

GLENWOOD NEIGHBOURHOOD INFILL PLANNING

Public Engagement Summary

July 2022

Background

Infill development is an important aspect of renewing and revitalizing Winnipeg's mature communities. In Glenwood, where significant infill housing has occurred over the past 10 years, it has also contributed to many issues for the neighbourhood.

On June 24, 2021, Council approved the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* (Residential Infill Guidelines).

During the adoption process, Council directed the Public Service to complete a secondary plan for the Glenwood neighbourhood. However, it was later determined that a [Planned Development Overlay](#) (PDO) would be more effective to address ongoing infill issues.

The City of Winnipeg (City) is now developing a PDO to strengthen the Residential Infill Guidelines in Glenwood. The PDO will help reinforce parts of the guidelines related to:



Privacy



Sunlight



Character of houses



Landscaping and trees

Engagement

Public engagement took place between February 24 and March 23, 2022. During that time, Glenwood residents, property owners, and businesses had the opportunity to

provide input on the proposed approach to address infill-related issues through an online survey and a virtual open house.

The virtual open house included an online presentation followed by a Q & A period (see Appendix A for the presentation and Appendix B for Q & A responses).

The City also held a stakeholder meeting with property developers, homebuilders, and industry organizations. The stakeholder meeting notes are available in Appendix C.

The purpose of the public engagement was to:

- Review infill-related issues identified by Glenwood residents.
- Provide an overview of the Residential Infill Guidelines that may be included in a PDO for Glenwood and the issues they aim to address.
- Gather input from the community on the proposed approach to address infill-related issues related to character of houses, privacy, sunlight, landscaping, and trees.

Details of public engagement opportunities are available in Table 1.

Promotion

Public engagement opportunities were promoted using the following methods (see Appendix D for promotional material):

- Email invitations to 19 organizations – February 24, 2022;
- News coverage in the Free Press Community Review: East Edition – March 14, 2022;
- City of Winnipeg public engagement newsletter with over 2,800 recipients – February 24 and March 7, 2022;
- Postcards to 1,900 residents and business in the Glenwood neighbourhood- March 3, 2022.

Table 1: Public Engagement Opportunities

Date	Activity	Details
February 24 – March 23, 2022	Webpage	342 unique visits
February 24 – March 23, 2022	Online survey	217 responses
March 10, 2022	Stakeholder meeting	12 attendees
March 14, 2022	Virtual Open House	44 attendees

To learn more about the Glenwood Neighbourhood Infill Planning project, please visit winnipeg.ca/glenwoodinfill

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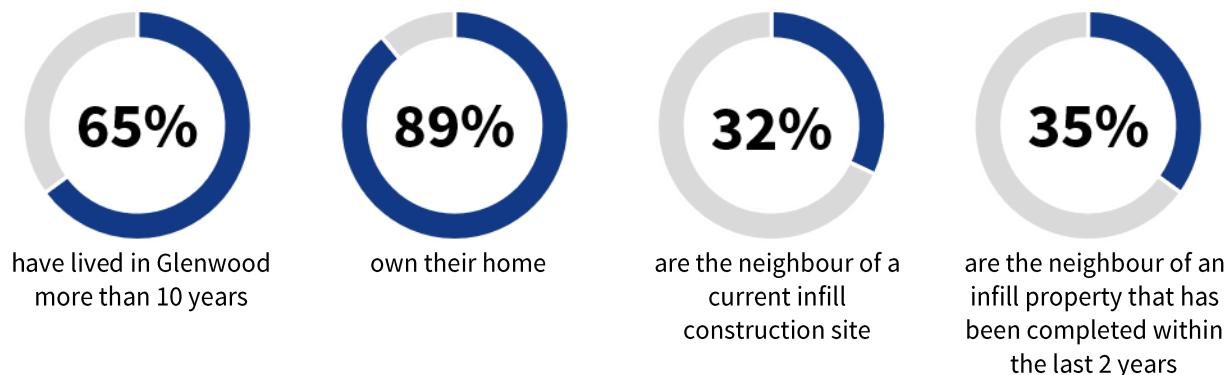
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Who we heard from

Participants included Glenwood residents, landlords that rent out property in the area, local business owners, property developers, and others. Other participants indicated they live near Glenwood, have friends or family in Glenwood, are considering moving to Glenwood, or live in other neighbourhoods with infill development.

