PUBLIC HEARINGS

Minute No. 50
Item No. 3 **Secondary Plan Amendment – Amendment to the Transcona West Area Structure Plan By-law No. 215/2006**
File SPA 7/2024 [c/r DAZ 219/2024 and SPA 6/2024]

COUNCIL DECISION:

Council concurred in the recommendation of the Winnipeg Public Service and adopted the following:

1. That Council give first reading to By-law No. 131/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the Transcona West Area Structure Plan By-law No. 215/2006 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

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

DECISION MAKING HISTORY:

The Winnipeg Public Service to advise that all statutory requirements with respect to this application have been complied with.

Moved by His Worship Mayor Gillingham,
That the report of the Winnipeg Public Service be taken as read.

Carried

Moved by His Worship Mayor Gillingham,
That the receipt of public representations be concluded.

Carried

Moved by His Worship Mayor Gillingham,
That the recommendation of the Winnipeg Public Service be concurred in.

Supporting Reasons:

1. These types of reforms are how cities get the most new units built the fastest.

2. These reforms have successfully unlocked 1000s of new units and have spurred neighbourhood growth along priority transit corridors in North American cities such as Seattle, Los Angeles and our sister city, Minneapolis, to name a few.

3. These amendments fulfill Action 2.8 of the Council-adopted Strategic Priorities Action Plan.

4. These malls sites and corridors already have services, parking and transit connectivity for new residents.

5. These reforms will encourage the revitalization of underutilized or vacant spaces, contribute to the overall growth and development of the City, while capturing more value and revenue per acre of developed private land.

6. Along with the Transit Master Plan changes coming in 2025, densification along our main transit corridors will change the transportation needs for thousands of Winnipeggers by creating a growing market of potential Winnipeg Transit passengers and reducing the need for additional automobiles on our streets.

DECISION MAKING HISTORY (continued):

7. This Planned Development Overlay was a milestone of Winnipeg's Housing Accelerator Fund application and should provide a significant boost to the City's housing start targets required to meet the program goals.

Carried

Councillor Wyatt asked to be recorded as having voted against the above motion, in accordance with Rule 47(7) of The Procedure By-law No. 50/2007.

Moved by His Worship Mayor Gillingham,

That the public hearing with respect to this application be concluded.

Carried

DECISION MAKING HISTORY:

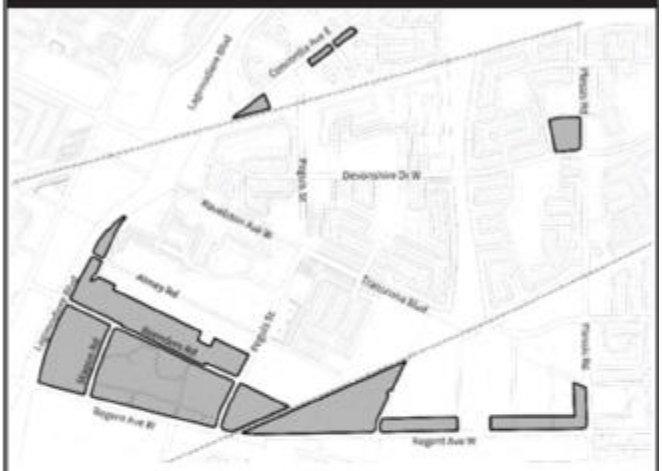
On November 19, 2024, the hearing body adjourned the hearing to a special meeting on November 21, 2024, at 11:00 a.m. in the Council Building at 510 Main Street.

PUBLIC HEARING SUMMARY

File:	**SPA 7/2024**
Before:	Council His Worship Mayor Gillingham Councillor Allard Councillor Browaty Councillor Chambers Councillor Dobson Councillor Duncan Councillor Eadie Councillor Gilroy Councillor Lukes Councillor Mayes Councillor Orlikow Councillor Rollins Councillor Santos Councillor Schreyer Councillor Sharma Councillor Wyatt
Public Hearing:	November 21, 2024 November 19, 2024 Council Building, 510 Main Street
Applicant:	The City of Winnipeg (Director of Planning, Property and Development)

Subject:

AMENDMENT TO TRANSCONA WEST AREA STRUCTURE PLAN BY-LAW NO. 215/2006 - SPA 7/2024



EAST KILDONAN
TRANSCONA
COMMUNITY

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APPLICANT : City of Winnipeg
FILE : SPA 7/2024
PROPOSAL : Proposed amendments to the Transcona West Area Structure Plan By-law No. 215/2006 to allow for as-of-right residential development on select mall sites and commercial corridors, per Council direction.

