Minutes – Executive Policy Committee – December 6, 2017

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 27, 2017

Item No. 12 Railside at the Forks Concept Plan
File SP 2/2017

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That the *Railside at the Forks Concept Plan*, attached as Appendix A to this report, be adopted as Council policy.

2. That an application for the repeal of or an amendment to the *Railside at the Forks Concept Plan* be in accordance with *Operationalizing the Railside at the Forks Concept Plan*, attached as Appendix B to this report.

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

Minutes – Executive Policy Committee – December 6, 2017

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 27, 2017

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 27, 2017, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

John Kubi, submitted a communication in opposition to the matter.

ADMINISTRATIVE REPORT

Title: SP 2/2017 Railside at the Forks Concept Plan

Critical Path: Standing Policy Committee on Property and Development, Heritage, and Downtown Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	J. Kiernan	n/a	D. McNeil

EXECUTIVE SUMMARY

An Administrative Steering Committee was established for the development of the Railside Lands with representation from the City of Winnipeg, the Forks Renewal Corporation, and The Province of Manitoba, in accordance with a July 16, 2014, Council disposition. One of its duties was to oversee the creation of a concept plan for the purpose of articulating the long-term vision and core principles for the development of the Railside Lands, and provide the guidance required to realize that vision. The Plan was created through extensive public consultation, carried out in three phases between 2013 and 2015.

Railside at the Forks Concept Plan (the Plan), included as Appendix A, is a local area plan and defined as the lands generally bound by Stephenson Way to the north, Waterfront Drive to the east, Forks Market Road to the south, and the CNR right-of-way to the west. It is proposed that the plan be adopted as Council policy rather than as a statutory plan since the City is an owner/shareholder in the lands and no new entitlements are being sought. Changes to the Plan will follow the process outlined in Appendix B: *Operationalizing the Railside at the Forks Concept Plan.*

RECOMMENDATIONS

1. That the *Railside at the Forks Concept Plan*, attached as Appendix A to this report, be adopted as Council policy.
2. That an application for the repeal of or an amendment to the *Railside at the Forks Concept Plan* be in accordance with *Operationalizing the Railside at the Forks Concept Plan*, attached as Appendix B to this report.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

Only City Council can approve the final concept plan as policy.

IMPLICATIONS OF THE RECOMMENDATIONS

The *Railside at the Forks Concept Plan* (the Plan) is intended to guide future decision making. It provides a series of policies for the Public Service to follow during the review and analysis of development applications. The Plan is to be adopted as Council policy and not as a by-law since it is not intended to be prescriptive or regulatory in nature. Changes to the Plan will follow the process outlined in Appendix B: *Operationalizing the Plan for Railside Lands*.

The draft Council policy, attached as Appendix A, would fulfill the requirement for a final Concept and Master Plan per the July 16, 2014 Council disposition, allowing the grant agreement to be implemented.

HISTORY/DISCUSSION

The Forks Renewal Corporation led a public engagement process that began in 2013. The first phase included an online survey, community stakeholder interviews and a citizen workshop. The second phase, in 2014, included public open houses and a meeting with the design community. The third phase, in 2015, included open houses and targeted stakeholder meetings. This past summer, the draft plan was published on the Forks website for public review. Public input was integral to the preparation of the concept plan and satisfies Council's expectations as expressed in the July 16, 2014 disposition.

The consulting team, in preparing the document, also met with the City's development review committee, including representatives from Public Works, Transit, Water and Waste, Urban Planning and Urban Design. A number of concerns were raised, many that will be worked out as individual development applications are reviewed:

- *Wayfinding/Addressing* – to ensure that visitors and emergency vehicles can locate individual businesses and residences (consistent with policy no. 10.3.1.1);
- *Transit-Oriented Development* – to take advantage of Union Station as a gateway to rapid transit;
- *Transit Service through the Forks* – how reconfiguration of Waterfront Drive can continue to accommodate bus routes to Forks Market Road (consistent with policy no. 10.2.1.3);
- *Street Edge Treatment* – to ensure that the public streets are treated as the primary public space and are not sacrificed in favour or interior courtyards;
- *Connections to Adjacent Areas* – to ensure that the development strengthens pedestrian connections between adjacent areas of downtown (consistent with policies under 10.1);
- *Shared Streets* – how to accommodate vehicles and loading while ensuring safety for the most vulnerable users (consistent with policy no. 10.1.1.3);
- *City of Winnipeg Accessibility Design Standards* – to ensure that the development is consistent with Council adopted policy and accommodates universal accessibility;

- *Alleyways* – how to ensure a feeling of safety within narrow alleyways and squares hidden from the public street;
- *Public Art Policy* – to engage with the Winnipeg Arts Council regarding proposed Public Art installations, consistent with Council adopted policy;
- *Servicing Report* – to determine approach to water, sewer and stormwater management (consistent with part 11);
- *On-going Community Engagement* – how best to continue to engage with the public through each of the phases of the project.

