

## PLANNING ADMINISTRATIVE REPORT

**Title:** DAV 26-146518\B – 235 Notre Dame Ave

**Issue:** For consideration of a Variance associated with an eleven storey mixed use building with two main floor commercial and 150 residential units.

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

### AUTHORIZATION

Author	Department Head	CFO	CAO
D. Iskierski, MCIP, RPP	n/a	n/a	

### DECISION AND CONDITIONS

The Urban Planning and Design Division **approves** the application to vary the "Character Sector" Bulk Regulations and General Provisions of Downtown Winnipeg Zoning By-Law No. 100/2004 as follows:

1. For the construction of a mixed use building to permit:
  - a. A building height of 109.6 feet (33.41 metres) instead of 100 feet (30.5 metres); and
  - b. A north side yard of 7.5 feet (2.29 metres) instead of 20 feet (6.1 metres) for the residential uses above 50 feet (15.24 metres).
2. For the establishment of an accessory parking area to permit parking stall widths ranging from 8 feet to 9 feet instead of 10 feet when immediately adjacent to a fence, wall or column;
3. For the establishment of a garbage storage area to permit insufficient screening instead of a lightproof building wall, fence, or combination.

Subject to the following conditions:

1. 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.
2. That the design shall be in accordance with the recommendations of Downtown Urban Design Review.

## REASON FOR THE REPORT

- The applicant is proposing to build an eleven storey mixed use building with main floor commercial and residential above and requires Variances for building height, side yard, accessory parking and refuse requirements of the *Downtown 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 26-146518B  
**RELATED FILES:** DCU 26-159397B  
**COMMUNITY:** Lord Selkirk - West Kildonan Committee  
**NEIGHBOURHOOD #:** 3.170 - (EXCHANGE DISTRICT)

**SUBJECT:** To vary the "Character Sector" Bulk Regulations and General Provisions of Downtown Winnipeg Zoning By-Law No. 100/2004 as follows:  
1) For the construction of a mixed use building to permit:  
a) A building height of 109.6 feet (33.41 metres) instead of 100 feet (30.5 metres)  
b) A north side yard of 7.5 feet (2.29 metres) instead of 20 feet (6.1 metres) for the residential uses above 50 feet (15.24 metres);  
2) For the establishment of an accessory parking area to permit:  
a) Parking stall widths ranging from 8 feet to 9 feet instead of 10 feet when immediately adjacent to a fence, wall or column;  
b) Accessory parking not separated from a public right-of-way by other land uses, such as residential or commercial space;  
c) Insufficient landscaping on parking area;  
3) for the establishment of a garbage storage area to permit insufficient screening instead of a lightproof building wall, fence, or combination.

**LOCATION:** 235 Notre Dame Ave  
**LEGAL DESCRIPTION:** LOT 9/10 PLAN 13 5 ST J

**APPLICANT:** Daniel Serhal (Penfor Construction)  
94 Penner Dr  
Blumenort, MB

**OWNER:** 2221969 MANITOBA LTD.  
191 Lombard Ave 500  
Winnipeg, MB R3B 0X1

## 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 Notre Dame Avenue in the Exchange District neighbourhood of the Point Douglas ward and within the boundaries of the Exchange District National Historic Site.
- The subject site is 17,291 square feet (1606 square metres) in area. The site is currently occupied by a historic building, the St. Charles Hotel building built in 1913 that is currently vacant.
- The subject site is accessed by Notre Dame Avenue.
- Under the *Complete Communities Direction Strategy 2.0*, the site is within the Downtown policy area and within the Exchange District policy section of CentrePlan 2050. The property is zoned "C" Character District.



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

## **SURROUNDING LAND USE AND ZONING**

The subject site is within the Character Sector, however abuts the Multiple-Use Sector across Notre Dame Avenue to the South.

## **DESCRIPTION OF THE PROPOSED DEVELOPMENT**

- The applicant intends to reconstruct the façade of the St. Charles Hotel and integrate it into a new mixed-use development with main floor commercial and residential units above.
- The applicant is proposing an eleven storey building that will include two main floor commercial units facing Notre Dame Avenue and Albert Street and 150 residential dwelling units on floors two through eleven, including 80 affordable units..
- The submitted site plan shows that the proposal includes 14 underground parking stalls and seven at-grade stalls with two of the at-grade stalls being assigned accessible. The at-grade parking area also includes a loading area and space for refuse containers

## **COLLABORATIVE PLANNING AND CONSULTATION**

*With the Urban Planning and Design Division*

The applicant engaged the Urban Planning and Design Division to discuss the proposal and adjusted the parking entrance area to set the parking back further which allows for better sight lines for vehicles navigating in and out of the area. The request was made by Planning to mitigate safety concerns between vehicles access the parking area with pedestrians and cyclists who are using the sidewalk and bike lanes along Notre Dame Avenue.

## **ANALYSIS AND ISSUES**

### ***Complete Communities Direction Strategy 2.0***

#### **Section C1. Downtown**

Goal 2 - Reinforce downtown as the primary focus for economic activity through residential, commercial, and office intensification.

Vacant and underutilized properties

*1.2 Facilitate the redevelopment of vacant or underutilized properties, such as surface parking lots, to support increased residential and mixed-use development, when servicing allows, to achieve a sustainable, inclusive and vibrant Downtown.*

Goal 4 – Ensure land use decisions reduce the impact of automobile use to enhance the pedestrian experience Downtown.

