Agenda – Executive Policy Committee – March 10, 2010

PUBLIC HEARINGS

Item No. 1 **Appeal – Plan Winnipeg By-law No. 7630/2000 – 795 Knowles Avenue (North Kildonan Ward)**
File EP-1.1(PW)

On February 8, 2010, Donald A. Guigueno and Pat Guigueno appealed the decision dated January 20, 2010, issued by the Plan Winnipeg Planner, Planning, Property and Development Department, regarding provisions of Plan Winnipeg By-law No. 7630/2000 for the premises located at 795 Knowles Avenue.

The decision stated:

"With reference to your application to subdivide land at the above referenced location, please be advised that the proposal is contrary to Section 3B-08 of Plan Winnipeg Vision 2020 as a full range of municipal infrastructure is not currently available to service this development.

Consequently, your application to subdivide the subject property is hereby refused without a hearing pursuant to Section 275(2)(a) of The City of Winnipeg Charter."

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That the Executive Policy Committee concur with the interpretation of the Public Service that an application to subdivide land in a Neighbourhood Policy Area that will not be serviced by the full range of municipal infrastructure is contrary to Plan Winnipeg 2020 and cannot be approved under Section 275(2) of the City of Winnipeg Charter.

Agenda – Executive Policy Committee – March 10, 2010

Appellants: Donald A. Guigueno and Pat Guigueno

Premises Affected: 795 Knowles Avenue

Exhibits Filed:

1. Decision dated January 20, 2010, issued by the Plan Winnipeg Planner, Planning, Property and Development Department
2. Notice of Appeal filed by Donald A. and Pat Guigueno received February 10, 2010
3. Notification of Public Hearing dated February 17, 2010
4. Report from the Director of Planning, Property and Development Department dated March 2, 2010

REPRESENTATIONS:

In Support of the Appeal:

In Opposition to Appeal:

For Information on the Appeal:

For the City:

Moved by Councillor
That the receipt of public representations be concluded.

Moved by Councillor
That the Appeal be allowed / allowed in part / denied and the decision of the Planning, Property and Development Department, be confirmed / cancelled.

Moved by Councillor
That following supporting reason(s) be provided, namely:

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

Exhibit "1" for the Appeal of Plan Winnipeg By-law No. 7630/2000 for the premises located at 795 Knowles Avenue in the North Kildonan Ward

Winnipeg

Planning, Property and Development Department • Service de l'urbanisme, des biens et de l'aménagement

Planning and Land Use Division • Division de l'urbanisme et de l'usage des sols

In reply please refer to / Référence à rappeler :

James Veitch, Senior Planner
Plan Winnipeg
Phone: (204) 986-7728
Fax: (204) 986-7524

January 20, 2010

Mr. Donald A. Guigueno
795 Knowles Avenue
Winnipeg, MB
R2G 2K3

RE: PROPOSAL TO SUBDIVIDE
795 KNOWLES AVENUE

Dear Mr. Guigueno:

With reference to your application to subdivide land at the above referenced location, please be advised that the proposal is contrary to Section 3B-08 of *Plan Winnipeg Vision 2020* as a full range of municipal infrastructure is not currently available to service this development.

Consequently, your application to subdivide the subject property is hereby refused without a hearing pursuant to Section 275(2)(a) of the City of Winnipeg Charter.

You may appeal this decision by submitting a letter to the Clerk of the Executive Policy Committee at the following address:

City Clerks Department
Main Floor Council Building
510 Main Street
Winnipeg, Mb.
R3B 1B9

Attention: Jo-Ann Park
Clerk, Executive Policy Committee
Phone: 986-3732

Yours truly,

James Veitch
Plan Winnipeg Planner

G:\Correspondence\795 Knowles PW rejection.doc

Exhibit "2" for the Appeal of Plan Winnipeg By-law No. 7630/2000 for the premises located at 795 Knowles Avenue in the North Kildonan Ward

Feb 8/10

Dear Jo-Ann Park,

I am appealing the decision of subdividing the property at 795 Knowles Avenue by my wife and myself.

