


Winnipeg

July 2014

# Corydon-Osborne Area Plan

Schedule 1 to By-law No. 99/2014

*prepared by: peter j. smith & company, inc.*

## CITY OF WINNIPEG

# Corydon-Osborne Area Plan

## For the City of Winnipeg

prepared by: peter j. smith & company, inc.

July 2014

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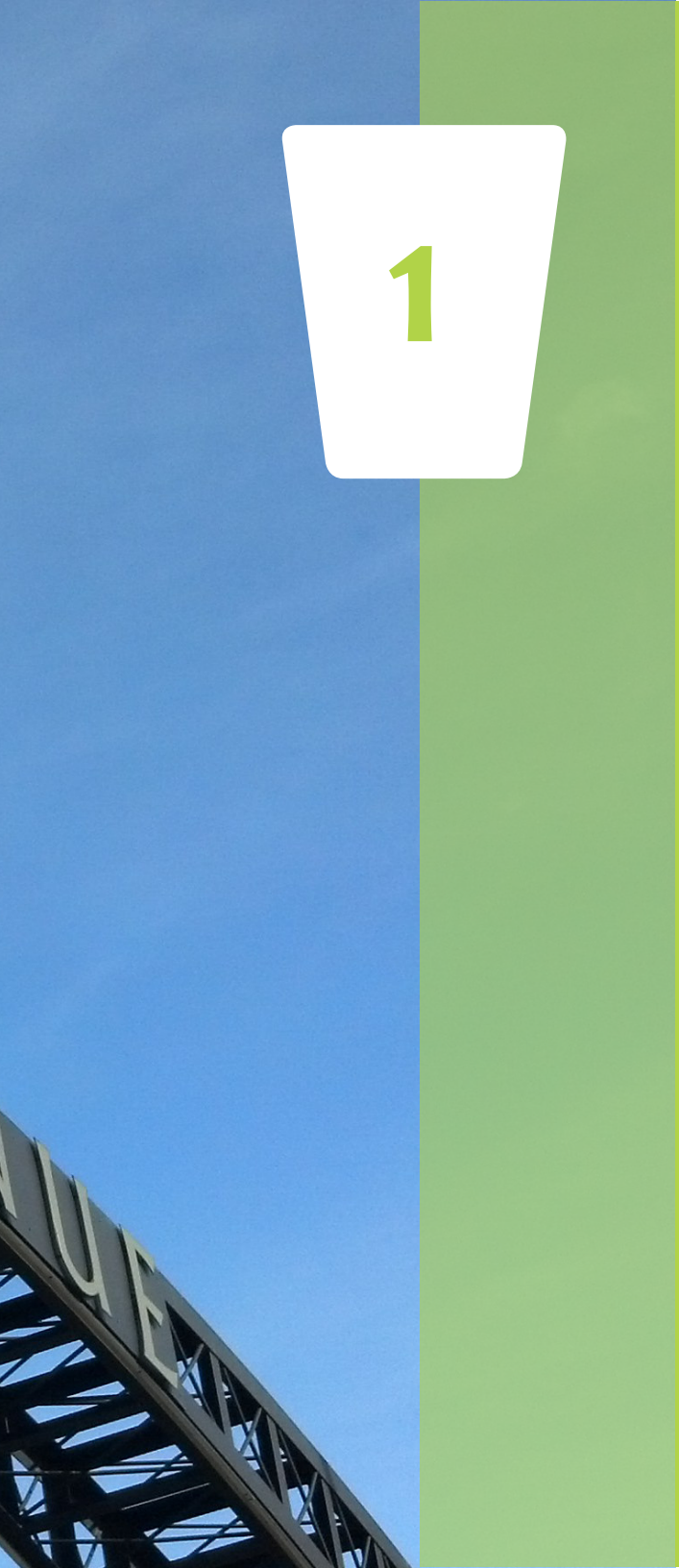
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***Note:*** *Under separate cover, the Area Plan Appendix provides the non-statutory concepts and background planning information for Corydon-Osborne.*


CORYDON AVE



# 1 Area Planning

The Area Plan is an important tool for Corydon-Osborne and for the City of Winnipeg. It identifies how the community can develop based on a shared vision for the future. Presented in the plan are a range of techniques for the long-term enhancement of the area. The following sections further describe the Area Plan:


1.1 A Model for Area Plan Development

1.2 About the Corydon-Osborne Area Plan

# 1.1 A Model for Area Plan Development

*Area planning is a key element in the development of a citywide planning structure.*

Area plan development is part of the overall planning strategy for the City of Winnipeg. As the process for planning has been redeveloped in Winnipeg to address the new citywide plans including OurWinnipeg and the Complete Communities Direction Strategy, the City is moving forward to identify how these directions and strategies are applied to the many communities within Winnipeg. As the first Area Plan to be completed in a mature community since the development of OurWinnipeg and Complete Communities, the Corydon-Osborne Area Plan intends to serve as a model for how all area plans are prepared. This section describes how to apply the model to other areas.

## What is an Area Plan?

An area plan is an implementation tool applied under the direction of OurWinnipeg and Complete Communities. It is used to as a way to apply the citywide directions to localized concepts and policies that guide growth within a specific area. Area plans are one of the variety of planning tools that are key to implementing the Complete Communities Direction Strategy and balancing the citywide objectives of the Direction Strategy with local interests.

## How is an Area Plan Developed?

All area plans are based on the directions of citywide planning. With a thorough understanding of how the citywide context applies to the specific area, the plan looks at the urban design, land use and economy of the study area. Planning for these three elements, the Area Plan develops design guidelines and policy to guide the future of the study area. Based on this plan, specific design controls and approvals as well as a Planned Development Overlay (PDO) for the study area are developed to implement the future vision.

## What is the Citywide Impact?

As each Area Plan is developed, a PDO and design controls/approvals are created for an individual area of the City. As more of these plans are developed, the City will start to formulate zoning that applies not only citywide planning directions but also the specific controls needed to address area-based issues. The result is citywide zoning that implements the city and area vision for the future; it is zoning built from the ground up.

# Area Plan Development Model




Citywide umbrella planning, policy and direction strategies direct the development of the City's Area Plans.

Area Plans are completed for each of the many communities that comprise the City of Winnipeg.

Policy from the Area Plan feeds back into the Complete Communities Direction Strategy.

The process of developing Area Plans works to comprehensively zone the City considering specific area-based issues.

# 1.2 About the Corydon-Osborne Area Plan

*The Corydon-Osborne plan provides guidance for a specific area in the City of Winnipeg, advancing the planning directions outlined in OurWinnipeg and Complete Communities.*

## Why Corydon-Osborne?

The study area designated as Corydon-Osborne is a key destination within the City of Winnipeg that has a unique character and is known as a place to see and be seen. Still, several sections of the study area are designated as providing the best opportunity to accommodate significant growth and change within the City. Furthermore, these areas of potential growth are surrounded by mature communities that reflect the area's much loved character. These pressures of change within this significant urban community demonstrate a critical need to identify **how** the area should develop in the future.

***As was stated during the local resident focus group, the plan provides an opportunity for Corydon-Osborne.***

## About the Corydon-Osborne Plan

The plan for Corydon-Osborne takes a critical look at the area, identifies the existing conditions and potentials as well as articulates a community voice and vision based on extensive community involvement. The central purpose is to establish a plan that illustrates how Corydon-Osborne should develop in the future.

Using an urban design plan that articulates the community vision, the Area Plan outlines a strategy to accomplish the following key outcomes:

- Development of 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

The diagram of the document structure details how the Area Plan works towards these key outcomes.

# Structure of the Document

The plan tells the story of Corydon-Osborne, what the area is now and what it could be in the future.

## 1 How to Use the Plan

Chapter 1 provides a model for how to develop an Area Plan and introduces the Corydon-Osborne Area Plan, identifying the structure of the document and key elements of the plan.

## 2 About the Study Area

Chapter 2 provides an introduction to the Corydon-Osborne study area and details the context for plan development.

## 3 Vision

Chapter 3 illustrates the vision, goals, policies and design guidelines for the future of the study area as well as illustrates the design concept for Corydon-Osborne. The Vision chapter transforms the wants and needs of the community into an achievable plan.

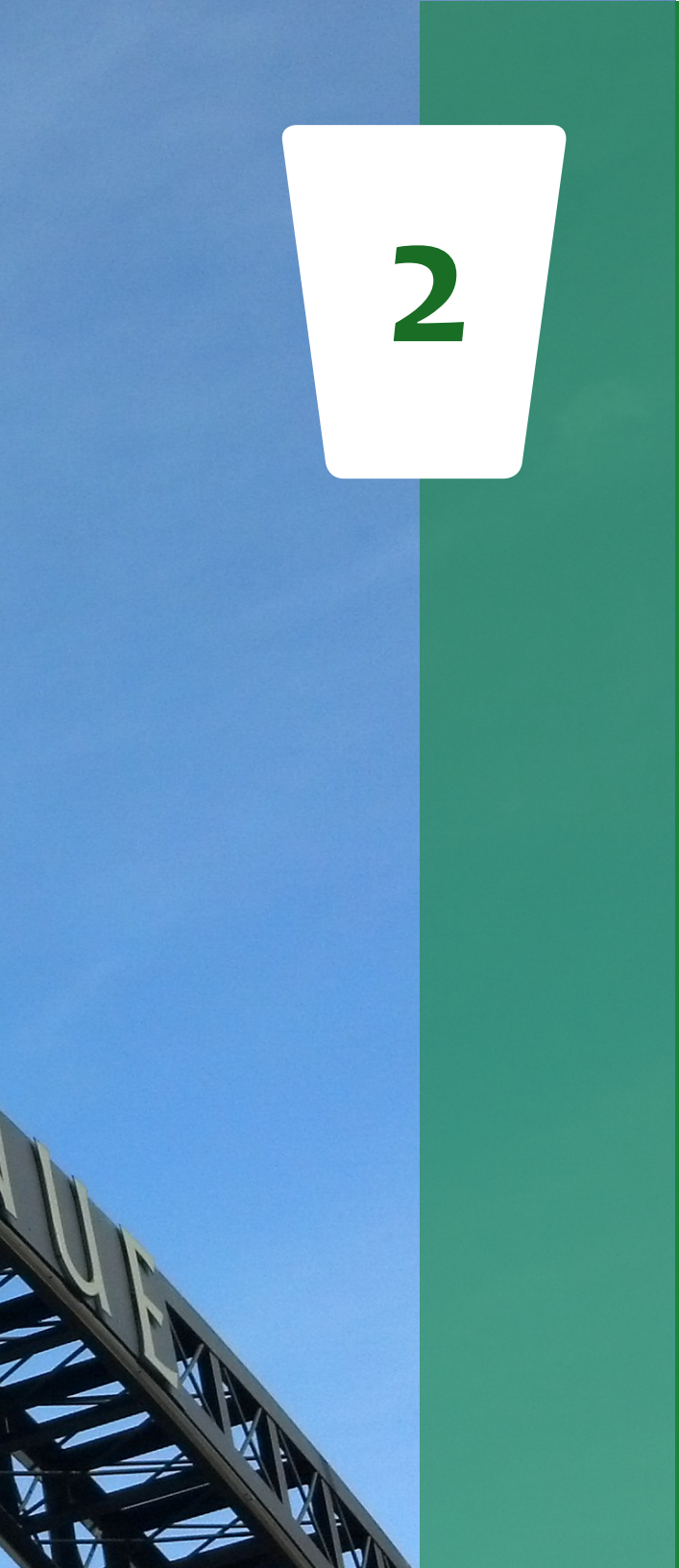
## 4 Implementation

Chapter 4 takes the vision a step further and identifies the next steps for working towards the directions of the vision.

***The Area Plan for Corydon-Osborne is a statutory plan for the development of the area complete with policies and guidelines to focus development of the future vision of the community.***

***A companion document to the Area Plan is the Corydon-Osborne Area Plan Appendix, which provides the non-statutory concepts identified for Corydon-Osborne and the background planning information utilized to direct the development of the Area Plan including public involvement and existing conditions.***


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# About the Study Area

Corydon-Osborne is a distinct destination within the City of Winnipeg that is at a pivotal moment in time. As the area continues to grow, it's positioned for transit oriented development opportunities that have the potential to enhance the community. To appropriately plan for the future and future opportunities, it's essential to understand the context of Corydon-Osborne. The following sections introduce the study area context:


2.1 Introduction & Context

2.2 Evolution of the Area

2.3 The Commercial Core

2.4 Public Engagement

# 2.1 Introduction & Context

***Corydon-Osborne is one of the premier locations in the City of Winnipeg, renowned for its walkability and social atmosphere. A place close to the heart of the City, both in location and sentiment, the Area Plan for Corydon-Osborne looks to preserve and enhance the area for future generations.***

## Planning Process

The City, together with neighbourhood residents, businesses and other neighbourhood stakeholders, has dedicated significant time and effort to the development of this plan, starting in February 2011. This devotion to the planning process is directly related to the significance of the neighbourhood. Despite setbacks in the process, what has remained constant is a community appreciation for Corydon-Osborne as a vital local and regional destination in Winnipeg. The resulting plan is a culmination of public participation, analysis and design that has taken place throughout the project process.

## Importance of the Plan

What makes this plan so critical to the community and to the City is that the Corydon-Osborne area, with its link to rapid transit and proximity to downtown Winnipeg, is positioned to grow. Determining where and how growth should occur within the study area is the primary focus of the Area Plan.

## OurWinnipeg & Complete Communities

The City of Winnipeg is growing rapidly, according to the plan by 2031, 180,000 new people are anticipated to make Winnipeg their home. To plan for sustainable growth, the OurWinnipeg and Complete Communities plans identify the citywide need for intensification. Several areas of targeted intensification, called Transformative Areas, are identified within the Corydon-Osborne study area. These Transformative Areas include:

- Pembina Highway
- Corydon Avenue
- Rapid Transit Corridor including Osborne Station

To further the policies and directions of the OurWinnipeg and Complete Communities plans, the Area Plan for Corydon-Osborne specifically addresses these areas as well as the surrounding residential neighbourhoods, termed Areas of Stability, to promote comprehensive consideration for the unique conditions of the study area. The resulting plan provides additional guidance by outlining a clear vision and policies for the future of Corydon-Osborne.

## Plan Area Boundary

The plan area boundaries extends north and south of these key destinations generally based on walking distances of 400 metres, which is approximately a five minute walk. The specific plan area boundaries include:

- At the northern extent properties fronting Grosvenor Avenue, the Assiniboine River and Gertrude Avenue
- At the eastern extent the railroad tracks
- At the southern extent Fleet Avenue and Garwood Avenue
- At the western extent Stafford Street

*Note: During the initial 2011 and 2012 phase of this project the plan area extended westward to Harrow Street.*



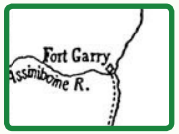
# 2.2 Evolution of the Area

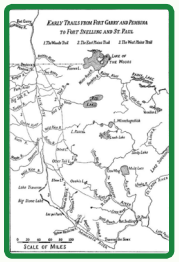
Corydon-Osborne has a long history as a gateway to Fort Garry and the City of Winnipeg. With shifts in transportation, the area has evolved to accommodate community needs and maintain its significance as a city transportation hub between the Assiniboine and Red rivers.

Over time the community has grown into an eclectic mix of heritage homes and commercial buildings that reflect the periods of growth within the community. Framed by mature trees, sidewalks and narrow streets, it's the community's balance of change and preservation that has provided the unique flavour of Corydon-Osborne.

***Graphic Timeline of Osborne Street & McMillan Avenue***

*Located along the Pembina Trail and within the historic Fort Rouge District, the area was carved from the wilderness by French and Metis settlers in the late 1800s.*

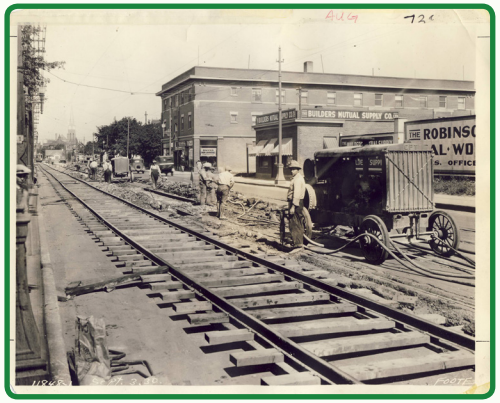


Captain E. A. Holmes' map, "Early Trails from Fot Garry and Pembina to Fort Snelling and St. Paul."

