Minutes – Executive Policy Committee – July 8, 2025

REPORTS

Item No. 20 Zoning Agreement Amendment – 269 River Avenue (Fort Rouge – East Fort Garry Ward) File ZAA 3/2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the City Centre Community Committee and recommended to Council:

1. That the Zoning Agreement dated April 4, 1979 (the "Zoning Agreement"), entered into pursuant to Development Application No. DAZ 208/79 and registered against title to the land described therein as Caveat No. 82-45415/1, be discharged in its entirety.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Duncan,

That the recommendation of the City Centre Community Committee be concurred in and forwarded to Council.

Carried

Councillor Browaty was absent from the vote on the above motion.

COMMUNITY COMMITTEE RECOMMENDATION:

On July 3, 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.

COMMUNITY COMMITTEE:

On June 24, 2025, in accordance with Rule 51(11) of The Procedure By-law No. 50/2007, the public hearing of the City Centre Community Committee scheduled to be held on this day at 10:30 a.m. was rescheduled to its special meeting on July 3, 2025 due to lack of a quorum.

PUBLIC HEARING SUMMARY

File: ZAA 3/2025

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

Public Hearing: July 3, 2025
Council Building, 510 Main Street

Applicant: Freedhome Developments Ltd. (Jonathon Freed)

Subject:



Premises Affected: 269 River Avenue

For submission to: Executive Policy Committee

Prepared by: Z. Mohan, Committee Clerk
City Centre Community Committee

Report date: July 3, 2025

Community Committee Recommendation:

On July 3, 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 Zoning Agreement dated April 4, 1979 (the "Zoning Agreement"), entered into pursuant to Development Application No. DAZ 208/79 and registered against title to the land described therein as Caveat No. 82-45415/1, be discharged in its entirety.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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

1. It's a nice project, really good infill project.

2. It fits in well with the neighbourhood.

3. Other than that, it's a good project. These are my supporting reasons.

Exhibits Filed:

1. Application dated May 7, 2025
2. Notification of Public Hearing dated May 14, 2025
3. Manitoba Status of Title 3334153/1
4. Letter of authorization dated April 30, 2025 from Riverfront Developments Inc. (Jonathon Freed) to Freedhome Developments Ltd.
5. Caveat(s) 82-45415, 4915376/1
6. Shadow Study dated March 21, 2025
7. Plans (6 pages)
8. Conditional Approval under the Affordable Housing Fund dated March 20, 2025
9. Report from the Urban Planning Division dated May 26, 2025
10. Inspection Report
11. Communication dated June 20, 2025, from Joshua Smith in support to the application
12. Communication dated June 21, 2025, from Michael Acht in support to the application
13. Notice of Adjournment dated June 26, 2025
14. Recording of Representations

REPRESENTATIONS:

In Support:

Michael Acht
Jonathan Freed
Joshua Smith

In Opposition:

Nil

For Information:

Nil

For the City:

D. Chyz-Lund, District Planner, Planning, Property and Development Department
C. Ho, Planner, Planning, Property and Development Department

Exhibit "9" referred to in File ZAA 3/2025

ADMINISTRATIVE REPORT

Title: ZAA 3/2025 – 269 River Avenue

Issue: For consideration at the public hearing to discharge a Zoning Agreement under File DAZ 208/79 to allow the establishment of a 147-unit multi-family dwelling.

Critical Path: City Centre Community Committee > Standing Policy Committee on Property and Development > Executive Policy Committee > Council

AUTHORIZATION

Author	Department Head	CFO	CAO
Choi Ho, RPP, MCIP	N/A	N/A	

RECOMMENDATIONS

1. That the Zoning Agreement dated April 4, 1979 (the "Zoning Agreement"), entered into pursuant to Development Application No. DAZ 208/79 and registered against title to the land described therein as Caveat No. 82-45415/1, be discharged in its entirety.
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

This report provides information and makes recommendations regarding the subject application's compliance with *The City of Winnipeg Charter*, section 249.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning and Design Division are concurred in, the Zoning Agreement under File DAZ 208/79 will be discharged, in its entirety.

HISTORY

DAZ 208/79

The subject site was rezoned to "RMF-L", subject to a zoning agreement restricting the number of dwelling units constructed on the land to 110 dwelling units, and requiring Plan Approval to the City Centre Community Committee.

CONSULTATION

In preparing this report there was consultation with:

- Legal Services
- Land Development

OURWINNIPEG 2045 POLICY ALIGNMENT

Goal: Good Health and Well-Being

- *"4.4 Affordable and Supportive Housing Options: Enable collaborative partnerships that provide a continuum of existing or new affordable housing, making use of municipal supports such as fiscal, regulatory and measurement tools to ensure those most in need have increased access throughout the resident and building life-cycle."*

Goal: Social Equity

- *"5.2 Affordable and Supportive Housing Options: Conserve and increase development of a continuum of affordable and supportive housing throughout the city as a fundamental human right."*

Goal: City Building

- *"6.39 Affordable and Supportive Housing Options: Facilitate affordable and supportive housing in all neighbourhoods, through a continuum of private and non-profit housing development that includes a mix of sizes, forms and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and, sustainable transportation options."*

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.

