

## ADMINISTRATIVE REPORT

**Title:** DCU 24-220327\C – 270 Morley Avenue

**Issue:** For consideration of a Conditional Use to allow dwelling units on the first storey of a commercially zoned building.

**Critical Path:** Director of Planning, Property, and Development

### AUTHORIZATION

Author	Department Head	CFO	CAO
A. Ross, RPP, MCIP	n/a	n/a	

### DECISION AND CONDITIONS

The Urban Planning and Design Division **approves** the application for a Conditional Use under Winnipeg Zoning By-Law No. 200/2006 and Use Specific Standards to permit the establishment of dwelling units located on the first storey of the principal building.

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.

### REASON FOR THE REPORT

- The applicant is proposing to convert an existing 3 storey building into a multifamily and community programming building with a commercial space on the ground floor. Because there are also residential units on the ground floor, a Conditional Use approval is required per 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 24-220327\C  
**RELATED FILES:** DAV 24 – 220304\C, 2024 221037 000 00 ZR  
**COMMUNITY:** City Centre Committee

**NEIGHBOURHOOD #:** 1.666 - (RIVERVIEW)

**SUBJECT:** For a Conditional Use under Winnipeg Zoning By-Law No. 200/2006 and Use Specific Standards to permit the establishment of dwelling units located on the first storey of the principal building.

**LOCATION:** 270 Morley Ave  
**LEGAL DESCRIPTION:** LOT 1/2 BLOCK 11 PLAN 249 25 ST B

**APPLICANT:** Pamela Kravetsky (AtLRG Architecture Inc.)  
 82 George Ave  
 Winnipeg, MB R3B 0K1

**OWNER:** FIRST NATION HEALING CENTRE INC.  
 (PO BOX 365 PO)  
 KOOSTATAK, MB R0C 1S0

## HISTORY

- 270 Morley (the Rubin Block) was built in 1914 and originally contained 21 apartments in the upper floors and retail on the ground floor.
- Two fires occurred in the building; the building has been vacant since 2014.
- Since its closure, many Winnipeggers have been active in advocating for the building's conversion and reuse. There have been fears its continued vacancy could lead to demolition. The structure has been seen as iconic and historically integral to the South Osborne streetscape and wider neighbourhood.
- In 2019, the building was placed on the National Trust for Canada's Top 10 Endangered Places List.

## DISCUSSION

### CRITERIA FOR APPROVAL

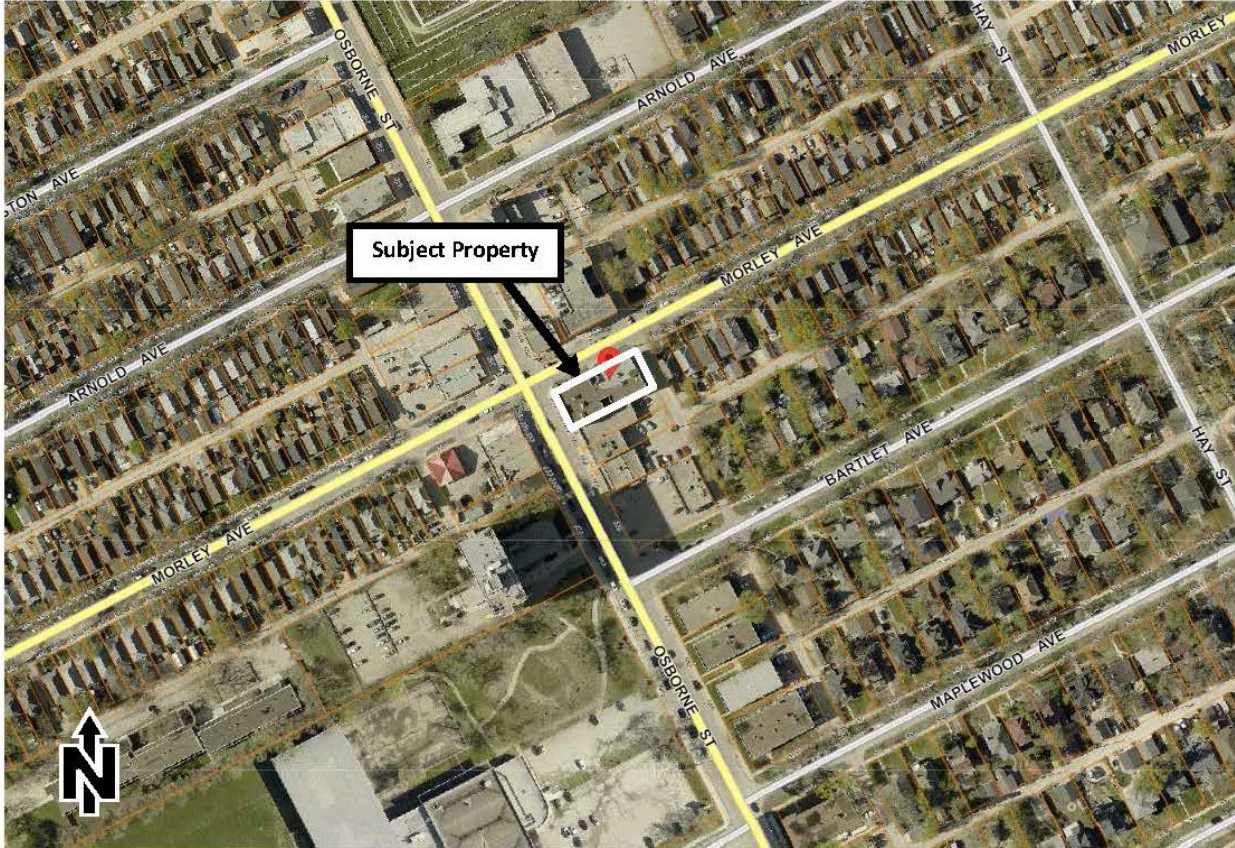
Pursuant to Section 247(3) of *The City of Winnipeg Charter*, an application for a Conditional Use with respect to a property may be approved if the Conditional Use:

- (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 southeast corner of Morley Avenue and Osborne Street, in the Riverview neighbourhood of the Fort Rouge - East Fort Garry ward.
- The property is zoned "C2" – Commercial Community District, is 7,283 sq. ft. in size, and is accessed by a paved rear lane.

- The site used to contain apartment units and commercial space but is currently vacant.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the Urban Mixed Use Corridor policy area.