Goal 5 – Facilitate an amenity-rich, enjoyable, and beautiful urban environment that contributes to a high quality of life, to reflect Downtown’s importance as the city’s preeminent complete community.

Supporting residential growth

*5.1 Encourage development with uses and amenities that support the Downtown residential population.*

*5.2 Contribute to the continuity of pedestrian and cyclist-oriented, street level activity to help make the distance between districts and destinations more enjoyable.*

### **Centre Plan 2050**

1.1 Goal: Embrace and elevate Downtown's unique neighbourhoods and districts.

2.4 Goal: Create a Downtown for Cyclists

*2.4.1 New residential development should be designed to include short and long-term secure bicycle storage (e.g. a bike room or in-suite bike storage).*

The subject proposal aligns with the above applicable policies for Downtown for the following reasons:

- Enabling housing on this site will help achieve residential intensification targets.
- Ensuring housing options are integrated into the development will positively contribute to the surrounding neighbourhood by providing additional housing options;
- The housing is compatible with the surrounding context, which includes a mixture of housing types with higher residential densities.
- Development includes secure bicycle storage for residents.
- Proposed design of the parking area includes a setback, landscaping, building façade treatments, and a bicycle storage room that mitigates concerns of at-grade parking abutting the public right-of-way.
- Will better utilize existing infrastructure including the street network, public transit, water and wastewater service capacity and city services such as library and recreation.

## DOWNTOWN WINNIPEG ZONING BY-LAW 200/2006

### **Variances**

#### *Building height*

Bulk regulations cite a maximum of 100 feet and the proposal is requesting 109.6 feet. The intent of the regulation is to ensure buildings fit into the general character of the surrounding context. The subject site is at the edge of the Character Sector and abuts an arterial street with taller buildings located on Notre Dame Avenue. For example, the Electric Railway Chambers building located at 213 Notre Dame Avenue is approximately 145 feet and the Lindsay Building located at 228 Notre Dame Avenue is approximately 125 feet. Accordingly, compared to these two buildings which are in essence the neighbour to this building, the proposed variance is relatively minor and brings the building's height more in line with similar scaled buildings along Notre Dame Avenue.

#### *North side yard*

Residential yard requirements exist primarily to protect the livability of surrounding residential properties or the viability of future residential development of adjacent properties. Bulk regulations (Section 320(2)) for this area have a 10-foot minimum interior side yard for portions of a building up to 50 feet and a 20-foot minimum interior side yard requirement for portions of a building above 50 feet when windows are proposed.

The proposed north side yard is 7.5 feet which for the 10-foot minimum setback requirement for the portion of the building less than 50 feet is minor. For the portion of the building above 50 feet, the setback requirement of 20 feet is more substantial, however when looking at the surrounding context, there are few cases where interior side yards are provided and generally where they exist, they are relatively small.

Although, a larger interior side yard setback would provide for more light between buildings and improve privacy by separating windows at a further distance, the existing context within the Exchange District National Historic Site is for no or minimal side yards and a continual street

wall. The general style of buildings in the Exchange District also do not generally have an upper storey setback above 50 feet from either the front or side perspective. Therefore, minimizing the interior side yards while still providing for light and privacy is the best option to align the built form with the heritage of the Exchange District National Historic Site.

#### *Parking stall widths*

The intent of the regulation is to ensure that vehicles can maneuver in and out without incident, and that sufficient space is provided when people enter and exit their vehicles. Substandard parking stalls leave a negative impression on visitors to the downtown and can result in slower entry and egress and backups during peak periods.

The width variances are considered relatively minor and are supportable, as this is a private parkade that will not have an impact on the public realm; if drivers choose to use the parking area, they will be doing so at their own risk and in agreement with the building owner/manager.

#### *Refuse screening*

The intent of the regulation to screen any refuse containers from view of the public right-of-way. Please note that the proposal includes a three-sided garbage enclosure but does not have a front swinging gate to fully screen the refuse containers. The location is also situated at the back northwest corner of the property where the open front portion would only be visible from Albert Street which is approximately 150 feet to the east. In consideration of the location and mostly screened design, the three sided enclosure is supportable and considered a minor deviation from the bylaw regulation.

### **CONDITIONS OF APPROVAL**

The conditions are a standard set of conditions for this type of application. More specifically, the expiration of the variance order is a redundant reminder that within the Zoning Bylaw it states that if a variance is not acted upon within two years, it will expire. All applications downtown must go through Urban Design Review, and this condition is to reinforce that requirement.

### **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 variances will enable a housing development that will provide housing options and residents downtown consistent with direction and policies in Complete Communities Direction Strategy 2.0 and CentrePlan 2050.*

- (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 proposed height and setback will not impact adjoining properties as they are consistent with the surrounding context; the reduced parking stall width will only impact users of the site; and the three sided enclosure is interior to the site and hardly visible from the public right-of-way.*

- (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 variances are a minor and allow the building to be developed in a manner more consistent with the surrounding context.*

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

*In that the building massing setbacks are consistent with adjacent buildings and the parking and reduced screening requirements are similar to other sites in the vicinity.*

## OURWINNIPEG 2045 POLICY ALIGNMENT

### OurWinnipeg 2045 Goal: 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.**

- Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods, to enhance the ability of the urban environment to contribute towards this Plan's goals.

**Objective 2: Integrate resilient land use, transportation and infrastructure planning, and investments.**

- Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.

