Minute No. 492
Minutes – Council – September 25, 2025

Report – Standing Policy Committee on Property and Development – September 12, 2025

Item No. 12 **Secondary Plan Amendment – 444, 448, 470, 498, 510, 520 Grassie Boulevard as well as Unaddressed Parcels Roll Numbers 04004766100 and 04004621500**
(Transcona Ward)
File SPA 2/2025 [c/r DAZ 206/2025, DASZ 15/2025, DASZ 16/2025, DAV 124950/2025D, DAV 124817/2025D, DAV 225631/2024D]

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the Transcona West Area Structure Plan By-law No. 215/2006 be amended by re-designating portions of the subject land to "Proposed Medium Density Residential" policy area in accordance with the proposed By-law No. 54/2025, a draft of which is attached as to this report as Appendix "B" and shown on the map attached as Schedule "A", with the following amendments:

    A. That 444 Grassie Boulevard shall remain Existing Low-Density Residential Designation;

    B. That the section of 448 Grassie Boulevard, 470 Grassie Boulevard, and unaddressed land parcel roll number 04004766100 south of the easterly projection of Williamson Crescent be designated Existing Low Density Residential;

    C. That the westernmost 40 feet of both 448 Grassie Boulevard and unaddressed land parcel roll number 04004766100, up to the north side of the easterly projection of William Crescent be designated Existing Low Density Residential;

    D. That 498 Grassie Boulevard, 510 Grassie Boulevard, 520 Grassie Boulevard, and unaddressed parcel roll number 04004621500, south of the easterly projection of Williamson Crescent be designated as Existing Low Density Residential.

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.

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 16, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 12, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the East Kildonan-Transcona Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 2, 2025, the East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 1, delete the period after the words "Schedule "A"" and replace with the following:

  ", with the following amendments:

  A. That 444 Grassie Boulevard shall remain Existing Low-Density Residential Designation;

  B. That the section of 448 Grassie Boulevard, 470 Grassie Boulevard, and unaddressed land parcel roll number 04004766100 south of the easterly projection of Williamson Crescent be designated Existing Low Density Residential;

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

C. That the westernmost 40 feet of both 448 Grassie Boulevard and unaddressed land parcel roll number 04004766100, up to the north side of the easterly projection of William Crescent be designated Existing Low Density Residential;

D. That 498 Grassie Boulevard, 510 Grassie Boulevard, 520 Grassie Boulevard, and unaddressed parcel roll number 04004621500, south of the easterly projection of Williamson Crescent be designated as Existing Low Density Residential."

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

On July 23, 2025, the East Kildonan-Transcona Community Committee did not hear any representation on the application and adjourned the public hearing to its meeting on September 2, 2025 at 10:30 a.m. in the Council Building at 510 Main Street.

PUBLIC HEARING SUMMARY

File: SPA 2/2025

Before: East Kildonan-Transcona Community Committee
Councillor Wyatt, Chairperson
Councillor Browaty

Public Hearing: September 2, 2025
June 23, 2025
Council Building, 510 Main Street

Applicant: J. Wintrup Consulting Ltd. (John Wintrup)

Premises Affected: Secondary Plan Amendment – 444, 448, 470, 498, 510, 520 Grassie Boulevard as well as unaddressed parcels roll numbers 04004766100 and 04004621500

Subject:



For submission to: The Standing Policy Committee on Property and Development

Prepared by: B. Harris, Senior Committee Clerk
East Kildonan-Transcona Community Committee

Report date: September 3, 2025

Community Committee Recommendation:

On September 2, 2025, the East Kildonan-Transcona 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 Transcona West Area Structure Plan By-law No. 215/2006 be amended by re-designating portions of the subject land to "Proposed Medium Density Residential" policy area in accordance with the proposed By-law No. 54/2025, a draft of which is attached as to this report as Appendix "B" and shown on the map attached as Schedule "A"***, with the following amendments:***

    A. That 444 Grassie Boulevard shall remain Existing Low-Density Residential Designation;

    B. That the section of 448 Grassie Boulevard, 470 Grassie Boulevard, and unaddressed land parcel roll number 04004766100 south of the easterly projection of Williamson Crescent be designated Existing Low Density Residential;

    C. That the westernmost 40 feet of both 448 Grassie Boulevard and unaddressed land parcel roll number 04004766100, up to the north side of the easterly projection of William Crescent be designated Existing Low Density Residential;

    D. That 498 Grassie Boulevard, 510 Grassie Boulevard, 520 Grassie Boulevard, and unaddressed parcel roll number 04004621500, south of the easterly projection of Williamson Crescent be designated as Existing Low Density Residential.

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

Note: The wording in bold and italics denotes amendments made by the Community Committee.

The East Kildonan-Transcona Community Committee provided the following supporting reasons for its recommendation:

1. I'd like to thank the residents for coming out today. I think this addresses their concerns, gives the buffers that they're looking for.

2. It should be noted that the medium density is not described in the secondary plan, so it could actually be high density, so I think the buffers we're putting in place are a little bit more important than what I had realized.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 34

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

Exhibits Filed:

1. Application dated March 27, 2025
2. Notification of Public Hearing dated May 7, 2025
3. Manitoba Status of Titles 3186221/1, 3200705/1, 3204784/1, 3201192/1, 3183348/1, 3197092/1, 3170679/1, 3195997/1
4. Letter of authorization dated August 20, 2024 from 10044187 Manitoba Inc. (Atul Garg) to John S. Wintrup
5. Letter of authorization dated November 1, 2024 from 10044187 Manitoba Inc. Atul Garg) to John S. Wintrup
6. Letter of authorization dated November 1, 2024 from 10044187 Manitoba Inc. (Atul Garg) to John S. Wintrup
7. Subject Lands
8. Legal Description and Title Plot
9. Current Zoning / Lot Configuration
10. Proposed Rezoning / Lot Configuration
11. Secondary Plan Maps
12. Plans (3 pages)
13. Report from the Urban Planning Division dated June 13, 2025
14. Inspection Report
15. Communication dated June 15, 2025, from Resham Singh in opposition to the application
16. Communication dated June 17, 2025, from Andrea Toews in opposition to the application
17. Communication dated June 17, 2025, from Anna Bilonozhko in opposition to the application
18. Communication dated June 20, 2025, from Wayne Betker in opposition to the application
19. Petition in in opposition to the application purporting to contain 33 signatures, submitted by Artur Frank
20. Presentation dated June 23, 2025 submitted by John Scott Wintrup in support of the application.
21. Notice of Adjournment dated June 26, 2025
22. Communication dated August 26, 2025 from Resham Singh in opposition to the application
23. Communication dated August 26, 2025 from Kuldip Kaur in opposition to the application
24. Communication dated August 28, 2025 from Navneet Kaur in opposition to the application
25. Presentation dated September 2, 2025, submitted by John Scott Wintrup in support of the application

