Residential Subdivision without a Full Range of Municipal Services

Methodology and Analysis

February 2014

Introduction

This document presents the methodology used for determining the potential for infill subdivision of residential parcels with less than a full range of services. A full range of municipal services includes piped drainage, sewer and water, along with asphalt or concrete surfaced roads.

Methodology

- Geomedia GIS was used to identify all parcels zoned for residential single family use (includes 'R', 'R1-E', 'R1-L' , 'R1-M' , 'R1-S') within the City of Winnipeg (see Appendix Map 1)

- Analysis focused on 'Areas of Stability' as defined by *Complete Communities* based on the following reasons:
    - Parcels designated in *OurWinnipeg* and/or *Complete Communities* as 'Rural and Agricultural' require an amendment prior to subdivision.
    - Parcels located within a *Complete Communities* Precinct area require the creation of a Precinct Plan prior to subdivision.

- All parcels outside of 'Areas of Stability' were removed from the further analysis. A spatial data layer containing only parcels zoned for residential single family use in 'Areas of Stability' was created (see Appendix Map 2).

- Next, the spatial analysis tools of the GIS were used to identify residential zoned lots with less than a full range of municipal services; namely:
    - open drainage (see Appendix Map 3) and
    - gravel or chip seal roads (see Appendix Map 4).

  The potential to subdivide additional residential lots from parcels identified in Map 3 and 4 under existing zoning conditions was then investigated.
  It should be noted that parcels without piped water or wastewater servicing excluded from the analysis as it was assumed that subdivision of such areas would not be permitted without the minimum provision of sewer and water.

- Parcels identified in Maps 3 and 4 that are not suitable to accommodate residential development were removed from the analysis. For instance, some of the parcels identified through the GIS query are actually parks or naturalized areas with residential zoning. Other parcel clusters, while containing residential uses, offer no opportunities for additional lots to be subdivided (see Appendix Map 5). Other instances in which parcels identified in Maps 3 and 4 may not be candidates for additional residential subdivision without full servicing include:
    - the parcel is owned by the City, such as parks or ROWs;
    - the parcel is a large existing lot (ex. 20 acres) which currently abuts a road with less than a full range of services;
    - the parcel is part of an existing subdivision plan and installation of servicing is imminent;
    - the parcel already is subject to a local secondary plan which requires the installation of a full range of municipal services as a condition of development; or
    - the parcel is sufficiently large to accommodate an internal road system, which would be developed with a full range of municipal services.

- Three parcel clusters remained following the removal of candidate parcels as indicated above (see Appendix Map 6). These three areas are
    - *Area 1* (Knowles Ave, Bonner Ave and McIvor Ave);
    - *Area 2* (Ravelstone Ave West, Almey Ave and Callsbeck Ave); and
    - *Area 3 (*Charleswood)

- Analysis then focused on determining the number of addition residential lots that could potentially be subdivided in each of the three areas (see Detailed Analysis section for analysis of each area). Using Geomedia GIS, points were placed at locations where a new residential lot could be created that would meet or exceed the minimum requirements of the zoning by-law. During this process it was recognized that significant opportunities for infill development existed on open land not having frontage on an existing street. A second round of analysis was done to identify potential residential infill opportunities using flag lots

- Recent subdivision proposal activity was then reviewed to gain an understanding of how residential subdivision proposals have been dealt with in each area. This analysis also provided insight into future development patterns based on approved plans on adjacent undeveloped land.

- In total, 112 potential residential infill opportunities (71 flag lots & 41 regular shaped lots) were identified in three areas of the City that do not have a full range of municipal services (see Map 6).

- Additional analysis was then performed on each of the three areas to determine the number of additional residential lots that could be subdivided if land owned by the City were included in the analysis. Approximately 7 additional residential lots could be subdivided from City Owned parcels in the three areas of analysis. In at least 2 of these instances, City Owned parcels appear to have been created to restrict development.

Detailed Analysis

Area 1 (Knowles Ave, Bonner Ave, and McIvor Ave)

- Knowles Ave, Bonner Ave and McIvor Ave are currently chip seal, not concrete. Open drainage serviced both sides of all three streets with the exception of a portion of Knowles Ave between Gateway and Sunny Morning Rd which contains piped drainage paid for through a Local Improvement charge.
- A majority of 33 infill lot opportunities in this area are found along Knowles Ave. Infill opportunity along McIvor is limited to flag lots.
- Recent installation of piped water, wastewater, and land drainage along Knowles Ave suggests residents may be willing to pay for upgrading to the full range of municipal services over time.
- It is rationalized that intensification can lead to an increase in support for a concrete roadway in the future. Without additional subdivision available to incent a Local Improvement, Council's capital budget would be the only means of funding construction.
- DASZ 11/2010 (Popko Crescent) presents opportunities for regular lots to be subdivided from the northern portion of properties facing Knowles Ave. Based on this, proposals for infill flag lots along Knowles Ave should only be approved if it can be demonstrated that the lots can gain direct access from the extension of Popko Crescent in the future.