A public hearing (pursuant to Section 234(3) of the City of Winnipeg Charter and in accordance with the Development Procedures By-law No. 104/2020) will be held before Council on November 19th, 2024 at 9:30 a.m..

For information, phone E. Allan, Planner at 204-986-0533

Premises Affected: Lands bound by the Transcona West Area Structure Plan

Prepared by: K. McMillan, Manager of the Decision Making Process

Report date: November 21, 2024

Council Decision:

On November 21, 2024, the Council concurred in the recommendation of the Winnipeg Public Service and adopted the following:

1. That Council give first reading to By-law No. 131/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the Transcona West Area Structure Plan By-law No. 215/2006 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

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

Council provided the following supporting reasons for its decision:

1. These types of reforms are how cities get the most new units built the fastest.

2. These reforms have successfully unlocked 1000s of new units and have spurred neighbourhood growth along priority transit corridors in North American cities such as Seattle, Los Angeles and our sister city, Minneapolis, to name a few.

3. These amendments fulfill Action 2.8 of the Council-adopted Strategic Priorities Action Plan.

4. These malls sites and corridors already have services, parking and transit connectivity for new residents.

5. These reforms will encourage the revitalization of underutilized or vacant spaces, contribute to the overall growth and development of the City, while capturing more value and revenue per acre of developed private land.

6. Along with the Transit Master Plan changes coming in 2025, densification along our main transit corridors will change the transportation needs for thousands of Winnipeggers by creating a growing market of potential Winnipeg Transit passengers and reducing the need for additional automobiles on our streets.

7. This Planned Development Overlay was a milestone of Winnipeg’s Housing Accelerator Fund application and should provide a significant boost to the City’s housing start targets required to meet the program goals.

Objections under the Charter:

Total number of **v**alid 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 October 21, 2024
2. Notification of Public Hearing
3. Report from the Urban Planning Division dated October 24, 2024
4. Presentation dated November 19, 2024 from Matt Glavin with respect to the application
5. Communication dated November 15, 2024 from Pam Lucenkiw with respect to the application
6. Communication dated November 15, 2024 from Ben McGillivary in support of the application
7. Communication dated November 16, 2024 from Jeffrey Hodgins in support of the application
8. Communication dated November 17, 2024 from Gail R. Flaveri in support of the application
9. Communication dated November 17, 2024 from Kele Scheckenbach in support of the application
10. Communication dated November 17, 2024 from Max Scheckenbach in support of the application
11. Communication dated November 18, 2024 from Tyler Crichton in support of the application
12. Communication dated November 18, 2024 from Phanie Koncan in support of the application
13. Communication dated November 18, 2024 from Hillary Rosentreter in support of the application
14. Presentation dated November 18, 2024 from Justin Zarnowski in support of the application
15. Communication dated November 18, 2024 from Allison and Ken Labelle in opposition to the application
16. Presentation dated November 19, 2024 from the Director of Planning, Property and Development in support of the application
17. Communication dated November 19, 2024 from the Director of Planning, Property and Development in support of the application
18. Communication dated November 19, 2024 from Justin Zarnowski in support of the application
19. Recording of Representations

REPRESENTATIONS:

In Support:

H. Borys, Director, Planning, Property and Development
Rita Morier
Justin Zarnowski
Lanny McInnes
Max Schreckenbach
Christopher Clacio
Debbie Vokey
Kimberley Yathon
Ben McGillivary
Jeffrey Hodgins
Gail R. Flaveri
Kele Schreckenbach
Tyler Crichton
Phanie Koncan
Hillary Rosentreter

In Opposition:

Marty Gold
Allison Labelle
Ken Labelle

For Information:

Matt Glavin
Pam Lucenkiw
Alanna Phillips

For the City:

