Agenda – Executive Policy Committee – May 13, 2025

REPORTS

Item No. 10 Subdivision and Rezoning – 414 and 418 Gertrude Avenue (Fort Rouge-East Fort Garry Ward) File DASZ 7/2025 [c/r DAV 107307/2025D]

COMMUNITY COMMITTEE RECOMMENDATION:

On May 1, 2025, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and, via the Priority Rezoning Process, recommended to the Executive Policy Committee:

1. That the subdivision proposed under Development Application No. DASZ 7/2025 be approved for preparation as a plan of subdivision (the "Plan") by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix "B" to this report and as shown on the map dated May 1, 2025 and attached as Schedule "A" to this report, with such minor changes as may be required.

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMU PDO-1 Corydon Osborne" Residential Mixed-Use District in accordance with the proposed by-law attached as Appendix "B" to this report and as shown on the map dated May 1, 2025 and attached as Schedule "A" to this report.

3. That, in lieu of the dedication of land, the developer shall provide a cash payment representing 10% of the Planned Area value of Development Application No. DASZ 7/2025 (the "Dedication Fee"), as determined by the Director of Planning, Property and Development.

4. 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 recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

5. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

COMMUNITY COMMITTEE RECOMMENDATION (continued):

6. That Development Application No. DASZ 7/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

7. That the subdivision section of the By-law will come into force when the Plan is registered in the Winnipeg Land Titles Office.

8. That the zoning section of the By-law will come into force when the Plan is registered in the Winnipeg Land Titles Office.

9. That the By-law will be repealed without coming into force 1 year after the date it is enacted if the Plan is not registered in accordance with recommendation 7, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

10. That Development Application No. DASZ 7/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

11. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

12. That the order for variance DAV 25-107307D shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File DASZ 7/2025.

DECISION MAKING HISTORY:

COMMUNITY COMMITTEE RECOMMENDATION:

On May 1, 2025, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and, via the Priority Rezoning Process, submitted its recommendation to the Executive Policy Committee.

PUBLIC HEARING SUMMARY

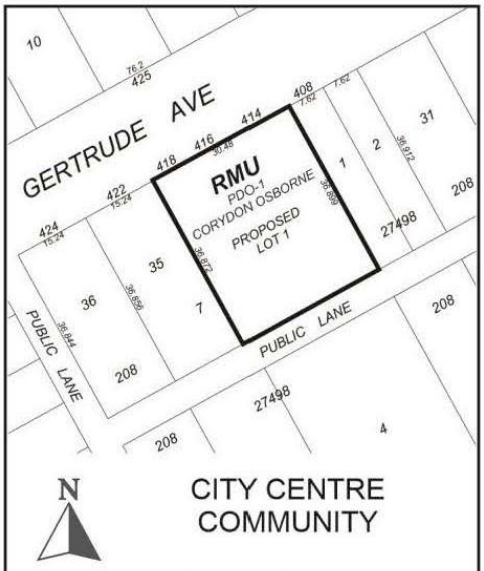
File: DASZ 7/2025

Before: City Centre Community Committee
Councillor Rollins, Chairperson
Councillor Gilroy

Public Hearing: May 1, 2025
Council Building, 510 Main Street

Applicant: Cibinel Architects Ltd. (George Cibinel)

Subject:



Premises Affected: 414 and 418 Gertrude Avenue

For submission to: Executive Policy Committee

Prepared by: Pieter Prinsloo, Senior Committee Clerk
City Centre Community Committee

Report date: May 1, 2025

Community Committee Recommendation:

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11. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

12. That the order for variance DAV 25-107307D shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File DASZ 7/2025.

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

1. This meets our Infill Strategy, this is a really good development in the River East Fort Garry community.

2. I know the area Councillor is very supportive of this project.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 0 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated February 11, 2025 2. Notification of Public Hearing dated March 18, 2025 3. Manitoba Status of Title 2345656/1 4. Letter of authorization dated November 1, 2024 from George Cibinel, President, Cibinel Properties Ltd. to George Cibinel 5. Letter of authorization dated November 26, 2024 from George Cibinel, President, Cibinel Properties Ltd. to Cibinel Properties Ltd. 6. Surveyor's Building Location Certificate and sketch dated November 10, 2008 7. Car Share Agreement in Principle dated November 21, 2024 8. Plans (6 pages) 9. Report from the Urban Planning Division dated April 15, 2025 10. Inspection Report 11. Recording of Representations

REPRESENTATIONS:

In Support:

George Cibinel

In Opposition:

Nil

For Information:

Nil

For the City:

A. Ross, Senior Planner, Planning, Property and Development Department

Exhibit “9” referred to in File DASZ 7/2025

ADMINISTRATIVE REPORT

Title: DASZ 7/2025 – 414 Gertrude Avenue

Issue: For consideration at the public hearing for a Subdivision and Rezoning to permit the development of a 5-storey mixed use building with 32 dwelling units and 2 commercial units.

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

AUTHORIZATION

Author	Department Head	CFO	CAO
A. Ross, RPP, MCIP	n/a	n/a	

RECOMMENDATIONS

1. That the subdivision proposed under Development Application No. DASZ 7/2025 be approved for preparation as a plan of subdivision (the “Plan”) by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix “B” to this report and as shown on the map dated May 1, 2025 and attached as Schedule “A” to this report, with such minor changes as may be required.
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11. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.
12. That the order for variance DAV 25-107307D shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File DASZ 7/2025.