Exhibits Filed (continued): 26. Recording of Representations

REPRESENTATIONS:

In Support:

Sahil Garg
John Wintrup

In Opposition:

Maria Arida
Gbenga Bajowa
Sarbjit Brar
Wayne Betker
Anna Bilonozhko
Randeep Birdi
Marge Boulet
Cliff Boulet
Lisa Brinkworth
Kathy Clark
Les Csontos
Cherly Davies
Robert Davies
Maria E. Fernandez
Artur Frank
Kristina Frank
Michel H
Ayodeji Ibeun
Kuldip Kaur
Navneet Kaur
Emmanel Kehinde
Jim Kovachik
Patrick Levesque
Jodi Omiucke
Kluani Okinue
Patrick Robert
Isabelle Ruiz
Gurcharan Sawan
Resham Singh
Alex Smith
Harwinder Sran
Andrea Toews
Allen Vanrobaeys
Heather Vanrobaeys
Ben Vanrobaeys

For Information:

Nil

For the City:

E. Allen, Planner, Planning, Property and Development Department
C. Ho, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department

Exhibit "13" referred to in File SPA2/2025

ADMINISTRATIVE REPORT

Title: SPA 2/2025 (By-law 54/2025) Proposed Amendments to the Transcona West Area Structure Plan By-law No.215/2006 – Public Hearing

Critical Path: East Kildonan-Transcona Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	N/A	N/A

EXECUTIVE SUMMARY

On March 28, 2025, the Urban Planning and Design Division received an application to amend the Transcona West Area Structure Plan Bylaw No. 215/2006 (the "By-law"). If adopted by Council, the proposed amendment will:

(a) Remove the Subject Properties (444, 448, 470, 498, 510, 520 Grassie and associated unaddressed land parcels) from the Land Use and Density Policies found in the By-law.

(b) Allow for the specific location of the westward extension of Williamson Crescent to be determined at the Development Application stage.

(c) Allow multi-family development more than 200 metres from a transit stop.

The Public Service is not supportive of the proposed amendments as applied for, however is supportive of a re-designation of the select parcels to the "Proposed Medium Density Residential" policy area, in keeping with the policies found in the Transcona West Area Structure Plan and in alignment with the policies of the Complete Communities Direction Strategy 2.0.

RECOMMENDATIONS

1. That the Transcona West Area Structure Plan By-law No. 215/2006 be amended by re-designating portions of the subject land to "Proposed Medium Density Residential" policy area in accordance with the proposed By-law No. 54/2025, a draft of which is attached as to this report as Appendix "B" and shown on the map attached as Schedule "A".

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

A Secondary Plan Amendment application has been received to amend the Transcona West Area Structure Plan By-law No. 215/2006 to completely remove lands known as 444, 448, 470, 498, 510 and 520 Grassie Boulevard and associated unaddressed land parcels from the Land Use and Density Policies found in the Structure Plan.

If Council adopts the proposed by-law amendment, all future development applications within the plan area will no longer need to conform to the Transcona West Area Structure Plan.

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. 160/2011.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Transcona West Area Structure Plan By-law No. 215/2006 will be amended in accordance with the recommendations within this report.

HISTORY/DISCUSSION

PLAN HISTORY

- The Transcona West Area Structure Plan was adopted by Council on July 16, 2008 and establishes a broad framework for the future development of the Transcona West area.

PROPOSAL HISTORY

- Prior to the current proposal, the properties known as 444, 448, 470, 498, 510 and 520 Grassie Boulevard have previously been the subject of several pre-applications made to the City of Winnipeg, including:
    - PA 23-208691 (444 Grassie Blvd.)
    - PA 23-208679 (448 and 470 Grassie Blvd.)
    - PA 23-177665 (498, 510 and 520 Grassie Blvd.)
- An application to re-zone 444 Grassie was received by the Zoning & Permits Office on August 20, 2024.
- On September 9, 2024, it was noted that the application did not demonstrate compliance with the Transcona West Area Structure Plan regarding the proposed residential density.

- The Public Service offered to meet with the applicant and/or the landowners to discuss the issue of compliance with the local area plan on September 25, 2024, October 25, 2024, and October 31, 2024, however the offer was not accepted.
- The Public Service was provided a summary of two additional proposed developments on Grassie Boulevard (448 and 470, and 498-520 Grassie) by the applicant on November 6, 2024. Similar concerns with plan compliance were noted for the additional properties.
- The Urban Planning Division received a subsequent application to amend the Transcona West Area Structure Plan on November 18, 2024.
- A revised application was provided to the Division on December 9, 2025.
- The application, including final payment, was deemed complete on March 28, 2025.

PROPOSED DEVELOPMENT

- The proposed development for the subject area is rezone to 'RMF-L' Residential Multi-Family Large and establish several multi-family residential dwellings:
    - 12 dwelling unit structure with 18 parking stalls on 444 Grassie;
    - 40 dwelling unit structure and 16 dwelling unit structure with 75 parking stalls on lots 448 and 470 Grassie; and
    - 282 dwelling unit structure with 349 parking stalls on 498, 510 and 520 Grassie.
- Please refer to the associated planning reports for more detail on the rezoning and development proposals; DAZ 206/2025, DASZ 15/2025 & DASZ 16/2025.
- In addition to these associated rezoning applications Variance applications have also been applied for and have associated planning reports outlining the applications and recommendations; DAV 25-124950/D, DAV 25-124817/D & DAV 25-225631/D

PROPOSED AMENDMENTS

- This application seeks to amend the Transcona West Area Structure Plan by introducing a series of text amendments:
    - Firstly, by removing the subject areas completely from the Land Use Policies found in the Plan (Section 5) and Density Policies found in the Plan (Section 6).
    - Secondly, to allow the location of the Williamson Crescent ROW north/south extension to be determined at the Development Application Stage (Map 5).
    - Thirdly, to allow multiple family dwellings to occur more than 200 metres from a transit stop (section 7.6.2(1)(a)(i)(B)).

