Agenda – Council – December 10, 2014

Report – Standing Policy Committee on Property and Development – November 25, 2014

Item No. 7 Secondary Plan – Corydon-Osborne Area Plan
(Fort Rouge-East Fort Garry Ward)
File SP 2/2014

STANDING COMMITTEE RECOMMENDATION:

On December 3, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That Council amend By-law No. 99/2014, the Corydon-Osborne Area Plan, as follows and give it second and third reading:

   A. That the map under section 2.1 (on page 11) be replaced with the map in Attachment B;

   B. That the map under section 3.5 (on page 32) be replaced with the map in Attachment C;

   C. That the following be inserted after policy 3.5.17, before the heading "Residential Built Form & Development":

      3.5.17.1. Auto-Related Uses
      Auto-related uses should be prohibited. However, after discretionary review, the City may approve indoor auto sales, which would be subject to specific design guidelines / controls.

   D. In policy 3.5.27:
      i. in the heading, striking out "Rear Lot Garages" and substituting "Lot Coverage";
      ii. striking out ", should be proportionally similar to surrounding homes and shall include attached and detached garages";

   E. Above policy 3.5.31:
      i. striking out the heading "General Built Form Policies" and substituting "General Built Form & Development Policies"
      ii. striking out "specify particular elements of the built form, they";

Agenda – Council – December 10, 2014

Report - Standing Policy Committee on Property and Development – November 25, 2014

F. In policy 3.5.41:
   i. in the heading, striking out "Patio Access" and substituting "(unused)";
   ii. striking out all the wording after the heading;

G. In policy 3.5.45, striking out “Auto-related uses should be prohibited. Auto sales should be allowed if indoors or rear yard, subject to specific design guidelines / controls” and substituting “Auto-related uses are discouraged”;

H. In policy 3.5.48, striking out “Restrict” and substituting “Prohibit”;

I. In policy 3.5.50, striking out “at least one storey in depth at an interval of a minimum three storeys” and substituting “to create a pedestrian scale. The setback should start immediately above either the second storey or the third storey. The depth of the setback should be approximately equal to the height of one storey of the building”;

J. In policy 3.6.21, striking out “Parking requirements should be relaxed on future infill development and redevelopment with consideration for implementation of a payment-in-lieu system” and substituting “If the owner proposes specific alternative parking management strategies for proposed development, the City will consider relaxing parking requirements for the proposed development. The City may consider, as one method of relaxing the parking requirements, a payment-in-lieu system”;

K. That the map in section 3.6 (on page 49) be replaced with the map in Attachment D;

L. In section 3.7, in the fourth bullet under the heading "Lower Density Residential" (on page 60), striking out “The finished floor level should be the average of the adjacent buildings” and substituting “Façade elements, such as doors, windows, rooflines, etc., should be generally aligned with those elements on adjacent buildings. In instances where accessibility determines finished floor level, proportion and scale of façade elements should be consistent with the proportion and scale of those elements on adjacent buildings”.

M. In policy 3.5.52, by deleting “and be energy efficient”.

Report - Standing Policy Committee on Property and Development – November 25, 2014

N. In section 3.7, in the fifth bullet in the right-hand column, under the heading "High-rise TOD Mixed Use Design Guideline Recommendations" (on page 52), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened and integrated into the rooftop building design."

O. In section 3.7, in the fourth bullet in the right-hand column, under the heading "Mid-rise Mixed Use Design Guideline Recommendations" (on page 54), deleting "recessed."

P. In section 3.7, in the last bullet in the right-hand column, under the heading "Mid-rise Mixed Use Design Guideline Recommendations" (on page 54), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened and integrated into the building design."

Q. In section 3.7, in the eighth bullet in the right-hand column, under the heading "Low-rise Mixed Use Design Guideline Recommendations" (on page 56), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened."

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

Agenda – Council – December 10, 2014

Report – Standing Policy Committee on Property and Development – November 25, 2014

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 3, 2014, the Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 25, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 12, 2014, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Add the following new recommendations:

  "M. In policy 3.5.52, by deleting "and be energy efficient".

  N. In section 3.7, in the fifth bullet in the right-hand column, under the heading "High-rise TOD Mixed Use Design Guideline Recommendations" (on page 52), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened and integrated into the rooftop building design."

  O. In section 3.7, in the fourth bullet in the right-hand column, under the heading "Mid-rise Mixed Use Design Guideline Recommendations" (on page 54), deleting "recessed."

