Agenda – Council – November 21, 2024

PUBLIC HEARINGS

Item No. 2 Secondary Plan Amendment – Amendment to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 File SPA 6/2024 [c/r DAZ 219/2024 and SPA 7/2024]

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Council give first reading to By-law No. 130/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

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

Agenda – Council – November 21, 2024

File: SPA 6/2024

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

Subject:

AMENDMENT TO COMPLETE COMMUNITIES DIRECTION STRATEGY BY-LAW NO. 119/2020 - SPA 6/2024



APPLICANT : City of Winnipeg
FILE : SPA 6/2024
PROPOSAL : Proposed amendments to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 to allow for as-of-right residential development on select mall sites and commercial corridors, per Council direction.

A public hearing (pursuant to Section 234(3) of the City of Winnipeg Charter and in accordance with the Development Procedures By-law No. 104/2020) will be held before Council on November 19th, 2024 at 9:30 a.m..**For information, phone E. Allan, Planner at 204-986-0533**

DEMANDEUR : Ville de Winnipeg
NUMÉRO DE DOSSIER : MPS 6/2024
PROJET : Proposition de modifications au Complete Communities Direction Strategy 2.0 By-law No. 119/2020 (règlement municipal sur la Stratégie d'orientation des collectivités complètes 2.0) visant à permettre des aménagements résidentiels de plein droit sur certains terrains de centres commerciaux et couloirs commerciaux, selon les directives du conseil municipal.

Une audience publique (en vertu du paragraphe 234(3) de la Charte de la ville de Winnipeg et conformément au Development Procedures By-law No. 104/2020 (règlement municipal sur les procédures liées à l'aménagement)) aura lieu devant le conseil municipal le 19 novembre 2024 à 9 h 30. **Pour obtenir des renseignements, appelez E. Allan, urbaniste, au 204-986-0533.**

Premises Affected: Lands bound by the Complete Communities Direction Strategy 2.0

Exhibits Filed:

1. Application dated October 21, 2024
2. Notification of Public Hearing
3. Report from the Urban Planning Division dated October 24, 2024
4. Presentation dated November 19, 2024 from Matt Glavin with respect to the application
5. Communication dated November 15, 2024 from Pam Lucenkiw with respect to the application
6. Communication dated November 15, 2024 from Ben McGillivary in support of the application
7. Communication dated November 16, 2024 from Jeffrey Hodgins in support of the application
8. Communication dated November 17, 2024 from Gail R. Flaveri in support of the application
9. Communication dated November 17, 2024 from Kele Scheckenbach in support of the application
10. Communication dated November 17, 2024 from Max Scheckenbach in support of the application
11. Communication dated November 18, 2024 from Tyler Crichton in support of the application
12. Communication dated November 18, 2024 from Phanie Koncan in support of the application
13. Communication dated November 18, 2024 from Hillary Rosentreter in support of the application
14. Presentation dated November 18, 2024 from Justin Zarnowski in support of the application
15. Communication dated November 18, 2024 from Allison and Ken Labelle in opposition to the application
16. Presentation dated November 19, 2024 from the Director of Planning, Property and Development in support of the application
17. Communication dated November 19, 2024 from the Director of Planning, Property and Development in support of the application
18. Communication dated November 19, 2024 from Justin Zarnowski in support of the application

The Winnipeg Public Service to advise that all statutory requirements with respect to this application have been complied with.

Moved by

That the report of the Winnipeg Public Service be taken as read.

Moved by

That the receipt of public representations be concluded.

Moved by

That the recommendation of the Winnipeg Public Service be / not be concurred in.

Supporting Reasons:

Moved by

That the public hearing with respect to this application be concluded.

DECISION MAKING HISTORY:

On November 19, 2024, the hearing body closed public representations and adjourned the hearing to a special meeting on November 21, 2024, at 11:00 a.m. in the Council Building at 510 Main Street.

Exhibit "3" referred to in File SPA 6/2024

ADMINISTRATIVE REPORT

Title: SPA 6/2024 (By-law No. 130/2024) Amendment to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 – Public Hearing Report

Critical Path: Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys		

EXECUTIVE SUMMARY

On December 5, 2023, the Government of Canada, through the Canada Mortgage and Housing Corporation ("CMHC"), entered into an agreement with the City of Winnipeg (the "City") for $122.4 million in funding from the Housing Accelerator Fund ("HAF"). The HAF funding is based on the City averaging 3,166 new building permitted housing units and 14,101 in total (including 10,935 units projected to be permitted without HAF) over the next three years. Any building permits issued after the effective date of the said agreement, being December 5, 2023, will count toward the building permit goal.

