Minutes – Council – September 24, 2026

Minute No. 506
Report – Standing Policy Committee on Property and Development – September 9, 2026

Item No. 16 **Rezoning – 513 Pandora Avenue West**
(Transcona Ward)
File DAZ 211/2026 [c/r DCU 133692/2026D and DAV 133682/2026D]

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended under Development Application No. DAZ 211/2026 by rezoning the subject land to an "R2 Mature Communities PDO-1" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated September 3, 2026, and attached as Schedule "B" to this report, subject to the following conditions:

    A. That the owner of the subject land (the "Owner") enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:

        i. That the Owner shall provide a plan or plan of survey prepared by a Manitoba Land Surveyor that will facilitate a street opening by-law and which is satisfactory for registration at the Winnipeg Land Titles Office, and in accordance with the report of the Administrative Coordinating Group dated May 8, 2026, and attached as Appendix "B" to this report, and with such other minor changes as may be required.

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

            a. buildings
            b. accessory parking areas
            c. private approaches
            d. garbage enclosures
            e. fencing
            f. landscaping

Report – Standing Policy Committee on Property and Development – September 9, 2026

COUNCIL DECISION (continued):

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "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.

B. That the Developer enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated May 8, 2026 and attached as Appendix "B" to this report.

C. That the City enter into, execute and deliver with the Developer:

i. A Zoning Agreement in accordance with Recommendation 1.A.; and

ii. A Servicing Agreement in accordance with Recommendation 1.B.,

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That 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 the Owner shall meet all terms and conditions as outlined in Appendix "B", the report of the Administrative Coordinating Group, dated May 8, 2026, to the satisfaction of the Director of Public Works and the Director of Water and Waste.

Report – Standing Policy Committee on Property and Development – September 9, 2026

COUNCIL DECISION (continued):

4. 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.

5. That subject to the approval of Recommendation 1 and upon instructions from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be instructed to prepare and bring directly to Council for enactment, a by-law to facilitate the street opening in accordance with Recommendation 1.A.i.

6. 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 211/2026 (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.

7. That Development Application No. DAZ 211/2026 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.

8. That the By-law will come into force when the Zoning Agreement is fully executed and registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

9. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with Recommendation 8, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

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

Report – Standing Policy Committee on Property and Development – September 9, 2026

DECISION MAKING HISTORY:

Moved by Councillor Duncan,
That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 15, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 9, 2026, the Standing Policy Committee on Property and Development concurred in the recommendation of the East Kildonan-Transcona Community Committee, with the following amendment:

- Delete Recommendations 1.E., 1.F., 1.G., 1.H., 1.I., 1.J., and 1.K. in their entirety

and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 3, 2026, the East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments, namely:

- In Recommendation 1, add the following new Conditions:

  "E. That the hard surface sidewalk indicated on the site plan between the north and south entrances along the west side of the building be relocated to the east side of the building.

  F. That the parking configuration be changed to accommodate a minimum of a four-foot, landscaped buffer along the west property line.

Report – Standing Policy Committee on Property and Development – September 9, 2026

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

G. That the entrance of the parking lot be reduced from 7.9 metres (26 feet) to 6.7 metres (22 feet).

H. That a two-foot landscaped buffer be placed north of the reconfigured sidewalk that wraps around the building on the east side.

I. That a 4.95-foot landscaped buffer be placed at the rear of the building on both sides of the rear entrance.

J. That detailed landscaped buffer designs be approved by the East Kildonan-Transcona Community Committee at the time of Plan Approval.

K. That all windows on the west side of the building be glazed."

and submitted the matter to the Standing Policy Committee on Property and Development.

PUBLIC HEARING SUMMARY

File: DAZ 211/2026

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

Public Hearing: September 3, 2026
Council Building, 510 Main Street

Applicant: John Scott Wintrup Planning & Development (John Wintrup)

Subject:

EAST KILDONAN TRANSCONA COMMUNITY

APPLICANT: John Scott Wintrup Planning & Development, (John Wintrup)

FILE: DAZ 211/2026

PROPOSAL : To rezone the land shown outlined above from an "R1-M MATURE COMMUNITIES PDO-1" RESIDENTIAL SINGLE-FAMILY (MEDIUM) DISTRICT to a "R2 MATURE COMMUNITIES PDO-1" RESIDENTIAL TWO-FAMILY DISTRICT to facilitate the establishment of a proposed multi-family dwelling use.

For information, phone G. Kolody Planner at 204-986-2164.

Premises Affected: 513 Pandora Avenue

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

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

Report date: September 4, 2026

Community Committee Recommendation:

On September 3, 2026, the East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Standing Policy Committee on Property and Development:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended under Development Application No. DAZ 211/2026 by rezoning the subject land to an "R2 Mature Communities PDO-1" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated September 3, 2026, and attached as Schedule "B" to this report, subject to the following conditions:

    A. That the owner of the subject land (the "Owner") enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:

        i. That the Owner shall provide a plan or plan of survey prepared by a Manitoba Land Surveyor that will facilitate a street opening by-law and which is satisfactory for registration at the Winnipeg Land Titles Office, and in accordance with the report of the Administrative Coordinating Group dated May 8, 2026, and attached as Appendix "B" to this report, and with such other minor changes as may be required.

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

            a. buildings
            b. accessory parking areas
            c. private approaches
            d. garbage enclosures
            e. fencing
            f. landscaping

            on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "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.

B. That the Developer enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated May 8, 2026 and attached as Appendix “B” to this report.

C. That the City enter into, execute and deliver with the Developer:

i. A Zoning Agreement in accordance with Recommendation 1.A.; and

ii. A Servicing Agreement in accordance with Recommendation 1.B.,

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

E. That the hard surface sidewalk indicated on the site plan between the north and south entrances along the west side of the building be relocated to the east side of the building.

F. That the parking configuration be changed to accommodate a minimum of a four-foot, landscaped buffer along the west property line.

G. That the entrance of the parking lot be reduced from 26 feet to 22 feet

H. That a two-foot landscaped buffer be placed north of the reconfigured sidewalk that wraps around the building on the east side.

I. That a 4.95-foot landscaped buffer be placed at the rear of the building on both sides of the rear entrance.

J. That detailed landscaped buffer designs be approved by the East Kildonan-Transcona Community Committee at the time of Plan Approval.

K. That all windows on the west side of the building be glazed.

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 the Owner shall meet all terms and conditions as outlined in Appendix "B", the report of the Administrative Coordinating Group, dated May 8, 2026, to the satisfaction of the Director of Public Works and the Director of Water and Waste.

