

Minute No. 687

Report – Standing Policy Committee on Property and Development – September 18, 2023

**Item No. 13 Subdivision and Rezoning – 166 Sadler Avenue
(St. Vital Ward)
File DASZ 53/2022 [c/r DAV 225430/2022D]**

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the subdivision under Development Application No. DASZ 53/2022 be approved for preparation as a plan of subdivision or plan of survey if necessary (the “Plan”) by a Manitoba Land Surveyor in accordance with the map dated March 8, 2022 and attached as Schedule “C” and with the Proposed By-law attached as Appendix “B” to this report, with such changes as may be required, and registration in the Winnipeg Land Titles Office, subject to the following conditions:
 - A. That the Developer be required to enter into a Servicing Agreement with the City, if required, pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated January 20, 2022 and attached as Schedule “B” to this report, with the following amendments:
 - i. Delete Section III – Plan Considerations in its entirety.
2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an “RMF-S” Residential Multi-family (Small) District, as shown on the map dated March 8, 2022 and included within Schedule “C”, subject to the following conditions:
 - A. That the Developer enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:
 - i. That the maximum number of dwelling units on the land shall not exceed three (3).
 - ii. That the height of the living space of the principal buildings shall be limited to a maximum of 28 feet.
 - iii. That the rear yard to the living space of the principal buildings shall be a minimum of 59.4 feet.

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COUNCIL DECISION (continued):

- iv. That the east and west side yards for the living space of the principal building shall be a minimum of 4 feet for a duplex and 6 feet for a triplex.
- v. That the maximum lot coverage for the principal buildings shall be 30% for a duplex and 42% for a triplex.
- vi. That no front approaches shall be permitted.
- vii. That the Owner must submit plans showing the location and design of any and all proposed:
 - a. buildings;
 - b. accessory parking areas;
 - c. private approaches;
 - d. garbage enclosures;
 - e. fencing;
 - f. landscaping;
 - g. free-standing signage

on the Owner's Land ("Works") to the City's Director of Planning, Property and Development ("Director") and the Riel Community Committee for approval prior to the issuance of any building or development permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

- 3. That the City enter into, execute and deliver with the Developer:
 - A. A Servicing Agreement, if required, in accordance with Recommendation 1; and
 - B. A Zoning Agreement in accordance with Recommendation 2,

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

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COUNCIL DECISION (continued):

4. That authority be delegated to the City’s Director of Planning, Property and Development (the “Director”) to negotiate and approve the terms and conditions of the Servicing Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.
5. That in lieu of the dedication of land, the developer shall provide a cash payment in an amount equal to ten percent (10%) of the appraised value of Development Application No. DASZ 53/2022, as determined by the City’s Director of Planning, Property and Development.
6. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a By-law in accordance with this report and bring same directly to Council for first reading at the next available Council meeting.
7. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law to Council to be given second and third reading to the By-law if a legal plan of subdivision or plan of survey if necessary (the “Plan”), prepared by the Manitoba Land Surveyor in accordance with recommendations 1 and 6 of this Report, and all associated ancillary fees (the “Fees”) are submitted to the City within 2 years after the By-law has been given first reading.
8. That the matter will be deemed to be concluded and all approvals in connection with this matter will expire if the Plan and all associated ancillary fees (the “Fees”) are not submitted within 2 years after the By-law has been given first reading unless the Developer applies for an extension of time before the expiration of the 2 year period and Council approves the extension.
9. That the subdivision section of the By-law will come into force when the Servicing Agreement is fully executed, if a Servicing Agreement is required, and the Plan is registered in the Winnipeg Land Titles Office.
10. That the zoning section of the By-law will come into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

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COUNCIL DECISION (continued):

11. That the By-law will be repealed without coming into force 1 year after the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 9 and 10 unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.
12. That this matter will be deemed to be concluded and all approvals in connection with this matter will expire if the necessary Plan approval signatures on behalf of the City have not been secured within 1 year after the date on which the By-law is enacted unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.
13. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 18, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 6, 2023, the Riel Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That the subdivision under Development Application No. DASZ 53/2022 be approved for preparation as a plan of subdivision or plan of survey if necessary (the “Plan”) by a Manitoba Land Surveyor in accordance with the map dated March 8, 2022 and attached as Schedule “C” and with the Proposed By-law attached as Appendix “B” to this report, with such changes as may be required, and registration in the Winnipeg Land Titles Office, subject to the following conditions:
 - A. That the Developer be required to enter into a Servicing Agreement with the City, if required, pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated January 20, 2022 and attached as Schedule “B” to this report, with the following amendments:
 - i. Delete Section III – Plan Considerations in its entirety.

Report – Standing Policy Committee on Property and Development – September 18, 2023

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an “RMF-S” Residential Multi-family (Small) District, as shown on the map dated March 8, 2022 and included within Schedule “C”, subject to the following conditions:
 - A. That the Developer enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:
 - i. That the maximum number of dwelling units on the land shall not exceed three (3).
 - ii. That the height of the living space of the principal buildings shall be limited to a maximum of 28 feet.
 - iii. That the rear yard to the living space of the principal buildings shall be a minimum of 59.4 feet.
 - iv. That the east and west side yards for the living space of the principal building shall be a minimum of 4 feet for a duplex and 6 feet for a triplex.
 - v. That the maximum lot coverage for the principal buildings shall be 30% for a duplex and 42% for a triplex.
 - vi. That no front approaches shall be permitted.
 - vii. That the Owner must submit plans showing the location and design of any and all proposed:
 - a. buildings;
 - b. accessory parking areas;
 - c. private approaches;
 - d. garbage enclosures;
 - e. fencing;
 - f. landscaping;
 - g. free-standing signage

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DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

on the Owner's Land ("Works") to the City's Director of Planning, Property and Development ("Director") and the Riel Community Committee for approval prior to the issuance of any building or development permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

3. That the City enter into, execute and deliver with the Developer:
 - A. A Servicing Agreement, if required, in accordance with Recommendation 1; and
 - B. A Zoning Agreement in accordance with Recommendation 2,and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").
4. That authority be delegated to the City's Director of Planning, Property and Development (the "Director") to negotiate and approve the terms and conditions of the Servicing Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.
5. That in lieu of the dedication of land, the developer shall provide a cash payment in an amount equal to ten percent (10%) of the appraised value of Development Application No. DASZ 53/2022, as determined by the City's Director of Planning, Property and Development.
6. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a By-law in accordance with this report and bring same directly to Council for first reading at the next available Council meeting.
7. That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law to Council to be given second and third reading to the By-law if a legal plan of subdivision or plan of survey if necessary (the "Plan"), prepared by the Manitoba Land Surveyor in accordance with recommendations 1 and 6 of this Report, and all associated ancillary fees (the "Fees") are submitted to the City within 2 years after the By-law has been given first reading.