Credit: *Minnesota History*, vol. 6 (September 1925).

*The district became a residential area during the first of Winnipeg's land booms. The Osborne Street bridge opened the area for Winnipeg's elite to migrate away from the developing city across the Assiniboine. New construction in the area also attracted tradespersons who settled here to be near jobs thus establishing the community's heritage of diversity.*



*Winnipeg Transit*

*With the closing of Fort Rouge CN Railway shops and the suburban expansion, the area saw a period of decline around the 1960s.*

*With the arrival of the streetcar linking Main Street to Osborne in 1891 growth continued in the area with a ten-fold increase in population between 1900 and 1910.*

*By the 1970s, the area became attractive to a new generation of young people who were drawn to the area by low rents, flexible living arrangements and central location.*







*Today the Corydon-Osborne reflects the periods of growth and decline in the area and is positioned to shift once again with the potential for transit-oriented development around Osborne Station.*

**The timeline of Osborne Street and McMillan Avenue demonstrates the drastic changes in transportation since the area was first settled. Transforming from an ox cart trail to a streetcar community to an automotive hub to a transit corridor, the area has been molded and remolded as it continues to connect community destinations.**

# 2.3 The Commercial Core

***Corydon Avenue has always had cachet as a dining destination with its Little Italy brand.***

Since the 1970s its cachet has been enhanced by the settlement there of a young, hip entrepreneurial class of urban pioneers. These are the kind of investors who naturally increase the desirability of their neighbourhoods through their sheer presence. Think of College and Clinton in Toronto, Commercial Drive in Vancouver and 17th Avenue in Calgary.

The allure of Corydon-Osborne is what continues to support the community as an urban residential destination of choice as well as a leisure destination of choice. With a diversity of retail offerings, the area serves many of its residents' needs for goods such as grocery, pharmacy, hardware, personal care and shoppers goods and for services such as financial and banking, computer service and repair, spa and therapy, printing, health care and others. The liveliness of the community is also attributable in large measure by the influx of people – locals and tourists – who are drawn to the neighbourhood by its shopping, dining, cultural and entertainment offerings.

Because it is such a visitor destination, Corydon-Osborne is an example of a community that contributes more in receipts for shopping, dining, cultural and entertainment than its residents would be able to support on their own. Corydon-Osborne has the opportunity to expand its cachet and its lively commerce as it becomes a hub amidst a constellation of neighbourhoods, emerging, existing and yet-to-develop. It serves as an economic engine for the entire area, generating visits and sales receipts and drawing new renters and buyers to its growing residential market.



Corydon Avenue, is an anchor or hub in the fast growing network of neighborhood hubs supporting and connected to one another and to the emerging transit oriented development (TOD) around Osborne Station. An expanding economy, strong existing condominium sales and prices and a rental market that is also projected to continue to expand will attract residents. Fueling the visitor economy to keep Corydon Avenue strong is also key to the neighbourhood's future stability and success as it continues to sustain this healthy mix of residents, visitors and tourists.

Visitors and tourists are also central to Winnipeg's economy. They contributed $647 million to the City's economy in 2011, 32 percent of that was on food and beverage and another 18 percent was spent shopping. Celebrating Winnipeg as a City of Cuisine is one of six signature experiences that Tourism Winnipeg markets as part of its core of products enhancing the PegCityGrub.com website where Corydon's presence touts its patios, bars and cuisines.

In short, Corydon Avenue has an established reputation as a commercial destination. The Area Plan has the opportunity to expand its potential, connecting its success to the TOD area and promoting the character that makes the area unique.







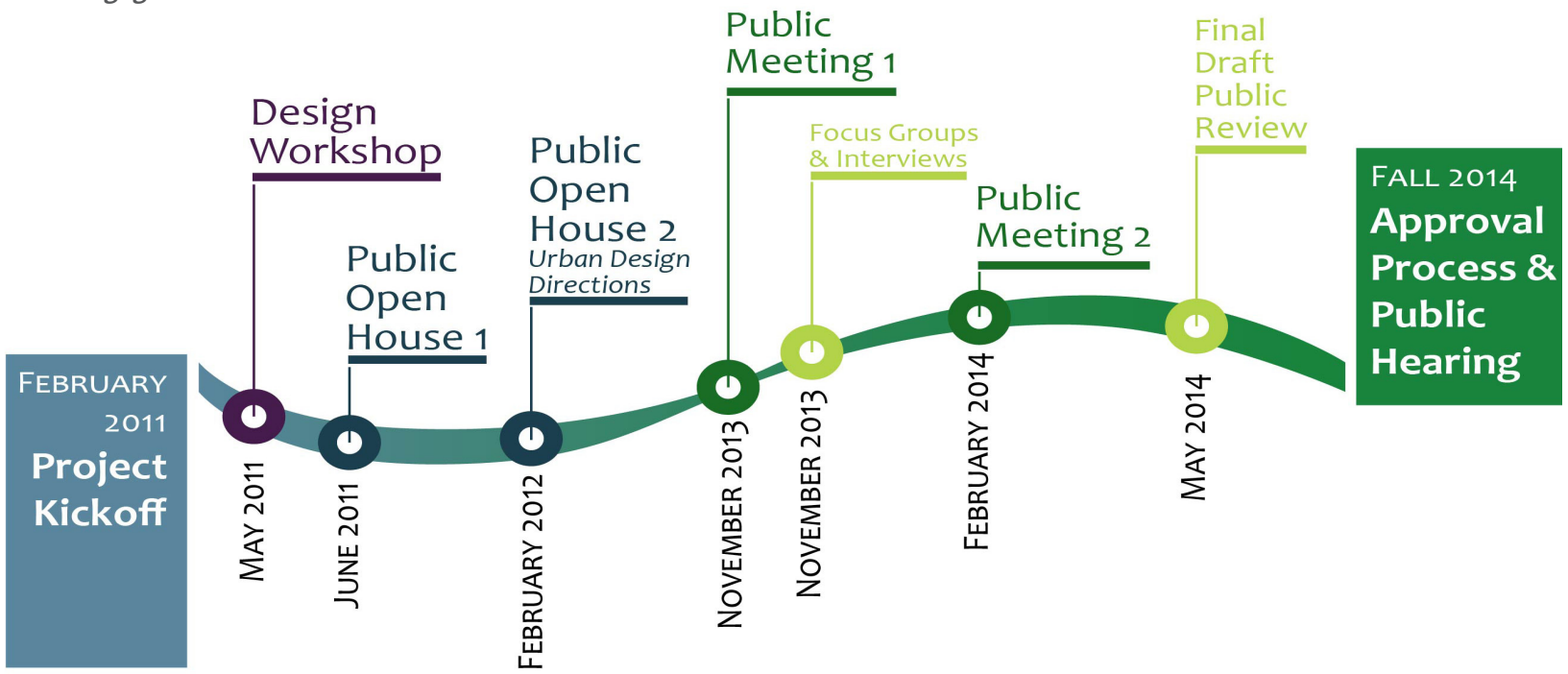

# 2.4 Public Engagement

***Key to the development of the Area Plan for Corydon-Osborne is the community's continued involvement in the planning process. The following summarizes the public engagement techniques utilized to gather input from the community.***

The planning process, which was completed between 2011 and 2014, assessed the public concerns and looks to find common grounds on which the community can move forward for an enhanced quality of life.

The diagram below illustrates the meetings and timeline for the development of the plan. Throughout the planning process a wealth of information was collected during the various public involvement techniques conducted. This information was used to create a community-based plan.

***Public Engagement Process***

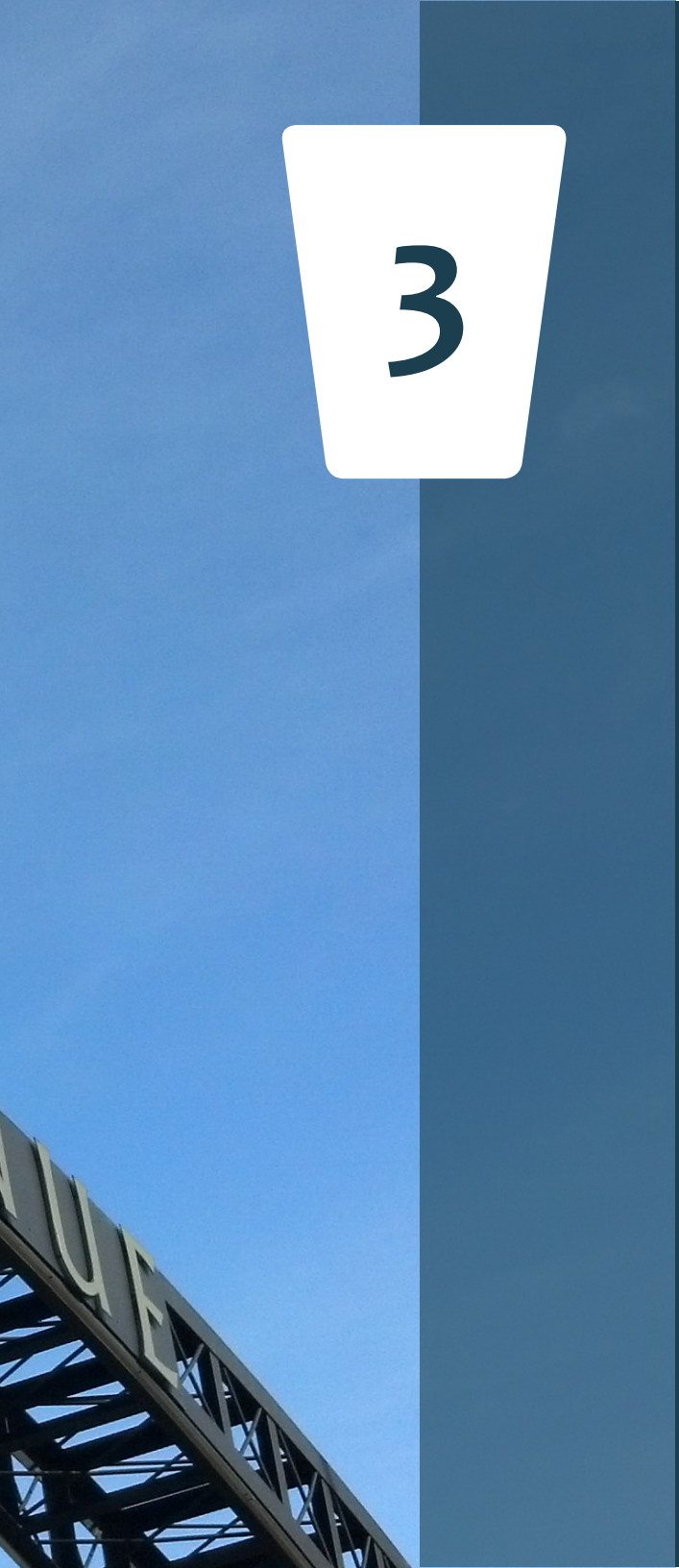


Corydon-Osborne is a well-loved area of the City because of its unique character, comfortable atmosphere and commercial opportunities. Throughout the planning process this appreciation for the area was demonstrated in the active involvement of many different residents and stakeholders. It is clear from this participation that this is a place worth studying and planning for the future. Yet while nearly all would agree that the area has significant value, ideas on how Corydon-Osborne should be developed in the future and what the primary issues are range. The table below identifies key themes that arose from the input received and how each of these themes are addressed in the plan.

***Detailed summaries of the various public involvement sessions are provided in the Area Plan Appendix (under separate cover).***

| Key Themes of Participation | How Themes are Addressed |
|---|---|
| **Appreciation for Corydon-Osborne** | |
| • Desirable Lifestyle<br>• Social Destination<br>• Neighbourly<br>• Mixed-use<br>• Diverse People & Places<br>• Walkable and Accessible<br>• Active Transportation | Specific policies and design recommendations to enhance the existing quality of Corydon-Osborne that provides its distinct character. |
| **Need for Circulation Improvements** | |
| • Sidewalk Conditions (size & quality)<br>• Bicycle Routes & Facilities<br>• Confusion Corner Impedes Connectivity / Potential for Pedestrian Space<br>• Better Connectivity<br>• Parking Concerns | The development of a long term master plan that includes circulation and streetscape improvement recommendations. |
| **Development and Preservation of the Study Area** | |
| • Need to Increase Development Potential of the Area<br>• Need to Maintain the Character and Scale of the Residential Neighbourhood | Recommendations for targeting primary areas of intensification only in specific locations within the study area. |


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# 3 Vision

The vision sets the direction for the future of Corydon-Osborne. It is a direct result of the public input received during the planning process combined with planning and design analysis. A complete description of the vision is detailed in the following sections:


3.1 Vision & Goals
3.2 Vision Development
3.3 Community Diversity
3.4 The Public Realm
3.5 Development & Intensification
3.6 Circulation
3.7 Design Guidelines
3.8 Benefits of the Master Plan

# 3.1 Vision & Goals

***The vision for the Corydon-Osborne study area directs development and elaborates on its future as detailed in OurWinnipeg and Complete Communities.***

## The Vision Statement

The Corydon-Osborne study area is an integral component of the growth and intensification of the City of Winnipeg. It contributes a unique, pedestrian-friendly shopping and living district. With connections to the Red and Assiniboine rivers, the Manitoba Legislative Building, the downtown and museum districts the area is a prime destination for residents and visitors alike. It is easy to access a wide range of activities both in the study area and within the larger integrated community. The street life in Corydon-Osborne is comfortable, active and people friendly. It combines urban intensity that offers shopping, dining and entertainment with a wide range of living options offering views over the streets, gardens and tree canopy that is second to none in the City.  This urban street life is safe and walkable for all.

Detailing this vision are six goals for the development of the neighbourhood:

<u>To integrate and link</u>

- Connect the study area to downtown and the rivers

<u>To enhance identity and character</u>

- Maintain and enhance the character of the Corydon-Osborne study area

<u>To organize and orientate</u>

- Reinforce the intersection of Corydon and Osborne, establishing a new community hub within the study area

<u>To intensify and focus</u>

- Intensify the level of development in the study area and around Osborne Station

<u>To enliven and diversify</u>

- Facilitate quality pedestrian-oriented mixed-use infill development

<u>To reinforce and attract</u>

- Enhance the public realm with attractive streets, buildings, public art and parks

Patios URBAN FOREST

mature trees safety *Mix of Ages*

**MIX OF USES** proximity to services

Amenities ***greenspace***

*PEDESTRIAN-FRIENDLY* character **Diversity of Housing**

**Excerpts from the Design Workshop:** *The most agreed upon statements about what participants like about the neighbourhood.*

# 3.2 Vision Development

***To implement the future vision for Corydon-Osborne, the Area Plan addresses key elements of community building and identifies policies that provide specific direction on achieving community-based goals.***

The vision and goals, developed based on community involvement, provide the framework for community building in Corydon-Osborne. How this framework is put into practice is addressed in vision development and the identification of policies. Focusing on key community building elements, the Area Plan applies the goals of integration, identification, organization, intensification, diversification and attraction to development and design. The four key community elements addressed include:

- Community Diversity
- The Public Realm
- Development and Intensification
- Circulation and Parking

For each community element an overview describes the significance of the element as well as the issues the policies are addressing and the intent of the policies. Intertwined in the discussion of community diversity, public realm, circulation, parking, development and intensification is an urban design concept and master plan for Corydon-Osborne. The policies that follow the concepts and design directions describe how new development should be built.

### *Policy Use and Terminology*

The policies within the sections on community elements should be used as a guide to assist in decision making when dealing with development proposals and public investment. Policy is outlined based on the six goals of the Corydon-Osborne neighbourhood. The policies express the general objectives that should be met by all development. Policies are general to permit flexibility during the design and review process while ensuring a minimum urban design quality is met. Where "may" is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy. Where "should" is used the policy is to be complied with but may be deviated from in specific situations. Where "shall" is used the policy is considered mandatory. Policy should be applied at the Development Application stage however further studies or analysis may be required.

While policies are organized around four community elements, they should be read as a whole and the relevant policies applied to each situation.

# 3.3 Community Diversity

***Central to the identity of Corydon-Osborne is the diversity of people and places. The preservation and enhancement of this community characteristic is primary to all development in the community.***

## Overview

Corydon-Osborne has traditionally been culturally and economically diverse with a range of land uses set among walkable commercial streets and residential neighbourhoods. The diversity of the area is highly valued and seen as part of the identity of this mature community. To maintain community diversity as the future of Corydon-Osborne evolves, development should occur in context with the needs of a diverse community.

