the Yards at Fort Rouge

A **T.O.D.** Development



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Area Master Plan

November 2010

Consolidated version - as amended by City Council on May 27, 2014

PREFACE

The Area Master Plan for the development of the Fort Rouge Yards in the Lord Roberts neighbourhood has been prepared by +White Architecture and Meg Construction & Consultants with input from PB's Placemaking Group and Dillon Consulting on behalf of Lexington Investment Corp. and Gem Equities Inc.

Over the course of preparing the plan, numerous public presentations, open houses, interviews, meetings, design charettes/workshops were held to gain valuable input from the area residents, the City of Winnipeg, neighbourhood community stakeholder's groups and public at large.

We wish to thank all those who provided their time and vision in this process.

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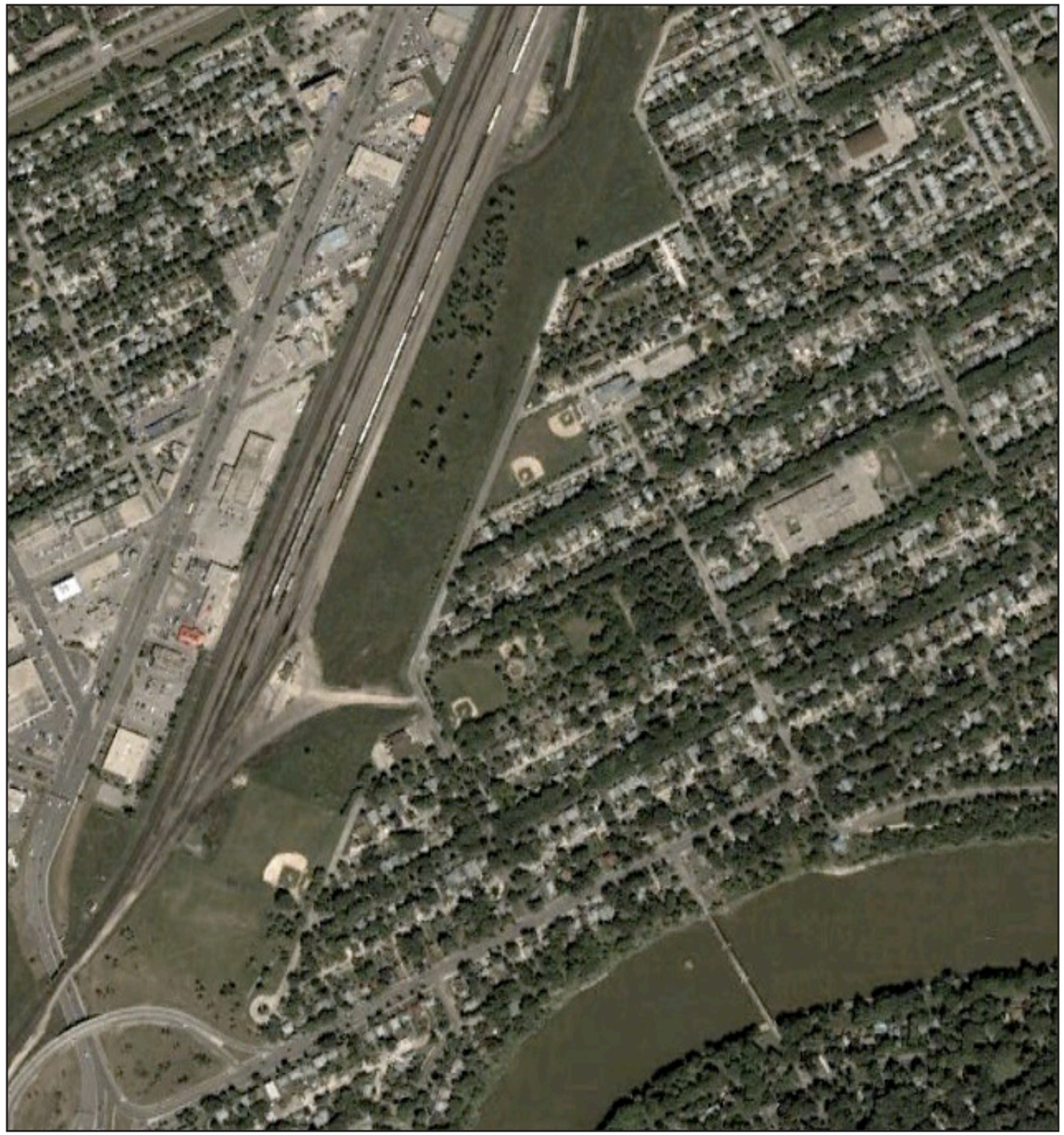

Figure 1. Fort Rouge Yards Aerial Map

A. INTRODUCTION

1.0 Project Overview

The Fort Rouge Yards is a prominent site with redevelopment potential, located immediately to the east of the first stage of the Southwest Rapid Transit Corridor and within 2.5 km of the downtown core. It is hoped to be the first Transit-Oriented Development (TOD) in Winnipeg's history. It represents an historic opportunity to create a stylish, eco-sensitive in-fill housing development on an abandoned, industrial site close to the city centre.

Gem Equities Inc. is the principle landowner of this 16+ acre infill parcel of land and Lexington Investment Corp. will be developing and marketing the property once construction has been completed.

This new urban environment will integrate high quality mid density housing into a century old neighborhood. By reusing this vacant industrial site, the development will reduce urban sprawl while invigorating the new rapid transit corridor and the surrounding community.

The site itself is a large contiguous parcel, located close to downtown and trendy shopping areas. It will involve remediation of a suspected "brownfield" area.

The proposed housing will provide an alternative choice not available in large quantities in the city and provides densification in a century old neighbourhood, increasing tax revenues. Because of the extra costs for the building or upgrading infrastructure such as roads and sewers, infill developments like this require higher density housing to become economically feasible.

The housing stock will provide options to current immigration trends for the next 10 years. The proposed three bedroom townhouses and multi-story mixed units will provide new housing choices for variety of income levels both for rental and ownership. The three bedroom townhouses address a critical housing shortage for families and the tower units will address seniors, professional and downtown transit users. This is in keeping with the vision of the City in OurWinnipeg.

The project will be the first transit-oriented development in the City of Winnipeg in keeping with the guidelines and vision that have been developed by the City. The adjacent rapid transit system will be integral part of the site, allow for easy transportation access, reduce reliance on vehicles and allow for management of transportation demand parking requirements.

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1.1 Benefits for the Area

The provision of the new Rapid Transit system will benefit all area residents. An expected influx of new families will invigorate area schools, community centers, parks and businesses.

The site will be designed to blend into the existing area and take into account neighbourhood concerns and objectives learned through public consultation. The development will address:

- Design that enhances the safety and security of public spaces and responds to the conditions of a winter city.
- Latest urban features for green space, walking paths and parking will be incorporated.
- Considerations in the appropriateness for design of buildings and interface with public realm.
- It is worth nothing that tower footprints should be smaller than low density housing to allow for greater percentage of green space to provide potential community features such as parks.

1.2 Eco-sensitive Development

The development will incorporate a geothermal heating system which reduces operating costs and its carbon footprint. The latest energy efficient instruction standards will be incorporated – including Manitoba Hydro's Gold Specification reducing operating costs. The housing will also incorporate low water fixtures further minimizing environmental impact and cost to residents.

Substantial landscaping will provide a "green" urban setting allowing for storm water management as well. Walkways and bike paths will allow community interaction and accessibility to transportation.

1.3 Innovative Urban Planning

All innovative systems and programs in the areas of energy usage, water management, transportation strategies, waste system, site layout, visitability and preservation/sustainability will be evaluated and incorporated where feasible.

