Agenda – Council – June 5, 2025

PUBLIC HEARINGS

Item No. 2 **Secondary Plan – Application to Convert the Dawson Trail (Precinct J) Plan to Secondary Plan By-Law**
File SP 2/2025
[c/r DAZ 209/2025, SP 3/2025 and SP 4/2025, SPA 3/2025]

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Council give first reading to By-law No. 56/2025 (the "By-law", a draft of which is attached as Appendix A to this report) to adopt the Dawson Trail (Precinct J) Area Plan as a Secondary Plan By-law without changes 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.

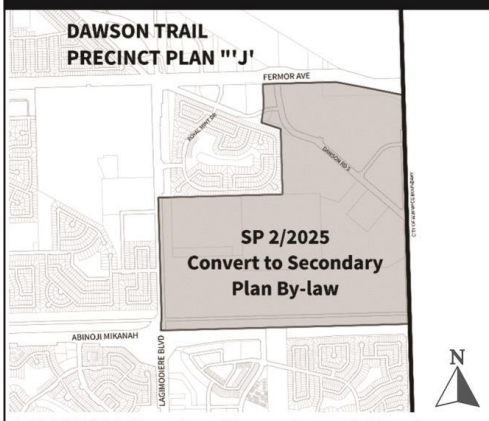
Agenda – Council – June 5, 2025

File: SP 2/2025

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

Subject:

HOUSING ACCELERATOR FUND APPLICATION TO CONVERT THE PRECINCT J (DAWSON TRAIL) PLAN TO SECONDARY PLAN BY-LAW SP 2/2025



APPLICANT: Planning Property and Development Department
FILE: SP 2/2025
PROPOSAL: A public hearing (pursuant to the City of Winnipeg Charter) will be held before the City of Winnipeg Council regarding a proposal to convert the existing Precinct J (Dawson Trail) Plan (PD-017) to a secondary plan by-law, in accordance with the City of Winnipeg Charter S.234.7(1) and the associated amendments being proposed as part of the Housing Accelerator Fund, per Council direction.

The proposed application would maintain the existing Dawson Trail Plan, but establish the plan as a statutory by-law to allow for future amendments, in accordance with the Charter.

For more information about the proposed amendments, please visit the project website:
https://www.winnipeg.ca/infillhousing

DEMANDEUR : Service de l'urbanisme, des biens et de l'aménagement
N° DE DOSSIER : PS 2/2025
PROJET : Une audience publique (en vertu de la Charte de la ville de Winnipeg) aura lieu devant le conseil municipal de la Ville de Winnipeg relativement à la proposition de transformer le Yards at Fort Rouge Area Master Plan (PD-020) (plan directeur portant sur la gare de triage de Fort Rouge) en règlement municipal sur un plan secondaire, conformément au paragraphe 234.7(1) de la Charte de la ville de Winnipeg et aux modifications connexes proposées relativement au Fonds pour accélérer la construction de logements, selon les directives du conseil municipal.

La proposition vise à conserver le plan actuel portant sur Dawson Trail, tout en le transformant en règlement municipal afin de permettre de futures modifications, conformément à la Charte.

Pour en savoir plus sur les modifications proposées, veuillez visiter le site Web du projet à
https://www.winnipeg.ca/logementsintercalaires

Premises Affected: Precinct J (Dawson Trail) area

Exhibits Filed:

1. Application dated May 5, 2025
2. Notification of Public Hearing
3. Notification of Public Hearing to:
   - A. Minister of Municipal Relations dated May 5, 2025
   - B. Applicant dated May 5, 2025
   - C. Administration dated May 5, 2025
   - D. Rural Municipalities of Rosser, East St. Paul, Springfield, Ritchot, MacDonald, Headingley, West St. Paul, Red River Planning District, Southern Interlake Planning District, Winnipeg Metropolitan Region, dated May 5, 2025
4. Report from the Urban Planning Division dated May 16, 2025
5. Communication dated May 12, 2025 from Julian Meunsch in support of the application
6. Communication dated May 15, 2025 from Mel Marginet in support of the application
7. Communication dated May 15, 2025 from Ryan Poetker in opposition to the application
8. Communication dated May 17, 2025 from Michael Plischke in opposition to the application
9. Communication dated May 20, 2025 from Diane Poulin in opposition to the application
10. Communication dated May 21, 2025 from Carmelle La France in opposition to the application
11. Communication dated May 23, 2025 from Dale Sandmoen with respect to the application
12. Communication dated May 23, 2025 from Erna Buffie in opposition to the application
13. Communication dated May 26, 2025 from Trina Duffy in opposition to the application
14. Communication dated May 27, 2025 from Brian and Mabel Lowe in opposition to the application
15. Communication dated May 28, 2025 from Catherine Vossen in opposition to the application
16. Communication dated May 14, 2025 from Emily Levitt with respect to the application
17. Communication dated May 28, 2025 from Elizabeth Boille in opposition to the application
18. Communication dated May 28, 2025 from Jordan Parker in support of the application