- *"4.1 Increase Strategic Infill Development that provides access to and capitalizes on existing and planned corridors with frequent transit service."*

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 2: The City actively plans for and partners in affordable housing.

10-year Objectives:

- *"The City's capacity and commitment to advancing affordable housing initiatives are increased"*
- *"Municipal tools, resources and partnerships are developed and used to encourage and facilitate affordable housing development."*

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning & Design Division
Prepared by:	Choi Ho, RPP, MCIP
Date:	May 26, 2025
File No.	ZAA 3/2025

List of Schedules and Attachments

- Schedule A – Planning Discussion

SCHEDULE A

DATE: May 26, 2025

FILE: **ZAA 3/25**

RELATED FILES: DAV 25-151482\C

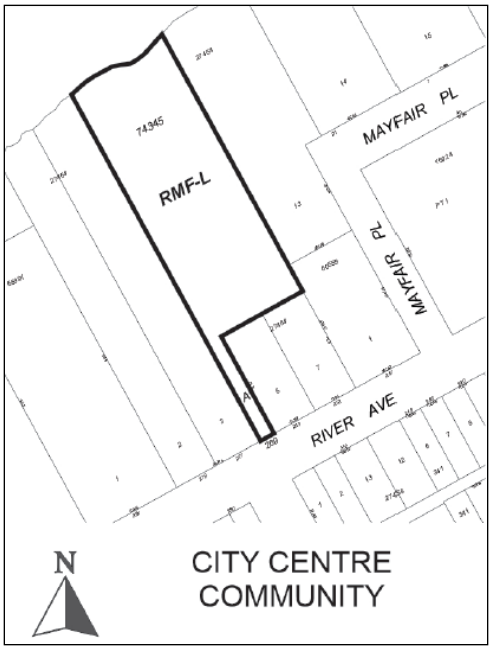
COMMUNITY: City Centre Committee

NEIGHBOURHOOD #: 1.111 - (RIVER-OSBORNE)

SUBJECT: Zoning Agreement Amendment application to discharge in its entirety Caveat No**.** 82-45415/1 from DAZ 208/79.

LOCATION: 269 River Avenue

LEGAL DESCRIPTION: LOT 4/5 PLAN 27454 41 ST B SUBJ TO ROW FOR ALL PURPOSES & AS APPURT TO LOT 3 & 6 PL 27454 OVER & UPON SAID LOT 5



APPLICANT: Jonathon Freed (Freedhome Developments Ltd.)
Unit 207 - 230 Main Street
Winnipeg, MB R2X 2Y1

OWNER: Riverfront Developments Inc.
Unit 207 - 230 Main Street
Winnipeg, MB R3C 1A8

RECOMMENDATION: ***Approval***

SITE DESCRIPTION

- The subject property is located on the north side of River Avenue, in the River-Osborne neighbourhood of the Fort Rouge - East Fort Garry ward.
- The subject site is 57,773 square feet (5,367.28 square metres or 1.32 acres) in area.
- The site is currently vacant.
- The subject site is accessed by a front approach off River Avenue.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the "Established Neighbourhoods – Mature Communities" policy area.
- The property is in the "RMF-L" (Residential Multi-Family – Large) zoning district.

