Agenda – Standing Policy Committee on Property and Development – July 6, 2026

REPORTS

Item No. 18 Secondary Plan Amendment – Transcona West Area Structure Plan File SPA 2/2026

COMMUNITY COMMITTEE RECOMMENDATION:

On June 22, 2026, 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 Council give first reading to By-law No. 20/2026, a draft of which is attached as Appendix "C", being a by-law to amend the Transcona West Area Structure Plan By-law No. 215/2006 in accordance with this report, with the following amendment:

   A. In Section 2 – 5.1.2 Amended delete the words "Low rise apartment buildings" and replace with the words "Low rise residential uses"

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:

COMMUNITY COMMITTEE RECOMMENDATION:

On June 22, 2026, 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 "in accordance with this report" and replace with the following:

  ", with the following amendment:

  "A. In Section 2 – 5.1.2 Amended delete the words "Low rise apartment buildings" and replace with the words "Low rise residential uses"".

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

COMMUNITY COMMITTEE RECOMMENDATION:

On June 1, 2026, the East Kildonan-Transcona Community Committee adjourned the public hearing to its meeting on June 22, 2026, at 10:30 a.m. in the Council Building at 510 Main Street.

PUBLIC HEARING SUMMARY

File: **SPA 2/2026**

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

Public Hearing: June 22, 2026
Council Building, 510 Main Street

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

Subject:



Premises Affected: Transcona West Area Structure Plan

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

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

Report date: June 23, 2026

Community Committee Recommendation:

On June 22, 2026, 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 Council give first reading to By-law No. 20/2026, a draft of which is attached as Appendix "C", being a by-law to amend the Transcona West Area Structure Plan By-law No. 215/2006 in accordance with this report***, with the following amendment:***

    A. In Section 2 – 5.1.2 Amended delete the words "Low rise apartment buildings" and replace with the words "Low rise residential uses"

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. This is more to address minor changes that will ensure that densities of any kind of densities up against single family or low density will still be subject to an application and public hearing but it does simply identify policy changes made by Council this term pertaining to the HAF. I think it kind of incorporates it well.

2. I still have misgivings about why we did that,for the kind of money we've been getting from the Federal Government for affordable housing, considering it was so large, of course they did it to every major city in Canada at the time.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 1 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated March 30, 2026 2. Notification of Public Hearing 3. Report from the Urban Planning Division dated May 21, 2026 4. Communication dated May 29, 2026, from Donna Korban in opposition to the application 5. Communication dated June 1, 2026, from Evan Allan in support of the application 6. Notice of Adjournment dated June 2, 2026 7. Recording of Representations of public hearing held on June 1, 2026 7. Recording of Representations

REPRESENTATIONS:

In Support:

Evan Allan

In Opposition:

Donna Korban

For Information:

Nil

For the City:

C. Ho, Planner, Planning Property and Development Department.
A. McKinnon, Urban Planner, Planning, Property and Development Department

Exhibit “3” referred to in File SPA 2/2026

ADMINISTRATIVE REPORT

Title: SPA 2/2026 (By-law No. 20/2026) – Proposed Amendments to the *Transcona West Area Structure Plan By-law No. 215/2006* – Public Hearing

Issue: An application to amend the Transcona West Area Structure Plan in accordance with Initiative 2 of the HAF agreement

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

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
Anna McKinnon, MCP	n/a	n/a	n/a	

RECOMMENDATIONS

1. That Council give first reading to By-law No. 20/2026, a draft of which is attached as Appendix “C”, being a by-law 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

- Initiative 2 in the HAF Agreement, Rapid Amendments to Local Area Plans, requires the City to advance Secondary Plan Amendments that would remove policy barriers to housing development to help build more homes, faster.
- 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*.

IMPLICATIONS OF THE RECOMMENDATIONS

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

- If Council adopts the proposed by-law amendment, all future development applications within the affected plan areas will need to conform to the proposed amendments.