**Figure 1: Aerial photo of subject site and surrounding area (flown 2024)**

**SURROUNDING LAND USE AND ZONING (See Figure 2)**

- North:** Morley Avenue, then multifamily and commercial development zoned “C2” – Commercial Community.
- South:** Commercial development zoned “C2” – Commercial Community.
- East:** Rear lane, then single family dwelling zoned “R1-M” – Residential Single Family – Medium.
- West:** Osborne Street, then commercial development zoned “C2” – Commercial Community.



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

**DESCRIPTION OF THE PROPOSED DEVELOPMENT**

- The applicant seeks to convert the building to a multifamily and community programming building.
- The building will contain 13 family sized apartment units, a small office and reception area, and one rentable commercial space fronting Osborne Street on the ground floor.
- The building will contain 5 stalls of indoor, secure bike parking, and one car parking stall in the rear off the lane.

**CONDITIONAL USE – WINNIPEG ZONING BY-LAW 200/06**

In the “C2” zoning district, residential units are not permitted on the ground floor without approval of a Conditional Use application.

Although the proposal includes commercial space on the ground floor, it also includes some residential units on the ground floor and as such, a Conditional Use is required.

## **ANALYSIS AND ISSUES**

### COLLABORATIVE PLANNING

The applicant agreed to the following adjustments as part of the collaborative planning process:

- Commercial unit  
The applicant was asked to explore retaining a commercial presence facing Osborne Street to support activity on the corner. This is provided.
- Window transparency  
The applicant was asked to provide transparent windows where suitable, to maintain interplay between the building and the sidewalk. This was provided.
- Parking plan  
The applicant was asked to detail their parking plan given the lack of onsite parking. This was provided (see below under “Number of parking stalls”).
- Fencing  
The applicant was asked to provide decorative fencing to screen the rear of the property from the sidewalk. This is provided.

### COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0 (CCDS 2.0)

This portion of Osborne is designated as “Urban Mixed Use Corridor” under CCDS 2.0. The following are the key policies relevant to this proposal:

#### Goal 1

*1.2 Where higher intensity commercial or residential uses are interrupted by lengths of low density residential development along Corridors, higher intensity residential development should be directed towards established nodes.*

#### Goal 3

*3.1 Ensure that development on Urban Mixed Use Corridors is designed to prioritize a comfortable pedestrian environment and attractive public realm by:*

*3.1.1 Providing minimal building setbacks from the public right-of-way to define the street edge.*

*3.1.2 Having entrances provide direct access to the public sidewalk.*

*3.1.3 Promoting a fine-grained and transparent street-level façade with active ground floor uses.*

*3.1.4 Encouraging balconies and public spaces, such as plazas, patios, or other pedestrian amenities.*

*3.1.5 Minimizing impacts of vehicular access and parking on the pedestrian environment by having vehicular access off of existing lanes.*

*3.1.6 Encouraging the location of parking above- or below-grade, or behind the primary building.*

*3.1.7 Promoting pedestrian-scale signage.*

*3.2 Fine-grained local commercial uses and vertical mixed-use buildings with ground floor commercial uses will be encouraged.*

#### Goal 4

*4.1 Maintain ground floor commercial space when redeveloping properties in Urban Mixed Use Corridors.*

*4.4 Support and protect Corridors' continued retail and service function by encouraging retail and service use intensification and by supporting reinvestment in existing Corridors.*

*4.5 Encourage the location of the most active retail and service uses to ground floor commercial spaces, and direct less active uses above-grade.*

#### Goal 6

*6.2 Ensure the design of Corridors encourages the use of the frequent transit service provided on routes in the Primary Transit Network as well as connections to the feeder network.*

#### *G7. Heritage Conservation*

*Identify and maintain local heritage resources*

*4.1 Work with community stakeholders to...support the sustainable reuse of existing building stock and historic infrastructure.*

#### CCDS 2.0 Summary:

The proposal meets the above policies of CCDS 2.0 in the following ways:

- The site is located at an established 'node' along a Corridor.
- The building will be vertical mixed-use with a ground floor commercial use.
- By adaptively reusing the existing sidewalk-oriented building, the proposal supports a comfortable pedestrian environment.
- Through its location on Osborne Street, the proposal encourages the use of frequent transit service and the Primary Transit Network.
- The proposal supports the sustainable reuse of existing building stock and historic infrastructure.

#### **ANALYSIS OF CONDITIONAL USE**

- This is a specialized housing proposal that necessitates a particular building layout with residential units on different levels.
- The applicant agreed to include a commercial unit on the ground floor in a key location on the street corner facing Osborne Street. This helps the building maintain a public street presence and operation.
- The proposal therefore meets the intent of the Winnipeg Zoning By-Law in spite of having residential units on the ground floor.
- For these reasons, the Urban Planning Division supports the Conditional Use.

## OTHER CONSIDERATIONS

### Heritage

The building at 270 Morley Avenue (Rubin Block) is on the Commemorative List under the Historical Resources By-law. While not protected from demolition and alterations, conservation of the building is encouraged because it has some level of heritage value. Information about the building is posted on the City's website.

## REASONS FOR DECISION

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

- (a) is consistent with *Plan Winnipeg* and any applicable secondary plan;  
*In that, the proposal encourages intensification and reinvestment along a Corridor, and supports the sustainable reuse of existing building stock and historic infrastructure.*
- (b) does not create a substantial adverse effect on the amenities, use, safety and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;  
*In that, the proposal repurposes an existing building that has long been established in this location.*
- (d) is compatible with the area in which the property to be affected is situated.  
*In that, by adaptively reusing the existing sidewalk-oriented building, the proposal supports a comfortable pedestrian environment.*

## CONSULTATION

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

## OURWINNIPEG 2045 POLICY ALIGNMENT

### 6.43 Heritage Conservation

*Conserve cultural, natural, and heritage resources and districts, as defined in Complete Communities, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity and cultural perspectives.*

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

*Strategic Opportunity #5 - 5.1 Increase Energy Performance of Existing Buildings*

## 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**

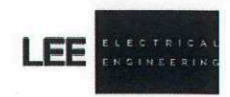
Department: Planning, Property and Development  
Division: Urban Planning and Design  
Prepared by: Andrew Ross, RPP, MCIP  
Date: September 25, 2024  
File No. DCU 24-220327\C





