Agenda – Council – January 26, 2023

Report – Standing Policy Committee on Property and Development – January 9, 2023

Item No. 10 Rezoning – Adoption of Glenwood Planned Development Overlay 1 (PDO-1 Glenwood)
(St. Vital Ward)
File DAZ 224/2022

STANDING COMMITTEE RECOMMENDATION:

On January 17, 2023 the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That first reading be given to By-law No.140/2022 (the "By-law", a draft of which is attached as Appendix "C" to this report) to amend the Winnipeg Zoning By-law No. 200/2006 by adding the Glenwood Planned Development Overlay 1 (PDO-1 Glenwood).

2. That following first reading and upon instruction from the Director of Planning, Property, and Development, the By-law be returned directly to Council for second 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 – January 9, 2023

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 17, 2023, 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 January 9, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On January 3, 2023, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

On November 14, 2022, the Riel Community Committee concluded public representations and adjourned the public hearing to its meeting on January 3, 2023 at 10:30 a.m. in the Council Building at 510 Main Street.

PUBLIC HEARING SUMMARY

File: DAZ 224/2022

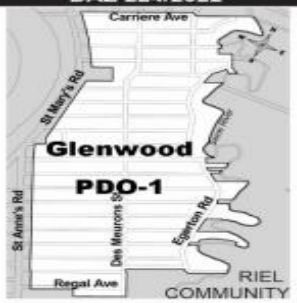
Before: Riel Community Committee
Councillor Chambers, Chairperson
Councillor Mayes

Public Hearing: January 3, 2023
November 14, 2022
Council Building, 510 Main Street

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

Subject:

Adoption of Glenwood Planned Development Overlay-1 (Glenwood PDO-1) DAZ 224/2022



APPLICANT : Director of the Planning, Property and Development Department
FILE : DAZ 224/2022
PROPOSAL : Amendment to insert the Glenwood Planned Development Overlay-1 (Glenwood PDO-1) into Winnipeg Zoning By-law No. 200/2006.
The Glenwood PDO-1 includes quantifiable or measurable content from the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* that can be applied to a building lot in Winnipeg Zoning By-law 200/2006. Once inserted into the Zoning By-law, the Glenwood PDO-1 will affect 'as-of-right' development rights for new construction, redevelopment or expansion of single-family detached dwellings, two-family dwellings, and two-family semi-detached dwellings in the R1 and R2 Residential zoning districts within the Glenwood Neighbourhood. In addition, the Glenwood PDO-1 requires that a design review process be required for all residential infill proposals.
For information, phone Mr. James Platt, Senior Planner, at 204-986-6918.
DEMANDEUR : Directeur du Service de l'urbanisme, des biens et de l'aménagement
N° DE DOSSIER : DAZ 224/2022
PROJET : Modification visant à insérer le développement organisé 1 de Glenwood (DO-1 de Glenwood) dans le *Zoning By-law No. 200/2006* (règlement municipal sur le zonage) de Winnipeg. Le DO-1 de Glenwood inclut du contenu quantifiable ou mesurable du document *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* (lignes directrices sur les aménagements résidentiels bas et à petite échelle dans les quartiers établis) qui peut s'appliquer à un lot à bâtir dans le *Zoning By-law No. 200/2006* (règlement municipal sur le zonage) de Winnipeg. Une fois inséré dans le règlement municipal sur le zonage, le DO-1 de Glenwood influera sur les droits d'aménagement respectant les règlements de zonage associés à la construction, au réaménagement ou à l'expansion des habitations isolées unifamiliales, des habitations bifamiliales et des habitations jumelées bifamiliales dans les secteurs de zonage résidentiels R1 et R2 du quartier de Glenwood. De plus, en vertu du DO-1 de Glenwood, un processus de revue de la conception doit être exigé pour tous les projets d'aménagement intercalaire résidentiel. **Pour plus de renseignements, appelez M. James Platt, urbaniste principal, au 204-986-6918.**

Premises Affected:	Glenwood Neighbourhood – Lands bounded by Carriere Avenue to the north, Seine River to the east, and St. Mary's/St. Anne's Roads to the west
For submission to:	The Standing Policy Committee on Property and Development
Prepared by:	Rebecca Ford, Committee Clerk Riel Community Committee
Report date:	January 4, 2023

Community Committee Recommendation:

On January 3, 2023, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That first reading be given to By-law No.140/2022 (the "By-law", a draft of which is attached as Appendix "C" to this report) to amend the Winnipeg Zoning By-law No. 200/2006 by adding the Glenwood Planned Development Overlay 1 (PDO-1 Glenwood).

2. That following first reading and upon instruction from the Director of Planning, Property, and Development, the By-law be returned directly to Council 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.

The Riel Community Committee provided the following supporting reasons for its recommendation:

1. There has been a disproportionate amount of infill development in Glenwood, in a mathematical sense, as we talked about, 10% of the variance applications that used to come to the Committee of Adjustment came out of Glenwood when, in fact, it was a tiny percent of the total number of homes in the City of Winnipeg.

2. There were those that felt that this had been a success. You'll still find these people on social media. It hasn't been an unalloyed success in any reasonable objective sense.

3. None of the Planners here were the person who said to me "we think its been a success Councillor" when I said I've gotten hundreds and hundreds and hundreds of complaints. I was told "We don't get those calls Councillor". Well that's just willful blindness then.

4. So luckily, we had a device, the device was the infill guidelines. The infill guidelines allowed me to get a motion through, get a provision through that required a study of just the Glenwood neighbourhood.

5. No other neighbourhoods in the city got afforded this through the infill guidelines, just Glenwood. That triggered some criticism as well, but I think most Councillors having sat through dozens of appeals recognized that there was something going on in Glenwood at a harder pace than elsewhere.

6. We have this provision in front of us. Its not perfect, its better than nothing. I didn't want to abandon it, all the work having gone in.

7. The best line goes to Councillor Orlikow, whose been quite a good ally on this, I have to say over the years. Councillor Orlikow said, and I wrote this down "Its not going to put a cone over Glenwood, or a bubble, its going to make things less brutal".

8. How do you define "less-brutal"? I guess the battle or the discussions continue, but certainly a lot of work has gone in to this and it does increase the requirements on a developer to conform to the guidelines.

9. It doesn't address one big issue, and that's "What is the correct pacing of development?" and I'll come back to that with the motion, because this isn't a vehicle where we could address the pacing

Objections under the Charter:

Total number of **v**alid objections as per section 125(2) – 5

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

Exhibits Filed:

1. Application dated August 31, 2022
2. Notification of Public Hearing (undated)
3. Report from the Urban Planning Division dated October 6, 2022
4. Submission dated November 8, 2022, from Deb Vokey in opposition to the application
5. Communication dated November 9, 2022, from Lise Dupuis in opposition to the application
6. PowerPoint presentations dated November 10, 2022, from Rita Morier in opposition to the application
7. Submission received November 14, 2022 from Ann May in opposition to the application
8. Recording of Representations
9. Notice of Adjournment dated November 18, 2022

REPRESENTATIONS:

In Support:

R. Kostiuk, Planner, Planning, Property and Development Department

In Opposition:

Lise Dupuis
Ray Hesslein
Ann May
Rita Morier
Deb Vokey

For Information:

Nil

For the City:

E. Finnigan, Planner, Planning, Property and Development Department
D. Iskierski, Planner, Planning, Property and Development Department
S. Jerez, Planner, Planning, Property and Development Department
J. Platt, Planner, Planning, Property and Development Department
D. Trenchard, Land Development Engineer, Planning, Property and Development Department

Exhibit “4” referred to in File DAZ 224/2022

ADMINISTRATIVE REPORT

Title: DAZ 224/2022 (By-law No. 140/2022) – Adoption of Glenwood Planned Development Overlay 1 (PDO-1 Glenwood)

Issue: For consideration at the public hearing for amending Winnipeg Zoning By-law No. 200/2006 to include PDO-1 Glenwood

Critical Path: Riel Community Committee as per the Development Procedures By-law and The City of Winnipeg Charter.

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Platt, RPP	n/a	n/a	

RECOMMENDATIONS

1. That first reading be given to By-law No.140/2022 (the “By-law”, a draft of which is attached as Appendix “C” to this report) to amend the Winnipeg Zoning By-law No. 200/2006 by adding the Glenwood Planned Development Overlay 1 (PDO-1 Glenwood).

2. That following first reading and upon instruction from the Director of Planning, Property, and Development, the By-law be returned directly to Council 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

On July 21, 2022, Council approved a motion directing the Winnipeg Public Service to *‘…prepare for Council consideration a Zoning By-law Amendment that inserts the Draft Glenwood Planned Development Overlay into the Winnipeg Zoning By-law No. 200/2006 as a means of addressing residential infill-related concerns in the Glenwood Neighbourhood.’*

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning and Design Division are concurred in, PDO-1 Glenwood will be inserted into the Winnipeg Zoning By-law No. 200/2006 (the "Zoning By-law"), and property development rights within the PDO-1 Glenwood area will be altered in accordance with the guidelines included in *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities*.

HISTORY/DISCUSSION

Residential Infill Strategy

In December 2016, the Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPC-PD) directed the Winnipeg Public Service to develop a Residential Infill Strategy. In response, the Winnipeg Public Service created a Residential Infill Strategy containing priority actions (See Appendix "B" for priority actions).

Residential Infill Guidelines

In February 2019, SPC-PD directed the Winnipeg Public Service to create residential infill guidelines that would provide criteria for considering proposals for residential infill development.