J. Veitch, Manager of Urban Planning and Design, Planning, Property and Development Department
R. Kostiuk, Senior Planner, Planning, Property and Development Department
E. Allen, Planner, Planning, Property and Development Department
R. Mahé, Acting Manager & Land Enhancement Administrator, Chief Administrative Office

Exhibit "3" referred to in File SPA 7/2024

ADMINISTRATIVE REPORT

Title: SPA 7/2024 (By-law No. 131/2024) Amendment to the Transcona West Area Structure Plan By-law No. 215/2006 – Public Hearing Report

Critical Path: Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys		

EXECUTIVE SUMMARY

On December 5, 2023, the Government of Canada, through the Canada Mortgage and Housing Corporation ("CMHC"), entered into an agreement with the City of Winnipeg (the "City") for $122.4 million in funding from the Housing Accelerator Fund ("HAF"). The HAF funding is based on the City averaging 3,166 new building permitted housing units and 14,101 in total (including 10,935 units projected to be permitted without HAF) over the next three years. Any building permits issued after the effective date of said agreement, being December 5, 2023, will count toward the building permit goal.

Currently, the Transcona West Secondary Plan adopted by Council July 16, 2008 does not support the introduction of multi-family residential development, this affects the Regent & Lagimodiere Regional Mixed Use Centre. The existing Secondary Plan broadly designates these lands as 'Existing Commercial' and 'Proposed Commercial' within the Transcona West Secondary Plan.

Therefore the proposed amendment is recommending we add the term multi-family as an intended use into the 'Commercial Areas' identified in the Plan to align with Council's direction on increasing opportunities for housing in the City of Winnipeg.

The proposed amendments to the *Transcona West Area Structure Plan By-law No. 215/2006* ("Transcona West Secondary Plan") outlined in this report have been directed by previous Council motions and are intended to support the first phase of Initiative 1 ("Rapid Zoning By-law Amendments) within the City's HAF application, which is:

> *'To accelerate the pace of housing construction and increase housing density in existing neighbourhoods, the Rapid By-law Amendments initiative aims to implement swift changes to the Winnipeg Zoning By-law to align with previously endorsed Council direction or policy.'*

The purpose of the amendments outlined in this report are to facilitate the introduction of as-of-right residential development in Mixed Use Centres.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 131/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the Transcona West Area Structure Plan By-law No. 215/2006 in accordance with this report.
2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.
3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

The subject application is being brought forward for consideration in accordance with direction from Council as part of the Strategic Priorities Action Plan ("SPAP") and part of Council's November 23, 2023 motion regarding the Housing Accelerator Fund ("HAF"). If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with *The City of Winnipeg Charter and The Development Procedures By-law No. 104/2020*. In accordance with the Development Procedures By-law, Council has been designated as the hearing body for amendments to a secondary plan stemming from Council's November 23, 2023 motion, and Council approval is required to enact the proposed by-law amendment.

IMPLICATIONS OF THE RECOMMENDATIONS

Should the recommendations of the Public Service be concurred in, By-law No. 131/2024 (the "By-law") will be given first reading. If sufficient objections to the By-law are not received, it is expected that the By-law will be brought back directly to Council for second and third readings at the following meeting of Council.

HISTORY/DISCUSSION

BACKGROUND

The amendments proposed in this report are intended to support a component of the four-stage zoning by-law amendment process to improve processing and accelerate housing in areas covered by the Winnipeg Zoning By-law No. 200/2006 and the Downtown Winnipeg Zoning By-law No. 100/2004. These four "buckets" of amendments have been guided by both Council's Strategic Priorities Action Plan (the "SPAP") and more recently by The City of Winnipeg's Housing Accelerator Fund ("HAF") application.

The first bucket of improvements focused on development permit exemptions, and were approved by Council on February 22, 2024. The second bucket saw several rapid amendments to the City's zoning by-laws that were aligned with previously endorsed Council policies or directions, Council motions or were identified to address minor deficiencies in the existing zoning regulations. Bucket 2 amendments were approved by Council on July 18, 2024.