REASON FOR THE REPORT

- 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.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning Division are concurred in, the subdivision and rezoning for DASZ 7/2025 – 414 Gertrude Avenue may be approved with conditions.

CONSULTATION

Relevant City departments per the Administrative Coordinating Group.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: Andrew Ross, RPP, MCIP
Date: April 15, 2025

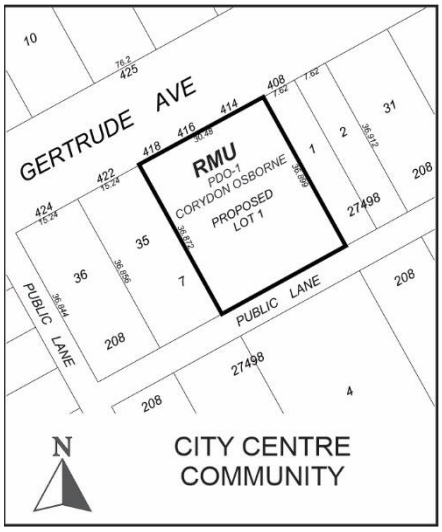
1. Appendix A Planning Report
2. Appendix B Proposed By-Law
3. Schedule A Plan of Subdivision and Rezoning

APPENDIX A – Planning Report

DATE: April 15, 2025
FILE: **DASZ 7/2025**
RELATED FILES: DAV 25-107307D
COMMUNITY: City Centre Committee
NEIGHBOURHOOD #: 1.111 – River-Osborne

SUBJECT: For a Subdivision and Rezoning for DASZ 7/2025 – 414 Gertrude Avenue to permit the development of a 5-storey mixed use building with 32 dwelling units and 2 commercial units.

LOCATION: 414 Gertrude Avenue
LEGAL DESCRIPTION: LOT 33/34 BLOCK 7 PLAN 208 31/5 ST B



APPLICANT: George Cibinel
Winnipeg, MB

OWNER: CIBINEL PROPERTIES LTD.
560 Academy Rd
Winnipeg, MB R3N 0E3

DISCUSSION

SITE DESCRIPTION

- The subject property is located on the south side of Gertrude Avenue, 4 properties east of Osborne Street, in the River-Osborne neighbourhood of the Fort Rouge - East Fort Garry ward.
- The subject site is currently zoned “M1” – Light Manufacturing, is 12,097 sq. ft. in area, and currently contains a 1-storey commercial building.
- The subject site is accessed by a paved rear lane.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the “Mature Communities” policy area.
- Under the Corydon-Osborne Secondary Plan, the site is within the “Mid Rise TOD Mixed Use” policy area.



Figure 1: Aerial photo of subject site and surrounding area (flown 2024)

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Gertrude Avenue, then surface parking uses zoned “RMF-M” – Residential Multifamily – Medium.

South: Rear lane, then office uses zoned “M1” – Light Manufacturing.

East: Personal Service use zoned “M1” – Light Manufacturing.

West: Surface parking uses zoned “M1” – Light Manufacturing.

