Agenda – City Centre Community Committee – January 5, 2026

PUBLIC HEARINGS

Item No. 2 Variance – 916 Warsaw Avenue
(River Heights-Fort Garry Ward)
File DAV 206277/2025D [c/r DASZ 38/2025]

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

The Urban Planning and Design Division recommends approval of the application to vary the "R1-M Mature Communities PDO-1" Use Regulations of the Winnipeg Zoning By-law No. 200/2006 for a temporary change of use for a period not to exceed 5 years to allow for the establishment of retail sales use.

To vary the proposed "C1 Mature Communities PDO-1" Development and Design Standards of Winnipeg Zoning By-law No. 200/2006 as follows:

1. for the construction of a commercial addition to permit:

    A. a west side yard of 4 feet (1.22 metres) instead of 10 feet (3.05 metres) landscaped yard adjacent to a residential zoning district;

2. for the establishment of an accessory parking area to permit

    A. parking directly off a lane instead of an aisle or driveway.

    B. insufficient buffering of a parking or loading area located within 20 feet (6.1 metres) of a side or rear lot line adjacent to a residential district;

Subject to the following condition(s):

1. That, if any variance granted by this order is not established within two (2) years of the date hereof, this order, in respect of that Variance shall terminate.

2. That, the 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 DASZ 38/2025.

File:	DAV 206277/2025D
Applicant:	Michael Butterworth
Premises Affected:	916 Warsaw Avenue
Legal Description:	LOT 21 PLAN 804 31/35 ST B LOT 96 PLAN 28051 31/32 ST B, hereinafter called "the land"
Property Zoned:	"R1-M Mature Communities PDO-1" (Residential Single-Family – Medium Mature Communities Planned Development Overlay -1 (District)) Proposed "C1 Mature Communities PDO-1" (Commercial Neighbourhood Mature Communities Planned Development Overlay – 1 (District))
Nature of Application:	To vary the "R1-M Mature Communities PDO-1" Use Regulations of the Winnipeg Zoning By-law No. 200/2006 for a temporary change of use for a period not to exceed 5 years to allow for the establishment of retail sales use. To vary the proposed "C1 Mature Communities PDO-1" Development and Design Standards of Winnipeg Zoning By-law No. 200/2006 as follows: 1. for the construction of a commercial addition to permit: A. a west side yard of 4 feet (1.22 metres) instead of 10 feet (3.05 metres) landscaped yard adjacent to a residential zoning district; 2. for the establishment of an accessory parking area to permit: A. parking direction off a lane instead of an aisle or driveway; B. insufficient buffering of a parking or loading area located within 20 feet (6.1 metres) of a side or rear lot line adjacent to a residential district.

Exhibits Filed:

1. Application dated October 24, 2025
2. Notification of Public Hearing dated December 19, 2025
3. Manitoba Status of Title 3325879/1
4. Letter of authorization dated February 17, 2025 from Blair Management Services Ltd. (Jennifer Delury and Ryan Delury) to Michael Butterworth
5. Confirmation from the Zoning and Permits Administrator that the subject property may be posted in substitution for newspaper advertising
6. Caveat 149401/1
7. Area to be Consolidated and Rezoned to C1 Zoning
8. Arborist Report dated June 20, 2025
9. Plans, Sheets 1 to 5 inclusive for File DAV 206277/2025D dated October 23, 2025
10. Report from the Urban Planning Division dated December 16, 2025
11. Inspection Report

The Winnipeg Public Service to advise that all statutory requirements with respect to this application have been complied with.

Moved by Councillor

That the report of the Winnipeg Public Service be taken as read.

Moved by Councillor

That the receipt of public representations be concluded.

Moved by Councillor

That in accordance with Subsection 247(3) of The City of Winnipeg Charter, the Variance,

(a) ☐ is consistent ☐ is not consistent
with Plan Winnipeg, and any applicable secondary plan;

(b) ☐ does not create ☐ does create
a substantial adverse effect on the amenities, use, safety and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;

(c) ☐ is ☐ is not
the minimum modification of a zoning by-law required to relieve the injurious effect of the zoning by-law on the applicant's property; and

(d) ☐ is ☐ is not
compatible with the area in which the property to be affected is situated.

Supporting Reasons:

Moved by Councillor

That the recommendation of the Winnipeg Public Service be concurred in / not be concurred in and the Variance be approved / rejected.

Moved by Councillor

That the public hearing with respect to this application be concluded.

Exhibit “10” referred to in File DAV 206277/2025D

ADMINISTRATIVE REPORT

Title: DAV 25-206277\D – 916 Warsaw Ave

Issue: For consideration of a Variance associated with the establishment and expansion of a retail sales use.

Critical Path: City Centre Community Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
Dylan Chyz-Lund	n/a	n/a	

RECOMMENDATION

The Urban Planning and Design Division recommends **approval** of the application to vary the “R1-M Mature Communities PDO-1” Use Regulations of the Winnipeg Zoning By-law No. 200/2006 for a temporary change of use for a period not to exceed 5 years to allow for the establishment of retail sales use.