Report – Standing Policy Committee on Property and Development – November 25, 2014

DECISION MAKING HISTORY: (continued)

COMMUNITY COMMITTEE RECOMMENDATION: (continued)

P. In section 3.7, in the last bullet in the right-hand column, under the heading "Mid-rise Mixed Use Design Guideline Recommendations" (on page 54), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened and integrated into the building design."

Q. In section 3.7, in the eighth bullet in the right-hand column, under the heading "Low-rise Mixed Use Design Guideline Recommendations" (on page 56), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened."

and forwarded to the Standing Policy Committee on Property and Development.

RE: **Secondary Plan – Corydon-Osborne Area Plan**
File SP 2/2014

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

Prepared by: **Ms K. McMillan, Committee Clerk**
City Centre Community Committee

Report date: **November 14, 2014**

COMMUNITY COMMITTEE RECOMMENDATION:

On November 12, 2014, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommends to the Standing Policy Committee on Property and Development:

1. That Council amend By-law No. 99/2014, the Corydon-Osborne Area Plan, as follows and give it second and third reading:

   A. That the map under section 2.1 (on page 11) be replaced with the map in Attachment B;

   B. That the map under section 3.5 (on page 32) be replaced with the map in Attachment C;

   C. That the following be inserted after policy 3.5.17, before the heading "Residential Built Form & Development":

      3.5.17.1. Auto-Related Uses
      Auto-related uses should be prohibited. However, after discretionary review, the City may approve indoor auto sales, which would be subject to specific design guidelines / controls.

   D. In policy 3.5.27:
      i. in the heading, striking out "Rear Lot Garages" and substituting "Lot Coverage";
      ii. striking out ", should be proportionally similar to surrounding homes and shall include attached and detached garages";

   E. Above policy 3.5.31:
      i. striking out the heading "General Built Form Policies" and substituting "General Built Form & Development Policies"
      ii. striking out "specify particular elements of the built form, they";

F. In policy 3.5.41:
   i. in the heading, striking out "Patio Access" and substituting "(unused)";
   ii. striking out all the wording after the heading;

G. In policy 3.5.45, striking out “Auto-related uses should be prohibited. Auto sales should be allowed if indoors or rear yard, subject to specific design guidelines / controls” and substituting “Auto-related uses are discouraged”;

H. In policy 3.5.48, striking out “Restrict” and substituting “Prohibit”;

I. In policy 3.5.50, striking out “at least one storey in depth at an interval of a minimum three storeys” and substituting “to create a pedestrian scale. The setback should start immediately above either the second storey or the third storey. The depth of the setback should be approximately equal to the height of one storey of the building”;

J. In policy 3.6.21, striking out “Parking requirements should be relaxed on future infill development and redevelopment with consideration for implementation of a payment-in-lieu system” and substituting “If the owner proposes specific alternative parking management strategies for proposed development, the City will consider relaxing parking requirements for the proposed development. The City may consider, as one method of relaxing the parking requirements, a payment-in-lieu system”;

K. That the map in section 3.6 (on page 49) be replaced with the map in Attachment D;

L. In section 3.7, in the fourth bullet under the heading "Lower Density Residential" (on page 60), striking out “The finished floor level should be the average of the adjacent buildings” and substituting “Façade elements, such as doors, windows, rooflines, etc., should be generally aligned with those elements on adjacent buildings. In instances where accessibility determines finished floor level, proportion and scale of façade elements should be consistent with the proportion and scale of those elements on adjacent buildings”.

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Q. ***In section 3.7, in the eighth bullet in the right-hand column, under the heading "Low-rise Mixed Use Design Guideline Recommendations" (on page 56), adding "so that it is not visible from adjacent public streets when viewed from the ground" after "Mechanical equipment should be screened."***

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

Note: The wording in bold and italics denotes amendments made by the Community Committee.

The City Centre Community Committee provided the following supporting reasons for its recommendation:

1. This area of the City has been seeing a lot of change and we need the proper tools in place to facilitate that change and to protect the character of the neighborhood.
2. There was legitimate and significant public input into the plan.
3. I think people felt that they have been heard and that it was a good process.
4. It is an example for the City of what we should be doing in neighborhoods – we need to build infill but in a way that adds to the quality of residents' life, not take away from it.