The entire project is in keeping with the goals and objectives of the new program of the City - the 'OurWinnipeg' initiative and provide the first Transit-oriented development. We are committed to provide a high quality community incorporating the latest design and construction features while meeting the objectives of the City and area alike.

Our goal is to have the redevelopment of the former rail yard lands fit seamlessly into the existing century-old Lord Roberts neighbourhood. We are talking to area residents, businesses and community leaders to get their views on how best to incorporate ideas into the community.

We believe the key to successful urban redevelopment is private interest and neighborhoods working in tandem with enlightened planners backed by strong urban initiatives and bylaws.

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2.0 What is an Area Master Plan?

An Area Master Plan (AMP) is an illustrative guide that presents detailed recommendations to guide the implementation process through the Development Concept. The primary purpose of an Area Master Plan is to create a physical framework that provides policy to guide future growth of new developments over a certain time period while enhancing existing attributes of established neighbourhoods.

It is based on a series of broad principles or goals for the new development which are created to build consensus and provide a structure to monitor conformity.

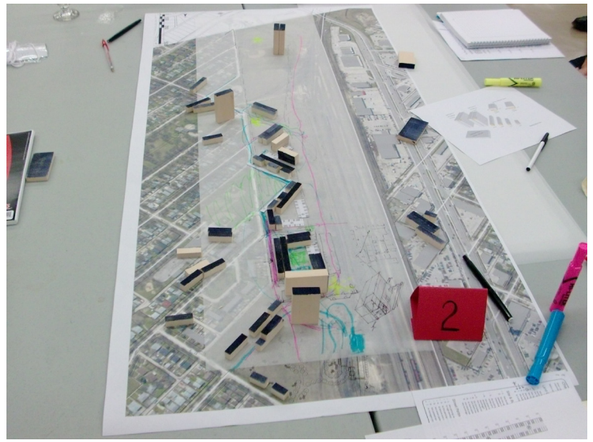
The Area Master Plan is based on an evaluation of issues including developer needs for density, strategic priorities and phasing, building and landscape design, sustainable development, transportation and parking.

It should look at the following elements:

- Illustrate ‘the vision’ for the whole site
- General Development Concept based on TOD principles
- Land Use Strategy
- Open Space / Parks
- Urban Design Strategy / Design Criteria
- Transportation Strategy
- Environmental Strategy
- Housing Diversity
- Phasing and Implementation
- Monitoring and Performance



Design Charette #1 - Stakeholders gather around to discuss Breakout Group #2's conceptual plan for the site.



Design Charette #1 - Preliminary Conceptual Model



Design Charette #1 - Critique of Breakout Group #4's concepts.



Design Charette #1 - Discussing building massing and density.

Figure 2. Images from Design Charette #1

3.0 How Was the Plan Prepared?

The Area Master Plan represents the culmination of a collaborative and consultative planning process from a collective group of professionals, owner's representatives, City administration, elected officials, community members, and stakeholders who took part in various design charettes, public open houses, meetings and interviews throughout the planning process.

The bulk of the developer-led public consultation process was composed of a series of design workshops and open houses to introduce ideas and gain valuable in-site, feedback and input from the community.

Stakeholder's Group - Design Charette #1

The first design charette was conducted on July 8th, 2010 at Fort Rouge Leisure Centre in the edge of the community of Lord Roberts. It was hosted by Lexington Investment in tandem with the City of Winnipeg and the TOD consultant, G.B. Arrington of PB Placemaking who is a leading international expert in the field of Transit-oriented development. The event was attended by a wide range of participants, including academics, representatives from NGOs, neighbourhood Business Improvement Zones, provincial ministries, Manitoba Hydro, and community stakeholders such as nearby schools, community centres, residents, and elected officials.

It introduced people to the concepts of TOD and then after breaking into smaller groups, explored ideas towards development options for the Fort Rouge Yards area.

Public Open House #1

An open house for the city's first TOD development was held on July 29th, 2010 at Lord Roberts Community Centre to present preliminary ideas of the redeveloped site and to get feedback from the area residents on such topics as site planning, density and traffic flow in the community. A questionnaire was distributed to all who attended to give a chance to express opinions and offer suggestions of how a development of this type could most benefit the community (see **Appendix D.1.0** for sample questionnaire and results).

At this open house, concerns were expressed about increased traffic, construction noise, density and what kind of green space would be included in the redevelopment.

Approximately 250 to 300 people were in attendance.

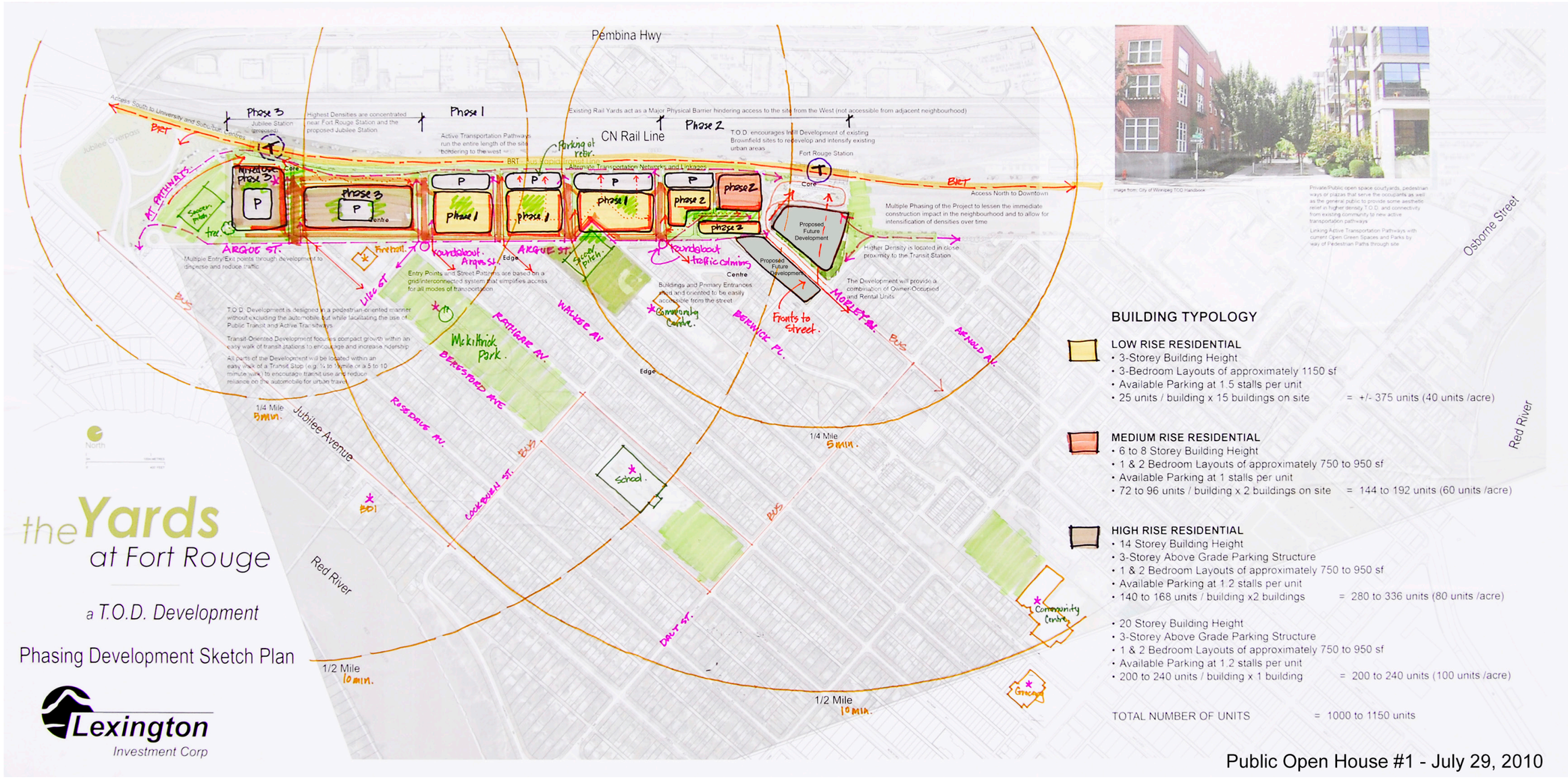


Image from: City of Winnipeg TOD Handbook

Private/Public open space courtyards, pedestrian ways or plazas that serve the occupants as well as the general public to provide some aesthetic relief in higher density T.O.D. and connectivity from existing community to new active transportation pathways