To vary the proposed “C1 Mature Communities PDO-1” Development and Design Standards of Winnipeg Zoning By-law No. 200/2006 as follows:

1) for the construction of a commercial addition to permit:

a) a west side yard of 4 feet (1.22 metres) instead of 10 feet (3.05 metres) landscaped yard adjacent to a residential zoning district;

2) for the establishment of an accessory parking area to permit

a) parking directly off a lane instead of an aisle or driveway.

b) insufficient buffering of a parking or loading area located within 20 feet (6.1 metres) of a side or rear lot line adjacent to a residential district;

Subject to the following condition(s):

1. That, if any variance granted by this order is not established within two (2) years of the date hereof, this order, in respect of that Variance shall terminate.
2. That, the 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 DASZ 38/2025.

REASON FOR THE REPORT

- The applicant is proposing to establish a retail sales use on the site, and requires variances to do so.
- This report provides information regarding the subject application's compliance with *The City of Winnipeg Charter*, section 249.

FILE/APPLICANT DETAILS

FILE: **DAV 25-206277\D**
RELATED FILES: DASZ 38/2025
COMMUNITY: City Centre Committee
NEIGHBOURHOOD #: 1.607 - (ROCKWOOD)

SUBJECT:

To vary the "R1-M Mature Communities PDO-1" Use Regulations of the Winnipeg Zoning By-law No. 200/2006 for a temporary change of use for a period not to exceed 5 years to allow for the establishment of retail sales use.

To vary the proposed "C1 Mature Communities PDO-1" Development and Design Standards of Winnipeg Zoning By-law No. 200/2006 as follows:
1) for the construction of a commercial addition to permit:
a) a west side yard of 4 feet (1.22 metres) instead of 10 feet (3.05 metres) landscaped yard adjacent to a residential zoning district;
2) for the establishment of an accessory parking area to permit
a) parking directly off a lane instead of an aisle or driveway.
b) insufficient buffering of a parking or loading area located within 20 feet (6.1 metres) of a side or rear lot line adjacent to a residential district;

LOCATION: 916 Warsaw Ave
LEGAL DESCRIPTION: LOT 21 PLAN 804 31/35 ST B LOT 96 PLAN 28051 31/32 ST B

APPLICANT: Michale Butterworth
267 Sherbrook St

Winnipeg, MB

OWNER: BLAIR MANAGEMENT SERVICES LTD.
27 Orchard Park Blvd
Winnipeg, MB R3R 2K2

HISTORY

N/A

DISCUSSION

CRITERIA FOR APPROVAL

Pursuant to Section 247(3) of *The City of Winnipeg Charter*, an application for a Variance with respect to a property may be approved if the Variance:

(a) is consistent with *Plan Winnipeg* and any applicable secondary plan;

(b) does not create a substantial adverse effect on the amenities, use, safety and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;

(c) is the minimum modification of a zoning-by-law required to relieve the injurious effect of the zoning by-law on the applicant's property; and

(d) is compatible with the area in which the property to be affected is situated.

SITE DESCRIPTION

The property is located at the southwest corner of Stafford Street and Warsaw Avenue, in the Rockwood neighbourhood of the River Heights – Fort Garry ward.

The property is located in an “Established Neighbourhood-Mature Community” policy area as identified in *Complete Communities 2.0*.

The property is currently zoned “R1-M” Residential Single-Family - Medium district, and is approximately 5,764 square feet in assessed area.

Currently on the property is one single-family dwelling.



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

North: Warsaw Avenue, then single-family dwellings zoned “R1-M” Residential Single-Family Medium district.

South: A rear lane, then a single-family dwelling zoned “C1” Commercial – Neighbourhood district.

East: Stafford Street, then a single-family dwelling zoned “R1-S” Residential Single-Family Small district.

West: A single-family dwelling zoned “R1-M” Residential Single-Family Medium district.