On June 24, 2021, Council endorsed the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* ("the Guidelines") which provide direction for residential infill development in Mature Communities as identified in the *Complete Communities Direction Strategy 2.0*.

The Guidelines address the following three priority actions of the Residential Infill Strategy:

- Priority Action 1: Revise Maximum Lot Coverage,
- Priority Action 4: Adopt Infill Design Guidelines, and
- Priority Action 5: Develop Density & Intensification Criteria.

Density and Intensification Criteria (Priority Action 5) are included in the Guidelines as 'Location Criteria.' The Guidelines contain two types of location criteria: Preferred Location Criteria and Secondary Considerations. Preferred Location Criteria outline specific conditions that should be present in order to support a particular type of residential infill development. These criteria include minimum lot sizes, location on the block, and proximity to transit. Secondary Considerations are less specific and may be broadly considered to determine whether a proposed residential infill development is appropriate for a specific location. These criteria are often posed as questions to consider when determining the appropriateness and the Public Service support of a proposed residential infill development application within a given Mature Community.

The Guidelines address priority actions 1 (Revise Maximum Lot Coverage) and 4 (Adopt Infill Design Guidelines) of the Residential Infill Strategy by recommending a maximum lot coverage of 30% (instead of the current 45% for R1-M lots in the Winnipeg Zoning By-law 200/2006) for new residential infill development along with direction on infill design details including:

- Façade materials and building design;
- Building massing (i.e., the building's structure or three-dimensional form), including lot coverage and building heights;
- Building setbacks (i.e., how far back the building is set from the edge of its lot);
- Landscaping;
- Vehicle access and parking;
- Separation distances;
- Main floor height;
- Projections into setbacks (i.e., how far a building can extend or project into a setback area);
- Privacy; and
- Utilities, servicing, and mechanical.

Infill Planning Tool for Glenwood

On June 24, 2021, as part of the approval motion for the Guidelines, Council adopted an additional motion for the Public Service to further implement the Guidelines through the preparation of a secondary plan specific to the Glenwood neighbourhood. The motion directed the Winnipeg Public Service to:

> *"…complete a secondary plan for the Glenwood Neighbourhood, bounded by Fermor Avenue to the South, the Seine River to the East, Carriere Avenue to the North, St. Mary's Road to the West and St. Anne's Road to the Southwest, by March 31, 2022."*

PDO-1 Glenwood

The project team, in consultation with stakeholders, determined that inserting elements of the Guidelines into the Zoning By-law would be more effective in addressing infill-related issues in the Glenwood neighbourhood than would a secondary plan. Under this approach, sections of the Guidelines would be included in a Planned Development Overlay (PDO), which would modify the existing zoning rules for zoning districts within the Glenwood neighbourhood. A PDO is added to the Zoning By-law through the zoning by-law amendment process. Once added to the Zoning By-law, sections of the Guidelines included in the PDO become the 'as-of-right' development rights for residential properties in the Glenwood neighbourhood.

In February and March of 2022, Glenwood neighbourhood residents and stakeholders were engaged to provide input on the use of a PDO to address infill-related issues in the Glenwood neighbourhood. Feedback obtained from the Public Engagement Program confirmed the use of a PDO to address infill-related issues in the Glenwood neighbourhood, as well as inform the creation of a Draft Glenwood PDO. A common concern heard throughout the public engagement process was that the Guidelines lack enforcement. Formalizing sections of the Guidelines into the Zoning By-law would make

them more enforceable. The Public Engagement Report can be found as Appendix "E" to this report.

Based on feedback received from the Public Engagement Program, the Public Service prepared a report to Council recommending that a PDO be used to address infill-related issues in Glenwood as opposed to a secondary plan. The report included a draft Glenwood PDO.

On July 21, 2022, Council adopted the following recommendation in association with the *Glenwood Neighbourhood Infill Planning Project* report:

> *"That the Public Service be directed to prepare for Council consideration a Zoning By-law Amendment that inserts the Draft Glenwood Planned Development Overlay into the Winnipeg Zoning By-law No. 200/2006 as a means of addressing residential infill-related concerns in the Glenwood Neighbourhood.".*

The Glenwood Planned Development Overlay 1 (PDO-1 Glenwood), included as Appendix "C" to this report, includes quantifiable or measurable content from the Guidelines that can be applied to a building lot under the Zoning By-law. Details on which sections of the Guidelines have been included in the PDO-1 Glenwood can be found in the Glenwood Infill Cross-Reference document (See Appendix "E").

Once added to the Zoning By-law, the PDO-1 Glenwood will affect 'as-of-right' development rights for new construction, redevelopment or expansion of single-family detached dwellings, two-family dwellings, and two-family semi-detached dwellings in the R1 and R2 Residential zoning districts within the Glenwood neighbourhood.

In addition, PDO-1 Glenwood requires that a design review process be required for all residential infill proposals.

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues

OURWINNIPEG POLICY ALIGNMENT

The City of Winnipeg's 25-year vision for how to sustainably grow our city is captured in two main documents: *OurWinnipeg 2045*, the City's development plan, and the *Complete Communities Direction Strategy 2.0* ("CCDS 2.0"), a city-wide secondary plan. A key aspect of this vision is accommodating more housing within our Mature Communities – Winnipeg's earliest neighbourhoods. The City of Winnipeg has created the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* ("the Guidelines"), to ensure City policies are implemented in a way that accommodates growth and change without losing what makes our neighbourhoods

unique. If adopted as part of the City of Winnipeg Zoning By-law, PDO-1 Glenwood would further implement the Guidelines for the Glenwood Neighbourhood.

OurWinnipeg 2045 alignment

The recommendation to adopt PDO-1 Glenwood as part of the Winnipeg Zoning By-law No. 200/2006 aligns with *OurWinnipeg 2045*'s City Building Objective #1:

> *Responsibly plan, prioritize and accommodate growth in areas that best support Complete Communities principles, to achieve this Plan's sustainable development goals*

The Guidelines also align with *OurWinnipeg 2045* policy:

> *6.10 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*

CCDS 2.0 alignment

The Residential Infill Strategy is identified within the draft of *The Complete Communities Direction Strategy 2.0* (CCDS 2.0) as a critical guiding document underway that is required to fully implement *OurWinnipeg 2045* and *CCDS 2.0*. Creating a more detailed planning framework for accommodating infill development within Established Neighbourhoods is a key element in meeting the city building objectives of CCDS 2.0. Within CCDS 2.0's section on Growth, it identifies that infill development within our existing built up areas of the city will comprise 50% of all new units. In order to achieve the 50% intensification target, CCDS 2.0 notes that the City will need to be more proactive in encouraging/enabling infill development.

Developing the Guidelines is identified as a medium/high priority within CCDS 2.0. PDO-1 Glenwood supports the following policies within CCDS 2.0:

Implementing the intensification target

> *2.4.1 Enable and encourage compatible infill development to a degree consistent with the intensification target.*

D1 (Established Neighbourhoods)
Goal 1

> *1.0 Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target.*

Policies

1.9 Small-scale residential uses other than single-family residential may be accommodated on collector streets and local streets with a public lane and where compatible with adjacent land uses, and in consideration of the factors listed in policy section 1.6.

1.12 (A) Develop small-scale and low-rise residential development guidelines that will direct the location and design of residential infill development in Mature Communities through the use of planning and design guidelines implemented through regulation to ensure residential infill development achieves the following:

a. *Provides a diversity of housing options for all residents, at all life stages, in all neighbourhoods;*
b. *Maintains a balanced mix of housing within each neighbourhood;*
c. *Distributes additional residential density amongst mature neighbourhoods;*
d. *Contributes to the physical renewal and revitalization of older neighbourhoods;*
e. *Supports transit and maximizes walkability;*
f. *Makes more efficient use of existing municipal infrastructure and community facilities;*
g. *Increases population levels to support retention of neighbourhood schools, community centres, commercial areas and main streets (i.e. Urban Mixed Use Corridors);*
h. *Respects and enhances the character of existing neighbourhoods through compatible development; and*
i. *The small-scale and low-rise residential development guidelines may provide additional and more detailed locational criteria than that identified in this By-law, to respond to area specific planning considerations.*

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Winnipeg's Climate Action Plan (WCAP) sets out a series of actions and targets to reduce our greenhouse gas emissions and transform Winnipeg into a resilient city that can withstand the impacts of a changing climate. In particular, WCAP sets a 50% target for infill development in strategic locations. WCAP also speaks of the need to facilitate compact development and increased density within our built-up areas of the city, especially around our existing and planned primary transit network.

Infill development is a key element within the WCAP and the Residential Infill Strategy was identified within the WCAP as a critical initiative underway that could support the goals of the WCAP and its actions within *Strategic Opportunity #4 – Facilitate Compact, Complete Development and Increase Density*. The WCAP further notes that the Residential Infill Strategy has a high level of potential impact on Community Greenhouse Gases and a high long-term value to the City of Winnipeg (WCAP, page 65).

The WCAP identifies the following benefits to infill development:

- *The City of Winnipeg has a significant opportunity to pursue land use strategies that align with climate mitigation through the implementation of compact, complete communities, transit-oriented development, increased infill and higher density neighbourhoods.* (WCAP, page 41).

- *Infill and compact development can increase proximity to work, school and services such as healthy food, employment, and recreation opportunities, resulting in benefits to the local economy and reduced dependency on vehicles. Nearby amenities equalize opportunities for individuals, particularly among people disadvantaged by income or other barriers. Increased residential density may help to promote active school transport amongst school-aged youth and increase the potential for older adults to age in place.* (WCAP, page 25).