Linking Active Transportation Pathways with current Open Green Spaces and Parks by way of Pedestrian Paths through site

BUILDING TYPOLOGY

LOW RISE RESIDENTIAL
- 3-Storey Building Height
- 3-Bedroom Layouts of approximately 1150 sf
- Available Parking at 1.5 stalls per unit
- 25 units / building x 15 buildings on site = +/- 375 units (40 units /acre)

MEDIUM RISE RESIDENTIAL
- 6 to 8 Storey Building Height
- 1 & 2 Bedroom Layouts of approximately 750 to 950 sf
- Available Parking at 1 stalls per unit
- 72 to 96 units / building x 2 buildings on site = 144 to 192 units (60 units /acre)

HIGH RISE RESIDENTIAL
- 14 Storey Building Height
- 3-Storey Above Grade Parking Structure
- 1 & 2 Bedroom Layouts of approximately 750 to 950 sf
- Available Parking at 1.2 stalls per unit
- 140 to 168 units / building x2 buildings = 280 to 336 units (80 units /acre)

- 20 Storey Building Height
- 3-Storey Above Grade Parking Structure
- 1 & 2 Bedroom Layouts of approximately 750 to 950 sf
- Available Parking at 1.2 stalls per unit
- 200 to 240 units / building x 1 building = 200 to 240 units (100 units /acre)

TOTAL NUMBER OF UNITS = 1000 to 1150 units

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Phasing Development Sketch Plan

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Public Open House #1 - July 29, 2010

Figure 3. Phasing Development Sketch Plan

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Stakeholder's Group – Design Charette #2

The second stakeholder's group meeting, on September 16th, 2010 at Fort Rouge Leisure Centre, was a chance to present the changes made to the plans after points considered from the first public open house (see **Appendix D.2.0** for Community Feedback Received and Respected) to the stakeholder's group.

There were many favourable comments about the design changes as well as discussion about how this type of development would be a positive for a community that has seen a steady decline in its population by some 1600+ people over the last 40 years. It was acknowledged that it would be a big change for the community but also that it was a necessity in order to avoid potential school closure.

Public Open House #2

The second project viewing open to the public was held on September 23rd, 2010 at Lord Robert's School. It provided a chance to show updated plans and identify the changes from the previous presentation. Additionally, traffic and sewer/water distribution consultants were on hand from Dillon Consulting to provide further information and answer questions that have been a concern for the community since the project was first introduced.

Attendance was estimated at around 120 to 150 people.

Other Forums

Additional to the design charettes and open houses, a newsletter has been circulated to area residents in Lord Roberts and Riverview to keep people informed of the latest changes.

A robust website, www.fortrougeyards.com, has also been in place since the early summer to provide updates on the project. It has been created to keep the community informed of the latest designs (drawings and images available on the website), reports, and future meetings while also providing a forum for frequently asked questions so that misinformation about the redevelopment can be stemmed.

Various iterations and ideas of the plan have been discussed, debated and scrutinized throughout the process and as a result, many changes have been introduced to align better with what will work best for the community.

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4.0 Purpose of the Area Master Plan

The presence of the Rapid Transit Station(s) will be altering traffic movements and land values in the Lord Roberts neighbourhood and will cause growth and change to occur, which will need a planning framework.

Ultimately, the purpose of this Area Master Plan is to show how Winnipeg should be revitalizing older neighbourhoods by re-designating the Fort Rouge Yard lands, which is currently zoned industrial, to a new zoning designation that will allow for medium and high density multi-family residential with the potential for some commercial development in closer proximity to the new rapid transit stations.

The Area Master Plan is intended to guide public and private development and infrastructure investment decisions as well as public regulation of the built environment in the vicinity of the Fort Rouge Yards and specifically around the Fort Rouge Station for the new southwest Rapid Transit Corridor which is planned to be operational by the end of 2011.

The Area Master Plan identifies a vision with immediate and long-term goals, issues within the community and recommendations for the future.

It will help to establish certainty, predictability, phasing, goals and objectives for the development site.

The Area Master Plan will establish broad planning objectives for the Fort Rouge Yards development and will provide the following key functions:

1. A set of planning principles that applies to the entire development area to be implemented by specific policies.
2. Guidance for any aspect of land use, development or infrastructure over a longer term to provide a ‘master plan’ framework should the development be phased over multiple stages.

The policies of the Area Master Plan provide the necessary mechanisms to achieve the plan’s goals. The plan also provides policy that guides the preparation of development applications for rezoning and possibly subdivision which represents the final level of approvals required prior to development.

5.0 Policy Framework

Many of the key concepts for redevelopment of the Fort Rouge Yards were based upon the direction of OurWinnipeg, the City's new plan for development strategy into the future, Complete Communities Direction Strategy, as well as the Winnipeg Transit-Oriented Development Handbook.

5.1 OurWinnipeg

OurWinnipeg is in the process of being adopted as the City's new Official Plan which replaces Plan Winnipeg 2020 Vision. The Fort Rouge Yards development will be guided using the OurWinnipeg plan – Complete Communities Direction Strategy.

Within this document, the City has identified Transformative Areas, which are areas within the city that provide the best opportunity for growth and change (note: Transformative Areas include Downtown, Centres & Corridors, Major Redevelopment Sites, and New Communities).

Of these, the Fort Rouge Yards land is identified as being part of both Centres & Corridor (Rapid Transit Corridor) and Major Redevelopment Site within the Transformative Areas.

It is hoped that developments identified in these areas will provide:

5.1.1 Centres & Corridors

- Compact, mixed-use, high-quality urban development
- Concentrates people and jobs in areas well served by the primary transit service, located close to transit stops
- Concentrates urban development in a built form that helps to optimize existing investment, municipal infrastructure, and facilities
- Encourages a built form that supports a pedestrian-friendly environment while incorporating climate-sensitive site and building design
- Promote Transit-Oriented Development (TOD) to accommodate growth and change at centres along Rapid Transit Corridors through integrated land use, transportation and infrastructure planning
- Promote transit-supportive land use and urban form at centres along Rapid Transit Corridors
- Promote TOD at centres along Rapid Transit Corridors through incentives and innovative approaches

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Figure 4. Complete Communities Direction Strategy

5.1.2 Major Redevelopment Sites

- Promote development of Major Redevelopment Sites with proactive and collaborative planning process
- Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit
- Facilitate redevelopment through incentives, partnerships and the removal of barriers
- Major Redevelopment Sites will provide for Complete Communities with significant levels of mixed use, high density development, with strong urban design and attractive Parks, Places and Open Spaces

5.2 Complete Communities Direction Strategy

Common elements of both documents is the concept of 'complete communities' where places will offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another. They provide options for accessing services and amenities, mobility, housing, and employment.

