

ADMINISTRATIVE REPORT

Title: DAV 25-131982\C – 661 Broadway Avenue

Issue: For consideration of a Variance associated with a mixed use 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, in part, as modified**, the application to vary the "RMU PDO-1 Neighbourhood Main Streets" Development and Design Standards of Winnipeg Zoning By-Law No. 200/2006:

1. For the establishment of an accessory parking area to permit:
 - a. parking stalls lengths of 21 ~~20~~ feet (6.40 ~~6.40~~ metres) instead of 23 feet (7.01 metres) for stalls accessed directly from an adjacent lane;
 - b. parking stall dimensions of 8 feet (2.44 metres) by 18.9 feet (5.76 metres) instead of 8 feet (2.44 metres) by 20 feet (6.10 metres);
 - c. no visitor parking spaces instead of 2 spaces;
2. To remove condition no.1 of DAV 122431/2022D which states *"That prior to the issuance of any development permits, a signed service agreement with a car share provider shall be submitted to and approved by the Director of Planning, Property and Development. The service agreement shall include one (1) car share vehicle and one (1) dedicated parking stall for the car share vehicle, to the satisfaction of the Director of Planning, Property and Development, to be thereafter maintained to the satisfaction of the Director."*

Subject to the following condition(s):

1. That, per the Zoning Agreement under Development Application No. DAZ 204/2022, 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
- g. free-standing signage

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

2. That, if any variance granted by this order is not established within two (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 4-storey mixed use building and requires Variances to 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 25-131982C
RELATED FILES: N/A
COMMUNITY: City Centre Committee
NEIGHBOURHOOD #: 1.103 - (WEST BROADWAY)

SUBJECT: To vary the "RMU PDO-1 Neighbourhood Main Street" Development and Design Standards of Winnipeg Zoning By-Law No. 200/2006 for the establishment of an accessory parking area to permit the following:

- 1) parking stalls lengths of 20 feet (6.10 metres) instead of 23 feet (7.01 metres) for stalls accessed directly from an adjacent lane;
- 2) parking stalls dimensions of 18.9 feet (5.76 metres) by 20 feet (6.10 metres) instead of 8 feet (2.44 metres) by 20 feet (6.10 metres);
- 3) no visitor parking spaces instead of 2 spaces.

LOCATION: 661 Broadway Avenue
LEGAL DESCRIPTION: FIRSTLY:
 THE SLY 104 FEET PERP OF LOT 48 AND THE SLY 104 FEET PERP OF THE W 1/2 OF LOT 49 PLAN 3063 WLTO IN RL 80 PARISH OF ST JAMES
 SECONDLY:

ALL THOSE PORTIONS OF SAID LOTS 48 AND 49 AND OF THE WLY 3.25 FEET PERP OF LOT 50 ON SAID PLAN 3063 WHICH LIE NORTH OF A STRAIGHT LINE DRAWN NORTH OF, PARALLEL WITH AND PERPENDICULARLY DISTANT 104 FEET FROM SAID SOUTHERN LIMIT OF SAID LOTS TOGETHER WITH A RIGHT OF WAY FOR ALL PURPOSES AS APPURTENANT TO THE LAND SECONDLY ABOVE DESCRIBED, OVER AND UPON ALL THAT PORTION OF THE ELY 12 FEET PERP OF THE WLY 15.25 FEET PERP OF SAID LOT 50, WHICH LIES NORTH OF SAID STRAIGHT LINE FROM THE SOUTHERN LIMIT OF SAID LOT 50 IN SAID RL 80

APPLICANT: John Wintrup (John Scott Wintrup Planning & Development)
139 Roslyn Rd Unit 301
Winnipeg, MB R3L 0G7

OWNER: 7411022 MANITOBA LTD.
1060 Pembina Hwy
Winnipeg, MB R3T 1Z8

HISTORY

On November 18, 2022, City Centre Community approved variances, and a rezoning to “RMU” – Residential Mixed Use, to enable the development of a 4-storey, 21 unit dwelling with 3 commercial spaces on the ground floor.

The applicant has since made some design changes that trigger new variances and as such, the subject application is required.

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 north side of Broadway Avenue between Langside and Furby Streets, in the West Broadway neighbourhood of the Fort Rouge - East Fort Garry ward.
- The property is 10,564 square feet in size and currently contains a 10-unit multi-family residential building which will be demolished.
- The existing building, built in 1903, is named the Dr. Galloway Winnipeg Orthopedic Clinic (Howell Court). It is on the Commemorative List under the City of Winnipeg Heritage Structure inventory, which does not prohibit demolition.
- Under the Complete Communities Direction Strategy 2.0, the property is located within the “Urban Mixed-Use Corridor” policy area.

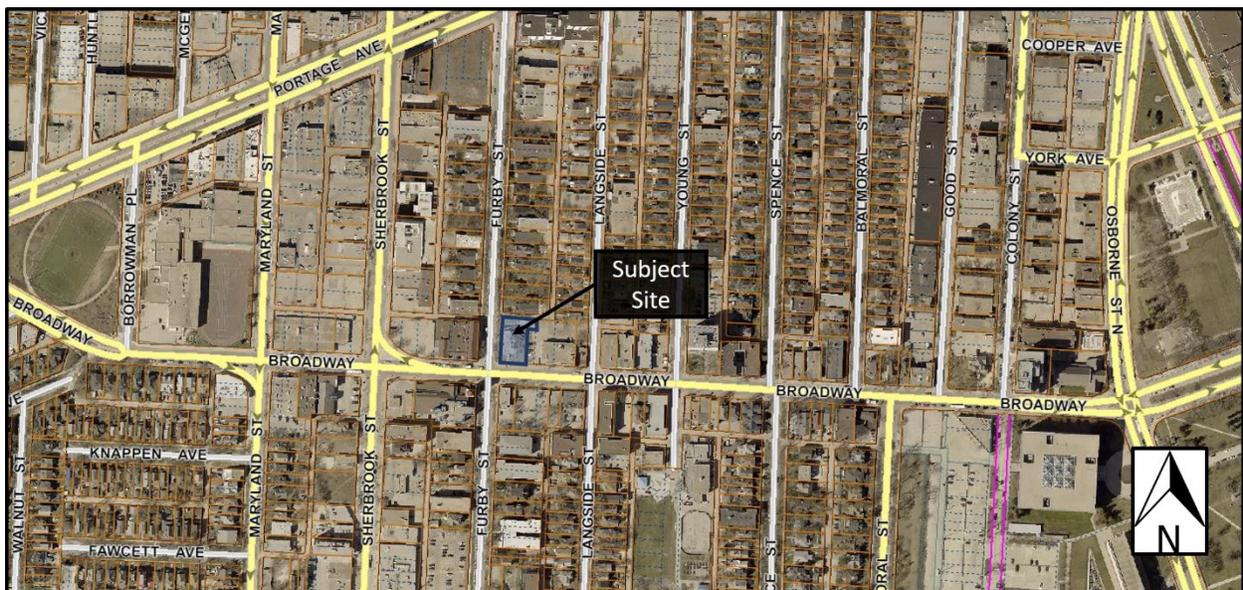


Figure 1: Aerial photo of subject site and surrounding area (flown 2023).

