Agenda – Council – September 24, 2014

Report – Standing Policy Committee on Property and Development – September 16, 2014

Item No. 17 Corydon-Osborne Area Plan – First Reading
(Fort Rouge-East Fort Garry Ward)
File SP 02/14

STANDING COMMITTEE RECOMMENDATION:

On September 17, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That Council give first reading to By-law No. 99/2014, a proposed secondary plan by-law the Corydon-Osborne area.

2. That the City Centre Community Committee conduct a public hearing respecting the proposed by-law and submit its report respecting the proposed by-law to Council.

3. 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 – September 16, 2014

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 17, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 16, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: SP 02/14 – Corydon-Osborne Area Plan – First Reading

Critical Path: Standing Policy Committee on Property & Development → Executive Policy Committee→ Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	B. Thorgrimson	N/A	M. Jack A/CAO

RECOMMENDATIONS

1. That Council give first reading to By-law No. 99/2014, a proposed secondary plan by-law the Corydon-Osborne area.

2. That the City Centre Community Committee conduct a public hearing respecting the proposed by-law and submit its report respecting the proposed by-law to Council.

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

REASON FOR THE REPORT

The consultants have submitted a draft Plan (secondary plan) for the Corydon-Osborne area. A new secondary plan requires first reading of the by-law at Council prior to scheduling a public hearing.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendation is concurred in, the City Centre Community Committee will conduct a public hearing on the proposed secondary plan.

HISTORY

- **December 6, 2005**, the City Centre Community Committee recommended that the Standing Policy Committee on Property and Development request the Administration to initiate a preliminary review, analysis, and recommendations regarding a secondary plan for the Corydon Village area, including consideration under the annual 'Secondary Plan Work Program' for 2006.

- **November 14, 2006**, Standing Policy Committee on Property and Development endorsed the administrative recommendation that the Department first lead an analysis of development trends and conflicts along Corydon Avenue and make recommendations. That the Department then work with the community to define a possible secondary plan program and determine the resources and priority for this program the Corydon Village area.

- In **2008**, the Corydon Avenue Drinking Establishments Study was completed and submitted to Community Committee.

- In **2009**, Corydon Village Pre-Plan Assessment was completed and submitted to Community Committee.

- **2009-2011**, further planning work for Corydon Village was put on hold to allow the completion of OurWinnipeg and the Complete Communities Direction Strategy.

- **March 2011**, the Planning, Property and Development Department engaged a consultant to design and lead the public consultation for the development of a Corydon-Osborne Plan based on the policies of OurWinnipeg and the Complete Communities Direction Strategy.

- Five public consultation sessions were held between **May 2011** and **February 2012**.

- **July 3, 2012**, Standing Policy Committee on Property and Development directed the Public Service to terminate its work on the Corydon-Osborne Neighbourhood Plan.

- **October 9, 2012**, Standing Policy Committee on Property and Development endorsed an updated strategy with regard to Corydon-Osborne and directed that up to $100,000 be dedicated to support the engagement of a consultant to implement the strategy.

- **August 23, 2013**, the Public Service engaged the services of Peter J. Smith & Company, Inc.

- Stakeholder engagement and public meetings were held starting **November 2013** through to **May 2014**.

- Final draft of the Corydon-Osborne Area Plan was received from the consultant on **August 8, 2014**.

DISCUSSION

OurWinnipeg and Complete Communities

The Plan Area includes both Transformative Areas and Areas of Stability. Transformative Areas include:

1. Rapid Transit Corridors
    - *Nodal rather than linear development.*
    - *Medium to high density development that is greater than the community average.*
    - *A mix of uses.*
    - *Compact, high quality pedestrian-oriented environment.*
    - *An active, defined centre.*
    - *Innovative parking strategies*

2. Community Mixed Use Corridors
    - *Promote the enhancement of existing and the establishment of new community mixed use corridors.*
    - *Promote small-scale, fine-grained development that is responsive to the surrounding community context.*

3. Neighbourhood Mixed Use Corridors
    - *Promote orderly, minor intensification of neighbourhood mixed use corridors that is in character with the surrounding neighbourhood.*

4. Neighbourhood Mixed Use Centre
    - *Recognize and establish neighbourhood centres in areas that are well connected by corridors, and present the best opportunities for mid to high frequency transit.*

Areas of Stability include Mature Communities.

- *Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population.*
- *Encourage the conservation and upgrading of existing housing in mature areas and expand housing opportunities through infill development.*

Plan Purpose

The Area Plan outlines a strategy to advance the Complete Communities Direction Strategy to accomplish the following key outcomes:

- Transit-Oriented Development (TOD) around Osborne Station;
- Improvement of the streetscapes and connections for an enhanced commercial area and circulation;
- Preservation of the character of the community.