**Objective 3: Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.**

- New and existing communities are complete when they demonstrate: universally designed environments; mixed-income neighbourhoods; a continuum of housing types; multi-modal connections within and to elsewhere in the city; heritage conservation; opportunities for physical activity, social interaction, and access to health food, daily needs, employment, education, recreation, and green infrastructure.

### Applicable Policies for Downtown

#### 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*.

#### 6.15 Transformative Areas

- Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites and New Communities as Transformative Areas within the Urban Structure in *Complete Communities*, representing lands that provide the best opportunities to accommodate significant growth and change.

#### 6.17 Downtown Economic Investment

- Support development that reflects the Downtown's designation as a Transformative Area and preeminent complete community, as detailed in *Complete Communities*.

#### 6.18 Downtown Economic Investment

- Facilitate the intensification of Downtown commercial and office uses, innovation, and local enterprises that promote the Downtown as a primary location for economic activity.

#### **6.19 Downtown Economic Investment**

- Facilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations.

### **WINNIPEG CLIMATE ACTION PLAN ALIGNMENT**

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

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

### **WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT**

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

### **SUBMITTED BY**

Department: Planning, Property and Development  
Division: Urban Planning and Design  
Prepared by: Daniel Iskierski, MCIP, RPP  
Date: June 3, 2026  
File No. DAV 26-146518\B

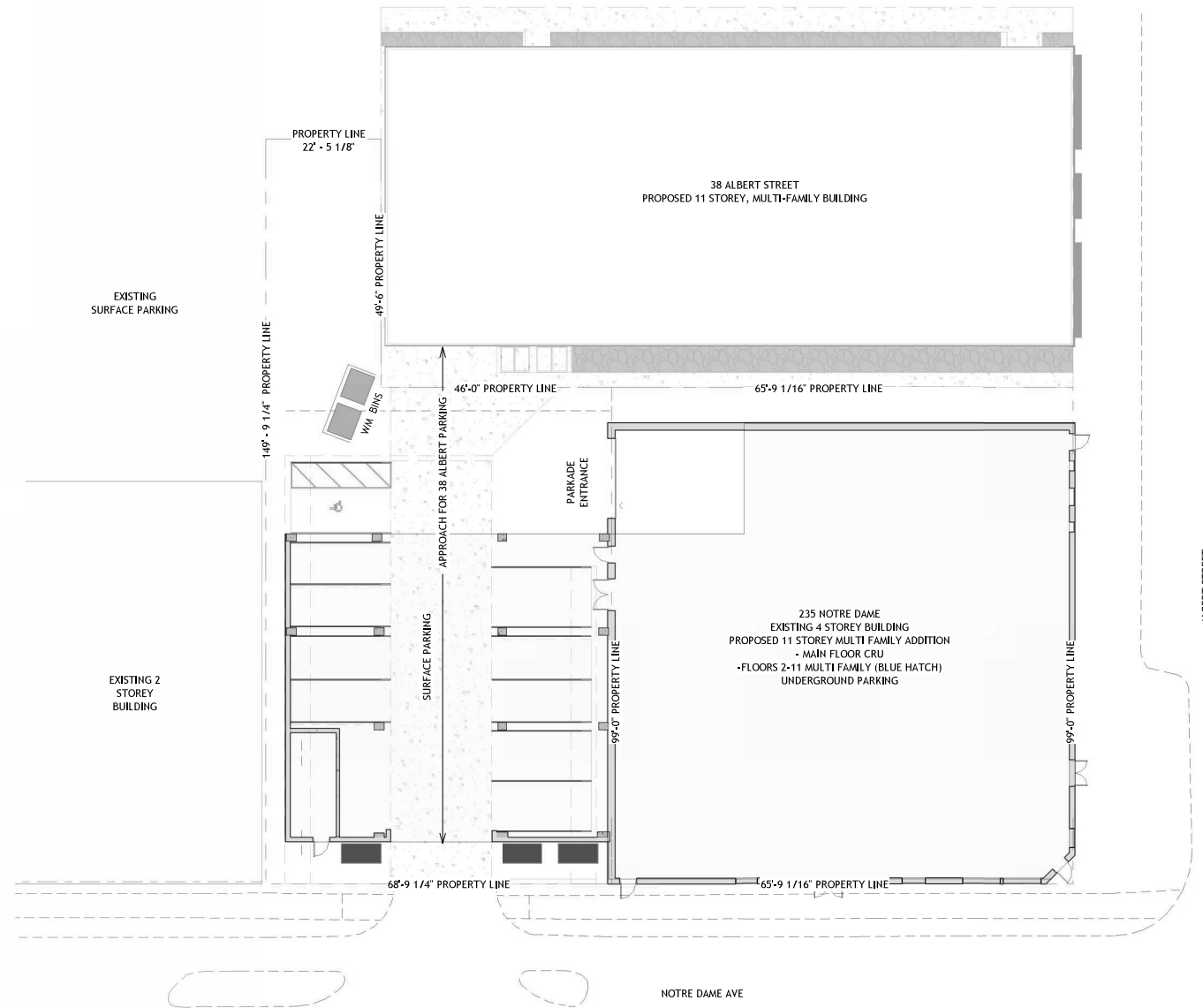
**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 1 OF 7

DATE: MAY 25, 2026



① FULL SITE  
1/16" = 1'-0"

