

Background

Residential Infill refers to new housing in established neighbourhoods. Market demand for new homes in older neighbourhoods continues to remain high. Over the last five years over 3000 new dwelling units were constructed in Winnipeg's Mature Communities. Infill housing is desirable from a city-building perspective because it makes efficient use of existing services such as roads, pipes, parks, libraries, snow clearing and emergency services. Mature neighbourhoods are also well-served by transit, and are conducive to cycling and walking, meaning less congestion and less wear and tear on our roadways.

However, when there is lack of clarity and predictability about where infill should occur and what it should look like, there is a risk of it negatively affecting the character of our existing neighbourhoods. Decision-makers face the difficult challenge of balancing the pressures of a growing city with the need to maintain stability and contextual suitability in existing neighbourhoods.


The goal for this project is to advance a shared vision for residential infill that helps address demand for new housing while preserving neighbourhood quality, character and livability. The City's public engagement strategy aims to identify common areas of concern across stakeholder groups, and involve the public in prioritizing opportunities for improving the approach to infill development through our proposed strategy.

Engagement

Building on what was learned through previous engagement activities, a public open house was held on September 19, 2018 at the Millennium Library. This open house focused on presenting the Residential Infill Strategy Action Plan, and gathered feedback on each of the proposed actions. In addition to hosting the public event, the draft implementation action plan was also presented through an online survey, which was open from September 6 to 26, 2018.

Feedback from the open house and online survey has been used to refine and re-prioritize the draft implementation plan actions. Primary changes made are summarized under "What we heard" below, with a breakdown of themes from the data presented in Appendix E.

For a breakdown of previous stakeholder and public engagement activities, please see the project ['Documents'](#) tab on the project webpage.



Public Open House

Residential Infill Strategy

The City of Winnipeg has developed an implementation action plan to guide the progress of the Residential Infill Strategy.


Building on feedback received through previous public engagement activities, members of the public will have the opportunity to provide feedback on the specific actions within the action plan.

Date: Wednesday, September 19, 2018 **Time:** 4 p.m. – 7 p.m.

Location: Millennium Library (Carol Shields Auditorium), 251 Donald St.

Format: Drop-in (come and go)

For more information, visit us online at winnipeg.ca/infillstrategy.



If you have further questions, please contact 311 or infill@winnipeg.ca.

Promotion & Outreach

The public open house and online survey were promoted through a news release, social media channels, and by email to those who signed up for project updates.

- News release on September 6, 2018
- Public Engagement Newsletter on September 13, 2018
- Email updates sent to stakeholders on September 6 (English) and September 11, 2018 (French)
- Thirteen Twitter posts from September 5 to 26, 2018
- Five Facebook posts from September 5 to 26, 2018

For further information on outreach and engagement throughout the project, please see [public engagement summaries 1 & 2](#).

Format

Ten primary actions, as well as five supplemental or potential actions, were presented on [storyboards for public feedback](#). Each action included a description of the steps involved in each action, how previous public feedback relates to the action, and an estimated timeline for implementation, as shown in Figure 1.



**Residential
Infill Strategy**

PRIORITY: MEDIUM TERM

ACTION #3

Establish design guidelines for infill development

Intent: To ensure that new development (single-family, two-family and multi-family) in established neighbourhoods is compatible in form, scale and design

How?

- Analyze infill design guidelines from other jurisdictions
- Evaluate local trends and needs and conduct additional public consultation
- Establish Council-adopted policy to support decision-making that will provide consistency when evaluating development proposals
- Incorporate infill standards into the Zoning By-law

When? Medium complexity. Estimated start date: 2019-2020
Estimated time to complete: 12-24 months

What you told us:

- New buildings are out of scale
- "Skinny, tall and long houses" result in a wall like condition along the property line
- Reduced side yards and buildings "maxing out" the lot
- Lower quality facade materials are contributing to a loss of character
- Establish plan for maintaining trees, open space and landscaping
- Establish measures to protect privacy



Sample facade plan from a local project



Sample design approach from a neighbourhood plan

Figure 1 - Action board example

These ten primary actions were also presented on a proposed timeline as an implementation action plan, shown in Figure 2.

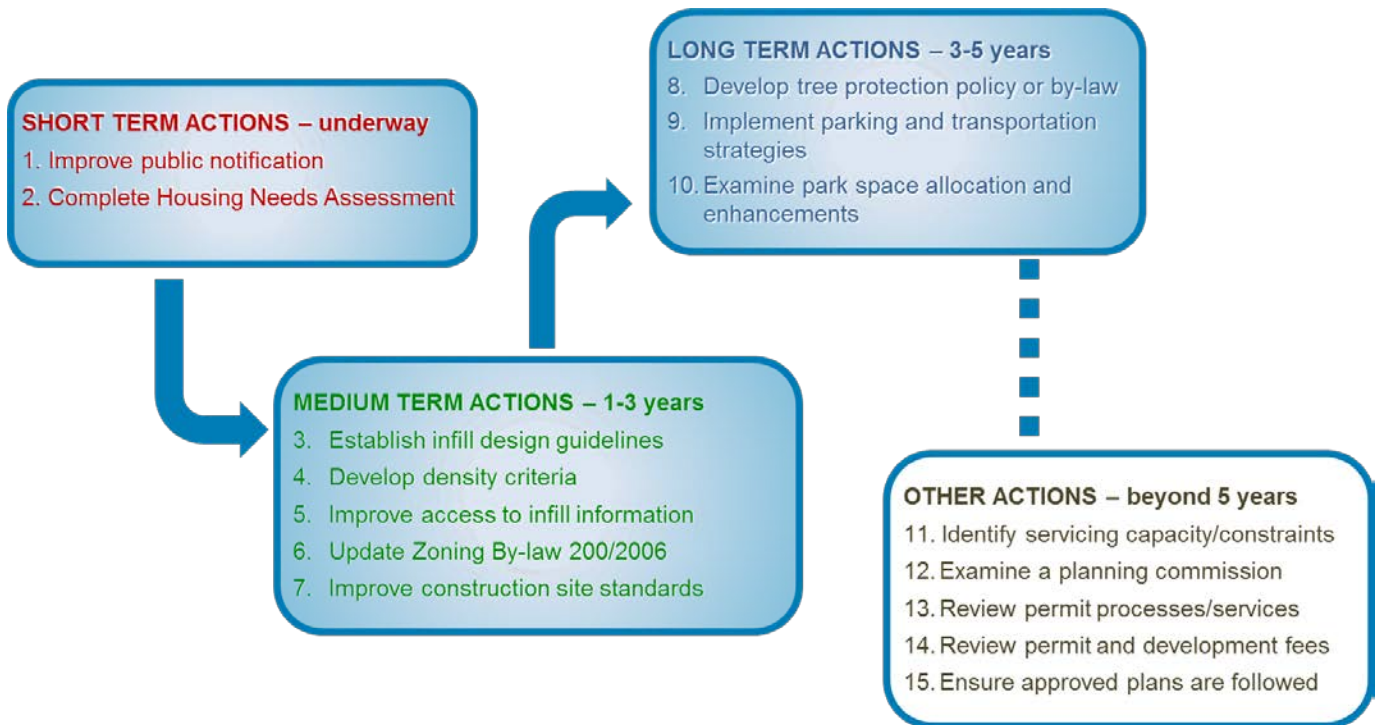
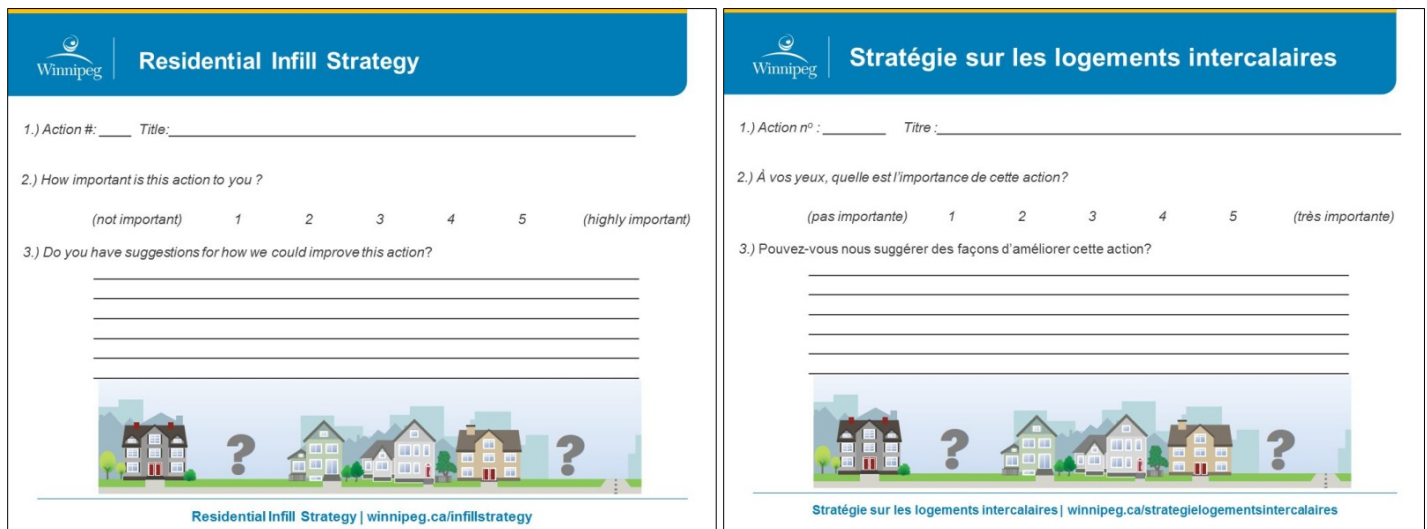


Figure 2 – Draft Implementation Action Plan

Participants shared their feedback by rating the importance of specific actions on comment cards (Figure 3), and providing suggestions on how the actions could be improved. This activity was mirrored in the online survey, which is presented in Appendix B, attached.



The figure shows two comment cards side-by-side. The left card is for the 'Residential Infill Strategy' and the right card is for the 'Stratégie sur les logements intercalaires'. Both cards have a header with the Winnipeg logo and the title of the strategy. Below the header, there are three sections for feedback:

- 1.) Action #: _____ Titre: _____
- 2.) How important is this action to you ?
(not important) 1 2 3 4 5 (highly important)
- 3.) Do you have suggestions for how we could improve this action?

At the bottom of each card, there is an illustration of a row of houses with question marks, and a footer with the strategy name and website: winnipeg.ca/infillstrategy and winnipeg.ca/strategie-logements-intercalaires.

Figure 3 – Open house comment cards

What we heard

In addition to feedback collected at the public open house, survey data was collected online from September 6 to September 26, 2018. Survey questions were written to gather feedback on the specific actions proposed in the draft implementation plan. Feedback collected included a rating of the relative importance of each action (Table 1), as well suggestions on how the actions could be improved. Qualitative response data was analyzed and coded into themes for discussion. Themes were determined using the most common responses within each question. When responses fit within more than one theme, they were assigned more than one code. A breakdown of the coded responses can be found in Appendix E.

Engagement feedback at a glance:

- Online surveys received: 220
- Comment cards received: 129
- Total number of submissions received: 349

Action	Rating (weighted average)	# of online ratings	# of open house ratings
Develop tree protection policy or by-law	4.5	177	16
Examine park space allocation and enhancements ¹	4.3	173	5
Establish infill design guidelines	4.3	189	17
Develop density criteria	4.3	189	10
Improve public notification	4.3	218	6
Complete Housing Needs Assessment	4.2	202	8
Update Zoning By-law 200/2006	4.2	176	13
Implement parking and transportation strategies	4.1	171	6
Improve access to infill information	4.1	182	6
Engage Inspections & Enforcement to ensure approved plans are followed	4.1	168	2
Improve construction site standards	4.0	177	6
Identify servicing capacity/constraints for infill	3.9	171	3
Examine the potential of a planning commission	3.8	169	3
Review permits process and permit office services	3.6	163	1
Review permit fees and development fees	3.5	163	3

Table 1: Public rating of the importance of specific actions

¹ Many of the comments received related to park space allocation were in fact concerned with greenspace on private property, including residential yards and street trees, which are not directly related to City parks. Because of this, tree protection has been placed at a higher priority and park space allocations a lower priority.

