

## ADMINISTRATIVE REPORT

**Title:** DAV 25-126412\C – Pembina Hwy

**Issue:** For consideration of variances associated with the construction of a mixed-use building with 240 dwelling units and commercial space on the ground floor.

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

### AUTHORIZATION

Author	Department Head	CFO	CAO
I. Stonehouse, MCP	n/a	n/a	

### DECISION AND CONDITIONS

The Urban Planning and Design Division **approves** the application to vary the "RMU" Development and Design standards of the Winnipeg Zoning By-Law No. 200/2006 for the construction of a multi-family dwelling to permit as follows:

1. A lot area per dwelling unit of 359 square feet instead of 374 square feet as approved under DAV 198709/22D;
2. 185 parking spaces instead of 242 spaces as approved under DAV 198709/22D.

Subject to the following condition(s):

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

### REASON FOR THE REPORT

- The applicant is proposing to build a mixed-use building with 240 dwelling units and commercial space on the ground floor and requires Variances for density and parking 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:** DAV 25-126412\C  
**RELATED FILES:** N/A  
**COMMUNITY:** City Centre Committee  
**NEIGHBOURHOOD #:** 1.643 - (PEMBINA STRIP)

**SUBJECT:** To vary the "RMU" Development and Design standards of the Winnipeg Zoning By-Law No. 200/2006 for the construction of multi family dwelling to permit as follows:

1. a lot area per dwelling unit of 359 square feet instead of 374 square feet as approved under DAV 198709/22D;
2. 185 parking spaces instead of 242 spaces as approved under DAV 198709/22D.

**LOCATION:** 1819 Pembina Hwy  
**LEGAL DESCRIPTION:** LOT 9 BLOCK 2 PLAN 11201 15/17 ST V

**APPLICANT:** Carlos Benevides (Pre-Con Builders)  
405 Fort Whyte Way Unit 100  
Oak Bluff, MB R4G 0B1

**OWNER:** 10110292 MANITOBA LTD.  
360 Main St 3000 (30TH FLOOR)  
Winnipeg, MB R3C 4G1

## HISTORY

**DAV 22-198709\D** – a Variance application for front yard, side yard, building height, density, and parking requirements of the Winnipeg Zoning By-law to construct a mixed-use residential and commercial building was approved by Council in February, 2023.

**DAZ 223/2022** – an application to rezone the property from “RMF-M” to “RMU” was approved by Council in February, 2023.

## DISCUSSION

### CRITERIA FOR APPROVAL

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

- (a) is consistent with *Plan Winnipeg* and any applicable secondary plan;
- (b) does not create a substantial adverse effect on the amenities, use, safety and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;
- (c) is the minimum modification of a zoning-by-law required to relieve the injurious effect of the zoning-by-law on the applicant's property; and

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

### SITE DESCRIPTION

- The subject property is located on the west side of Pembina Hwy, in the Pembina Strip neighbourhood of the River Heights - Fort Garry ward.
- The site is 86,134 square feet (1.98 acres) in area. The site is currently vacant following the demolition of the Capri Motel in December, 2023.
- The site is accessed directly from Pembina Highway, with no back lane.
- The property is 150 metres, or a 1.5 minute walk, from the Plaza Rapid Transit Station.
- Under the *Complete Communities Direction Strategy 2.0*, the site is designated as a Regional Mixed Use Corridor and is within the Established Neighbourhoods – Recent Communities policy area. The property is zoned “RMU” Residential - Mixed-Use District.



Figure 1: Aerial photo of subject site and surrounding area.

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

**North:** Multi-family residential uses zoned “RMF-M” – Residential - Multi-Family (Medium).

**South:** Multi-family residential uses zoned “RMF-M” – Residential - Multi-Family (Medium).

**East:** Pembina Highway, then hotel uses zoned “C3” – Commercial - Corridor.

**West:** Manitoba Hydro lands, then Rapid Transit Corridor (BLUE Line) zoned “RMF-M” – Residential - Multi-Family (Medium).

