Minute No. 149
Report - Standing Policy Committee on Property and Development - January 9, 2007

Item No. 4 Osborne Village Neighbourhood Plan
File SP 2/2006

COUNCIL DECISION:

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

1. That By-law No. 220/2006, the Osborne Village Neighbourhood Plan, be forwarded to Council for second and third reading.

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

Report - Standing Policy Committee on Property and Development - January 9, 2007

DECISION MAKING HISTORY:

Moved by Councillor Swandel,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 17, 2006, the Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On January 9, 2007, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 14, 2006, the City Centre Community Committee concurred in the administrative recommendation and submitted its recommendation to the Standing Policy Committee on Property and Development.

COUNCIL DECISION:

On September 27, 2006, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That By-law No. 220/2006, the Osborne Village Neighbourhood Plan, as outlined in Appendix "A" to the report from the Director of Planning, Property and Development dated September 12, 2006, be forwarded to Council for First Reading.

2. That the City Centre Community Committee schedule a Public Hearing in accordance with The Development Procedures By-Law No. 5893/92 and Section 234(3) of The City of Winnipeg Charter.

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

RE: **Osborne Village Neighbourhood Plan**
File SP 2/2006

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

Prepared by: **Josie Marques, Clerk,**
City Centre Community Committee

Report date: **November 17, 2006**

COMMUNITY COMMITTEE RECOMMENDATION:

On November 14, 2006, the City Centre Community Committee concurred in the administrative recommendation and recommends to the Standing Policy Committee on Property and Development that By-law No. 220/2006, the Osborne Village Neighbourhood Plan, be forwarded to Council for second and third reading.

The City Centre Community Committee provided the following supporting reason(s) for its recommendation:

1. The plan was extensively supported.
2. There was community consultation.
3. There is a need for a plan for the community.

PUBLIC HEARING SUMMARY

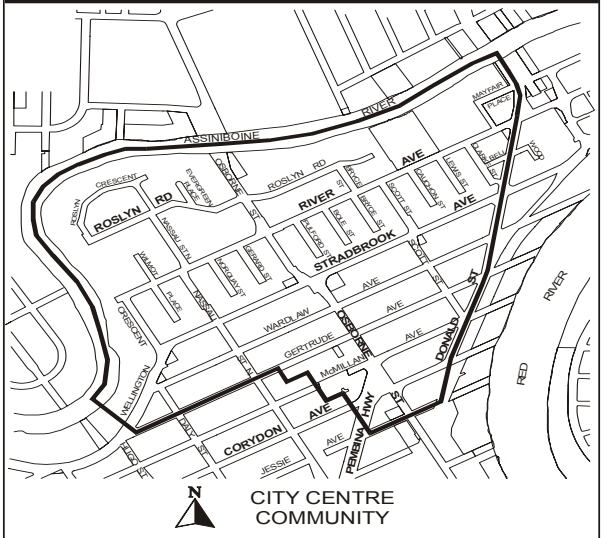
File: SP 2/2006

Before: City Centre Community Committee
Councillor Gerbasi, Chairperson
Councillor Leipsic
Councillor Smith

Public Hearing: November 14, 2006
West Committee Room,
Council Building, 510 Main Street

Subject:

OSBORNE VILLAGE NEIGHBOURHOOD PLAN
SP 2/2006



CITY CENTRE
COMMUNITY

A *Neighbourhood Plan* provides direction for the efficient and orderly redevelopment in a mature neighbourhood, including specific land uses, urban form, residential densities, road and servicing infrastructure, and heritage preservation.
A *Neighbourhood Plan* proposed for the Osborne Village Neighbourhood recommends the following:

- Protect and reinforce the pedestrian orientation and village character of the plan area;
- Maintain a balance of complementary land uses;
- Encourage building design, site layouts, and urban design features which contribute to a unique community;
- Encourage mixed-use developments with active uses at ground level in appropriate locations;
- Protect, maintain, and encourage conservation of heritage buildings
- Provide specific policies for sub-areas of the neighbourhood

Council has given first reading to the Plan as By-Law No. 220/2006 and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) at the City Centre Community Committee.

For more information, phone David Marsh, 986-6306
The Neighbourhood Plan can be found on-line at
http://www.winnipeg.ca/ppd/planning.stm

Exhibits Filed:

1. Council Decision of September 27, 2006; contains report from the Director of Planning, Property and Development dated September 12, 2006
2. First Reading of By-law No. 220/2006 by Council on September 27, 2006
3. Advertising Notice
4. Report from the Director of Planning, Property and Development dated November 6, 2006
5. Communication dated November 14, 2006, from Jason Locke, in support of the application.

REPRESENTATIONS:

In Support:

Mr. D. Marsh, Planner, Planning, Property and Development Department
Jason Locke

In Opposition

Nil

For Information:

Nil

For the City:

Nil

SUMMARIZATION OF REPRESENTATIONS AND SUBMISSIONS
MADE AT THE PUBLIC HEARING

The applicant, David Marsh, Planner, Planning, Property and Development Department, appeared in support of the application and gave a brief overview on the proposal. In response to committee's questions, Mr. Marsh stated there had been 2 open houses with 150 people in attendance and that the secondary plan's language provided latitude where needed.

Exhibit "4" referred to in File SP 2/2006

Winnipeg

Planning, Property and Development Department Report

To the City Centre Community Committee

Date: November 7th, 2006
File: SP 2/ 2006
Subject: Osborne Village Neighbourhood Plan

Location: The Osborne Village Neighbourhood Plan is located in area bounded by the Assiniboine River to the north and west, Donald Street to the east, and the Osborne Underpass to the south. It comprises approximately 93 hectares (231 acres) of land.



Submitted for Consideration as a Secondary Plan by the Planning, Property and Development Department.

Owner: Various owners

Recommendation: That the City Centre Community Committee recommend By-law No. 220/2006, the Osborne Village Neighbourhood Plan, be forwarded to Council for second and third reading.

Report Summary:

- A collaborative and consultative planning process to create a Neighbourhood (Secondary) Plan for the Osborne Village area has been completed.
- A Secondary Plan with policies guiding the future development and redevelopment in the Osborne Village area has been prepared (see Attachment B).
- The Secondary Plan has been prepared by the Planning, Property, and Development Department in close consultation with other Departments, area residents, and business owners.
- Residents and business owners within the plan area have been directly consulted and attended open houses to view the proposed secondary plan.
- Civic departments have reviewed the Secondary Plan to ensure the appropriate conditions and requirements to accommodate redevelopment have been included in the plan's policies.
- The adoption of the Secondary Plan as a by-law requires First Reading at Council and then a Public Hearing prior to Second and Third Reading at Council.
- The committee of council designated for the purpose of conducting the hearing respecting the proposed by-law is the City Centre Community Committee.

Background

On July 5th, 2001, the Standing Policy Committee on Property & Development directed the Department of Planning, Property, and Development to prepare a Secondary Plan for the Osborne Village area.

The Planning, Property, and Development Department developed the Secondary Plan through a collaborative planning process with area residents and business owners. This process also included close consultation with all affected City departments to address any issues related to development and redevelopment in Osborne Village, and to ensure that the City's requirements were incorporated into the plan's policies.

On September 27, 2006 Council gave first reading to By-law 220/2006, SP 2/2006 to adopt the *Osborne Village Neighbourhood Plan* as a Secondary Plan and directed that the City Centre Community Committee conduct a public hearing respecting the proposed by-law and plan.

Discussion

Plan Winnipeg

Osborne Village is in the central area of the City, immediately to the south of the Downtown, and comprises approximately 93 hectares (231 acres) of land. The area is designated Neighbourhood Policy Area by Plan Winnipeg 2020 Vision which allows for a "residential mix together with a variety of educational, recreational, institutional, commercial and possibly industrial uses, at a scale and density compatible with each other."

Section 3B-02 of Plan Winnipeg 2020 Vision provides for the protection of existing neighbourhoods and, where warranted, for the adoption of secondary plans to guide development.

The *Osborne Village Neighbourhood Plan* was prepared in order to provide direction for development in this unique neighbourhood and as a means to implement the broader strategic directions expressed through the policies of Plan Winnipeg 2020 Vision.

The *Osborne Village Neighbourhood Plan* is the first secondary plan pertaining to redevelopment in established mature neighbourhoods prepared pursuant to the direction provided by Plan Winnipeg 2020 Vision and is part of an integrated hierarchy of plans. (See Attachment A: Planning and Development Framework).

The Osborne Village Neighbourhood Plan

The *Neighbourhood Plan* (NP) will guide and direct specific land uses, urban form, residential densities, road and servicing infrastructure, and development decisions that collectively will determine the future form of the community. (See Attachment B: The Osborne Village Neighbourhood Plan). The Plan will promote high quality urban development and redevelopment in Osborne Village in a manner that supports and reinforces the appeal of the neighbourhood, discourages suburban-style development, and manages the impact of regional traffic.

To accomplish this, the NP provides a framework that includes a future-oriented vision of the community, a land use and urban form concept, and a series of policies designed to collectively achieve the plan.

The objectives of the NP are:

- Protect and reinforce the pedestrian orientation and village character of the plan area;
- Maintain a balance of complementary land uses;
- Create and reinforce a well designed, livable, integrated community;
- Encourage building design, site layouts, and urban design features which contribute to a unique community;

- Encourage mixed-use developments with active uses at ground level in appropriate locations;
- Protect, maintain, and encourage conservation of heritage buildings;
- Provide clarity, certainty, and consistency to the community and developers on land use and planning issues in Osborne Village; and
- Provide for meaningful community participation in the development review and approval process.

The policies of the NP provide the necessary mechanisms to achieve the plan's objectives and will ensure that new development and redevelopment respect and reinforce the unique urban form and character of the Osborne Village area.

The Planning Process

The *Neighbourhood Plan* was prepared by staff from the Planning, Property and Development Department though a collaborative planning process with area residents, interest groups, and business owners. This process also included close consultation with all affected City departments to address any issues related to development and redevelopment in Osborne Village, and to ensure that the City's requirements were incorporated into the plan's policies. The NP represents the culmination of this collaborative effort.

As part of the plan formulation process, a series of background and supportive studies was completed. These studies include:

- Osborne Village Character Inventory
- Osborne Village Transportation Overview
- Osborne Village Zoning Overview
- Osborne Village Heritage Study

Public consultations for the *Osborne Village Neighbourhood Plan* involved interactions with a variety of community members and stakeholder groups. Central to the public consultation process in developing the plan was a series of community workshops and open houses.

In June 2002, the Planning, Property and Development Department hosted Community Workshops to solicit broad community input into the plan. Participants were asked to express their ideas and concerns in relation to matters of development, transportation, and community character.

In June 2006, two Open Houses were held to provide public review and comment on the draft *Osborne Village Neighbourhood Plan*. Approximately one hundred and forty (140) people attended the two open houses over two evenings, and public feedback towards the OVNP was overwhelmingly positive.

Neighbourhood Plan Concept & Contents

The *Osborne Village Neighbourhood Plan* is based on the 'urban village' concept. Originally identified in the *Fort Rouge Neighbourhood Management Plan*, the urban village concept is designed to give residents a sense of identity and reinforce places of unique character in which residents may find a variety of life styles, housing, employment, shopping, and recreational choices at a smaller scale. The urban village concept satisfies a desire to belong to an identifiable community with a unique character within a larger city.

Within this larger 'urban village' construct, the City of Winnipeg can be seen as a "city of villages", each with its own unique identity, characteristics, opportunities, and challenges. Osborne Village can be viewed as one of these 'urban villages', a distinct environment with a strong sense of place, vitality, diversity, architecture, and urban form.

The urban village concept is based on the following principles:

- *Promoting the uniqueness of each village* – Celebrating the character and unique identity of each village with its heritage, patterns of development, and urban form, ranging from commercial to employment, and residential to mixed use;

- *Preserving and enhancing the quality of life in each village* – Protecting the historic character, heritage, unique amenities, facilities, open spaces, and neighbourhoods, while ensuring compatible new development and redevelopment;

- *Providing for a majority of needs for residents within the village* – Providing opportunities for residents to live, shop, play, and work within their urban villages, and to access these activities via a multi-modal transportation system;

- *Concentrating intensity and activity in village cores* – An identifiable central core with a distinct sense of place in each urban village as a focal point for services, employment, shopping, and higher density residential and mixed use development;

- *Balancing employment and housing* – Encouraging opportunities for residents to work and live in the same urban village;

- *Balancing land use decisions with economic, social, and environmental sustainability* – Encouraging revitalization and development in a manner that balances the best interests of individual neighborhoods, the urban village as a whole, and the larger city context;

- *Providing opportunities for input in the land use planning process* – Promoting meaningful citizen involvement in planning by providing opportunities to influence and guide land use decisions in each urban village.

The *Osborne Village Neighbourhood Plan* includes issues identified by the community and provides policies that collectively express commitment to the urban village concept. The plan outlines a series of elements, several of which have a geographic focus (see *Map 2.5: Land Use Designation)*. These elements include:

- Character Element
- Residential Element
- Commercial Element
- Mixed Use / Transition Element
- Heritage Element
- Parks and Open Space Element
- Transportation Element
- Public Participation in Planning Element

The following is an overview of the policy direction and intent of each element of the plan:

Character Element

The key defining factor in the uniqueness of Osborne Village is its unique character, and urban form that is distinct in Winnipeg. This character is comprised of several key factors:

- A pedestrian oriented urban form and function;
- A mixed use context that provides a balanced and complementary interaction of uses – residential, commercial, office, retail, entertainment, and employment;
- A rich inventory of buildings of heritage or architectural significance;
- Architectural patterns and details that promote a high quality of architectural and urban design;
- A combination of vistas, streetscapes, and natural features that contribute to a sense of character, including mature canopy shade trees along streets;
- A rich mixture of different housing types and affordability levels, thus contributing to a diverse and inclusive neighbourhood;
- A relatively high level of density, which contributes to the vitality of the area and contributes to the variety of uses, housing types, and people.

The *Character Element* of the *Neighbourhood Plan* contains policies that will guide development in Osborne Village in a manner that respects and reinforces what makes the area unique. Moreover, the intent of this Element is to provide a dynamic, pedestrian oriented environment that respects and reinforces the character of the area. It is to serve as the base for all other elements within the *Osborne Village Neighbourhood Plan*, and other Elements of the plan are intended to build on these policies.

The principal thrust of the *Character Element* is urban form based policies that ensure new development will occur in a manner that is consistent with the area, and has a predominantly pedestrian oriented focus. These include policies which require buildings to have a street front orientation, respecting surrounding buildings in terms of mass and scale, providing pedestrian access at the street level, and locating parking, loading, and service areas at the rear of buildings. The NP also contains policies to ensure signage is primarily oriented towards the pedestrian, and automobile-oriented land uses, such as gas stations and drive-through uses, are not to be accommodated.

A strong streetscape and pedestrian environment will be promoted by ensuring pedestrian access as a predominant feature in site design, building and design that reinforces activity at the ground level through the use of architectural elements and features that create interest on the street level. Wider sidewalks are to be provided in active areas to accommodate pedestrian traffic, particularly where outdoor seating activities are to occur, and the development of gathering places and active areas are encouraged throughout, particularly at highly visible locations.

The Character Element also calls for a diversity of house types, mixed use buildings in appropriate locations, preservation of existing view corridors, preservation of the 'urban forest' of mature canopy shade trees and natural areas, incorporation of Universal Design and Crime Prevention Through Environmental Design (CPTED), and encouraging the use of sustainable building design.

Residential Element

The *Osborne Village Neighbourhood Plan* designates three residential categories (see *Map 4.1: Residential*) to provide for a mixture of residential development forms and opportunities, and ensure compatibility with the character and scale of surrounding properties: *Village Low Density Residential* (V-LDR), *Village Medium Density Residential* (V-MDR), and *Village High Density Residential* (V-HDR).

The NP contains policies that encourage housing developments that offer a variety of house types, including market and non-market integrated housing, live / work units, and secondary suites. Policies relating to minimum and maximum building heights, building form and massing, and limited low intensity office or commercial uses on the ground floor of multiple family buildings on collector streets are included. The NP also actively discourages the conversion of residential buildings into rooming houses, and the expansion of stand-alone commercial development into residential areas.

Commercial Element

Osborne Village possesses two principal commercial areas, Osborne Street and Donald Avenue, and the OVNP designates two commercial categories based largely on these areas (see *Map 5.1: Commercial*): *Village Character Commercial (V-CC)*, and *Village Local Commercial (V-LC)*.

For both commercial categories the NP contains policies that encourage mixed-use buildings, commercial activities that serve both local and broader needs, and ensures future commercial development achieves a pedestrian-oriented character and reinforces the relationship between buildings and the street. The *Village Local Commercial* category amplifies these policies, and requires retail or office uses to occupy the majority of the ground floor, as well as recognizing and reinforcing Donald Avenue's status as a designated image route.

The *Village Character Commercial* category applies to the Osborne Street commercial core area, and amplifies the common commercial policies by encouraging mixed use buildings, with the ground floors predominantly occupied by 'active retail' or street-oriented commercial uses, and office and residential uses above. This category also requires buildings to be located immediately adjacent to the street, with minimal setbacks for outdoor seating, patio, and plaza areas. Minimum and maximum height restrictions are also included to ensure new development is consistent with existing structures.

Mixed Use / Transition Element

Although commercial and residential areas are readily evident in Osborne Village, there are several areas that are less distinct—some of which provide transition between commercial and residential concentrations and others that cluster employment (including industrial) uses. Many of these areas are in transition, either facing pressures for land use change or poised for redevelopment intensification. The *Osborne Village Neighbourhood Plan* designates two categories of mixed land use (see *Map 6.1 Mixed Use*): *Village Mixed Use Transition* (V-MUT), and *Village Mixed Use Employment* (V-MUE).

The *Village Mixed-Use Transition* area provides for transition between commercial concentrations and predominantly (and historically) residential areas, where residential and low-impact commercial activities can co-exist in a mixed-use environment. Development within this category is to retain current built forms and lot configurations, and to encourage mixed-use redevelopment.

The *Village Mixed-Use* Employment area provides for mixed employment concentration, with a focus on employment and office redevelopment opportunities along with supportive commercial and residential uses. Development within this category is to retain a pedestrian oriented urban form with a high quality of urban and architectural design.

Heritage Element

Osborne Village contains a rich collection of historic and architecturally significant buildings. While many buildings of historic and architectural significance in Osborne Village have been identified on the City of Winnipeg's *Historical Buildings Inventory*, very few are protected or designated under either the City of Winnipeg's *Building Conservation List* or by senior levels of government. The *Osborne Village Neighbourhood Plan* includes numerous policies to advance the identification, preservation, and conservation of heritage buildings. These include requiring the conservation, rehabilitation, and adaptive re-use of historic buildings and structures, promoting incentive grant and maintenance programs, considering the use of alternative development standards and building code equivalencies, and policies that discourage the

demolition of said buildings. The NP also calls for new buildings adjacent to be designed in a manner that is complementary to existing heritage buildings, thus ensuring that new development is respectful of the unique and historic characteristics of the area.

Parks and Open Space Element

Opportunities for expansion of parks and open space are limited in Osborne Village due to the area's density, urban form, and build out. While expansion opportunities should be pursued, policies within the NP focus on improving and enhancing existing parks and open spaces, and ensuring that they meet the needs and desires of area residents (see *Map 8.1: Parks & Open Space*). This includes promoting expanded four season river access and use, preserving natural areas and riverbank areas, and maximizing the use of existing parks and open space areas (see *Map 8.2: South Assiniboine Parkway and River Access*). The NP also includes policies to preserve, protect, and enhance the 'urban forest' of mature canopy trees within Osborne Village.

Transportation Element

Although Osborne Village is predominantly pedestrian in scale, it is traversed by a number of high-volume traffic thoroughfares that link Downtown Winnipeg to South Winnipeg (see *Map 9.1: Hierarchy of Streets*). These arterial streets are vital to Winnipeg's overall vehicular transportation system; however, local expectations and desires to maintain and enrich pedestrian character of the area are often at odds with regional functions of these streets. The challenge is to resolve issues associated with vehicular traffic while maintaining and enhancing the neighbourhood.

The *Transportation Element* of the NP provides policies which address balancing the regional functions of the transportation network with the pedestrian oriented character of Osborne Village. These policies encourage multi-modal transportation approaches, use of traffic calming techniques on local residential streets, and capitalize on the area's strong public transportation network and the proposed *South West Transit Corridor* (see *Map 9.2: Public Transit Routes & South West Transit Corridor*). The NP also promotes the provision of improved amenities along pedestrian routes, sidewalk & crossing improvements, and pedestrian nodes in key areas (see *Map 9.3: Pedestrian Routes, Nodes & Linkages*).

Parking has long been an issue in the Osborne Village area, and the NP contains a variety of policies oriented towards this issue. These include implementing more sophisticated and flexible regulatory tools to better manage parking demands, better utilization of existing parking areas, the preparation of a parking study for the area, and promoting the establishment of a parking management district for the area.