REFERENCED APPLICATIONS

- This application is accompanied by several additional rezoning and variance applications:
    - DAZ 206/2025
    - DASZ 15/2025
    - DASZ 16/2025
    - DAV 25-124950/D
    - DAV 25-124817/D
    - DAV 24-225631/D

FINANCIAL IMPACT

Financial Impact Statement Date: June 11, 2025

Project Name:

SPA 2/2025 (By-law 54/2025) Proposed Amendments to the Transcona West Area Structure Plan By-law No.215/2006 – Public Hearing

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn June 11, 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

OurWinnipeg 2045

- The subject lands, to which the proposed amendments apply, are entirely within the Recent Communities designation, a subset of Established Neighbourhoods, as per Figure 2 (Urban Structure Map) of OurWinnipeg 2045.

  6.1 Sustainable Urban Growth
  The city must accommodate physical development that reflects this Plan's goals, and achieves a continuum of complete and connected communities over the lifecycle of the Plan.

  6.16 Established Neighbourhoods
  Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in Complete Communities.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

With the recommendations of the Public Service, the Proposed Secondary Plan aligns with the following policies from the Winnipeg Climate Action Plan:

4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities

4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, MCIP, RPP
Date: June 13, 2025
File No: SPA 2/2025 (By-law 54/2025)

Attachments:

Appendix ‘A’ – Planning Discussion
Appendix ‘B’ – Draft By-law No. 54/2025

APPENDIX 'A' – Planning Discussion

DATE: June 10, 2025

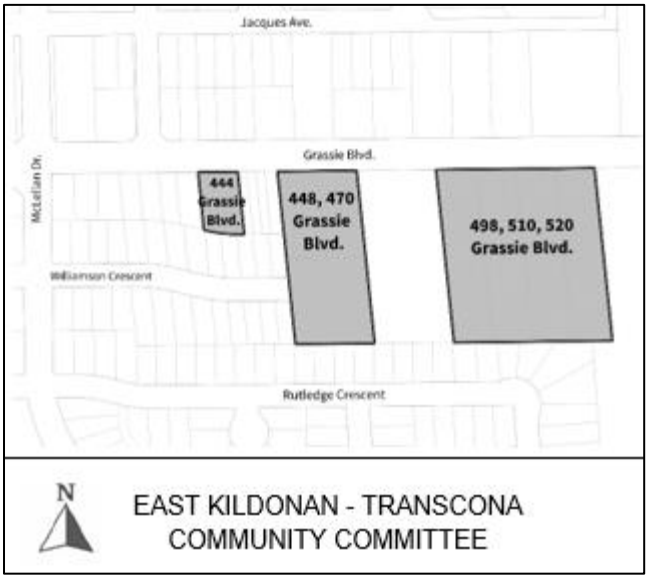
FILE: SPA 2/2025 (By-law 54/2025)

COMMUNITY: East Kildonan-Transcona

NEIGHBOURHOOD #: 4.424 Grassie

SUBJECT: Amendment to the Transcona West Area Structure Plan By-law No. 215/2006 to remove lands known as 444, 448, 470, 498, 510 and 520 Grassie Boulevard and associated unaddressed land parcels from the Land Use and Density Policies found in the Plan to facilitate multi-family residential development.

LOCATION: 444, 448, 470, 498, 510 and 520 Grassie Boulevard and associated unaddressed land parcels



APPLICANT: J. Wintrup Consulting Ltd. (John Wintrup)

OWNER(S): 10044187 MANITOBA INC.

RECOMMENDATION: Approval, as per recommended amendments

SITE DESCRIPTION

- The subject proposal includes seven parcels across three development areas. The three areas include:
    - 444 Grassie Boulevard
    - 448 and 470 Grassie Boulevard and an unaddressed land parcel (Roll No. 04004766100)
    - 498, 510 and 520 Grassie Boulevard and an unaddressed land parcel (Roll No. 04004621500)
- All parcels, with the exception of the unaddressed parcel (Roll No. 04004621500) share frontage along Grassie Boulevard.
- All addressed parcels contain existing single-detached dwellings that are currently rented. The unaddressed parcels are currently vacant.

