Minutes – Executive Policy Committee – September 16, 2025

Report – Standing Policy Committee on Property and Development – September 12, 2025

Item No. 13 Subdivision and Rezoning– 621 Pandora Avenue West (Transcona Ward) File DASZ 14/2025 [c/r DCU 154594/2025D and DAV 154596/2025D]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and recommended to Council:

1. That the subdivision proposed under Development Application No. DASZ 14/2025 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 "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, with such minor changes as may be required, subject to the following:

    A. That the developer be required to enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated August 5, 2025 and attached as Schedule "B" to this report;

    B. That the City enter into, execute and deliver with the developer a Servicing Agreement in accordance with recommendation 1.A., 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"); and

    C. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Servicing 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.

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "R2" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, 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:

Report – Standing Policy Committee on Property and Development – September 12, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

i. The Owner must submit plans showing the location and design of any and all proposed:

a. Elevations
b. parking areas
c. Walkways
d. garbage enclosures
e. landscaping

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development ("Director") and the East Kildonan-Transcona Community Committee 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 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 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 representing 10% of the Planned Area value of Development Application No. DASZ 14/2025 (the "Dedication Fee"), as determined by the 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 recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

Report – Standing Policy Committee on Property and Development – September 12, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

7. 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.

8. That Development Application No. DASZ 14/2025 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.

9. That the subdivision section of the By-law will come into force when the Servicing Agreement is fully executed 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 following the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 8 and 9, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 14/2025 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.

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

14. That the Variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 14/2025.

Report – Standing Policy Committee on Property and Development – September 12, 2025

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 Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On September 12, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the East Kildonan-Transcona Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 2, 2025, the East Kildonan-Transcona 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 proposed under Development Application No. DASZ 14/2025 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 "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, with such minor changes as may be required, subject to the following:

    A. That the developer be required to enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated August 5, 2025, and attached as Schedule "B" to this report;

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

B. That the City enter into, execute and deliver with the developer a Servicing Agreement in accordance with recommendation 1.A., 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"); and

C. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Servicing 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.

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "R2" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, 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. The Owner must submit plans showing the location and design of any and all proposed:

a. Elevations
b. parking areas
c. Walkways
d. garbage enclosures
e. landscaping

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development ("Director") and the East Kildonan-Transcona Community Committee 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 in accordance with Recommendation 1; and

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

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 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 representing 10% of the Planned Area value of Development Application No. DASZ 14/2025 (the "Dedication Fee"), as determined by the 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 recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

7. 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.

8. That Development Application No. DASZ 14/2025 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.

9. That the subdivision section of the By-law will come into force when the Servicing Agreement is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

Report – Standing Policy Committee on Property and Development – September 12, 2025

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

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 following the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 8 and 9, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 14/2025 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.

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

14. That the Variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 14/2025.

PUBLIC HEARING SUMMARY

File: DASZ 14/2025

Before: East Kildonan-Transcona Community Committee
Councillor Wyatt, Chairperson
Councillor Browaty

Public Hearing: September 2, 2025
Council Building, 510 Main Street

Applicant: J. Wintrup Consulting Ltd. (John Wintrup)

Subject:



Premises Affected: 621 Pandora Avenue West

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

Prepared by: B. Harris, Senior Committee Clerk
East Kildonan-Transcona Community Committee

Report date: September 3, 2025

Community Committee Recommendation:

On September 2, 2025, the East Kildonan-Transcona 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 proposed under Development Application No. DASZ 14/2025 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 "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, with such minor changes as may be required, subject to the following:

A. That the developer be required to enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated August 5, 2025 and attached as Schedule "B" to this report;

B. That the City enter into, execute and deliver with the developer a Servicing Agreement in accordance with recommendation 1.A., 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"); and

C. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Servicing 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.

2. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "R2" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated August 8, 2025, and attached as Schedule "C" to this report, subject to the following conditions:

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i. The Owner must submit plans showing the location and design of any and all proposed:

a. Elevations
b. parking areas
c. Walkways
d. garbage enclosures
e. landscaping

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development ("Director") and the East Kildonan-Transcona Community Committee 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 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 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 representing 10% of the Planned Area value of Development Application No. DASZ 14/2025 (the "Dedication Fee"), as determined by the 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 recommendations 1 and 2 (the "By-law") and bring same directly to Council by way of communication for first reading.

7. 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.

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

14. That the Variance order shall come into force and effect upon the coming into force and effect of the zoning by-law for the subject land under File No. DASZ 14/2025.

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

The East Kildonan-Transcona Community Committee provided the following supporting reasons for its recommendation:

1. It has been cited by Mr. Wintrup and myself, similar builds all along this area. Both on Regent and on Pandora.

2. It’s consistent with the secondary plan called the Transcona Industrial Yards

Objections under the Charter:	Total number of valid 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 May 21, 2025 2. Notification of Public Hearing dated June 23, 2025 3. Manitoba Status of Title 3337325/1 4. Letter of authorization dated January 1, 2025 from Jagbir Sembhi 10220340 Manitoba Ltd. (Jagbir Sembhi) to John S. Wintrup 5. Legal Descriptions and Title Plot 6. Current Zoning / Lot Configuration 7. Proposed Rezoning & Subdivision 8. Plans (7 pages) 9. Report from the Urban Planning Division dated August 8, 2025 10. Inspection Report 11. Communication dated August 27, 2025 from Jagbir Sembhi in support of the application 12. Communication dated August 27, 2025 from Daniel MacGibbon in support of the application 13. Communication dated August 27, 2025 from Yaron Walter in support of the application 14. Communication dated August 27, 2025 from Ken Leschuk in support of the application 15. Communication dated August 29, 2025 from John Scott Wintrup in support of the application 16. Recording of Representations

