Minute No. 514
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

Item No. 8 Residential Infill Strategy: Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, as amended by the Executive Policy Committee, and adopted the following:

1. That the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities, attached as Appendix A, be adopted, with the following amendments:

   A. Delete Clause 2.1.1.4

   B. Delete Clause 2.1.1.5 in its entirety and replace with the following new clause:

      "New subdivisions shall not be approved on streets that have a gravel or mud rear lane, where the property is zoned R1. Parcels with underlying lots of record that reflect the intent of clause 1 and 2 above and meet the minimum lot width of 25 feet on gravel lanes, will be allowed to develop."

   C. In Clause 4.1.4.4 replace "3,500 square feet" with "3,700 square feet"

   D. Delete Clause 7.1.5.10.c. and renumber the recommendations accordingly

   E. Delete Clause 8.1.5.11.c. and renumber the recommendations accordingly

   F. In Clause 2.1.3 add "Where all of the following criteria are met:" after "Scenario 1", "Scenario 2" and "Scenario 3".

   G. In Clause 2.1.3 add new sub clause "b. on sites with a minimum site width of at least 35 feet (10.66 metres) and a minimum lot area of 3,500 square feet (325.16 square metres)" after "Scenario 3" and renumber the recommendations accordingly.

   H. In Clause 2.1.4 add "Where all of the following criteria are met:" after "Scenario 1", "Scenario 2" and "Scenario 3".

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

COUNCIL DECISION (continued):

I. In Clause 2.1.4 add new sub clause "b. on sites with a minimum site width of at least 50 feet (15.24 metres) and a minimum lot area of 5,000 square feet (464.52 square metres)" after "Scenario 3" and renumber the recommendations accordingly.

J. In Clause 2.1.5.1 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

K. In Clause 2.1.5.2 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

L. In Clause 2.1.6.1 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

M. In Clause 2.1.6.2 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

N. In Clause 8.2.3.23.c replace "erraces" with "terraces".

O. That a portion of the Booth community, as outlined in Appendix E, be changed from a Mature Community to a Recent Community in the Guidelines.

P. That a portion of Norberry and St. George neigbourhoods, as outlined in Appendix F, be changed from a Mature Community to a Recent Community in the Guidelines.

2. That the Public Service be directed to prepare for Council consideration an amendment to the Winnipeg Zoning By-law No. 200/2006 as a means of implementing the intent of the Guidelines, and to allow Two-Family Uses (i.e. duplexes and side-by-sides) within the R1 Zoning District as a Conditional Use.

3. That the Public Service be directed to complete a Secondary plan for the Glenwood Neighborhood, the area 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.

4. That the Proper Officers of the City of Winnipeg be directed to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, as amended by the Executive Policy Committee, be adopted.

Councillor Allard called for the yeas and nays, which were as follows:

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Eadie, Gillingham, Gilroy, Lukes, Mayes, Santos and Sharma 11

Nay: Councillors Klein, Nason and Rollins 3

Absent: Councillors Orlikow and Schreyer 2

and the motion for the adoption of the item was declared carried.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, with the following amendments:

- Delete Recommendation 1.B. in its entirety and replace it with the following:

  "1.B. Delete Clause 2.1.1.5 in its entirety and replace with the following new clause:

  "New subdivisions shall not be approved on streets that have a gravel or mud rear lane, where the property is zoned R1. Parcels with underlying lots of record that reflect the intent of clause 1 and 2 above and meet the minimum lot width of 25 feet on gravel lanes, will be allowed to develop."

- Add the following new recommendations after 1.E.:

  F. In Clause 2.1.3 add "Where all of the following criteria are met:" after "Scenario 1", "Scenario 2" and "Scenario 3".

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

G. In Clause 2.1.3 add new sub clause "b. on sites with a minimum site width of at least 35 feet (10.66 metres) and a minimum lot area of 3,500 square feet (325.16 square metres)" after "Scenario 3" and renumber the recommendations accordingly

H. In Clause 2.1.4 add "Where all of the following criteria are met:" after "Scenario 1", "Scenario 2" and "Scenario 3".

I. In Clause 2.1.4 add new sub clause "b. on sites with a minimum site width of at least 50 feet (15.24 metres) and a minimum lot area of 5,000 square feet (464.52 square metres)" after "Scenario 3" and renumber the recommendations accordingly

J. In Clause 2.1.5.1 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

K. In Clause 2.1.5.2 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

L. In Clause 2.1.6.1 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

M. In Clause 2.1.6.2 add "Where all of the following criteria are met:" after "Scenario 1" and "Scenario 2".

N. In Clause 8.2.3.23.c replace "erraces" with "terraces".

- At the end of Recommendation 2 add the words "and to allow Two-Family Uses (i.e. duplexes and side-by-sides) within the R1 Zoning District as a Conditional Use.".