The virtual open house was attended by 44 people, two-thirds (66%) of which live in Glenwood. The survey received 217 responses. The majority of survey respondents (71%) live in Glenwood. Of those participants that live in Glenwood:



What we heard

The following summarizes the input received from participants in the engagement process, organized by topic. Detailed survey results and responses can be found in Appendix E.

Infill-related issues in Glenwood

The goal of the project is to address infill issues related to the character of houses, privacy, sunlight, landscaping, and trees. Participants were asked to rate the level of importance of each issue.

Most survey respondents indicated that infill-related issues are very important to them. As shown in Figure 1, almost all (96%) of participants that live in Glenwood indicated that the preservation and planting of new trees is very important or important to them, followed by adequate sunlight (91%), enough soft landscaping (90%), privacy (88%), and new housing fits with the character of the community (87%).

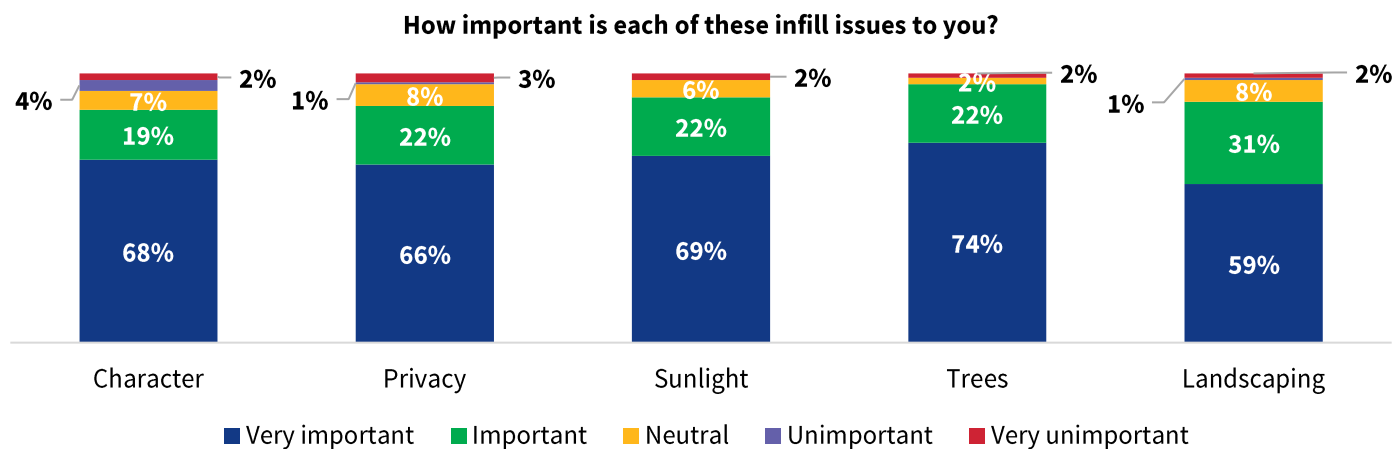


Figure 1: Importance of infill-related issues (respondents that live in Glenwood)

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Other infill-related issues identified by participants include:

- Traffic, parking, public transportation, and snow clearing
- Construction site practices
- Affordability of housing (both to purchase and rent)
- Concerns over decreasing property values
- Wastewater capacity
- Environmental considerations in building design

Additional comments from the survey and virtual open house related to infill issues in Glenwood are outlined in Table 2 below.

