Minute No. 469
Minutes – Council – September 25, 2025

Report – Executive Policy Committee – September 16, 2025

Item No. 12 Rezoning – 105 Clarke Street
(Fort Rouge-East Fort Garry Ward)
File DAZ 212/2025 [c/r DAV 152386/2025D]

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMF-L" Residential Multi-Family (Large) District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated September 5, 2025 and attached as Schedule "B" to this report.

2. That, in lieu of the dedication of land, the developer shall provide a cash payment representing ten percent 10% of the planned area value of the Development Application (the "Dedication Fee"), as determined by the City's Director of Planning, Property and Development.

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

4. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 212/2025 (collectively, 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 consideration for second and third reading.

5. That Development Application No. DAZ 212/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not 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.

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

Report – Executive Policy Committee – September 16, 2025

DECISION MAKING HISTORY:

Moved by His Worship Mayor Gillingham,
That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 16, 2025, the Executive Policy Committee concurred in the recommendation of the City Centre Community Committee and submitted the matter to Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 5, 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

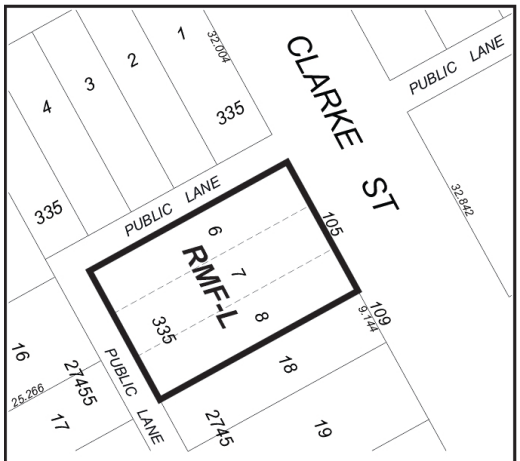
File: DAZ 212/2025

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

Public Hearing: September 5, 2025
Council Building, 510 Main Street

Applicant: Thorwin Properties (Daria Powell)

Subject:



APPLICANT: Thorwin Properties (Daria Powell)
FILE: DAZ 212/2025
PROPOSAL: To rezone the land shown outlined above from an "RMF-M" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT to an "RMF-L" RESIDENTIAL MULTI-FAMILY (LARGE) DISTRICT to allow additional dwelling units in an existing multi-family building. **For information, phone I. Stonehouse, Planner at 204-986-5290**

Premises Affected: 105 Clarke Street

For submission to: Executive Policy Committee

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

Report date: September 8, 2025

Community Committee Recommendation:

On September 5, 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 Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an "RMF-L" Residential Multi-Family (Large) District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated September 5, 2025 and attached as Schedule "B" to this report.

2. That, in lieu of the dedication of land, the developer shall provide a cash payment representing ten percent 10% of the planned area value of the Development Application (the "Dedication Fee"), as determined by the City's Director of Planning, Property and Development.

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

4. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 212/2025 (collectively, 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 consideration for second and third reading.

5. That Development Application No. DAZ 212/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not 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.

6. 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. Thorwin Properties is taking a great deal of expense and time to come into compliance with the by-law.

2. Two additional suites, I wish we could waive all costs to just get the density up in the building. So, I really appreciate them coming today. We've done a few of these.

3. I feel that it should be a little cheaper than it is, but I want to thank everyone for doing it, whether it's two or four suites that we've seen built into existing building.

4. I'm really appreciative that people go through the Priority Rezoning Process. I am very appreciative that they can do that and that they spend the money to do it. I want to recognize what they're doing.

5. Additional bike space is a bonus.

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 16, 2025 2. Notification of Public Hearing dated June 23, 2025 3. Manitoba Status of Title 2851532/1 4. Letter of authorization dated May 13, 2025 from 105 Clarke Ltd (Kristjan Thorkelson). to Thorwin Properties (Daria Powell) 5. Surveyor's Building Location Certificate and sketch dated April 3, 2001 6. Plans (6 pages) 7. Report from the Urban Planning Division dated August 12, 2025 8. Communication dated July 4, 2025, from Sean Rauch in support of the application 9. Communication dated July 4, 2025, from Daria Powell in support of the application 10. Inspection Report 11. Recording of Representations

REPRESENTATIONS:

In Support:

Daria Powell
Sean Rauch

In Opposition:

Nil

For Information:

Nil

For the City:

D. Chyz-Lund, District Planner, Planning, Property and Development Department
I. Stonehouse, Planner, Planning Property and Development Department

Exhibit “7” referred to in File DAZ 212/2025

ADMINISTRATIVE REPORT

Title: DAZ 212/2025 – 105 Clarke St

Issue: For consideration of an application to rezone the subject property from “RMF-M” Residential Multi-Family - Medium District to “RMF-L” Residential Multi-Family - Large District to allow for adding two units to an existing 22-unit multiple family residential building.

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

AUTHORIZATION

Author	Department Head	CFO	CAO
I. Stonehouse, MCP	n/a	n/a	

RECOMMENDATIONS

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land to an “RMF-L” Residential Multi-Family (Large) District in accordance with the proposed by-law attached as Appendix “A” to this report and as shown on the map dated September 5, 2025 and attached as Schedule “B” to this report.
2. That, in lieu of the dedication of land, the developer shall provide a cash payment representing ten percent 10% of the planned area value of the Development Application (the “Dedication Fee”), as determined by the City’s Director of Planning, Property and Development.
3. 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 recommendation 1 (the “By-law”) and bring same directly to Council by way of communication for first reading.
4. That, upon instruction from the Director of Planning, Property and Development that the developer has paid all fees, charges or other amounts due in respect of DAZ 212/2025 (collectively, 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 consideration for second and third reading.
5. That Development Application No. DAZ 212/2025 will be deemed to be concluded and all approvals in connection with same will expire if the developer has not 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.