Community Participation in Planning Element

Osborne Village possesses a high level of public involvement and community organization, and past experiences demonstrate that community participation in planning and development benefit all parties and the area in general. Based upon this experience, the *Osborne Village Neighbourhood Plan* contains policies which require community input opportunities on

development applications or significant civic projects, which may include one or a combination of open houses, focus groups, mailings or surveys, informal or formal discussions, design charrettes or workshops.

Summary

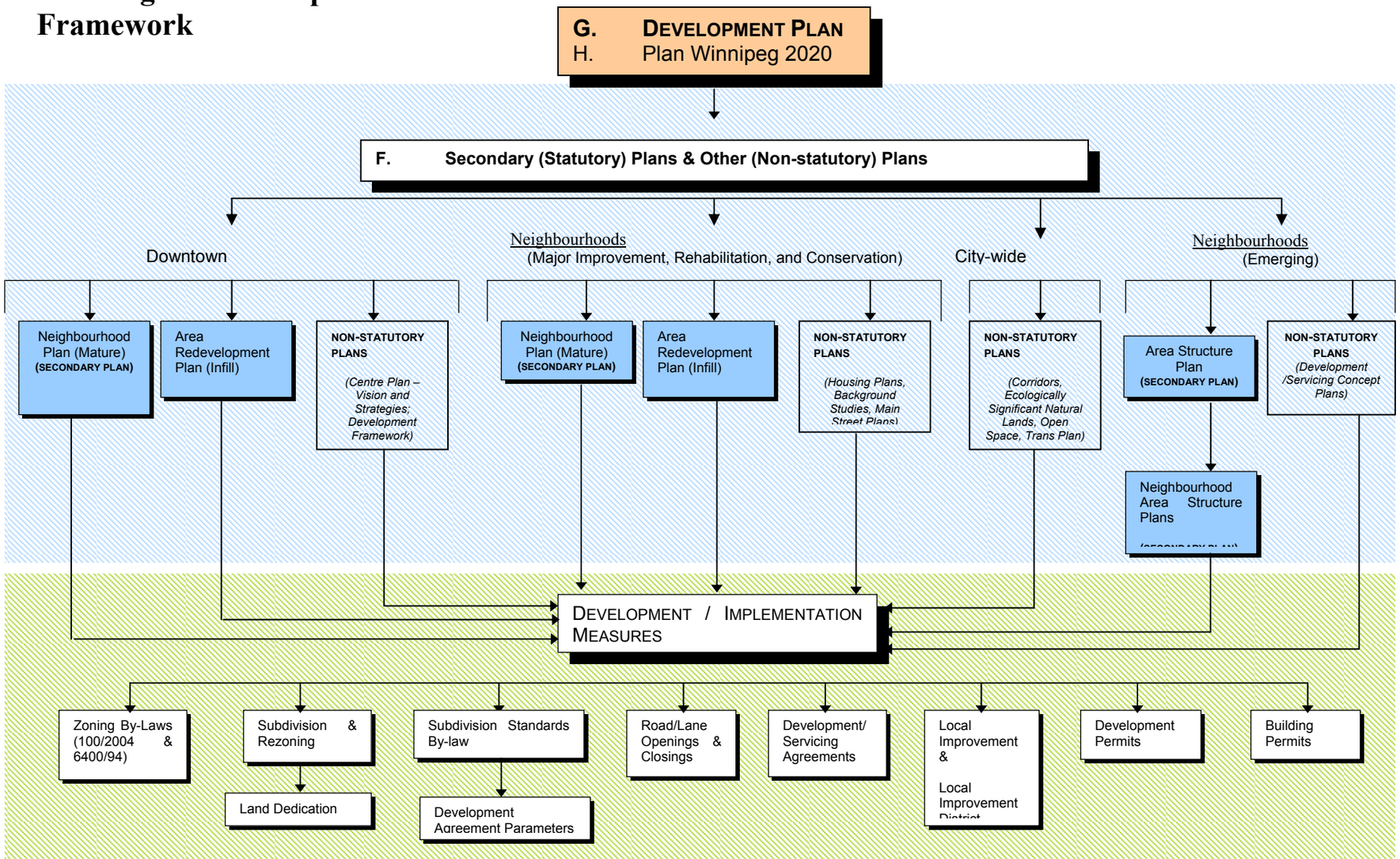
The *Osborne Village Neighbourhood Plan* provides a comprehensive set of policies for managing development and redevelopment within the Osborne Village area. It is an important tool that provides a means of ensuring that development within Osborne Village respects and reinforces what makes the community a unique and characteristic area. Moreover, the NP provides a clear guide for the future for decision makers, administration, local residents, local businesses, and developers.

This Report Submitted by:
Planning, Property and Development Department
Planning and Land Use Division

Report Prepared by: David Marsh AICP MCIP
PPD File # SP 2/2006

Attachment A: The Planning and Development Framework

Winnipeg Planning and Development Framework



Attachment B: The Osborne Village Neighbourhood Plan

Schedule 1 to By-law No. 220/2006

Winnipeg

Osborne Village Neighbourhood Plan

Planning, Property and Development Department
Planning and Land Use Division

June 2006

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How To Use This Plan

The Osborne Village Neighbourhood Plan is divided into several parts and elements for ease of use. This section explains how to use the plan, and where to look for specific information.

Persons or groups looking for background information on Osborne Village, and current land use patterns and issues in the area should consult Part I: Background, which is divided into two (2) subsections. Plan Definition provides information in regards to the need for a Plan, its time frame, formulation process, public input, authority, and prior planning in the area. Existing Situation provides information as it relates to the historical context of Osborne Village, its location and regional setting, environmental characteristics, existing land uses, and ends with an analysis of opportunities and constraints.

Part II: Neighbourhood Plan presents the substantive portion of the Plan as it relates to urban form and land use, and should be consulted by all. The Elements contained within this Section include:

- Character – Describes what makes Osborne Village unique in terms of urban form and character. This Element provides policies to ensure that future development respects and reinforces what makes Osborne Village unique;
- Residential – Provides policies to guide development and conservation of existing housing stock;
- Commercial – Contains policies to guide commercial development in the Village;
- Mixed Use Transition & Mixed Use Employment – Outlines where mixed use development is appropriate, and at what intensity;
- Heritage – Contains policies for heritage conservation when developing in or adjacent to a heritage building;
- Parks & Open Space – Provides information and policies in regards to open spaces, river access and use, trails & pathways, and the urban forest;
- Transportation – Contains policies to guide development projects and capital improvements in terms of streets, public transit, multi-modal transportation, on-street and off-street parking, and streetscapes.

Each of the above contain the following subsections:

- Background – Background and contextual information relating to the specific Element, such as issues relating to housing, commercial land use trends, or challenges for open space expansion.
- Intent – Explains the Intent of the Element and the Plan. These statements should be kept in mind when reviewing the remainder of the Element
- Issue Identification – Emerging trends and issues that have been identified as important by the community
- Policies – Provides principles and required actions focused on what is expected in terms of development, improvements, and future land use actions in the Village

Part III: Plan Management includes the portions of the Plan relating to Public Participation in Planning, monitoring & review, and a Glossary of Terms. All users of this document should consult the Public Participation in Planning Element.

While all uses are encouraged to review the entire Plan, at **minimum**, all users of this document should consult the following:

- Part II: Introduction to Urban Village Concept;
- 3.0 Character Element;
- 9.0 Transportation, Circulation, and Streetscape Element;
- 10.0 Community Participation in Planning Element;
- The relevant Element – for example, if interested in commercial development or commercial areas, consult 5.0 Commercial Element;
- 7.0 Heritage Element, if the project involves or is adjacent to a heritage building;
- The relevant sections of the Osborne Village Design Guidelines.

PART I: BACKGROUND

1.0 Plan Definition

1.1 Plan Need

Osborne Village is a complex urban community with a rich heritage and diverse built forms. It's appreciated as a desirable location in which to live, work, and play. As such, it continues to experience development interest. Historically and more recently, developments that enhance the village's valued character have been proposed and these have been embraced by the community. Others, however, have been welcomed less enthusiastically; still others have been hotly contested. Although *Plan Winnipeg* neighbourhood policies provide a broad framework for development in mature neighbourhoods, several recent proposals have confirmed these policies are not robust enough to effectively guide development in this mature mixed-use neighbourhood. Together, these factors indicate there is a need for a secondary plan to guide redevelopment in a manner that reinforces and strengthens the village's unique character.

1.2 Goals & Objectives

The appeal of Osborne Village to both its residents and visitors lies in the diversity of its population, its pedestrian-oriented commercial core, the eclectic mix of retail and services, the rich architectural details of its heritage buildings, and its village-like character and density.

The overall goal of the *Osborne Village Neighbourhood Plan* (OVNP) is to promote high quality urban development and redevelopment in Osborne Village in a manner that supports and enhances the neighbourhood and advances the urban village concept. The plan ensures that new development and redevelopment within the plan area reinforce the appeal of the neighbourhood, discourages suburban-style development, and manages the impact of regional traffic. Further, this plan seeks to achieve these objectives:

1. Protect and reinforce the pedestrian orientation and village character of the plan area;
2. Maintain a balance of complementary land uses;
3. Create and reinforce a well designed, livable, integrated community;
4. Encourage building design, site layouts, and urban design features which contribute to a unique community;
5. Encourage mixed-use developments with active uses at ground level in appropriate locations;
6. Protect, maintain, and encourage conservation of heritage buildings;
7. Provide clarity, certainty, and consistency to the community and developers on land use and planning issues in Osborne Village; and,
8. Provide for meaningful community participation in the development review and approval process.

1.3 Time Frame

The plan is future-oriented and depicts how development and redevelopment are to occur over an extended time period through private and public sector projects. Due to the complexity of land use and

market issues, and the pace of development and redevelopment in Osborne Village, the plan has a time frame of twenty (20) years.

1.4 Formulation Process & Public Input

1.4.1 Formulation Process

The formulation and development of the *Osborne Village Neighbourhood Plan* involved a multi-step, thorough, and inclusive planning process. These steps have included:

- Stakeholder group consultations;
- Background study preparation;
- Public workshop input opportunities;
- Draft Neighbourhood Plan preparation;
- Public feedback opportunities—including public open houses; and
- Final Neighbourhood Plan adoption, in accordance with the public hearing process outlined in Section 234 of *The City of Winnipeg Charter*. These meetings include:
  - A public hearing before the City Centre Community Committee;
  - Review and recommendation by the Standing Policy Committee on Planning, Property, and Development;
  - Review and recommendation by the Executive Policy Committee; and,
  - Review and by-law approval by City Council

1.4.2 Background Studies

As part of the plan formulation process, a series of background and supportive studies was completed. These studies include:

Osborne Village Character Inventory (2001)

This document describes the physical and social character of Osborne Village and provides an analysis of what constitutes the unique character of the area. The document also provides a historical overview of the area's development.

Osborne Village Transportation Overview (2002)

This study describes existing and planned components of the transportation network within the study area, identifies current traffic patterns of all transportation modes, and begins to identify how the components of the transportation network relate to local land use and character issues.

Osborne Village Zoning Overview (2002)

The zoning overview identifies the type and form of development which tend to be encouraged within existing zoning, determines how accurately existing zoning reflects present land uses, demonstrates how zoning mechanisms can be used to reflect land use and community expectations and principles for Osborne Village redevelopment, and identifies previous zoning rationalization initiatives undertaken within the plan area.

Osborne Village Heritage Study (2002)

This study provides a detailed historical overview of development in the Osborne Village neighbourhood, identifies historically significant buildings, and describes their significance.

1.4.3 Public Consultations

Public consultations for the *Osborne Village Neighbourhood Plan* involved interactions with a variety of community members and stakeholder groups. Central to the public consultation process in developing the plan was a series of community workshops and open houses.

In June 2002, the Planning, Property and Development Department hosted Community Workshops to solicit broad community input into the plan. Participants were asked to express their ideas and concerns in relation to matters of development, transportation, and community character.

In June 2006, Open Houses were held to provide public review and comment on the draft *Osborne Village Neighbourhood Plan*. The Open Houses solicited public feedback to ensure the plan reflects community views and concerns.

1.5 General Administration

1.5.1 Authority of Plan

A Secondary Plan is a by-law, adopted by City Council, which sets comprehensive land use policies and other planning proposals for an established part of the city. The purpose of the plan is to provide a detailed area context which will allow planning decisions to take into account both civic and local concerns. A Secondary Plan may also form the basis for a public improvements program in within a specified plan area.

Section 234 of the City of Winnipeg Charter provides the authority for the preparation and adoption of Secondary Plans for neighborhoods, districts or areas of the City of Winnipeg that formulate such objectives and actions on any matter within the sphere of authority of the City, as Council considers necessary or advisable to address.

1.5.2 Application

As a by-law, the *Osborne Village Neighbourhood Plan* has application in the review of all planning & land use matters. Development applications, redevelopment, and public improvement investments in Osborne Village must conform to the plan policies.

1.5.3 Policy Interpretation

Where "may" is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.

Where "shall" is used in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique

circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved.

Where "should" is used in a policy, the intent is that the policy is to be complied with. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible or to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.

Where a policy requires compliance at the Development Application stage, that requirement may be deferred to the Subdivision Approval (Plan Registration) or Building Permit stage without requiring an amendment to the Plan.

Where a policy requires submission of studies, analysis or information, the exact requirements and timing of the studies, analysis or information shall be determined at the Development Application stage.

1.6 City Direction & Policies

1.6.1 Approach to Secondary Plans

The City of Winnipeg has begun to approach secondary plans in a new manner that is meant to recognize the unique characteristics and opportunities of suburban, urban, and infill development. Towards this aim, the City of Winnipeg has refined secondary plans according to this typology:

- Emerging Neighbourhoods:
  - *Area Structure Plans* – Plans focused on 'greenfield' development in emerging neighbourhoods and areas, predominantly in suburban locations.
  - *Neighbourhood Area Structure Plans* – Plans for smaller areas within a larger Area Structure Plan, such as Waverley West.

- Mature Neighbourhoods and Downtown:
  - *Area Redevelopment Plans* – Plans focused on larger 'infill' development in mature areas. These often involve large sites in key areas of the city, such as Fort Rouge Yards and Kapyong Barracks.
  - *Neighbourhood Plans* – Plans focused on guiding development, redevelopment, and conservation in mature neighbourhood areas.

As a mature urban neighbourhood, the plan for Osborne Village is a *Neighbourhood Plan*.

1.6.2 Plan Winnipeg 2020 Vision (2000)

The City's long range policy plan, *Plan Winnipeg 2020 Vision*, is intended to guide Winnipeg into the twenty-first century by addressing the broad physical, social, economic and environmental conditions of the city. As per section 234(2) of *The City of Winnipeg Charter*, secondary plan by-laws must be consistent with *Plan Winnipeg*. The *Osborne Village Neighbourhood Plan* supports a number of *Plan Winnipeg* policies, including:

- Support Protection and Creation of Character Areas that distinguish and strengthen individual neighbourhoods (1B-04);
- Promote Orderly Development by (ii) signifying areas of local identity with mutually supportive uses at a scale and density compatible with each other, and (vii) promoting the use of secondary plans to provide greater clarity (3A-01);

- Promote Compact Urban Form in support of sustainability by (iv) encouraging infilling of vacant lands and revitalization of existing neighbourhoods to maximize the use of existing infrastructure. (3A-02);
- Promote Vibrant Neighbourhoods by encouraging and accommodating within new and existing developments a variety of compatible mixed uses (3B-01); and,
- Guide the Development of New and Existing Residential Areas by (iii) ensuring that existing neighbourhoods are protected and adopting secondary plans to govern development in existing neighbourhoods where warranted. (3B-02).

1.6.3 Fort Rouge Neighbourhood Management Plan (2000)

After extensive neighbourhood involvement and input initiated by the Residents' Committee to the Fort Rouge Manitoba/Winnipeg Community Revitalization Program (1993 – 1998), the City of Winnipeg approved the *Fort Rouge Neighbourhood Management Plan* (FRNMP) in 2000, as a strategy and guideline for decision making in the broader Fort Rouge area. The FRNMP identifies a number of issues and actions intended to advance the "Urban Village" concept. The plan promotes the idea and benefits of local governance, the village concept, and heritage and design.

One specific issue identified in the FRNMP is the absence of a "cohesive development plan" that "clearly articulates land use policy and sets down rules for development which are consistent with the village concept." Without such a plan, community members and Council have had to react on a case-by-case basis to development applications within the neighbourhood. It is the intent of the *Osborne Village Neighbourhood Plan* to fill this void, and articulate land use and design policies to guide redevelopment in the Village. As such, the Plan has a three-fold basis: it provides direction to developers; provides a framework for development decisions; and provides the basis for the development of area-specific regulatory tools.

1.6.4 Council Direction

On July 5th, 2001, the Standing Policy Committee on Property & Development directed the Department of Planning, Property, and Development to prepare a Secondary Plan for the Osborne Village area. The Standing Policy Committee on Property & Development is a committee of City Council, and has authority over planning priorities and the Department's work plan.

2.0 EXISTING SITUATION

2.1 Rationale for Plan Boundary

The Osborne Village Neighbourhood Plan includes the area bound by the Assiniboine River (to the north and west), Donald Street (to the east) and the Osborne Underpass (to the south). (see *Map 2.1: Osborne Village Neighbourhood Plan – Boundaries*).

The boundaries for the *Osborne Village Neighbourhood Plan* are based on community members' spatial and temporal sense of their community. The Assiniboine River on the north and west sides of the Village provides a clear physical edge to the community. The eastern boundary of the community, Donald Street, is also a strong physical boundary due to its six-lane configuration and heavy traffic flows. The southern boundary of the community is also clearly defined by the Osborne Street underpass. The southwestern boundary of the Village is less distinct and harder to distinguish in terms of urban form, since there are no strong physical barriers. This boundary has been set for plan preparation convenience and may need review following plan implementation or during Corydon Village plan preparation.

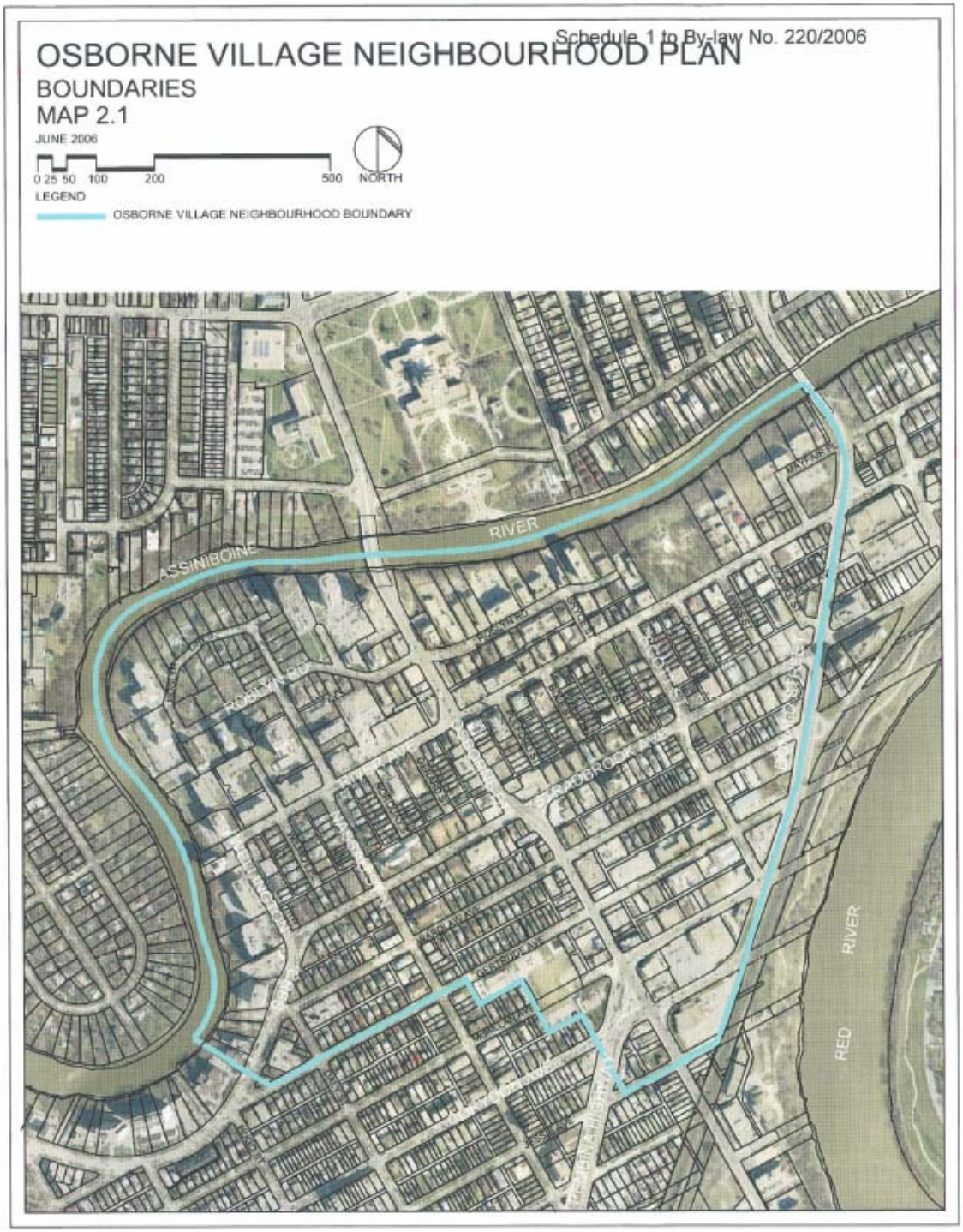
The Osborne Village plan area includes: approximately 231 acres (93 ha); a resident population of approximately 8,000; with close to 554 buildings serving a variety of residential, commercial, institutional, entertainment, recreational, and office functions. Combined, these statistics contribute to Osborne Village's reputation as one of the highest density urban neighbourhoods in Western Canada.