REPRESENTATIONS:

In Support:

Ken Leschuk
Daniel MacGibbon
Jagbir Sembhi
Yaron Walter
John Wintrup

In Opposition:

Nil

For Information:

Nil

For the City:

C. Ho, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department

Exhibit "9" referred to in File DASZ 14/2025

ADMINISTRATIVE REPORT

Title: DASZ 14/2025 - 621 Pandora Avenue West

Issue: For consideration at the public hearing of a Subdivision and Rezoning application to consolidate and rezone the subject property from "R1-M" (Residential Single-Family – Medium) district to "R2" (Residential Two-Family) district for the construction of an eight (8) unit multi-family dwelling.

Critical Path: East Kildonan-Transcona Community Committee > Standing Policy Committee on Property and Development > Executive Policy Committee > Council

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
Choi Ho, RPP, MCIP	n/a	n/a	n/a	

RECOMMENDATIONS

1. That the consolidation and rezoning proposed under Development Application No. DASZ 14/2025 of land located at 621 Pandora Avenue West 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 proposes to consolidate and rezone 621 Pandora Avenue West for the purpose of constructing an 8-unit multi-family dwelling.
- A Subdivision and Rezoning (DASZ) application is required to consolidate the underlying lot lines and enable the proposed multi-family development.
- Subdivision and 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 and Design Division are concurred in, the land **cannot** be consolidated and rezoned in accordance with Schedule "C".

OURWINNIPEG 2045 POLICY ALIGNMENT

OurWinnipeg 2045 Goal – City Building

A successful strategy for sustainable city growth uses a variety of planning approaches. It strikes a balance between 'growing out' and 'growing up', offering choices ranging from traditional, single-family neighbourhoods to denser forms of urban housing and new neighbourhoods designed around a mix of land uses and a sustainable transportation system.

Building a city of complete communities provides the following additional benefits:

- *Minimization of environmental impacts per capita, in support of better air quality, resource efficiency, waste management, and climate change mitigation*
- *Adaptability to climate change and resilience to natural hazards*
- *Promotion of more active lifestyles and increased social interaction*

City Building Objectives

- **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 2**. Integrate resilient land use, transportation and infrastructure planning, and investments:
  - *Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.*
- **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

- **Key Direction 4.1:** Increase strategic infill development that provides access to and capitalizes on existing and planned corridors with frequent transit service
- **Key Direction 4.2:** Ensure new areas of growth are designed according to the principles of Complete Communities.

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.

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning
Prepared By:	Choi Ho, RPP, MCIP
Date:	August 8, 2025
File No.	DASZ 14/2025

List of Schedules and Appendices

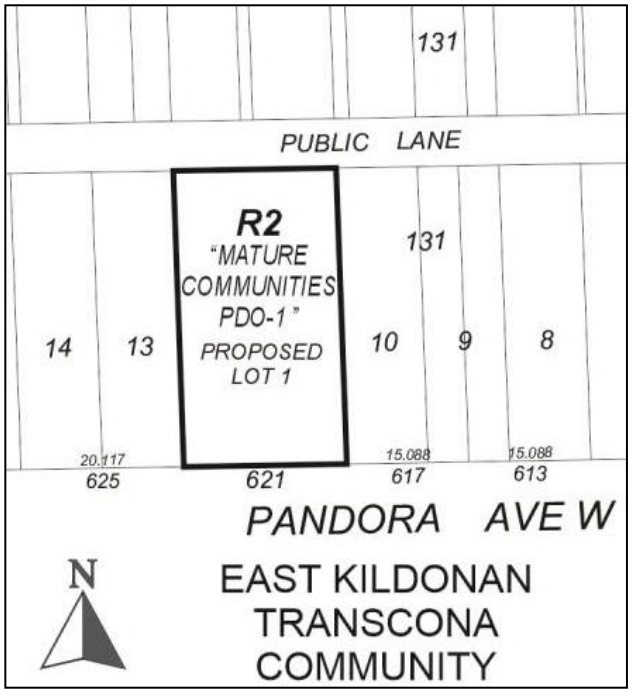
- Schedule A – Planning Discussion
- Schedule B – Report of the Administrative Coordinating Group (ACG)
- Schedule C – Recommended File No. DASZ 14/2025 dated August 8, 2025.
- Appendix A – Proposed By-law

SCHEDULE A

DATE:	August 8, 2025
FILE:	**DASZ 14/2025**
RELATED FILES:	DAV 25-154596/D and DCU 25-154594/D
COMMUNITY:	East Kildonan - Transcona Committee
NEIGHBOURHOOD #:	4.402 - (MELROSE)

SUBJECT: For consideration at the public hearing of a subdivision and rezoning application to consolidate and rezone the subject property from “R1-M” (Residential Single-Family – Medium) district to “R2” (Residential Two-Family) district to construct an eight (8) unit multi-family dwelling.