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

REASON FOR THE REPORT

- The applicant is proposing to rezone the property from “RMF-M” Residential Single-Family - Medium District to “RMF-L” Residential Multi-Family - Large District to allow for adding two units to an existing 22-unit multiple family residential building.
- 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 subject property will be rezoned from “RMF-M” Residential Multi-Family - Medium District to “RMF-L” Residential Multi-Family - Large District.

List of Schedules and Appendices

Schedule A	Planning Discussion
Schedule B	Recommended File No. DAZ 212/2025 City Centre Community Committee, dated September 5, 2025
Appendix A	Proposed By-law

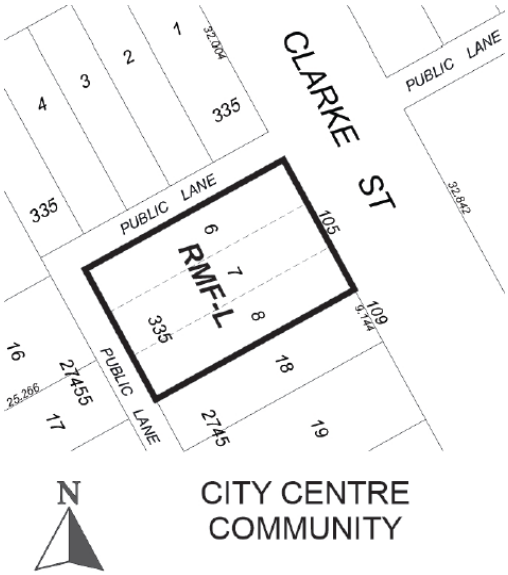
SCHEDULE 'A' - Planning Discussion

FILE/APPLICANT DETAILS

FILE: **DAZ 212/2025**
RELATED FILES: DAV 25-152386\D
COMMUNITY: City Centre Committee
NEIGHBOURHOOD #: 1.111 – (RIVER-OSBORNE)

SUBJECT: To rezone the subject property from "RMF-M" Residential Multi-Family - Medium District to "RMF-L" Residential Multi-Family - Large District.

LOCATION: 105 Clarke Street



APPLICANT: Daria Powell (Thorwin Properties)
1274 Archibald St
Winnipeg, MB R3L 0G7

OWNER: Quadvest Group Inc.
10 Donald Street
Winnipeg, MB R2J 0Z3

RECOMMENDATION: Approval with conditions

SITE DESCRIPTION

- The subject site is located on the east side of Clarke St, in the River-Osborne neighbourhood of the Fort Rouge - East Fort Garry ward.
- The subject site is 8,648 square feet in area and is currently occupied by a multi-family apartment building built in 1912 (Manitoba Historical Society, 2022).
- The subject site is accessed by a paved back lane (concrete).
- The subject site is located within an "Established Neighbourhood – Mature Community" under the *Complete Communities Direction Strategy 2.0*. The property is currently zoned "RMF-M" Residential Multi-Family – Medium, and the applicant has proposed a rezoning to "RMF-L" Residential Multi-Family – Large.
- The subject site is also located within an area covered by the *Osborne Village Neighbourhood Plan*. The property is designated under the Local Area Plan as "Village Medium Density Residential."