The Guidelines align with the Council approved WCAP as follows:

- *Key Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service (Primary Responsibility: Planning, Property and Development Department)*

The Residential Infill Strategy was also identified as a short-term action within the WCAP:

- *Complete the Residential Infill Strategy which will provide direction for infill development that supports complete communities and increased mobility options. Implementation tools that should be considered include innovative financial incentives (e.g. taxation, permits), non-financial incentives (e.g. streamlining permit process) and opportunities to enhance customer service by establishing clearer systems and simpler permitting pathways to help reduce processing times*

The Guidelines also support the WCAP's 2031 goal of having: "50% of all new residential construction takes place in strategic infill locations." (WCAP, page 22).

PDO-1 Glenwood implements the Guidelines for the Glenwood neighbourhood.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021-2031) as follows:

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

10-Year Objectives

C – Municipal tools, resources and partnerships are developed and used to encourage and facilitate affordable housing development.

SUBMITTED BY

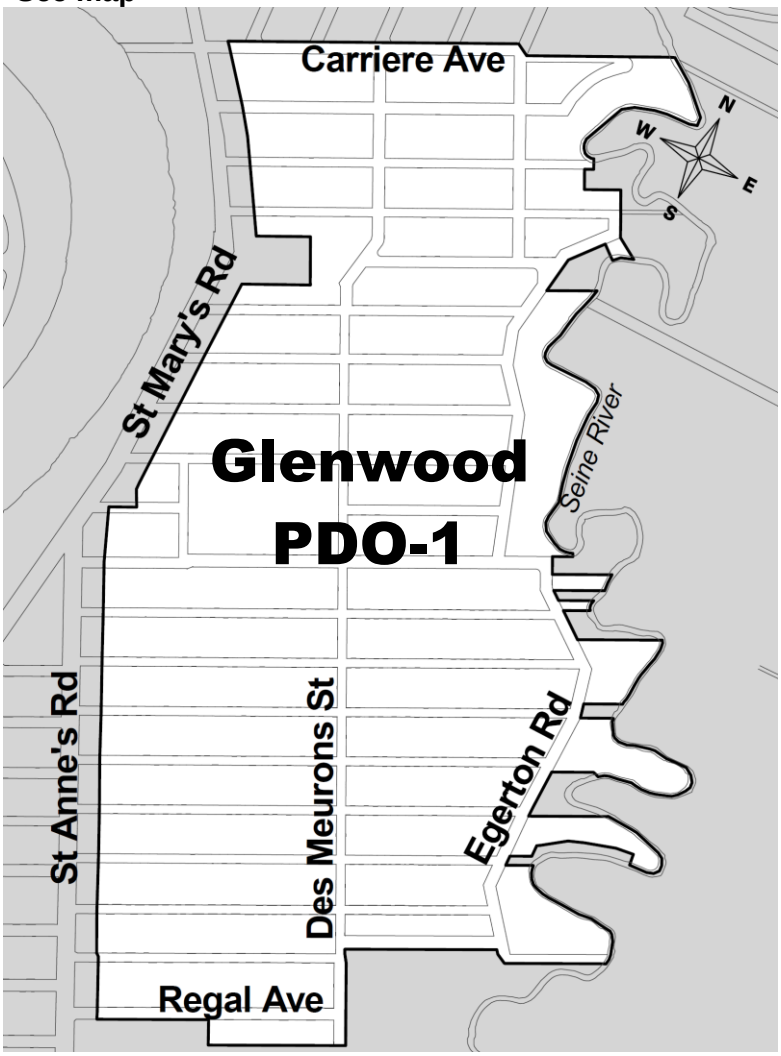
Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: James Platt, RPP, MCIP
Date: October 6, 2022
File No: DAZ 224-2022

Attachments:

Appendix ‘A’ Planning Discussion
Appendix ‘B’ – Residential Infill Strategy Implementation Priority Actions
Appendix ‘C’ – Draft Amending By-Law No. 140/2022
Appendix ‘D’ – Glenwood Infill Cross-Reference
Appendix ‘E’ – Public Engagement Report with Appendices

APPENDIX 'A' – Planning Discussion

DATE:	October 6, 2022
FILE:	DAZ 224/2022
RELATED FILES:	
COMMUNITY:	**Riel Committee**
NEIGHBOURHOOD #:	**5.508 (Glenwood)**
SUBJECT:	**To amend the Winnipeg Zoning By-law 200/2006 by adding PDO-1 Glenwood.**
LOCATION:	**See map**



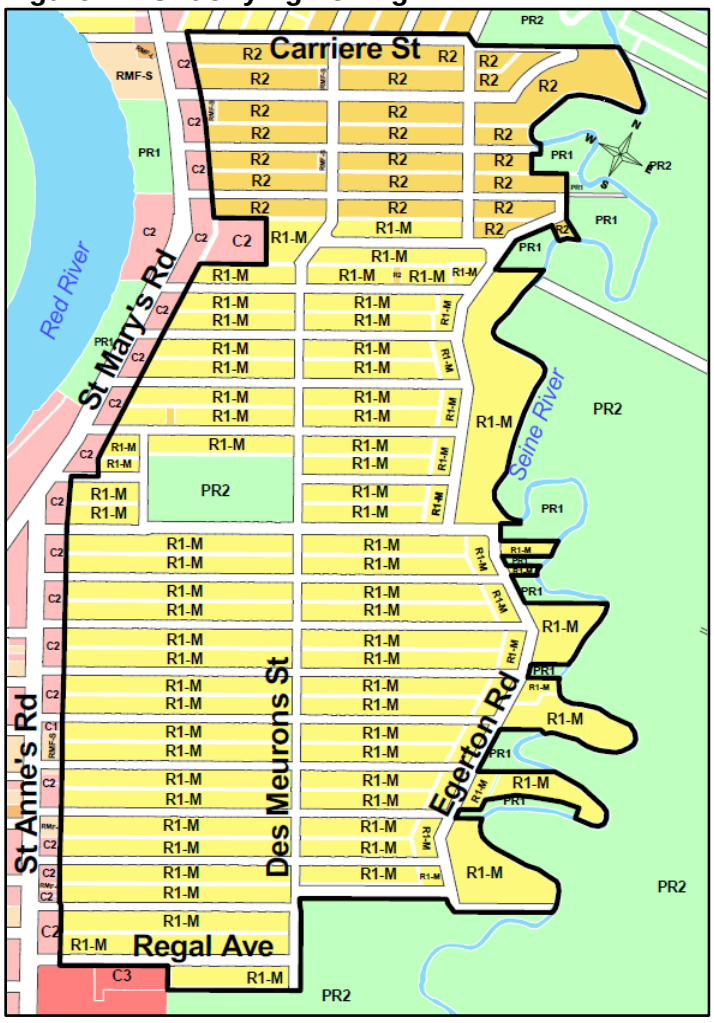
APPLICANT:	City of Winnipeg
RECOMMENDATION:	**Approval**

DESCRIPTION OF PROPOSED DEVELOPMENT

The Winnipeg Zoning By-law No. 200/2006 (the "Zoning By-law") provides for the creation of Planned Development Overlays. A Planned Development Overlay (PDO) is a zoning tool that modifies land uses and/or development standards beyond the base zoning rules within a defined area. PDOs are applied in unique or special circumstances, in order to achieve local planning objectives in a specified area.

PDO-1 Glenwood (See Appendix "C" of the Administrative Report) includes quantifiable or measurable content from the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* ("the Guidelines") that can be applied to a building lot in the Zoning By-law. Once added to the Zoning By-law through the zoning by-law amendment process, PDO-1 Glenwood will affect the 'as-of-right' development rights for residential infill development of new construction, redevelopment or expansion of single-family detached dwellings, two-family dwellings, and two-family semi-detached dwellings in the R1 and R2 Residential zoning districts within the Glenwood neighbourhood (See Figure 1 - Underlying Zoning). In addition, section 4 of PDO-1 Glenwood requires that all residential infill proposals be subject to design review, which must be approved prior to development occurring.

Figure 1 – Underlying Zoning



BACKGROUND

Infill Planning Tool for Glenwood

On June 24, 2021, as part of the approval motion for the Guidelines, Council adopted an additional motion for the Public Service to further implement the Guidelines through the preparation of a secondary plan specific to the Glenwood neighbourhood. The motion directed the Winnipeg Public Service to:

> *"…complete a secondary plan for the Glenwood Neighbourhood, bounded by Fermor Avenue to the South, the Seine River to the East, Carriere Avenue to the North, St. Mary's Road to the West and St. Anne's Road to the Southwest, by March 31, 2022."*

Infill-Related Issues in Glenwood

Preliminary discussions with the Glenwood Neighbourhood Association confirmed that their issues were captured during the public consultation program undertaken for the Guidelines. Therefore, it was determined that there would be no need to re-survey Glenwood residents to identify what their issues were with residential infill development.

Issues were then grouped into categories. It was recognized that some of the categories of issues were already identified as priority action items in the wider Residential Infill Strategy. Projects related to some of these items were already underway. The categories of issues addressed by Residential Infill Strategy action items are presented in Table 1.

Table 1 – Issues Addressed by Residential Infill Strategy Action Items

Issue	**Residential Infill Strategy Action Item**
Tree Protection	6. Develop tree protection policy or by-law **
Construction Site Practices	7. Improve construction site standards **
Traffic Congestion & Parking	10. Implement parking and transportation strategies
Park Space	12. Examine park space allocations
Waste Water Capacity/Combined Sewer/Drainage	13. Identify servicing constraints

** Identifies Project Underway or Imminent

Another prominent category of issue identified related to the fast pace of residential infill development in the Glenwood neighbourhood. While the importance of this category of issues was acknowledged, there was no planning tool identified that could adequately address it.