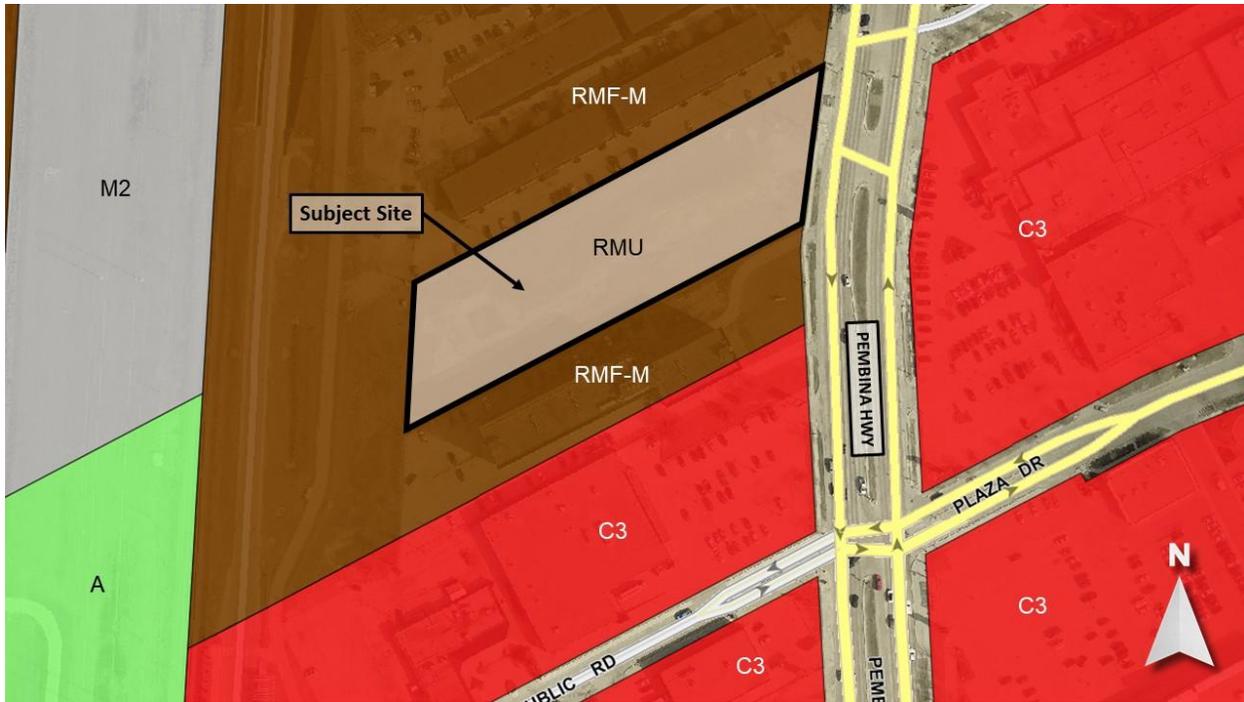


Figure 2: Zoning of the site and surrounding area.

**DESCRIPTION OF THE PROPOSED DEVELOPMENT**

- The applicant intends to construct a 10-storey mixed-use building with 240 dwelling units and commercial space on the ground floor.
- The Capri Motel, previously onsite, was demolished in 2023.
- The updated proposal (original proposal was approved under DAV 198709/22D) requires variances for density and parking.
- The proposal will provide 185 parking stalls and 60 bike parking stalls.
- The rear of the building is designed to provide direct pedestrian access to the rapid transit station and the public active transportation route.
- The parking area will be buffered from Pembina Highway with trees and landscaping.

**REASON FOR APPLICATION**

- Density  
The applicant is proposing a lot area per dwelling unit of 359 square feet instead of 374 square feet as previously approved under DAV 198709/22D, therefore a variance is required.
- Parking Supply  
The applicant is proposing 185 parking spaces instead of 242 spaces as previously approved under DAV 198709/22D, therefore a variance is required.

## COLLABORATIVE PLANNING

The applicant worked with the Urban Planning and Design Division through a collaborative planning process. For the original proposal in 2022, a number of design adjustments were made including adding an active use to the back of the building, removing parking stalls from the front yard area and replacing with landscaping, adding a pedestrian pathway to the rapid transit station, and enhancing the level of articulation of the exterior facades. For the updated proposal in 2025, the Division was informed of the proposed changes and expressed our support to move forward with the Variance application.

## ANALYSIS AND ISSUES

### ***Complete Communities Direction Strategy 2.0 (CCDS 2.0)***

CCDS 2.0 is one of four direction strategies supporting OurWinnipeg, the city's long-range development plan, and has statutory authority as a secondary plan. The strategy guides land use and development in Winnipeg.

The subject property is located in an Established Neighbourhood designated as a "Recent Community" as outlined in CCDS 2.0.