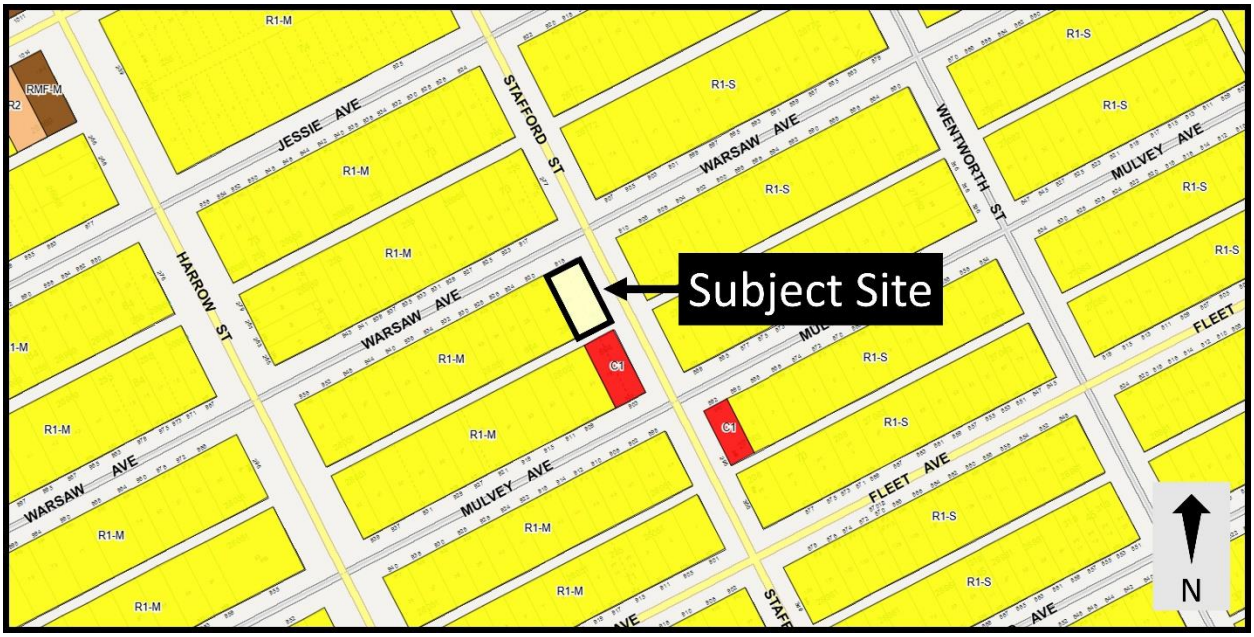


Figure 2: Zoning of the subject site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant intends to establish a retail art boutique on the property in two phases.
- The first phase involves:
    - Demolishing the existing garage.
    - Adding two parking stalls, including one accessible stall.
    - Removing the Stafford Street fence and a tree in the back yard.
    - Installing a new door and accessible ramp on the north façade to connect to the public sidewalk on Stafford Street and Warsaw Avenue.
    - Undertaking interior modifications.
    - Installing windows on the Stafford Street façade.
- The second phase involves constructing a 900 square foot addition at the rear of the existing dwelling. The addition would:
    - Be one storey in height.
    - Include windows facing Stafford Street.
    - Include a 4' west side yard setback, and a 7' east side yard setback.

COLLABORATIVE PLANNING AND CONSULTATION

- N/A

ANALYSIS AND ISSUES

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. *CCDS 2.0* provides policy guidance when assessing proposals that are seeking entitlements or changes to the *Winnipeg Zoning By-Law*.

The subject site is located in an "Established Neighbourhood – Mature Communities" policy area of *CCDS 2.0*. The following goals and policies of *CCDS 2.0* apply to the proposal:

- 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.*

    Building Setbacks

    - *2.2 Encourage the location of commercial or mixed-use buildings at or near the front and corner side property lines to create a pedestrian orientation. Use setbacks to reinforce the public realm through landscaping and pedestrian amenities, such as entryways, patios, benches, and bicycle parking.*

The proposal retains the existing single-storey building, which has an approximately 25-foot setback from Warsaw Avenue. This setback is consistent with other properties along this block of Warsaw Avenue. The proposed addition will have a 7-foot setback from Stafford Street and a

4-foot setback from the neighbouring property to the west. The 7-foot setback from Stafford Street is a Special Yard requirement under the Winnipeg Zoning By-law and is required by the Public Works Department. As a result, the development is positioned as close to Stafford Street as permitted by the Public Service, while still maintaining a front yard setback that is compatible with the adjacent single-family dwellings.

Building Design

- *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 visual aesthetics of the street and neighbourhood.*

The proposed building alterations include the addition of large windows and a doorway facing Stafford Street, and an accessibility ramp that promotes the accessibility of the structure.

Pedestrian orientation

- *2.8 Buildings with commercial uses should be designed to support pedestrian activity by providing building elements that increase visual interest which may include, but are not limited to, the following:*
  - *a. Direct pedestrian access to main building entrances from the street;*
  - *b. Transparent storefront displays;*
  - *c. Human scaled signage; and*
  - *d. Decorative lighting, awnings, benches and other pedestrian oriented amenities.*

The proposed alteration and future expansion is one storey in height, with direct and accessible pedestrian access to both Warsaw Avenue and Stafford Street. In addition, the proposed signage is human scaled in that it is relatively small and located on a single-storey facing Stafford Street. The proposed windows promote a transparent storefront display.

Massing and scale

- *2.12 New development 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.*

The proposed building alteration and expansion are both one storey in height, which is less tall than many other buildings on this block of Warsaw Avenue. The addition of windows and doors facing Stafford Street avoids blank walls facing a public street.

Parking and loading

- *2.16 For properties with public lane access, vehicular access should be taken from the public lane in order to:*
  a. Reduce potential conflict between pedestrians using sidewalks and motor vehicles crossing the public right-of-way to access private property;

  b. Preserve green space and protect existing trees that can be impacted by the establishment of front approaches and corresponding private driveways; and

  c. Prevent fragmentation of the public boulevard in order to better accommodate on-street motor vehicle parking and public snow clearing
- *2.17 Locate commercial, mixed-use, or multiple family residential parking underground or behind buildings in order to create a more pedestrian-oriented built form. Active uses should be located at grade when these buildings face public streets.*

The parking is accessed from the rear lane, with no fragmentation of the public boulevard.