4. 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.

5. That subject to the approval of Recommendation 1 and upon instructions from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be instructed to prepare and bring directly to Council for enactment, a by-law to facilitate the street opening in accordance with Recommendation 1.A.i.

6. 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 211/2026 (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.

7. That Development Application No. DAZ 211/2026 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.

8. That the By-law will come into force when the Zoning Agreement is fully executed and registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

9. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with Recommendation 8, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

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

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

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

1. I'm happy to hear that the applicant is supportive of upgrading landscaping, upgrading the parking lot to ensure there is proper buffering for residents so they're not looking into a parking lot or have lights shining in, that there will be a proper fence, solid fence, so that lights will not be shining in, that there will now be a four-foot buffer minimum, possibly more he indicated.

2. I'm of the opinion that sometimes the 20-foot-wide access drive in to the stalls is too big, so bring it down today to 22 feet. It's more appropriate for vehicles sometimes these days.

3. I'm happy to see the bicycle parking on the site, happy to see that it's not a higher density than eight units, happy to see still that with the reduction of one parking stall that there's still eight parking stalls. Knowing full well that it is on Pandora Avenue West, but there is parking on Pandora Avenue West.

4. I want to point out. Just recently this road was upgraded, I believe the sidewalk was repaired with the renewal of the road there so, because I saw the sidewalk was in poor shape in front of the building and they tied that in. I'm hoping they did that, I'll have a look today.

5. Those are the things I wish to point out in support.

6. This is a former large lot that was 46 feet in width, approximately, 66 feet in width, that is able to accommodate this density. We have done similar densities on similar size lots on Regent Avenue and on Pandora.

7. I would encourage the applicant to hire an architect just to bring a higher standard with regards to the elevations and I would encourage the public service at the time of Plan Approval to definitely consider that, because I really believe the elevations are somewhat lacking. We've now approved developments on Pandora Avenue West on this block and just beyond. That truly have raised the standard in terms of higher quality of elevations. Back in the day, when we first had the first development by Michael Mark, across from the New Flyer Industries on the old Jim Johnson Sports Site on the corner of Moroz and Pandora Avenue West, northeast corner of Moroz and Pandora Avenue West. That was the standard then, but the standard has changed. The quality of construction has changed quite a bit too, costs have gone up but so have the rents. So, I really like to see a higher standard when it comes to elevations than what we have here today. We're not approving that here today, that's coming back with Plan Approval, and I just want to make sure the Plan Approval does come this Community Committee in the future, that that's also amended in this report, because sometimes it doesn't.

8. I've received the petition from the residents. They are expressing concern about the storm sewer water capacity that is subject to the Water and Waste Department. I understand high rates of runoff and issues, there are issues on every lane, sadly.

9. Insufficient buffering between the proposed parking area and adjacent residential properties. I think we tired to address that with the buffering now against the parking that didn't exist before and the residents to the west, properties to the west. The building height and impact on privacy, we've now glazed the windows on the western side to ensure that there is no peering into yards, homes, at homeowners. And these windows must be glazed, and permanently glazed in nature. With greater landscaping recommended and a higher standard with regards to the elevations that's been recommended at time of the community committee's Plan Approval, when that happens.

10. I believe we've addressed many of the concerns expressed in the petition here.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 82 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated March 27, 2026 2. Notification of Public Hearing dated April 23, 2026 3. Manitoba Status of Title 3395627/1 4. Letter of authorization dated September 16, 2025, from 10010672 MB Inc. (Joel Scott) to John S. Wintrup 5. Legal Descriptions and Title Plot 6. Current Zoning/Lot Configuration 7. Rezoning/Subdivision 8. Plans (7 pages) 9. Communication dated August 14, 2026, from Sabrina Meneses in opposition to the application 10. Communication dated August 18, 2026, from Karen Jashyn in opposition to the application 11. Report from the Urban Planning Division dated August 26, 2026 12. Inspection Report 13. Communication dated September 3, 2026, from John Wintrup in support of the application 14. Communication dated September 1, 2026, from Trina Kostuck in opposition to the application 15. Communication dated August 31, 2026, from Darren Kush in opposition to the application 16. Petition in opposition to the application purporting to contain 88 signatures, submitted by Trina Kostuck 17. Recording of Representations

REPRESENTATIONS:

In Support:

John Wintrup

In Opposition:

Roselle Abelle
Jamie Albent
B Almero
R Almero
Venus Aniasco
Jackie Becker
Jeff Becker
Vero Berube
Shannon Bittner
Adam Burton
Leila Caoagas
Stephani Chu
Adrian Deforry
J Dekker
Paul Desautels
Mel Dueck
Jaron Dueck
Brandon Dueck
Chantel Dumas
Janett Eberhard
Dave Edwards
Peggy Emmond
E.H. Evans
Leesa Fast
Robert Fields
Courtney Fields
Crystal Fletcher
Jaydon Froese
Roy Geuvreau
Breanne Gibson
Sergio Gresbrecht
Orville Heinrichs
Steven Heldebrecht
Harleight Hoogerdijk
Svitlana Ivaniv
D James
Karen Jashyn
Alma Jennings
Vera Johnson
Isaac Kaatz
Kristine Kaschyshyn
Jon Kaschyshyn
Justin King
Pete Koetler
Trina Kostuck
Keelan Krishka
Marianna Krzyszton
Darren Kush
Taisa Lamoureux
Matt Lamoureux
Yna Felicia Luis
Kate Mackenzie
Bonnie Marchant
Don McPhail
Cayla McRorie
K Megarry
Sabrina Meneses
Ezra Micklefield
Larry Moser
Joshua Moser
Maria Nguyen
Khamkone P
Tammy Padobe
C Palehitski
Lori Parenteau
Nick Pollock
C. Rathgele
R Reitman
Justin Sadowy
Declan Say
Vanessa Say
S Schroeder
Glenda Schroeder
Angus Schuerfeld
Andrew Shuerfeld
Derrick Slater
Adeline Sunga
Mercy Thiessen
K Vander Vegte
Aiden Veenendaal
Garth Walker
Cammy Walker
C Welechenko
Chad Wiese
Jeremy Wilde

For Information:

Nil

For the City:

C. Ho, Planner, Planning, Property and Development Department
G. Kolody, Planner, Planning, Property and Development Department

Exhibit "11" referred to in File DAZ 211/2026

ADMINISTRATIVE REPORT

Title: DAZ 211/2026 – 513 Pandora Avenue West

Issue: An application for consideration at the public hearing to rezone the subject property from an "R1-M Mature Communities PDO-1" Residential Single-Family (Medium) District to an "R2 Mature Communities PDO-1" Residential Two-Family District to allow for the construction of an 8-unit multi-family dwelling.