SURROUNDING LAND USE AND ZONING

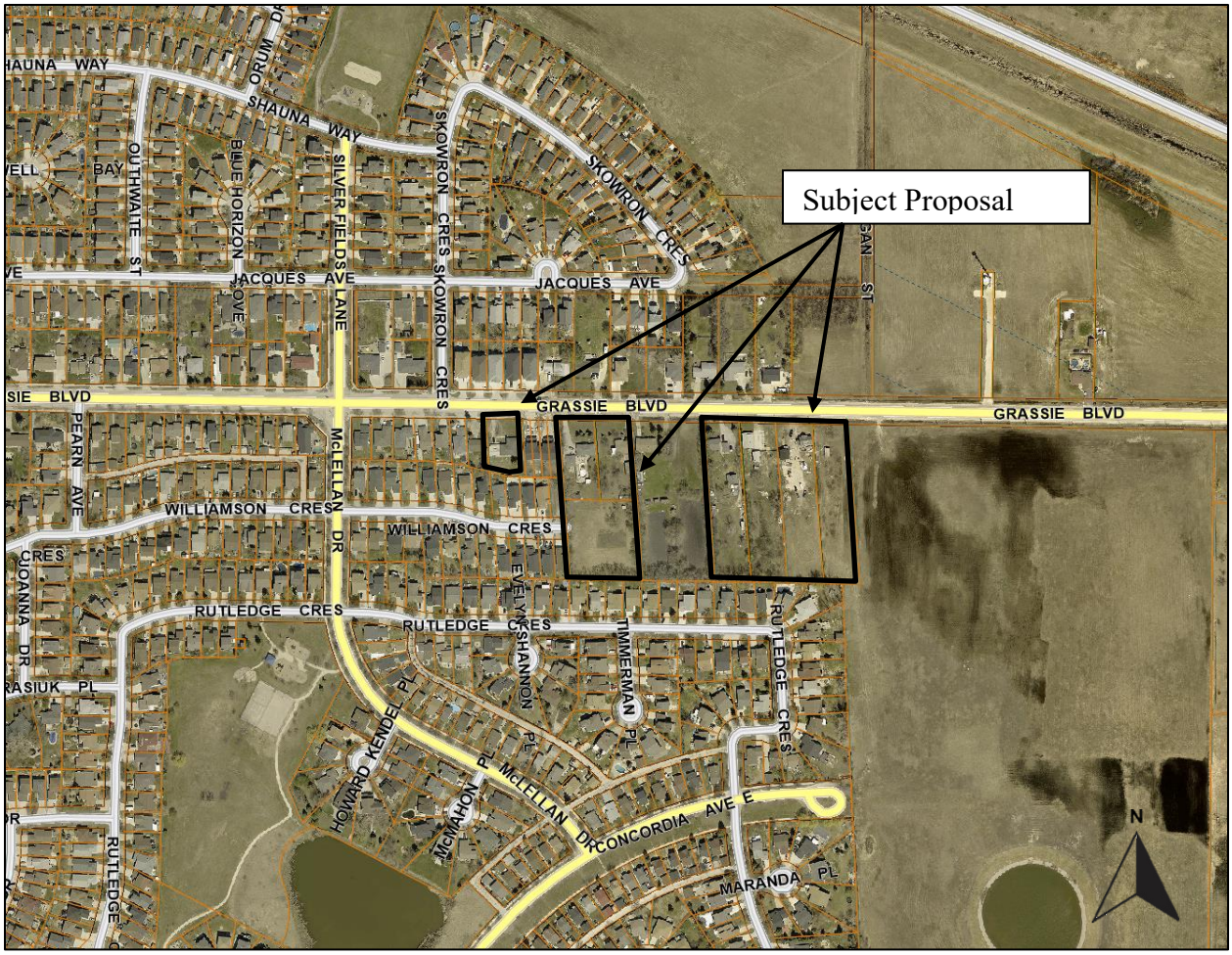


Fig. 1: Aerial map of subject proposal areas and surrounding area.

- The subject proposal area is zoned “R1-L – Residential Single Family Large” and “RR5 – Rural Residential 5 Acre”, with the all those areas fronting onto Grassie Boulevard being zoned “R1-L’. See Fig 2: Zoning



Figure 2 – Zoning of Subject Proposal and Surrounding Area.

North: Across Grassie Boulevard is ‘R1-L’ zoned single detached dwellings, and several ‘RMF-S’ Residential Multi-Family Small zoned duplexes.

South: South of the subject areas is ‘R1-L’ zoned single detached dwellings.

East: The future Ed Schreyer Parkway, currently zoned ‘RR-5’ Rural Residential 5 Acre.

West: Additional ‘R1-L’ zoned single detached dwellings.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The proposed development for the subject area is rezone all properties to 'RMF-L' Residential Multi-Family Large and establish several multi-family residential dwellings:
    - 12 dwelling unit structure with 18 parking stalls on 444 Grassie;
    - 40 dwelling unit structure and 16 dwelling unit structure with 75 parking stalls on lots 448 and 470 Grassie; and
    - 282 dwelling unit structure with 349 parking stalls on 498, 510 and 520 Grassie.
- Please refer to the associated planning reports for more detail on the rezoning and development proposals; DAZ 206/2025, DASZ 15/2025 & DASZ 16/2025.
- In addition to these associated rezoning applications Variance applications have also been applied for and have associated planning reports outlining the applications and recommendations; DAV 25-124950/D, DAV 25-124817/D & DAV 25-225631/D

DESCRIPTION OF THE PROPOSED AMENDMENTS

- This application seeks to amend the Transcona West Area Structure Plan by introducing a series of text amendments:
    - Firstly, by removing the subject areas completely from the Land Use Policies found in the Plan (Section 5) and Density Policies found in the Plan (Section 6). This would be achieved by adding the following into Section 4.2 and into Section 6.1.2(1):

      'The following lands shall be excluded from any and all policies described in Section 5.0 Land Use Policy Areas and Section 6.0 Density Policies:
      (1) ***Lot 1 Block 1 Plan 54942***
      (2) ***WLY 99.25 FEET PERP OF THE N 1/2 OF PARCEL 4 PLAN 7649***
      (3) ***N 1/2 OF PARCEL 4 PLAN 7649***
      (4) ***S 1/2 PARCEL 4 PLAN 7649***
      (5) ***WLY 1/2 OF PARCEL 2 PLAN 7649***
      (6) ***E 1/2 OF PARCEL 2 PLAN 7649***
      (7) ***W 1/2 PARCEL 1 PLAN 7649***
      (8) ***E 1/2 PARCEL 1 PLAN 7649'***
    - Secondly, to allow the location of the Williamson Crescent ROW north/south extension to be determined at the Development Application Stage (Map 5).
    - Thirdly, to allow multiple family dwellings to occur more than 200 metres from a transit stop (section 7.6.2(1)(a)(i)(B)).

POLICY ANALYSIS

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

- CCDS 2.0 is a city-wide secondary plan that guides growth, development and land use in the City of Winnipeg through an urban structure. CCDS 2.0 was adopted by Council on May 26, 2022.

- The subject lands, to which the proposed amendments apply, are located in the *Recent Communities* designation, which is a subset of the *Established Neighbourhoods* as shown in Map 11 (Map of Established Neighbourhoods) of CCDS 2.0.

- General policies for *Established Neighbourhoods* that relate to the subject proposal are as follows:

  1.1 Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development

  1.2 Increase the population within Established Neighbourhoods to contribute to the physical renewal and revitalization of older neighbourhoods.

  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.