The following table outlines the primary changes to the implementation action plan arising from the public open house and online survey:

What we heard	Example	Response	In brief:
Modest bungalows are being replaced by two long, narrow, bi-level houses that fill up the lot, leaving no rear yard, no greenspace, frequently with a large secondary suite.	<i>"Stop allowing these tall skinny houses that take up an entire lot with no yard or green space. Especially in areas like Old St. Vital that have smaller houses but nice big yards. These ugly skinny houses are blocking sunlight and destroying the character of this area."</i>	Currently, properties with detached garages are allowed up to 64% lot coverage, which is higher than all other cities studied and significantly greater than what our zoning bylaw permits for properties with attached garages. Given the significant impacts of this element of the Zoning By-law, it was determined that revising lot coverage regulations should be a distinct action item advanced as the top priority. This is a change that will be prioritized and can be made ahead of other zoning bylaw updates. This change would reduce the degree to which infill houses can fill up the lot, thereby improving infill compatibility.	Revisions to maximum allowable lot coverage have been prioritized as a separate and immediate action.
More expedient implementation timelines to address infill issues.	<i>"By the time line given for this to be met it will be too late for neighborhoods as developers will have bought up the properties, gotten their variances, cut down all the trees and built whatever they want with no policies in place."</i>	The project team has committed to accelerating the recommended deliverables for several of the actions. The first deliverable (the amendment to lot coverage) will come before Standing Policy Committee in early 2019. Two actions have been moved into year one (2019). Draft design guidelines and criteria for intensification will be presented to the public for input in spring of 2019, and will come to Council for approval later in 2019. Three medium term actions (tree protection, construction site standards and zoning bylaw amendments) have been assigned to year two (2020).	Timelines for short and medium term actions have been expedited where possible.
Tree protection is a high priority and should not be in the long term category.	<i>"Winnipeg's urban forest is an important part of our City and its desirability. Protection/replacement of trees is imperative. This should be addressed sooner than the 2021-2023 proposed time frame."</i>	The Implementation Action Plan has moved tree protection from the 3-5 year timeframe into year two. This action is being led by the City's Forestry Branch in the Public Works Department who supports the revised timeline. Planning, Property and Development will be partnering on this initiative.	Developing a tree protection policy or by-law was changed to a higher priority.
Improving access to general infill information is important, but dependent on other actions taking place first.	<i>"Information is important but without the guidelines that meet with community acceptance, there is no rush to publicize incomplete information."</i>	"Improve access to infill information" has been moved to the long term category, while acknowledging that as each action is addressed, updates will be sent to stakeholders and provided in a centralized web page online. Information regarding active development applications will still be addressed through the development application notification review process, which remains a high priority action item.	Improving access to infill information was changed to a long term action.
Approved plans are not being followed.	<i>"This is critical to the success, integrity and buy-in of any plan. If developers are not accountable, then any plan is meaningless."</i>	The Planning, Property and Development Department (PPD) will be bringing forward a report on best practices and alternatives to improve compliance in the first quarter of 2019. This may be combined with Action #7, which also deals with enforcement issues associated with new construction.	City report on compliance and enforcement coming in first quarter of 2019.

How feedback was considered

As a result of public feedback received from the public open house and online survey, a number of the infill strategy actions were revised, or re-prioritized. After incorporating changes to the action plan, the revised implementation action plan is presented here (Figure 4):

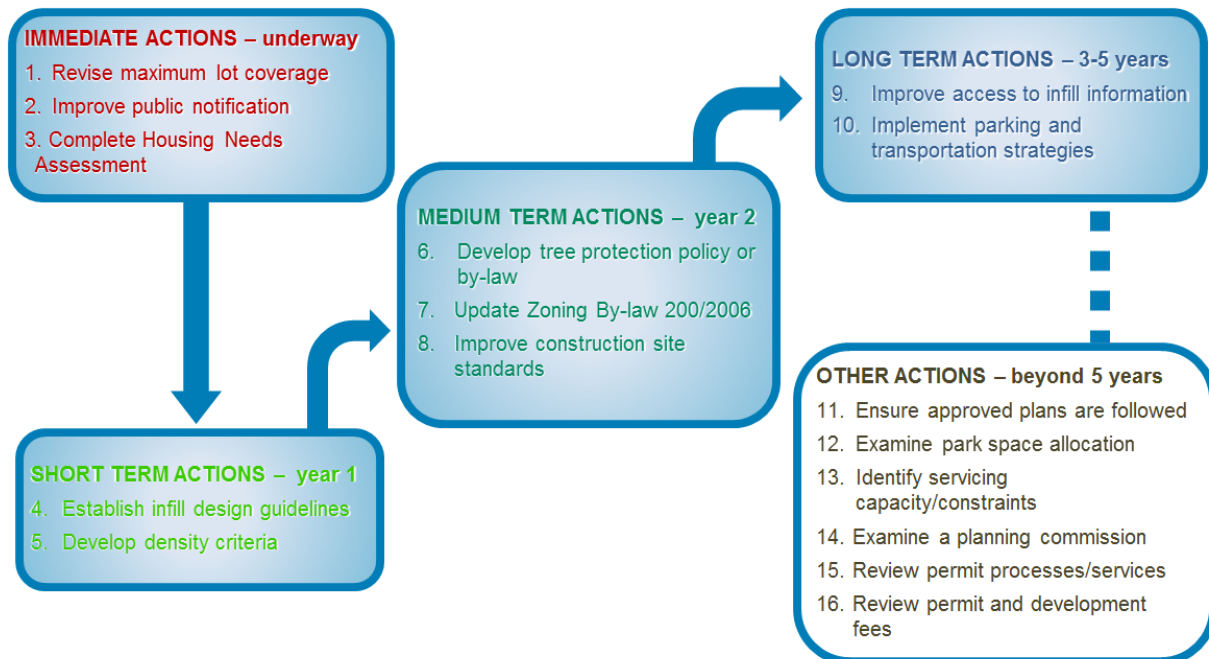


Figure 4 – Revised Implementation Action Plan

Next steps

An administrative report is being prepared for Standing Policy Committee on Property and Development, Heritage, and Downtown Development (SPC-PD) review. The report will include a summary of all the public engagement activities undertaken to date. The report will also make recommendations regarding proceeding with the Infill Strategy Implementation Action Plan. Following SPC-PD review, the report will go before Executive Policy Committee and Council for their review and consideration.

Appendices

- Appendix A – News release
- Appendix B – Survey
- Appendix C – Bilingual comment card
- Appendix D – Draft Implementation Action Plan
- Appendix E – Action Feedback Received



Appendix A – News release



INFORMATION - COMMUNIQUÉ

For immediate release
September 6, 2018

Public invited to provide feedback on Residential Infill Strategy Action Plan

Winnipeg, MB – The City of Winnipeg is inviting residents to review and provide feedback on the draft implementation action plan for the Residential Infill Strategy at a public open house on Wednesday, September 19, 2018. This action plan builds on actions identified and prioritized through previous public engagement activities.

Date: Wednesday, September 19, 2018

Time: 4 p.m. – 7 p.m.

Location: Carol Shields Auditorium, Millennium Library, [251 Donald St.](#)

** Snacks and refreshments will be provided.*

Residential infill is new housing in established neighbourhoods. New housing can be single-family, two-family, townhouse, or multi-family. The goal for this project is to advance a shared vision for residential infill that helps address demand for new housing while preserving neighbourhood quality, character, and liveability. The Residential Infill Strategy will address, at a minimum, built form, design features, lot width and size, yards, landscape standards, density, and zoning.

For more information, and to fill out [the online survey](#), please visit winnipeg.ca/infillstrategy.

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Media inquiries should be directed to the City of Winnipeg Media Inquiry Line at 204-986-6000 or via email at City-MediaInquiry@winnipeg.ca.

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Follow us on Twitter: twitter.com/cityofwinnipeg



INFORMATION - COMMUNIQUÉ

Pour publication immédiate
Le jeudi 6 septembre 2018

On invite les membres du public à se prononcer au sujet du plan d'action pour la stratégie sur les logements intercalaires

Winnipeg, Manitoba – La Ville de Winnipeg invite les résidents à passer en revue le plan d'action préliminaire pour la stratégie sur les logements intercalaires et à dire ce qu'ils en pensent lors d'une séance portes ouvertes le mercredi 19 septembre 2018. Ce plan d'action est basé sur les besoins qui ont été définis et priorisés au cours des activités de participation publique qui ont eu lieu.

Date : Le mercredi 19 septembre 2018

Heure : De 16 h à 19 h

Lieu : Bibliothèque du Millénaire, [251, rue Donald](#), salle Carol-Shields

** Des grignotines et des rafraîchissements seront offerts.*

Les logements intercalaires sont des maisons qui sont construites dans des quartiers déjà établis. Il peut s'agir d'habitations unifamiliales, bifamiliales ou multifamiliales, ou de maisons en bande. Le but de ce projet est de dégager une vision commune par rapport à la question des logements intercalaires afin d'aider à offrir les nouveaux logements recherchés tout en préservant la qualité, le style et l'habitabilité des quartiers. La stratégie sur les logements intercalaires traitera au moins des questions liées à la forme construite, aux caractéristiques de conception, à la largeur et à la taille des lots, aux marges, aux normes de paysagisme, à la densité et au zonage.

Pour en savoir plus et répondre au [sondage en ligne](#), prière de visiter winnipeg.ca/strategie-logements-intercalaires.

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Les médias peuvent obtenir des renseignements directement de la ligne des médias de la Ville de Winnipeg, au 204-986-6000, ou par courrier électronique, à City-MediaInquiry@winnipeg.ca.

Suivez-nous sur Facebook : facebook.com/cityofwinnipeg

Suivez-nous sur Twitter : twitter.com/cityofwinnipeg



Appendix B – Survey



Residential Infill Strategy - Implementation Action Plan

The City of Winnipeg is inviting residents to review and provide feedback on the draft implementation action plan for the Residential Infill Strategy. This action plan builds on actions identified and prioritized through previous public engagement activities. Your feedback on each of these activities is invaluable as we finalize the action plan for the Residential Infill Strategy.

Residential infill is new housing in established neighbourhoods. New housing can be single-family, two-family, townhouse, or multi-family. The goal for this project is to advance a shared vision for residential infill that helps address demand for new housing while preserving neighbourhood quality, character, and liveability. The Residential Infill Strategy (the Strategy) will address, at a minimum, built form, design features, lot width and size, yards, landscape standards, density, and zoning.

Please see [the project website](#) for further details.

This survey will take approximately 15 minutes of your time. The survey will be collecting feedback until Wednesday, September 26.



Residential Infill Strategy - Implementation Action Plan



Residential Infill Strategy

IMPLEMENTATION ACTION PLAN

SHORT TERM ACTIONS – underway

1. Improve public notification
2. Complete Housing Needs Assessment



MEDIUM TERM ACTIONS – 1-3 years

3. Establish infill design guidelines
4. Develop density criteria
5. Improve access to infill information
6. Update Zoning By-law 200/2006
7. Improve construction site standards



LONG TERM ACTIONS – 3-5 years

8. Develop tree protection policy or by-law
9. Implement parking and transportation strategies
10. Examine park space allocation and enhancements

Note: Timeframes indicate when an action is expected to kick off. Some actions require more time to complete than others. See timeline details on the following boards.



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential Infill Strategy

PRIORITY: SHORT TERM

ACTION #1

Improve public notification of development

Intent: To give members of the public better access to information to ensure processes are as open and transparent as possible

How?

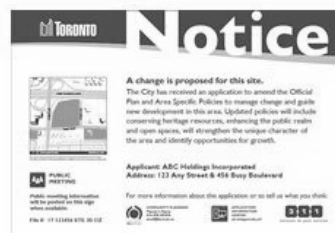
- Conduct a cross jurisdictional analysis to find best practices for the advertisement of development applications
- Expand the advertising toolkit to include social media and improve website advertisement
- Review how information with respect to public hearings can be made public prior to the 4 business day publication requirement.
- Establish better communication and clearer expectations for public consultation in advance of a public hearing

When? The Land Development Application Notification Review is currently underway.

Low complexity. Estimated completion: Fall 2019

What you told us:

- Establish a communication plan
- Improve and simplify public postings and notifications
- Enhance neighbourhood consultation on infill projects
- Improve transparency/predictability
- Explore increased resident association involvement
- Address community resistance to change



1. How important is this action to you?

Not important

Very important



2. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



**Residential
Infill Strategy**

PRIORITY: SHORT TERM

ACTION #2

Complete Housing Needs Assessment

Intent: To identify the housing requirements of the City over the next five years, with an emphasis on the housing demand and supply for low and moderate-income households and households requiring significant support services.