# FIRST NATION HEALING CENTRE

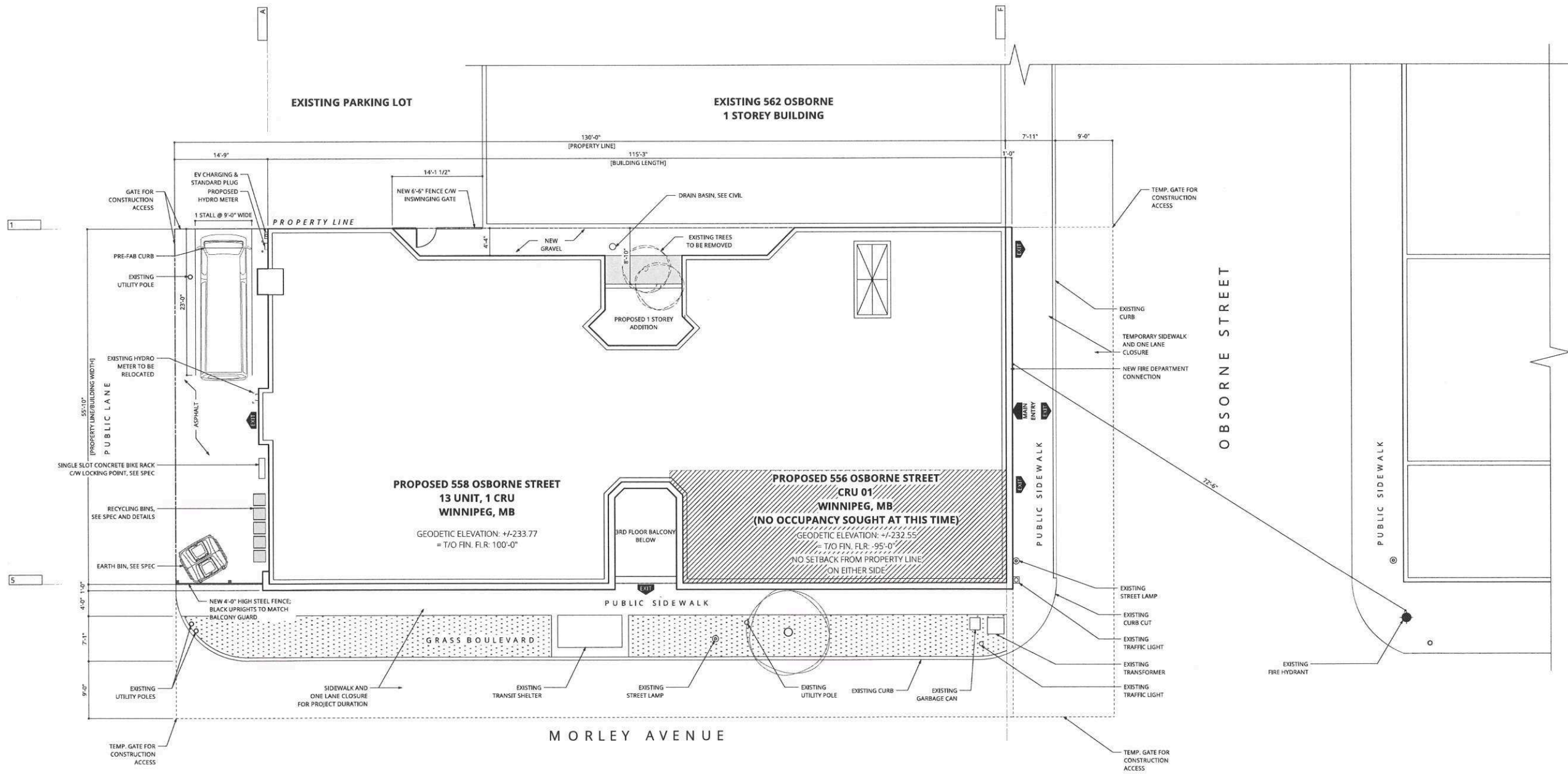
270 MORLEY AVE.  
2024.05.16 ISSUED FOR DEVELOPMENT PERMIT



**GENERAL NOTES:**

1. REFER TO CIVIL FOR GRADING, TYP.

**ZONING and PERMITS  
BRANCH**  
THIS PLAN IS SUBMITTED FOR APPROVAL  
IN CONNECTION WITH DCU 24-220327/c  
SHEET # 1 OF 3  
APPLICANT (SGD.) \_\_\_\_\_  
ZONING OFFICER Thijs  
DATE Sept 19, 2024



3 REVISION	2024-09-18
2 REVISION	2024-09-10
1 REVISION	2024-09-04
DRAWN BY:	PK
PLOT DATE:	2024-09-18

**ISSUED FOR DEVELOPMENT PERMIT**

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1 SITE PLAN  
A1.0 SCALE: 1:100  
PROJECT NORTH  
TRUE NORTH