Site design

- *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.*

The proposed expansion is similar in scale to surrounding properties, given that it maintains the existing structure and proposes a one-storey expansion at the rear of the existing house. Parking is maintained at the rear, and an additional pedestrian connection to Stafford Street will be added.

- Goal 4 - *Ensure neighbourhoods accommodate a range of commercial services and amenities within walking distance to meet daily needs.*

  General Policies

  - *4.1 Support commercial development where residential neighbourhoods are not well served by local and community commercial amenities.*
  - *4.4 New commercial development should be complementary and context sensitive to nearby uses.*

The “C1” Commercial – Neighbourhood district is the lowest intensity commercial district, enabling a range of smaller-scale commercial uses. There is an existing “C1” site opposite the subject site on the other side of the rear lane. The proposed art gallery use, to be located in an existing one-storey building, is complimentary and context sensitive to the surrounding single-family dwellings.

Mature Communities Policies

- *Consider the establishment of new neighbourhood-focused, small scale commercial uses where at least one of the following criteria are met:*

  a. The property is a corner lot fronting a collector or arterial street;

  b. The property abuts an existing commercial use on a collector or arterial street;

  c. Immediately adjacent uses render the subject property unsuitable for residential development; or

  d. The property contains existing non-residential uses or buildings that were not designed to accommodate residential uses.

The property is a corner lot fronting Stafford Street – an arterial street – with a “C1” zoned property adjacent to this property on the other side of the rear lane.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

Reason for the Variances

Use Variance

- A boutique art gallery is considered a retail sales use, which is not permitted in the “R1” district in the Winnipeg Zoning By-Law. The applicant has applied to rezone the property to the “C1” Commercial – Neighbourhood district, but wishes to establish the use before the rezoning is complete. For this reason, a use variance is needed.

Reduced side yard

- In the “C1” Commercial – Neighbourhood district, side yards adjacent to a residential district are required to be a minimum of 10’ The applicant has proposed a side yard of 4’. For this reason, a variance is required.

Parking

- Accessory parking to commercial uses is not permitted directly off a lane, instead requiring a drive aisle into the parking area. The applicant has proposed parking accessed directly from the lane, where vehicles would pull in and park behind the commercial building.
- Parking areas adjacent to a residential district are required to include a buffering area between the parking area and the lot lines. The applicant has not proposed a buffering area.
- For these reasons, variances are required.

Analysis of Variances

Use Variance

- Along with this application, the applicant has submitted a Subdivision and Rezoning application that proposes rezoning the site to the “C1” Commercial Neighbourhood District. This is a lower-intensity commercial district that can accommodate the proposed art gallery use, and the Public Service is supportive of the rezoning.
- Rezoning a property can take a significant amount of time, and requiring the applicant to wait until their property is rezoned would delay their ability to begin alterations on the building and establish the gallery. Given that a rezoning application that would allow the proposed use has been submitted, that the Public Service is recommending support for the “C1” rezoning, and in light of the fact that rezonings take much longer to conclude while the applicant has indicated their intent to establish the art gallery as soon as possible, this variance is supportable.

Reduced side yard

- The applicant proposes to retain the existing building and construct a one-storey addition with a setback of approximately 4 feet from the west property line. The limited height of the addition helps to mitigate potential impacts associated with the reduced side yard. The site is further constrained by a required 7-foot Special Yard along Stafford Street, which the Public Service does not support varying. Given the low height of the proposed addition and the inability to shift the expansion closer to Stafford Street, the requested variance is considered supportable

Parking

- Requiring a separate drive aisle to a dedicated parking area, rather than permitting parking directly off the lane, would consume a significant portion of the lot and would likely render much of the rear yard unbuildable. Parking accessed directly from the rear lane is a common and established condition along this lane. As the proposed development accesses parking directly from the rear lane, it is not feasible to provide a landscaped buffer between the rear of the site and the adjacent residential zoning district. For these reasons, the variances are supportable..

CONDITIONS OF APPROVAL

Substantial Conformance

- Given that the applicant has proposed supportable plans of development, the Public Service is recommending a condition that the development must be constructed in conformance with those plans. If the plans change, then the Public Service would review the new plans.

REASONS FOR DECISION

In the context of Section 247(3), the Urban Planning and Design Division **approves** the application for the following reasons:

(a) is consistent with *Plan Winnipeg* and any applicable secondary plan;

In that, the proposed variances will enable the establishment of a new commercial development in alignment with the policies of OurWinnipeg 2045 and Complete Communities 2.0.

(b) does not create a substantial adverse effect on the amenities, use, safety and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;

In that, the proposed use is relatively low-intensity, and is proposed for an existing single-storey building along with a single-storey expansion that is smaller than many adjacent properties.

(c) is the minimum modification of a zoning-by-law required to relieve the injurious effect of the zoning by-law on the applicant's property; and

In that, the proposed variances enable the establishment of a contextually-sensitive development on a corner lot where expansion is already limited by an existing Special Yard.

(d) is compatible with the area in which the property to be affected is situated.

In that, the proposed use will be established in an existing single-storey building and eventually a smaller single-storey expansion, which is smaller in scale than many surrounding uses.

