Agenda – Executive Policy Committee – September 21, 2023

Report – Standing Policy Committee on Property and Development – September 18, 2023

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 4 Supportive Housing Initiatives

STANDING COMMITTEE RECOMMENDATION:

On September 18, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the report be received as information.

Agenda – Executive Policy Committee – September 21, 2023

Report – Standing Policy Committee on Property and Development – September 18, 2023

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On September 18, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On July 13, 2023, Council granted a further extension of time of 30 days for the Winnipeg Public Service to report back on the matter.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 5, 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 June 27, 2023, the Standing Policy Committee on Property and Development passed the following motion:

WHEREAS the Public Service has yet to report back on the operationalization of a suite of supportive housing supports, as outlined in the recommendation of the Standing Policy Committee on Property and Development, which Council supported on April 27, 2023;

AND WHEREAS the need for aggressive housing unit development remains vitally important for the well-being of Winnipeg residents;

AND WHEREAS there are investors who are waiting for signals from the City of Winnipeg on what type of housing development supports would be available through the Federal Housing Accelerator Fund;

Report – Standing Policy Committee on Property and Development – September 18, 2023

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

AND WHEREAS a report from the Public Service on the City's Housing Accelerator Fund is coming forward very soon;

THEREFORE BE IT RESOLVED:

1. That a further extension of time of 30 days be granted for the Winnipeg Public Service to report back on the specifics of the supportive housing motion from April 27th, 2023, namely:

    A. Ensure Federal rapid housing funds flow through to 2026 and work selectively with partners and to identify sites in order to quickly access funds yearly 2023-2026.

    B. Secure from Council pre-approval for six modular housing sites on city-owned or purchased land, sufficient to provide 270 units of safe housing and complete new supportive housing for the homeless within 8-12 months of site approval.

    C. Waive all municipal property taxes, permit and development-related fees on these projects for the duration of the Federal funding agreement.

    D. Collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

    E. Explore office-to-residential conversions to keep downtown buildings vibrant amid the 'work-from-home' trend; and propose appropriate changes for inclusion in the City of Winnipeg's Zoning By-law Review which support key commercial corridors and transit-oriented destinations, including but not limited to residential construction as-of-right, and the reduction or elimination of parking minimums.

2. That the report specifically address how the forthcoming Housing Accelerator Fund programming could operationalize the specific asks included in the motion, specifically but not limited to, fee and tax reductions, modular housing sites or office-to-residential conversions.

Report – Standing Policy Committee on Property and Development – September 18, 2023

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

3. That the report further address how the City intends to draw down on additional housing support programming already available from the Federal Government through the National Housing Strategy programs, on top of the Housing Accelerator Fund or Rapid Housing Initiative.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the forgoing.

COUNCIL DECISION:

On April 27, 2023, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and granted an extension of time of 90 days for the Winnipeg Public Service to report back on the matter.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 18, 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 April 6, 2023, the Standing Policy Committee on Property and Development submitted the following to the Executive Policy Committee and Council:

1. That an extension of time 90 days be granted for the Winnipeg Public Service to report back on the matter.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Property and Development – September 18, 2023

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On December 15, 2022, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the City of Winnipeg take steps to:

    A. Ensure Federal rapid housing funds flow through to 2026 and work selectively with partners and to identify sites in order to quickly access funds yearly 2023-2026.

    B. Secure from Council pre-approval for six modular housing sites on city-owned or purchased land, sufficient to provide 270 units of safe housing and complete new supportive housing for the homeless within 8-12 months of site approval.

    C. Waive all municipal property taxes, permit and development-related fees on these projects for the duration of the Federal funding agreement.

    D. Collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

    E. Explore office-to-residential conversions to keep downtown buildings vibrant amid the ‘work-from-home’ trend; and propose appropriate changes for inclusion in the City of Winnipeg’s Zoning By-law Review which support key commercial corridors and transit-oriented destinations, including but not limited to residential construction as-of-right, and the reduction or elimination of parking minimums.

    F. Report back in 120 days on the operationalization of the resolutions.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing

ADMINISTRATIVE REPORT

Title: Supportive Housing Initiatives

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Geer	M. Jack	N/A	M. Jack

EXECUTIVE SUMMARY

This report is in response to the Supportive Housing Initiatives motion passed by Council on July 13, 2023. At the same meeting, Council approved the City of Winnipeg's application to the Housing Accelerator Fund (HAF), a program administered by Canada Mortgage and Housing Corporation (CMHC).

This report describes how the programs/action plans included in the HAF application will address Council's mandate on Supporting Housing Initiatives. It will also describe how he HAF can achieve the goal of developing 270 units of supportive housing. It will support studies for the development of additional funding programs such as office-to-residential conversions. The current Downtown Plan (CentrePlan 2050) process and Zoning By-Law review will offer an opportunity to explore regulatory changes to enable residential construction as-of-right in the downtown and other communities. HAF programming will provide new resources to bolster the City's capital incentives and to acquire, assemble and prepare land for development. These added benefits and capacity will also leverage access to other funding streams, including National Housing Strategy programs.