**ZONING and PERMITS  
BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL

IN CONNECTION WITH \_\_\_\_\_

SHEET # \_\_\_\_\_ OF \_\_\_\_\_

APPLICANT (SGD) \_\_\_\_\_

ZONING OFFICER \_\_\_\_\_

DATE \_\_\_\_\_

**GENERAL NOTES**

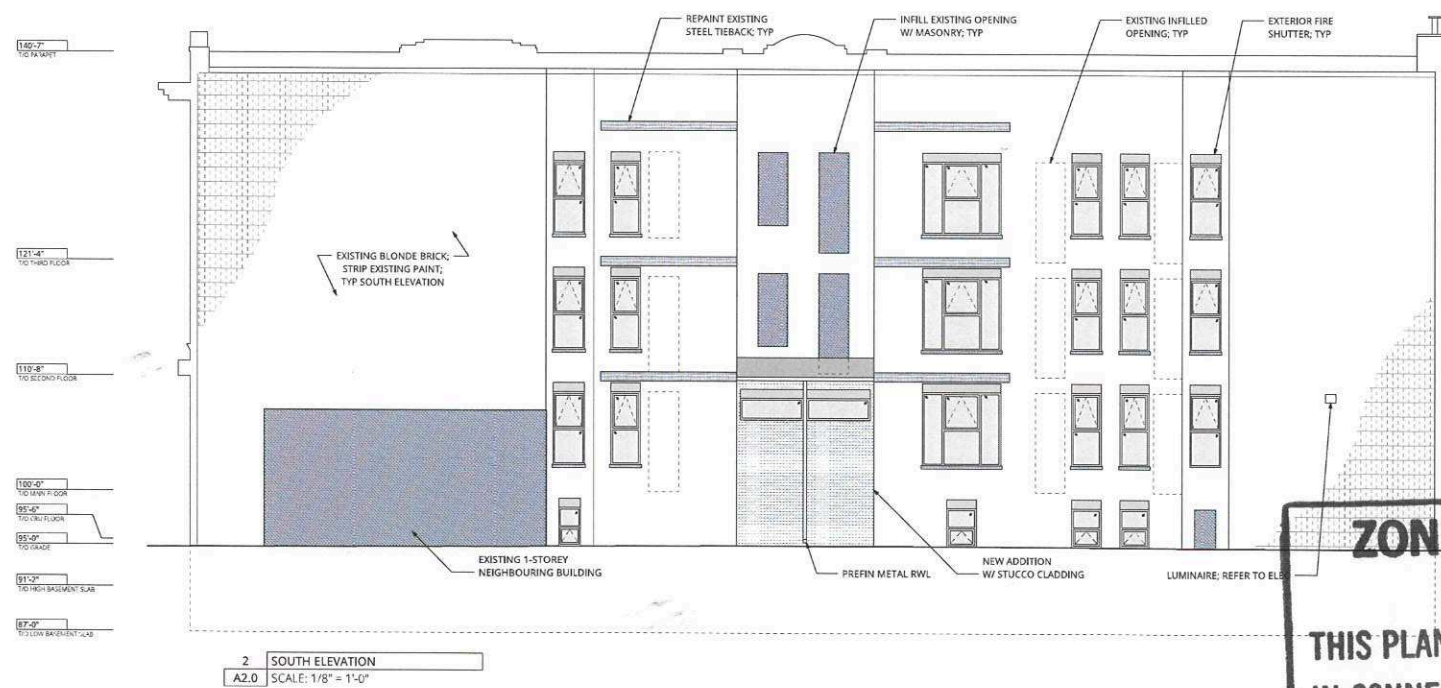
- REPAIR AND REPOINT ALL MASONRY AS REQUIRED; REFER TO SPEC
- ALL DOOR AND WINDOW OPENINGS EXISTING UNLESS NOTED OTHERWISE



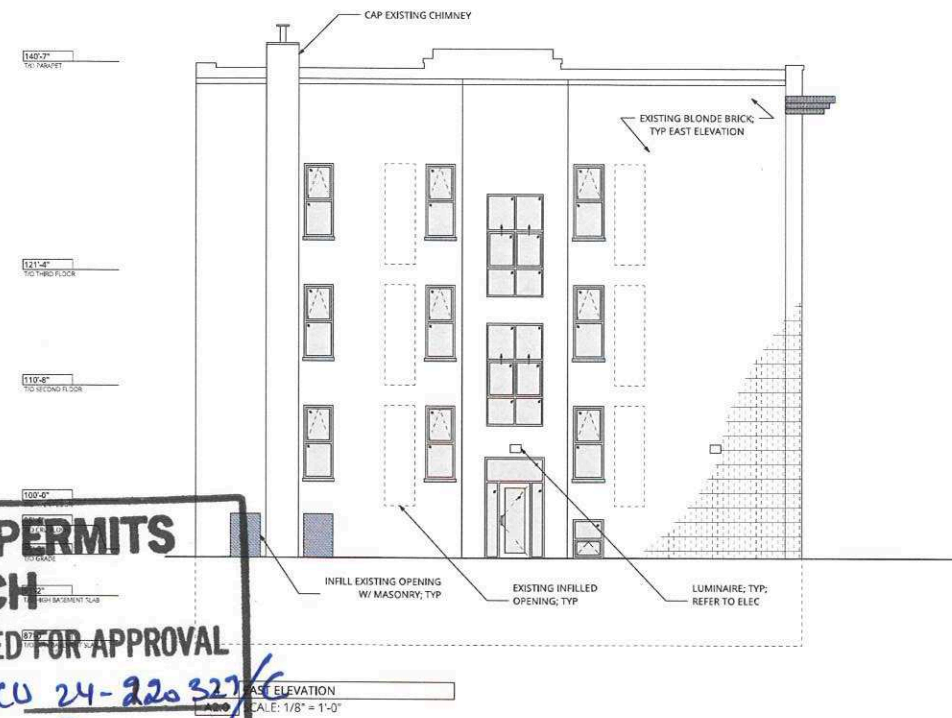
1 NORTH ELEVATION  
A2.0 SCALE: 1/8" = 1'-0"



3 WEST ELEVATION  
A2.0 SCALE: 1/8" = 1'-0"



2 SOUTH ELEVATION  
A2.0 SCALE: 1/8" = 1'-0"



AS ELEVATION  
SCALE: 1/8" = 1'-0"

**ZONING and PERMITS  
BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL  
IN CONNECTION WITH DCU 24-220327

SHEET # 2 OF 3

APPLICANT (SGD.) \_\_\_\_\_

ZONING OFFICER High

DATE Sept 16, 2024

DRAWN BY: JF  
PLOT DATE: 2024.05.16

ISSUED FOR DEVELOPMENT PERMIT

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**atlas**  
architecture inc  
82 George Ave Winnipeg MB R3B0K1  
186 FIRST NATION HEALING CENTRE  
270 MORLEY AVE  
ELEVATIONS



