ATTACHMENT B

Amendment to the Yards at Fort Rouge Area Master Plan

1. The Yards at Fort Rouge Area Master Plan be amended by adding the following in Part C, after Section 9.0: Section 10 Fort Rouge Station Lands (attached)

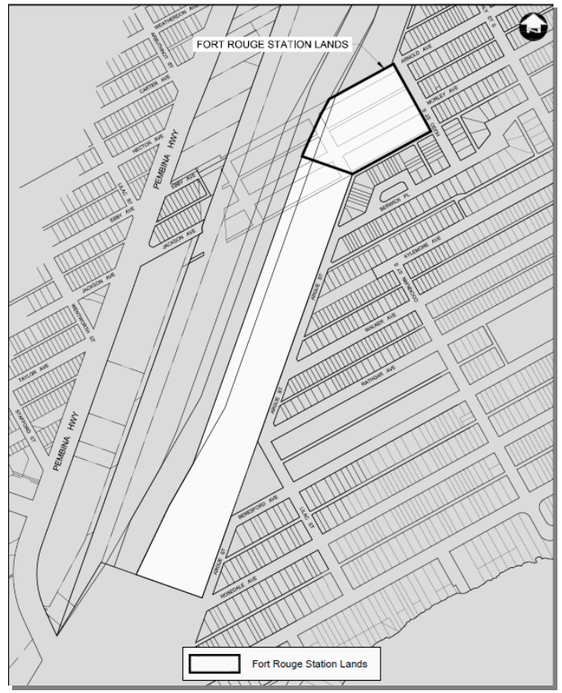
10 FORT ROUGE STATION LANDS

10.1 How to Use Section 10.0 of the *Yards at Fort Rouge* Area Master Plan

Notwithstanding the other provisions of this Area Master Plan, Section 10.0 applies to those lands known as the Fort Rouge Station Lands, located immediately adjacent to the Fort Rouge Rapid Transit Station and identified in Map 10-1. The following sections of the *Yards at Fort Rouge* Area Master Plan do not apply to the Fort Rouge Station Lands:

- Part A:
    - Introduction, Sub-Sections 1.0 and 1.2;
    - How was the Plan Prepared, Section 3.0; and,
    - Area Master Planning Goals and Principles, Section 6.0.
- Part B:
    - Overview of Infrastructure Services, Section 9.0.
- Part C:
    - Master Plan Concept, Sub-Section 1.3;
    - Transition, Sub-Section 1.5.2;
    - Parking Strategy, Sub-Section 2.5;
    - Proposed Plan of Subdivision, Sub-Section 2.6;
    - Open Space / Parks, Section 3.0;
    - Urban Design Strategy / Design Criteria, Section 4.0;
    - Transportation Strategy, Section 5.0;
    - Environmental Strategy, Section 6.0;
    - Housing Diversity, Section 7.0;
    - Phasing, Section 8.0; and,
    - Monitoring and Performance, Section 9.0.
- Part D – Appendices.

Where a conflict may occur between Section 10.0 and the remainder of the *Yards at Fort Rouge* Area Master Plan as it relates to those lands identified in Map 10-1 Fort Rouge Station Lands, Section 10.0 shall apply.



Map 10-1 Fort Rouge Station Lands

10.2 Overview and Transit Oriented Development (TOD) Concept

The Fort Rouge Station Lands are identified as part of the Fort Rouge Yards *Major Redevelopment Site* (MRS) under the City of Winnipeg's *Complete Communities Direction Strategy*. As such, it is imperative that the Fort Rouge Station Lands are designed and developed in a manner that allows for a significant level of integration and interaction between the two developments in terms of urban form, housing diversity, rapid transit station accessibility, and multi-modal connectivity. While the Fort Rouge Station Lands were excluded from the initial Area Master Plan for Fort Rouge Yards for a variety of reasons, the inclusion of these lands into the Area Master Plan and associated Planned Development Overlay (PDO) is warranted.

The proposed development concept for the Fort Rouge Station Lands involves approximately 180 residential units under two typologies: approximately 50 townhomes with associated secondary suites, and approximately 130 residential units in a low to mid-rise multi-family residential buildings, as shown on Figure 10-1. The proposed development will feature pedestrian friendly urban form and design, with all residential buildings clustered towards the street edge, and associated parking facilities located to the side and rear of the buildings. Where ever possible, a mixture of surface parking and structured parking will be utilized, as well as implementing parking on an area basis, and parking maximums. In addition, the development will enable low scale mixed use development oriented towards the needs of the immediate neighbourhood, such as, live / work units, home based businesses, and small scale uses such as day care. The development concept also enables secondary suites within the proposed townhouse units, thus increasing housing diversity and affordability.