Potential for 33 lots (Includes 10 flag lots) **(An additional 2 lots when including City Owned land)**

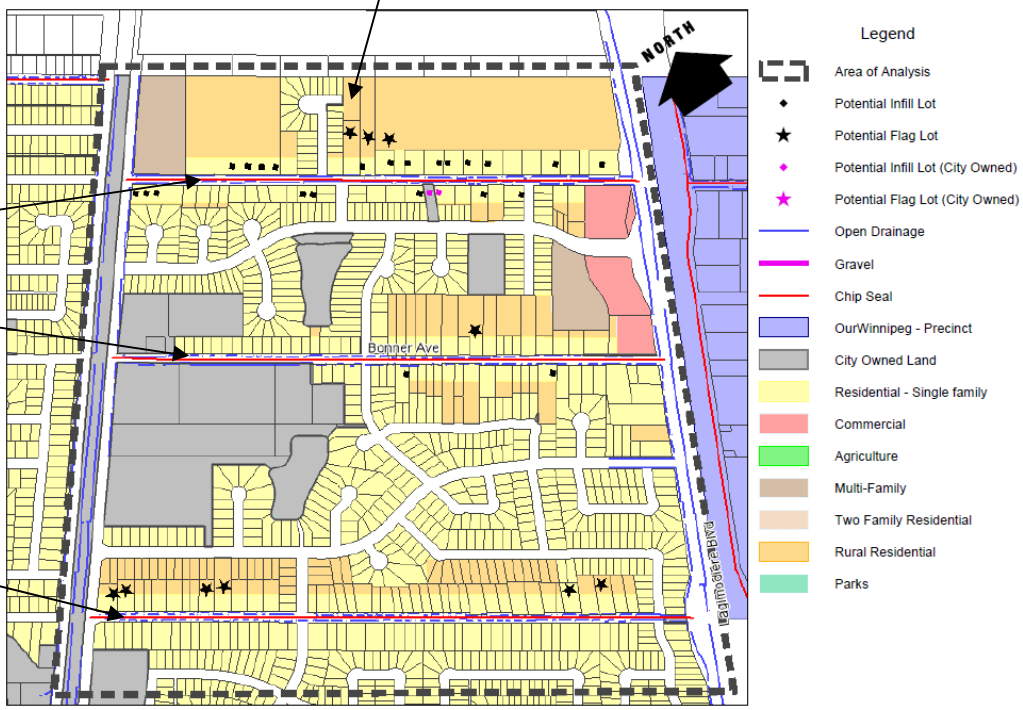
DASZ 11/2010
(Popko Crescent)

Servicing:
Sewer
Open Drainage
Chip Seal

Knowles Ave
(zoned R1-L)

Bonner Ave
(zoned R1-L)

McIvor Ave
(zoned R1-L)



Area 2 (Ravelstone Ave West, Almey Ave and Callsbeck Ave)

- Ravelstone Ave West and Almey Ave are chip seal; Callsbeck Ave is gravel.
- Significant infill opportunities appear to exist along both sides of Almey Ave (~31 of 28 of which are flag lots).
- Ravelstone Ave West does not have wastewater servicing; however the *Transcona West Area Structure Plan*, which includes Ravelstone Ave West, does not preclude infill subdivision from being considered.
- The development agreement for DASZ 15/13, immediately north of Ravelstone Ave West, includes a clause requiring paving the portion of Ravelstone Ave West identified in this exercise Subdividing flag lots north of Ravelstone Ave West would interfere with DASZ 15/13 (Waterside Development), which provides a plan for developing the area for residential use.
- DASZ 11/11 (Starlight Village), between Ravelstone Ave West and Almey Ave, identifies opportunities to provide access to regular shaped lots subdivided from the northern portions of properties facing Almey Ave. Subsequently, proposals for infill flag lots along Almey Ave should only be approved if it can be demonstrated that the proposed lots can gain direct access from the road system proposed in DASZ 11/11 in the future.
- Ravelstone Ave West and Almey Ave currently function as collector roads providing an alternative to Regent Ave West when accessing Lagimodiere Boulevard from the east. Under current conditions permitting additional residential lots with direct access onto Ravelstone Ave West and Almey Ave may present traffic safety issues.
- The *Transcona West Area Structure Plan* indicates that the connection to Lagimodiere Boulevard will be removed in the future, as upgrades are made to Peguis Street and Reenders Drive to accommodate new development occurring to the east.
- Infill subdivision proposals in Area 2 should be deferred until access to Lagimodiere Blvd has been diverted to Reenders Drive and a full range of municipal services are provided along Ravelstone Ave West as per the DASZ 15/13 development agreement.