## Issue Identification

During the public involvement sessions conducted as part of the Area Plan process participants raised concerns regarding the loss of diversity due to the development of housing that caters to a limited demographic. Local residents voiced their appreciation for the range of people who live in and frequent the community and expressed a need to ensure there are opportunities for all to locate in Corydon-Osborne, including providing affordable housing choices.

## Intent

To maintain and enhance community diversity, this section identifies a multi-faceted approach that encourages diversification in income, ethnicity, age and ability by attracting a wide range of residents from all walks of life.

The policies outlined are based on comprehensive concepts of inclusivity. They take a community design approach that focuses intensification on transit oriented development for a more accessible community. This approach maintains the existing heritage and character of Corydon-Osborne.

*Residential Housing types north of Corydon Avenue*



The following policy will help to identify the role of diversity in the changing community.

### 3.3.1. Transit Oriented Economic Development

The TOD should be used as a tool to help revitalize the surrounding neighbourhood, Pembina Highway as a main thoroughfare and gateway and to enhance tax revenues.

### 3.3.2. Housing Choice

A full range of housing choices should be encouraged including rental and ownership in a variety of products, locations, styles and sizes.

### 3.3.3. Employment Choice

Employment space should be encouraged including rental and ownership in a variety of products, locations, styles and sizes.

### 3.3.4. Diversity of Population

The supply of housing, commercial space and public realm should be designed to meet the needs of the existing and future intensification population.

### 3.3.5. Affordable Housing

The City should work with funding agencies and developers to determine and meet affordable housing targets within the neighbourhood to promote resident and housing diversity.

### 3.3.6. Promote Public Health

All existing and proposed public realm: streets, parks and open spaces should encourage and promote physical and social activity and public health by providing ample space and promoting accessibility and connectivity.

### 3.3.7. Inclusivity

All aspects of the neighbourhood especially sidewalks and pedestrian areas shall be open, wide and accessible offering comprehensive services welcoming all ages and abilities.

### 3.3.8. Heritage and Culture

Heritage and culture plays a significant role in the character and identity of the public and private realm in the study area and Winnipeg and should be preserved enhanced and maintained.

### 3.3.9. Accessibility

Access to all residents and visitors shall be consistent to and through all elements of the public realm where applicable.

# 3.4 The Public Realm

***The public realm is where community life happens. To enhance the built form of the community, planning needs to address the public realm including plazas, parks, streets, riverfronts and other public spaces.***

## Overview

An attractive public realm is one of the primary elements that brings people to Corydon-Osborne. Its walkable tree-lined commercial corridor and residential neighbourhoods create a destination in the City of Winnipeg. By contrast, the eastern gateway to the study area surrounding Osborne Station (including the Confusion Corner intersection) has iconic public realm issues, the most significant being accessibility issues. Therefore, there is extraordinary potential to improve the public realm not only in addressing the area around Osborne Station but also to connect to the major natural features in Corydon-Osborne, the Assiniboine and Red Rivers.

## Issue Identification

The public realm issues include both preservation issues and improvement issues. Repeated during focus groups is a strong appreciation for the pedestrian culture of the study area. As intensification pressures grow there is a need to maintain the existing walkable character of the community. Other issues raised during the public input sessions include need for increased parkland or plaza space and connections to the rivers as well as a need for revitalization in specific areas of the study area. According to the public meeting conducted in November 2013, 85% of participants agreed that specific areas in the study area need revitalization. When these areas of revitalization were mapped, most surrounded Confusion Corner.

## Intent

To maintain and enhance the public realm in Corydon-Osborne, the Area Plan addresses the urban design of the community and the surrounding area to best plan for the future design of this citywide destination. By creating an urban design concept that is consistent with the vision and goals for Corydon-Osborne, the Area Plan appropriately identifies policies based on this concept. In the following pages the urban design concept is outlined and furthered by the specific public realm policies.

***The urban design concept transforms the vision into a physical plan for the study area and creates the foundation for the master plan.***

## The Significance of Urban Design

Cities are dynamic social, cultural and economic entities providing the stage for commerce, interaction and innovation. Urban design focuses on the arrangement of the city, both the public and private realm, including its parks, plazas and open spaces, its hierarchy of streets and alleys and its building mass and style. With an understanding of the city's social and cultural construct, its economy and its aesthetics, urban design can shape the community experience. Therefore, as cities compete for resources, business and residents, the urban design of an area is paramount to the development of a successful urban environment. Urban design defines the function and enhances the attractiveness of the community.

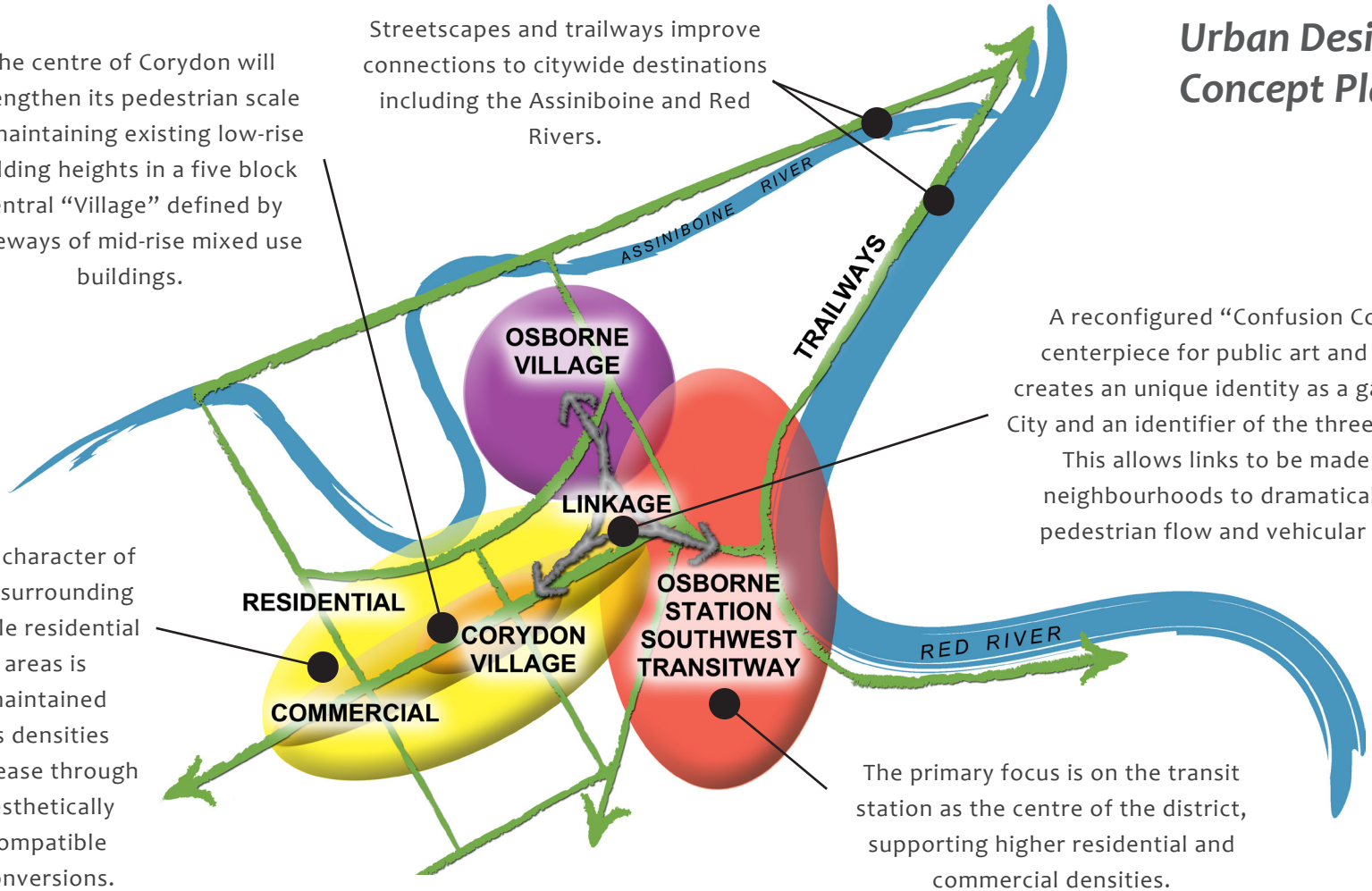
## The Urban Design Concept

The Urban Design Concept for the study area translates the vision into a physical design framework. It looks at how Corydon-Osborne can be organized and linked to accomplish its vision for the future and design a well-connected destination in the City of Winnipeg. The Urban Design Concept focuses on the three distinct neighbourhoods in the planning area that are the foundation of this destination: Corydon Village, Osborne Village and the Osborne Station, a transit oriented neighbourhood. These areas form three villages within the confines of the greater Winnipeg area. The urban design concept outlines the potential spatial arrangement of these neighbourhoods for the purpose of enhancing community character, improving the function of the district and supporting it as a desirable place to live.

***The concept develops three unique and integrated commercial areas, to intensify and increase both residential and commercial potentials. It enhances both the public and private realm to make it more socially, environmentally and economically sustainable.***

With this Concept Plan, the study area is enhanced as an iconic, identifiable, cultural, pedestrian scale community in the City of Winnipeg. It has a unique heritage and relates to both the Assiniboine and Red Rivers. In the evolving and suburbanizing city form of Winnipeg the experience and character of the three neighbourhoods needs to be preserved and enhanced as unique to the City. The communities are a major destination and a desirable place to live and visit. As the City grows, change is inevitable but evolution should support the existing cultural fabric that has guided growth in the area for over a century.

## *Urban Design Concept Plan*




The centre of Corydon will strengthen its pedestrian scale by maintaining existing low-rise building heights in a five block central "Village" defined by gateways of mid-rise mixed use buildings.

Streetscapes and trailways improve connections to citywide destinations including the Assiniboine and Red Rivers.

A reconfigured "Confusion Corner" as a centerpiece for public art and a new park creates an unique identity as a gateway to the City and an identifier of the three communities. This allows links to be made between neighbourhoods to dramatically improve pedestrian flow and vehicular circulation.

The character of the surrounding stable residential areas is maintained as densities increase through aesthetically compatible conversions.

The primary focus is on the transit station as the centre of the district, supporting higher residential and commercial densities.

Public realm policies to further the Urban Design Concept are as follows:

### 3.4.1. Public Realm is a Priority

The development of a high quality public realm should be a priority in the future of the study area.

### 3.4.2. People-First Public Realm

To develop a public realm focused on serving and inviting the people of Winnipeg:

a. The public realm should be designed for people-first as a priority
b. The public realm should provide suitable and adequate space for appropriate activities and events
c. The public realm should promote and encourage social interaction
d. The public realm should seamlessly connect with surrounding places
e. The public realm should preserve and enhance heritage, cultural and natural resources
f. The public realm should be all inclusive

### 3.4.3. Community Role

The public realm should be viewed as communal space and integral to the role of creating and defining community.

### 3.4.4. Interpretation

The public realm should be viewed as an outdoor museum offering interactive displays and pedestrian nodes with seating and interpretive panels presenting a comprehensive and coordinated interpretive program.

### 3.4.5. System of Community Nodes

The public realm should be viewed as a system of community spaces and nodes and should be connected and designed in the context of a citywide system to enhance and embellish key community nodes.

### 3.4.6. Physical and Visual Links

The neighbourhood should be linked and integrated connecting physically and visually to streetscapes, trails, riverfronts, transit stations, community parks or piazzas, community destinations and community landmarks.

### 3.4.7. River Access

The community should offer frequent access to the Assiniboine and Red Rivers both physically and visually through riverfront trails, protection of riverfront views and linking pedestrian routes and parks to the riverfront.

### 3.4.8. Community Gardens

Community gardens should be encouraged to add green spaces around the community.

### 3.4.9. Pedestrian Oriented Environment

A compact, high quality pedestrian oriented environment should be promoted encouraging people to walk and providing direct links to transit.

### 3.4.10. Community Focus

Osborne Station should be the main focus of the study area and support transit oriented development including significant public gathering space, parking and higher density mixed use development to define the area as a point in the larger urban space.

### 3.4.11. Defined TOD Centre

Transit is particularly successful in communities and neighbourhoods that have defined centres, therefore design of the centre should be supported and include park and public realm connections that define the TOD.

### 3.4.12. Link to Transit Oriented Development

Transit Oriented Development should be linked through the public realm to Osborne Station and to the Corydon and Osborne neighbourhoods.

### 3.4.13. Transit Oriented Development Accessibility

The existing community and public realm should coordinate a linked series of spaces, visual cues and available routes to facilitate access to the station.

### 3.4.14. Community Identifiers

Parks should be considered community icons, neighbourhood identifiers and links to all destinations within the City and should therefore have a strong street presence and relationship to express the public realm.

### 3.4.15. High Quality Public Realm

The character of the study area should be enhanced by promoting and developing a high quality public realm that is safe and secure and offers adequate sightlines and lighting.

### 3.4.16. Social Space

The public and private realm should provide social space that is active and urban or natural and promotes interaction between residents, visitors and gathering for small groups or large community events.

### 3.4.17. Naturalized Public Realm

The public realm should soften and naturalize the urban environment with the use of indigenous trees.

### 3.4.18. Lighting

Lighting should be cast downwards and fully shielded only to promote dark-sky/night sky conservation and be solar powered if possible.

# 3.5 Development & Intensification

***Identification of the planned future for development and intensification in Corydon-Osborne is central to the purpose of the Area Plan. In connection with the urban design concept, a master plan outlines the specific physical design potential of the vision and goals and uses this plan to detail development and intensification policies.***

## Overview

Neighbourhood intensification is occurring through infill projects and should be guided to enhance community character and function. The Corydon-Osborne study area should be encouraged to intensify by allowing increased densities. Intensification increases the number of people per hectare living in the area and the number of jobs in the area. Intensification benefits the community by helping to efficiently utilize existing infrastructure, supporting existing commercial areas, developing places of employment, efficiently employing transit, reducing vehicle trips and reducing greenfield development thereby reducing consumption of agricultural lands. Among development intensification is the development of park and plaza space that provides a community identifier for each of the "villages" of the concept.

## Issue Identification

The issues surrounding intensification in Corydon-Osborne reflect a need to balance intensification with preservation of existing character. Many are concerned that increased pressures to intensify the area will change the fabric of the community. Nonetheless, the area is a prime location for intensification, proximate to downtown Winnipeg and along the rapid transit line. The primary issue that arises is the need to identify where intensification should happen, recognizing that some areas are more appropriate than others. This need was reflected in the public meeting mapping exercise conducted in November 2013 where the most intensification was focused on Pembina Highway.

## Intent

To reflect the balance between intensification and preservation in this mature community, the Area Plan utilizes the urban design concept and expands on the goals of the plan to create urban design principles. Using these principles and the vision-based urban design concept, the Master Plan outlines the built form planned for Corydon-Osborne. Based on the Master Plan, a series of policies identify the level of intensification to apply to specific areas for the development of an improved community experience.