CONSULTATION

In preparing this report there was internal consultation with: N/A

OURWINNIPEG 2045 POLICY ALIGNMENT

OurWinnipeg is the City of Winnipeg's long-range development plan. Applicable Policies for Mature Communities include the following:

6.16 Established Neighbourhoods

- *Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in Complete Communities.*

The proposed development application **aligns** with *OurWinnipeg* because the design of the proposed commercial building is similar or lower in intensity to the surrounding residential buildings.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the *Winnipeg Climate Action Plan* (*WCAP*)and it was determined that the *WCAP* is not applicable to this specific report.

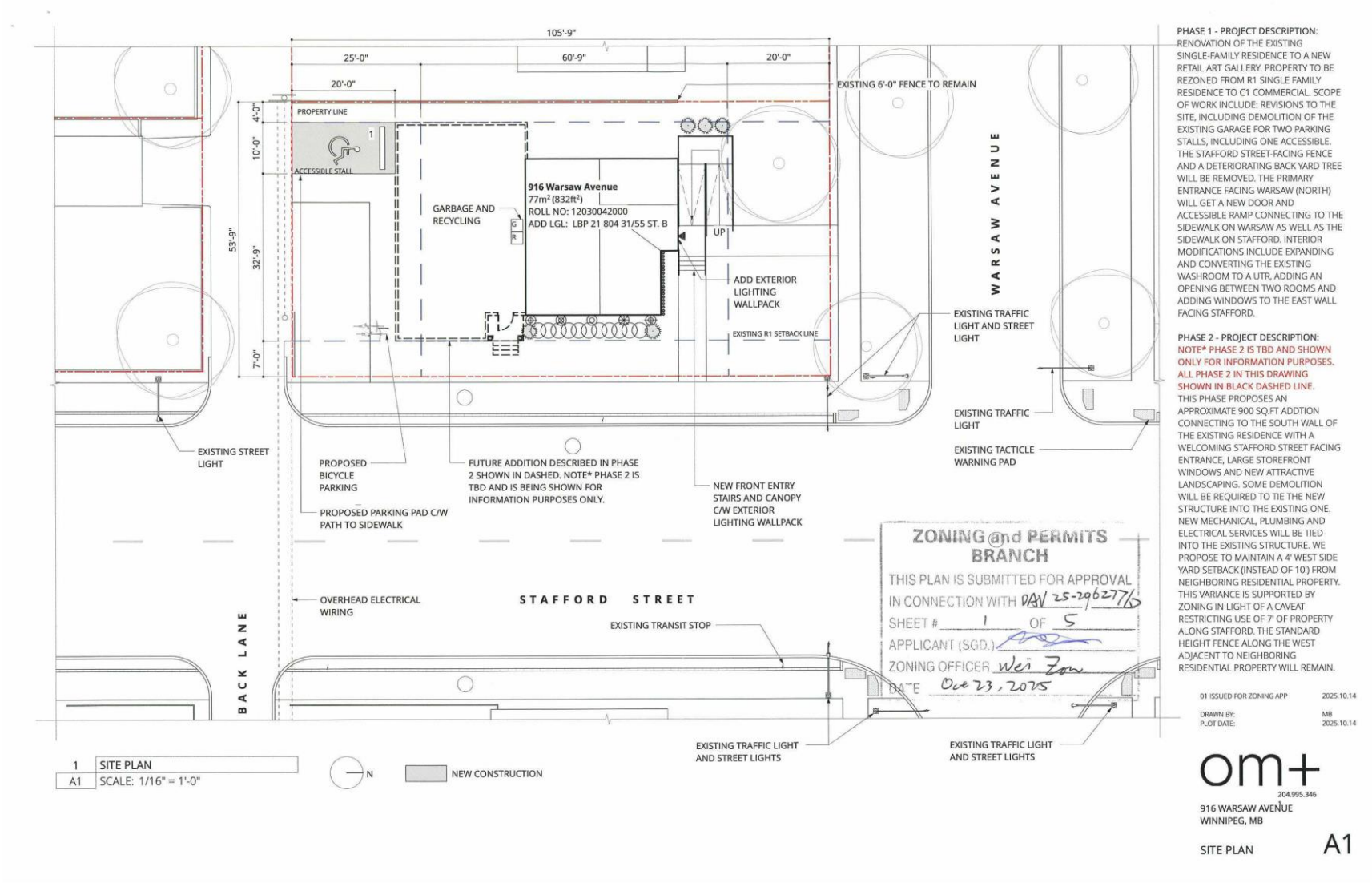
WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