2.2 Historical Context

Osborne Village is one of Winnipeg's oldest neighbourhoods. Situated just south of Downtown Winnipeg, it initially developed as part of the broader Fort Rouge area. It has evolved since the late-1800s—when it was one of Winnipeg's earliest suburbs—to today's vibrant inner-city neighbourhood, home to a diverse mix of people and activities.

The city's population boom at the turn of the 20th century, along with the construction of the Osborne Street Bridge and Winnipeg's first electric streetcar line on Osborne Street, spurred initial development in this area. Hundreds of houses, numerous apartment blocks, commercial stores, several banks and churches were built in the early 1900s. This supported a population growth in Fort Rouge from only a few hundred in the 1890s to thousands by 1910. Today's character reflects the initial patterns of residential development in close proximity to the neighbourhood main street and employment areas evident from Osborne's early history.

After World War II, as Winnipeg expanded further outward to form new suburban communities, Osborne Village experienced another significant increase in its population. During this period, development took the form of 1950s infill apartment buildings and a collage of 1960s and 1970s high-rise apartments, primarily built along valuable riverfront properties. New development has also included infill development of various commercial buildings along Osborne and Donald streets, and the ranch-style homes in the Roslyn Crescent area. With the construction of the Midtown Bridge (1954) and the reconstruction of the Osborne Street Bridge (1977), Osborne Street and Donald Street became two of the City's busiest traffic thoroughfares, connecting South Winnipeg with the Downtown and areas to the north.


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
BOUNDARIES
MAP 2.1
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE
RIVER
RED
RIVER

2.3 Broad Location & Regional Setting

Osborne Village is located centrally within the City of Winnipeg, with the Assiniboine river separating it from the downtown (see *Map 2.2 Context and Location*). It is one of several mature neighbourhoods that comprise the Fort Rouge area, and is located to the northeast of the Corydon Avenue commercial area. The village is connected to surrounding area through several transportation corridors, including Osborne Street, Corydon Avenue, Donald Street, and Pembina Highway. The area is also located immediately to the west of the CNR Main Line on the west side of the Red River. A portion of this rail right-of-way has been identified as a potential future rapid transit corridor, and as such will have the potential to significantly influence development, land use, and transportation patterns in Osborne Village.

2.4 Environmental Characteristics

Osborne Village's environmental characteristics are largely shaped by two factors: the Assiniboine River's bank and the mature shade tree canopy along village streets (see *Map 2.3 Riverbanks & Natural Areas*). The riverbank forms one of the few topographical features in the village, offering both opportunities for access to the river and a relatively continuous green corridor along the north and west edges of the village, but is sensitive to shoreline development, flooding, and erosion. A small portion of this area stretching on the south side of the Assiniboine River from Osborne Street to Donald Street has been classified as natural lands under the City of Winnipeg *Natural Areas Inventory*.

The mature shade tree canopy that lines the streets of the area is one of the defining qualities of Osborne Village. The canopy shade trees are found on the boulevards of the residential streets in the area, and add substantially to the spatial character of Osborne Village.

2.5 Existing Land Uses

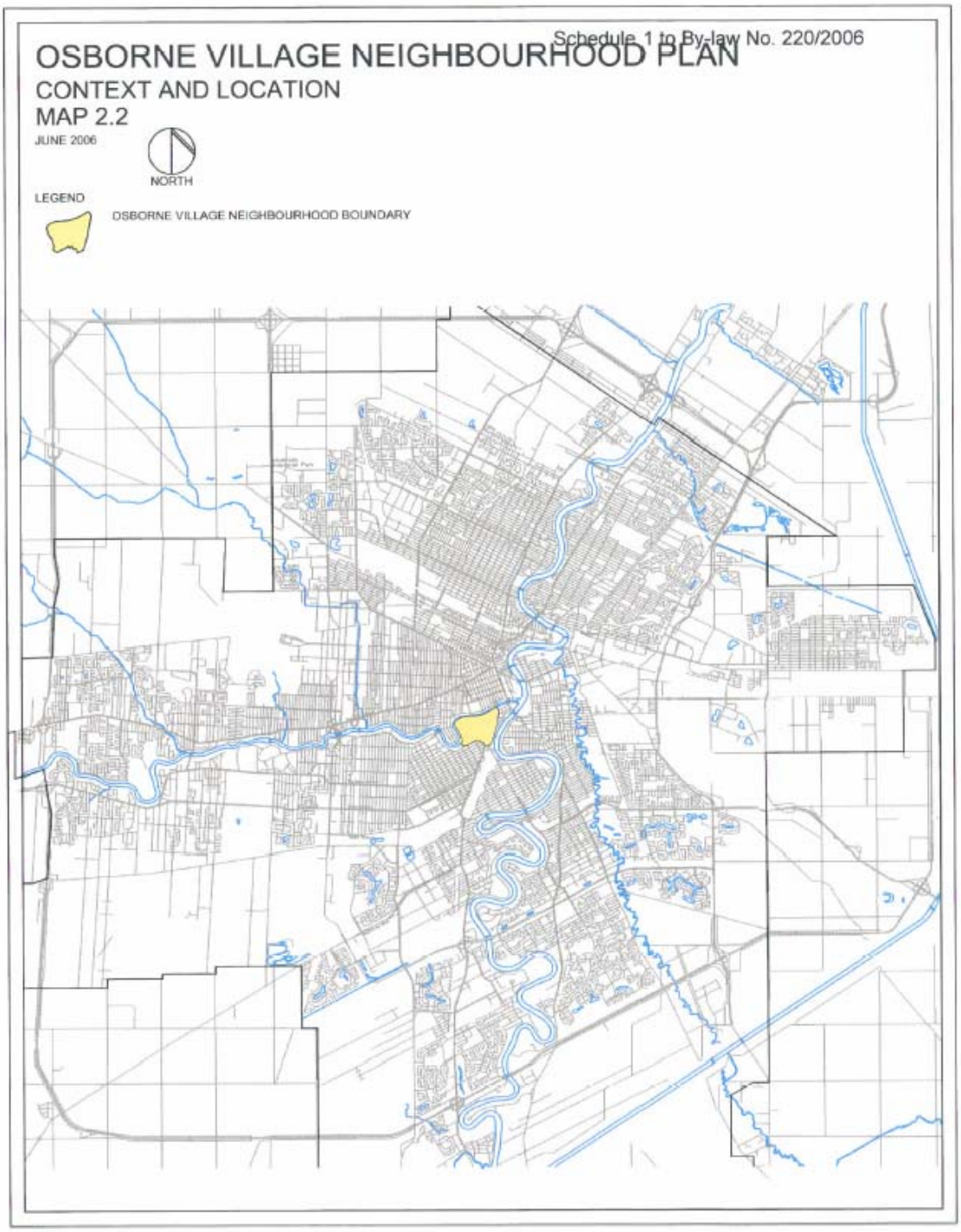
Osborne Village area is a complex mature neighbourhood that includes a variety of land uses. The land use pattern has evolved over time; however, vestiges of the historic pattern of settlement are evident (see *Map 2.4: Current Land Use Patterns*). Existing land use types are identified and discussed briefly below, while further detail can be found in the Plan background studied.

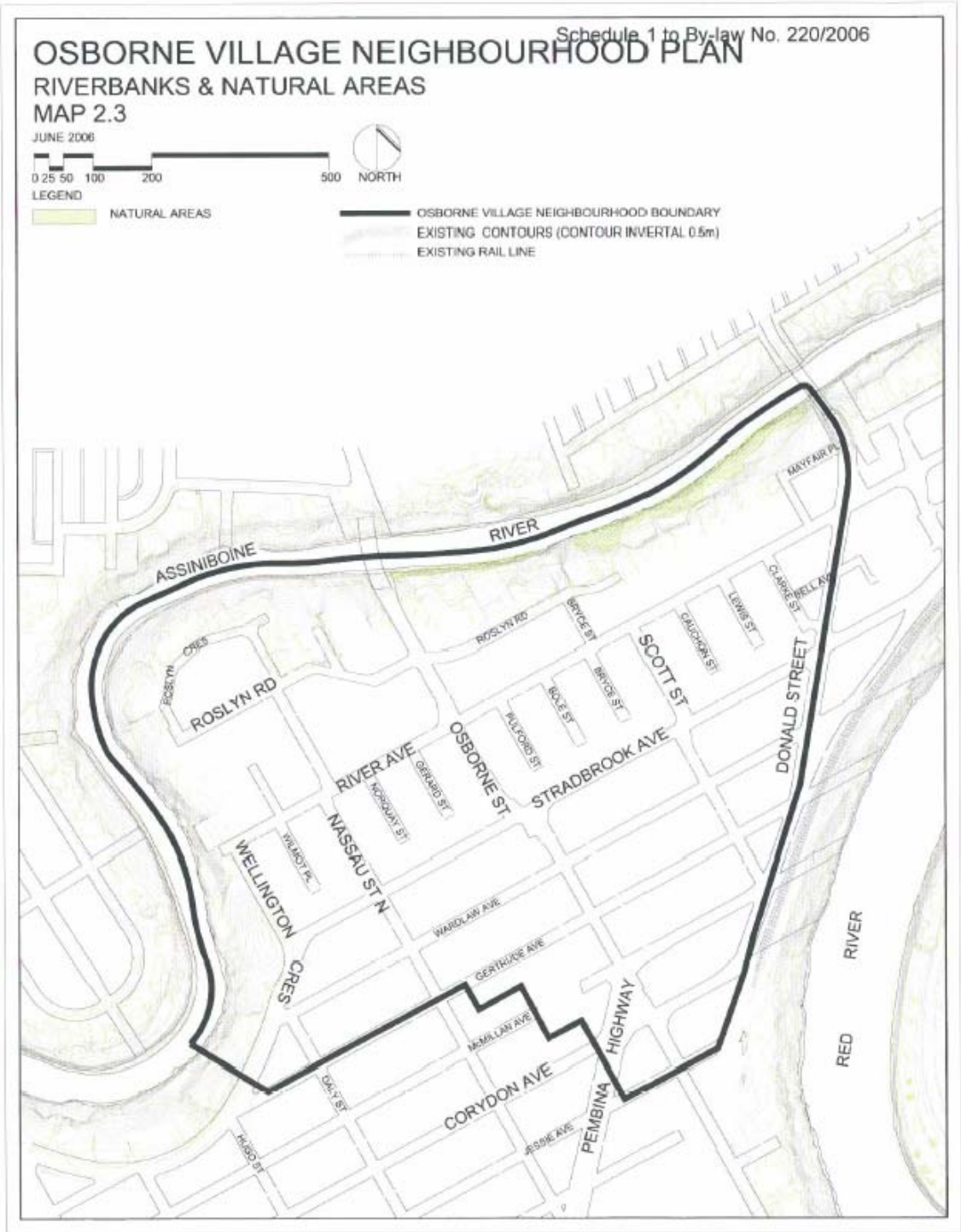
2.5.1 Residential

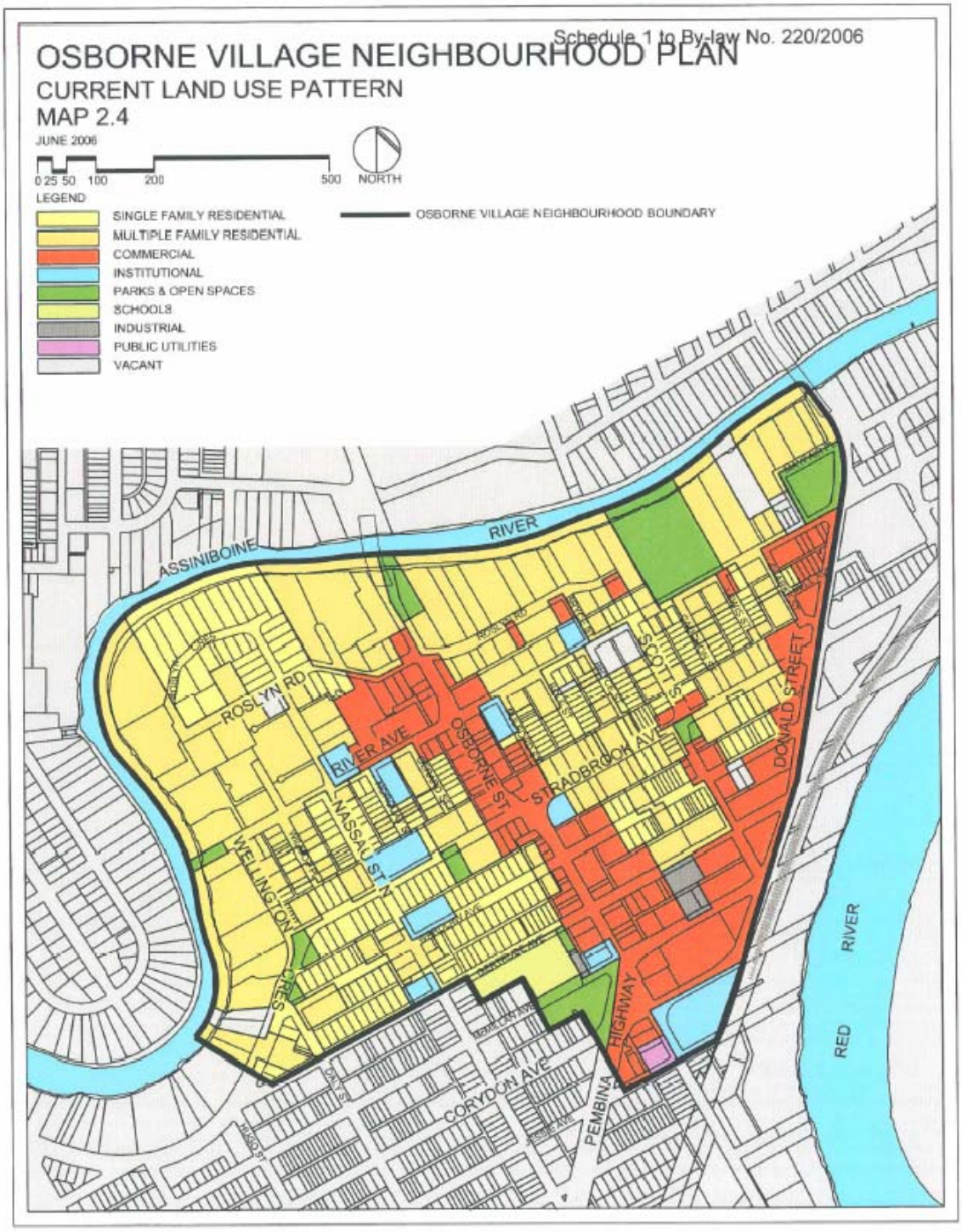
Residential land use is the dominant land use in Osborne Village beyond Osborne Street itself. Multiple-family residential buildings are the predominant residential land use in the Village, with approximately 29 percent (67 acres) of land area being occupied by this land use type. A variety of building styles exist in the Village, ranging from old and new three to five storey apartment blocks, condominium complexes of various sizes, and high-rise apartments. The majority of the area's high-rise buildings are clustered around the western section of Roslyn Road and Wellington Crescent, along the banks of the Assiniboine River, with more modest buildings lining River, Stradbrook, and Roslyn (east of Osborne Street) avenues.

Approximately 16 percent (37 acres) of the village is occupied by single-family residential buildings. Single-family residences are mostly focused in the southwest and east quadrants.

2.5.2 Commercial and Industrial Land Uses


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
CONTEXT AND LOCATION
MAP 2.2
JUNE 2006
NORTH
LEGEND
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
RIVERBANKS & NATURAL AREAS
MAP 2.3
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
NATURAL AREAS
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
EXISTING CONTOURS (CONTOUR INVERTAL 0.5m)
EXISTING RAIL LINE
ASSINIBOINE
RIVER
ROSLYN RD
ROSLYN CRES
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER
MAYFAIR PL
CLARKE ST
LEWIS ST
CAUCHON ST
BRYCE ST
BOLE ST
PULFORD ST
GERARD ST
NORQUAY ST
WILMOT PL
WARDLAW AVE
GERTRUDE AVE
McMILLAN AVE
DALY ST
JESSIE AVE
HUGO ST


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
CURRENT LAND USE PATTERN
MAP 2.4
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
SINGLE FAMILY RESIDENTIAL
MULTIPLE FAMILY RESIDENTIAL
COMMERCIAL
INSTITUTIONAL
PARKS & OPEN SPACES
SCHOOLS
INDUSTRIAL
PUBLIC UTILITIES
VACANT
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE
RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASAL ST N
WELLINGTON
CRES
CORYDON AVE
PEMBINA
HIGHWAY
RED
RIVER

Commercial land uses account for 12 percent (27 acres) of the area, and vary widely in terms of size, type, and offerings. The commercial uses can be divided into three distinct components: the Osborne Street component, the Donald Street component, and the small-scale, localized component. The Osborne Street component is a pedestrian-oriented neighbourhood main street, with an eclectic mix of retail and service uses. The Donald Street component is aimed towards automobile through-traffic and is includes a gas station and car wash, retailers, and small-scale, and office development. Interspersed throughout the village is a local office and small-scale retail component that consists of a variety of neighbourhood corner stores, small restaurants, and neighbourhood offices in converted residential buildings.

A limited number of industrial businesses are located in the southeastern portion of Osborne Village, in the vicinity of Donald Street and the CNR Rivers rail line. While these industrial land uses have been declining over the years, they remain an important employment cluster in Osborne Village.

2.5.3 Institutional & Public Facilities

There are a variety of institutional and public facilities in Osborne Village, ranging from civic emergency services to religious facilities. Seven churches are located in the area, all of which are considered local landmarks and character buildings. Other institutional uses include an elementary school, a community centre, a fire station, and several service-oriented groups. These land uses serve both the immediate neighbourhood and the surrounding community.

2.5.4 Parks & Open Space

Public parks and green spaces represent only 4.5 percent (10 acres) of the total area of Osborne Village. The area's parks and open space system consists of a number of small pocket parks, open space islands, Fort Rouge Park, Mayfair Park, and the River-Osborne Community Centre / Gladstone Schoolyard. Future expansion will require land acquisition.

2.5.5 Vacant and Undeveloped Land

Raw land in the village is rare. The few sites include: a riverfront parcel near Mayfair Park; two parcels along the south side of River Avenue, west of Scott Street; and two riverbank parcels along Wellington Crescent near Daly Street. Due to the scarcity of vacant land, future development in Osborne Village will likely focus on redevelopment of existing sites and underdeveloped parcels. One notable exception is the land located immediately to the east and southeast of the Pembina / Corydon Interchange. There are several underutilized parcels with substantial redevelopment potential in this area. These parcels benefit from their proximity to multiple transit routes and the proposed rapid transit corridor and associated station.

2.5.6 Transportation

Transportation plays a significant role in the spatial form and function of Osborne Village and will continue to do so in the future. Osborne and Donald streets are arterials that traverse the Village, and function as major transportation and public transit corridors between the downtown and South Winnipeg. The intersection of Osborne, Donald, Corydon Avenue, McMillan Avenue, and Pembina Highway at Confusion Corner is a significant feature in the village in terms of its spatial form and is considered a community landmark. While located immediately outside of Osborne Village, the CNR Rivers rail line and the proposed South West Transit Corridor (SWTC) adjacent to Donald Street have a significant influence on area land use patterns. Moreover, the proposed Osborne / Masonic Temple SWTC Station immediately to the south of Confusion

Corner also has the potential to promote more intense redevelopment in the southern portion of Osborne Village.

2.6 Surrounding Environment

Osborne Village forms part of the broader Fort Rouge community, which includes: Roslyn; River-Osborne; McMillan; Earl Grey; Lord Roberts; and Riverview neighbourhoods. The Assiniboine River separates the village from Downtown Winnipeg (the South Broadway neighbourhood and Legislature precinct), which is located to the north. This portion of the downtown is expected to remain primarily residential, with densification imminent. Across the Red River to the east is Norwood, a stable low-density residential neighbourhood.

2.7 Analysis of Opportunities and Constraints

The Osborne Village area has many opportunities and constraints for redevelopment and revitalization. The origin of many of these factors can be traced to the area' s location and historical development patterns. The opportunities, constraints, and key issues presented below are a synopsis of information obtained through open houses, discussions with local residents and business owners, and analysis.