How?

A consultant has been contracted to:

- Analyze current and future demand and supply trends
- Analyze affordability by area
- Identify housing supply gaps and what income groups and household types are not being adequately served
- Determine how many affordable dwelling units are needed and in what areas they should be built
- Identify policies that improve housing affordability

When? This work is already underway and a final report is expected to be completed in spring 2019.
Medium complexity.

What you told us:

- Accommodate a broad spectrum of housing needs
- More housing options needed, including rental
- Housing is needed for single parent families, people with disabilities, older adults (visitable housing), tiny homes and intergenerational housing opportunities
- Too much new housing in some areas is targeted to luxury buyers



3. How important is this action to you?

Not important

Very important



4. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential Infill Strategy

PRIORITY: MEDIUM TERM

ACTION #3

Establish design guidelines for infill development

Intent: To ensure that new development (single-family, two-family and multi-family) in established neighbourhoods is compatible in form, scale and design

How?

- Analyze infill design guidelines from other jurisdictions
- Evaluate local trends and needs and conduct additional public consultation
- Establish Council-adopted policy to support decision-making that will provide consistency when evaluating development proposals
- Incorporate infill standards into the Zoning By-law

When? Medium complexity. Estimated start date: 2019-2020
Estimated time to complete: 12-24 months

What you told us:

- New buildings are out of scale
- "Skinny, tall and long houses" result in a wall like condition along the property line
- Reduced side yards and buildings "maxing out" the lot
- Lower quality facade materials are contributing to a loss of character
- Establish plan for maintaining trees, open space and landscaping
- Establish measures to protect privacy



Sample facade plan from a local project



Sample design approach from a neighbourhood plan

5. How important is this action to you?

Not important

Very important



6. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential Infill Strategy

PRIORITY: MEDIUM TERM

ACTION #4

Develop Density & Intensification Criteria

Intent: To help determine when and where density changes should occur on residential streets, especially the splitting of lots and two-family development

How?

- Conduct a review of other municipalities to inform density and intensification criteria.
- Conduct additional public consultation
- Establish Council –adopted policy that would identify what site (or neighbourhood) characteristics would need to be present for a site to be considered for subdividing, or two-family or multi-family development
- Consider establishing policy to encourage the preservation of larger, older homes by supporting duplex conversions

When? Intended to build on **Action #3 – Establish design guidelines**. Will occur in conjunction with OurWinnipeg review.
High complexity. Estimated start date: 2019-2020
Estimated time to complete: 12-24 months

What you told us:

- Reduced lot sizes have impact on building proportions
- Preserve / rehab older single family homes
- There should be services and infrastructure in place to support infill
- Increase diversity in existing neighbourhoods
- Density as a tradeoff for providing public benefits such as affordable housing and sustainability



7. How important is this action to you?

Not important

Very important



8. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



**Residential
Infill Strategy**

PRIORITY: MEDIUM TERM

ACTION #5

Improve access to general infill information

Intent: To provide easier access to information for both industry and residents regarding how infill occurs

How?

- Establish a singular infill portal on winnipeg.ca along with info brochures available at City offices
- Showcase infill best practices, locally and in other cities
- Highlight the City's infill policies
- Post geographical data and statistics about infill in the city of Winnipeg
- Publish frequently asked questions about infill
- Post information on navigating the approval process

When? Intended to build on **Action #1 – Improve public notification of development**
Low complexity. Estimated start date: 2019-2020
Estimated time to complete: 6-12 months

What you told us:

- Develop educational materials that explain the planning policies and potential impacts of infill development
- Clarify permit processes
- Foster a better understanding of time lines and key decision points
- Establish a communication plan
- Promote infill best practices.
- Explore establishing a website that will provide clear, user-friendly information



9. How important is this action to you?

Not important

Very important



10. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential Infill Strategy

PRIORITY: MEDIUM TERM

ACTION #6

Update Zoning By-law 200/2006

Intent: To provide clearer more intuitive density categories and standards that improve infill compatibility

How?

- Review the dimensional standards which govern the scale, placement and coverage of buildings on residential lots
- Explore revisions to existing zoning district densities
- Consider the establishment of new districts which address specific concerns relating to infill development (scale, density etc.)

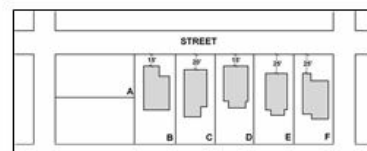
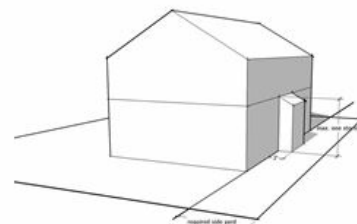
When? Intended to build on **Action #3 – Establish design guidelines,** and **Action #4 – Develop Density & Intensification Criteria**

Medium complexity. Estimated start date: 2020-2021

Estimated time to complete: 12-24 months

What you told us:

- Designs that are out of scale with the existing neighbourhood, reducing greenspace and trees
- "Skinny, tall and long houses" result in a wall like condition along the property line
- Current dimensional standards applied to these "skinny lots" means new buildings out of scale with the surrounding neighbourhood
- Current lot coverage regulations encourage incompatible form
- There are too many variance applications



11. How important is this action to you?

Not important

Very important



12. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential Infill Strategy

PRIORITY: MEDIUM TERM

ACTION #7

Improve construction site standards

Intent: To raise awareness of existing by-laws, legislation and regulation which governs construction site management and provide direction on issues of nuisance, damage and safety

How?

- Create a webpage which summarizes construction site requirements as they relate to infill development
- Develop material which answers Frequently Asked Questions FAQ as they relate to infill construction concerns
- Assess inspection and enforcement resources
- Explore the Code of Practice approach used elsewhere
- If warranted, explore the creation/amendment of by-laws which address specific issues associated with infill construction

When? Intended to build on **Action #5 – Improve access to general infill information**

Low complexity. Estimated start date: 2020-2021

Estimated time to complete: 6-12 months

What you told us:

- Construction of infill development can be slow, with unfinished buildings becoming eyesores
- Truck traffic and construction noises can be disruptive
- Garbage control and site cleanliness can be an issue
- Communication between neighbours and builders could be improved (notification of timelines)



13. How important is this action to you?

Not important

Very important



14. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



**Residential
Infill Strategy**

PRIORITY: LONG TERM

ACTION #8

Develop a tree protection policy or by-law

Intent: To establish a policy or by-law that protects the urban forest on public and private lands

How?

- Consolidate existing policies/regulations on public tree preservation (The Urban Forestry Branch is developing a comprehensive urban forestry strategy as a first step.)
- Establish a By-law regulating trees on private residential properties (may require a Charter amendment)
- Consider requirement for tree removal permits
- Increase administration and enforcement resources
- Conduct further public engagement

When? High complexity. Estimated start date: 2021-2023
Estimated time to complete: 12-24 months

What you told us:

- Infill development has resulted in loss of greenspace
- Reduced setbacks and increased lot coverage means less landscape
- Developers have clear cut 100 year old trees
- Natural features are part of a place's heritage
- Trees are agents for cooling and runoff filtration



15. How important is this action to you?

Not important

Very important



16. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



**Residential
Infill Strategy**

PRIORITY: LONG TERM

ACTION #9

Implement parking and transportation strategies

Intent: To improve access and mobility options, including parking, within neighbourhoods.

How?

- Explore bus stop improvements and transit service level review
- Support cycling and pedestrian improvements being carried out under the Pedestrian and Cycling Strategy.
See: winnipeg.ca/publicworks/pedestriansCycling
- Conduct neighbourhood parking studies that examine the availability of street parking by location at various times and inform variances
- Consider on-street parking changes: meters, permits, time restrictions
- Shared parking arrangements/agreements, including car share opportunities

When? Medium complexity. Estimated start date: 2021-2022
Estimated time to complete: 6-12 months per neighbourhood

What you told us:

- Car share parking spaces should be located where infill is occurring
- Parking minimums should be reduced and bus service should be improved
- Transportation alternatives to reduce personal car use.
- Need better understanding of the impacts of traffic
- Parking provisions of infill development projects are not adequate
- Parking studies need to take into account all users in a calculable formula



17. How important is this action to you?

Not important

Very important



18. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



**Residential
Infill Strategy**

PRIORITY: LONG TERM

ACTION #10

Examine park space allocation and enhancements

Intent: To support and encourage infill by ensuring public amenity space is at a level appropriate to greater population densities

How?

- Conduct a broad cross-jurisdictional review (what other cities are doing)
- Review the development agreement parameters (guidelines for how much public park space should be available)
- Review land dedication use and criteria (how the land dedication fund is being spent)
- Identify public riverbank opportunities for protection/acquisition
- Support forthcoming Winnipeg Food Council recommendations related to community gardens.
- Conduct additional public consultation

When? Medium complexity Estimated start date: 2021-2022
Estimated time to complete: 6-12 months

What you told us:

- Protect features such as riverbanks and the urban forest
- Clarify land dedication fees process,
- Enhancing natural features
- Review park planning to respond to infill development
- Maintain river access
- Maintain space in park
- 10% collected should be reinvested in the same ward



19. How important is this action to you?

Not important

Very important



20. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential
Infill Strategy

OTHER ACTIONS

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #11

Identify servicing capacity/constraints for infill

How?

- Because servicing capacity can vary street by street and a great deal of research is needed to assess capacity for infill, this is a longer term, high complexity undertaking. Similar work is being undertaken currently for Transformative Areas through the Residential Growth Study as part of the OurWinnipeg review. It is recommended that one neighbourhood be identified as a pilot for this type of investigation as an outcome of the work on OurWinnipeg.

21. How important is this action to you?

Not important

Very important



22. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential
Infill Strategy

OTHER ACTIONS

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #12

Examine the potential of a planning commission

How?

- In order to improve consistency and transparency in the application of land use policies related to infill, the City could look at establishing a planning commission to undertake development review and potentially public hearings. This would be a longer term, high complexity undertaking. Although the City Charter allows for a planning commission, its implementation would affect the entire decision-making system for development and involves various organizational by-laws.

23. How important is this action to you?

Not important

Very important



24. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential
Infill Strategy

OTHER ACTIONS

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #13

Review permits process and permit office services

How?

- Numerous process improvement initiatives are ongoing, including increased access to online application services. A case study on infill approvals could be incorporated as a future initiative.

25. How important is this action to you?

Not important

Very important



26. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential
Infill Strategy

OTHER ACTIONS

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #14

Review permit fees and development fees

How?

- The City regularly reviews all fees, to keep up with inflation and to align with associated costs. The City is also reviewing future application of the Impact Fee. City Council can also adjust fees to encourage or discourage certain things (For example, the City offers a 10% permit fee discount to encourage downtown development).

27. How important is this action to you?

Not important

Very important



28. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

Please leave your comments on this action below.



Residential
Infill Strategy

OTHER ACTIONS

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #15

Engage Inspections & Enforcement to ensure approved plans are followed

How?

- Council has directed the Public Service to identify options to improve compliance with approved plans for new developments and to report back in early 2019. Staff are preparing a report looking at how other cities enforce compliance.

29. How important is this action to you?

Not important

Very important



30. Do you have suggestions for how we could improve this action?



Residential Infill Strategy - Implementation Action Plan

31. Do you have anything else you would like to add?



Residential Infill Strategy - Implementation Action Plan

Please tell us about yourself. Your answers to these questions are not required, but will help us in determining which segments of Winnipeg's population we are hearing from so we can improve engagement in the future.

32. What is your age?

- ☐ Under 18
- ☐ 18 - 34
- ☐ 35 - 55
- ☐ 55+

33. Please indicate your employment status. Please check all that apply.

- ☐ Actively seeking work
- ☐ Full-time student
- ☐ Part-time student
- ☐ Not in the paid workforce
- ☐ Retired
- ☐ Working full-time
- ☐ Working part-time
- ☐ Other (please specify)

34. How did you hear about this project? Please check all that apply.

- ☐ Newspaper
- ☐ Public Engagement Newsletter
- ☐ Facebook
- ☐ Twitter
- ☐ Website
- ☐ Other (please specify)

35. Please provide the first three characters of your postal code.

36. Please indicate your gender.

- ☐ Man
- ☐ Woman
- ☐ Other



Residential Infill Strategy - Implementation Action Plan

Thank you for providing your input. A summary of the results will be posted online after the survey closes. Your time is appreciated!