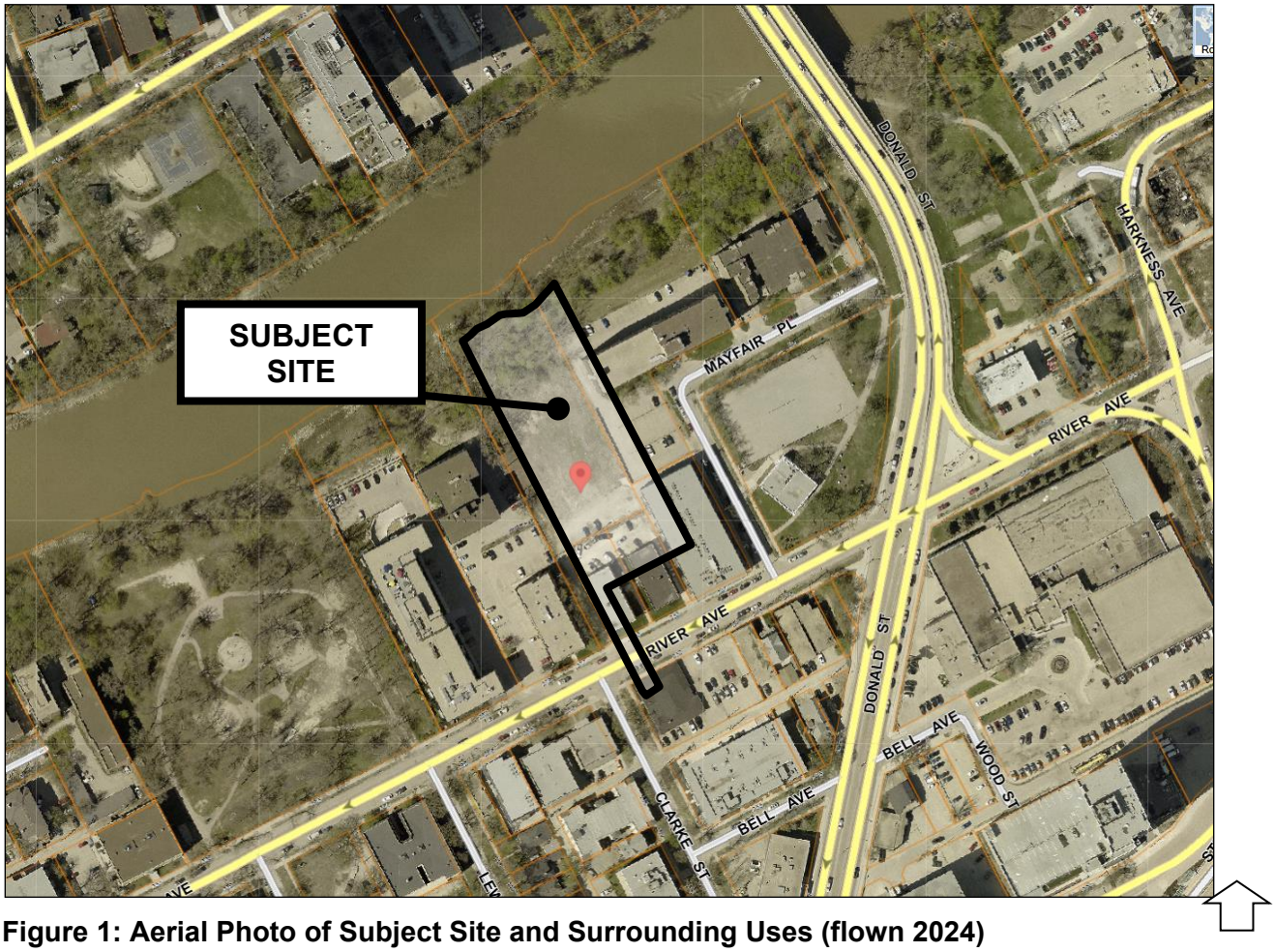


Figure 1: Aerial Photo of Subject Site and Surrounding Uses (flown 2024)

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Assiniboine River

South: 263 River Avenue – an 11-unit multi-family dwelling use and 253 River Avenue – an 11-unit multi-family dwelling use zoned “RMF-L” (Residential Multi-Family – Large), then River Avenue

East: 21 Mayfair Place – a 90-unit multi-family dwelling use and 247 River Avenue – a 48-unit multi-family dwelling use zoned “RMF-L” (Residential Multi-Family – Large)

West: 277 River Avenue – a 76-unit multi-family dwelling use zoned “RMF-L” (Residential Multi-Family – Large)