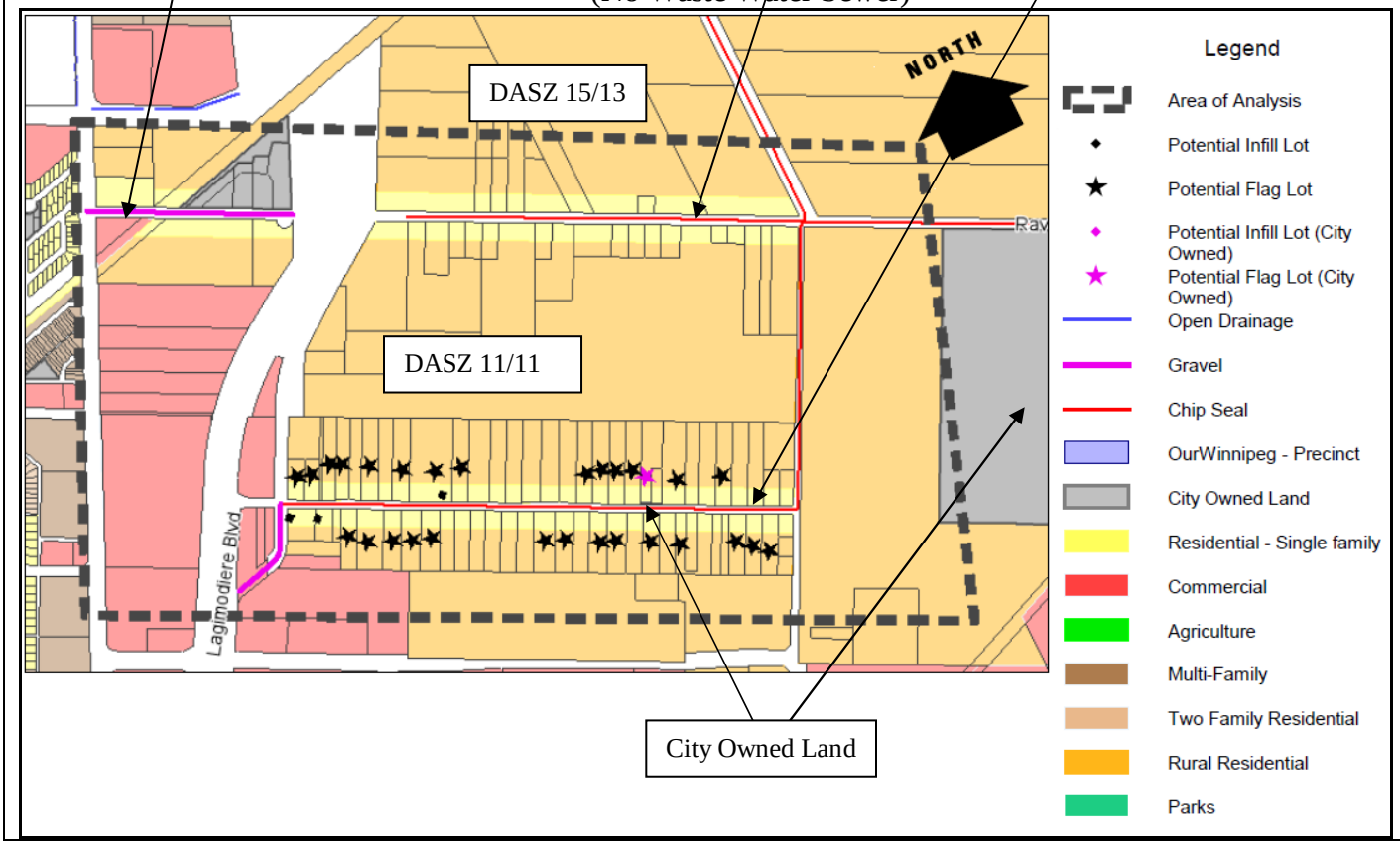
Potential for 31 lots (including 28 flag lots)

(An additional 1 lot when including City Owned land)

Callsbeck Ave (gravel) (zoned R1-L)

Ravelston Ave West (chip seal) (zoned R1-L) (No Waste Water Sewer)

Almey Ave (chip seal) (zoned R1-L)



