Agenda – Council – June 2, 2025

PUBLIC HEARINGS

Item No. 1 **Text Amendment – Amendments to the Winnipeg Zoning By-law No. 200/2006 to Allow As-of-Right Residential Development of New 2-unit, 3-unit and 4-unit dwellings**
File DAZ 209/2025
[c/r SP 2/2025, SP 3/2025 and SP 4/2025, SPA 3/2025]

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Council give first reading to a by-law to amend the Winnipeg Zoning By-law No. 200/2006 (the "By-law") in accordance with this report, a draft of which is attached as Appendix A.

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.

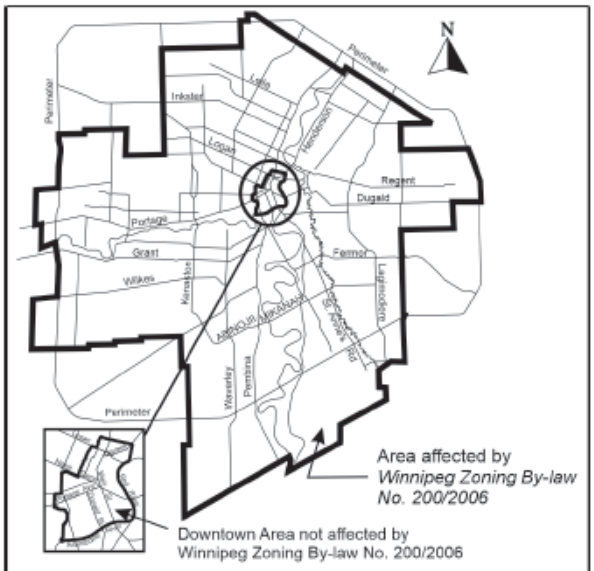
3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda – Council – June 2, 2025

File: DAZ 209/2025

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

Subject:



APPLICANT: Planning Property & Development Department
FILE: DAZ 209/2025
PROPOSAL: Proposed amendments to the City of Winnipeg Zoning By-Law No. 200/2006 to allow for as-of-right residential development of new 2-unit, 3-unit and 4-unit dwellings in the Residential Single-Family (R1), and Residential Two-Family (R2) zoning districts, subject to minimum lot sizes and other standards. The proposed amendments will also modify existing zoning requirements to the Residential Multi-Family Small (RMF-S) zoning district and several Planned Development Overlays in the Winnipeg Zoning By-law.

For more information about the proposed amendments, please visit the project website: https://www.winnipeg.ca/infillhousing

DEMANDEUR : Service de l'urbanisme, des biens et de l'aménagement
NUMÉRO DE DOSSIER : DAZ 209/2025
PROJET : Proposition de modifications au Zoning By-law No. 200/2006 (règlement municipal sur le zonage) de la Ville de Winnipeg visant à permettre l'aménagement résidentiel de plein droit de nouvelles habitations à deux unités, à trois unités et à quatre unités dans les secteurs de zonage R1 (secteur d'habitations unifamiliales) et R2 (secteur d'habitations bifamiliales), le tout étant assujetti à des exigences en matière de taille minimale des lots et à d'autres normes. Les modifications proposées changeront aussi les exigences de zonage actuelles associées au secteur de zonage RMF-S (secteur de petites habitations multifamiliales) et à plusieurs développements organisés dans le règlement municipal sur le zonage de Winnipeg.

Pour en savoir plus sur les modifications proposées, veuillez visiter le site Web du projet à https://www.winnipeg.ca/logementsintercalaires.

Exhibits Filed:

1. Application dated April 15, 2025
2. Notification of Public Hearing
3. Notification of Public Hearing to:
   - A. Minister of Municipal Relations dated May 5, 2025
   - B. Applicant dated May 5, 2025
   - C. Administration dated May 5, 2025
   - D. Rural Municipalities of Rosser, East St. Paul, Springfield, Ritchot, MacDonald, Headingley, West St. Paul, Red River Planning District, Southern Interlake Planning District, Winnipeg Metropolitan Region, dated May 5, 2025
4. Report from the Urban Planning Division dated May 16, 2025

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 concurred in / not be concurred in.

Supporting Reasons:

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

Exhibit “4” referred to in File DAZ 209/2025

ADMINISTRATIVE REPORT

Title: DAZ 209/2025 – Amendments to the City of Winnipeg Zoning By-law to Allow As-of-Right Residential Development of New 2-unit, 3-unit and 4-unit dwellings

Critical Path: Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	T. Graham	S. Armbruster, Interim CAO

EXECUTIVE SUMMARY

The City of Winnipeg is proposing changes to its Zoning By-law to allow more housing options—like duplexes, triplexes, and fourplexes—to be built “as-of-right” in residential areas. This means that, if a project meets the new rules, it can be approved without needing a public hearing. These changes are as directed by Council motion and are part of the City’s commitment to the federal Housing Accelerator Fund (HAF), which provides $122.4 million to help build over 14,000 new homes by 2026.

The proposed changes would apply to most residential zones (‘R1 Residential Single Family’, ‘R2 Residential Two-Family', ‘RMF-S Residential Multi-Family Small’) and could allow up to four units per lot. In addition, for areas within 800 metres of high-frequency transit, buildings could be up to four storeys tall (39 feet height maximum). However, not every lot will qualify—proposed minimum lot sizes among other standards must be met.

The goal is to make it easier and faster to build housing in established neighbourhoods, while still protecting community character. The proposed rules include specific regulatory standards for lot size, building height, parking, landscaping, and design. For example, fourplexes must be on wider lots and must meet height and design limits.