The Public Service will report back to Council on HAF program implementation in December 2023.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On December 15, 2022, Council directed that the City of Winnipeg take steps to:

A. Ensure Federal rapid housing funds flow through to 2026 and work selectively with partners and to identify sites in order to quickly access funds yearly 2023-2026.

B. Secure from Council pre-approval for six modular housing sites on city-owned or purchased land, sufficient to provide 270 units of safe housing and complete new supportive housing for the homeless within 8-12 months of site approval.

C. Waive all municipal property taxes, permit and development-related fees on these projects for the duration of the Federal funding agreement.

D. Collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

E. Explore office-to-residential conversions to keep downtown buildings vibrant amid the 'work-from-home' trend; and propose appropriate changes for inclusion in the City of Winnipeg's Zoning By-law Review which support key commercial corridors and transit-oriented destinations, including but not limited to residential construction as-of-right, and the reduction or elimination of parking minimums.

F. Report back in 120 days on the operationalization of the resolutions.

On July 13, 2023, Council further recommended that:

2. That the report specifically address how the forthcoming Housing Accelerator Fund programming could operationalize the specific asks included in the motion, specifically but not limited to, fee and tax reductions, modular housing sites or office-to-residential conversions.

3. That the report further address how the City intends to draw down on additional housing support programming already available from the Federal Government through the National Housing Strategy programs, on top of the Housing Accelerator Fund or Rapid Housing Initiative.

IMPLICATIONS OF THE RECOMMENDATIONS

The report is intended to be received as information. Recommendations in the report will be operationalized through the Housing Accelerator Fund's initiatives, if approved by CMHC.

HISTORY/DISCUSSION

A. Ensure Federal rapid housing funds flow through to 2026 and work selectively with partners and to identify sites in order to quickly access funds yearly 2023-2026.

The City of Winnipeg was selected to administer funding under all three rounds of the federal government's Rapid Housing Initiative (RHI). While no future rounds of RHI have yet been announced, Council approved an application to the Housing Accelerator Fund (HAF) program. In addition, the Public Service continues to seek funding sources and has developed collaborative relationships with the Province, housing providers and Canada Mortgage and Housing Corporation (CMHC).

B. Secure from Council pre-approval for six modular housing sites on City-owned or purchased land, sufficient to provide 270 units of safe housing and complete new supportive housing within 8-12 months of site approval.

The City of Winnipeg will identify sites that are suitable for development, and acquire and prepare additional sites to meet the goal of 270 units on six City-owned sites. This strategy could be operationalized by the Land Enhancement Office, a proposed HAF initiative dedicated to readying land for development.

Details on the Land Enhancement Office will be reported back to Council as part of a HAF Implementation workplan.

Modular construction will be explored for all six locations, as well as other forms of construction, if modular construction is cost-prohibitive or cannot be accommodated on certain parcels. The redevelopment of vacant multi-family buildings will also be explored and there may be an opportunity to have pre-approved building designs available for expedited construction. The ability to complete construction within 8 to 12 months will depend on market conditions/available resources.

C. Waive all municipal property taxes, permit and development-related fees on these projects for the duration of the Federal funding agreement.

The City's Affordable Housing Now program includes grants to help cover permit fees or construction (a maximum of $2 million from the Federal Safe Restart Agreement) and Tax Increment Financing (TIF for 80 percent the incremental value of municipal taxes; up to $50 million).

The Public Service proposes to build on the success of Affordable Housing Now and develop a new Housing Incentives program under the Housing Accelerator Fund. Resources available through HAF will allow the City of Winnipeg to increase incentives for priorities such as supportive housing, including funding to support municipal taxes and permit fees. The incentive program will be designed to be more encompassing than the current Affordable Housing Now Program, including to leverage additional funding from other levels of government or other funding sources.

D. Collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

The Province has recently released A Place for Everyone, A Collaborative Homelessness Strategy for Manitoba which provides commitment to operations and wrap around supports. The Public Service are in discussions with provincial colleagues as to how the two levels of government can collaborate with other governments and/or housing providers.

The City has also forged a strong relationship with the Province throughout the RHI programs. RHI only supplied capital funding and collaboration with the Province was critical to ensure that operations and wrap around supports were available to the successful proponents.

E. Explore office-to-residential conversions to keep downtown buildings vibrant amid the 'work-from-home' trend; and propose appropriate changes for inclusion in the City of Winnipeg's Zoning By-law Review which support key commercial corridors and transit-oriented destinations, including but not limited to residential construction as-of-right, and the reduction or elimination of parking minimums.

