**Agenda – East Kildonan-Transcona Community Committee – September 3, 2026**

## PUBLIC HEARINGS

**Item No. 3 Conditional Use – 513 Pandora Avenue West**
**(Transcona Ward)**
**File DCU 133692/2026D [c/r DAZ 211/2026 and DAV 133682/2026D]**

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

The Urban Planning and Design Division recommends approval of the application for a Conditional Use under Winnipeg Zoning By-Law No. 200/2006 to permit the establishment of a Multi-Family Dwelling (8 units) use.

Subject to the following conditions:

1. That if any development granted by the Order is not established within two (2) years of the date thereof, the Order, in respect of that Conditional Use shall terminate.

2. That the Conditional Use 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 DAZ 211/2026.

**Agenda – East Kildonan-Transcona Community Committee – September 3, 2026**

| | |
|---|---|
| **File:** | DCU 133692/2026D |
| **Applicant:** | John Scott Wintrup Planning & Development (John Wintrup) |
| **Premises Affected:** | 513 Pandora Avenue West |
| **Legal Description:** | LOT 6/7 BLOCK 132 PLAN 1840 NW 5 11 4E, hereinafter called "the land" |
| **Property Zoned:** | "R1-M Mature Communities PDO-1" (Residential Single-Family – Medium Mature Communities Planned Development Overlay – 1 (District)) |
| **Nature of Application:** | For a Conditional Use under Winnipeg Zoning By-law No. 200/2006 to permit the establishment of a Multi-Family Dwelling (8 units) use. |
| **Exhibits Filed:** | 1. Application dated March 27, 2026<br>2. Notification of Public Hearing dated August 17, 2026<br>3. Manitoba Status of Title 3395627/1<br>4. Letter of authorization dated September 16, 2025 from 10010672 MB Inc. (Joel Scott) to John S. Wintrup<br>5. Confirmation from the Zoning and Permits Administrator that the subject property may be posted in substitution for newspaper advertising<br>6. Plans, Sheet 1 dated August 4, 2026, Sheets 2 to 5 inclusive dated March 30, 2026, Sheet 6 dated August 4, 2026, and Sheet 7 dated March 30, 2026, for File DCU 133692/2026D<br>7. Report from the Urban Planning Division dated Augst 26, 2026<br>8. 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 Section 254 and Subsection 247(3) of The City of Winnipeg Charter, the Conditional Use,

(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; 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 / not be concurred in and the Conditional Use be approved / rejected.

Moved by Councillor

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

Exhibit "7" referred to in File DCU 133692/2026D

## ADMINISTRATIVE REPORT

**Title:** DCU 26-133692/D – 513 Pandora Avenue West

**Issue:** For consideration of a Conditional Use for a multi-family dwelling (8 units).

**Critical Path:** East Kildonan-Transcona Community Committee

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| Gillian Kolody, MCP | n/a | n/a | |

## RECOMMENDATIONS AND CONDITIONS

The Urban Planning and Design Division recommends **approval** of the application for a Conditional Use under Winnipeg Zoning By-Law No. 200/2006 to permit the establishment of a Multi-Family Dwelling (8 units) use.

Subject to the following condition(s):

1. That if any development granted by the Order is not established within two (2) years of the date thereof, the Order, in respect of that Conditional Use shall terminate.
2. That the Conditional Use 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 DAZ 211/2026.

## REASON FOR THE REPORT

- The applicant is proposing to build an 8-unit Multi-Family Dwelling and requires Conditional Use approval for a Multi-Family Dwelling requirements of the *Winnipeg Zoning By-Law*.
- This report provides information regarding the subject application's compliance with *The City of Winnipeg Charter*, section 249.