The proposed amendments meet Federal funding conditions, including both the HAF, and the Canadian Housing Infrastructure Fund (CHIF) and are based on Council’s November 23, 2023, decision. In addition, the proposed By-law amendments align with the City’s long-term planning goals included in OurWinnipeg 2045.

This report does not address the application requirements for the Canada Public Transit Fund Baseline Funding Program. CPTF application criteria will be brought forward for Council’s consideration in a future report.

Public engagement has been extensive. Over 1,000 residents participated in open houses and virtual sessions. Feedback was mixed—some residents support the changes to address housing needs, while others raised concerns about traffic, parking, infrastructure, and neighbourhood impacts.

If approved, these changes can help Winnipeg grow in a more sustainable, inclusive, and affordable way.

RECOMMENDATIONS

1. That Council give first reading to a by-law to amend the Winnipeg Zoning By-law No. 200/2006 (the "By-law") in accordance with this report, a draft of which is attached as Appendix A.

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

As part of Council's November 23, 2023, decision on the Housing Accelerator Fund, Council adopted:

> *8. That the Development Procedures By-law No. 104/2020 be amended to designate Council as the hearing body for the required zoning by-law amendments.*

On September 26, 2024, Council passed By-law 113/2024, which amended the Development Procedures By-law as follows:

> *Hearing body – HAF amendments to zoning by-laws*
> *25.1 Despite section 25, Council is the hearing body for a public hearing in respect of:*
>
> *(a) any text amendment to a zoning by-law required pursuant to the resolution of Council attached as Schedule "A" to this By-law; and*
>
> *(b) any amendment to a secondary plan that relates to or is required as a result of any amendment referred to in clause (a).*

On December 12, 2024, Council adopted the following as part of its decision regarding the Housing Accelerator Fund (HAF) – 2025 Proposed Initiatives:

> *11. That the Public Service be directed to delay the public hearing on 4-units from March 2025 to June 2025 in order to obtain further clarity about the continued existence of the Housing Accelerator Fund (HAF) program.*

Accordingly, this rezoning application is being heard by Council in June 2025 per Council's direction and the recent amendment to the Development Procedures By-law.

IMPLICATIONS OF THE RECOMMENDATIONS

Should the recommendations be approved, the text amendments to the Winnipeg Zoning By-law No. 200/2006 proposed in this report will be given first reading. The amending by-law will be brought back directly to Council for second and third reading once all conditions of the City of Winnipeg Charter have been met.

CMHC has confirmed that the proposed zoning approach shared with them in February 2025 appear to be consistent with the City of Winnipeg's HAF agreement. It is important to note, however, that HAF compliance is assessed through the annual reporting process and is based on the final outcome of the by-law.

HISTORY/DISCUSSION

Background

The Housing Accelerator Fund ("HAF")

- 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.
- The HAF funding is based on the City achieving 3,166 net 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 between December 5, 2023, and December 5, 2026, will count toward the building permit goal.
- The City's HAF Action plan includes eight initiatives aimed at accelerating housing and affordable housing development. Two of those initiatives are focused on zoning amendments and local area plan amendments that facilitate faster development and increase housing options for Winnipeggers. Allowing more types of housing to be built helps respond to Winnipeg's growing and changing population.

November 23, 2023, Council Decision

- On November 23, 2023, Council adopted the HAF motion:

    1. *That Council affirm its support for the Housing Accelerator Fund (HAF) application.*

    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 Master Transit 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 City*

Council's Strategic Priorities Action Plan – allow for as-of-right development to facilitate quick approvals and construction of new housing.

5. *"That as-of-right approvals specified in Recommendations 2, 3 and 4 be contingent upon applicable zoning and by-law changes that are subject to a public hearing prior to enactment, and upon reasonable standards for construction, servicing and design, consistent with standards adopted or projected in other cities with completed HAF agreements, including:*

    A. *Lot size specifications, requiring that four units as-of-right be limited to a standard lot size or greater, with dimensions to be determined by Council after consideration of recommendations by the City Public Service, with total dimensions sufficient to support four housing units.*

    B. *Building form standards broadly consistent with existing Infill Guidelines, modified where necessary to meet the spirit of Recommendations 2 and 3.*

    C. *Height limits for developments under Recommendation 3, so four-storey as-of-right allowances are no greater than 48' and apply only to developments of four units. (Permitted heights for zones covered by Recommendation 2 alone would remain consistent with existing Infill Guidelines requirements).*

    D. *Urban servicing capacity requirements (including land drainage, water service, paved roadway and laneway service, and sufficient wastewater and flood protection capacity to meet existing provincial and federal regulations).*

    E. *Environmental standards, including the application of a tree protection and replacement by-law if City Council adopts such a by-law in future;*

    F. *Retention of the City's right to require consent to standardized development agreements where these would already typically be applied to new for-profit multi-residential developments to recover direct infrastructure costs to taxpayers, especially for those developments contemplated under Recommendation 4.*

6. *That all five Community Committees engage in consultation on the proposals, as outlined in Recommendations 2-5 above, no later than year-end 2024.*

7. *That the Public Service be directed to schedule public hearings and report back to the appropriate committee of Council, with the required by-law amendments to implement the intent of the foregoing. Winnipeg Zoning By-law and Downtown Zoning By-law amendments should be brought forward, if possible, as part of the Rapid Zoning By-law Amendments process, targeted for spring 2025 as noted in the HAF application.*

8. *That the Development Procedures By-law No. 104/2020 be amended to designate Council as the hearing body for the required zoning by-law amendments.*

- The subject rezoning application is being brought forward for Council's consideration in order to address items 2, 3 and all related sub-clauses in item 5 of its November 23, 2023, decision.