- Goal 1 states "encourage compatible residential development within Established Neighbourhoods to build more *Complete Communities* and align with the City's residential intensification target."
- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:
  - 1.4 Support opportunities for further residential intensification within approximately 400 metres of a rapid transit station, where appropriate and in accordance with the TOD Handbook.*
  - 1.14 Mid-rise residential uses will generally be accommodated on arterial 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 states "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."
- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:
  - 2.2 Encourage the location of commercial or mixed-use buildings at or near the front and corner side property lines to create a pedestrian orientation. Use setbacks to reinforce the public realm through landscaping and pedestrian amenities, such as entryways, patios, benches, and bicycle parking.*
  - 2.6 Encourage building design to include a range of architectural features that create visual interest and positively contribute to the visual aesthetics of the street and neighbourhood.*
- Goal 3 states "ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs."

- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:
  - 3.1 Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.*
  - 3.3 Increase the supply of affordable housing within Established Neighbourhoods in proximity to commercial amenities, recreational opportunities and frequent transit service.*
  - 3.4 Encourage development that incorporates affordable housing to locate close to the Primary Transit Network, rapid transit stations, and Urban Mixed Use Corridors*
- Goal 4 states “ensure neighbourhoods accommodate a range of commercial services and amenities within walking distance to meet daily needs.”
- General policies for Established Neighbourhoods that relate to the subject proposal are as follows:
  - 4.2 In order to protect the vitality and viability of existing commercial areas, encourage the redevelopment and infill of existing commercial areas as the preferred method of accommodating new commercial development.*
  - 4.6 Vertical commercial/residential mixed-use development is generally supported where local commercial development currently exists, where there is the presence of a public lane, or where the site is large enough to accommodate the proposed development where a public lane is not present.*

The subject property is also located in the Corridors Policy Area designated as a “Regional Mixed-Use Corridor” as outlined in *CCDS 2.0*.

- The Vision for Corridors describe them as targeted segments of major roadways that, due to their excellent transit service via the Primary Transit Network as well as robust commercial opportunities, provide the best opportunity for mixed use intensification outside of the Downtown. They will provide a range of transportation options and will be vibrant destinations for people to live, work, and play. They will be designed to provide a comfortable pedestrian environment and attractive public realm.
- Goal 1 states “encourage strategic residential intensification on Corridors.”
- General policies for Regional Mixed-Use Corridors that relate to the subject proposal are as follows:
  - 1.1 In order Support densities in accordance with Policy 3.1 of the General Growth section, at a height and scape compatible with surrounding land uses.*
  - 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 states “ensure Corridors provide a comfortable pedestrian environment and attractive public realm.”
- General policies for Regional Mixed-Use Corridors that relate to the subject proposal are as follows:
  - 3.7 Encourage development on Regional Mixed Use Corridors to enable a comfortable pedestrian environment and attractive public realm through the use of design elements which may include, but are not limited to the following:*

- 3.7.1 *Providing minimal building setbacks from the public right-of-way to define the street edge.*
- 3.7.2 *Having entrances provide direct access to the public sidewalk.*
- 3.7.3 *Promoting a fine-grained and transparent street-level façade with active ground floor uses.*
- 3.7.4 *Minimizing impacts of vehicular access and parking on the pedestrian environment.*
- 3.7.5 *Promoting pedestrian-scale signage.*
- 3.7.6 *The extent to which pedestrian-friendly design is pursued on Regional Mixed Use Corridors will be determined by the surrounding Corridor context, but in all cases will be encouraged.*
- 3.8 *Mitigate shadow impacts and ensure adequate sunlight penetration experienced by rear- and side-adjacent residential properties and the public sidewalk by:*
  - 3.8.1 *Using Corridor right of way width as a guide to determine maximum building height, where appropriate.*
  - 3.8.2 *Using upper-level building setbacks, where appropriate.*
- 3.9 *Encourage pedestrian-oriented improvements to the design of the public realm and right-of-way.*
  - 3.9.1 *Encourage a high degree of landscaping and street trees in the public realm and right-of-way to offer pedestrian comfort and shade protection.*
- Goal 4 states “use Corridors to provide local commercial amenities and opportunities for the surrounding neighbourhood and community.”
- General policies for Regional Mixed-Use Corridors that relate to the subject proposal are as follows:
  - 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 7 states “promote the integration of land use and transportation.”
- General policies for Regional Mixed-Use Corridors that relate to the subject proposal are as follows:
  - 7.1 *Ensure the design and use of the public realm supports this By-law’s vision for Corridors.*
  - 7.2 *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.*

The subject proposal was reviewed against the above policies of CCDS 2.0. The proposed development meets the intent of the above policies.