LOCATION: 621 Pandora Avenue West



LEGAL DESCRIPTION: LOT 1/2 BLOCK 130 PLAN 1840 NW 5 11 4E

APPLICANT: John Wintrup (John Scott Wintrup Planning & Development)
139 Roslyn Rd Unit 301
Winnipeg, MB R3L 0G7

OWNER: 10220340 MANITOBA LTD.
1135 Henderson Hwy 200
Winnipeg, MB R2G 1L4

RECOMMENDATION: **Rejection**

SITE DESCRIPTION

- The subject property is located on the north side of Pandora Avenue West, between Moroz Street and Bismarck Street, in the Melrose neighbourhood of the Transcona ward.
- The subject site is 7,919 square feet (735.7 square metres) in area.
- The site is currently occupied by a one-storey single-family dwelling with detached garage built in 1953.
- The lot measures 66 feet (20.0 metres) wide by 120 feet (36.6 metres) deep.
- The subject site is accessed by a concrete rear public lane.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the "Established Neighbourhoods – Mature Communities" policy area.
- The property is zoned "R1-M" (Residential Single-Family – Medium) district.



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

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Rear public lane, then 626, 622, 620, and 618 Melrose Avenue West – single-family dwelling uses zoned "R1-M" (Residential Single-Family – Medium)

East: 617 Pandora Avenue West – a one-storey two-family dwelling use zoned "R1-M" (Residential Single-Family – Medium)

South: Active Transportation (AT) pathway, then Pandora Avenue West, then 711 Kernaghan Avenue – an industrial light manufacturing use zoned "M2" (Manufacturing – General)

West: 625 Pandora Avenue West – a one-storey single-family dwelling use zoned "R1-M" (Residential Single-Family – Medium)

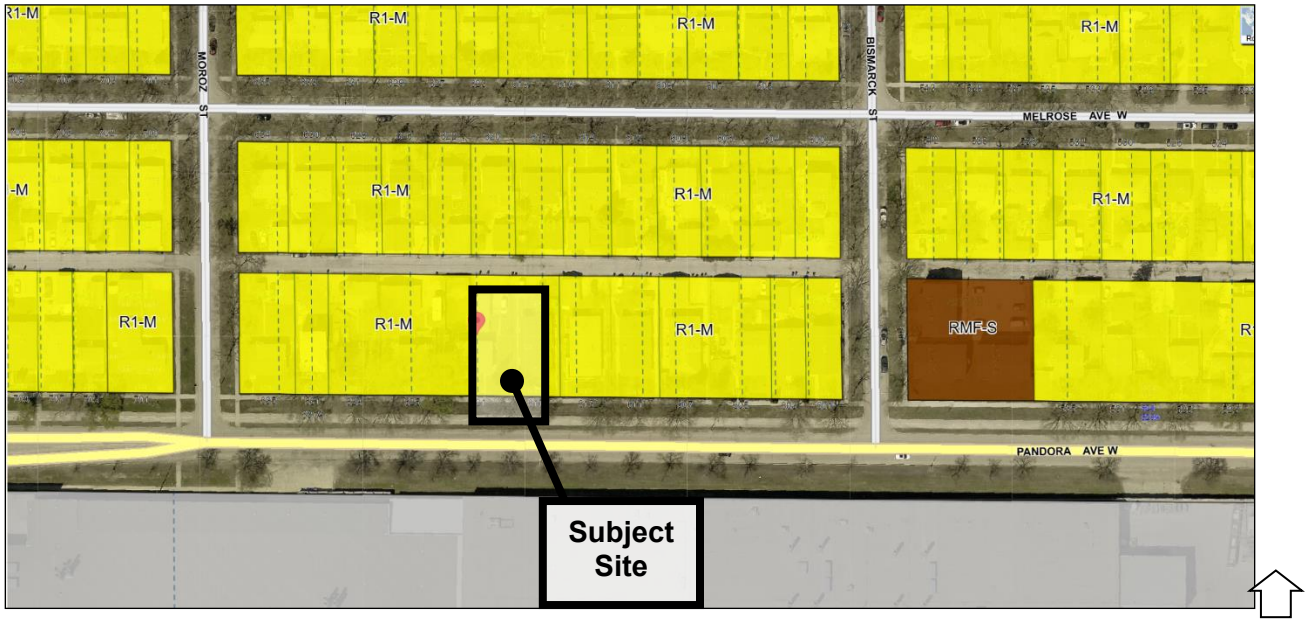


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant proposes to consolidate and rezone the subject property from "R1-M" (Residential Single-Family – Medium) to "R2" (Residential Two-Family) to construct a new eight (8) unit multi-family dwelling.
- The existing one-storey single-family dwelling with detached garage on the subject site will be demolished.
- The proposed eight (8) unit multi-family dwelling is 50 feet (15.24 metres) in width and 67 feet (20.42 metres) in depth. The proposed lot coverage is 42%.
- The proposed density is 989 square feet (91.88 square metres) per dwelling unit.
- The building height is approximately 26 feet (7.92 metres) with a flat roof.
- The front yard setback is 25 feet (7.62 square metres). The rear yard setback is 28 feet (8.53 square metres. The east and west side yard setbacks are 8 feet (2.44 metres), respectively.
- The one-bedroom units are 605-640 square feet (56-59 square metres), and the two-bedroom units are 850-940 square feet (79-87 square metres) in living area, respectively.