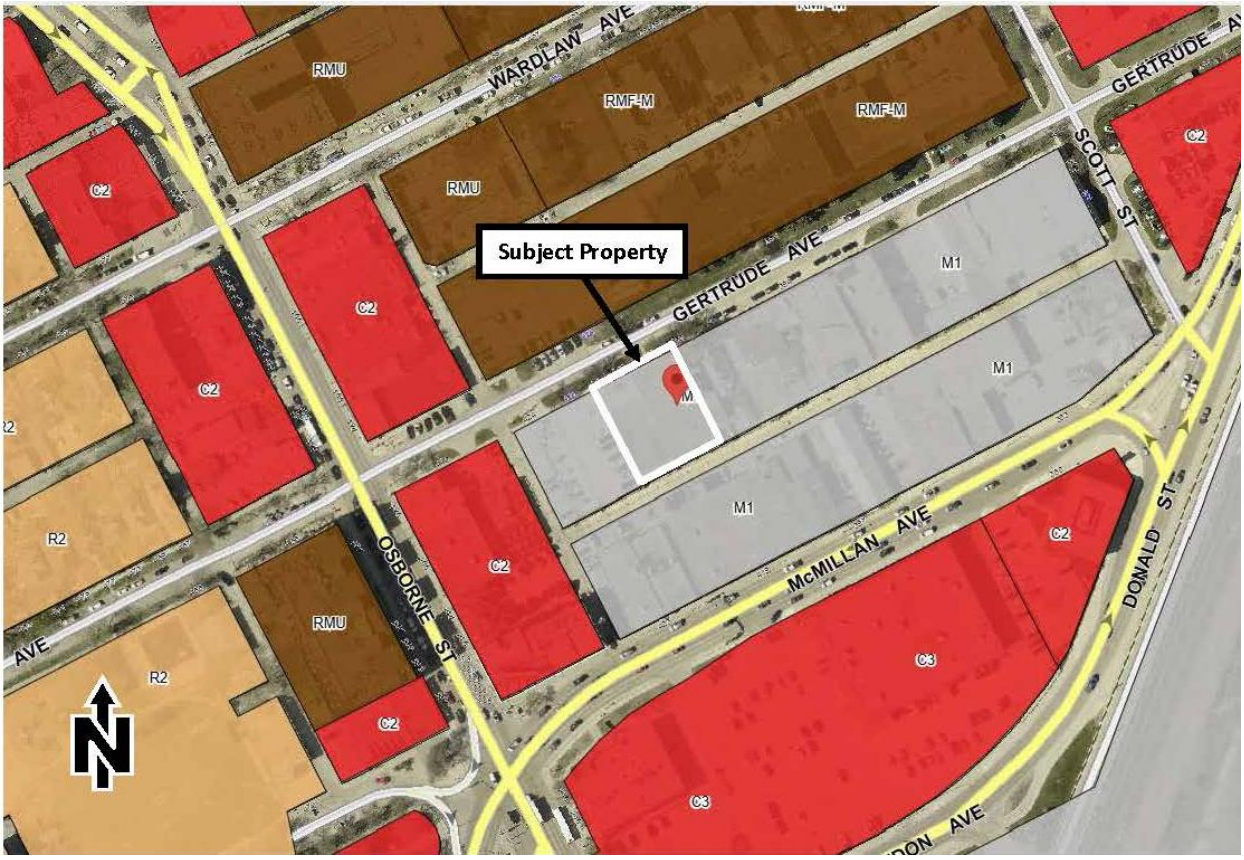


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant seeks to develop a 5-storey bulding with 32 dwelling units, and 2 ground-floor commercial units facing Gertrude Avenue, on the subject property.
- The development requires a subdivision in order to consolidate 2 underlying lots, and a rezoning to “RMU” in order to support mixed use on the site at the density requested.
- The development contains 16 vehicle parking spaces located within an internal parking structure and will include a car share vehicle.
- The development also includes a 22-stall indoor bike room, outdoor parking, and front patio space.
- The development also requires variances for yards, density, parking and landscaping, which are analyzed in the Administrative Report for Associated File DAV 25-107307\D.

ANALYSIS AND ISSUES

COLLABORATIVE PLANNING

The applicant worked with the Urban Planning Division to design adjustments through the planning process. The applicant agreed to the following:

Site plan

Originally the design included the introduction of a front vehicular approach and access from Gertrude Avenue. The Division requested that all access be taken from the rear lane, and that the parking be hidden from view by separating it from the street with ‘active uses’ extending across the front of the building against the street. This design change was made.

Car share and bike parking

Due to the requested parking reduction, the Division requested indoor, secure bike parking and a car share vehicle as offsets. These are provided.

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

The Complete Communities Direction Strategy 2.0 (CCDS 2.0) is a citywide secondary plan that guides growth, development, and land use in the City of Winnipeg.

In CCDS 2.0, the City targets a minimum of 50% of all new dwelling units being accommodated in the residential intensification target area outlined in Section B1. General Growth Goal 2: 2.0, which includes Established Neighbourhoods.

The proposed development falls within the Established Neighbourhoods – Mature Communities policy area.

Policy 1.9 of this section states:

> *"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."*

Small scale residential is defined on p. 95 as:

- *"A mix of ground-oriented housing of various forms, unit types and sizes mixed with existing low density residential houses.*
- *Includes, but is not limited to, single-detached, semi-detached, duplex, secondary suites, detached secondary suites, and townhouses up to 3 storeys in height.*
- *Allows for some intensification in a form that respects the scale and character of the community while meeting the needs of a diverse population."*

The factors listed in Policy Section 1.6 are:

> *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;*
>
> *i. The supporting water, wastewater, and land drainage infrastructure and capacity to accommodate a proposed.*

The Division believes the factors in Policy Section 1.6 support mid-rise residential uses here, greater than 3 storeys, because:

- The proposal is guided by the *Corydon-Osborne Area Plan* which identifies this property as "Mid-rise TOD Mixed Use" at a supportable height of up to 8 storeys.
- The street is transitional, with a mix of zoning including "Manufacturing".
- The property is a ~5-minute walk to the Osborne Rapid Transit Station.
- The site has good access, being located less than a block from an arterial street (Osborne) which flows downtown as well as to neighbourhoods to the south.
- The site is a block away from an Urban Mixed Use Corridor and the Malls and Corridors PDO.

In addition to above, the proposal meets the CCDS 2.0 vision of Established Neighbourhoods to *"continue to evolve as complete communities to increase the diversity of housing choices, improve housing affordability, and more efficiently use land, infrastructure and services."*

CORYDON-OSBORNE AREA PLAN

The key policy of the *Corydon-Osborne Area Plan* that applies to this property is:

> *"Mid-rise TOD Mixed Use*
> *The mixed use buildings along on the west side of Pembina Highway and Osborne Street as well as the east side of Osborne Street (north of McMillan Avenue and west of Scott Street) step down from the height of the Osborne Station "village" high-rise TOD mixed use buildings as the area transitions into Corydon "village" and Osborne Village. To facilitate this atmosphere, building heights should range from 3 to 8 storeys."*

At 5 storeys and mixed use, the proposal meets this key policy.