The Downtown area is regulated by the Downtown Winnipeg Zoning By-Law 100/2004. There are very few regulatory barriers to development in the Downtown. Consequently, the regulations within the Downtown Winnipeg Zoning By-Law 100/2004 will not present significant challenges for office-to-residential conversions as all sectors (except for riverbank land) allow for a variety of residential uses, and there are no parking minimums. Challenges are more likely to exist in the financial feasibility of redevelopment, building code considerations, and potentially servicing upgrades to support additional residential densities.

To achieve office-to-residential conversion, the Public Service will need to consider the market demand for this form of redevelopment, and explore the potential impact of financial incentives. This work will be informed by *CentrePlan 2050*, the Downtown Plan currently underway. The City's Housing Accelerator Fund application proposed undertaking a study to determine feasibility of such an approach and what local incentives need to be considered. This work will build on the Housing Incentives Program (described in Section C above).

2. That the report specifically address how the forthcoming Housing Accelerator Fund programming could operationalize the specific asks included in the motion, specifically but not limited, to fee and tax reductions, modular housing sites or office-to-residential conversions.

As described above, the Housing Accelerator Fund is an opportunity to operationalize specific asks in the motion. HAF can also help move forward other important housing activities that have been recently recommended by Council, including the 2020 recommendation to fast-track affordable housing proposals. Two HAF initiatives will seek to accomplish this: a City Concierge service will guide affordable housing developers through City procedures; digitized approvals and increased permitting staff will improve processing times.

Under Condition 6 of the Housing Accelerator Fund's report to Council, the Public Service will be required to report back directly on programs developed through HAF.

3. That the report further address how the City intends to draw down on additional housing support programming already available from the Federal Government through the National Housing Strategy programs, on top of the Housing Accelerator Fund or Rapid Housing Initiative.

As the City of Winnipeg has increased its capacity to support affordable housing, the Public Service has developed excellent working relationships with CMHC. The City's housing programs will continue to be designed to leverage funding available through the National Housing Strategy, CMHC's other financing opportunities, as well as other key partners including the Federation of Canadian Municipalities and the Province of Manitoba.

Another important resource will be the federal commitment of $287.1 million to fund Indigenous housing in northern, urban and rural communities. Details are yet to be released, but Winnipeg is well positioned to leverage this stream due to the growing impact of Indigenous-led housing

development. The City of Winnipeg could support this capacity with dedicated supports and benefits available to Indigenous housing through its HAF initiatives.

Under Condition 6 of the HAF's report to Council, the Public Service will report on how new housing programs serve to leverage other funding streams.

FINANCIAL IMPACT

Financial Impact Statement

Date: July 31, 2023

Project Name:

Supportive Housing Initiatives

COMMENTS:

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

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- N/A

OURWINNIPEG POLICY ALIGNMENT

This report is in alignment with *OurWinnipeg 2045* policies:

Goal: Good Health and Well-Being
4.4 Affordable and Supportive Housing Options
Enable collaborative partnerships that provide a continuum of existing or new affordable housing, making use of municipal supports such as fiscal, regulatory and measurement tools to ensure those most in need have increased access throughout the resident and building life-cycle.

Goal: Social Equity
5.2 Affordable and Supportive Housing Options
Conserve and increase development of a continuum of affordable and supportive housing throughout the city as a fundamental human right.

Goal: City Building
6.39 Affordable and Supportive Housing Options
Facilitate affordable and supportive housing in all neighbourhoods, through a continuum of private and non-profit housing development that includes a mix of sizes, forms and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and, sustainable transportation options.

This report is also in alignment with *Complete Communities 2.0*. In section G.5 Housing, a number of goals are outlined including:

2.0 Collaborate with other levels of government and other partners to renew and regenerate Winnipeg's housing stock.
3.0 Establish partnerships with the private, not-for-profit and government sectors to provide affordable housing throughout the city, with a particular focus on locations near a variety of transportation options.
4.0 Support the integration of supportive housing within residential neighbourhoods, with a particular focus on locations near a variety of transportation options.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with the Winnipeg Climate Action Plan:

Strategic Opportunity #4 – Facilitate Compact, Complete Development and Increase Density
Key Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service (p. 43)

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The report is in accordance with the Poverty Reduction Strategy (PRS) which identifies affordable Housing as a Life Pole (p.38).

In particular it aligns with:

Goal 2: The City Actively Plans for and Partners in Affordable Housing and its 10-year Objectives including:

A. The City's capacity and commitment to advancing affordable housing initiatives are increased.
B. The urgent housing needs of shelterless residents are addressed through proactive, multi-sectoral partnerships.
C. Municipal tools, resources and partnerships are developed and used to encourage and facilitate affordable housing development.

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Division: N/A
Prepared by: M. Geer
Date: July 27, 2023
File No: N/A