Exhibits Filed:
(continued)

19. Communication dated May 29, 2025 from Lawrence Strachan in opposition to the application
20. Communication dated May 28, 2025 from Althea Howard in opposition not the application
21. Communication dated May 29, 2025 from Madeleine Hicks in support of the application
22. Communication dated May 29, 2025 from Benjamin Bradley in support of the application
23. Communication dated May 29, 2025 from François Clauzade in opposition to the application
24. Communication dated May 29, 2025 from Thomas Bartmanovich in opposition to the application
25. Communication dated May 29, 2025 from Corey Dyck in support of the application
26. Communication dated May 29, 2025 from Kathryn Gibbings in opposition to the application
27. Communication dated May 29, 2025 from Michael Kvern in support of the application
28. Communication dated May 29, 2025 from Charlene Currie in opposition to the application
29. Communication dated May 29, 2025 from Christopher Clacio in support of the application
30. Communication dated May 29, 2025 from Cindy Gibson in opposition to the application
31. Communication dated June 2, 2025 from David John Green in opposition to the application
32. Communication dated June 2, 2025 from Richard Remnant in opposition to the application
33. Communication dated May 29, 2025 from Helga Malcolm in opposition to the application
34. Communication dated May 29, 2025 from Tim Fennell in support of the application
35. Communication dated May 29, 2025 from Paul Bellerive in support of the application
36. Communication dated May 29, 2025 from Els de Gussem in opposition to the application
37. Communication dated May 29, 2025 from James Russell in opposition to the application
38. Communication dated May 29, 2025 from Sohan Jammu in support of the application
39. Communication dated May 29, 2025 from Allison and Ken Labelle in opposition to the application

Exhibits Filed:
(continued)

40. Communication dated May 29, 2025 from Brenda Singfield in opposition to the application
41. Communication dated May 29, 2025 from Melissa Bowman Wilson in support of the application
42. Communication dated May 29, 2025 from Abdullah Chaudhary in support of the application
43. Communication dated May 29, 2025 from Emma Durand-Wood in support of the application
44. Communication dated May 29, 2025 from Lisa Deitz in opposition to the application
45. Communication dated May 29, 2025 from Deborah Whyte in opposition to the application
46. Communication dated May 29, 2025 from Evan Ferguson in support of the application
47. Communication dated May 30, 2025 from Kathia Fillion in support of the application
48. Communication dated May 30, 2025 from Adrian Jones in support of the application
49. Communication dated May 30, 2025 from Tyler Greenleaf in support of the application
50. Communication dated May 30, 2025 from Jennifer MacBeath in opposition to the application
51. Communication dated May 30, 2025 from Kelly Hems in support of the application
52. Communication dated May 30, 2025 from Loretta Kampeas with respect to the application
53. Communication dated May 30, 2025 from Shauna Fyfe in opposition to the application
54. Communication dated May 30, 2025 from Richard Fyfe in opposition to the application
55. Communication dated May 30, 2025 from Sharon Bauman in opposition to the application
56. Petition in support of the application purporting to contain 79 signatures, submitted by Dylon Martin
57. Communication dated May 30, 2025 from Sawyer Klassen in support of the application
58. Communication dated May 30, 2025 from David Hems in support of the application
59. Communication dated May 30, 2025 from Daniel Simeone in support of the application
60. Communication dated May 30, 2025 from Ann Lyons in opposition to the application

Exhibits Filed:
(continued)