## FILE/APPLICANT DETAILS

| | |
|---|---|
| **FILE:** | **DCU 26-133692/D** |
| **RELATED FILES:** | DAZ 211/2026, DAV 26-133682/D |
| **COMMUNITY:** | East Kildonan - Transcona Committee |
| **NEIGHBOURHOOD #:** | 4.402 - (MELROSE) |
| **SUBJECT:** | For a Conditional Use under Winnipeg Zoning By-Law No. 200/2006 to permit the establishment of a Multi-Family Dwelling (8 units) use. |
| **LOCATION:** | 513 Pandora Ave W |
| **LEGAL DESCRIPTION:** | LOT 6/7 BLOCK 132 PLAN 1840 NW 5 11 4E |
| **APPLICANT:** | John Wintrup (John Scott Wintrup Planning & Development)<br>139 Roslyn Rd Unit 301<br>Winnipeg, MB R3L 0G7 |
| **OWNER:** | 10010672 MANITOBA INC.<br>380 Foxdale Ave<br>Winnipeg, MB R2G 1A4 |

## DISCUSSION

### CRITERIA FOR APPROVAL

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

(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;

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

### SITE DESCRIPTION

- The subject property is located on the north side of Pandora Avenue West, between Bismarck Street and Hoka Street, in the Melrose neighbourhood of the Transcona ward.
- The site is 7,917 square feet (735.5 square meters) in area and is currently occupied by a one-storey single-family residence constructed in 1947.
- There is a detached garage located at the rear of the property.
- The subject site has vehicular access via concrete rear and side public lanes and additionally has frontage along Pandora Avenue West.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the Established Neighbourhood – Mature Communities policy area.

- The property is currently zoned “R1-M Mature Communities PDO-1” 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:** A concrete rear public lane, then residential single-family uses zoned as “R1-M Mature Communities PDO-1” Residential Single-Family (Medium).

**South:** The Pandora Pathway active transportation path, then Pandora Avenue West, then 500 Pandora Avenue West, a manufacturing use zoned as “M2” Manufacturing (General).

**East:** A concrete side public lane, then 505-509 Pandora Avenue West, a commercial use zoned as “C2 Mature Communities PDO-1” Commercial (Community).

**West:** 515 Pandora Avenue West, a residential single-family use zoned as “R1-M Mature Communities PDO-1” Residential Single-Family (Medium).