The remaining four categories of issues included the following:

- Privacy Protection,
- Sunlight Protection (i.e. limit shadows on existing residences),
- Character (includes design aesthetics, building size, setbacks, etc.), and
- Landscaping & Trees (not necessarily protection of trees, but provision of new trees. It should be noted that the 'Landscaping & Trees' was sometimes split into two categories when describing specific issues)

It was recognized that the Guidelines contained content that address each of the four remaining categories of infill-related issues. Details on which sections of the Guidelines address each category of issues can be found in the Glenwood Infill Cross-Reference document (See Appendix "D" of the Administrative Report).

Secondary Plan vs PDO

Critical feedback received on the Guidelines included concerns with their ability to be enforced on a proposed infill development. As a solution, it was initially assumed that content from the Guidelines could be included in a secondary plan by-law, as per the wording of the Council motion on June 21, 2021. Secondary plan by-laws are land use planning tools that among other things, provide direction as to where new uses will be acceptable, and at which intensity, within a given plan area. It was recognized that some of the Guideline's locational considerations could be included in a secondary plan by-law; however, this would do little to address the four categories of issues identified in the Glenwood neighbourhood. In addition, the Guidelines already provide direction as to where certain types of residential infill development would be appropriate within a mature neighbourhood.

The project team, in consultation with stakeholders, determined that adding elements of the Guidelines to the Zoning By-law would be more effective in addressing infill-related issues in the Glenwood neighbourhood than would a secondary plan. Under this approach, sections of the Guidelines would be included in a PDO which would modify the existing zoning rules for zoning districts within the Glenwood neighbourhood. A PDO is added to the Zoning By-law through the zoning by-law amendment process. Once added to the Zoning By-law, sections of the Guidelines included in the PDO become the 'as-of-right' development rights for residential properties in the Glenwood neighbourhood.

Design Review

It was also determined that a PDO for the Glenwood neighbourhood could include a clause that requires proposals for residential infill development, which seek additional entitlements than those provided by the Zoning By-law, to undergo design review. Design review is a process that is often added as a condition of approval on development applications when there is a need for the development to be reviewed for conformance with certain characteristics. During design review, proposals for residential infill development are evaluated against the Guidelines.

When design review is added as a condition of approval on a development proposal, the proposed design must be approved by the Planning, Property and Development department before development occurs on the subject land. In the Glenwood neighbourhood, proposals for residential infill development include a Public Service recommendation that design review be included as a condition of approval. However, while design review may be recommended as a condition of approval, there is no rule in the Zoning By-law stating that design review is mandatory. A PDO has the ability to require design review for certain development applications, such as variances.

Public and Stakeholder Consultation
It was recognized early on that the wide range of infill-related issues in the Glenwood neighbourhood had already been captured during the public engagement process during the creation of the Guidelines. Therefore, the main purpose of the public and stakeholder engagement program was to allow Glenwood residents, property owners and stakeholders the opportunity to provide feedback on the proposed use of a PDO to address infill-related issues in the Glenwood neighbourhood, rather than a Secondary Plan.

Public and stakeholder engagement took place between February 24 and March 23, 2022. The table below (see Table 2) outlines the public engagement activities of the Project Team. A copy of the Public Engagement Report can be found as Appendix 'E" of the Administrative Report.

Table 2: Public Engagement Opportunities

Date	Activity	Details
February 24 – March 23, 2022	Webpage (https://engage.winnipeg.ca/glenwood-infill)	342 unique visits
February 24 – March 23, 2022	Online survey	217 responses
March 10, 2022	Stakeholder meeting	12 attendees
March 14, 2022	Virtual Open House	44 attendees

Promotion of the public engagement events included the delivery of 1,900 postcards to neighbourhood properties which advertised a virtual open house, on-line survey, and the project webpage address.

The project webpage included a survey, as well as links to the virtual open house presentation and a Glenwood Infill Cross-Reference document. The Glenwood Infill Cross-Reference document identified sections of the Guidelines that could potentially be included in a Glenwood PDO along with which of the infill-related issues they would address. Sections of the Guidelines best addressed through the design review process were also identified. An updated version of the Glenwood Infill Cross-Reference document, which cross references the four categories of infill-related issues to the relevant sections of the Guidelines and the proposed PDO-1 Glenwood, is included as Appendix "D" of the Administrative Report.

The public engagement program confirmed the importance of the four categories of infill-related issues to Glenwood. A large majority of survey respondents (89%) strongly support or support using the design review process for evaluating residential infill development proposals against the Guidelines. 66% of respondents support or strongly support formalizing sections of the Guidelines in the Zoning By-law as part of a PDO.

Feedback obtained from the Public Engagement Program confirmed the use of a PDO to address infill-related issues in the Glenwood neighbourhood, as well as inform the creation of the Draft Glenwood PDO. A common concern heard throughout the public engagement process was that the Guidelines lack enforcement. Formalizing sections of the Guidelines into the Zoning By-law would make them enforceable.

ANALYSIS AND DISCUSSION

The following discussion identifies which of the four categories of issues are addressed by a section of the Guidelines included in PDO-1 Glenwood. This information is presented graphically in the Glenwood Infill Cross-Reference document included as Appendix "D" of the Administrative Report.

Some of the items included in PDO-1 Glenwood address more than one category of infill-related issue. For instance, 30% maximum lot coverage for a principal dwelling (currently 45% in the R1-M zone) is likely to play a significant role in addressing all four categories of issues (i.e. privacy, lack of sunlight, character, and landscaping & trees). The 30% maximum lot coverage rule will result in houses with a smaller allowable footprint, which will:

- decrease the ability for new houses to encroach on or otherwise impact the privacy of existing houses;
- decrease the ability of new buildings to cast shadows onto existing houses;
- more closely align with the character of the neighbourhood; and
- allow more open yard space for landscaping and trees.

Table 3 contains items included in PDO-1 Glenwood that address all four categories of infill-related issues in some way. The table provides references to the respective sections of the Guidelines and the PDO.

Table 3: Privacy, Sunlight, Character and Trees & Landscaping

Guideline		**PDO-1 Glenwood Section**
Rule	**Section**	
Lot Coverage		
30% max lot coverage for Principal Dwelling	3.1.4.1	5(10)
Accessory Structures:		
• 440 ft^2 for lots 3,700ft^2 or less	3.1.4.2	7(1)
• 12% or 880 ft^2 for lots greater than 3,700ft^2.	3.1.4.3	7(2)
Attached Garages:		
• 30% max for Principal Building + 440 ft^2 max for attached garage for lots less than 3,700 ft^2:	3.1.4.5	5(11)(a)
• 42% max for Principal Building & attached garage for lots greater than 3,700 ft^2	3.1.4.4	5(11)(b)

Side Yards		
Min 4ft for lots 30ft wide or more	3.1.3.1	5(7)(a) & 5(8)
Min 4ft on one side & Min 3ft on the other side for lots less than 30ft wide	3.1.3.2	5(7)(b)
4ft side yard should be clear of all projections for the first storey.	3.1.3.3	5(7)(c)
Rear Yards		
36% of site depth or 10ft less than abutting lots (Whichever is less)	3.1.2.1	5(6)
Never less than 25ft	3.1.2.1	5(6)
Other		
30% of lot area shall be permeable landscaping	3.1.6.10	9(6)

It should be noted that sections of PDO-1 Glenwood work in concert with one another to address any given category of infill-related issue. For instance, in addition to a maximum 30% lot coverage, proposals for new residential infill will also need to adhere to revised side yard and rear year setbacks. When used in concert with one another, these new zoning by-law rules will help to address the four categories of infill-related issues raised in Glenwood.

Privacy
The Guidelines include a number of sections which address privacy concerns. These sections provide direction on:

- Height and placement of entrances, particularly the main entrance;
- Location of windows and balconies; and
- Fencing.

Sections of the Guidelines included in PDO-1 Glenwood, which contribute to protecting privacy of existing properties can be found in Tables 3 and 4.

Table 4: Privacy

Guideline		**PDO-1 Glenwood Section**
Rule	**Section**	
4ft maximum Main Floor height	3.2.5.2	5(14)
Entrances		
• Primary entrance shall be on front facade	3.2.6.1	6(1)
• Primary entrance shall have direct path to sidewalk	3.2.6.1	6(3) & 6(1)
• Front and rear entrances limited to 4ft high.	3.2.6.2 3.2.6.7	5(14)
• Side entrances limited to 2ft high	3.2.6.6 3.2.7.3	5(15)

The height, location and design of entrances can contribute to privacy issues. However, the City of Winnipeg Zoning By-law does not currently limit the height or location of entrances. PDO-Glenwood includes sections from the Guidelines that:

- Require that main entrances face the street;
- Limit front and rear entrances to 4 feet in height; and
- Limit side entrances to 2 feet in height.

The location of windows and balconies also contribute to privacy issues. The Guidelines include sections which state:

- Windows should be:
    - offset from existing windows on the neighbouring lot,
    - designed to mitigate privacy concerns through the use of frosting or raised windows.
- Balconies should:
    - be designed to avoid or mitigate privacy issues,
    - include screening to obscure site lines from abutting lots.
- Fencing should:
    - be used to mitigate privacy concerns,
    - be opaque and placed between new development and existing buildings.

These sections of the Guidelines are difficult to measure or quantify and are, therefore, not included in PDO-1 Glenwood. However, proposals for new residential infill development will be evaluated against these sections during the design review process, which is required by PDO-1 Glenwood.