## The Master Plan

The Master Plan for Corydon-Osborne expands on the Concept Plan and develops the physical representation of the vision for the future. The Plan re-orients Corydon-Osborne:

- 1st towards Osborne Station as a Transit Oriented Development,
- 2nd to the centre of Corydon Avenue as an urban Village and
- 3rd to the Assiniboine and Red Rivers as greenways that form the backbone in the citywide open space system and link through pedestrian trails to all destinations within the community. *Note: Pedestrian and cyclist connections are expanded on in the Circulation section.*

The Master Plan is guided by six key urban design principles that articulate the goals with a design-focus. With the implementation of the Master Plan, the study area:

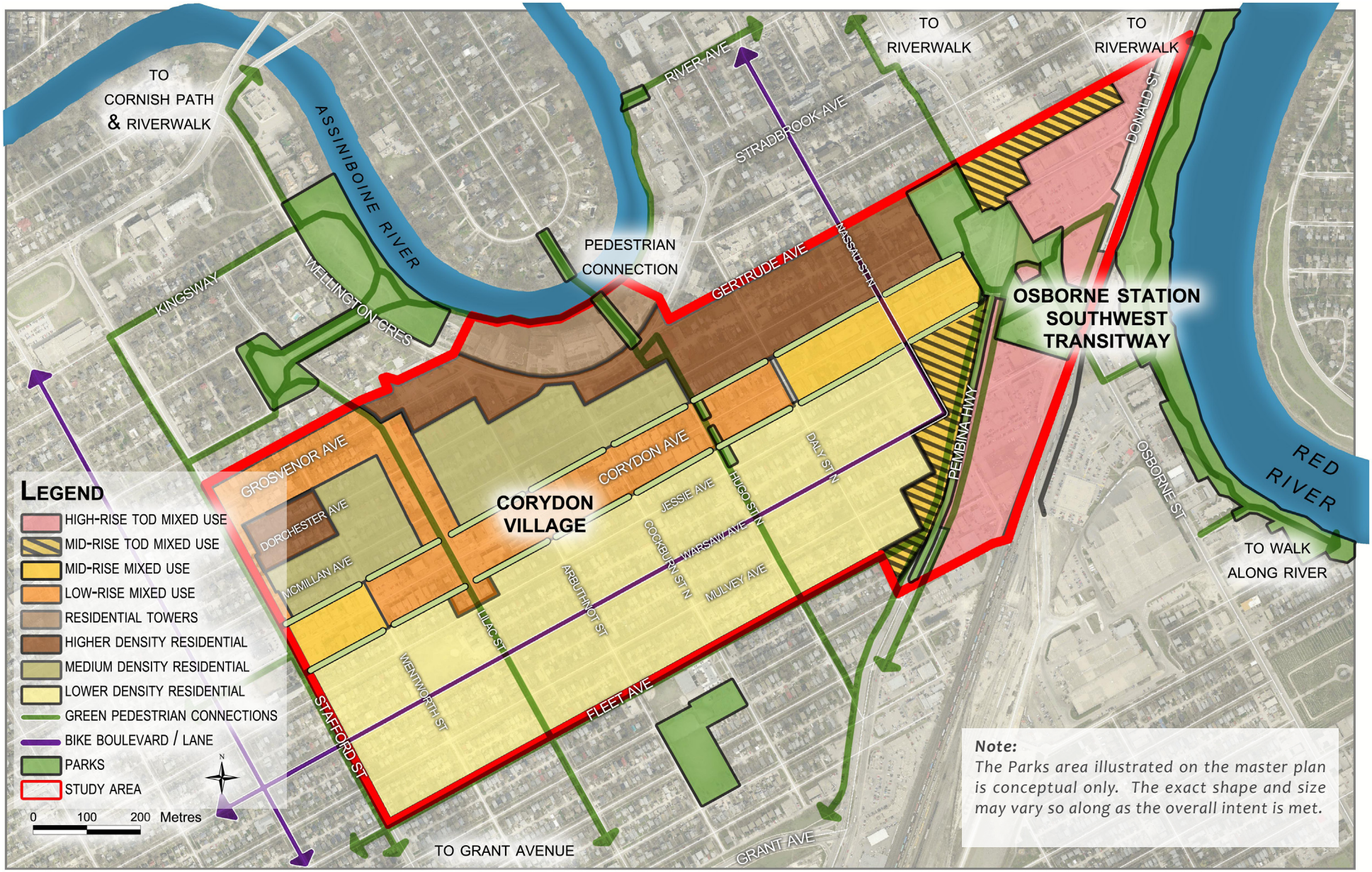
- **Is connected to the surrounding region with complete streets** that are active, accessible, safe, and comfortable for all users and provide multipurpose uses and attractive resources defining the character of each neighbourhood.
- **Maintains and expresses the inherent and unique community character**, culture and heritage that has formed the City of Winnipeg through its the new built form and organization.
- **Promotes a quality urban living experience by building significant and unique urban places** that are identifiers of their community and enjoyed by all residents.
- **Promotes a sustainable urban living environment by providing space for intensification** to increase the density of living and working in the urban area and minimize the consumption of productive greenfield lands and the extension of infrastructure.
- **Encourages economic development, entrepreneurialism and opportunity** by maintaining strong business districts, each having unique character and definition, but also integrated as part of the greater City of Winnipeg.
- **Promotes a quality public realm offering a comfortable and inviting environment** that is a signature of the City of Winnipeg, addresses the seasonal climate and is a source of community pride.

### *Master Plan Built Form & Development*

To clearly outline the built form planned for Corydon-Osborne, the following sections detail each type of built form and the specific policies that apply to each type. The types of built form are identified on the two dimensional and three dimensional maps on the following pages.

## *Two-Dimensional Corydon-Osborne Master Plan*

The following illustration demonstrates the proposed design elements and future land uses for Corydon-Osborne.

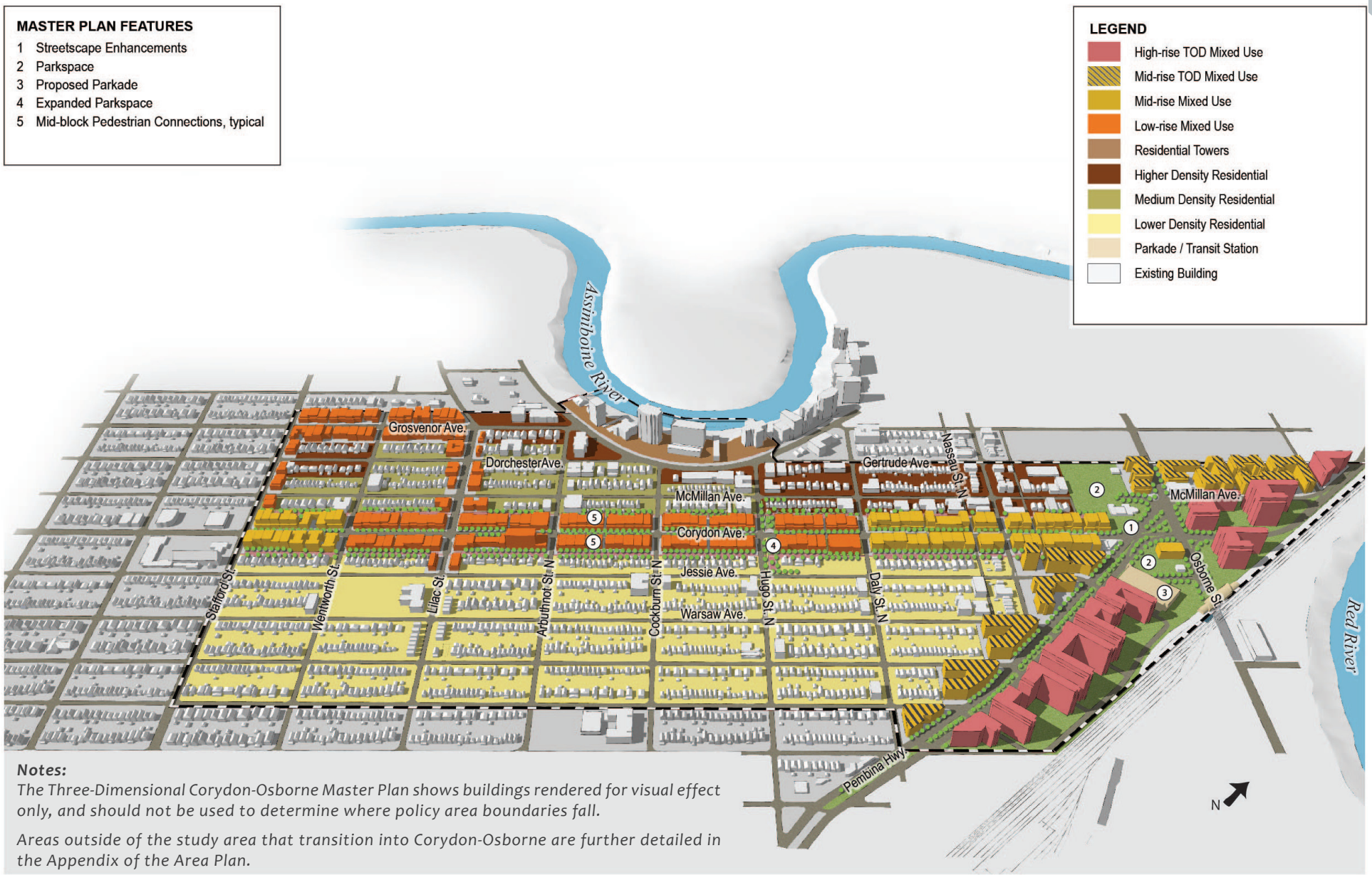


# *Three-Dimensional Corydon-Osborne Master Plan*

The following illustration demonstrates the proposed design elements and future built form for Corydon-Osborne.

**MASTER PLAN FEATURES**

1 Streetscape Enhancements
2 Parkspace
3 Proposed Parkade
4 Expanded Parkspace
5 Mid-block Pedestrian Connections, typical




***Notes:***

*The Three-Dimensional Corydon-Osborne Master Plan shows buildings rendered for visual effect only, and should not be used to determine where policy area boundaries fall.*

*Areas outside of the study area that transition into Corydon-Osborne are further detailed in the Appendix of the Area Plan.*

## *TOD Mixed Use Built Form & Development*

The Osborne Station "village" area is separated into two districts within the study area: High-rise TOD Mixed Use and Mid-rise TOD Mixed Use.

### High-rise TOD Mixed Use

The area closest to Osborne Station and on the east side of Pembina Highway and Osborne Street (south of McMillan Avenue) and along Donald Street (north of McMillan Avenue) has great potential for intensification. The core development area of the TOD, the area is to be developed with high-rise buildings overlooking the Red River. These buildings are similar in scale to the taller buildings in the northern portion of the study area that overlook the Assiniboine River. High-rise buildings should be point towers on street oriented podiums of approximately 3 storeys and staggered to maintain views reducing the high-rise wall effect. With retail / commercial development on the ground floor, the area has the potential to be a high-end shopping district within the TOD. To facilitate this atmosphere, building heights should range from 3 to 18+ storeys.

### Mid-rise TOD Mixed Use

The mixed use buildings along on the west side of Pembina Highway and Osborne Street as well as the east side of Osborne Street (north of McMillan Avenue and west of Scott Street) step down from the height of the Osborne Station "village" high-rise TOD mixed use buildings as the area transitions into Corydon "village" and Osborne Village. To facilitate this atmosphere, building heights should range from 3 to 8 storeys.

The policies to implement these building types are as follows:

### 3.5.1. Transit Oriented Intensification

Higher density development / intensification should be focused proximate to and surrounding Osborne Station continuing along Pembina Highway encouraging direct access to the transit station and reducing pressure to build higher density development within existing mature neighbourhoods.

### 3.5.2. Transit Oriented Development Density

As a "Town Centre" (one of the typologies identified as part of the Transit Oriented Development (TOD) Handbook) the TOD should support 35 to 100 units per acre (86-247 units per hectare) and high access to downtown as a sub regional hub.

### 3.5.3. Transit Oriented Development Land Use Mix

As a "Town Centre" (one of the typologies identified as part of the Transit Oriented Development (TOD) Handbook) the TOD should support Office Centre, Urban Entertainment, Multiple Family Residential and Retail uses.

### 3.5.4. High-rise TOD Mixed Use

The east side of Pembina Highway and Osborne Street (south of McMillan Avenue) and along Donald Street (north of McMillan Avenue) should be promoted as a high-rise mixed use development with a minimum building height of 3 storeys and a maximum building height of 18+ storeys. The ground floor should be "high street" retail or commercial facing Pembina Highway with retail or office on the 2 and 3 floors and office or residential on the upper floors.

### 3.5.5. Mid-rise TOD Mixed Use

The boundary of the Mid-rise TOD Mixed Use policy area as illustrated is conceptual. The exact area covered by this policy will be determined through the creation of the PDO. Mid-rise TOD Mixed Use development on the west side of Pembina Highway is expected to have frontage on Pembina. There may be a requirement for the portion of the site immediately adjacent to the residential policy area to respect the adjacent residential scale and character and transition through lower building height and/or increased set back. This area should be promoted as a mid-rise TOD mixed use development with a minimum building height of 3 storeys and a maximum building height of 8 storeys. The ground floor should be retail or office. Upper floors should be residential, office or home-based businesses as appropriate.

### 3.5.6. Large Scale Commercial on Pembina

As encouraged by the design guidelines, large scale commercial buildings shall be allowed in the TOD and along Pembina Highway to activate the street as a commercial gateway and encourage street related development and a vibrant streetscape.

### 3.5.7. Larger Commercial Facilities

Larger restaurants, drinking establishments and grocery stores should be encouraged in the TOD and along Pembina Highway encouraging a strong relationship to the street. Large establishments and required parking should be integrated into mixed use high-rise buildings.

### 3.5.8. Patios on Pembina

Patios should be encouraged on Pembina Highway and the TOD adjacent to the sidewalk subject to design guidelines / controls.

### 3.5.9. Active Transit Areas

Active land uses should support the transit area, lining the streets and green spaces fronting Osborne Station. At a minimum, land uses that emphasize pedestrians should be located within ¼ mile (400m) of the TOD and auto-oriented uses should be discouraged.

### 3.5.10. Riverfront TOD

In addition to the TOD area within the study area, the TOD should include the area south of the transit station and proximate to the Red River, just outside of the study area.

## *Mixed Use Built Form & Development*

Within the Corydon "village" area are two mixed use districts: Mid-rise and Low-rise Mixed Use, which help to define the "village" core.

### Mid-rise Mixed Use

The core of Corydon "village" is framed and accented by mid-rise buildings to the east and west of the core area. These mid-rise buildings would help to maximize the potential of the area as a mixed use / commercial node while creating a gateway to the core area. To facilitate this atmosphere, building heights should range from 2 to 6 storeys.

### Low-rise Mixed Use

The centre of Corydon Avenue (from Wentworth Street to Daly Street) as well as Lilac Street (from Jessie Avenue to Grosvenor Avenue), Grosvenor Avenue (from Stafford Street to Lilac Street) and Stafford Street (from Grosvenor Avenue to the south side of McMillan Avenue) maintains the low-rise scale of the existing commercial areas. Along Corydon Avenue, this core area is key to the small scale commercial character of the area. To facilitate this atmosphere, building heights should range from 2 to 4 storeys.

The policies to implement these building types are as follows:

### 3.5.11. Mid-rise Mixed Use

Corydon Avenue (from Stafford Street to Wentworth Street and from Daly Street to Pembina Highway) should be promoted as a mid-rise mixed use development with a minimum building height of 2 storeys and a maximum building height of 6 storeys. The ground floor should be retail or office. Upper floors should be residential, office or home-based businesses as appropriate.

### 3.5.12. Low-rise Mixed Use

The boundary of the Low-rise Mixed Use policy area as illustrated is conceptual. The exact area cover by this policy will be determined through the creation of the PDO. Development under the Low-rise Mixed Use policy area must have frontage on Grosvenor, Stafford, Lilac or Corydon. Where the Low-rise Mixed Use development abut a residential policy area, there may be a requirement for the portion of the site immediately adjacent to the residential policy area to respect the adjacent residential scale and character and transition through lower building height and/or increased set back. This area should be promoted as a low-rise mixed use development with a minimum building height of 2 storeys and a maximum building height of 4 storeys. The ground floor should be retail or office. Upper floors should be residential, office or home-based businesses as appropriate.

### 3.5.13. First Floor Commercial Development

Commercial development on the first floor shall be encouraged along Corydon Avenue within the five blocks from Daly Street to Wentworth Street.

### 3.5.14. Patios on Corydon

Patios should be encouraged on Corydon Avenue on the five blocks from Daly Street to Wentworth Street. Patios in side yards, rear yards and rooftops shall be subject to design guidelines / controls and discretionary approval.

### 3.5.15. Large Scale Commercial on Corydon

Large scale commercial buildings shall be guided by design controls in the Corydon Avenue area.

### 3.5.16. Drinking Establishments on Corydon

Through discretionary review, drinking establishments on Corydon Avenue should be located in mixed use areas, require noise abatement and screening when facing a residential use.

### 3.5.17. Commercial Development on Stafford, Grosvenor and Lilac

Commercial development along Stafford Street, Grosvenor Avenue and Lilac Street should be adjacent to existing commercial development.

## *Residential Built Form & Development*

The residential areas, including the area north of Corydon Avenue with primarily mid-density low-rise buildings and the area south of Corydon Avenue with low-density low-rise buildings, create the neighbourhood character of Corydon "village". To accommodate the variation in scale the Master Plan identifies four types of residential development in the study area: Residential Towers as well as a range of Higher, Medium and Lower Density Residential. The following describes the residential building types.