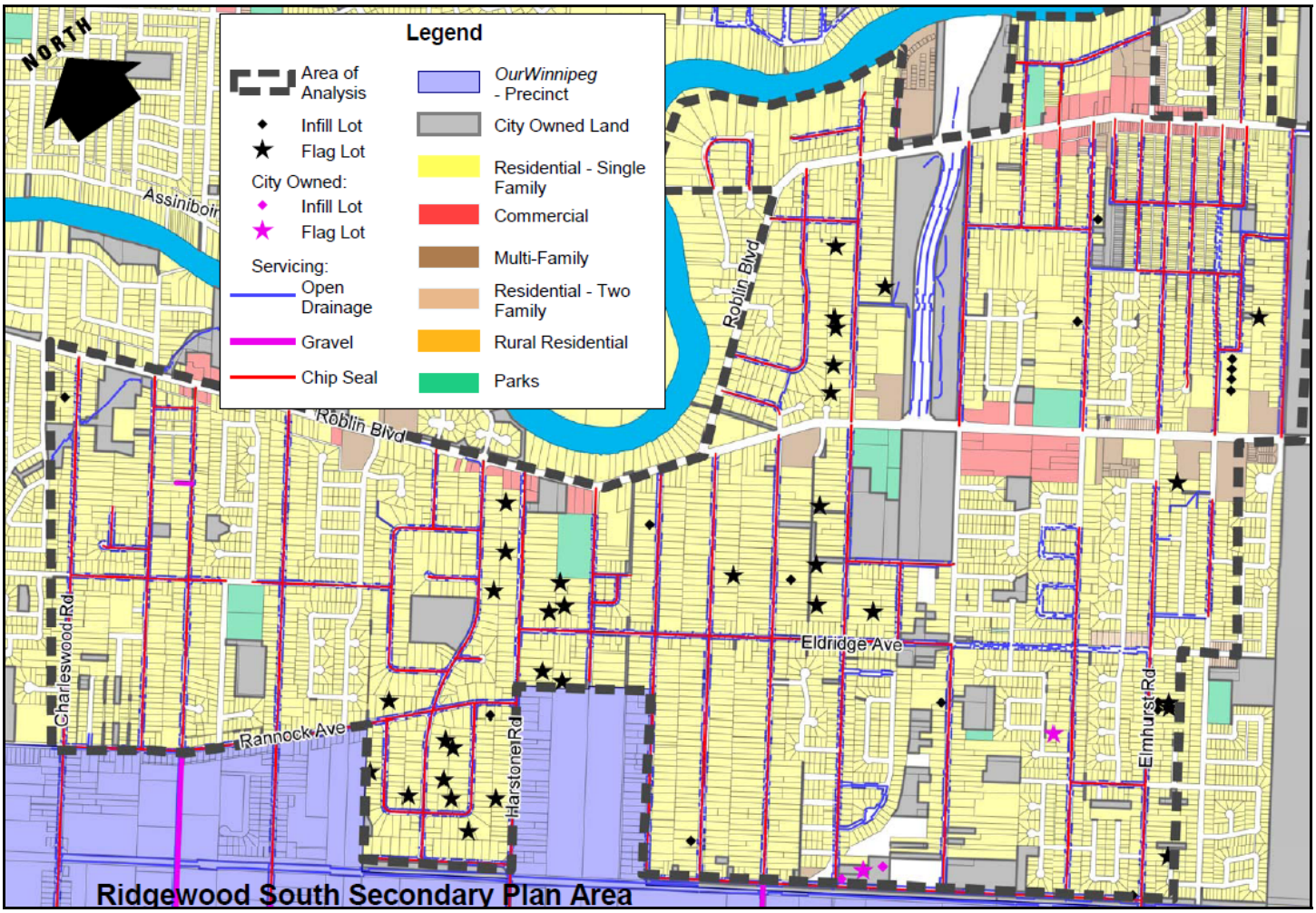
Area 3 (Charleswood)

- Most of Charleswood is serviced by open drainage and chip seal streets.
- Charleswood has the potential to accommodate ~50 infill lots; 33 of which are flag lots.
- It is unlikely that infill subdivisions in Charleswood would interfere with or potentially disrupt the orderly planned development of neighbouring holdings as larger landholdings in the area are uncommon.
- PP&D has adopted a position of allowing for residential subdivision in Charleswood. It was determined that requiring a full range of municipal services was unrealistic as it would be far too costly to ever complete.
- Proposals for residential infill subdivisions in Charleswood are supported by the intent and objectives of *Complete Communities* as long as the subdivision respects the local context.

Potential for 48 Lots (An additional 4 lots when including City Owned land)
(includes 33 Flag Lots)