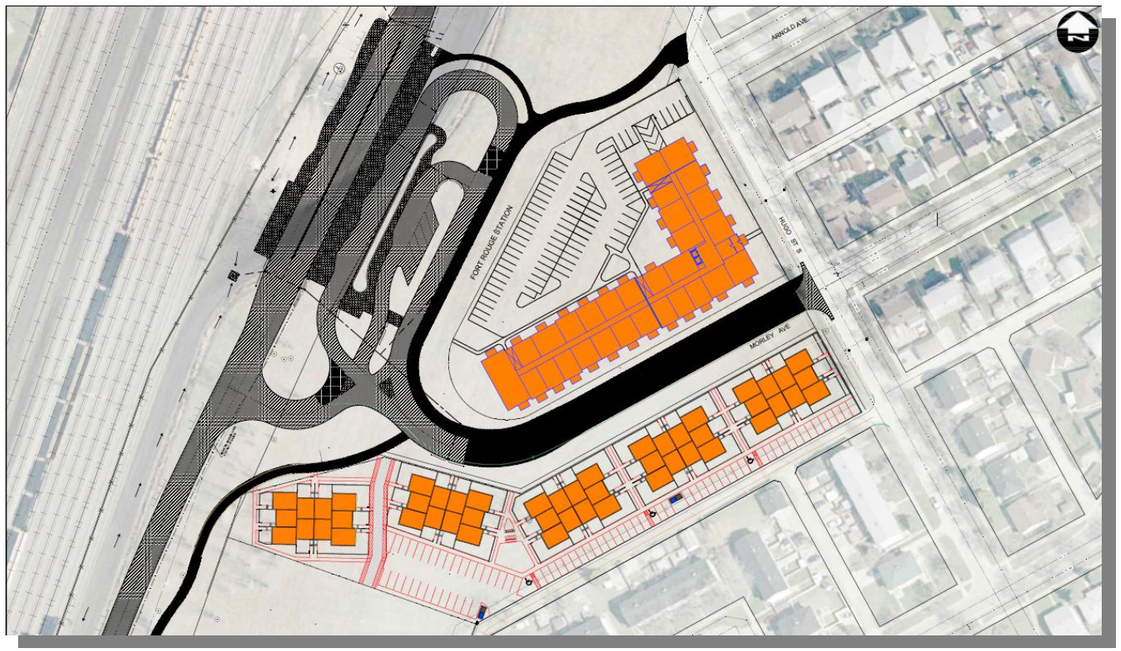


Figure 10-1 Fort Rouge Station Lands Conceptual Plan

10.3 Consistency with Complete Communities and the Winnipeg TOD Handbook

The *Complete Communities Direction Strategy* indicates that development of a *Major Redevelopment Site* adjacent to a rapid transit corridor or high-frequency 'quality' transit corridor must be developed according to Transit Oriented Development (TOD) principles, as outlined in the *Winnipeg Transit Oriented Development (TOD) Handbook*.

The Fort Rouge Station Lands development concept is generally consistent with TOD principles as outlined in the *Winnipeg TOD Handbook* by:

- Providing medium density development that is greater than the community average, and consistent with densities needed to support rapid transit;
- Enabling a mix of uses on-site at a modest scale, aimed at the needs of the immediate neighbourhood, within the opportunities and constraints of the site, and within market realities;
- Promoting a compact, pedestrian-oriented environment via high quality urban design and pedestrian-oriented urban form;
- Providing an active, defined centre around the Fort Rouge Rapid Transit Station as a gateway between the Station and the surrounding neighbourhood, within the opportunities and constraints of the site, and within market realities;
- Promoting innovative parking strategies through a mix of surface and structured parking, design elements to minimize the impacts of parking on the pedestrian realm, eliminating parking minimums, and enabling parking maximums; and,
- Promoting development consistent with public leadership by the City, via TOD-based development as required by the City's Request for Proposals for purchase and development of surplus City lands adjacent to the Fort Rouge Rapid Transit Station.

10.4 Benefits of TOD and the Fort Rouge Station Lands Development

The Fort Rouge Station Lands development is designed to benefit the wider community and region as a whole in terms of socio-economic, environmental, and public health benefits by:

- Being designed in a manner that is sensitive to the existing neighbourhood, in terms of housing types, urban form and design, densities, heights, and transitions;
- Contributing to a wider mixed use community, that is pedestrian friendly, human scale, and supportive of the adjacent rapid transit station and system;
- Promoting a holistic community by providing a range of housing choices, including tenure and housing types;
- Promoting walking, cycling, and other forms of active transportation by providing connections to wider networks to create a safe and appealing environment;
- Remediating and redeveloping an existing vacant and obsolete industrial site;
- Promoting modal choice and reduced reliance on personal vehicles, parking demand, and vehicular trip generation given the immediate proximity to the adjacent Fort Rouge Rapid Transit Station;
- Reducing per capita greenhouse gas emissions by promoting modal choice, use of transit, and reduction in vehicular kilometres travelled;
- Promoting public health outcomes via multi-modal connectivity thereby encouraging more trips by foot, bicycle, and transit. Studies have shown that obesity rates are lower where pedestrian and cycling infrastructure are provided and where more trips are taken by foot, bicycle, and transit[1]; and,
- Promoting density, pedestrian oriented urban form, and multi-modal connections in close proximity to rapid transit, thus contributing towards more efficient and cost-effective rapid transit service.