The key elements of a Complete Community are areas that:

- Offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another.
- Provide options for accessing services, amenities, and community by ensuring these are within a short walking distance or transit trip from home.
- Provide options for mobility by facilitating public transit and active modes of transportation, and by enabling a lifestyle that reduces the number and length of automobile trips.
- Provide a diversity of options for housing that accommodates a range of incomes, household types, and ages.
- Provide options for local employment, if possible for those who choose to live near their place of employment and close to the downtown employment centre.

The Fort Rouge Yards project will be developed in accordance with the principles of Complete Communities as the first OurWinnipeg demonstration project. It will be comprised primarily of three-bedroom townhouses and higher density residential towers. The townhouses are primarily intended to house families while the towers units will be targeted towards seniors and young professionals. The residential units will be offered as a mix of both rental and condominium accommodations.

Ultimately, there are opportunities for the development of complete communities with significant residential and employment densities, a mix of uses, strong urban design and attractive open spaces.

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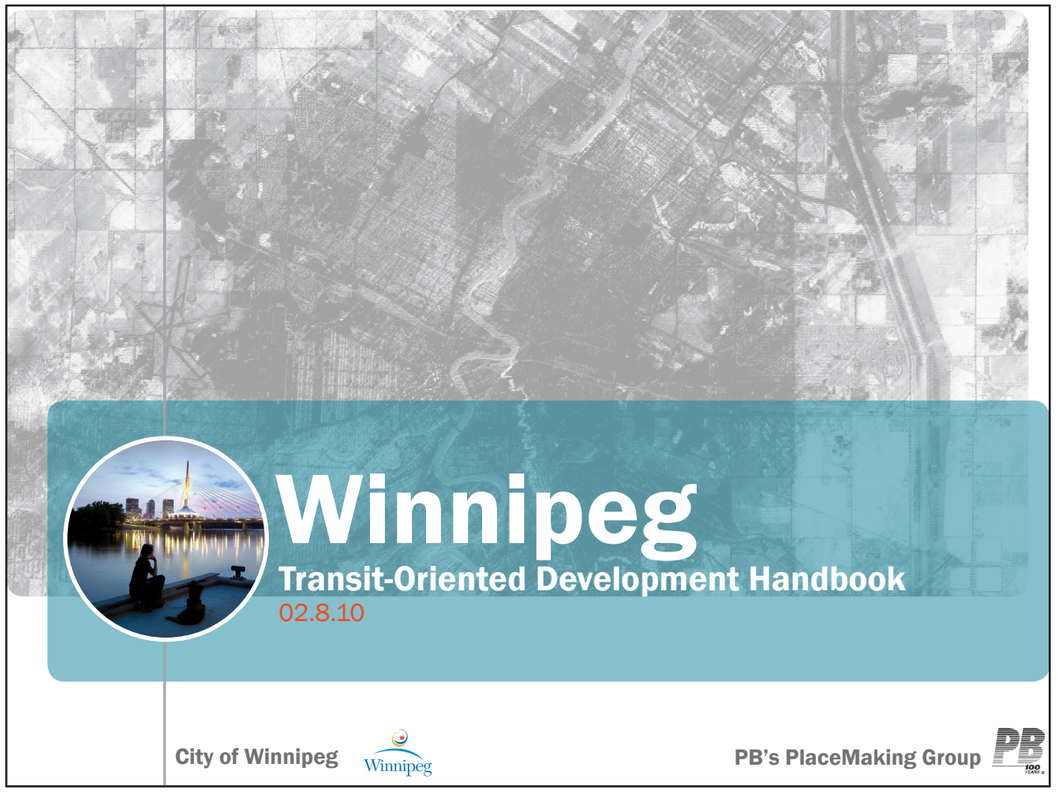

Figure 5. Winnipeg Transit-Oriented Development Handbook

5.3 Winnipeg Transit-Oriented Development Handbook

There is a strong desire to redevelop the site based upon Transit-Oriented Development (TOD) principles, rather than typical suburban low or mid density typology. As a Major Redevelopment Site and located adjacent to a Rapid Transit Corridor, the Fort Rouge Yards site represents a primary opportunity for redevelopment based on TOD principles, which is also consistent with the stance presented in the Complete Communities document.

As part of the OurWinnipeg Initiative, the City of Winnipeg has developed the Winnipeg Transit-Oriented Development (TOD) Handbook to provide a policy framework to guide development based on the principles of TOD.

The TOD Handbook is composed of the following:

- A description of TOD
- Scale of TOD
- Benefits and Market for TOD
- Challenges of TOD
- Locating Transit Stations
- Core Principles of TOD
- Implementing TOD which includes: a checklist for locating TOD; Station Area Plans; Checklist for Evaluating TOD; Financing Options; Partnerships; 6 TOD typologies; Parks and Open Space typologies for application in TOD development

Our proposed rezoning is consistent with these existing policies.

6.0 Area Master Planning Goals & Principles

It is envisioned that the redevelopment of the Fort Rouge Yards will produce a unique urban neighbourhood that will include a mix of uses and densities, and will be centred around the Southwest Rapid Transit corridor as an example of transit-oriented development.

The goals of the Area Master Plan are as follows:

- Create a cohesive, unique, innovative and diverse urban neighbourhood
- To see the site developed in a phased, sustainable, timely and efficient manner
- To take advantage of the new amenities offered by the adjacent southwest Rapid Transit Corridor which includes the high-speed transit, bike and pedestrian pathways and new station
- Maximize the compatibility and connectivity with the existing neighbourhood of Lord Roberts as well as the city as a whole
- Create a neighbourhood design based on integration of the new development plan put forward from OurWinnipeg and the Complete Communities Direction Strategy which includes the mixing of uses and densities
- To promote inner city revitalization through redevelopment of an obsolete industrial area
- To promote active edges along the streets
- To support and strengthen existing services
- Greater use of alternative energy sources
- To provide access to a wide choice of housing alternatives
- To illustrate area redevelopment/Transit Oriented Development potential to Winnipeggers. The site is well positioned to emerge as Winnipeg's first TOD and the City's first opportunity under the new OurWinnipeg plan to demonstrate the viability of area redevelopment.

It is hoped that the outlined goals and principles will successfully guide redevelopment for the next 3-5+ years as well as any future development that may occur around the stations.

However, the issue of detail should be addressed at this time by articulating a process that will bring the necessary detail to bear on planning issues and will provide a strategy to respond in a meaningful way to the feedback received during the implementation of the Area Master Plan. Almost all of the comments received thus far relate to a level of detail that goes beyond the bounds and intentions of the Area Master Plan. It is hoped that each phase identified will be studied in great depth, developed, articulated further and shared with the community through additional community consultation and necessary stakeholder feedback to properly define individual projects before final application for development permits.