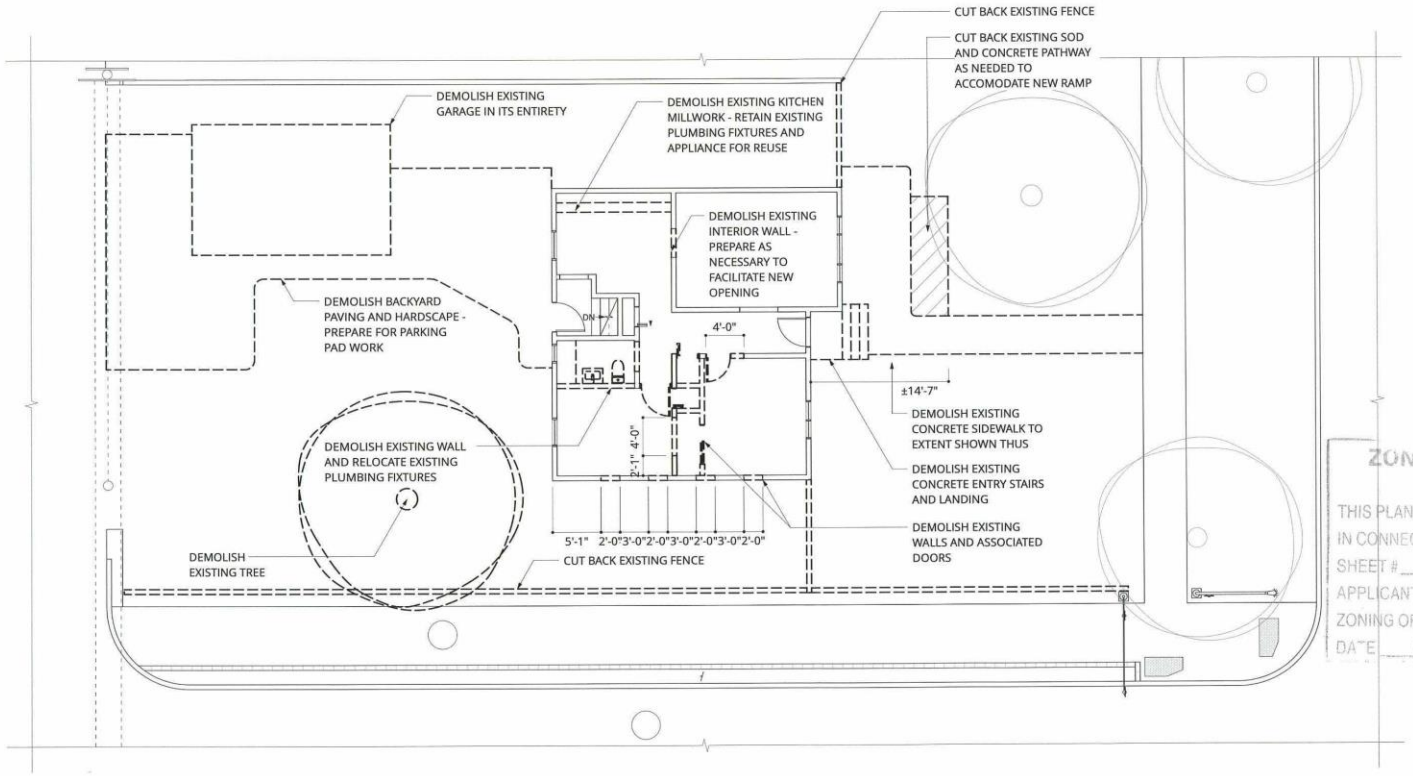
Consideration was given to whether this report connects to any of the specific Goals and Objectives in the *PRS* and it was determined the *PRS* is not applicable to this specific report.

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning and Design
Prepared by:	Dylan Chyz-Lund
Date:	Tuesday, December 16, 2025
File No.	DAV 25-206277\D