- It's important to note that items 2 and 3 of Council's decision are included as required by the Federal Minister of Housing, Infrastructure and Communities (at the time) in order to secure the available funding for HAF and other related Federal programs.

Proposed Amendments to Winnipeg Zoning By-law No. 200/2006

- The draft amendments were prepared by DPZ CoDesign ("DPZ"), a planning and urban design firm based out of Portland, Oregon.

- DPZ was the successful bidder in a request for proposals for a form-based zoning by-law.

- Form-based zoning by-laws put emphasis on the form of the built environment to enable complete communities, creating an increased level of certainty for as-of-right development, while at the same time respecting the character and design of the surrounding context.

Four Dwelling Units As-of-Right City-Wide

- The proposed amendments respond to Council's direction as outlined in the November 23, 2023, decision, which in itself was a response to the Federal Minister's HAF requirements of legalizing four units as-of-right city-wide, and legalizing up to four storeys as-of-right within 800 metres of transit, with the specifications and standards included in item 5.

- For example, when considering items 5.A and 5.B of the decision, Council's direction clarifies that there will be certain lot size standards and general guidance from the *Small-Scale Residential Design Guidelines for Mature Communities (*"*the Infill Guidelines"*)*, which means that four dwelling units may not be established on *every* lot.

- This guidance helped establish the Public Service's approach to the proposed Zoning By-law amendments.

- However, the *Infill Guidelines* include preferred location criteria, which can limit the locations of uses like 3-unit or 4-unit developments. This location criteria is not being applied in the proposed amendments as it would not meet the spirit and intent of the Federal Minister's HAF requirements of legalizing four units as-of-right city-wide.

- The proposed amendments were reviewed by the Canada Mortgage and Housing Corporation (CMHC) in February, prior to the virtual and in-person open houses. The CMHC indicated that the proposed amendments appear to be consistent with the City's HAF agreement.

Zoning Districts that are Being Amended

- The proposed amendments apply to the following zoning districts:

    - R1 Residential Single-Family, which includes all of the following: R1-Estate (R1-E), R1-Large (R1-L), R1-Medium (R1-M), R1-Small (R1-S)
    - R2 Residential Two-family
    - RMF-S Residential Multi-Family Small.

- These districts are being amended because, these districts are typically serviced, and with the exception of the RMF-S zone, do not currently allow for more than one or two dwelling units on a lot.

- The Agricultural, Rural Residential 5, and Rural Residential 2 zoning districts are excluded because these zones are typically located in rural, unserviced areas. The establishment of new principal uses that would be best accommodated in an urban neighbourhood environment are discouraged in these Rural areas (per the Complete Communities Direction Strategy 2.0 (CCDS 2.0)).

- Manufacturing, and Parks and Recreational districts were also excluded because existing CCDS 2.0 policies discourage residential development in these areas.

- The remaining zoning districts (ex RMF-M, RMF-L, RMU, RMH, TOD, C1, C2, CMU, EI) are excluded because they already allow for multi-family development or more intense residential development. The C3 and C4 zoning districts are excluded because most of these sites fall within the recently adopted Malls and Corridors PDO-1, where there is no density maximum for residential development.

- Several Planned Development Overlays (PDOs) are also being amended to accommodate the proposed changes, including:

    - Schedule L – PDO-1 West Alexander & Centennial
    - Schedule M – PDO-1 Downtown Transcona
    - Schedule N – PDO-1 St Norbert
    - Schedule W – PDO-1 Corydon Osborne
    - Schedule Y – Mature Communities PDO-1

- Appendix 2 provides a summary table of all applicable amendments to the PDOs noted above. Additional discussion on the amendments to the Mature Communities PDO-1 is also provided later in this report.

Key Amendments to the R1, R2 and RMF-S Zoning Districts to Accommodate

Number of Dwellings

- As previously mentioned, the R1 and R2 zoning districts do not permit 3 or 4-unit dwellings. Accordingly, among the major changes to these zones is to allow for up to four dwelling units on a lot.

- However, per Council direction, not every R1 or R2-zoned lot is eligible to have up to four units on it. The following table is an adaptation of a similar table provided in the public open house presentation boards included on the Infill Housing Zoning Changes website and shared at the public information sessions. This table provides a summary of the number of units allowed as-of-right on an R1 or R2 zoned lot, subject to the limitations and requirements provided.

Figure 1: As-of-Right Development Requirements

Building Form	Min Lot Width		Back Lane Surfacing	Proposed Maximum Building
2-Units	Up-Down with a Back Lane	25 ft	Can be gravel or chipseal	28-35 ft. in mature neighbourhoods, 35 ft. everywhere else
	Side by Side with a Back Lane	40 ft		
	Up-Down on a Corner Lot	35 ft		
	Side by Side with a Front Drive	50 ft		
3-Units	With a Back Lane	35 ft	Must be paved	30-35 ft. in mature neighbourhoods, 35 ft. everywhere else
	On a Corner Lot	50 ft	n/a	
	With a Front Drive	60 ft	n/a	
4-Units	With a Back Lane or on a Corner Lot	50 ft	Must be paved	39 ft. if within 800 metres of a high-frequency transit stop. Otherwise 30-35 ft. in mature neighbourhoods, and 35 ft. everywhere else
	With a Front Drive	60 ft	n/a	

Dimensional Standards

- The dimensional standards are provided in the following sections of the proposed by-law:
    - Section 4: Minimum lot area
    - Section 5: Minimum lot width
    - Section 7: Maximum lot coverage
    - Section 8: Minimum permeable surface
    - Section 14: Building setbacks
    - Section 15: Building heights.