[1] The New York City Departments of Design and Construction (DDC), Health and Mental Hygiene, Transportation (DOT), and the City Planning, *Promoting Physical Activity and Health in Design*. (City of New York, 2010) 17.

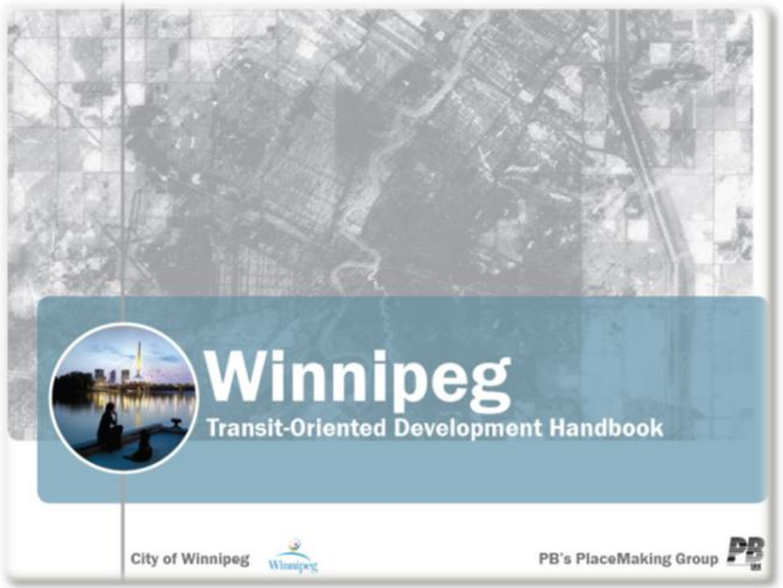


Figure 10-2 Winnipeg Transit Oriented Development (TOD) Handbook

10.5 Plan Development and Stakeholder Engagement

The development concept for the Fort Rouge Station Lands was developed in consultation with a wide variety of stakeholders, including various City Departments, the Ward Councillor, adjacent land owners, area residents, and local stakeholder groups.

In addition to numerous meetings with various City Departments, two stakeholder engagement events were held during the formulation of this development concept. The purpose of these events was to introduce the stakeholders and members of the public to the concepts of *Complete Communities* and Transit Oriented Development, discuss the developer's vision for the site, and solicit opinions and feedback on the considerations for planning and development of the site.

The first stakeholder engagement event was held on January 21, 2014, and involved meeting with members of the *South Osborne Residents' Group Inc*. Seven stakeholders attended the meeting, in addition to a representative from StreetSide Developments. The stakeholders expressed questions in regards to the number of vehicular traffic trips that would be generated by the development, parking for the development, perceived potential impacts on the surrounding neighbourhood, and whether a traffic impact study would be conducted for the site.

The second stakeholder engagement event involved a public open house aimed at the general public and other stakeholder groups in the area. This public open house was held on March 19, 2014 from 4:00PM to 7:00PM at the *Fort Rouge Leisure Centre*, 625 Osborne Street South, and was attended by approximately 30 participants. The purpose of the open house was twofold: 1) provide background information on display boards regarding the Fort Rouge Station Lands and the overall development concept; and 2) gather feedback and opinions from participants on how the plan may be improved. While there was no formal presentation, representatives from StreetSide Developments and their consulting team were present to engage in dialogue with the public and interested stakeholders. A questionnaire was also distributed to all participants as an opportunity to document their feedback.

The most important considerations when planning and developing the Fort Rouge Station Lands identified by the participants at the open house were: housing affordability, traffic in the neighbourhood, and parking off of the rear lane south of the Morley Avenue Extension.