PUBLIC HEARING SUMMARY

File: SP 2/2014

Before: City Centre Community Committee
Councillor Orlikow, Chairperson
Councillor Gerbasi
Councillor Gilroy

Public Hearing: November 12, 2014
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject:

CORYDON-OSBORNE AREA PLAN
SP 2/2014



N

CITY CENTRE
COMMUNITY

A Secondary Plan provides direction for efficient and orderly redevelopment in a mature community. It incorporates land use concepts, urban form, residential densities, public open space and transportation networks.

Background information and content of the plan can be found at www.winnipeg.ca/ppd/Corydon.

Council has given first reading to the Corydon-Osborne Area Plan as By-law No. 99/2014 and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) at the City Centre Community Committee.

For information, phone Mr. Kurtis Kowalke, Planner, at 204-986-5917.

Premises Affected:	North of Fleet Avenue, Garwood Avenue, East of Stafford Street
Exhibits Filed:	1. Application dated March 5, 2014 2. Council Decision of September 24, 2014; contains report from the Director of Planning, Property and Development dated August 15, 2014 3. First Reading of By-law No. 99/2014 by Council on September 24, 2014 4. Report from the Urban Planning Division dated November 5, 2014 5. PowerPoint presentation in support of the application submitted by the Applicant at the public hearing 6. Photographs (2) submitted by Earl Martin at the public hearing 7. "Community Engagement Process and Timeline" chart submitted by Shirley Forsyth at the public hearing

REPRESENTATIONS:

In Support:

Mr. K. Kowalke, Senior Planner, Planning, Property and Development Department
Lanny Silver

In Opposition:

Earl Martin

For Information:

Tim Comack
Kendra Dubois
Shirley Forsyth
Jonathon Freed

For the City:

Mr. M. Robinson, Senior Planner, Planning, Property and Development Department
Mr. A. Ross, Planner, Planning, Property and Development Department

Exhibit "4" referred to in File SP 2/2014

ADMINISTRATIVE REPORT

Title: SP 02/14 – Corydon-Osborne Area Plan Public Hearing

Issue: For consideration at the public hearing for a secondary plan for the Corydon-Osborne Area – SP 02/2014

Critical Path: City Centre Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council as per the *Development Procedures By-law* and *The City of Winnipeg Charter*.

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	N/A	N/A	

RECOMMENDATIONS

1. That Council amend By-law No. 99/2014, the Corydon-Osborne Area Plan, as follows and give it second and third reading:

    A. That the map under section 2.1 (on page 11) be replaced with the map in Attachment B;

    B. That the map under section 3.5 (on page 32) be replaced with the map in Attachment C;

    C. That the following be inserted after policy 3.5.17, before the heading "Residential Built Form & Development":

    3.5.17.1. Auto-Related Uses

    Auto-related uses should be prohibited. However, after discretionary review, the City may approve indoor auto sales, which would be subject to specific design guidelines / controls.

    D. In policy 3.5.27:

        i. in the heading, striking out "Rear Lot Garages" and substituting "Lot Coverage";

        ii. striking out ", should be proportionally similar to surrounding homes and shall include attached and detached garages";

E. Above policy 3.5.31:

   i. striking out the heading “General Built Form Policies” and substituting “General Built Form & Development Policies”

   ii. striking out “specify particular elements of the built form, they”;

F. In policy 3.5.41:

   i. in the heading, striking out "Patio Access" and substituting "(unused)";

   ii. striking out all the wording after the heading;

G. In policy 3.5.45, striking out “Auto-related uses should be prohibited. Auto sales should be allowed if indoors or rear yard, subject to specific design guidelines / controls” and substituting “Auto-related uses are discouraged”;

H. In policy 3.5.48, striking out “Restrict” and substituting “Prohibit”;

I. In policy 3.5.50, striking out “at least one storey in depth at an interval of a minimum three storeys” and substituting “to create a pedestrian scale. The setback should start immediately above either the second storey or the third storey. The depth of the setback should be approximately equal to the height of one storey of the building”;

J. In policy 3.6.21, striking out “Parking requirements should be relaxed on future infill development and redevelopment with consideration for implementation of a payment-in-lieu system” and substituting “If the owner proposes specific alternative parking management strategies for proposed development, the City will consider relaxing parking requirements for the proposed development. The City may consider, as one method of relaxing the parking requirements, a payment-in-lieu system”;

K. That the map in section 3.6 (on page 49) be replaced with the map in Attachment D;

L. In section 3.7, in the fourth bullet under the heading "Lower Density Residential" (on page 60), striking out “The finished floor level should be the average of the adjacent buildings” and substituting “Façade elements, such as doors, windows, rooflines, etc., should be generally aligned with those elements on adjacent buildings. In instances where accessibility determines finished floor level, proportion and scale of façade elements should be consistent with the proportion and scale of those elements on adjacent buildings”.