### Residential Towers

The study area has an existing residential tower area located on the north side of Wellington Crescent along the Assiniboine River. This area is maintained as a high density residential. New development in this area may be in the form of high-rise residential development, similar to other properties within the area.

### Higher Density Residential

Higher density residential areas are located in areas north of Corydon Avenue, including areas north of Dorchester Avenue west of Wentworth Street, on the south side of Grosvenor Avenue and Wellington Crescent as well as south of Gertrude Avenue bordering the Corydon Avenue mixed use corridor. Specific locations are shown on the Master Plan mapping.

## Medium Density Residential

Medium density residential areas are located in areas north of Corydon Avenue, including areas between Stafford Street and Lilac Street and Lilac Street and Hugo Street. Specific locations are shown on the Master Plan mapping.

## Lower Density Residential

Lower density residential areas are located south of Corydon Avenue. The specific outline of this residential area is identified on the Master Plan mapping.

The policies to implement these building types are as follows:

### 3.5.18. Residential Tower Area

New development in the residential tower area located on the north side of Wellington Crescent may be in the form of high-rise residential development, similar to other properties within the area.

### 3.5.19. Higher Density Residential Areas

Up to two unit development will be permitted, subject to design guidelines / controls. Medium multi-family development may be accommodated subject to design guidelines / controls and the discretionary review process. The maximum building height for these areas should be 3 storeys, except on corners where the maximum building height should be 4 storeys. Greater increases in height or density would be considered on a case-by-case basis through the rezoning process.

### 3.5.20. Grosvenor, Wellington, Stafford and Lilac Neighbourhood Compatibility

Grosvenor Avenue, the south side of Wellington Crescent, Stafford Street north of Corydon Avenue and Lilac Street north of Corydon Avenue shall follow the design guidelines / controls for Corydon North Residential and the density policy for Higher Density Residential Areas, but to a height limit of 4 storeys. Other design considerations include:

a. Parking in rear yard / building
b. Articulated entrances to all streets
c. Variation across the width of the facade to reflect the rhythm of adjacent dwellings
d. Increased lot coverage and building height toward the corner

### 3.5.21. Medium Density Residential Areas

Up to two unit development will be permitted, subject to design guidelines / controls. Small multi-family development may be accommodated subject to design guidelines / controls and the discretionary review process. The maximum building height in these areas should be 3 storeys. On corners, medium multi-family development may be accommodated subject to design guidelines / controls and the discretionary review process. The maximum building height on corners should be 4 storeys. Greater increases in height or density would be considered on a case-by-case basis through the rezoning process.

### 3.5.22. Residential North of Corydon

Multiple lot development allowed north of Corydon Avenue shall provide varied massing, setbacks, colours and/or roofline in the building, for every two at grade units, to reflect the rhythm of the detached homes in the area.

### 3.5.23. Lower Density Residential Areas

Up to two unit development will be permitted, subject to design guidelines / controls. Small multi-family development may be accommodated on corners, subject to design guidelines / controls and the discretionary review process. The maximum building height in these areas shall be 3 storeys.

### 3.5.24. Residential South of Corydon

Multiple lot development in the residential area south of Corydon Avenue must be at the lowest multi-family density level and shall provide an articulation/separation in the building every at grade unit.

### 3.5.25. Existing Commercial Development on Stafford Street

All existing commercial zoning entitlements along Stafford Street between Fleet Avenue and the north side of Jessie Street shall be retained. New mixed use buildings with commercial development may be considered, where appropriate, through the rezoning process.

### 3.5.26. Existing Residential Structures

The retention of existing residential structures should be encouraged, potentially converting houses to two family homes to promote density in the community while preserving the existing character.

### 3.5.27. Rear Lot Garages

Lot coverage in residential areas shall be a consideration in design controls, should be proportionally similar to surrounding homes and shall include attached and detached garages.

### 3.5.28. Secondary Suites

Secondary suites or granny flats should be an allowed dwelling unit as a contiguous component of the primary dwelling unit.

### 3.5.29. Context Sensitive

Design within the Areas of Stability should be context sensitive maintaining the character of the neighbourhood by reflecting existing setbacks, materials, roof lines and mass to preserve and reflect the existing character.

### 3.5.30. Corydon Planned Development Overlay

The Planned Development Overlay (PDO) should cover the entire Corydon-Osborne study area. The PDO should be used to implement the Area Plan changes in height / density and implement design controls. An approvals process should be developed based on compliance with the design controls.

## *General Built Form Policies*

The following policies specify particular elements of the built form, they apply to all areas of the study area as appropriate based on previous policies:

### 3.5.31. Diversity of Character

The various character areas within the study area should be expressed in the built form to strengthen the sense of place and neighbourhood.

### 3.5.32. Architectural Design

High quality architectural design reinforcing the sense of place and relating to the street and pedestrian environment should be promoted including active first floor storefronts with windows, awnings, architectural features and landscaping.

### 3.5.33. Public to Private Realm Linkages

Commercial building sites should be integral and connected visually, thematically and materially to the surrounding street network and neighbourhoods.

### 3.5.34. Socializing Space

Commercial building sites should provide areas for gathering and socializing with appropriate amenities and facilities contiguous with the public realm.

### 3.5.35. Orientation and Public Art

In the provision of orientation and wayfinding, commercial buildings should employ public art, potentially working in partnership with the local arts community.

### 3.5.36. Commercial Street Wall

The commercial areas within the study area should offer a varied street wall with flexible setbacks to accommodate street uses, a contiguous streetscape pattern and materials and ground floor transparency with dominant street level windows.

### 3.5.37. Entrances

Principal building entrances shall be oriented to the public street and secondary entrances to rear parking areas or lanes.

### 3.5.38. At Grade Uses

At grade commercial uses should be flush with the grade and provide an active use at grade in order to promote pedestrian activity.

### 3.5.39. Patio Barriers

A fence or vertical barrier must be used to delineate the perimeter of the patio, maximum height is 4 feet (1.2m). Fences, screens and barriers shall be properly and safely secured and able to be removed if needed.

### 3.5.40. Patio Barrier Design

Design materials and colours for fences, screens and barriers shall be a high quality finish, compatible with the architectural elements of the building and meet universal accessibility design standards.

### 3.5.41. Patio Access

The width of any opening in the barrier shall be minimum 1m maximum 2m and oriented away from surrounding business frontage.

### 3.5.42. Corner Buildings
Commercial buildings and access at intersections should be designed, oriented and scaled to emphasize their location.

### 3.5.43. Building Orientation
Buildings shall be functionally and visually oriented to the public street and sited to be parallel to the public street and generally aligned to neighbouring buildings.

### 3.5.44. Drive Through
All auto accessed drive through facilities shall be prohibited in all areas.

### 3.5.45. Auto-Related Uses
Auto-related uses should be prohibited. Auto sales should be allowed if indoors or rear yard, subject to specific design guidelines / controls.

### 3.5.46. Pedestrian Sign Scale
Signage shall be at a pedestrian scale and orientation.

### 3.5.47. Pedestrian Signage
Free-standing pylon signs and digital static copy signs should be discouraged.

### 3.5.48. Billboards Advertising Signs
Restrict billboards advertising signs throughout the study area.

### 3.5.49. Pedestrian Sign Visual Impact
Signs shall not obstruct the pedestrian pathway.

### 3.5.50. Elevated Building Setbacks
Taller buildings in Mixed Use areas should step back upper storeys from the commercial street façade at least one storey in depth at an interval of a minimum three storeys.

### 3.5.51. Elevated Views
Residential buildings should minimize the intrusion of elevated viewing spaces overlooking private recreational/ outdoor space.

### 3.5.52. Roofs
Roof lines should reflect the surrounding context and be energy efficient. Roof gardens should be encouraged on low-rise and mid-rise buildings only.

### 3.5.53. Transit Amenities
Transit amenities should be incorporated in new development adjacent to transit stops in the Corydon-Osborne study area. Amenities should be incorporated into the design of new development where feasible.

### 3.5.54. Mature Trees
Encourage preservation of existing mature canopy shade trees and natural areas through good design.

## *Master Plan Park Development*

The Master Plan includes the development of central village greens or parks that serve as an identifier for each village. These central spaces will enhance or develop the sense of place within the village. According to the November 2013 public meeting, 69% of respondents strongly agreed or agreed that there should be more plaza space and/or parkland within the study area.

Within Corydon "village" this village green is an expansion of the existing Corydon-Hugo Piazza Park across Corydon Avenue connecting to Hugo Dock Park. This would strengthen the village concept and add a recreational and event space to the village core. Park development would occur over time as potential development opportunities arise.

Within the Osborne Station "village" there is the potential to develop a significant multi-use village green that expands from Osborne Station potentially connecting to existing park areas around River Osborne Community Centre and Gladstone School. The village green would create a setting or entrance plaza for the transit station. Any redevelopment of Confusion Corner should look to integrate park space as an iconic public space.

### 3.5.55. TOD Parks

Urban parks should be considered to support TOD development including programmed space for active and passive uses and may have recreation fields, town plazas or neighbourhood parks.

### 3.5.56. Central Park

Contiguous open space should extend from Gertrude Avenue to the Osborne Station and include a school/community centre, recreation facilities and a parkade proximate to transit.

### 3.5.57. Park Focus

Park land should be developed in the Corydon Avenue area as a community focal point and identifier that defines the character of Corydon-Osborne and provides an orientation point in the public realm system.



*Corydon-Hugo Piazza Park*

# 3.6 Circulation

***Circulation directs how we move around and through a place. Accessible and comfortable circulation can contribute to a high quality public realm and a more livable community.***

## Overview

As Corydon-Osborne is positioned for transit oriented development centred around Osborne Station, circulation is very important to the future success of the study area. To accommodate a shift to a more transit-friendly community, there is a need to improve the accessibility of Corydon-Osborne and the linkages to the surrounding area. The neighbourhoods should be integrated as a community and linked throughout to other destinations within the City of Winnipeg. This comprehensive approach should support the needs of a diverse population in the development of a safe, healthy neighbourhood environment and quality of life in the community. The streets, alleys, park and open space areas and community focal points should all be part of an interconnected system offering respite, alternative circulation and recreation to promote better health in the urban environment.

***Note:*** *A potential option for the development of Confusion Corner is provided in the Appendix of the Area Plan along with streetscape concepts for Corydon Avenue, Osborne Street and Pembina Highway.*




*Osborne Station*

## Issue Identification

A major issue discussed during the public engagement sessions is the need for circulation improvements. Although the Corydon Village area is known as a walkable community, there were significant issues raised that hinder the accessibility of Corydon-Osborne. These circulation issues are so significant in the study area, that this section provides an expanded review of issue identification as it discusses Confusion Corner, streetscape issues, pedestrian connections, cyclist connections and parking.

### *Confusion Corner Issues*

While many people think of Confusion Corner as landmark site recognized as part of Winnipeg's character, the fundamental problem with the intersection remains. Confusion Corner stands as a barricade between Osborne Station and the surrounding community. For the development of a successful TOD this intersection iconically termed Confusion Corner must be addressed and remediated.

## Streetscape Issues

Another issue raised during the public engagement sessions was the need for sidewalk and crosswalk improvements including the development of wider sidewalks. The two existing commercial / mixed use corridors, Corydon Avenue and Osborne Street, each have sidewalks that are too narrow to accommodate a comfortable walking environment appropriate for a key commercial corridor. Pembina Highway, with the development of the transit station/TOD area, has the potential to become a high-end retail corridor, it too will need to address its multi-modal environment. Currently Pembina Highway is an inhospitable pedestrian and cyclist environment that is an additional barrier to Osborne Station and Corydon Village. Yet there is the potential for this corridor to be a monumental corridor into the TOD area, Corydon Village and Osborne Village that welcomes people into the City of Winnipeg and links to the downtown.

To address these critical issues, the City should undertake a streetscape study that includes a transportation study to identify how Corydon Avenue, Osborne Street and Pembina Highway can provide an improved pedestrian and multi-modal environment appropriate for these villages.

## Pedestrian Connections

To improve the connectivity of the study area, the Master Plan identifies Green Pedestrian Connections. These connections are priority routes for pedestrians where future streetscape enhancements should be focused. Routes identified link parks to surrounding destinations. Corydon Avenue and the rear alley of Corydon Avenue are also areas of focus for future streetscape enhancements.

Other key pedestrian connections need to include those that promote access to the Assiniboine and Red Rivers. During the November 2013 public meeting, respondents identified the need for trails along both rivers. While the study area is bordered on two sides by rivers, there are minimal connections to these natural resources. Circulation improvements should include access to both riverfronts. Also a potential is the development of a pedestrian bridge across the Assiniboine River to provide better connectivity to the surrounding neighbourhoods.

## Cyclist Connections

As a TOD and a multi-modal community, providing safe cycling opportunities is necessary for the development of the area. Currently there two bicycle routes within the study area: Warsaw Bikeway and Nassau Bikeway. In addition, new bike route facilities are in development for Kingsway, Grosvenor and Wellington. Yet the Nassau Bikeway along Nassau Street has been identified in public engagement

sessions as a traffic concern. To properly address these corridors, the traffic management strategies used should be reviewed to identify their successes and failures to facilitate a multi-modal environment. Also identified by the public is the need for cycling improvements along Pembina Highway within the study area.

### *Parking Issues*

Parking is a controversial issue in Corydon-Osborne. Some residents are concerned with overflow parking from the commercial areas onto residential streets, some business owners would like to see more available free parking proximate to businesses, while others are interested in Transportation Demand Management (TDM) to accommodate parking issues. To address issues of parking management a study for Corydon Avenue was completed in 2012. The study identified several potentials to address parking issues including better utilizing existing available parking and accommodating parking as new construction occurs.

In addition to parking management, the Master Plan identifies the potential for a parkade proximate to Osborne Station. This would supply the increased density of the TOD with parking opportunities and is within walking distance to Corydon Village.

## Intent

To improve circulation and access in, around and out of Corydon-Osborne, the Area Plan recognizes the significant transportation issues that contribute to the quality of the public realm and the success of future transit oriented development. Circulation improvements should promote the urban design concept and work to integrate all modes of transportation into an interconnected system that is part of a positive urban experience in the study area. The following policies support this approach and lead the way for future circulation improvements in Corydon-Osborne.

### 3.6.1. Multi-modal

Interconnected multi-modal streets and alleys designed to calm traffic should be promoted and connected to pathways and the street system.

### 3.6.2. Multi-modal Streets

Multi-modal streets with wider sidewalks, public amenities, delineated walkable streets and safe bicycle circulation should be promoted and connected to transit.

### 3.6.3. Multi-Modal Circulation

Streetscapes should encourage interaction between people and all modes of circulation in an inter-modal transportation environment offering wide pedestrian travel zones throughout all areas.

### 3.6.4. Multi-Purpose Corridors

Streetscapes should have places and activity nodes, should be vegetated to be green linear parks and should offer separate identities for wayfinding and orientation and should facilitate safe and frequent street crossings.

### 3.6.5. Street Hierarchy

A hierarchy of streets and alleys based on the desired character of each should express and enhance the identity of the neighbourhoods and facilitate a structured wayfinding.

### 3.6.6. Pedestrian Connectivity

Sidewalk connectivity should be developed throughout the neighbourhoods to promote accessible, safe and continuous walking for all users.

### 3.6.7. Commercial Streetscape

The commercial streetscape should be an active pedestrian scale space with wide sidewalks and express the identity of the study area through art, paving patterns, lighting and street furniture.

### 3.6.8. Village Streetscape

The village streetscape should be an active pedestrian scale space with wide sidewalks and express the heritage identity through lighting, street furniture, brick walkways and interpretive panels.

### 3.6.9. Gateways

Gateways and arrival signatures should be developed to enhance neighbourhood identity and strengthen the sense of the neighbourhood as a unique place.

### 3.6.10. Streetscape Enhancements

Streetscape enhancements including wider sidewalks should occur on Corydon Avenue. A reconfiguration of "Confusion Corner" should include enhancements and wider sidewalks on Osborne Street. Pembina Highway streetscape enhancements should follow and comply with design guidelines / controls.

### 3.6.11. Feature Intersection

The future design of Confusion Corner should support the surrounding area open space system and be a focus/ identifier for the area through the use of sculpture, fountains, planted features, etc.

### 3.6.12. Public Art

Public art in the form of sculpture or murals should be encouraged and integrated at all prominent points in streetscape and gateways.