  1.5 *Support up to mid-rise residential development in Established Neighbourhoods that is compatible with neighbourhood context.*

  1.6 In the absence of a secondary plan guiding the local development of an Established Neighbourhood, intensification should be guided by a number of factors to ensure compatible development, including:

  a. *Applicable City-endorsed policies or guidelines;*

  b. *Existing zoning of the property and adjacent properties;*

  c. *Characteristics of the immediately surrounding built form including building mass, height, lot coverage, setbacks and layout;*

  d. *Surrounding uses and their characteristics including residential density and the intensity of commercial and other non-residential uses;*

  e. *Characteristics of the lot, including whether it is a corner lot, a larger lot than is typical for the neighbourhood, or the shape of the lot;*

  f. *The supporting street network (ex. local, collector, or arterial streets) and the street network's ability to support proposed development;*

g. The supporting transit, pedestrian and active transportation network; and

h. The supporting water, wastewater, and land drainage infrastructure and capacity to accommodate a proposed development or ability to make the required upgrades necessary to accommodate a proposed development.

- Specific policies for *Recent Communities* that are relevant to the subject proposal are as follows:

  1.14 Mid-rise residential uses will generally be accommodated on arterial roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

  1.15 Low-rise residential uses will generally be encouraged to locate on arterial roads and collector roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

  1.16 Small-scale residential uses, not including single-family, may be accommodated on collector roads and local streets with a public lane, where compatible with adjacent land uses, and in consideration of the factors listed in Policy section 1.6.

  1.17 Single-family residential uses will generally be directed to locate on collector streets and local streets.

<u>Transcona West Area Structure Plan By-law No. 215/2006</u>

- The Transcona West Area Structure Plan was adopted by Council on July 16, 2008 and establishes a broad framework for the future development of the Transcona West area.

- The Transcona West Area Structure Plan (the Plan) is organized into several land use policy areas to achieve the vision and guiding principles, including both existing and proposed land use policy areas. See Fig 3: Map 3 – Land Use Plan.

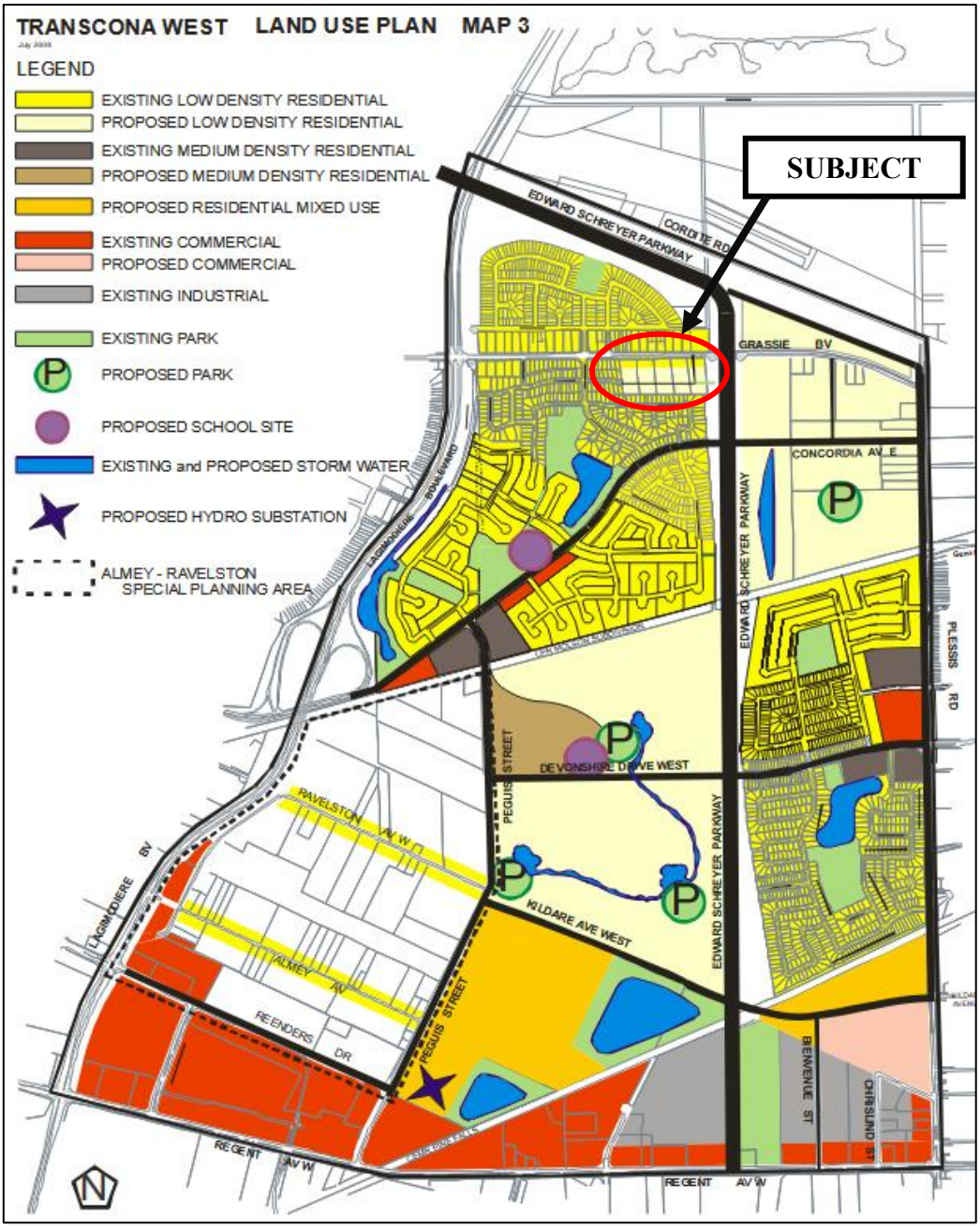


Fig. 3: Map 3 – Land Use Plan

- It should be noted that the land use policies found in the Transcona West Area Structure Plan only apply to land use designations identified as 'proposed' and that nothing in the Plan precludes the opportunity of rezoning areas identified as 'existing' to another category of land use.

- The subject proposal includes areas that are designated as both *Existing Low Density Residential* (properties or portions of properties that front onto Grassie Blvd.) and *Proposed Low Density Residential*. See Fig. 4: - Subject Property Land Use.