CONSULTATION

In preparing this report there was consultation with:

- Legal Services, as to legal issues

SUBMITTED BY

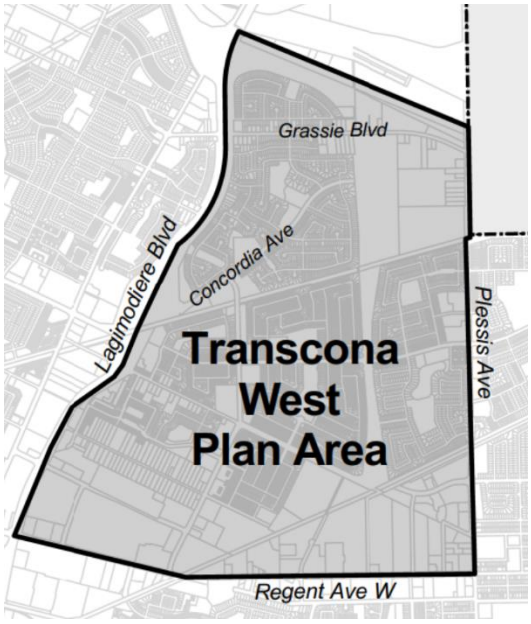
Department	Planning, Property and Development
Division	Urban Planning and Design
Prepared By:	Anna McKinnon, MCP
Date:	May 21, 2026
File No.	SPA 2/2026

LIST OF SCHEDULES AND APPENDICES

- Appendix A: Planning Discussion
- Appendix B: Amendment Summary
- Appendix C: Draft By-law

SCHEDULE 'A'- PLANNING DISCUSSION

DATE:	May 21, 2026
FILE:	SPA 2/2026
RELATED FILES:	N/A
COMMUNITY:	Transcona
NEIGHBOURHOOD #:	Grassie (4.424), Meadows (4.415), Peguis (4.417), Regent (4.433)
SUBJECT:	Proposed Amendments to the *Transcona West Area Structure Plan By-law No. 215/2006*
LOCATION:	Transcona West Plan Area



LEGAL DESCRIPTION:	N/A
APPLICANT:	Planning, Property and Development Department
OWNER:	N/A
RECOMMENDATION:	**Approval**

1. BACKGROUND

- On December 5, 2023, the Government of Canada, through the Canada Mortgage and Housing Corporation (CMHC), entered an agreement with the City of Winnipeg for $122.4 million in funding from the Housing Accelerator Fund (HAF).
- The Secondary Plan amendments proposed in this application are being advanced by the Public Service to enable the fulfillment of the City's obligations under the HAF Funding Agreement with CMHC.
- Initiative 2 of the HAF Agreement, Rapid Amendments to Local Area Plans, requires the City to advance policy amendments to Local Area Plans that will accelerate the pace of housing construction and increase housing density in existing and planned neighborhoods.
- A significant component of Initiative 2 has focused on amendments to Complete Communities 2.0 and Local Area Plans in support of zoning changes being introduced through other HAF initiatives (i.e. Malls and Corridors and Infill Zoning Changes).
- The remaining task under Initiative 2 (Milestone 5) requires advancing additional, targeted policy changes intended to further reduce barriers and increase opportunities for residential development, consistent with the overarching goals of the HAF program.
- The proposed amendments for Milestone 5 have been sorted into two categories based on the level of analysis and engagement required to advance the changes:
    1. *Minor Amendments* – represent smaller changes to existing plan policies. These changes do not significantly alter the intent of the affected plans and focus on policy clarification and alignment with city-wide policy direction in Complete Communities 2.0. Similar changes are proposed across multiple secondary plans.
    2. *Major Amendments* - these are amendments that require additional analysis and stakeholder engagement prior to any applications being made. Engagement is anticipated to begin in the Fall/Winter of 2026.
- The amendments proposed in this application fall into the category of Minor Amendments, representing smaller changes to existing plan policies. In total, seven Local Area Plans have been identified for Minor Amendments. The amendments proposed across these seven plans are similar in nature, and fall into three categories:
    1. *Clarifying policy language to better align with Complete Communities* – e.g. Allowing low rise housing to locate along collectors, mid-rise along arterials, allowing commercial uses in suitable locations
    2. *Updating Density Policies* – Some plans contain density policies that are no longer reflective of market conditions and/or are administratively challenging to implement. Amending restrictive density policies will allow market conditions and zoning entitlements to dictate densities.
    3. *General Housekeeping* –Minor updates to policy language to improve clarity where necessary
- Four separate applications for Minor Amendments are being advanced through Public Hearings at their respective Community Committees.
- Within the East Kildonan – Transcona Community Committee Area, amendments are proposed to the Transcona West Area Structure Plan By-law No. 215/2006.

- The Area Councillor and major developers within the affected plan area have been notified of the proposed changes considered within this application. A project website has also been created to provide the public with an overview of the initiative, and public hearing information.