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B. SITE INFORMATION

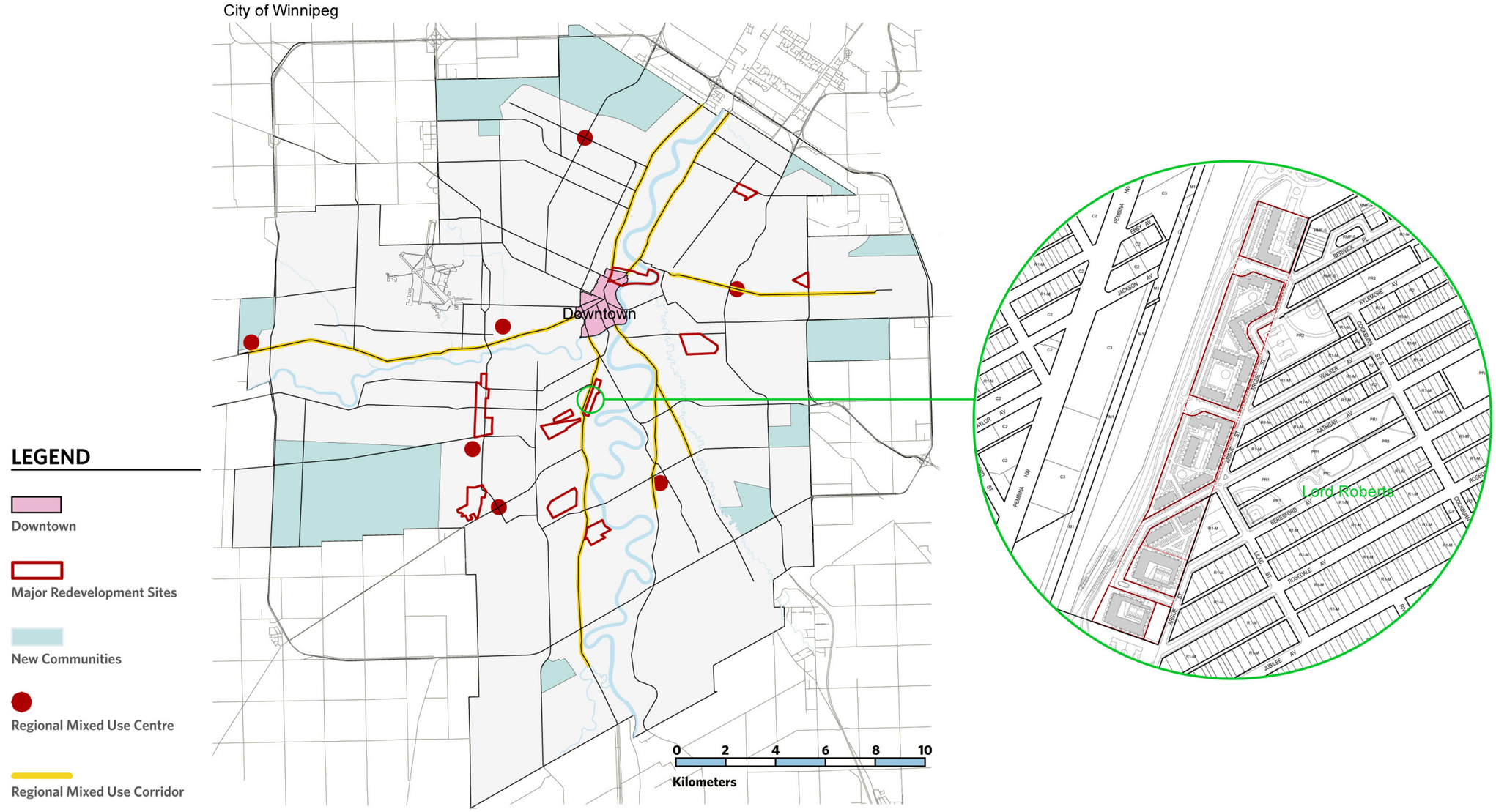

Figure 6. Fort Rouge Yards Redevelopment Site Location
(City Map, OurWinnipeg)

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Figure 7. Aerial view looking south to CNR Fort Rouge Yards circa 1963
Note existing buildings to the north of development property. *(Manitoba Archives)*

1.0 History

The district of Fort Rouge received its name after the fort built by a lieutenant of Pierre Gaultier de Varennes, sieur de La Verendrye that was established near the junction of the Red and Assiniboine Rivers in 1738. Throughout the 1800's, this land was mostly frequented by First Nations peoples, who eventually established farmsteads along the Assiniboine River. Originally known as St. Boniface West, this land was amalgamated with the City of Winnipeg in 1882.

With the construction of a new bridge across the Assiniboine River and another bridge along what is today known as Osborne Street in the early 1880's, Fort Rouge was becoming accessible to other parts of the city. Due to its close proximity to the booming urban core and the presence of the first electrified street car, its population soon began to swell. Residential and commercial activity flourished as hundreds of houses, apartment blocks, stores, banks, and churches sprang up to accommodate the influx. As a result, the area features work by some of Manitoba's finest architects and builders, including elaborate manor homes and stately apartments along the Assiniboine River and Osborne crossing. The areas around Corydon and Gertrude Avenues were home to middle class families, while a working-class population existed to the south.

Development spawned commercial and industrial growth in Fort Rouge, including utility complexes on Corydon and Grant Avenues and retail/service corridors on Osborne and Corydon. However, the largest employer in the area, and noted even throughout the city, was the Fort Rouge Yards, located in the area bounded by Pembina Highway and Osborne Street. Established in the early 1900's as the main shops of the Canadian Northern Railway, (later as the Canadian National Railway), the yards served as a train marshalling and maintenance centre, housing blacksmith, repair and warehouse facilities, as well as vast expanses of track. Working class neighbourhoods developed around the yards for employees who were able to walk a short distance to work. The yards also attracted a few factories and warehouses along side the tracks.

With the advent of diesel locomotives, the steam train industry began to decline and forced closure of some of the yards by the late 1950's. In 1956 the Car Shop was hit by lighting, and by 1959 the Shops closed all together. Operations were significantly reduced and many structures were demolished in the 1960's, including the landmark 212 foot smokestack. A number of the rail lines to the east were also removed, all of which left the property largely vacant.

By 1975, the original yards were completely closed and the land turned over to the City of Winnipeg. To service their changing needs, the City built a large Transit garage to the north. Some train tracks still remain in operation along the western border of the former yards for the Canadian National Railway and Via Rail. The remainder of vacant land was declared surplus in early 2000's and sold to a private developer where it has remained enclosed by fencing, though several breeches have allowed for trespassing to occur.