Revision Schedule			
Rev. No.	Rev. Date	Revised by	Description

**enfor**  
Construction

64 Penner Dr. Blenheim NB, R0A 0C0  
Phone: (204) 328-5313 Fax: (204) 346-1313

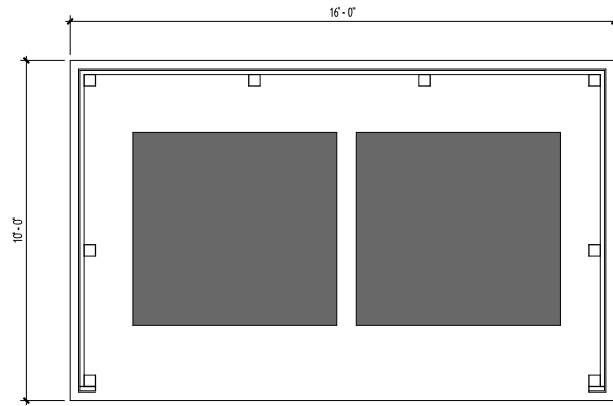
Project Name & Address  
St. Charles Hotel  
235 Notre Dame  
PROPOSAL

Sheet Title  
SITE PLAN

Date	Drawn By	Drawn No.
03/31/22	Author	
05/24	Checked By	

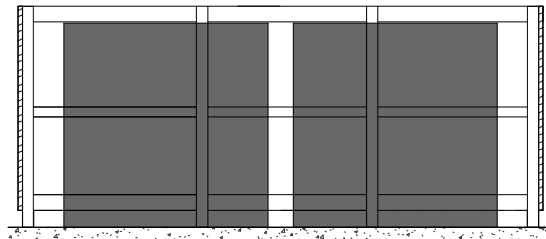
1/16" = 1'-0" **A100**

Engineer Stamp



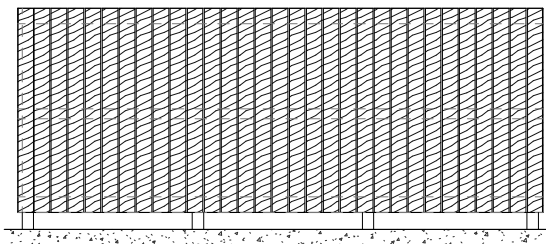
**GARBAGE ENCLOSURE - PLAN VIEW**

SCALE: 3/8" = 1'-0"



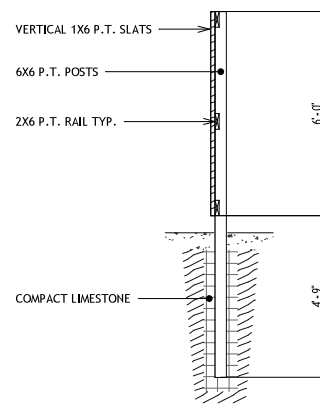
**FRONT VIEW**

SCALE: 3/8" = 1'-0"



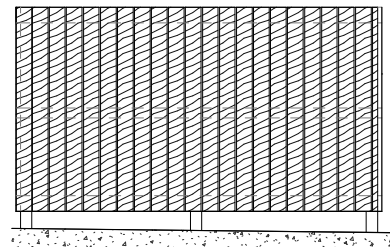
**REAR VIEW**

SCALE: 3/8" = 1'-0"



**POST SECTION**

SCALE: 3/8" = 1'-0"



**SIDE VIEW**

SCALE: 3/8" = 1'-0"