Exhibit “9” referred to in File DAV 206277/2025D





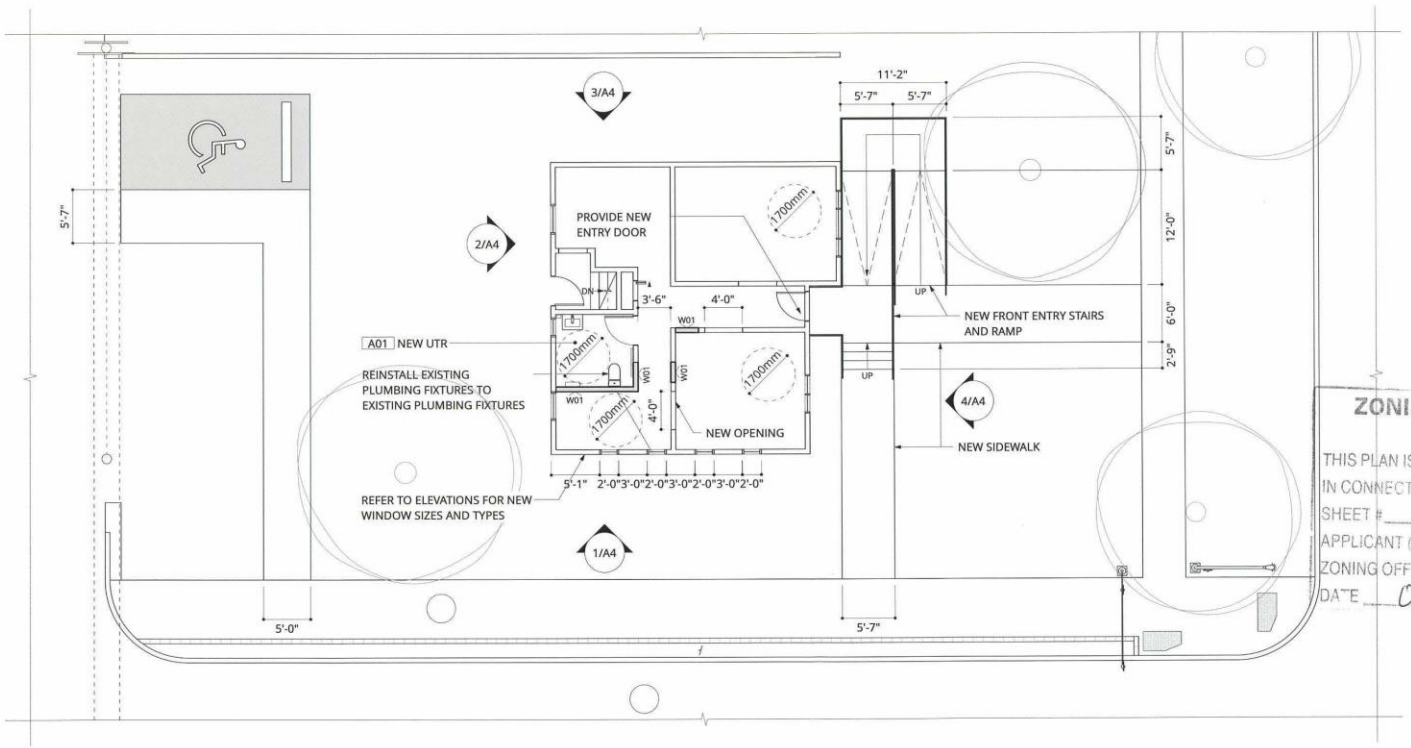
1 DEMOLITION PLAN
A2 SCALE: 3/32" = 1'-0"

ZONING and PERMITS BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL
IN CONNECTION WITH DAV 25-706277/0
SHEET # 2 OF 5
APPLICANT (SGD.)
ZONING OFFICER Wei Tan
DATE Oct 23, 2025

01 ISSUED FOR ZONING APP	2025.10.14
DRAWN BY:	MB
PLOT DATE:	2025.10.14

om+
204.995.346
916 WARSAW AVENUE
WINNIPEG, MB

DEMOLITION PLAN A2



ZONING and PERMITS BRANCH

THIS PLAN IS SUBMITTED FOR APPROVAL IN CONNECTION WITH DAV 25-206227/D

SHEET # 3 OF 5

APPLICANT (SGD.)

ZONING OFFICER Wei Zou

DATE Oct 23, 2025

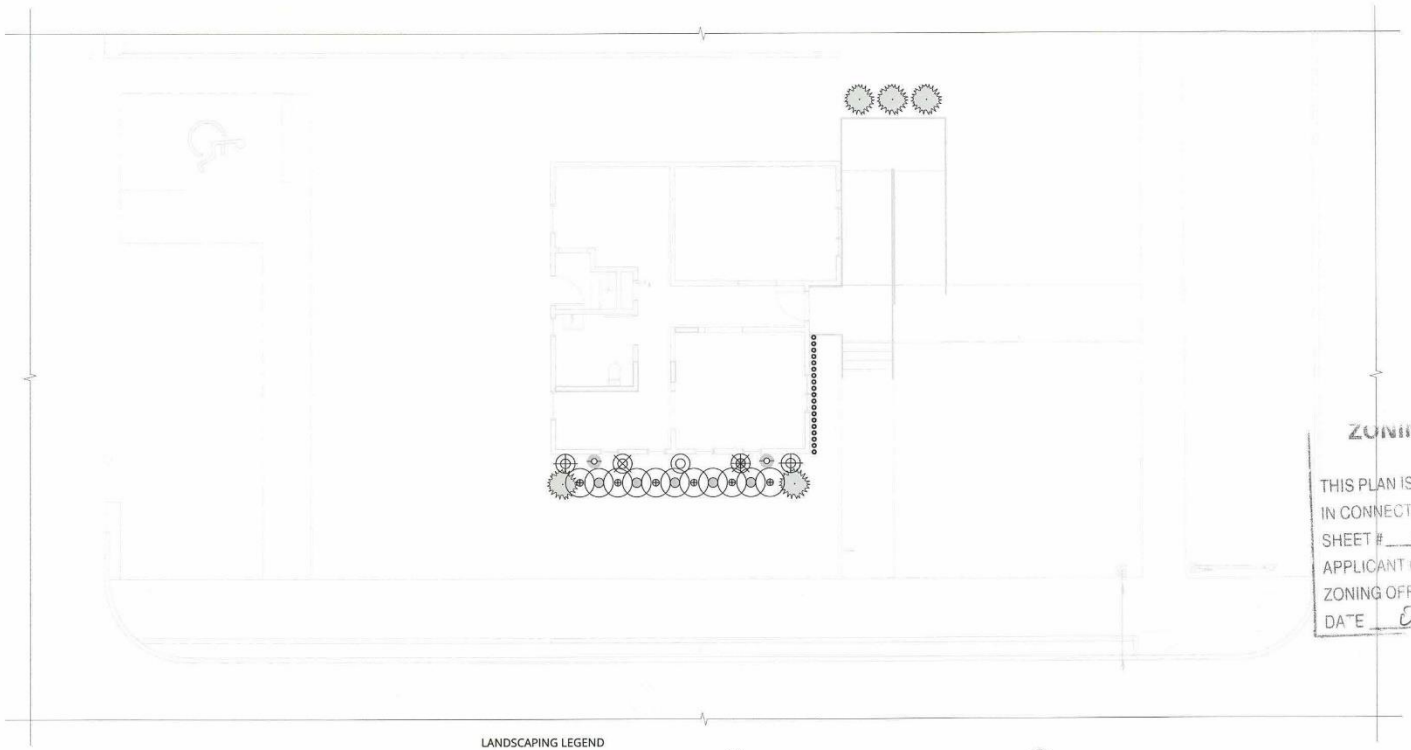
01 ISSUED FOR ZONING APP	2025.10.14
DRAWN BY:	MB
PLOT DATE:	2025.10.14