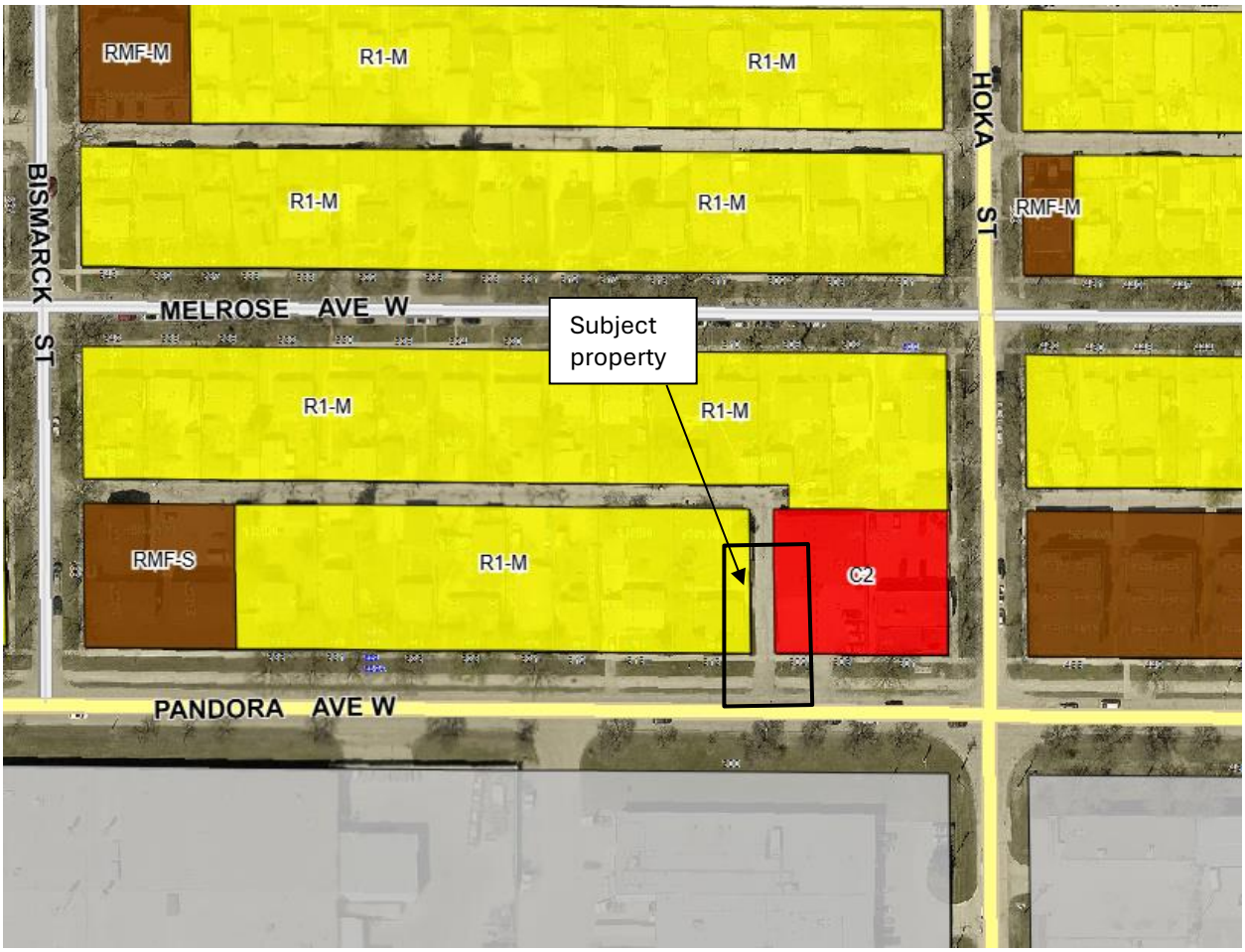



**Figure 2: Zoning of the site and surrounding area.**

## DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to construct an 8-unit multi-family residential dwelling that is two (2) storeys in height.
- The proposed dwelling features four three-bedroom units that occupy the basement and main floors, and four two-bedroom units that occupy the upper floor.
- The building dimensions are approximately 57 feet (17.37 metres) wide by 54 feet (16.46 metres) deep by 29.56 feet (9.01 metres) high.
- Of the nine (9) parking stalls at the rear of the proposed dwelling, one (1) is accessible and one (1) is a dedicated visitor stall. There are six (6) bicycle parking stalls at the front of the proposed dwelling.
- Vehicular access to the property is proposed to remain via the concrete rear public lane.
- The site plan shows street edge plantings totaling three (3) trees and ten (10) shrubs. No building foundation landscaping is provided.
- The façade of the building features Hardie siding, wood looking metal plank, acrylic stucco and traditional stucco as the primary cladding materials.

- The proposed development requires that the subject property be rezoned from “R1-M Mature Communities PDO-1” Residential Single-Family (Medium) District to “R2 Mature Communities PDO-1” Residential Two-Family District (see planner’s report for DAZ 211-2026).
- The proposed development requires Variances for insufficient building foundation landscaping and insufficient buffering of a parking area located within 20 feet of a side or rear lot line adjacent to a residential district. The Urban Planning and Design Division recommends approval in part of the Variance application (see planner’s report for DAV 26-133682/D).

## COLLABORATIVE PLANNING AND CONSULTATION

*With the Urban Planning and Design Division*

- The applicant engaged with the Division to discuss the application prior to making a formal submission.

*With the Public*

- The applicant did not submit any letters or signatures of support in their formal submission.

## ANALYSIS AND ISSUES

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. *CCDS 2.0* provides policy guidance when assessing proposals that are seeking entitlements or changes to the *Winnipeg Zoning By-Law*.
- The subject property is located in the “Established Neighbourhood – Mature Communities” policy area as identified in *CCDS 2.0*.
- The key goals and policies guiding the development of Established Neighbourhoods include:

  ***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.*

  ***1.6*** *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;*

***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.*

***1.8*** *Low-rise residential uses will generally be encouraged to locate on arterial roads and collector roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.*

***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.*

***2.3.*** *Encourage, where contextually suitable, the location of multi-family buildings at or near the front and corner side property lines to create a pedestrian orientation that is respectful of the area context. Use setbacks to provide landscaping, front courtyards for individual units or other amenities that support the pedestrian environment, building design and relationship to the street.*