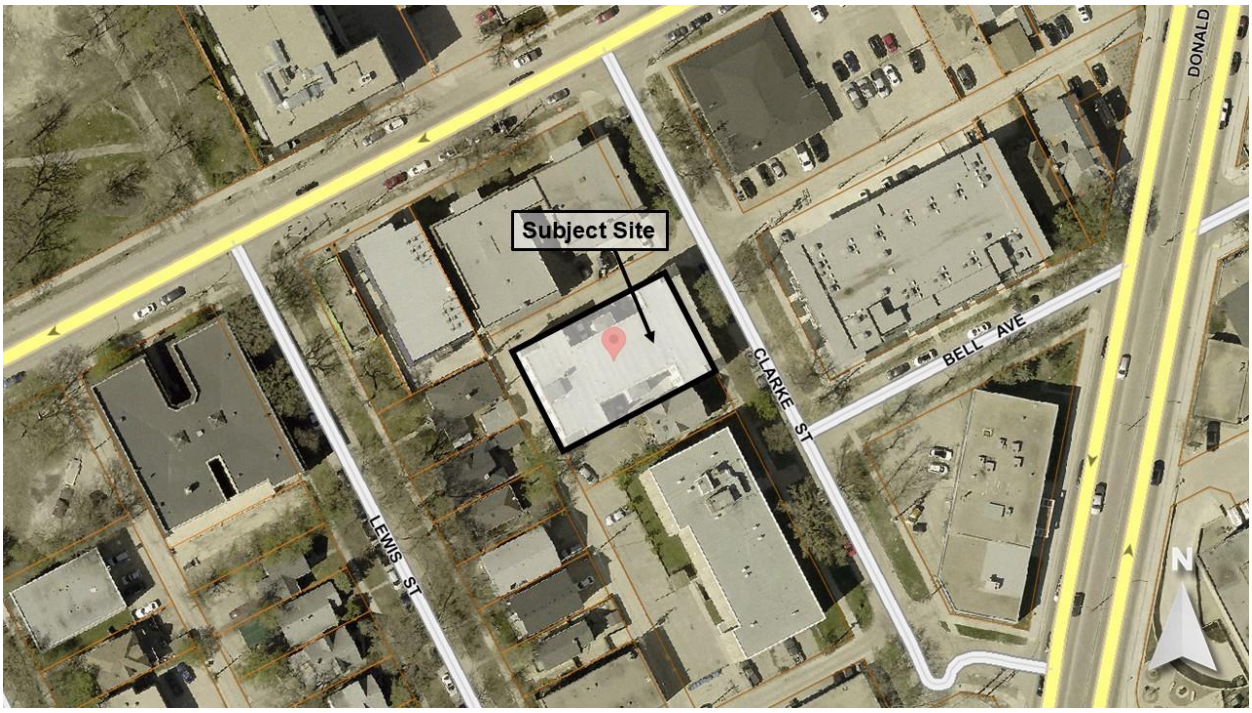


Figure 1: Aerial photo of subject site and surrounding area.

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Rear lane, then a 27-unit apartment building zoned "RMF-M" Residential Multi-Family - Medium. Several apartment buildings are also present north of River Avenue zoned "RMF-M" and "RMF-L" Residential Multi-Family - Large.

South: A duplex dwelling and 50-unit apartment building zoned "RMF-M" Residential Multi-Family - Medium.

East: Clarke Steet, then a mix of commercial and residential buildings zoned "RMU" Residential - Mixed Use and "C2" Commercial - Community.

West: Rear lane, then a mix of single-, two-, and multi-family residential buildings zoned “R2” Residential - Two-Family and “RMF-L” Residential Multi-Family - Large.

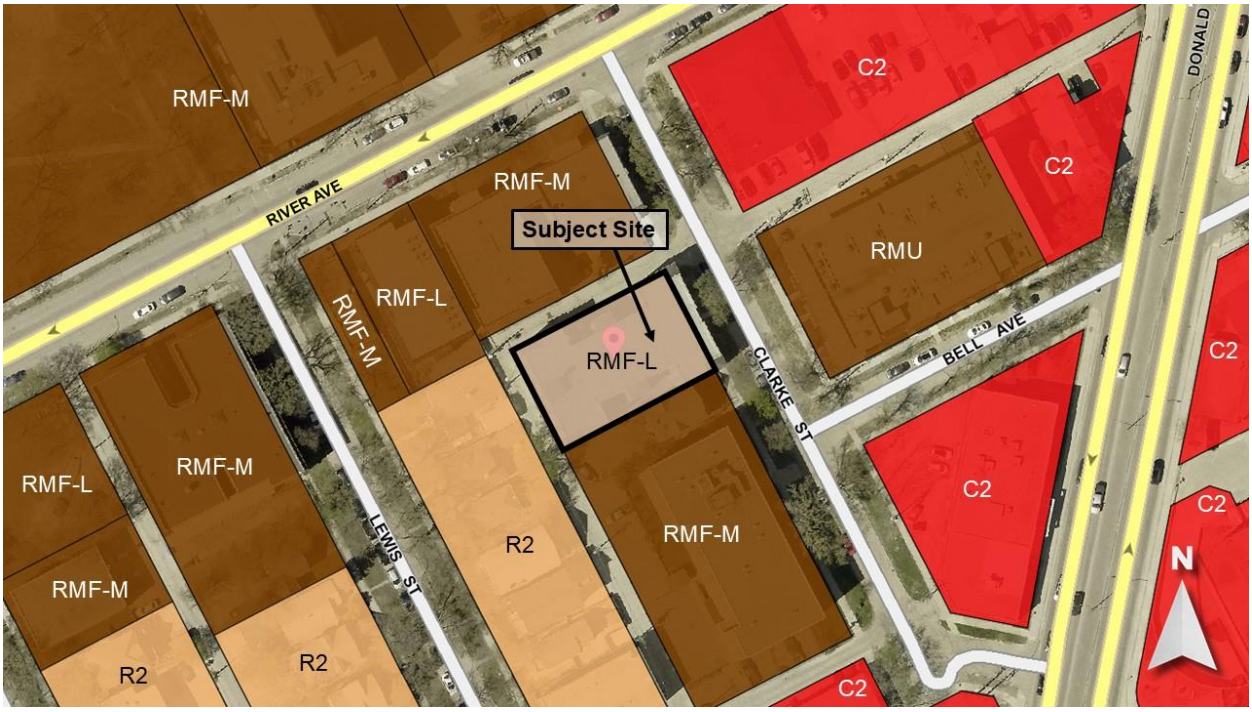


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to rezone from “RMF-M” Residential Multi-Family - Medium District to “RMF-L” Residential Multi-Family - Large District.
- No changes to the exterior of the building are proposed.
- The total proposed density is 360 square feet of lot area per dwelling unit.
- Vehicle access to the property is provided via the public lane accessed from Wentworth Street and Stafford Street. There are no existing or proposed parking spaces.
- 12 indoor bicycle parking spaces will be provided.
- The proposed development also requires variances for lot area, density, yards, landscaping, and parking requirements (see associated variance application and planner’s report for DAV 25-152386\D).

COLLABORATIVE PLANNING and CONSULTATION

With the Urban Planning and Design Division

The applicant engaged the Urban Planning and Design Division for preliminary discussions prior to making a formal application. The Division expressed preliminary support for the application subject to the addition of secure, indoor bicycle parking. The submitted basement floor plan confirms the addition of indoor bicycle parking as part of this expansion and is listed as a condition as part of the associated Variance application (DAV 25-152386\D).

With the Public

The applicant did not include signatures of support in their application.