Public Realm

The Plan capitalizes on the proximity to downtown and the Red and Assiniboine Rivers, highlighting pedestrian access and the potential for additional trailways as identified in the *Go to the Waterfront* strategy, which was recently endorsed by Council.

The urban design strategy is anchored around two public open spaces – the Hugo Piazza, with consideration for its future expansion, and "Confusion Corner", a proposed public space spanning between Osborne Station plaza and the River Osborne Community Centre site. These public spaces would be connected with enhanced streetscapes. The plan expresses a desire to achieve wider sidewalks on many of the commercial streets. Pembina Highway, for instance, is envisioned as a gateway into the Corydon-Osborne area. Transformation of this section of Pembina Highway into a green, attractive, pedestrian-friendly destination would better link residents to the transit station, and create an environment that supports and attracts high-density mixed use development. Ideas and images for further exploration can be found in the Plan Appendix.

Parking is discussed both in terms of long term strategies (public parking integrated with development near within the High Rise Mixed Use area) and short term strategies (inclusion of accessory parking in new development and a shared parking model for existing parking lots).

It should be noted that there could be long term financial implications in proceeding with this vision – public parking, new park space, fountains, art, etc. There are also engineering challenges. The Public Service has some apprehension with the phrase "reconfiguration of Confusion Corner". Similarly, the goal of wider sidewalks should include an understanding that sidewalk space cannot be added without taking space away for another use or acquiring more space.

The Winnipeg Charter indicates, "The passing of a Plan Winnipeg by-law or a secondary plan by-law does not require council, any person, or any department or agency of the government, to undertake a proposal contained in the by-law, but public works, undertakings and development in the city must be consistent with Plan Winnipeg or any secondary plan." No specific timeline has been laid out for achieving the various components of the public realm vision. Items contained in the Implementation section would be pursued as resources allow, in accordance with the annual Local Area Planning Initiatives report.

Mixed-Use Areas

The Transformative Areas of the Plan fall into one of three mixed use policy areas:

1. High Rise Mixed Use
    - Areas on the east side of Pembina and between Osborne and Donald Street are designated for High Rise Mixed Use due to their proximity to the Osborne Transit Station. These areas are also separated from the single family homes and therefore will not have a direct impact on the character of those streets.
2. Mid Rise Mixed Use
    - The Mid Rise policy area provides a transition between the Transit Oriented Development areas and the traditional commercial and residential scale of Osborne Village, Corydon Avenue and the residential areas within Mature Communities. The Mid Rise Mixed Use Policy Area includes the easternmost two blocks of Corydon, closest to the transit station, as well as the area around Corydon and Stafford, which is seen as a gateway intersection.
3. Low Rise Mixed Use

- In order to maintain a traditional urban village look and feel in the central part of Corydon Avenue, building heights are limited to four storeys (consistent with the existing zoning). This policy area also applies to portions of Stafford Street, Lilac Street and Grosvenor Avenue, however these three streets have additional design expectations to ensure compatibility with their lower density context.

Residential Areas

The Areas of Stability fall into four residential policy areas:

1. Lower Density - Areas south of Corydon are limited to single and two-family development with potential for with small-scale multi-family (threeplex, fourplex, etc.) on larger corner lots.
2. Medium Density - Small-scale multi-family (threeplex, fourplex, etc.) would be supported on larger lots, with greater density and height on corner sites.
3. Higher Density – Areas adjacent to Osborne Village, near Wellington Crescent and near Grosvenor and Stafford would support three storey multi-family with greater density and height on corner sites.
4. Residential Towers – Riverbanks lands on the north side of Wellington Crescent will support high rise, high density infill similar to existing towers in this area.

Design Standards

One of the key objectives of this plan is to accommodate growth and infill appropriate to a transit-oriented neighbourhood, while preserving and enhancing the traditional character of the area. The consultant has proposed a rigorous set of design standards for each of the above-noted policy areas. The philosophy behind this approach is that a neighbourhood can accept a greater degree of intensification if it is done in a sensitive manner, reinforcing the valued character elements of the area.

Implementation Tools

The Implementation section of the plan includes action items that the Public Service (with allied stakeholders, in some cases) would bring forward following adoption of the Plan. The majority of these actions would involve a subsequent report back to the appropriate committee of Council. Some of the short term actions include:

- Amending the Osborne Village Neighbourhood Plan to remove areas that overlap with the Corydon-Osborne Area ;Plan
- Upzoning “R1” single-family residential zoning districts to “R2” two-family zoning. Since two-family development has always been supported in the plan area, this change will reduce approval times and administrative work. However, since all two-family development would be subject to the new design standards, the neighbourhood can expect a more consistent and predictable quality of infill development. (Development requiring variances would still be subject to a public hearing process. Similarly, multi-family development would require a public hearing process and compliance with the design standards.)
- Replace the Neighbourhood Main Streets Planned Development Overlay (PDO) for this area with a new PDO that includes mandatory design review to ensure compliance with design standards. (Would not apply to single-family homes.)