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DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

8. That the matter will be deemed to be concluded and all approvals in connection with this matter will expire if the Plan and all associated ancillary fees (the “Fees”) are not submitted within 2 years after the By-law has been given first reading unless the Developer applies for an extension of time before the expiration of the 2 year period and Council approves the extension.
9. That the subdivision section of the By-law will come into force when the Servicing Agreement is fully executed, if a Servicing Agreement is required, and the Plan is registered in the Winnipeg Land Titles Office.
10. That the zoning section of the By-law will come into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.
11. That the By-law will be repealed without coming into force 1 year after the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 9 and 10 unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.
12. That this matter will be deemed to be concluded and all approvals in connection with this matter will expire if the necessary Plan approval signatures on behalf of the City have not been secured within 1 year after the date on which the By-law is enacted unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.
13. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

COMMUNITY COMMITTEE RECOMMENDATION:

On June 19, 2023, the Riel Community Committee adjourned the public hearing to its meeting on September 6, 2023 at 10:30 a.m. in the Council Building at 510 Main Street.

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DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 18, 2023, the Executive Policy Committee referred the matter back to the Riel Community Committee to re-open public representations, in accordance with Rule 14(3) of the Development Procedures By-law No. 104/2020.

STANDING COMMITTEE RECOMMENDATION:

On April 6, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On March 21, 2023, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development that the application for subdivision and rezoning under DASZ 53/2022 [c/r DAV 225430/2022D] be rejected.

PUBLIC HEARING SUMMARY

File: DASZ 53/2022

Before: Riel Community Committee
Councillor Allard, Chairperson
Councillor Mayes

Public Hearing: September 6, 2023
June 19, 2023
March 21, 2023
Council Building, 510 Main Street

Applicant: John Wintrup

Subject:



APPLICANT : John Wintrup

FILE : DASZ 53/2022

PROPOSAL : An application for the approval of the plan of subdivision shown outlined above as may be determined by Council and for a proposed zoning change to By-law No. 200/2006 by rezoning the land shown outlined above from an "R1-M" RESIDENTIAL SINGLE-FAMILY (MEDIUM) DISTRICT to an "RMF-S" RESIDENTIAL MULTI-FAMILY (SMALL) DISTRICT to facilitate the consolidation of lands and the widening of the public lane, to allow the construction of a multi-family dwelling. **For information, phone S. Jerez, Planner at 204-986-7175**

DEMANDEUR : John Wintrup

N° DE DOSSIER : DALZ 53/2022

PROJET : Demande d'approbation par le conseil municipal du plan de lotissement délinéé ci-dessus et proposition de modification du Zoning By-law No. 200/2006 (règlement municipal sur le zonage) visant à modifier le zonage des sols délinéés ci-dessus de sorte qu'ils passent de la catégorie R1-M (secteur d'habitations unifamiliales moyennes) à la catégorie RMF-S (secteur de petites habitations multifamiliales) en vue de faciliter le remembrement des terres et l'élargissement de la voie publique afin de permettre la construction d'une habitation multifamiliale. **Pour obtenir des renseignements, appelez S. Jerez, urbaniste, au 204-986-7175.**

Premises Affected: 166 Sadler Avenue

For submission to: The Standing Policy Committee on Property and Development

Prepared by: Rebecca Ford, Committee Clerk
Riel Community Committee

Report date: September 8, 2023

Community Committee Recommendation:

On September 6, 2023, the Riel Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. *That the subdivision under Development Application No. DASZ 53/2022 be approved for preparation as a plan of subdivision or plan of survey if necessary (the “Plan”) by a Manitoba Land Surveyor in accordance with the map dated March 8, 2022 and attached as Schedule “C” and with the Proposed By-law attached as Appendix “B” to this report, with such changes as may be required, and registration in the Winnipeg Land Titles Office, subject to the following conditions:*
 - A. *That the Developer be required to enter into a Servicing Agreement with the City, if required, pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated January 20, 2022 and attached as Schedule “B” to this report, with the following amendments:*
 - i. *Delete Section III – Plan Considerations in its entirety.*
2. *That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an “RMF-S” Residential Multi-family (Small) District, as shown on the map dated March 8, 2022 and included within Schedule “C”, subject to the following conditions:*
 - A. *That the Developer enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:*
 - i. *That the maximum number of dwelling units on the land shall not exceed three (3).*
 - ii. *That the height of the living space of the principal buildings shall be limited to a maximum of 28 feet.*
 - iii. *That the rear yard to the living space of the principal buildings shall be a minimum of 59.4 feet.*

- iv. *That the east and west side yards for the living space of the principal building shall be a minimum of 4 feet for a duplex and 6 feet for a triplex.*
- v. *That the maximum lot coverage for the principal buildings shall be 30% for a duplex and 42% for a triplex.*
- vi. *That no front approaches shall be permitted.*
- vii. *That the Owner must submit plans showing the location and design of any and all proposed:*
 - a. *buildings;*
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 - c. *private approaches;*
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on the Owner's Land ("Works") to the City's Director of Planning, Property and Development ("Director") and the Riel Community Committee for approval prior to the issuance of any building or development permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

- 3. *That the City enter into, execute and deliver with the Developer:*
 - A. *A Servicing Agreement, if required, in accordance with Recommendation 1; and*
 - B. *A Zoning Agreement in accordance with Recommendation 2,*

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").
- 4. *That authority be delegated to the City's Director of Planning, Property and Development (the "Director") to negotiate and approve the terms and conditions of the Servicing Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.*
- 5. *That in lieu of the dedication of land, the developer shall provide a cash payment in an amount equal to ten percent (10%) of the appraised value of Development Application No. DASZ 53/2022, as determined by the City's Director of Planning, Property and Development.*

6. *That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a By-law in accordance with this report and bring same directly to Council for first reading at the next available Council meeting.*
7. *That upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law to Council to be given second and third reading to the By-law if a legal plan of subdivision or plan of survey if necessary (the “Plan”), prepared by the Manitoba Land Surveyor in accordance with recommendations 1 and 6 of this Report, and all associated ancillary fees (the “Fees”) are submitted to the City within 2 years after the By-law has been given first reading.*
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11. *That the By-law will be repealed without coming into force 1 year after the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 9 and 10 unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.*
12. *That this matter will be deemed to be concluded and all approvals in connection with this matter will expire if the necessary Plan approval signatures on behalf of the City have not been secured within 1 year after the date on which the By-law is enacted unless the Developer applies for an extension of time before the expiration of the 1-year period and Council approves the extension.*
13. *That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.*

Note: *The wording in bold and italics denotes amendments made by the Community Committee.*

The Riel Community Committee provided the following supporting reasons for its recommendation:

1. I am in favour of the rezoning application to the RMF-S requested rezoning with the conditions that Ms. Jerez has listed in some detail.
2. Thanks to the Public Service for their work on this. Its been long and complicated because the original proposal was at six. We could have just bounced-it, but we didn't, so that saves a couple of years arguably. We're trying to work it through.
3. We've knocked-off the combined sewer issues, that's promising. Still to be resolved, some tree issues.
4. What I want to see is the three-unit proposal that does not require the lane-widening. Hopefully we'll get this back in front of us fairly soon.

Objections under the Charter:

Total number of valid objections as per section 125(2) – 94

In accordance with section 236.1(1), the threshold for sufficient objection has been met.