**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 2 OF 7

DATE: MAY 25, 2026

Revision Schedule			
Rev. No.	Date	Revised by	Description



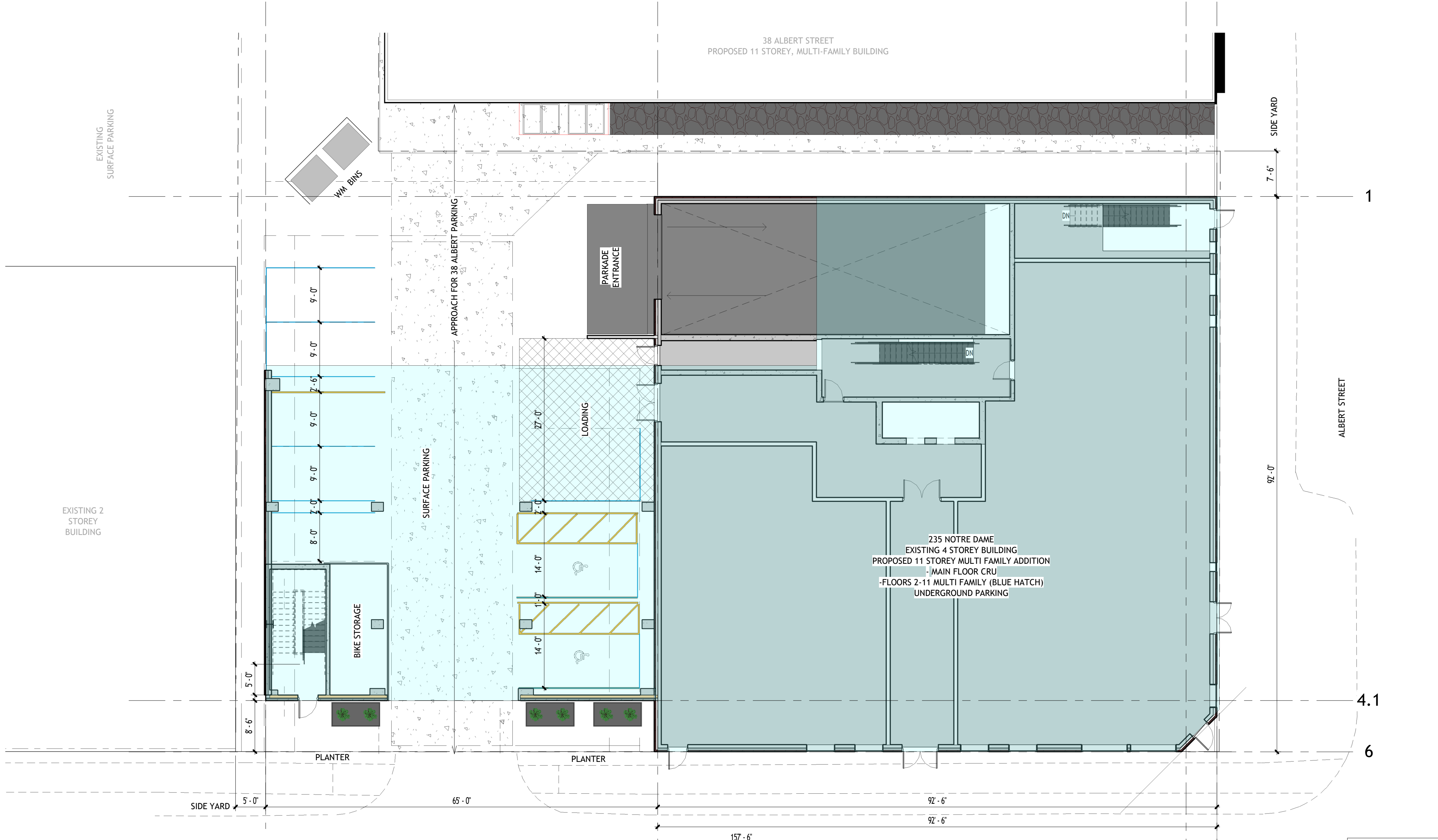
64 Penner Dr., Blumensort MB, R0A 0C0  
 Phone: (204) 328-5313 Fax: (204) 346-1313

Project Name & Address  
**St. Charles Hotel**  
 235 Notre Dame  
 PROPOSAL

Date	Drawn By	Checked By	Drawn No.
03/31/22	Author		
03/31/22			

**A300**

Engineer Stamp



**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 3 OF 7

DATE: MAY 25, 2026

**Revision Schedule**

Rev No.	Rev Date	Issued by	Description



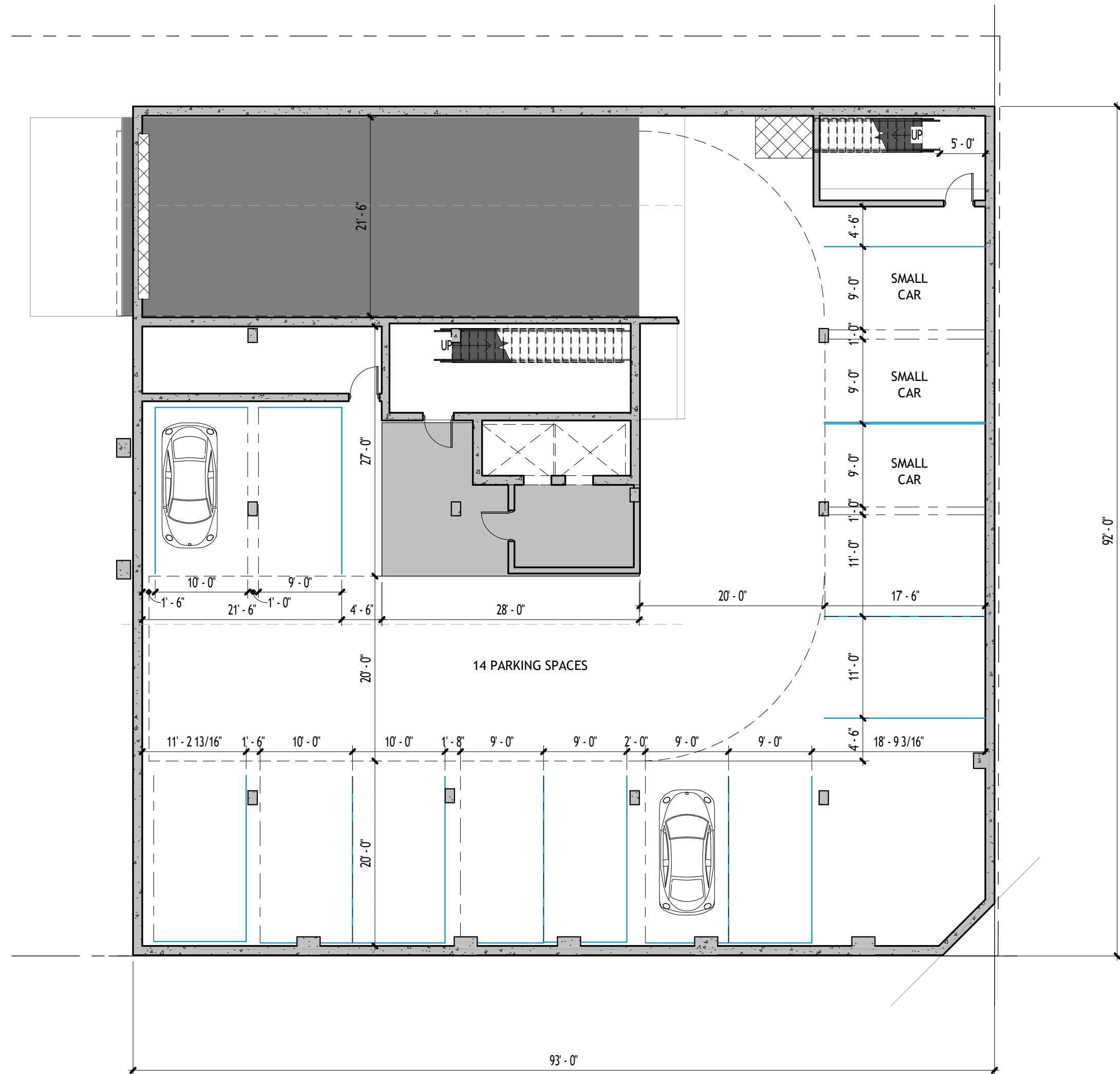
94 Penner Dr. Blumenort MB. R0A 0C0  
 Phone: (204) 326-6313 Fax: (204) 346-1313