- The front building façade materials include grey EFIS, brick textured EFIS or similar, and wood panel.
- The plans show four (4) trees (Birch, Maple, and Juniper) and 18 shrubs.
- Access to the site is via the rear paved public lane.
- There are seven (7) vehicle parking spaces, of which one (1) is accessible and one (1) is for guest parking. There are four (4) bicycle parking spaces.
- The garbage and recycling carts are located along the west side property line within a 4-sided enclosure and the applicant confirmed the development will use private collection.
- Each unit has either a ground floor balcony or a second storey balcony outdoor amenity space.
- The proposal also requires a Conditional Use application to permit a multi-family dwelling in the proposed "R2" zoning (**see Report for DCU 25-154594/D**) and a Variance application for parking related Variances (**see Report for DAV 25-154596/D**).

ANALYSIS AND ISSUES

COLLABORATIVE PLANNING AND CONSULTATION

With the Public Service

- The applicant did not engage with the Urban Planning and Design Division prior to submitting an application.

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 one of four direction strategies supporting *OurWinnipeg 2045*, the city's long-range development plan, and has statutory authority as a secondary plan. The Strategy guides land use and development in Winnipeg.
- The subject properties are in an "Established Neighbourhood – Mature Communities" policy area of *CCDS 2.0*. Applicable goals and policies include:

D1: Established Neighbourhoods

- ***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.*

- *1.6 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 ability to make the required upgrades necessary to accommodate a proposed development.*

- Although the development will help increase the population within established neighbourhoods and provide housing options, the proposed eight (8) unit multi-family dwelling ***is not*** sensitive or complementary to the existing context. Of note, there is no precedent of multi-family dwellings on the block, only single-family and two-family dwellings. The proposed density of 989 square feet (91.88 square metres) per dwelling unit is 3-8 times higher than other residences on the block.
- ***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 façade 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 aesthetics of the street and neighbourhood.*
  - *2.12 New developments should respect and complement the existing character of the built form of surrounding properties.*
  - *2.14 Avoid buildings that create long blank walls facing public streets.*
  - *2.15 Encourage the use of architectural features to articulate building walls in order to mitigate the impact of new building mass.*
  - *2.21 Site design should take cues from the character of the neighbourhood or street and should mitigate the potential for land use conflict with adjacent properties that have different scales, densities and uses. Parking location (motor vehicle and bicycle),*

vehicular access, servicing elements, building placement and landscaping treatment will be important design elements to ensure context-sensitive design.

- *2.22 Create or reinforce compact, pedestrian-oriented urban development patterns by ensuring the siting, form and scale of new development has a strong relationship to the street, public spaces and amenities in a way that is consistent with neighbourhood context.*

- Although the new development incorporates high-quality materials and a diversity of architectural features, the site design and building design ***are inconsistent*** with policies in *Complete Communities Direction Strategy 2.0* pertaining to a high standard of urban design. Notably, the building length, flat roof, lack of front door entrances for each unit, and two-storey building height are uncharacteristic of the residential dwellings on the block in both scale, density, and pedestrian orientation and poses potential land use conflict with adjacent properties.

<u>SMALL-SCALE AND LOW-RISE RESIDENTIAL DEVELOPMENT GUIDELINES FOR MATURE COMMUNITIES</u>

- The *Small Scale and Low-Rise Residential Development Guidelines for Mature Communities* (Infill Guidelines) help determine what are appropriate designs for smaller scale residential buildings in their local context.
- The *Infill Guidelines* include two major components that work together to create opportunities for residential intensification in mature communities that mitigate massing impacts on nearby lower-density properties and to mitigate potential land use conflicts between buildings of different scale and intensity.
  - The first is a "Preferred Location Criteria" that establishes the lot characteristics enabling specific building typologies.
  - The second component is "Site Design" and "Building Design" guidelines that regulate the physical characteristics of any proposed building(s).

Preferred Location Criteria

- The proposed development ***does not*** meet Scenario 1 or 2 of the "Preferred Location Criteria" for a townhouse or low-rise multi-unit residential development in Area 1:
  - Scenario 1
    - on sites where the rear yard abuts a lane;
    - on sites located within 1,312 feet (400 metres) of the Primary Transit Network or rapid transit station; and
    - where the property abuts an arterial street; or
  - Scenario 2
    - on sites where the rear yard abuts a lane;
    - on sites located within 1,312 feet (400 metres) of the Primary Transit Network or rapid transit station; and
    - where two or more of the following conditions are met:
      - on corner lots (including internal corner lot);
      - on sites where a lane separates the rear yard from a commercial, multi-unit residential or non-residential use; or
      - on sites where at least one side yard abuts a commercial, multi-unit residential or non-residential use

- The “Preferred Location Criteria” only supports up to a 3-unit dwelling here. Of note, this application was submitted prior to recent *Winnipeg Zoning By-law* amendments (under Schedule AC) that came into force and effect on June 26, 2025. If this application was submitted on or after this date, the site would meet as-of-right development for a fourplex.

Site Design

- The proposed development ***does not*** meet all the applicable “Site Design” guidelines, including:

  Rear Yard
  - For properties on a collector road, the minimum rear yard setback should be 30% of the lot depth (36 feet) or the average rear yard setback (45 feet) of abutting properties (617 Pandora Avenue West is about 40 feet and 625 Pandora Avenue West is about 70 feet) less 10 feet whichever is less. Thus, the rear yard setback should be at least 36 feet; the proposed rear yard setback is about 28 feet.
  - The proposal’s rear yard setback ***is not*** contextually sensitive to adjacent properties and ***is not*** consistent with the block.

