Minutes – Executive Policy Committee – November 18, 2025

REPORTS

Item No. 11 Text Amendment – Winnipeg Zoning By-law No 200/2006 for a Planned Development Overlay (PDO) for Supportive Housing File DAZ 218/2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and recommended to Council:

1. That first reading be given 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, with the following amendments:

   A. In Section 4(1) add the following new clause:

      "(e) social service facility"

   B. In Section 7(a) delete the words "map 4"

   C. In Section 8(a)(iii), delete "20 feet" and replace with "4 feet"

   D. In Section 8(a)(iv), delete "5 feet" and replace with "21 feet"

   E. Delete section 8(d) in its entirety

   F. Delete Map 4 in its entirety

   G. Add the following new section:

      "Site Plan Approval

      10. Except as otherwise provided in this section, all development, redevelopment, expansion and exterior alteration within the PDO that is visible from public rights-of-way is subject to site plan approval and must be approved by the relevant Community Committee and the Director of Planning, Property and Development in accordance with this section prior to issuance of a development permit."

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

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 Section 3.2.B. of the Real Estate - Declaration of Surplus and Sale of Property Policy and Section 3.2.B. of the Real Estate - Leasing and Licensing of Property Policy be waived to allow the City to negotiate with social housing providers who are chosen in response to the Province of Manitoba's Expression of Interest for this initiative.

4. *Deleted*

5. *Deleted*

6. That prior to a recommendation to Council in accordance with section 4.5 of the Leasing and Licensing of Property Policy, the public service be directed to report back to the City Centre Community Committee with the details of the proposed lease agreement for the lease of 75 Poseidon Bay for up to 99 years to an affordable housing provider for $1.00 to develop supportive housing.

7. That the following City-owned properties intended for the development of supportive or social housing, and included within the Supportive Housing PDO-1, be declared surplus to the City's needs:

   A. 1168/1172 Plessis Road; and

   B. 626 Stella Avenue.

8. That the sale of 1168/1172 Plessis Road and 626 Stella Avenue to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a sale condition that the land must remain affordable for a period of at least 20 years, be approved.

9. That the lease of 2546 McPhillips Street for up to 99 years to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a lease condition that the land must remain affordable for the life of the lease agreement, be approved.

10. Subject to the approval of Recommendations 7 to 9 above, the City enter into, execute and deliver purchase and sale agreements or lease agreements and such other related agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing (the "Ancillary Agreements").

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

11. That the Chief Administrative Officer be delegated the authority to negotiate and approve the terms and conditions for the agreements outlined in Recommendations 8 and 9 above and the Ancillary Agreements, in accordance with this report and such other terms and conditions determined by the Director of Legal Services and City Solicitor to protect the interests of the City.

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

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On October 20, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1, delete the period after "Appendix A" and replace with the following:

  ", with the following amendments:

  A. In Section 4(1) add the following new clause:

     "(e) social service facility"

  B. In Section 7(a) delete the words "map 4"

  C. In Section 8(a)(iii), delete "20 feet" and replace with "4 feet"

  D. In Section 8(a)(iv), delete "5 feet" and replace with "21 feet"

  E. Delete section 8(d) in its entirety

  F. Delete Map 4 in its entirety

  G. Add the following new section:

     "Site Plan Approval

     10. Except as otherwise provided in this section, all development, redevelopment, expansion and exterior alteration within the PDO that is visible from public rights-of-way is subject to site plan approval and must be approved by the relevant Community Committee and the Director of Planning, Property and Development in accordance with this section prior to issuance of a development permit."

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Delete Recommendations 4 and 5 in their entirety

- Delete Recommendation 6 and replace with the following:

    "6. That prior to a recommendation to Council in accordance with section 4.5 of the Leasing and Licensing of Property Policy, the public service be directed to report back to the City Centre Community Committee with the details of the proposed lease agreement for the lease of 75 Poseidon Bay for up to 99 years to an affordable housing provider for $1.00 to develop supportive housing."

- In Recommendation 10, delete "Recommendations 4 to 9" and replace with "Recommendations 7 to 9"

- In Recommendation 11, delete "5, 6"

On September 12, 2025, the Standing Policy Committee on Property and Development adjourned the public hearing to a special meeting on Monday, October 20, 2025 at 9:30 a.m. in the Council Building at 510 Main Street, in order to allow the applicant to provide additional information with respect to the proposal.