For more information, please visit: winnipeg.ca/infillstrategy

Your personal information is being collected under the authority of 36(1)(b) of The Freedom of Information and Protection of Privacy Act. This information will be used to contact you with project updates if you wish and will not be used or disclosed for any other purposes, except as authorized by law. Your contact information will not be made public. If you have any questions about the collection or use of this information, contact the Corporate FIPPA Coordinator by mail to City Clerk's Department, Administration Building, 510 Main Street, Winnipeg MB, R3B 1B9, or by telephone at 311.



Appendix C – Bilingual comment card

Residential Infill Strategy

1.) Action #: _____ Title: _____

2.) How important is this action to you ?

(not important) 1 2 3 4 5 (highly important)

3.) Do you have suggestions for how we could improve this action?



Stratégie sur les logements intercalaires

1.) Action n° : _____ Titre : _____

2.) À vos yeux, quelle est l'importance de cette action?

(pas importante) 1 2 3 4 5 (très importante)

3.) Pouvez-vous nous suggérer des façons d'améliorer cette action?





Appendix D – Draft Implementation Action Plan

PRIORITY: IMMEDIATE

ACTION #1: Revise maximum lot coverage

Intent:

- To improve compatibility of infill with older homes in the neighbourhood
- To prevent long narrow infill that extends into the traditional back yard
- To improve privacy for adjacent homes
- To reduce the size of secondary suites
- To increase the amount of permeable surfaces and opportunity for green space
- To create lot coverage consistency between attached garage properties and detached garage properties

Process:

Amend the Winnipeg Zoning By-law as follows:

- Rather than allowing maximum lot coverage for a house plus additional lot coverage for a detached garage or parking pad, detached garages or exterior parking would be included in lot coverage (e.g. 45% lot coverage for R1-S and R1-M zoning districts).
- In situations where a house is being built without a garage, a portion of the allowable lot coverage would be held back for any future garage.

The Public Service would engage with the building industry for awareness and input as the details of the amendment are drafted.

Background:

Lot coverage is measured as the percentage of the total lot area covered by buildings. It is calculated by dividing the square footage of building cover by the square footage of the lot, except that the following structures are not counted as covered areas for purposes of determining lot coverage:

- (a) areas covered by open swimming pools and hot tubs;
- (b) open decks, landings, and stairs less than 4 feet above grade (See Illustration 3.);
- (c) accessory structures with a cumulative lot coverage under 108 square feet in total area; and
- (d) any permitted projections.”

On the smallest residential lots under the zoning by-law – R1-S, the maximum lot coverage is listed as 45%. A permitted double detached garage at 484 square feet brings the total potential lot coverage up to **64%** for a 2500 square foot lot.

In this infill example in Winnipeg, the house covers almost 40% of the lot and the garage covers almost 20% of the lot for a total of 59% lot coverage. This property also includes a two bedroom secondary suite in the lower level. Prior to this infill project, the property was occupied by a house of similar scale to the ones on either side of it. In other cases, a modest bungalow on a 50 foot lot is replaced by two houses similar to this illustration, each with a secondary suite, which is a drastic shift in the character and density of site.



For comparison, we also looked at how some other cities regulate lot coverage.

- Vancouver – 45% lot coverage maximum includes garages and parking
- Calgary – 45% lot coverage maximum for house and garage combined, or 24% lot coverage for a house on its own
- Edmonton – On the smallest residential lots, lot coverage for the house is 28% and an additional 14% is allowed for a garage (42% total)

Potential drawbacks of reducing lot coverage include:

- pressure to incorporate a third storey to maximize floor space
- a shift to two-family infill in **R2** neighbourhoods, taking advantage of less restrictive dimensional standards
- increased variance requests from builders who are used to doing high lot coverage
- concern from the industry at large about reduced development entitlements

It is noted that house construction with attached garages (which is the standard in new and emerging communities) is already subject to a lot coverage limit that includes the garage. The proposed change simply creates a more fair and level playing field for residential development and brings us in line with other cities across Canada.

Timeline: Work on drafting the amending by-law would begin immediately, with the intent of bringing it to a public hearing early in the new year.

What we heard:

- New buildings are out of scale
- “Skinny, tall and long houses” result in a wall like condition along the property line
- Reduced side yards and buildings “maxing out” the lot

PRIORITY: IMMEDIATE

ACTION #2: Improve public notification of development

Intent: To give members of the public better access to information to ensure processes are as open and transparent as possible

Process:

- Conduct a cross jurisdictional analysis to find best practices for the advertisement of development applications.
- Expand the advertising toolkit to include social media and improve website advertisement.
- Review how information with respect to public hearings can be made public prior to the 4 business day publication requirement.
- Establish better communication and clearer expectations for public consultation in advance of a public hearing.

Background:

On September 4, 2018, Standing Policy Committee on Property and Development, Heritage and Downtown Development reviewed the initial recommendations on Public Engagement Regarding Land Development Applications and requested an update in 180 days on the following initiatives:

Method	Recommended changes	Steps to completion	Timeline
Website	Centralize and reorganization of existing and new land development information. Easily accessible information, depending on service needs (resident or applicant).	Coordination and web development	2019
Plain language	Plain language on all notifications with reference to full legal information contained on the website. A plain language reference guide will be developed to ensure consistency and clarity.	Develop plain language guidance in consultation with Legal Services. Implement plain language on all notification documents (on site signage, postcard, online, emails).	2019
On site signage	Easy-to-understand language and details. Improved visuals (a sketch and site map). Information on how residents you can give input online or in person.	Develop an implementation plan for improved on site signage, including policy for when, why, what size, and how on site signage will be used. (Amendment to the Development Procedures By-law)	2020

Appendix D – Draft Implementation Action Plan

Mandatory postcard notification	Implement mandatory postcard notification for certain types of development applications. Postcards will be designed in consistency with on-site signage.	Develop an implementation plan for postcards, including policy for when, why, and how postcard notification will be used. (Amendment to the Development Procedures By-law)	2020
Online map	Enhance the existing online map to include major applications and other filter functions to help refine searches.	Complete testing of major applications in AMANDA software.	2019
Online listing	Create online development application list. The listing provides a mechanism to communicate with Council and the public when a development application has been submitted to the City. Once the application is finalized, files are uploaded to the listing so the public can access application information.	Complete testing of major applications in AMANDA software. Develop listing using open data. Link list to online map.	2019
Email notification	Implement email notification “sign-up” for land development applications based on type and geographic location.	Complete testing of major applications in AMANDA software. Develop email sign up mechanism. Test email notification. Promote sign up.	2019
Social media	Posting notices of major applications to the City’s social media feeds.	Develop policy for when, why, and how social media will be used.	2019

What we heard:

- Establish a communication plan
- Improve and simplify public postings and notifications
- Enhance neighbourhood consultation on infill projects
- Improve transparency/predictability
- Explore increased resident association involvement
- Address community resistance to change



PRIORITY: IMMEDIATE

ACTION #3: Complete Housing Needs Assessment

Intent: To identify the housing requirements of the City over the next five years, with an emphasis on the housing demand and supply for low and moderate-income households and households requiring significant support services

Process:

A consultant has been contracted to:

- undertake a comprehensive analysis of current and future demand and supply trends;
- analyze the entire spectrum of housing (social, affordable, and market by types and tenures) but place a greater emphasis on the housing demand and supply for low and moderate-income households and households requiring significant support services;
- identify housing supply gaps, identifying what income groups and household types are not being adequately served with a particular emphasis on housing affordability and adequacy;
- extend the analysis of housing gaps to determining how extensive the gaps are (number of units) and the spatial location of these gaps within the city (how much should be built where). This will include an analysis of affordability by area;
- Identify the major policies and programs that impact the demand and supply of housing in the City (particularly policies that improve housing affordability).

Background:

On June 21, 2017, Council directed the Public Service to conduct a Comprehensive Housing Needs Assessment. In May 2018 the Institute for Urban Studies was contracted to undertake the necessary research through a three phase project.

Phase 1 – Market & Policy Context, Data Procurement

Phase 2 – Data Assembly and Analysis

Phase 3 – Project Narrative, Interpretation of Results & Policy Recommendations

The project is currently in Phase 2.

Timeline: This work is underway and a final report is expected to be completed in spring 2019.

What we heard:

- Accommodate a broad spectrum of housing needs
- More housing options needed, including rental
- Housing is needed for single parent families, people with disabilities, older adults (visitable housing), tiny homes and intergenerational housing opportunities
- Too much new housing in some areas is targeted to luxury buyers

PRIORITY: SHORT TERM

ACTION #4: Adopt infill design guidelines

Intent: To ensure that new development (single-family, two-family and multi-family) in established neighbourhoods is compatible in form, scale and design

Process:

- Analyze infill design guidelines from other jurisdictions.
- Evaluate local trends and needs and conduct additional public consultation.
- Establish Council-adopted policy to support decision-making that will provide consistency when evaluating development proposals.
- Incorporate design standards into the Zoning By-law (linked with **Action #8**).

Background

The Urban Planning Division has conducted a review of other municipalities to explore what they are doing in regard to low density infill design guidelines.

Municipalities reviewed include:

- Ottawa
- Saskatoon
- Kingston
- Victoria
- San Jose, CA
- Calgary
- Edmonton
- Knoxville, TN

The review identified what these jurisdictions are doing in terms of:

- Streetscape Design – how new development interfaces with existing street, such as walkways, fencing, tree planting
- Landscaping – landscaping and tree planting associated with various forms of development, small scale and medium scale developments
- Internal Pathways and Lighting – design of pathways, including to accessible standards, type of finish. Lighting to be pedestrian scaled
- Building Siting – general building location siting criteria (for example, in a manner that is consistent with existing character on the block)
- Front, Side and Rear Yard Setbacks – establishing criteria that respects character of existing setbacks
- Site Coverage – regulating the size of the building on the lot, through a percentage of lot area coverage, or other means
- Mass/Height – establishing limits on the size of structures (related to lot coverage) as well as the height that these buildings can be to better fit within the existing context

- Architectural Style and Façade – includes entrances design, façade, materials, doors, windows, roofs and dormers, balconies, porches and decks, and a policy to achieve variety in design when multiple houses are being built together in row.
- Parking and Garages – includes evaluating attached garages, driveway dimension, parking in the front yards
- Heritage Buildings and Alterations – following standards and guidelines for buildings designated with heritage status
- Service Elements – e.g. loading areas, garbage and recycling enclosures, etc.
- Lot Grading – concerns about new development affecting land drainage
- Sustainable Site and Building Design – exploration of best practices that minimize water and energy consumption, passive solar heating, etc.
- Outdoor Amenity Space – requirements associated with providing amenity space as part of larger scale redevelopment sites
- CPTED – Crime Prevention Through Environmental Design
- Universal Design – How might homes be built to incorporate universal design features

There is currently no mechanism in place that supports design review for infill development outside of a rezoning process. A critical component associated with the guidelines themselves is a process enabled by by-law for reviewing infill development to ensure compliance. This could be applied to all new homes or it could be limited to mature communities.

Timeline: A set of illustrated options would be presented to the public in spring of 2019 and will be refined and brought before Standing Policy Committee by fall of 2019.

What we heard:

- New buildings are out of scale
- “Skinny, tall and long houses” result in a wall like condition along the property line
- Reduced side yards and buildings “maxing out” the lot
- Lower quality facade materials are contributing to a loss of character
- Establish plan for maintaining trees, open space and landscaping
- Establish measures to protect privacy

PRIORITY: SHORT TERM

ACTION #5: Develop density & intensification criteria

Intent: To help determine when and where density changes should occur on residential streets, especially the splitting of lots and two-family development

Process:

- Conduct a review of other municipalities to inform density and intensification criteria.
- Conduct additional public consultation.
- Establish Council –adopted policy that would identify what site (or neighbourhood) characteristics would need to be present for a site to be considered for subdividing, or two-family or multi-family development.
- Consider establishing policy to encourage the preservation of larger, older homes by supporting duplex conversions.

Background

The Division has not had a Council-endorsed policy providing specific guidance on lot splits, subdivisions, and rezonings for residential infill lots. In the absence of this, the Complete Communities Direction Strategy has provided the policy framework by which the Division has considered these types of applications.