### ***Transit Oriented Development Handbook (TOD Handbook)***

The *TOD Handbook* provides policy support to guide development in proximity to Rapid Transit infrastructure.

The *TOD Handbook* provides the following key principles relevant to this proposal:

- *Principle 1: Medium to high density development that is greater than the community average.*
- *Principle 2: A mix of uses.*
- *Principle 3: Compact, high quality pedestrian-oriented environment.*
- *Principle 4: An active defined centre.*
- *Principle 5: Innovative parking strategies.*

The subject proposal was reviewed against the above principles of the *TOD Handbook*. The proposed development meets the intent of the above principles.

### **VARIANCES**

#### Density

Figure 8 of *CCDS 2.0* illustrates that Regional Mixed Use Corridors are targeted for medium-high densities. This translates to a density range of approximately 600 square feet of lot area per dwelling unit on the low end, and approximately 400 square feet on the high end. Given that *CCDS 2.0* provides policy support for density up to approximately 400 square feet, given the fairly minor increase in density from the previously approved application, and given that this location is very close to the Plaza Rapid Transit Station as well as services and amenities within walking distance on Pembina Highway, the Urban Planning and Design Division supports this variance.

#### Parking Supply

The provision of bicycle parking and access to reliable public transportation are two factors that the Urban Planning and Design Division typically look for when determining whether to support a variance for parking stalls. The applicant has indicated that 50 secure, indoor bicycle spaces and 10 outdoor bicycle spaces will be provided as part of the development. These have been labelled on the submitted site plans. As well, the subject site is located in proximity to the Plaza Rapid Transit Station servicing the BLUE Line which sees peak wait times between buses of 4 to 10 minutes. The site is well-connected to this station by way of a pedestrian pathway.

The site is also located approximately 600 metres south of the City's Urban Infill Area, where accessory off-street parking is not required for any use on Pembina Highway (see Section 161(5) of the Winnipeg Zoning By-law 200/2006).

Given the above factors, as well as the site's location on a Regional Mixed Use Corridor (Pembina Hwy), the Urban Planning and Design Division supports this variance.

## 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 development encourages strategic residential intensification on a Regional Mixed Use Corridor, encourages the use of the Primary Transit Network, and provides a pedestrian friendly design in a manner that meets all relevant policies of CCDS 2.0 and the TOD Handbook.*
- (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 development meets all design guidance for its location as provided in policies of CCDS 2.0 and the TOD Handbook.*
- (c) is the minimum modification of a zoning-by-law required to relieve the injurious effect of the zoning-by-law on the applicant's property; and  
*In that, the requested variances are suitable for this Regional Mixed Use Corridor context.*
- (d) is compatible with the area in which the property to be affected is situated.  
*In that, the development meets all design guidance for its location as provided in policies of CCDS 2.0 and the TOD Handbook, and makes attempts to connect to existing infrastructure including the Plaza Rapid Transit Station.*

## OURWINNIPEG 2045 POLICY ALIGNMENT

### OurWinnipeg 2045 Goal: City Building

- City Building Objective 1: Responsibly plan, prioritize and accommodate growth in areas that best support *Complete Communities* principles, to achieve this Plan's sustainable development goals.
- City Building Objective 2: Integrate resilient land use, transportation and infrastructure planning, and investments.
- City Building Objective 3: Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.

### 6.21 Regional Mixed Use Corridors

- Recognize that a primary function of designated Regional Mixed-Use Corridors is for the efficient movement of people, goods and services, while transitioning the functional design over time to support mixed-use intensification and transit-orientation.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