**ZONING and PERMITS  
BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL  
IN CONNECTION WITH DCU 24-220327/c

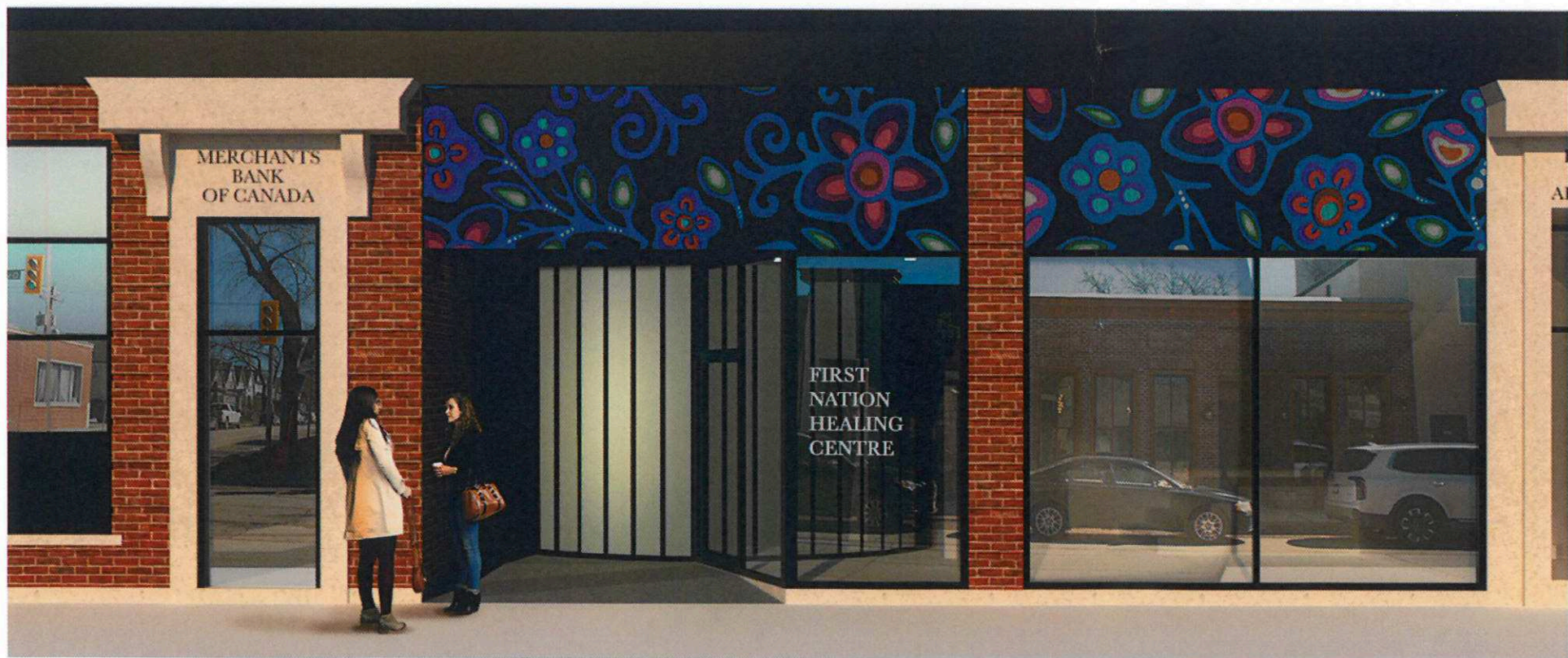
SHEET # 3 OF 3

APPLICANT (SGD.) \_\_\_\_\_

ZONING OFFICER Thing

DATE Sept 16, 2024.

1 WEST FACADE  
SK1 NTS



2 WEST FACADE (DETAIL)  
SK1 NTS

Mural sourced from Jackie Traverse's Ojibway Floral 4 Textile Connection

DRAWN BY: JF  
PLOT DATE: 2024 05 16

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82 George Ave Winnipeg MB R3B0K1  
186 FIRST NATION HEALING CENTRE  
270 MORLEY AVE.  
ENTRY VISUALIZATIONS

ZONING and PERMITS  
BRANCH

THIS PLAN IS SUBMITTED FOR APPROVAL  
IN CONNECTION WITH \_\_\_\_\_  
SHEET # \_\_\_\_\_ OF \_\_\_\_\_  
APPLICANT (SGD) \_\_\_\_\_  
ZONING OFFICER \_\_\_\_\_  
DATE \_\_\_\_\_

**GENERAL NOTES**

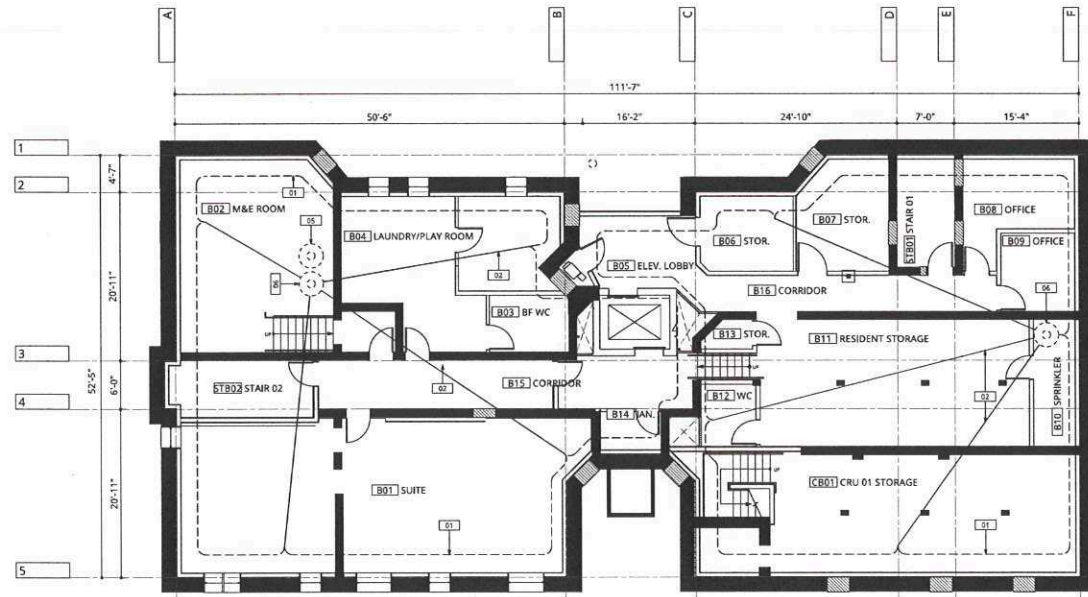
1. NEW CONCRETE SLAB TO BE POURED THROUGHOUT BASEMENT
2. ALL INTERIOR PARTITIONS NEW UNLESS NOTED OTHERWISE
3. REFER TO SPEC FOR WINDOW SCHEDULE
4. REFER TO SPEC FOR DOOR & ROOM FINISH SCHEDULE
5. EXPOSED STRUCTURAL, MECHANICAL, DUCTS AND ELECTRICAL CONDUIT TO BE PAINTED
6. WALLS DIMENSIONED TO GRIDLINE, FACE OF SHEATHING OR FACE OF CONCRETE U.N.O.
7. REFER TO MANUFACTURER FOR ELEVATOR REQUIREMENTS
8. PROVIDE 3/4" PLYWOOD TO 8'-0" HEIGHT IN M&E ROOM & BEHIND ALL WALL MOUNTED M&E EQUIPMENT THROUGHOUT
9. REFER TO DRAWING SHEET A1.5-A1.18 FOR ENLARGED PLANS
10. REFER TO STRUCTURAL, MECHANICAL, ELECTRICAL & CIVIL DRAWINGS FOR TIE-INS & ADDITIONAL INFORMATION.