Exhibits Filed:

1. Application dated December 21, 2022
2. Notification of Public Hearing dated January 27, 2023
3. Manitoba Status of Title 3198389/1
4. Letter of authorization dated September 28, 2022 from 10060862 Manitoba Inc. to John S. Wintrup
5. Title Plot and Legal Descriptions
6. Current Zoning and Lot Configuration
7. Public Lane Widening 1.373 m [4.5 feet] along east property line
8. Plans (5 pages)
9. Report from the Urban Planning Division dated March 8, 2023
10. Inspection Report
11. Presentation from Benjamin Van der Zaag in opposition to the application
12. Communication dated March 18, 2023 from Sharon Fischer in opposition to the application
13. Communication dated March 20, 2023 from Tania Ens in opposition to the application
14. Communication dated March 20, 2023 from Robert H. Callaghan in opposition to the application
15. Communication dated March 20, 2023 from Kelsey Dickson in opposition to the application

- Exhibits Filed (continued):**
16. Presentation from John Wintrup in support of the application
 17. Recording of Representations
 18. Notification of Public Hearing dated May 10, 2023
 19. Communication dated June 16, 2023 from Karen Lauze in opposition to the application
 20. Communication dated June 16, 2023 from Kristin Jimmy in support of the application
 21. Communication dated June 16, 2023 from John Wintrup in support of the application
 22. Communication dated June 16, 2023 from Laurel-Anne Beck in opposition to the application
 23. Petition in opposition to the application purporting to contain 94 signatures, submitted by Laurel-Anne Beck
 24. Revised Inspection Report
 25. Recording of Representations of the adjourned public hearing held on June 19, 2023
 26. Notice of Adjournment dated June 21, 2023
 27. Communication dated July 24, 2023 from the Winnipeg Public Service with respect to the application
 28. Communication dated August 11, 2023 from John Molinski in opposition to the application
 29. Revised report from the Urban Planning Division dated August 16, 2023
 30. Communication dated August 25, 2023 from John Wintrup in support of the application

REPRESENTATIONS:

In Support:

Kristin Jimmy
John Wintrup

In Opposition:

Fred Albus
Chris Baxter
Steve Bamburak
Laurel-Anne Beck
Gordon Bell
DM Bering
Brian Buck
George C

Robert H. Callaghan
Adam Charbonneau
Luis Coreas
Liz and Bob Cox
M Coyston
Janicelyn Dela Cruz
John Dela Cruz
Bill Derksen

Kelsey Dickson
Ro Donnelly
Allison Enns
Darrin Ens
Tania Ens
Heather Fast
Sharon Fischer
Darby Flatt

REPRESENTATIONS (continued):

In Opposition (continued):

Joanne Fredette	H Mahoney	Steven Ritchie
Lori Fredette	G Marchyshyn	Don Robertson
Ricardo G	Erin McDowell	Trevor Rodgers
Angela Gobeil	Ashley McGregor	Frank Rohatynchuk
Roger Gobeil	Kathy McGregor	Richy Rohatynchuk
Janice Hallem	Steven Michaud	Mariama S
Tom Hallem	J Michelin	Andree Sawka
Chris Hammer	J. Miller	Shane Sawka
Bev Harris	Kerri Mogk	G Sicotte
Gary Hartle	John Molinski	L Sigurdson
Graeme Havens	Kathy Molinski	Chris Smith
Ray Hince	Dorothy Moshenko	Kristin St. Lawrence
Ruth Hince	Julio Musto	Alix-Rae Stefanko
L Huber	Olga Novak	Susan Taylor
R Idonije	Kevin Orchard	Sam Tomchuk
Phil Jacob	Garry Pabahitski	T Tonnellier
U Jehle	Dylan Palmer	Jesse Vallittu
Irene Kaluska	M Pierard	Benjamin Van der Zaag
Cecile Kogan	Brian Poels	David Winters
Gregory Kubinec	Debbie Poels	Debbie Winters
Lisa Lagimodiere	Bev Pomrenke	Greg Winters
Diane Lambert	Gil Pomrenke	Raechel Witt
Nicole M Lansard	M Poirier	Enyi Yao
Karen Lauze	Jarrett Rentz	Svitlana Yavoshenk

For Information:

Nil

For the City:

E. Finnigan, Planner, Planning, Property and Development Department
D. Iskierski, Planner, Planning, Property and Development Department
S. Jerez, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department

Exhibit “29” referred to in File DASZ 53/2022

REVISED ADMINISTRATIVE REPORT

Title: DASZ 53/2022 – 166 Sadler Avenue

Issue: For consideration at the public hearing for a rezoning to “RMF-S” Residential Multi-Family Small to permit a 6-unit multi-family residential building.

Critical Path: Riel Community Committee – Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council.

AUTHORIZATION

Author	Department Head	CFO	CAO
Simi Jerez, MCP	n/a	n/a	

RECOMMENDATIONS

1. That Development Application No. DASZ 53/2022 for the subdivision and rezoning of land located at 166 Sadler Avenue be **rejected**.
2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

- The applicant is proposing to consolidate two (2) underlying lots into one (1) lot and rezone the subject property from “R1-M” Residential Single-Family Medium to “RMF-S” Residential Multi-family (Small) District to allow for the construction of a multi-family building with six (6) dwelling units. Variances are required to accommodate the proposal.
- Rezoning applications require a public hearing as per the *Development Procedures By-law* and *The City of Winnipeg Charter*.
- The report is being submitted for the Committee’s consideration of the development application at the public hearing.

OURWINNIPEG 2045 POLICY ALIGNMENT

City Building Objective 1. Responsibly plan, prioritize and accommodate growth in areas that best support Complete Communities principles, to achieve this Plan's sustainable development goals:

Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods, to enhance the ability of the urban environment to contribute towards this Plan's goals.

City Building Objective 3. Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset:

New and existing communities are complete when they demonstrate: universally designed environments; mixed-income neighbourhoods; a continuum of housing types; multi-modal connections within and to elsewhere in the city; heritage conservation; opportunities for physical activity, social interaction, and access to healthy food, daily needs, employment, education, recreation, and green infrastructure.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether the PRS is applicable, however it was determined that it does not apply.

HISTORY

N/A

CONSULTATION

In preparing this report there was consultation with Public Works to confirm that Bennett Avenue would not be developed as a street.

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning
Prepared by	Simi Jerez, MCP
Date:	August 16, 2023
File No.	DASZ 53/2022

List of Schedules and Attachments

- **Schedule A – Planning Discussion.**
- **Schedule B – Report of the Administrative Coordinating Group.**
- **Schedule C for File no. 53/2022.**
- **Appendix B – Proposed By-Law**

Schedule A

DATE: March 8, 2023
FILE: **DASZ 53/2022**
RELATED FILES: DAV 22-225430 \D
COMMUNITY: Riel Committee
NEIGHBOURHOOD #: 5.517 (Worthington)

SUBJECT: For Consolidation and Rezoning to “RMF-S” Residential Multi-Family (Small).