ANALYSIS AND ISSUES

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

CCDS 2.0 is one of four direction strategies supporting *OurWinnipeg*, 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 property is located in an Established Neighbourhood designated as a "Mature Community" as outlined in *CCDS 2.0.*
- The Vision for Established Neighbourhoods is for them 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.
- Goal 1 states "encourage compatible residential development within Established Neighbourhoods to build more *Complete Communities* and align with the City's residential intensification target."
- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:

  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.

  1.5 Support up to mid-rise residential development in Established Neighbourhoods that is compatible with neighbourhood context.
- *CCDS 2.0* states Mature Communities "present some of the best opportunities to accommodate infill development, to increase housing choice and to maximize the use of existing infrastructure."
- Goal 3 states *"ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs."*
- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:

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

The subject proposal aligns with the above applicable policies for Mature Communities for the following reasons:

  - The development will help achieve residential intensification targets, including that a minimum of 50% of all new dwelling units be accommodated in the intensification target area of the City, by supporting a gentle increase in density that keeps within the existing building footprint;
  - The development will positively contribute to the surrounding neighbourhood by providing additional housing options;

- By adding density to an existing building, the proposed development will better utilize existing infrastructure including the street network, water and sewer service capacity and city services such as library, recreation and education.

Osborne Village Neighbourhood Plan

- The *Osborne Village Neighbourhood Plan* provides policies for development in the Osborne Village neighbourhood and has statutory authority as a secondary plan. The *Neighbourhood Plan* is made up of specified designations that respect the existing development patterns in place, and provide opportunities for future growth.

- The proposed development is compatible with the surrounding context and meets the intention of the "Medium Density Residential" designation in the *Neighbourhood Plan*, which has the following policy relevant to this application:

    - ***4.1.3.A*** *Encourage a mixture of single-family homes, duplexes, townhouses, and multiple-family buildings.*

City of Winnipeg Zoning By-Law 200/2006

- The "RMF-L" zoning district is the most suitable zoning district to accommodate the proposed development for the following reasons:

    - The current "RMF-M" zone has a lot area per dwelling unit requirement of 800 square feet, which is significantly less dense than the proposed 360 square feet of lot area per dwelling unit.

    - Per Policy 31(4)(iv) of the Development Procedures By-Law, a density regulation or rule in a zoning by-law can only be modified by more than 10% when "the density meets the minimum lot area per dwelling unit requirements of the Residential Multi-Family (Large) zoning district where the proposed development is multi-family residential." Since the proposed development surpasses the lot area per dwelling unit requirement of the RMF-L zoning district, a rezoning is required to accommodate the additional two units.

CONSISTENCY WITH SURROUNDING NEIGHBOURHOOD

As noted above, the subject site is located within an "Established Neighbourhood – Mature Community" policy area under the *Complete Communities Direction Strategy 2.0* and within a "Medium Density Residential" policy area of the *Osborne Village Neighbourhood Plan*, where medium-density, pedestrian-oriented residential development is generally supported, where there is the presence of a public lane, and where there is access to quality transit. In the case of the subject site, it is a mid-block lot located on a street where there are existing multi-family buildings. It is also worth noting that, similar to the subject site, there are several "RMF-L" lots in the immediate vicinity with substandard lot areas, including 247 and 320 River. Most notably, 290 River is zoned "RMF-L" and has a lot area of 6,666 square feet.

Given this observed compatibility, as well as the site's proximity to the new Primary Transit Network and commercial/employment amenities on Osborne Street (identified as an Urban Mixed Use Corridor in *CCDS 2.0*), the Urban Planning and Design Division believes that this

rezoning and subsequent addition of two units is consistent with the surrounding neighbourhood.

RECOMMENDATION

The Urban Planning and Design Division recommends **approval** for the following reasons:

- The development meets several of the intents and policies outlined in *OurWinnipeg 2045*, *CCDS 2.0*, and the *Osborne Village Neighbourhood Plan*.
- The proposal provides increased residential density with a total of two (2) new dwellings, which will help minimize the spatial use of land as well as help the City achieve its residential intensification target.
- The proposed development achieves an increased density without any modifications to the existing building height or footprint and is compatible with existing development in the area.
- The development provides the River-Osborne neighbourhood with additional housing options in a pedestrian-oriented, bikeable, transit-connected, services and amenity rich, mature neighbourhood.

REFERENCES

In preparing this report, the following source was referenced to confirm the construction date of the 105 Clarke multi-family building (Rozel Apartments): Manitoba Historical Society, 2022 (https://mhs.mb.ca/docs/sites/rozelapartments.shtml).

OURWINNIPEG 2045 POLICY ALIGNMENT

- City Building Objective 1: Responsibly plan, prioritize and accommodate growth in areas that best support *Complete Communities* principles, to achieve this Plan's sustainable development goals.
- City Building Objective 2: Integrate resilient land use, transportation and infrastructure planning, and investments.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

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 and Design Division
Prepared by	Isaiah Stonehouse, MCP
Date:	August 12, 2025
File No.	DAZ 212/2025