***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.*

***2.9.*** *Buildings with multi-unit residential uses should be designed to support pedestrian activity and reinforce the public realm through thoughtful use of architectural features which may include, but are not limited to, the following:*

***a.*** *Window placement that supports passive surveillance;*

***b.*** *Unit entrances with direct access to the street;*

***c.*** *Front porches;*

***d.*** *Balconies;*

***e.*** *Awnings;*

***f.*** *Lighting; and*

***g.*** *Height of primary entrances.*

***2.11*** *Multi-family residential or mixed-use buildings that front public streets and contain internal parking areas should provide a main entrance facing the public street.*

***2.12*** *New development should respect and complement the existing character of the built form of surrounding properties.*

***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.*

***Goal 3*** *Ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs.*

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

***3.2*** *Encourage a mix of types, tenures and unit sizes within residential developments. Make provisions for unit sizes that can accommodate varying family sizes and multi-generational households.*

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

The subject site is located in the “Established Neighbourhoods – Mature Communities” policy area of *CCDS 2.0 and* is subject to the *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* (*Infill Guidelines*), which guide infill development in mature communities. The *Infill Guidelines* were adopted by Council on June 24, 2021.

The *Infill Guidelines* include two major components. The first is a “Preferred Location Criteria” that establishes the lot characteristics enabling specific building typologies. At times, “Secondary Considerations” may be used to enable a building typology beyond what the Preferred Location Criteria would allow if it can be demonstrated that there are unique characteristics to a lot that should enable a different building typology. The second includes building and site design policies that regulate the physical characteristics of any proposed building. Both components work together to create opportunities for residential intensification in mature communities that mitigate adverse effects on existing residents.

*Preferred Location Criteria*

The subject site **does not meet the Preferred Location Criteria** for this building typology in Area 1 because under Scenario 1, the property does not abut an arterial street and under Scenario 2, either the side or rear yard does not abut a commercial, multi-unit residential or non-residential use.

However, Secondary Considerations were used to enable support for a low-rise multi-family residential building as:

- Although not directly abutting a commercial use, the subject property is adjacent to a commercial use, separated by a side public lane.
- The site is generally walkable, bikeable and has high-frequency Public Transit with 400 metres.
- There are local and regional amenities and services along Regent Avenue West, which is just north of the subject property.

*Site Design and Building Design*

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

Landscaping

- As per the Landscaping provisions in the *Infill Guidelines*, a minimum of 20% of the lot area should be reserved for soft landscaping. The proposed development has 18% of the lot area dedicated to soft landscaping, therefore not complying with the *Infill Guidelines*.

Utilities, Servicing and Mechanical (AC, utility meters and furnace output)

- As per the Utilities provisions in the *Infill Guidelines*, HVAC units and other ventilation equipment should be located in the building, on the roof, or at the rear of the property. The proposed development has AC units on the side of the building, therefore not complying with the *Infill Guidelines*.

In order for the proposed development to comply with the *Infill Guidelines*, Plan Approval will be recommended as a condition of approval for the associated file (DAZ 211/2026).

CITY OF WINNIPEG ZONING BY-LAW 200/2006

*Reasons for Conditional Use Approval*
The *Winnipeg Zoning By-law* categorizes certain land uses as "conditional" due to their potential to pose impact on adjacent uses. The Conditional Use process enables the Public Service to undertake additional analysis and determine the suitability of a proposal.

- Conditional Uses are supported when they have demonstrated they are compatible with the existing development context and will not have any substantial adverse effects on the surrounding area.
- The Multi-Family Dwelling use is identified as a Conditional Use as per Table 4-1: Principal Use Table.

The Urban Planning and Design Division supports the proposed Conditional Use for the following reasons:

- The proposed development fits with the existing neighbourhood by adding increased density and providing alternative forms of housing without disrupting the compatibility of the block.
- As the subject property is a corner lot adjacent to a commercial property, there is a lesser impact on the existing residential dwellings than if this proposal was mid-block.
- The proposal is consistent with *CCDS 2.0*.