The third bucket will address further amendments to the Zoning By-law, including the following items specifically introduced in Council's November 23, 2023 HAF motion:

2. *That the HAF application be amended to legalize four dwelling units per residential lot be permitted as-of-right city-wide.*

3. *That the HAF application be amended to legalize four units of up to four storeys as-of-right within 800 metres of high-frequency transit corridors as outlined in the City's HAF application and informed by the initial network changes in phase one of the Winnipeg Transit Master Plan.*

4. *That the HAF application be amended to ensure that new housing zoning reforms targeted for mall sites and commercial corridors – as proposed in the City Council's Strategic Priorities Action Plan – allow for as-of-right development to facilitate quick approvals and construction of new housing.*

The recommendations of the third bucket have been separated into two components. The first, which this amendment supports, seeks to address recommendation 4 – the allowance of as-of-right multi-family development on mall sites and commercial corridors.

The fourth and final bucket will be a full re-write of the City's zoning by-laws. This will involve a comprehensive process including significant public and stakeholder consultation. The full zoning by-laws re-write is expected to begin in late-2025 and be completed by late-2027.

PROPOSED AMENDMENTS TO THE TRANSCONA WEST SECONDARY PLAN

The following sections describe the key amendments to the Transcona West Secondary Plan contemplated in this application. A full account of the proposed amendments can be found in Appendix A.

The current Transcona West Secondary Plan was adopted by Council on July 16, 2008 and was amended once in 2014 (By-law No. 94/2013). The plan guides development for approximately 607 hectares of land bounded by Cordite Road to the north, Regent Avenue to the south, Plessis Road to the east and Lagimodiere Boulevard to the west.

The Transcona West Secondary Plan includes a portion of land identified in the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 as the Regent & Lagimodiere Regional Mixed Use Centre. These lands are broadly designated as 'Existing Commercial' and 'Proposed Commercial' within the Transcona West Secondary Plan.

Under the Transcona West Secondary Plan, Commercial Areas are intended to permit a variety of retail, commercial, office, and institutional uses, including regional commercial uses. In

accordance with the high-level goals of the HAF Program, Regional Mixed Use Centres are intended to accommodate as-of-right residential development.

To that end, the following amendments are proposed to the Transcona West Area Structure Plan to facilitate future residential intensification, complementing amendments to the Complete Communities Direction Strategy 2.0 and the Zoning By-law:

- Section 5.3.1 is amended to include ‘multi-family’ as an intended use of the ‘Commercial Areas’ identified in the plan.

- Section 5.3.2(1)(a)(i) is amended, noting that a significant amount of the Commercial Use Areas in the plan will be regional commercial, retail commercial, service commercial and community scale commercial uses, with compatible light industrial, institutional or multi-family uses, as appropriate.

- Section 5.3.2(1)(a)(ii) is amended to add the following:

  “in order to create a cohesive commercial and services environment,

  (D) Multi-family uses should generally be within a mixed commercial-residential building with ground floor commercial.”

The amendments being proposed herein are consistent with Council’s SPAP and Council’s motion to increase density and accelerate housing in existing neighbourhoods:

- 1.6 Develop a city-wide housing strategy and action plan including in downtown
- 2.8 Amend zoning bylaws to allow residential construction over commercial sites including retail malls
- 3.4 Construct more affordable and social housing through partnerships with private sector, not-for-profit, and other governments

FINANCIAL IMPACT

Financial Impact Statement

Date: October 24, 2024

Project Name:

SPA 7/2024 (By-law No. 131/2024) Amendment to the Transcona West Area Structure Plan By-law No. 215/2006 – Public Hearing Report

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Oct. 24, 2024
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues.

OURWINNIPEG POLICY ALIGNMENT

City Building

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

6.2 Complete Communities Characteristics:
The characteristics of complete communities must be identified and defined in Complete Communities, and will include, at minimum, equitable access to: safety and security, affordable housing for all incomes, local employment opportunities, health-supportive amenities, access to nature, social interaction opportunities, sustainable transportation options, and digital communication technology infrastructure to align with this Plan's goals.

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

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

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

- 4.2 Ensure new areas of growth are designed according to the principles of complete communities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) by aligning with the following goals and objectives:

GOAL 2: The City Actively Plans for and Partners in Affordable Housing

A. The City's capacity and commitment to advancing affordable housing initiatives are increased.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, RPP, MCIP
Date: October 24, 2024
File No: SPA 6/2024

Attachments:

Appendix A – Amendment Summary

Appendix B – Draft By-law