PUBLIC HEARING SUMMARY

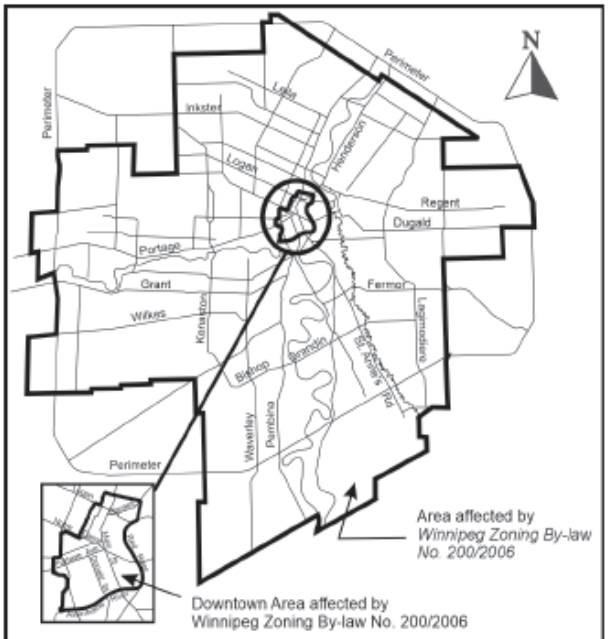
File: DAZ 218/2025

Before: Standing Policy Committee on Property and Development
Councillor Duncan, Chairperson
Councillor Browaty
Councillor Santos
Councillor Wyatt

Public Hearing: October 20, 2025
Council Building, 510 Main Street

Applicant: Director of Planning, Property and Development

Subject:



APPLICANT: City of Winnipeg
FILE: DAZ 218/2025
PROPOSAL: Proposed amendments to the Winnipeg Zoning By-Law No. 200/2006 to allow affordable and supportive housing to be built on select City owned lands, as part of the Housing Accelerator Fund initiatives. **For more information, phone M. Robinson, Planner at 204-986-3213.**

DEMANDEUR: Ville de Winnipeg
N° DE DOSSIER: DAZ 218/2025
PROJET: Proposition de modifications au Zoning By-law No. 200/2006 (règlement municipal sure le zonage) de Winnipeg visant à permettre des aménagements résidentiels abordable et des logements permanents avec services de soutien sur certains terrains de la ville de Winnipeg, selon l'initiative du programme Fonds pour accélérer la construction de logements. **Pour plus de renseignements, communiquez avec M. Robinson, Urbaniste, au 204-986-3213.**

RE:	Text Amendment – Winnipeg Zoning By-law No 200/2006 for a Planned Development Overlay (PDO) for Supportive Housing File DAZ 218/2025
For submission to:	Executive Policy Committee
Prepared by:	K. McMillan, Manager of the Decision Making Process Standing Policy Committee on Property and Development
Report date:	October 21, 2025

Standing Committee Recommendation:

On October 20, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Executive Policy Committee:

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***, with the following amendments***:

   A. In Section 4(1) add the following new clause:

   "(e) social service facility"

   B. In Section 7(a) delete the words "map 4"

   C. In Section 8(a)(iii), delete "20 feet" and replace with "4 feet"

   D. In Section 8(a)(iv), delete "5 feet" and replace with "21 feet"

   E. Delete section 8(d) in its entirety

   F. Delete Map 4 in its entirety

   G. Add the following new section:

   "Site Plan Approval

   10. Except as otherwise provided in this section, all development, redevelopment, expansion and exterior alteration within the PDO that is visible from public rights-of-way is subject to site plan approval and must be approved by the relevant Community Committee and the Director of Planning, Property and Development in accordance with this section prior to issuance of a development permit."

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 Section 3.2.B. of the Real Estate - Declaration of Surplus and Sale of Property Policy and Section 3.2.B. of the Real Estate - Leasing and Licensing of Property Policy be waived to allow the City to negotiate with social housing providers who are chosen in response to the Province of Manitoba's Expression of Interest for this initiative.

~~***4. That, subject to approval from two-thirds of all Council members, 546 Sherburn Street, which is intended for the development of supportive or social housing and included within the Supportive Housing PDO-1, be declared surplus to City's needs.***~~

~~***5. That, subject to approval from two-thirds of all Council members (pursuant to subsection 205(2) of The City of Winnipeg Charter), the sale of 546 Sherburn Street to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a sale condition that the land must remain affordable for a period of at least 20 years, be approved.***~~

~~***6. That, subject to approval from two-thirds of all Council members (pursuant to subsection 205(2) of The City of Winnipeg Charter), the lease of 75 Poseidon Bay for up to 99 years to an affordable housing provider for $1.00 to develop supportive housing, subject to a lease condition that the land must remain affordable for the life of the agreement, be approved.***~~

6. That prior to a recommendation to Council in accordance with section 4.5 of the Leasing and Licensing of Property Policy, the public service be directed to report back to the City Centre Community Committee with the details of the proposed lease agreement for the lease of 75 Poseidon Bay for up to 99 years to an affordable housing provider for $1.00 to develop supportive housing.

7. That the following City-owned properties intended for the development of supportive or social housing, and included within the Supportive Housing PDO-1, be declared surplus to the City's needs:

   A. 1168/1172 Plessis Road; and
   B. 626 Stella Avenue.

8. That the sale of 1168/1172 Plessis Road and 626 Stella Avenue to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a sale condition that the land must remain affordable for a period of at least 20 years, be approved.

9. That the lease of 2546 McPhillips Street for up to 99 years to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a lease condition that the land must remain affordable for the life of the lease agreement, be approved.

10. Subject to the approval of Recommendations ~~***4 to 9***~~ ***7 to 9*** above, the City enter into, execute and deliver purchase and sale agreements or lease agreements and such other related agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing (the "Ancillary Agreements").