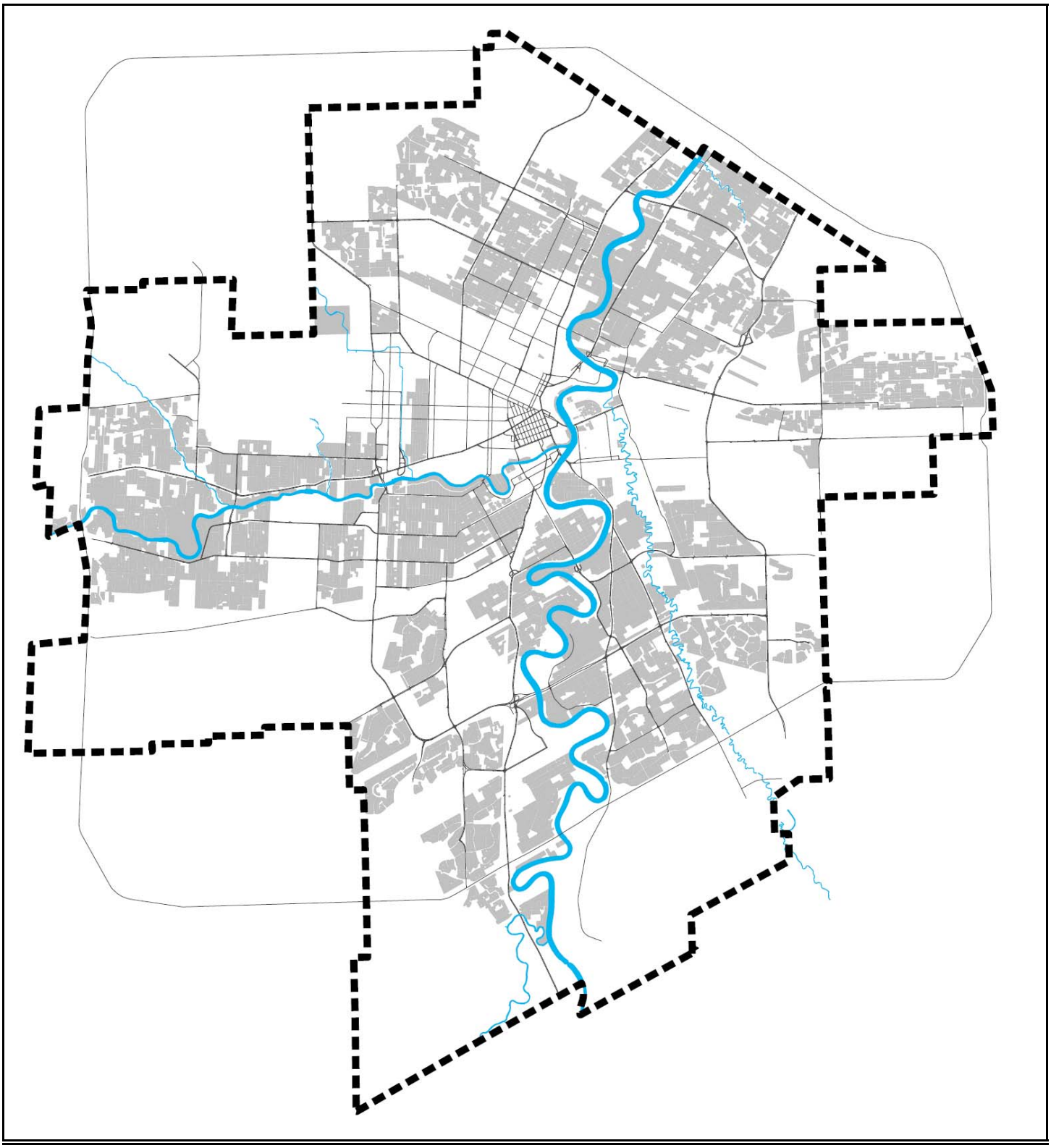
Servicing:
Open Drainage
Chip Seal

Zoning:
R1-M, R1-L & R1-E



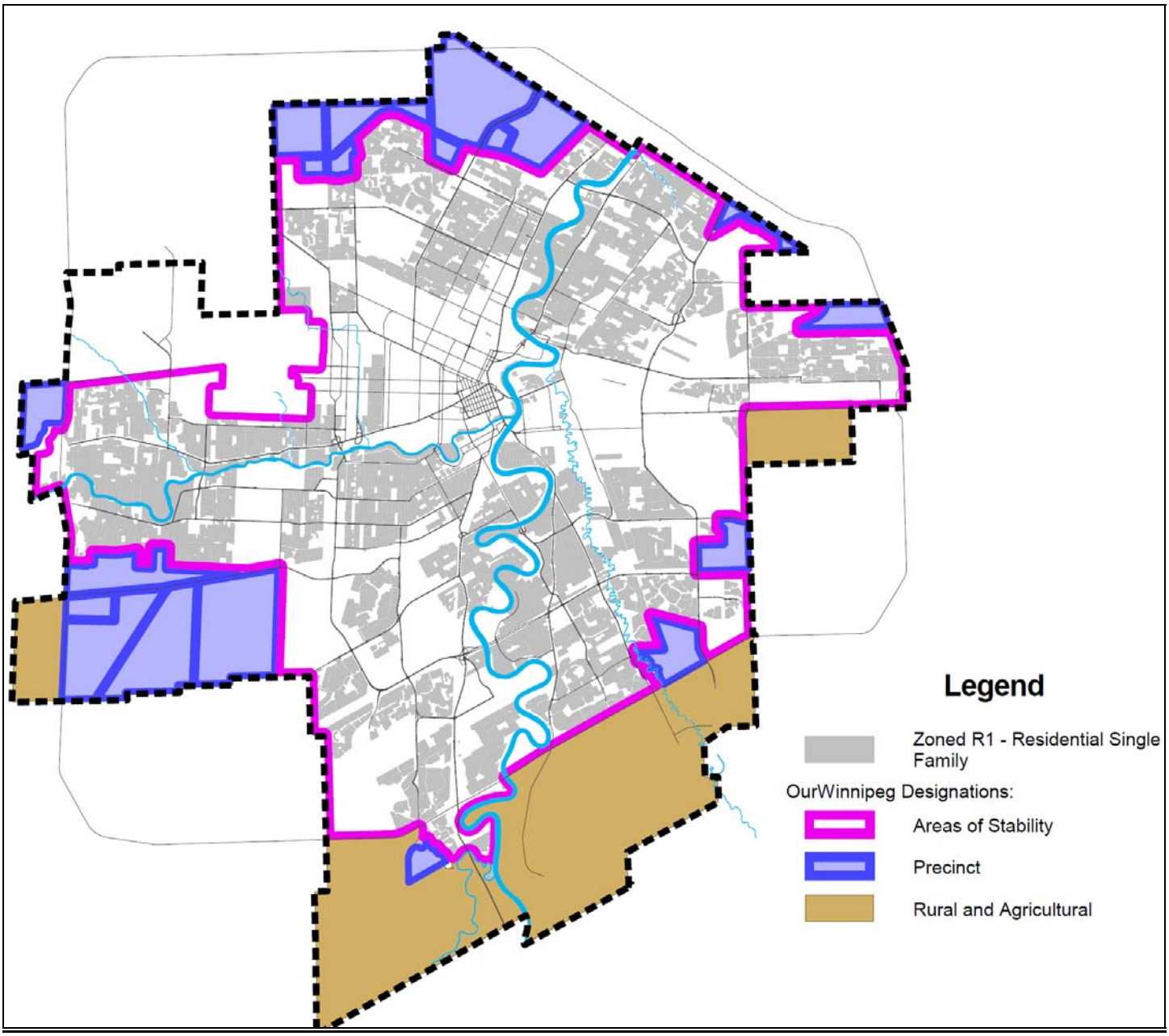
APPENDIX