SCHEDULE B

File DAZ 212/2025, City Centre Community Committee, September 5, 2025

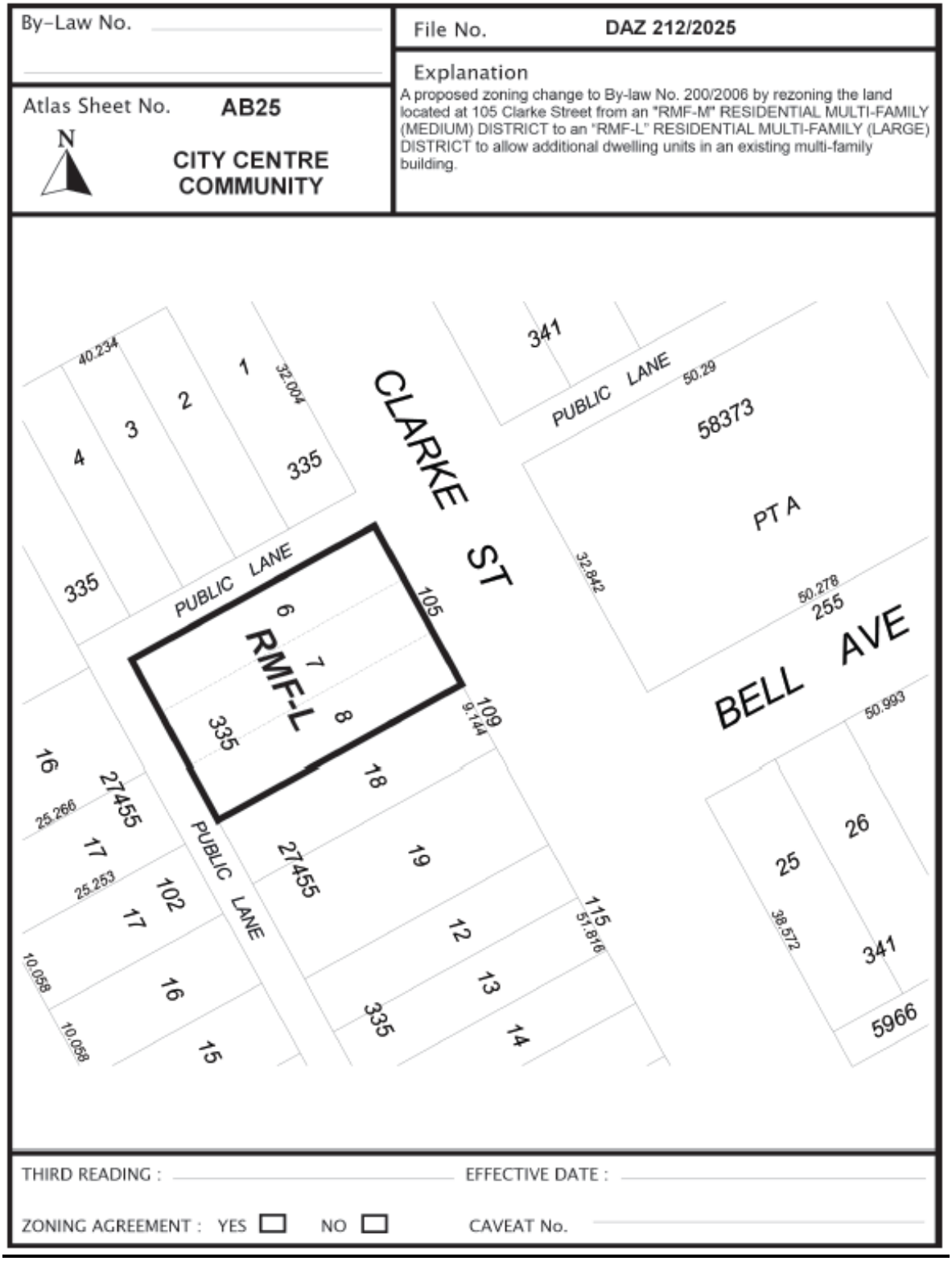