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

REASON FOR THE REPORT

The consultants have submitted a draft Plan (secondary plan) for the Corydon-Osborne area.

Council gave first reading to By-Law No. 99/2014 for the adoption of the Corydon-Osborne Area Plan on September 24, 2014.

The Development Procedures By-Law (160/2011) specifies that the required public hearings shall be heard by the designated committee, which is the City Centre Community Committee.

A number of minor amendments have been identified and are explained in Appendix A.

IMPLICATIONS OF THE RECOMMENDATIONS

The Corydon-Osborne Area Plan shall provide the City of Winnipeg Public Service with sound policies to provide direction on the review of development applications. Endorsement of the Plan shall make the Plan an expression of Council's will and expectations and shall provide developers and the public with an accurate expectation of how Corydon-Osborne shall be developed. The Winnipeg Public Service will subsequently bring forward the implementation items cited in the Plan for Council consideration.

HISTORY

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

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

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

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

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

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

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

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

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

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

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

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

CONSULTATION

In preparing this report there was consultation with:

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

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning
Prepared by:	Kurtis Kowalke
Date:	November 5, 2014
File No.	SP 2/2014

List of Schedules and Attachments

Appendix A – Administrative Report
Attachment A – By-law No. 99/2014
Schedule 1 – Corydon-Osborne Area Plan
Attachment B – Plan Area Boundary Map
Attachment C – Two-Dimensional Corydon-Osborne Master Plan
Attachment D – Circulations Connection Map
Attachment E – Corydon-Osborne Area Plan Appendix

APPENDIX 'A'

DATE: November 5, 2014

FILE: SP 2/2014
RELATED FILES: SPA 4/2014

COMMUNITY: City Centre

SUBJECT: Corydon-Osborne Area Plan

LOCATION: Areas between Stafford Street and the rail tracks shown in the map below



APPLICANT: City of Winnipeg
Planning, Property and Development Department
65 Garry Street
Winnipeg, MB

SITE DESCRIPTION

- The Plan area includes the Corydon commercial corridor, west to Stafford Street, and the area around the Osborne Rapid Transit Station. The extent north and south of Corydon is approximately 400 metres - about a five minute walk. The railway track serves as the eastern boundary.
- The Plan area is approximately 1.1 square kilometers (270 acres).



Figure 1: Aerial photograph showing Plan area (2014)

PROPOSED AMENDMENTS

Since the Corydon-Osborne Area Plan was submitted for first reading, the Winnipeg Public Service has been testing the plan against current development applications. Through that exercise, a number of minor amendments are recommended, aimed at addressing errors and issues of clarity and consistency.

A. That the map under section 2.1 (on page 11) be replaced with the map in Attachment B;

Rationale:

- Error in the plan boundary: should extend to Munson Park to coincide with the Ward Boundary / Neighbourhood Boundary.

B. That the map under section 3.5 (on page 32) be replaced with the map in Attachment C;

Rationale:

- Error in the plan boundary: should extend to Munson Park to coincide with the Ward Boundary / Neighbourhood Boundary.

C. That following be inserted after policy 3.5.17, before the heading “Residential Built Form & Development”:

3.5.17.1. Auto-Related Uses

Auto-related uses should be prohibited. However, after discretionary review, the City may approve indoor auto sales, which would be subject to specific design guidelines / controls.

Rationale:

- Moved from *General Built Form Policies* section to *Mixed Use Built Form & Development* section. This avoids making many Donald Street businesses and Pembina Highway businesses non-conforming.
- Based on the public feedback, the Plan has been tailored to eliminate the option of commercial activities against the back lane. This reference in the Auto-Related Uses policy may have been overlooked.
- The reference to discretionary review adds clarity on the process by which such businesses may be established.