- Add the following new Recommendations after 1.N:

"O. That a portion of the Booth community, as outlined in Appendix E, be changed from a Mature Community to a Recent Community in the Guidelines.

P. That a portion of Norberry and St. George neigbourhoods, as outlined in Appendix F, be changed from a Mature Community to a Recent Community in the Guidelines."

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

- Add the following new Recommendation 3 and renumber the remaining recommendation accordingly:

  "3. That the Public Service be directed to complete a Secondary plan for the Glenwood Neighborhood, the area 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."

and submitted the matter to Council.

Dylon Martin submitted a communication dated June 15, 2021, in support of the matter.

STANDING COMMITTEE RECOMMENDATION:

On June 8, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 1, delete the period after "be adopted" and replace with the following:

  "with the following amendments:

  A. Delete Clause 2.1.1.4

  B. Delete Clause 2.1.1.5 in its entirety and replace with the following new clause:

     "2.1.1.5 New subdivisions should not be approved on streets that have unimproved rear lanes."

  C. In Clause 4.1.4.4 replace "3,500 square feet" with "3,700 square feet"

  D. Delete Clause 7.1.5.10.c. and renumber the recommendations accordingly

  E. Delete Clause 8.1.5.11.c. and renumber the recommendations accordingly"

and submitted the matter to the Executive Policy Committee and Council.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

The following persons submitted communications:

- Addison Herosian, RE/MAX Executives Realty, submitted a communication dated June 7, 2021, in opposition to the matter.
- Aldrine Eisma submitted a communication dated June 7, 2021, in opposition to the matter.
- Alvin Remetilla, submitted a communication dated June 7, 2021, in opposition to the matter.
- Anthony Bertrand, Royal Lepage Prime Real Estate, submitted a communication dated June 7, 2021, in opposition to the matter.
- Bahman Noruziaan submitted a communication dated May 11, 2021, with respect to the matter.
- Ben Flores submitted a communication dated June 8, 2021, in opposition to the matter.
- Casey Gow submitted a communication dated June 7, 2021, in opposition to the matter.
- Chase Loranger submitted a communication dated June 7, 2021, in opposition to the matter.
- Chibuzor Sam submitted a communication dated June 7, 2021, in opposition to the matter.
- Chris Cecchini submitted a communication dated June 7, 2021, in opposition to the matter.
- Colin Fast, The Winnipeg Chamber of Commerce, submitted a communication titled "City Infill Guidelines Policy – May 2021" with respect to the matter.
- Corey Sumeraj, Co-Owner, Sumerwin Developements Inc., submitted a communication dated June 7, 2021, in opposition to the matter.
- Dakotah Charron, Real Estate Investor & Marketer, Arete Holdings Grp and Arete Leads and WIC, submitted a communication dated June 7, 2021, in opposition to the matter.
- Dilpreet Mathauda submitted a communication dated June 3, 2021, in opposition to the matter.
- Ethan Rempel, Owner, ENR Drywall, submitted a communication dated June 7, 2021, in opposition to the matter.
- Geoffrey Hayes submitted a communication dated June 6, 2021, in opposition to the matter.
- Henrietta Hielema submitted a communication dated June 7, 2021, with respect to the matter.
- Ian Baldwin, Co-Owner, Sumerwin Developments Inc., submitted a communication dated June 7, 2021, in opposition to the matter.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Idelsy Labrada submitted a communication dated June 7, 2021, in opposition to the matter.
- John White submitted a communication dated June 7, 2021, in opposition to the matter.
- Jonathan Allard, Jetstream Real Estate, submitted a communication dated June 7, 2021, in opposition to the matter.
- Justin Pilotte submitted a communication dated June 7, 2021, in opposition to the matter.
- Kim Salcedo submitted a communication dated June 7, 2021, in opposition to the matter.
- Komal Kaler submitted a communication dated June 7, 2021, in opposition to the matter.
- Kyle Kostenuk submitted a communication dated June 7, 2021, in opposition to the matter.
- Lorraine Perejan submitted a communication dated June 7, 2021, in opposition to the matter.
- Mark Bomhoff, Owner, HIGH CAPACITY, submitted a communication dated June 7, 2021, in opposition to the matter.
- Martin Riazuddin, Monopoly Realty and Amani Homes, submitted a communication dated June 7, 2021, in opposition to the matter.
- Mathieu Brémaud submitted a communication dated June 7, 2021, in opposition to the matter.
- Matt Landsborough submitted a communication dated June 7, 2021, in opposition to the matter.
- Mike Perrin submitted a communication dated June 7, 2021, in opposition to the matter.
- Nigel Nolin, Realtor/Partner, 3 Percent Realty Solution, submitted a communication dated June 7, 2021, in opposition to the matter.
- Paolo Uy submitted a communication dated June 7, 2021, in opposition to the matter.
- Paul Douglas submitted a communication dated June 7, 2021, in opposition to the matter.
- Paul Sekhon submitted a communication dated June 7, 2021, in opposition to the matter.
- Peter Grimsley submitted a communication dated June 7, 2021, in opposition to the matter.
- Rebecca Forgan submitted a communication dated June 7, 2021, in opposition to the matter.
- Siddharth Malhotra submitted a communication dated June 7, 2021, in opposition to the matter.
- Stefan-Angel Trajkov submitted a communication dated June 7, 2021, in opposition to the matter.
- Syed Hasan submitted a communication dated June 7, 2021, in opposition to the matter.
- Yin Ka submitted a communication dated June 7, 2021, in opposition to the matter.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Yousef Reda, Consultant, Winnipeg Regional Health Authority, submitted a communication dated June 7, 2021, in opposition to the matter.
- Laurie Brownlee submitted a communication dated June 8, 2021, in opposition to the matter.
- Ian Black submitted a communication dated June 8, 2021, in opposition to the matter.