The proposed amendments to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 ("CCDS 2.0") outlined in this report have been directed by previous Council motions and are intended to support the first phase of Initiative 1 ("Rapid Zoning By-law Amendments") within the City's HAF application, which is:

> *'To accelerate the pace of housing construction and increase housing density in existing neighbourhoods, the Rapid By-law Amendments initiative aims to implement swift changes to the Winnipeg Zoning By-law to align with previously endorsed Council direction or policy.'*

The purpose of the amendments outlined in this report are to complement amendments being made to the Winnipeg Zoning By-law No. 200/2006 and to facilitate the introduction of as-of-right residential development on mall sites and commercial corridors.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 130/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

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

REASON FOR THE REPORT

The subject application is being brought forward for consideration in accordance with direction from Council as part of the Strategic Priorities Action Plan (SPAP) and part of Council's November 23, 2023 motion regarding the Housing Accelerator Fund ("HAF"). If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with The City of Winnipeg Charter and The Development Procedures By-law No. 104/2020. In accordance with the Development Procedures By-law, Council has been designated as the hearing body for amendments to a secondary plan stemming from Council's November 23, 2023 motion, and Council approval is required to enact the proposed by-law amendment.

IMPLICATIONS OF THE RECOMMENDATIONS

Should the recommendations of the Public Service be concurred in, By-law No. 130/2024 (the "By-law") will be given first reading. If sufficient objections to the By-law are not received, it is expected that the By-law will be brought back directly to Council for second and third readings at the following meeting of Council.

HISTORY/DISCUSSION

BACKGROUND

The amendments proposed in this report are intended to support a component of the four-stage zoning by-law amendment process to improve processing and accelerate housing in areas covered by the Winnipeg Zoning By-law No. 200/2006 and the Downtown Winnipeg Zoning By-law No. 100/2004. These four "buckets" of amendments have been guided by both Council's Strategic Priorities Action Plan (the "SPAP") and more recently by The City of Winnipeg's Housing Accelerator Fund ("HAF") application.

The first bucket of improvements focused on development permit exemptions, and were approved by Council on February 22, 2024. The second bucket saw several rapid amendments to the City's zoning by-laws that were aligned with previously endorsed Council policies or directions, Council motions or were identified to address minor deficiencies in the existing zoning regulations. Bucket 2 amendments were approved by Council on July 18, 2024.

The third bucket will address further amendments to the Zoning By-law, including the following items specifically introduced in Council's November 23, 2023 HAF motion:

2. *That the HAF application be amended to legalize four dwelling units per residential lot be permitted as-of-right city-wide.*

3. *That the HAF application be amended to legalize four units of up to four storeys as-of-right within 800 metres of high-frequency transit corridors as outlined in the City's HAF application and informed by the initial network changes in phase one of the Winnipeg Transit Master Plan.*

4. *That the HAF application be amended to ensure that new housing zoning reforms targeted for mall sites and commercial corridors – as proposed in the City Council's Strategic Priorities Action Plan – allow for as-of-right development to facilitate quick approvals and construction of new housing.*

The recommendations of the third bucket have been separated into two components. The first, which this amendment supports, seeks to address recommendation 4 – the allowance of as-of-right development on mall sites and commercial corridors.

The fourth and final bucket will be a full re-write of the City's zoning by-laws. This will involve a comprehensive process including significant public and stakeholder consultation. The full zoning by-laws re-write is expected to begin in late-2025 and be completed by late-2027.

PROPOSED AMENDMENTS TO CCDS 2.0

The following subsections describe the key components of the proposed amendments to CCDS 2.0. A full account of the proposed amendments can be found in Appendix "A".

C2. Corridors

- Proposed amendment to remove policy 1.2 to remove the restriction of directing higher intensity residential development toward established nodes. Development along corridors is anticipated to occur in a linear fashion.

C4. Commercial Areas and Mixed Use Centres

- Broad reorganization of policies found in Section 5.0, relating to Goal #5, which states:

  Allow for the long-term residential mixed-use intensification of Mixed Use Centres.

- Proposes to amend Goal #5 to remove the *long-term* and to allow residential mixed-use intensification to occur on large commercial sites as well as in Mixed Use Centres.

- Proposes to amend Policy 5.1 to direct the highest residential multi-family residential densities to areas within Mixed Use Centres and large commercial sites with the best transit service.

- Policy 5.3 would allow the use of Framework Plans to address development that may fall within the confines of the Malls and Corridors PDO. Sites not included in the Malls and Corridors PDO can require a concept plan.