- The following tables are prepared to show key differences between the proposed amendments and the current zoning requirements.

- One table is for Recent Communities (ie areas outside of the Mature Communities PDO-1), and the other for Mature Communities.

- Notes with respect to the tables are:

    Use

    - In both Recent and Mature Communities, two-family dwellings, 3-unit, and 4-unit dwellings are currently not permitted in the R1 single family zones, however the standards noted within the tables are being compared with those for currently permitted, principal residential structures (ie this is not an “apples to apples” comparison in terms of use. It is more of a general building massing comparison).

- Currently 3-unit and 4-unit dwellings are conditional uses in the R2 zone in Recent Communities; 3-unit dwellings are permitted in Area 2 of the Mature Communities PDO-1, and 4-unit dwellings are conditional uses.
- In the existing zoning by-law 4-unit dwellings (fourplexes) are not enabled in the Mature Communities PDO-1. The example provided in the Mature Communities Table (Figure 3) is based on the parameters found in the *Infill Guidelines*.
- The Proposed – Recent Communities portion the Recent Communities Table (Figure 2) is not broken down by zoning district, but by use. This is because the requirements are the same for two-family, 3-unit, or 4-unit Dwellings in all R1, R2, and RMF-S zoning districts, with the following exception:
    - Reverse corner side yards match the applicable zoning district, except the RMF-S side yard was modified to 4 ft instead of 5 ft.

Lot Coverage

- The proposed lot coverage in both tables includes accessory structures, whereas the current lot coverage in the Dimensional Standards Table (5-2) of the Zoning By-law does not. For clarity, the maximum allowable lot coverage for accessory structures (12.5%) is now added to the Recent Communities lot coverage totals.
- The maximum lot coverages in the Proposed – Recent Communities and Proposed – Mature Communities portions of the table match the lot coverages provided per zoning district in the Current – Recent Communities portion of the table.
- In the Mature Communities PDO-1, lot coverage is calculated as follows:

    20(1) The maximum lot coverage for the principal building is 30%.

    20(2) The maximum lot coverage for a principal building with an attached garage is:
    (a) 30% for the principal building plus 440 square feet for the attached garage, where the lot area is 3,700 or fewer square feet; or
    (b) 42% where the lot area is greater than 3,700 square feet

    25 The maximum lot coverage for accessory structures (including detached garages) is:
    (a) where the lot area is 3,700 or fewer square feet, 440 square feet; or
    (b) where the lot area is more than 3,700 square feet, the lesser of 12% of the lot area or 880 square feet.

    The lot coverage presented in the Current – Mature Communities portion of the table is calculated at the lowest possible lot area.

Proposed Rear and Side Yards Include Accessory Structures

- The proposed rear and side yards include accessory structures, whereas the existing regulations for accessory structures follow Table 5-3 of the Zoning By-law.
    - This makes the rear yard of the proposed regulations seem much lower at 2 feet, when in fact that is the minimum rear yard for accessory structures in the current Zoning By-law.

- Per section 14(2) of the proposed by-law, existing setbacks are permitted for the conversion of an existing structure.

Minimum Front Yard – Alignment Required

- The minimum front yard is dependent on an alignment for both the existing zoning regulations and the proposed regulations. As such, if an alignment comes in at a distance greater than what is presented in the tables (ex 40 ft), the alignment distance is the applicable minimum front yard requirement.
- The minimum lot coverage presented in the Tables below is the requirement where an alignment cannot be completed.

Height

- The maximum height is provided in a range for the Current and Proposed – Mature Communities portions of the table because the height is calculated in the Mature Communities PDO 1 as:

19. The maximum building height for a lot is:
(a) 35 feet; or
(b) where the lot is less than 60 feet wide, the greater of:
(i) 28 feet; or
(ii) the average building heights of abutting lots plus 5 feet, to a maximum of 35 feet.

Figure 2: Recent Communities Dimensional Standards Comparison Table

Zoning or Use	Min Lot Area (sq ft)	Min Lot Width (ft)	Min Front Yard (ft)*	Min Rear Yard (ft)	Min Side Yard (ft)	Min Reverse Corner Side Yard (ft)	Max Height (ft)	Max Lot Cov. (w Access. Struct.) (%)
Current – Recent Communities								
R1-E	20,000	25	30	25	10	20	35	42.5%
R1-L	5,500	25	20	25	4	10	35	52.5%
R1-M	3,500	25	15	25	4	4	35	57.5%
R1-S	2,500	25	15	25	3 each, or 2 & 4	4	35	57.5%
R2	5,000 (2,500 per Dwelling Unit (DU)); 4,000 (2,000 per DU) when abutting a back lane	25	20	25	4	4	35	NA
RMF-S	9,000 (5,000 when abutting a back lane)	NA	20	25	4	5	35	NA
Proposed – Recent Communities								
TFD (Up/Down w Lane)	NA	25	10	2	4 & 3	See notes	35	See notes
TFD (Side by Side w Lane)	NA	40	10	2	4 & 3	See notes	35	See notes
TFD (Up/Down Corner)	NA	35	10	10	4 & 3	See notes	35	See notes
TFD (Side by Side w Front Dr)	NA	50	10	10	4	See notes	35	See notes
3-unit (w Lane)	NA	35	10	2	4 & 3	See notes	35	See notes
3-unit (Corner)	NA	50	10	10	4	See notes	35	See notes
3-unit (w Front Dr.)	NA	60	10	10	4	See notes	35	See notes
4-unit (w Back Lane or Corner)	NA	50	10	2	4	See notes	35 (39 if within 800 m of H-F Transit)	See notes
4-unit (w Front Dr.)	NA	60	10	10	4	See notes	35 (39 if within 800 m of H-F Transit)	See notes