  Parking
  - Until recent *Winnipeg Zoning By-law* amendments, the required parking under the *Infill Guidelines* was reduced to 1.2 from 1.5 parking spaces per dwelling unit. It is now 1 parking space per dwelling unit for this site.
  - The proposed development ***does not*** meet the 1:1 parking ratio and poses potential negative impacts as there are no parking and timed parking restrictions on Pandora Avenue West.

Building Design

- The proposed development ***does not*** meet all the applicable “Building Design” guidelines including:

  Roof Pitch
  - The proposal uses a flat roof. The rooflines on the block are primarily gable or hip rooflines for residential developments.
  - The roofline ***is not*** complimentary or taking cues from the architectural character of the surrounding properties and block.

  Entrances
  - Although it is not uncommon to have side yard entrances on this block of Pandora Avenue West, it should be noted these entrances are for low density two-unit dwellings and are ground floor unit entrances.
  - The proposed 8-unit multi-family dwelling has six (6) of eight (8) individual entrances accessed via the side yard.
  - Two (2) of the four (4) ground floor unit entrances *do not* face adjacent streets.
  - The units located on the upper floors *are not* accessed via a consolidated residential lobby and interior corridors.
  - Two (2) of the second storey units and two (2) of the ground floor units *do not* incorporate weather protection over the entrances.
  - The entrances ***are not*** pedestrian oriented and ***do not*** contribute positively to the public realm.

  Privacy

- The building length of 67 feet (20.42 metres), and in relationship to the "Site Design" not meeting the rear yard (**see above**), is not the predominant pattern of the street and its immediate neighbours and thus poses privacy impacts.
- The second storey side yard entrances/balconies towards the back of the building massing are not located close to grade in order to minimize potential privacy concerns for abutting properties and there is no screening provided on these second storey side yard entrances.
- The design of the building, entrances, and balconies ***does not*** respect the privacy of abutting properties.

ADDITIONAL CONSIDERATIONS

Variances

- A Variance application is required for insufficient parking spaces and no buffering of a parking area to establish the proposed 8-unit multi-family dwelling (**see Report for DAV 25-154596/D**).
- The Report recommends ***rejection*** of the Variance application.

Conditional Use

- A Conditional Use is required to permit a multi-family dwelling in the "R2" (Residential Two-Family) zoning district (**see Report for DCU 25-154594/D**).
- The Report recommends ***rejection*** of the Conditional Use application.

Site Servicing

- An Administrative Coordinating Group (ACG) Report (**see Schedule "B**") is associated with this Development Application.
- The Water and Waste Department (WWD) has advised there is adequate servicing to support the proposed land use.

ALTERNATIVES

- The HAF Schedule AC *Zoning By-law* changes permit up to a fourplex on the subject property as-of-right. A fourplex would not require a Subdivision and Rezoning, a parking Variance, or Conditional Use approval under the current "R1-M" zoning district. The Urban Planning and Design Division supports a fourplex on the subject property and believes this is the appropriate level of density for this mid-block location.

- Alternatively, the owner has the option to subdivide the property into two lots and to develop two (2) duplexes - up to four (4) units total across the two (2) newly created lots. This option similarly would not require a Subdivision and Rezoning, parking Variance, or Conditional Use. The Urban Planning and Design Division also supports two (2) duplexes.

RECOMMENDATION

The Urban Planning and Design Division recommends **rejection** of the Subdivision and Rezoning application for the following reasons:

- The application is inconsistent with policies and design guidelines in *OurWinnipeg 2045*, *Complete Communities Direction Strategy 2.0,* and the *Infill Guidelines.*

- The proposed scale and residential intensity introduce a new precedent on the block and neighbourhood that is neither context-sensitive nor compatible with adjacent land uses.
- The design of the eight (8) unit multi-family dwelling does not mitigate land use conflicts and massing impacts on the nearby lower-density dwellings.