Map 1: Parcels Zoned 'R1' Residential Single-Family



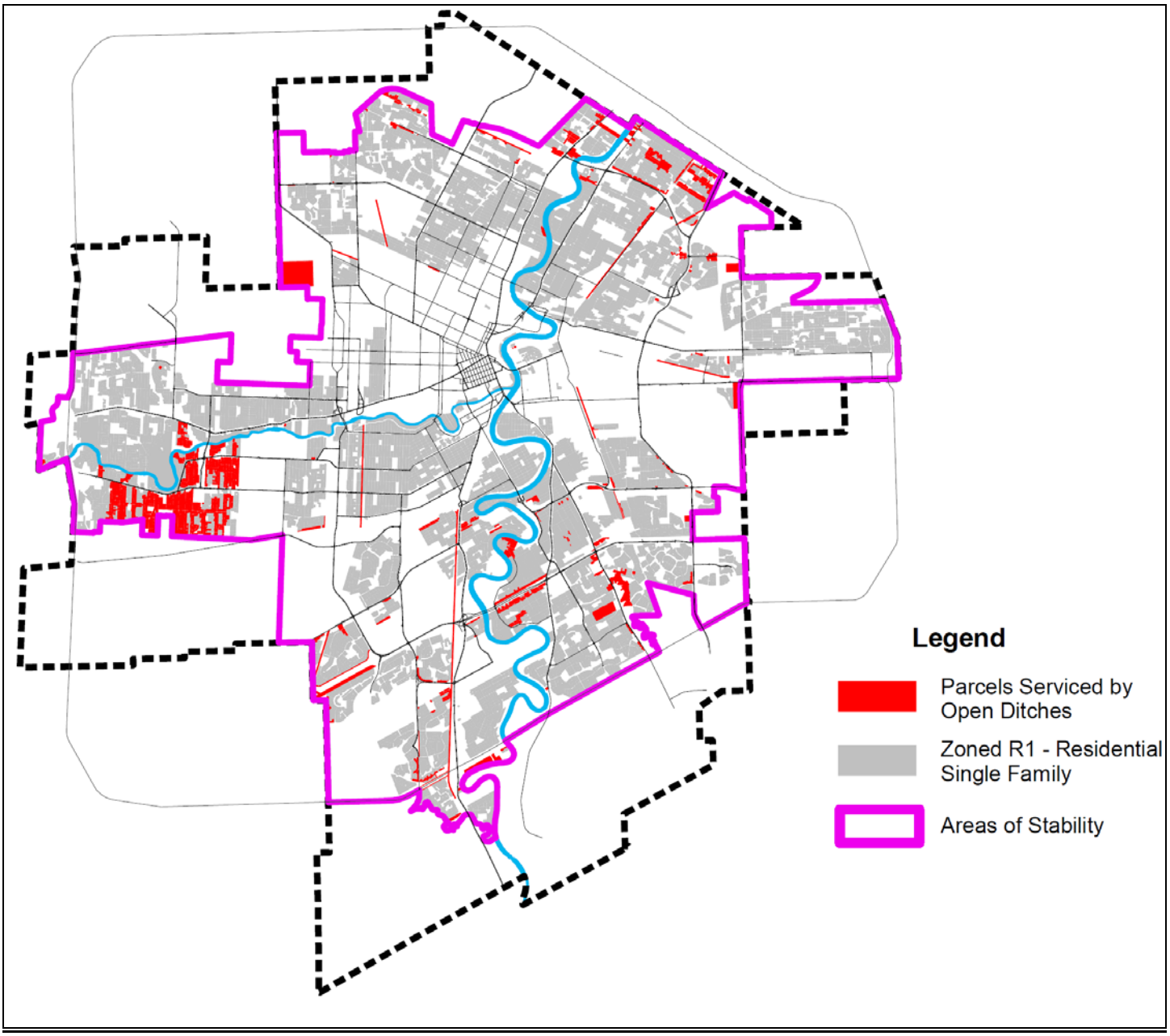
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Map 2: *OurWinnipeg* Designations