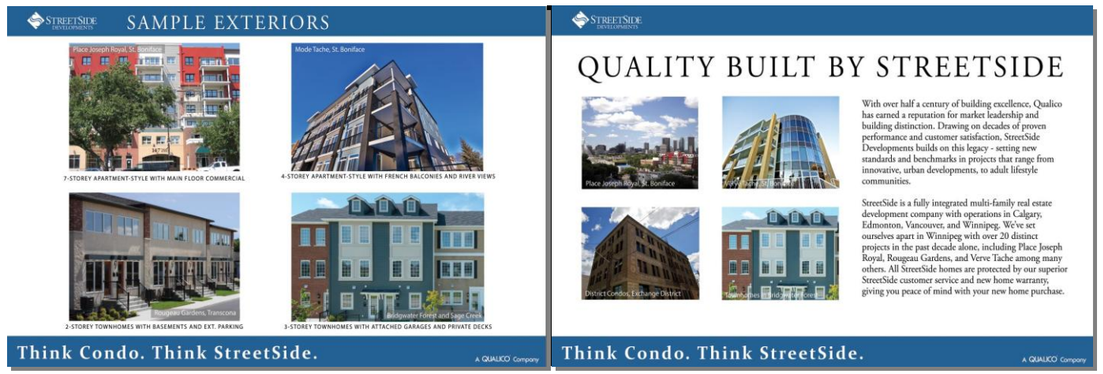


Figure 10-3 Visual Excerpts from Open House Boards

10.6 Transit Supportive Land Uses

Facilitating transit supportive land uses is critical in a TOD setting. Successful TODs all possess the common characteristic of a "complete vitality", possessing many different people and activities in a community that make it come alive. However, it is important to note that this must be considered with due consideration to the following:

- Mixed use and a variety of heights and densities should be considered within the context of the entire rapid transit station area, and not solely based on one or two sites;
- That each station area has its own unique opportunities, constraints, and market realities, and that each station area along a rapid transit corridor will have its own character; and,
- The local context in terms of surrounding neighbourhood – opportunities for diverse transit supportive mixed use development may be limited to the visibility and accessibility (or lack thereof) of a station area, or the presence of an existing and strong community commercial area, such as that found on Osborne Street South and near the adjacent Osborne Rapid Transit Station.

Development in the area immediately adjacent to the Fort Rouge Rapid Transit Station is envisioned to be transit-supportive in use, scale, and mix, subject to market demand and realities of the site's context. This would include a variety of housing types, such as townhouses, apartment and condominium buildings, secondary suites, and other low intensity transit supportive land uses aimed at the needs of the local community.

Transit Supportive Land Use Policies:

a) Development should accommodate transit supportive land uses including, but not limited to:
    i. Non-single family residential uses including townhouses, and low to mid-rise apartment and condominium buildings;
    ii. Secondary suites;
    iii. Home based businesses and live / work units;
    iv. Limited scale services catering to local needs, such as a day care; and,
    v. Assisted living housing and seniors housing.
b) Non-residential land uses are to occur on the ground floor and located on those portions of the site closest to the Fort Rouge Rapid Transit Station, home-based businesses and live / work units excluded;
c) The following uses are strongly discouraged:
    i. Single-family detached housing; and,
    ii. Duplex or single-family attached housing.

10.7 Urban Design, Density and Heights

Urban form and urban design are critical elements in facilitating a successful TOD-based development. Planning has traditionally focused on land use; however, TOD functions in a different manner. Rather than land use, the focus is on placemaking - the 'look and feel' of a place, the 'form and fit' of a place – creating a sense of place, a sense of community, and a destination. Urban design, massing, densities, heights, pedestrian friendly features, and the interaction of the public, private, and semi-public realms are all features that should be considered when developing a successful project.

Density is a common thread in the success of Transit Oriented Development. Most successful TOD-based developments both promote transit ridership and feed off of it in a symbiotic relationship: higher population densities around rapid transit stations encourages higher levels of transit ridership, and conversely a more popular rapid transit corridor with higher ridership levels helps to build vibrant, strong, and safe neighbourhoods.

The concepts of density and building heights are related, as density typically increases with height. The development of a variety of building heights and densities will also mean accommodating the opportunity for a variety of building types ranging from low rise townhouses to low and mid-rise multi-family residential buildings in the Fort Rouge Station Lands, and higher in the adjacent Yards at Fort Rouge development.

As one moves away from the station, the height transitions to a lower scale and blends with surrounding neighborhoods. If and when heights exceed four stories, there should be consideration of a building step back to minimize the building scale at the street level. Overall, density and heights creates variability within the development, adding architectural interest and a compatible transition.

Urban Design, Density, and Heights Policies:

a) Promote development to achieve a target of at least 40 dwelling units per net acre to ensure consistency with TOD principles and minimum densities to support rapid transit;
b) Promote a high quality of urban and architectural design;
c) Promote a unified look and feel, and create a sense of place, with consideration for developer controlled urban design guidelines or common design theme;
d) Ensure buildings are designed as pedestrian friendly, and with strong relationship to the street;
e) Promote the use of reduced setbacks to bring buildings up to the street, and promote a pedestrian-oriented urban form;
f) Minimize the potential impacts of parking areas by locating parking areas to the side or rear of buildings away from the street, screen from view by landscaping and buffering, internalizing surface parking areas, and utilizing structured parking, where feasible;
g) Ensure appropriate density and height transitions are made between the highest densities immediately around the Fort Rouge Rapid Transit Station, and the surrounding lower density neighbourhood;
h) Promote development within a height range of two to six stories; and,
i) Where heights exceed four stories, include building step backs and other architectural features to minimize the building scale at the street level, and reduce the visual impact of taller buildings.