With Complete Communities policies in mind, over the last several years, the Division has viewed these applications in the following way:

Residential infill lot splits and subdivisions

The City will encourage the establishment of two or more single family residential lots from one larger lot where:

- where there is at least one other lot of similar width within close proximity to the proposed lot(s) on the same street; and
- where the proposed development is compatible with the existing built form of the surrounding neighbourhood.

The Division has often limited consideration of similar lots to those on the same block, since lot sizes and general housing character can differ substantially from one block to the next on the same street.

Residential infill rezonings

The City will encourage the rezoning of residential lots from “R1” Residential Single Family district to “R2” Residential Two Family district where all of the following are satisfied:

- Where the proposed lot(s) is located within the area designated as “Mature Communities” in the Complete Communities Direction Strategy.
- Where the proposed lot(s) takes exclusive vehicular access from an operational back lane.
- Where the proposed development is compatible with the existing built form of the surrounding neighbourhood.

Furthermore, in addition to satisfying the above, at least one of the following conditions must be present:

- the proposed lot is located on the corner of a block;
- the proposed lot is sited as a “transitional lot” located between single family dwellings and other more intensive uses such as apartments or commercial uses, including if such a “transitional lot” is separated from such intensive uses by a back lane;
- the proposed lot is sited “mid-block” (i.e. not a corner or transitional lot) where:
 - there is already an existing mix of mid-block dwellings with two or more units and/or mid-block “R2” Residential Two-Family or “RMF” Residential Multi-Family zoning districts on said block, OR
 - the City would otherwise encourage the establishment of two or more single family residential lots AND said lot has a minimum width of 50 feet.

Failing the achievement of these criteria, the City will still encourage such rezonings where they are otherwise encouraged by an existing secondary plan.

Additional direction coming out of the consultation suggested looking at alternatives to lot splits – whether two-family conversion of larger existing homes or two-family development on wider lots may result in better fit than long skinny houses on narrow lots.

Analysis of other jurisdictions is being completed which will better inform criteria for when and how a lot should be subdivided.

Timeline: Intended to occur in tandem with **Action #4 - Adopt infill design guidelines**. A draft set of policy options would be presented to the public in spring of 2019.

What we heard:

- Reduced lot sizes have impact on building proportions
- Preserve / rehab older single family homes
- There should be services and infrastructure in place to support infill
- Increase diversity in existing neighbourhoods
- Density as a trade-off for providing public benefits such as affordable housing and sustainability

PRIORITY: MEDIUM TERM

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

Intent: To establish a policy or by-law that protects the urban forest on public and private lands

Process:

- Consolidate existing policies/regulations on public tree preservation. (The Urban Forestry Branch is developing a comprehensive urban forestry strategy as a first step.)
- Establish a By-law regulating trees on private residential properties (may require a Charter amendment).
- Consider requirement for tree removal permits.
- Increase administration and enforcement resources.
- Conduct further public engagement.

Background

Private tree by-laws have been enacted in many Canadian cities and towns such as St. John's, Toronto, Burnaby, Vancouver, Kingston, Mississauga and most recently Oakville. These by-laws regulate the injury and removal of trees of varying minimum sizes on private property via a permit and approval process. The by-laws include fines and penalties for violations. The intent of these by-laws is to recognize the value of the urban forest and to preserve and enhance the urban forest.

On September 18 2017, Standing Policy Committee on Protection, Community Services and Parks directed the Public Service to provide a comprehensive urban forestry strategy as part of the 2018 Operating and Capital Budget to address issues including, but not limited to: 1. Tree Pruning cycles; 2. Dutch Elm Disease control; 3. Ash borer beetle control; 4. Maintaining and enhancing the existing urban forest. Approved funds in the 2018 Urban Forest Enhancement Capital Program are allocated to hire a consultant to create a comprehensive urban forest strategy. The Urban Forestry Branch is in process of posting a Request for Proposals for a consultant.

Timeline: Forestry Branch is currently planning out this work, expected to begin in the new year. Detailed recommendations are expected to come forward in 2020.

What we heard:

- Infill development has resulted in loss of greenspace
- Reduced setbacks and increased lot coverage means less landscape
- Developers have clear cut 100 year old trees
- Natural features are part of a place's heritage
- Trees are agents for cooling and runoff filtration

PRIORITY: MEDIUM TERM

ACTION #7: Improve construction site standards

Intent: To raise awareness of existing by-laws, legislation and regulation which governs construction site management and provide direction on issues of nuisance, damage and safety

Process:

- Create a webpage which summarizes construction site requirements as they relate to infill development.
- Develop material which answers Frequently Asked Questions FAQ as they relate to infill construction concerns.
- Assess inspection and enforcement resources.
- Explore the Code of Practice approach used elsewhere.
- If warranted, explore the creation/amendment of by-laws which address specific issues associated with infill construction.

Background

There are comprehensive examples of infill construction requirements in other western Canadian cities which could form the basis for establishing infill construction requirements. It appears these requirements have been distilled from relevant by-laws and legislation and posted on the City's website in more accessible format.

A web page could better communicate existing policies, by-laws and legislation which regulate how construction processes can occur. The by-laws and legislation below currently regulate construction processes in Winnipeg:

- **City of Winnipeg Building By-Law:**
<http://clkapps.winnipeg.ca/dmis/docext/viewdoc.asp?documenttypeid=1&docid=1265&doctype=c>
- **Neighbourhood Livability By-law:** <http://clkapps.winnipeg.ca/dmis/documents/docext/bl/2008/2008.1.pdf>
- **City of Winnipeg Demolition permit requirements:**
<https://winnipeg.ca/ppd/permits/Residential/Demolitions.stm>
- **Manitoba Workplace Safety and Health Act**
<http://web2.gov.mb.ca/laws/statutes/ccsm/w210e.php>
- **Manitoba Building Code**
https://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=31/2011

Other tools currently under consideration for improving construction site standards include:

- Incorporating specific conditions into the building permit that layout expectations and requirement for preventing nuisance, damage and safety issues.
- Requiring a deposit at building permit stage that is held until work is complete and the site (and right-of-way) is left in satisfactory condition.

Timeline: Providing better information and connection to existing resources is a low complexity item that could be assembled within a six month timeframe. New by-laws or procedural changes would be higher complexity and would be expected with a 24 month timeframe. Deliverables slated for 2020.

What we heard:

- Construction of infill development can be slow, with unfinished buildings becoming eyesores
- Truck traffic and construction noises can be disruptive
- Garbage control and site cleanliness can be an issue
- Communication between neighbours and builders could be improved (notification of timelines)

PRIORITY: MEDIUM TERM

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

Intent: To provide clearer more intuitive density categories and standards that improve infill compatibility

Process:

- Review the dimensional standards which govern the scale, placement and coverage of buildings on residential lots.
- Explore revisions to existing zoning district densities.
- Consider the establishment of new districts which address specific concerns relating to infill development (scale, density etc.)

Background

This action item is not intended to be comprehensive zoning overhaul. It would be focused on improving compatibility for infill development and providing greater clarity and predictability for builders and area residents. It would also seek to reduce reliance on variances to achieve infill development. The following is an initial set of suggestions for exploration. Other regulatory changes are expected to emanate from the results of **Action #4 – Adopt infill design guidelines** and **Action #5 - Develop density & intensification criteria**.

- Review R1-S, R1-M and R1-L lot areas and lot widths
- Review height maximums for single and two family districts (currently 35 feet)
- Review spectrum of density entitlements available under R2 two-family, R2 multi-family, RMF-S and RMF-M
- Consider applying lot coverage limits to R2 development
- Consider limiting the long dimension of a principal dwelling as a percentage of lot depth
- Consider a requirement for a minimum percentage of permeable surfaces (lawn, landscaping, etc.)
- Consider a tree planting requirement
- Consider a requirement for a front door facing the street
- Consider a maximum front landing height
- Consider standards on garage placement, driveway location and dimensions
- Review side yard projections
- Look at standards for secondary suites above a garage (detached) to determine whether they are too restrictive

Timeline: Intended to build on the by-law work in **Action #3 - Revise maximum lot coverage**. Estimated time to complete – 12 months. Anticipated completion: 2020.

What we heard:

- Designs that are out of scale with the existing neighbourhood, reducing greenspace and trees
- “Skinny, tall and long houses” result in a wall like condition along the property line
- Current dimensional standards applied to these “skinny lots” means new buildings out of scale with the surrounding neighbourhood
- Current lot coverage regulations encourage incompatible form
- There are too many variance applications

PRIORITY: LONG TERM

ACTION #9: Improve access to general infill information

Intent: To provide easier access to information for both industry and residents regarding how infill occurs

Process:

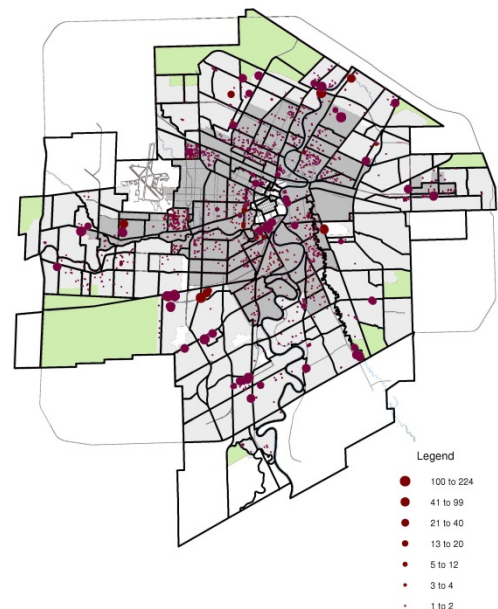
- Establish a singular infill portal on winnipeg.ca along with info brochures available at City offices.
- Showcase of infill best practices, locally and in other cities (illustrated examples of contextual fit; examples of responsible construction practices; good examples of guidelines and regulatory tools).
- Post geographical data and statistics about infill in the City of Winnipeg (e.g. map below).
- Highlight the City's infill policies (including those discussed in **Action #4 – Develop density & intensification criteria**).
- Highlight infill facts & fiction with frequently asked questions (building on those on our project website).
- Post information on navigating the approval process (development applications and permits).

Timeline: Intended to build on **Action #1 – Improve public notification of development**.

Each of the previous actions would involve website updates, but a more comprehensive gathering and posting of data is slated for 2021. Low complexity - estimated time to complete: 6-12 months.

What we heard:

- Develop educational materials that explain the planning policies and potential impacts of infill development
- Clarify permit processes
- Foster a better understanding of time lines and key decision points
- Establish a communication plan
- Promote infill best practices.
- Explore establishing a website that will provide clear, user-friendly information



Residential development in Areas of Stability
2012-16, weighted by number of dwelling units

PRIORITY: LONG TERM

ACTION #10: Implement parking and transportation strategies

Intent: To improve access and mobility options, including parking, within neighbourhoods

Process:

- Explore bus stop improvements and transit service level review.
- Support cycling and pedestrian improvements being carried out under the Pedestrian and Cycling Strategy. See: winnipeg.ca/publicworks/pedestriansCycling.
- Conduct neighbourhood parking studies that examine the availability of street parking by location at various times and inform variances.
- Consider on-street parking changes: meters, permits, time restrictions.
- Shared parking arrangements/agreements, including car share opportunities.

Timeline: Most of the approaches listed above are already on-going. Neighbourhood parking studies, carried out in conjunction with the Winnipeg Parking Authority, can be undertaken based on need, but would be prioritized in the 3-5 year time frame. Estimated time to complete: 6-12 months per neighbourhood.

What we heard:

- Car share parking spaces should be located where infill is occurring
- Parking minimums should be reduced and bus service should be improved
- Transportation alternatives to reduce personal car use.
- Need better understanding of the impacts of traffic
- Parking provisions of infill development projects are not adequate
- Parking studies need to take into account all users in a calculable formula



OTHER ACTIONS –

Either due to complexity or priority ranking, these items are beyond the initial 5-year implementation plan but are noted for future consideration

ACTION #11 – Ensure approved plans are followed

Process

- Council has directed the Public Service to identify options to improve compliance with approved plans for new developments and to report back in early 2019. Staff are preparing a report looking at how other cities enforce compliance.