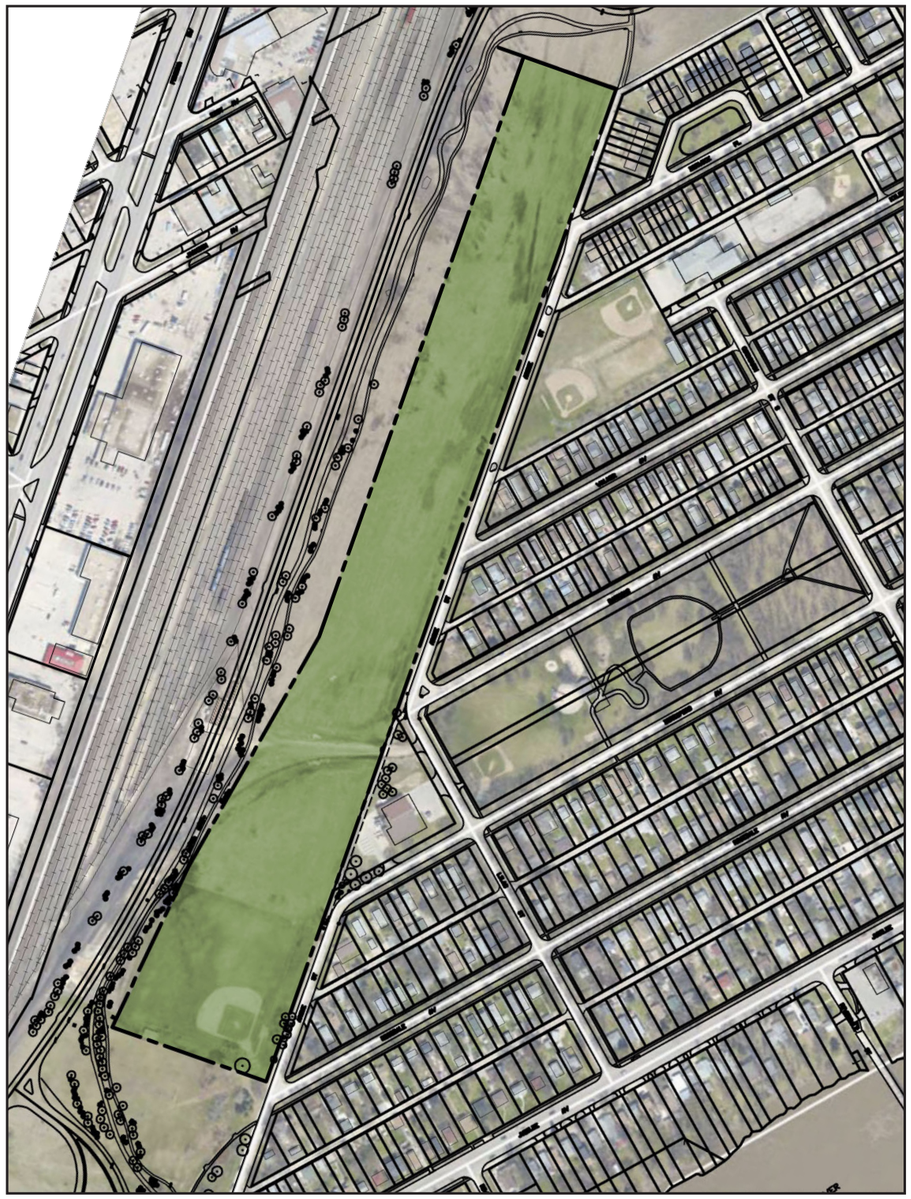

Figure 8. Fort Rouge Yards Site Boundaries

2.0 Boundaries of the Site

The Fort Rouge Yards redevelopment land is located on the western edge of the century old residential neighbourhood of Lord Roberts. The site itself is a 18+ acre parcel of industrial land that was previously part of the old rail yards complex.

It is bounded by Berwick Field and the Jubilee Avenue right-of-way to the south, the new Southwest Rapid Transit Corridor right-of-way to the west, Argue Street on the east, and just past Berwick Place on the north where the future Fort Rouge (Morley) Station is to be built.

North of Fort Rouge Station is Winnipeg Transit land that is currently vacant but identified for future expansion of an existing transit repair shop. Further to the west of the new rapid transit and active transportation paths are several active rail lines used by the CNR. WinSmart multi-use path for active transportation runs northeast to southwest on the east side of the site along Argue Street.

The site offers a central location that is close to downtown and approximately the same distance to the University of Manitoba, thus making it a good place to live for young urban professionals and students.



Figure 9. Lord Roberts Neighbourhood Boundaries

3.0 Boundaries of the Neighbourhood

The neighbourhood area of Lord Roberts is located in the south-central section of the City of Winnipeg. It is a triangular piece of land that is bounded by Pembina Highway and the CNR rail yards to the west, Jubilee Avenue to the south and Osborne Street to the north and east.

From a neighbourhood perspective, it is bounded by Fort Garry and St. Vital to the south, Fort Rouge to the west, St. Boniface to the north and Riverview to the east of Osborne Street.

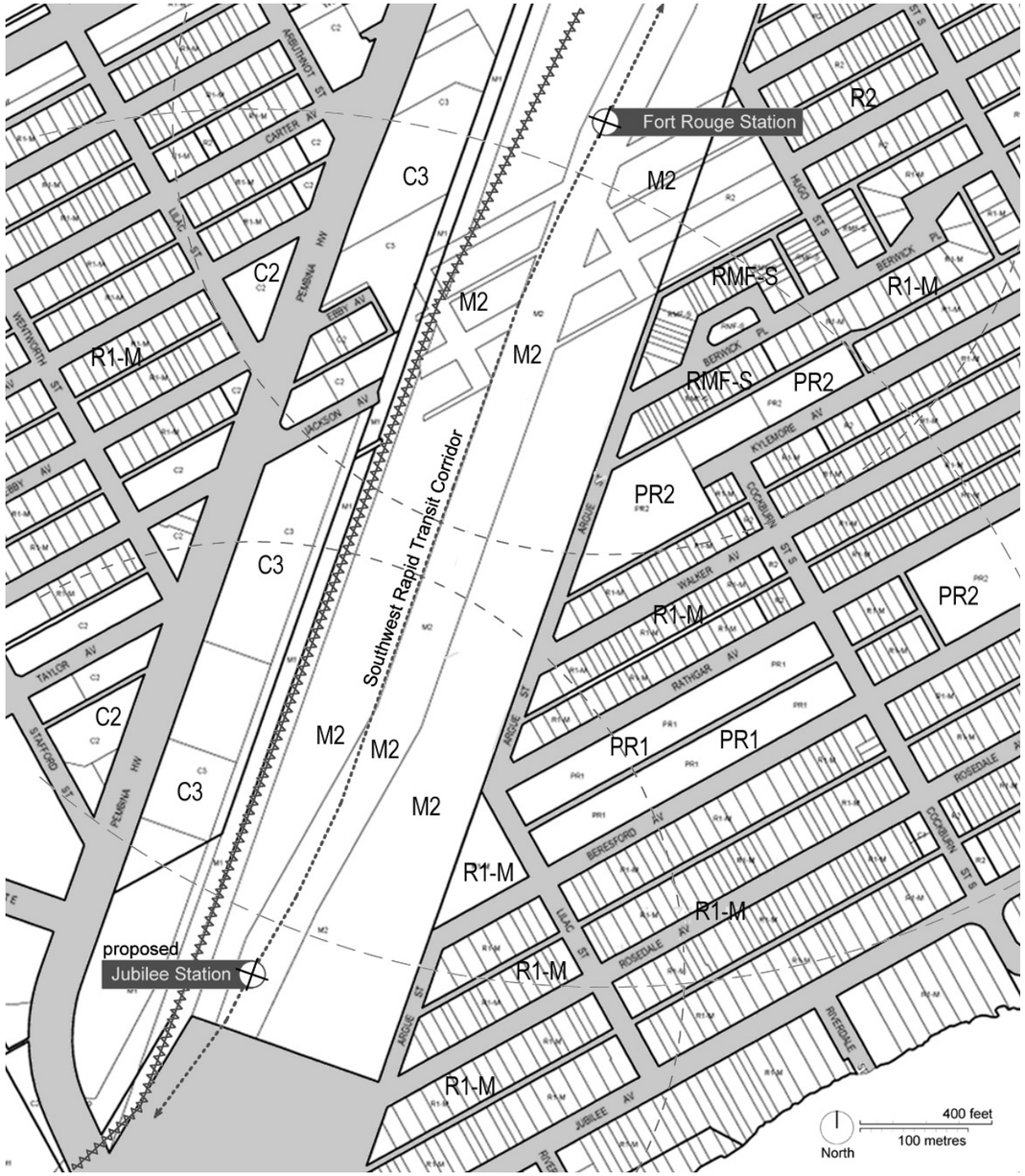

Figure 10. Existing Zoning Map

4.0 Existing Zoning and Land Use

Winnipeg's Zoning By-law 200/2006 divides areas into zoning districts in order to separate residential, commercial and industrial land development and to regulate specific land uses and buildings.

The Fort Rouge Yards redevelopment site is currently zoned as a Manufacturing District - M2 (Manufacturing General). An M2 district is intended to provide for light manufacturing, processing, service, storage, wholesale, and distribution operations, with some limited outside operations and storage.

It is located to the west of the Lord Roberts community which is predominantly a residential neighbourhood made up of R1-M and R2, composed of 1 and 2-storey homes, some low-rise apartment buildings in concentrated areas, as well as high-rise and retail establishments (RMF-M and C2), though these are limited to Osborne Street to the extreme east of the neighbourhood.

The site has been vacant for many years, thus making it available for a new proposed use.

There are several parks, pathways and open green spaces throughout the neighbourhood (PR1 and PR2 designations).