Note that landscaping requirements found in the Guidelines, and included in PDO-1 Glenwood, may also contribute to protecting or enhancing privacy.

Protection of Sunlight

Sections of the Guidelines included in PDO-1 Glenwood, which contribute to protecting sunlight on existing properties can be found in Tables 3 and 5. These include:

- Reduced building height maximums (see Table 5).
- Greater separation distances required between (see Table 5):
    - principal building and detached garage,
    - new infill buildings and existing houses.
- Smaller area of the lot covered by the building (30% maximum lot coverage as presented in Table 3),
- Smaller detached garages (440 square feet for lots 3,700 square feet or less as presented in Table 3),
- Increased yard setbacks (See Table 5).

As provided in Table 5, PDO-1 Glenwood requires that new residential infill buildings, on lots less than 60 feet wide, be no taller than 28 feet (35 feet in current zoning by-law), or the average of existing buildings on abutting lots plus 5 feet (to a maximum height of 35 feet). The reduction in permitted building height will contribute to reducing the potential for new buildings to cast shadows on existing buildings on abutting lots.

Table 5: Protection of Sunlight

Guideline		PDO-1 Glenwood Section
Rule	**Section**	
Building Height		
Greater of 28ft OR average of abutting lots plus 5ft (to a max of 35ft) for lots less than 60ft wide	3.2.1.1	5(9)(a)
Max of 35ft for lots greater than 60ft wide	3.2.1.1	5(9)(b)
Separation Between House and Garage		
10ft min for lots 100ft deep or greater	3.1.7.1	7(3)(a)
5ft min for lots less than 100ft deep	3.1.7.1	7(3)(b)
Front Yards		
Never less than 10ft	3.1.1.1	5(3)
Minimum may be 5ft less than the block average	3.1.1.1	5(3)
Maximum 5ft more than abutting lots	3.1.1.1	5(4)
Side Yards		
Min 4ft for lots 30ft wide or more	3.1.3.1	5(7)(a) & 5(8)
Min 4ft on one side & Min 3ft on the other side for lots less than 30ft wide	3.1.3.2	5(7)(b)
4ft side yard should be clear of all projections for the first storey.	3.1.3.3	5(7)(c)
Rear Yards		
36% of site depth or 10ft less than abutting lots (Whichever is less)	3.1.2.1	5(6)
Never less than 25ft	3.1.2.1	5(6)

The location and size of detached garages can also contribute to sunlight blockage of existing neighbouring properties. PDO-1 Glenwood decreases the allowable size of a detached garage on lots 3,700 feet square and less from 880 square feet to 440 square feet (see Table 3). In addition, as included in Table 5, PDO-1 Glenwood increases the minimum separation between the principal dwelling and a detached garage from 3 feet to:

- 5 feet for lots less than 100 feet deep; and
- 10 feet for lots 100 feet deep or greater.

How close a building is to a property line may also impact shadows on neighbouring lots. The Zoning By-law currently allows for:

- Minimum front yard: 15 feet (or block average),
- Minimum side yard: 3 feet,
- Minimum rear yard: 25 feet.

PDO-1 Glenwood alters these minimum setbacks to:

- Average of nearby lots plus or minus 5 feet (but never less than 10 feet),
- 4 feet on one side and 3 feet on the other (for lots less than 30 feet),
- Rear yard of 36% of site depth, or
    - Average of neighbouring properties minus 10 feet,
    - Never less than 25 feet.

Combined together, the modified zoning rules of PDO-1 Glenwood contribute to reducing the impact of shadows on neighbouring properties, as well as mitigate privacy issues.

Character
PDO-1 Glenwood includes sections from the Guidelines meant to ensure that new buildings fit the character of the neighbourhood through:

- Building design criteria, including façade materials and architectural features;
- Ensuring variety in design of adjacent houses;
- Setback distances compatible with the surrounding area; and
- Limits on building projections.

In addition, PDO-1 Glenwood also includes minimum lot areas and widths for side-by-sides and up-down duplexes. The initial draft Glenwood PDO provided to Council on July 21, 2022 included the following items in section 5 (Dimensional Standards):

Lot Area

(*1)* *The minimum lot area for:*

(a) *a single-family detached dwelling must be consistent with the applicable zoning district identified in Table 5-2,*

…

(d) *a two-family dwelling or a two-family semi-detached dwelling on a lot that does not abut a public lane at the rear must be consistent with the applicable zoning district identified in Table 5-2.*

Lot Width

(2) The minimum lot width for:

(a) *a single-family detached dwelling must be consistent with the applicable zoning district identified in Table 5-2,*

…

(d) *a two-family dwelling or a two-family semi-detached dwelling on a lot that does not abut a public lane at the rear must be consistent with the applicable zoning district identified in Table 5-2.*

These items reference Table 5-2 of the Zoning By-law which requires lots in the R1-M Zoning district to have minimum lot width of 25 feet and a minimum lot area of 3,500 square feet. These dimensional standards apply to dwellings in the R1-M Zoning District regardless whether these references exist in PDO-1 Glenwood or not. Therefore, these sections were identified as redundant and removed from PDO-1 Glenwood.

Sections of the Guidelines included in the PDO-1 Glenwood, which contribute to protecting the character of the existing neighbourhood can be found in Tables 3 and 6.

Table 6: Character

Guideline		PDO-1 Glenwood Section
Rule	**Section**	
Lot Size		
Minimum lot area 2,880 ft square and 32 ft wide lot for up-down duplex	2.1.1.3	5(1)(a)
Minimum lot area 4,000 ft square and 40 ft wide lot for side-by-side	2.1.2.1	5(1)(b)
Design		
Façade shall include 2+ materials	3.2.4.5	6(4)
Prominent façade material shall cover min 20% of the façade	3.2.4.5	6(5)
Identical/mirrored front elevations shall not be located on abutting lots	3.2.4.11	6(6)
Each building shall be architecturally distinct through the use of 2+ design elements	3.2.4.11	6(6)
Projections (Side Yard)		
Min 2ft from property line to outside wall of all portions of a dwelling (including eaves)	3.2.7.1	8
Lots less than 30ft (3ft side yard): 1ft Cantilevered projection for living space	3.2.7.1	8
The total of all cantilevered projections shall not exceed 1/3 of the length of the house	3.2.7.1	8
Length of any one projection shall not exceed 10ft	3.2.7.1	8
Projections are limited to one storey	3.2.7.1	8
Lots less than 30ft (4ft side yard): 2ft projection permitted for upper storey	3.2.7.1	8
4ft min side yard required on one side to the outside wall of all first storey projections (not including steps)	3.2.7.2	8
Projections (Front Yard)		
Projections not permitted within 10ft of front property line	3.2.7.4	8
Porches not permitted within 10ft of the front property line	3.2.7.5	8
First storey front porches may extend width of building.	3.2.6.7	8
Projections may extend higher than the first storey	3.2.7.7	8
Front Yards		
Never less than 10ft	3.1.1.1	5(3)
Minimum may be 5ft less than the block average	3.1.1.1	5(3)
Maximum 5ft more than abutting lots	3.1.1.1	5(4)

Guideline		PDO-1 Glenwood Section
Rule	**Section**	
Building Height		
Greater of 28ft OR average of abutting lots plus 5ft (to a max of 35ft) for Lots less than 60ft wide	3.2.1.1	5(9)(a)
Max of 35ft for lots greater than 60ft wide	3.2.1.1	5(9)(b)
Separation between House and Garage		
10ft min for lots 100ft deep or greater	3.1.7.1	7(3)(a)
5ft min for lots less than 100ft deep	3.1.7.1	7(3)(b)
4ft maximum Main Floor height	3.2.5.2	5(14)
Entrances		
• Primary entrance shall be on front facade	3.2.6.1	6(1)
• Primary entrance shall have direct path to sidewalk	3.2.6.1	6(3) & 6(1)
• Primary entrance shall be visible from the street	3.2.6.1	6(1)(b)
• Front and rear entrances limited to 4ft high	3.2.6.2 3.2.6.7	5(14)
• Side entrances limited to 2ft high	3.2.6.6 3.2.7.3	5(15)
Unenclosed decks do not count towards lot coverage	3.1.4.6	5(13)

PDO-1 Glenwood requires new residential infill development to:

- have at least two prominent façade materials;
- have a prominent building material that covers at least 20% of the façade; and
- be architecturally distinct from abutting new residential infill development.

Adding these items from the Guidelines into PDO-1 Glenwood contributes to ensuring that the design of new residential infill development is of higher quality and adds interest to the character of the neighbourhood. These design-related requirements become enforceable when included in the Zoning By-Law as part of PDO-1 Glenwood.

PDO-1 Glenwood contains sections of the Guidelines related to lot coverage, building height and yard setbacks, which contribute to ensuring compatibility of new residential infill development with the character of the neighbourhood. PDO-1 Glenwood also contains limitations on building projections. A ‘projection’ is a feature on a building which ‘juts out’ from the wall of the building. Building projections can contribute to the size of a building being out of scale with building on abutting lots. PDO-1 Glenwood limits projections to:

- 1 foot in a 3-foot side yard, and to one storey; and
- 2 feet in a 4-foot side yard, when on the upper storey

The remaining design-related direction provided by the Guidelines have not been included PDO-1 Glenwood as they are too difficult to measure, quantify or enforce as part of the Zoning By-law. For instance, the Guidelines encourage buildings to incorporate architectural elements from the neighbourhood, such as porches, materials, roof lines, chimney details, window placements, as well as alignment of floor heights. The Guidelines also include a general direction to ensure that development is

contextually suitable (section 2.2 of the Guidelines). These items cannot be easily quantified or measured and are, therefore, not appropriate for inclusion in the Zoning By-law. Proposals for new residential infill development will be evaluated against these items in the Guidelines during the design review process, which is required by PDO-1 Glenwood.