Project Name & Address  
**St. Charles Hotel**  
**235 Notre Dame**  
 PROPOSAL

**PROPOSED SITE LAYOUT**

Date	Drawn By	Author	Sheet No.
03/31/22			
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3/32" = 1'-0"			<b>A100</b>

Engineer Stamp:



① Parkade Plan  
3/32" = 1'-0"

**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 4 OF 7

DATE: MAY 25, 2026

**Revision Schedule**

Rev. No.	Rev. Date	Issued by	Description



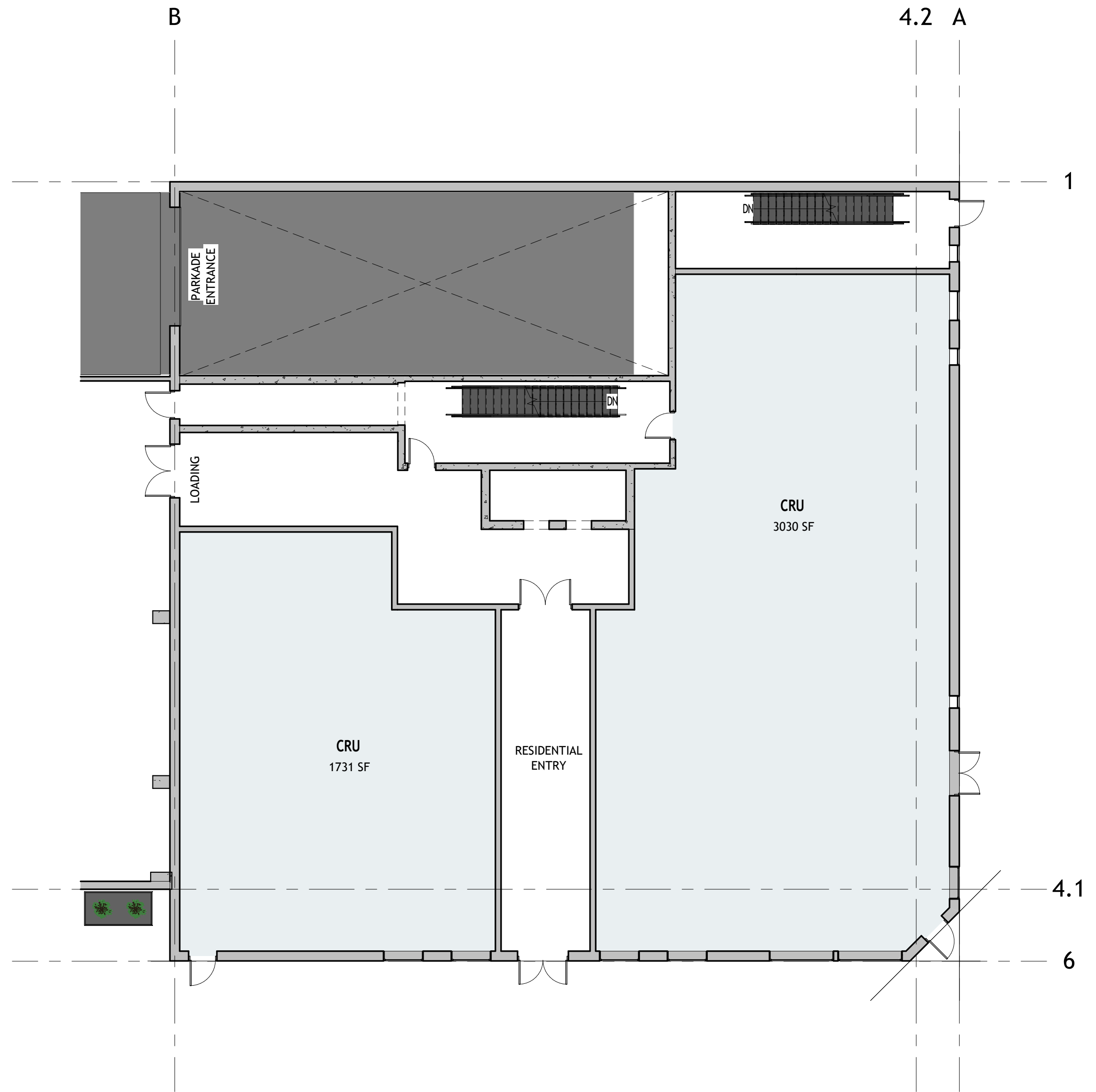
94 Penner Dr. Blumenort MB. R0A 0C0  
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Project Name & Address  
**St. Charles Hotel**  
235 Notre Dame  
PROPOSAL