11. That the Chief Administrative Officer be delegated the authority to negotiate and approve the terms and conditions for the agreements outlined in Recommendations ~~***5, 6,***~~ 8 and 9 above and the Ancillary Agreements, in accordance with this report and such other terms and conditions determined by the Director of Legal Services and City Solicitor to protect the interests of the City.

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

Note: The wording in bold and italics denotes amendments made by the Standing Policy Committee.

The Standing Policy Committee on Property and Development provided the following supporting reasons for its recommendation:

1. I want to thank all the delegations that have come out in support and opposition, especially expressing some concerns over greenspace as well as the parking lot at 75 Poseidon. I think this amendment strikes the balance between providing some supportive housing, affordable housing, rent geared to income housing, social housing.

2. Some of the lots that were suggested by the public service, we did direct the public service to come back with some city-owned sites that could be used for supportive housing and I think it's good that we as a committee are moving this motion forward. We can help ease some of the tension that exists while still providing supportive housing.

3. As the area Councillor for Point Douglas, I do have a lot that was declared surplus that would be a switch for 546 Sherburn Street, which is 795 William Avenue, that can be added for the new PDO in the second iteration when the public service comes forward so we're not going to be losing any supportive housing in the future as I think that's kind of a compromise for what's coming forward.

4. It's important to note that even though I suggested 795 William Avenue, I want to express some concerns that we can't continue to concentrate supportive housing, affordable housing, rent geared to income housing in the downtown and the inner city. What we're seeing right now are the complexities around the challenges that Point Douglas and the inner city and the north end continue to face. Every year when it comes to poverty, Point Douglas continues to be the highest for families and children living in poverty so when you concentrate that in my community it really exacerbates the situation.

5. You're seeing a lot of social service agencies popping up in this concentrated area and that's very, very challenging for an inner city Councillor who continues to represent underserved communities so when Council has a direction to the Winnipeg Public Service that they look at city-wide initiatives and ensuring that opportunities for families, newcomers, refugees, low income, rent income, they should be in other areas of the City, and not just the inner city.

6. These type of housing typologies do belong in other areas of the city that are close to other amenities such as transit, pools, libraries, greenspaces, etc. While there's a part of me that would like to see Sherburn street split with a tot lot, I do understand that history and the community attachment to greenspaces.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 65

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

Exhibits Filed:

1. Application dated July 22, 2025
2. Advertising Notice dated July 23, 2025
3. Manitoba Status of Titles 2882190/1, 2214333/1, 1573469/1, 3109012/1, 2418049/1, 3066390/1, 1243236/1, 3066379/1
4. Letter of authorization for 625 Osborne Street from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 11, 2025
5. Letter of authorization for 2546 McPhillips Street from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 11, 2025
6. Letter of authorization for 75 Poseidon Bay from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 11, 2025
7. Letter of authorization for 626 Stella Avenue from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 12, 2025
8. Letter of authorization for 1168 & 1172 Plessis Road from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 12, 2025
9. Letter of authorization for 546 Sherburn Street from The City of Winnipeg (Gord Chappell for the Director of Planning, Property and Development) to Richard Mahé, Land Enhancement Administrator at the City of Winnipeg, dated June 16, 2025
10. Caveats 3425698/1, 4906527/1, 85-16999/1, 85-17235/1, 2652744/1, 3900936/1, 3383819/1
11. Map of Subject Property for 625 Osborne Street
12. Map of Subject Property for 2546 McPhillips Street
13. Map of Subject Property for 75 Poseidon Bay

Exhibits Filed:
(continued)

14. Map of Subject Property for 626 Stella Avenue
15. Map of Subject Property for 1168 and 1172 Plessis Road
16. Map of Subject Property for 546 Sherburn Street
17. Report from the Urban Planning Division dated September 3, 2025
18. Communication dated August 20, 2025 from Eric Fehr in opposition to the application
19. Communication dated August 20, 2025 from Norman Simm in support of the application
20. Communication dated August 20, 2025 from Louise Hedman in opposition to the application
21. Communication dated August 20, 2025 from Chelsea-Rose Law in opposition to the application
22. Communication dated August 20, 2025 from Emily Wiebe in support of the application
23. Communication dated August 31, 2025 from Matt Perin in opposition to the application
24. Communication dated August 29, 2025 from Owen Roberts in opposition to the application
25. Communication dated September 2, 2025 from Rob Wilson in support of the application
26. Communication dated September 3, 2025 from Greg Abra in support of the application
27. Communication dated September 3, 2025 from Marissa McIvor in opposition to the application
28. Communication dated September 3, 2025 from Bernadette L. Sabourin in opposition to the application
29. Communication dated September 3, 2025 from Susan Collins in support of the application
30. Communication dated September 3, 2025 from K. Braun in opposition to the application
31. Communication dated September 4, 2025 from Devlin Hinchey in support of the application
32. Communication dated September 4, 2025 from Cameron Smith in support of the application
33. Communication dated September 4, 2025 from Chris Palahicky in support of the application
34. Communication dated September 6, 2025 from Nathan Kuehn in opposition to the application
35. Communication dated September 7, 2025 from Ron Berkowski in support of the application
36. Communication dated September 7, 2025 from Faye Wankling in support of the application

