# ADMINISTRATIVE REPORT

**Title:** ZAA 1/2026 - Lots 1-3 Plan 74107, Lots 3,4 Block 2 Plan 73311, Lots 1-2 Block 3 Plan 73311, Ibrahima Diallo Avenue; Lots 2-3 Block 1 Plan 73311, Lots 1-2 Plan 74635, Paulette Duguay Street

**Issue:** For consideration at a public hearing to amend a Zoning Agreement under File DASZ 30/2020 to modify setback requirements and increase the maximum number of permitted units.

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

## AUTHORIZATION

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

## RECOMMENDATIONS

1. That the 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 and restated in accordance with the following:

    A. That clause 10 be deleted in its entirety and replaced in accordance with the following:

    The Owner will provide from any residential development a setback of at least three hundred metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the Public Markets Major Redevelopment Site "D" planning area, except for (a) Lands located directly across Marion Street to the north (b) Lands located within the area bounded by Sprague line, Marion Street and Dawson Road where new residential development shall be setback 150 metres (492.13 feet). Setbacks will be measured from the nearest property line of the M3-zoned industrial lands to any habitable room or space within a dwelling.

    B. That the density limits in paragraphs 16 and 17 be amended and replaced in accordance with the following:

    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:

i. 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;

ii. 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 Legal Description | Maximum Units |
|---|---|
| Block 1 Lot 2 | 255 |
| Block 1 Lot 3 | 0 |
| Plan 74635 Lot 1 | 133 |
| Plan 74635 Lot 2 | 110 |
| Plan 74107 Lot 1 | 217 |
| Plan 74107 Lot 2 | 151 |
| Plan 74107 Lot 3 | 170 |
| Block 2 Lot 3 | 90 |
| Block 2 Lot 4 | 91 |
| Block 3 Lot 1 | 90 |
| Block 3 Lot 2 | 89 |
| Block 1 Lot 1 | 0 |
| Block 2 Lot 2 | 0 |

iii. up to 2,800 dwelling units may be permitted in the planning area provided that condition 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 Legal Description | Maximum Units |
|---|---|
| Block 1 Lot 2 | 375 |
| Block 1 Lot 3 | 350 |
| Plan 74635 Lot 1 | 133 |
| Plan 74635 Lot 2 | 110 |
| Plan 74107 Lot 1 | 217 |
| Plan 74107 Lot 2 | 151 |
| Plan 74107 Lot 3 | 290 |
| Block 2 Lot 3 | 90 |
| Block 2 Lot 4 | 91 |
| Block 3 Lot 1 | 90 |
| Block 3 Lot 2 | 89 |
| Block 1 Lot 1 | 0 |
| Block 2 Lot 2 | 0 |

iv. B(ii) and B(iii) 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.

v. 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.

2. That the City enter into, execute and deliver an agreement to amend the Zoning Agreement in accordance with recommendation 1 (the "Amending Agreement") and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to be necessary to implement the intent of the foregoing (the "Ancillary Agreements").
3. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the Amendment Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.
4. 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 to amend an existing Zoning Agreement to reflect changes made to the Secondary Plan.
- The Zoning Agreement under DASZ 30/2020 (By-law 26/2022) includes the following clauses:
    - *10. The Owner will provide from any residential development a setback of at least three hundred metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the Public Markets Major Redevelopment Site "D" planning area, except for lands located directly across Marion Street to the north. The setback for residential development located directly across Marion Street to the north will be one hundred and fifty (492.13 feet) metres from any Manufacturing zoned industrial lands. Setbacks will be measured from the nearest property line to the nearest property line.*
    - *16. No development is permitted on the lot zoned "M2" abutting the most easterly public reserve land zoned "PR1" and the maximum cumulative total of residential dwelling units is six hundred (600) until an at-grade emergency access road is constructed connecting the collector road to Dawson Road to the satisfaction of the Director of Planning, Property and Development.*
    - *17. The maximum number of residential dwelling units on the Owner's Land is one thousand two hundred (1200) after the at-grade emergency access road is constructed connecting the collector road to Dawson Road to the satisfaction of the Director of Planning, Property and Development.*

- The above clauses reflected the policies of the Secondary Plan at the time of the Zoning Agreement. Since then, the Secondary Plan has been amended and as such, the clauses must be amended for alignment with the Secondary Plan.
- Removing or modifying a clause on a Zoning Agreement requires a Zoning Agreement Amendment application.
- Approval of a Zoning Agreement Amendment application requires a public hearing as per the Development Procedures By-law and The City of Winnipeg Charter.
- The Report is being submitted for the Committee's consideration of the development application at the public hearing.

## IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning Division are concurred in, the subject Zoning Agreement under file DASZ 30/2020 (By-law 26/2022) will be amended.

## HISTORY

*DASZ 30/2020*

- On June 24, 2021, Council concurred in the recommendation of the Executive Policy Committee, as amended, and approved DASZ 30/2020.

*SPA 4/2025*

- On November 27, 2025, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the changes to the Public Markets Major Redevelopment Site 'D' Secondary Plan proposed by SPA 4/2025

## CONSULTATION

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

## OURWINNIPEG 2045 POLICY ALIGNMENT

This proposal is aligned with the relevant policies of *OurWinnipeg 2045:*

6.13 Secondary Plans
Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.

The proposal seeks to amend an existing Zoning Agreement which is no longer aligned with the relevant Secondary Plan due to a Secondary Plan Amendment. As the Secondary Plan Amendment has been approved by Council, the Zoning Agreement should be modified to reflect the amendments.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

## SUBMITTED BY

| | |
|---|---|
| Department | Planning, Property and Development |
| Division | Urban Planning |
| Prepared by: | Steve Nuttall, MCP |
| Date: | June 17, 2026 |
| File No. | ZAA 1/2026 |

**List of Schedules and Attachments**

1. Schedule A – Planning Discussion

**SCHEDULE 'A'**

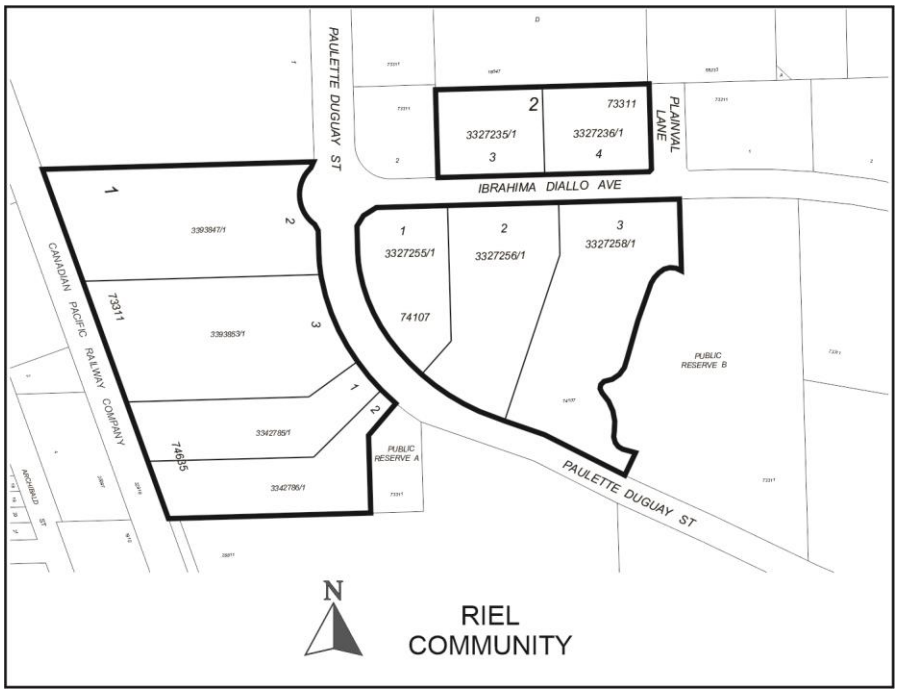
**DATE:** June 17, 2026

**FILE:** **ZAA 1/26**
**RELATED FILES:** n/a
**COMMUNITY:** Riel Committee
**NEIGHBOURHOOD #:** 5.538 – Stock Yards

For consideration at a public hearing to amend a Zoning Agreement under File DASZ 30/2020 to modify setback requirements and increase the maximum number of permitted units.