On April 19, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development laid the matter over for 60 days.

The following persons submitted communications:

- Akindele Opoola submitted a communication dated April 16, 2021, in opposition to the matter.
- Aldrine Eisma submitted a communication dated April 16, 2021, in opposition to the matter.
- Anthony Bertrand, Royal Lepage Prime Real Estate, submitted a communication dated April 16, 2021, in opposition to the matter.
- Chris Thorne submitted a communication dated April 16, 2021, in opposition to the matter.
- Craig Faller, President/Founder, Memorandum Consulting Ltd., submitted a communication dated April 16, 2021, in opposition to the matter.
- Curt Penner submitted a communication dated April 16, 2021, in opposition to the matter.
- Dakotah Charron, Real Estate Investor & Marketer, Arete Holdings Grp, submitted a communication dated April 16, 2021, in opposition to the matter.
- Dejan Mijovic submitted a communication dated April 16, 2021, in opposition to the matter.
- Lisa Mijovic submitted a communication dated April 16, 2021, in opposition to the matter.
- Gbolabo Taiwo submitted a communication dated April 16, 2021, in opposition to the matter.
- Geoffrey Hayes submitted a communication titled “Small Scale and Low Rise Residential Development Guidelines for Mature Communities Amended Draft” dated April 16, 2021, in opposition to the matter.
- Grace Bomhoff submitted a communication dated April 16, 2021, in opposition to the matter.
- Herman Bomhoff submitted a communication dated April 16, 2021, in opposition to the matter.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Helena Giesbrecht submitted a communication dated April 16, 2021, in opposition to the matter.
- Ian Black submitted a communication dated April 16, 2021, in opposition to the matter.
- Ian Walker submitted a communication dated April 16, 2021, in opposition to the matter.
- Inderveer Deol submitted a communication dated April 16, 2021, in opposition to the matter.
- Jackie Janzen submitted a communication dated April 16, 2021, in opposition to the matter.
- Janelle Brown submitted a presentation titled "The Infill Guidelines Process and Where We're At", in opposition to the matter.
- Jeff Hofer, Apple Lane Developments Inc., submitted a communication dated April 16, 2021, in opposition to the matter.
- Jeremiah Lambert submitted a communication dated April 16, 2021, in opposition to the matter.
- Jeremy Brown and Justin Giesbrecht, G&B Homes, submitted a communication dated April 16, 2021, in opposition to the matter.
- Jet Capinpin submitted a communication dated April 16, 2021, in opposition to the matter.
- Jon Giles submitted a communication dated April 16, 2021, in opposition to the matter.
- Jonathan Allard, Jetstream Real Estate, submitted a communication dated April 16, 2021, in opposition to the matter.
- Keith Gordon submitted a communication dated April 16, 2021, in opposition to the matter.
- Kevin Schreyer submitted a communication dated April 16, 2021, with respect to the matter.
- Kim Salcedo submitted a communication dated April 16, 2021, in opposition to the matter.
- Komal Kaler submitted a communication dated April 16, 2021, with respect to the matter.
- Kulbhushan Kaushal submitted a communication dated April 16, 2021, in opposition to the matter.
- Kurtis Sawatzky submitted a presentation titled "We are requesting the committee to reconsider these new revisions", in opposition to the matter.
- Kyle Edwards submitted a communication dated April 16, 2021, in opposition to the matter.
- Kyle Kostenuk submitted a communication dated April 16, 2021, in opposition to the matter.
- Laurie Brownlee submitted a communication dated April 16, 2021, in opposition to the matter.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Leslie Stanier submitted a communication dated April 16, 2021, in opposition to the matter.
- Lorraine Perejan submitted a communication dated April 16, 2021, in opposition to the matter.
- Mark Bomhoff submitted a communication dated April 16, 2021, in opposition to the matter.
- Mathieu Brémaud submitted a communication dated April 16, 2021, in opposition to the matter.
- Matthew Landsborough submitted a communication dated April 16, 2021, in opposition to the matter.