LOCATION: 166 Sadler Avenue

LEGAL DESCRIPTION: LOT 3,5 PLAN 22023 42/43 ST V PCL B PLAN 23347 42 ST V



APPLICANT: John Wintrup (J. Wintrup Consulting Ltd.)
139 Roslyn Rd Unit 301
Winnipeg, MB R3L 0G7

OWNER: 10060862 MANITOBA INC.
166 Sadler Ave
Winnipeg, MB R2M 1P1

SITE DESCRIPTION

- The subject property is located on the south side of Sadler Avenue between St. Anne's Road and St. George Road, in the Worthington neighbourhood of the St Vital ward.
- The site is **9,196** square foot in area and accommodates a **780 square foot dwelling built in 1955**. Access to the site is from the St. Anne's public lane which runs parallel to the east side property line.
- The site is designated Established Neighbourhood – Mature Community under the *Complete Communities Direction Strategy 2.0*, and falls within Area 1 under the *Small Scale and Low-Rise Residential Development Guidelines for Mature Communities*. The property is zoned "R1-M" Residential Single-family (Medium).



Figure 1: Aerial Photo of Subject Site and Surrounding Uses (flown 2021)

SURROUNDING LAND USE AND ZONING (See Figure 2)

- North:** Sadler Avenue, then single family dwelling uses zoned "R1-M" Residential Single-family Medium and one zoned "RMF-S" (165 Sadler was rezoned under DAZ 208/2020 to accommodate a triplex).
- South:** Public lane, then single family dwelling uses zoned "R1-M" Residential Single-family Medium.
- East:** Public lane, then commercial uses zoned "C1" Commercial Neighbourhood and "C2" Commercial Community, then St. Anne's Road.
- West:** Single family dwelling uses zoned "R1-M" Residential Single-family Medium.

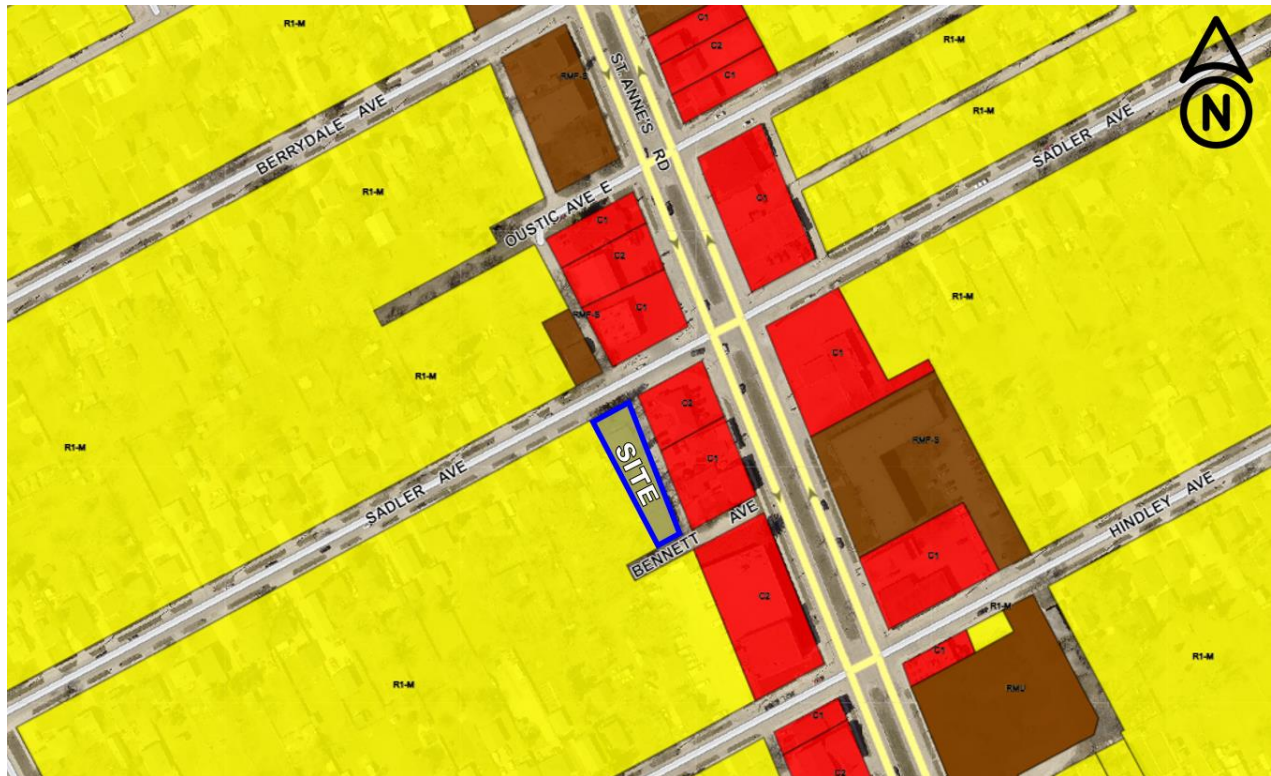


Figure 2: Zoning of the Site and Surrounding Area

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to construct a two-storey, six (6) unit multi-family building, 26 feet 9 inches in height to the mid-roof line.
- Plans show individual entrances facing north (Sadler Avenue), east (public lane), and south (the rear yard).
- The applicant is proposing to establish seven (7) parking stalls to be accessed directly from the public lane flanking the east side of the site. A bicycle rack is shown in the rear yard.
- The submitted plans show garbage and recycling bins lined against the fence shared 164 Sadler Avenue. An enclosure has not been provided.
- The landscape plan provided shows 2 Amur Maple trees in the front yard, and a total of 24 2-gallon Pygmy Caragana shrubs on site.
- **A site plan with landscaping, floor plans, and elevations have been provided.**
- Variances are required to accommodate the proposal, as well as a rezoning from “R1-M” to “RMF-S” to permit multi-family development on the property. The Administrative Report for the Variance application can be found under file DAV 22-225430\D.

COLLABORATION

- The applicant engaged the Urban Planning and Design Division on July 20th, 2022 and submitted their application package on July 21st, 2022. The Urban Planning and Design Division and the applicant have been in direct communication by email about the proposed development since August of 2022 in which the details of the proposal were discussed including the proposed dwelling unit density, degree of variance and potential conditions of approval.
- Planning conveyed the requirement to adhere to the Council Adopted *Small Scale and Low-Rise Residential Development Guidelines for Mature Communities*, specifically the location criteria limiting development to three (3) dwelling units, and noted that if there were no changes to the proposed density the Public Service would recommend rejection of the proposal to establish a six (6) dwelling unit multi-family residential building.
- The applicant made a number of revisions to try to better align the proposed site plan and building design with feedback from the Public Service. However, he was not amenable to reducing the proposed density from 6 units to three units to provide a more contextually appropriate scale of development in order to align with the *Complete Communities 2.0* and the *Small Scale and Low-Rise Residential Development Guidelines for Mature Communities*, and decided to proceed with the application as proposed.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

The City of Winnipeg's development plan, *OurWinnipeg*, and its secondary plan, the *Complete Communities Direction Strategy 2.0* (CCDS 2.0), lay out the framework for how our city will grow over the next 25 years and how all other plans and City Council decisions must be consistent with it. The subject site is designated "Established Neighbourhoods - Mature Community" under CCDS 2.0 and applicable goals and policies that apply to the proposal are noted below.