The consulting team presented to the Urban Design Advisory Committee in January. A number of design issues, including many of the points listed above, will still need to be resolved before the City can issues Urban Design Review approval. It is suggested that the proponents present on each phase individually with more detail to address outstanding questions and concerns.

The *Railside at the Forks Concept Plan* in Appendix A is being submitted for adoption as Council policy. The Plan presents a general land use concept, complete with objectives, policies, and development guidelines. All future development applications, most notably urban design review, will be considered in the context of the attached policies. Appendix A includes policies on land use, design (buildings and open space), economic development, sustainability, and transportation. The proposed Council policy in Appendix A also includes an illustrated concept plan document prepared by the consultants, attached as PDF for information only. The illustrated document further explains some of the architectural concepts and shows precedent examples from other cities. It does not form part of the Council policy since design details will likely change and evolve through the development application process.

FINANCIAL IMPACT

Financial Impact Statement **Date:** November 10, 2017

Project Name:

SP 2/2017 Railside at the Forks Concept Plan

COMMENTS:

There are no direct financial implications associated with the recommendations contained in this report.

"Original signed by"

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Public Works
- Water and Waste
- Transit
- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

The Railside Lands are in the Downtown, which is designated as Transformative Area in *OurWinnipeg*. The Key Direction under *Complete Communities* part 03-1a Organizing Downtown states –

> *Pursue a focused district, destination and cluster approach to development downtown that will seek to:*
>
> - *provide more predictability and opportunity for investment;*
> - *increase the variety of complementary experiences and opportunities;*
> - *help achieve a critical mass of people-oriented activity that is vital to ongoing economic success*.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: Kurtis Kowalke, Senior Planner
Date: September 27, 2017
File No: SP 2/2017

Attachments:
Appendix A: Proposed City of Winnipeg Policy – *Railside at the Forks Concept Plan*
Appendix B: *Operationalizing the Railside at the Forks Concept Plan*

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Appendix A: Proposed City of Winnipeg Policy – *Railside at the Forks Concept Plan*

Winnipeg

CITY OF WINNIPEG POLICY NO. XXX-XXX

POLICY TITLE *Railside at the Forks – Concept Plan*	**ADOPTED BY** *City Council*	**EFFECTIVE DATE**
ORIGIN / AUTHORITY *Standing Policy Committee on Property and Development, Heritage and Downtown Development*	**CITY POLICY NO**	**MOST RECENT CONSOLIDATION** *XXX-XXX*

1 Introduction

1.1 Purpose of the Plan

Community planning is the process of shaping the physical environment to achieve an orderly and compatible pattern of growth and to enhance the quality of life of a community's residents, business owners and employees.

The purpose of *Railside at the Forks – Concept Plan* (the Plan) is twofold. Firstly, it refines and implements the City's broader planning objectives, as contained in its strategic planning documents, *OurWinnipeg* and *Complete Communities.* Secondly, the Plan articulates the long-term vision and core principles for the development of the Railside Lands, and provides the guidance required to realize that vision.

Local Area Plans are the primary tool used to manage major land uses changes and intensification in Transformative Areas designated under *OurWinnipeg* and the *Complete Communities Direction Strategy.* The following sections outline how this plan fits within the context of *OurWinnipeg* and the *Complete Communities Direction Strategy*.

Council intends the Plan to have effect even if tenure or ownership changes for any portion of the Planning Area.

1.2 OurWinnipeg & Complete Communities Direction Strategy

It is envisioned that the Planning Area will develop within the context of a greater overall vision for the City of Winnipeg. *OurWinnipeg* envisions a City that is:

> *"Planned and designed based on a logical urban structure that focuses growth and change to enhance existing assets, to create complete communities and complete existing communities, and to ensure a socially, environmentally and*

economically sustainable future through the integration of transportation planning, land use, built forms and urban design"

Complete Communities is one of the four Direction Strategies among a series of detailed studies, strategies and guides supporting Winnipeg's Development Plan; *OurWinnipeg*. Its primary focus is to describe Winnipeg's physical characteristics and lay out a framework for the city's future physical growth and development by introducing an urban structure. The Overall Vision of *Complete Communities* is:

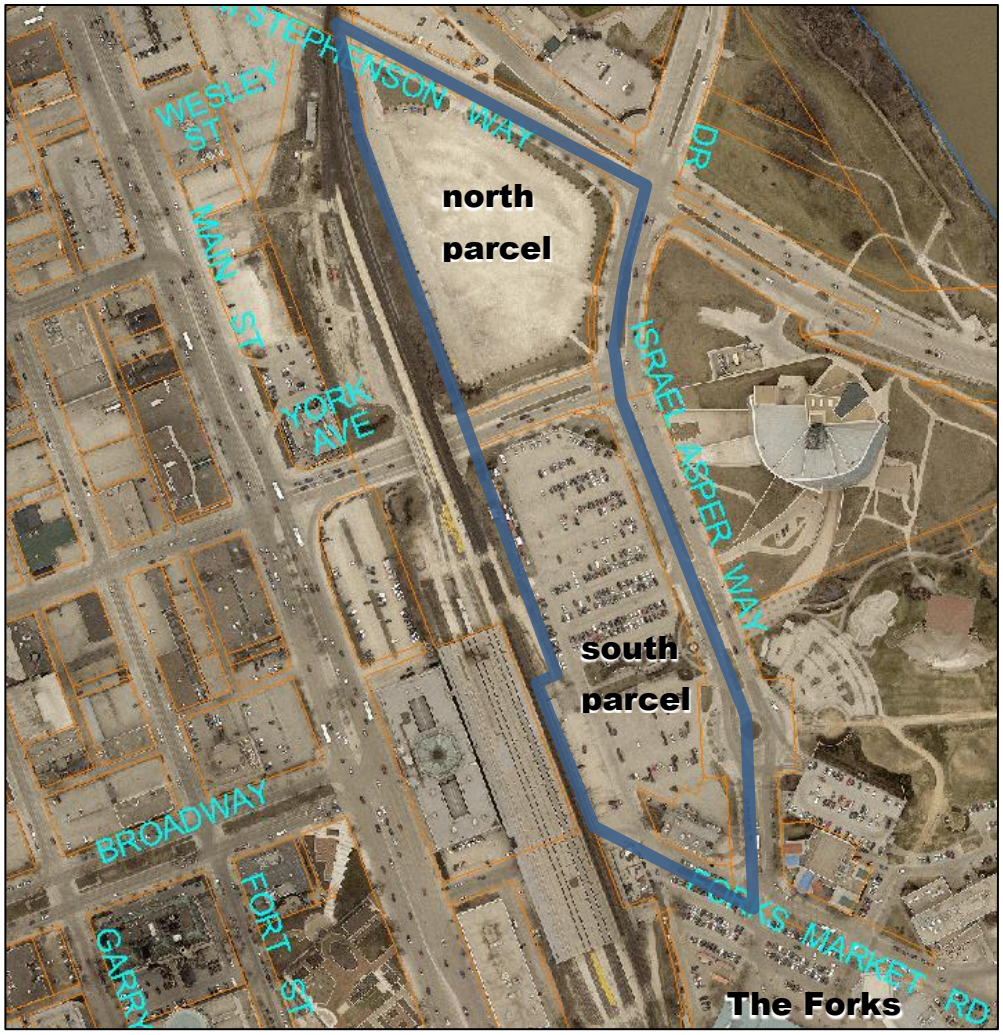
> *The City of Winnipeg is planned and designed based on a logical urban structure that focuses growth and change to enhance existing assets, to create complete communities and complete existing communities, and to enhance a socially, environmentally and economically sustainable future through the integration of transportation planning, land uses, built form and urban design.*

The Railside Lands are in the Downtown, which is designated as Transformative Area in *Complete Communities*. The Key Direction under part 03-1a Organizing Downtown states –

> *Pursue a focused district, destination and cluster approach to development downtown that will seek to:*
> - *provide more predictability and opportunity for investment;*
> - *increase the variety of complementary experiences and opportunities;*
> - *help achieve a critical mass of people-oriented activity that is vital to ongoing economic success.*

1.3 Planning Area

The Railside Lands Planning Area is defined as the lands generally bounded by Stephenson Way to the north, Waterfront Drive to the east, Forks Market Road to the south, and the CNR right-of-way to the west. The 5 hectares (12 acres) serves primarily as surface parking. It is zoned "C" Character Sector under Downtown Zoning By-law No. 100/2004. See Map 1 below.