### 3.6.13. All Season Trails

In order to facilitate and encourage pedestrian/bicycle circulation reducing road traffic all season pedestrian/ bicycle trails should be developed.

### 3.6.14. Bicycle Facilities

A full range of bicycle parking facilities shall be incorporated throughout the area at strategic destinations. Enclosed facilities should be located proximate to transit.

### 3.6.15. Green Pedestrian Connections

Green pedestrian and bicycle connections, that are linear parks, should be encouraged in the streetscapes defined by: Lilac Street, Hugo Street, Stafford Street, Fleet Ave, and Pembina Highway and connect to the open space system including the Red and Assiniboine River greenways.

### 3.6.16. Green Streets and Lanes

Streets and lanes should incorporate elements to improve water quality by adding natural filtration such as rain gardens or stormwater planters and vegetation including indigenous street trees.

### 3.6.17. Parking as Arrival

Parking should be viewed as the arrival point and should be organized, landscaped and offer interpretive/orientation signage with direct and defined connections to local destinations.

### 3.6.18. Parking Shade

Parking should be shaded with indigenous, deciduous trees to reduce radiant heat.

### 3.6.19. Stormwater

Design of rear yard parking and alley roads shall encourage the use of water gardens and on site detention of stormwater wherever possible.

### 3.6.20. Parking

Off-street parking should be encouraged within buildings, where feasible, and in rear yards adjacent and contiguous to alleys.

### 3.6.21. Parking Relaxations

Parking requirements should be relaxed on future infill development and redevelopment with consideration for implementation of a payment-in-lieu system.

### 3.6.22. Shared Parking

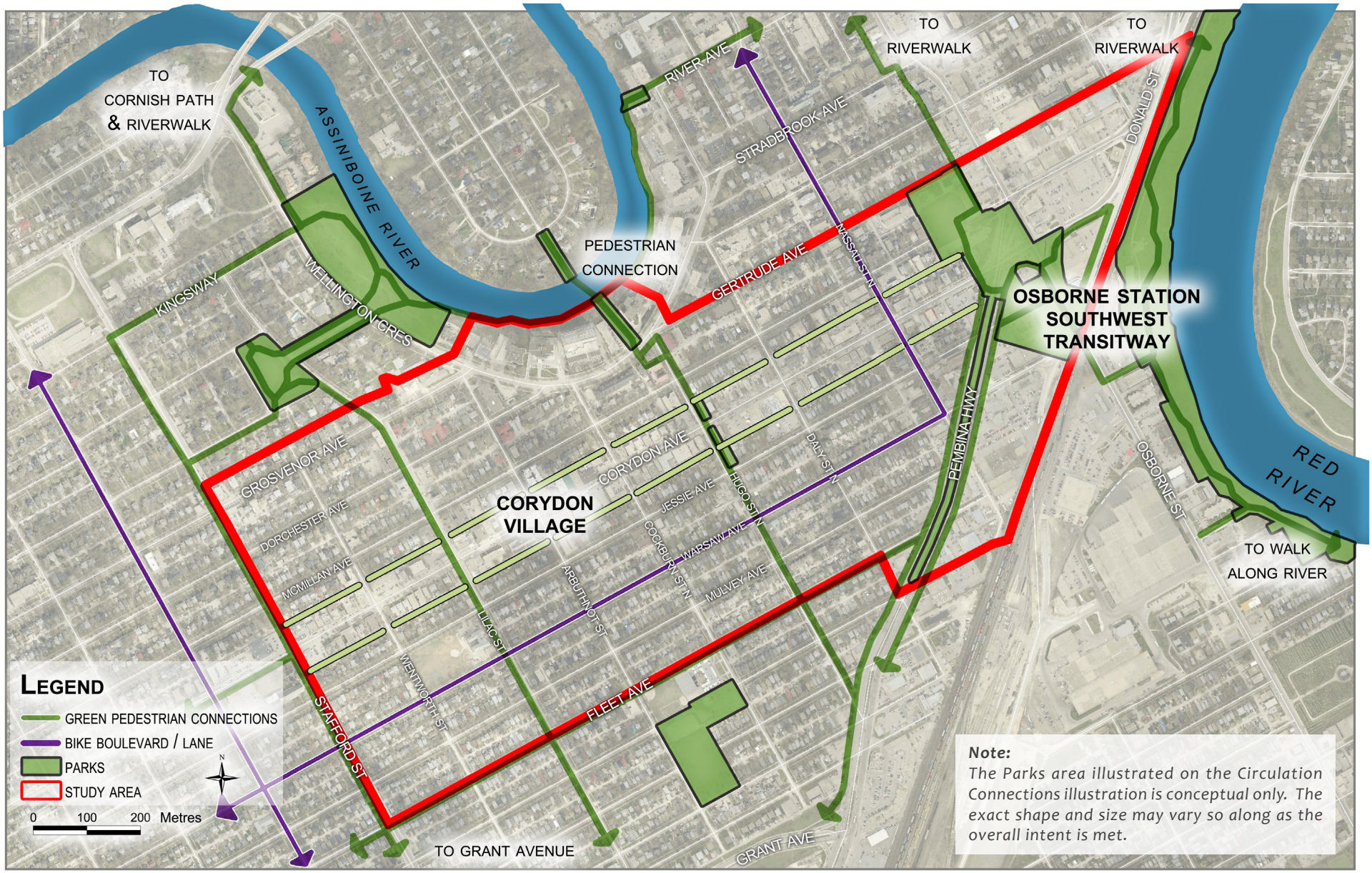
Shared parking agreements should be pursued with owners of large parking lots.

### 3.6.23. TOD Parking and Public Parkade

Parking should be an integral component of the TOD centre encouraging residents, shoppers and employees to get to the TOD and walk within the TOD through the use of on-street parking, parkades, within high density buildings and to the rear of buildings. A shared parkade should be located in the vicinity of Osborne Station with access to the central open space and surrounding neighbourhoods.

## *Circulation Connections*

The following illustration demonstrates the proposed circulation connections for Corydon-Osborne as is consistent with the Master Plan.



# *Implementing the Complete Communities Direction Strategy and the principles of Transit Oriented Development (TOD)*

The variety of design elements depicted in the Master Plan work to implement the directions and principles in both the Complete Communities Direction Strategy and the Transit Oriented Development Handbook. By applying the directions and principles of these citywide planning tools, the Corydon-Osborne study area is moving forward in a way that is consistent with the objectives of the City as a whole.

The specific Complete Communities directions that are applied to Corydon-Osborne are listed as follows:

- Promotes development along a regional mixed use corridor.
- Promotes the enhancement of existing mixed use corridors.
- Promotes small-scale, fine-grained development that is responsive to the surrounding community context.
- Promotes transit oriented development (TOD) to accommodate growth and change at centres along rapid transit corridors.
- Promotes transit-supportive land use and urban form at a centre along the rapid transit corridor.
- Encourages conservation and upgrading of existing housing in mature areas and expands housing opportunities through infill development.

The specific Transit Oriented Development principles that are applied to Corydon-Osborne are listed as follows:

- Enables the development of medium to high density development that is greater than the community average.
- Promotes a mix of uses.
- Plans for a compact, high quality pedestrian-oriented environment.
- Redesigns the TOD area to develop as an active defined centre.
- Provides innovative parking strategies.
- Utilizes an implementation strategy to support public leadership.

# 3.7 Design Guidelines

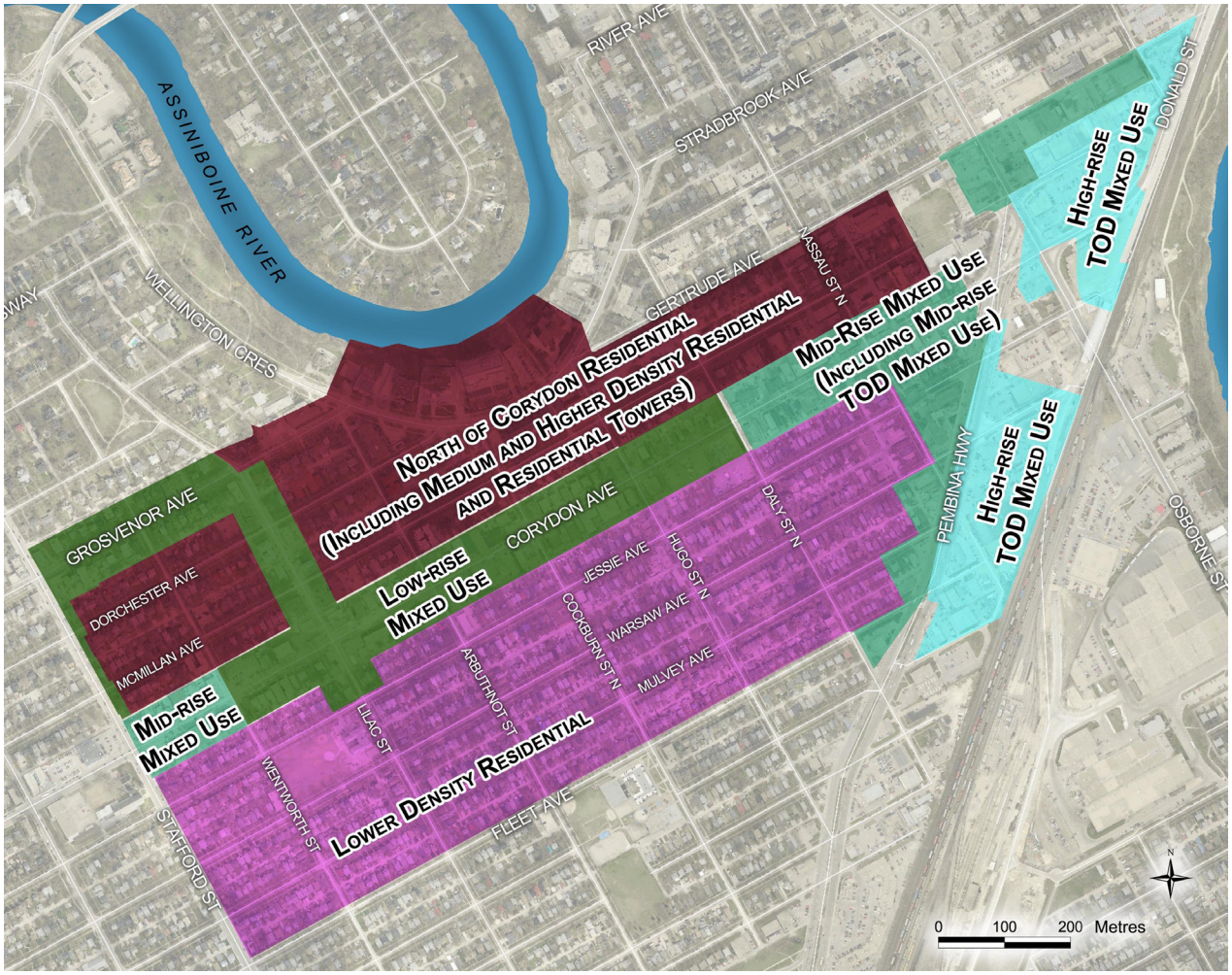
***Design guidelines help to maintain and enhance the character of the community. The following section provide design guideline recommendations that will guide the development of comprehensive design controls. These recommendations ensure that the buildings are consistent with the vision for Corydon-Osborne and further the principles of the Master Plan.***

Design guidelines apply to five different building types:

- High-rise TOD Mixed Use
- Mid-Rise Mixed Use (Including Mid-rise TOD Mixed Use)
- Low-rise Mixed Use
- North of Corydon Residential (Including Medium and Higher Density Residential and Residential Towers)
- Lower Density Residential

The specific location where each of these building types apply is identified in the adjacent map. The guideline recommendations outline for each building type form the foundation for future detailed design controls for the area.

## *Application of Design Guidelines Map*



## High-rise TOD Mixed Use

***The east side of Pembina Highway along the river should be predominantly commercial retail on the first floor, office on floors 2 and 3 and residential on the remaining. All buildings should be mixed use. Heights should allow views to the Red River over development that occurs immediately to the east.***

### High-rise TOD Mixed Use Design Guideline Recommendations

These design guideline recommendations promote the character of High-rise TOD Mixed Use buildings in a way that is consistent with the vision.

- Buildings should be parallel to the street
- Building setbacks should enhance the public realm/ pedestrian space
- The maximum lot coverage should be 90% and the minimum lot coverage should be 80%
- Buildings should be arranged to create courtyard spaces between buildings and integrated with surrounding park spaces
- Facades should be articulated to create private realm along the streetscape
- The façade should be composed to exhibit a clearly defined base
- The base should be a minimum 60% transparent window coverage on street or facades
- After the third storey, buildings should step back from the facade horizontally equal to the height of one storey; additional step backs should be provided at higher levels
- Entrances should be accented and doors should be a minimum 75% transparent
- Buildings should protect access to sunlight at street level
- Mechanical equipment should be screened and integrated into the rooftop building design
- Façade lighting should be wall mounted luminaries no higher than top of second floor; all entrances should be illuminated; additional accent lighting may be provided; all light should be cast down
- Awnings are encouraged, where architecturally appropriate, to delineate the ground floor, reinforce pedestrian scale and create shade
- Low growth roof gardens could be allowed

*Sample Illustration of a High-rise TOD Mixed Use Building Based on Design Guideline Recommendations*



## Mid-rise Mixed Use

***Portions of Corydon Avenue, Osborne Street and the west side of Pembina Highway encourage mid-rise buildings that are predominantly residential although all buildings are mixed use with retail and office on the lower floors and residential, office and home-based businesses on the upper floors.***

### Mid-rise Mixed Use Design Guideline Recommendations

These design guideline recommendations promote the character of Mid-rise Mixed Use (including Mid-rise TOD Mixed Use) buildings in a way that is consistent with the vision.

- Buildings should be parallel to the street
- Building setbacks should maximize public realm/ pedestrian space
- For buildings within the Mid-rise TOD Mixed Use area, the maximum lot coverage should be 90% and the minimum lot coverage should be 70%
- For buildings within the Mid-rise Mixed Use area, the maximum lot coverage should be 80% and the minimum lot coverage should be 70%
- Facades should be articulated and/or building facades staggered
- Buildings should maintain the proximate alignment of horizontal elements of adjacent buildings
- The façade should be composed to exhibit a clearly defined base, midsection and crown
- The base should be a minimum 60% to a maximum 70% window coverage
- Windows should be transparent; all facades fronting street should have windows
- After the third storey, buildings should step back horizontally equal to the height of one storey
- Recessed balconies should be provided for residential units
- Commercial entrances should be accented and doors should be a minimum 60% transparent
- Corner lot buildings should address the corner with entrances at or near the corner, providing greater pedestrian space
- Buildings should reflect traditional design elements from the surrounding neighbourhood, including materials, finishing, signage, placement of windows and doors and height and massing
- Rooflines that are flat should be delineated
- Façade lighting should be wall mounted luminaries, mounted no higher than top of second floor; all entrances should be illuminated; all light should be cast down
- Mechanical equipment should be screened and integrated into the building design

- Awnings or overhangs are encouraged to delineate first floor, reinforce pedestrian scale and create shade
- One sign shall be allowed per business and should be placed no higher than the first floor; signs should be flush with the building
- Roof gardens should be encouraged
- Parking should not be allowed in the front yard setback

*Sample Illustration of a Mid-rise Mixed Use Building Based on Design Guideline Recommendations*



## Low-Rise Mixed Use

***Corydon Avenue maintains existing low-rise building heights in the centre or "Village" to promote a pedestrian friendly scale. It is framed by mid-rise buildings that are predominantly residential although all buildings are mixed use with retail or office on the lower floors and residential, office or home-based businesses on the upper floors. Portions of Stafford Street, Grosvenor Avenue and Lilac Street also promote low-rise buildings.***

### Low-rise Mixed Use Design Guideline Recommendations

These design guideline recommendations promote the character of the Low-rise Mixed Use buildings in a way that is consistent with the vision.