**LOCATION:** Lots 1-3 Plan 74107, Lots 3,4 Block 2 Plan 73311, Lots 1-2 Block 3 Plan 73311, Ibrahima Diallo Avenue; Lots 2-3 Block 1 Plan 73311, Lots 1-2 Plan 74635, Paulette Duguay Street

**LEGAL DESCRIPTION:** LOTS 1-3 PLAN 74107, LOTS 3-4 BLOCK 2 PLAN 73311, LOTS 1-2 BLOCK 3 PLAN 73311, LOTS 2-3 BLOCK 1 PLAN 73311, LOTS 1-2 PLAN 74635




**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 nine (9) lots totaling approximately 28.7 acres (11.6 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 "RMF-M" Residential Multi-Family (Medium) district, "RMF-L" Residential Multi-Family (Large) district, and "CMU" Commercial Mixed Use district.
- The subject property is located within a "Major Redevelopment Site" policy area under the *Complete Communities Direction Strategy 2.0*.

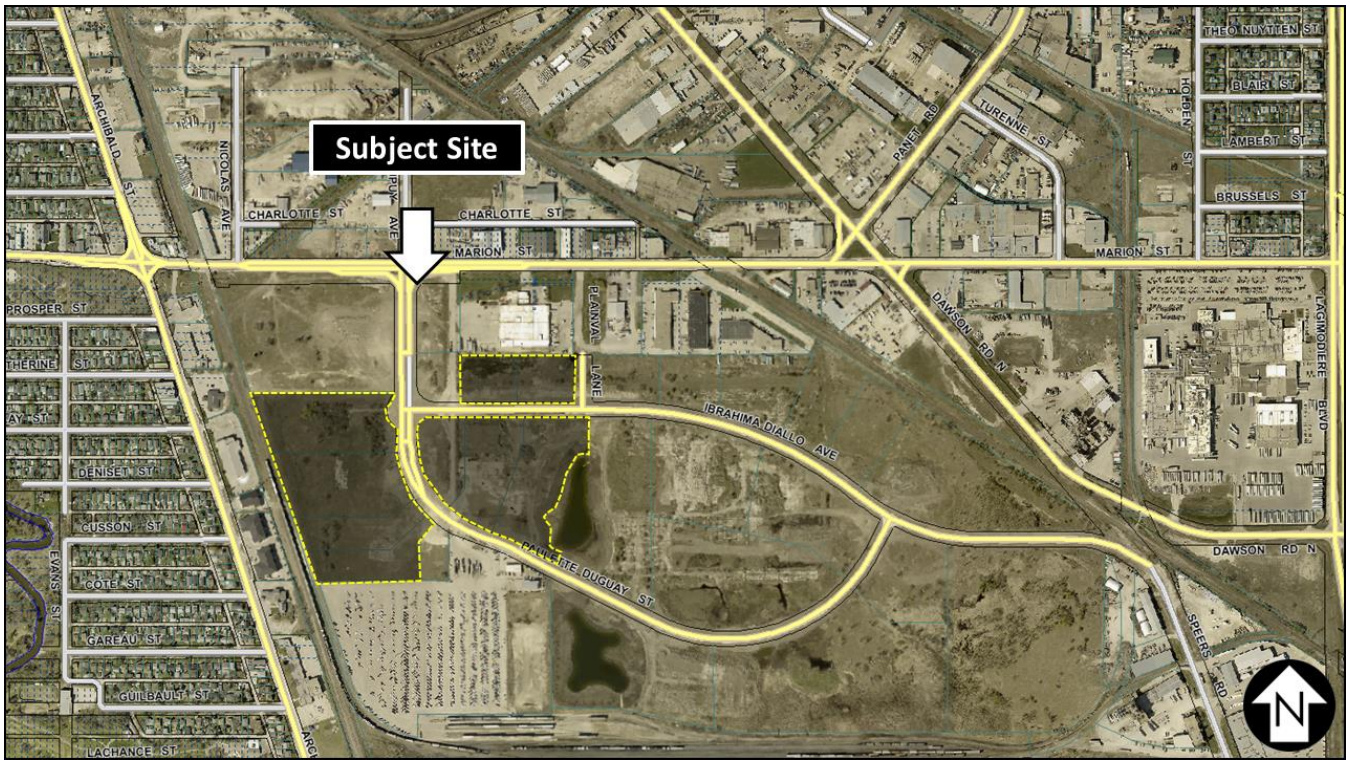



**Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2024)***

## SURROUNDING LAND USE AND ZONING (See Figure 2)

**North:** Vacant land zoned "C2" Commercial Community and manufacturing uses on land zoned "M3" Manufacturing – Heavy district.