**KEYNOTES:**

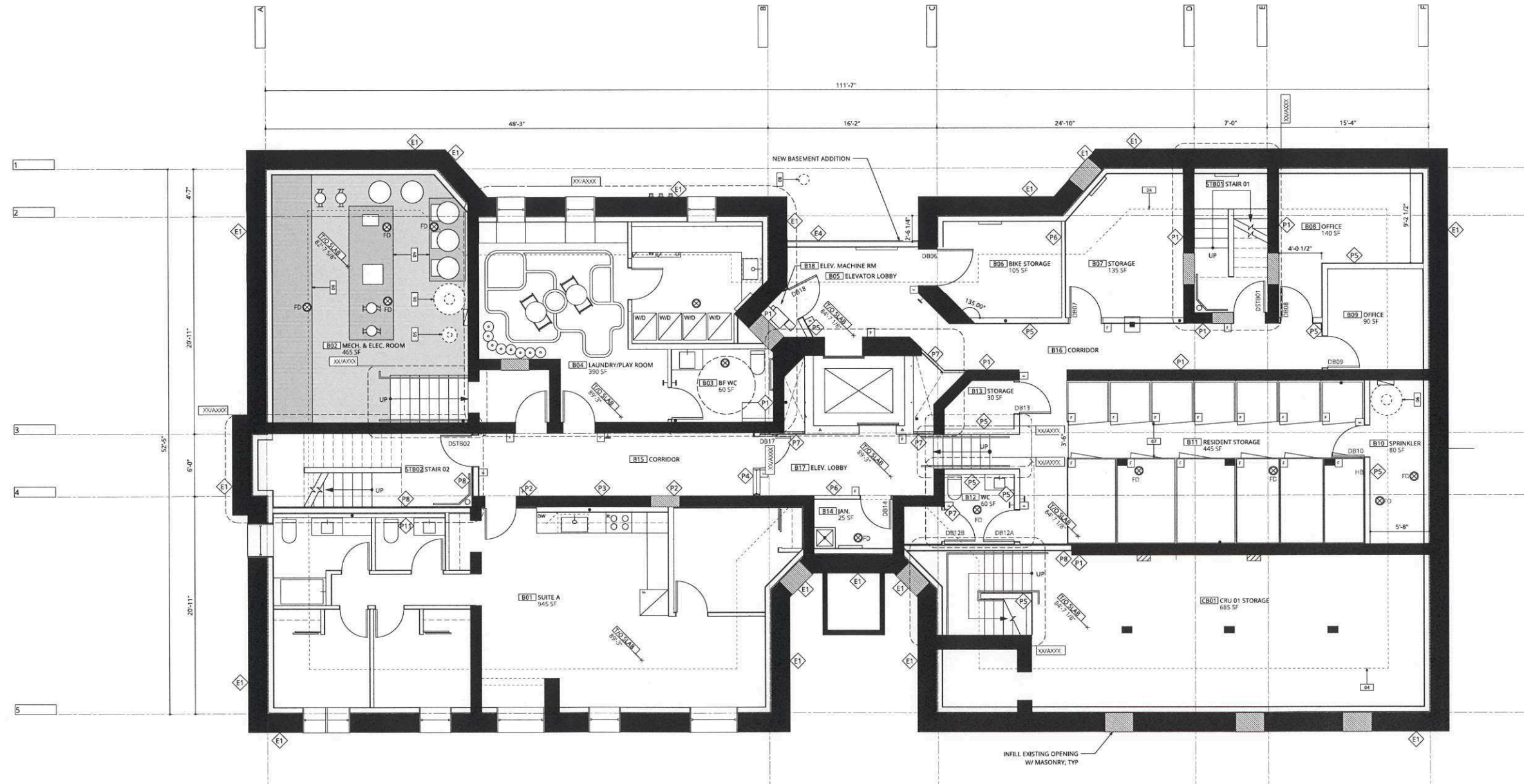
- 01 LINE OF 6" PERFORATED WEeping TILE C/W FILTER SOCK IN 6" MIN. GRANULAR COVER, TYP - REFER TO MECH.
- 02 LINE OF 6" NON PERFORATED WEeping TILE, TYP BELOW SLAB - SLOPE TO SUMP PIT. DEPTH NOT TO EXCEED THAT OF EXIST. RUBBLE FOUNDATION (REFER TO MECH.)
- 03 FLOOR DRAIN (SEE MECH.)
- 04 LINE OF INSULATION AROUND SLAB PERIMETER, 4" WIDTH AROUND SLAB (SEE DWG A001)
- 05 ELEVATOR SUMP PIT (REFER TO MECH)
- 06 SUMP PIT (REFER TO MECH)
- 07 STORAGE PARTITIONS, SEE SPEC. SIZE & DEPTH TBD
- 08 DRAIN BASIN, SEE CIVIL
- 09 HOUSEKEEPING PAD, SEE MECH AND STRUCT.

**LEGEND**

- EXISTING MASONRY WALL
- INFILL MASONRY OPENING
- NEW PARTITION
- FOB READER (ALL FOBs LINKED TO DAB SHALL BE WIRELESS, SEE ELEC.)
- DOOR ACTUATOR BUTTON