In terms of opportunities, Osborne Village has been endowed with the following:

- A unique character and a strong sense of place;
- A pedestrian oriented scale and design of the area;
- A diversity of land uses, housing types, and population;
- The presence of numerous buildings of heritage and architectural importance;
- A desirable location adjacent to downtown and to the Assiniboine & Red Rivers;
- A higher multi-modal transportation use amongst area residents, and strong access to public transit;
- Location immediately adjacent to the proposed rapid transit corridor and station;
- High redevelopment potential of the lands to the east and south east of Confusion Corner.

In terms of constraints or challenges, the following issues have been identified:

- Opportunities for development on vacant or undeveloped land are relatively limited;
- There are very limited opportunities for expansion of parks and open space;
- There are emerging pressures for conversion of existing land uses and structures to more intense uses, including increased pressures on buildings of heritage and architectural importance;
- There are pressures on Osborne Village to develop in a more automobile oriented design, which is not in character with the pedestrian oriented nature of the area;
- High volumes of primarily regional vehicular traffic on Osborne Street, which is contrary to its character as a 'main street' pedestrian-oriented commercial core.

Based on an analysis of the above opportunities and constraints, the following should be key issues for any secondary planning efforts in the Osborne Village community:

- Any development should respect and reinforce the unique character and sense of 'place' that is Osborne Village;
- Opportunities for development on vacant land are limited; therefore efforts should focus on the redevelopment of existing or underutilized land;
- All development should be pedestrian oriented in design, scale, and function to reinforce the vitality of the area;
- A diversity of land uses should be encouraged, including mixed uses, where appropriate, and a variety of housing types;
- Heritage buildings and buildings of architectural character should be protected and their rehabilitation encouraged. Moreover, new development should reflect the architectural character of these buildings;
- Opportunities for parks and open space are very limited; therefore efforts should be made to maximize existing green spaces, while also focusing on the importance of informal meeting and interaction spaces, such as patios, squares, plazas, and street seating areas;
- Capitalize on the redevelopment potential of the lands to the east and southeast of Confusion Corner and adjacent to the proposed rapid transit corridor;
- Osborne Street should be recognized as a character 'main street' area first, and a regional traffic thoroughfare second. A regional multi-modal transportation management approach to traffic mitigation is required to mitigate these conflicts.

PART II: NEIGHBOURHOOD PLAN

URBAN VILLAGE CONCEPT

The *Osborne Village Neighbourhood Plan* is based on the 'urban village' concept. Originally identified in the *Fort Rouge Neighbourhood Management Plan*, the urban village concept is designed to give residents a sense of identity and reinforce places of unique character in which residents may find a variety of life styles, housing, employment, shopping, and recreational choices at a smaller scale. The urban village concept satisfies a desire to belong to an identifiable community with a unique character within a larger city.

Within this larger 'urban village' construct, the City of Winnipeg can be seen as a "city of villages", each with its own unique identity, characteristics, opportunities, and challenges. Osborne Village can be viewed as one of these 'urban villages', a distinct environment with a strong sense of place, vitality, diversity, architecture, and urban form.

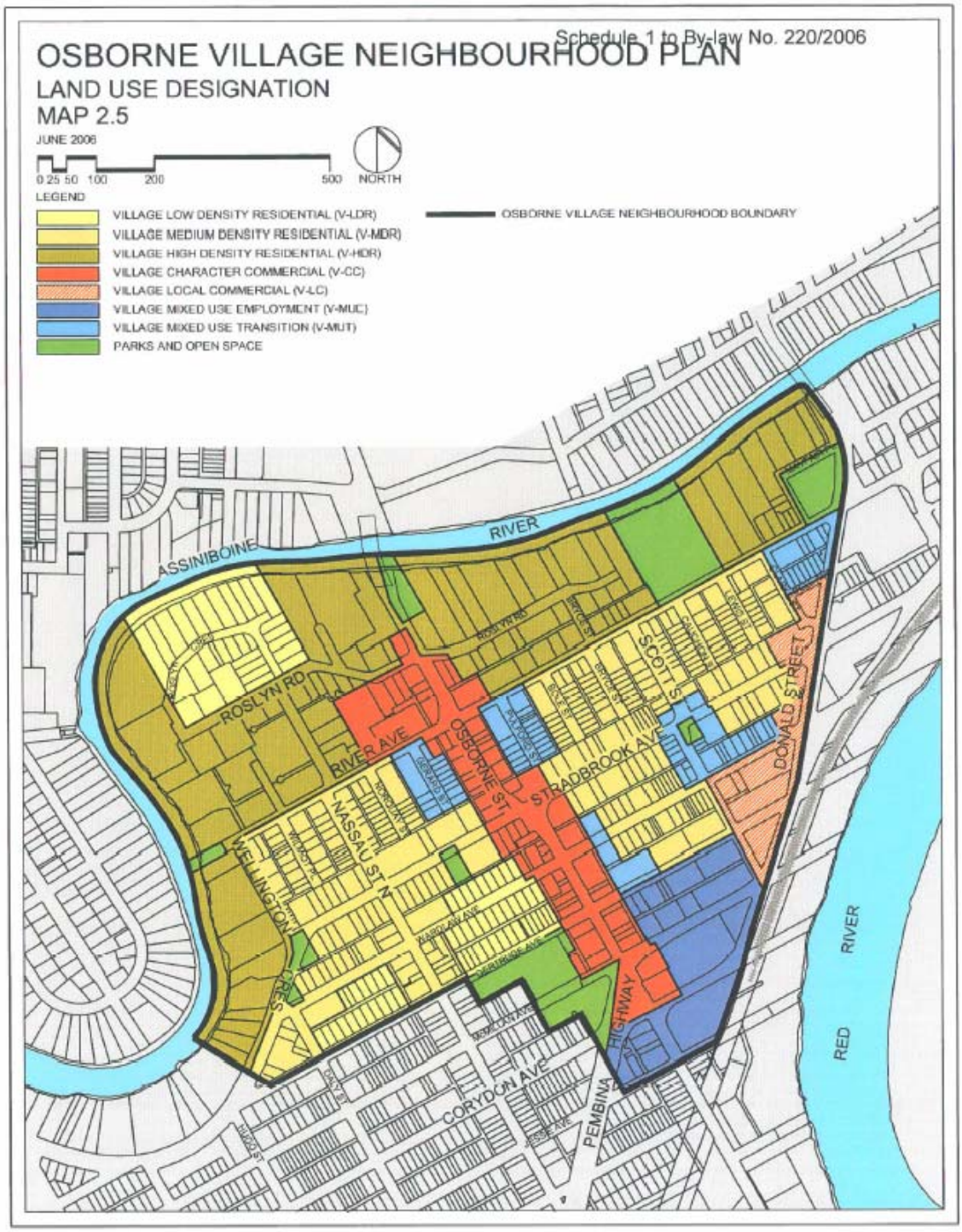
The urban village concept is based on the following principles:

- *Promoting the uniqueness of each village* – Celebrating the character and unique identity of each village with its heritage, patterns of development, and urban form, ranging from commercial to employment, and residential to mixed use;
- *Preserving and enhancing the quality of life in each village* – Protecting the historic character, heritage, unique amenities, facilities, open spaces, and neighbourhoods, while ensuring compatible new development and redevelopment;
- *Providing for a majority of needs for residents within the village* – Providing opportunities for residents to live, shop, play, and work within their urban villages, and to access these activities via a multi-modal transportation system;
- *Concentrating intensity and activity in village cores* – Create an identifiable central core with a distinct sense of place in each urban village as a focal point for services, employment, shopping, and higher density residential and mixed use development;
- *Balancing employment and housing* – Encouraging opportunities for residents to work and live in the same urban village;
- *Balancing land use decisions with economic, social, and environmental sustainability* – Encouraging revitalization and development in a manner that balances the best interests of individual neighborhoods, the urban village as a whole, and the larger city context;
- *Providing opportunities for input in the land use planning process* – Promoting meaningful citizen involvement in planning by providing opportunities to influence and guide land use decisions in each urban village.

The *Osborne Village Neighbourhood Plan* includes issues identified by the community and provides policies that collectively express commitment to the urban village concept. The plan outlines a series of elements, several of which have a geographic focus (see *Map 2.5: Land Use Designation)*. These elements include:

- Character Element
- Residential Element
- Commercial Element
- Mixed Use / Transition Element
- Heritage Element

- Parks and Open Space Element
- Transportation Element


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
LAND USE DESIGNATION
MAP 2.5
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
VILLAGE LOW DENSITY RESIDENTIAL (V-LDR)
VILLAGE MEDIUM DENSITY RESIDENTIAL (V-MDR)
VILLAGE HIGH DENSITY RESIDENTIAL (V-HDR)
VILLAGE CHARACTER COMMERCIAL (V-CC)
VILLAGE LOCAL COMMERCIAL (V-LC)
VILLAGE MIXED USE EMPLOYMENT (V-MUE)
VILLAGE MIXED USE TRANSITION (V-MUT)
PARKS AND OPEN SPACE
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE
RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED
RIVER

3.0 CHARACTER ELEMENT

Overview:

The key defining factor in the uniqueness of Osborne Village is its unique character, an urban environment that is distinct in Winnipeg. While many aspects of the Village character are readily apparent, such as the mature canopy shade trees along the boulevards, a problematic issue is how to define and describe this character. Character of a neighbourhood develops from a variety of physical and social elements that coalesce to create an overall community dynamic. Osborne Village can be seen as a unique community that possesses characteristics that are not found in other neighbourhoods in Winnipeg. The area has developed according to the interplay of a variety of factors resulting from its history, boundaries development patterns, architecture, scale, circulation, and its people.

The character of Osborne Village is comprised of several key factors:

- A pedestrian oriented urban form and function;
- A mixed use context that provides a balanced and complementary interaction of uses – residential, commercial, office, retail, entertainment, and employment;
- A rich inventory of buildings of heritage or architectural significance;
- Architectural patterns and details that promote a high quality of architectural and urban design;
- A combination of vistas, streetscapes, and natural features that contribute to a sense of character, including mature canopy shade trees along streets;
- A rich mixture of different housing types and affordability levels, thus contributing to a diverse and inclusive neighbourhood;
- A relatively high level of density, which contributes to the vitality of the area and contributes to the variety of uses, housing types, and people.

Intent:

The intent of the Character Element is to provide a dynamic, pedestrian oriented environment that respects and reinforces the character of the area. It is to serve as the base for all other elements within the *Osborne Village Neighbourhood Plan*. The policies of the Character Element are to apply throughout Osborne Village, and other Elements of the plan are intended to build on these policies.

Issue Identification:

The following have been identified as issues in the Osborne Village area:

- Recent development that have not been consistent with the urban character of Osborne Village in terms of pedestrian orientation, architecture, setbacks, scale, massing, and height;
- Emerging pressures by larger format retailers and chain franchises to locate in the area in a manner that challenges the predominantly pedestrian oriented urban form and character;
- New development must be to complementary to the unique character of the area, and be designed in a manner to reinforce this character;
- High quality urban and architectural design which reflects the diverse architectural heritage of the area, and reinforces the active pedestrian oriented nature and character of Osborne Village;

- A socio-economically diverse and inclusive neighbourhood;
- Development that incorporates universal accessibility, safety, and sustainable development practices.

3.1 Character Policies:

In order to achieve these objectives, the following policies are implemented:

3.1.1 Character – Urban Form & Design:

3.1.1.A Intensification and infill projects will be consistent in design with the street pattern and architectural character of existing areas. Existing patterns of streets, lanes, blocks, and private or public open spaces will be respected;

3.1.1.B Development will achieve an urban character and reinforce the relationship between buildings and the street by:

3.1.1.B.1 Orienting buildings to the street to restore traditional mature neighbourhood character. New buildings are to be located to the front and corner side property lines and have a street front orientation;

3.1.1.B.2 Respecting the traditional character of the area and surrounding properties in terms of pedestrian orientation, mass and scale of surrounding properties, compatible building materials, orientation of entrances to the street, and incorporation of compatible alignment, setbacks, and height of building(s) along the street;

3.1.1.B.3 Providing pedestrian access at the street level, and locating parking, loading, and services entrances at the rear of buildings;

3.1.1.B.4 Having consideration for light, view, and privacy of adjacent buildings and areas.

3.1.1.C Development will reinforce and contribute to a strong streetscape and pedestrian oriented environment by:

3.1.1.C.1 Ensuring pedestrian access is a predominant feature in site design;

3.1.1.C.2 Ensuring building design reinforces activity and vitality at the ground level through use of architectural elements and accommodate features to create interest on the street level;

3.1.1.C.3 Ensuring building design elements that are consistent with surrounding properties, including materials, finishing, signage, placement of windows and doors, and height and massing of buildings;

3.1.1.C.4 Ensuring sensitive design that clearly defines public, semi-private, and private space;

3.1.1.C.5 Providing wider sidewalks in active areas to accommodate pedestrian traffic, particularly where outdoor seating and retail activities are to occur;

3.1.1.C.6 Encouraging the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations;

3.1.1.D Signage will be primarily oriented towards the pedestrian;

3.1.1.E Automobile-oriented land uses, such as gas stations and other drive-through uses, are not to be accommodated.

3.1.2 Character – Diversity of Uses and Housing Types:

3.1.2.A Encourage mixed use buildings in Commercial and Mixed Use areas, with active commercial uses at street level and commercial, office, live / work units, and residential uses above;

3.1.2.B Development with a residential component should include a wide variety of housing options aimed at different lifestyles, age groups, and income levels.

3.1.3 Character – View Corridors and Natural Features:

3.1.3.A Development should reinforce existing view corridors and street vistas, including view corridors and vistas of the Red & Assiniboine Rivers, the downtown, and prominent land marks;

3.1.3.B Encourage preservation of existing mature canopy shade trees and natural areas through good design.

3.1.4 Character – Safety, Environment & Sustainable Development:

3.1.4.A The incorporation of concepts of Universal Design, and Crime Prevention Through Environmental Design (CPTED) into building, streetscape, and site design is strongly encouraged;

3.1.4.B Encourage the use of 'green' design principles, such as the use of sustainable building design, and the utilization of 'green roofs';

3.1.4.C Ensure new buildings are designed and developed in a matter that considers future reuse, and not solely designed and built for only one specific use or user.

3.1.5 Advance Plan Winnipeg Policies:

1B-04 Support Protection and Creation of Character Areas

3A-01 Promote Orderly Development

3A-02 Promote Compact Urban Form

3A-03 Integrate Land Use, Urban Design, and Transportation Planning

3B-01 Promote Vibrant Neighbourhoods

3B-02 Guide the Development of New and Existing Residential Areas

3B-04 Accommodate Commercial and Retail Development

3C-04 Promote Mobility Through Principles of Universal Access

4B-01 Integrate Safety into Overall Planning and Urban Development

5E-01 Promote High-Quality Urban Design

4.0 RESIDENTIAL ELEMENT

Overview:

Osborne Village possesses a diverse housing stock in terms of age, type, form, and tenure. This diversity contributes to the village's valued character, but can be a source of conflict when design and density are not well thought out or sensitively handled. In order to encourage careful integration of new development and redevelopment, the *Osborne Village Neighbourhood Plan* designates three residential categories (see *Map 4.1: Residential*) to provide for a mixture of residential development forms and opportunities, and ensure compatibility with the character and scale of surrounding properties:

Village Low Density Residential (V-LDR)

The Roslyn Crescent and Wardlaw South low density residential areas, located on Roslyn Crescent adjacent to the Assiniboine River and on Wardlaw Avenue west of Osborne Street respectively;

Village Medium Density Residential (V-MDR)

The East and West Mixed medium density residential areas located on either side of the Osborne Street Character Commercial area, south of River Avenue and north of Gertrude Avenue; and

Village High Density Residential (V-HDR)

The East and West Apartment high density residential areas along the Assiniboine River, located predominantly along Roslyn Road and Wellington Crescent.

Intent:

The *Osborne Village Neighbourhood Plan* encourages an inclusive residential community with a mix of housing types and densities, and urban and architectural design that retains and enhances the valued pedestrian-oriented character of Osborne Village.

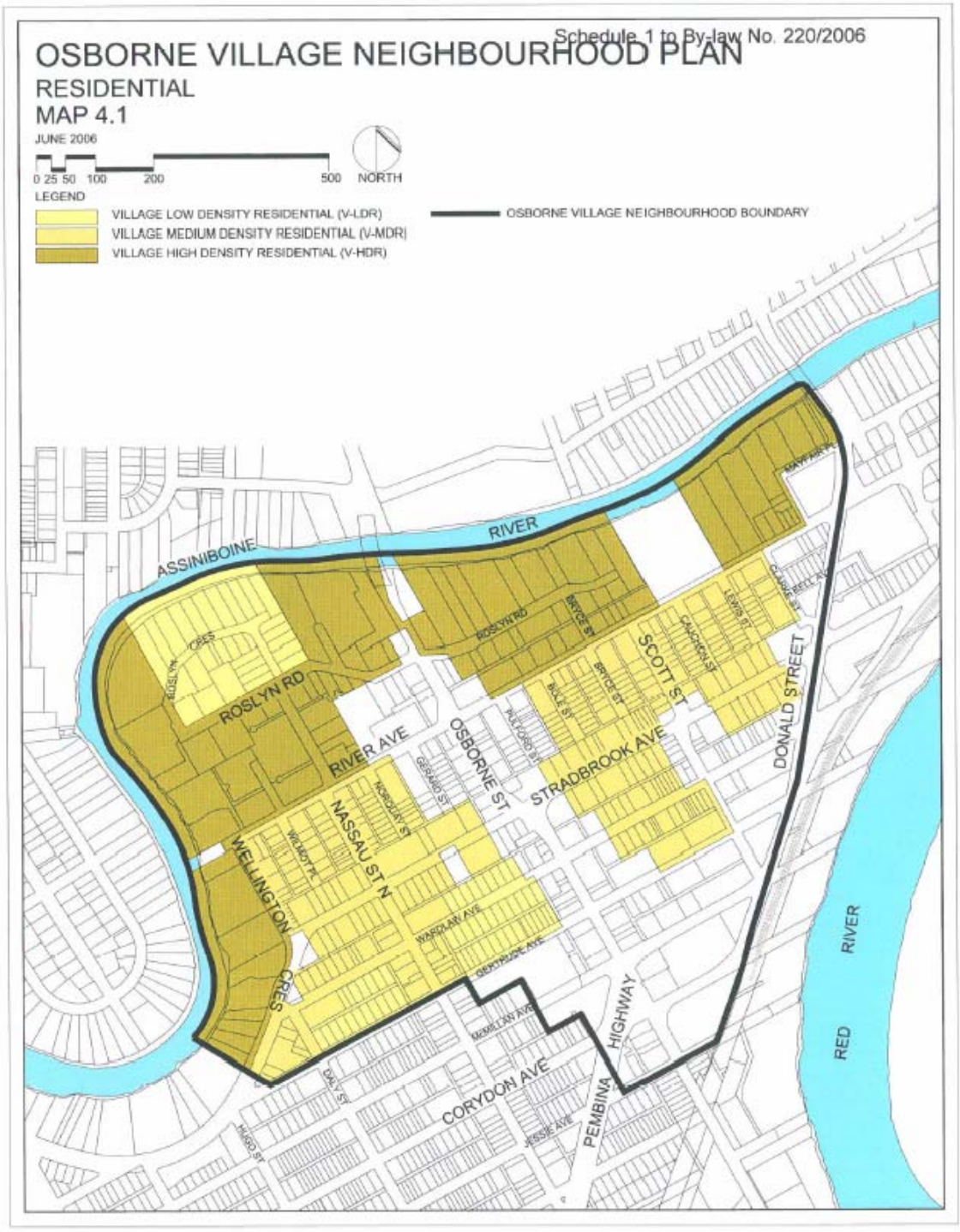
Issue Identification:

The following have been identified as issues with residential land uses in Osborne Village:

- Infill not respectful of pedestrian scale;
- Replacement of existing housing stock with out-of-scale development;
- Erosion of diverse housing inventory;
- Conversion of existing single-family residential buildings into boarding houses;
- Commercial encroachment into adjacent residential areas.

4.1 Residential Policies:

In order to achieve the Residential Element intent and address the issues, the following policies are implemented:


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
RESIDENTIAL
MAP 4.1
JUNE 2006
0 25 50 100 200 500 NORTH
LEGEND
VILLAGE LOW DENSITY RESIDENTIAL (V-LDR)
VILLAGE MEDIUM DENSITY RESIDENTIAL (V-MDR)
VILLAGE HIGH DENSITY RESIDENTIAL (V-HDR)
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE
RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED
RIVER

4.1.1 Common Residential Policies:

4.1.1.A Encourage housing developments that offer a variety of housing types, including market and integrated non-market housing;

4.1.1.B Encourage live / work units, in a manner that respects residential character;

4.1.1.C Encourage secondary suites;

4.1.1.D Discourage single-family residence conversions to rooming houses;

4.1.1.E Discourage expansion of stand-alone commercial development into residential areas, other than as indicated above.