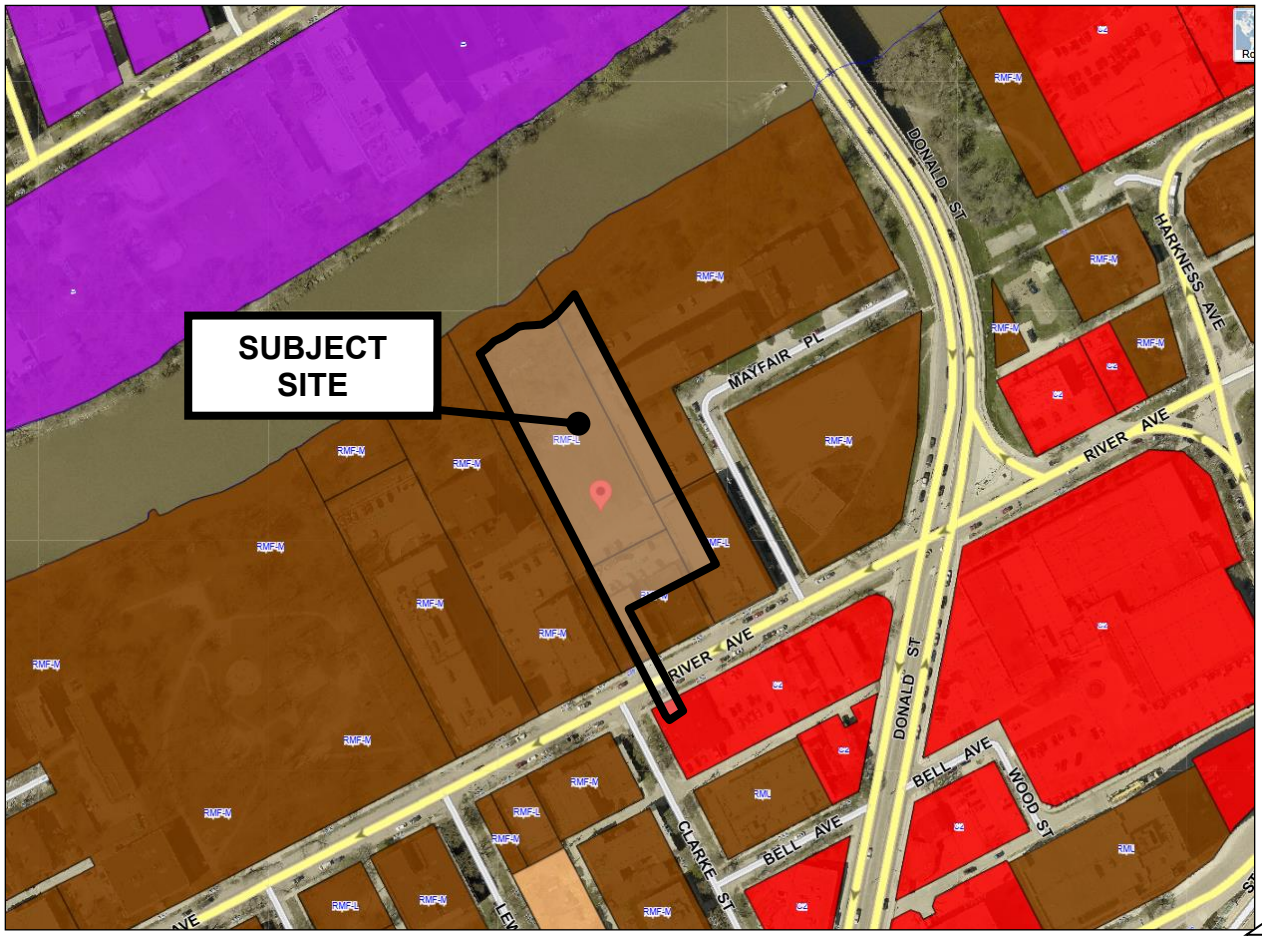


Figure 2: Zoning of the Site and Surrounding Area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to discharge the existing Zoning Agreement caveated on title when the site was rezoned to “RMF-L” (Residential Multi-Family – Large) in 1979.
- The current zoning agreement restricts the dwelling unit count to 110 dwelling units.
- The applicant is proposing a 147-unit residential development.
    - 60 of the 147 dwelling units (41%) will be deeply affordable units
- The new building will be seven (7) storeys in height and have an L-shaped building configuration
- Access will be from an approach on River Avenue.
- The applicant notes that amenities include:
    - a two-storey lobby with seating
    - a main floor fitness centre
    - a majority of the dwelling units will have either a balcony or Juliet balcony, with select units offered generous terraces
    - indoor secure bicycle parking spaces
    - secure outdoor spaces for tenants and guests such as a gathering area as well as a seating area overlooking the Assiniboine River
- The development proposal will include 79 parking spaces, 23 will be enclosed and heated, with 11 covered parking spaces, and 45 surface parking spaces.
- The submitted plans show that 13 new trees, 123 new shrubs, new sod, and new native grasses will be planted.
- In-ground Molok bins for garbage and recycling will be located at the southwest corner of the building.
- The applicant indicates that the lobby will be well-lit, and the site will be lit by wall mounted fixtures places around the perimeter of the building.
- The letter of intent indicates the dwelling units will support a range of housing types, tenures, and unit sizes which includes one-bedroom and two-bedroom units.
- The submitted conditional funding documents outline a conditional approval under the CMHC’s Affordable Housing Fund for the construction of 147 dwelling units.
- The submitted sun/shadow study shows at least 5-hours of continuous sunlight for adjacent neighbours.

ANALYSIS AND ISSUES

COLLABORATIVE PLANNING AND CONSULTATION

With the Public Service

- The applicant engaged the Public Service and revised the site plan and elevation drawings as per the recommendations of the Urban Planning and Design Division.

With the Public

- The applicant did not submit any signatures or letters of support with their application.

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. The proposal aligns with the following goals and policies:

D1: Established Neighbourhoods

- Goal 1: 1.0 *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.*
- Goal 3: 3.0 *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."*
    - *3.4 Encourage development that incorporates affordable housing to locate close to the Primary Transit Network, rapid transit stations, and Urban Mixed Use Corridors.*
    - *3.5 Encourage multi-family residential development to incorporate affordable housing in accordance with Goal 1 and its associated policies outlined in the Housing section of this By-law.*

G5: Housing

- Goal 1: 1.0 Support diverse housing options in each neighbourhood or neighbourhood cluster throughout the city.