Table 2: Infill-related Issues in Glenwood

What We Heard	How It Was Considered
New infill should complement the character of the neighbourhood and preserve the qualities inherent of mature neighbourhoods.	Existing infill homes form part of the context of the neighbourhood. We are recommending that building design criteria such as façade materials and architectural features contained in the Residential Infill Guidelines be included in a PDO for Glenwood. In addition, we are recommending requirements that ensure there is variety among adjacent houses.
Building footprint (lot coverage, height, and building setbacks) should not be out of scale with neighbouring properties. Loss of privacy, sunlight, and green space/yard size were noted as concerns.	We are recommending that the building lot coverage, building height maximums, and setback requirements contained in the Residential Infill Guidelines be included in a PDO for Glenwood.
Trees must be protected and preserved to the greatest extent possible. Trees that are damaged must be replaced. Enforcement of arborist reports is key to maintaining the mature tree canopy.	We are recommending that a PDO for Glenwood require arborist reports for residential infill development proposals on lots with mature trees. We are also recommending that a PDO include requirements for new trees and shrubs based on lot size as per the Residential Infill Guidelines. In addition, further work on tree protection is underway as part of the Winnipeg Urban Forest Strategy .
Better regulation of construction site practices is needed.	A PDO is unable to address construction site standards construction site issues such as litter, noise, site safety, property damage and storage of equipment; however, this issue is included as a priority action in the wider Residential Infill Strategy. In addition, a new demolition contractor licensing program to achieve community objectives, compliance with construction site safety legislation, and promote industry best practices is anticipated for summer 2022, subject to Council approval.

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Table 2 cont'd

What We Heard	How It Was Considered
Opposition to splitting lots measuring 50 feet or less, and concerns over the resultant size and scale of buildings on smaller lots.	Where existing underlying lots exist, people have a right to get separate titles to those lots as per provincial legislation. We are recommending that the building lot coverage and setback requirements contained in the Residential Infill Guidelines be included in a PDO for Glenwood.
New infill strains existing infrastructure, including traffic and parking, and sewer and water infrastructure.	'Identify servicing constraints' and 'Implement parking and transportation strategies' are identified as longer-term priorities action items (3 to 5 years) in the Residential Infill Strategy Implementation Action Plan . Proposals for residential infill development will continue to be vetted by City engineers to ensure that existing infrastructure has the capacity to accommodate the proposed development.
Ensure that new housing is affordable.	Work related to affordable housing is ongoing, building on the Housing Needs Assessment that has been completed, as a priority action of the wider Residential Infill Strategy Implementation Action Plan .
Opposition to renters, multi-unit buildings and secondary suites.	A variety of housing types are needed to provide all Winnipeggers with housing options that meet their needs. The City cannot mandate whether or not buildings are occupied by owners, or rented out. As per the Winnipeg Zoning By-law 200/06, secondary suites are permitted in single family dwellings throughout the city.
Building design should consider climate change. Consideration should be given to solar access and electric vehicle charging stations.	A PDO for Glenwood will focus on addressing the five major issues related to residential infill development in Glenwood. While climate change issues are important, it is not the intention of this project to explore how climate change mitigation interventions may be incorporated into residential infill development in Glenwood. Winnipeg's Climate Action Plan will continue to guide mitigation and adaptation initiatives in the city.



Without enforcement, an arborist report just becomes a 'check-in-the-box' to receive a permit.

Open House Participant, March 14, 2022

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Planned Development Overlay (PDO) for Glenwood

The proposed PDO for Glenwood would reinforce parts of the Residential Infill Guidelines and require design review as part of the development application process. If approved, the rules contained in a PDO for Glenwood would become part of the Winnipeg Zoning By-law. Survey participants were asked if they support the proposed approach for a PDO for Glenwood. Two-thirds (66%) of respondents that live in Glenwood support, 12% oppose, 13% were neutral, and 9% were unsure.