SURROUNDING LAND USE AND ZONING (See Figure 2)

North: Laneway then 8-unit multi-family residential building zoned ‘R2’ Residential Two-Family District.

South: Broadway then commercial building zoned ‘C2’ Commercial Community District.

East: Medical office zoned ‘C2’ Commercial Community District.

West: Furby Street then funeral home zoned ‘C2’ Commercial Community District.

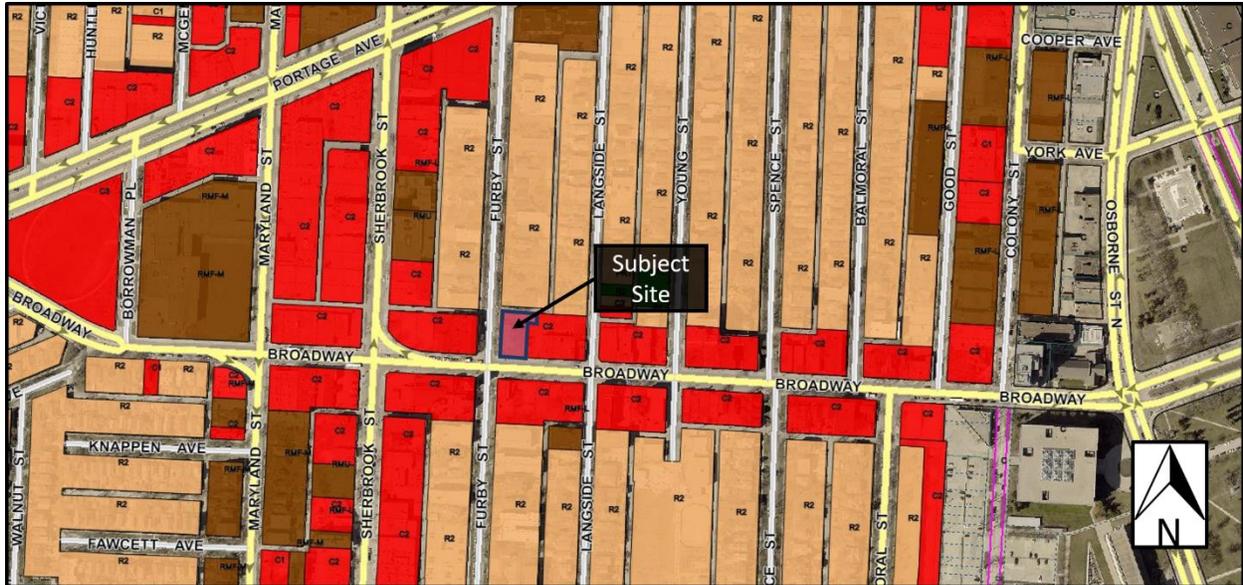


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing to establish a 4-storey mixed-use building with 3 commercial units on the ground floor and 21 residential units on the upper floors.
- The applicant is proposing 16 parking stalls, some indoor and some outdoor, accessed from the rear lane.
- Indoor secure bike parking is provided.
- Street edge and building foundation landscaping is provided.

REASON FOR APPLICATION

PARKING

Length of stalls off a lane

23 ft. in length is required for off-the-lane parking stalls associated with multifamily development. 20 ft. for such stalls is proposed, therefore a variance is required.

Length of parking stalls

20 ft. in length is required for indoor parking stalls. In the parking garage, stalls on the west are 18.9 ft. in length and stalls on the east are 19 ft. in length, therefore a variance is required.

Visitor stalls

Two visitor parking stalls are required for this development. No visitor stalls are provided, therefore a variance is required.

Car share removal

DAV 122431/2022D included a condition which states:

“That prior to the issuance of any development permits, a signed service agreement with a car share provider shall be submitted to and approved by the Director of Planning, Property and

Development. The service agreement shall include one (1) car share vehicle and one (1) dedicated parking stall for the car share vehicle, to the satisfaction of the Director of Planning, Property and Development, to be thereafter maintained to the satisfaction of the Director.”

No car share vehicle is being provided, therefore a variance is required.

COLLABORATIVE PLANNING AND CONSULTATION

With the Urban Planning and Design Division

The architect worked with the Urban Planning Division through a collaborative planning process leading up to completion of the application. The following plan adjustments were made:

Bike parking - indoor, secure bike parking was provided.

Windows - windows were added in key locations on the ground floor to help enliven the street.

Parking buffer – The architect agreed to provide a landscaped buffer between the off-lane stalls and the west property line. This includes a low decorative fence for screening in addition to landscaping.

Car coming signage - due to the proposed one-way garage entry driveway instead of 2-way, a detail drawing for “car coming” alert signage was requested. This was not provided, therefore it will be captured at plan approval.

Facade materials - in West Broadway, brick is traditionally used to some degree on residential buildings. The applicant agreed to provide brick at the base and in key locations of the facades, to complement the use of stucco.

With the Public

The applicant did not provide information regarding public engagement with the submission package.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

- The Complete Communities Direction Strategy 2.0 (CCDS 2.0) supports 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.
- As part of CCDS 2.0, the City has an intensification target under Section B1. General Growth Goal 2 - Policy 2.1 states that a minimum of 50% of all new dwelling units be accommodated in the intensification target area.
- The subject property is located in the Corridors Policy Area designated as a “Urban Mixed-Use Corridor” as outlined in CCDS 2.0.
- Urban Mixed-Use Corridors are the most pedestrian-oriented of the City’s Corridors. Their design and land use either currently provide a high-quality urban environment or are expected to transition to such a standard in the shorter term. The City will prioritize the creation of vibrant pedestrian and transit-oriented places in these Corridors by encouraging residential and commercial intensification, ensuring careful attention to urban design, and through strategic infrastructure investments.