**South:** Commercial uses on land zoned "M3" Manufacturing - Heavy district.

**East:** Vacant land zoned "PR2" Parks and Recreation – Community district, Plainval Lane, then vacant land zoned "C3" Commercial Corridor district.

**West:** Rail line, the residential and commercial uses on land zoned “C2” Commercial Community and “CMU” Commercial Mixed Use district.

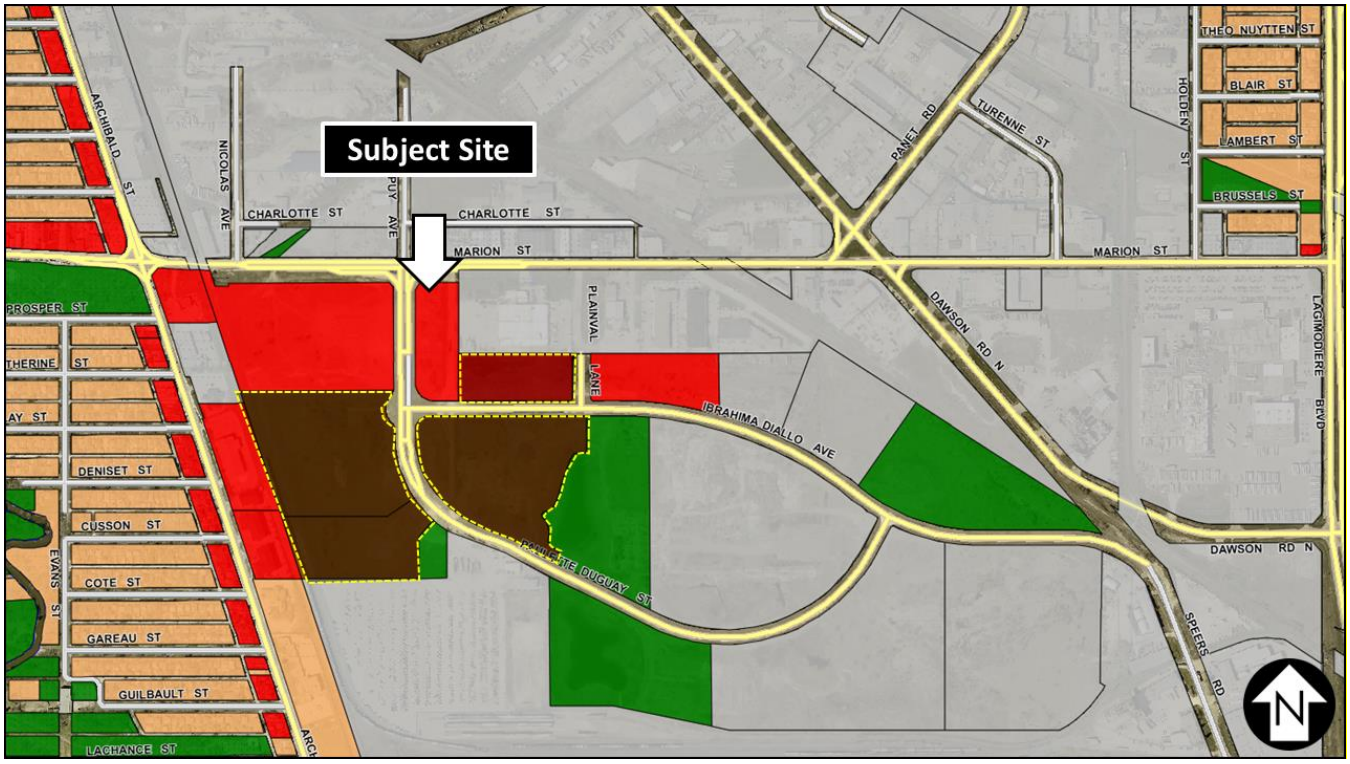



**Figure 2: Zoning of the Site and Surrounding Area**

## DESCRIPTION OF THE PROPOSED DEVELOPMENT

- No plans of development are associated with the proposed Zoning Agreement Amendment.