- Merouane Abed submitted a communication dated April 16, 2021, in opposition to the matter.
- Neil Cornish submitted a communication dated April 16, 2021, in opposition to the matter.
- Paolo Uy submitted a communication dated April 16, 2021, in opposition to the matter.
- Paul Douglas submitted a communication dated April 16, 2021, in opposition to the matter.
- Pierre Debreuil, ACR Auto Glass, submitted a communication dated April 16, 2021, in opposition to the matter.
- Reinaldo Ginter, Allied Heating & Cooling Ltd., submitted a communication dated April 16, 2021, in opposition to the matter.
- Rubaljeet Hans submitted a communication dated April 16, 2021, in opposition to the matter.
- Siddharth Malhotra submitted a communication dated April 16, 2021, in opposition to the matter.
- Steve Snyder submitted a communication dated April 16, 2021, with respect to the matter.
- Steven Ulrich, Blue Bella Draft Design, submitted a communication dated April 16, 2021, with respect to the matter.
- Walter S., CEO, Homestead Investments Inc., submitted a communication dated April 16, 2021, in opposition to the matter.
- Wes Clarke Whalen submitted a communication dated April 16, 2021, in opposition to the matter.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Tim Comack submitted a presentation titled "Memo from the City of Winnipeg's Technical Advisory Committee On Infill Guidelines", with respect to the matter.
- Carlo Quinto submitted a communication dated April 18, 2021, in opposition to the matter.
- Jena Peters submitted a communication dated April 17, 2021, in opposition to the matter.
- Nate Negrych submitted a communication dated April 16, 2021, in opposition to the matter.
- Brandy Bobier submitted a communication dated April 16, 2021, in opposition to the matter.
- Ben Flores submitted a communication dated April 16, 2021, in opposition to the matter.
- Tim Atha submitted a communication dated April 19, 2021, in opposition to the matter.
- Councillor Mayes, St. Vital Ward, submitted documentation with respect to the matter.

ADMINISTRATIVE REPORT

Title: Residential Infill Strategy: Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities

Critical Path: Standing Policy Committee on Property and Development, Heritage, and Downtown Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Jopling	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

In December 2016, Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPC PDHDD) directed the Public Service to develop a Residential Infill Strategy. The Public Service created a Residential Infill Strategy comprised of 16 actions, including 10 priority actions (See Appendix D). In February 2019, the SPC PDHDD directed the Public Service to create residential infill guidelines that would also address intensification/location criteria for guiding how to accommodate infill development.

The Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities ("the Guidelines"), included as Appendix A, is intended to be guidelines for the Established Neighbourhoods - Mature Communities area as identified within Complete Communities Directions Strategy 2.0 (Draft).

The Guidelines will help City administrators determine what are appropriate designs for smaller scale residential buildings in their local context, as well as provide direction on where these different types of buildings should be located within our Mature Communities. As such, The Guidelines are a tool for designers, developers, and residents to fully understand the City's expectations when it comes to accommodating new housing within our existing Mature Communities in a contextually suitable way.

These Guidelines apply only to small-scale residential development within Winnipeg's Mature Communities as identified within the Complete Communities Direction Strategy 2.0 (Draft). The intent is that these Guidelines will apply to properties being redeveloped whether the development results in added density or not. However, until such time as the Zoning By-law 200/2006 is updated to reflect the intent of the Guidelines, the Guidelines may only be used by staff in association with a land development application (e.g. Rezoning Application, Variance Application, Conditional Use Application).