Landscaping & Trees
The Guidelines address issues related to loss of planting space, lack of new plantings, and damage to, or loss of, mature trees, by:

- Introducing landscaping requirements;
- Requiring new trees and shrubs;
- Providing incentives to preserve mature trees; and
- Requiring an arborist's report.

PDO-1 Glenwood contains sections from the Guidelines which ensures yard space for landscaping and trees (see Tables 3 and 7). These include:

- at least 30% of the lot area must be reserved for permeable landscaping;
- revised yard requirements, including 30% maximum lot coverage for principal building; and
- increased separation between house and detached garages.

Table 7: *Landscaping & Trees*

Guideline		**PDO-1 Glenwood Section**
Rule	**Section**	
30% of lot area shall be permeable landscaping	3.1.6.10	9(6)
30% max lot coverage for Principal Dwelling	3.1.4.1	5(10)
Front Yards		
Never less than 10ft	3.1.1.1	5(3)
Minimum may be 5ft less than the block average	3.1.1.1	5(3)
Maximum 5ft more than abutting lots	3.1.1.1	5(4)
Projections not permitted within 10ft of front property line	3.2.7.4	8
Porches not permitted within 10ft of the front property line	3.2.7.5	8
Separation Between House and Garage		
10ft min for lots 100ft deep or greater	3.1.7.1	7(3)(a)
5ft min for lots less than 100ft deep	3.1.7.1	7(3)(b)
Planting Requirements		
Lots 35ft or less: one medium (or large) tree and four shrubs	3.1.6.3	9(7)
Lots wider than 35ft & less than 50ft: one medium (or large) tree, one small tree, and six shrubs	3.1.6.3	9(8)
Lots wider than 50ft: two large trees, on small tree, and six shrubs	3.1.6.3	9(9)
Requirement to provide trees may be satisfied by protecting existing or planting new	3.1.6.6	9(10)

Guideline		PDO-1 Glenwood Section
Rule	**Section**	
Existing tree satisfies requirement for:		
two new trees when: • 7.87" caliper (deciduous) • 20' tall (coniferous)	3.1.6.6	9(10)
all new trees when: • 18" caliper (deciduous) • 33' tall (coniferous)	3.1.6.6	9(10)
Arborist report describing how existing trees will be protected/preserved	3.1.6.6	9(10)

PDO-1 Glenwood requires new plantings when a new principal dwelling is constructed, or an existing principal dwelling expanded by 50% or more. Planting requirements are consistent with sections of the Guidelines which require new plantings based on the width of the subject lot. For instance, residential infill development on lots 35 feet wide or less require that one tree and four shrubs be planted. Additional trees and shrubs are required for wider lots.

Sections 9(3), (4) and (5) of PDO-1 Glenwood include minimum sizes for new trees and shrubs consistent with the landscaping regulations of the Zoning By-law as follows:

Minimum Plant Sizes

(3) Deciduous trees must have a minimum caliper of 1 ¾ inches.

(4) Coniferous trees must be a minimum of 6 feet in height at the time of planting.

(5) All shrubs must fit no less than a two gallon container, and of species that can remain healthy when trimmed.

The initial draft Glenwood PDO provided to Council on July 21, 2022 included reference to section 189(2) of the Zoning By-law which provides details regarding suitable planting materials for landscaping. However, it was determined that referencing section 189(2) may cause confusion as the existing sections of the Zoning By-law do not apply to single- and two-family residential uses. In light of this, section 9(2) of PDO-1 Glenwood was modified from the initial draft Glenwood PDO to specifically include the following which clarifies requirements for new plantings for single- and two-family residential uses:

Plant Materials

(2) Plant Materials must be:

(a) No. 1 Grade Nursery Stock, supplied and installed in conformance with the latest edition of Canadian Nursery Landscape Association "Canadian Standards for Nursery Stock";

(b) able to withstand local climatic conditions; and

(c) comprised of a salt-tolerant species when located within 20 feet of a public street.

The requirement for new trees can be satisfied by protecting existing trees, subject to an arborist's report identifying how these trees will be protected and preserved. While PDO-1 Glenwood does not require protection of existing mature trees, it does provide an incentive.

Also note that Priority Action 7 of the Residential Infill Strategy is to *develop a tree protection policy or by-law*. Work on an Urban Forest Strategy, which includes protection and preservation of mature trees, is underway.

It is also worth noting, the wording of section 9(6) has been altered from the initial draft of PDO-1 Glenwood to include a definition for 'soft landscaping' consistent with in the Guidelines, as follows:

> ***Landscaped Area***
> (6) *A minimum of 30% of the lot area must be reserved for soft landscaping, which is defined as an open, unobstructed area that supports the growth of vegetation such as grass, trees, shrubs, flowers or other plants, and that permits water infiltration into the ground.*

Permeable Parking Surfaces

Consideration was given to including requirements for permeable parking surfaces in PDO-1 Glenwood. Development standards for parking areas are currently included in section 172 of the Zoning By-Law. Surfacing standards for parking areas accessory to single family and two-family residential uses are found in section 172(4)(a) as follows:

> *the owner must provide all parking areas and driveways accessory to single and two-family dwellings with an all-weather, adequately drained, hard surface of compacted crushed stone, asphalt, concrete, paving stones, or similar materials approved by the City, constructed and maintained so loose material is not dislodged and thrown or carried onto adjoining public streets or lanes. (amended 148/2016)*

Section 172(4)(a) allows for *paving stones, or similar materials approved by the City*, which could include pavers with spaces which allow some level of permeability. However, consideration for including a permeable driveway requirement in PDO-1 Glenwood raised the following issues:

1) How is 'permeability' measured? Recognizing that a definition for permeability lays somewhere between a grassed surface and a brick paving tiles, consideration was given to requiring paving stones that result in a certain percentage (ex 20%) of the parking area being permeable. However, this would be difficult to measure.
2) How is the requirement for a permeable driveway applied? While, garages are not typically associated with infill development in Glenwood, they would preclude the ability to provide a permeable surface. However, in cases where a garage, or carport, is provided, it seems illogical to require permeable pavers for the short distance (ie less than 2 feet) between a paved lane and the paving that begins at a garage door.
3) Actual benefit. The base layer upon which permeable pavers are placed may be less than 100% permeable; especially once it has been compacted through normal use. This raises questions as to whether requiring permeable pavers would result in a tangible increase in permeability.

Another consideration was to incentivize permeable driveways. For instance, allowing a greater building footprint for properties which include a permeable surfaced driveway. However, this approach was not seen as ideal because building footprints are permanent, while permeable driveways may not be (ex. a permeable driveway may eventually be covered by a garage or carport). Plus, allowing for an expanded building footprint, which is not permeable, in exchange for a reduction in permeable yard space and a slightly permeable driveway is likely to result in a net loss of overall permeability. Incentivizing permeable driveways would most likely be ineffective for promoting permeable surfaces in the Glenwood neighbourhood.

After considering the feasibility and potential benefits, the Public Service is of the opinion that PDO-1 Glenwood should not require or incentivize permeable surfaced driveways.

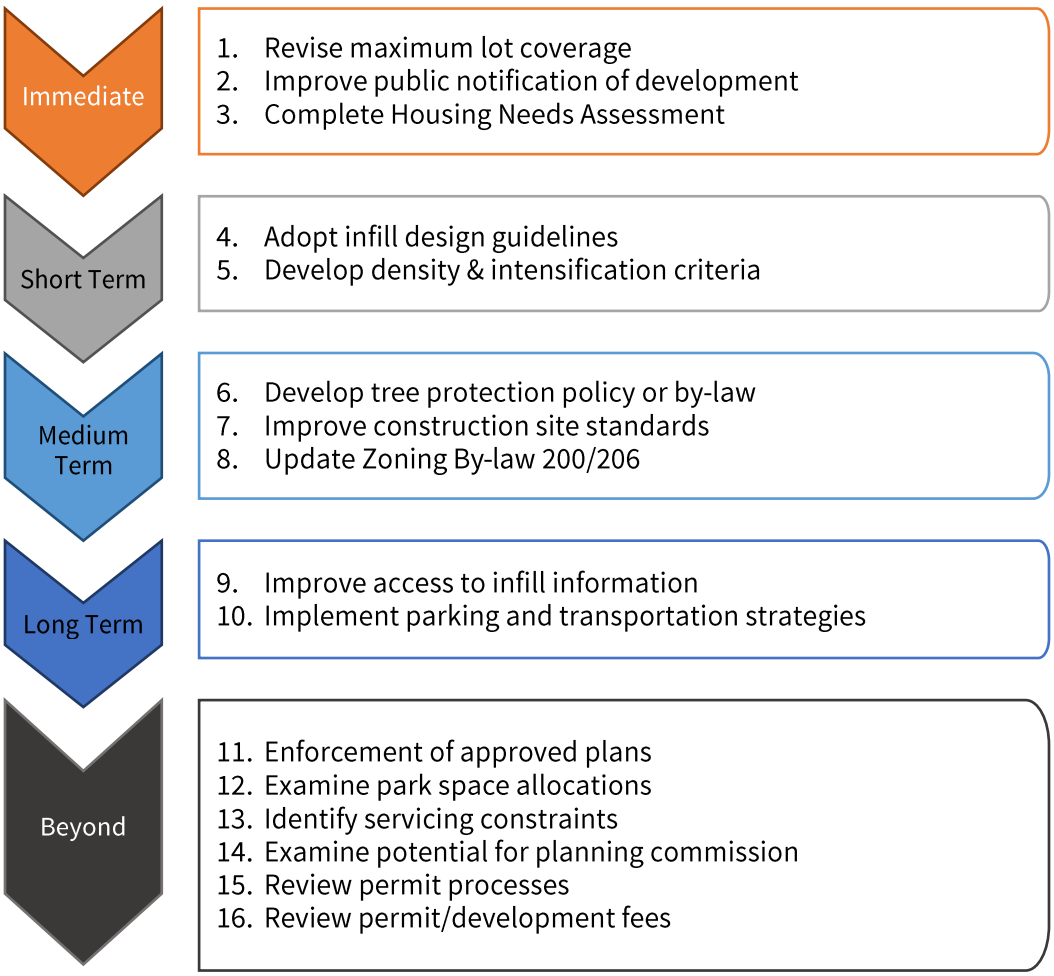
Summary
PDO-1 Glenwood includes sections of the Guidelines which address the four categories of residential infill development-related issues confirmed by Glenwood neighbourhood stakeholders. Once adopted as part of the Zoning By-law, the rules contained in PDO-1 Glenwood will become the 'as-of-right' development rights of the R1 and R2 Residential zoning districts in the Glenwood Neighbourhood. In addition, sections of the Guidelines not included in PDO-1 Glenwood will be used to evaluate infill proposals during the design review process, which would be mandatory for all residential infill development proposals in the Glenwood neighbourhood.