- Buildings should be parallel to the street
- Building setbacks should maximize contiguous pedestrian space
- The maximum lot coverage should be 75% and the minimum lot coverage (for Corydon Avenue properties only) should be 60%
- Facades should be articulated and/or building facades staggered with respect to setback, to create variety and/or private realm along the streetscape (i.e. patio dining areas)
- Buildings should maintain the alignment of horizontal elements of adjacent existing buildings
- The façade on buildings over 3 storeys should be composed to exhibit a clearly defined base, midsection and crown
- The base should be a minimum 50% window coverage
- Facades fronting street/alleys should have transparent windows
- Balconies should be provided for residential units
- Commercial entrances should be accented and doors should be a minimum 30% transparent
- Corner lot buildings should address the corner with entrances at or near the corner, providing greater pedestrian space
- Buildings should reflect traditional design elements from the surrounding neighbourhood, including materials, finishing, signage, placement of windows and doors and height and massing
- Rooflines that are flat should be delineated
- Façade lighting should be wall mounted luminaries, mounted no higher than top of first floor; all entrances should be illuminated; all light should be cast down
- Mechanical equipment should be screened
- Awnings or overhangs are encouraged to delineate first floor, reinforce pedestrian scale and create shade
- One flush sign should be allowed per storefront and should be placed no higher than the first floor

- A midblock pedestrian connection should be provided from Corydon to the rear alley
- Parking should not be allowed in the front yard setback

*Sample Illustration of a Low-rise Mixed Use Building Based on Design Guideline Recommendations*



## NORTH OF CORYDON RESIDENTIAL

***The residential area north of Corydon Avenue is considered a stable single-family and multi-unit residential mature neighbourhood that may allow intensification.***

### North of Corydon Residential Design Guideline Recommendations

These design guideline recommendations promote the character of residential buildings north of Corydon Avenue in a way that is consistent with the vision.

- Buildings should be parallel to the street frontage property line
- Building setbacks should be within 1.5 metres (5 feet) of the average of the two adjacent buildings' setbacks
- Roofs should be pitched unless adjacent buildings are flat roofed
- Buildings should have their main entrance facing the street
- Windows and entrances should be articulated
- Façade lighting should be wall mounted luminaries no higher than top of first floor and all light should be cast down and fully shielded
- Front yard fences should be less than 1.2 metres (4 feet), and mostly transparent
- Multi-family buildings should reflect the surrounding residential building character
- Multi-family buildings should have variable setback across the facade
- Corner lots may have greater lot coverage
- Multiple lot development may be contiguous but should articulate, at minimum, the appearance of the original lot line
- Signs should be flush with the building
- Residential development should maintain the existing pattern of detached garages rather than attached garages
- All parking lots should provide appropriate screening to preserve the residential character of the surrounding area
- Residential development should provide pedestrian access at the street level and locating parking, loading and services entrances at the rear of buildings
- Residential development should have consideration for light, view and privacy of adjacent buildings and areas
- Residential development should ensure pedestrian access is a predominant feature in the site design
- Residential development should ensure the use of building design elements that are consistent with surrounding properties, including materials, finishing, signage, placement of windows and doors and height and massing of buildings
- Residential development should ensure sensitive design

that clearly defines public, semi-private and private space

- Residential development should encourage preservation of existing mature canopy shade trees and natural areas through good design
- Residential design should strongly encourage the incorporation of concepts of Universal Design and Crime Prevention Through Environmental Design (CPTED) into building, streetscape and site design

*Sample Illustration of Residential Buildings North of Corydon Based on Design Guideline Recommendations*



## Lower Density Residential

***The residential area south of Corydon Avenue is considered a stable, generally single-family residential, mature neighbourhood that may allow intensification to two units and small scale multi-family on corner lots.***

### Lower Density Residential Design Guideline Recommendations

These design guideline recommendations promote the character of Lower Density Residential buildings south of Corydon Avenue in a way that is consistent with the vision.

- Buildings should be parallel to the street frontage property line
- Building setbacks should be within 1.5 metres (5 feet) of the average of the two adjacent buildings' setbacks
- Roofs should be pitched
- The finished floor level should be the average of the adjacent buildings
- Buildings should have their main entrance facing the street
- Buildings should include architectural appurtenances such as front porches, covered stoop, etc., consistent with the building materials
- Windows and doors should be articulated
- Façade lighting should be wall mounted luminaries no higher than top of first floor and all light should be cast down and fully shielded
- Front yards should consist of soft landscape a minimum 60% of the area
- Front yard fences and walls should be no higher than 1m and of a primarily transparent construction
- Compatible small-scale multi-family buildings should reflect the surrounding residential building character
- Compatible small-scale multi-family buildings should have a variable set back across the facade
- Corner lots may have greater lot coverage
- Multiple lot development on interior lots should allow for maximum coverage less building context setbacks
- Multiple lot development may be contiguous but should articulate the appearance of two units per lot
- Multiple lot development should reflect the rhythm, massing, materials and proportions of the adjacent residential buildings
- Residential development should maintain the existing pattern of detached garages rather than attached garages
- All parking lots should provide appropriate screening to preserve the residential character of the surrounding area
- Residential development should provide pedestrian access at the street level and locating parking, loading and services entrances at the rear of buildings

- Residential development should have consideration for light, view and privacy of adjacent buildings and areas
- Residential development should ensure pedestrian access is a predominant feature in the site design
- Residential development should ensure the use of building design elements that are consistent with surrounding properties, including materials, finishing, signage, placement of windows and doors and height and massing of buildings
- Residential development should ensure sensitive design that clearly defines public, semi-private and private space
- Residential development should encourage preservation of existing mature canopy shade trees and natural areas through good design
- Residential design should strongly encourage the incorporation of concepts of Universal Design and Crime Prevention Through Environmental Design (CPTED) into building, streetscape and site design

***Sample Illustration of Lower Density Residential Buildings Based on Design Guideline Recommendations***



# 3.8 Benefits of the Master Plan

***The Master Plan redesigns Corydon-Osborne in a way that capitalizes on opportunities and enhances existing strengths of the neighbourhood for a physical form that represents the community vision for the future.***

The Master Plan sets clear direction for the built form of the study area that is based on a strong rationale for promoting both the character and the economic potential of the area while improving the quality of the urban environment.

## Promotes Community Character

During the public meeting in November 2013, 93% of respondents agreed that there are specific areas within Corydon-Osborne that have a distinct character or identity. This character is an important part of what makes Corydon-Osborne an exceptional destination in the City of Winnipeg and should be preserved as the community develops. The Master Plan maintains and promotes the character of the community using several strategies:

- Maintains the scale of the Corydon Avenue's 'village' core with low-rise mixed use buildings proposed for this area. The current scale of this commercial strip is one of the key elements that attracts people to the area. This feature is enhanced by allowing mid-rise development opportunities at either end of Corydon Avenue within the study area and framing the scale of the core area.
- Promotes the existing character of the community by recommending design controls that preserve the features that are consistent with the community building types.
- Identifies potential village greens that are identifiers of the community in the two village hubs: Corydon Avenue and the TOD.

## Expands Economic Opportunities

Discussions with the local business community raised critical points regarding development needs, particularly around transit, as well as the potential to accommodate high-end retail and year-round activity given the appropriate space is available. The Master Plan recognizes that economic success is about seizing opportunities. The Corydon-Osborne area is positioned for extraordinary economic potential, for instance:

- The City of Winnipeg has been experiencing resurgence. At the end of 2013, downtown Winnipeg was the focus of more than 2 million square feet of office and commercial space development, nearly a quarter million

square feet of museum and educational space and 646 new residential units for a total of almost 1,400 new downtown residential living opportunities. Located adjacent to the downtown, Corydon-Osborne is poised to dovetail on this growth and solidify Winnipeg's vitality.

- Corydon-Osborne already has identity and cachet as a residential neighbourhood of choice and with unique shopping, bars, cafés and restaurants that are entertainment, shopping and visitor destinations.
- The TOD potential around Osborne Station offers land that can be developed and redeveloped. Its growth will help accommodate the population growth anticipated in Winnipeg. Migrants to Winnipeg topped 10,000 in 2011 and 2012 and while slowing somewhat are forecast to remain over 9,000 in 2013 and 8,000 in 2014.

These conditions call for a Master Plan that reaches toward achieving the communities potential. The plan does so by providing the following opportunities:

- Increases development opportunity around Osborne Station and along Pembina Highway including high-rise and mid-rise development. Development and redevelopment of the area provides the opportunity for a high-end retail corridor as well as office and residential development around a busy TOD hub.
- Potentially enhances the vibrancy of Corydon-Osborne by recommending streetscape improvements that will draw people from the TOD and its high densities to the lower density historic neighbourhood core. These streetscapes should reinforce the urban design, improving wayfinding and circulation.
- Links to the existing core neighbourhoods in Corydon and Osborne as well as links the emerging TOD to the burgeoning downtown. With its easy walking and commuting distance to the university and downtown commercial core, students and downtown workers will be able to find a range of housing types to suit all tastes and budgets.

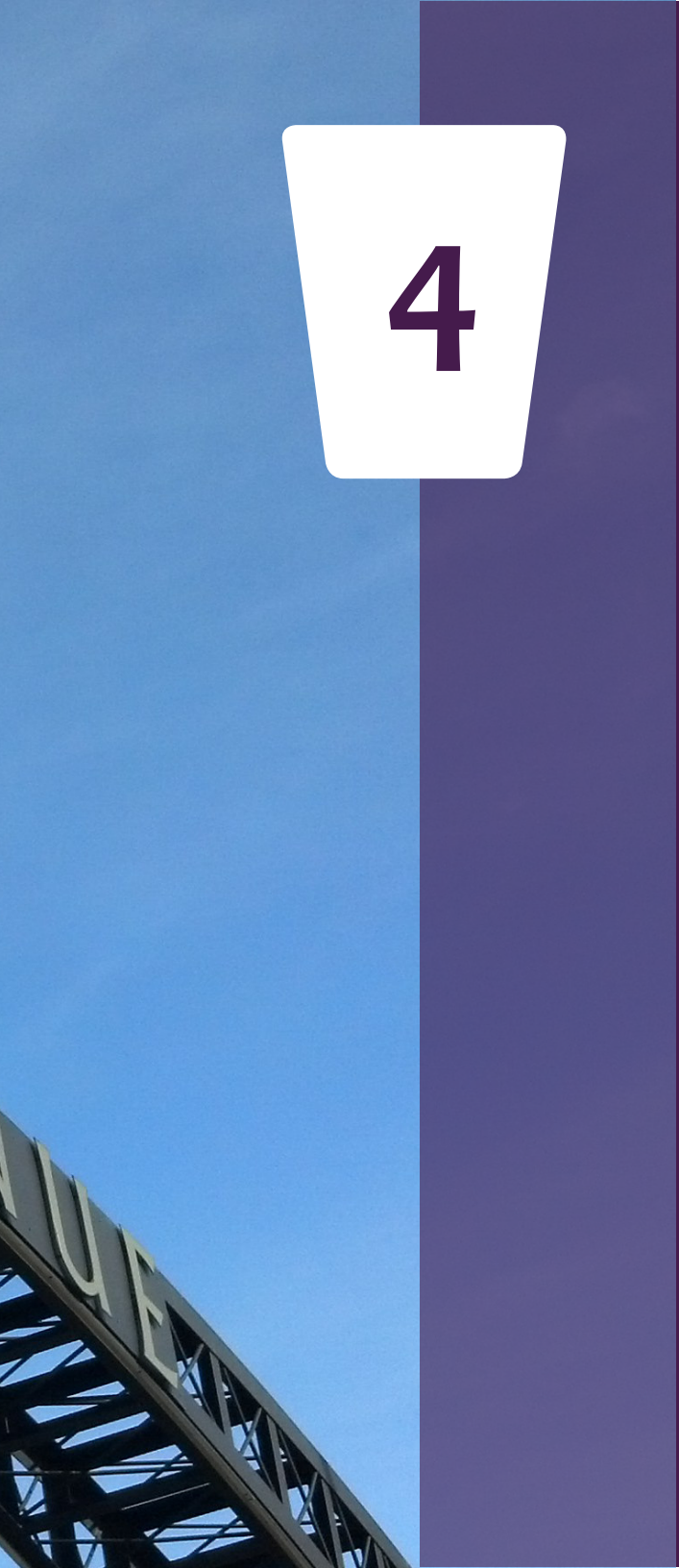
## Enhances the Urban Environment

One of the most common issues raised in the November 2013 public meeting as well as through discussions with local stakeholders was the need for circulation improvements. Issues raised ranged from sidewalk improvements to parking needs to connectivity for pedestrians and cyclists. Particularly significant issues raised were those regarding the intersection termed Confusion Corner that is currently a barrier for safe circulation for all modes. The recommendations of the plan call for:

- Redesigning the commercial streetscapes
- Redesigning Confusion Corner as an iconic and accessible intersection
- Consideration of potential parking configurations
- Prioritization of routes to better connect the community to the City

***Each of these benefits are also promoted through policy that leads the community in a direction that is consistent with the Master Plan.***


CORYDON AVE



# 4 Implementation

Implementation provides the recommendations for how the Area Plan accomplishes the vision and goals for the future of Corydon-Osborne. These next steps are detailed in the following sections:


4.1 Directions for Zoning

4.2 Potential for Intensification

4.3 Implementation Actions

4.4 Community Participation

4.5 Plan Monitoring & Review

4.6 Plan Amendment

# 4.1 Directions for Zoning

***To address current development issues within the study area and facilitate the implementation of the plan, the following describes the recommended zoning directions.***

The Corydon-Osborne study area is controlled by a series of citywide zones as well as a Neighbourhood Main Streets Planned Development Overlay 1 (PDO-1) over specific portions of the study area. To implement the recommendations of the Area Plan, the existing zoning is reviewed and new approaches to regulate the area are provided. The primary zoning direction recommendation for the Corydon-Osborne study area is to create a new PDO for the area. This new PDO would apply to the entire study area and would include design controls for the various recommended building types.

The following reviews the relevance the existing PDO and makes recommendations of what should be included in the new PDO.

## Review of the Existing PDO

Within the study area, the Neighbourhood Main Streets Planned Development Overlay 1 (PDO-1) includes properties along Corydon Avenue from Stafford Street to just east of Daly Street as well as properties along Osborne Street north of McMillan Avenue. The overlay is not specific to study area as it includes several other pedestrian-oriented, neighbourhood-scale commercial areas in older areas of the City. The function of the overlay is to apply permitted use restrictions and use specific standards to the overlay districts.

While the PDO does not specifically address the needs of Corydon-Osborne, the overlay has provided a tool to maintain the scale of the commercial areas. Therefore, many of the restrictions should be maintained from the existing PDO, including:

- Permitted Use Restrictions: The permitted use restrictions should be maintained from the existing PDO. For example:
  - The PDO prohibits billboard, digital moving copy/ billboard, digital static copy/billboard, poster uses. This should be maintained and is expanded on in the Area Plan's Section 3.5 policies regarding pedestrian signage, pedestrian sign scale and pedestrian sign visual impact.
  - Drinking establishments require discretionary review[1]

1 *Discretionary review generally refers to a conditional use application, subject to a public hearing and approval through the Board of Adjustment. By contrast, a rezoning is a by-law change that requires a more extensive approval process through City Council.*

The primary zoning direction recommendation for the Corydon-Osborne study area is to create a new PDO for the area. This new PDO would apply to the entire study area and would include design controls for the various recommended building types.

- Use Specific Standards: The existing PDO limits specific uses to specified amounts of gross floor area per building. These limits should be maintained. During the development of the design controls, the City would reassess these limits, as appropriate, when the new PDO is applied.

## Directions for the New PDO

The new PDO for Corydon-Osborne should apply to the entire study area and implement the vision for the future of the community. Specific changes that the new PDO should apply include:

- Design review for all development (except for single-family) to determine compliance with applicable design controls.
- A City-initiated zoning change to make two-family development permitted by right throughout (subject to design controls) in order to accelerate the approval process for moderate infill.
- Regulation of height, density and enforcement of design controls based on the recommendations for building types in the Area Plan.
- Infill within Areas of Stability should be reflective of existing densities and incremental in intensification.
- All auto-related uses should be prohibited except indoor auto sales, subject to design controls.