2. RELEVANT POLICY

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.*

Complete Communities Direction Strategy 2.0

- *B1 3.1 Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multifamily residential densities to the areas that provide the best transit service.*
- *C6 1.6 Use secondary plans that were adopted prior to this By-law to continue to guide growth and development within the area that the secondary plan applies to.*
- *1.6.1 Align these secondary plans with the policies in this By-law through future reviews and amendments, where required.*
- *D1 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.*
- *D1 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.*

3. DISCUSSION

The proposed amendments to the Transcona West Area Structure Plan are described below. A summary of the proposed amendments and the precise amendment wording is provided in Appendix “B”.

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

- The Transcona West Area Structure Plan was adopted by Council in 2008. The area is designated a “Recent Community” under the Complete Communities Direction Strategy 2.0 and is largely built out, with remaining greenfield lands located in the northeastern corner of the Plan Area.
- The Transcona West Area Structure Plan includes residential, commercial, and mixed-use designations, with most lands designated for residential development.
- Under the plans policies, the predominant land use within residential areas is low density residential of four units or less, with higher density multi-family permitted in “Medium Density” areas as shown on the land use map (see Figure 1).

- While the Plan encourages pedestrian access to transit stops within 200 meters of most multi-family housing, it does not include policy direction for locating higher residential densities along roads most suitable for transit service (i.e., collectors and arterials).
- The Complete Communities Direction Strategy 2.0, which provides city-wide policy direction, generally directs residential intensification to collector and arterial roads, indicating that low-rise residential uses (multi-family buildings up to four storeys) may generally be considered along collectors.

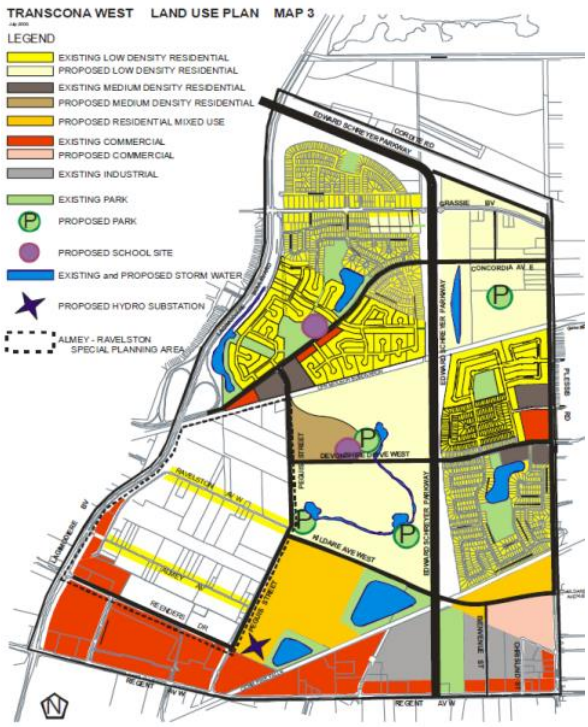


Figure 1: Transcona West Land Use Map

- The following amendment is proposed to better align the Transcona West Area Structure Plan with Complete Communities 2.0 policies:
    - Policy 5.1.2(1)(a)(i) (Proposed Residential Areas) is amended to state that low rise apartments may be permitted along collectors where compatible with the surrounding area.
- The Public Service is also proposing to delete Section 6 – Density Policies from the Transcona West Plan.
- Section 6 prescribes a permitted density range of 4-7 units per gross developable acre within the Low Density Residential Area, and a minimum of 10 units per gross developable acre within the Medium Density Residential Area. These density requirements apply to landholdings greater than 35 acres, or to individual development applications unless it can be demonstrated that any inconsistency will be addressed through a future development application.

- The density policies prescribed within the plan no longer align with market conditions and may artificially restrict the construction of additional housing units in areas where adequate servicing capacity exists.
- Additionally, due to the fragmented pattern of land ownership within the Plan Area, implementation of the density policies within the Plan has proved administratively challenging. Removal of these policies will allow densities to be governed by policies relating to housing form, zoning entitlements, and available servicing capacity through the discretionary review process.
- The proposed amendments to the Transcona West Area Structure Plan align with Complete Communities 2.0 and goals for the Transcona West Plan Area, which include accommodating a diversity of housing types to meet the needs of varying income groups and lifestyles.

4. RECOMMENDATION

The Urban Planning and Design Division recommends approval of the proposed amendments to the Transcona West Area Structure Plan for the following reasons:

- The proposed amendments are in alignment with the intent of the Housing Accelerator Fund Agreement for Initiative 2, to remove policy barriers to housing development; and
- The proposed amendments align with policy direction in Complete Communities 2.0 to encourage a variety of housing types, and direct residential intensification to collector roadways.

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

Report Prepared by:
Anna McKinnon, MCP
PPD File # SPA 2/2026