- 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 all Corridors that relate to the subject proposal are as follows:
 - 1.1 *Support densities in accordance with Policy 3.1 of the General Growth section, at a height and scale compatible with surrounding land uses.*
- Goal 3 states *“ensure corridors provide a comfortable pedestrian environment and attractive public realm.”*
- General policies for Urban Mixed-Use Corridors that relate to the subject proposal are as follows:
 - 3.1 *Ensure that development on Urban Mixed-Use Corridors is designed to prioritize a comfortable pedestrian environment and attractive public realm through the use of design elements which may include, but are not limited to the following:*
 - 3.1.1 *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 the existing lanes.*
 - 3.1.6 *Encouraging the location of parking above- or below-grade, or behind the primary building. Parking located beside the building may be acceptable if the parking area occupies a minimal area and high-quality screening from the public right-of-way is provided.*
 - 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.*
 - 3.4 *Mitigate negative shadow impacts and ensure adequate sunlight penetration experienced by rear- and side-adjacent residential properties and the public sidewalk by:*
 - 3.4.1 *Using Corridor right-of-way width as a guide to determine maximum building height, where appropriate.*
 - 3.4.2 *Using upper-level building step backs, where appropriate.*
 - 3.6 *Discourage auto-oriented land uses.*
- Goal 4 states *“use Corridors to provide local commercial amenities and opportunities for the surrounding neighbourhood and community.”*

- General policies for Urban Mixed-Use Corridors that relate to the subject proposal are as follows:
 - 4.1 Maintain ground floor commercial space when redeveloping properties in Urban Mixed-Use Corridors.*
- General policies for all 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.*

CITY OF WINNIPEG ZONING BY-LAW 200/2006 - VARIANCES

Parking

Length of stalls off a lane

The Division is not supportive of 20 ft., however often supports 21 ft. in length for stalls off a lane because this still can provide a minimum amount of space to avoid longer vehicles from poking into the lane, as well as space for snow storage. For this reason, the Division supports the variance with a proposed amendment to 21 ft.

Length of parking stalls

The proposed reduced lengths for stalls in the garage of 18.9 and 19 ft. instead of 20 ft. is a minor variance and is not anticipated to contribute to parking circulation issues. For this reason, the Division supports this variance.

Visitor stalls

The Division often supports variances for visitor parking in cases where onsite parking is at a premium. Dedicating available onsite parking stalls to residents ensures that the stalls get maximal use. There is unlimited parking on Furby that may provide visitor parking options. For these reasons, the Division supports this variance.

Car share removal

The Division has begun supporting a minimum 0.6 ratio of stalls per dwelling unit in the West Broadway neighbourhood, due to census data that shows that use of cars as a main mode of commuting in West Broadway is approximately half the rate of the city as a whole. To support 0.6, the Division requires that some indoor secure bike parking is provided as an offset.

With a supportable ratio of 0.6 for multifamily units (13 stalls), plus 1 per commercial unit (2 stalls) = 15 stalls, the proposed 16 stalls meets and slightly exceeds the Division's supportable ratio for this area. Indoor, secure bike parking is being provided as well. For these reasons, the Division does not require a car share as was required with the previous 2022 application. The Division supports the deletion of this condition.

CONDITIONS OF APPROVAL

Plan approval

In addition to the items noted above under "Collaborative Planning", the following design details will be confirmed on the plans at the time of plan approval:

- Include two windows to the left of the Broadway building entrance. These are currently shown on the main floor plan but not on the elevations. They should be included in the final plans to provide a vibrant street presentation.
- The two windows on the east elevation near Broadway should be shown as transparent glass at plan approval.
- A detail drawing for “Car coming” indicator signage should be provided at the rear parking garage entrance due to the one-way drive aisle.

REASONS FOR DECISION

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

- (a) is consistent with Plan Winnipeg and any applicable secondary plan;
In that the proposed development is consistent with the Complete Communities Direction Strategy’s 2.0 policies for Corridors – Urban Mixed-Use Corridors.
- (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 building massing of the proposed project aligns with the surrounding context and helps reduce adverse effects on adjoining properties.
- (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 proposed variances would allow the applicant to introduce additional density on the site in a manner that is consistent with the policies guiding development under the Corridors – Urban Mixed-Use Corridors policy area within the Complete Communities Direction Strategy 2.0.
- (d) is compatible with the area in which the property to be affected is situated.
In that, the development is designed to the scale of the neighbouring buildings with similar lot coverage and building heights to the existing development on this block of Broadway.

CONSULTATION

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

OURWINNIPEG POLICY ALIGNMENT

Applicable Policies for Corridors

6.6 Intensification Target

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

6.23 Urban Mixed-Use Corridors

- Prioritize the creation of a comfortable pedestrian environment and attractive public realm along Urban Mixed-Use Corridors through design guidelines and infrastructure investments.

6.40 Commercial Areas

- Facilitate the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while also accommodating local commercial amenities in new neighbourhoods, to ensure completeness from its inception.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