Don Guigueno
Pat Guigueno

RECEIVED
CITY CLERKS
WINNIPEG
10 FEB 10 A9:06

Don Guigueno
795 Knowles Ave.
Wpg. Mb.
R2G 2K3

Exhibit "3" for the Appeal of Plan Winnipeg By-law No. 7630/2000 for the premises located at 795 Knowles Avenue in the North Kildonan Ward

Winnipeg

City Clerk's Department • Bureau du greffier

REGISTERED MAIL RW 141 436 331 CA

February 17, 2010

File EP-1.1 (PW)

Donald A. Guigueno
Pat Guigueno
795 Knowles Avenue
Winnipeg, Manitoba
R2G 2K3

Appeal under Plan Winnipeg By-law No. 7630/2000 - 795 Knowles Avenue

This will acknowledge receipt of your communication dated February 8, 2010, appealing the Order from the Plan Winnipeg Planner, Planning Property and Development Department, dated January 20, 2010, for the premises located at 795 Knowles Avenue.

Please be advised that the appeal will be heard by the Executive Policy Committee at its meeting on March 10, 2010, at 9:00 a.m. in the Council Building, 510 Main Street.

The purpose of the appeal hearing is to allow interested persons to make submissions, ask questions or register objections with respect to this matter.

Information or documents concerning this matter and a description of the procedure to be followed at the hearing are available for inspection in the City Clerk's Department, 510 Main Street or can be accessed on the Internet site: www.winnipeg.ca/CLKDMIS.

Jo-Ann Park
Manager of the Decision-Making Process
Telephone 986-3732
Email jpark@winnipeg.ca

c. Mr. D. Joshi, Director of Planning, Property and Development
Mr. L. Strijack, Acting City Solicitor/Manager of Legal Services
Mr. J. Veitch, Plan Winnipeg Planner, Planning Property and Development Department

Exhibit "4" for the Appeal of Plan Winnipeg By-law No. 7630/2000 for the premises located at 795 Knowles Avenue in the North Kildonan Ward

ADMINISTRATIVE REPORT

ISSUE: To consider an appeal of a Public Service decision concerning *Plan Winnipeg 2020 Vision* regarding 795 Knowles Avenue (Subdivision File # DASSF 542-09)

Critical Path: Executive Policy Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	D. Joshi	N/A	A. Robinson, Deputy CAO

RECOMMENDATIONS

- That the Executive Policy Committee concur with the interpretation of the Public Service that an application to subdivide land in a Neighbourhood Policy Area that will not be serviced by the full range of municipal infrastructure is contrary to *Plan Winnipeg 2020* and cannot be approved under Section 275(2) of the *City of Winnipeg Charter.*

IMPLICATIONS OF THE RECOMMENDATIONS

- Subdivision without the full range of municipal infrastructure at this time will inhibit the future extension of the full range of municipal infrastructure in an environmentally-sound, economical and timely manner and thus prevent the logical orderly development contemplated in the near future for the adjacent lands to the north;

- The section of Knowles Avenue where this lot exists is being improved with wastewater sewer and watermain in 2010 through the enactment of By-law 95/2009, however this improvement is not considered as 'a full range of municipal infrastructure' as there will continue to be no piped land drainage nor improved public right of way to the City's urban standard;

- The recommendation provides clear and consistent support for *Plan Winnipeg 2020* policies concerning land use in un-serviced areas as well as with past interpretations rejecting similar applications in the immediate context;

- The applicant will not have the ability to subdivide the existing lot and obtain development permits for new single family dwellings;

- The possible implications of approving sub-standard servicing contrary to *Plan Winnipeg* are:

    - Incremental intensification of development that is not serviced by a full range of municipal infrastructure.
    - Increased difficulty in establishing a full range of municipal infrastructure.
    - Inconsistent standards in development within the City's urban environment.
    - Impacts to the logical and orderly extension and use of regional piped water, sanitary sewer, land drainage and transportation systems.
    - Erosion of the credibility of City development policy.

