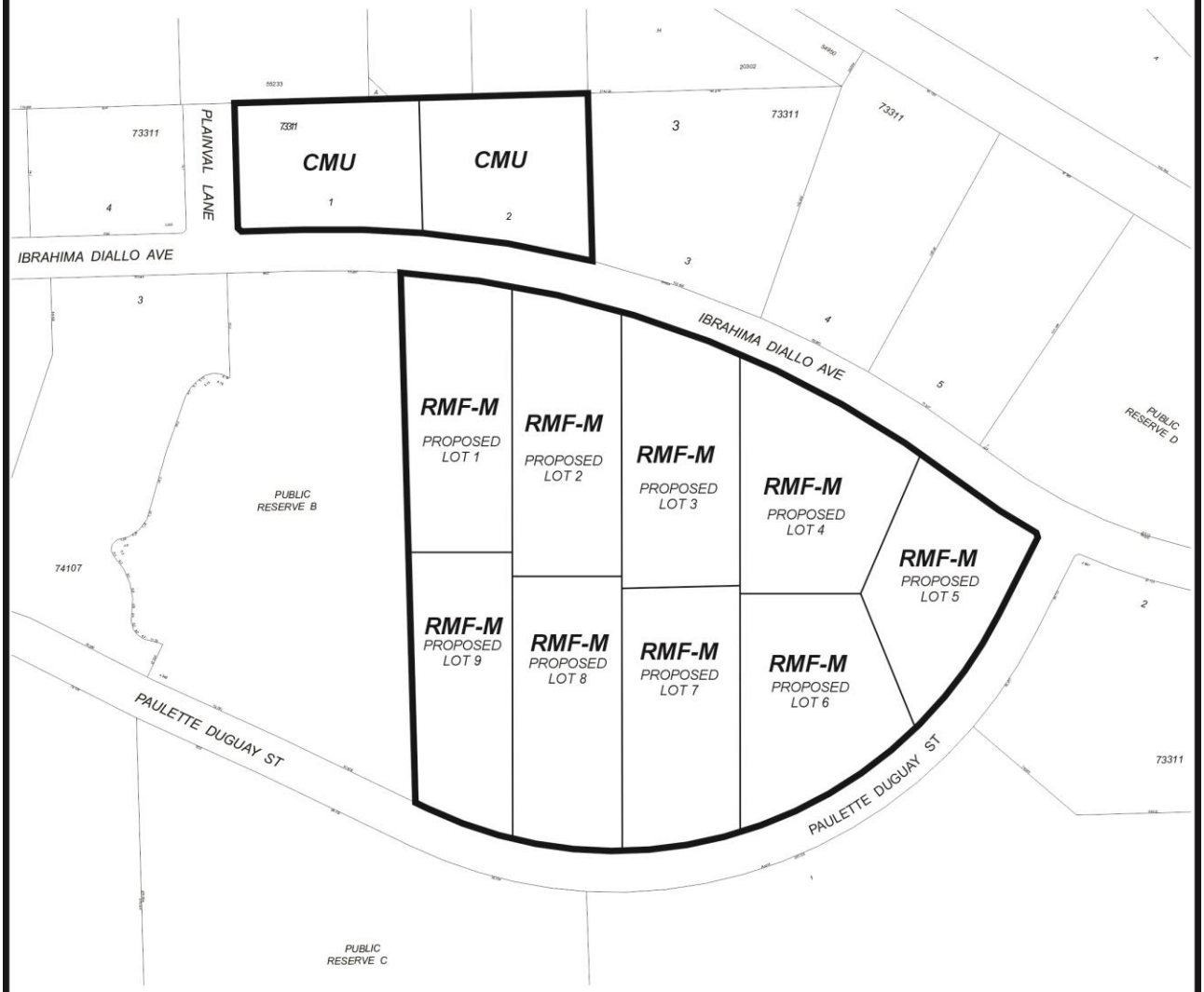
Atlas Sheet No. **AB25**

N

RIEL COMMUNITY

Explanation:

An application for the approval of the plan of subdivision shown outlined below and for a proposed zoning change to By-law No. 200/2006 by rezoning the land located at EXISTING LOTS 1 & 2, BLOCK 3 AND LOTS 2, 3 & 4, BLOCK 4 OF PLAN 73311 (IBRAHIMA DIALLO AVENUE & PAULETTE DUGUAY STREET) from a "C3" COMMERCIAL CORRIDOR DISTRICT and "MMU" MANUFACTURING MIXED USE DISTRICT to a "CMU" COMMERCIAL MIXED USE DISTRICT and a "RMF-M" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT to allow for the future development of residential multi-family and commercial mixed use developments.



THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____