D. In policy 3.5.27:

i. in the heading, striking out “Rear Lot Garages” and substituting “Lot Coverage”;
ii. striking out “, should be proportionally similar to surrounding homes and shall include attached and detached garages”;

Rationale:

- There are existing lot coverage entitlements in the zoning by-law for single-family homes that should be taken into consideration.
- Attached garages are included in the definition of lot coverage; detached garages are regulated by size rather than percentage of lot area.
- Additional considerations and more specific recommendations can be addressed through future design standards or guidelines.

E. Above policy 3.5.31:

i. striking out the heading “General Built Form Policies” and substituting “General Built Form & Development Policies”
ii. striking out “specify particular elements of the built form, they”;

Rationale:

- A number of the policies in this section deal with land use matters, rather than just built form as the heading and introductory sentence suggested.

F. In policy 3.5.41:

i. in the heading, striking out "Patio Access" and substituting "(unused)";
ii. striking out all the wording after the heading.

Rationale:

- Liquor licensing for patios includes its own set of regulations with regard to patio enclosures.

G. In policy 3.5.45, striking out “Auto-related uses should be prohibited. Auto sales should be allowed if indoors or rear yard, subject to specific design guidelines / controls” and substituting “Auto-related uses are discouraged”;

Rationale:

- It was not the intent to make these existing uses on Donald Street and Pembina Highway non-conforming, but to encourage incremental intensification.

H. In policy 3.5.48, striking out “Restrict” and substituting “Prohibit”;

Rationale:

- In zoning terminology, “Restricted” uses are subject to additional scrutiny, but may be approved in some locations where compatible. The intent was, in fact, to prohibit outright across the entire plan area.

I. In policy 3.5.50, striking out “at least one storey in depth at an interval of a minimum three storeys” and substituting “to create a pedestrian scale. The setback should start immediately above either the second storey or the third storey. The depth of the setback should be approximately equal to the height of one storey of the building”;

Rationale:

- Reworded to improve clarity and remove the reference to an interval, which is not consistent with the corresponding illustration in section 3.7.

J. In policy 3.6.21, striking out “Parking requirements should be relaxed on future infill development and redevelopment with consideration for implementation of a payment-in-lieu system” and substituting “If the owner proposes specific alternative parking management strategies for proposed development, the City will consider relaxing parking requirements for the proposed development. The City may consider, as one method of relaxing the parking requirements, a payment-in-lieu system”;

Rationale:

- Additional wording added to clarify when parking requirements should be relaxed.

K. That the map in section 3.6 (on page 49) be replaced with the map in Attachment D;

Rationale:

- Error in the plan boundary: should extend to Munson Park to coincide with the Ward Boundary / Neighbourhood Boundary.

L. In section 3.7, in the fourth bullet under the heading "Lower Density Residential" (on page 60), striking out “The finished floor level should be the average of the adjacent buildings” and substituting “Façade elements, such as doors, windows, rooflines, etc., should be generally aligned with those elements on adjacent buildings. In instances where accessibility determines finished floor level, proportion and scale of façade elements should be consistent with the proportion and scale of those elements on adjacent buildings”.

Rationale:

- Focusing on matching floor levels with adjacent buildings would present a number of challenges. Typical main floor levels in this neighbourhood are neither high enough to allow for basement living space nor low enough to accommodate accessible/visitable housing. The alternate wording proposed focuses instead on other façade elements to achieve compatibility.

ANALYSIS AND ISSUES

OurWinnipeg and Complete Communities

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

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

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

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

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

Areas of Stability include Mature Communities.

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

Plan Purpose

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

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

Public Realm

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

The urban design strategy is anchored around two public open spaces – the Hugo Piazza, with consideration for its future expansion, and "Confusion Corner", a proposed public space

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

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

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

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

Mixed-Use Areas

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

1. High Rise Mixed Use
    - Areas on the east side of Pembina and between Osborne and Donald Street are designated for High Rise Mixed Use due to their proximity to the Osborne Transit Station. These areas are also separated from the single family homes and therefore will not have a direct impact on the character of those streets.
2. Mid Rise Mixed Use
    - The Mid Rise policy area provides a transition between the Transit Oriented Development areas and the traditional commercial and residential scale of Osborne Village, Corydon Avenue and the residential areas within Mature Communities. The Mid Rise Mixed Use Policy Area includes the easternmost two blocks of Corydon, closest to the transit station, as well as the area around Corydon and Stafford, which is seen as a gateway intersection.
3. Low Rise Mixed Use
    - In order to maintain a traditional urban village look and feel in the central part of Corydon Avenue, building heights are limited to four storeys (consistent with the existing zoning). This policy area also applies to portions of Stafford Street, Lilac Street and Grosvenor Avenue, however these three streets have additional design expectations to ensure compatibility with their lower density context.