WINNIPEG ZONING BY-LAW 200/06

The property falls within the Corydon-Osborne Planned Development Overaly-1 (PDO).

The PDO contains regulations pertaining to land uses, dimensional standards, design standards, and signage. The subject proposal meets all of the PDO regulations.

The Division believes "RMU" – Residential Mixed Use is an appropriate zoning district because it supports development that aligns with the mixed use, mid-rise vision for this site as articulated in the *Corydon-Osborne Area Plan.*

SERVICING / DEPARTMENTAL CONSIDERATIONS

Water and Waste

The Water and Waste Department advises that there is adequate water servicing for the proposed development. Additional review will be required by this Department should the plans of development change during the design process.

This subject land is located in a combined sewer district. Clause 8 of our combined sewer license (Environment Act Licence No. 3042) applies to this scenario, meaning that the flow into a combined sewer cannot increase. Typically, restriction of the land drainage runoff to the combined sewer will be necessary in order to satisfy Clause 8. When the project proceeds to site servicing design stage, the sum of the wastewater and land drainage runoff peak discharge from the proposed development cannot exceed the allowable discharge rate.

- The allowable discharge rate will be the sum of the existing peak wastewater and the peak land drainage discharged.
- The peak land drainage discharged from the site must be based on a c-value of 0.4, with a 5 year rainfall event applied.
- The existing and proposed peak wastewater discharge must be estimated using the Wastewater Flow Estimation guidelines shown on the City's website (http://winnipeg.ca/waterandwaste/dept/wastewaterFlow.stm), unless otherwise approved.

City trees

The Urban Planning & Design Branch, Planning, Property and Development Department advises that the Developer is required to preserve and protect City-owned trees, including those immediately adjacent to the subject site on Gertrude Ave.

Where work is to occur adjacent to City-owned trees, the Developer shall adhere to the City's Tree Protection Specifications and consult with the Urban Forestry Branch to arrange for the necessary permissions and compensation prior to any pruning, excavation, or other activities that may result in the damage or removal thereof.

SUMMARY

The Urban Planning Division supports the subdivision and rezoning, because:

- The proposal meets the CCDS 2.0 vision of Established Neighbourhoods to ***"****continue to evolve as complete communities to increase the diversity of housing choices, improve housing affordability, and more efficiently use land, infrastructure and services."*
- The "RMU" - Residential Mixed Use zoning district supports development that aligns with the mixed use, mid-rise vision for this site as articulated in the *Corydon-Osborne Area Plan.*
- The property is a ~5-minute walk to the Osborne Rapid Transit Station and has good access to downtown as well as neighbourhoods to the south.
- The proposal provides ground-floor commercial development at a small storefront scale in compatibility with the historic commercial streetscape in Osborne Village.
-

OURWINNIPEG POLICY ALIGNMENT

The proposal aligns with the Key Direction of *OurWinnipeg* that applies to the Mature Communities Policy Area, which states: "*Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population."*

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The proposal complies with the *Winnipeg Climate Action Plan* because the proposed development would increase the residential intensification of an established neighbourhood.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given to whether this report connects to any of the specific Goals and Objectives in the *PRS* and it was determined the *PRS* is not applicable to this specific report.

This Report Submitted by:

Planning, Property and Development Department
Urban Planning Division
Report Prepared by: Andrew Ross RPP, MCIP
DASZ 7/2025 – 414 Gertrude Avenue

Schedule “A” for File No. DASZ 7/2025, City Centre Community Committee, May 1, 2025