RECOMMENDATION

The Public Service recommends that By-law No.140/2022, which amends the Winnipeg Zoning By-law No. 200/2006 by adding PDO-1 Glenwood, be adopted by Council.

This Planning Discussion Prepared by:
James Platt, RPP
Planning Property and Development Department
Urban Planning and Design Division

Priority Actions



Appendix 'D' – Glenwood Infill Cross-Reference

The table below identifies sections of the Residential Infill Guidelines included in PDO-1 Glenwood and the issues they aim to address. Sections included in PDO-1 Glenwood are identified in green and sections remaining the Residential Infill Guidelines that will be used for evaluating proposal during the Design Review process are identified in orange.

Legend

X	Included in PDO-1 Glenwood
O	Considered during Design Review

Residential Infill Guidelines		**Issue Addressed**				
Section	**Guideline**	**Privacy**	**Sunlight**	**Character**	**Trees & Landscaping**	**PDO-1 Glenwood Section**
2.1	Preferred Location Criteria					
2.1.1	**SINGLE-FAMILY DETACHED/UP-DOWN DUPLEX**					
2.1.1.1	Two lot subdivision requires lane and min site width (25')			**O**		
2.1.1.1	Two lot subdivision min site width 40'			**O**		
2.1.1.2	No more than 2 resulting lots (unless the same as 25% of lots on block)			**O**		
2.1.1.3	Up-down duplex requires lane; min width 32'; min lot area of 2,880ft^2			**X**		5(1)(a)
2.1.1.4	Subdivision not permitted on gravel or mud lanes			**O**		
2.1.1.4	Lot splits (underlaying lots of record) permitted. Min 25' wide			**O**		
2.1.2	**SIDE-BY-SIDES**					
2.1.2.1	Requires rear lane			**O**		
2.1.2.1	Requires min 40' wide lot			**X**		5(2)(b)
2.1.2.1	Requires min 4,000ft^2			**X**		5(1)(b)
2.1.2.2	Secondary Suites require 50' wide lot			**O**		
2.1.2.2	Secondary Suites require min 5,000ft^2			**O**		
2.2	Secondary Considerations					
2.2	What is the predominant built form (height, setback, lot coverage)?			**O**		
2.2	Is the development out of scale with other nearby properties?			**O**		
2.2	Does the development mitigate massing impacts through design considerations?			**O**		
2.2	Does the development consider impact of shadows on nearby properties?		**O**	**O**		

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	
2.2	Does the development consider viewsheds impact on nearby properties?		O	O		
2.2	Does the development consider sky views impact on nearby properties?		O	O		
2.2	Does the development consider privacy impact on nearby properties?	O		O		
2.2	What design and landscaping solutions mitigate land use conflict between buildings of different scale/intensity?			O	O	
2.2	What uses and amenities are within 400m?					
2.2	Is the subject side separated from transit by long blocks?			O		
2.2	How much larger is the lot than the average in the neighbourhood?			O		
2.2	Does the lot have lane access?			O		
2.2	Is the property a corner lot?			O		
2.2	Does the building type and design consider the shape of the lot?			O		
2.2	What type of street is the lot on (Local, collector, or arterial)?					
2.2	What is the traffic capacity of the road design?					
2.2	How wide is the ROW in relation to building height?			O		
2.2	Does the building design contribute to the pedestrian experience at street level?			O		
2.2	Can the condition of the lane accommodate the proposed development?			O		
2.2	Does the design of the parking area compromise the functionality of the lane?			O		
2.2	Is the lot within 400m of the Primary Transit Network?					
2.2	How many transit routes are within 400m?					
2.2	What types of amenities are along walking routes to Transit?					
2.2	What is the quality of the pedestrian environment between the lot and Transit?					

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	PDO-1 Glenwood Section
2.2	Can local water, wastewater and land drainage accommodate the development?					
3.0	**Single-Family Detached/Up-Down Duplex**					
3.1	Site Design					
3.1.1	**Front Yards**					
3.1.1.1	Min 5' less than the block average		X	X	X	5(3)
3.1.1.1	Never less than 10'		X	X	X	5(3)
3.1.1.1	Max 5' more than adjacent lots		X	X	X	5(4)
3.1.2	**Rear Yards**					
3.1.2.1	Whichever is less: 36% of site depth or 10' less than adjacent lots	X	X	X	X	5(6)
3.1.2.1	Never less than 25'	X	X	X	X	5(6)
3.1.2.2	Up to 60% of site depth may be required for lots greater than 200' deep		O	O	O	
3.1.2.3	Rear yard measured from living space when there is an attached garage			O		
3.1.3	**Side Yards**					
3.1.3.1	Min 4' (for lots 30' wide or more)	X	X	X		5(7)(a) & 5(8)
3.1.3.2	Min 4' on one side & Min 3' on the other side (for lots less than 30' wide)	X	X	X		5(7)(b)
3.1.3.2	Two new SFDs: 3' min will be between new buildings	O	O	O	O	
3.1.3.3	One 4' side yard should be clear of all projections for the first storey.	X	X	X		5(7)(c)
3.1.4	**Lot Coverage**					
3.1.4.1	30% max lot coverage for Principal Dwelling	X	X	X	X	5(10)
3.1.4.2	440 ft^2 max lot coverage for Accessory Structures on lots less than 3,700 ft^2	X	X	X	X	7(1)
3.1.4.3	12% max for Accessory Structures on lots greater than 3,700 ft^2 (to max of 880 ft^2)	X	X	X	X	7(2)
3.1.4.4	Attached garages on lots less than 3,700 ft^2: 30% max for Principal Building + 440 ft^2 max for attached garage	X	X	X	X	5(11)(a)
3.1.4.4	Attached garages on lots greater than 3,700 ft^2: 42% max for Principal Building & attached garage	X	X	X	X	5(11)(b)

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	
3.1.4.5	Living space above an attached garage is counted as 'Principal Building' when on a lane	X	X	X	X	5(12)
3.1.4.6	Unenclosed decks do not count towards lot coverage			X		5(13)
3.1.5	**Driveway Access**					
3.1.5.1	Front access not allowed on lots on a lane			O		
3.1.5.2	No lane: driveway should not impact mature trees in the right-of-way				O	
3.1.5.2	No lane: driveway should minimize conflict with pedestrians and vehicles			O		
3.1.5.2	No Lane: driveway should be shared with neighbour			O	O	
3.1.5.3	Front Driveway flares should be minimized			O		
3.1.5.4	Width should reflect context of the block			O		
3.1.5.4	Width shall not exceed 10' for single-car garage			O	O	
3.1.5.4	Width shall not exceed 20' for two-car garage			O	O	
3.1.6	**Landscaping**					
3.1.6.1	Reflect and enhance landscape quality			O	O	
3.1.6.2	Tree type should consider room for root system to develop				O	
3.1.6.2	Tree type should consider room for crown to develop				O	
3.1.6.3	Lots 35' or less: one medium (or large) tree and four shrubs				X	9(7)
3.1.6.3	Lots wider than 35' & less than 50': one medium (or large) tree, one small tree, and six shrubs				X	9(8)
3.1.6.3	Lots wider than 50': two large trees, on small tree, and six shrubs.				X	9(9)
3.1.6.4	Encourage a variety (diversity) of native species.			O	O	
3.1.6.5	Trees shall be min 6.56' from sidewalk				O	
3.1.6.5	Trees shall be min 3.28' from property line				O	
3.1.6.6	Mature trees on subject lot should be protected				O	