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

Report Prepared by: Choi Ho, RPP, MCIP
PPD File #: DASZ 14/2025

SCHEDULE C

File DASZ 14/2025, East Kildonan-Transcona Community Committee, August 8, 2025

By-Law No. _____

File No. **DASZ 14/2025**

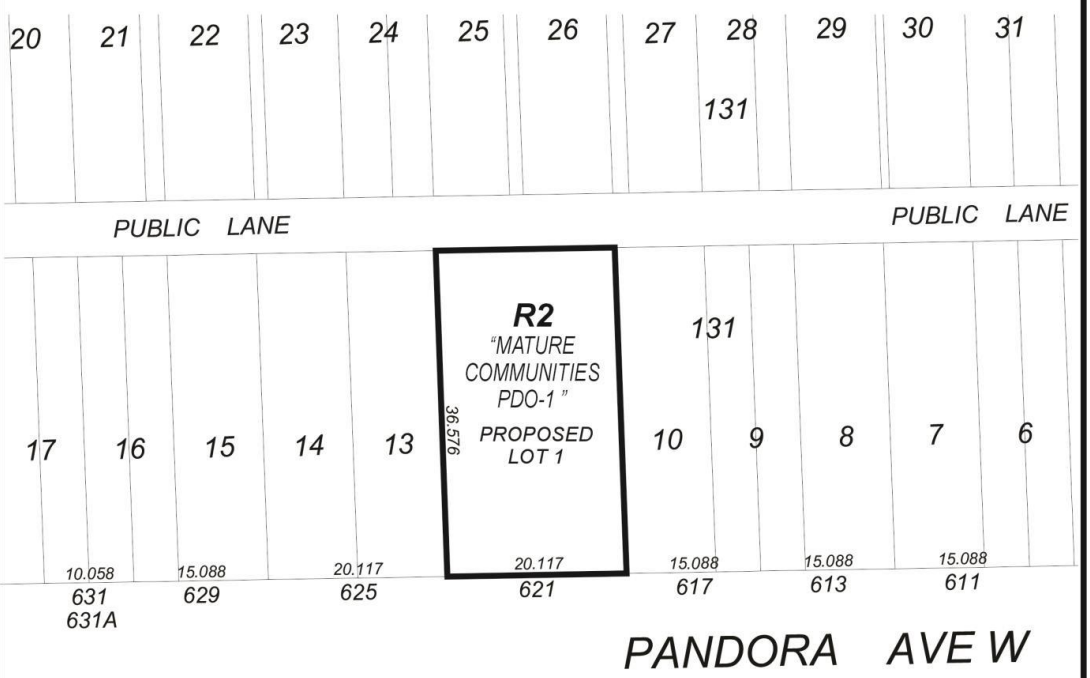
Atlas Sheet No. **Z33**

N

EAST KILDONAN TRANSCONA 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 621 Pandora Avenue West from an "R1-M MATURE COMMUNITIES PDO-1" RESIDENTIAL SINGLE-FAMILY (MEDIUM) DISTRICT to an "R2 MATURE COMMUNITIES PDO-1" RESIDENTIAL TWO-FAMILY DISTRICT to facilitate the consolidation of lands and 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 14/2025



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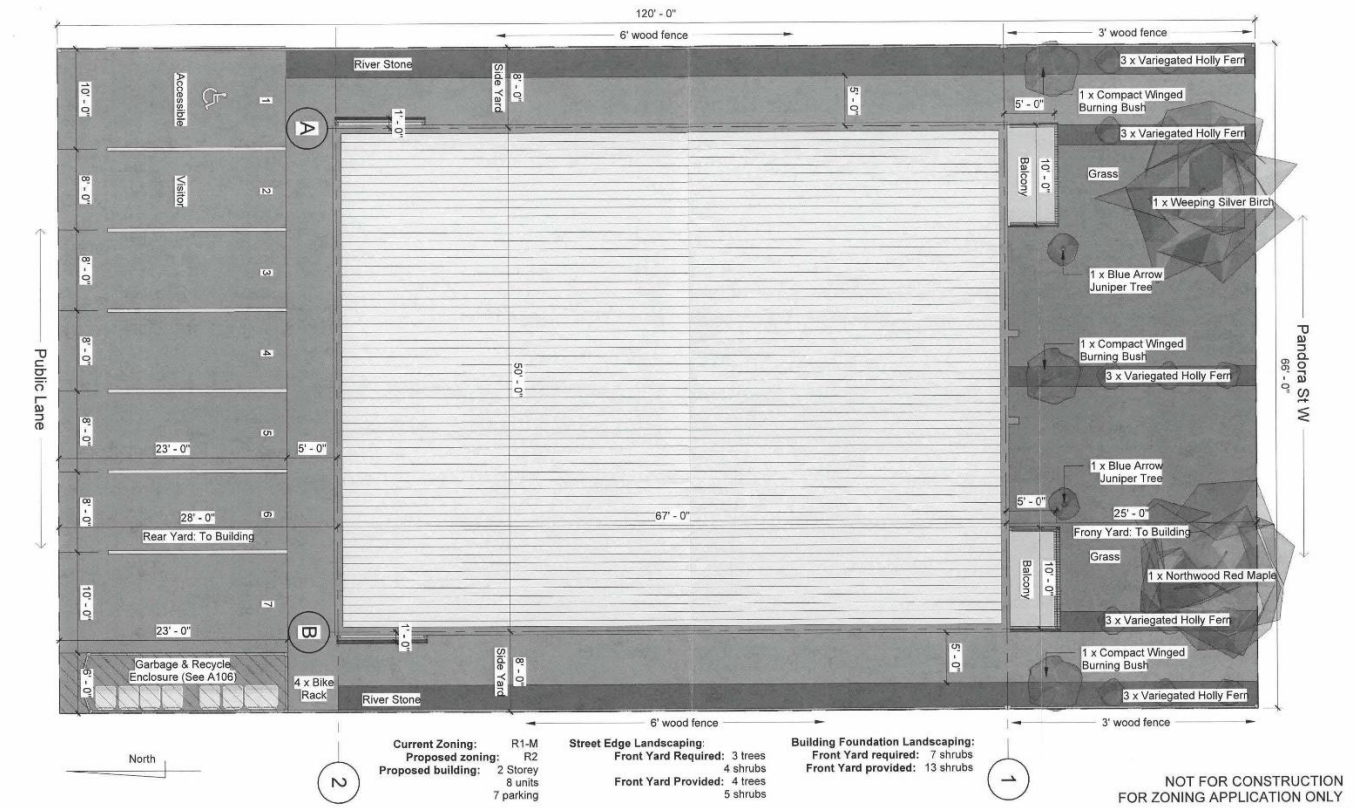