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

AUTHORIZATION

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

RECOMMENDATIONS

1. That the Winnipeg Zoning By-law No. 200/2006 be amended under Development Application No. DAZ 211/2026 by rezoning the subject land to an "R2 Mature Communities PDO-1" Residential Two-Family District in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated September 3, 2026, and attached as Schedule "B" to this report, subject to the following conditions:

   A. That the owner of the subject land (the "Owner") enter into a Zoning Agreement with the City pursuant to subsection 240(1) of The City of Winnipeg Charter in accordance with the following:

      i. That the Owner shall provide a plan or plan of survey prepared by a Manitoba Land Surveyor that will facilitate a street opening by-law and which is satisfactory for registration at the Winnipeg Land Titles Office, and in accordance with the report of the Administrative Coordinating Group dated May 8, 2026, and attached as Appendix "B" to this report, and with such other minor changes as may be required.

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

a. buildings;

b. accessory parking areas;

c. private approaches;

d. garbage enclosures;

e. fencing; and

f. landscaping

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "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.

B. That the Developer enter into a Servicing Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group dated May 8, 2026 and attached as Appendix "B" to this report.

C. That the City enter into, execute and deliver with the Developer

(i) a Zoning Agreement in accordance with recommendation 1.A.; and

(ii) a Servicing Agreement in accordance with recommendation 1.B.,

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

D. That authority be delegated to the Director of Planning, Property and Development to negotiate and approve the terms and conditions of the Zoning Agreement, the Servicing Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

2. That, 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 the Owner shall meet all terms and conditions as outlined in Appendix "B", the report of the Administrative Coordinating Group, dated May 8, 2026, to the satisfaction of the Director of Public Works and the Director of Water and Waste.

4. 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.

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6. 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 211/2026 (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.

7. That Development Application No. DAZ 211/2026 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.

8. That the By-law will come into force when the Zoning Agreement is fully executed and registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

9. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Zoning Agreement is not registered in accordance with recommendation 8, unless the developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

10. 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 "R1-M Mature Communities PDO-1" Residential Single-Family (Medium) District to an "R2 Mature Communities PDO-1" Residential Two-Family District to allow for the construction of an 8-unit multi-family dwelling.

- 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.

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 Division
Prepared by	Gillian Kolody, MCP
Date:	August 26, 2026
File No.	DAZ 211/2026

List of Schedules and Appendices

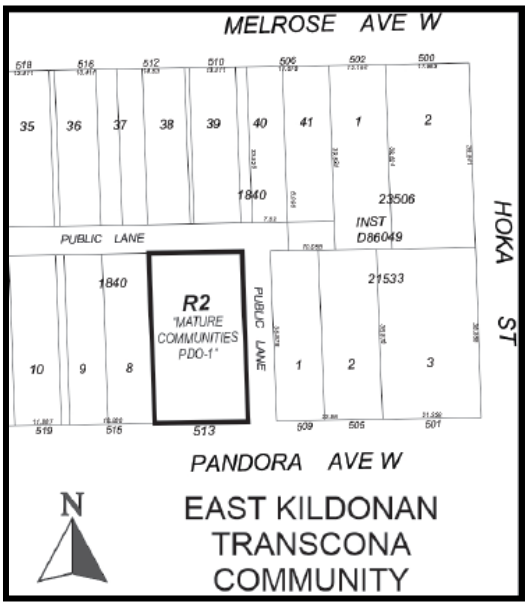
Schedule A	Planning Discussion
Schedule B	File No. DAZ 211/2026 East Kildonan - Transcona Community Committee, dated September 3, 2026
Appendix A	Proposed By-law
Appendix B	Report of the Administrative Coordinating Group (ACG) dated May 8, 2026

SCHEDULE A

FILE: **DAZ 211/2026**
RELATED FILES: DAV 26-133682/D, DCU 26-133692/D
COMMUNITY: East Kildonan - Transcona Committee
NEIGHBOURHOOD #: 4.402 – Melrose

SUBJECT: To rezone the subject property from "R1-M Mature Communities PDO-1" Residential Single-Family (Medium) District to "R2 Mature Communities PDO-1" Residential Two-Family District

LOCATION: 513 Pandora Avenue W



APPLICANT: John Wintrup (John Scott Wintrup Planning and Development)
139 Roslyn Road - Unit 301
Winnipeg, MB R3L 0G7

OWNER: 10010672 Manitoba LTD
380 Foxdale Avenue
Winnipeg, MB R2G 1A4

RECOMMENDATION: Approval with conditions

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 Uses *(flown 2024).*

N

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).