- Section 5 of the plan contains policies for *Proposed Residential Areas*, which include both *Proposed Low Density Residential* and *Proposed Medium Density Residential Areas*.

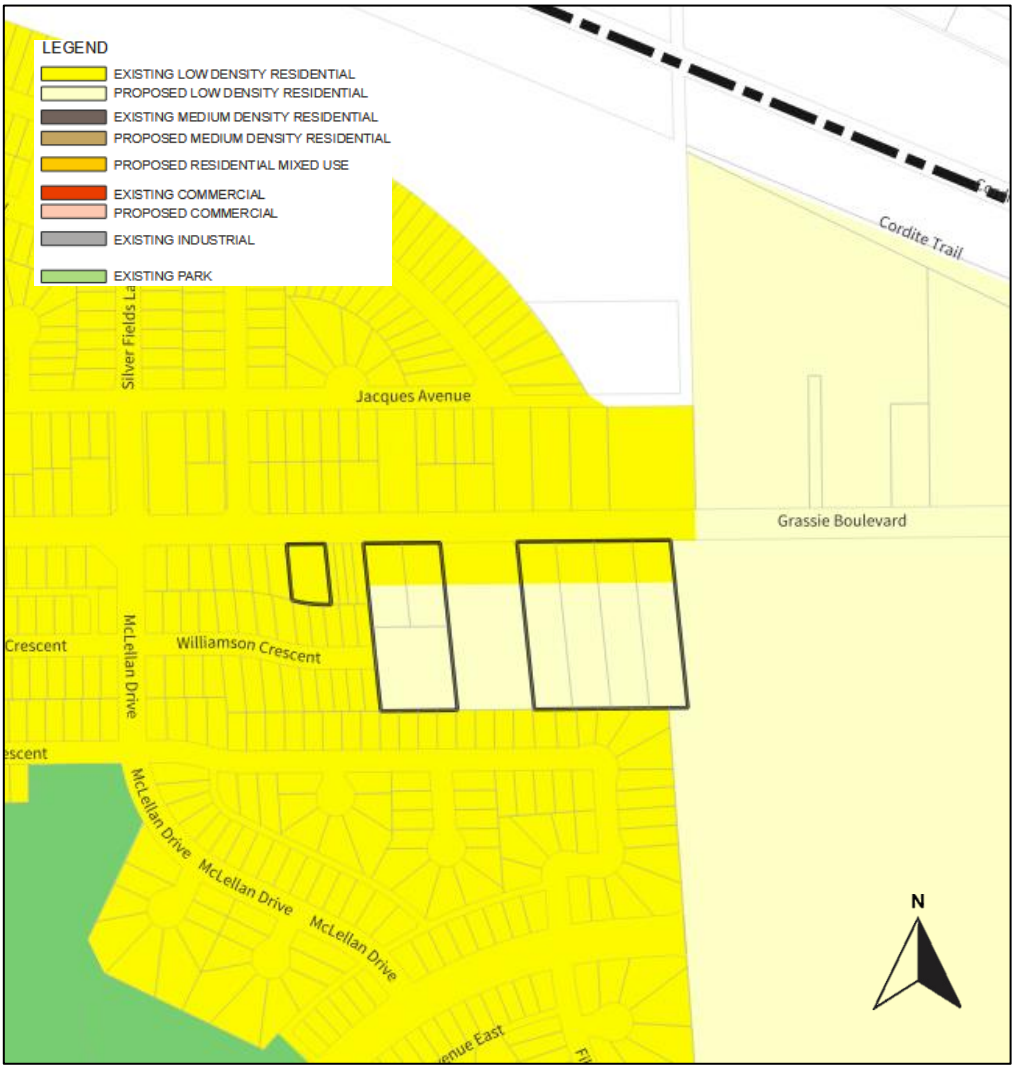


Figure 4: Map 3 – Subject Property Land Use

- Specific policies in the Transcona West Area Structure Plan that are relevant to the proposed development include the following:

Section 5.0 Land Use Policies

5.1.2 (1) (a) Subject to the policies of this Plan,

(i) single family and two family residential uses shall be the predominant use of land within the Residential area.

(iii) higher density multi-family residential uses shall be located as shown on the Land Use Map.

5.1.2 (2) (a) The Residential Area shall:

(i) be served by a network of streets, sidewalks, and paths that provides pedestrian access to transit stops that may be within 400 metres of most homes.

5.1.2 (3) (a) The design of the Multiple Family Residential Areas shall:

(i) be determined through the Development Application process.

(ii) emphasize opportunities for providing buffering and landscaping to integrate the parking area into the surrounding neighbourhood.

(iii) mitigate the impact of the building's mass and density; and address the issue of privacy for the immediate neighbours.

(v) provide for linkages for residential to access adjacent communities through roadway, walkway, pathway, and bikeway connections.

5.1.2 (6) (a) Residential development adjacent to major arterial roads and expressways shall incorporate appropriate sound attenuation measures as outlined in the Development Application process.

Section 6.0 Density Policies

6.1.2 (1) (a) The required residential density to be achieved within the low density residential areas shall be a minimum of 10.0 units per gross developable hectare (4 units per gross developable acre) and a maximum of 17.3 units per gross developable hectare (7.0 units per gross developable acre).

6.1.2 (2) (a) The required residential density to be achieved within the medium density residential areas shall be a minimum of 24.7 units per gross developable hectare (10 units per gross developable acre)

TRANSPORTATION AND STREET NETWORK CONSIDERATIONS

- The Transcona West Area Structure Plan identifies Grassie Boulevard as a Collector Road, which is intended for vehicles and cyclists and shall require sidewalks on both sides for pedestrians.

- Grassie Boulevard is currently identified as an arterial roadway and forms a key East/West connection between Lagimodiere Blvd. and Plessis Road. A key feature of the Transcona West Area Structure Plan is the future alignment of the Ed Schreyer Parkway. Upon the completion of the Ed Schreyer Parkway, Grassie Blvd. will be closed on either side of the expressway and will be downgraded to a collector. See Fig. 5 – Transportation Concept Map.