Residential Areas

The Areas of Stability fall into four residential policy areas:

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

Design Standards

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

Implementation Tools

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

- Amending the Osborne Village Neighbourhood Plan to remove areas that overlap with the Corydon-Osborne Area Plan (file # SPA 4/2014, concurrent with this public hearing).
- Upzoning “R1” single-family residential zoning districts to “R2” two-family zoning. Since two-family development has always been supported in the plan area, this change will reduce approval times and administrative work. However, since all two-family development would be subject to the new design standards, the neighbourhood can expect a more consistent and predictable quality of infill development. (Development requiring variances would still be subject to a public hearing process. Similarly, multi-family development would require a public hearing process and compliance with the design standards.)
- Replace the Neighbourhood Main Streets Planned Development Overlay (PDO) for this area with a new PDO that includes mandatory design review to ensure compliance with design standards. (Would not apply to single-family homes.)
- Further refine the design recommendations in the plan with area stakeholders. Detailed design guidelines could include a scoring system or checklist that would help builders better predict what is expected of them. Detailed design guidelines would come before decision-makers for endorsement.

Some examples of mid to long term actions include:

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

Summary

In consideration of the wide variety of building types and mix of land uses within Corydon-Osborne, the plan strives to be fairly flexible. Within most of the policy areas, where unique circumstances warrant, greater densities or building heights may be accommodated through a public hearing process. That said, there is no shortage of opportunities for the plan to accommodate anticipated growth within the development parameters it sets out.

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

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

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

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

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

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

1. Design guidelines and standards reflecting the existing neighbourhood ;
2. Preserving the residential character

3. Ensuring the same look, similar construction as neighbouring homes;
4. Improving cycling facilities;
5. Landscaping requirements;
6. Preservation of mature trees.

A detailed overview of the public consultation program can be found in the Corydon-Osborne Area Plan Appendix.

RECOMMENDATION

The Planning and Land Use Division recommends approval with the amendments.

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

Report Prepared By: Kurtis Kowalke
PPD File # SP 2/2014

- **Attachment A**

THE CITY OF WINNIPEG

BY-LAW NO. 99/2014

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

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

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

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

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

Corydon-Osborne Area Plan

RECEIVED FIRST READING on this day of , 2014.

RECEIVED SECOND READING on this day of , 2014.

RECEIVED THIRD READING on this day of , 2014.

DONE AND PASSED this day of , 2014.

_____
Mayor

_____
City Clerk

Approved as to planning details:

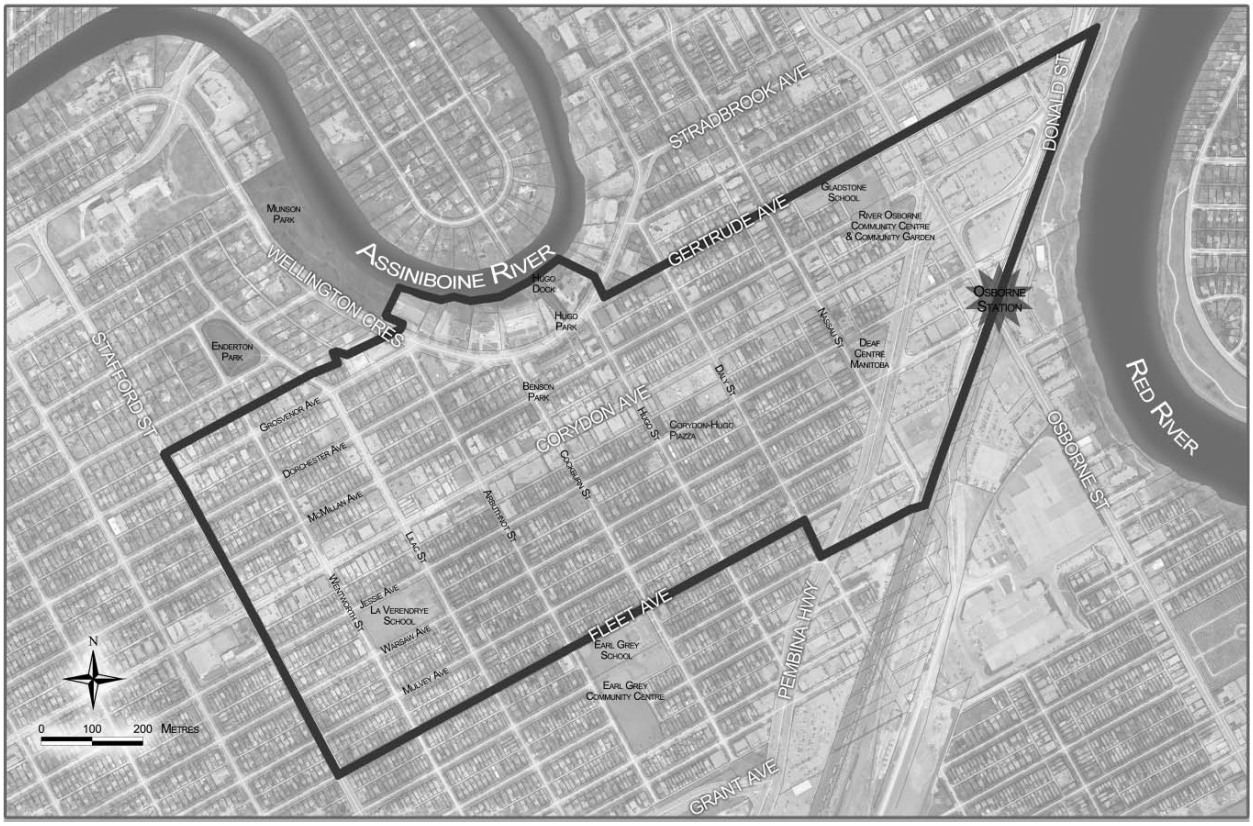
_____
for Director of Planning, Property and Development

Approved as to form:

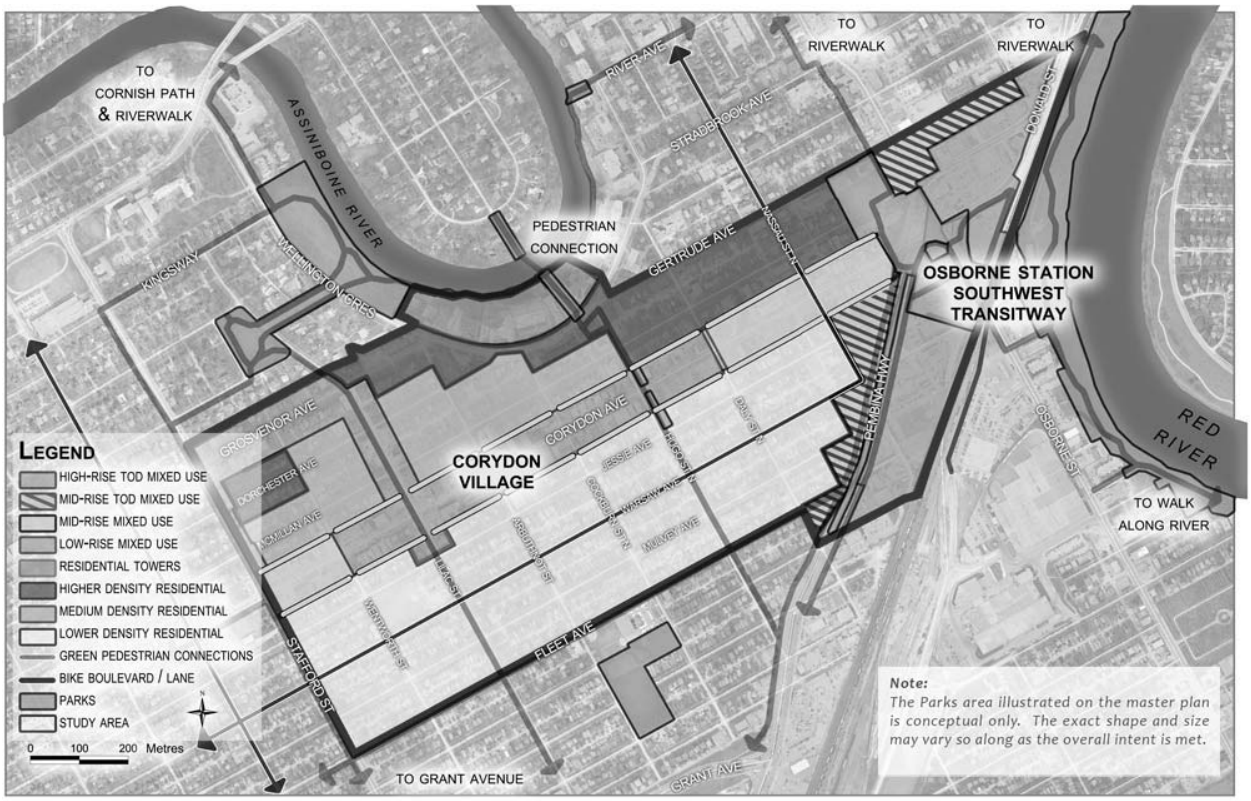
_____
Acting Director of Legal Services and City Solicitor