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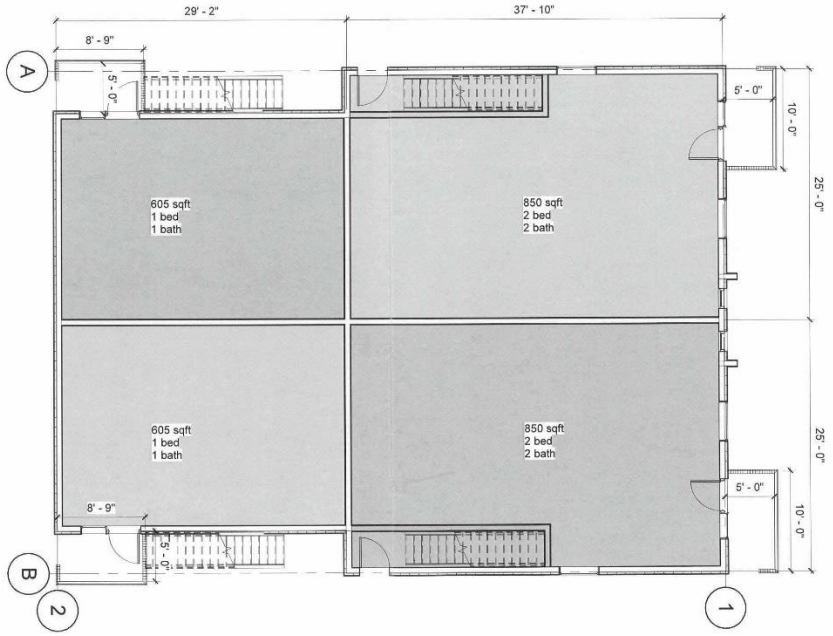
621 Pandora W.	Drawn by:	DM	Scale: 1/8" = 1'-0"
Site & Landscape Plan	Date:	2025-05-12 8:46:12 AM	Page Number: A100



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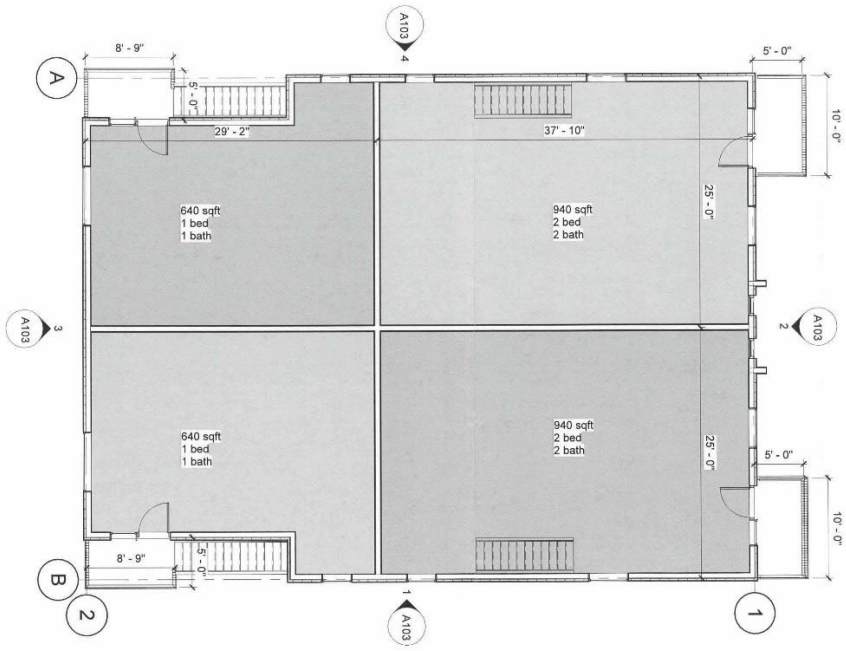

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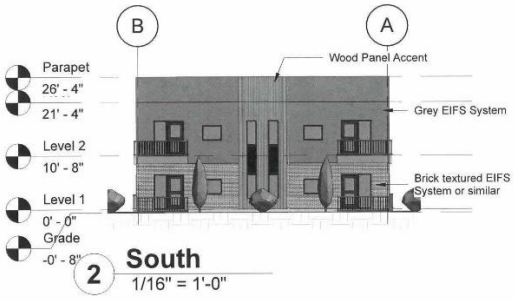
		2nd Floor	**Date:**	2025-05-12 8:46:12 AM	**Page Number:** A102



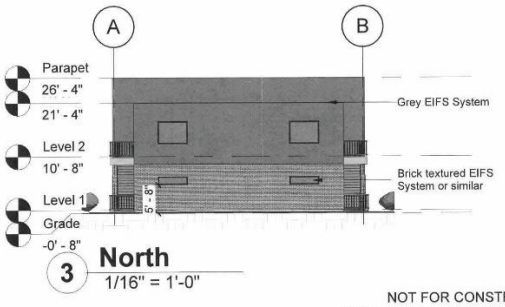
1 **West**
1/16" = 1'-0"



2 **South**
1/16" = 1'-0"



4 **East**
1/16" = 1'-0"