HISTORY

History of Residential Development – Knowles Avenue:
Knowles Avenue, west of De Vries Avenue, and east of Gateway Road has 32 single-family dwellings on 39 lots for a total frontage feet of 4880 feet. The average lot widths are 105.5 feet on the south side and 150.5 feet on the north side.

All of these lots were created, starting in 1912 (Plan 1950), well before *Plan Winnipeg* established clear standards for municipal infrastructure. The last plan of subdivision approved was in April, 1981 (Plan 15679) for the creation of one lot.

Since the adoption of *Plan Winnipeg* in 1986, the further subdivision of land along Knowles Avenue without a full range of municipal infrastructure has been prohibited.

Council has approved a number of applications for residential development in the Gateway / Bonner / Knowles / De Vries area since 2004, when land drainage was provided in the area, that have the full range of municipal services including:

- DASZ 20/04 - 40 acres of land to construct 155 single family dwellings; two lots for multiple family dwellings; and extend Headmaster Row to Lagimodiere Blvd;
- DASZ 45/04 - 5 acres to construct 20 single family dwellings;
- DASZ 53/05 - 71,429.31 square feet into 11 residential lots;
- DASZ 12/06 - 38,224.556 square feet to develop three (3) single family residential lots;
- DASZ 15/07 - 32 residential units on Cindy Klassen Way, two (2) multiple family buildings on Headmaster;
- DASZ 23/07 – create eight (8) residential lots on Cindy Klassen Way;
- DAZ 223/2007 - 4.2 acres to construct 140 apartment style dwellings for seniors;
- DASZ 24/08 - 43,000 square feet to construct 15 single family lots.

The City of Winnipeg has rejected a number of applications for subdivisions, as well as requiring the modification of several applications for lands fronting Knowles Avenue based on the *Plan Winnipeg* policy requiring a full range of municipal infrastructure in a Neighbourhood Policy Area including:

- DASSF 550/04 (two new lots rejected),
- DASZ 45/2004 (5 lots removed from Knowles Ave frontage)
- DASZ 23/2007 (lots re-orientated to front Cindy Klassen Way)
- DASZ 38/2007 (lots re-orientated to Sunny Morning Rd)
- DASZ 26/2008 (two new lots removed from Knowles Avenue frontage)
- DASSF 549/09 (two new lots rejected); and
- DASSF 542/09 at 795 Knowles, the subject of this appeal.

Access to Land Drainage System:
On May 18, 2005, the City of Winnipeg approved a development application by North Grassie Properties for 40 acres of vacant land (DASZ 20/2004 – Arrowwood) and 5 acres of land (DASZ 45/2004) on the west side of De Vries Avenue between Gateway Rd, Bonner Avenue and Knowles Avenue.

These applications enabled the construction of 175 single family dwellings. A full range of municipal infrastructure was constructed including a 3.1 acre retention lake for land drainage that was sized in order to provide capacity for all the lands along Bonner Avenue, Knowles Avenue and north to the City Limits.

The Developer was required to invest in the extension land drainage pipes along with the full range of municipal services north on Cindy Klassen Way and Sunny Morning Road to enable the readily extension of municipal services to Knowles Avenue.

Local Improvement – Knowles Avenue to Sunny Morning, Sunny Morning to De Vries Avenue
Wastewater Sewer and Watermain improvements have been approved for construction from Sunny Morning Road to De Vries Avenue in 2010. Wastewater, Watermain and Land Drainage Sewer has been approved for construction from Gateway Road east to Sunny Morning Road in 2010.

Knowles Avenue will remain as a rural cross-section standard road with open ditches and chip seal coating from Gateway Road east to DeVries Avenue. (see Appendix 4 for Chronology of Local Improvement).