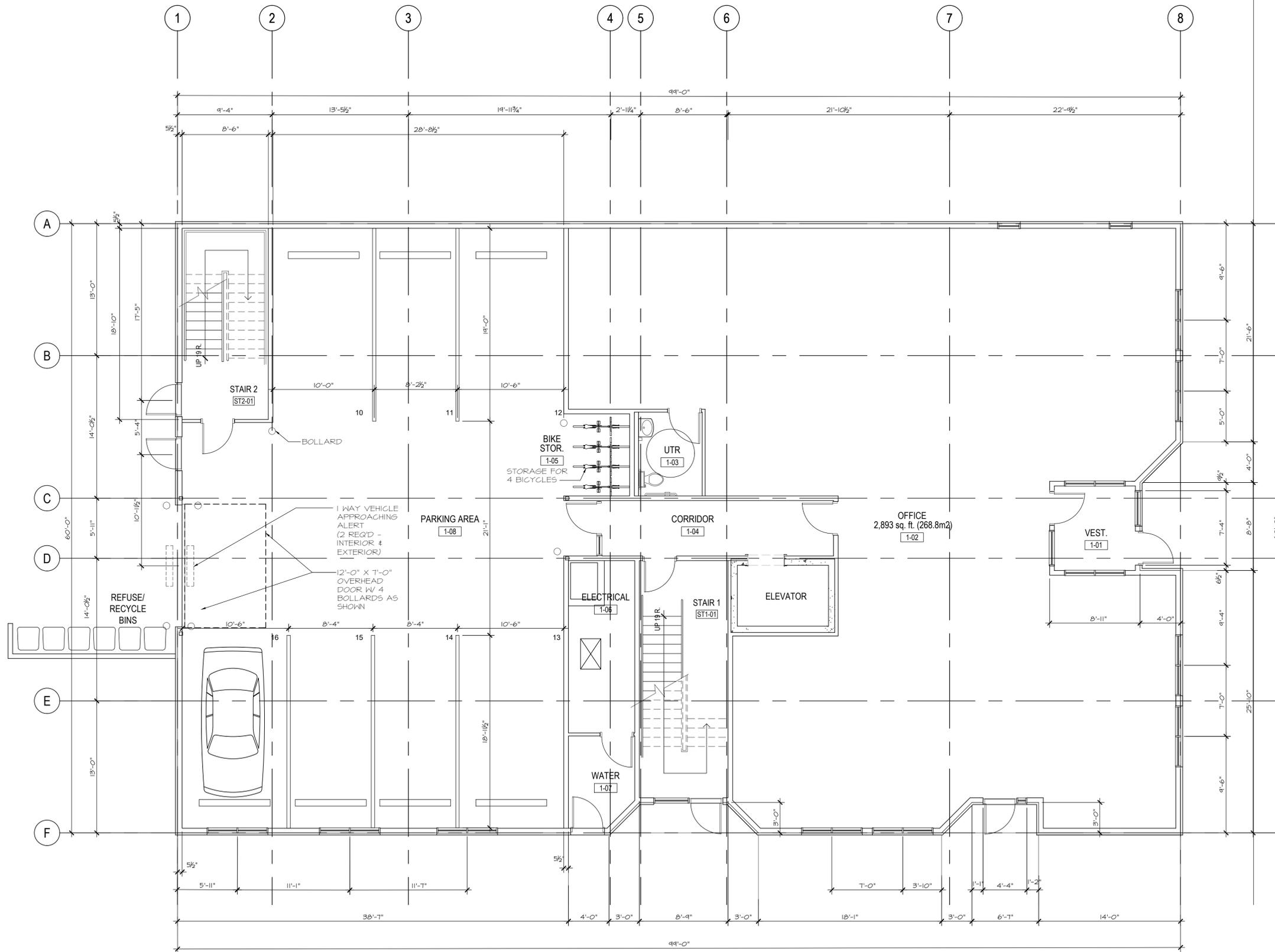
- Key Direction 4.1: Increase strategic infill development that provides access to and capitalizes on existing and planned corridors with frequent transit service
- Key Direction 4.2: Ensure new areas of growth are designed according to the principles of Complete Communities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the PRS and it was determined that 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: May 2, 2025
File No. DAV 25-131982\C



1 Main Floor Plan
A2.2 A2.2 SCALE: 3/16" = 1'-0"

REV	DESCRIPTION	DATE	BY
03	IFC-ISSUED FOR DEVELOPMENT PERMIT	APRIL-07-25	DTA
02	DEVELOPMENT PERMIT APPLICATION	FEB-25-25	DTA
01	DEVELOPMENT PERMIT APPLICATION	2024-09-20	DTA



THIS DRAWING MUST NOT BE SCALED.
 THE GENERAL CONTRACTOR SHALL VERIFY ALL DIMENSIONS, DATUMS AND LEVELS PRIOR TO COMMENCEMENT OF WORK AND IS HELD RESPONSIBLE FOR REPORTING ANY DISCREPANCY OR OMISSION TO NEIL COOPER ARCHITECT INC IMMEDIATELY.
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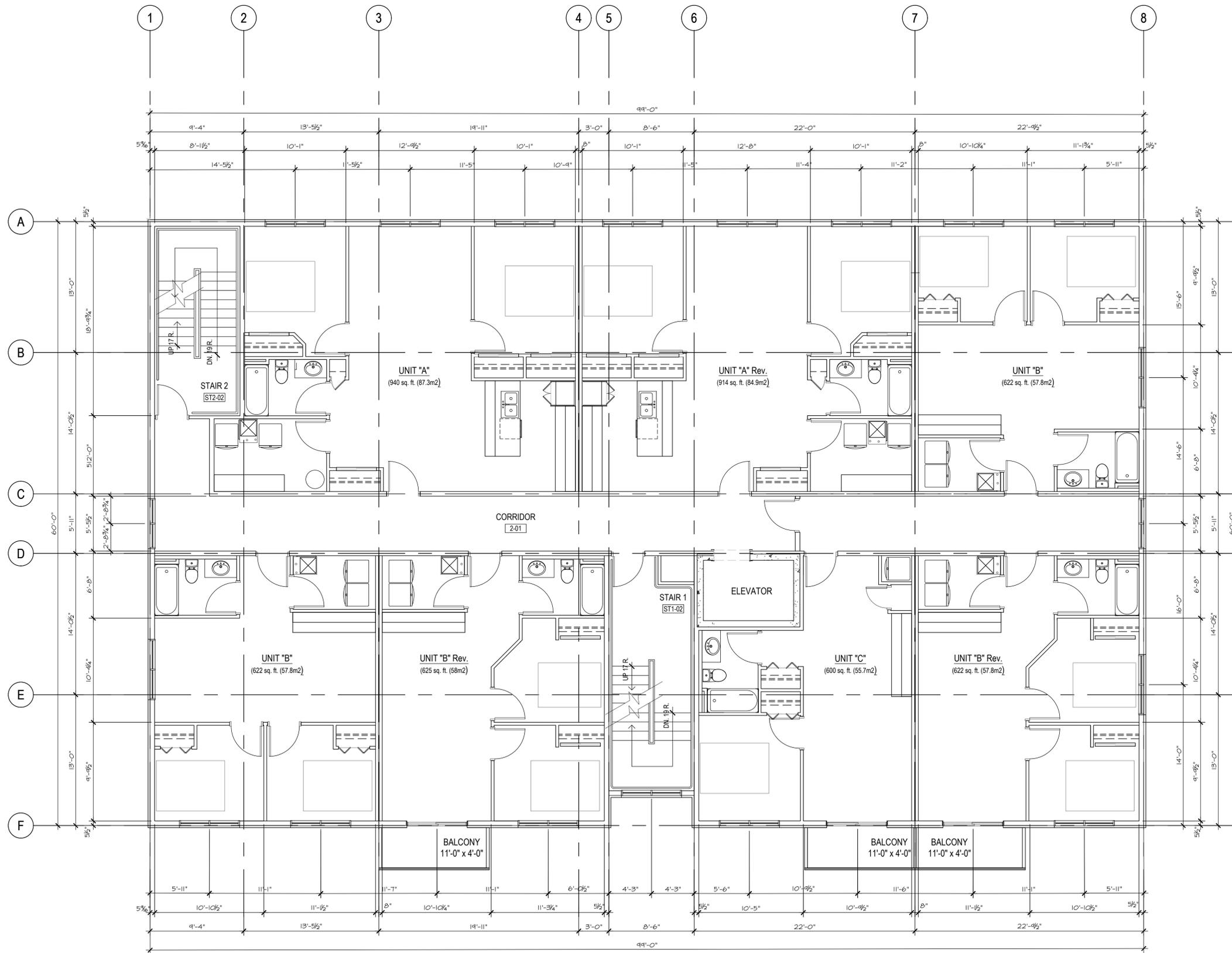
DRAWING:
Main Floor Plan

PROJECT:
Apartment Block
661 Broadway Avenue
Winnipeg, MB.