By-Law No. _____

File No. **DASZ 7/2025**

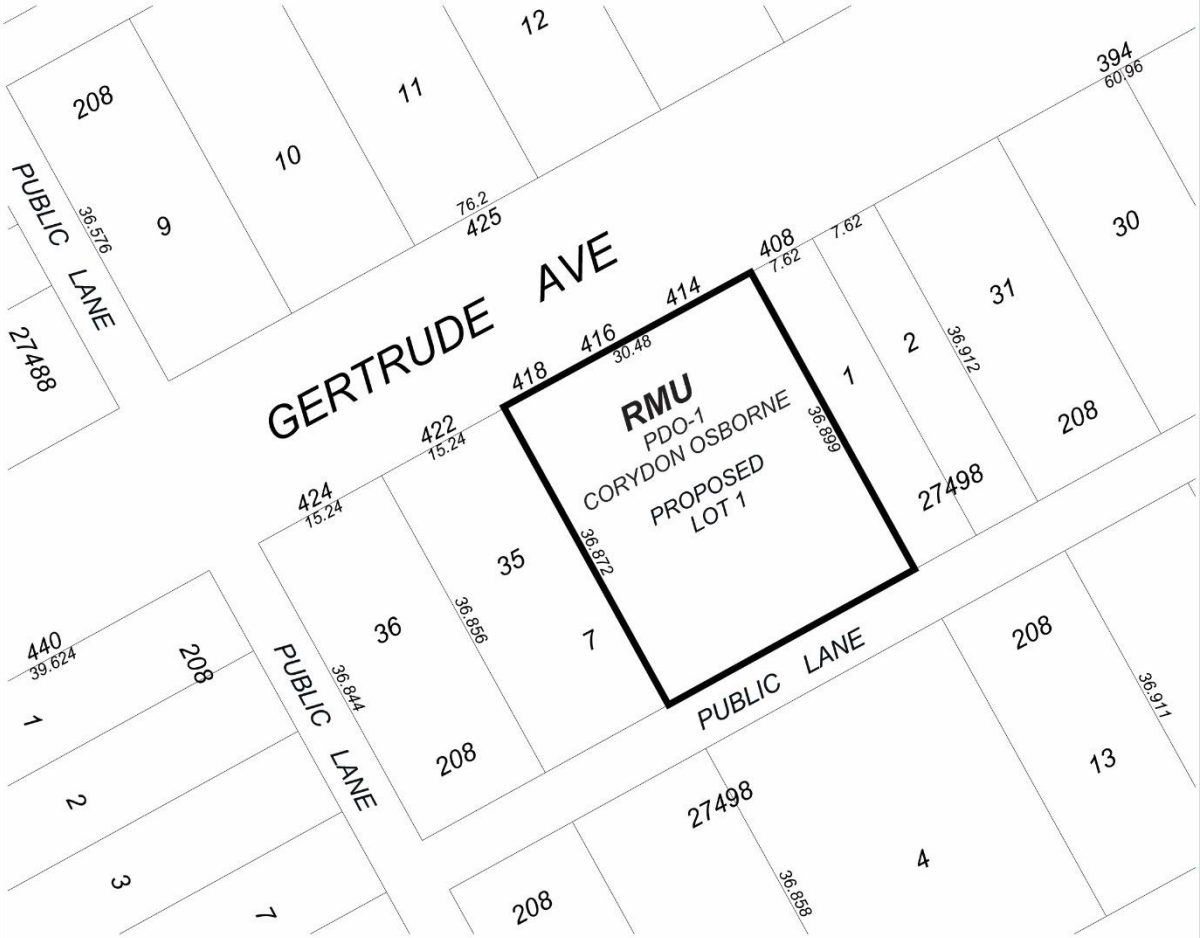
Atlas Sheet No. **AB25**

N

CITY CENTRE 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 414 & 418 Gertrude Avenue from an "M1 PDO-1 CORYDON OSBORNE" MANUFACTURING LIGHT DISTRICT to an "RMU PDO-1 CORYDON OSBORNE" RESIDENTIAL MIXED USE DISTRICT to allow for the construction of a mixed-use development.