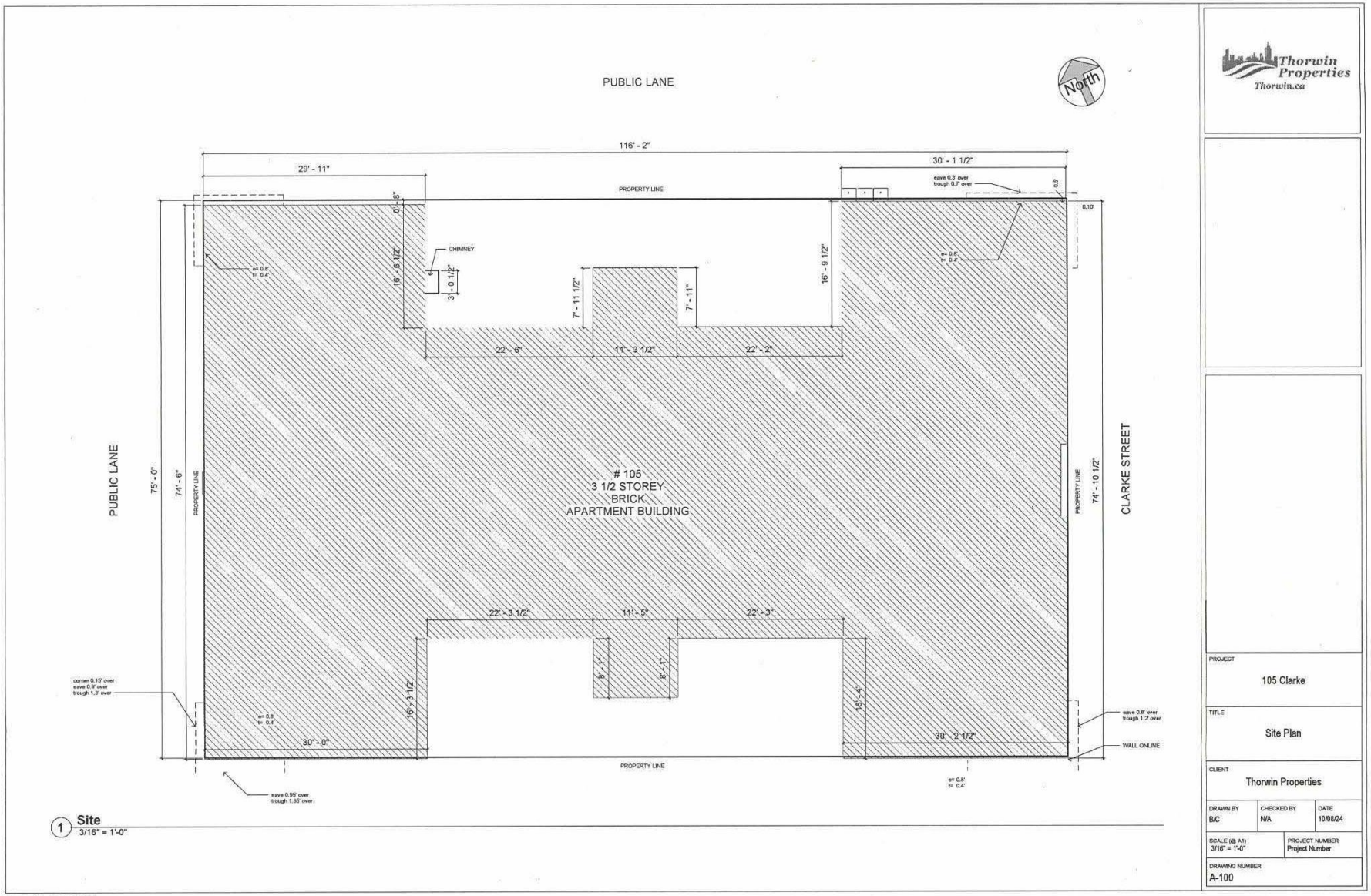
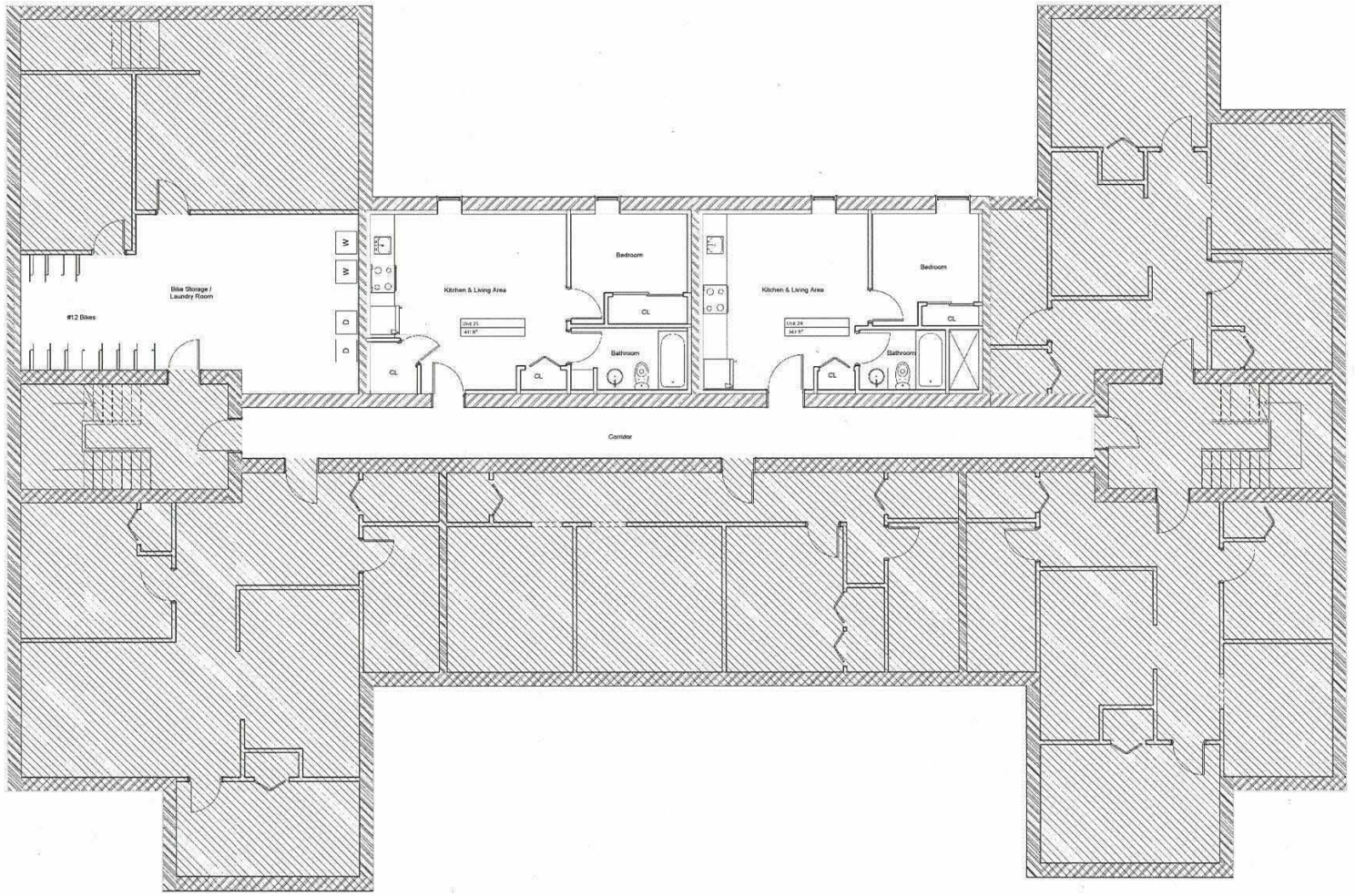