- Further refine the design recommendations in the plan with area stakeholders. Detailed design guidelines could include a scoring system or checklist that would help builders better predict what is expected of them. Detailed design guidelines would come before decision-makers for endorsement.

Some examples of mid to long term actions include:

- Secure public access to the Red River from the Osborne Transit Station area with any redevelopment to the east.
- Undertake a design study for the development of a separated bikeway and enhanced pedestrian facilities on Pembina Highway.
- Develop a public open space acquisition strategy for the areas adjacent to the Osborne Station and Hugo Piazza to achieve the objectives of the master plan.
- Seek a public-private partnership for the development of a structure that includes casual public parking, to be located generally as illustrated in the master plan.

Summary

The consultant has calculated the total amount of infill that could be accommodated under the policies of this plan as follows:

	New Commercial Space (sq. ft.)	New residential Units
High-Rise Buildings	1,088,000	4,100 - 7,600
Mid-Rise Buildings (Pembina Hwy)	94,000	100 - 250
Mid-Rise Buildings	395,000	250 - 600
Corydon Village Low-Rise Buildings	180,000	50 - 200
Low Density Residential	N/A	40 - 80
Totals	1,757,000	4,540 - 8,730

Based on Conference Board of Canada projections, at an annual 1.2% growth rate, the Plan Area would actually expect fewer than 2000 new residents by 2045. In other words, the plan can accommodate up to four times as much growth as would be expected in the next 30 years. An independent analysis by Stevenson Advisors suggests an even more conservative rate of infill development with the Plan Area.

The final public open house for the Corydon-Osborne Area Plan was held in May and was attended by over 90 people, with additional input provided through an email poll in the weeks that followed. One of the themes that emerged from the feedback was a fear that the draft plan supports too much development and was too developer-friendly with a lack of guidance on preserving and reinvesting in existing housing stock.

Conversely, many of the comments suggested that the draft plan is too rigid and restrictive, impeding future development. Other concerns include the potential of reduced traffic lanes (an idea that is illustrated in the appendix, but is not part of the statutory plan.)

The elements of the plan that received the most positive comments were:

1. Design guidelines and standards reflecting the existing neighbourhood ;
2. Preserving the residential character
3. Ensuring the same look, similar construction as neighbouring homes;
4. Improving cycling facilities;
5. Landscaping requirements;
6. Preservation of mature trees.

A detailed overview of the public consultation program can be found in the Appendix.

FINANCIAL IMPACT

Financial Impact Statement Date: August 19, 2014

Project Name:

SP 02/14 – Corydon-Osborne Area Plan – First Reading

COMMENTS:

There are no financial implications associated with this report.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:

Public Works Department
Water & Waste Department
Winnipeg Transit
Community Services
Corporate Finance

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: Kurtis Kowalke
Date: *August 15, 2014*
File No. SP 02/2014

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List of Schedules and Attachments

- **By-Law 99/2014**
- **Schedule 1 – Corydon-Osborne Area Plan**
- **Appendix 1 – Corydon-Osborne Area Plan Appendix**

THE CITY OF WINNIPEG

BY-LAW NO. 99/2014

A By-law of THE CITY OF WINNIPEG to adopt a secondary plan for the Corydon-Osborne area.

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1 This By-Law may be referred to as the **"Corydon-Osborne Area Plan By-law"**.

2 The document entitled "Corydon-Osborne Area Plan", attached hereto and marked as Schedule 1 to this By-law, is hereby adopted as a secondary plan for the Corydon-Osborne area.

3 *Winnipeg Zoning By-law No. 200/2006 is amended by adding the following to the list of adopted secondary plans in Schedule "A", section 1, as the next unused subsection:*

Corydon-Osborne Area Plan

RECEIVED FIRST READING on this day of , 2014.

RECEIVED SECOND READING on this day of , 2014.

RECEIVED THIRD READING on this day of , 2014.

DONE AND PASSED this day of , 2014.

_____
Mayor

_____
City Clerk

Approved as to planning details:

_____
for Director of Planning, Property and Development

Approved as to form:

_____
Acting Director of Legal Services and City Solicitor

- **Schedule 1 – Corydon-Osborne Area Plan**



Corydon-Osborne
Area Plan 8-19-14 - r

Appendix 1 – Corydon-Osborne Area Plan Appendix



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