Sheet Title  
**PARKADE PLAN**

Date	Drawn By	Author	Sheet No.
03/31/22			
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3/32" = 1'-0"			

Engineer Stamp:



**ZONING AND PERMIT BRANCH**

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CONNECTION WITH: DAV 146518/26B

SHEET # 5 OF 7

DATE: MAY 25, 2026

**Revision Schedule**

Rev. No.	Rev. Date	Issued by	Description



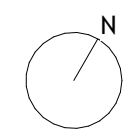
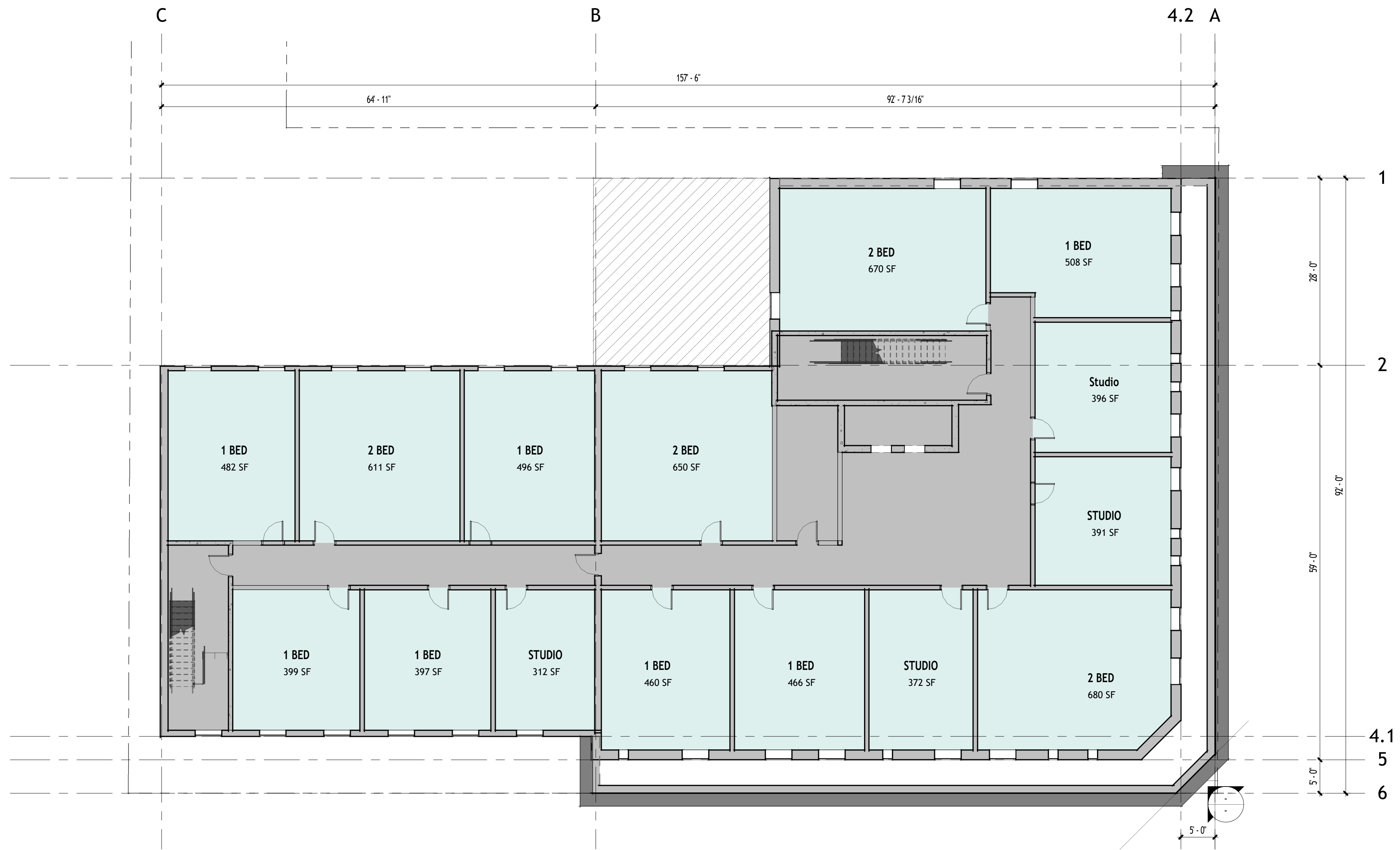
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Project Name & Address  
**St. Charles Hotel**  
235 Notre Dame  
PROPOSAL

Sheet Title  
**MAIN FLOOR PLAN**

Date	03/31/22	Drawn By	Author	Sheet No.
Scale	3/32" = 1'-0"	Checked By	Checker	<b>A201</b>

Engineer Stamp:



① Residential Floor Plan (Level 2 - 11)  
3/32" = 1'-0"

**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 6 OF 7

DATE: MAY 25, 2026

**Revision Schedule**

Rev No.	Rev Date	Issued by	Description



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Project Name & Address  
St. Charles Hotel  
235 Notre Dame  
PROPOSAL