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	**Guideline**	**Privacy**	**Sunlight**	**Character**	**Trees & Landscaping**	
3.1.6.6	Mature trees on neighbouring lots should be protected				**O**	
3.1.6.6	Attention should be paid to mature trees in the front yard				**O**	
3.1.6.6	Arborist report should be provided which describes how the trees will be protected/preserved				**X**	**9(10)**
3.1.6.6	Requirement to provide trees may be satisfied by protecting existing or planting new				**X**	**9(10)**
3.1.6.6	Existing tree satisfies requirement for two new trees when 7.87" caliper (deciduous) or 20' tall (coniferous)				**X**	**9(10)**
3.1.6.6	Existing tree satisfies all requirements when 18" caliper (deciduous) or 33' tall (coniferous)				**X**	**9(10)**
3.1.6.7	Boulevard trees should not be removed				**O**	
3.1.6.8	Tree protection measures should be required as a condition of a development permit				**O**	
3.1.6.9	Required landscaping in place within 12 months of occupancy				**O**	
3.1.6.10	30% of lot area shall be soft landscaping	**X**	**X**	**X**	**X**	**9(6)**
3.1.6.11	Yards visible from roadway shall be sodded				**O**	
3.1.6.11	Areas for garbage facilities, or parking/access are exceptions				**O**	
3.1.6.11	Sodding may be substituted with approved ground cover provided tree growth is not impacted				**O**	
3.1.7	**Separation Distances**					
3.1.7.1	100' lot depth or more: 10' min between Principal Dwelling and detached garage		**X**	**X**	**X**	**7(3)(a)**
3.1.7.1	Less than 100' lot depth: 5' min between Principal Dwelling and detached garage		**X**	**X**	**X**	**7(3)(b)**
3.1.7.2	Decks (SFD) may extend between Principal Dwelling and detached garage			**O**		
3.2	Building Design					
3.2.1	**Building Height**					

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	
3.2.1.1	Lots less than 60' wide: Greater of 28' OR average of abutting lots plus 5' (to a max of 35')		X	X		5(9)(a)
3.2.1.1	Lots more than 60' wide: Max of 35'		X	X		5(9)(b)
3.2.2	**Roof Pitch**					
3.2.2.1	Rooflines should be similar to surrounding properties			O		
3.2.2.2	(Roof) style should reduce negative impact on adjacent properties		O	O		
3.2.2.3	Consider using a variety of rooflines for visual interest.			O		
3.2.3	**Garages**					
3.2.3.1	Front access garage: width proportional to lot width & similar to other properties on the block			O		
3.2.3.1	Front access garage: shall not be more than 50% of the ground floor building façade			O	O	
3.2.3.1	Should be recessed from the front facade			O		
3.2.3.1	Should only protrude beyond the front of the principal building similar to other garages on the block			O		
3.2.3.2	Electrical service required for parking stalls			O		
3.2.4	**Façade Materials/Architectural Features**					
3.2.4.1	High-quality, energy efficient sustainable materials			O		
3.2.4.2	Design shall add to the interest of the block by including significant details or architectural merit			O		
3.2.4.2	Design elements should be consistent with the architectural style of the house.			O		
3.2.4.3	Front façade must have a projection or recession.			O		
3.2.4.3	Projection/recession may be 8' wide & 2' deep & 8' high			O		
3.2.4.3	Projection/recession not required if building has a porch 8' wide and 4' deep			O		
3.2.4.4	Building shall include at least 2 significant architectural features			O		

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	
3.2.4.4	Significant Architectural Features include: Varied roof lines, entry features (covered entry), bay windows, building articulations/recesses, dormers and porches			O		
3.2.4.4	Minor Architectural Features count as ½ a Significant Architectural Feature. Ex: Shutters, window details, awnings			O		
3.2.4.4	Stucco trims and moldings around windows do not count as minor or significant architectural features			O		
3.2.4.5	Façade shall include 2+ materials			X		6(4)
3.2.4.5	Prominent façade material shall cover min 20% of the façade			X		6(5)
3.2.4.6	Min 20% of façade to be window area			O		
3.2.4.6	Corner lots: min 15% of side façade to be window area			O		
3.2.4.7	Design should connect with streetscape. i.e. front porch, window sizing/placement			O		
3.2.4.8	Include elements which reflect the block. i.e. porches, materials, rooflines, chimney details, window placement, and floor height			O		
3.2.4.9	De-emphasize dominance of garages along the street			O		
3.2.4.10	Corner lots: architectural details and features should extend to the side yard			O		
3.2.4.10	Corner lots: Windows should be included on the side flanking the street			O		
3.2.4.11	Identical/mirrored front elevations shall not be located on abutting lots			X		6(6)
3.2.4.11	Each building shall be architecturally distinct through the use of 2+ design elements			X		6(6)
3.2.4.11	Design elements: rooflines, façade materials, entrance features, placement of windows/doors			X		6(6)
3.2.4.12	Innovative and creative designs may replace 3.2.4 criteria			O		

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				
Section	**Guideline**	**Privacy**	**Sunlight**	**Character**	**Trees & Landscaping**	**PDO-1 Glenwood Section**
3.2.4.12	Alternative design proposals shall clearly state how the proposal is better than the required design elements			**O**		
3.2.5	**Main Floor Height**					
3.2.5.1	Main floor entrance should be similar to others on the block	**O**		**O**		
3.2.5.2	Max 4' high	**X**		**X**		**5(14)**
3.2.6	**Entrances**					
3.2.6.1	Primary entrance shall be on front façade	**X**		**X**		**6(1)(a)**
3.2.6.1	Primary entrance shall be visible from the street			**X**		**6(1)(b)**
3.2.6.1	Primary entrance shall have a direct path to the sidewalk	**X**		**X**		**6(1)(c)**
3.2.6.2	Primary entrances should be one storey in height	**X**		**X**		**5(14)**
3.2.6.2	Primary entrances should not use double height columns or arches			**O**		
3.2.6.3	At grade entrances are encouraged (to support barrier free access to mobility challenged people)			**O**		
3.2.6.4	Primary entrances encouraged to include canopies, recessed entries, porches, verandas			**O**		
3.2.6.5	Secondary entrances encouraged to be weather protected (canopies/recessed entry)			**O**		
3.2.6.6	Side yard entrances should be secondary entrances	**O**		**O**		
3.2.6.6	Side yard entrances should be close to grade (to protect privacy of neighbouring lot)	**X**		**X**		**5(15)**
3.2.6.7	Rear yard entrances max 4' high (to protect privacy of neighbouring lot)	**X**		**X**		**5(14)**
3.2.6.8	Corner lot: **secondary suite** entrance should face flanking street	**O**		**O**		
3.2.6.9	UP-DOWN DUPLEX: primary entrance for one unit may be on the building side or rear			**O**		
3.2.7	**Projections into Setbacks**					
3.2.7.1	*Side Yard Projections*					

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	**Guideline**	**Privacy**	**Sunlight**	**Character**	**Trees & Landscaping**	
3.2.7.1	Min 2' from property line to outside wall of all portions of a dwelling (including eaves)			**X**		**8**
3.2.7.1	Lots less than 30' (3' side yard): 1' Cantilevered projection for living space			**X**		**8**
3.2.7.1	The total of all cantilevered projections shall not exceed 1/3 of the length of the house			**X**		**8**
3.2.7.1	Length of any one projection shall not exceed 10'			**X**		**8**
3.2.7.1	Projections are limited to one storey			**X**		**8**
3.2.7.1	Lots less than 30' (4' side yard): 2' projection permitted for upper storey			**X**		**8**
3.2.7.1	Attached garage walls are excluded when calculating building length (when calculating cantilevered projections)			**O**		
3.2.7.2	4' min required on one side to the outside wall of all first storey projections (not including steps)			**X**		**8**
3.2.7.3	Steps (landing) in a side yard required to be less than 2' high	**X**		**X**		**5(15)**
3.2.7.4	*Front Yard Projections*					
3.2.7.4	Projections not permitted within 10' of front property line			**X**	**X**	**8**
3.2.7.5	Max 5' for porches (provided that no part of the porch is within 10' of the front property line)			**X**	**X**	**8**
3.2.7.6	First storey front porches may extend width of building.			**X**		**8**
3.2.7.7	Projections may extend higher than the first storey (except for unenclosed porches)			**X**		**8**
3.2.7.8	*Rear Yard Projections*					
3.2.7.8	Projections may extend higher than the first storey			**O**		
3.2.8	**Privacy**					
3.2.8.1	Design of buildings, entrances, decks and balconies should respect privacy of abutting lots	**O**		**O**		

Appendix 'D' – Glenwood Infill Cross-Reference

Residential Infill Guidelines		Issue Addressed				PDO-1 Glenwood Section
Section	Guideline	Privacy	Sunlight	Character	Trees & Landscaping	
3.2.8.1	Fencing, screening, landscaping, and strategic window placement may be used to mitigate privacy issues	O				
3.2.8.2	Opaque fencing should be placed on side property lines where new development abuts existing buildings	O				
3.2.8.3	Windows should be placed to avoid privacy issues	O				
3.2.8.3	Design includes offsetting windows to the existing lot, frosting, raised windows (clerestory window)	O				
3.2.8.4	Balconies should be designed to avoid privacy issues	O				
3.2.8.4	Design includes screening (to obscure sightlines) from amenity areas of abutting lots	O				
3.2.9	**Utilities, Servicing and Mechanical**					
3.2.9.1	Air conditioning units should be placed at the building rear			O		
3.2.9.1	Corner lots – Air conditioning units should be placed on the flanking side yard			O		
3.2.9.1	Max 3' projection for Air conditioning. 2' must be maintained from the side property line			O		
3.2.9.1	When 2 new infill buildings are adjacent, air conditioning unit should be located in the rear yard or in the space between the 2 new buildings			O		
3.2.9.2	Mechanical units should not be visible from the street. Landscaping/screening permitted			O		
3.2.9.3	Sump pump discharge should not be located on the side of a building			O		