Exhibits Filed:
(continued)

37. Communication dated September 8, 2025 from Emily Wiebe in support of the application
38. Communication dated September 8, 2025 from Alex Judge in support of the application
39. Communication dated September 8, 2025 from Chris Palahicky in support of the application
40. Communication dated September 8, 2025 from Walter Wrobleski in opposition to the application
41. Communication dated September 8, 2025 from Nicole Salo in opposition to the application
42. Communication dated September 9, 2025 from Danielle Morrison in support of the application
43. Communication dated September 9, 2025 from Jim Cooper in opposition to the application
44. Communication dated September 9, 2025 from Mitchell Braun in opposition to the application
45. Communication dated September 9, 2025 from Danny Lutz in opposition to the application
46. Communication dated September 9, 2025 from Mark Head in support of the application
47. Communication dated September 9, 2025 from Christa Brubacher with respect to the application
48. Communication dated September 9, 2025 from Lindsay Carriere in opposition to the application
49. Communication dated September 10, 2025 from Brenda Bacon in support of the application
50. Communication dated September 10, 2025 from Ella and Chuck Steele in opposition to the application
51. Communication dated September 10, 2025 from Bob Sydor in opposition to the application
52. Communication dated September 10, 2025 from Maria Bromilow in opposition to the application
53. Communication dated September 10, 2025 from Maggie A. Tarr in support of the application
54. Communication dated September 10, 2025 from Allison Kendall in support of the application
55. Communication dated September 10, 2025 from Drue Langlois in opposition to the application
56. Communication dated September 10, 2025 from Milena Lye in support of the applicatiom
57. Communication dated September 10, 2025 from Jeffrey Patteson in support of the application
58. Communication dated September 10, 2025 from Colleen Sydor in opposition to the application

Exhibits Filed:
(continued)

59. Communication dated September 11, 2025 from Chris Rosteski in opposition to the application
60. Communication dated September 10, 2025 from Shannon Wiebe in support of the application
61. Communication dated September 10, 2025 from Jack Waterman in opposition to the application
62. Communication dated September 10, 2025 from Jeffrey Hodgins in support of the application
63. Communication dated September 10, 2025 from Emily Sydor in opposition to the application
64. Communication dated September 10, 2025 from Dave Green in opposition to the application
65. Communication dated September 11, 2025 from Leah Stawiarski in opposition to the application
66. Communication dated September 11, 2025 from Shannon Stawiarski in opposition to the application
67. Communication dated September 11, 2025 from Carolyne Epp-Fransen in support of the application
68. Communication dated September 11, 2025 from Gordon Epp-Fransen in support of the application
69. Communication dated September 11, 2025 from Patricia Roche in support of the application
70. Communication dated September 11, 2025 from Sara S. McLaughlin in support of the application
71. Communication dated September 11, 2025 from Darlene McBurney in opposition to the application
72. Communication dated September 11, 2025 from Anna Levin in support of the application
73. Communication dated September 11, 2025 from Erica Vido in opposition to the application
74. Communication dated September 11, 2025 from Charlene Currie in opposition to the application
75. Communication dated September 11, 2025 from Andrew Tod in opposition to the application
76. Communication dated September 11, 2025 from Dylon Martin in support of the application
77. Communication dated September 10, 2025 from Mandee Hennessey in opposition to the application
78. Communication dated September 11, 2025 from Emily Sydor in opposition to the application
79. Communication dated September 11, 2025 from Elizabeth Derksen in opposition to the application
80. Communication dated September 11, 2025 from Robin Singh in opposition to the application

Exhibits Filed:
(continued)

81. Communication dated September 11, 2025 from Gloria Taylor in support of the application
82. Communication dated September 9, 2025 from Tannis Scott in support of the application
83. Communication dated September 11, 2025 from Cece Hall in opposition to the application
84. Communication dated September 11, 2025 from Matt Salo in opposition to the application
85. Communication dated September 11, 2025 from Aaron Funk in opposition to the application
86. Presentation dated September 12, 2025 submitted by the Applicant at the Public Hearing
87. Presentation from Zainab Mansaray with respect to the application
88. Communication dated September 12, 2025 from Sharon Stieben in opposition to the application
89. Recording of representations
90. Notice of Adjournment dated September 17, 2025
91. Communication dated September 15, 2025 from Marie Bergen in support of the application
92. Communication dated September 15, 2025 from Marlene Beaty in support of the application
93. Communication dated September 15, 2025 from Lisa Engel in support of the application
94. Communication dated September 16, 2025 from Mary Osborne in support of the application
95. Communication dated September 17, 2025 from Noralou Roos in support of the application
96. Communication dated October 1, 2025 from Jocelyn Preston in opposition to the application
97. Communication dated October 1, 2025 from Kaitlin Aiello Fox in opposition to the application
98. Communication dated October 3, 2025 from Remo Aiello in opposition to the application
99. Communication dated October 3, 2025 from Asha Hunter in opposition to the application
100. Communication dated October 8, 2025 from Zainab Mansaray in support of the application
101. Communication dated October 10, 2025 from Nadia Vasas in opposition to the application