2 BASEMENT SUBGRADE DRAINAGE PLAN  
A1.6 SCALE: 3/32" = 1'-0"



1 BASEMENT PLAN  
A1.6 SCALE: 3/16" = 1'-0"

1 REVISION 2024-09-18  
DRAWN BY: PK  
PLOT DATE: 2024-09-18

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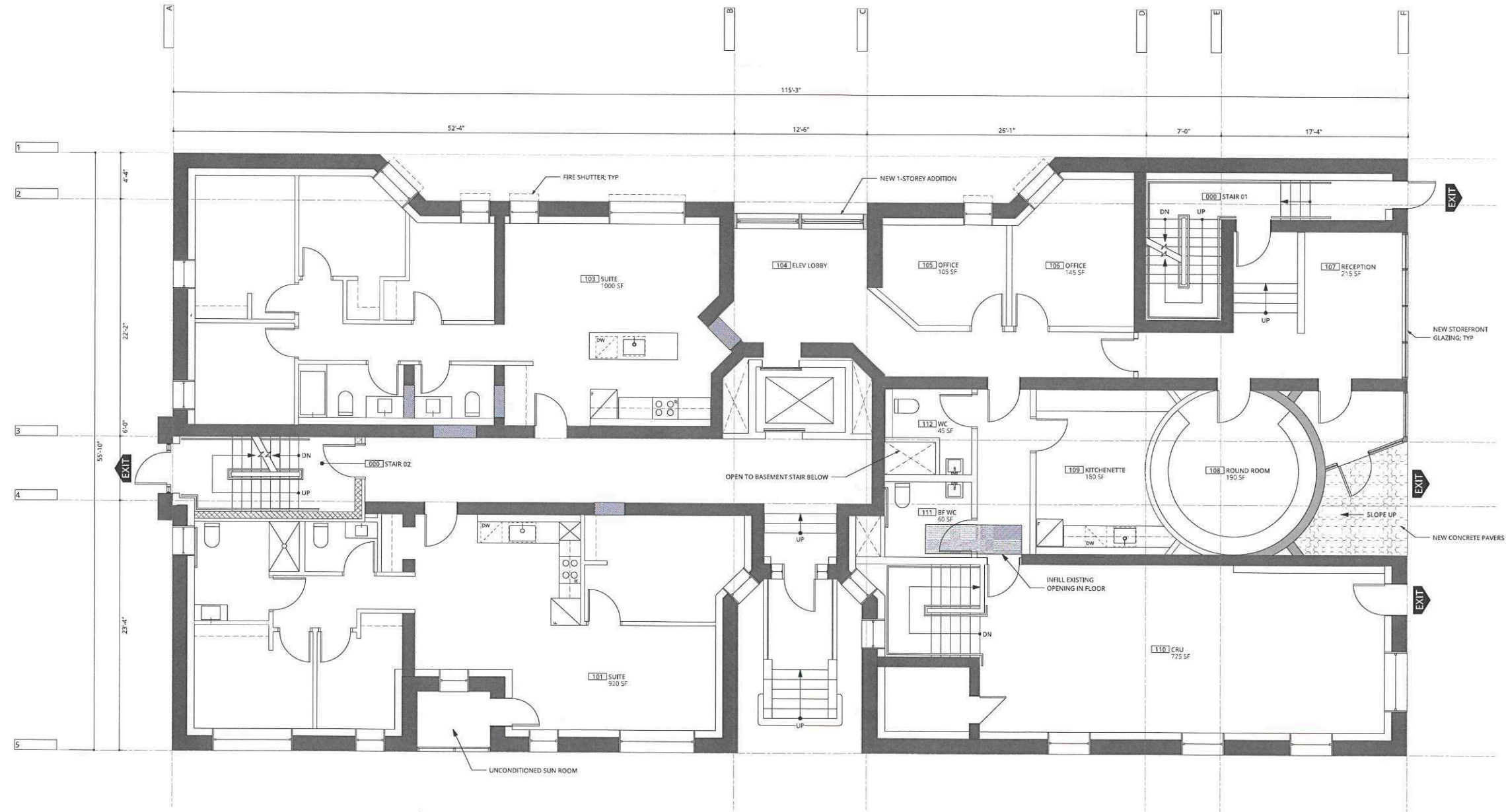


GENERAL NOTES

1. ALL INTERIOR PARTITIONS NEW UNLESS NOTED OTHERWISE

LEGEND

EXISTING MASONRY WALL  
INFILL MASONRY OPENING



1 MAIN FLOOR PLAN  
A1.6 SCALE: 3/16" = 1'-0"

DRAWN BY: JF  
PLOT DATE: 2024.05.16

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architecture inc  
82 George Ave Winnipeg MB R3B0K1  
186 FIRST NATION HEALING CENTRE  
270 MORLEY AVE  
MAIN FLOOR PLAN