Neil Cooper Architect Inc.
412-374 River Avenue, Winnipeg, Manitoba R3L 0E4

DRAWN BY: DTA	CHECKED BY: NC	SHEET NO: A2.2	REV NO: R3
DATE: FEB-25-25			
SCALE: AS NOTED			
FILE: 22005 XXXXXX\Cont Docts\Const Dwgs\Arch\A2.2			





1 2nd Floor Plan
A2.3 A2.3 SCALE: 3/16" = 1'-0"

REV	DESCRIPTION	DATE	BY
03	IFC-ISSUED FOR DEVELOPMENT PERMIT	APRIL-07-25	DTA
02	DEVELOPMENT PERMIT APPLICATION	FEB-25-25	DTA
01	DEVELOPMENT PERMIT APPLICATION	2024-09-20	DTA



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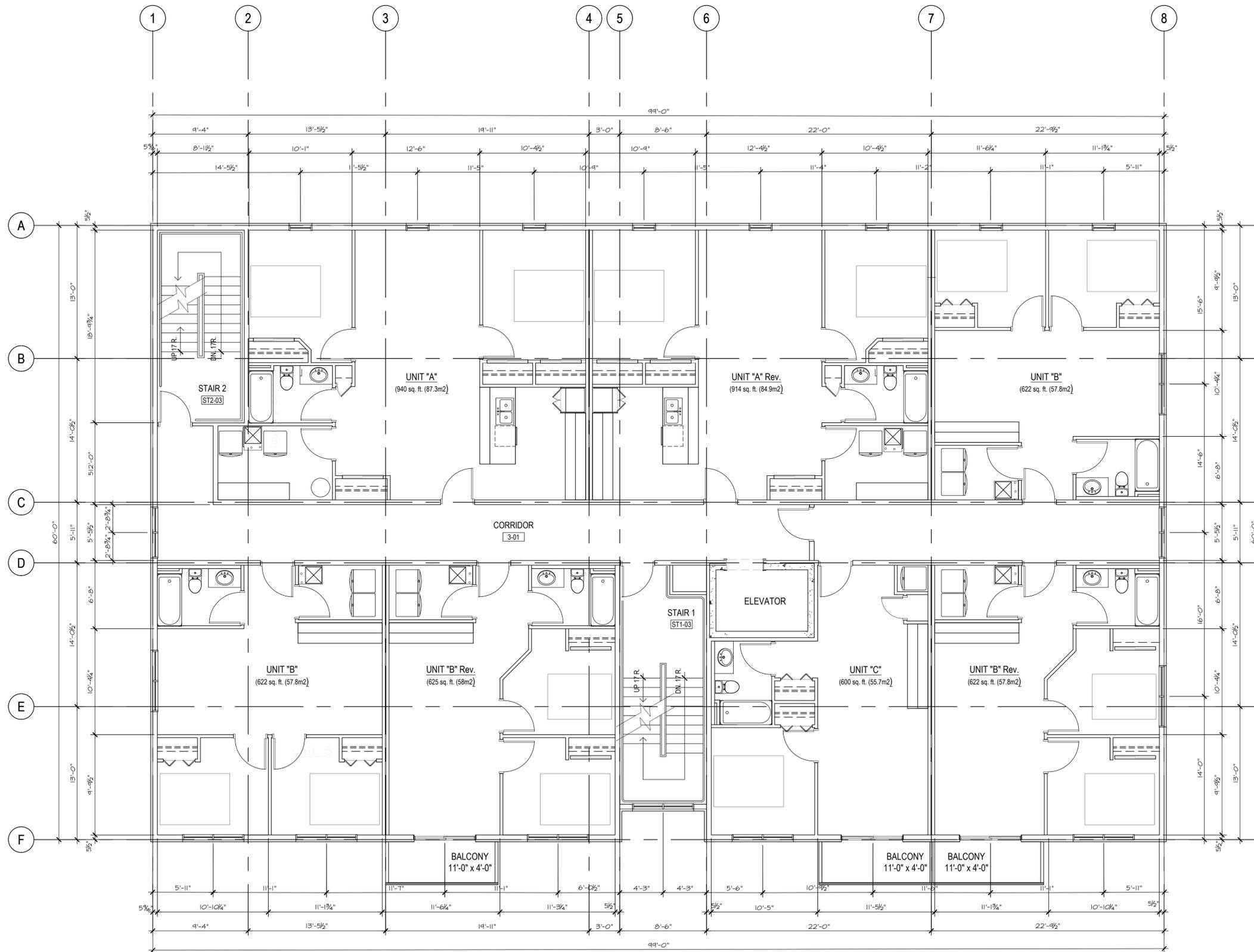
DRAWING:
2nd Floor Plan

PROJECT:
Apartment Block
661 Broadway Avenue
Winnipeg, MB.