Letters were sent out with the LI petition to all the landowners along Knowles Avenue outlining the need for a full range of municipal infrastructure prior to any residential development to occur (Attachment 3).

FINANCIAL IMPACT

Financial Impact Statement **Date:** February 26, 2010

Project Name:

Appeal of a Public Service decision concerning Plan Winnipeg 2020 Vision regarding 795 Knowles Avenue

COMMENTS:

The recommendation contained in this report is that the Executive Policy Committee concur with the interpretation of the Public Service that an application to subdivide land in a Neighbourhood Policy Area that will not be serviced by the full range of municipal infrastructure is contrary to Plan Winnipeg 2020 and cannot be approved under Section 275(2) of the City of Winnipeg Charter.

There are no financial implications associated with this recommendation.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this Report there was consultation with:

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Planning and Land Use
Prepared by:	James Veitch, Senior Planner
Date:	March 2, 2010
File No.	DASSF 542/09

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Appendix:
1. Plan Winnipeg Discussion.
2. Land-Uses and Surrounding Lands Attachment – Existing Zoning.
3. Letter sent to Knowles Avenue Residents
4. Chronology of Activity Related to Local Improvement

APPENDIX 1: Discussion

Key Issues:

- *Plan Winnipeg 2020 Vision* is our primary planning policy document that guides all land use, development and planning matters within the City of Winnipeg;

- All versions of *Plan Winnipeg*, (1986, 1993 and 2001) have included policies limiting the subdivision of un-serviced lots;

- The Public Service rejected the subdivision application, (DASSF 542/09) for the subject property because it is contrary to *Plan Winnipeg 2020* Policy 3A – 02 Promote Compact Urban Form.

- The section of Knowles Avenue where this lot exists is being improved with wastewater sewer and watermain in 2010 through the enactment of By-law 95/2009, however this improvement is not considered as 'a full range of municipal infrastructure' as there will continue to be no piped land drainage nor improved public right of way to the City's urban standard.

- The future subdivision potential of the existing 39 lots on Knowles Avenue between Gateway Rd and DeVries Avenue can result in 40 new lots fronting Knowles Avenue (a minimum of 50-60 foot wide lots on the north side, and 30-35 foot wide lot widths on the south side).

- The full range of municipal infrastructure is readily available for extension and has been oversized for capacity to accommodate future growth along Knowles Avenue.

- Future developments north of Knowles Avenue, (behind the subject property) will require the extension of a full range of municipal infrastructure as well.

- There is an expectation by the Developer of Arrow wood who installed the land drainage system with the capacity to serve beyond his subdivision, that he would be compensated by the development charges collected from the new residential developments, including lot splits that benefit from his infrastructure investment.

Nature of the Application:

The subject site is an 18,480 square foot parcel, occupied by a single family dwelling, zoned 'R1-L' Single Family Residential and designated Neighbourhood Policy Area in *Plan Winnipeg* 2020.

Under DASSF 542/09, the applicant intended to create two lots through subdivision, splitting the existing parcel into two lots both fronting onto Knowles Avenue. The purpose of the lot split was to establish a single family dwelling on the new lot, while retaining the existing dwelling on the remaining half of the original lot.

The Planning and Land Use Division wrote a letter to the applicant informing him that under Section 275(2)(a) of the City of Winnipeg Charter, an application to subdivide the lot without the full range of municipal infrastructure must be rejected as it is contrary to *Plan Winnipeg 2020.*

We further indicated that there is an appeal process available through the Executive Policy Committee on Property and Development.

The applicant has since filed an appeal to the Clerk of the Executive Policy Committee requesting that the Committee allow the subdivision of 795 Knowles Avenue under file DASSF 542/09.

Policy Implications:
Allowing an application that is contrary to *Plan Winnipeg 2020* to proceed would set a precedent for similar applications from the adjacent property owners along Knowles Avenue and from other areas in Winnipeg where a full range of municipal infrastructure does not exist. Furthermore granting this appeal would be contrary to several recent Executive Policy decisions denying applications of a similar nature.