For the purposes of this document, the focus is on the following types of small-scale and low-rise residential development:

- Single-family dwellings;
- Two-family dwellings (up-down duplex or side-by-side);
- Row housing (including triplex, fourplex, and stacked row housing); and
- Apartment housing (typically less than four storeys).

It should also be noted, that these Guidelines primarily apply to areas not presently covered by a local area plan or secondary plan, since these areas have already undergone an area-specific planning process to articulate their unique development objectives.

The Guidelines address location criteria and site and building design considerations. Location criteria refer to the parameters and conditions that will help guide what kind of building type is appropriate for different locations within our Mature Communities.

One of the main objectives of the Guidelines is to provide clarity, consistency, and some flexibility in creating building designs that meet the objectives outlined in OurWinnipeg and the Complete Communities Direction Strategy 2.0 (Draft), while ensuring that new development responds to the local context. To achieve this, the Guidelines cover a broad range of development and design issues that include local context, site layout, building design, building mass (size and scale), privacy concerns, landscaping, and parking. The Guidelines will not dictate what type of architectural style a building should take, but rather will help create a standard of development within our mature neighbourhoods that respects the character of the neighbourhood it is in.

The Public Service will use the Guidelines to provide pre-application advice to residents, designers and developers and to assess the design of new small-scale and low-rise residential development in Mature Communities once the applications have been received. Typically, this will involve land development applications for a conditional use, variance, rezoning, or design review.

RECOMMENDATIONS

1. That Council adopts the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities, attached as Appendix A.

2. That the Public Service be directed to prepare for Council consideration an amendment to Winnipeg Zoning By-law No. 200/2006 as a means of implementing the intent of the Guidelines.

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

REASON FOR THE REPORT

On February 4, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPC PDHDD) directed the Public Service to conduct public consultation on the creation of infill design guidelines, including revising maximum lot coverage, and creating density and intensification criteria.

IMPLICATIONS OF THE RECOMMENDATIONS

The Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities (the Guidelines) is intended to guide residential development within our Mature Communities area. It provides a series of location criteria considerations, and design expectations for the Public Service to follow during the review and analysis of development applications.

The Public Service will use the Guidelines to provide pre-application advice to residents, designers and developers. The Public Service will also use the Guidelines to assess the location and design of new small-scale and low-rise residential development in Mature Communities once an application has been received. Typically, this will involve land development applications for a conditional use, variance, rezoning, or design review (plan approval). Existing zoning regulations and approval processes will continue to apply.

Development Application Submittal Requirements and other internal processes will be updated to assist departmental implementation of the new guidelines.

The Guidelines are to be adopted and as a next step, proposed amendment to the City of Winnipeg Zoning By-law No. 200/06 will be prepared for consideration at SPC PDHDD to help implement key elements within the Guidelines as regulations.

HISTORY/DISCUSSION

History

On February 4, 2019, the Public Service presented to the SPC PDHDD the public consultation to date and the recommended 16 actions. The Standing Policy Committee directed the Public Service to work on the following:

1. That the Winnipeg Public Service conduct public consultation on the infill design guidelines, revising maximum lot coverage, and density and intensification criteria, in the spring of 2019 and report back to the Standing Committee by the end of 2019.

2. That the proposed budget of $650,000 for the public consultation be referred to the 2019 Budget Review Process for consideration.

Infill design guidelines, revising maximum lot coverage, and density and intensification criteria are being addressed within the proposed Guidelines document.

On September 4, 2019, SPC PDHDD referred the following recommendation of the Riel Community Committee to the Public Service for inclusion in the Residential Infill Strategy Process:

Conduct a cross jurisdictional analysis to determine how other municipalities ensure that communities benefit directly from infill development in established neighborhoods, including whether a portion of additional tax revenues generated from this development could be reinvested for the purpose of delivering improved, community specific services.

This motion is being presented as a separate report as part of the Residential Infill Strategy process.

On November 18, 2019, the SPC PDHDD received the verbal update report of the Public Service as information. This update was provided as part of the February 4, 2019 motion from the SPC PDHDD which directed the Public Service to conduct public consultation on the infill design guidelines, revising maximum lot coverage, and density and intensification criteria, in the spring of 2019 and report back to the Standing Committee by the end of 2019.

Public Consultation

The Public Service provided a robust consultation program to help inform the direction and content of the Guidelines document. The table below outlines the public engagement activities of the Project Team during the life of the project. For a detailed account of the public consultation program, please refer to Appendix B and C.