Figure 3: Mature Communities Dimensional Standards Comparison Table

Use	Min Lot Area (sq ft)	Min Lot Width (ft)	Min Front Yard (ft)*	Min Rear Yard (ft)	Min Side Yard (ft)	Min Reverse Corner Side Yard (ft)	Max Height (ft)	Max Lot Cov. (w Access. Struct.) (%)
Current – Mature Communities								
TFD (Up/Down w Lane)	2,880	32	10	25	4	same as zoning district	28-35	~45.3
TFD (Side by Side w Lane)	4,000 (2,000 per DU)	40	10	25	4	same as zoning district	28-35	~42
3-unit (w Lane)	3,495	35	10	25	4	same as zoning district	28-35	~42.6
4-unit (w Lane)	5,000	50	10	25	4	same as zoning district	28-35	~42
Proposed – Mature Communities								
TFD (Up/Down w Lane)	NA	25	10	2	4 & 3	See notes	28-35	See notes
TFD (Side by Side w Lane)	NA	40	10	2	4 & 3	See notes	28-35	See notes
TFD (Up/Down Corner)	NA	35	10	10	4 & 3	See notes	28-35	See notes
TFD (Side by Side w Front Dr)	NA	50	10	10	4	See notes	28-35	See notes
3-unit (w Lane)	NA	35	10	2	4 & 3	See notes	30-35	See notes
3-unit (Corner)	NA	50	10	10	4	See notes	30-35	See notes
3-unit (w Front Dr.)	NA	60	10	10	4	See notes	30-35	See notes
4-unit (w Back Lane or Corner)	NA	50	10	2	4	See notes	30-35 (39 if within 800 m of h-f transit)	See notes
4-unit (w Front Dr.)	NA	60	10	10	4	See notes	30-35 (39 if within 800 m of h-f transit)	See notes

Height – Lots within 800 Metres of Transit

- As previously mentioned, *"legalizing up to four storeys as-of-right within 800 metres of transit"* was one of three requirements of the Federal Minister.

- In its decision, Council adopted the following key items with respect to the Minister's requirement:

  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.

  5.B. Building form standards broadly consistent with existing Infill Guidelines, modified where necessary to meet the spirit of Recommendations 2 and 3.

  5.C. Height limits for developments under Recommendation 3, so four-storeys as-of-right allowances are no greater than 48' and apply only to developments of four units. (Permitted heights for zones covered by Recommendation 2 alone would remain consistent with existing Infill Guidelines requirements).

- The Public Service's approach to meeting the intent of the Minister and Council with respect to allowing four storeys within 800 metres of high-frequency transit is to:
  - Allow new 4-unit dwellings up to four storeys within 800 metres of Rapid, Frequent, and Frequent Express transit lines in phase one of the Winnipeg Transit Master Plan (this clarifies what is meant by "high frequency transit corridors"), and;
  - Clarify that four storeys is a maximum of 39' in height (not greater than 48').

- Per Council's recommendation, the allowance of four storeys within 800 metres of high frequency transit corridors only applies to 4-unit developments, which can only be built upon lots that meet the applicable criteria and requirements.

- The map in the proposed by-law provides the area to which up to four storey, 4-unit developments could be allowed. This map:
  - Was created by using data from Winnipeg's Navigo Trip Planner to help identify lots within 800 metres of Rapid, Frequent, and Frequent Express transit lines;
  - Only includes lots that are fully within 800 metres of Rapid, Frequent, and Frequent Express transit lines;
  - Only applies to R1, R2 or RMF-S zoned lots, though it includes lots with other zoning designations; and,
  - Only applies when there is a pedestrian route to the street intersection where the bus stops are located.

Restrictions (Section 3)

- Key restrictions in the proposed by-law are:
  - A 3-unit or a 4-unit dwelling must not be located on any lot that:
    - is accessed from an unpaved public lane;
    - abuts a rail line or rail yard; or
    - abuts the Red, Assiniboine, Seine, or the La Salle Rivers, or the Omand's, Bunn's, Sturgeon, or Truro Creeks in the R1 Single Family zone.

- Any lot in an R1, R2 or RMF-S zoning district used for a 3-unit or 4-unit dwelling must have a full range of municipal services, which consists of an urban standard roadway, including piped land drainage, wastewater and water services.
    - However, a lot in an R1, R2 or RMF-S zoning district used for a two-family dwelling may be located on a chipseal roadway or rear lane which may include an open ditch land drainage system.
- Where there is a conflict between this Schedule and the provisions of the PDO-1 Airport Vicinity, the provisions of the PDO-1 Airport Vicinity prevail.

Permeable Surface (Section 8)

- The minimum required permeable surface is 30% of the lot in the R1 or R2 districts for two-family, 3-unit or 4-unit dwellings.

- The minimum required permeable surface is 30% of the lot for a two-family dwelling in the RMF-S district and 20% for 3-unit or 4-unit dwellings.