The subdivision and development of this or similar non-conforming lots would cumulatively have the following detrimental effect on the area:

- Under-serviced homes in an urban area often create pressure later to provide a full range of municipal infrastructure on an unplanned basis;

- Piecemeal development negatively impacts the economic viability of the installation of infrastructure in the future ultimately negatively impacting future orderly development;

- The incremental and unplanned development of land can preclude broader development objectives, thus delaying the municipal revenues to be realized by complete development at an urban standard.

Future Development:
The potential future subdivision potential of the existing 39 lots on Knowles Avenue between Gateway and DeVries has been identified using air photos, analyzing the existing lot/house configurations to determine that the creation of 40 new lots fronting Knowles Avenue are possible.

This is a conservative estimate - it allows for a minimum of 50-60 foot wide lots on the north side, and 30-35 foot wide lot widths on the south side - and does not take into account the number of lots created by the subdivision of the rear portions of the properties.

There are at least 15 acres of vacant land north of Knowles Avenue that will require the full range of municipal infrastructure extending from their existing terminus at Sunny Morning Rd and Cindy Klassen Way.

Conclusion:
Within Neighbourhood Policy areas, *Plan Winnipeg Vision 2020* clearly requires a full range of municipal infrastructure be provided prior to any subdivision and development; this full range includes piped watermain, wastewater sewer and urban standard land drainage systems along city standard improved rights of way. Any development application that does not provide the full range of municipal infrastructure, (unless as allowed under an adopted Secondary Plan) is not supported by *Plan Winnipeg 2020.*

The possible implications of approving sub-standard servicing contrary to Plan Winnipeg are:

- Incremental intensification of development that is not serviced by a full range of municipal infrastructure.
- Increased difficulty in establishing a full range of municipal infrastructure.
- Inconsistent standards in development within the urban environment.
- Impacts to the logical and orderly extension and use of regional piped water, sanitary sewer, land drainage and transportation systems.
- Erosion of the credibility of City development policy.

Appendix 2: Site Location

Aerial Photograph of Subject Site (Aerial flown 2009)



Zoning of Subject Site & Context



Appendix 3: Letter sent to Knowles Avenue Residents

Winnipeg

Planning, Property & Development Department • Service de l'urbanisme, des biens et de l'aménagement

Planning and Land Use Division • Division de l'urbanisme et de l'usage des sols

In reply please refer to / Référence à rappeler :

John S. Wintrup
(204) 986-5102
Fax / Téléc. : (204) 986- 3684

June 6, 2008

Dear Knowles Avenue Resident:

RE: KNOWLES AVENUE – EXTENSION OF MUNICIPAL SERVICES
FILE (PLEASE QUOTE WHEN REPLYING)

As you may know, some residents of Knowles Avenue have made a local improvement proposal to the City of Winnipeg for the extension of some municipal services.

Please be advised that the City's Public Service is of the view that even if City Council approves the local improvement proposal, some areas of Knowles Avenue (which may include your property) would not meet the municipal infrastructure requirements of Plan Winnipeg for approval of new plans of subdivision.

Plan Winnipeg is the primary planning policy document adopted by Council that guides all land use, development and planning matters within the City. All versions of Plan Winnipeg (1986, 1993 and 2001) have included policies restricting the subdivision of land without a full range of municipal infrastructure. Full range includes piped water, wastewater sewer, urban standard land drainage systems along with improved rights of way. This requirement facilitates orderly urban development, and from an overall perspective, contributes to the environmental quality and safety of an area.

Section 3A-02 of Plan Winnipeg: 2020 Vision provides as follows:

> 3A-02 Promote Compact Urban Form
>
> The City shall promote compact urban form in support of sustainability by:
>
> i) approving new residential, commercial, and industrial subdivisions only where there is a reasonable relationship between the supply of land and the projected demand and when a full range of municipal infrastructure can be provided in an environmentally-sound, economical and timely manner.