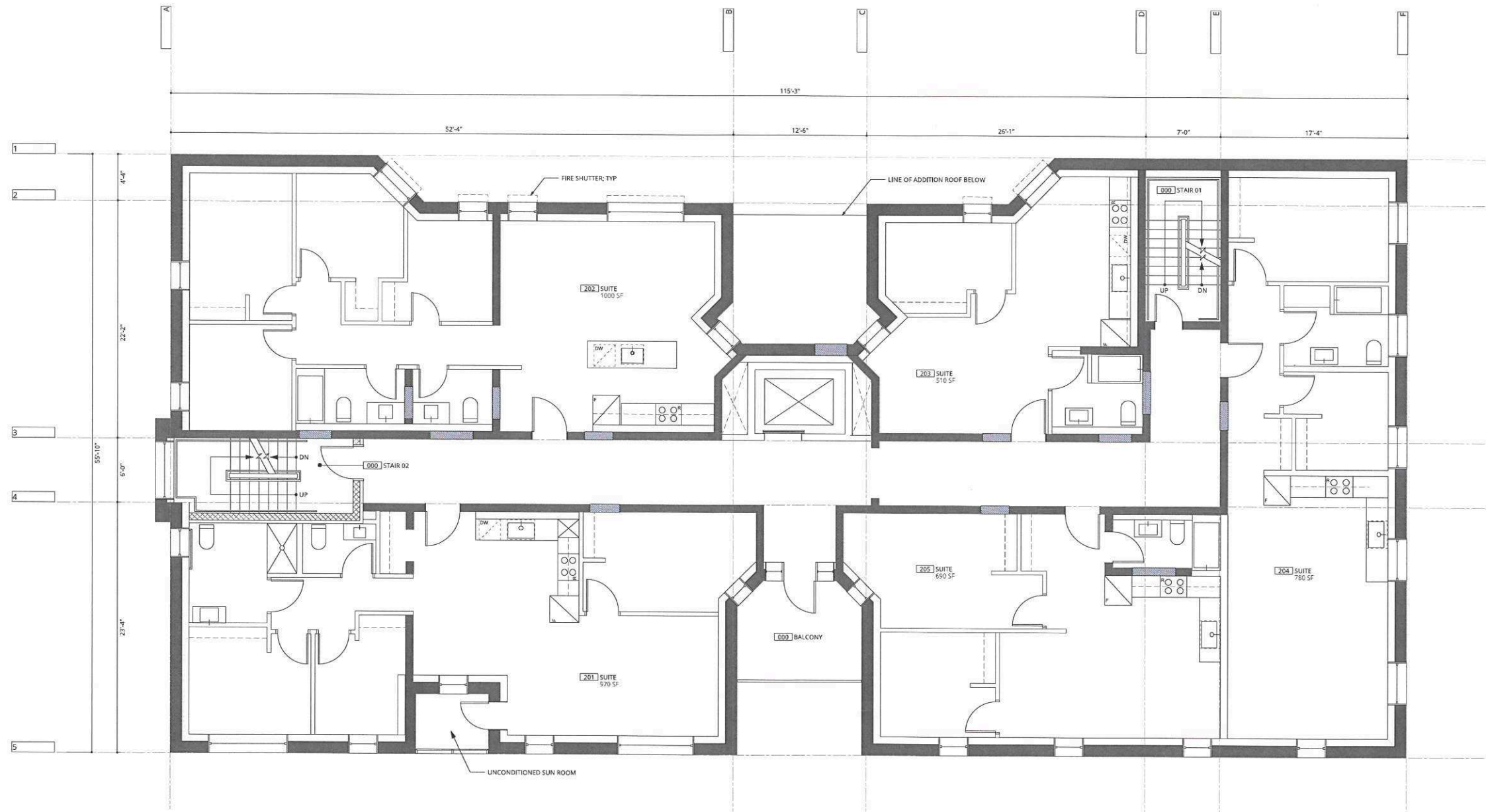


GENERAL NOTES

1. ALL INTERIOR PARTITIONS NEW UNLESS NOTED OTHERWISE

LEGEND

EXISTING MASONRY WALL:   
INRILL MASONRY OPENING: 



1 SECOND FLOOR PLAN  
A1.7 SCALE: 3/16" = 1'-0"

DRAWN BY: JF  
PLOT DATE: 2024.05.16

ISSUED FOR DEVELOPMENT PERMIT  
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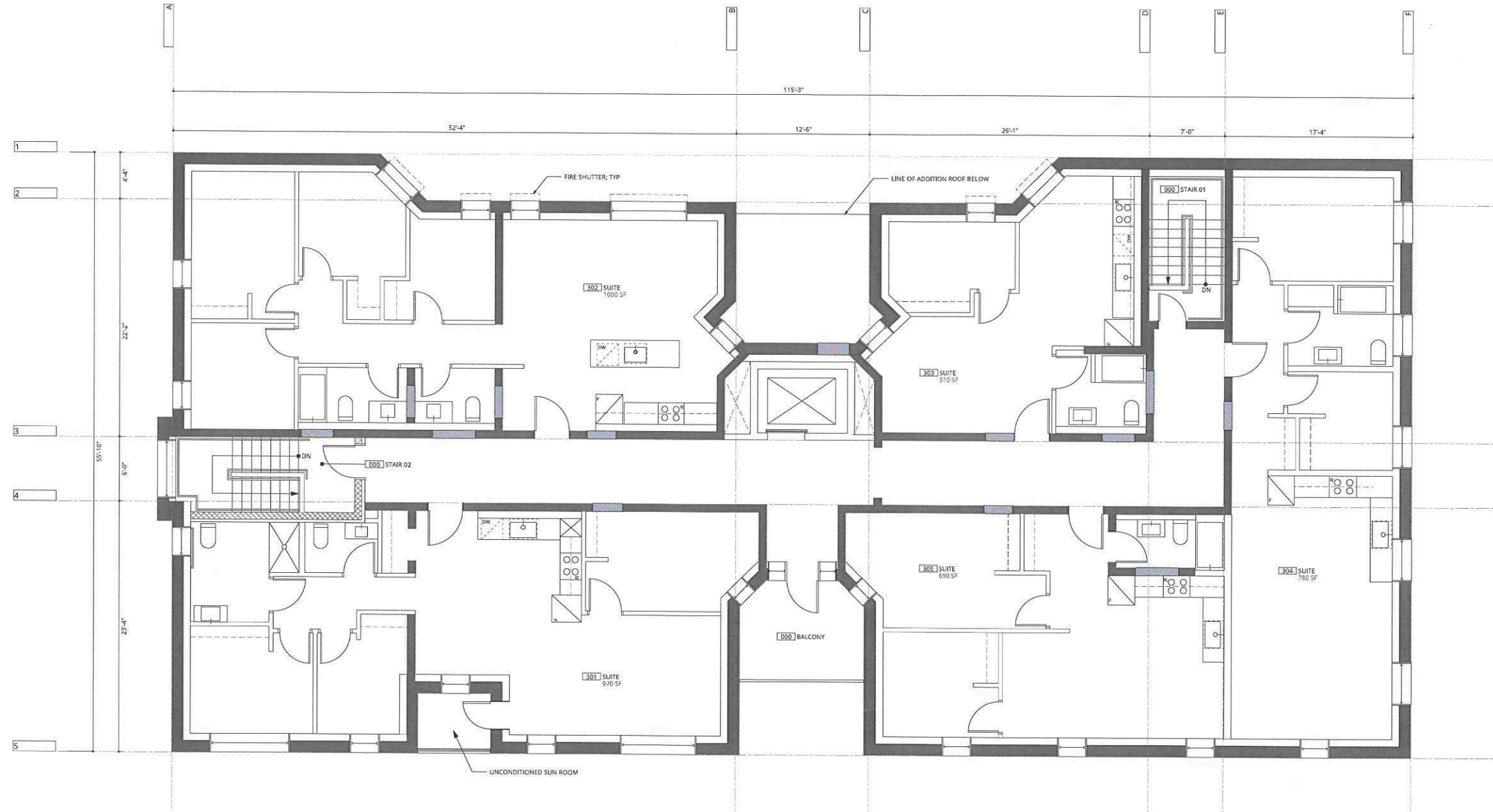
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architecture inc  
82 George Ave Winnipeg MB R3B0K1  
186 FIRST NATION HEALING CENTRE  
270 MORLEY AVE.  
SECOND FLOOR PLAN

**GENERAL NOTES**

1. ALL INTERIOR PARTITIONS NEW UNLESS NOTED OTHERWISE

**LEGEND**

EXISTING MASONRY WALL  
INFILL MASONRY OPENING



1 THIRD FLOOR PLAN  
A1.8 SCALE: 3/16" = 1'-0"

DRAWN BY: JP  
PLOT DATE: 2024.05.16

**ISSUED FOR DEVELOPMENT PERMIT**  
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THIRD FLOOR PLAN