Parking (Section 9)

- One parking stall is required per dwelling unit. However, 0.15 parking stalls are permitted per affordable housing unit as defined in the Zoning By-law.
    - Any fraction of a parking space below 0.5 is counted as “0”, and any fraction of parking space above 0.5 is counted as “1” (section 162 of the Zoning By-law).

- Parking areas must be 16 feet from the front façade of any principal building, except lots in R2 or RMF-S zoning districts may have parking areas even with or past the front facade.

- This report does not address the application requirements for the Canada Public Transit Fund (CPTF) Baseline Funding Program, which currently includes he elimination of off-street parking minimums within 800 metres of high frequency transit stations (BRT) as well as higher density within 800 metres of the BRT stations. All Zoning updates required related to CPTF application criteria will be brought forward for Council’s consideration in a future report.

Driveways (Section 10-13)

- The proposed by-law requires lots that abut a lane must take access from the lane.

- Lots that do not have access to a lane require a side approach driveway for corner lots, or a front approach driveway for interior lots.

- The maximum width of a front driveway must not be greater than 10 feet.

- Driveways must be fully paved or may be limited to the wheel path to increase pervious surface.
- Front or side access driveways must be located 4 feet from a side property line and 10 feet from a rear property line.

Design Standards and Projections (sections 16-27)

- Building design standards and permitted projections are included in the proposed by-law. Design standards consist of:
    - Rules for the primary building mass, wings, attachments, and entries
    - Requirements for a projection for primary masses or wings longer than 30 feet
    - Rules for dormers, windows and building materials, including:
        - Maximum widths for dormers
        - A glazing requirement of 25% for any building façade facing a street
        - Building facades must contain no more than 3 materials.

- Projections are limited to those provided in sections 18-23. Projections like those associated with porches, stoops, vestibules, and eaves can help with the overall design and appearance of buildings.

Fencing (Section 28)

- Fencing is required in accordance with section 28 of the proposed by-law.

Landscaping and Tree Preservation (Section 29)

- The landscaping standards and tree preservation standards are the same as those found in the Mature Communities PDO-1.

Key Differences from Infill Guidelines

- Recommendation 5.B of Council's November 23, 2023 motion on the Housing Accelerator Fund states that building form standards be "*broadly consistent with existing Infill Guidelines, modified where necessary to meet the spirit of Recommendations 2 and 3."*

- Early in the stakeholder engagement process, our zoning by-law consultant DPZ CoDesign met with members of the Urban Development Institute to review opportunities and challenges associated with developing 2, 3, and 4-unit developments on sample lots.

- Through that process, it was identified that the lot coverage requirements of the *Infill Guidelines* were too low, particularly for 3 and 4-unit developments. The key constraint was that the limited lot coverage didn't allow for the creation of larger units with two bedrooms and two bathrooms and in the ~1,100 square foot range. This is the housing product that the market is looking for.

- The proposed lot coverage, which includes both principal and accessory structures, is now:

    R1-E = 42.5%
    R1-L = 52.5%
    R1-M = 57.5%
    R1-S = 57.5%
    R2 = NA
    RMF-S = NA

- Existing lot coverages in the *Infill Guidelines* align with those presented in Figure 3.

- Per Figure 2, the proposed lot coverages align with those in Recent Communities.

- With the lot coverage amendments, changes have also been made to the rear yard setback requirements, which are shown in Figure 3 and explained in the associated notes.

- Modest changes are proposed to the front and side setbacks as presented in Figure 3.

- The proposed by-law allows for slightly taller 3 and 4-unit developments with a range of 30-35 feet instead of 28-35 feet in height.
    - The more notable change regarding building height is the added permissibility gained through the reduced rear yard setback.

- The minimum site width for a two-family dwelling (up/down) is 25 feet instead of 32 feet.

- The proposed parking requirement of 1 stall per dwelling unit is a slight reduction to the current 1.2 stalls per dwelling unit in the *Infill Guidelines*.

- The proposed design regulations are largely consistent with the *Infill Guidelines*. Key measurable criteria are compared below.

Figure 4: Design Requirements of the Proposed By-law and Infill Guidelines

Proposed By-Law	**Infill Guidelines**
Requirement for projections or recesses in buildings	Requirement for projections or recesses in buildings
Maximum of 3 building materials	Minimum of 2 types of exterior cladding on façade (one must cover 20%)
Minimum of 25% window area for front facing façade; 8% for side facing	Minimum of 20% window area for front facing façade; 15% for side facing corner street
Street-facing entrance with required sidewalk connection to public sidewalk	Street-facing entrance with required sidewalk connection to public sidewalk
No restriction on mirrored elevations	Restricts mirrored elevations for side-by-sides

- The *Infill Guidelines* include preferred location criteria, which was meant to guide development applications for two-family, 3, and 4-unit (and more) buildings.

- This location criteria is not being applied in the proposed amendments as it would not meet the spirit and intent of the Federal Minister's HAF requirements of legalizing four units as-of-right city-wide.

- The entirety of the *Infill Guidelines* will continue to be used for all infill proposals of 5 units and more.

- However, the key criteria with respect to lot widths remain largely in alignment, with the exception of two-family dwellings (proposed 25-foot lot with versus 32 feet).

Amendments to Mature Communities PDO-1

- In conjunction with the proposed amendments, regulations with respect to two-family and 3-unit developments are recommended to be removed from the Mature Communities PDO-1.

- The Mature Communities PDO-1 will remain intact to guide single-family development only.