The Director of Planning, Property and Development or his delegates may refuse a subdivision application without a hearing if the application does not conform with Plan Winnipeg. As noted above, I anticipate that even if Council approves the pending local improvement proposal, some areas of Knowles Avenue would not meet the municipal infrastructure requirements of Plan Winnipeg for approval of new plans of subdivision. If so, the Director or his delegates would refuse without a hearing applications for approval of subdivision of land in those areas. This may include your property.

If you would like more information, please contact:

- the City Planner for the area: John Wintrup, telephone (204) 986-5102; or
- the City's Plan Winnipeg Planner: Michelle Richard, telephone (204) 986-3101.

Yours truly,

John S. Wintrup, Planner

cc: Michelle Richard, Senior Planner
Kim Raban, Land Development Administrator
Terry Josephson, Services Development Engineer
George Wladyka, Senior Local Improvement Clerk

Appendix 4: Chronology of Activity Related to Local Improvement

January 23, 2008 - Council approved DAZ 223/2007 at 625 Knowles Avenue for a 4 story multiple family buildings with 140 apartment style dwellings. A full range of municipal infrastructure (piped water, piped sewer, piped land drainage, and a paved right-of-way) will need to be provided;

June, 2008 - Winnipeg Public Service provided a letter to Knowles Avenue Residents indicating that a full range of municipal infrastructure was required for developments via subdivision for lot splits (appendix 3);

September 12, 2008 - City Clerk's Department received a "Petition For" from Mr. John Vanderkooy on behalf of Arcia Inc. of 38 Bridgecrest Drive for Waste Water Sewer, Land Drainage Sewer, and Watermain from Sunny Morning Road to Gateway Road;

October 14, 2008 - Manager of Taxation and Finance submitted a Report to the East Kildonan-Transcona Community Committee recommending that the proposed undertaking of this local improvement project may be advertised in March 2009.

November 17, 2008 - East Kildonan-Transcona Community Committee authorized the Winnipeg Public Service to advertise in March 2009 this proposed local improvement project. Therefore, on March 30, 2009, this proposed local improvement project was advertised in the Winnipeg Free Press newspaper.

Subsequent to the advertisement, an official "Notice of Objection" form was never requested from any of the registered property owners (deadline had elapsed on April 29, 2009). The total cost of the project is estimated to be $350,000 of which 68.87% is to be recovered from the registered property owners.

December 19, 2008 - City Clerk's Department received a "Petition For" from Mr. Adolf Laubstedt of 751 Knowles Avenue for Wastewater Sewer and Watermain from Sunny Morning Road to DeVries Avenue.

December 29, 2008 - Manager of Taxation and Finance submitted a Report to the East Kildonan-Transcona Community Committee recommending that the proposed undertaking of this local improvement project may be advertised in March 2009.

January 19, 2009 - East Kildonan-Transcona Community Committee authorized the Winnipeg Public Service to advertise in March 2009 this proposed local improvement project.

June 24, 2009 - Council adopted By-law 95/2009 to authorize the following Local Improvement projects to be proceeded with, namely:

- **A.** Wastewater Sewer – Knowles Avenue from Gateway Road to Sunny Morning Road, Work Order No. 1420010408.
- **B.** Land Drainage Sewer – Laterals and Trunks – Knowles Avenue from Gateway Road to Sunny Morning Road, Work Order No. 14200200208.
- **C.** Watermain – Knowles Avenue from Gateway Road to Sunny Morning Road, Work Order No. 14200600408.

D. Wastewater Sewer – Knowles Avenue from Sunny Morning Road to DeVries Avenue, Work Order No. 1420010208.
E. Watermain – Knowles Avenue from Sunny Morning Road to DeVries Avenue, Work Order No. 1420060208.