Neil Cooper Architect Inc.
412-374 River Avenue, Winnipeg, Manitoba R3L 0E4

DRAWN BY:	CHECKED BY:	SHEET NO.:	REV NO.:
DTA	NC	A2.3	R3
DATE:	FEB-25-25		
SCALE:	AS NOTED		
FILE:	22005 XXXXXX\Cont Docts\Const Dwgs\Arch\A2.3		





1 3rd Floor Plan
A2.4 A2.4 SCALE: 3/16" = 1'-0"

REV	DESCRIPTION	DATE	BY
03	IFC-ISSUED FOR DEVELOPMENT PERMIT	APRIL-07-25	DTA
02	DEVELOPMENT PERMIT APPLICATION	FEB-25-25	DTA
01	DEVELOPMENT PERMIT APPLICATION	2024-09-20	DTA



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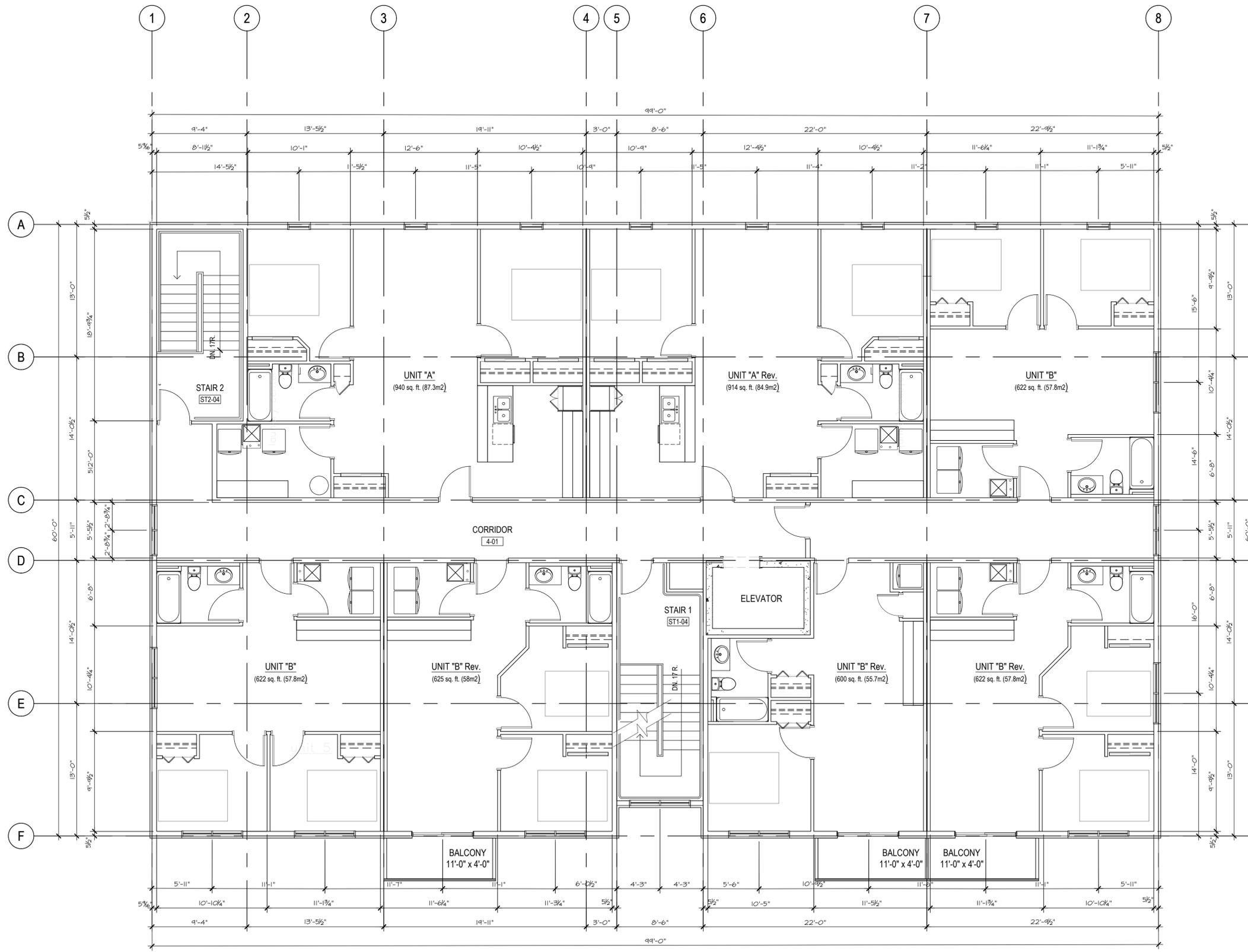
DRAWING:
3rd Floor Plan

PROJECT:
Apartment Block
661 Broadway Avenue
Winnipeg, MB.

Neil Cooper Architect Inc.
412-374 River Avenue, Winnipeg, Manitoba R3L 0E4

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DATE: FEB-25-25	A2.4 R3		
SCALE: AS NOTED			
FILE: 22005 XXXXXX\Cont Docts\Const Dwgs\Arch\A2.4			





1 4th Floor Plan
A2.5 A2.5 SCALE: 3/16" = 1'-0"

REV	DESCRIPTION	DATE	BY
03	IFC-ISSUED FOR DEVELOPMENT PERMIT	APRIL-07-25	DTA
02	DEVELOPMENT PERMIT APPLICATION	FEB-25-25	DTA
01	DEVELOPMENT PERMIT APPLICATION	2024-09-20	DTA