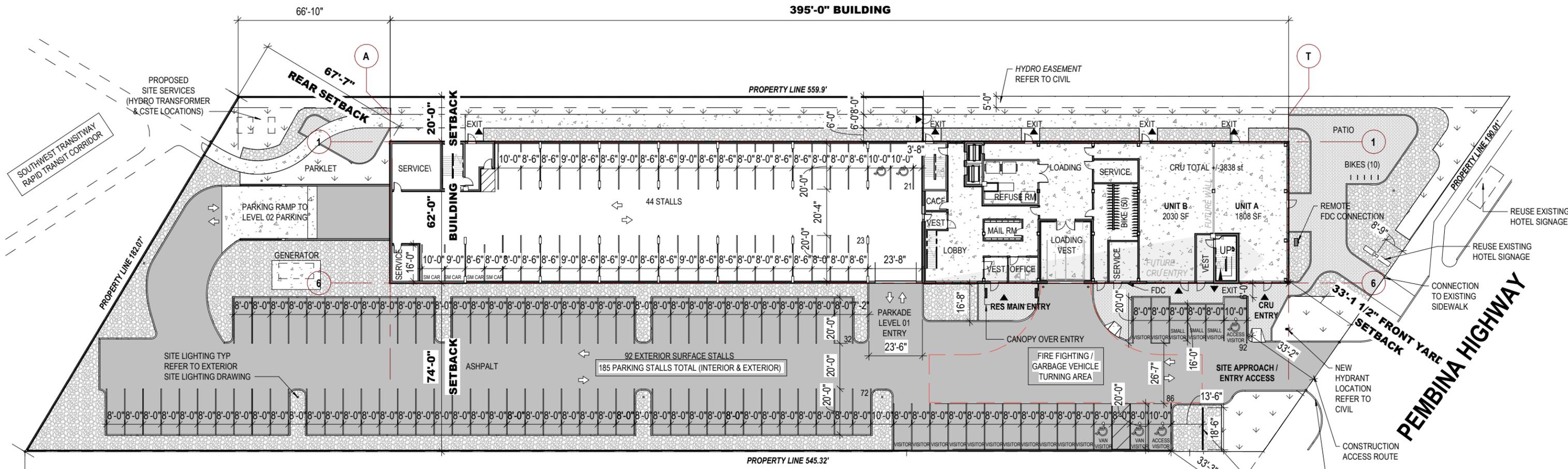
Strategic Opportunity 4: Facilitate Compact, Complete Development and Increase Density.

## 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: Isaiah Stonehouse, MCP  
Date: Friday, May 2, 2025  
File No. DAV 25-126412\C



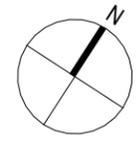
**1 LEVEL 01 FLOOR PLAN**  
1 : 500

PARKING INFORMATION			
NOTE: ALL DRIVE AISLES & PARKING SPACES TO MEET CITY OF WINNIPEG DIMENSIONS STANDARDS.			
PARKING CATEGORY (TABLE 5-9)	3 (MULTI-FAMILY) + 18 / 20 / 22 (TBD)		
SPACES REQUIRED (PER UNIT)	0.8 / UNIT - PER TRANSIT ORIENTED DEVELOPMENT GUIDELINE		
PARKING CATEGORY	REQUIRED	PROVIDED	VARIANCE REQUIRED
CATEGORY 3: MULTI-FAMILY	208 UNITS X 0.8 = 167		
CATEGORY 3A: AFFORDABLE UNITS MULTI-FAMILY	32 UNITS X 0.15 = 5		
CATEGORY 18/20/22: CATEGORY 20 @ ± 3828 SF, 1 PER EACH 250 SQ OVER 2,000 SF (MIN 1)	3838-2000 = 1000 SF / 250 SF = 8		
PROVIDED EXTERIOR SURFACE PARKING		92	
PROVIDED STRUCTURED PARKING		93	
<b>TOTAL PARKING SPACES</b>	<b>180 REQUIRED</b>	<b>185 PROVIDED</b>	<b>NO</b>
BICYCLE PARKING	18 STALLS (MIN. 10%)	60 STALLS PROVIDED 50 INTERIOR 10 EXTERIOR	NO
GUEST/VISITOR PARKING	18 STALLS (MIN. 10%)	18 STALLS PROVIDED	NO
ACCESSIBLE SPACES (TABLE 5-10)	6 STALLS	6 STALLS	NO
VAN ACCESSIBLE SPACES (TABLE 5-10)	2 STALLS	2 STALLS	NO
SMALL CAR SPACES	60 MAX (<33%)	12 STALLS	NO
PARKING SURFACE:	ASPHALT		
CAR PARKING SPACE DIMENSIONS:	NOTED ON PLANS		