10.8 Housing Diversity

Housing diversity is an important issue in regards to promoting a 'complete community' and developing according to TOD principles. The wider Fort Rouge Yards MRS development, of which the Fort Rouge Station Lands are a part, presents an opportunity to introduce a wide variety of different housing types and tenure for Winnipeg's changing and growing population. This includes options for seniors, diverse household sizes and compositions, those of more modest incomes, and those for whom access to transit is a priority. TOD-based projects such as Fort Rouge Yards can add to the supply of housing that is considered affordable by providing the opportunity for a variety of housing types, sizes, and tenures, and by reducing household transportation expenditure. In addition, a variety of housing types and tenure allows individuals the opportunity to meet their housing needs and lifestyle changes within the Lord Roberts neighbourhood.

Housing Diversity Policies:

a) Include the opportunity for a variety of housing types, tenures, and unit sizes, such as townhouses, live-work units, walk up apartments, and low to mid-rise condo and apartment buildings; and,
b) Encourage the inclusion of secondary suites or second principal dwelling units, where feasible.





Figure 10-4 Conceptual Examples of Housing Units and Designs

10.9 Mobility Strategy

Mobility is a critical element when planning for transit oriented development. Mobility choices are key ingredients to a livable TOD environment because they increase access to jobs, conserve energy, relieve congestion, support public safety, and encourage social and economic activity. Additionally, people at various stages of life and mobility share these benefits. Mobility improves circulation between the rapid transit station, the immediate surrounding areas, and to and within the larger Lord Roberts neighbourhood. Enhanced pedestrian and bicycle routes are an important component that provides safe, direct, convenient and attractive connections.

One of the defining characteristics of TOD is the availability of mobility options, thus allowing people to do a majority of their daily activities without needing a car for every trip. Whether the neighborhood is served by on-street transit or rapid transit, service needs to be frequent and reliable. In addition, people need to be able to circulate within the area, so TODs must prioritize the needs of non-motorized modes. In many ways mobility planning within transit oriented developments involves inverting the typical transportation planning hierarchy, placing pedestrians as the highest priority and form of mobility, and private single occupancy vehicles as the lowest.

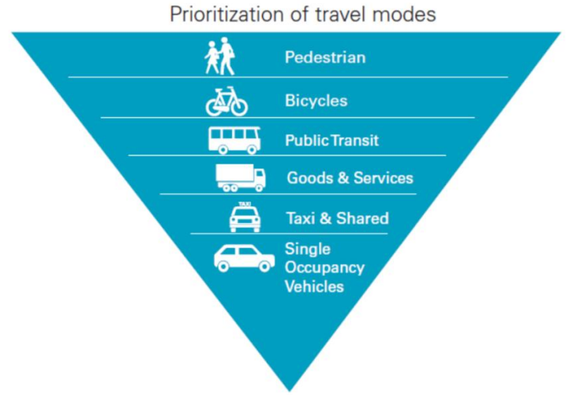


Figure 10-5 Prioritization of Travel Modes in TOD

The existing and planned mobility infrastructure is shown on the Road and Transit Network and Pedestrian and Active Transportation figures. Transit has a strong presence in the area, owing to multiple routes on the Southwest Transitway, and Local Route 95 which circulates between the Fort Rouge Rapid Transit Station and the surrounding neighbourhoods. An updated transportation impact study conducted for the Fort Rouge Station Lands reaffirmed the findings of the study conducted for the Fort Rouge Yard project, and the project will not have adverse impacts on the surrounding neighbourhood, nor are any substantive infrastructure upgrades required.

Mobility Strategy Policies:

a) Minimize the number of driveways, garage entrances, and dedicated turning lanes on main pedestrian routes;

b) Minimize streets widths in the station area to the smallest width needed to accommodate local travel speeds and emergency vehicle access;

c) Design sidewalks to exceed universal accessibility design standards, ensuring that they are wide enough for wheelchairs and strollers, well lit, and safe for the visually impaired;

d) Design sidewalk-driveway interfaces to be identical to sidewalks (e.g. the sidewalk material and level should continue across the driveway). This alerts both pedestrians and drivers that they are traveling on an extension of the sidewalk;

e) Connect Fort Rouge Rapid Transit Station with nearby areas using the shortest and most direct route as possible, as shown in Figures 10-7 and 10-8;