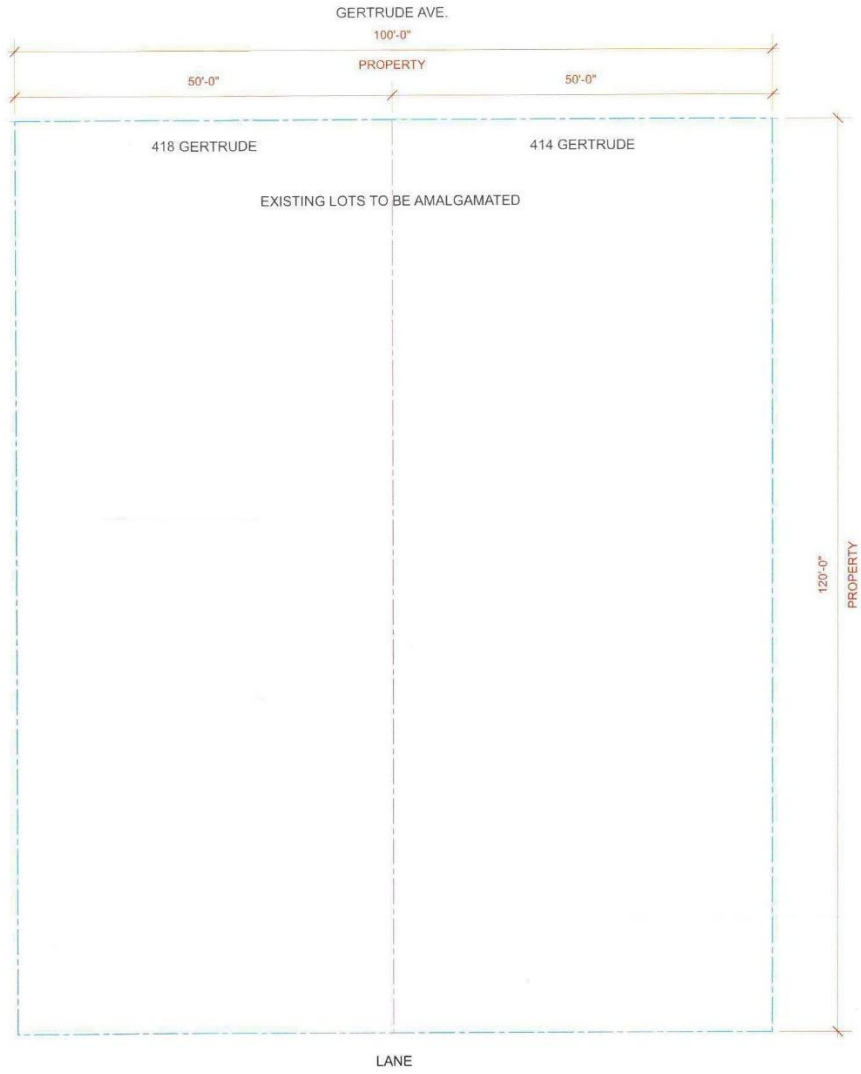


THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____

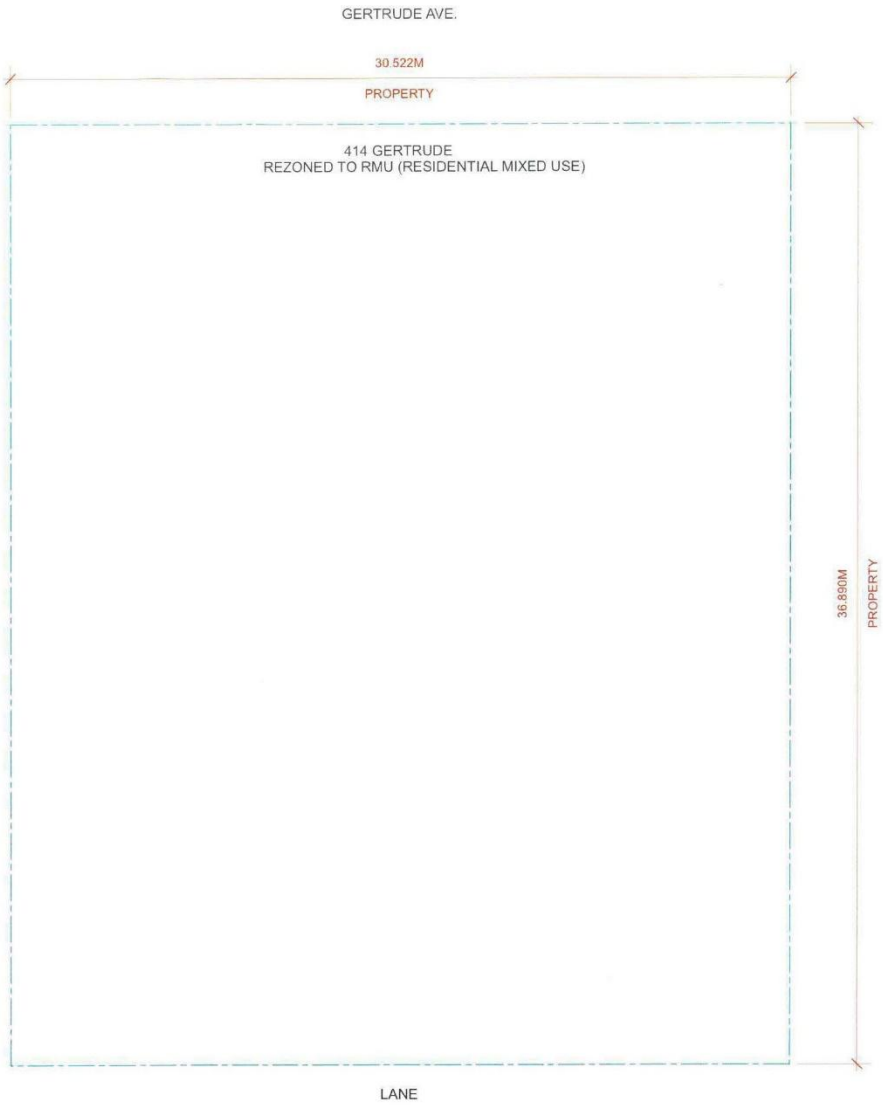
Exhibit “8” referred to in File DASZ 7/2025

PROJECT NAME: GERTRUDE MULTI-FAMILY DEVELOPEMENT
MUNICIPLE ADDRESS: 414-418 GERTRUDE AVENUE
LAND AREA: 12,100 SQUARE FEET
CURRENT USE: M1
PROPOSED USE: RESIDENTIAL MIXED USE
SCALE: 1:175



GERTRUDE AVENUE MULTI-FAMILY DEVELOPMENT PLAN OF SUBDIVISION NOVEMBER 1, 2024 CIBINEL ARCHITECTURE LTD A-1.0

PROJECT NAME: GERTRUDE MULTI-FAMILY DEVELOPEMENT
MUNICIPLE ADDRESS: 414-418 GERTRUDE AVENUE
LAND AREA: 12,100 SQUARE FEET
CURRENT USE: M1
PROPOSED USE: RESIDENTIAL MIXED USE
SCALE: 1:175