Participants were also asked if they support the requirement for design review before a building or development permit is issued in Glenwood. The majority of Glenwood respondents (89%) support, 7% oppose, 2% were neutral and 2% were unsure. Figure 2 below indicates the level of support for a PDO for Glenwood and the requirement for design review.

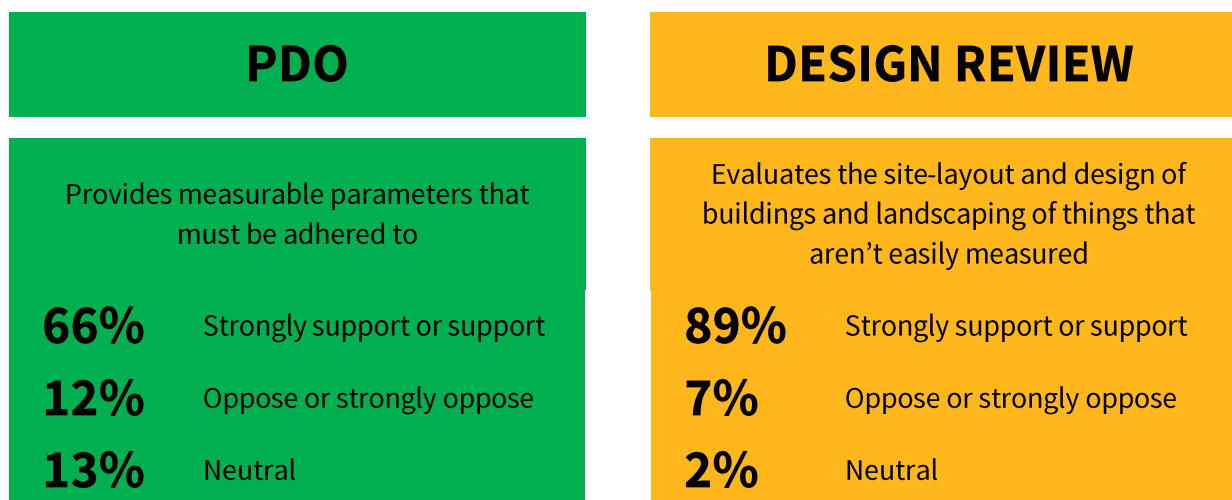


Figure 2: Level of support for a PDO and design review

While most survey respondents that live in Glenwood support the development of a PDO and requirement for design review, less than half (48%) think a PDO for Glenwood will address ongoing concerns with infill development well or somewhat well as shown in Figure 3 below.

How well do you think a PDO for Glenwood will address ongoing concerns with infill development in the Glenwood neighbourhood?

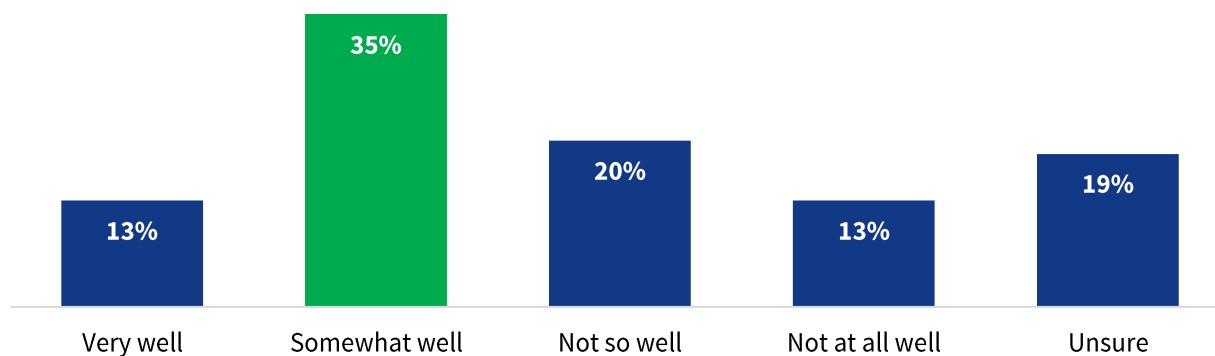


Figure 3: Perspectives on a PDO for Glenwood (respondents that live in Glenwood)