f) Reduce the number of conflict points between motorized and non-motorized modes. Where conflict points are unavoidable, ensure non-motorized modes have clearly delineated pathways and that drivers are aware of their responsibility to share the road;

g) Design safe and accessible pedestrian networks by promoting universal design, ample lighting, and active frontages which promote “eyes on the street” at all times of day;

h) Ensure that where possible, sidewalks and pathways continue as natural extensions across drive aisles and streets;

i) Ensure accessibility by encouraging developers to follow the City of Winnipeg Universal Accessible Design standards;

j) Provide direct connections to the Fort Rouge Rapid Transit Station and the associated pedestrian and bicycle pathways adjacent to the Southwest Transitway, including an enhanced pedestrian connection between the Yards of Fort Rouge development and the Transit Station via the western portion of the site;and,

k) Promote the retention of the Morley Avenue extension as primarily an access route for transit vehicles and Southwest Transitway related traffic.



Figure 10-6 Fort Rouge Rapid Transit Station

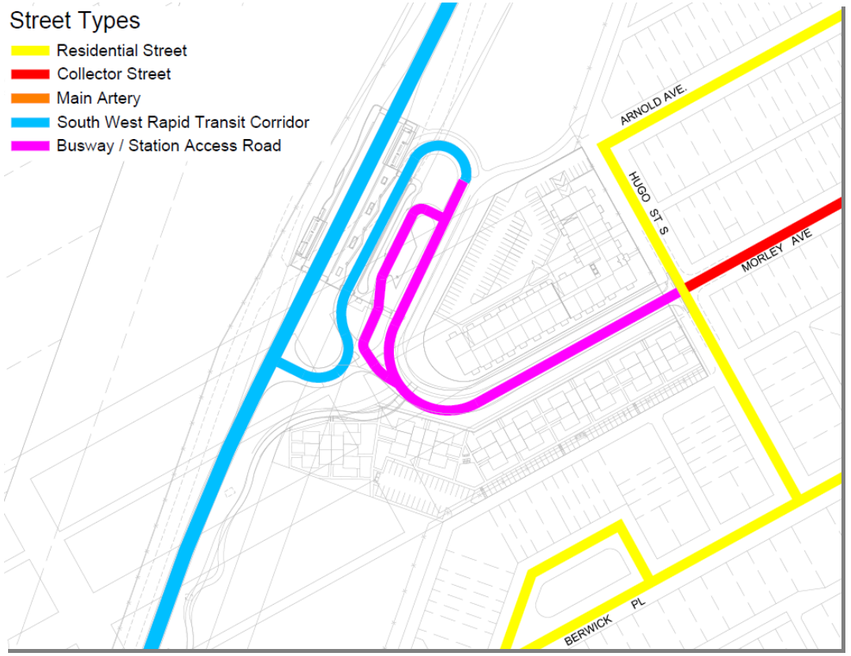


Figure 10-7 Road and Transit Network

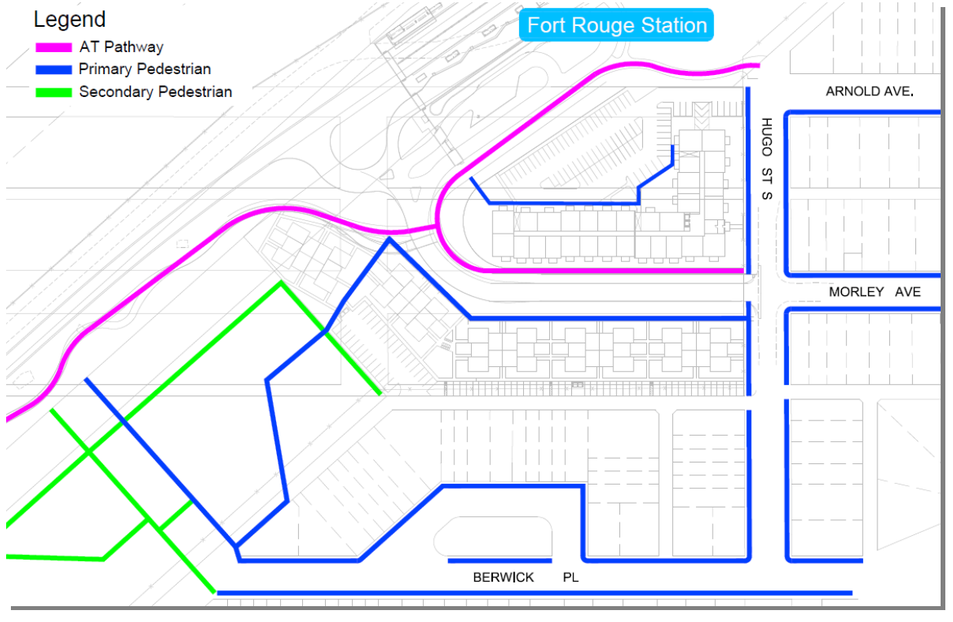


Figure 10-8 Active Transportation Network

10.10 Innovative Parking Strategies

Numerous studies have demonstrated that TOD-based projects have lower automobile ownership rates, lower trip generation rates, and require significantly less vehicular parking spaces than is typically required; however, these must be balanced with market realities on the ground. As Winnipeg gradually progresses towards a less auto-dependent city, automobile use and parking must still be considered in a context-sensitive manner.