4.1.2 Village Low Density Residential (V-LDR) Policies:

4.1.2.A Development in this category will be limited to single- and two-family;

4.1.2.B Require new infill development to be similar in scale and character to established adjacent residences;

4.1.3 Village Medium Density Residential (V-MDR) Policies:

4.1.3.A Encourage a mixture of single-family homes, duplexes, townhouses, and multiple-family buildings;

4.1.3.B New development will have a minimum of two storeys and a maximum of four storeys in height in order to preserve the scale and pedestrian oriented character of this area;

4.1.3.C New development along River and Stradbrook avenues east of Osborne Street may have a maximum of 5 storeys, provided structured parking is included and 4th floor and above are setback from public streets;

4.1.3.D Mixed-use buildings combining residential with low-intensity office or commercial uses on the ground floor may be approved on River and Stradbrook avenues east of Osborne Street.

4.1.4 Village High Density Residential (V-HDR) Policies:

4.1.4.A Encourage medium and high-rise multiple-family development;

4.1.4.B Mixed-use buildings combining residential with low-intensity office or commercial uses on the ground floor may be approved on River Avenue and Wellington Crescent;

4.1.4.C New development along River Avenue east of Osborne Street will have a minimum of three storeys, and a maximum height of five storeys;.

4.1.4.D New high-density development should consider the height, scale, prevailing densities, and design characteristics of surrounding land uses;

4.1.4.E Encourage preservation of existing single-family residences through conversion to low-intensity office uses;

4.1.5 Advance Plan Winnipeg Policies:

1B-04 Support Protection and Creation of Character Areas

1C-01 Facilitate Provision of Safe and Affordable Housing

1C-02 Support Integration of Special Needs Housing

3A-01 Promote Orderly Development

3A-02 Promote Compact Urban Form

3A-03 Integrate Land Use, Urban Design, and Transportation Planning

3B-01 Promote Vibrant Neighbourhoods

3B-02 Guide the Development of New and Existing Areas

4B-01 Integrate Safety into Overall Planning and Urban Development

5E-01 Promote High-Quality Urban Design

5.0 COMMERCIAL ELEMENT

Overview:

Osborne Village possesses two principal commercial areas: Osborne Street and Donald Street. Osborne Street, from Roslyn Road to Confusion Corner, is the heart of Osborne Village. It's a pedestrian-oriented neighbourhood main street, with older buildings abutting the street. Diverse architecture and a mix of uses—including restaurants, boutiques, and retailers—contribute to the distinctive character of Osborne Street that for many personifies the village. There are numerous attractive and inviting storefronts, including prevalent use of window displays, along with quirky and attractive signs. The relationship of building fronts to the public sidewalk and the scale of the buildings also contribute to an attractive pedestrian experience. Also notable and a contributing factor to the look and feel of the street is the location and scale of off-street parking, generally behind the buildings and relatively scarce.

Donald Street commercial is distinct from the rest of Osborne Village in its form and function. Designed to take commuter pressure off Osborne Street , Donald cuts a diagonal swath from Scott Street through to the Midtown Bridge. Although minor in comparison to those found in other cities, it is a rare Winnipeg example of a viaduct (another example is the Disraeli Freeway). This portion of Donald is motor vehicle-oriented and poorly integrated into the village grid pattern. Its mix of land uses is also vehicle-oriented and it will be a challenge to shift away from this focus.

The Osborne Street commercial core brings an energy and vitality to Osborne Village; however, the impacts of commercial activity and the potential for expansion into adjacent residential portions of the village is a significant concern for residents. Also of concern are the ongoing pressures from large format retailers to locate in Osborne Village in a manner contrary to the village's valued urban form, diversity, and character.

In order to sustain the valued mix of commercial uses and enhance built form, the *Osborne Village Neighbourhood Plan* designates two commercial categories (see *Map 5.1: Commercial*):

Village Character Commercial (V-CC); and

Village Local Commercial (V-LC).

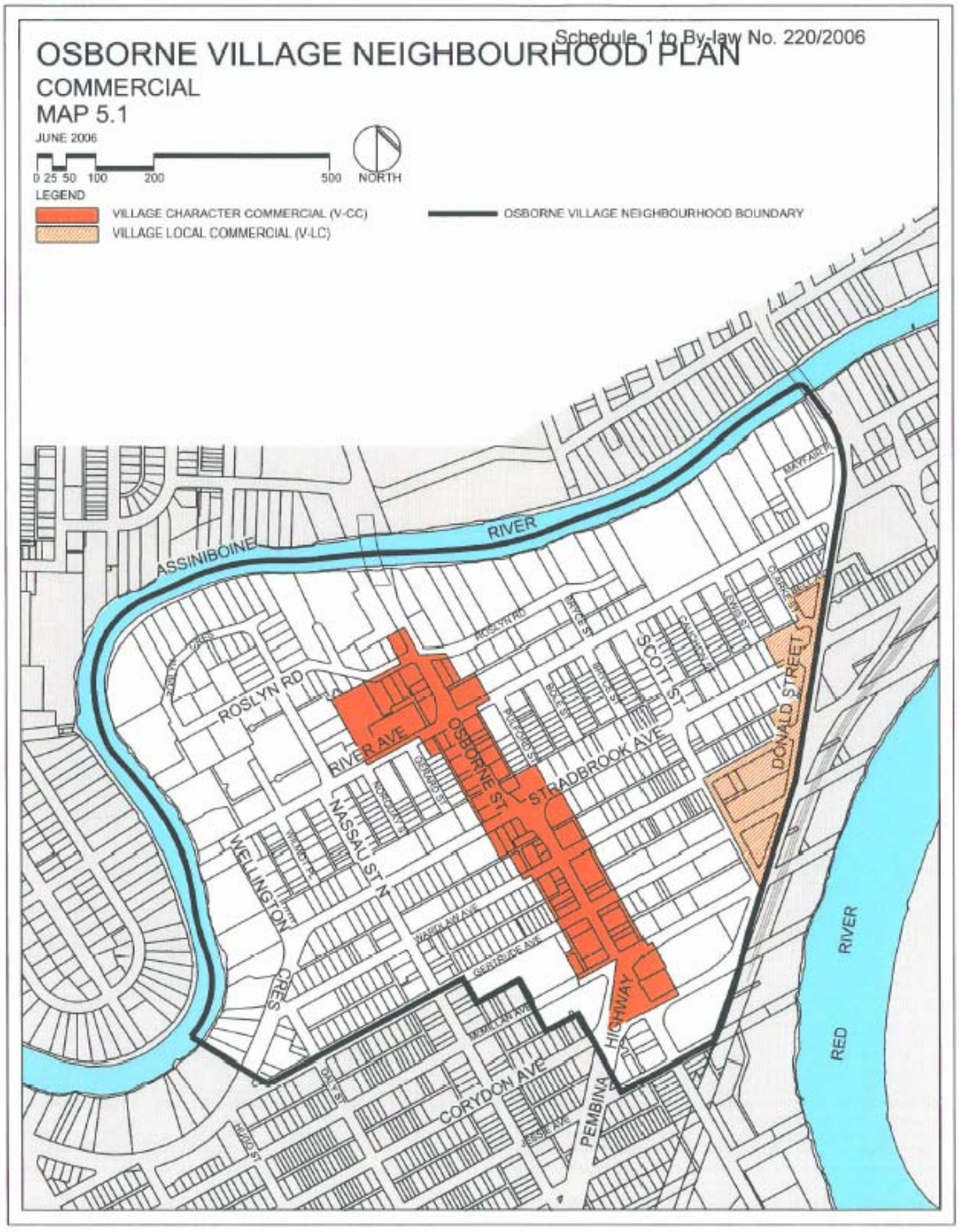
Intent:

The *Osborne Village Neighbourhood Plan* encourages dynamic, destination commercial areas that possess a mix of commercial and compatible uses, with high quality urban and architectural design that respects and reinforces the valued pedestrian-oriented urban character of Osborne Village.

Issue Identification:

The following have been identified as issues in Osborne Village:

- Development projects that have threatened valued built form, particularly pedestrian orientation, architectural detail, setbacks, massing, and height;
- Vacant and under-utilized floor space above ground floor in Osborne Street buildings;
- Encroachment of commercial activities and their associated impacts into adjacent residential areas;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OSBORNE VILLAGE NEIGHBOURHOOD PLAN
COMMERCIAL
MAP 5.1
JUNE 2006
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NORTH
LEGEND
VILLAGE CHARACTER COMMERCIAL (V-CC)
VILLAGE LOCAL COMMERCIAL (V-LC)
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER

- Erosion of Osborne Street's neighbourhood main street role, in favour of vehicular through-traffic priorities.

5.1 Commercial Policies:

In order to achieve the Commercial Element intent and address the issues, the following policies are implemented:

5.1.1 Common Commercial Policies

5.1.1.A Focus new commercial development that serves both local and broader needs, including a wide range of retail, restaurants, entertainment, professional, financial services and limited industrial businesses in the commercial category areas;

5.1.1.B Encourage mixed-use buildings comprising commercial, office, residential, and live / work units;

5.1.1.C Encourage commercial development to achieve a pedestrian-oriented character and reinforce the relationship between buildings and the street;

5.1.1.D Encourage gathering places, such as pedestrian plazas, outdoor seating areas, and patios;

5.1.1.E Require new commercial development that is adjacent to residential portions to minimize potential negative impacts on the residential district, by mitigating the impacts of parking, loading zones, refuse collection, vehicle access, and other issues via site design, buffering, setbacks, and landscaping;

5.1.2 Village Character Commercial (V-CC)

5.1.2.A Encourage a mix of day-to-day and special purpose shopping, dining, and entertainment services to meet the needs of village residents and visitors;

5.1.2.B Encourage mixed-use buildings, with ground floors predominantly occupied by street-oriented commercial uses such as retail, restaurant, entertainment, and personal services. Upper floors should contain offices, professional services, live / work units, and residential uses;

5.1.2.C Development will be pedestrian-oriented in form by requiring that buildings maintain the traditional building line and height at the street. Periodic setbacks not to exceed 25% percent of the building façade may be considered for the purpose of accommodating public spaces, plazas, cafes, outdoor seating and dining areas, and other amenities;

5.1.2.D Buildings fronting onto River, Stradbrook, McMillan, and Corydon Avenues may have additional setbacks for the purpose of accommodating public open spaces, plazas, cafes, outdoor seating and dining areas, and other amenities;

5.1.2.E Development along Osborne Street, River Avenue, Stradbrook Avenue, Wardlaw Avenue, Gertrude Avenue, McMillan Avenue, and

Corydon Avenue will be characterized by street-oriented retail, entertainment, and restaurant / café uses;

5.1.2.F New development and additions will have a minimum of two storeys and a maximum of four storeys, subject to the following exceptions:

5.1.2.F.1 Additional storeys will not result in any adverse shadow or wind impacts on the street and public sidewalks;

5.1.2.F.2 Decorative building elements such as towers, cupolas, or clock towers are exempt, provided that there are no adverse shadow or wind impacts on the street and public sidewalks;

5.1.3 Village Local Commercial (V-LC)

5.1.3.A Require that retail and office uses occupy the majority of ground floor space in new development. Office, residential, and live / work units are encouraged on the upper floors;

5.1.3.B Recognize and reinforce Donald Street's status as a designated image route under the City of Winnipeg *Image Route Enhancement Strategy*.

5.1.4 Advance Plan Winnipeg Policies:

1B-04 Support Protection and Creation of Character Areas

3A-01 Promote Orderly Development

3A-02 Promote Compact Urban Form

3A-03 Integrate Land Use, Urban Design, and Transportation Planning

3B-01 Promote Vibrant Neighbourhoods

3B-04 Accommodate Commercial and Retail Development

3B-05 Promote Commercial Densification

4B-01 Integrate Safety into Overall Planning and Urban Development

5E-01 Promote High-Quality Urban Design

6.0 MIXED-USE TRANSITION & MIXED-USE EMPLOYMENT ELEMENT

Overview:
Although commercial and residential areas are readily evident in Osborne Village, there are several areas that are less distinct—some of which provide transition between commercial and residential concentrations and others that cluster employment (including industrial) uses. Many of these areas are in transition, either facing pressures for land use change or poised for redevelopment intensification. Increased demand for commercial and office space at a smaller scale has resulted in numerous older homes being converted into commercial or office uses. Locations east and west of Osborne Street are experiencing changes in use or pressures for redevelopment, particularly between River and Stradbrook avenues. These areas already provide employment opportunities for local residents and buffer Osborne Street business operations, but there's a concern valued character and residential feel may be lost if these transition areas not effectively managed. The area south east of Osborne Street and Gertrude Avenue has retained vestiges of its industrial past. This area includes manufacturing, office, and a host of other uses that could be energized through clear direction and future public transportation improvements. These areas of transition are:

The Osborne Village Neighbourhood Plan designates two categories of mixed land use (see *Map 6.1 Mixed Use*):

- *Village Mixed-Use Transition (V-MUT)*

  Gerard and Pulford Streets—east and west of Osborne Street;

  Clarke Street and Bell Avenue—south west of Donald Street / River Avenue intersection;

  Scott Street and Stradbrook Avenue—including Wardlaw Avenue east to Donald Street.

- *Village Mixed-Use Employment (V-MUE)*

  Gertrude & McMillan Avenues —east of Osborne Street, south to the Osborne underpass.

Intent:

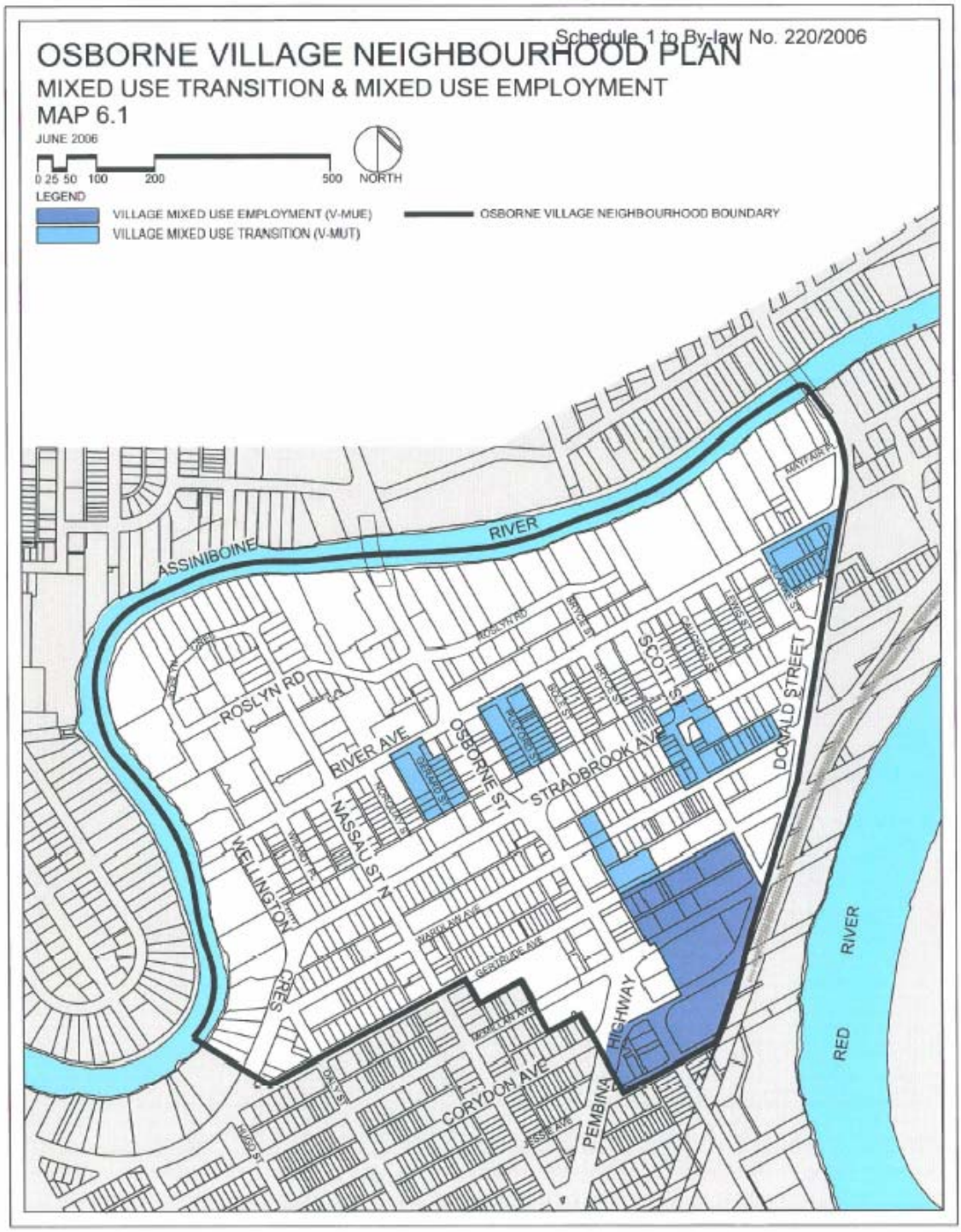
The Village Mixed-Use Transition area provides for transition between commercial concentrations and predominantly (and historically) residential areas, where residential and low-impact commercial activities can co-exist in a mixed-use environment. Development within this category is to retain current built forms and lot configurations, and to encourage mixed-use redevelopment.

The Village Mixed-Use Employment area provides for mixed employment concentration, with a focus on employment and office redevelopment opportunities along with supportive commercial and residential uses. Development within this category is to retain a pedestrian oriented urban form with a high quality of urban and architectural design.

Issue Identification:

The following have been identified as issues in Osborne Village:

- Incremental encroachment of commercial activities and associated impacts into adjacent residential areas;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OSBORNE VILLAGE NEIGHBOURHOOD PLAN
MIXED USE TRANSITION & MIXED USE EMPLOYMENT
MAP 6.1
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NORTH
LEGEND
VILLAGE MIXED USE EMPLOYMENT (V-MUE)
VILLAGE MIXED USE TRANSITION (V-MUT)
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER

- Loss of valued built forms and pedestrian-scale in areas adjacent to commercial concentrations;
- Gradual erosion of employment uses (including industrial);
- Indistinct development pattern in south east quadrant;
- Redevelopment potential of the southeastern portion of the Village, due to the adjacent location of future rapid transit station.

6.1 Mixed-Use Transition & Mixed-Use Employment Policies:

In order to achieve the Mixed-Use intent and address the issues, the following policies are implemented:

6.1.1 Village Mixed-Use Transition (V-MUT)

6.1.1.A Residential development in Mixed-Use Transition areas will conform to the Village Medium Density Residential (V-MDR) policies;

6.1.1.B Commercial and employment uses in Mixed-Use Transition areas should be compatible in lot size, building scale, and character to the existing context (particularly that of the immediate block);

6.1.1.C New developments and additions will have a minimum height of two storeys and a maximum height of four storeys;

6.1.1.D Non-residential uses are not to emit any noise, odour, dust, smoke, or similarly objectionable operational characteristics detectable outside the building.

6.1.2 Village Mixed-Use Employment (V-MUE)

6.1.2.A Encourage a range of employment uses, particularly in mixed-use configurations, with ground floors predominantly occupied by employment, office, and professional services. Upper floors of buildings are designated for uses such as office, professional services, live/work units, and residential uses;

6.1.2.B Development in the Village Mixed-Use Employment area will conform to the Common Commercial policies;

6.1.2.C New development will have a minimum height of two storeys and a maximum height of four storeys. Additional height above four storeys may be considered provided structured parking is included and 4th floor and above are setback from public streets ;

6.1.2.D Non-residential uses are not to emit any noise, odour, dust, smoke or similarly objectionable operational characteristics detectable outside the building.

7.0 HERITAGE ELEMENT

Overview:

Osborne Village contains a rich collection of historic and architecturally significant buildings. The area contains an eclectic mix of turn of the 20th-century detached houses, apartments, and commercial buildings along with more modern structures built after World War II. These buildings are valued reminders of the village's historic legacy and contribute to the urban form and functions of the area.

Osborne Village also contains several heritage clusters, where buildings of historic or architectural importance are located in close proximity to each other. These clusters include Nassau Street's Church Row, Roslyn Road's homes and streetscape elements, and Osborne Street's mix of commercial and residential buildings.

While many buildings of historic and architectural significance in Osborne Village have been identified on the City of Winnipeg's *Historical Buildings Inventory*, very few are protected or designated under either the City of Winnipeg's *Building Conservation List* or by senior levels of government.

In addition, there are numerous buildings and places in Osborne Village that collectively contribute to the area's character. While individually not as significant, these smaller primarily residential structures make a key contribution to the area's unique sense of place and identity.

Intent:

The intent of the *Osborne Village Neighbourhood Plan* is to encourage the protection of buildings of historic and architectural significance, encourage their rehabilitation and redevelopment, and ensure new development is complementary to and does not detract from existing buildings. The plan also intends to encourage the maintenance and rehabilitation of buildings that contribute to the area's built form and architectural character.

Issue Identification:

The following have been identified as issues in Osborne Village:

- Few buildings are on the City of Winnipeg's *Buildings Conservation List*, which jeopardizes conservation of the village's character;
- Buildings of historic or architectural significance have been demolished, insensitively altered, and negatively impacted by new development;
- Incentives for maintaining or rehabilitating buildings of historic or architectural significance have limited application and are underutilized where available;
- Development regulations conflict with efforts to conserve and adaptively reuse buildings of historic or architectural merit;
- Gradual decline in regular and life-cycle maintenance of many older buildings contributes to diminished village character.