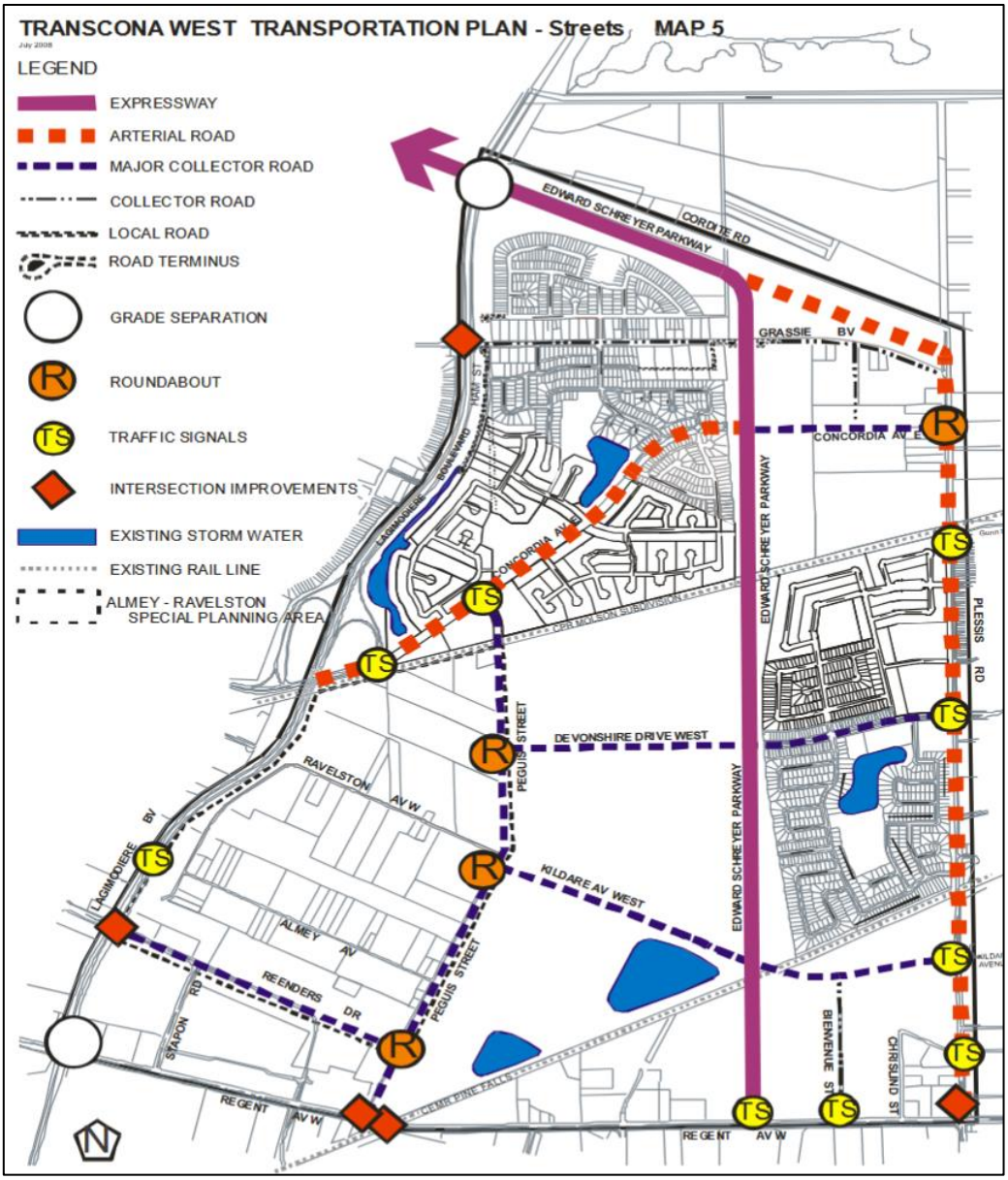


Fig. 5 – Transportation Concept Map

- Map 5 – Transportation Concept Map also identifies the extension of Williamson Cres. to connect with Grassie Blvd. Section 7.4.1 (1) (a) in the Transcona West Area Structure Plan notes that the Map 5 is preliminary only and shall be refined at the Development Application stage.

- Map 6 – Active Transportation in the Plan identifies a “Future Pathway” from the subject area to the future Ed Schreyer Parkway, which will include a multi-use path.

- The Transcona West Area Structure Plan also provides for the provision of a network of streets, sidewalks and paths that provides pedestrian access to transit stops. It is

suggested that transit stops be with 400 metres of *most* homes, and 200 metres of *most* multiple family residential dwellings.

- The application was circulated to the Public Works department for review and comment and no outstanding issues were identified for the proposed secondary plan amendment as provided in the application materials.

SERVICING CONSIDERATIONS

- The application was circulated to other relevant City departments for review and comment. There were no outstanding servicing issues or comments expressed from City departments for the proposed secondary plan amendment as provided for in the application materials.

- Existing infrastructure is in place to support this development.

ANALYSIS AND DISCUSSION

Spot Removal of Specific Properties Within the Plan Area

- The proposed amendments to the Transcona West Area Structure plan outline several text amendments to effectively remove the subject properties, identified by their legal description / roll number, from the Land Use and Density policies found in the secondary plan.

- The Transcona West Area Structure Plan provides a blueprint for future development of the area to accommodate projected populations. A series of goals were formulated through the planning process and form the basis for the policies found in the plan. These goals include:

    - Creating a viable and cohesive residential community
    - Integrating new development into the existing surrounding community
    - Fostering a sense of neighbourhood
    - Accommodating a diversity of housing types
    - Meeting active and passive recreational needs of residents
    - Providing suitable sites for educational facilities
    - Accommodating essential community services
    - Creating an interconnected and efficient road network while facilitating alternative mode choices
    - Promoting the use of public transit
    - Encouraging walking and cycling, and
    - Supplying necessary utility infrastructure.

    It was specifically noted during the public engagement for the plan that a key concern for local residents was how large lot, fragmented land holdings within the plan area would be integrated into existing neighbourhoods.

- The Transcona West Area Structure Plan encompasses approximately 1,500 acres and was formed to include the generally undeveloped lands situated between existing neighbourhoods of Elmwood to the west and Transcona to the east.