- *"1.1 Pursue the development of new tools and regulatory approaches that support the establishment of a range of sizes, forms, affordability levels, and tenures of housing. Standards should be flexible enough to reflect the unique identity and character of each neighbourhood."*

- Goal 4: 4.0 Support the integration of supportive housing within residential neighbourhoods, with a particular focus on locations near a variety of transportation options.
  - *"4.1 Assist in building and maintaining the capacity of non-profit housing organizations in the design, development and maintenance of supportive housing. Based on current housing data and trends, identify annual targets of new supportive housing units needed to reduce and prevent chronic homelessness."*

OSBORNE VILLAGE NEIGHBOURHOOD SECONDARY PLAN

The site is under the "Village High Density Residential" (V-HDR) policy area of the Plan. Applicable policies include:

- *"4.1.4.A Encourage medium and high-rise multiple-family development."*

- *"4.1.4.D New development along River Avenue east of Osborne Street without frontage onto River Avenue may exceed eight storeys with submission of a sun/shadow study."*

- *"4.1.4.E New high-density development should consider the height, scale, prevailing densities, and design characteristics of surrounding land uses."*

WINNIPEG ZONING BY-LAW 206/06

Zoning Agreement under DAZ 208/79

In 1979, a Zoning Agreement was established as a condition of approval associated with a Rezoning application under File. No. DAZ 208/79.

- The conditions included restricting the number of dwelling units constructed on the land to 110 dwelling units, and requiring any building or structures on the land go to Plan Approval at the City Centre Community Committee.

ANALYSIS OF ZONING AGREEMENT AMENDMENT

The applicant has applied for an amendment to discharge in its entirety the Zoning Agreement under File. No. DAZ 208/79.

The Urban Planning & Design Division ***supports*** the Zoning Agreement Amendment for the following reasons:

Number of Dwelling Units

The previous clause for a cap of 110 dwelling units under DAZ 208/79 will be removed with the discharge of the Zoning Agreement.

- The Urban Planning & Design Division ***supports*** the proposed count of 147 dwelling units as the number of dwelling units reflects and meets recent by-law amendments to the

Osborne Village Neighbourhood Secondary Plan. The number of dwelling units typically relate closely to density and building height; one of the major recent policy amendments in the Plan was to provide new high density development along River Avenue, east of Osborne Street, from a maximum of five (5) storeys to "*may exceed eight (8) storeys with a sun/shadow study".*

- The proposal meets the Plan in proposing a 7-storey building and ensures there is no/little impact of shadows cast on neighbouring properties, parks, and streets.

Plan Approval

The previous clause for Community Committee Plan Approval under DAZ 208/79 will be removed with the discharge of the Zoning Agreement, and Director Plan Approval will be required for this development via related File. No. DAV 25-151482\C.

- The Urban Planning & Design Division ***supports*** the proposed Director Plan Approval as there are residential element policies and character element (urban form and design) policies under the *Osborne Village Neighbourhood Secondary Plan* to ensure development and design standards are met to provide submitted plans that demonstrate a strong sense of place, vitality, diversity, architecture, and urban form.

    - The proposal meets the Plan policies for residential and character elements.

RECOMMENDATION

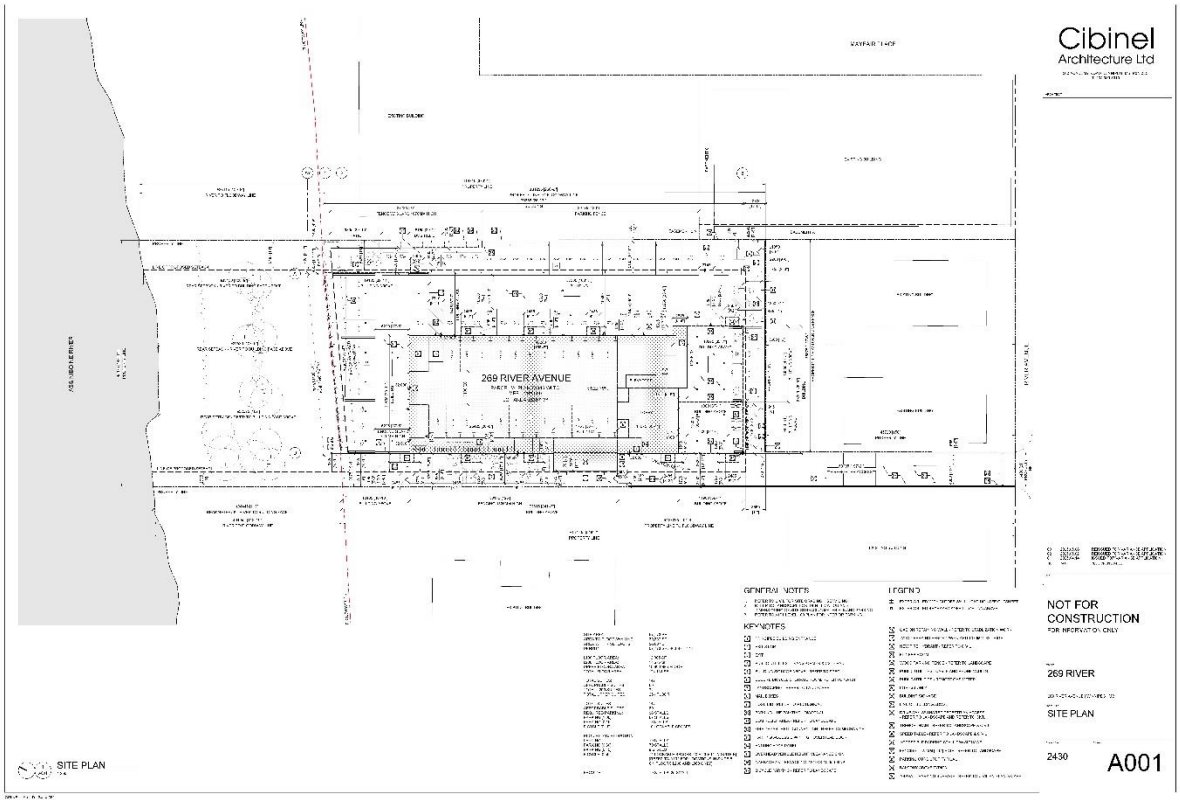
The Urban Planning and Design Division recommends ***approval*** of the Zoning Agreement Amendment for the following reasons:

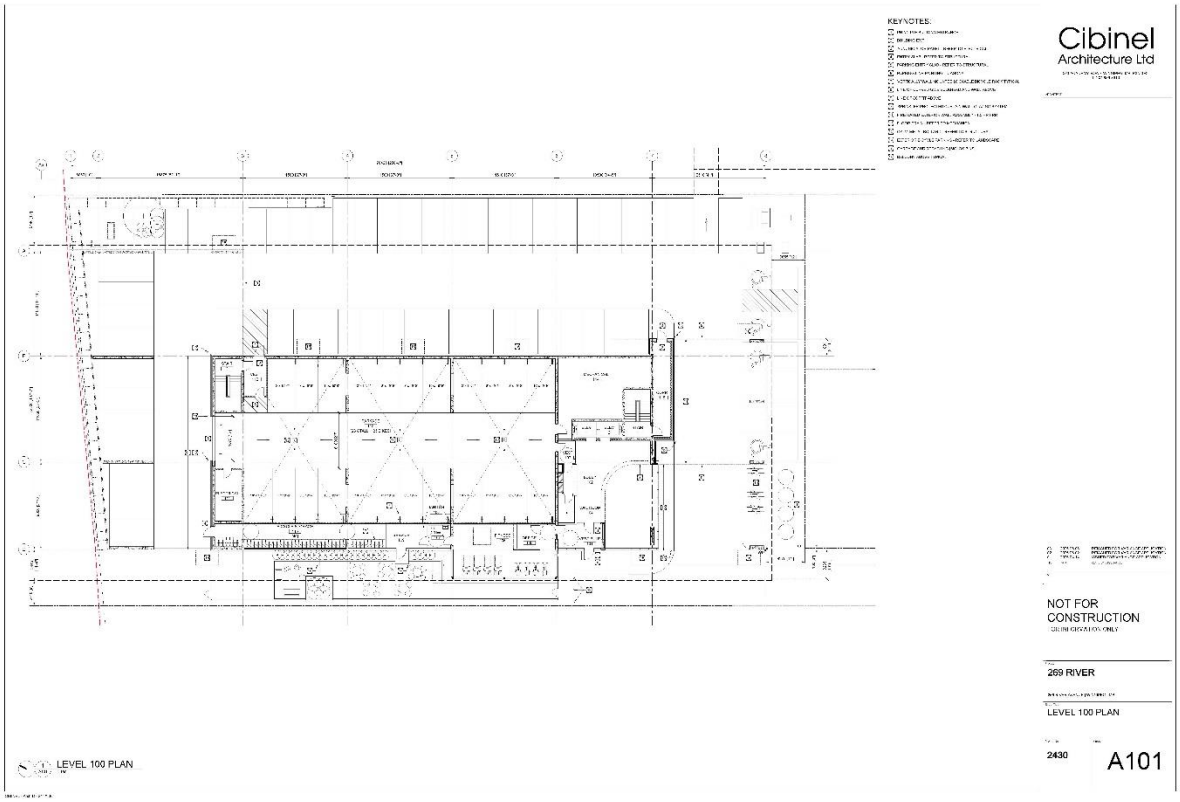
- The application is consistent with the policies of *OurWinnipeg 2045*, *Complete Communities Direction Strategy 2.0* and the *Osborne Village Neighbourhood Secondary Plan.*
- The new development encourages the residential intensification of vacant lands to maximize the use of existing infrastructure and to achieve a sustainable, inclusive and vibrant Winnipeg.
- The proposal provides housing (including deeply affordable housing) that fits the scale, built form, density, and uses on River Avenue, in the River-Osborne neighbourhood, and within the Fort Rouge - East Fort Garry ward.