REFER TO LANDSCAPE DRAWINGS FOR PLANT LIST, LANDSCAPE DETAILS AND LANDSCAPING FINISHES

REFER TO CIVIL REGARDING APPROACH AND SITE SERVICING

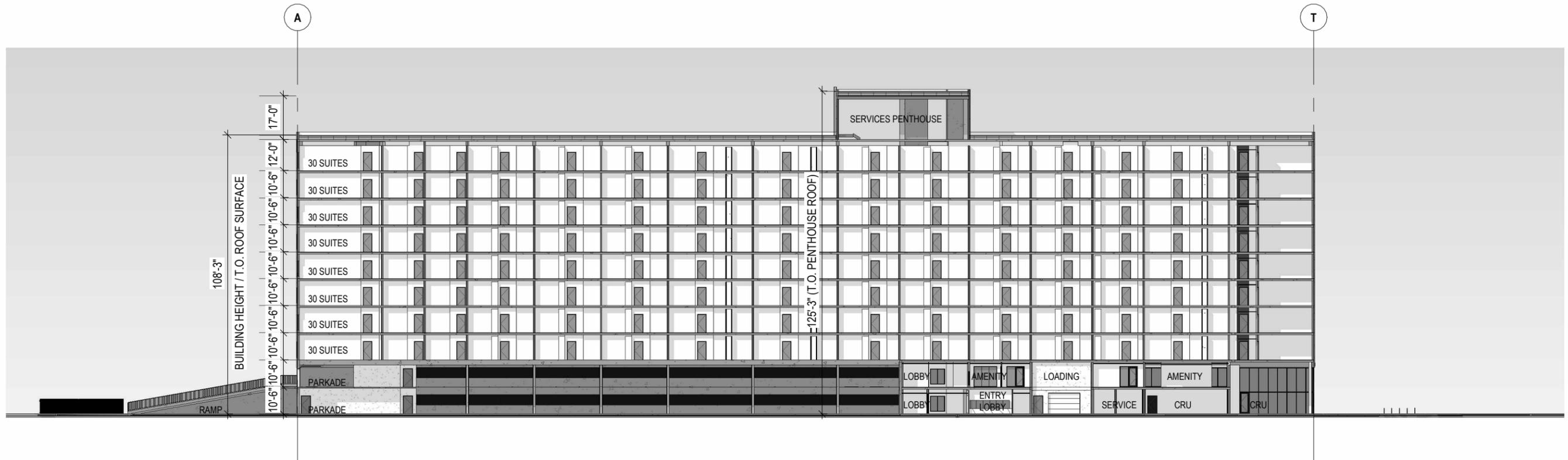
REFER TO EXTERIOR SITE LIGHTING FOR SITE LIGHTING FIXTURES & LOCATIONS



**PRELIMINARY DRAWING ONLY**  
NOT TO BE USED FOR CONSTRUCTION

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E: info@blldgooffice.com

PROJECT  
**1819 PEMBINA HWY - CAPRI FLATS**  
LEVEL 01 FLOOR PLAN  
1819 PEMBINA HIGHWAY, WINNIPEG MB  
DWG BY BLDG REV'D BY KS PROJECT NO. 2021\_19  
DATE 14 MAR 2025 DRAWING NO.  
SCALE As indicated **PA02**