- Other amendments proposed that will apply to single-family developments are:

    - The removal of the design review requirement.
    - Clarification changes such as those associated with subdivision of equally sized lots and when a subdivision occurs where there is no public lane have been made.

Consultation and Collaboration

- Initial stakeholder consultation began in August 2024, when our zoning by-law consultant DPZ CoDesign engaged with members that were recommended from the Urban Development Institute of Manitoba (UDI).

- Through these stakeholder meetings, opportunities and challenges associated with 2, 3, and 4-unit developments were identified and were used to help draft the proposed by-law.

- Many of the proposed by-law regulations are a product of actual architectural design process of dwelling units and their relationship to a variety of typical residential lot widths and depths.

Community Committee Councillor Meetings

- In the last quarter of 2024, per Council direction, all five Community Committees were invited to engage on the key components of the proposed zoning amendments prior to year-end.

    - Community Committee meetings on September 9 and 10, 2024 only introduced the item, as the focus of those meetings was on the Malls and Corridors PDO.
- Each Community Committee was invited to review and discuss the material that would ultimately form the virtual open houses, and open house slides in separate sessions held on December 9 and 10, 2024. A total of 12 Councillors participated.

- Planning consultants Landmark Planning and Design facilitated all of the meetings.

- Follow-up meetings were also held for all of Council to review updated material on February 24 and 28, 2025.

- As presented in the engagement sessions, the material reviewed was the same as what would be presented on the website, in the virtual open houses, and at the public open houses, less minor tweaks that may arise through the feedback and review process.

Stakeholder Meetings

- Stakeholders who previously participated in Malls and Corridors Week were invited to participate in Infill Housing virtual engagement sessions that were held on March 10 and 11, 2025.
    - These stakeholders included members of UDI, the Province of Manitoba, and other housing advocates.

- Similar to the Councillor meetings, the open house slides were reviewed and discussed.

- Planning consultants Landmark Planning and Design facilitated all of the sessions.

- As presented in the sessions, the material reviewed was the same as what would be presented on the website and at the open houses, less minor tweaks that may arise through the feedback and review process.

Zoning Changes to Accommodate Infill Housing Website

- The infill housing website, winnipeg.ca/infillhousing/, was launched on March 3, 2025.

- The website included the open house slides (boards), past virtual open house videos, open house locations and times, public hearing information, frequently asked questions, and a project email for questions.

Virtual Open Houses

- Three virtual open houses were held on March 17 and 18 at the following times:

    Virtual Open House 1: March 17, 2025 - 7:00 p.m. to 8:30 p.m.
    Virtual Open House 2: March 18, 2025 - 4:00 p.m. to 5:30 p.m.
    Virtual Open House 3: March 18, 2025 - 7:00 p.m. to 8:30 p.m.

- The virtual open houses were advertised in the Community Review East and West (print and e-edition) on March 5th, and the Winnipeg Free Press (print and e-edition) and Winnipeg Sun (print and e- edition) on March 8th. City of Winnipeg social media also advertised the events.

- All virtual meetings were held via the Zoom platform.

- A total of 328 individuals attended the virtual sessions and 431 questions and/or comments were submitted during the virtual engagement sessions.

- Common questions included:

    - Does new infill housing have to be affordable as defined by CMHC?

    - Where do these new infill rules apply?

    - Will the City regulate whether infill housing is owned or rented?

    - What is ‘as-of-right’ development?

- What are the specific building standards associated with the new infill rules?
- Will these rules continue even without HAF funding?

- Common concerns included:
  - The City of Winnipeg infrastructure capacity (e.g. roadways and water and wastewater systems)
  - Protection of the City's mature tree canopy
  - Desire for higher parking minimums
  - Desire for lower parking minimums
  - Desire for higher minimum lot widths
  - Desire for lower minimum lot widths
  - Removal of the public hearing requirement
  - Impacts to existing single-family homes (e.g., construction impacts, increase in street parking, decrease in property values, and increased shadows).

- Recordings of the virtual open houses were posted online on the *Zoning Changes to Accommodate Infill Housing Website* on April 3. As of May 6, 2025, these open houses were viewed a total of 330 times.

In-Person Open Houses

- In-person open houses covering all five of the City's Community Committee areas were held:
  - March 19, 2025 – 4:00 p.m. to 7:00 p.m. (RBC Convention Centre)
  - April 29, 2025 - 1:00 p.m. to 7:00 p.m. (Assiniboia – Outlet Collections Winnipeg)
  - May 1, 2025 - 4:00 p.m. to 7:00 p.m. (Riel – Dakota Community Centre)
  - May 2, 2025 – 2:30 p.m. to 5:30 p.m. (EKT – East Elmwood Community Centre)
  - May 5, 2025 – 4:00 p.m. to 7:00 p.m. (City Centre – Charles A. Barbour Arena)
  - May 6, 2025 – 4:00 p.m. to 7:00 p.m. (LSWK – Canad Inns Garden City).

- This additional requirement for five more in-person open houses in April and May was directed by Council on March 27, 2025:

  1. *That the public service be directed to hold in-person public consultation sessions between April 2 and May 10, 2025, to solicit feedback on the proposed zoning changes, in each of the five Community Committee areas.*

  2. That the public consultation dates, times and locations be provided to the public at least five working days in advance of the information sessions, with advertising at a minimum to be purchased on Facebook.

- The open houses were advertised in the Community Review East and West (print and e-edition) on March 5 and April 9, the Winnipeg Free Press (print and e-edition) on March 8 and April 12, and the Winnipeg Sun (print and e- edition) on March 8 and April 12.