Date	Activity	Details
September 17 – October 22, 2020	Online survey	Feedback was collected on the guidelines for housing types and the proposed guidelines. 778 responses (English and French). Participation was self-selected and therefore, is not representative of all Winnipeg residents.
October 4, 7, 8, 14 & 15, 2020	Online webinars (5)	In light of COVID-19 restrictions, online webinar-style events replaced open houses as a method of gathering feedback and answering questions related to the proposed guidelines.
Summer/Fall 2019-2020	Stakeholder discussions	Discussions were held with a variety of stakeholders, including residents, builders, neighbourhood associations, landscape architects, architects and designers.
September 10 – October 10, 2019	Online survey	As the primary data collection tool during this round of engagement, the online survey targeted specific design issues related to design guidelines and intensification criteria. Over 2000 Winnipeggers responded, as outlined in the accompanying postal code map.
September 24, 25, 26 & October 1 & 3, 2019	Open houses (5)	Public open houses were organized in each of the community committee areas to drive feedback through the online survey and allow residents and planners to discuss some of the details being considered.
October 19 & November 2, 2019	Stakeholder workshops (2)	The workshops focused on dialogue and the exchange of ideas regarding building design issues and intensification criteria in a small table discussion group format. Each table included participants from a broad range of backgrounds and perspectives. Stakeholder Workshops included representation from neighbourhood resident associations, community groups, design professionals, and builders/developers.

Discussion

Residential development within our Mature Communities is not a new phenomenon. It is an ongoing process of neighbourhood renewal which every city experiences. Typically, this process is undertaken by the private sector. This includes residents who want to add a secondary suite in their existing home as a mortgage helper, or builders and developers making an investment decision on a particular property.

Changes in a community tend to happen incrementally over time as people make economic choices about where and how to invest. These market forces have helped shape how our communities have developed in the past and how they will continue to develop in the future. While these market forces bring welcome developments, one of our key objectives is to ensure that this development fits the local context. In other words, it is important to revitalize our established neighbourhoods without losing what makes them a great place to live, work, and raise a family.

These Guidelines seek to build on the opportunities infill housing provides, while addressing the questions and concerns raised by residents, builders, developers, designers, and City staff who work with new residential development in Mature Communities. This document reflects a wide variety of community input and addresses the following key considerations:

- 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;
- Façade materials and building design;
- 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.

Some concerns we heard as part of our consultation process included the following:

- New buildings are often built too big for the context of abutting properties and the neighbourhood;
- Incentivize the preservation of existing mature trees and introducing/improving landscaping requirements for new builds;
- Multi-unit development should occur at corners, near transit services, commercial uses, or other multi-family residential buildings;
- Design elements that contribute to new housing being compatible with the established context are: building height, front yard setbacks, building façade materials, lot coverage and main entrance elevation; and
- Greater clarification and predictability on what can be built and where is needed for builders and residents.

By addressing these key considerations, the Guidelines will help ensure that new development within our Mature Communities adds to, rather than detracts from, the character of the neighbourhood and street.

Key recommendations for single-unit and two-unit buildings:

- Building height maximums reduced to reflect more the context of the street;
- Reduced building footprints (i.e. smaller lot area coverage);
- Introduction of landscaping requirements;
- Introduction of building design criteria; and
- Changes to building setbacks (e.g. front yard, side yards and rear yards) to reflect more the context of the street

Key recommendation for three-unit and four-unit buildings:

- Building height maximums reduced to reflect more the context of the street;
- Reduced building footprints (i.e. smaller lot area coverage);
- Changes to landscaping requirements;
- Introduction of building design criteria; and
- Changes to building setbacks (e.g. front yard, side yards and rear yards) to reflect more the context of the street.

Key recommendations for low-rise apartment buildings and townhomes:

- Recommended maximum lot area coverage;
- Changes to landscaping requirements;
- Introduction of building design criteria;
- Changes to required yard setbacks; and
- Criteria respond to locational context. For example:
    - Different building height limits will apply based on the type of street the building is to be located; and
    - Building setback requirements change based on type of street and how tall the building is proposed to be.