Report Submitted By:
Planning, Property and Development Department
Urban Planning & Design Division

Report Prepared By:
Choi Ho, RPP, MCIP
PPD File # ZAA 3/25

Exhibit “7” referred to in File ZAA 3/2025

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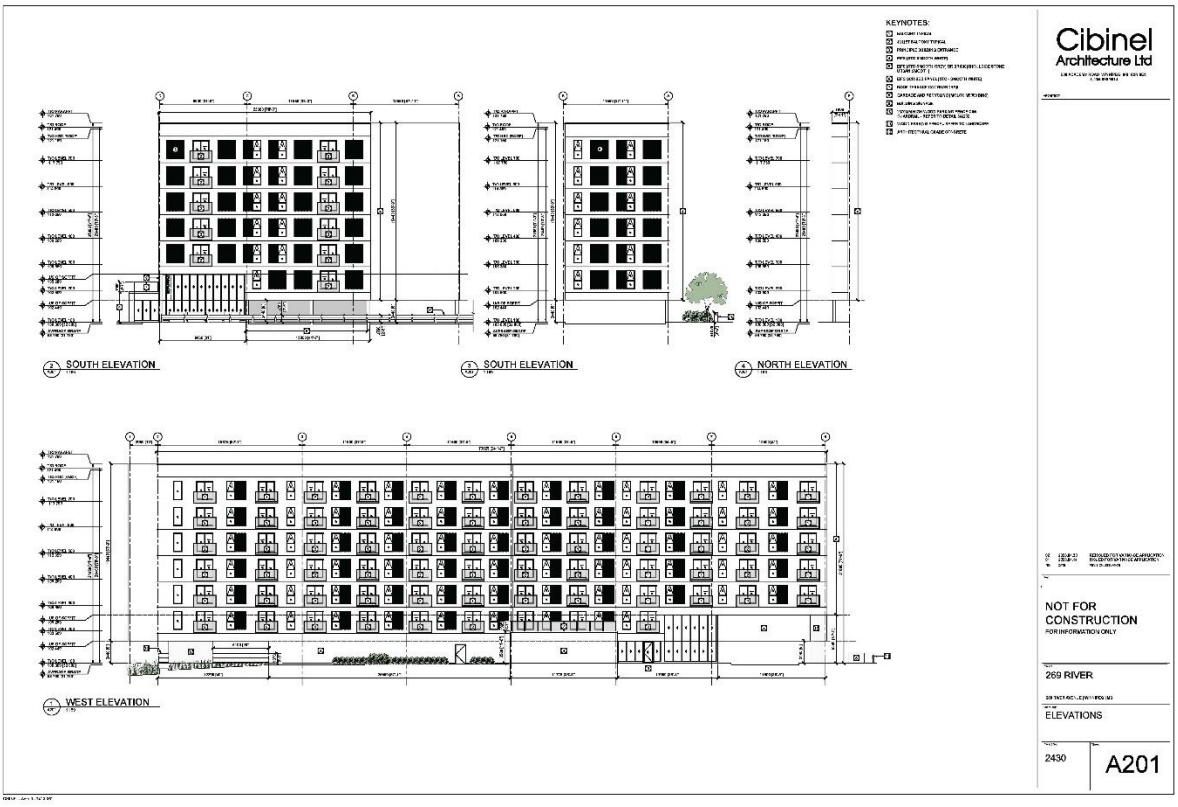
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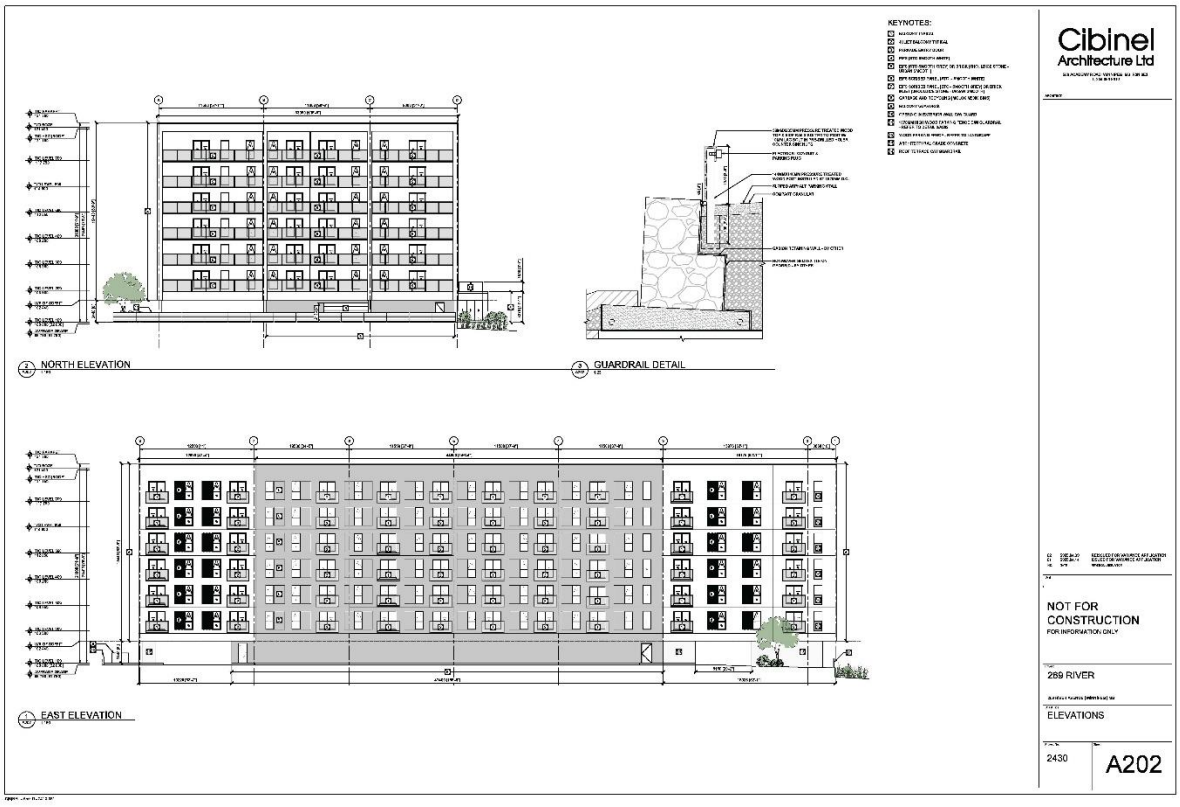