Goal 1: Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target.

- 1.1 Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.*
- 1.2 Increase the population within Established Neighbourhoods to contribute to the physical renewal and revitalization of older neighbourhoods.*
- 1.3 The subdivision of land or the consolidation of land may occur when it is done in a context-sensitive manner, and only when in compliance with policy section 9.1 of the Strategic Infrastructure and Resources section.*
- 1.5 Support up to mid-rise residential development in Established Neighbourhoods that is compatible with neighbourhood context.*
- 1.6 In the absence of a secondary plan guiding the local development of an Established Neighbourhood, intensification should be guided by a number of factors to ensure compatible development, including:*
 - a. Applicable City-endorsed policies or guidelines;*
 - b. Existing zoning of the property and adjacent properties;*

- c. Characteristics of the immediately surrounding built form including building mass, height, lot coverage, setbacks, and layout;*
 - d. Surrounding uses and their characteristics including residential density and the intensity of commercial and other non-residential uses;*
 - e. Characteristics of the lot, including whether it is a corner lot, a larger lot than is typical for the neighbourhood, or the shape of the lot;*
 - f. Proximity to Downtown, Mixed Use Centres, Major Redevelopment Sites and Mixed-Use Corridors;*
 - g. The supporting street network (ex. local, collector, or arterial streets) and the street network's ability to support proposed development;*
 - h. The supporting transit, pedestrian and active transportation network; and*
 - i. The supporting water, wastewater, and land drainage infrastructure and capacity to accommodate a proposed development or the ability to make the required upgrades necessary to accommodate a proposed development.*
- 1.9 Small-scale residential uses other than single-family residential may be accommodated on collector streets and local streets with a public lane and where compatible with adjacent land uses, and in consideration of the factors listed in policy section 1.6.*
- 1.10 Develop small-scale and low-rise residential development guidelines that will direct the location and design of residential infill development in Mature Communities through the use of planning and design guidelines implemented through regulation to ensure residential infill development achieves the following:*
- a. Provides a diversity of housing options for all residents, at all life stages, in all neighbourhoods;*
 - b. Maintains a balanced mix of housing within each neighbourhood;*
 - c. Distributes additional residential density amongst mature neighbourhoods;*
 - d. Contributes to the physical renewal and revitalization of older neighbourhoods;*
 - e. Supports transit and maximizes walkability;*
 - f. Makes more efficient use of existing municipal infrastructure and community facilities;*
 - g. Increases population levels to enhance neighbourhood schools, community centres, commercial areas and main streets (i.e. Urban Mixed Use Corridors);*
 - h. Respects and enhances the character of existing neighbourhoods through compatible development; and*
 - i. The small-scale and low-rise residential development guidelines may provide additional and more detailed locational criteria than that identified in this By-law, to respond to area specific planning considerations.*

Goal 2: Design new development in Established Neighbourhoods to a high standard of urban design and construction to ensure new development adds value to public and private urban spaces to create a sense of place and civic pride.

2.4 *Encourage the use of high-quality, energy efficient, and durable exterior building facade materials.*

2.5 *Encourage a variety of architectural styles.*

2.6 *Encourage building design to include a range of architectural features that create visual interest and positively contribute to the visual aesthetics of the street and neighbourhood.*

2.12 *New development should respect and complement the existing character of the built form of surrounding properties.*

2.15 *Encourage the use of architectural features to articulate building walls in order to mitigate the impact of new building mass.*

Goal 3: *Ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs.*

3.1 *Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.*

3.2 *Encourage a mix of types, tenures and unit sizes within residential developments. Make provisions for unit sizes that can accommodate varying family sizes and multi-generational households.*

3.3 *Increase the supply of affordable housing within Established Neighbourhoods in proximity to commercial amenities, recreational opportunities and frequent transit service.*

- The plan of subdivision and rezoning application and the associated development proposal **do not** comply with the above policies for the following reasons:
 - The subject site, located in a Mature Community, can support further intensification, however this should be accomplished in a context-sensitive manner that respects the existing neighbourhood and contributes positively to the public realm.
 - While modest intensification is encouraged in the Mature Neighbourhoods policy area, compatibility and the transition to existing development is important to ensure that increased density positively contributes to neighbourhood character.
 - Is not aligned with the Council-endorsed *Low Rise Residential Development Guidelines for Mature Communities*, which provide Location Criteria for intensification. The Location Criteria permits up to three (3) units on the subject site due to its location and lot width.
 - ⊖ The proposal includes an accessory parking area in the east side yard, occupying significant portion of the site. Because the parking stalls area accessed directly from the east side flanking lane, the parking stalls face 164 Sadler Avenue, with the nearest stall 7 feet from the shared property line.
- The establishment of a well-designed triplex has potential to add moderate, contextually sensitive dwelling units to this neighbourhood. The subject site is in a transitional location abutting the lane that serves commercial uses along St. Anne's Road and is a suitable location for contextually sensitive residential densification. Provision of low density multi-family units would increase housing options in this area.

- It is the Urban Planning Division's opinion that the proposed density and site plan for the subject site are not compatible with the surrounding land uses and characteristics of the neighbourhood.

INFILL GUIDELINES

- The *Small Scale and Low Rise Residential Development Guidelines for Mature Communities (Infill Guidelines)* were adopted by Winnipeg City Council on June 24, 2021, following multiple years of engagement and consultation with the public.
- The Guidelines apply to small-scale residential development within Winnipeg's Mature Communities and are intended to help City of Winnipeg employees, land developers, and individual residents interpret the policies within *OurWinnipeg* and *CCDS 2.0*.
- The Guidelines also supplement the regulations outlined in the City of Winnipeg Zoning By-law No. 200/2006 in assessing how well a proposed development design fits the local context and whether it is an appropriate location for proposed development within an existing neighbourhood.
- The Preferred Location Criteria refer to the parameters and conditions which guide what kind of building type is appropriate for different locations within Mature Communities, identifying specific conditions that should be present to support a particular type of development. These criteria generally address requirements for minimum lot sizes, location on the block, and proximity to transit and other uses.