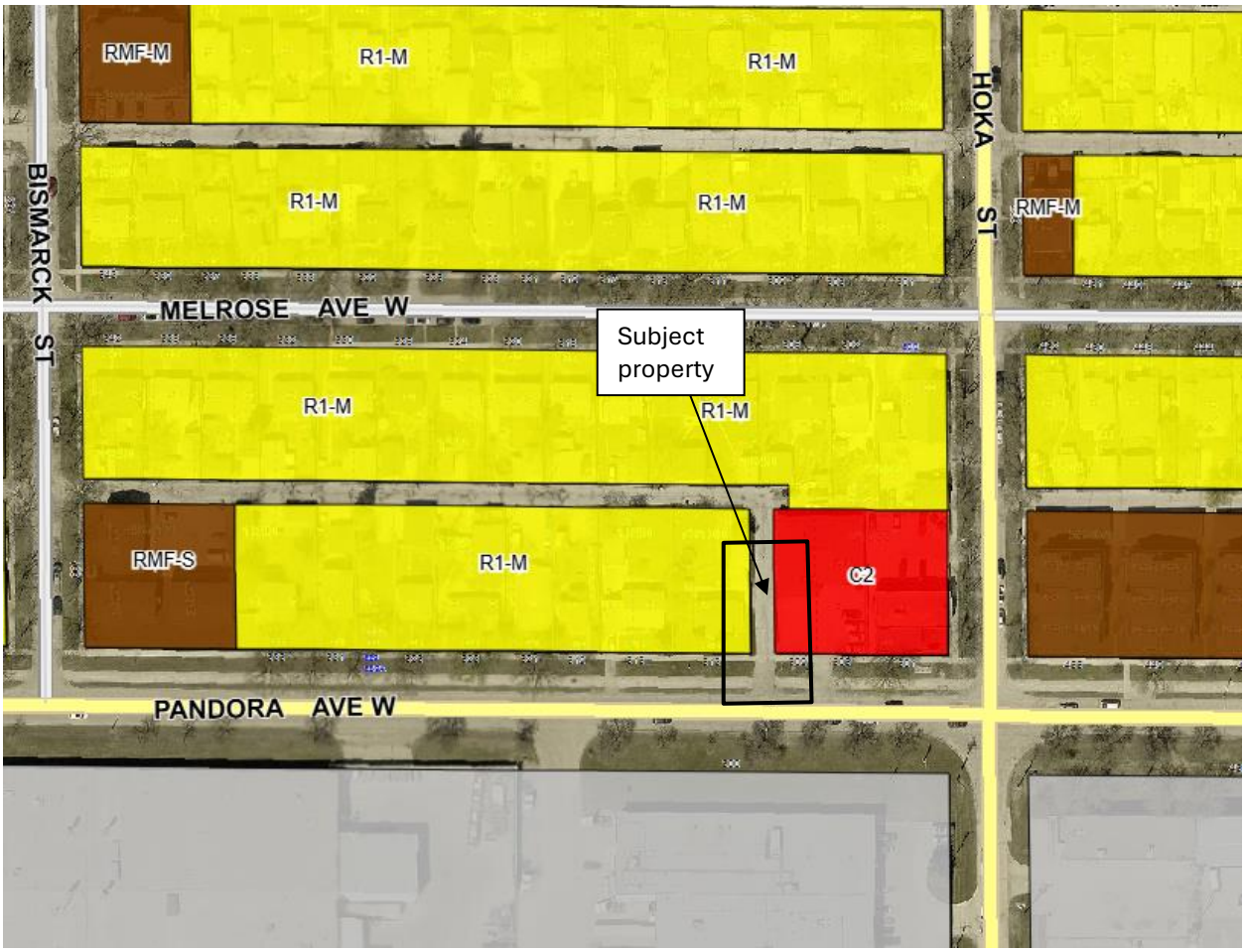


Figure 2: Zoning of the site and surrounding area.

N

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to rezone the subject property from “R1-M Mature Communities PDO-1” Residential Single-Family (Medium) District to “R2 Mature Communities PDO-1” Residential Two-Family District.
- 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 Conditional Use approval for the establishment of a Multi-Family Dwelling (8 units) use (see planner's report for DCU 26-133692/D).
- 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:

<u>Landscaping</u>

- 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*.

<u>Utilities, Servicing and Mechanical (AC, utility meters and furnace output)</u>

- 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 to ensure the proposed development complies with the *Infill Guidelines*, Plan Approval will be recommended as a condition of approval.

CITY OF WINNIPEG ZONING BY-LAW 200/2006

Reason for the Rezoning

The applicant is proposing to rezone from "R1-M" to "R2" for the purposes of constructing an 8-unit multi-family dwelling. Multi-family residential dwellings larger than four units are not permitted in the "R1-M" zoning district.

Current Zone

Currently, the lands are zoned Residential Single-Family ("R1"). The "R1" zone is intended to accommodate single family detached dwellings, as well as two-family dwellings, 3-unit dwellings and 4-unit dwellings that meet the requirements of this By-law.

Proposed Zone

The applicant is proposing to rezone the property to Residential Two-Family ("R2"). The "R2" zone is intended to accommodate single-family detached and two-family dwellings, as well as multi-family dwellings that meet the requirements of this By-law.

CONSISTENCY WITH *CCDS 2.0*, *INFILL GUIDELINES*, AND THE SURROUNDING NEIGHBOURHOOD

- The subject proposal aligns with the above applicable *CCDS 2.0* policies for Mature Communities for the following reasons:
    - The development will help achieve residential intensification targets;
    - The development will positively contribute to the surrounding neighbourhood by providing additional housing options;
    - The proposed development will better utilize existing infrastructure including the street network, public transportation routes, water and wastewater service capacity and City services such as library, recreation and education;
    - The proposed density is compatible with the surrounding context where the area around Pandora Avenue West is characterized by a mixture of residential, commercial and industrial uses;
    - The proposed development follows the minimum front and side yard setbacks, has vehicular access from the rear public lane and provides a main entrance facing the public street, creating a pedestrian orientation; and
    - The proposed development provides a variety of unit sizes, which can accommodate vary family sizes.
- The proposed rezoning to "R2" allows the applicant to construct the proposed 8-unit multi-family dwelling with Conditional Use approval.
- Plan Approval is recommended as a condition of approval.

ADDITIONAL CONSIDERATIONS

Zoning Agreement/Corner Cut

- Public Works has identified the need for a 3.0 metre by 3.0 metre "corner cut" at the rear of this property where the two (2) public lanes intersect. Previously, this requirement was facilitated via an accompanying Subdivision application. However, due to regulatory changes a Subdivision in this circumstance is no longer possible.
- To ensure the corner cut is still enabled, the Public Service is recommending that the Owner be required to enter into a Zoning Agreement that requires the Owner provide a plan or plan of survey prepared by a Manitoba Land Surveyor that will facilitate a street opening by-law and which is satisfactory for registration at the Winnipeg Land Titles Office.

Servicing

- An Administrative Coordinating Group (ACG) Report (**see Appendix "B**") is associated with this Development Application.

- The Water and Waste Department (WWD) has advised there is adequate servicing to support the proposed land use. In the event that the development plans change, WWD will need to review the revised proposal.
- Solid Waste Services noted that collection as shown on the drawing may not work for City collection. Further consultation between the City and applicant will be required.

Plan Approval

- The Urban Planning and Design Division is recommending a Plan Approval to the Director of Planning, Property and Development and the East Kildonan-Transcona Community Committee (EKTCC).
- Plan Approval ensures the final plans are reviewed and approved by the Director and EKTCC to meet a high standard of urban design before any future construction takes place on the site.

RECOMMENDATION

The Urban Planning and Design Division recommends this application be **approved** and the subject property be rezoned to the “R2 Mature Communities PDO-1” Residential Two-Family District.

This Report Submitted by: Gillian Kolody, MCP
Planning, Property and Development Department
Urban Planning and Design Division
Report Prepared by: PPD File # DAZ 211/2026

SCHEDULE B

File DAZ 211/2026, East Kildonan - Transcona Community Committee, September 3, 2026

By-Law No.