**REASONS FOR RECOMMENDATION**

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

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

***In that,*** *the proposal broadly aligns with Complete Communities Direction Strategy 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,*** *it will have a minimal impact on the neighbouring properties.*

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

***In that,*** *it is a supportable use at this location, and aligns well with the existing development.*

## CONSULTATION

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

## OURWINNIPEG 2045 POLICY ALIGNMENT

**Goal: City Building**

***Objectives***

**1.** Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.

***Policies***

**6.1** Sustainable Urban Growth

The City must accommodate physical development that reflects this Plan's goals, and achieves a continuum of complete and connected communities over the lifecycle of the Plan.

**6.6** Intensification Target

Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed in *Complete Communities*.

**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.

## 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.

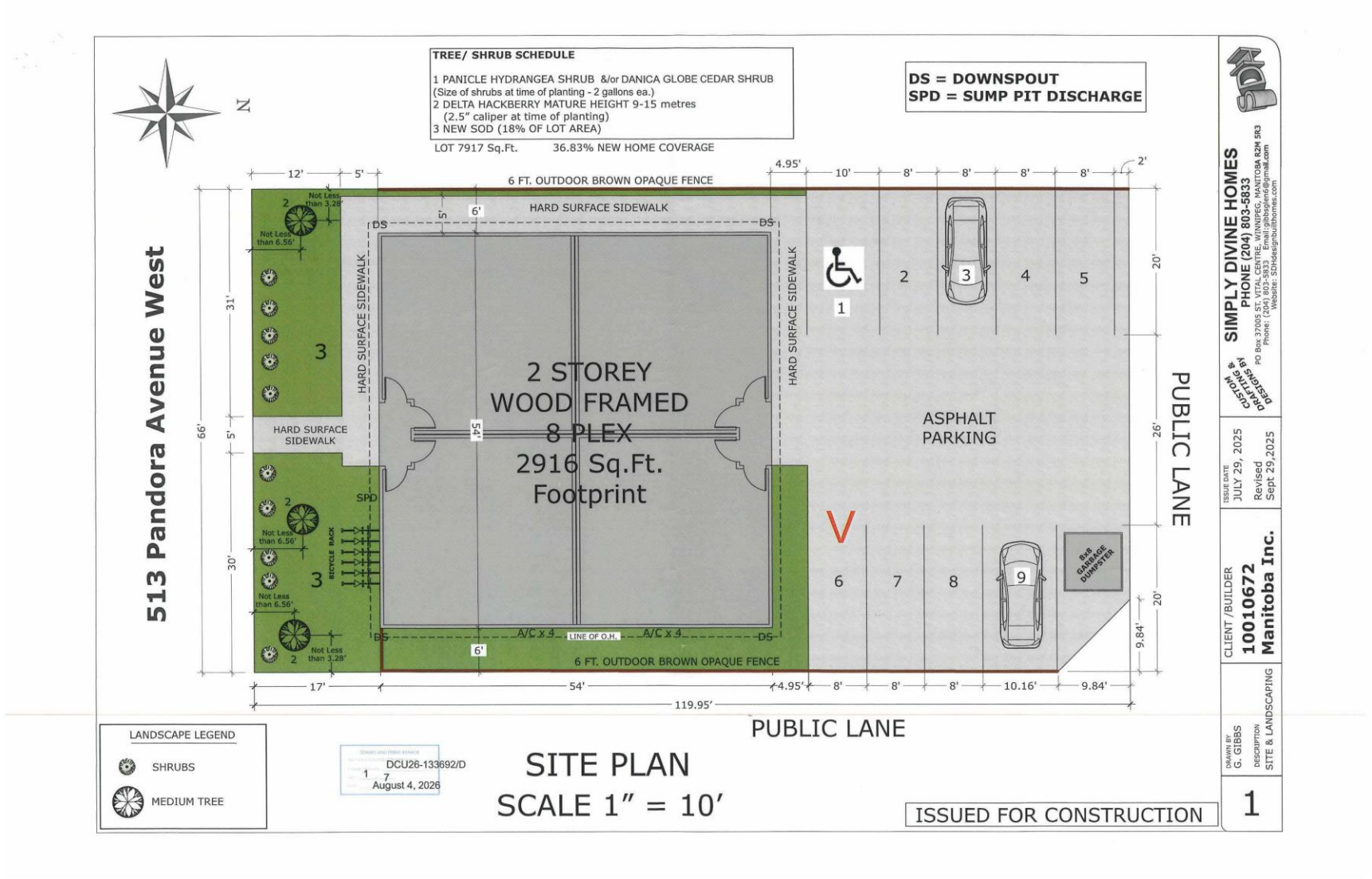
## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