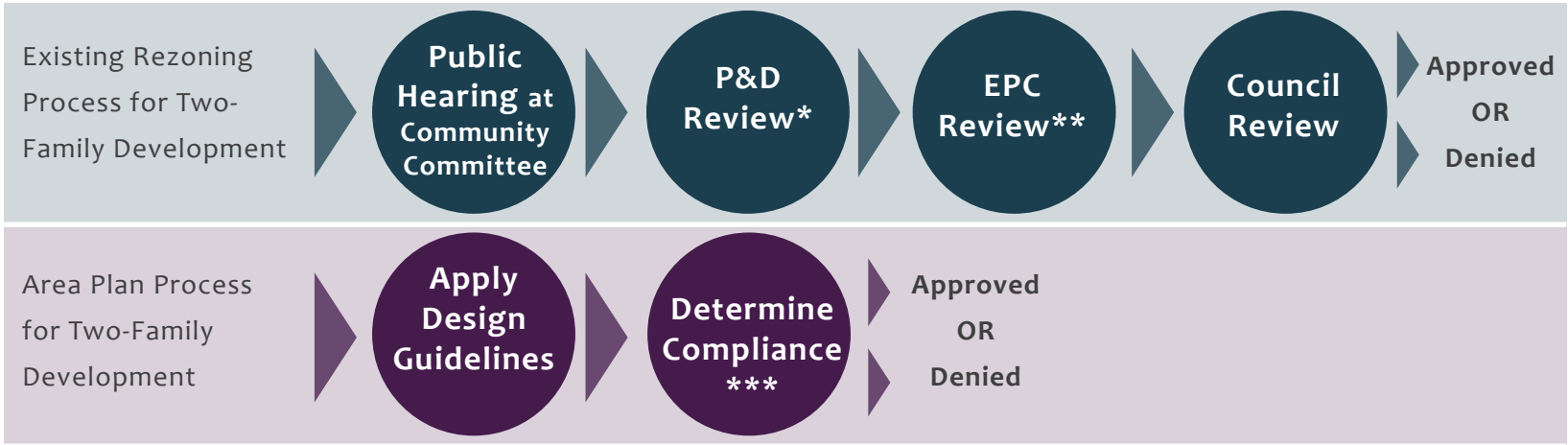
These recommendations highlight the intent of the new PDO, nonetheless, all properties with existing multi-family rights and entitlements under the zoning by-law will maintain existing rights.

## Process for Development

With the Area Plan in place, the process for development incorporates the policies and design guidelines that implement the vision for Corydon-Osborne. The intent of the Area Plan is to provide the foundation for more detailed design controls that further simplify the development process and further define the specific characteristics for the built form within the study area. The following flowcharts provides a demonstration how the process has been simplified for two-family development within the residential areas. This would also facilitate compatible multi-family development (to the extend supported by the policies in Section 3.5) by discretionary review.[2] This type of development includes development defined as Small Multi-Family density, which represents a maximum 1 unit per 1250 sq.ft. of lot area and development defined as Medium Multi-family density, which represents a maximum 1 unit per 800 sq.ft. of lot area. All increases in entitlement beyond the zoning in the TOD and other mixed use areas would

2 *Discretionary review generally refers to a conditional use application, subject to a public hearing and approval through the Board of Adjustment. By contrast, a rezoning is a by-law change that requires a more extensive approval process through City Council.*

***Revised Process for Two-Family Development***




**The Standing Policy Committee on Property and Development (P&D) reviews the recommendations of the Community Committee.*
***The Executive Policy Committee reviews the recommendations of the P&D Review.*
****The designated approving authority approves the plans.*

need to go through a rezoning process, would subject to design controls and would be subject to added scrutiny to ensure compatibility with the Area Plan.

With the implementation of specific design controls, this process could be mirrored for other areas of Corydon-Osborne including mixed use areas and TOD areas. The objective of implementing design controls with greater detail than the design guideline recommendations of the Area Plan is to benefit both the community residents and stakeholders and the developers. The design controls implement the vision of the community and provide greater involvement opportunities in the design of the built form. The design controls also assist the developer in identifying community supported design elements and clarifying the design directions for Corydon-Osborne for an abbreviated review process.

## About Design Controls

Design controls have the potential to protect or promote the character of the area while accelerating the approval process for development that complies with the controls. The design controls may include caveats for iconic architecture. For example, for development that does not comply with the controls, such as iconic architectural development, a standard review process may be utilized. Design controls should reflect the intentions of the urban design concept, master plan and design guidelines of the Area Plan.

# 4.2 Potential for Intensification

***To illustrate the potential opportunity for intensification that the recommendations of the Master Plan allow, a "build-out"analysis was conducted for the study area.***

## The Purpose of a Build-out

Build-out analysis is a tool to illustrate what could be developed based on the extent of what is allowed in the zoning regulations. It shows that there is an opportunity for intensification, but does not evaluate the likelihood of this intensification. While this analysis has some clear limitations, it is a critical tool to show whether or not recommended changes will accommodate growth in the future. In a growing city like Winnipeg, this is necessary information particularly in an area focused on intensification like Corydon-Osborne. A Transformative Area with vast TOD potential along the Red River, planning for the area needs to ensure that growth will be accommodated based on the built form proposed in the Master Plan. The build-out analysis provides this information.

## Build-out Analysis Methodology

A specific methodology was used to estimate the build-out potential of Corydon-Osborne based on the built form recommendations of the Master Plan and the supporting policies. The key steps in the analysis are listed as follows:

For Mixed-Use Areas:

- Developable area was estimated for high-rise and mid-rise buildings along Pembina Highway as well as low-rise and mid-rise mixed use buildings along Corydon Avenue, Lilac Street and the Grosvenor Avenue and Stafford Street intersection.
- Park and open spaces as well as unusable space was removed from the estimate.
- To identify commercial space, each developable area was multiplied by the number of floors assumed to be commercial.
- To identify residential space, each developable area was multiplied by a range of floors above commercial.
- Additional Assumptions:
  - Parcels with existing buildings of 3 or more storeys were redeveloped based on proposed built form
  - Parcels were multiplied by the minimum proposed lot coverage (70%, 60% in Corydon Village)
  - The number of floors assumed to be commercial included 3 floors (1 retail, 2 office) for high-rise buildings and 2 floors (1 retail, 1 office) for low and mid-rise buildings.

- The range of floors above the commercial included 12-22 floors for high-rise buildings, 4-6 floors for mid-rise buildings along Pembina Highway, 1-2 floors in Corydon Village and 2-4 floors for mid-rise outside of Pembina Highway.
- Units were assumed to be an average 1500 sq. ft.

For Low Density Residential Areas:

- Developable area was estimated based on a 5% - 10% conversion rate of single family houses.

The results of the build-out analysis are summarized in the following table:

| | 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 |

With 1,757,000 square feet of developable commercial space and a range of 4,540 - 8,730 units possible, the Corydon-Osborne built form recommendations allow for a substantial amount of growth in this key area of the City.

## Translating Growth into Households

Understanding that the City of Winnipeg is projected to grow, it can be difficult to relate growth projections with an increase in the amount of households that will need to be accommodated. The table below shows the increase in population and households needed based on a 1.2% increase in population for the City and the census areas that comprise the study area.

| Year | Winnipeg Population | Winnipeg Households Needed | Study Area Population | Study Area Households Needed |
|---|---|---|---|---|
| 2025 | 828,810 | 59,500 | 9,997 | 659 |
| 2035 | 943,082 | 116,636 | 11,264 | 1,285 |
| 2045 | 1,073,109 | 181,650 | 12,691 | 1,990 |

Annual Population Growth based on Conference Board of Canada, "Long Term Demographic and Economic Forecast for Winnipeg CMA" report, Aug. 2012

These numbers show that, based on the study area accommodating a percentage of citywide population increases, by 2045 there will be 1,990 additional households needed. These numbers do not take into consideration that the Osborne Station TOD is a prime location in the City and a substantial development opportunity proximate to transit, riverfront views, Corydon Village and Osborne Village.

The build-out analysis, together with the growth projections show two essential findings:

1. The City and the study area will have additional household needs based on the projected population growth.
2. The built form changes to the study area proposed by the Area Plan will accommodate additional growth.

# 4.3 Implementation Actions

***The following next steps will help the City of Winnipeg accomplish the directions of the Area Plan.***

| No. | Action | Responsibility | Time Frame | | |
|---|---|---|---|---|---|
| | | | High Priority | Medium Priority | Low Priority |
| | **Land Use and Development** | | | | |
| 1 | Replace the Neighbourhood Main Streets PDO on Corydon Avenue and Osborne Street with a new PDO for the whole plan area. Include design controls per the recommendations in the plan and require plan approval for any new development other than single-family. | PP&D, City Council | ● | | |
| 2 | Amend zoning to allow secondary suites and two-family development in Areas of Stability without requiring rezoning applications. | PP&D, City Council | ● | | |
| | **Plan Administration** | | | | |
| 3 | Amend the Osborne Village Neighbourhood Plan boundary to remove any areas that overlap with the Corydon Osborne Area Plan boundary. | PP&D, City Council | ● | | |
| | **Active Transportation** | | | | |
| 4 | Secure access to the Red River from the Osborne Transit Station area with any redevelopment to the east. Introduce wayfinding elements to enhance connections between the plan area and the riverbank parkway system. | PP&D, PW, Transit, AT | | ● | |
| 5 | Explore and evaluate alternative configurations for the Pembina-Corydon interchange that improve pedestrian safety and access, and to better link the rapid transit station. | PP&D, PW, Transit, AT | ● | | |
| 6 | Undertake a design study for the development of a separated bikeway and enhanced pedestrian facilities on Pembina Highway. | PP&D, PW, Transit, AT, City Council | ● | | |
| 7 | As part of a streetscape task force (City , BIZ, other stakeholders) evaluate the options and impacts of widening sidewalks on Corydon Avenue and Osborne Street. | PP&D, PW, Transit, AT, Community Stakeholders | ● | | |
| 8 | Complete an accessibility audit of the sidewalk network to identify gaps and shortcomings to be rectified. | PP&D, PW, Transit, AT, Community Stakeholders, City Council | ● | | |
| 9 | Identify opportunities to increase public bike parking in the Corydon-Osborne study area. | Winnipeg Parking Authority | | ● | |
| 10 | Prioritize streetscape improvements (in addition to those for Corydon Avenue, Pembina Highway and Osborne Street) to those streets designated as green pedestrian connections. Streetscape improvements include elements to improve water quality and to create a linear park atmosphere. | PP&D, PW, Transit, AT, City Council | | ● | |

| No. | Action | Responsibility | Time Frame | | |
|---|---|---|---|---|---|
| | | | High Priority | Medium Priority | Low Priority |
| | Parks and Open Space | | | | |
| 11 | Undertake streetscape improvements along Pembina Highway to achieve a pedestrian-friendly image route and to support and encourage high-density mixed-use development. | PP&D, PW, Transit, AT | | ● | |
| 12 | Develop an interpretive program for the Corydon-Osborne study area that features interactive displays and pedestrian nodes with seating and interpretive panels. | Corydon BIZ, PP&D, Community Services, Community Stakeholders | | ● | |
| 13 | Investigate the future potential for burial of the overhead transmission corridor along Pembina Highway. | PP&D, PW, Transit | ● | | |
| 14 | Future changes to the Pembina-Corydon interchange should incorporate public open space and art to celebrate the iconic nature of the intersection. | PP&D, PW, Transit | ● | | |
| 15 | Develop an open space acquisition strategy for the areas adjacent to the Osborne Station and Hugo Piazza, to achieve the objectives of the master plan. The strategy should include:<br>o An appraisal of the land value, cost of acquisition, and costs of on-going maintenance;<br>o Establishment of an acquisition fund within the City's capital budget;<br>o Use of park land dedication whenever subdivision and rezoning applications within the plan area are considered;<br>o On-going monitoring of lands for sale in order to capitalize on acquisition opportunities within the targeted areas;<br>o Discussions with Manitoba Hydro regarding future decommissioning of the substation. | PP&D, City Council, Community Stakeholders, Manitoba Hydro | | ● | |
| 16 | Investigate the feasibility of a pedestrian link across the Assiniboine River to Armstrong Point involving neighbourhood stakeholders on both sides of the river. | PP&D, Community Stakeholders, PW, AT | | ● | |
| | Parking | | | | |
| 17 | Use design guidelines or a PDO to require 20-25 foot rear yards along Corydon Avenue to accommodate customer parking. | PP&D, City Council | | ● | |
| 18 | Use design controls to encourage walkway connections to rear parking from Corydon Avenue. | PP&D, Community Stakeholders | | ● | |
| 19 | 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. | PP&D, Community Stakeholders | | | ● |
| 20 | Work with property owners to maximize use of existing parking facilities by providing shared parking opportunities within the study area. | Corydon BIZ, PP&D, Community Stakeholders | ● | | |

# 4.4 Community Participation

***Public involvement is critical to the development of a successful plan. The vision and foundation for the Corydon-Osborne Area Plan is community participation.***

## Overview

Corydon-Osborne is an active community with residents and business owners that are committed to the continued preservation and improvement of their unique urban neighbourhood. In fact, the need for a plan for Corydon-Osborne has long been recognized. Still, the success of the planning process has only occurred when the community can see that all voices are incorporated and valued within the planning process. Ensuring comprehensive participation particularly important in this community because many vary on their concept for how development should occur in Corydon-Osborne.

## Issue Identification

The major issue that causes tension within the community is the lack of clarity in the planning process about what should be allowed and what should not be allowed. The development process is guided by policies that do not specifically address the Corydon-Osborne study area and therefore do not provide the necessary level of direction.

## Intent

The intent of the Corydon-Osborne Area Plan is to represent the community's vision for the future of the study area and develop the policies, design guidelines and recommendations that work to implement this vision in an organized manner. The following policies support the intent of community participation.

### 4.4.1. Participation in Development Applications*

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.

### 4.4.2. Participation in Public Projects*

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

### 4.4.3. Participation in Development of Design Controls

Provide opportunities for community input in the development of design controls for the study area.

* Consistent with Osborne Village Neighbourhood Plan Policies 10.1.1

# 4.5 Plan Monitoring & Review

***Plans are living documents, they must change over time to maintain community relevance. This section identifies the process for monitoring and reviewing the Corydon-Osborne Area Plan.***

Plans are influenced by a variety of factors including development, land dynamics and socio-economic change. To ensure that the plan remains effective in addressing community needs amidst evolving community preferences the Corydon-Osborne Area Plan will be monitored as development applications, capital improvements and other activities occur.

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 goals and objectives continue to be met.

Formally, the Corydon-Osborne Area Plan will be monitored by the Standing Policy Committee on Property & Development via the Planning, Property and Development Department's Area Plan Work Program report. The report will:

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

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

## Plan Review

Beyond Plan Monitoring, the Corydon-Osborne Area 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 Area 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 that any substantive changes to the plan consider community views. A Plan Review should occur every 5 - 10 years.

## Performance Measures

As part of the evaluation and review of the Area Plan's success, performance measures can be used as a tool to identify how much progress has been made since the implementation of the plan and what areas need a stronger focus to achieve the vision and goals of the future. Performance measures can be quantitative or qualitative measures, meaning that they can measure how much there is of something (e.g. transit ridership) or how people perceive something (e.g. accessibility). Both are useful measures to identify the success of the Area Plan.

The following lists a sample of potential performance measures based on the goals of the Area Plan. Some of the performance measures are numerical measures and the usefulness of these will depend on the data available. Other performance measures evaluate public perception and will need to use community participation tools to evaluate. The City may want to continually update quantitative measures during regular monitoring of the Area Plan and utilize quantitative measures during Plan Review. An important aspect in employing performance measures is maintaining involvement in the success of the plan, beyond plan development and into plan implementation.

### Sample Performance Measures for the Area Plan

Circulation

- Increased pedestrian and bicycle traffic
- Increased transit ridership
- Increased riverfront access
- Increased downtown access

Intensification

- Number of transit oriented developments around Osborne Station

Public Safety

- Fewer police calls
- Fewer accidents
- Perception of accessibility

Economic Vibrancy

- Storefronts/vacancies

Clean, Healthy Environment

- Street appearance/litter
- Satisfaction with access to healthy lifestyle

Culture, Arts and Recreation

- Events and festivals

Educational Enhancements

- Facilities
- Interpretive signage

Efficient Effective and Economical Government

- Shorter development approvals process
- Access to community participation opportunities

Diversity & Character

- Access to a range of housing options including affordable housing
- Perception of village centre and identity

# 4.6 Plan Amendment

***The Area Plan sets the future development direction for consistent implementation to achieve the overall community vision.***

For development proposals that conflict with plan policies, building and development permits cannot be issued without plan amendment. Amendments to the Corydon-Osborne Area 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, area plans are development plans and amendments thereto are more comparable to *OurWinnipeg* 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 *Corydon-Osborne Area 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, goals, and policies in the *Corydon-Osborne Area Plan;*
- The need for the proposed change; and,
- The benefits for the planning area and community as a whole, and not be solely based on the desires of an individual development proponent.

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