- The subject property is in Area 1 of the Infill Guidelines. The subject site does not meet the criteria for low-rise multi-unit residential buildings in Area 1, as follows:

2.1.3.1. The Preferred Location Criteria for a triplex multi-unit use in Area 1 should be on the following basis:

Scenario 1 – Where all of the following criteria are met:

- a. on sites where the rear yard abuts a lane;*
 - b. on sites with a minimum site width of at least 35 feet (10.66 metres) and a minimum lot area of 3,500 square feet (325.16 square metres);*
 - c. on sites located within 2,625 feet (800 metres) of the Primary Transit Network or rapid transit station; and*
 - d. on corner lots (including internal corner lots).*
- The proposed development does not fit the location criteria for a six-plex in Area 1 given the minimum required lot width of 50 feet versus the actual lot width of **+/- 45 feet in width (further reduced to +/- 41 feet factoring in the required lane widening)**.
 - Given the site dimensions, the only level of intensification the Preferred Location Criteria would support is a triplex.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

“R1-M” Residential Single-Family Medium District

- Currently, the lands are zoned “R1-M” – Residential Single-family Medium. The intent of the “R1” zoning category is to accommodate primarily single-family residential development in lower-density areas.
- The “R1-M” district requires: a minimum lot width of 25 feet, a minimum lot area of 3,500 square feet, side yards of 4 feet, a front yard of 15 feet, and a rear yard of 25 feet. The maximum building height is 35 feet.

“RMF-S” Residential Multi-Family Small Zoning District

- The dimensional standards for multi-family structures in the “RMF-S” zone are: a minimum front yard of 20 feet; a minimum rear yard of 25 feet; a minimum interior side yard of 4 feet, a minimum corner side yard of 5 feet and, a maximum building height of 35 feet. The minimum lot area is 9,000 square feet and the minimum lot area per dwelling unit is 1250 square feet.

Subdivision & Rezoning

- The applicant is proposing to rezone the lands to ‘RMF-S’ from its existing “R1-M” and consolidate the underlying lots. In addition, a strip along the east side of the site will be taken for a lane widening.
- The “RMF-S” district is intended to accommodate the development of low-rise multi-family units in areas with medium to high residential densities. Specifically, this district accommodates a density up to 1250 square feet per dwelling unit.
- The subject property is approximately 200 feet long with an irregular shape. Given that the lot is approximately 45 feet deep at its smallest depth with access to a flanking lane rather than a rear lane, the proposed density and associated parking requirement results in a site plan with parking occupying a significant portion of the area behind the proposed building. Furthermore, the parking is sited in a manner that imposes an injurious effect upon the abutting neighbour at 164 Sadler, with the front end of stalls located between +/- 7 to 12 feet from the shared property line.
- Support for a rezoning would be dependent on high-quality, context sensitive plans that are consistent with the *Infill Guidelines*. The proposed subdivision/rezoning application is not considered compatible with the surrounding area given that it meets the Location Criteria for three (3) units rather than the proposed six (6) units.
- Variances to the proposed “RMF-S” District are also required to accommodate the proposed development pertaining to minimum lot area, the east side yard (reduced building setback and no setback to the proposed parking area), and insufficient buffering of the parking area. An application and an administrative report have been submitted for the variances under File Number 22-225430/D. The report recommends rejection of the variance application.

REASONS FOR RECOMMENDATIONS

The Urban Planning Division recommends **rejection** of the application for the following reasons:

- The proposal is not consistent with the policies guiding development within *Established Neighbourhoods* in the *Complete Communities Direction Strategy 2.0* which “*encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.*”
 - The subject application will have an adverse effect on the neighbourhood as it will result in a built form that is not complementary or sensitive to existing development.
- **The proposal is not consistent with the Council-endorsed *Residential Infill Guidelines*, which guides intensification to help ensure compatible development (as stated in *Complete Communities Direction Strategy 2.0*).**
 - In order for the proposal to be supported, the proposed development must demonstrate contextual sensitivity in alignment with *Complete Communities 2.0* policies and the *Infill Guidelines*. In this case, since the proposed density and plans do not meet the *Infill Guidelines* Location Criteria, the proposed plans are inconsistent with *CCDS 2.0* as per the policies above.

This Report Submitted by:
Planning, Property and Development Department
Urban Planning and Design Division
Report Prepared by: Simi Jerez, MCP
DASZ File Number: 53/2022

SCHEDULE B**REPORT OF THE ADMINISTRATIVE COORDINATING GROUP****RE: PROPOSED SUBDIVISION AND REZONING OF LAND LOCATED AT 166 SADLER AVENUE**

It is recommended that approval of DASZ 53/2022, if granted, be subject to the applicant entering into a Servicing Agreement, if required, containing the following conditions:

Section I – General Comments

- 1) The Water and Waste Department has advised that there is adequate water servicing for the proposed development based on the provided development plans. Additional review will be required by their Department should the plans of development change during the design process.

Section II – Engineering Studies

- 1) The Water and Waste Department has advised that the Planned Area is located in a partially separated combined sewer district with a separated land drainage system. Clause 8 of the City's combined sewer license (Environment Act Licence No. 3042) applies to the wastewater from this site.

The Developer shall demonstrate in a technical memorandum, to the satisfaction of the Director of Water and Waste, that there are existing land drainage flows going into the combined sewer system that can/will offset the additional wastewater generated, in accordance with requirements pursuant to Environment Act Licence No. 3042.

Section III – Plan Considerations

- 1) The Developer shall legally open, at no expense to the City, property required for a 1.373 m widening to the existing north-south public lane right-of-way along the full length of the Planned Area abutting the existing north-south public lane, to the satisfaction of the Director of Public Works.

Section IV - Servicing Conditions

- 1) Combined Sewer District

The Developer shall, at no expense to the City, construct and install servicing upgrades required to service the proposed subdivision and adjacent lands, in accordance with the accepted technical memorandum, as applicable, to the satisfaction of the Director of Water and Waste.

2) Construction Traffic

- a) The Developer shall ensure that construction traffic uses access routes as determined by the Director of Public Works.
- b) The Developer shall maintain, at no expense to the City, the access routes in a clean, dust free and safe condition, free of dropped and tracked-on mud, and shall undertake regular scraping and sweeping of streets until building construction, including landscaping is complete, all as determined by and to the satisfaction of the Director of Public Works.

3) Utilities

- a) The Developer shall, at no expense to the City, cause underground electrical and telephone services to be installed to serve the Planned Area and will pay the full cost to convert any existing overhead services within the Planned Area to underground to the satisfaction of the Director of Public Works.
- b) The Developer shall pay all costs associated with the relocation of street lights and other utilities made necessary as a result of, or required to accommodate, the works to be constructed by the Developer to serve the Planned Area, as determined by and to the satisfaction of the Director of Public Works.

4) Litter and Refuse Control and Clean-Up

- a) The Developer shall, at no expense to the City, and of its own volition, initiate and control the regular cleanup of litter and refuse from the contractors and builders for this development, both on-site and off-site, during the installation of services and construction of buildings, until substantial completion of all construction, as determined by and to the satisfaction of the Director of Public Works.
- b) The cleanup of litter and refuse shall be done on a regular basis as determined by the Director of Public Works. This shall include initiating action and assuming any costs in remedying the situation to the satisfaction of the Director of Public Works.

5) Survey Monuments

- a) Subsequent to completion of the Planned Area, as determined by the Director of Planning, Property and Development, the Developer shall pay the full costs of having all survey monuments within the Planned Area verified and/or restored by a Manitoba Land Surveyor and shall prepare a Plan of Survey Perpetuating Certain Monuments, confirming the position of all the survey monumentation within the Planned Area, for filing in The Winnipeg Land Titles Office.