In terms of Location Criteria, there are two types of location criteria: Preferred Location Criteria and Secondary Considerations. The goal of the Preferred Location Criteria is to outline the scenario where certain types of buildings should be supported. These criteria generally address requirements for minimum lot sizes, location on the block, and proximity to transit and other uses. Secondary Considerations are less specific and may be broadly considered to determine whether a project is appropriate for a specific location. The Public Service will primarily use the Secondary Considerations as a guide to review land development applications when a proposed project does not meet the Preferred Location Criteria. Secondary Considerations include:

- Existing zoning of the property and adjacent properties;
- Characteristics of the immediately surrounding built form, including building mass, height, lot coverage, setbacks, and layout;
- Surrounding uses and their characteristics, including residential density and the intensity of commercial and other non-residential uses;
- Characteristics of the lot;

- Proximity to other policy areas;
- The supporting street network;
- The supporting transit, pedestrian, and active transportation network; and
- Municipal servicing capacity.

These criteria do not represent an exhaustive list of considerations but will form the basis of how the Public Service assesses residential land development applications. The intent is to provide developers and residents with the information they need to make the strongest applications possible, while also providing flexibility to consider a variety of local contexts. Every land development application will be reviewed on a case-by-case basis. Each one will be assessed on the scale and type of development proposed in relation to the context of the neighbourhood around it and how closely it aligns with the intent of these Guidelines as a whole (i.e. Location Criteria and Site and Building Design Criteria for relevant building type).

Tree Protection and Preservation By-law (Infill Strategy Action # 6)

The Executive Policy Committee directed the Winnipeg Public Service to conduct a cross jurisdictional scan and consult with industry and community stakeholders on the creation of a Tree Protection and Preservation By-law and integrate this into the Comprehensive Urban Forest Management Strategy and report back to the Standing Policy Committee on Protection, Community Services and Parks in 2020. Although the present strategy has been delayed to the summer of 2021, the outcome of this Strategy may directly strengthen the proposed Residential Development Guidelines at some point in the future.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 23, 2021

Project Name:

Residential Infill Strategy: Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities

COMMENTS:

There are no direct financial implications associated with the recommendations in this report.

Mike McGinn Mar. 23, 2021

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

The Guidelines document was prepared in consultation with:

Public Works Department
Water and Waste Department
Winnipeg Transit

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, the City's development plan, and the draft Complete Communities 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 this document, 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.

OurWinnipeg alignment

The Guidelines aligns with OurWinnipeg's City Building Objective #3:

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

The Guidelines also align with OurWinnipeg 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 (DRAFT) 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 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 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 residential infill guidelines is identified as a medium/high priority within CCDS 2.0. The proposed Guidelines also support 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.

Mature Communities
1.12 (A) Develop a Residential Infill Strategy 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, 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 Residential Infill Strategy 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 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 development in areas close to transit infrastructure and other amenities can reduce long term municipal infrastructure costs, and positively contribute to the number of people effectively served by transit. (WCAP, page 25).

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 proposed 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 (to be completed by 2022) 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 will also support the WCAP's 2031 goal of having: "50% of all new residential construction takes place in strategic infill locations." (WCAP, page 22).

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Richard Mahé
Date: March 24, 2021
File No:

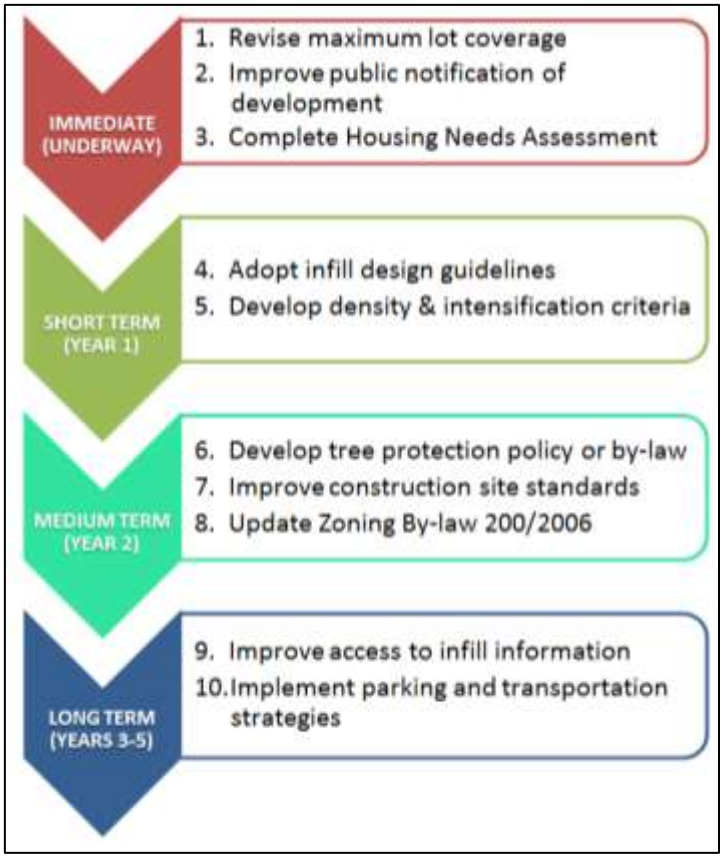
Attachments:

Appendix A – Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities

Appendix B – Round 1 Public Engagement Summary Report

Appendix C – Round 2 Public Engagement Summary Report

APPENDIX D – Status update on the ten priority actions from the Residential Infill Strategy Implementation Action Plan



ACTION #1: Revise maximum lot coverage

Addressed through the Small-Scale Residential Development Guidelines for Mature Communities (See attached Appendix B) and Action #8.

ACTION #2: Improve public notification of development

a) Reorganized web pages -

The City's overall all web design was revamped in October 2020. The addition of information related to land development would occur with Action #9.

b) Searchable map of active applications -

Expected to available for variance and conditional use application in spring 2021 and for rezonings and other application types in 2023.

c) Searchable index of applications -

Expected to be available for variance and conditional use application in spring 2021 and for rezonings and other application types in 2023.

d) Plain Language descriptions -

Coming into effect in spring 2021.

e) On site signage -

October 29, 2020, Council adopted amendments to the Development Procedures By-law that will enable updates to on-site signage. It will have a new look and feel with more information starting in spring 2021.

f) Postcard notification – Planned for 2022

g) Email notification -

Expected to be available for variance and conditional use application in spring 2021 and for rezonings and other application types in 2023.

h) Social media – Planned for 2022

ACTION #3: Complete Housing Needs Assessment

Received at Standing Policy Committee on Property and Development, Heritage, and Downtown Development on October 16, 2020. Affordable housing program recommendations were presented to SPC November 16, 2020.

ACTION #4: Adopt infill design guidelines

Addressed through the Small-Scale Residential Development Guidelines for Mature Communities (See attached Appendix B) and Action #8.

ACTION #5: Develop density & intensification criteria

Addressed through the Small-Scale Residential Development Guidelines for Mature Communities (See attached Appendix B) and Action #8.

ACTION #6: Develop tree protection policy or by-law

An Urban Forest Strategy is currently being drafted through public engagement (https://engage.winnipeg.ca/urbanforest?tool=guest_book#tool_tab).
Draft recommendations to be presented for public review in spring 2021.

ACTION #7: Improve construction site standards

In January 2020, the Planning, Property and Development Department created an Infill Officer / Compliance Inspector position. This position responds to complaints coming through 311 dealing with infill development.

On October 16, 2020, the Standing Policy Committee on Property and Development, Heritage and Downtown Development directed the Winnipeg Public Service to report back to its January 2021 meeting on the following:

1. A cross-jurisdictional analyses of best practices from other Canadian cities regarding construction site practices and enforcement mechanisms;
2. A broad set of options for improving our construction site practices, including construction staging and enforcement mechanisms, considering, but not be limited to:

A. Identifying areas within our construction site practices that should be enhanced.
B. Consideration of whether the City should require builders to be licensed or Cor Certified.
C. Enforcement mechanisms for ensuring construction site practices are respected (including fines and deposits).
D. Different considerations for different areas of the City recognizing the unique circumstances of infill development.

ACTION #8: Update Zoning By-law 200/2006

It is recommended that this work proceed immediately upon adoption of the Small-Scale Residential Development Guidelines for Mature Communities.

ACTION #9: **Improve access to general infill information**

No action

ACTION #10: Implement parking and transportation strategies

No action

ACTION #11: Ensure approved plans are followed

On October 16, 2020, the Standing Policy Committee on Property and Development, Heritage and Downtown Development received the report of the Winnipeg Public Service regarding the pilot Plan Approval Compliance Program. The next report on the program is expected to be before Standing Policy Committee on March 15, 2021.

ACTION #12: Examine park space allocation and enhancements

No action

ACTION #13: Identify servicing capacity/constraints for infill

No action – applications continue to be reviewed on a case-by-case basis.

ACTION #14: Examine the potential of a planning commission

On March 20, 2020, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

1. That the report of the Winnipeg Public Service be referred to all five Community Committees for discussion and recommendations, and report back to the Standing Policy Committee…

That report back is expected in December 2020 or January 2021.

ACTION #15: Review permits process and permit office services

No action

ACTION #16: Review permit fees and development fees

No action