1 SCHEMATIC BUILDING SECTION  
1 : 500

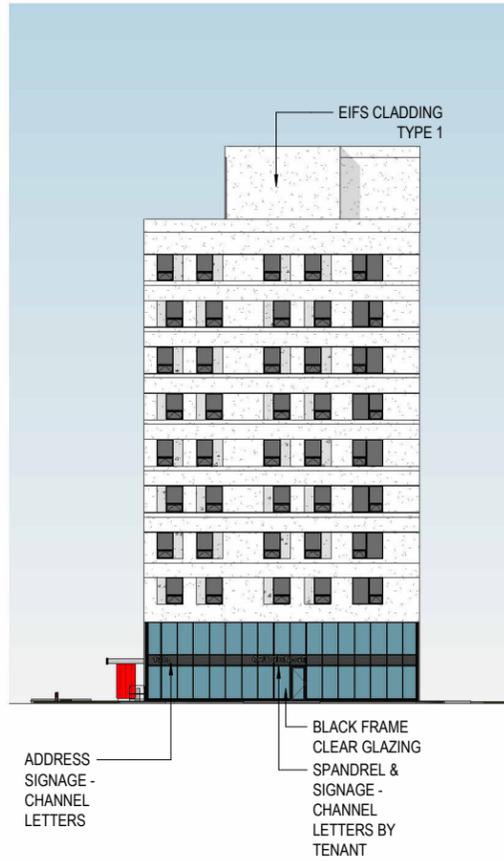
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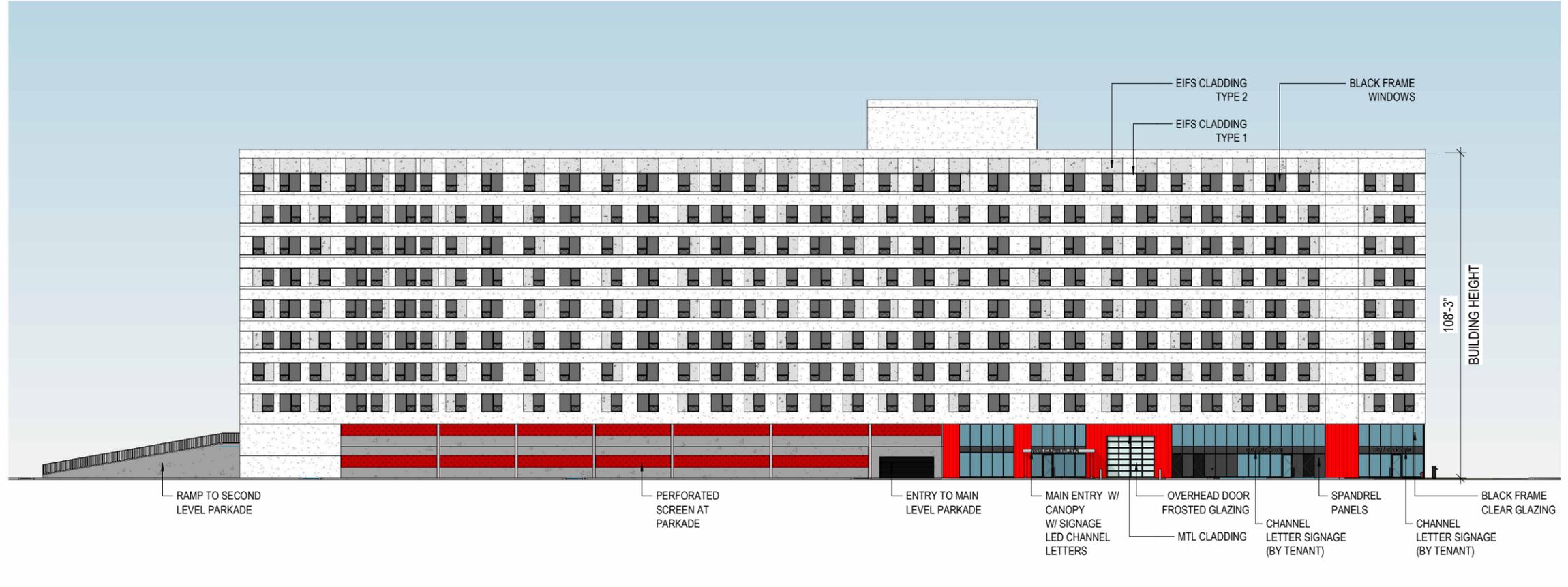
PROJECT  
1819 PEMBINA HWY - CAPRI FLATS  
SECTION  
1819 PEMBINA HIGHWAY, WINNIPEG MB  
DWG BY BLDG REV'D BY KS  
DATE 3 FEB 2025  
SCALE 1 : 500

PROJECT NO. 2021\_19  
DRAWING NO.