## 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

OUR WINNIPEG AND 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.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

Zoning Agreement under DASZ 30/2020

The existing zoning agreement was made in accordance with the policies of the Secondary Plan as written at the time of the Zoning Agreement. Since then, amendments to the Secondary Plan have been approved by Council and the existing Zoning Agreement includes clauses more restrictive than what is permitted by the Secondary Plan:

- Existing Clause 10:
  - *10. The Owner will provide from any residential development a setback of at least three hundred metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the Public Markets Major Redevelopment Site "D" planning area, except for lands located directly across Marion Street to the north. The setback for residential development located directly across Marion Street to the north will be one hundred and fifty (492.13 feet) metres from any Manufacturing zoned industrial lands. Setbacks will be measured from the nearest property line to the nearest property line.*
- Amended Secondary Plan Policy:
  - *New residential development shall be set back 300 metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the planning area, except for a. lands located directly across Marion Street to the north b. lands located within the area bounded by Sprague line, the west property line of 864 Marion Street, Marion Street, and Dawson Road, where new residential development shall be set back 150 metres (492.13 feet). Setback distances shall be measured from the nearest property line of the M3-zoned industrial lands to any habitable room or space within a dwelling.*
- Amended Zoning Agreement Text:

- *The Owner will provide from any residential development a setback of at least three hundred metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the Public Markets Major Redevelopment Site "D" planning area, except for (a) Lands located directly across Marion Street to the north (b) Lands located within the area bounded by Sprague line, Marion Street and Dawson Road where new residential development shall be setback 150 metres (492.13 feet). Setbacks will be measured from the nearest property line of the M3-zoned industrial lands to any habitable room or space within a dwelling.*

If approved, the text in Clause 10 will be consistent with the amended Secondary Plan policy.

- Existing Clauses 16 and 17:
    - *16. No development is permitted on the lot zoned "M2" abutting the most easterly public reserve land zoned "PR1" and the maximum cumulative total of residential dwelling units is six hundred (600) until an at-grade emergency access road is constructed connecting the collector road to Dawson Road to the satisfaction of the Director of Planning, Property and Development.*
    - *17. The maximum number of residential dwelling units on the Owner's Land is one thousand two hundred (1200) after the at-grade emergency access road is constructed connecting the collector road to Dawson Road to the satisfaction of the Director of Planning, Property and Development.*
- Amended Secondary Plan Policy:
    - *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.*
- Amended Zoning Agreement Text
    - *i. 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;*

- *ii. 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:* [Table Omitted]
- *iii. up to 2,800 dwelling units may be permitted in the planning area provided that condition 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:* [Table Omitted]
- *iv. B(ii) and B(iii) 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.*
- *v. 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.*

As demonstrated above, the amended text brings the permitted unit counts into alignment with the amended Secondary Plan policies for density phasing. Subclause iv. provides authority to the Chief of WFPS and the Directors of Public Works and Planning, Property and Development to determine that the requirements for increased density have been met. The tables prescribe the maximum density, in units, for each lot once the additional requirements have been met. Subclause v. allows this density to be reallocated from one lot to another in the event that not all density is used on a given lot.

ANALYSIS

- The existing zoning agreement was made in accordance with the policies of the Secondary Plan as written at the time of the Zoning Agreement.
- Since then, amendments to the Secondary Plan have been approved by Council and the existing Zoning Agreement includes clauses more restrictive than what is permitted by the Secondary Plan.
- The proposed amendments will bring this Zoning Agreement into alignment with the Secondary Plan.
- The applicant has conducted stakeholder engagement to consult on the proposed changes to increase density. While they note smoke stakeholders had concerns about the closer proximity of the residential to existing industrial uses, as well as noise, odour control, and traffic, and servicing. The applicant intends to use site design to mitigate these factors. The applicant has included supporting documents to demonstrate the feasibility of mitigating these factors.

**RECOMMENDATION**

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

- The proposal will bring the existing Zoning Agreement into alignment with the changes made to the Secondary Plan under SPA 4/2025.

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

Report Prepared By: Steve Nuttall, MCP
PPD File # ZAA 1/2026