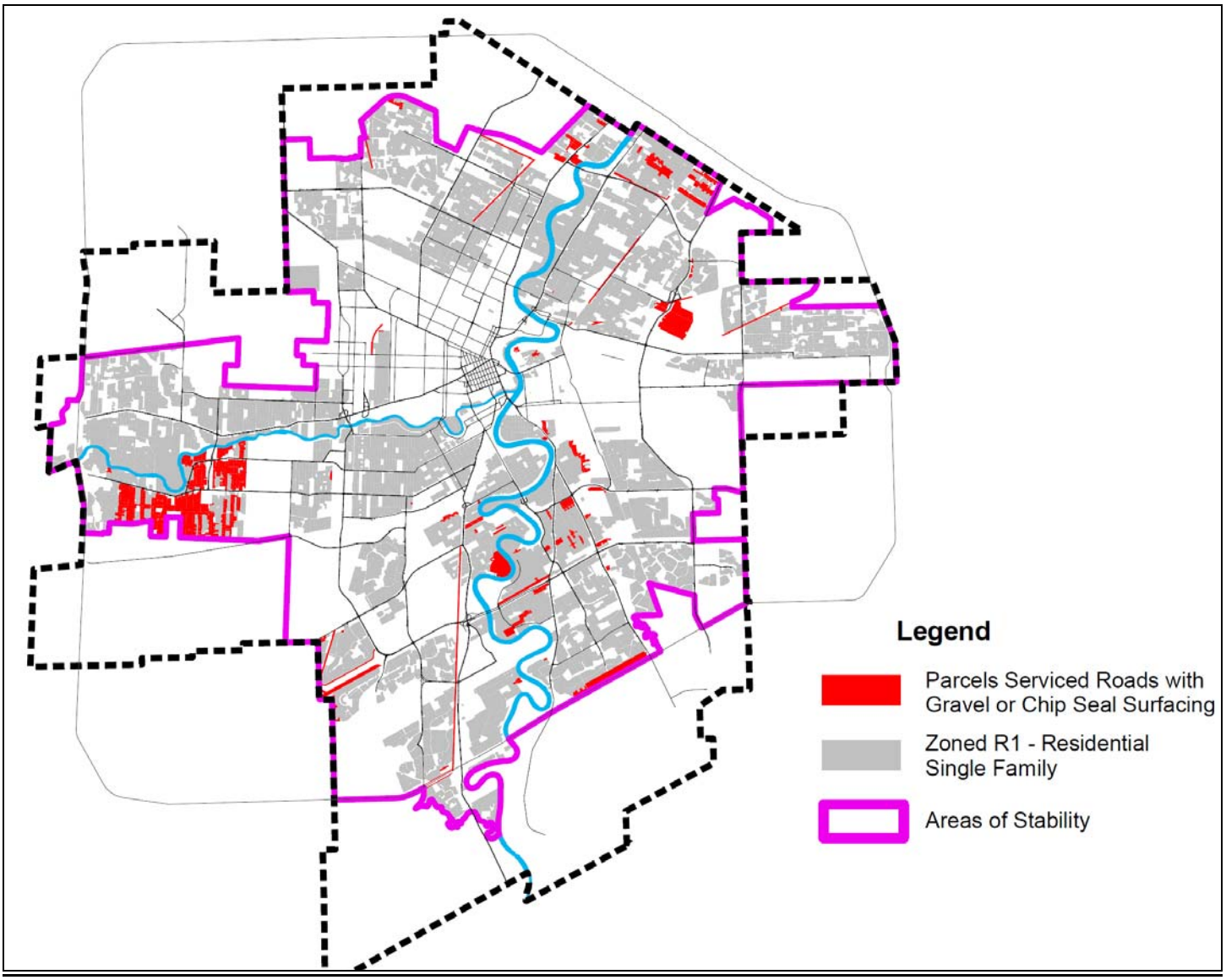
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Map 3: Residential Zoned Parcels with Frontage onto Streets with Open Drainage