Map 1 – Railside at the Forks Context Orthophoto 2016

1.4 Overall Plan Goals

The Plan provides a "blueprint" for the future development of the Planning Area, a community with a mix of residential, commercial, community use spaces and public open space. The foundation of the Plan consists of a series of goals that directly relate to the key directions as noted in *OurWinnipeg* and outlined in *Complete Communities*.

1.5 Timeframe of the Plan

The Plan is future-oriented and depicts how the Planning Area is to be developed over an extended time period through a series of public and private sector initiatives. Development within the Planning Area is expected to occur over a 20 year timeframe, phased from south to north as illustrated in Attachment 1.

1.6 Interpretation of the Plan

1.6.1 Interpretation of Illustrations

The visualizations provided in Attachment 1 do not form part of the Council-adopted policy. The illustrated document further explains some of the architectural concepts and shows precedent examples from other cities. Design details will be refined through Urban Design Review and permit processes.

1.6.2 Policy Interpretation

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

Where “shall” is used in a policy, future development applications will be expected to comply with the policy.

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

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

1.7 Amendments to the Plan

Any changes to the policies and figures contained herein shall be made by, and within the sole discretion of City of Winnipeg Council.

Where an amendment to the Plan is requested, the applicant shall submit supporting information necessary for Council to evaluate and justify the amendment. See also Section 13.

1.8 Monitoring of the Plan

The Plan shall be monitored to ensure it remains current and relevant. Where determined necessary, these policies shall be updated through the plan amendment process generally or in response to a specific issue.

Detailed servicing and transportation engineering analysis may be required to support development within the planning area.

2 Public Input Process

2.1 Participation Approach

Public engagement formed a significant role in the preparation of the Plan. The input provided by participants significantly influenced the policies included in the Plan. The Forks Renewal Corporation (FRC) carried out public consultation in three phases beginning in spring of 2013.

A number of consultation mechanisms were employed including stakeholder meetings, interviews, focus groups, workshops, surveys, a web site, and public open houses. The final draft was posted on-line during July and August 2017 and was promoted through social media channels.

More detail can be found in Attachment 1.

3 Planning Vision and Goals

3.1 Planning Vision

Railside at the Forks is intended to become a sustainable mixed use development that provides housing, services, recreation and leisure opportunities to the local and regional market.

Consistent with FRC's founding mission statement, the vision and development direction for the Railside Lands is premised on a 20-year strategy to transform the subject lands from bleak surface parking lots into a dynamic mixed-use neighbourhood. Building on the rich amenities of The Forks, Railside is envisaged as a model urban community, seamlessly integrated into the existing site context that supports a diversity of housing types, demonstrates design innovation and excellence, enhances connectivity with the broader city and adheres to FRC's ambitious sustainable development goals. The overall goal for the Railside Lands is to create a diverse, resilient and welcoming place that augments and enhances the existing character of The Forks.

3.2 Planning Objectives

The Planning Objectives for the Plan are as follows:

1. Ensure accessibility to the public at-large, future residents, entrepreneurs and businesses and a diversity of development interests.

2. Encourage a mix of uses including high quality public spaces, retail, commercial, live/work, condominium, co-op and rental residential.

3. Implement a green approach to development and operations, based on The Forks' Target Zero philosophy - zero garbage, zero water waste and zero carbon emissions.

4. Design for Winnipeg's four seasons – including buildings that are highly energy efficient and public spaces that are comfortable in all weather conditions.

5. Demonstrate innovation and design excellence – throughout the Railside Lands, including architecture, urban design, sustainability, brownfield redevelopment and public/private collaboration.

6. Strengthen connections to the city – create and enhance physical linkages into The Forks for all transportation modes.

4 Land Use Concept

By introducing permanent residents, Railside at the Forks can become a vital, lived-in extension of The Forks, infusing a new layer of community into the year-round amenity. At full build-out, Railside has the potential to accommodate 1,000 to 1,200 residential units, divided equally over the Railside south and north parcels. Targeting an average density of 80 to 100 units per acre, Railside can provide the critical mass required to support significant planned investments in rapid transit and public spaces. Ground floor uses will actively contribute to the public realm through physical and visual vibrancy. The Plan contemplates and supports opportunities for office uses, hotel facilities, retail commercial uses and community facilities that contribute to the diversity and liveliness of Railside.

4.1 Policies

1. The predominant land use shall be residential with the majority of buildings being mixed-use.

2. Residential densities should average 80 to 100 units per acre (1000-1200 dwelling units at full build out) in support of rapid transit.

3. The ground floor of each building shall be comprised of uses and spaces that help activate the public realm and are generally accessible by the public.