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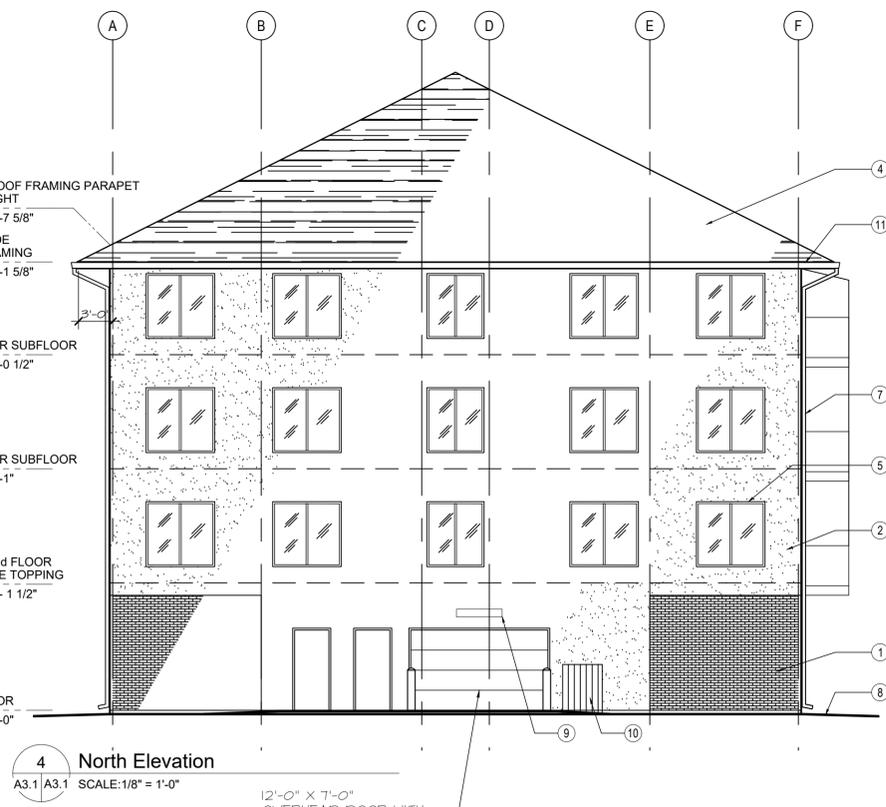
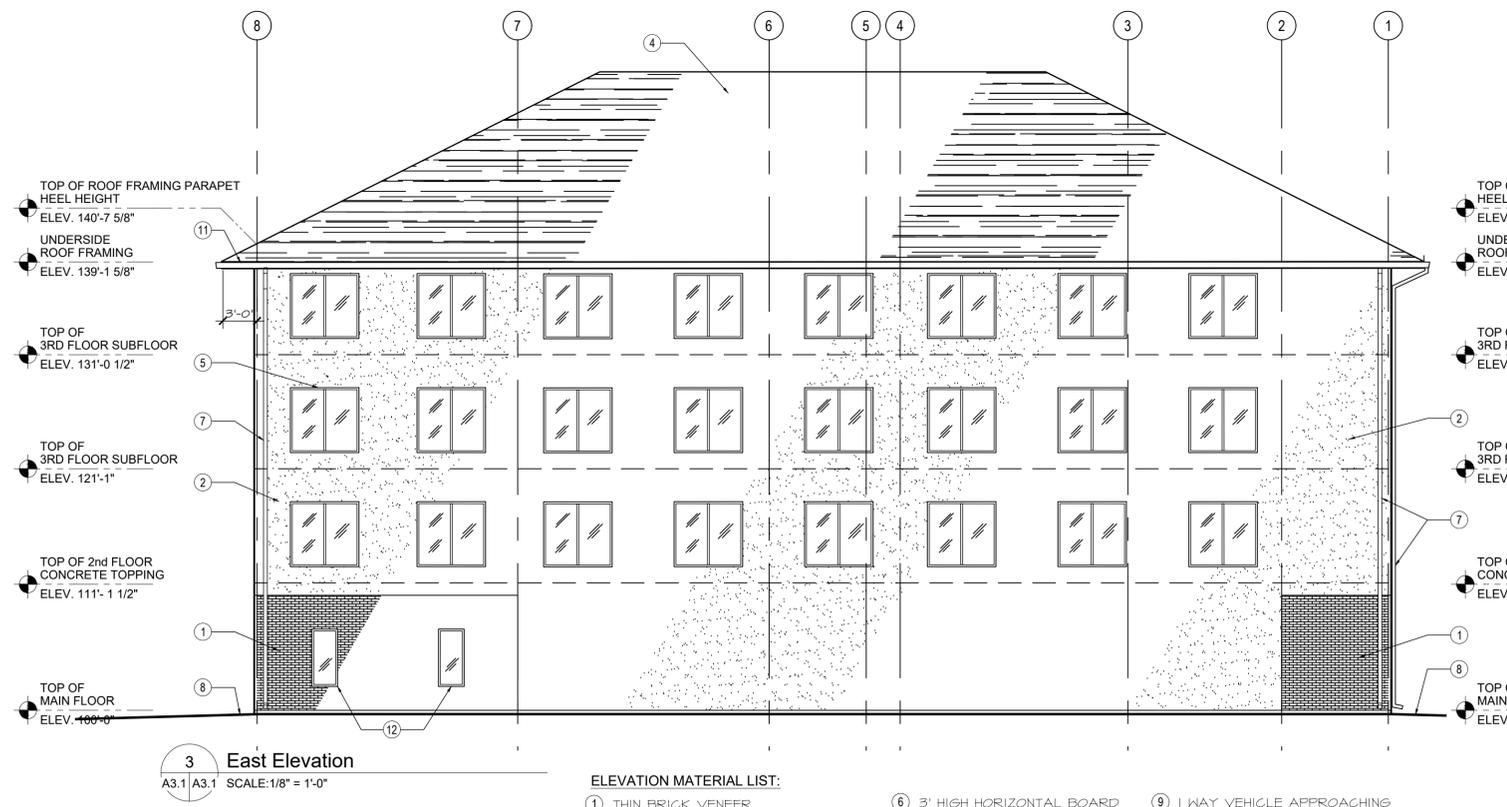
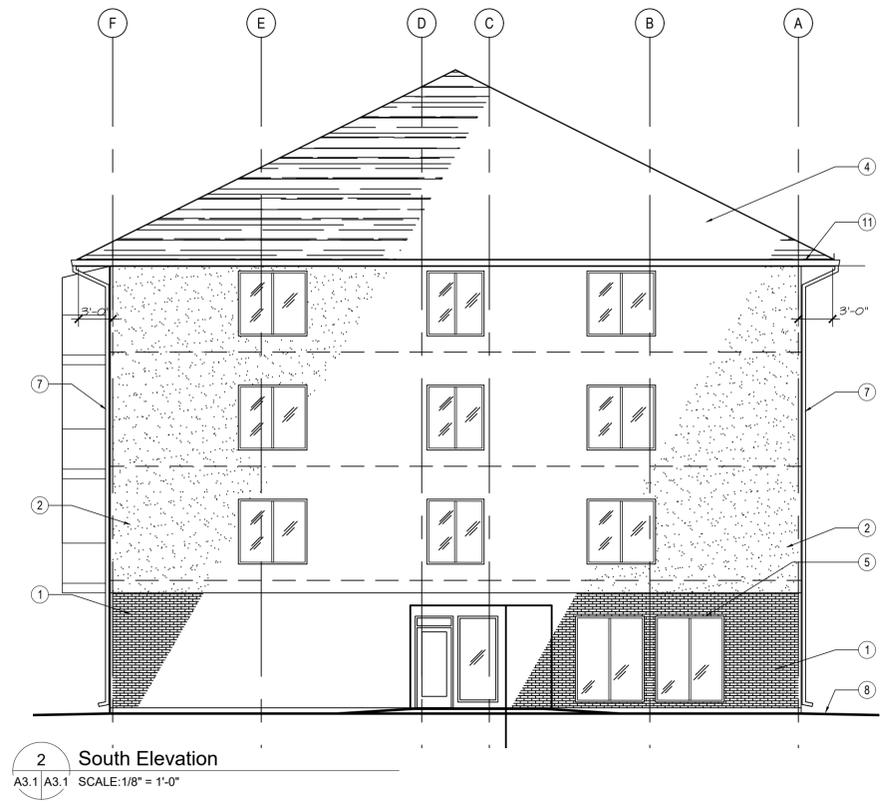
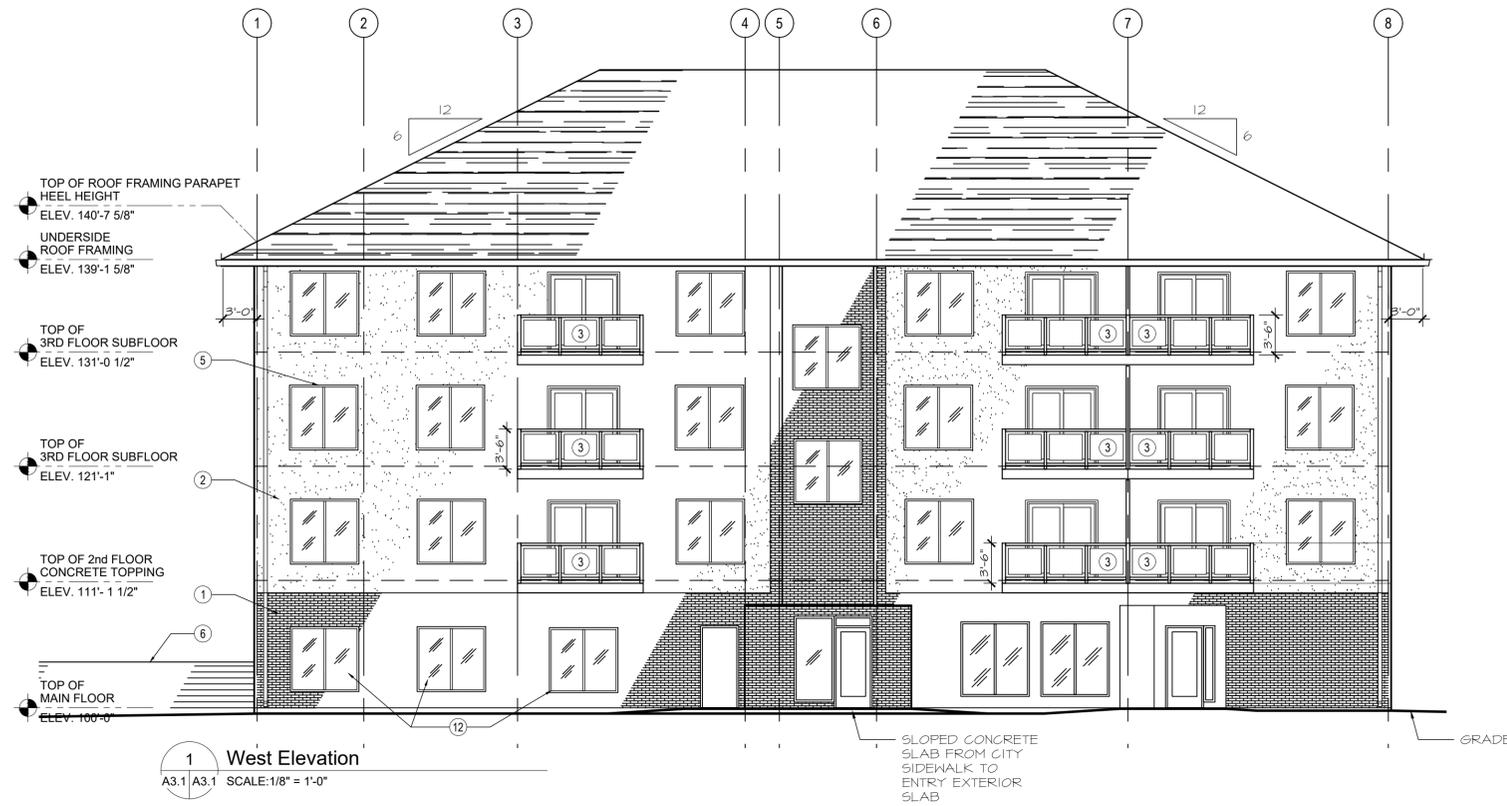
DRAWING:
4th Floor Plan