Exhibit “6” referred to in File DAZ 212/2025



Arch D - 24" X 36"



1 **Basement**
1/4" = 1'-0"

Thorwin Properties
Thorwin.ca

THIS DRAWING MUST NOT BE SCALED.

PROJECT
105 Clarke

TITLE
Basement

CLIENT
Thorwin Properties

DRAWN BY	CHECKED BY	DATE
BJC	N/A	07/29/24

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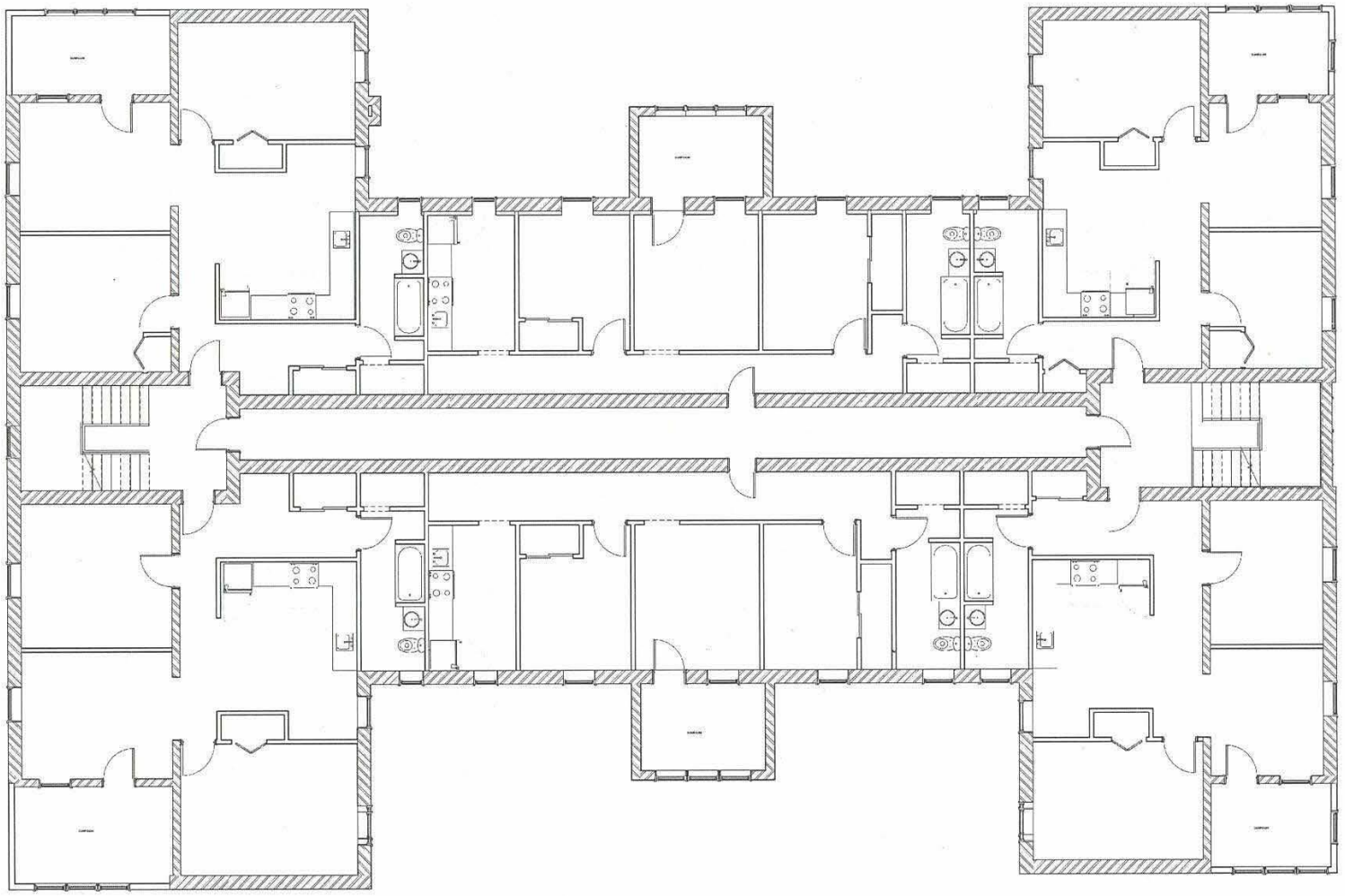

1 **Second & Third Floor**
1/4" = 1'-0"