4. With the exception of limited work-live units in designated areas, no private residential development shall occur at grade, but rather on levels two (2) to six (6).

5. At grade residential and office lobby areas and exits, and other non-active uses should be modest in frontage width.

5 Housing Diversity

A diverse and inclusive community requires a diverse housing mix. FRC is committed to ensuring that Railside includes a diversity of housing types, unit sizes, tenure mix; integrating accessible and age-friendly housing, and providing housing options for a range of household income levels, including the provision and integration of affordable housing.

5.1 Policies

1. A minimum of 10% of all units within Railside should be affordable, as defined via Provincial affordable housing income limits.

6 Urban Design

The intent of the this section is to encourage variety among individual buildings, suite sizes, configurations and ownership models, support innovation in building technology and architecture, and to ensure that individual buildings are designed with a permeable and vibrant ground floor, conducive to independent retail and active uses.

6.1 Massing and Scale

Railside Lands is intended to be developed as a number of smaller parcels and projects, with development sizes ranging from 15,000 square feet to 50,000 square feet to encourage a diverse mix of participants, ownership models, architectural outcomes and the creation of a variety of public outdoor spaces.

Limiting the height of buildings to six storeys enables the creation of ground-oriented, human-scale public environment – spaces with proportions that have been found to feel universally more comfortable to people of all ages and demographics.

6.1.1 Policies

1. Buildings shall be limited in height to the lesser of six storeys or 65 feet.

2. Selected sites, mainly on the south side of major courtyards, should be limited to four stories to allow for increased access to sun at grade at these key locations. Alternatively, creatively shaping the building mass, i.e. top floor setbacks or sloped rooflines could be considered if the intent of the solar access is met.

6.2 Façade Animation/Permeability

All building facades at Railside should frame and define the alleys and squares that characterize the public realm. Every facade is therefore of high importance and individual buildings should be designed with this in mind. Particular emphasis should be placed on the interface between ground floor uses and the street.

6.2.1 Policies

1. Transparent visual connection to the activity within each building's ground floor – abundant clear glass – shall be required to fulfill the Plan objectives.

2. Glazed exit stairs, balconies, abundant windows and public art are encouraged to further activate building facades.

3. Large loading doors should not interrupt the flow of pedestrians.

4. With the exception of limited live-work units in designated areas, lobbies and required egress paths, no private residential or otherwise inaccessible or inactive development should occur at grade.

5. Residential lobbies shall be limited in width at grade to further reduce the amount of non-active building facade at the street level. Residential entrances exceeding 20'-0" in width of façade are highly discouraged.

6. At grade, the tenant units should generally be limited to maximum 20' width per business to encourage variety of the streetscape and to provide small grain business frontage for local, independent retailers, hospitality businesses and artisan grocers. Larger operations may be permitted, but it is recommended that these tenancies would be located over two levels (1-2) to maintain narrower widths and variety at grade.

7. Rooftop mechanical equipment should be concealed from view and sound-isolated.

7 Public Realm

Creating and maintaining a high quality public realm that is animated year-round is central to the Railside vision. Equally important, is that Railside's public space network is connected to the larger Forks site and surrounding open spaces linked through the planned Forks trail system as articulated in the 'Go to the Waterfront' plan. The detailed public realm design must be mindful of the importance of balancing the needs of residents living at Railside and managing the pressures of being part of the city's preeminent destinations, and must result in high quality spaces that are welcoming, safe and accessible all year long.

7.1 Squares and Alleys

The Plan is premised on a series of central urban squares, connected via a network of short streets and alleys. The intent of the design is to create an inviting village atmosphere that draws people in and encourages them to explore and discover. The streets and alleyways within Railside are planned as woonerfs – curbless streets accommodating all modes, but prioritizing pedestrians. The public squares are envisioned as vibrant hubs of activity populated with open storefronts and outdoor patios.

7.1.1 Policies

1. Urban squares shall be designed to integrate public art, café seating, high quality lighting, plantings, street furniture and other amenities.

2. This network of alleys and squares should constitute approximately 75% of the Railside Lands area.

7.2 Public Art

Public art will be an integral feature of Railside, enhancing its character and adding distinct elements of interest to its public spaces. Beyond the aesthetic, public art can also be instrumental in creating and defining a 'sense of place'. It can generate civic pride, serve as a landmark to orient residents and visitors alike and, in some instances, can become an attraction that, in turn, contributes to local economic development.

7.2.1 Policies

1. An overall public art strategy shall be developed for Railside, with an aim to dedicate one (1) percent of the total public realm capital budget program to commissioned works by professional Winnipeg artists.

