Agenda – East Kildonan-Transcona Community Committee – June 22, 2026

REPORTS

Item No. 3 Plan Approval – 621 Pandora Avenue West (Transcona Ward) File DASZ 14/2025

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

The Urban Planning and Design Division recommends approval of the submitted plans.

DECISION MAKING HISTORY:

COMMUNITY COMMITTEE RECOMMENDATION:

On June 1, 2026, the East Kildonan-Transcona Community Committee laid the matter over to its meeting on June 22, 2026.

Daniel MacGibbon submitted a communication in support of the matter.

ADMINISTRATIVE REPORT

Title: Plan Approval 26-132529 – 621 Pandora Avenue West

Issue: For consideration of a Plan Approval for an 8-unit multi-family dwelling

Critical Path: East Kildonan - Transcona Community Committee as per DASZ 14/2025

AUTHORIZATION

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

RECOMMENDATIONS

The Urban Planning and Design Division recommends ***approval*** of the submitted plans.

REASONS FOR REPORT

Per the Zoning Agreement for DASZ 14/2025:

> *The Owner must submit plans showing the location and design of any and all proposed:*
> *a) elevations*
> *b) parking areas*
> *c) walkways*
> *d) carpets and closures*
> *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.*

The applicant has submitted:

- Letter of Intent
- Site Plan with dimensions
- Colour Elevations with dimensions
- Landscaping Plan

- Colour Renderings

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Division are concurred in, the proposal ***can*** proceed.

HISTORY

DASZ 14/2025

- In 2025, the Division recommended ***rejection*** of the DASZ to subdivide and rezone the site from "R1-M Mature Communities PDO-1" to "R2 Mature Communities PDO-1" as well as the associated DCU and DAV applications.
- However, the East Kildonan-Transcona Community Committee did not concur in the recommendation, and then the proposal was passed by Council in 2025, subject to a zoning agreement which stipulated Plan Approval as a condition.

DAV 25-154596\D and DCU 154594/2025D

- The DASZ application had an associated Conditional Use and Variance application. The East Kildonan-Transcona Community Committee approved the Conditional Use to permit an eight (8) unit multi-family as well as the following Variances:

    1. *for the construction of a multi-family dwelling to permit 7 parking spaces instead of 8 spaces;*

    2. *for the establishment of an accessory parking area to permit insufficient buffering of a parking or loading area located within 20 feet (6.10 metres) of a rear lot line adjacent to a residential district.*

FILE/APPLICANT DETAILS

FILE:	**ZR-PA 26-132529**
COMMUNITY:	Transcona
NEIGHBOURHOOD #:	4.402 - (MELROSE)
SUBJECT:	Plans for proposed new 8-unit multi-family dwelling
LOCATION:	621 Pandora Avenue West
LEGAL DESCRIPTION:	LOT 11/12 BLOCK 131 PLAN 1840 NW 5 11 4E
APPLICANT:	John Scott Wintrup Planning and Development (John Wintrup)

OWNER: 10220340 MANITOBA LTD.

DISCUSSION

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.
- Pandora Avenue West is a collector road.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the "Established Neighbourhoods – Mature Communities" policy area.
- The property was recently rezoned to "R2 Mature Communities PDO-1" (Residential Two-Family) 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 Mature Communities PDO-1” (Residential Single-Family – Medium)

East: 617 Pandora Avenue West – a one-storey two-family dwelling use zoned “R1-M Mature Communities PDO-1” (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 Mature Communities PDO-1” (Residential Single-Family – Medium)