7.1 Heritage Policies:

In order to achieve the Heritage intent and address the issues, the following policies are implemented:

7.1.1 Heritage Identification

7.1.1.A Encourage the voluntary designation of buildings of architectural or heritage value on the City of Winnipeg *Buildings Conservation List*;

7.1.1.B Encourage voluntary heritage designation and conservation via a heritage education program;

7.1.1.C Designation of buildings on the City of Winnipeg Buildings Conservation List will be a prerequisite to granting any incentives or funding for heritage rehabilitation or redevelopment;

7.1.1.D The City may initiate designation of buildings of extraordinary merit.

7.1.2 Conservation of Historic Buildings and Structures

7.1.2.A Require the conservation, rehabilitation and adaptive re-use of historic buildings and structures;

7.1.2.B Rehabilitation, conservation, and adaptive re-use of historic buildings and structures will be in accordance with Parks Canada 's *Standards and Guidelines for the Conservation of Historic Places in Canada*.

7.1.3 Conservation of Contributing Properties

7.1.3.A Encourage the rehabilitation and maintenance of architecturally significant buildings;

7.1.3.B Promote the rehabilitation and maintenance of architecturally significant buildings by:

7.1.3.B.1 Promoting education programs to inform property owners and the general public on heritage matters, historical features and characteristics of the area, and the value of heritage conservation;

7.1.3.B.2 Encourage the use of incentive grant and maintenance programs to promote building maintenance and conservation of heritage and architectural features.

7.1.4 New Buildings and Additions

7.1.4.A Development adjacent to historic or architecturally significant buildings is to be designed in a manner that is complementary to existing structures, and does not detract from heritage buildings.

7.1.5 Conservation of Streetscape and Context

7.1.5.A Encourage conservation work that recognizes and enhances valued heritage concentrations, including but not restricted to Church Row, Osborne Street, and Roslyn Road.

7.1.6 Demolition of Historic Buildings

7.1.6.A Discourage the demolition of historic or architecturally significant buildings or structures. Demolition shall be considered as a last resort, and should only be considered when buildings are determined to be structurally unsound beyond repair by an independent

structural engineering report. Economic viability should not be the sole determining factor;

7.1.6.B Prior to consideration of a proposal for the demolition of a historic building or structure, a formal independent consultant's report on the physical condition and economic viability of retaining the building should be prepared for review by the City. The consultant's report is to be carried out at the expense of the applicant.

7.1.7 Heritage Incentives

7.1.7.A Promote incentive grant and maintenance programs to ensure conservation of heritage and architectural features and encourage building maintenance, such as:

7.1.7.A.1 Expansion of the *Heritage Conservation Tax Credit Program*, or similar programs, to those mature neighbourhoods immediately bordering the downtown, such as Osborne Village;

7.1.7.A.2 Establish tax incentives, tax holidays, and density bonus and transfer provisions;

7.1.7.A.3 Encourage utilization of existing provincial and federal heritage programs and incentives;

7.1.7.A.4 Introduce innovative approaches to heritage conservation, such as heritage trusts and other third-party mechanisms.

7.1.8 Heritage Conservation, Regulations, and Public Improvements

7.1.8.A The City will promote conservation, rehabilitation, and adaptive re-use of heritage buildings in light of the challenges of conforming to modern regulations by:

7.1.8.A.1 Considering the use of alternative development standards and building code equivalencies when dealing with heritage buildings, while maintaining proper consideration for life-safety issues;

7.1.8.A.2 Ensuring new regulations, policies, and procedures take into consideration heritage issues, and that impediments to heritage conservation are not being created.

7.1.8.B Ensure that no expenditure of public funds or public improvement projects cause damage or destruction to any buildings or structures on the City of Winnipeg *Buildings Conservation List* or *Historic Buildings Inventory*.

7.1.9 Advance Plan Winnipeg Policies:

5B-01 Commit to Heritage Conservation

5B-02 Protect Heritage Resources

5B-03 Develop and Implement Heritage Conservation Plans

5B-04 Promote the Adaptive Re-Use of Heritage Buildings

8.0 PARKS & OPEN SPACE ELEMENT

Overview:

Osborne Village parks and open spaces have been shaped by the area's historical settlement patterns and by the era during which the majority of development occurred. Green aspects include: programmed parks & open space, passive respite areas, river access & use, natural areas, and the urban forest of mature shade tree canopy.

Designated park space includes: Fort Rouge Park, Mayfair Park, the River-Osborne Community Centre / Gladstone Schoolyard, and several parkettes (see *Map 8.1: Parks and Open Space)*. Opportunities for expansion of parks and open space are limited, due to the area's density and build-out. While expansion opportunities should be pursued, the urban form and character of the Village suggest that efforts should focus on improving and enhancing existing parks and open spaces, and ensuring that they meet the needs and desires of area residents.

Intent:

The intent of the *Osborne Village Neighbourhood Plan* is to enhance current parks and open space opportunities in the village, expand river access and use, ensure conservation of the mature shade tree canopy and the natural lands and riverbanks.

Issue Identification:

The following have been identified as issues in Osborne Village:

- Limited parks and open space locations;
- Limited opportunities for open space expansion;
- Loss of mature shade tree canopy;
- Limited river access and use;
- Inappropriately regulated parks and open spaces.

8.1 Parks & Open Space Policies:

In order to achieve Parks & Open Space intent and address the issues, the following policies are implemented:

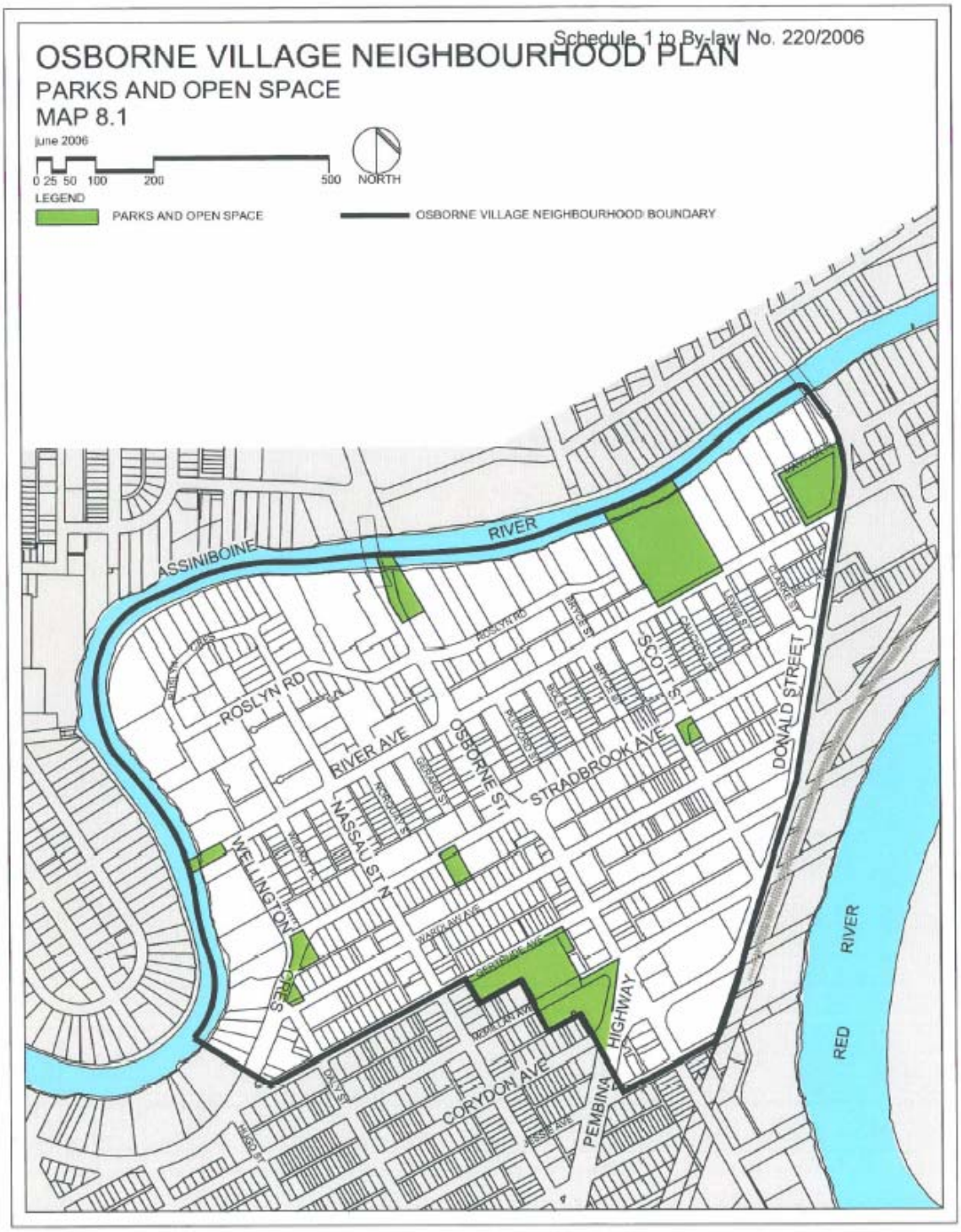
8.1.1 Parks and Open Spaces

8.1.1.A Enhance and maximize the use of existing parks and open space areas by:

8.1.1.A.1 Promote rehabilitation and improvement through increased annual and life-cycle maintenance;

8.1.1.A.2 Improve parks and open space to meet the needs of the local community;

8.1.1.A.3 Review existing programming and facilities to meet the needs and desires of residents of Osborne Village;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OSBORNE VILLAGE NEIGHBOURHOOD PLAN
PARKS AND OPEN SPACE
MAP 8.1
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NORTH
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PARKS AND OPEN SPACE
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ASSINIBOINE RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON
CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER

8.1.1.A.4 Improve connections between existing parks and adjacent rivers, particularly Fort Rouge Park and 1 Wellington Window Park;

8.1.1.A.5 Improve connections between parks and open spaces and the South Assiniboine Parkway.

8.1.1.B Pursue opportunities for expansion of existing parks and open space or acquisition of new lands, particularly in the southeastern quadrant;

8.1.1.C Parks and open spaces will be appropriately zoned to ensure their preservation and enhancement;

8.1.1.D Encourage and support innovative, low-maintenance planting on boulevards and other public open spaces. This may include community groups or private individuals adopting a portion of boulevard for the purposes of gardening and maintenance, provided access to city services and infrastructure is maintained.

8.1.2 River Access & Use (see *Map 8.2: South Assiniboine Parkway and River Access)*:

8.1.2.A Promote expanded use of the Assiniboine & Red Rivers by:

8.1.2.A.1 Provide additional accessible water taxi stops;

8.1.2.A.2 Provide additional facilities for personal non-motorized water craft use;

8.1.2.A.3 Provide additional facilities for winter use of the rivers, such as ski & skating trails, open ice skating areas, warming huts, and benches;

8.1.2.A.4 Provide safe seasonal access to the rivers at existing and future access points;

8.1.2.A.5 Provide additional Assiniboine River access points, particularly via Fort Rouge Park and 1 Wellington Window Park;

8.1.2.A.6 Provide Red River access points, particularly via pedestrian linkages to the South Winnipeg Parkway;

8.1.2.A.7 Pursue additional river access points via the property development process.

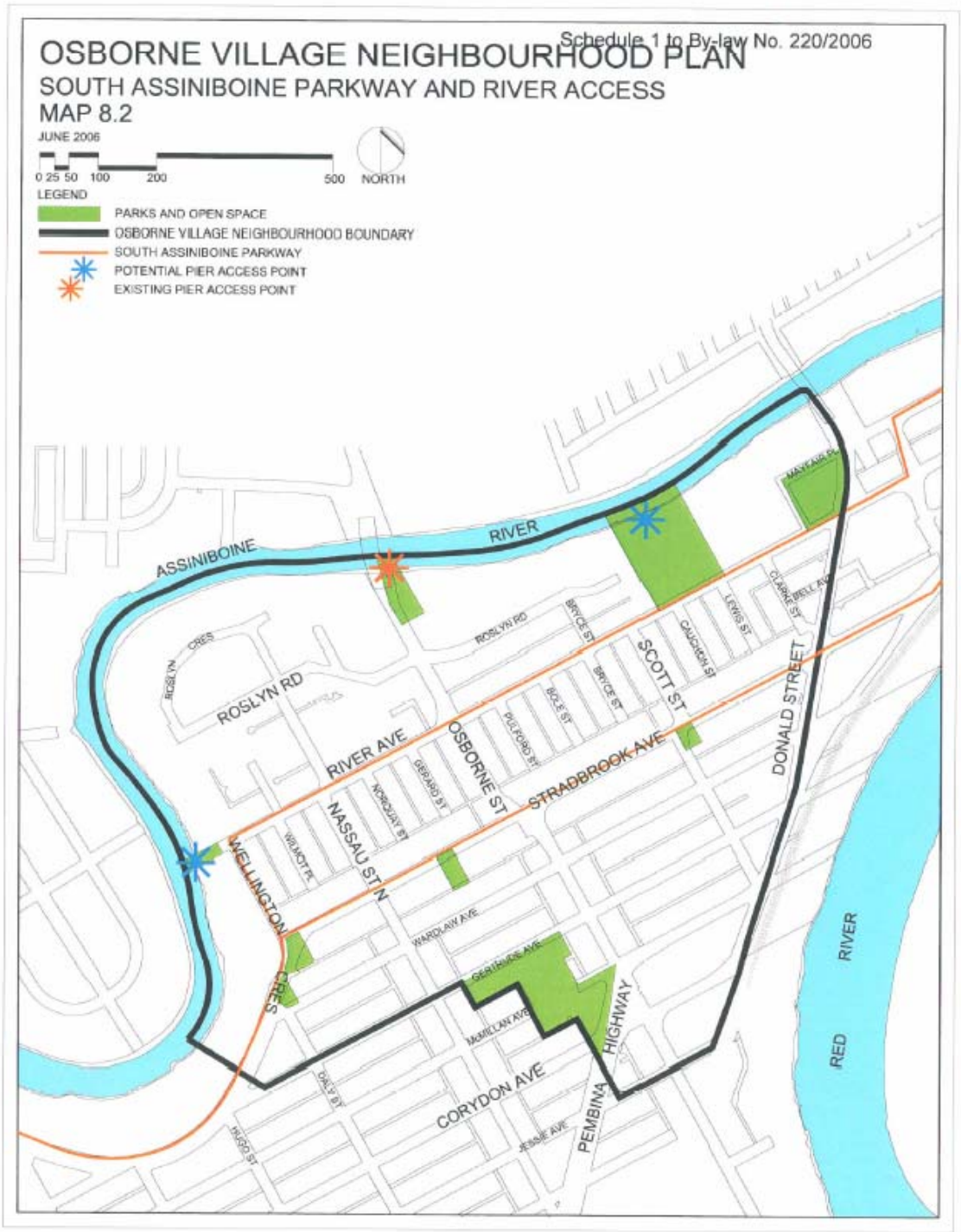
8.1.3 Natural Areas & Riverbank Areas (see *Map 2.3: Riverbanks and Natural Areas*)

8.1.3.A Natural areas along the Assiniboine River will be preserved and enhanced;

8.1.3.B Development, construction activities, and capital improvements adjacent to riverbanks will accord with the City of Winnipeg's *Best Management Practices Handbook for Activities In and Around the City's Waterways and Watercourses.*

8.1.4 Urban Forest

8.1.4.A Encourage the preservation and enhancement of the 'urban forest' of existing mature canopy shade trees;


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
SOUTH ASSINIBOINE PARKWAY AND RIVER ACCESS
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PARKS AND OPEN SPACE
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
SOUTH ASSINIBOINE PARKWAY
POTENTIAL PIER ACCESS POINT
EXISTING PIER ACCESS POINT
ASSINIBOINE RIVER
ROSLYN RD
ROSLYN CRES
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON CRES
WARDLAW AVE
GERTRUDE AVE
McMILLAN AVE
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER
MAYFAIR PL
CLARKE BELL AVE
LEWIS ST
CAUCHON ST
BRYCE ST
BICKLE ST
PULFORD ST
GERARD ST
NORQUAY ST
WILMOT PL
ORLEY ST
HUGO ST
JESSIE AVE

8.1.4.B Promote and sustain a progressive program of forest management, disease control, and tree replacement where required in recognition of the importance of the urban forest to the overall quality of life;

8.1.4.C Preserve, protect, and enhance the 'urban forest' of mature canopy shade trees on private lands, by:

8.1.4.C.1 Promoting the planting of additional canopy shade trees and the preservation of existing mature canopy trees, wherever possible. Any development project is to provide a landscape plan and tree inventory prepared by a professional landscape architect of record identifying all mature canopy shade trees and their condition on the site(s) in question;

8.1.4.C.2 Where preservation of existing mature canopy shade trees may not be possible, any development project is to provide an arborist's report prepared by a third party arborist of record indicating the species, condition, and health of all trees on site(s), the potential for relocation and survival, and potential mitigation measures if preservation or relocation is not possible.

8.1.4.D Preserve, protect, and enhance the 'urban forest' of mature canopy shade trees on public lands by:

8.1.4.D.1 Tree removal or relocation will accord with the City of Winnipeg's *Tree Removal Policy* and with guidelines established by the Urban Forestry Branch;

8.1.4.D.2 Where new streets and sidewalks or improvements are planned, mature trees are to be preserved where ever possible, and additional trees of suitable species are to be planted.

8.1.4.E Promote the planting of additional canopy shade trees within any street right-of-way or park including:

8.1.4.E.1 Re-alignment of underground and above ground utility lines on public or private property should ensure planting locations are preserved or provided for;

8.1.4.E.2 Ensure long term tree growth by providing adequate soil volume and related growth infrastructure.

8.1.5 Advance Plan Winnipeg Policies:

5C-01 Maintain & Expand the System of Public Parks

5C-02 Promote the Use of Rivers & Riverbanks

5C-03 Support Waterway Management

5C-04 Protect Environmentally-Sensitive Lands

5D-01 Promote Active Living

5E-03 Protect and Enhance Urban Forest

5E-04 Promote Cleanliness and Beauty

9.0 TRANSPORTATION ELEMENT

Overview:

Although Osborne Village is predominantly pedestrian in scale, it is traversed by a number of high-volume traffic thoroughfares that link Downtown Winnipeg to South Winnipeg. These arterial streets are vital to Winnipeg's overall vehicular transportation system—moving traffic to, from, and through Osborne Village (see *Map 9.1: Hierarchy of Streets*). Local expectations and desires to maintain and enrich pedestrian character are often at odds with regional functions of these streets. Current and potential conflicts among modes of transportation and those between the regional transportation system and the neighbourhood require balance. The challenge is to resolve issues associated with vehicular traffic while maintaining and enhancing the neighbourhood.