Sheet Title  
TYPICAL RESIDENTIAL  
FLOOR PLAN

Date	Drawn By	Author	Sheet No.
03/31/22			
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- T.O. ROOF  
109' - 7"
- L11  
100' - 11"
- L10  
92' - 3"
- L9  
83' - 7"
- L8  
74' - 11"
- L7  
66' - 3"
- L6  
57' - 7"
- L5  
48' - 11"
- Existing Ceiling (L4)  
40' - 3"
- Existing 3rd Floor  
30' - 3"
- Existing 2nd Floor  
18' - 11"
- Existing Mezz Floor  
9' - 8"
- Existing Main Floor  
0' - 0"



EXISTING ST. CHARLES HOTEL

① East Architectural Building Elevation  
1/16" = 1'-0"

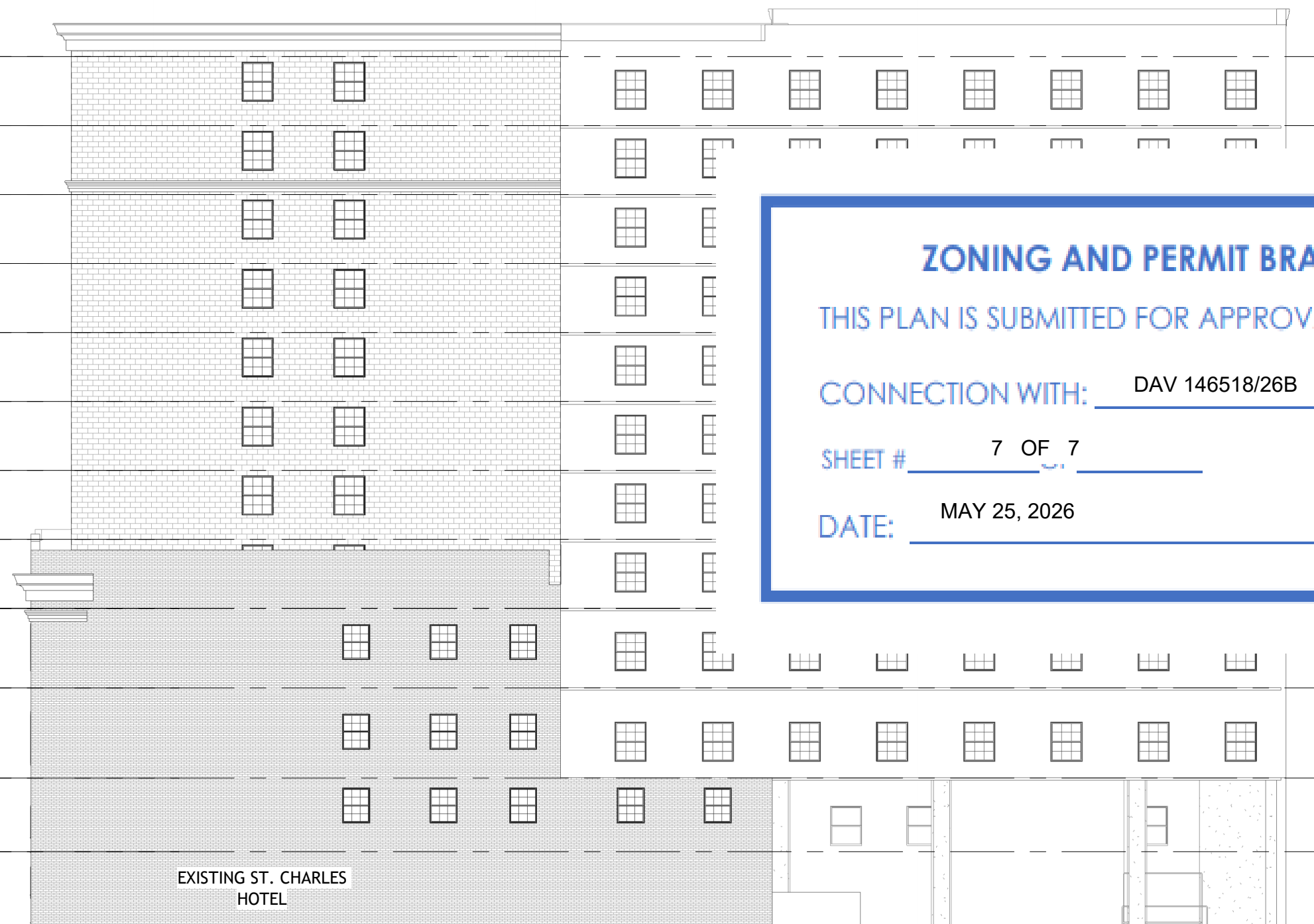


EXISTING ST. CHARLES HOTEL

② South Architectural Building Elevation  
1/16" = 1'-0"



③ West Architectural Building Elevation  
1/16" = 1'-0"



EXISTING ST. CHARLES HOTEL

④ North Architectural Building Elevation  
1/16" = 1'-0"


**ZONING AND PERMIT BRANCH**

THIS PLAN IS SUBMITTED FOR APPROVAL IN

CONNECTION WITH: DAV 146518/26B

SHEET # 7 OF 7

DATE: MAY 25, 2026



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Project Name & Address  
**St. Charles Hotel**  
235 Notre Dame  
PROPOSAL

Sheet Title  
**PROPOSED ELEVATIONS**

Date 03/31/22	Drawn By Author	Sheet No. A400
Scale 1/16" = 1'-0"	Checked By Checker	

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