Exhibits Filed:
(continued)

102. Communication dated October 12, 2025 from Marjorie Guertin in opposition to the application
103. Communication dated October 14, 2025 from Mary Osborne in support of the application
104. Communication dated October 14, 2025 from Jalaire Reyes in opposition to the application
105. Communication dated October 15, 2025 from Owen Toews in support of the application
106. Communication dated October 15, 2025 from Emily Wiebe in support of the application
107. Communication dated October 15, 2025 from David Landreth in opposition to the application
108. Communication dated October 15, 2025 from Shauna T. MacKinnon in support of the application
109. Communication dated October 16, 2025 from Kerniel Aasland in support of the application
110. Communication dated October 16, 2025 from Kelly Frazer in support of the application
111. Communication dated October 16, 2025 from Codi Guenther in support of the application
112. Communication dated October 20, 2025 from Dave Green in opposition to the application
113. Communication dated October 16, 2025 from Jeffrey Patteson in support of the application
114. Communication dated October 16, 2025 from Emily Sydor in opposition to the application
115. Communication dated October 16, 2025 from Caitlin Ferry in support of the application
116. Communication dated October 16, 2025 from Kathy Carlson in opposition to the application
117. Communication dated October 17, 2025 from Jackson Unger in support of the application
118. Communication dated October 17, 2025 from Bailey Zacharias in support of the application
119. Communication dated October 16, 2025 from Charlene Currie in opposition to the application
120. Communication dated October 16, 2025 from Tom Skraba in opposition to the application
121. Communication dated October 20, 2025 from Matthew Salo in opposition to the application
122. Communication dated October 17, 2025 from Sarah Leeson-Klym in support of the application
123. Communication dated October 17, 2025 from Lorie English in support of the application

Exhibits Filed:
(continued)

124. Communication dated October 17, 2025 from Meghan Mast in support of the application
125. Communication dated October 17, 2025 from the Rich Mahe in support of the application
126. Memorandum of Understanding – Housing Supply Partnership dated October 17, 2025
127. Communication dated October 18, 2025 from Erna Buffie in opposition to the application
128. Communication dated October 19, 2025 from Kelly van Leeuwen in opposition to the application
129. Communication dated October 19, 2025 from Ty Ellis in opposition to the application
130. Communication dated October 20, 2025 from Dale Friesen in opposition to the application
131. Recording of representations

REPRESENTATIONS:

In Support:

Kerniel Aasland
Greg Abra
Sara Atnikov
Ciaran August
Brenda L. Bacon
Marlene Beaty
Marie Bergen
Ron Berkowski
Kirsten Bernas
Leslie Braun
K. Braun
Susan Collins
Yutaka Dirks
Lisa Engel
Lorie English
Carolyne Epp-Fransen
Gordon Epp-Fransen
Tim Fennell
Caitlin Ferry
Kelly Frazer
Codi Guenther
Mark Head
Devlin Hinchey
Jeffrey Hodgins
Laura Jackson
Alex Judge
Kate Kehler
Allison Kendall
Sarah Leeson-Klym
Anna Levin
Milena Lye
Raymond Lyttle
Shauna T. MacKinnon
Christina Maes Nino
Richard Mahe
Zainab Manasaray
Dylon Martin
Meghan Mast
Sara S. McLaughlin
Danielle Morrison
Mary Osborne
Chris Palahicky
Jeffrey Patteson
Brian Pincott
Justin Quigley
Patricia Roche
Noralou Roos
Carolyn Ryan
Marlene Schellenberg
Max Schreckenbach
Shanlee Scott
Tannis Scott
Hillary Siemens
Norman Simm
Natalie Smith
Jessica Smith
Cameron Smith
Maggie Tarr
Gloria Taylor
Owen Toews
Brad Unger
Jackson Unger
Faye Wankling
Emily Wiebe
Shannon Wiebe
Rob Wilson
Bailey Zacharias

REPRESENTATIONS (continued):

In Opposition:

Maya Ackerman-Stratton
Remo Aiello
Kaitlin Aiello Fox
Patrick Allard
Danya Marie Barnhardt
Patricia Bollen
Mitchell Braun
Maria Bromilow
Christa Brubacher
Erna Buffie
Kathy Carlson
Lindsay Carriere
Jim Cooper
Charlene Currie
Elizabeth Derksen
Ty Ellis
Eric Fehr
Elizabeth Fleming
Dale Friesen
Aaron Funk
Ike Giesbrecht
Dave Green
Marjorie Guertin
Cece Hall
Roberta Hansen
Louise Hedman
Mandee Hennessey
Asha Hunter
Susan Janzen
Ryan Johnston
Megan Kiesman
Nathan Kuehn
David Landreth
Drue Langlois
Chelsea-Rose Law
Jeff Leiter
Danny Lutz
Darlene McBurney
Marissa McIvor
Matt Perin
Jocelyn Preston
Jalaire Reyes
Owen Roberts
Chris Rosteski
Bernadette Sabourin
Matthew Salo
Nicole Salo
Carol Ann Schultz
Robin Singh
Tom Skraba
Leah Stawiarski
Shannon Stawiarski
Ella Steele
Chuck Steele
Sharon Stieben
David Swan
Bob Sydor
Emily Sydor
Colleen Sydor
Andrew Tod
Kelly van Leeuwen
Nadia Vasas
Erica Vido
Jack Waterman
Walter Wrobleski