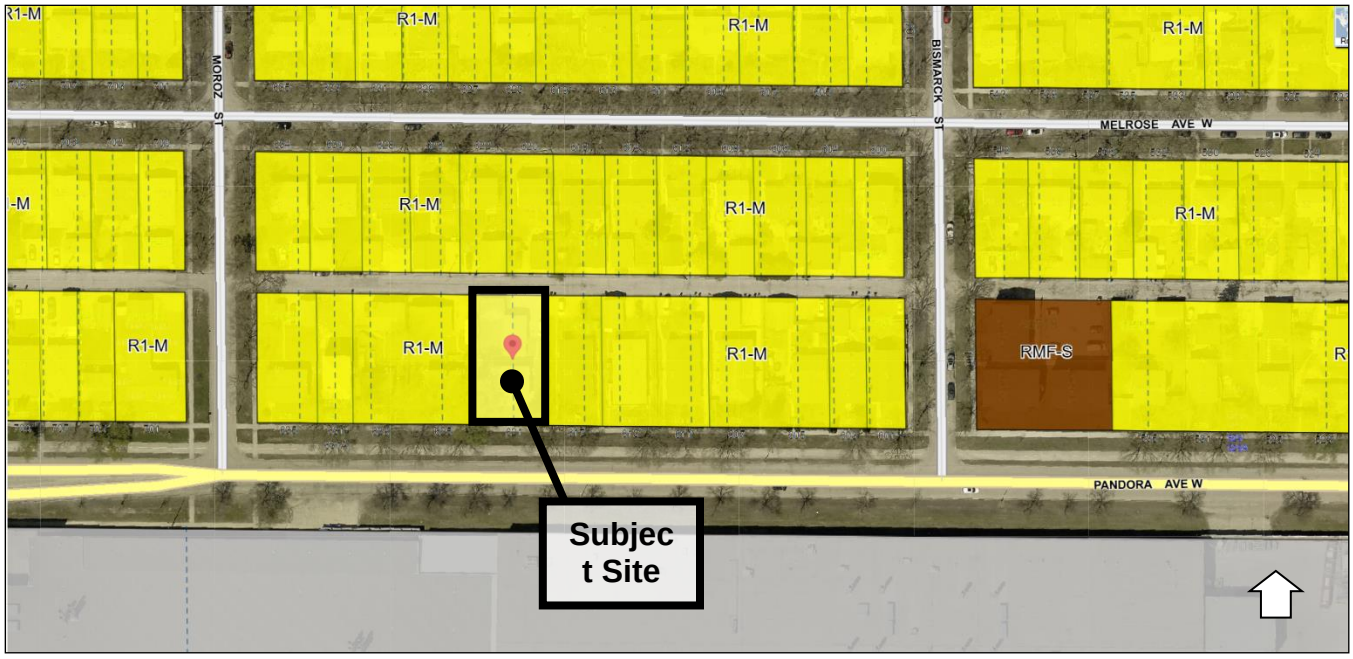

Figure 2: Zoning of the site and surrounding area (site recently rezoned to "R2").

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant recently consolidated and rezoned the subject property from "R1-M Mature Communities PDO-1" (Residential Single-Family – Medium) to "R2 Mature Communities PDO-1" (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 42 feet in width and 65 feet in depth. The proposed lot coverage is 35%.
- The proposed density is 989 square feet (91.88 square metres) per dwelling unit.
- The building height is 31 feet.
- The front yard setback is 25 feet. The rear yard setback is about 30 feet. The east and west side yard setbacks are 8 feet and 16 feet respectively.
- There are one-bedroom, two-bedroom, and three-bedroom units provided.
- The front building façade materials include panelized brick system, vertical metal siding, and vertical wood grain metal siding.
- The plans show four (4) trees and 26 shrubs in the front yard. One (1) tree and four (4) shrubs in the rear yard, 10 shrubs in the east side yard, and three (3) trees and 11 shrubs in the west side yard.
- 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 six (6) bicycle parking spaces outdoors and some units show indoor bike closets.
- The garbage and recycling carts are located along the east side property line within a 3-sided enclosure, and the applicant previously confirmed the development will use private collection.
- Six (6) of the eight (8) units have balconies.

ANALYSIS AND ISSUES

COLLABORATIVE PLANNING AND CONSULTATION

With the Urban Planning and Design Division

- The applicant engaged with the Division prior to submitting an 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.*

- ***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.

Goal 1 and 2 policy alignment

- The proposal meets most of the policies in CCDS 2.0, namely the proposal provides residential intensification and increases the population in mature communities.
- The Division supports the proposal as it is almost identical to the design approved by Council in 2025.

SMALL-SCALE AND LOW-RISE RESIDENTIAL DEVELOPMENT GUIDELINES FOR MATURE COMMUNITIES

- 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 *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 (45 feet), whichever is less. Thus, the rear yard setback should be at least 36 feet; the proposed rear yard setback is about 30 feet.
  - The proposal's rear yard setback ***is not*** contextually sensitive to adjacent properties and ***is not*** consistent with the block.
  - However, the Division supports the proposal as it is almost identical to the site design approved by Council in 2025.

  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.
  - However, the Division supports the parking as the Variance was approved by the East Kildonan-Transcona Community Committee in 2025 for 7 parking spaces instead of 8.

Building Design

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

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 two (2) of eight (8) individual entrances accessed via the side yard.
- Six (6) of the eight (8) 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.
- Most of the entrances ***are not*** pedestrian oriented and ***do not*** contribute positively to the public realm.
- However, the Division supports the proposal as it is almost identical to the building design approved by Council in 2025 and the applicant has increased the west side yard building setback to 16 feet where a majority of the unit entrances face or are accessed and has proposed to plant additional landscaping exceeding the *Winnipeg Zoning By-law* to help with potential privacy, sun/shadow, noise nuisances.

Privacy

- The building length of 65 feet and in relationship to the “Site Design” not meeting the rear yard setback (**see above**), is not the predominant pattern of the street and its immediate neighbours and thus poses privacy impacts.
- The Main Floor and Upper Level balconies on the west side yard and 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 the Upper Level balconies.
- The design of the building length, entrances, and balconies ***does not*** respect the privacy of abutting properties.
- However, the Division supports the proposal as it is almost identical to the building design approved by Council in 2025 and the applicant has increased the west side yard building setback to 16 feet where a majority of the unit entrances face or are accessed and has proposed to plant additional landscaping exceeding the *Winnipeg Zoning By-law* to help with potential privacy, sun/shadow, noise nuisances.

REASONS FOR THE RECOMMENDATIONS

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

- The plans are broadly consistent with policies in *CCDS 2.0* and some guidelines in the *Infill Guidelines .*

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning and Design
Prepared by:	Choi Ho, RPP, MCIP
Date:	May 22, 2026
File No:	ZR-PA 26-132529