1 FLOOR PLAN
A3 SCALE: 3/32" = 1'-0"

NEW CONSTRUCTION

om+
204.995.346
916 WARSAW AVENUE
WINNIPEG, MB

FLOOR PLAN A3



ZONING and PERMITS BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL
IN CONNECTION WITH DAV 25-206277/0
SHEET # 4 OF 5
APPLICANT (SGD.)
ZONING OFFICER Wei Zan
DATE Oct 23, 2025

1	PLANTING PLAN
A4	SCALE: 3/32" = 1'-0"

LANDSCAPING LEGEND

- 5 GAL. ENGELMAN'S IVY (VINE)
- 5 GAL. VALIANT (GRAPE VINE)
- 5 GAL. MANITOBA NATIVE (GRAPE VINE)
- 5 GAL. VIRGINIA CREEPER (VINE)
- 2 GAL. GOATSBEARD PERENNIAL 1'-6" O.C.
- 5 GAL. KARL FORESTER REED GRASS
- 5 GAL. RUBY CAROUSEL JAPANESE BARBERRY
- 2 GAL. THRILLER LADY'S MANTLE 1'-6" O.C.
- EASTERN WHITE CEDAR (PYRAMIDAL FORM) 4 TOTAL

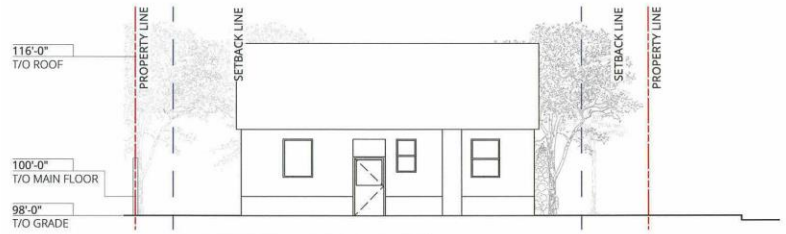
01 ISSUED FOR ZONING APP	2025.10.14
DRAWN BY:	MB
PLOT DATE:	2025.10.14

om+
204.995.346
916 WARSAW AVENUE
WINNIPEG, MB

PLANTING PLAN A4



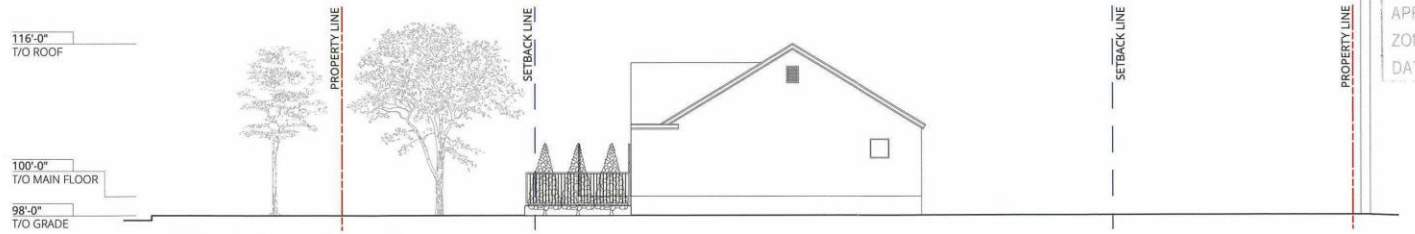
1 ELEVATION
A4 SCALE: 3/32"=1'-0"



2 ELEVATION
A4 SCALE: 3/32"=1'-0"



4 ELEVATION
A4 SCALE: 3/32"=1'-0"



3 ELEVATION
A4 SCALE: 3/32"=1'-0"

NEW CONSTRUCTION

ZONING and PERMITS BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL
IN CONNECTION WITH DAV 25-206271
SHEET # 5 OF 5
APPLICANT (SGD.)
ZONING OFFICER Wei Zou
DATE Oct 23, 2025

01 ISSUED FOR ZONING APP 2025.10.14
DRAWN BY: MB
PLOT DATE: 2025.10.14

om+
204.995.346
916 WARSAW AVENUE
WINNIPEG, MB

ELEVATIONS A5