61. Communication dated May 30, 2025 from Michael Hems in support of the application
62. Communication dated May 30, 2025 from Shoshana Kraut in opposition to the application
63. Communication dated May 30, 2025 from Christina Lopez in opposition to the application
64. Communication dated May 30, 2025 from Benjamin Meek in support of the application
65. Communication dated May 30, 2025 from Lisa Deitz in opposition to the application
66. Communication dated June 2, 2025 from Ray Hignell in opposition to the application
67. Communication dated June 2, 2025 from Pat McGarry with respect to the application
68. Communication dated May 30, 2025 from Paul Duncan in opposition to the application
69. Communication dated May 30, 2025 from Blake Mueller in support of the application
70. Communication dated May 30, 2025 from Michael Hamm in support of the application
71. Communication dated June 2, 2025 from Michelle Kading in opposition to the application
72. Communication dated May 30, 2025 from Ian King in support of the application
73. Communication dated May 30, 2025 from Linda van de Laar in support of the application
74. Communication dated May 30, 2025 from Louise Worster in opposition to the application
75. Communication dated June 2, 2025 from Pam Lucenkiw in opposition to the application
76. Presentation dated June 2, 2025 from the Director of the Planning, Property and Development Department in support of the application
77. Communication dated May 30, 2025 from Shirley M. Forsyth in opposition to the application
78. Communication dated May 30, 2025 from Ryan Kochie in support of the application
79. Communication dated May 30, 2025 from Frances Waters in opposition to the application
80. Communication dated May 28, 2025 from Barbara Godfrey in opposition to the application

Exhibits Filed:
(continued)

81. Communication dated May 30, 2025 from Eric Loewen in opposition to the application
82. Communication dated May 29, 2025 from Alan Fillingham in opposition to the application
83. Communication dated May 30, 2025 from James Murray in support of the application
84. Communication dated May 30, 2025 from Linda Karn in opposition to the application
85. Communication dated May 31, 2025 from Catherine Gay in opposition to the application
86. Communication dated May 31, 2025 from Bill Charles in opposition to the application
87. Communication dated May 31, 2025 from Bonnie Makodanski in opposition to the application
88. Communication dated June 1, 2025 from Jean A. Paterson in opposition to the application
89. Communication dated June 1, 2025 from Patti Chiapetta-Sharpe in opposition to the application
90. Communication dated June 1, 2025 from Kinsey Donald in support of the application
91. Communication dated June 1, 2025 from Curtis Belton in opposition to the application
92. Communication dated June 1, 2025 from Michelle Hauri in opposition to the application
93. Communication dated June 2, 2025 from Martin Minuk in opposition to the application
94. Communication dated June 2, 2025 from Gwen Bryson in opposition to the application
95. Communication dated June 2, 2025 from Stephen Miville in opposition to the application
96. Communication dated June 2, 2025 from Khal Shariff in opposition to the application
97. Communication dated June 2, 2025 from Brett Taylor in opposition to the application
98. Presentation in opposition to the application submitted by Kelly Ryback at the public hearing
99. Presentation in opposition to the application submitted by Kim Yathon at the public hearing
100. Presentation in opposition to the application submitted by Tom Scott at the public hearing
101. Communication dated June 3, 2025 from Catherine Russell in opposition to the application

Exhibits Filed:
(continued)

102. Communication dated June 3, 2025 from Ben McGillivary with respect to the application

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

Moved by
That the report of the Winnipeg Public Service be taken as read.

Moved by
That the receipt of public representations be concluded.

Moved by
That the recommendation of the Winnipeg Public Service be / not be concurred in.

Supporting Reasons:

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

DECISION MAKING HISTORY:

On June 4, 2025, the hearing body adjourned the hearing to a special meeting on June 5, 2025, at 9:30 a.m. in the Council Building at 510 Main Street.

On June 3, 2025, the hearing body adjourned the hearing to a special meeting on June 4, 2025, at 9:30 a.m. in the Council Building at 510 Main Street.

On June 2, 2025, the hearing body adjourned the hearing to a special meeting on June 3, 2025, at 9:30 a.m. in the Council Building at 510 Main Street.

Exhibit “4” referred to in File SP 2/2025

ADMINISTRATIVE REPORT

Title: SP 2/2025 (By-law No. 56/2025) Adoption of Dawson Trail (Precinct J) Plan, Policy No. PD-017 as a Secondary Plan By-law– Public Hearing Report

Critical Path: Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	T. Graham	

EXECUTIVE SUMMARY

An application to amend the *Dawson Trail (Precinct J) Area Plan - Policy No. PD-017* has been put forward by the Public Service. The proposed amendments to the *Dawson Trail (Precinct J Area Plan* supports Council-directed amendments to the Winnipeg Zoning By-law No. 200/2006 that would allow up to four units as of right on residential lots city-wide, and four units up to four storeys tall as of right within 800 metres of high-frequency transit corridors in accordance with the City’s Housing Accelerator Fund (HAF) agreement.