ACTION #12 – Examine park space allocation and enhancements

Process

- The Public Service intends to review the development agreement parameters (guidelines for how much public park space should be available). Public feedback has also suggested that a review land dedication use and criteria (how the land dedication fund is being spent) would be worthwhile.

ACTION #13 – Identify servicing capacity/constraints for infill

Process

- Because servicing capacity can vary street by street and a great deal of research is needed to assess capacity for infill, this is a longer term, high complexity undertaking. Similar work is being undertaken currently for Transformative Areas through the Residential Growth Study as part of the OurWinnipeg review. It is recommended that one neighbourhood be identified as a pilot for this type of investigation as an outcome of the work on OurWinnipeg.

ACTION #14 – Examine the potential of a planning commission

Process

- In order to improve consistency and transparency in the application of land use policies related to infill, the City could look at establishing a planning commission to undertake development review and potentially public hearings. This would be a longer term, high complexity undertaking. Although the City Charter allows for a planning commission, its implementation would affect the entire decision-making system for development and involves various organizational by-laws.

ACTION #15 – Review permits process and permit office services

Process

- Numerous process improvement initiatives are ongoing, including increased access to online application services. A case study on infill approvals could be incorporated as a future initiative.

ACTION #16 – Review permit fees and development fees

Process

- The City regularly reviews all fees, to keep up with inflation and to align with associated costs. The City is also reviewing future application of the Impact Fee. City Council can also adjust fees to encourage or discourage certain things (For example, the City offers a 10% permit fee discount to encourage downtown development).



Appendix E – Action Feedback Received

Action 1 - Improve public notification of development

How important is the action? Rating: **4.3** out of 5

(Online ratings: 218; In-person ratings: 6)

Key themes in order of frequency:

Expand notification mediums: Respondents indicated that use of a broader range of engagement methods would be appreciated. Some suggested mediums include social media, websites, mailers, television ads etc.

Example – “In addition to posting the public notices, it would be beneficial to drop off/mail the notices to the immediate neighborhood's mailboxes.”

Improve notification clarity: Respondents indicated notifications posted on site are difficult to understand. These postings do not provide the information needed to understand the proposed development.

Example - “Make the public notice for zoning variances clearer - have a picture of what the development might look like, have site plans, or at least have a link to what the developer is planning - just seeing 'a side yard of 6 feet instead of 11 feet' doesn't help a lot of people realize what exactly is going to happen.”

Time/location of hearings: Respondents stated that notification time periods should be longer. Respondents also indicated that hearing times and locations make it difficult to attend and that hearings should be held in the community.

Example - “Accessibility to public hearings is important. Multiple hearings in more localized areas are preferable. Prioritize locations with good transport access. If walkway access is difficult (sidewalks included) at least have staff on hand to assist attendees.”

More resources: Respondents indicated that additional resources should be made available to the public to assist in better understanding projects.

Example - “Specify how input will be received (written submissions, oral presentations?), what the criteria for decision will be and how input will be factored in the decision-making process. Often a sense that decision has already been made and consultation is just for appearances.”

Earlier neighbourhood engagement: Respondents would like to be notified of proposed projects sooner than is currently done through the site posting process.

Example - “The key is to let neighbours have input early in the project, when it is in the planning stage, rather than wait for the approval stage.”

Longer notification period: Respondents stated that on site postings and other potential notification processes should be longer to allow more people to be made aware of proposed projects.

Example – *“I suggest that if the community is consulted with early and legitimately that you will find there will be less resistance to change.”*

Action 2 - Complete Housing Needs Assessment

How important is the action? Rating: **4.2** out of 5
(Online ratings: 202; In-person ratings: 8)

Key themes in order of frequency:

Affordability: Respondents indicated a strong desire for more affordable housing options.

Example - *“I think low income and affordable housing is an urgent need. I don't think the infill housing in the Glenwood area provides housing for low income or affordable options.”*

Housing options: Respondents indicated a strong desire for a diversity of housing types and tenures.

Example – *“Based on the examples illustrating this action, the focus appears to be solely on SFD infill. Consider also multi-unit infill where appropriate.”*

Contextual suitability: Respondents indicated that housing types should be consistent with existing neighbourhood character.

Example – *“Infill needs to be appropriate and fit within an existing neighbourhood. Putting speculative demand over existing homeowners’ interests is an inappropriate policy.”*

General dissatisfaction: These comments typically were negative and recommended that the infill project should be stopped.

Example – *“Smaller homes does not mean we want 3 houses crammed into a lot that once contained one single family dwelling!”*

Improved engagement/analysis: Respondents indicated they would like to be included and informed of how infill projects are evaluated. Respondents also indicated that high-level analysis should inform infill strategy recommendations.

Example – *“The needs assessment must be done in conjunction with other issues arising: increased density, parking limitations, placement of snow, public transportation, school proximity and access.”*

Market driven/financial approach: Respondents indicated that infill should be guided by market forces in determining what is viable. Respondents indicated some forms of tax breaks, grants, etc. could be effective in supporting certain types of housing.

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Example – *“Keep in mind - when development costs, requirements and regulations related thereto result in higher cost of development the result is the luxury market is all that is left to market to. If the City wants to be pro-active on creating housing for the everyday citizen it needs to invest in plans that ensure this can be accomplished using market values and data at the City's finger tips.”*

Services/infrastructure: Respondents indicated understanding infrastructure and how infill is impacted by infrastructure capacity is an important consideration in the redevelopment process.

Example – *“The city is allowing too many infill houses to be built on one street. Our concern is the stress on our sewer system, over crowded parking the removal of all our mature trees. Infill housing should be limited on every street.”*

Action 3 - Establish design guidelines for infill development

How important is the action? Rating: **4.3** out of 5
(Online ratings: 189; In-person ratings: 17)

Key themes in order of frequency:

Dimensions: Respondents mentioned lot coverage, lot sizes, yards, the size of new houses (including height), “tall, skinny houses,” and “huge garages and parking pads.”

Example – *“Stop allowing these tall skinny houses that take up an entire lot with no yard or green space. Especially in areas like old St. Vital that have smaller houses but nice big yards. These ugly skinny houses are blocking sunlight and destroying the character of this area. Lots should not be allowed to be halved for these houses that don't fit into the style of the neighbourhood.”*

Neighbourhood character: Concerns were relating to fit, “stucco boxes”, “wall-like structures” quality finishes, and loss of trees. Suggestions involved respecting local style of the area, ensuring variety, flexibility, and mix of modern and traditional design elements.

Example – *“The character/style of the older/established homes on each street should be considered before approving new building designs.”*

Permits: Respondents wanted to highlight concerns about adherence to guidelines though the decision-making process, minimizing variances, and achieving consistent decision-making outcomes. Some felt getting building permits is too easy with a lack of rules.

Example – *“Please stop approving these building plans. Builders are being told how to get easy approval of permits to build because there are no rules. We are seeing poorly built infill and those with illegal granny suites. I suggest the city inspect all of these units and stop future building of infills in Glenwood area.”*

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Greenspace: Suggestions included having trees planted on the boulevard or on the property with infill construction, more green space fronting development and protecting green space generally. Respondents noted that more pavement and gravel parking means less green space.

Example – *“It is critical that existing green space and developed neighbourhoods are not compromised in this process. Infill must fit within the neighbourhood- similar styles, and quality of build.”*

Aesthetics: Respondents expressed the importance of reinforcing the individual neighborhood character to maintain or strengthen aesthetics on a case-by-case basis. There was concern about guidelines being too prescriptive in terms of specific materials, colours and details. Others thought big black boxes should not be allowed.

Example – *“New buildings don't often have character that matches surrounding houses. Investors are only after the bottom line and create houses/buildings that are cheaply made, which negatively affect the look and feel of the neighbourhood.”*

Action 4 - Develop Density & Intensification Criteria

How important is the action? Rating: **4.3** out of 5
(Online ratings: 189; In-person ratings: 10)

Key themes in order of frequency:

Infrastructure capacity: Respondents were concerned with impacts to existing infrastructure capacity when infill is built. These concerns were primarily focused on traffic and parking impacts, both during construction and as density is added to a neighbourhood. Impacts (positive and negative) to water and waste, transit, and school enrolment were also of concern.

Example – *“Make sure public services and infrastructure can handle the extra load caused by lot splitting. Just because a precedent has been set on a street, shouldn't allow the whole street to be split.”*

Built form: Comments were primarily focused on the impacts of 'lot splitting' on mature communities. Most respondents who mentioned lot splitting saw it in a negative light, though some saw it as a reasonable way of adding density to existing neighbourhoods.

Example – *“How can we infill larger lots or merge multiple medium sized lots into townhouse style terraced housing (no space between buildings)? Look to municipalities outside Canada where tighter density pre-dates automobiles (the UK). Tighter density preserves green space.”*

Work with neighbourhoods: Rather than developing a 'one size fits all' set of criteria for the city, respondents expressed a desire for infill criteria to vary between neighbourhoods to best match existing character.

Appendix E – Action Feedback Received

Example – *“A needs analysis should be developed for each community. For instance we were told that there is this overwhelming need for senior housing. When in actual fact builders found that there was no demand.”*

Maintenance: There was a significant amount of support for the maintenance/rehab of existing housing, contrasted with 'tear down' infill and lot splitting.

Example – *“Rather than increasing density of neighbourhoods, priority should be given to rehabilitation of other neighbourhoods that are at high risk of becoming dilapidated. See Windsor Park, St. James as examples of good neighbourhoods where a significant number of homes are in need of significant repair.”*

Greenspace: Loss of greenspace through neighbourhood densification was frequently considered an issue, whether due to loss of trees during construction or the greater lot coverage.

Example – *“I believe that increased density does not require the dramatic reduction in green space which we see at present. This only happens because perfectly good housing is not renovated or duplexed into smaller units that will be more affordable and livable. The big, lot filling boxes are a failure in terms of salability and occupancy. We need to do better.”*

Amenities: Respondents noted that densification should be tied to an increase in amenities, or density should be focused in areas that already provide access to amenities, including transit, car share, greenspace, hospitals, schools, commercial/retail/shopping, etc.

Example – *“To residents, diversity means a variety of park space, recreational facilities and people. Densification of neighbourhood around luxury single family homes is very not fair to the existing home owners as densification will devalue their existing homes.”*

Enforcement: Respondents expressed concerns over current standards not being adhered to.

Example – *“Again, planners and Council actually have to be the ones to make the change - they have listened to what we told them, now they need to actually implement this - it's not hard - just say no to developers who always just want to make things huge - think about other options.”*

Property value: Questions were raised about potential negative effects of property values.

Example – *“Any infill strategy or project that would negatively affect the existing home owners' house value should be rejected automatically.”*

Action 5 - Improve access to general infill information

How important is the action? Rating: **4.1** out of 5

(Online ratings: 182; In-person ratings: 6)

Key themes in order of frequency:

Materials: A central area/website was seen to be the highest priority method of sharing information regarding infill. Respondents also wanted to see data, projections and a clear statement on how infill would help the City accomplish its goals related to density, sustainability, etc.

Example – *“People will be more trusting of infill practices if the vision is there and the plan is transparent. Too often it feels like a back room deal with developers.”*

Public: Respondents were more frequently concerned with information for the general public rather than for builders. They generally saw the need for clearer, earlier and more frequent communication with existing residents in infill areas.

Example – *“Proactive community engagement is very important. Local residents’ feedback should be taken into consideration very seriously.”*

Inform: Respondents encouraged proactive outreach to promote the information, using clear and concise wording (easy to understand), linking with 311, explaining development processes, and generally improving transparency.

Example – *“Educating residents in a way they can understand is the best way to inform them of what is going on in their neighbourhood. Information that is meant to educate residents should be very clear and in plain language.”*

Builders: Information is needed that clarifies the development and permit processes. Use information to help builders abide by regulations. Work with builders to get meaningful content posted since infill supports small businesses (boutique builders).

Example – *“Full, meaningful dialogue and consultation with the homebuilding industry must be a key action item in improving both the information, the processes, and establishing the best practices on infill development. The City cannot do this effectively without working cooperatively and in partnership with the home builders that will be building the infill development.”*

Action 6 - Update Zoning By-law 200/2006

How important is the action? Rating: **4.2** out of 5

(Online ratings: 176; In-person ratings: 13)

Key themes in order of frequency:

Dimensions: There were many comments regarding insufficient side yards, the importance of yard space, oversized infill houses, tall skinny houses, and small lots. There were comments about the height of new builds, noting concern with the 35' allowed in the bylaw. Some expressed preference for bungalows over two-storey builds, while others questioned what new buyers actually want. There was concern that a one-size-fits-all approach wouldn't respect different neighbourhoods.