**PA06**



1 EAST ELEVATION  
1:500



2 SOUTH ELEVATION  
1:500

**PRELIMINARY  
DRAWING ONLY**  
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CONSTRUCTION

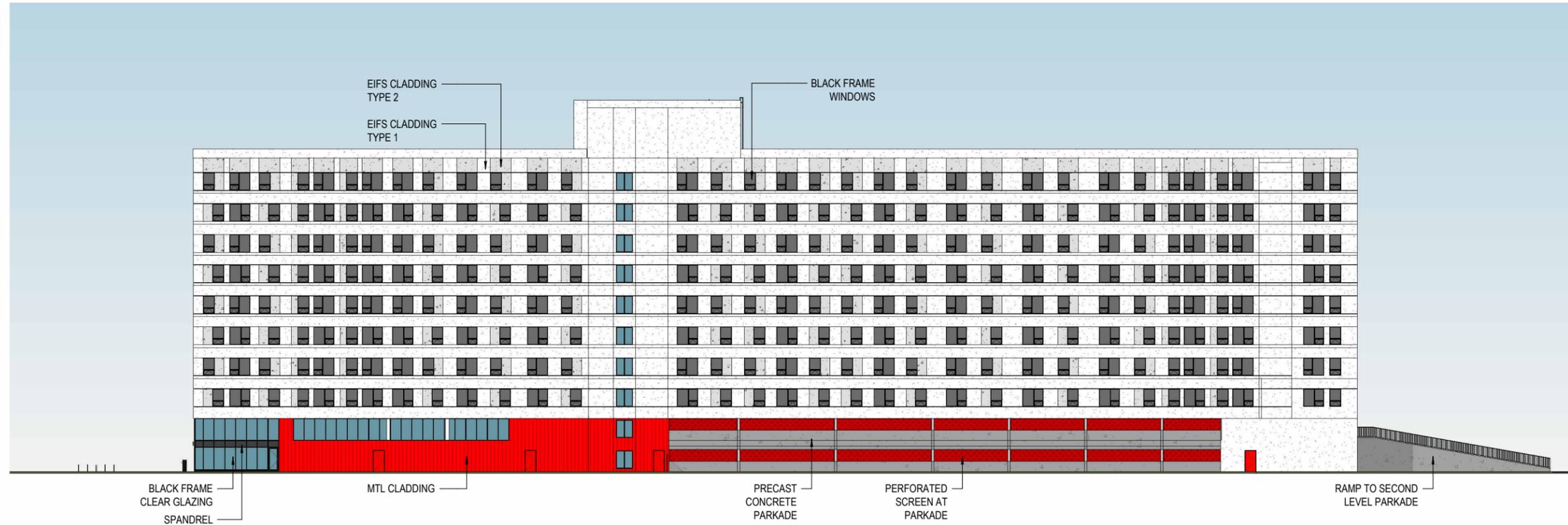
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PROJECT  
1819 PEMBINA HWY - CAPRI FLATS  
EXTERIOR ELEVATIONS  
1819 PEMBINA HIGHWAY, WINNIPEG MB  
DWG BY BLDG REV'D BY KS  
DATE 3 FEB 2025  
SCALE 1 : 500

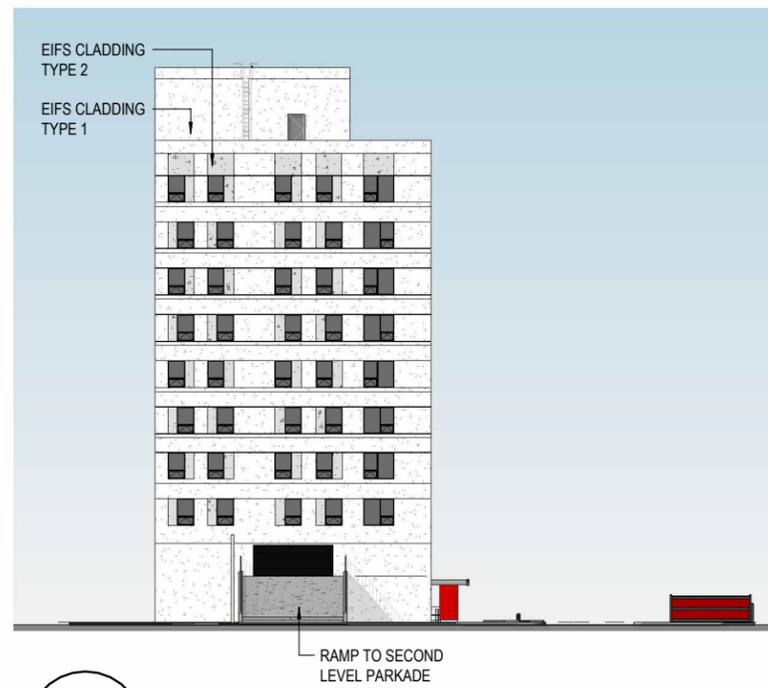
PROJECT NO. 2021\_19

DRAWING NO.

**PA21**



2 NORTH ELEVATION  
1 : 500



1 WEST ELEVATION  
1 : 500

**PRELIMINARY  
DRAWING ONLY**  
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PROJECT  
1819 PEMBINA HWY - CAPRI FLATS  
EXTERIOR ELEVATIONS  
1819 PEMBINA HIGHWAY, WINNIPEG MB  
DWG BY BLDG REV'D BY KS PROJECT NO. 2021\_19  
DATE 3 FEB 2025 DRAWING NO.  
SCALE 1 : 500

**PA22**