- Policy 5.4 proposes to provide high level design expectations for the redevelopment of Mixed Use Centres and large commercial sites. Site design should include the following aspects:

    - Walkability including a preferred maximum block perimeter of 550m (1,800 ft.);
    - A fine-grained network of streets that will not preclude future connectivity;
    - Multi-modal connectivity between key destination and transportation facilities;
    - A network of A-streets and B-streets where pedestrian oriented design is prioritized;
    - Building designs that encourage pedestrian-oriented design strategies;
    - Appropriate building massing; and
    - Parks and open spaces to accommodate intended residential populations.

- Suggest the replacement of Policy 5.7 to discourage the introduction of new auto-oriented land uses and encourage pedestrian-oriented redevelopment of existing buildings over time.

- Additional minor amendments have been provided for clarity, and several sections have been reconfigured into new policies (including existing policy 5.3, 5.4 and 5.7).

G3. Parks and Recreation

- Introduction of a new set of policies to address the provision of parks and open spaces in urban redevelopment contexts.

- Policy 6.1 to 6.3 address the planning for public parks and/or open spaces including the provision of such park spaces where there is currently insufficient allocation of park lands or where access is physically constrained.

- Policy 6.4 and 6.4.1 deal specifically with Privately-Owned Public Spaces (POPS). This enables the creation of POPS as part of urban redevelopments where the City does not have the ability to acquire park lands, and directs the City to establish standards for their implementation, which are outlined in the proposed Malls and Corridors PDO.

Glossary

The following definitions are recommended to be added to the Glossary section:

- Framework Plan: *A Framework Plan is an urban design strategy aimed at organizing streets in a way that supports both vibrant, pedestrian-friendly areas and functional, service-oriented infrastructure. A Framework Plan lays out a deliberate and interconnected street grid including A-Streets and B-Streets ensuring a clear and efficient separation of public-facing and service-oriented activities and promoting both the livability and*

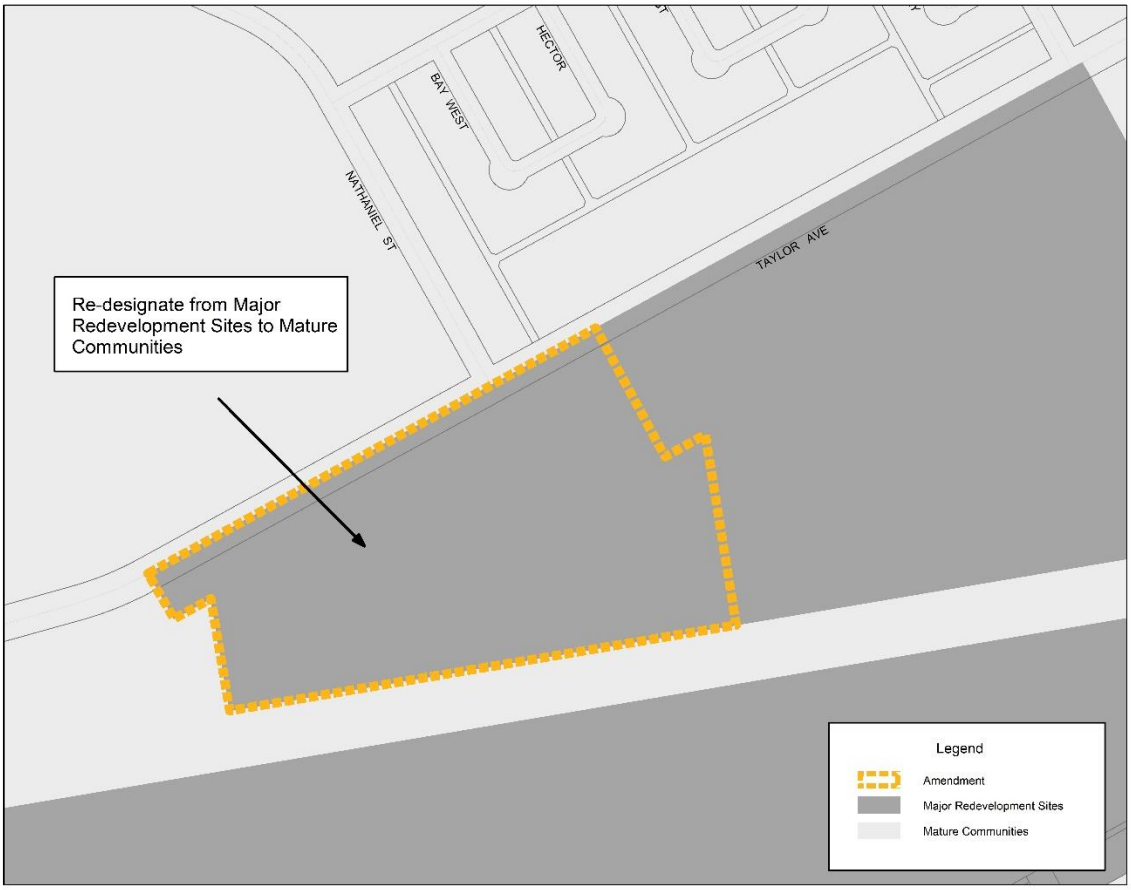
functionality of the urban environment. The goal of a Framework Plan is to enhance walkability, reduce conflicts between pedestrians and vehicles, and support sustainable urban growth by balancing social spaces with the infrastructure needed to support them.