For Information:

Councillor John Orlikow
Councillor Cindy Gilroy
Harnet Weldihiwet

For the City:

H. Borys, Director, Planning, Property and Development
G. Chappell, Acting Manager of Real Estate and Land Development, Planning, Property and Development Department
L. Rappaport, Manager, Housing Accelerator Fund, Chief Administrative Officer
M. Robinson, Principal Planner, Planning, Property and Development Department

Exhibit “17” referred to in File DAZ 218/2025

ADMINISTRATIVE REPORT

Title: DAZ 218/2025 – Amendments to the City of Winnipeg Zoning By-law for a Planned Development Overlay (PDO) for Supportive Housing

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

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys		

EXECUTIVE SUMMARY

The City of Winnipeg, in partnership with the Province of Manitoba, is launching a strategic initiative to accelerate the development of supportive or social housing on City-owned land. This initiative responds to Council directives from December 2022 and July 2025, aiming to address housing supply issues through the rapid creation of supportive or social housing units.

The plan proposes the development of 5 to 10 supportive or social housing sites, each with 15–30 units, targeting priority populations. These developments will incorporate support services, trauma-informed design, and accessibility standards. Construction is anticipated to begin in 2026, with a replicable design model enabling efficient delivery across multiple sites.

The City and Province will jointly oversee implementation, with roles clearly defined for land provision, funding, development, and service delivery.

To facilitate this, the City is proposing a Supportive Housing Planned Development Overlay (PDO-1) to streamline zoning and approvals.

At this time, five sites are being identified and recommended for approval through the Supportive Housing Planned Development Overlay (PDO):

i. 546 Sherburn St.
ii. 1168/1172 Plessis Rd.
iii. 626 Stella Ave.
iv. 75 Poseidon Bay
v. 2546 McPhillips St.

The PDO will provide the necessary zoning permissions for supportive or social housing development on these sites. It will also establish clear development regulations to help guide the design and siting of buildings, ensuring consistency with City policy and community objectives.

The Public Service will come back with up to five additional sites to add to the PDO in 2026.

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 Section 3.2.B. of the Real Estate - Declaration of Surplus and Sale of Property Policy and Section 3.2.B. of the Real Estate - Leasing and Licensing of Property Policy be waived to allow the City to negotiate with social housing providers who are chosen in response to the Province of Manitoba's Expression of Interest for this initiative.

4. That, subject to approval from two-thirds of all Council members, 546 Sherburn Street, which is intended for the development of supportive or social housing and included within the Supportive Housing PDO-1, be declared surplus to City's needs.

5. That, subject to approval from two-thirds of all Council members (pursuant to subsection 205(2) of The City of Winnipeg Charter), the sale of 546 Sherburn Street to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a sale condition that the land must remain affordable for a period of at least 20 years, be approved.

6. That, subject to approval from two-thirds of all Council members (pursuant to subsection 205(2) of The City of Winnipeg Charter), the lease of 75 Poseidon Bay for up to 99 years to an affordable housing provider for $1.00 to develop supportive housing, subject to a lease condition that the land must remain affordable for the life of the agreement, be approved.

7. That the following City-owned properties intended for the development of supportive or social housing, and included within the Supportive Housing PDO-1, be declared surplus to the City's needs:
    I. 1168/1172 Plessis Road; and

    II. 626 Stella Avenue.

8. That the sale of 1168/1172 Plessis Road and 626 Stella Avenue to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a sale condition that the land must remain affordable for a period of at least 20 years, be approved.

9. That the lease of 2546 McPhillips Street for up to 99 years to an affordable housing provider for $1.00 to develop supportive or social housing, subject to a lease condition that the land must remain affordable for the life of the lease agreement, be approved.

10. Subject to the approval of Recommendations 4 to 9 above, the City enter into, execute and deliver purchase and sale agreements or lease agreements and such other related agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing (the “Ancillary Agreements”).

11. That the Chief Administrative Officer be delegated the authority to negotiate and approve the terms and conditions for the agreements outlined in Recommendations 5, 6, 8 and 9 above and the Ancillary Agreements, in accordance with this report and such other terms and conditions determined by the Director of Legal Services and City Solicitor to protect the interests of the City.

12. 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

In accordance with the Development Procedures By-law No. 104/2020 and s. 236.1(2) of The City of Winnipeg Charter, before Council gives first reading to the proposed by-law, the Standing Policy Committee on Property and Development must conduct a public hearing with respect to zoning by-law text amendments.

Council approval is required to declare land surplus to the needs of the City, sell and dispose of Parkland, and waive or delegate real estate policies.