- b) In certain circumstances where all the survey monuments within the Planned Area have been found or restored to their original positions, upon approval by the Director of Planning, Property and Development, the requirements for Plan of Survey Perpetuating Certain Monuments may be waived.

Section IV – Costs and Fees**1) By-laws and Approvals**

The Developer shall pay all of its and the City's costs, fees, and expenses associated with the preparation and attainment of approval for registration of the Zoning By-law(s) and plan(s) of subdivision, including all Municipal Board, Land Titles Office and other fees and expenses, all survey, engineering and advertising fees and costs, and all expenses incidental to the preparation of this Agreement and the physical development of the Planned Area.

2) Professional Fees

- a) The Developer shall pay the full cost of all design services, including preliminary engineering studies, servicing reports, servicing criteria, construction drawings and specifications, and grading and landscaping plans and specifications, to be provided by Consulting Engineer(s) approved by the City, for the design of the municipal services, parklands, parkways and associated works required to serve the Planned Area;
- b) The Developer shall pay the full cost of construction and landscaping supervision services provided by or on behalf of the City for field inspection, preparation of progress estimates, provision of as-built drawings by March 31 of the year following substantial performance of the work, and all other engineering consulting services related to the installation and acceptance of municipal services, and all associated works to serve the Planned Area.

3) Administration Fees

The Developer shall pay to the City, prior to the release of the subdivision mylars for registration in the Land Titles Office, an administration fee plus applicable GST to help defray the City's administration and related costs associated with the preparation and implementation of the Development Agreement.

THIS REPORT SUBMITTED BY:

Administrative Co-ordinating Group
File No. DASZ 53/2022
January 20, 2023

"Original Signed by D. Trenchard"

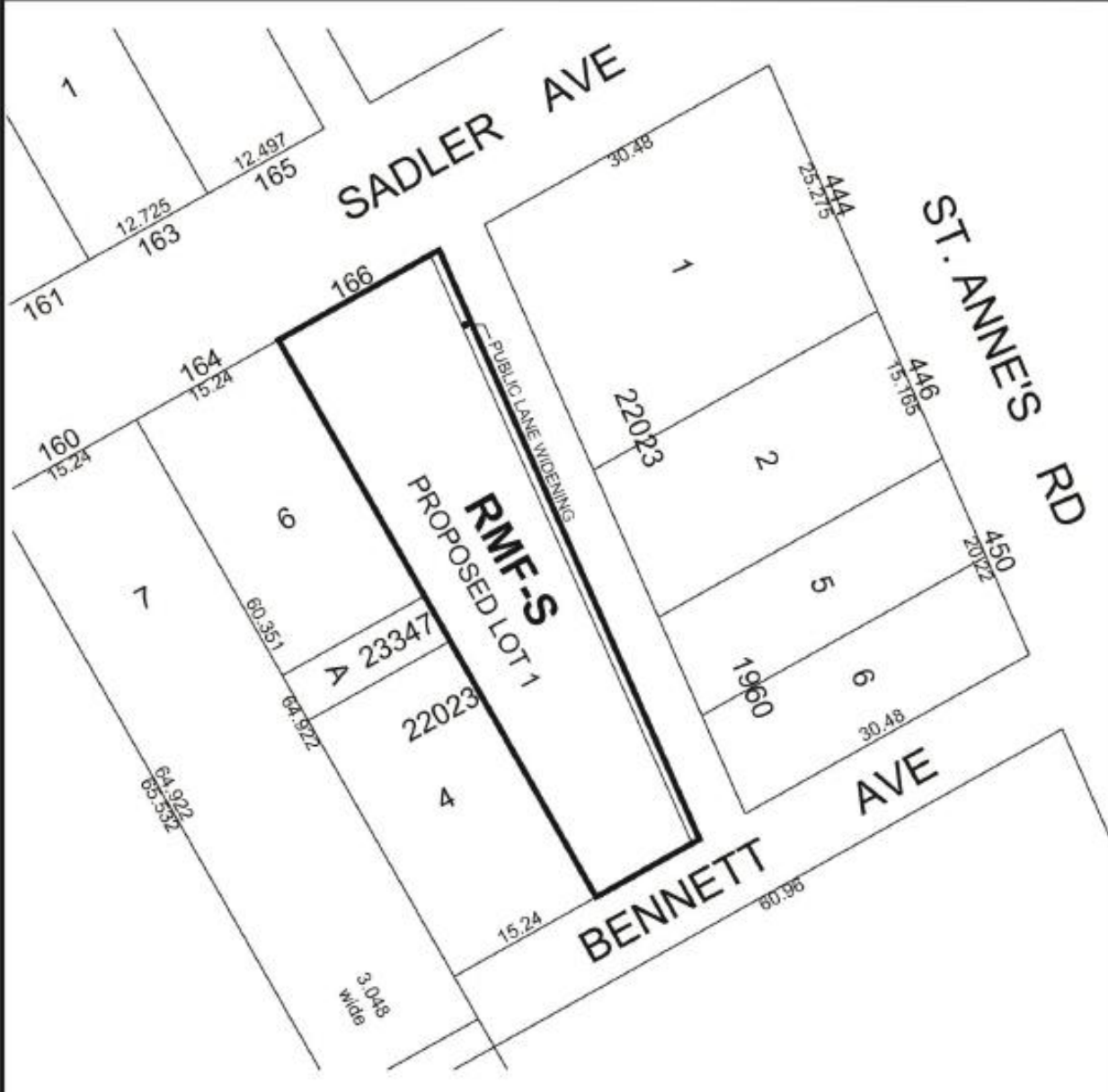
D. Trenchard, P. Eng.
Land Development Branch
Planning, Property and Development Department

"Original Signed by M. Gajda"