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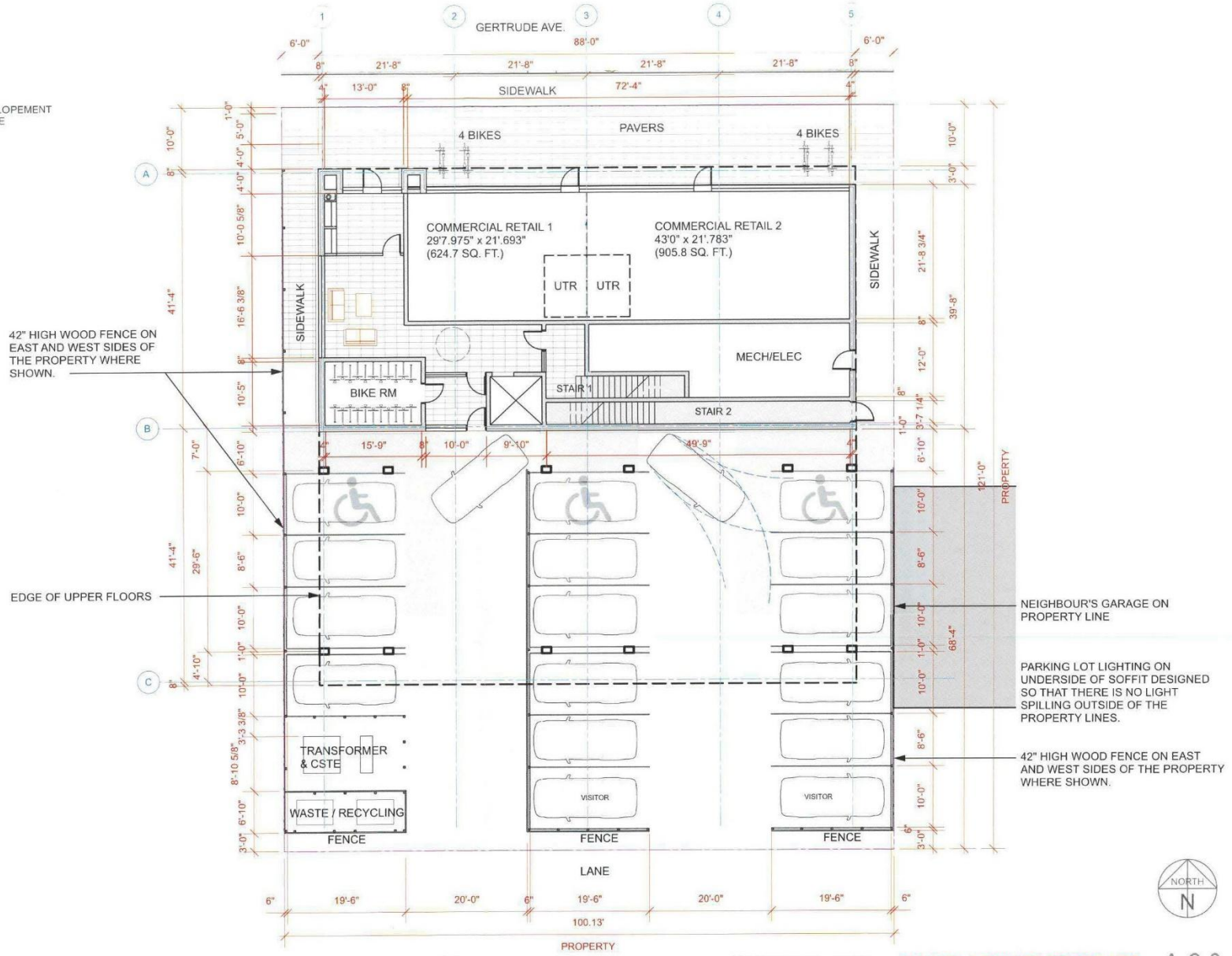
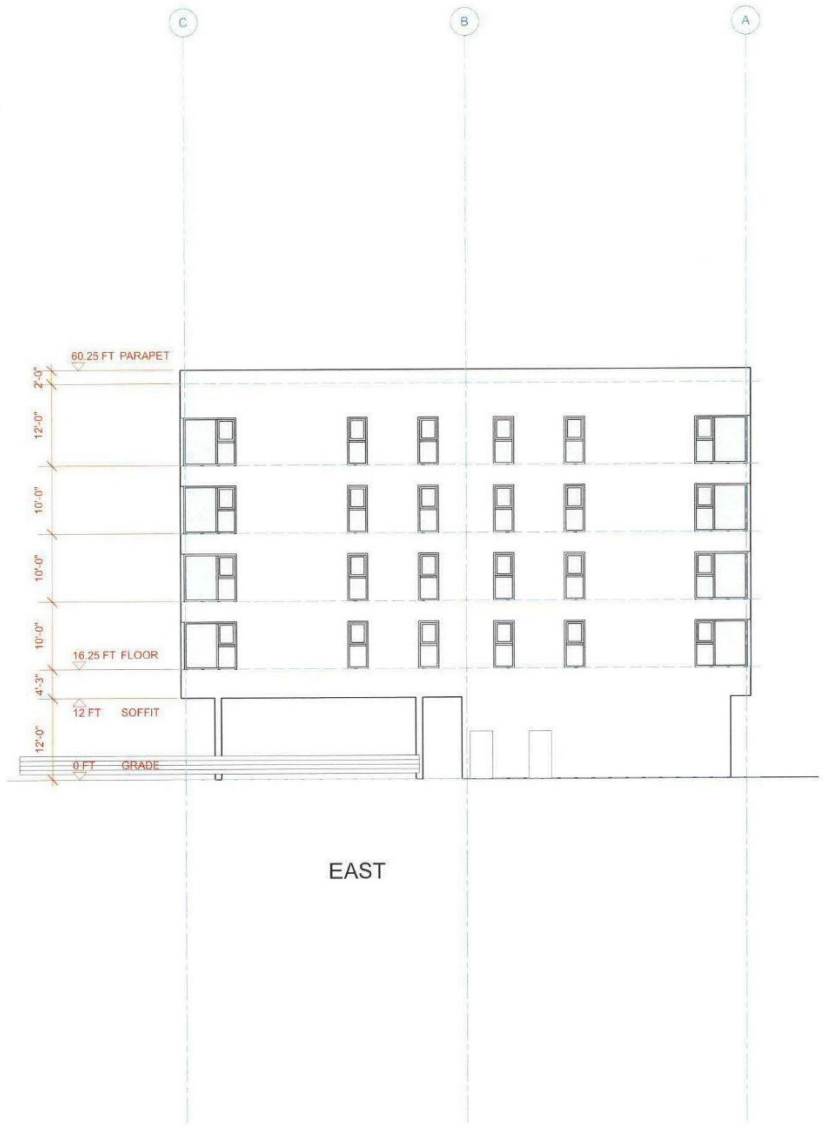