3 **North**
1/16" = 1'-0"

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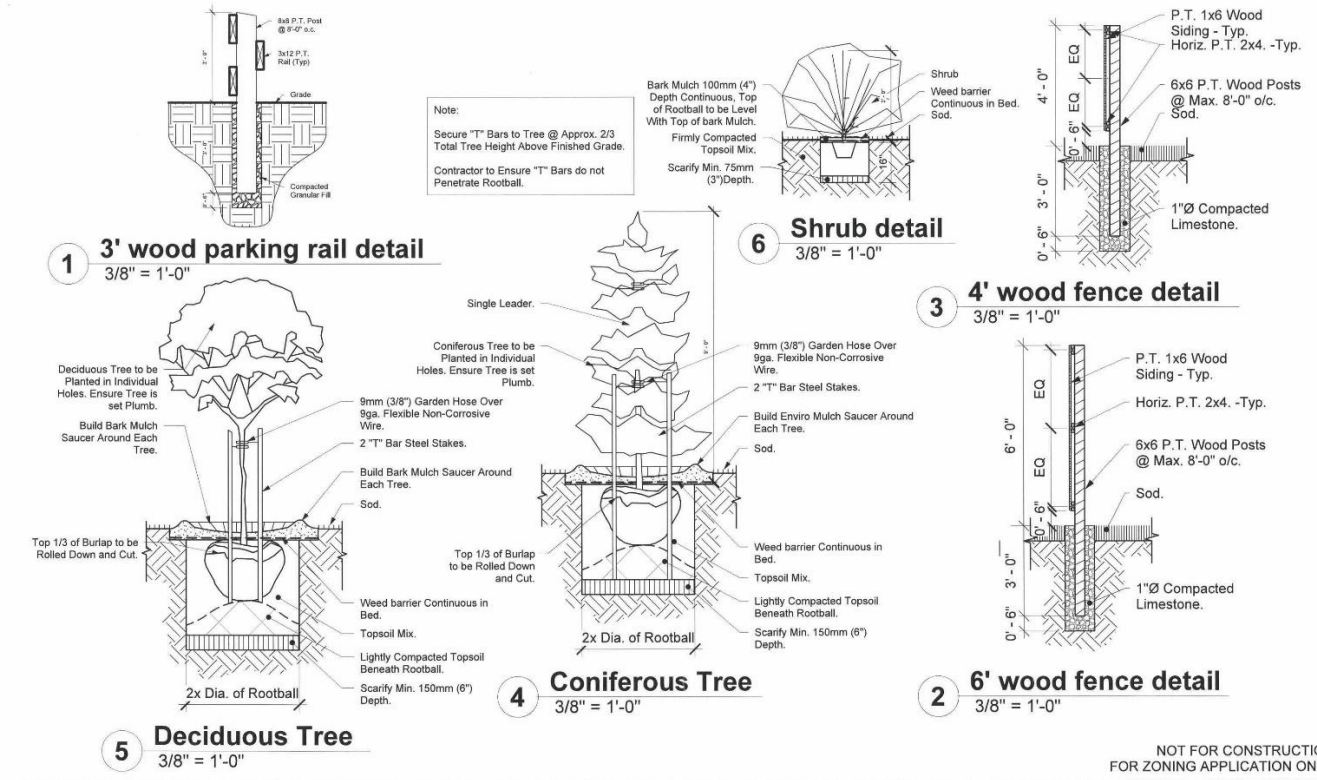
		Elevations	**Date:**	2025-05-12 8:48:14 AM	**Page Number:** A103



1 3' wood parking rail detail
3/8" = 1'-0"

6 Shrub detail
3/8" = 1'-0"

3 4' wood fence detail
3/8" = 1'-0"

5 Deciduous Tree
3/8" = 1'-0"

4 Coniferous Tree
3/8" = 1'-0"

2 6' wood fence detail
3/8" = 1'-0"

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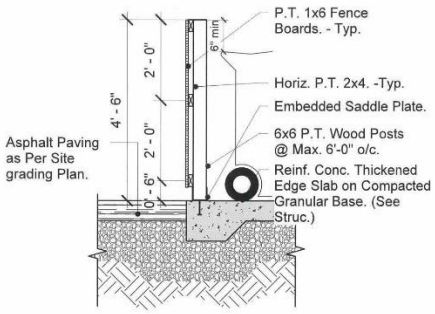
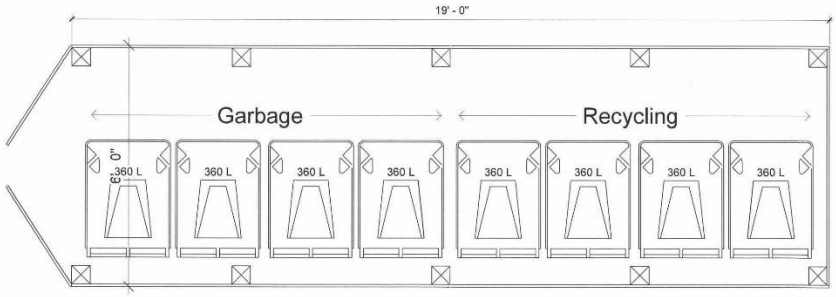


1 Garbage Enclosure Fence Detail

1/2" = 1'-0"



2 Garbage Enclosure Plan

1/2" = 1'-0"

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