Thorwin Properties
Thorwin.ca

PROJECT
105 Clarke

TITLE
Second & Third Floor

CLIENT
Thorwin Properties

DRAWN BY	CHECKED BY	DATE
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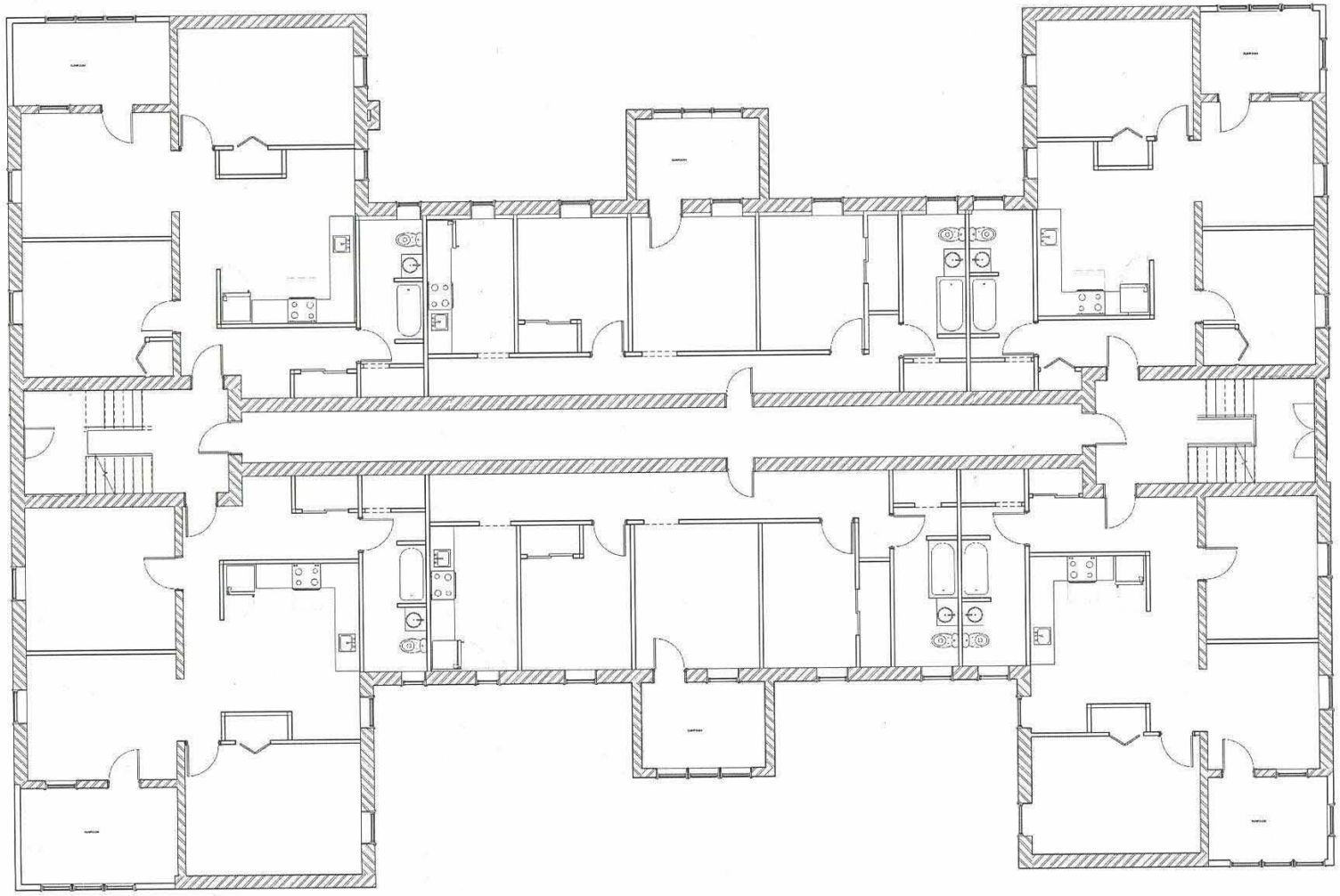

1 **Main Floor**
1/4" = 1'-0"

Thorwin Properties
Thorwin.ca

PROJECT
105 Clarke

TITLE
Main Floor

CLIENT
Thorwin Properties

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Arch D - 24" X 36"

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



2 **South**
3/16" = 1'-0"

Thorwin Properties
Thorwin.ca

PROJECT
105 Clarke

TITLE
Elevations North - South

CLIENT
Thorwin Properties

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Arch D - 24" X 36"



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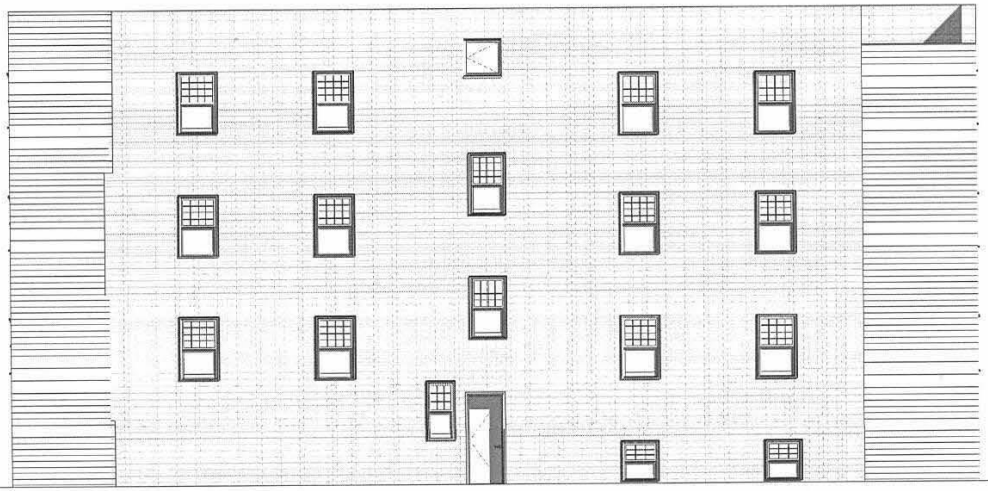

2 West
1/4" = 1'-0"

Arch D - 24" X 36"

Thorwin Properties
Thorwin.ca

PROJECT
105 Clarke

TITLE
Elevations East - West

CLIENT
Thorwin Properties

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