Example – *“The placement of buildings on residential sites needs to ensure that it protects the people who own properties adjacent to the infill site. In addition, design guidelines need to take into account the scale of the street the project is proposed for vs. the current one-size-fits all zoning regulations on proposed height and dimensions. Especially in mature neighbourhoods where there are typically mature trees and more green space around existing homes.”*

Variances: Respondents indicated that the current zoning bylaw not suited to infill. Others pointed out that variances can also be common in new communities. It was felt that so many variances seem to get rubber-stamped and that variances should be the exception not the norm. It was suggested that the City needs to consider variances from the perspective of the cumulative effect they have when repeated throughout a neighbourhood.

Example – *“The rules need to be clear and enforceable. Variances need to be the exception, not the rule, but just removing all the conditions where variances are now routinely given is not acceptable.”*

Priority: Many respondents expressed a desire that zoning bylaw issues be expedited as a higher priority. There were only a couple comments to the contrary, one suggesting that time should be spent analyzing individual neighbourhood characteristics first.

Example – *“I strongly agree with all the points under 'what you told us'. The existing timeline for completion of this action is too long.”*

Simplify: Respondents suggested easier-to-understand zoning language and opportunities for learning about the zoning bylaw. Comments under this theme also related to Action #5 – Improve access to general infill information.

Example – *“I think the zoning by-law needs to have less ‘lawyer-speak.’”*

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Parks and green space: Some suggested that the bylaw should require trees and green space be included in new development, especially where that is the character of surrounding properties.

Example – *“Have conditions that require trees and green space be included, added or maintained.”*

Flexibility: A handful of respondents suggested a less rigorous regulatory structure to allow flexibility, market-responsiveness, creativity and variety.

Example – *“Variety should be encouraged; our neighbourhoods shouldn't maintain exact sameness, nor is it economical to build a new infill house to match a tiny post-war box.”*

Consultation: A number of respondents felt that public consultation and community involvement would be important in advancing this action.

Example – *“Have the community be a part of these discussions. And not just on Donald. Do this in each area at community centers with free parking and held over several nights so more people can attend.”*

Action 7 - Improve construction site standards

How important is the action? Rating: **4.0** out of 5
(Online ratings: 177; In-person ratings: 6)

Key themes in order of frequency:

Enforcement: Comments suggested a need for more oversight (inspections), more information on how to report bylaw infractions, timely responses to complaints, and transparency in the enforcement process. The issue of vacant and derelict buildings was mentioned. Some suggested a need for the City to apply new fines/tickets to builders who fail to comply.

Example – *“There needs to be clear regulations, with regular inspection and enforcement. There also needs to be regulation on the length of a build. One home on my street is coming up to two years, and is still not complete.”*

Cleanliness: Respondents expressed a need to ensure sites have garbage containment and regular waste removal so it doesn't accumulate or blow around. Many also highlighted tracking of mud onto the street and the need to ensure that contractors are doing everything necessary to address the spread of mess from the construction site.

Example – *“Who is responsible for keeping the site clean? Where can a neighbor file a complaint?”*

Traffic-related: Respondents expressed a need to deal with storage of construction equipment on the right-of-way for long periods of time, construction spillover into the right-of-way blocking bike lanes, parking lanes, and back lanes. Many referenced the impacts of contractors monopolizing area parking, in

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in some cases in spite of posted time restrictions. Respondents indicated an impression that contractors are not subject to parking enforcement. There was also a comment about looking at truck routes in the context of heavy equipment attending infill sites.

Example – *“It is important to improve construction site standards BUT in part there just needs to be “enforcement” of City By-Laws i.e., driving over boulevard without a permit. There is no point in producing new guidelines unless there is a real effort to enforce rules, especially when complaints are received and follow up is slow or non-existent.”*

Communication: Respondents expressed support for the publication of applicable rules and regulations along with direction on how best to report a potential infraction, noting challenges with 311. Some felt that encouraging dialog between builders and neighbours could help address these issues.

Example – *“The builder should be required to have a good communication system established with the neighbours on all sides of the in-fill. Access to the builder should be readily available if needed.”*

Construction timelines - Respondents expressed frustration over protracted construction projects. Some projects seemed to be abandoned altogether, causing speculation about whether projects have gone bankrupt and what happens then. A number of comments indicated that unsupervised sites (whether stalled or awaiting permits) present similar hazards to vacant and boarded buildings.

Example – *“Establish project completion timelines. What happens when a project can't be completed if the funding runs out?”*

Right-of-way damage: Many respondents highlighted issues with damage to streets and sidewalks as a result of infill construction. Although there is an expectation that the right-of-way will be restored to its original condition, this often takes years after a construction project or, in some cases, seems to never get fixed at all.

Example – *“The developer that developed in front of my lot excavated right into tree roots my frontage and left them unfilled for three years. Now the sediment from the sidewalk support soil filled the hole and the sidewalk is breaking.”*

Property damage: A number of respondents identified issues with property damage from adjacent construction and expressed frustration with not knowing what to do. Others wondered about strategies for reducing or preventing such occurrences.

Example – *“This is not going nearly far enough; especially with regard to the environment and neighbours. What builders -- and especially excavators -- do here can cause terrible damage to city and neighbour property; the rules must be much tougher; look at the UK Considerate Contractors Scheme.”*

Action 8 - Develop a Tree Protection Policy or Bylaw

How important is the action? Rating: **4.5** out of 5

(Online ratings: 177; In-person ratings: 6)

Key themes in order of frequency:

Preservation of trees/greenspace in general: Many people spoke about how trees are essential city-wide and that they would like to see more trees preserved during development, replaced, maintained (pruning, etc.) and a strategy to address disease and dying trees (e.g., ash and elms).

Example – *“Winnipeg’s urban forest is an important part of our City and its desirability. Protection/replacement of trees is imperative. This should be addressed sooner than the 2021-2023 proposed time frame.”*

Preservation of trees or replacement on private property: People want to see trees either preserved or replaced on lots when infill development occurs.

Example – *“It is unacceptable that mature treed areas in existing green space are removed to develop more and more gigantic apartment complexes. It ignores the desires of existing homeowners to have green space in their neighbourhoods.”*

Higher Priority: People want to see this happen as a higher priority than where it is currently ranked.

Example – *“Should be a higher priority - three beautiful oak trees were just cut down on my street to develop a new property; a terrible shame and very irresponsible of the developer.”*

Better Regulations (permitting/enforcement): People commented about how this would be enforced and regulated. There were questions about fines, and whether or not there would be an ability to monitor this.

Example – *“This should be consideration #1 BEFORE development. Developers should need permits and a visual inspection by the city before trees are removed. Plans may need to be altered before construction.”*

Lot area coverage: Concerns are raised about the ability to provide any sort of natural features and greenspace when a lot split or subdivision of land occurs. With this issue, the notion of lot area coverage comes up. When you take one lot with one house on it and replace it with two dwellings that max out lot coverage, there is a drastic change in the character of that lot. Loss of trees, yard space, etc.

Example – *“With lots being divided and long skinny houses taking up entire lots there is a huge loss of green space. A certain percentage of the lot should have to remain green space.”*

Not an immediate priority: Some feel that they do not want to see tree maintenance or planting regulated by the City.

Example – *“Winnipeg has a lot of trees. That said, a Tree owned on a private piece of property should remain that of the private property owner. The City does not compensate people when their road work kills a tree on the homeowner's boulevard. Why is it that the City suddenly wants to start managing private landowners property / trees? Do we not already have enough work to do?”*

Action 9 - Implement Parking and Transportation Strategies

How important is the action? Rating: **4.1** out of 5

(Online ratings: 171; In-person ratings: 6)

Key themes in order of frequency:

Alternate options: Comments relating to this theme ranged from improving transit service and efficiency, expanding the active transportation network, improving pedestrian infrastructure and exploring alternative approaches to providing parking and driving behaviours (such as shared parking arrangements, car shares, considerations for future ride services and driverless cars). Many believed that parking problems stem from people having to rely too heavily on vehicles and that if alternate modes are improved, parking demand and issues associated with that will be addressed.

Example – *“The parking minimum reduction is sound, if not aggressive enough. Car sharing, transit improvements, and upgrades to pedestrian & cycling routes should be policy city wide regardless of infill development.”*

Limited on-street parking: Many comments provided were related to infill development and how introducing new infill resulted in reduced available on-street parking. Some felt that this could be addressed by not allowing any further infill development, while others wanted to see more off-street parking provided with new infill housing.

Example – *“Most importantly we should require neighbourhood based parking permit vehicle stickers (like in Vancouver) to prevent overcapacity or additional parking outside large apartments that have minimal parking provision).”*

Review parking calculations: This theme had many speaking to parking requirements, but from opposite ends of the spectrum. Some felt that new infill development, particularly multi-family development requires too much parking for what the market demands and needs for the projects. On the other side, many also believed that infill development, in particular multi-family development, did not go far enough to provide sufficient on-site (off-street) parking. Reviewing the parking requirements in the Zoning By-law may be an opportunity to address this discrepancy in perspectives.

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Example – *“Parking requirements for infill neighbourhoods are too high. These neighbourhoods are more walkable and have greater access to public transportation; parking requirements should be reduced to reflect this.”*

Parking enforcement: Some respondents felt that parking issues could be addressed through better enforcement, or restrictions on time for on-street parking.

Example – *“All (infill) houses need to have parking signs... 1-2hour free parking in day time ... so not to cause parking issues on the street.”*

Larger city-wide issue - overhaul to transportation system: A few respondents felt that this issue was not necessarily something that could be fixed as part of a project associated with infill development and that a full scale reform would be needed before we consider allowing for reductions in parking associated with infill.

Example – *“As mentioned previously infill should be located within the vicinity of transit routes currently in place. Large, new suburban developments definitely need to incorporate transit routes into the planning stage. Too many infill structures do not include anywhere nearly enough parking spaces for the type of life style people are used to. Transit must be greatly improved to erase the need for car usage within the city.”*

Consultation: Respondents felt that neighbours should be consulted on parking when new development is proposed in neighbourhoods and generally felt more consultation was a good idea.

Example – *“Before implementing any new rules or regulations, a survey for local neighbours should be undertaken to gauge support. It does not make sense that a long-time residents and home owners would have to remove his/her vehicle from a public street due to the increased density of the neighbourhood.”*

Action 10 - Examine Park Space Allocations and Enhancements

How important is the action? Rating: **4.3** out of 5

(Online ratings: 173; In-person ratings: 5)

Key themes in order of frequency:

Preserve/protect/enhance/diversify greenspace: The responses generally spoke to the importance of preserving existing greenspace, for example, by not allowing park land to be sold or developed and by protecting parks and natural features through better maintenance and upkeep. Enhancing existing greenspace and improving access to these spaces. Some comments referred to how parks are an indicator of civic pride and should be more appropriately invested in. Several responses included wanting to see existing green space diversified in its usability, allowing for things such as dog parks, community gardens, or plantings of more diverse and native species.

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Example – *“There are so many easy ways to do this. Allow people to garden boulevards and grassy areas along back lanes. As much of the river bank should be publicly owned as possible (as in other Canadian cities). Creating areas for people to launch canoes would be helpful. Community gardens (instead of a “park” that is little more than a glorified lawn) and food forests mean more people are regularly using and caring for spaces.”*

Development supporting park amenities within ward: These responses were mostly associated with wanting to see money for parks reinvested into the neighbourhood where new development was being introduced.

Example – *“Ensure that high density residential areas have at least the same access to and area for green space as low density areas. Developers and the city should work to ensure that new high density residences are accompanied by the expansion of local greenspace.... this can include removing concrete/gravel to re-establish grass-land, planting of trees/shrubs to re-establish forests, and supporting the development/continuation of local “green team” efforts.*

River access/maintenance/preservation: Respondents spoke to the desire to have better access to riverbanks and waterways, and more amenities oriented towards the rivers. Others wanted to ensure that development along waterways did not have significant impacts on the river systems and the natural features along the riverbanks.

Example – *“Protect parks on the river and establish new riverside parks for the population to enjoy. Restrict new riverside developments, as the riverside should be available for public enjoyment and nature.”*

Consultation: Two respondents felt that further consultation about parks could occur and that parks could also be used as a setting for community consultation with regard to other civic issues.