The key is to minimize parking's impact on the urban form and pedestrian nature of the development. It is important to facilitate parking in places and in forms where it is unobtrusive and is not a detriment to a quality of place. This means reducing and screening surface parking, utilizing a variety of surface and structured parking areas where feasible, reducing or eliminating minimum parking requirements, and pursuing maximum parking requirements where appropriate.

Innovative Parking Strategy Policies:

a) Utilize a mix of surface and structured parking areas, where feasible;

b) In appropriate locations, situate surface parking areas behind or beside buildings, and screen them from view via landscaping treatments and building location;

c) Plan parking at the area level, rather than on a building by building basis. Parking lots serving more than one building or use can provide the flexibility needed to accommodate a wide range of residents and patrons while minimizing spaces;

d) Relax parking regulations and ratios within 400 m of the Fort Rouge Rapid Transit Station, including reducing parking minimums and introducing parking maximums, where feasible;

e) Encourage the use of bicycles as a form of transportation through provision of exterior and interior bicycle parking facilities, and direct linkages to active transportation pathways; and,

f) Monitor parking demand as the project develops, and revise requirements to adapt to observed conditions.

10.11 Sustainability Strategies

Sustainable communities strive to achieve environmental, social, and economic goals in concert. Sustainability encompasses principles and standards that promote these interrelated goals, and includes initiatives such as those that promote efficient use of energy and water, the re-use of resources and materials, alternative modes of transportation, increased transit usage, and the utilization of existing infrastructure.

One of the principal benefits in terms of sustainability will be redevelopment of a former industrial site. As the site was a former rail yard, there is a possibility that environmental contamination may be present. Under the Province of Manitoba *Contaminated Sites Remediation Act (CSRA)*, Manitoba Conservation is the responsible regulatory agency for oversight of remediation measures for 'contaminated' and 'impacted' sites. A number of Environmental Site Assessments (ESAs) have been conducted on the Fort Rouge Yards area, including those conducted for Canadian National Railways between 1999 and 2001, and more recently for the Yards at Fort Rouge project. A similar ESA is being conducted for the Fort Rouge Station Lands and remediation efforts, if required, will be overseen by Manitoba Conservation and conform with the CSRA and other regulations.

Sustainability Strategies:

a) The Fort Rouge Station Lands will promote sustainable development practices by:

   i. Remediation and subsequent redevelopment of a brownfield site. Manitoba Conservation has identified the overall Fort Rouge Yards site as 'Impacted' under the Manitoba *Contaminated Sites Remediation Act (CSRA)*. The site will be investigated and remediated according to Manitoba Conservation regulations and best practices;

   ii. Promoting infill development according to TOD principles. A compact, pedestrian focused community increases health outcomes, reduces greenhouse gas emissions, and promotes the efficient use of public infrastructure, all tenants of sustainable design;

   iii. Promoting access to alternative modes of transportation. Redevelopment of the site will encourage transportation alternatives that will reduce reliance on the private automobile and their associated environmental impacts. The Fort Rouge Station Lands development is situated in a location that will encourage transit use due to its immediate proximity to the Fort Rouge Rapid Transit Station, and encourage active transportation due to linkages to a number of active transportation and pedestrian pathways;

   iv. Promoting responsible storm water management. The development will utilize the upsized land drainage system developed with the rapid transit corridor, thus allowing for more environmentally responsible land drainage by avoiding additional inputs to the existing combined sewer district, avoiding potential sewage overflows into the Red River, and reducing the likelihood of basement flooding in the immediate area; and,

   v. Promoting the use of more sustainable 'green' building practices, such as low flow water fixtures, environmentally sustainable materials, and enhanced building envelop techniques that reduce energy consumption.

10.12 Infrastructure – Existing and Planned

With the redevelopment of this former rail yard and industrial site, the Fort Rouge Station Lands will be able to draw from existing and nearby infrastructure. Dillon Consulting Limited was hired to conduct studies on the infrastructure needs of both the Yards at Fort Rouge and Fort Rouge Station Lands projects, and the potential impacts on the water, wastewater, and land drainage infrastructure of the existing neighbourhood.