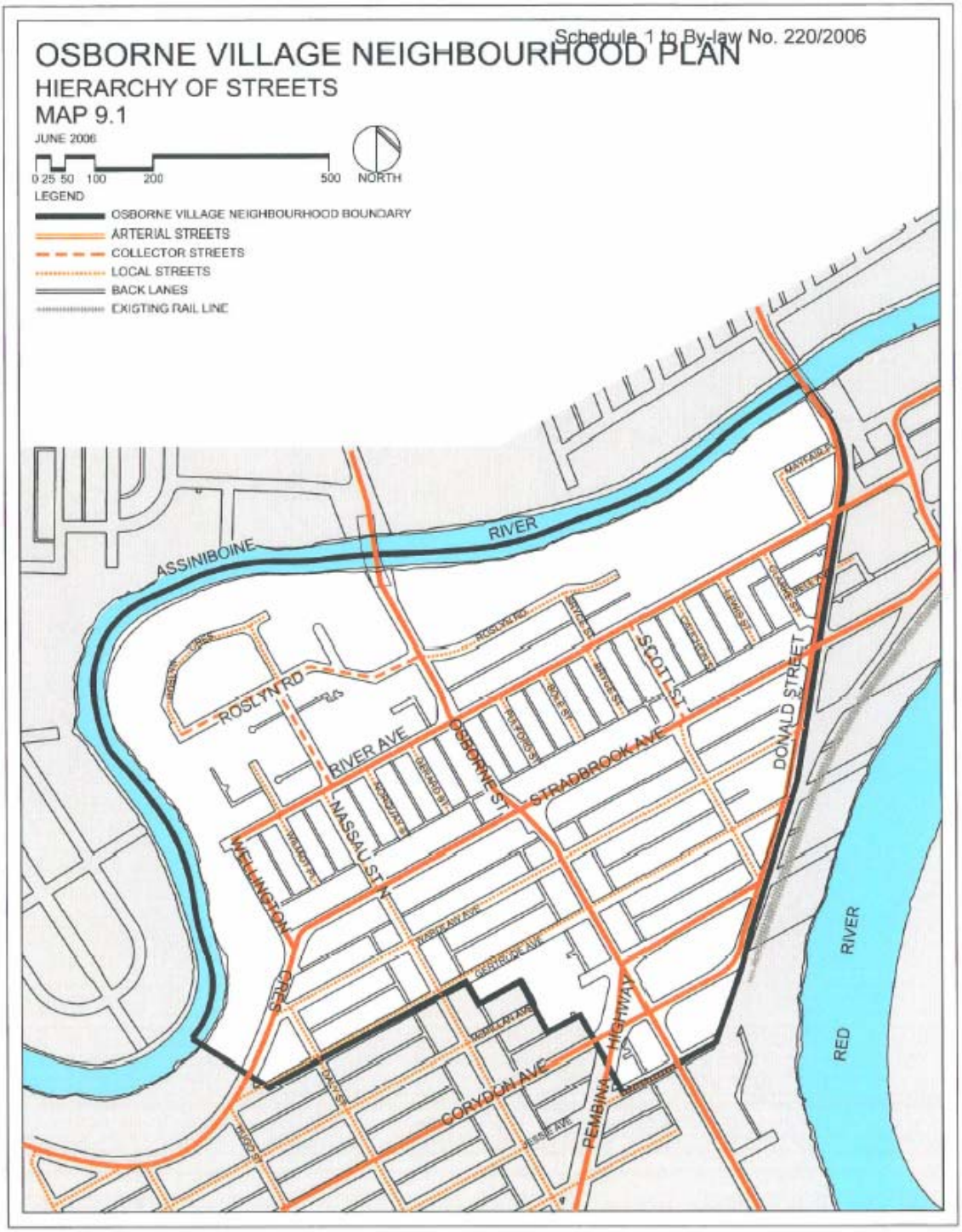
Winnipeg Transit also plays a significant part in village transportation and circulation, as well as influencing its current vitality and potential redevelopment. Donald and Osborne streets function as major transit corridors for a variety of routes from all parts of the City. The transit hub at Confusion Corner is a significant node within the village, adds to street life, and enables transit riders to arrive in or depart from the village to the majority of Winnipeg. The proposed South West Transit Corridor and the associated Rapid Transit Station will also substantially influence the area in terms of accessibility via transit, and redevelopment potential in the southern portions of Osborne Village (see *Map 9.2: Public Transit Routes and South West Transit Corridor*).

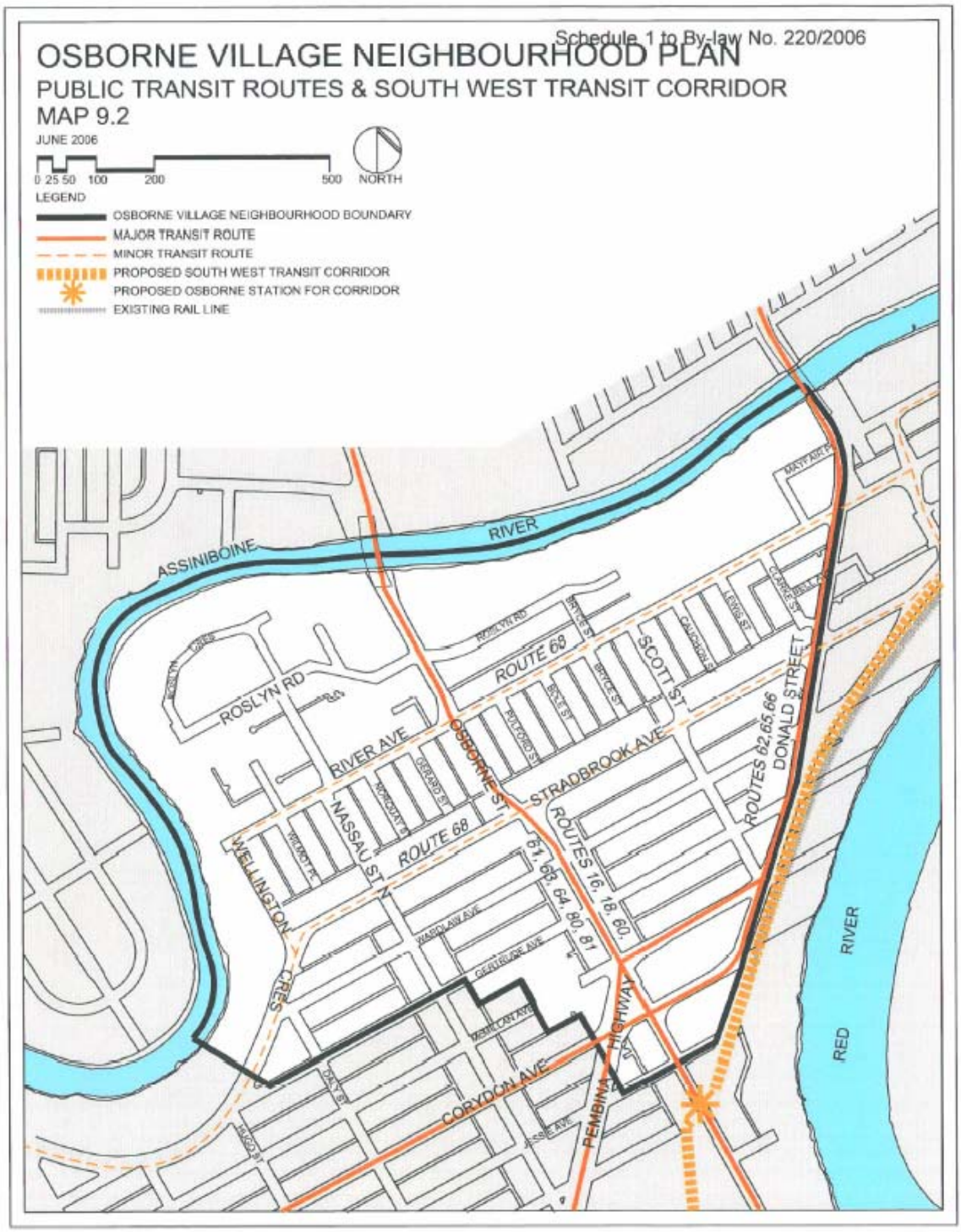
Osborne Street continues to serve a dual role as both a major transportation thoroughfare and as a setting for pedestrian activity owing to its integrated urban form, businesses, and activities. It is very much a destination, but also fulfills a throughway role—often functioning as both for the same person at various times throughout the day. Much of the village's vitality is evident in pedestrian activity. A variety of area amenities are located within walking distance for most residents and are convenient year-round. The village's network of back lanes also provides easy pedestrian connections.

While parking and access tend to be viewed as separate from or as minor components of the larger transportation and circulation system, they are a concern for village residents and denizens. This concern reflects a dichotomy found in mature, mixed-use neighbourhoods: meeting the demands for vehicle parking and access, while respecting the area's beloved urban form and pedestrian-orientation. Any approach to parking and access within Osborne Village must involve a comprehensive palette of strategies. Decisions regarding off-street parking locations must consider contribution to the streetscape and to the village's pedestrian-oriented urban form. Consolidated parking—including above- and below-ground structures—should be encouraged and more progressive parking requirements and alternative provision standards should be established. On-street parking should also be approached in a comprehensive manner—including on-street residential parking permit programs and on-street parking hours amenable to the area business clientele. Moreover, all parking within the village should be approached under the auspices of a comprehensive parking management program, such as a parking management district.

Intent:

The intent of the *Osborne Village Neighbourhood Plan* is to emphasize pedestrian comfort and convenience, efficient motor vehicle movement, and streetscape improvement, to ensure a vibrant and prosperous urban village.


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
HIERARCHY OF STREETS
MAP 9.1
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
ARTERIAL STREETS
COLLECTOR STREETS
LOCAL STREETS
BACK LANES
EXISTING RAIL LINE
ASSINIBOINE
RIVER
ROSLYN RD
RIVER AVE
OSBORNE ST
STRADBROOK AVE
SCOTT ST
DONALD STREET
NASSAU ST N
WELLINGTON
CROCUS
CORYDON AVE
PEMBINA HIGHWAY
RED
RIVER


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
PUBLIC TRANSIT ROUTES & SOUTH WEST TRANSIT CORRIDOR
MAP 9.2
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
MAJOR TRANSIT ROUTE
MINOR TRANSIT ROUTE
PROPOSED SOUTH WEST TRANSIT CORRIDOR
PROPOSED OSBORNE STATION FOR CORRIDOR
EXISTING RAIL LINE
ASSINIBOINE RIVER
ROSLYN RD
ROUTE 68
SCOTT ST
RIVER AVE
OSBORNE ST
STRADBROOK AVE
ROUTES 62,65,66
DONALD STREET
NASSAU ST N
ROUTE 68
ROUTES 16, 18, 60, 61, 63, 64, 80, 81
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER

Issue Identification:

The following have been identified as issues in Osborne Village:

- Potential adverse impacts of current building set-back by-laws in effect on Osborne Street;
- Vehicle / pedestrian conflicts at intersections, particularly on Osborne Street;
- Lack of sufficient sidewalk widths and pedestrian areas on Osborne Street, which coupled with high traffic volumes, reduces the quality of the pedestrian realm, safety, and accessibility;
- Lack of designated bicycle routes and related infrastructure improvements;
- Limited multi-modal connections to Downtown Winnipeg and surrounding neighbourhoods;
- Limited numbers of parking spaces or poorly integrated on-street and off-street parking.

9.1 Transportation Policies:

In order to achieve the Transportation policies and address the issues, the following policies are implemented:

9.1.1 Common Transportation Policies:

9.1.1.A Sustain separation of regional and local traffic through a hierarchy of streets, as illustrated in *Map 9.1: Hierarchy of Streets*;

9.1.1.B Ensure the safety and privacy of residential areas by supporting initiatives that discourage through traffic short-cutting via local streets and lanes;

9.1.1.C Encourage initiatives to reduce heavy traffic volumes and truck traffic on Osborne Street, when exploring city-wide transportation initiatives;

9.1.1.D Ensure future right-of-way improvements encourage multi-modal forms of transportation through a balance between efficient vehicular movement and safe, comfortable, and convenient pedestrian and bicycle circulation;

9.1.1.E Streets and associated improvements should respect and reinforce the urban character of the area in terms of street widths, boulevard design, and other criteria, and should emphasize the comfort and convenience of pedestrians, bicyclists, and transit users;

9.1.1.F New development and capital works projects located on collector and local streets should give priority to pedestrians and cyclists rather than motor vehicles;

9.1.1.G Reduce potential vehicular conflicts by increasing pedestrian and cyclist safety through increased visibility and informal surveillance of pedestrian and bicycle routes;

9.1.1.H Improve multi-modal connections to the downtown when right-of-way improvements are implemented;

9.1.1.I Sustain vehicular access to private properties via public lanes, where available;

9.1.1.J Ensure maintenance and snow removal practices put the pedestrian first.

9.1.2 Arterial Streets Policies:

9.1.2.A Affirm the current property setback by-laws on Osborne Street as contained in By-Laws 14000, 14129, 14404, 16197, & 16215, with the following policies:

9.1.2.A.1 Additional setbacks will only be acquired as buildings naturally end their life-span, and these by-laws will not be utilized to actively promote acquisition and demolition of buildings to obtain additional right-of-way;

9.1.2.A.2 The setback will not be utilized to facilitate road widening, except as required for intersection improvements intended to enhance vehicular and pedestrian safety, and transit efficiency;

9.1.2.A.3 Other than the intersection improvements stated above, the setback will be utilized for the improvement and widening of streetscape and pedestrian areas, bicycle lanes, and transit stop improvements.

9.1.2.A.4 Any changes to this policy will require amendment to this Plan, with community input, and will:

9.1.2.A.4.1 Provide the rationale behind the proposed changes;

9.1.2.A.4.2 Evaluate the impact of the proposed changes to the urban form and character of Osborne Street, its retail-oriented mixed use function, and the surrounding residential community;

9.1.2.A.4.3 Evaluate alternatives and their potential impacts.

9.1.3 Collector Street Policies:

9.1.3.A Ensure safe and convenient pedestrian crossing opportunities on collector streets;

9.1.3.B Encourage the use of Wellington Crescent and River and Stradbrook avenues as part of the South Assiniboine Parkway.

9.1.4 Local Streets Policies:

9.1.4.A Discourage through traffic use of local streets by traffic calming measures;

9.1.4.B Encourage on-street parking as a traffic calming measure;

9.1.4.C Require sidewalks on both sides of the street to ensure a positive pedestrian environment.

9.1.5 Streetscape Policies:

9.1.5.A Encourage streetscape improvements that include a system of pedestrian wayfinding within Character Commercial & Mixed-Use Employment areas;

9.1.5.B Support and encourage pedestrian activity along arterial and collector streets by providing street furniture and associated amenities;

9.1.5.C Designed streets so pedestrians have convenient and safe means to cross streets. Allowable treatments may include but are not limited to raised pedestrian crosswalks, multi-way stops, bulb-outs, alternative pavement treatments, and signals at crosswalks where warranted;

9.1.5.D Provide pedestrian nodes at key intersections with any future development or street improvements (see *Map 9.3: Pedestrian Routes, Nodes, and Linkages*). Pedestrian nodes should help integrate urban form and the built environment, create a functional and attractive community core, and contribute to a safe and accessible pedestrian environment;

9.1.5.E New development and capital works projects will contribute to a safe evening environment with pedestrian-oriented lighting and other Crime Prevention Through Environmental Design measures.

9.1.6 Transit Policies:

9.1.6.A New development within Osborne Village will be at a scale that supports public transit. It is a priority of this plan to provide public transit in the planning area and pedestrian access to public transit by:

9.1.6.A.1 Provide transit routes to, from, and through Osborne Village;

9.1.6.A.2 Ensure transit accessibility is incorporated into street design and future right-of-way improvements;

9.1.6.A.3 Provide direct access between buildings and via public streets to transit stops;

9.1.6.A.4 Provide walkable spacing of transit stops;

9.1.6.B Encourage development of higher density residential, commercial, and employment uses in the southern portion of Osborne Village to maximize opportunities for, and provide support to, the proposed South West Transit Corridor and the associated Rapid Transit Station (see *Map 9.2: Public Transit and South West Transit Corridor*);

9.1.6.C Sustain and improve the Confusion Corner transit hub as a central transfer point between various bus routes and the proposed South West Transit Corridor;

9.1.6.D Encourage transit priority measures, such as 'transit priority' signals.

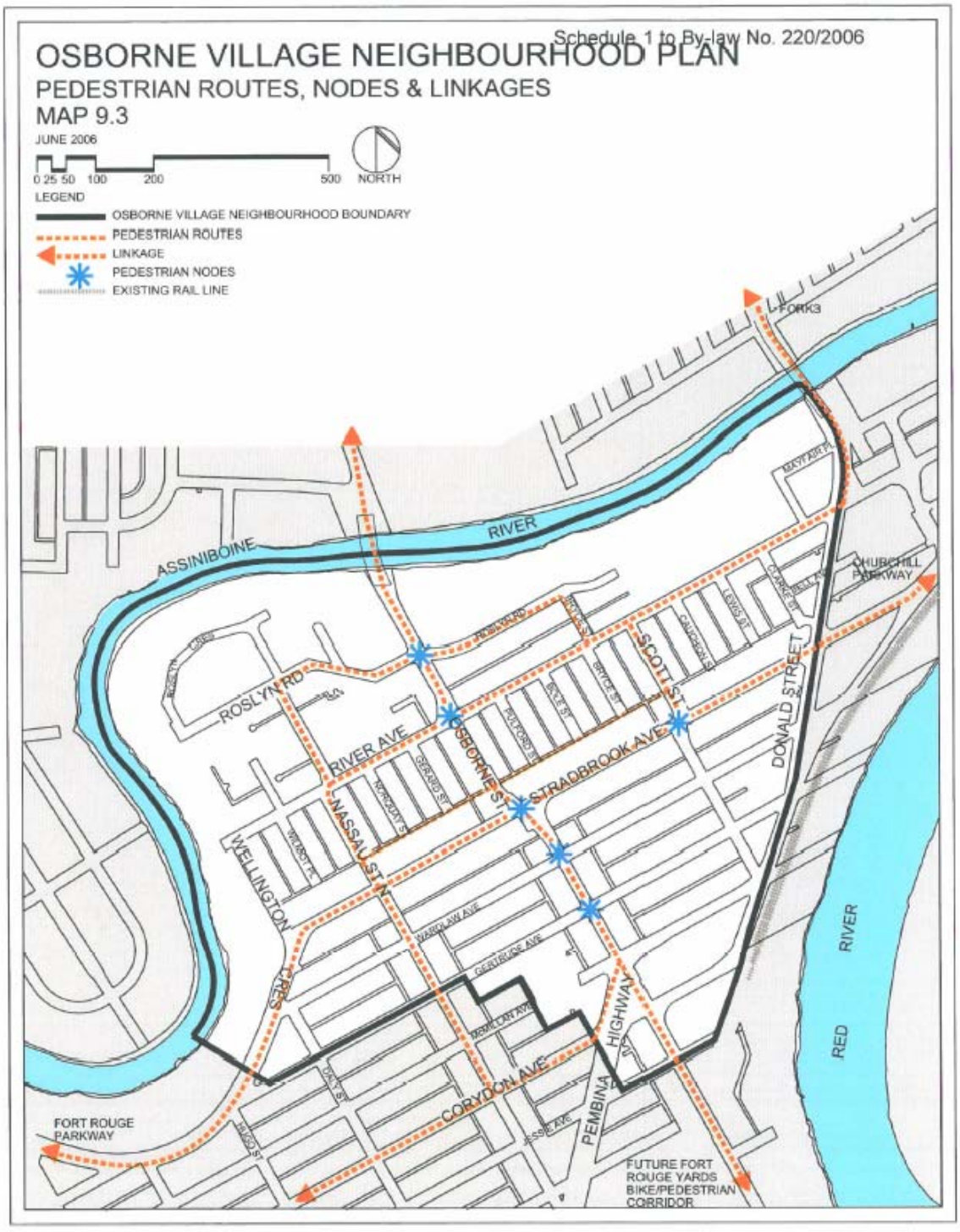
9.1.7 Bicycle Policies:

9.1.7.A Encourage well-marked and safe bicycle paths, including improvements to existing rights-of-way and establishment of alternative routes;

9.1.7.B Provide bicycle lanes or wider curb lanes as part of any arterial or collector street improvement;

9.1.7.C Encourage co-location of bicycle locker facilities with key transit and transportation nodes, such as the Confusion Corner transit hub and the proposed South West Transit Corridor station;

9.1.7.D Encourage innovative alternatives to vehicle parking and access, including the integration of cycling and active transportation


Schedule 1 to By-law No. 220/2006
OSBORNE VILLAGE NEIGHBOURHOOD PLAN
PEDESTRIAN ROUTES, NODES & LINKAGES
MAP 9.3
JUNE 2006
0 25 50 100 200 500
NORTH
LEGEND
OSBORNE VILLAGE NEIGHBOURHOOD BOUNDARY
PEDESTRIAN ROUTES
LINKAGE
PEDESTRIAN NODES
EXISTING RAIL LINE
FORKS
ASSINIBOINE
RIVER
MAYFAIR PL
CHURCHILL PARKWAY
ROSLYN RD
RIVER AVE
OSBORNE ST
SCOTT ST
DONALD STREET
STRADBROOK AVE
NASSAU ST N
WELLINGTON CRES
CORYDON AVE
PEMBINA HIGHWAY
RED RIVER
FORT ROUGE PARKWAY
FUTURE FORT ROUGE YARDS BIKE/PEDESTRIAN CORRIDOR

facilities such as bike racks, lockers, and shower facilities in employment areas.

9.1.8 River Transportation Policies:

9.1.8.A Encourage use of the Assiniboine and Red Rivers as active transportation corridors, including sustaining and enhancing the river taxi system;

9.1.8.B Provide safe, accessible, and convenient four-season access to the rivers at existing and future river taxi stops, dock areas, and access points.

9.1.9 Parking Management Policies:

9.1.9.A Implement more sophisticated planning and regulatory tools to better manage parking demands in this urban village, including:

9.1.9.A.1 Preparation of an Osborne Village parking study;

9.1.9.A.2 Establishment of a parking management district, including:

9.1.9.A.2.1 Encourage in-lieu parking agreements within the context of a parking management district, and where supported by the findings of a multi-modal demand study;

9.1.9.A.2.2 Promote the retention of all parking fares, fines, and other proceeds within the confines of the parking management program area, in order to improve and expand parking facilities.

9.1.9.A.2.3 Implement a residential parking permit program to meet the on-street parking demands of area residents on local streets outside of the Character Commercial and Mixed-Use Employment areas;

9.1.9.A.2.4 Implement a commercial on-street and off-street parking program on arterial, collector, and local streets within the Commercial and Mixed-Use Employment areas, to include such concepts as a parking strategy and communications plan;

9.1.9.A.3 Maximize utilization of existing off-street parking areas and structures by:

9.1.9.A.3.1 Encourage public use and access to existing private lots and parking structures on a fee per use system;

9.1.9.A.3.2 Facilitate shared parking agreements to accommodate joint use of parking areas.