Destinations for community service in neighbourhood include the Fort Rouge Leisure Centre at the eastern periphery with its accompanying library space, Lord Roberts Community Centre, Fort Rouge Curling Club, Lord Roberts School, Berwick Athletic Field, Elva Fletcher Park, McKittrick Park, a United Church, Anglican Church, Evangelical Church, and Islam Ahmadiyya Muslim Jamaat (mosque).

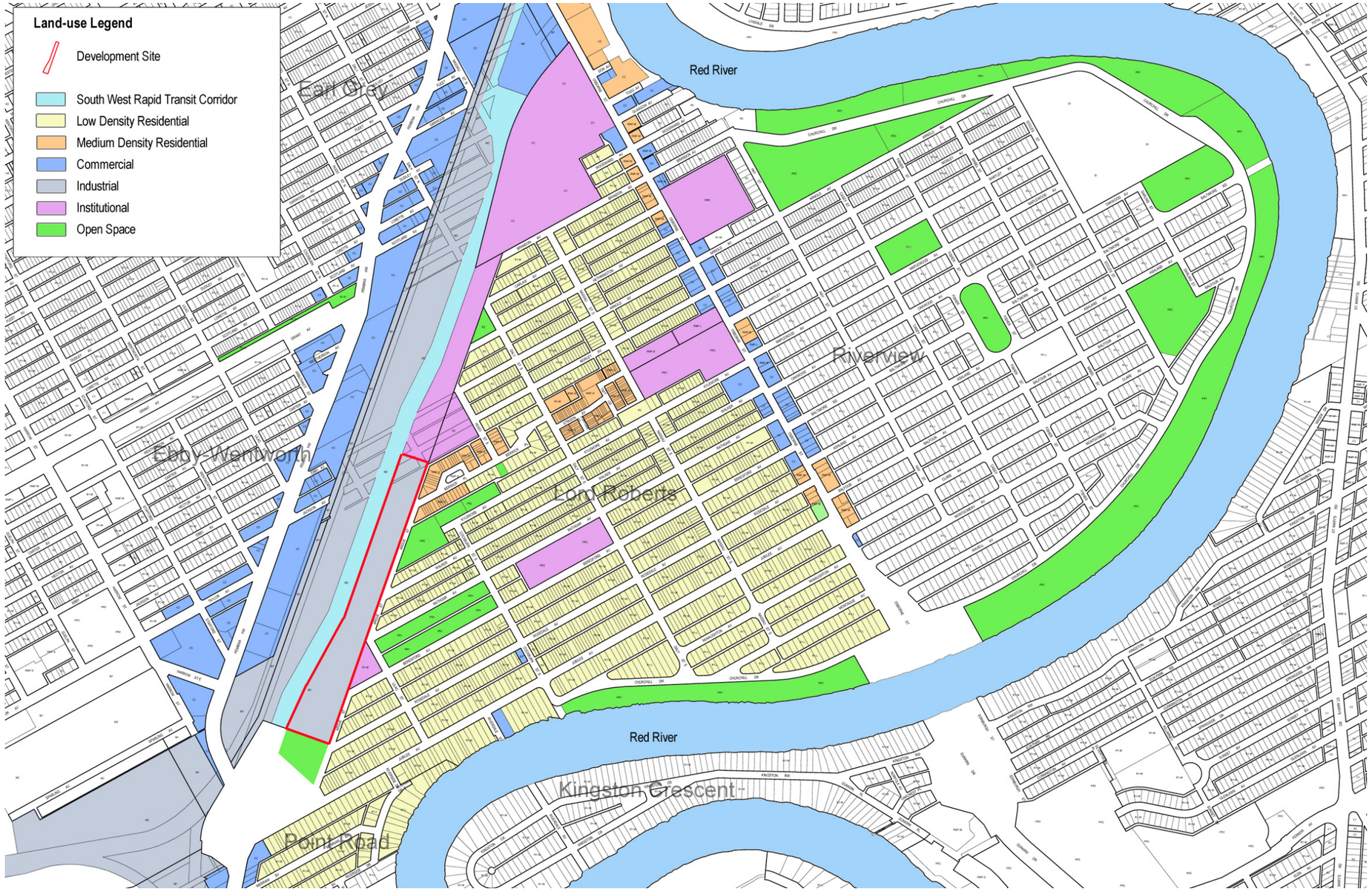

Figure 11. Existing Land-Use Map

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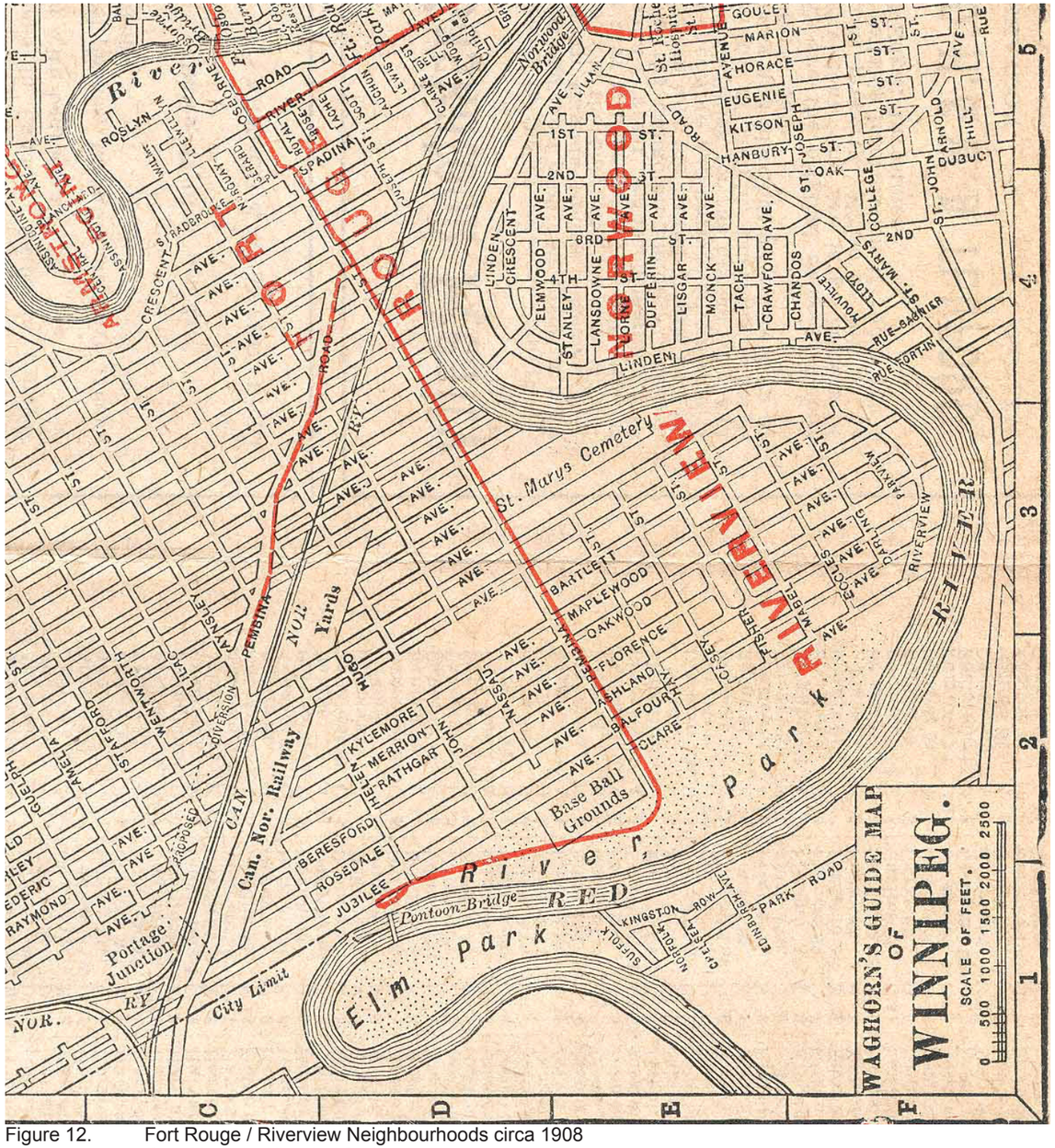

Figure 12. Fort Rouge / Riverview Neighbourhoods circa 1908
(from Manitoba Historical Society Archives)

5.0 Historical Land Use

Until the 1880's, the areas surrounding the development site consisted of a few small farm and wood lots. At the turn of the century, however, with the introduction of the Canadian Northern Railway lines and main shops, the land was converted for industrial purposes. The site contained railway tracks, blacksmith and repair facilities and a warehouse that stored the coal for the engines on the eastern portion of the property. The site has remained as industrial land up to present day although a large majority of the land has been vacant for over 30 years.