- City of Winnipeg social media also advertised the events. Regarding the April 29-May 6 open houses, the City of Winnipeg social media advertising was as follows:
    - April 9 & 13: Facebook / LinkedIn / Instagram (only on April 9)
    - April 9, 15, & 24: Instagram
    - April 9, 11, 14, 19, 23: X
    - April 15-17; 22 & 23: Facebook (boosted)
    - April 25: X / Instagram story
    - April 26: Facebook/LinkedIn
    - April 28: X / Facebook; Instagram / Facebook story
    - April 29: X; Instagram / Facebook story
    - April 30 – May 6: X / Facebook; Instagram / Facebook story
    - May 7: X / Facebook (Thank-you).
- The open houses were drop-in style events, with project poster boards on display throughout the meeting rooms. Project Team members and additional City of Winnipeg and Landmark Planning staff were present to answer any questions from attendees.
- Approximately 732 individuals attended the five additional open houses.
- A comment sheet was made available to provide feedback on the proposed Zoning By-law changes. A total of 347 comment sheets were received. The majority of these comment sheets were received in-person as opposed to online.
- A summary of responses is provided below:
    - The majority (85%; 291 of 342) of respondents reside in an older community in Winnipeg.
    - Most respondents (44%; 150 of 342) indicated that they understand the proposed changes and do not like what they see. While 29% of respondents indicated that they understand the proposed changes and have some concerns, a similar proportion of respondents (25%) indicated that they understand the proposed changes and like what they see.
    - Regarding the proposed zoning by-law changes, participants were asked to indicate which statement most closely fits their current opinion. Participants provided the following responses (note: respondents were able to select more than one answer):

I have concerns because of the potential for increased traffic or parking	176
I have other concerns beyond those noted above	153
I have concerns about my property value	141
I have concerns about water and wastewater servicing capacity	140
I have concerns because of the potential impact to my shade or privacy	133
I think this is a good idea for Winnipeg because we need affordable housing	89
I think this is a good idea to make infrastructure and services less expensive	79
I think this is a good idea for Winnipeg because it will support property values	31
I have concerns but am unsure how to state them	16
I have no opinion	2
Total	**959**

- Regarding the upcoming public hearing for City of Winnipeg Council to consider the noted zoning by-law changes:
    - 56% of respondents (179 of 322) indicated that they are likely to attend the public hearing in order to express their concerns.
    - 25% of respondents indicated that they are likely to attend the public hearing in order to express their support.
    - The remaining 19% indicated that they will likely not attend the public hearing.
- Respondents were given an opportunity to provide additional comments.
- Key themes from respondents with concerns or negative opinions of the proposed changes include:
    - Concerns about changes to the character and aesthetics of existing neighbourhoods (63)
    - Concerns regarding increased street parking and/or traffic (56)
    - Concerns regarding the removal of the public hearing requirement (46)
    - Concerns about the City of Winnipeg infrastructure capacity (e.g. roadways and water and wastewater systems, snow storage, drainage) (38)
    - Concerns regarding the protection of the City of Winnipeg's tree canopy, greenspaces, and/or waterways (35)
    - Concerns regarding the lack of concrete measures to ensure long-term housing affordability (33)

        - Concerns about increased crime and decreased community pride associated with renter-occupied households (32)
        - Concerns that the City will become too dense and/or suggestions to focus infill development on newer neighbourhoods/encourage greenfield development (24)
        - Concerns about increased shadows and/or privacy concerns (22)
        - Concerns that infill housing will result in increased noise levels (16)
    - Of the respondents that indicated positive associations with or support for the proposed changes, the following comments or reasons for support were provided:
        - Suggestions to remove parking minimums or reduce parking requirements (18)
        - Suggestions to reduce restrictions to enable more density and residential development (e.g., increase the 800 metre walkshed, restrictions on fourplexes, increase lot coverage, less lot size restrictions) (14)
        - Positive associations with increased density and residential development (13)
        - Associations with modernization/positive changes for the City (13)
        - Associations with less expensive services and infrastructure (6)
- Comments and questions received between March 3 and May 7, 2025 are provided in Appendix C.

Changes After Public Information Sessions

- The following changes to the proposed zoning by-law were added based on the feedback received from the public information sessions:
    - 3-unit and 4-unit dwellings in the R1 Single Family zone are not permitted on lots that abut:
        - the Red, Assiniboine, Seine, or the La Salle Rivers; and,
        - Omand's, Bunn's, Sturgeon, or Truro Creeks.
    - In addition, a larger 25-foot rear setback is required to all 2, 3 or 4 unit developments along the above-mentioned rivers and creeks in R2 and RMF-S zoning districts.

FINANCIAL IMPACT

Financial Impact Statement Date: May 16, 2025

Project Name:

DAZ 209/2025 – Amendments to the City of Winnipeg Zoning By-law to Allow As-of-Right Residential Development of New 2-unit, 3-unit and 4-unit dwellings

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn May 16, 2025
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

Legal Services

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

6.1 Sustainable Urban Growth

The City must accommodate physical development that reflects this Plan's goals, and achieves a continuum of complete and connected communities over the lifecycle of the Plan.

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.

6.16 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.

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.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

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)

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.

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

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Robert Kostiuk, RPP, MCIP
Date: May 16, 2025
File No: DAZ 209/2025

Attachments:

Appendix A – Draft Amending By-Law

Appendix B – Amendments to Existing Planned Development Overlays (PDOs)

Appendix C – Compiled Questions and Comments