File No. **DAZ 211/2026**

Atlas Sheet No. **Z34**

EAST KILDONAN TRANSCONA COMMUNITY

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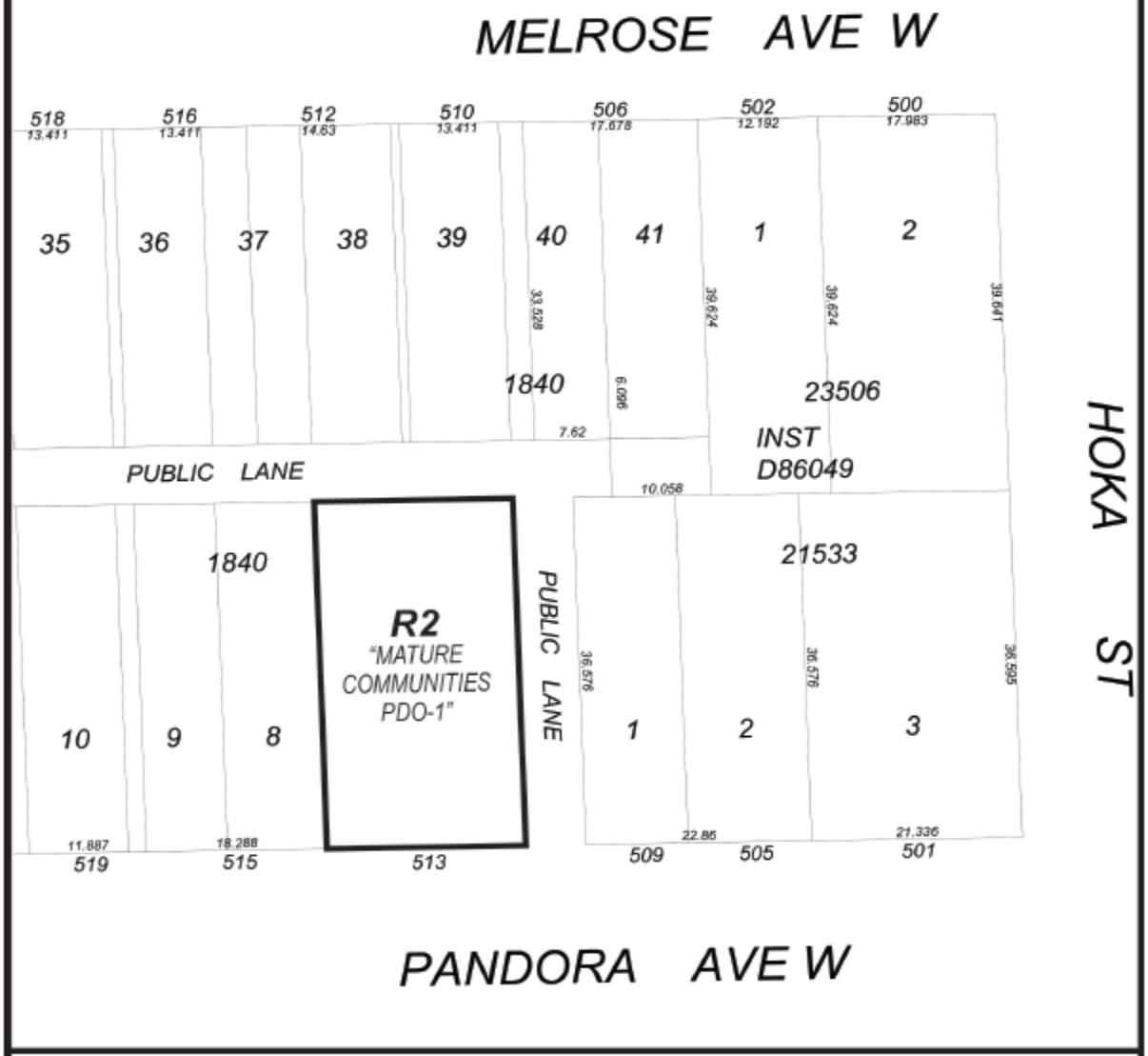
Explanation

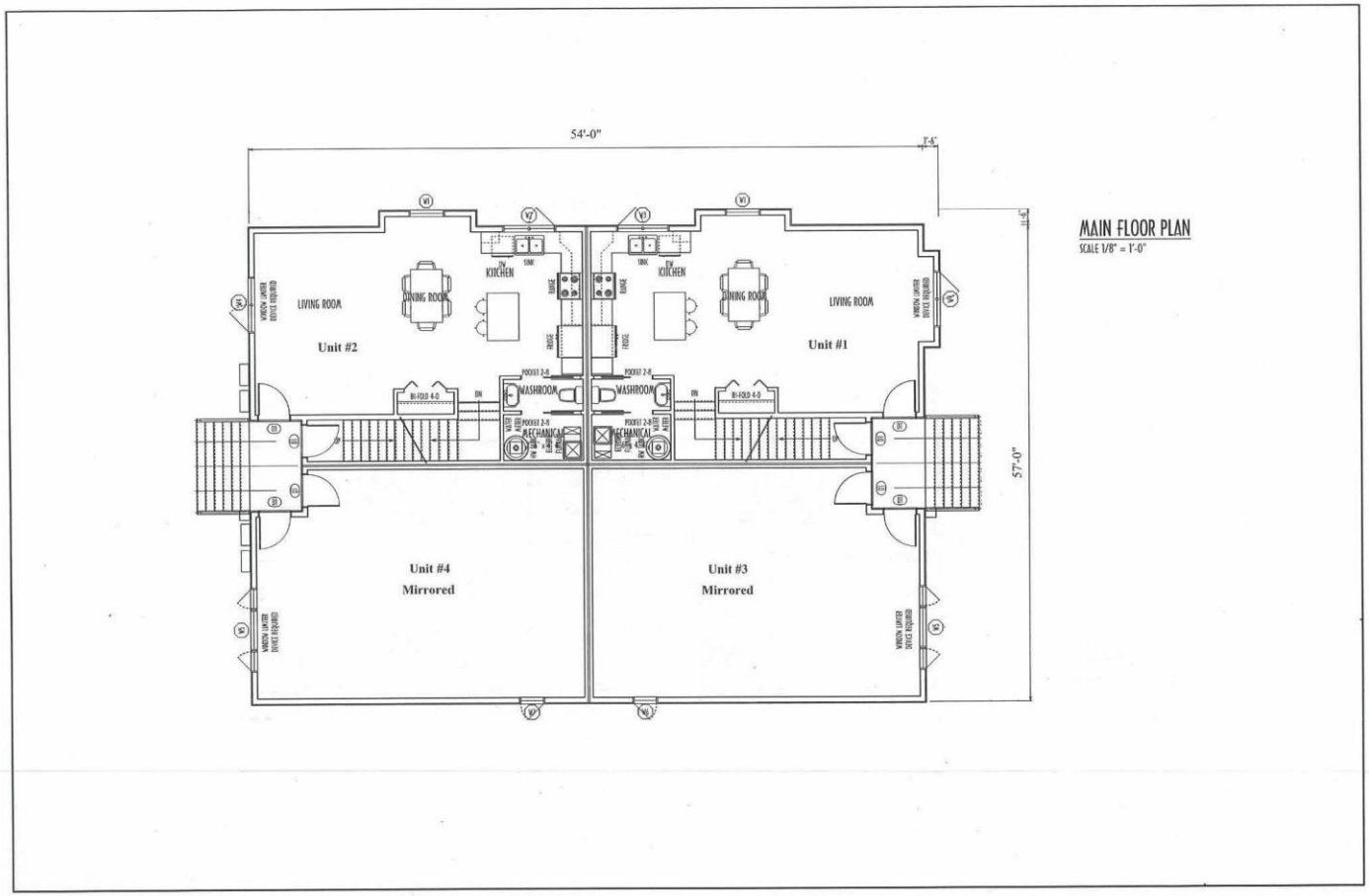
A proposed zoning change to By-law No. 200/2006 by rezoning the land located at 513 Pandora Avenue West from an "R1-M MATURE COMMUNITIES PDO-1" RESIDENTIAL SINGLE-FAMILY (MEDIUM) DISTRICT to a "R2 MATURE COMMUNITIES PDO-1" RESIDENTIAL TWO-FAMILY DISTRICT to facilitate the establishment of a proposed multi-family dwelling use.