8 Economic Development

Railside should foster innovation and sustainable city building and stimulate economic development.

8.1 Policies

1. Development within the Planning Area shall demonstrate durability and adaptability, innovative sustainable approaches and integration of green technologies in building, site and infrastructure design.

2. Development within the Planning Area shall contribute to the development of local knowledge and technical skills in sustainable building and infrastructure construction.

3. Development within the Planning Area should incorporate state-of-the-art highspeed networking infrastructure – providing connectivity for residents, businesses, visitors, as well as applications for site infrastructure and building controls.

4. The development of Railside should enable diverse employment opportunities and new commercial enterprises.

5. Railside shall incorporate affordable storefront and production spaces for local start-ups, social enterprises, artists and makers.

9 Sustainability

Environmentally sustainable strategies such as increased insulation, green/productive roofs, inclusion of solar panels and other renewable energy sources are highly encouraged as part of individual development projects.

Social sustainability is intended to be achieved through a rich mix of uses and unit types within the development. These strategies include various ownership models (from condominiums, rental suites and co-operatives to student and senior housing) and the inclusion of a variety of unit sizes and types conducive to a mix of demographics (families, couples, singles, students, seniors), as well as physically accessible and visitable suites. Similarly, economic diversity and inclusion of affordable housing is encouraged both within individual developments and across the Railside Lands. Further, innovative design / ownership strategies, such as inclusion of small flex spaces between larger residential units, could be employed to enable individual living units to expand and contract over time according to occupant needs and facilitate 'ageing in place'.

9.1 Culture and Community

Railside will foster cohesion, inclusion and cultural diversity, creating a welcoming place.

9.1.1 Policies

1. Railside shall provide a diverse mix of housing (i.e. ownership, rental, co-op, etc.) that provides accessible housing for all income levels and stages of life (i.e. affordable, student, seniors, etc.)

2. Railside may include new community and cultural facilities (i.e. educational institutions, visual and performing arts centres, community/recreational centres, museums and/or galleries).

3. Railside shall preserve and honour the site's indigenous history and cultural heritage.

4. Railside shall identify, preserve and protect archaeological and heritage resources and provide opportunity for interpretation.

5. Railside shall activate public spaces through programming, public art, festivals and cultural events.

6. Citizens and stakeholders shall continue to be consulted as the planning and development of Railside evolves.

9.2 Brownfield Rehabilitation

Phase I and II Environmental Assessments have been completed to define extent of potential contamination and identify appropriate remedial and risk management strategies;

9.2.1 Policies

1. Development within the Planning Area shall incorporate staged remediation and risk management program.

2. Remedial work shall be coordinated with required archeological investigations and monitoring.

9.3 Energy Conservation

Consistent with the energy conservation targets for remediated brownfield developments established under the Green Municipal Fund by the Federation of Canadian Municipalities, the Plan includes an energy reduction target.

9.3.1 Policies

1. Development within the Planning Area should target a minimum 45 percent reduction in design energy consumption compared to the National Energy Code for Buildings (NECB) 2011.

2. Development within the Planning Area should implement innovative building approaches and technologies that reduce energy consumption and generate renewable energy on site (zero net energy).

3. Development within the Planning Area shall optimize solar exposure to promote passive solar design.

4. Railside shall include a geothermal-based district utility that provides centralized and efficient heating and cooling delivery for the entire Planning Area. The utility shall be designed to ensure adaptability to new or additional energy sources in the future.

5. Railside may include bio-waste conversion technologies in support of energy generation and waste diversion efforts.

6. Railside shall expand on the Fork's existing biodiesel program, working with new restaurants in Railside to divert waste cooking oil and fuel FRC's site equipment and vehicle fleet.

7. Rooftop photovoltaic systems are encouraged throughout Railside Lands.

8. Heat recovery systems are encouraged throughout Railside Lands.

9. Small-scale wind energy systems are encouraged throughout Railside Lands.

10. District-wide systems shall be implemented to monitor energy generation and usage.

11. Railside shall incorporate opportunities for local food production by developing community gardens and encourage investment in green roofs.

12. Citizens and stakeholders shall continue to be consulted about ways to reduce energy consumption.

9.4 Water Conservation

Strategies for water conservation at Railside aim to reduce, protect and reuse water, in terms of domestic and commercial usage, as well as in water usage for site operations. In alignment with Green Municipal Fund of the Federation of Canadian Municipalities, the Plan includes targets for reduction in potable water usage.