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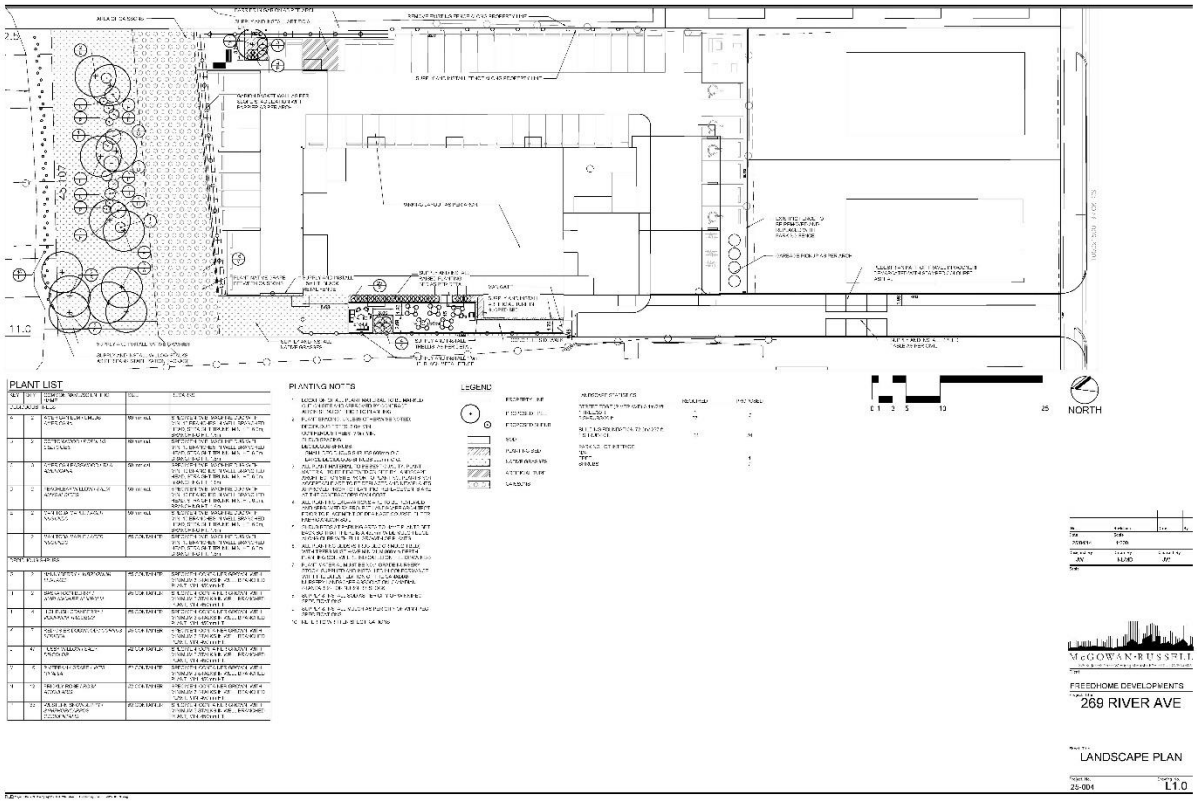
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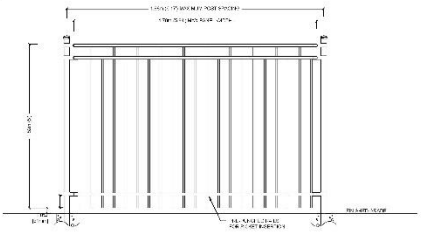

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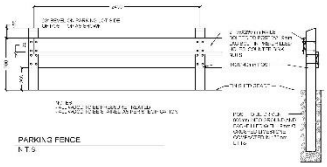

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