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As a follow-up question, participants were asked why they feel this way. Of those that do not feel a PDO will address ongoing concerns or are unsure, reasons include:

- Lack of enforcement
- Not convinced concerns will be addressed
- Many infill issues will remain unresolved such as parking, construction site issues, traffic and wastewater capacity

Of those that feel a PDO will address ongoing concerns, reasons include:

- Guidelines support the infill planning process
- Guidelines will ensure new infills fit with the community
- Guidelines are well balanced



Old St. Vital has beautiful trees and green spaces and with the PDO I believe we will be able to accommodate the infill homes and protect mature trees and green spaces.
Survey Respondent, March 8, 2022

Additional comments from the survey and virtual open house regarding the use of a PDO to address concerns related to infill development in the Glenwood neighbourhood are outlined in Table 3 below.

Table 3: PDO for Glenwood

What We Heard	How It Was Considered
The development of a PDO is supported and will improve the infill planning process. However, concerns related to enforcement of rules and variances/appeals by developers were noted.	Improved enforcement of approved plans is one of the priority actions of the broader Residential Infill Strategy.
Enforcement of the proposed PDO for Glenwood and the Resident Infill Guidelines is needed.	The proposed PDO for Glenwood would be enforced by virtue of being part of the City of Winnipeg Zoning By-law. Residential Infill Guidelines included in the PDO would need to be adhered to, and guidelines that do not appear in the PDO would be considered during the design review process required by the PDO.
The Residential Infill Guidelines and a proposed PDO for Glenwood should have been implemented earlier and do not address all infill-related issues.	A PDO has the ability to address some of the key issues related to residential infill development in the Glenwood Neighbourhood by strengthening elements of the Residential Infill Guidelines. We acknowledge that the full range of residential infill-related issues experienced by residents of the Glenwood Neighbourhood cannot be addressed by a single planning tool, such as a PDO. If adopted by Council, a Glenwood PDO would help support and further implement the broader-reaching Residential Infill Strategy.

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Table 3 cont'd

What We Heard	How It Was Considered
Design review is supported and will improve clarity and ensure that issues are mitigated.	Currently, design review may be required as part of the development application process. We are recommending that a PDO for Glenwood contain language that requires all residential infill development applications go through a formal design review process.
Design review not supported as it is too subjective.	Design review may be undertaken regardless of whether it is required by a PDO. However, we maintain that requiring design review as part of the application process, by including it in a PDO, will yield positive results.
There should be fewer restrictions on what is built and where, to encourage more infill development.	The Residential Infill Guidelines attempt to strike a balance between encouraging a diversity of housing types and creative building designs, while ensuring that new housing integrates well into the character of the neighbourhood where they are built.
The amount and pace of infill development is too high or not supported.	Landowners have a right to submit development applications for their property. It was noted that the pace of residential infill applications in Glenwood had slowed down considerably since the Residential Infill Guidelines were adopted by Council June 24, 2021. This could be due to a number of factors including the ability to more easily develop residential infill development in other neighbourhoods.
If approved, a PDO for Glenwood should be formally reviewed on regular intervals with a commitment of community participation in the process.	This will be taken into consideration for the PDO.

Next Steps

With input from the Glenwood community, the Public Service will develop a PDO for Glenwood. Draft recommendations to address ongoing infill issues related to character of houses, privacy, sunlight, landscaping, and trees will be presented to Council in summer 2022 for approval.

Appendices

Appendix A – Virtual Open House Presentation

Appendix B – Virtual Open House Q & A Responses

Appendix C – Stakeholder Meeting Notes

Appendix D – Promotional Material

Appendix E – Survey Results

To learn more about the Glenwood Neighbourhood Infill Planning project, please visit winnipeg.ca/glenwoodinfill