- A-Streets: *A-Streets are the primary streets designed to serve as the most public and lively parts of a community. They are pedestrian-friendly, often lined with active uses like shops, restaurants, public spaces, and active frontage residential. Buildings along A-Streets typically have high levels of transparency, multiple entry points, and sidewalks that encourage walking and lingering. A-Streets form the main corridors where urban vitality is concentrated, emphasizing walkability, human-scale design, and connectivity.*

- B-Streets: *B-Streets are streets designed to serve more utilitarian purposes and typically accommodate secondary or service-oriented functions. While they are still part of the street grid, they facilitate movement corridors and prioritize back-of-house activities, such as deliveries or access to parking and utilities. B-Streets may have fewer pedestrian amenities and less engaging building frontages but are crucial in supporting the functionality of A-Streets by absorbing non-public-facing activities.*

Map Changes

A minor amendment to the Urban Structure Map in CCDS 2.0 is proposed. The proposed change will redesignate a property along Taylor Avenue from “Major Redevelopment Site” to “Mature Community” to allow development in accordance with the intention of the zoning reforms contemplated by the HAF initiatives.



- The existing property is currently included as part of the Taylor Lands Major Redevelopment Site, originally identified in the first Complete Communities Direction Strategy (2010). The site is designated as a “Major Redevelopment Site” and requires the adoption of a secondary plan to enable development.

- In 2013, Council endorsed the Taylor Redevelopment Master Plan to guide development in this area, however, the plan did not include the parcel, known as 1170 Taylor Avenue. Since the majority of this site was already developed prior to the creation of the Taylor Redevelopment Master Plan, it was inadvertently left out of the secondary planning process.

- However, the site is still designated as Major Redevelopment Site, and would require a secondary plan prior to any development taking place.

- The proposed amendment would redesignate the parcel to Mature Community, thereby removing the requirement to adopt a secondary plan prior to any development taking place.

- The parcel would be subject to additional policies for Mature Communities as found in CCDS 2.0. Similarly, this parcel is included in the proposed Malls and Corridors PDO, and additional zoning requirements would also apply.

The amendments being proposed herein are consistent with Council's SPAP and Council's motion to increase density and accelerate housing in existing neighbourhoods:

- 1.6 Develop a city-wide housing strategy and action plan including in downtown
- 2.8 Amend zoning bylaws to allow residential construction over commercial sites including retail malls
- 3.4 Construct more affordable and social housing through partnerships with private sector, not-for-profit, and other governments

FINANCIAL IMPACT

Financial Impact Statement Date: October 24, 2024

Project Name:

SPA 6/2024 (By-law No. 130/2024) Amendment to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 – Public Hearing Report

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Oct. 24, 2024
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues.

OURWINNIPEG POLICY ALIGNMENT

City Building

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

6.2 Complete Communities Characteristics:
The characteristics of complete communities must be identified and defined in Complete Communities, and will include, at minimum, equitable access to: safety and security, affordable housing for all incomes, local employment opportunities, health-supportive amenities, access to nature, social interaction opportunities, sustainable transportation options, and digital communication technology infrastructure to align with this Plan's goals.

6.6 Intensification Target
Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed in Complete Communities.

6.17 Downtown Economic Investment
Support development that reflects the Downtown's designation as a Transformative Area and preeminent complete community, as detailed in Complete Communities.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density

- 4.2 Ensure new areas of growth are designed according to the principles of complete communities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) by aligning with the following goals and objectives:

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

A. The City's capacity and commitment to advancing affordable housing initiatives are increased.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, RPP, MCIP
Date: October 24, 2024
File No: SPA 6/2024

Attachments:

Appendix A – Amendment Summary

Appendix B – Draft By-law