PROJECT:
Apartment Block
661 Broadway Avenue
Winnipeg, MB.

Neil Cooper Architect Inc.
412-374 River Avenue, Winnipeg, Manitoba R3L 0E4

DRAWN BY: DTA	CHECKED BY: NC	SHEET NO.:	REV NO.:
DATE: FEB-25-25	A2.5 R3		
SCALE: AS NOTED			
FILE: 22005 XXXXXX\Cont Docts\Const Dwgs\Arch\A2.5			





- ELEVATION MATERIAL LIST:**
- 1 THIN BRICK VENEER
 - 2 STUCCO PANELS
 - 3 BALCONIES WITH GLASS FRONT IN ALUM. FRAMES
 - 4 30 YEAR ASPHALT SHINGLES
 - 5 PRE-FINISHED METAL DRIP FLASHING ABOVE ALL DOOR & WINDOW OPENINGS AND CHANGE OF MATERIAL
 - 6 3' HIGH HORIZONTAL BOARD PRIVACY FENCE (REFER TO DRAWING A11)
 - 7 PRE-FIN. RAL TO PRECAST CONG. SPLASHPAD BELOW (LOCATE AT ALL CORNERS AND DRAIN TO EAST & WEST SIDES OF PROPERTY)
 - 8 GRADE
 - 9 1 WAY VEHICLE APPROACHING ALERT. (2 REQ'D - INTERIOR & EXTERIOR)
 - 10 REFUSE / RECYCLING ENCLOSURE
 - 11 PRE-FINISHED METAL EAVESTROUGH
 - 12 WINDOWS AT PARKING AREA TO HAVE TRANSLUCENT GLASS

REV	DESCRIPTION	DATE	BY
03	IFC-ISSUED FOR DEVELOPMENT PERMIT	APRIL-07-25	DTA
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01	DEVELOPMENT PERMIT APPLICATION	2024-09-20	DTA



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DRAWING:
Building Elevations & Keynotes

PROJECT:
Apartment Block
 661 Broadway Avenue
 Winnipeg, MB.

Neil Cooper Architect Inc.
 412-374 River Avenue, Winnipeg, Manitoba R3L 0E4

DRAWN BY: DTA	CHECKED BY: NC	SHEET NO: A3.1	REV NO: R3
DATE: FEB-25-25			
SCALE: AS NOTED			
FILE: 22005 XXXXXX\Cont Docts\Const Dwgs\Arch\A3.1			