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

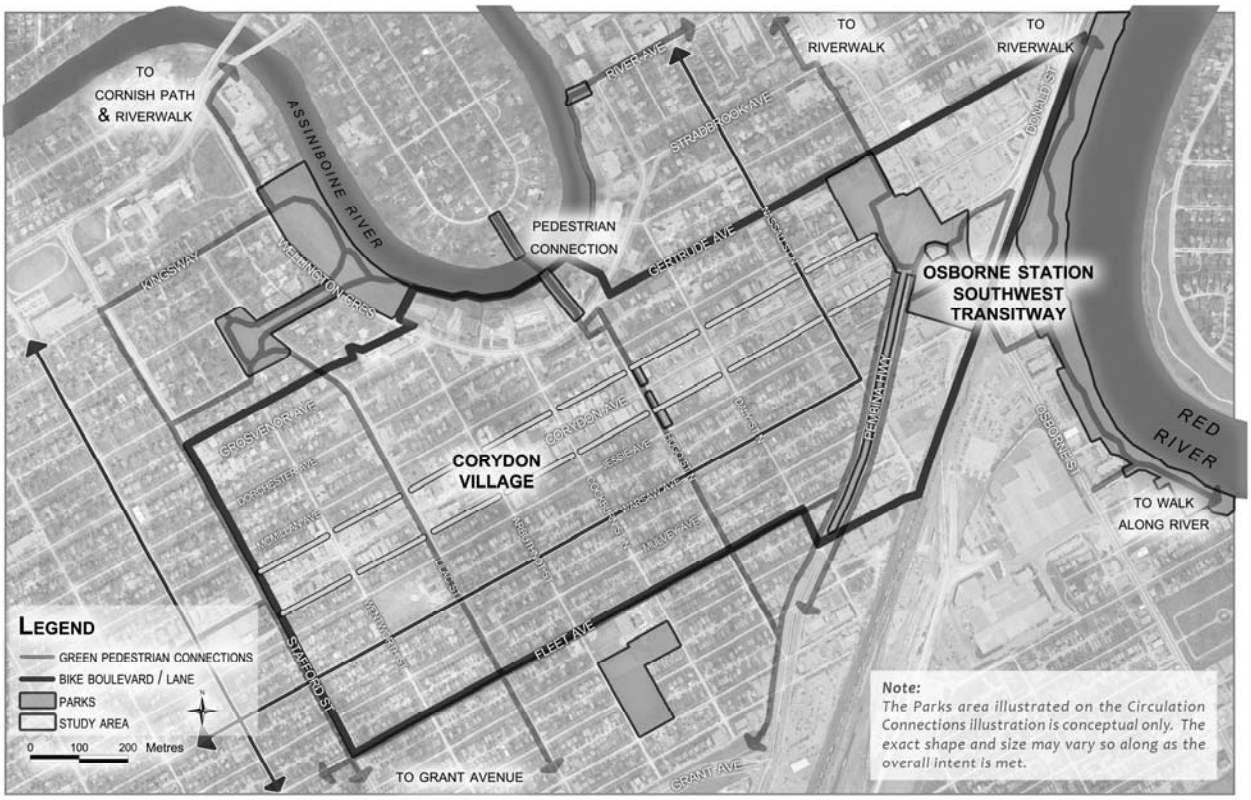
Attachment B - Plan Area Boundary Map



- **Attachment C - Two-Dimensional Corydon-Osborne Master Plan**



- **Attachment D - Circulations Connection Map**



Attachment E – Corydon-Osborne Area Plan Appendix