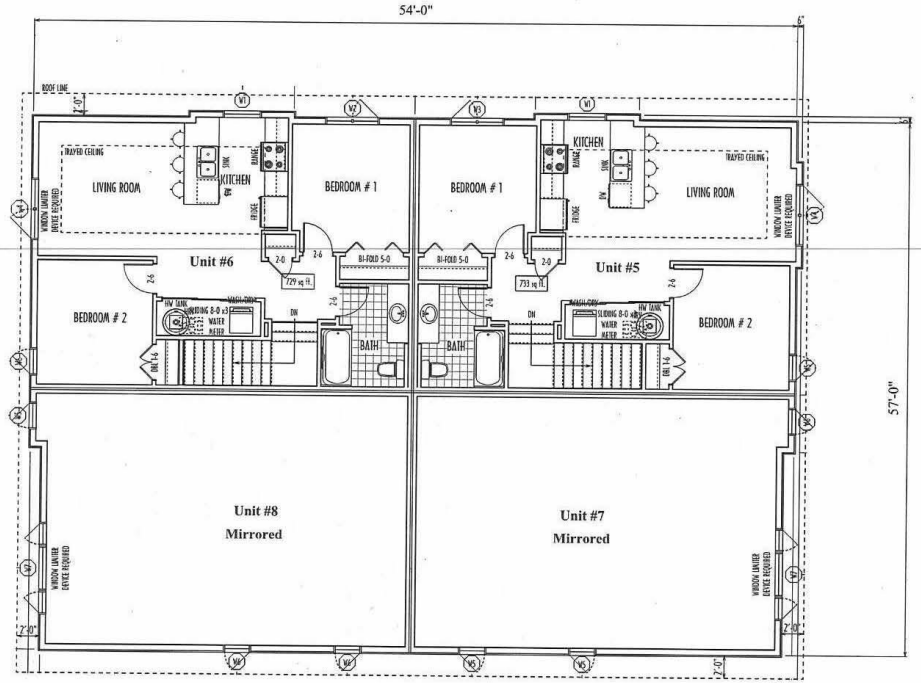


THIRD READING : EFFECTIVE DATE :

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No.

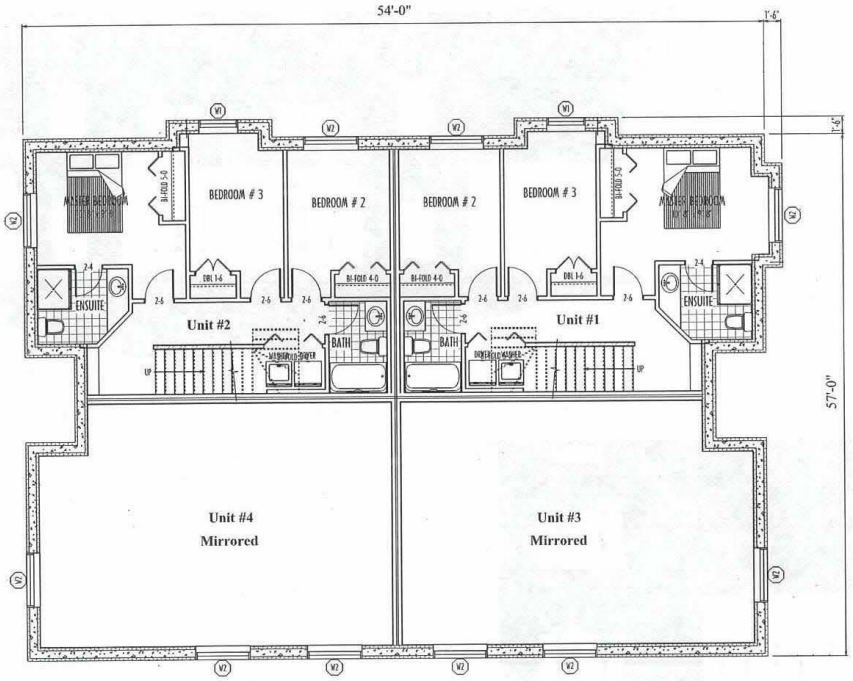
Exhibit “8” referred to in File DAZ 211/2026