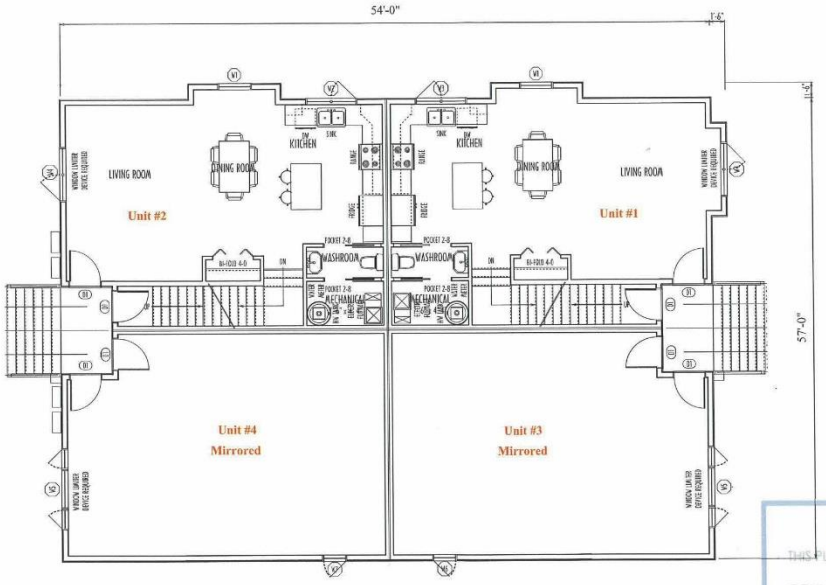
Consideration was given to whether this report connects to any of the specific Goals and Objectives in the *PRS* and it was determined the *PRS* is not applicable to this specific report.

## SUBMITTED BY

| | |
|---|---|
| Department: | Planning, Property and Development |
| Division: | Urban Planning and Design |
| Prepared by: | Gillian Kolody, MCP |
| Date: | August 26, 2026 |
| File No. | DCU 26-133692/D |

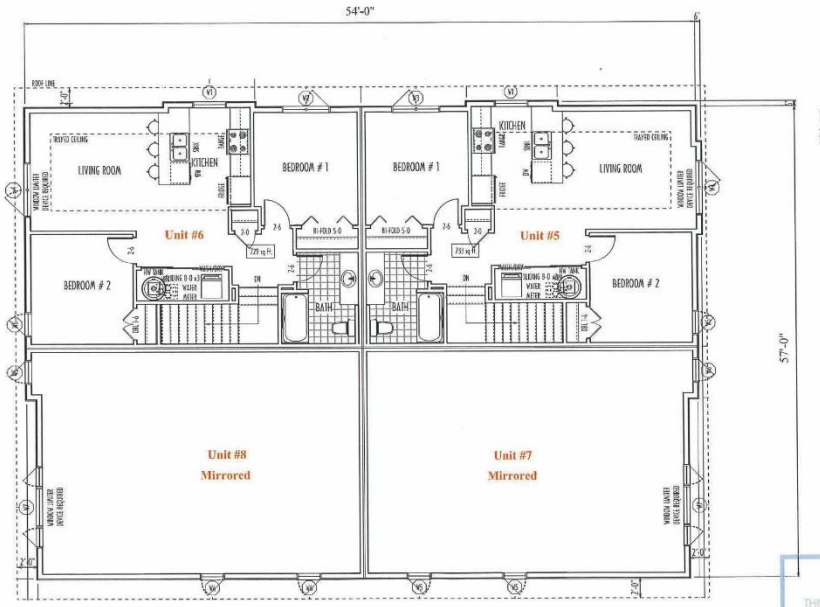
Exhibit “6” referred to in File DCU 133692/2026D