IMPLICATIONS OF THE RECOMMENDATIONS

Should the recommendations be approved:

1. The text amendments to the Winnipeg Zoning By law No. 200/2006 proposed in this report will be given first reading. In the event that the City does not receive sufficient objections to the amending by-law, it will be brought back directly to Council for second and third readings at the following meeting of Council.
2. 546 Sherburn Street (parkland) will be declared surplus as intended for supportive or social housing but requires subsequent Council approval to sell the property.
3. 1168/1172 Plessis Rd and 626 Stella Ave will be declared as intended for supportive or social housing and the Chief Administrative Officer will have delegated authority to approve the sales

4. 75 Poseidon Bay and 2546 McPhillips are intended for supportive or social housing through a long-term lease agreement. Council approval of the lease will be required for 75 Poseidon Bay (parkland), while the Chief Administrative Officer can approve the lease of 2546 McPhillips through delegated authority.
5. The City will sell/lease the sites for $1.00, subject to a sale/lease condition that the land must remain affordable for the life of the agreement
6. The City will move forward in partnership with the Province to implement the Initiative and support the development of supportive or social housing on the approved sites.

HISTORY/DISCUSSION

Background

Winnipeg is grappling with an ongoing affordable housing crisis, particularly for individuals experiencing or at risk of homelessness. In July, Council directed the Public Service to enter into a Housing Supply Partnership Memorandum of Understanding (MOU) to work with the Province of Manitoba to advance shared housing goals. A key first initiative under this partnership is to Accelerate Supportive Housing on City-owned lands.

The Province of Manitoba and City of Winnipeg share common objectives to increase the housing supply in Winnipeg, including increasing supportive or social housing options and to address homelessness. In response to this urgent need, the City is partnering with the Province of Manitoba to launch a joint initiative to develop 5-10 new supportive or social housing sites across Winnipeg, with approximately 15-30 units per site.

These projects will be designed to provide stability for individuals experiencing who require daily living support. All sites are intended to be developed through a replicable, but adjustable design, and coordinated development and construction to achieve efficiencies and economies of scale.

Supportive housing is a type of affordable housing that helps people at certain life stages or with challenges like health issues, disabilities, or other barriers to housing. It helps people live more stable, independent and respectful lives. Social housing is housing that offers subsidized rental rates to allow people with income barriers to live in housing geared to their incomes.

At this point the Initiative is focusing on populations at key Life Stages that may include:

- Refugees and refugee claimants
- People leaving hospitals
- Youth exiting care
- People transitioning from encampments
- People at risk of or experiencing gender-based violence
- People with mental health needs that require residential care.

Site Identification & Planning Approvals (Supportive Housing PDO)

A Supportive Housing PDO is being brought forward for Council's consideration for planning approvals. This PDO is designed specifically for this initiative and is intended to only include City-owned lands. The goal of this approach is to quickly take action to address the critical need for more supportive or social housing options in Winnipeg.

This approach follows what many other cities have done to get housing built quickly and efficiently for priority populations. Some cities have created special zoning districts or overlays specifically designed for supportive or social housing developments, often with the goal of addressing homelessness, mental health needs, or providing housing for other vulnerable populations. These zoning approaches are often aimed at reducing barriers to building supportive or social housing, offering flexibility in zoning codes, and providing necessary incentives to development.

The sites identified for this initiative were selected through a comprehensive review of all available City-owned parcels. The selection process prioritized sites that were well-serviced by existing sewer and water infrastructure and that offered strong proximity to key community amenities, including public transit, healthcare services, and other supports that would benefit residents of supportive or social housing.
Geographic distribution was also a key consideration, as the housing crisis in Winnipeg affects communities across the city — requiring a city-wide response. In line with this, sites were chosen to ensure access to supportive or social housing opportunities in multiple neighbourhoods. This work was carried out collaboratively between the City of Winnipeg and the Province of Manitoba to ensure alignment with the broader goals of the Housing Supply Partnership.

At this time, five sites are being identified and recommended for approval through the Supportive Housing Planned Development Overlay (PDO):

i. 546 Sherburn St.
ii. 1168/1172 Plessis Rd.
iii. 626 Stella Ave.
iv. 75 Poseidon Bay
v. 2546 McPhillips St.

All five sites have been circulated by the Public Service and some concerns/objections were noted.

- 546 Sherburn was acquired for community greenspace from MHRC. Parks accepts the sale of the land in order to accommodate supportive or social housing but is concerned with the loss of Natural Areas and multi-use greenspace based on the direction of the Parks Strategy
- 1168/1172 Plessis is residual land from the Plessis Street Underpass and no objections were noted
- 626 Stella was acquired through tax sale and no objections were noted
- 75 Poseidon is part of the Pan-Am parking lot and no objections were noted but concerns were raised with the impact to existing facilities with reduced parking

- 2546 McPhillips is the front yard to the Winnipeg Fire Paramedic Service Academy building and no objections were raised. Supportive or social housing at this location will need to consider future improvements related to the Chief Peguis Trail Extension and possible Northwest Raid Transit route

The Public Service will come back with up to five additional sites to add to the PDO in 2026.