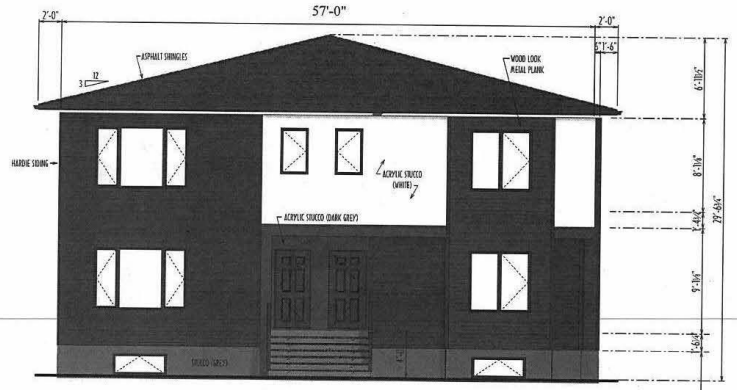


UPPER FLOOR PLAN

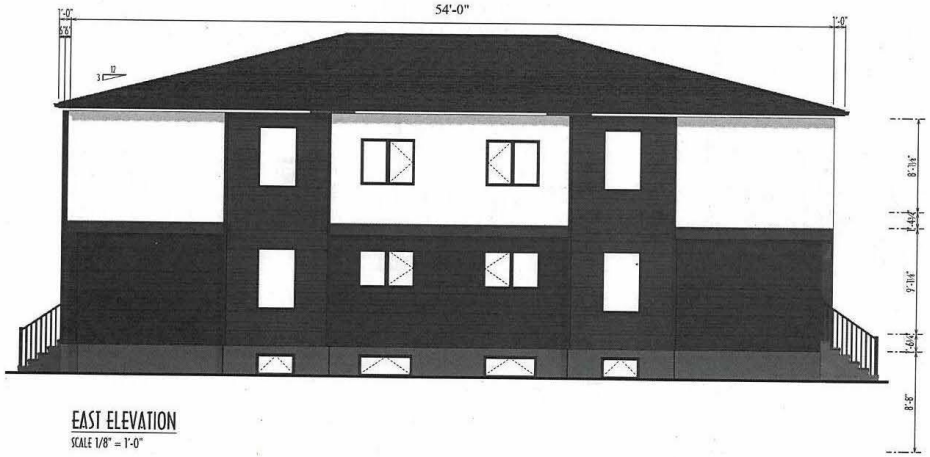
SCALE 1/8" = 1'-0"



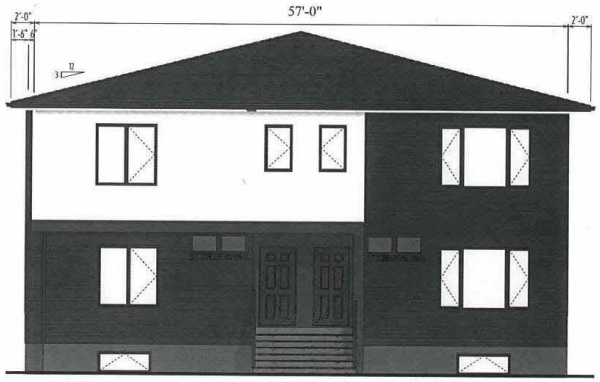
BASEMENT FLOOR PLAN
SCALE 1/8" = 1'-0"



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



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



NORTH ELEVATION
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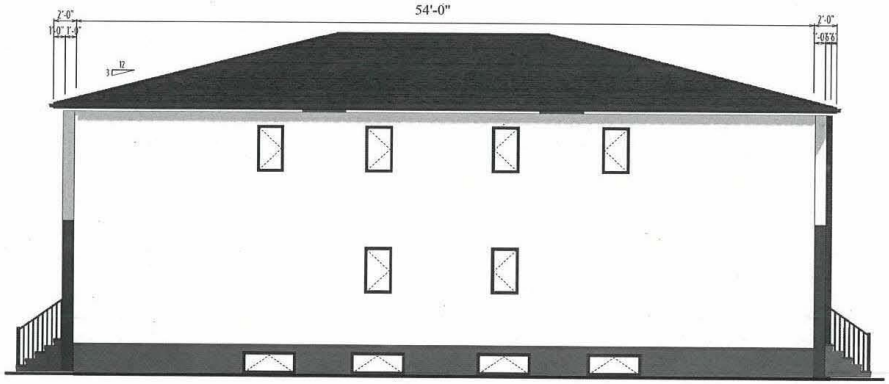