The results of the study are as follows:

- New land drainage sewer systems were installed as part of the construction of the Southwest Transitway, and were oversized to handle development in the Fort Rouge Yards area;
- All drainage from the development lands are to be directed to the land drainage sewer within the Transitway;
- Wastewater flows generated by the new development are less than the land drainage flows removed from the Cockburn-Calrossi combined sewer district, resulting in a net reduction in wet weather flows to the combined sewer district; and,

- A new water main will be extended and installed to service the development of the Fort Rouge Station Lands.

The existing infrastructure and conceptual infrastructure servicing for the site are illustrated in Figure 10-9 Conceptual Site Servicing.

10.13 Phasing and Development

The Fort Rouge Station Lands are anticipated to be developed over a five year period. Phasing and development will be contingent on market demand, and logical infrastructure servicing. At this time it is anticipated that the development will occur in the short term, with anticipated build out by 2017, based on the economics of the development and market interest.

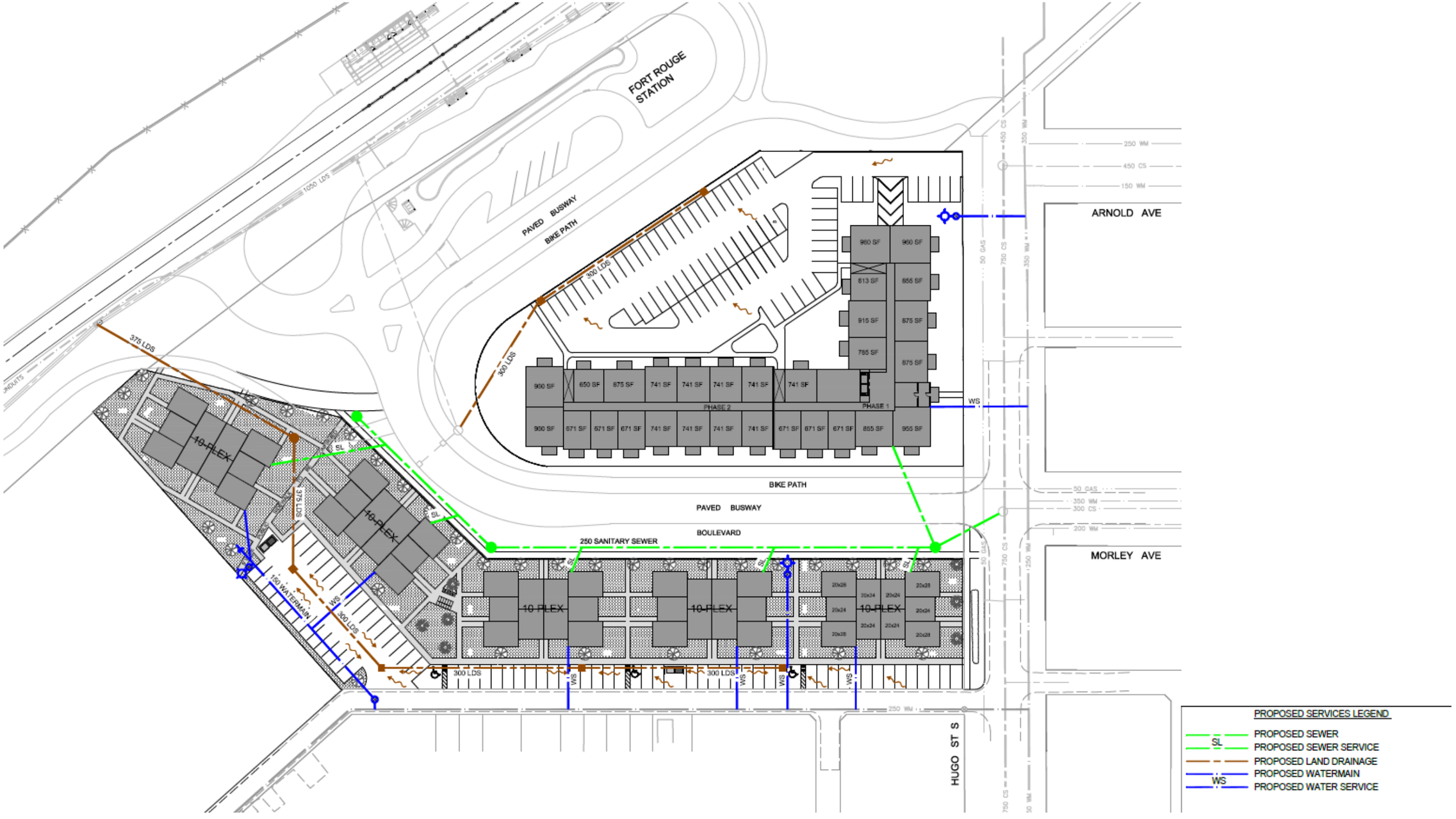


Figure 10-9 Conceptual Site Servicing