9.4.1 Policies

1. Railside should achieve a minimum 20% reduction in potable water usage compared to typical urban development.

2. Railside should incorporate greywater treatment systems to be used for grounds maintenance.

3. Railside shall expand on the current rainwater collection system at the Forks.

4. Railside should incorporate innovative sewage management systems (i.e. vacuum sewage system and on-site treatment plant) to manage waste water on-site.

5. Railside shall incorporate water efficient landscaping.

6. Citizens and stakeholders shall continue to be consulted about ways to conserve water.

9.5 Stormwater Management

The aim of Railside's stormwater management strategy is to eliminate the potential for combined sewer overflows, while also reducing run-off impacts on the Red and Assiniboine Rivers through integrated stormwater and waste water approaches.

In alignment with Green Municipal Fund of the Federation of Canadian Municipalities, the Plan includes targets for stormwater runoff and quality.

9.5.1 Policies

1. Railside should eliminate site runoff for the 50th percentile of all 24-hour rainfall events, by volume.

2. Railside should remove 60% of total suspended solids from runoff leaving the site.

3. The design of open spaces shall maximize permeable surfaces through Water Sensitive Urban Design (i.e. rain gardens, soakways, green roofs, infiltration trenches and permeable paving) in parking areas and public areas to allow for a 20% reduction in asphalt and concrete compared to typical urban development.

4. Buildings shall minimize run-off through on-roof retention and/or green roofs or other innovative design approaches.

5. The planned archaeological dig site on the south parcel may be converted into a stormwater retention feature after archaeological assessment work is complete.

6. Railside may reuse site runoff to lower the use of potable water throughout site operations.

7. The overall public realm design (i.e. constructed wetlands, bio-swales, etc.) shall integrate naturalized bio-retention systems.

9.6 Waste Diversion

Railside presents a significant opportunity to expand existing diversion programs and initiatives for implementation at a neighbourhood scale. The intent will be to explore ways to further augment waste diversion efforts and consider strategic investments in innovative waste management infrastructure towards achieving Target Zero.

9.6.1 Policies

1. Railside should achieve an initial diversion target – both residential and commercial – of 60% solid waste diversion from landfills.

2. Bio-composting and recycling programs should be expanded to the neighbourhood scale, which would make Railside the first neighbourhood in Winnipeg to benefit from three-stream (garbage, recycling and organic) collection.

3. Development within the Planning Area shall use local materials whenever possible.

4. Development within the Planning Area should incorporate bio-waste conversion technologies that can be implemented as part of Railside's energy generation and waste diversion efforts.

5. Citizens and stakeholders shall continue to be consulted about ongoing efforts to reduce and divert waste.

10 Transportation

Transportation is fundamental to FRC's sustainability objectives for Railside at the Forks and the Forks site as a whole. Railside is seen as a potential catalyst for altering the way people travel to the Forks, with greater emphasis on public transit and active transportation, including walking, cycling and, in the winter months, skating or skiing on the river trail.

The primary objective of Railside's transportation strategy is to create an environment that supports a modal shift; where residents, visitors and workers have multiple transportation options available to them and do not need to rely on their cars. From a community sustainability perspective, the subsequent benefits of emphasizing people over cars include:

- Reducing greenhouse gas emissions generated by automobiles;
- Using valuable land more efficiently by dedicating more land area for the development of high quality buildings and public spaces rather than car-related infrastructure; and,
- Contributing to public health and well-being, by promoting active modes and designing streets that calm traffic and prioritize pedestrian safety and comfort.

10.1 Active Transportation

Active transportation refers to any human-powered mode of transportation such as cycling, walking and skiing. Railside can contribute to the downtown's evolving active transportation networks, strengthening connections to other areas of the City, promoting community health and reducing greenhouse gas emissions.

10.1.1 Policies

1. Neighbourhood design should pursue compact urban form that encourages walking and other active modes.
2. The urban environment should support walkability by establishing a complete mix of uses and developing a permeable network of streets and alleys.
3. The design of all streets and alleys within Railside should prioritize the safety and comfort of pedestrians and cyclists – shared streets with lower vehicle speeds.
4. Integrated connections with the Forks' planned cycletrack and other planned active transportation networks should link the development and enhance connectivity to surrounding areas of the City.
5. The Public Service shall explore reconfiguring Israel Asper Way into a pedestrian promenade – reducing the number vehicular lanes, creating new linear open spaces and dedicated pedestrians and cycling facilities.