WEST ELEVATION
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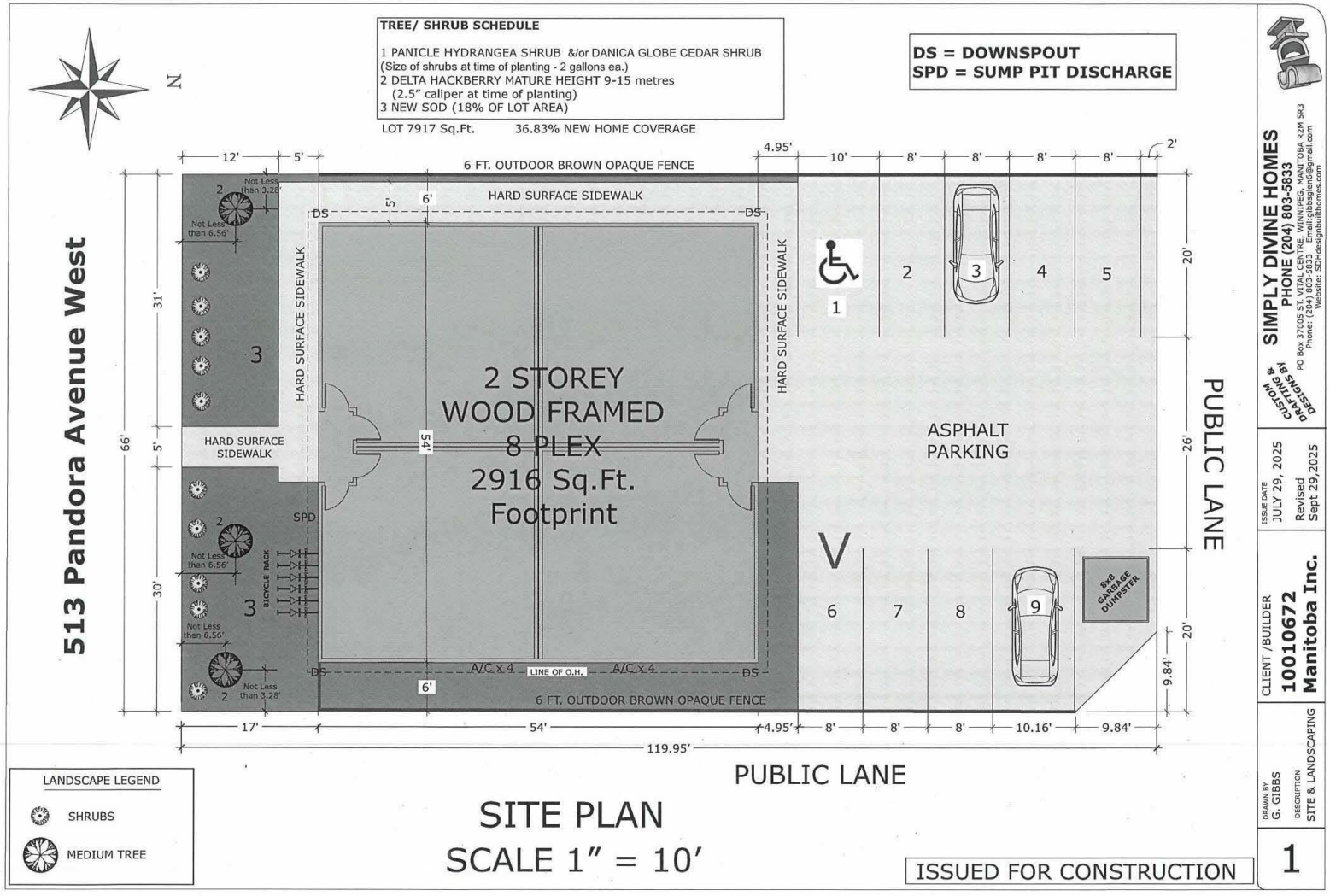
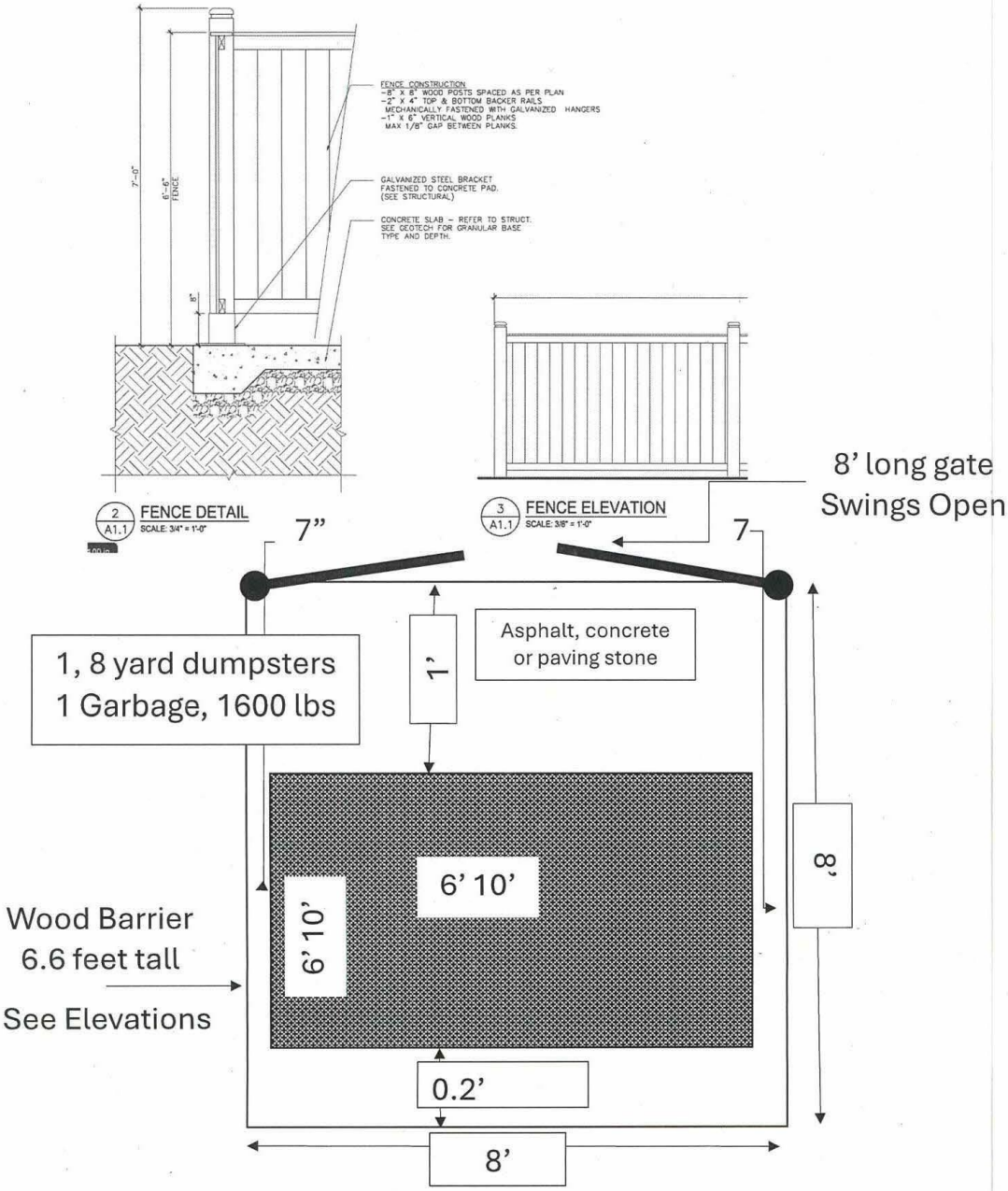

TREE/ SHRUB SCHEDULE
1 PANICLE HYDRANGEA SHRUB &/or DANICA GLOBE CEDAR SHRUB
(Size of shrubs at time of planting - 2 gallons ea.)
2 DELTA HACKBERRY MATURE HEIGHT 9-15 metres
(2.5" caliper at time of planting)
3 NEW SOD (18% OF LOT AREA)
LOT 7917 Sq.Ft. 36.83% NEW HOME COVERAGE
DS = DOWNSPOUT
SPD = SUMP PIT DISCHARGE
N
513 Pandora Avenue West
6 FT. OUTDOOR BROWN OPAQUE FENCE
HARD SURFACE SIDEWALK
HARD SURFACE SIDEWALK
HARD SURFACE SIDEWALK
2 STOREY
WOOD FRAMED
8 PLEX
2916 Sq.Ft.
Footprint
ASPHALT
PARKING
PUBLIC LANE
PUBLIC LANE
BICYCLE RACK
SPD
DS
A/C x 4
LINE OF O.H.
A/C x 4
8x8 GARBAGE DUMPSTER
Not Less than 3.28'
Not Less than 6.56'
119.95'
LANDSCAPE LEGEND
SHRUBS
MEDIUM TREE
SITE PLAN
SCALE 1" = 10'
ISSUED FOR CONSTRUCTION
SIMPLY DIVINE HOMES
PHONE (204) 803-5833
CUSTOM DRAFTING & DESIGNS BY
ISSUE DATE
JULY 29, 2025
Revised
Sept 29,2025
CLIENT /BUILDER
10010672
Manitoba Inc.
DRAWN BY
G. GIBBS
DESCRIPTION
SITE & LANDSCAPING
1

Garbage Enclosure Details