GERTRUDE AVENUE MULTI-FAMILY DEVELOPMENT MAIN FLOOR PLAN / SITE PLAN JANUARY 8, 2025 CIBINEL ARCHITECTURE LTD A-2.0

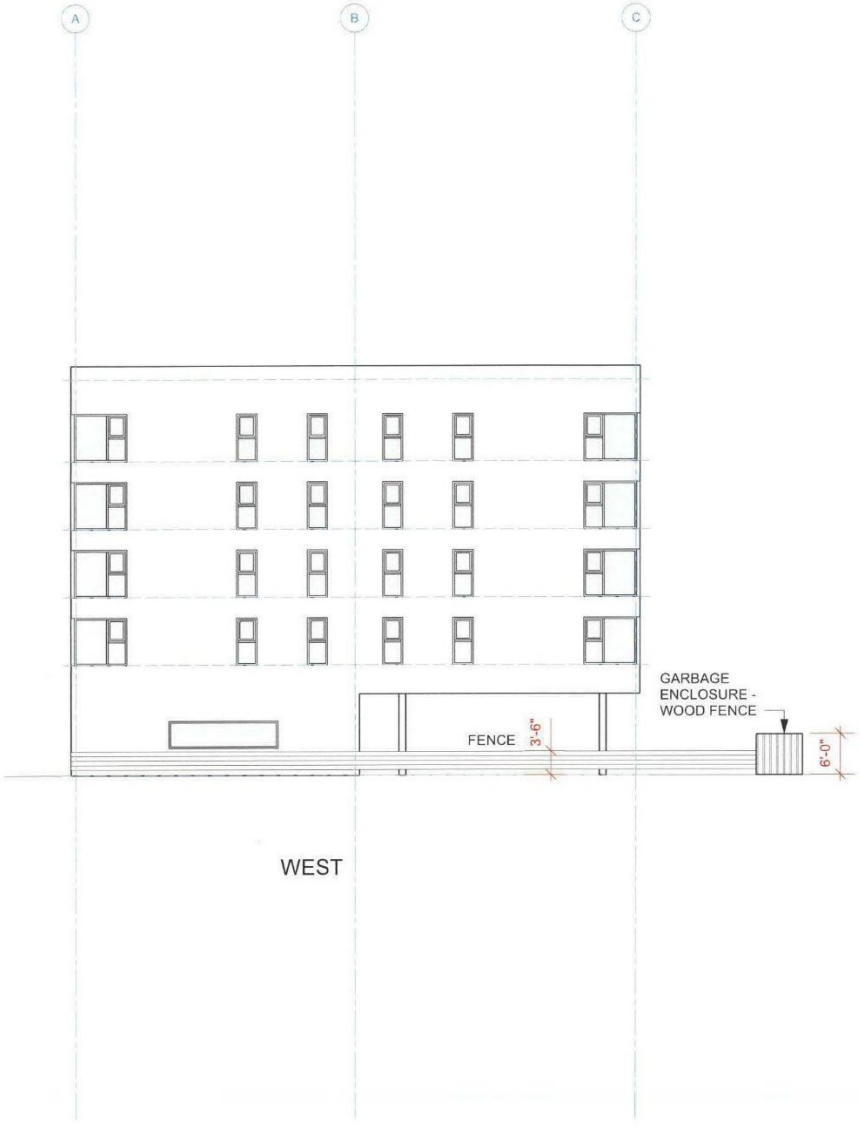


NORTH - FACING GERTRUDE

SOUTH - FACING THE LANE



EAST



WEST

GERTRUDE AVENUE MULTI-FAMILY DEVELOPMENT EAST & WEST ELEVATIONS JANUARY 8, 2025 CIBINEL ARCHITECTURE LTD A-3.1

PROJECT NAME: GERTRUDE MULTI-FAMILY DEVELOPEMENT
MUNICIPLE ADDRESS: 414-418 GERTRUDE AVENUE
LAND AREA: 12,100 SQUARE FEET
CURRENT USE: M1
PROPOSED USE: RESIDENTIAL MIXED USE
SCALE: 1:175



GERTRUDE AVENUE MULTI-FAMILY DEVELOPMENT FLOORS 2 - 5 PLAN JANUARY 8, 2025 CIBINEL ARCHITECTURE LTD A-2.1