9.1.9.B Encourage new developments to provide a multi-modal demand study to identify potential traffic and parking impacts of the project, including alternatives to off-street parking spaces to address staff and customer demands such as: secure and convenient bicycle parking and location in relation to public transit facilities;

9.1.10 Parking Design and Function Policies:

9.2.1.A Encourage above- and below-ground parking structures as alternatives to off-street surface parking areas;

9.1.10.A Require vehicular access to and egress from parking facilities via public lanes where they are available;

9.1.10.B Require parking structures and surface parking areas to be developed to a high standard of site design and enhancement.

9.1.11 Loading Area Policies:

9.2.1.B Loading and other building service areas are to be functional and complementary to the pedestrian-oriented urban form of the village, and will be effectively located or screened to eliminate or reduce their visibility from public rights-of-way.

9.1.12 Advance Plan Winnipeg Policies:

1A-06 Encourage Accessibility To and Within the Downtown

1B-03 Manage Neighbourhood Traffic

1B-04 Support Protection and Creation of Character Areas

2B-02 Commit to the Reduction of Greenhouse Gas Emissions

3A-02 Promote Compact Urban Form

3A-03 Integrate Land Use, Urban Design, and Transportation Planning

3C-01 Provide Integrated Transportation Network

3C-02 Commit to Transit Improvements

3C-03 Commit to Traffic Operations Improvements

3C-04 Promote Mobility Through Principles of Universal Access

3D-03 Direct Transit System Investment

4B-03 Promote Safety on Streets & Sidewalks

5E-01 Promote High-Quality Urban Design

5E-02 Designate and Enhance Image Routes and Scenic Drives

PART III: PLAN MANAGEMENT

10.0 COMMUNITY PARTICIPATION IN PLANNING ELEMENT

Overview:

Osborne Village possesses a high level of public involvement and community organization. The area is home to many active residents who are passionate about preserving and enhancing the unique characteristics of the village. Community leaders have spoken out against controversial development proposals and urban development trends that threaten the integrity of the village and have, in the process, enhanced developments.

In the past, controversial development projects have been impeded or even defeated when no legitimate or credible opportunities for community dialogue and input have been provided. Where developers have provided opportunities for upfront and inclusive dialogue inputs, even controversial projects have been approved with community support. These experiences demonstrate that community participation in planning and development benefits specific parties in particular and the village in general.

Intent:

The intent of the *Osborne Village Neighbourhood Plan* is to encourage development proponents to actively engage the community via credible and legitimate consultations processes, in order to ensure quality additions to Osborne Village are advanced in a timely manner.

Issue Identification:

The following have been identified as issues in Osborne Village:

- Insufficient opportunities for input in proposed developments;
- No agreed upon benchmarks to guide development proposals;
- Time and effort devoted to fighting proposed developments that would be better used improving them.

10.1 Community Participation in Planning Policies:

In order to achieve the Community Participation intent and address the issues, the following policies are implemented:

10.1.1 Participation in Planning:

10.1.1.A Identify development types, forms, or scales that require proponents to provide community input opportunities prior to advancing development applications, including:

- Open houses;
- Focus groups;
- Mailings or surveys;
- Informal or formal discussions;
- Design charrettes or design workshops.

10.1.1.B Provide opportunities for community input for significant civic projects or improvements, such as: street improvements or alterations, streetscaping initiatives, and park redevelopments;

10.1.2 Advance Plan Winnipeg Policies:

1B-01 Support Neighbourhood Revitalization

1B-04 support Protection and Creation of Character Areas

2A-01 Commit to Citizen Engagement

4A-01 Engage Communities in Building Safe Neighbourhoods

4B-01 Integrate Safety into Overall Planning & Urban Development

11.0 MONITORING & REVIEW

11.1 Plan Monitoring

Plans—like neighbourhoods—evolve, changing over time as they are influenced by a variety of factors such as development, land dynamics, and socio-economic change. It is important, then, that plans are monitored to ensure they remain effective in what they set out to accomplish and in-step with evolving community mores. The *Osborne Village Neighbourhood Plan* will be monitored as development applications, capital improvements, and other activities occur in the village. Informally, the plan will be evaluated on the basis of how effectively issues are addressed on a case-by-case basis and which policies demand fine-tuning to ensure plan intent, overall goal, and objectives continue to be met.

Formally, the *Osborne Village Neighbourhood Plan* will be monitored by the Standing Policy Committee on Property & Development via the Planning, Property, & Development Department's annual *Secondary Planning Work Program* report. The report will:

- Identify implementation activities that have been completed;
- Identify implementation activities in progress; and,
- Report on the overall progress of implementation.

When monitoring identifies that changes are required, the Department will provide recommendations to standing committee. Monitoring will also comment on emerging issues and related objectives and actions.

11.2 Plan Review

Beyond Plan Monitoring, the *Osborne Village Neighbourhood Plan* should undergo more substantive review to ensure the plan meets its intent and objectives over its 20-year horizon. Proposed amendments will be submitted to the Standing Policy Committee on Property & Development and follow the Secondary Plan amendment process required by *The City of Winnipeg Charter* and the *Development Procedures By-Law*. The formal Plan Review process will involve a public consultation component to ensure any substantive changes to the plan reflect community views. A Plan Review should occur every five years.

12.0 PLAN AMENDMENT

For development proposals that conflict with plan policies, building and development permits cannot be issued without plan amendment. Amendments to the *Osborne Village Neighbourhood Plan* desired in order to facilitate a development proposal will be considered in accordance with *The City of Winnipeg Charter* and the *Development Procedures By-Law*. Plan amendments—other than for errors and omissions—should not be perceived as there for the asking. These policies have been carefully crafted following extensive community input and, therefore, differ in magnitude from more familiar development applications (such as variances, subdivisions, and rezonings). In fact, secondary plans are development plans and amendments thereto are more comparable to *Plan Winnipeg* amendments, minus Government of Manitoba approval. As such, amendment applications will require a public consultation component to ensure substantive changes to the plan reflect the views of area residents, businesses, and property owners.

Amendments to the *Osborne Village Neighbourhood Plan* will be made, when necessary, to adapt to changing conditions. Consideration of an amendment to the plan will have regard for:

- The impact of the proposed change on the intent, objectives, and policies in the *Osborne Village Neighbourhood Plan*;
- The need for the proposed change; and,
- The benefit for the planning area and community as a whole, and not be solely based on the desires of an individual development proponent.

13.0 GLOSSARY

13.1 Purpose:

The purpose of this section is to provide clarification for certain terms that are used in the Osborne Village Neighbourhood Plan that may not be defined in the City of Winnipeg's Plan Winnipeg, Zoning By-Laws, or other legislation or by-laws.

Where the definitions contained in this Plan are in conflict with definitions within Plan Winnipeg or the City of Winnipeg Charter, the definitions within Plan Winnipeg and the Charter shall prevail. Where definitions contained in this Plan are in conflict with definitions within any other legislation or by-law, the definitions within the Plan shall prevail.

13.2 Definitions:

Arborist - An individual trained in arboriculture, forestry, landscape architecture, horticulture, or related fields and experienced in the conservation and preservation of native and ornamental trees. This definition shall also incorporate the term urban forester.

Bicycle Commuter Route - These include roadways that are major arterial thoroughfares, have high traffic volumes, high speeds or higher truck traffic. They generally represent streets that provide the most direct connections across the city.

Bicycle Facilities - Any facility designed to assist cyclists. It includes any physical construction – such as parking racks, bikeways, road construction with bike lanes and signage.

Bicycle Lane - Bike lanes are lanes intended for the exclusive use of bicycles within a roadway also serving other vehicular traffic. They are separated from adjacent travel lanes for motor vehicles by either a painted line or by some more positive delineators such as buttons, tubular posts or bollards. Bike lanes are usually limited to one-way travel, in the same direction as the adjacent traffic flow. Where parking is permitted, the bike lane is usually between the parking lane and the through traffic lane.

Bicycle Parking - Facilities to aid the safe and secure parking of bicycles. Bicycle parking can be provided utilizing one or more of three types:

a) Bicycle racks – Open-air devices to which a bicycle is locked, generally with the bicycle owner's own locking device;
b) Bicycle lockers – Stand alone enclosures designed to hold one bicycle per side per unit. Lockers may be rented or leased on a short term or long term basis;
c) Bicycle lock-ups or enclosures – Site-built secure enclosures that hold larger numbers of bicycles. Typically, users may have keys to the enclosure, and they also may lock their bicycles to individual lock points or racks within the enclosure.

Bicycle Route - Are those shared roadways that have been designated as such by signage. Designated Bicycle Routes are primarily for recreational purposes but can also be used to provide an alternative route to streets with heavier traffic.

Bulb-Outs - The narrowing of the street at an intersection or mid block through the use of curb extensions and landscaping as a traffic calming measure. In addition, bulb outs may be used to define the on-street parking area, shield the ends of the parking zone from moving traffic, and discourage drivers from utilizing the parking lane to overtake other vehicles.

Character-defining elements – Within a historic or contributing property context, the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to a heritage value of a place, and which must be retained in order to preserve its heritage value.

Conservation - All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these actions or processes.

Contributing Property – A building or landscape that is part of a larger historic place (such as a district) and that contributes to the heritage value of the larger historic place. These are in some instances not listed on the City of Winnipeg Buildings Conservation List, or Historic Buildings Inventory.

Crime Prevention Through Environmental Design (CPTED) – A planning approach that recognizes that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in quality of life.

Ecologically significant natural lands - Defined as: (1) land that is susceptible to flooding or erosion or that has unstable slopes or poor drainage; (2) areas of special significance for animal, bird, or plant life, including wetlands, forests and nesting areas; (3) land on which any development is likely to harm ecological diversity.

Employment use(s) - Uses which involve on-site employment of a nature typically not encompassed by commercial or office uses, that occur completely within a building, and do not emit any noise, odour, dust, smoke, or similarly objectionable operational characteristics detectable outside the building. These may include call centres or similar 'back office' functions, business support services, business incubators, or similar uses.

Green Design Principles - Design in which the impact of a building on the environment will be minimal over the lifetime of that building. Green buildings incorporate principles of energy and resource efficiency, practical applications of waste reduction and pollution prevention, good in-door air quality and natural light to promote occupant health and productivity, and transportation efficiency in design and construction, during use and reuse.

Heritage value - The aesthetic, historic, scientific, cultural, social, or spiritual importance or significance for past, present, and future generations. The heritage value of a historic or architectural significant building or place is

embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Historic building or place - A structure, building, group of buildings, district, landscape, archaeological site, or other place that has been formally recognized for its heritage value. These include, but are not exclusive to, buildings or structures designated on the City of Winnipeg Buildings Conservation List.

Live / Work Units - A residential occupancy, by a single housekeeping unit, of one or more rooms or floors in a building which includes: (1) cooking space and sanitary facilities in conformance with city building standards; and (2) adequate working space accessible from the living area, reserved for, and regularly used by, one or more persons residing therein.

Low Intensity Office / Commercial – Small scale commercial floor space providing limited retail goods and services, such as groceries, dry cleaning, or professional offices, which have minimal impact on surrounding residential uses. Low intensity office / commercial does not include those more active commercial uses which may have an adverse impact on surrounding residential areas, such as restaurants and bars.

Maintenance - Within a historic or architectural significance context, the routine, cyclical, non-destructive actions necessary to slow the deterioration of a historic building or place. It normally entails routine, periodic inspection; routine, cyclical, non-destructive cleaning associated with housekeeping; minor repair and refinishing operations; replacement of damaged, broken or deteriorated materials that are impractical to save (e.g., broken window); rust removal; cyclical pruning; top-dressing; and cleaning of drainage inlets or outlets.

Mixed Use - A tract of land or building or structure with two or more different uses such as but not limited to residential, office, retail, public, or entertainment, in a compact urban form. Mixed use may occur in two forms. 'Vertical' mixed use involves more than one use within the same building or structure on different floors or storeys, i.e. ground floor commercial with residential uses above. 'Horizontal' mixed use involves more than one use on the same site, building, or structure.

Pedestrian Oriented Development - Development designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk. There are generally windows or display cases along building facades which face the street. Typically, buildings cover a large portion of the site. Although parking areas may be provided, they are generally limited in size, separated from the street by buildings, and are not emphasized by the design of the site.

Plaza - An area generally open to the public on a controlled basis and used for passive recreational activities and relaxation. Plazas are paved areas

typically provided with amenities, such as eating and drinking areas, seating areas, art, trees, and landscaping, for use by pedestrians.

Positive Public Space - An area located outside of the right-of-way, between a building and a street, or along a pedestrian path which promotes visual and pedestrian access onto the site and provides pedestrian-oriented amenities and landscaping to enhance the public's use of the space for passive activities such as resting, reading, picnicking, etc. To qualify as a pedestrian-oriented space, an area must have: (A) visual and pedestrian access (including universal access) into the site from the street; (B) paved walking surfaces of either concrete or approved unit paving; (C) on-site or building-mounted lighting; (D) at least two square feet of seating area (bench, ledge, etc.) or one individual seat per 60 square feet of plaza area or open space.

Preservation - The action or process of protecting, maintaining and / or stabilizing the existing materials, form, and integrity of a historic place or building, or of an individual component, which protects its heritage value.

Rehabilitation - The action or process of making possible a continuing or compatible contemporary use for a historic building or place, or of an individual component, through repair, alterations and / or additions, white protecting its heritage value.

Restoration - The action or process of accurately revealing, recovering or representing the state of a historic building or place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

Secondary Suites / Granny Flats – A secondary dwelling unit established in conjunction with and clearly subordinate to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit on the same lot.

Shared Parking - A public or private parking area used jointly by two or more uses. Shared parking may be governed by a shared parking agreement, or other similar legal agreement.

Streetscape - The space between the buildings on either side of a street that defines its character. The elements of a streetscape include building frontage/façade, landscaping (trees, yards, bushes, plantings, etc.), sidewalks, street paving, street furniture (benches, kiosks, trash receptacles, etc), signs, awnings, and street lighting.

Sustainable Building Design – Building design and construction practices that significantly reduce or eliminate the impact of buildings on the environment and occupants in five broad areas: 1) sustainable site planning; 2) safeguarding water and water efficiency; 3) energy efficiency and renewable energy; 4) conservation of materials and resources; and 5) indoor environmental quality.

Universal Accessibility - An approach to designing built environments that seeks to create and promote comfortable and safe physical mobility and sensory navigation for the widest range of pedestrians to the greatest extent possible.

Urban Forest - The sum total of all trees growing in an urban area, and is considered part of the city's green infrastructure.

Widened Curb Lane - Widened Curb lanes allow motor vehicles and cyclists to share a lane, ideally providing motorists and cyclists with enough room to pass each other without having to change lanes. The proposed design criteria for a widened curb lane is fourteen (14) feet (4.3 metres). Curb lanes can be widened by:

a) Re-striping the road surface and narrowing the inside travel lanes and widening the curb lane, which is a relatively inexpensive way to create cycling friendly streets. A difficulty with repainting lane widths occurs when the painted lines do not coincide with the lines in the physical road structure, which sometimes makes it confusing for motorists.

b) Physical road construction by narrowing the median, boulevard or sidewalk area. This is a more costly undertaking and is typically linked with capital works projects.

ANNEX A: OSBORNE VILLAGE HERITAGE PROPERTIES

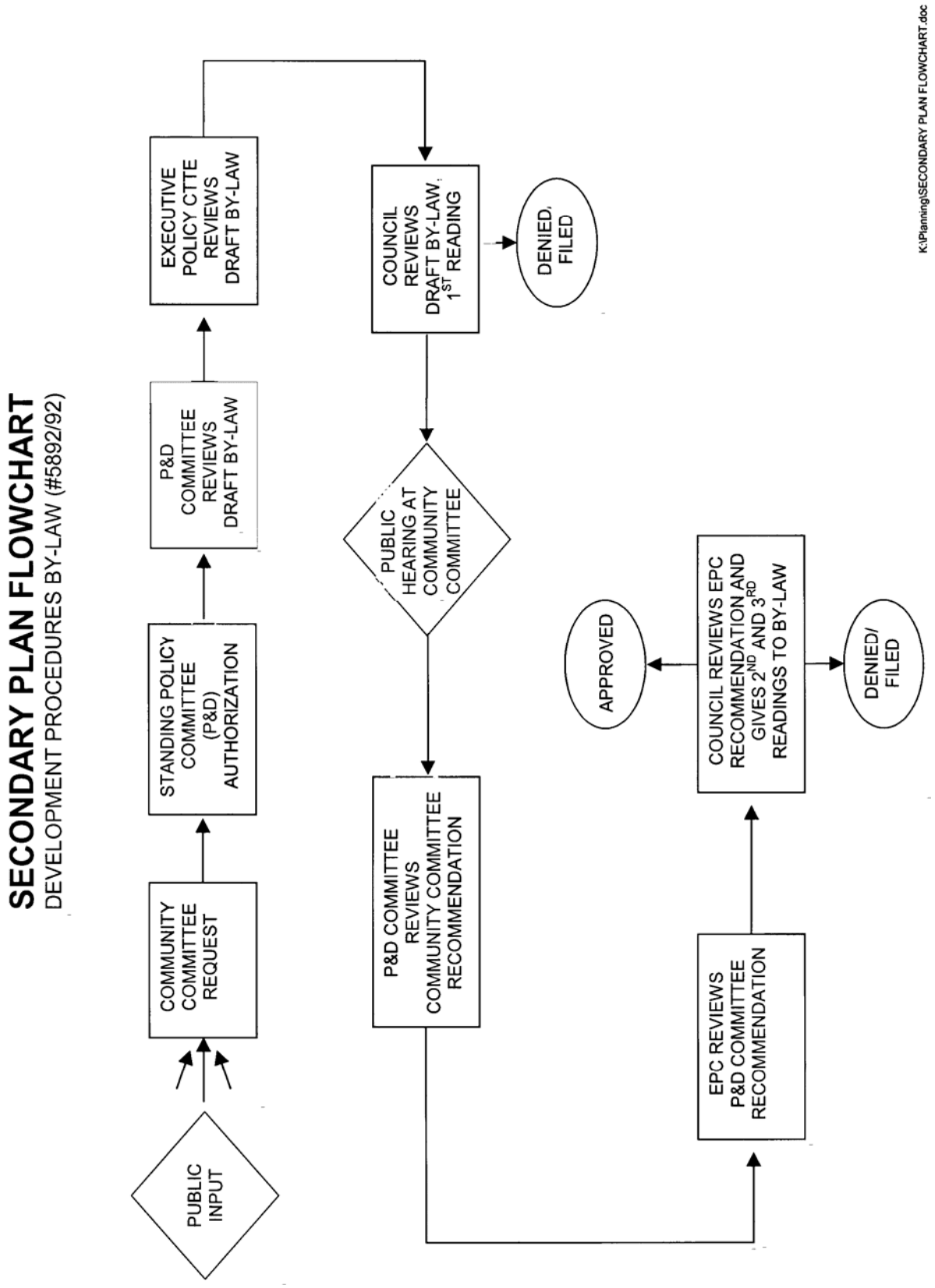
City of Winnipeg Buildings Conservation List:

- 40 Osborne
- 6 Roslyn Road
- 36 Roslyn Road
- 166 Roslyn Road
- 229 Roslyn Road
- 137 Scott St.
- 544 Wardlaw Ave

City of Winnipeg Historical Buildings Inventory:

- 549 Gertrude
- 97 Nassau Ave
- 124 Nassau Ave
- 130 Nassau Ave
- 100 Osborne
- 277 River Ave
- 290 River Ave
- 351 River Ave
- 357 River Ave
- 424 River Ave
- 444 River Ave
- 511 River Ave
- 1 Roslyn Road
- 80 Roslyn Road
- 94 Roslyn Road
- 100 Roslyn Road
- 218 Roslyn Road
- 120 Scott St
- 464 Stradbrook
- 511 Stradbrook
- 313 Wardlaw Ave
- 339 Wardlaw Ave
- 363 Wardlaw Ave
- 484 Wardlaw Ave
- 494 Wardlaw Ave
- 525 Wardlaw Ave

Note: Historical Buildings Inventory and Building Conservation List as of March 31st, 2006.


SECONDARY PLAN FLOWCHART
DEVELOPMENT PROCEDURES BY-LAW (#5892/92)
PUBLIC INPUT
COMMUNITY COMMITTEE REQUEST
STANDING POLICY COMMITTEE (P&D) AUTHORIZATION
P&D COMMITTEE REVIEWS DRAFT BY-LAW
EXECUTIVE POLICY CTTE REVIEWS DRAFT BY-LAW
COUNCIL REVIEWS DRAFT BY-LAW, 1ST READING
DENIED, FILED
PUBLIC HEARING AT COMMUNITY COMMITTEE
P&D COMMITTEE REVIEWS COMMUNITY COMMITTEE RECOMMENDATION
EPC REVIEWS P&D COMMITTEE RECOMMENDATION
COUNCIL REVIEWS EPC RECOMMENDATION AND GIVES 2ND AND 3RD READINGS TO BY-LAW
APPROVED
DENIED/ FILED
K:\Planning\SECONDARY PLAN FLOWCHART.doc