Example – *“Have town halls set up in parks to promote better consultation.”*

Action 11 - Identify servicing capacity/constraints for infill

How important is the action? Rating: **3.9** out of 5
(Online ratings: 171; In-person ratings: 3)

Key themes in order of frequency:

Do a pilot study: Many respondents liked the idea of doing a pilot study and offered specific neighbourhoods as options for where they believed this should take place. Some felt that a study should be city-wide.

Example – *“Wolseley, the west end & Saint Boniface are great examples of very diverse neighbourhoods of young people & families of various socio-economic backgrounds. Would make good pilot (areas).”*

Study servicing capacity now not later: Many respondents felt that it was important to have this information available in order to better support direction for investment areas in the city. They would like to see this study completed sooner than later in order to better direct future infill development.

Example – *“The identification of constraints due to limited servicing capacity should be required BEFORE any permits for increased building footprint of infill projects are issued.”*

Restrict/limit lot splits: These comments ranged from no longer permitting lot splitting, to establishing limits for how many lot splits are permitted on a given street, or in a given neighbourhood.

Example – *“A moratorium should be placed on all lot splitting until this research has been completed.”*

Language of this priority not clear: Respondents noted that the information presented in this survey question was not clear and they felt that more plain language could be used to convey this concept better.

Example – *“I’m not really sure what this means. Perhaps simpler language would help reach more people.”*

Action 12 - Examine the potential of a planning commission

How important is the action? Rating: **3.8** out of 5
(Online ratings: 169; In-person ratings: 3)

Key themes in order of frequency:

Support for a planning commission: Several respondents indicated that they were supportive of a planning commission. Some simply stated they were supportive, others noted they were supportive as long as certain criteria were met to form the planning commission. Some examples of support included that it would establish consistency across the city in terms of dealing with development applications. People wanted to be sure that it would include an unbiased decision-making body and that it would help the process, not hinder it in further bureaucracy.

Example – *“We appreciate that this takes very careful consideration and planning, however a Commission to oversee consistency and transparency would build trust with the community and ensure that the best interests of neighbourhoods was being met when development decisions are made.”*

Do not support/ not needed - a planning commission adds too much bureaucracy: Some respondents did not support the idea of a planning commission. Others felt that this might add another layer to an already complicated and lengthy process. Some also had concerns about the cost to establish and operate a planning commission.

Example – *“Sounds like more red tape and fees and time wasted.”*

Long-term planning needed: Some respondents felt that better policy and long term planning would address many of the challenges associated with decision making.

Example – *“Long term planning and vision is needed. Someone needs to be watching the big picture.”*

Improve access to meetings and information: Some would like to have improved access to information regarding meeting outcomes, more accessible meeting locations and clearer information about development processes.

Example – *“All plans and deliberations need to be available online form any such commission.”*

Action 13 - Review permits process and permit office services

How important is the action? Rating: **3.6** out of 5
(Online ratings: 163; In-person ratings: 1)

Key themes in order of frequency:

Improve/clarify/speed up permitting process: Comments with regard to speeding up and making the permitting process more clear were the most abundant. Many respondents spoke to how the process as it is right now needs to be streamlined and sped up, made more clear as to what process needs to be followed, and that they would like to see a more integrated approach by city staff for handling approvals.

Example – *“Rate a 6 if possible. The permit process (actually entire department) needs review far earlier. It is convoluted and disorganized, getting different answers from every tech.”*

Information sharing/public consultation: Respondents wanted to have better access to information and more consultation about infill development. Responses included wanting more notice, a variety of formats for notices about infill proposals, and having the development industry more thoroughly consulted about the permitting process.

Example – *“Yes- needing to be vigilant to the nth degree in watching for notices in the Free Press is not a respectful way for citizens to need to become informed of proposed infill plans. There is a need for a better way to access applications and approvals.”*

Improve infill development approval process: These comments focused on some of the particular issues with infill development, such as lot splits, poor design of new dwellings on infill lots, and having more checks in place to ensure infill development is compatible.

Example – *“There shouldn’t be an automatic variance approval for new applications simply because there has already been precedent set by previous approvals.”*

Keep in-person permit applications: Some respondents felt that instead of online applications, it was important to maintain the option for in-person meetings with permit techs to ensure all steps and necessary information is submitted.

Example – *“Online applications do not always mean increased speed. Do not decrease the real person contact. Nothing replaces speaking to a real human being when applying for some applications.”*

Improve reviews and enforcement: Respondents wanted more accountability from builders to adhere to approved plans, and suggested more thorough reviews and more enforcement.

Example – *“What are the consequences for builders if they don't stick to the plan? Residents are left with an eye-sore and they walk away with a slap on the wrist.”*

Action 14 - Review permit fees and development fees

How important is the action? Rating: **3.5** out of 5
(Online ratings: 163; In-person ratings: 3)

Key themes in order of frequency:

Permit fees: Several respondents who expressed opposition to infill suggested that fees are too low and should be increased. One comment suggested that an increase in fees would be appropriate if permit services were improved. Other comments encouraged fairness to taxpayers while questioning whether permit fees are a revenue source for the city or whether they reflect the cost of permit administration.

Example – *“According to data on the City's website, since the city implemented development fees on new builds but not infill developments, there has been a substantial increase in applications in mature neighbourhoods such as St. Boniface. In addition mature neighbourhoods have old existing amenities that are stressed during infill constructions (ex. back lanes, sidewalks, roads and light standards) and require repairs, a fee would provide a revenue for this cost rather than it coming out of existing tax payers contributions.”*

Incentive based fees: There were many respondents who felt there was a role for financial incentives for infill. Some argued it would not ultimately change behavior.

Example – *“I feel discounts or incentives are a great way to prioritize and encourage development in certain areas of the city, especially downtown. I don't agree with taxes, fees, levies, to discourage development in other areas however. Discouraging investment anywhere is wrong; encouraging with incentives should be the best practice going forward.”*

Connect to city-building vision: This theme suggested that fees for greenfield development should reflect costs for new City services and should tip the scales in favour of infill and brownfield redevelopment. There was a mix of support and opposition to an impact fee. A couple comments

Appendix E – Action Feedback Received

suggested that an impact fee could be used as a tool to encourage infill. Another suggestion involved using an impact fee on infill to fund street and lane repairs in our oldest neighbourhoods.

Example – *“Why would the impact fee be levied on infill at any time? To prevent urban sprawl, let’s tax the outskirt developments and provide incentives for infill development.”*

Action 15 - Engage Inspections & Enforcement to ensure approved plans are followed

How important is the action? Rating: **4.1** out of 5

(Online ratings: 168; In-person ratings: 2)

Key themes in order of frequency:

Priority: Many respondents identified this as a priority, some indicating it should be ranked higher. There was one dissenting view suggesting this was not a priority.

Example – *“This is critical to the success, integrity and buy-in of any plan. If developers are not accountable, then any plan is meaningless. This action should be moved to much higher priority.”*

Fines/penalties: Respondents suggested fines as a deterrent to non-compliance, especially if the amount of the fine was significant.

Example – *“Very important. Right now citizens are monitoring for this and infractions are usually only found too late for significant remedies. How to improve... introduce significant penalties of the order of 10- 20% or more of the final value of the property when the development is completed or make them require the development be restored to the plan no matter the cost. The developers would soon learn to obey the rules.”*

Additional inspections: Respondents questioned whether there is a role for compliance inspections related to design the way there is for building code. It was acknowledged that this may require additional resources. Some expressed concerns with the existing complaint-based process, how the general public would know what was approved, and how to get the information or file a complaint.

Example – *“Inspection should catch infringements before they are a permanent part of the house. The two houses next to me are 35' tall when they should have only been 30'. How did this happen?”*

Survey question #31 – Open Comments

(Answered: 78; Skipped 142)

Key themes in order of frequency:

Prioritize community needs: The most frequent theme expressed related to the need to prioritize the needs of existing community members when considering new developments.

Example – *“I strongly feel that the City of Winnipeg departments side with the developer/contractors and are not doing enough to support the real concerns from the residents. Our homes/lifestyles/communities are being affected in a major way and our concerns are not having any effect when we attend appeal meetings at City Hall. The favor always leans toward the builders.”*

Maintain neighbourhood character: Respondents expressed opposition to nondescript, out of place or cookie cutter infill development eroding the character of existing neighbourhoods.

Example – *“The Heritage neighbourhood bylaw is very important; to allow neighbourhoods to develop an identity and pursue a look and feel. Much of the new development is a mishmash, which isn't good for anyone. Every neighbourhood should not be required to pursue the same goals. Density should not be a single focus. Planners have to remember that there is more to making a great city than Density.”*

Greenspace: Respondents indicated that the provision and protection of greenspace to be important, both as a public amenity and as a neighbourhood feature to be preserved. Of particular importance and concern was the impact of infill on mature trees.

Example – *“Please stop allowing lot splitting and skinny houses in areas that have beautiful old trees and nice big yards. It is becoming claustrophobic in these neighbourhoods like Old St. Vital that used to have spacious lots that are being overtaken by skinny houses that have no yards, no green space and don't fit in with the neighbourhood.”*

General support: Respondents expressed support for infill and increasing density in mature neighbourhoods.

Example – *“Winnipeg desperately needs more infill development and increased density. We should stop urban sprawl and develop a coherent urban area in planning strategy. We also need better public transit to connect neighbourhoods.”*

Moratorium: Respondents suggested that a moratorium on infill development or variances related to infill development should be considered until existing concerns are properly addressed.

Example – *“A moratorium should be put on all infill/lot splitting city wide until the infill strategies have been established.”*

Construction impacts: Concerns were related to damage to sidewalks, boulevards and back lanes, impact to mature tree, a reduction of available parking, drainage issues and neglected or improperly maintained job sites.

Example – *“The city needs to act on this quickly so more people do not have to experience what we did with an infill next to us. Very little considerations were given to the existing houses. We had damage to our property, trespassing, infrastructure damage (sidewalks, back lane), loss of parking, the list could go on.”*

Infrastructure capacity: Respondents expressed concerns regarding the impact of infill on existing infrastructure, such as roads, sewer and water, especially if neighbourhood infrastructure has not been fully considered in advance. Some participants also saw the potential increase in density provided by infill development as beneficial in supporting school enrollment and the provision of local services.

Example – *“I am not sure, but does the infill strategy factor in an evaluation of how increased density impacts things such as traffic congestion, swimming pools, schools, libraries and community centers? Access to those resources is really important to me and increased densities in certain areas will have an effect, so that is something that I feel should be evaluated in conjunction with the infilling.”*

Lot splitting: Respondents reiterated concern over the loss of greenspace, privacy and ‘neighbourhood character’ in their experience of infill development.

Example – *“Do not allow splitting of existing 50 ft. lots.”*

Enforcement: Respondents expressed concerns over current policies and bylaws not being properly enforced, including both new infill and existing properties.

Example – *“I think a by-law enforcement officer should go in the areas that people are trying to prevent infill and make a report of all the violations like the shingle house with a junkyard in the rear and side yard that is open to sight from the street and point these out. Maybe give warnings without infractions but to show the neighbours that if they want strict guidelines on what can be done for infill to preserve the integrity of the area they should also focus on the existing properties in the area.”*

Proactive communication: Respondents reiterated a desire for more information on infill and enhanced communication and notification of development.

Example – *“When infill housing is being contemplated on a specific street or when a house is being demolished or built there should be a sign at the site providing an actual phone number of whom to contact in case there are questions or problems arising that the owner/builder may not be aware of.”*

Timelines: These comments generally referred to projects that were neglected or paused at various stages of completion, and the need for construction projects to be completed in a timely manner.

Example – *“There should be a deadline to complete building after the land is purchased, or at least a requirement to maintain the lot until construction is finished.”*

Frustration with opposition: Some respondents indicated a frustration with neighbourhood opposition to infill, including notions of infill bringing down property values without fully considering the valuation process, as well as a perception that Council members cater only to their constituents, fostering a NIMBY (Not-In-My-Backyard) attitude.

Example – *“(Some residents) tried saying that newer more expensive houses bring down the value of the older houses. If they were informed and new the true principle of valuation they would understand that higher priced newer houses bring up the value of a lower priced older home beside it and likewise the newer homes is worth less beside older houses than it would be in a newer neighbourhood.”*