Engagement
Between April and July 2025, 18 community agencies were engaged to get feedback on the concept and preliminary design characteristics of the buildings. There was general support expressed for the project, and service providers offered helpful high-level guidance related to building design, on-site supports and operations, and the planning process. The Public Service intends to continue to engage service providers throughout the planning and implementation of this project. In August 2025, a public information campaign was launched to inform the general public of the initiative.

Building Design
Preliminary building designs and specs have been refined through engagement with community partners and supportive and social housing operators. These design assumptions ensure alignment with operational realities and resident needs. The buildings will follow a replicable but flexible design to support efficiency, cost-effectiveness, and timely delivery, while still allowing adjustments based on local context and community input.

Design will emphasize:

- Trauma-informed and culturally safe environments;
- A set proportion of fully accessible units, consistent with universal design standards;
- Energy-efficient building systems and durable, low-maintenance materials;
- Safe, welcoming, and inclusive site design, integrated with the surroundings.

Buildings will include:

- Approx 15-30 units/building
- Small, single units (studios) (and where appropriate, options for families)
- Each unit has private bathroom, “kitchenette”
- A portion will be accessible units
- All buildings will include an elevator
- Buildings will be 3-4 storeys in height
- Communal spaces on full main floor (lobby, office, larger communal spaces such as kitchen, multi-purpose room or round room)
- Where possible, outdoor gathering spaces may be incorporated.

Each building will be owned and operated by a non-profit housing organization, responsible for property management and tenancies. In some cases, a separate non-profit or community-based organization may be engaged to deliver on-site support services to residents. These roles will be confirmed through a future selection process coordinated by the Province of Manitoba.

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

PDO
The PDO will provide the necessary zoning permissions for supportive housing development on these sites. It will also establish clear development regulations to help guide the design and siting of buildings, ensuring consistency with City policy and community objectives.

The PDO includes the following provisions:

Permitted Uses: It allows for several principal residential uses (multi-family dwelling, assisted living facility, care home, and single-room occupancy) to be established in the PDO area. It also allows for day care and social service facilities to established as accessory uses.

Density: It allows a maximum density of 30 dwelling units. A single-room occupancy is permitted to have a maximum of 30 beds and a care home is permitted a maximum of 30 persons.

Lot Coverage: It allows a lot coverage of 70% for all lots within the PDO area.

Building Heights: It has a maximum height of 39 feet for two sites (Sherburn and Stella) which are located on residential streets and 49 feet for the other three sites (McPhillips, Plessis, and Poseidon Bay), which are on or abutting arterial streets.

Yard Setbacks: It has yard setbacks for each site that are reflective of the different context for each site.

Parking: It has a parking requirement of 1 stall for each site.

Text Amendments
In order to facilitate this PDO, Part 3: Section 57 of the Winnipeg Zoning By-law has to be amended to allow a PDO-1 to add to the list of permitted or conditional uses and to allow a PDO-1 which does not meet the standard criteria for use of a PDO-1.

ANALYSIS AND ISSUES

Analysis and Issues

The Urban Planning Division supports the proposed PDO-1 and associated text amendment to the Winnipeg Zoning By-law as it will enable the creation of affordable, supportive, and mixed income housing on strategic City owned sites across the City.

The PDO will provide the following benefits to the City:

Permitted Uses: Permitting supportive or social housing “as-of-right” within the PDO will eliminate the need for rezonings and/or variances.

Increased Height and Density: Allowing for higher density or taller buildings can accommodate more units to help meet the demand for supportive or housing in the city.

Setback and Yard Requirement Adjustments: Relaxation of setback requirements will help accommodate supportive or social housing developments, which sometimes require larger footprints to house supportive services on site.

Reduced Parking Requirements: As many supportive or social housing tenants rely on public transportation or do not have cars, relaxed parking standards will allow for more efficient use of land.

The PDO-1 will only apply to City-owned lands.

CONSULTATION

This Report has been prepared in consultation with:

Legal Services (as to legal issues)
Office of the CAO- Housing Accelerator Fund

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

OurWinnipeg 2045's Good Health and Well-Being, Social Equity, and City Building Goals:
4.4 Affordable and Supportive Housing Options (p.27)
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.

5.2 Affordable and Supportive Housing Options (p.29)
Conserve and increase development of a continuum of affordable and supportive housing

6.39 Affordable and Supportive Housing Options (p.34)
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. EP, ER, HW, SE

Integrate Affordable Housing - 1.2 Investigate the integration of affordable housing with City facilities such as libraries and recreation centres.

Supportive Housing 4.1 Assist in building and maintaining the capacity of non-profit housing organizations in the design, development and maintenance of supportive housing. Based on current housing data and trends, identify annual targets of new supportive housing units needed to reduce and prevent chronic homelessness.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Key Direction 4.1: Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with the Winnipeg Poverty Reduction Strategy (2021 – 2031) Guiding Principles & Goal 2: The City Actively Plans for and Partners in Affordable Housing.

It also responds to initiatives for Goal 2 in the 2024-2027 implementation plan around Facilitating the development of vacant land, with a focus on social housing.

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SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Date: September 3, 2025
File No: DAZ 218/2025

Attachments:

Schedule A – Draft Amending By-Law and Housing Accelerator Fund Supportive Housing Sites Planned Development Overlay (PDO-1)