To facilitate the amendments proposed to the current non-statutory *Dawson Trail (Precinct J) Area Plan,* the plan must be adopted by Council as a statutory secondary plan by-law. Following adoption, amendments to the by-law can be carried out, as required by *The City of Winnipeg Charter*. The Public Service has initiated the secondary plan application process to facilitate this change.

This secondary plan application is administrative in nature. The proposed statutory secondary plan by-law contains the existing *Dawson Trail (Precinct J) Area Plan* as an appendix and maintains the existing goals, principles, policies and format of the existing policy document.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 56/2025 (the “By-law”, a draft of which is attached as Appendix A to this report) to adopt the *Dawson Trail (Precinct J) Area Plan* as a Secondary Plan By-law without changes 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, decision regarding the HAF. If Council adopts the proposed by-law, all future development applications within the plan area will need to conform to the amendment.

Adoption of a secondary plan by-law 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*. As a result of recent amendments to the Development Procedures by-law, this report is being submitted for Council's consideration of the development application at the public hearing. Council has been designated as the hearing body and Council approval is required to enact the proposed by-law amendment.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Dawson Trail (Precinct J) Secondary Plan By-law No. 56/2025 will be adopted without changes in accordance with Appendix A of this report and given first reading.

HISTORY/DISCUSSION

BACKGROUND

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

The first bucket of zoning amendments focused on development permit exemptions and was approved by Council on February 22, 2024. The second bucket saw several rapid amendments to the Zoning By-laws to address minor deficiencies in the regulations, and align them with previously-endorsed Council policies, directions, and motions. Bucket 2 amendments were approved by Council on July 18, 2024.

The third bucket has been broken into two components (Buckets 3.1 and 3.2), and consists of further amendments to the Zoning By-law, including the following items introduced in Council's November 23, 2023, HAF decision:

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.*

Bucket 3.1 zoning reforms targeting Malls and Corridors for as-of-right housing development (as per Recommendation 4 of the November 23, 2023, decision) were approved by Council on December 12, 2024, and came into effect on January 31, 2025.

Bucket 3.2 zoning reforms, which this application supports, are addressed in Recommendations 2 and 3 of Council's November 23, 2023, decision. These reforms propose legalizing up to four units as of right city-wide and legalizing four units up to four storeys tall as of right within 800 metres of high-frequency transit corridors.

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

PROPOSED ADOPTION OF THE PRECINCT J (DAWSON TRAIL) AREA PLAN

The current non-statutory Dawson Trail (Precinct J) Area Plan (Policy No. PD-017) was endorsed as Council policy on May 27, 2014. The plan provides policy direction to guide future development for approximately 206 hectares of land on the eastern edge of the City. The planning area is bounded by Fermor Avenue to the North, Plessis Road to the east, the Navin Drain to the south, the westerly limit of the properties at 1501 and 1525 Dawson Road South, and the southern and eastern limits of the existing residential development known as Southland Park.

The Local Area Plan for Dawson Trail (Precinct J) has been identified as requiring amendment to support the Bucket 3.2 zoning by-law reforms that will allow up to four units city-wide, and four units up to four storeys within 800m of high frequency transit as of right city-wide. However, before the plan can be amended by by-law, it must first be adopted as a by-law. The current application to adopt the non-statutory plan as a statutory secondary plan by-law is one of three conversion by-laws required to support subsequent Bucket 3.2 Secondary Plan Amendments and related zoning reforms.

A copy of the Dawson Trail (Precinct J) Area Plan can be found in Appendix A. No changes to the existing content or policies in the plan are recommended in this application.

FINANCIAL IMPACT

Financial Impact Statement Date: May 13, 2025

Project Name:

SP 2/2025 (By-law No. 56/2025) Adoption of Dawson Trail (Precinct J) Plan, Policy No. PD-017 as a Secondary Plan By-law– Public Hearing Report

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn May 13, 2025
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.

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: Anna McKinnon, MCP
Date: May 16, 2025
File No: SP 2/2025

Attachments:

Appendix A – Draft By-law