M. Gajda, P. Eng.
Engineering Division
Water and Waste Department

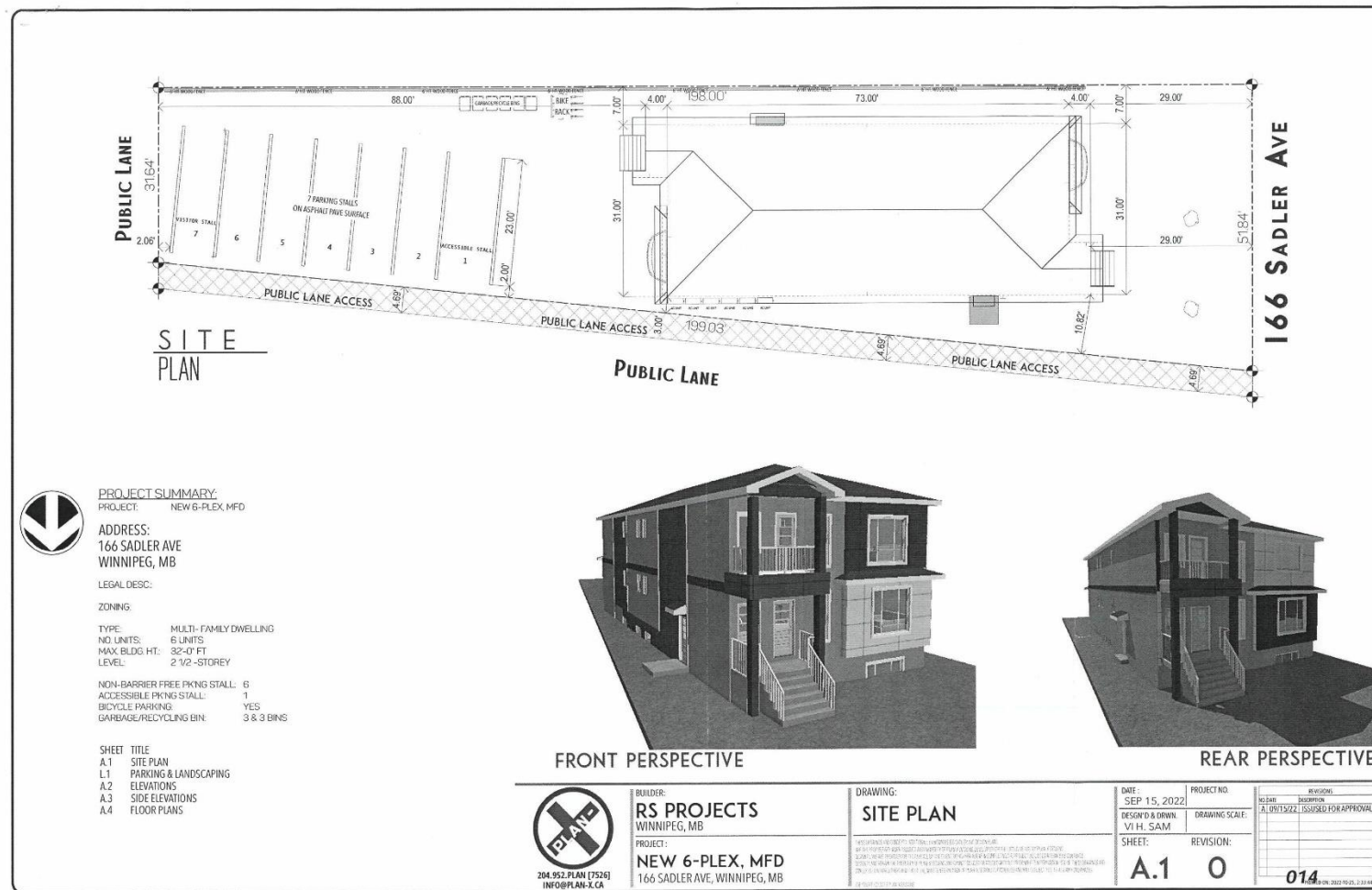
SCHEDULE C - FILE NO. DASZ 53/2022, RIEL COMMUNITY COMMITTEE, MARCH 8, 2023

By-Law No. _____	File No. DASZ 53/2022
Atlas Sheet No. AF28  RIEL COMMUNITY	Explanation An application for the approval of the plan of subdivision shown outlined below and for a proposed zoning change to By-law No. 200/2006 by rezoning the land located at 166 Sadler Avenue from an "R1-M" RESIDENTIAL SINGLE-FAMILY (MEDIUM) DISTRICT to an "RMF-S" RESIDENTIAL MULTI-FAMILY (SMALL) DISTRICT to facilitate the consolidation of lands and the widening of the public lane, to allow the construction of a multi-family dwelling.

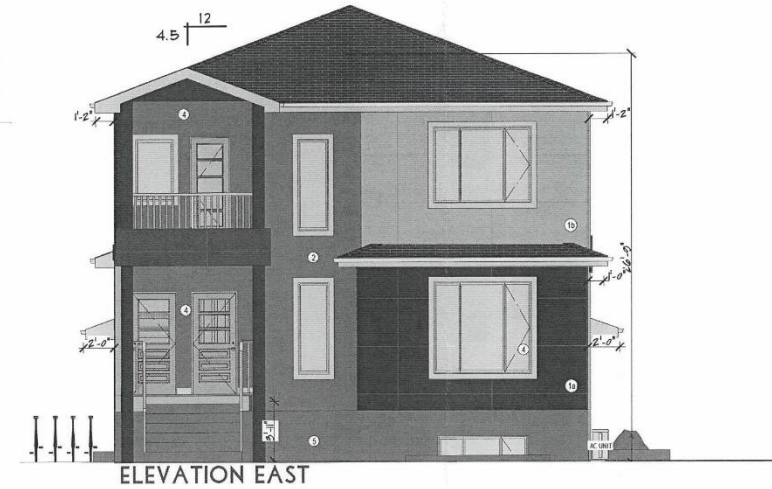
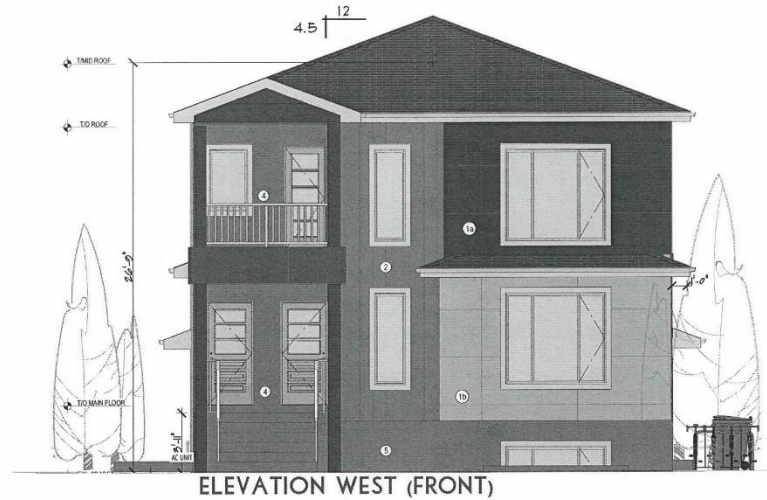


THIRD READING : _____	EFFECTIVE DATE : _____
ZONING AGREEMENT : YES ☐ NO ☐	CAVEAT No. _____

Exhibit “8” referred to in File DASZ 53/2022







EXTERIOR FINISHES (75%)
 (1) FIBRE BRD. PANEL (COLOR 1)
 (2) FIBRE BRD. PANEL (COLOR 2)
 (3) FIBRE BRD. (VERT)
 (4) FIBRE BRD. BELLY BAND
 (5) SMOOTH STUCCO
 (6) CEMENT FINISHING
 WINDOWS (22%)
 TOTAL FACADE AREA: (100%)



BUILDER:
RS PROJECTS
 WINNIPEG, MB
 PROJECT:
NEW 6-PLEX, MFD
 166 SADLER AVE, WINNIPEG, MB

DRAWING:
ELEVATIONS

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DATE:
SEP 15, 2022
 DESIGNED & DRAWN:
 V.H. SAM
 SHEET:

PROJECT NO.
 DRAWING SCALE:
 REVISION:

A.2 0

REVISIONS:
 NO. DATE DESCRIPTION
 1. 09/15/22 ISSUED FOR APPROVAL
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