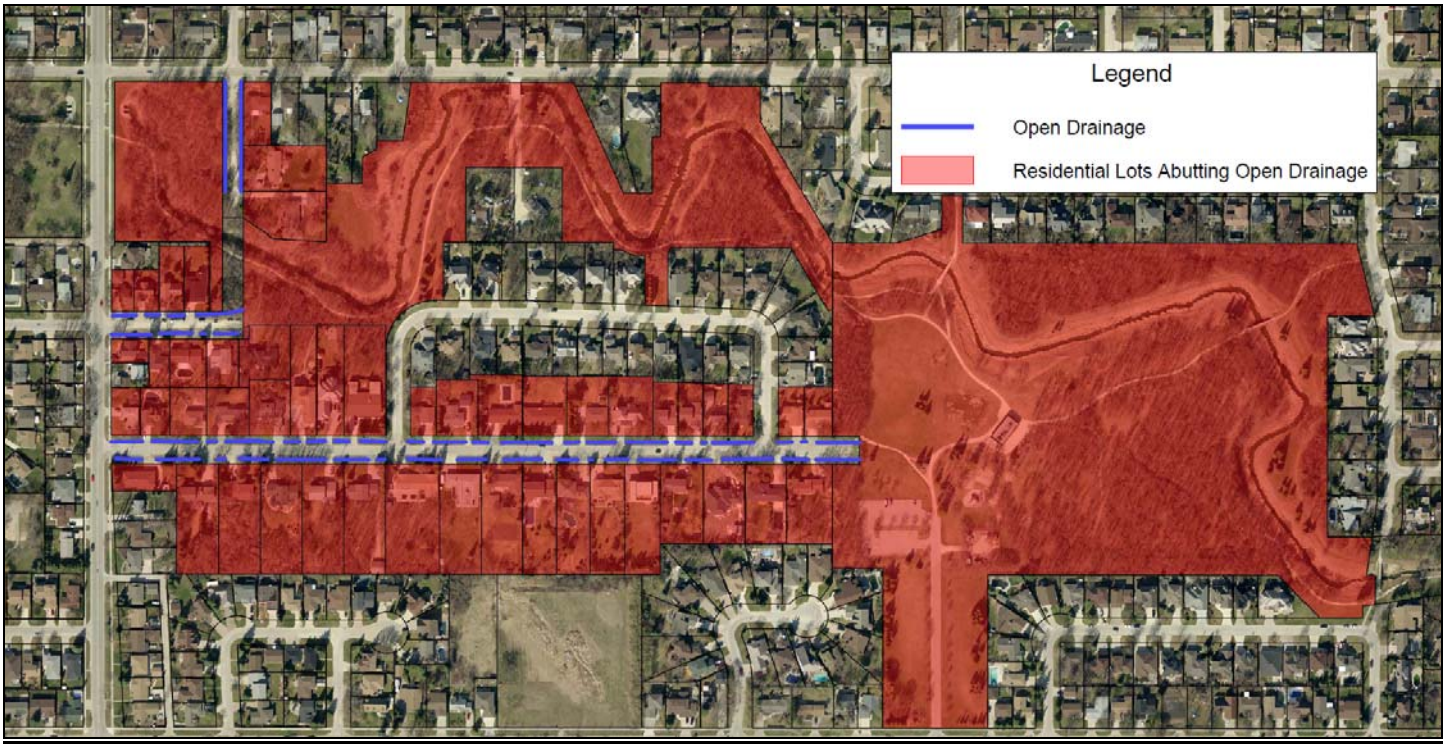
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Map 4: Residential Zoned Parcels with Frontage onto Gravel or Chip Seal Streets



APPENDIX

Map 5: Example of Residential Zoned Parcels Abutting a Street with Open Drainage Which Do Not Present Residential Subdivision Opportunities



Map 6: Residential Infill Lot Potential in Areas without a Full Range of Services