- Section 2.1 of the plan indicates that all development applications submitted with respect to any lands within the Plan Area as identified on Map 2, the Planning Area map, must be in compliance with the relevant policies of the plan.

- Some secondary plans by-laws in Winnipeg have been amended in the past to remove specific parcels from their respective Plan Areas. However, in these instances, extenuating circumstances necessitated the removal of specific parcels, and in all cases, the removed parcels were located at the periphery of the planned area so as not to affect the orderly development of the plan area nor disrupt the overall vision for the plan.

- While the proposed amendments being discussed in this report do not remove the lands from the Plan Area by way of a map change, the amendments effectively function in the same manner. Without the ability to apply the Land Use and Density Policies found in the Transcona West Area Structure Plan, the identified parcels would defer to CCDS 2.0, which does not contain a context specific policy framework utilized in a local area plan.

- From a general planning perspective, the spot removal of specific properties from a planning framework, and effectively bypassing existing policies, is not recommended and goes against the foundations of secondary planning as a tool of Council to direct future growth within a determined geographical area.

- Furthermore, the spot removal of specific properties from a secondary plan would set a concerning precedent that could erode the intent of local planning initiatives previously adopted and approved by City of Winnipeg Council.

<u>Proposed Amendments – Other Amendments</u>

- In addition to the removal of lands from the Land Use and Density Policies of the plan, there are two additional plan amendments – one to allow the specific location of the extension of Williamson Crescent to Grassie Boulevard be determined at the development application stage, and another to allow multi-family residential development more than 200 metres from public transit:

    - Policy 7.4.1 (1) (a) states that the internal road network identified on Map 5 – Transportation Concept Map is preliminary in nature and shall be refined at the Development Application stage.

    - Plan policies provide for pedestrian access to transit stops throughout the plan area, but only suggest that most homes be within 400 metres of a transit stop and that most multiple family developments be within 200 meters of a transit stop.

- In both of these cases, the policy language is not absolute and therefore does not warrant an amendment to the secondary plan.

Alignment with Local Area Plan

- Much of the identified parcels within the application are currently designated as “Proposed Low Density Residential” in the Transcona West Area Structure Plan, to which the Land Use Policies found in Section 5 and the density policies found in Section 6 apply. The “Proposed Low Density Residential” policy area is intended for single-family, two-family, triplex and fourplex as the predominant land uses and identified a maximum density of 7.0 units per acre.

- Based on the locations of the Proposed Low Density Residential designation, and the conceptual extension of Williamson Cres., it is clear the original intent for these lands was to mirror the western extent of Williamson Cres. and continue the existing pattern of single family detached dwellings.

- The proposed intensity of development and preferred zoning does not align with the policies for Proposed Low Density Residential areas, which is intended for low density residential development.

- A redesignation to Proposed Medium Density Residential Area would permit higher densities than what is currently permitted in the Proposed Low Density Residential designation, with the exception of lands fronting on the proposed extension of Williamson Crescent, which should remain as Proposed Low Density Residential. See Fig. 6 – Re-Designation Map.



Fig 6: Re-Designation Map

Alignment with CCDS 2.0

- It is generally understood that in the absence of local area plan policies, the policies found in CCDS 2.0 shall prevail.

- The subject area is designated as “Recent Community” and is situated along an arterial street, that is identified to become a collector with the development of the Ed Schreyer Parkway.

- In Section D1 – Established Communities, Policy 1.14 provides for mid-rise residential uses (5-8 storeys) can be generally accommodated on arterial roads in Recent Communities where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities and in consideration of the factors in Policy 1.6. Additionally, Policy 1.15 allows low-rise residential uses (up to 4 storeys) on collector roads.

- In the absence of a secondary plan to guide local development, intensification in Established Neighbourhoods should be guided by a number of additional factors outlined in Policy 1.6. Some relevant policies of this section that would affect the proposed application include:

    - The existing zoning of the property and adjacent properties;

- The characteristics of the immediately surrounding built form including building mass, height, lot coverage, setbacks, and layout;

- Surrounding land uses and their characteristics including residential density and the intensity of commercial and other non-residential uses.

- While the majority of the proposed development lies on Grassie Boulevard, a small portion fronts onto the proposed extension of Williamson Crescent, which is a local road. Policy 1.16 states that small scale residential uses (1 to 3.5 storeys) will generally be directed to locate on local streets.

- While CCDS 2.0 generally allows up to low rise residential development along collectors, and up to mid-rise on arterials, the local context of Grassie Boulevard, including predominantly single storey single family detached dwellings, as the adjacency of such single family detached dwellings to the proposed development site would suggest that neither mid rise nor low rise development would be permitted in this location. Furthermore, in consideration of its proximity to available transit and its proximity to local commercial amenities, the location is not a good candidate for higher order residential density.

- For these reasons, it can be demonstrated that the proposed amendment would not align with the policies found in CCDS 2.0.

RECOMMENDATION

The Transcona West Area Structure Plan already contains several residential designations including both Proposed Low Density Residential and Proposed Medium Density Residential Areas.

Based on the existing neighbourhood context and the desire for additional residential density, and the analysis and discussion provided above, it would be appropriate to consider an application to re-designate the subject properties to a “Proposed Medium Density Residential” designation.

Provided the land use designation approved for the proposed development is “Proposed Medium Density Residential”, in accordance with this report, the Urban Planning and Design Division recommends **approval** for the following reasons:

- The proposed secondary plan amendment, as modified, could enable the establishment of multi-unit residential development at an appropriate density that is consistent with the policies found in *OurWinnipeg 2045,* the *Complete Communities Direction Strategy 2.0,* and the *Transcona West Area Structure Plan.*

- The proposed secondary plan amendment, as modified, could enable context sensitive development in the Transcona West area, thereby increasing housing options and helping the city achieve its residential intensification targets, and help address housing shortages being felt across Canada.

The Public Service formally recommends the following:

1. That Council give first reading to By-law No. 54/2025 (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.

This Report Submitted by:
Planning, Property and Development Department
Urban Planning and Design Division
Report Prepared By: Evan Allan, RPP, MCIP
PPD File # SPA 2/2025