6. Railside shall include cycling amenities, such as bike parking/storage, self-serve bike repair stations, etc.

7. Railside should enhance pedestrian connections to Main Street (under the Rail line).

10.2 Parking and Loading

The City's Downtown Zoning By-law, at the date that this Plan was adopted by Council, has no minimum parking allocations, meaning that new residential and commercial developments within the downtown can be built without parking. Recognizing the need to both replace some of the existing parking spaces being eliminated by the development of Railside and accommodate potential new demand generated by the intensified mix of uses within Railside, FRC is examining a variety of opportunities to address future parking needs for The Forks site as a whole.

10.2.1 Policies

1. Railside shall optimize the utilization of parking resources through shared parking approaches (i.e. residential permit system) and expansion of existing facilities, etc.

2. Railside should include dedicated car-share fleet for residents and businesses.

3. Railside shall incorporate enhanced transit accessibility and improved connectivity to new and planned active transportation networks.

4. Any newly built parking areas as part of the Railside development – whether surface lots or structured facilities – should be designed for future conversion or redevelopment for non-parking uses.

5. Service should occur through front doors in smaller quantities/frequency, as opposed to large loading zones that interrupt the pedestrian environment.

10.3 Access for Emergency Vehicles

Railside has been planned to ensure that emergency vehicles can safely and easily access and navigate the Planning Area. Based on consultations with the City of Winnipeg's Fire Prevention Branch and Plan Exam Administrator, the Plan adheres to the City's requirements for firefighting and fire prevention.

10.3.1 Policies

1. Railside shall establish a clear building address system.

2. Each building within Railside shall be equipped with sprinklers and fire department connections.

3. Railside shall include comprehensive fire hydrant coverage.

4. Each building within Railside shall be equipped with fire alarm panels and annunciators located at the principle entrance.

11 Servicing and Infrastructure

Detailed plans for services and site utilities, that are consistent with FRC's sustainability objectives and demonstrate innovative and cost-effective infrastructure solutions, will be developed in collaboration with the City of Winnipeg and Railside's development partners.

12 Rail Proximity

The *Railside at the Forks Concept Plan* aims to ensure consistency with the general intent of the Federation of Canadian Municipalities' Guidelines for New Developments in Proximity to Railway Operations (May 2013), as well as the City of Winnipeg's ongoing efforts to establish its own regulatory regime, to mitigate the impacts associated with development in proximity to active railways. The FRC has retained an engineering consultant specializing in rail proximity and will be relying on their expert recommendations to ensure development at Railside satisfies a level of safety commensurate with FCM guidelines.

Attachment 1

Appendix B: Operationalizing the Railside at the Forks Concept Plan

1. Definitions

1(1) In this document, the following words and phrases have the following meanings:

"Application" means an application for the repeal of or an amendment to the Plan;

"Critical Path" means the Standing Policy Committee on Property and Development, Heritage and Downtown Development shall make recommendations to the Executive Policy Committee who shall make recommendations to Council who shall make a decision with respect to any Application;

"Director" means the Director of Planning, Property and Development, and includes his or her designate; and

"Plan" means the Railside at the Forks Concept Plan endorsed as Council Policy.

Repeal or Amendment

2(1) An application may be submitted by:

(a) the owner of land located with the Plan area; or

(b) any other person authorized in writing by the owner, in a form satisfactory to the Director, to submit an application on the owner's behalf.

2(2) An application must be submitted to the Director.

2(3) Any application for an amendment which proposes changes to the Plan must be endorsed by Council and follow the Critical Path.

Notification

3(1) An applicant must provide written notice of the proposed repeal or a proposed amendment to all property owners, or condominium corporations where established, within Plan area by registered mail no later than 21 days prior to the date of the meeting at which the Standing Policy Committee on Property and Development, Heritage and Downtown Development will consider the application.

3(2) Each notice referred to in subsection (1) must:

(a) include:

(i) a description of the intent of the proposed repeal or amendment;

(ii) a copy of the proposed amendment, where applicable;

(iii) the mailing address to which comments may be submitted;

(iv) contact information to which further inquiries may be directed; and

(v) information with respect to where and when the Administrative

Report for the proposed repeal or amendment may be accessed;

(b) identify the date, time and location of the meeting at which the Standing Policy Committee on Property and Development, Heritage and Downtown Development will consider the proposed repeal or amendment; and

(c) indicate that the recipient of the notice referred to in subsection (1) may submit their comments, in writing, to the Director by no later than 17 days following the date of the notice or 14 days prior to the meeting identified in accordance with clause (b), whichever is sooner.

3(3) The applicant must provide proof of notice being given in accordance with this section to the Director no later than 14 days prior to the date of the meeting at which the Standing Policy Committee on Property and Development, Heritage and Downtown Development will consider the application.