MAIN FLOOR PLAN
SCALE 1/8" = 1'-0"

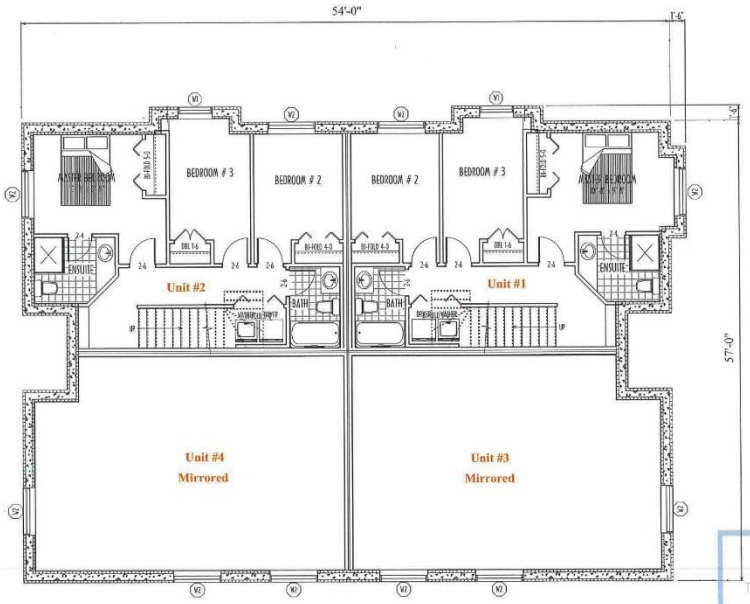
ZONING AND PERMIT BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL IN
CONNECTION WITH: DCU26-133692/D
SHEET # 2 OF 7
DATE: March 30, 2026




## UPPER FLOOR PLAN

SCALE 1/8" = 1'-0"

ZONING AND PERMIT BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL IN
CONNECTION WITH: DCU26-133692/D
SHEET # 3 OF 7
DATE: March 30, 2026




BASEMENT FLOOR PLAN

SCALE 1/8" = 1'-0"

ZONING AND PERMIT BRANCH

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DCU26-133692/D

SHEET # 4 OF 7

DATE: March 30, 2026

ZONING AND PERMIT BRANCH

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DCU26-133692/D

SHEET # 5 OF 7

DATE: March 30, 2026




SOUTH ELEVATION
SCALE 1/8" = 1'-0"

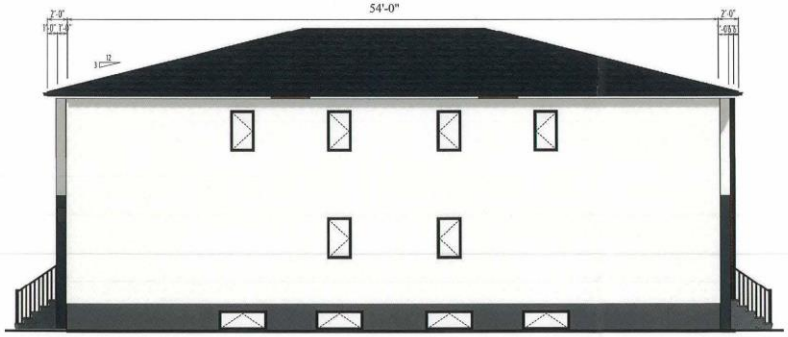



EAST ELEVATION
SCALE 1/8" = 1'-0"

ZONING AND PERMIT BRANCH
THIS PLAN IS SUBMITTED FOR APPROVAL IN
CONNECTION WITH 26-133692/D
SHEET # 6 OF 7
DATE: August 4, 2026




NORTH ELEVATION
SCALE 1/8" = 1'-0"




WEST ELEVATION
SCALE 1/8" = 1'-0"

# Garbage Enclosure Details