6.0 Natural Features

There are no significant natural features on the site with the majority of land being a vacant field. A small line of trees and shrubs have grown on the western edge since the abandonment and removal of some of rail tracks several decades ago. Tall grasses also now occupy much of the site in the summer months.

Based on recent site observations, no watercourse or aquatic habitat were discovered on the property.



Street View: City Skyline North @ Berwick Avenue



Street View: Argue Street North @ Walker Avenue



Street View: Argue Street South @ Beresford Avenue

FRY - Fort Rouge Yards Street Views





Street View: Argue Street South @ Berwick Avenue



Street View: Argue Street North @ Lilac & Rathgar.

Figure 13. Fort Rouge Yards Street Views

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Figure 14. Images of Site Topography

7.0 Topography

By nature of its previous use as a rail yard, the proposed redevelopment site is generally flat and devoid of any extreme changes in elevation. Several piles of fill are located on the site, some of which are now concealed with grass creating a berm.

Depressions exist to the south close to the fire station, likely from large service vehicles accessing the site over a prolonged period of time. A small drainage ditch runs parallel to a gravel road where the Southwest Rapid Transit Corridor will be located.

Typical heights on the site range from 0.5 to 1.0 metres higher than the gravel road.

8.0 Soil Profile - Contamination Issues

As the site was a former rail yard, there is a possibility that environmental contamination may be present. This would fall under the jurisdiction of the Province of Manitoba's Contaminated Sites Remediation Act (CSRA). Manitoba Conservation is the responsible agency for 'contaminated' and 'impacted' sites under the act and is the agency which provides oversight on remediation if required.

The Canadian National Railway Company commissioned the KGS Group to conduct Phase I, II and III Environmental Site Assessments (ESA) between 1999 and 2001. Initial results from the Phase 1 ESA indicated that the former rail site had been impacted by past uses and present activities on adjacent properties.

Phase II and III assessments followed up on the areas of impact identified in the previous assessment and conducted exploratory investigations to assess the extent of subsurface impacts on the site.

Soil and groundwater quality data determined that across the site, contaminants are generally confined to the upper or superficial fill material and have not settled into the underlying soils. Further, the analytical data presented that contaminant levels are low and generally below the levels that would represent a potential concern for human health or the environment.

The assessment studies concluded that the site could be considered as a suitable brownfield redevelopment opportunity. Where contaminant concentrations exceed applicable guidelines, concern can be mitigated through a site-specific risk management plan by selective removal of 'hot spot' areas of impact or capping the areas of concern with paved parking lots and roadways to eliminate exposure pathways. The fill material can be effectively managed on site in this way to reduce environmental concerns thereby limiting the need for extensive and costly removal of materials from the site.

9.0 Overview of Infrastructure Services

9.1 Land Drainage

The city has already initiated some of the upgrades required for the successful integration of the new development area through the expansion of existing municipal services, including separate land drainage infrastructure to reduce load on the old combined sewer systems. This will reduce the occurrence of combined sewer overflows into the river.

- The Land Drainage Sewer (LDS) being constructed for the Southwest Rapid Transit Corridor has been oversized to service the Fort Rouge Yard site. LDS will flow north from the FRY site, through the existing Transit facilities, and to the Red River via the Glasgow outlet.
- The LDS was oversized on the assumption of approximately 1000 to 1200 dwelling units in the future development.

9.2 Water Mains

- Previous discussions in 2008 identified that the water main along Argue Street would need to be upsized from Hugo Street to Jubilee Avenue.
- Off-site improvements and potential costs would need to be identified in a servicing engineering study. This will be dependant on the number of dwelling units proposed for the FRY site, and fire-flow requirements.

9.3 Combined Sewers

- The area surrounding the FRY site falls within the Cockburn & Calrossi combined sewer districts.
- Work is to begin in early 2011 to relieve the combined sewers - this work is scheduled to take around 5 to 7 years to complete. Work will begin on Jubilee Avenue and the Cockburn Street pumping station and will be coordinated with street reconstruction on Jubilee Avenue that also is scheduled for next year. Some of this work may need to be accelerated to facilitate the redevelopment of the site.

9.4 Waste Water Sewers

- Development of the FRY site may also require upgrades to two downstream pumping stations: the Cockburn & Jessie pumping stations. These stations likely would have to be upgraded prior to any development at FRY and may have to be accelerated if required.

For the purposes of determining the impact of the redevelopment on the existing neighbourhood infrastructure, a servicing engineering study was conducted by Dillon Consulting in terms of land drainage, water and waste water generation, and potential off-site improvements (see **Section C.6.2** for a summary of results).

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10.0 Opportunities and Constraints of Land

The Fort Rouge Yards redevelopment site has great potential because of its location within a well-treed, established neighbourhood that is centrally located and is in close proximity to Winnipeg's downtown.

We have to remember that we are living in a city, and vibrant cities are always changing and evolving. This neighbourhood has changed considerably in the last 100 years and it will no doubt change a lot in the next 100 years.

10.1 Economic

The development brings much needed investment to an area that has suffered from a long period of population decline, sagging school enrolments, under used community centres and deteriorating public spaces.

The Lord Roberts neighbourhood has a land area of 1.69 square kilometers and has a population of approximately 4,955 persons (2006 census). This population count represents a decline of 2.3% compared to the 2001 census count of 5,070 persons, or an annual decline of 0.5%. The population has also been consistently declining since the 1971 census count of 6,555 persons, representing a 35-year decline of 24.4% (0.80% annual decline).

Once it's completed (projected to be 2015) the proposed Fort Rouge Yards redevelopment is expected to add approximately 1800 new residents which would bring the neighbourhood's population to about 6,755 (using the 2006 census numbers) only slightly more than that of 1971. Therefore, the estimated population increase as a result of the development will offset the historical population decline.

This population increase will infuse and help solidify the viability of already existing retail along Osborne Street.

Additionally, there is the potential for a second station to be located in the neighbourhood north of Jubilee Avenue at the southwestern edge of the development site. At this location, there is the potential to support new commercial space as it is in close proximity to Pembina Highway where there already exists a lot of commercial development.

The City has stated that it supports the creation of quality, in-fill residential development over constant urban sprawl. In-fill developments such as this increase the city's tax base without significantly adding to its ongoing operating costs.

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10.2 Environmental

The majority of the site is a vacant grassy field with no environmental features. The results of the Environmental Site Assessments indicate that the contaminant levels across the site are low and generally below the levels that would present health concerns for humans or the environment.

10.3 Social

With the decline of the number of area residents over the last 40 years, this has also had an impact on the area schools as they have seen a proportional decrease in enrollment.

Area schools have adequate capacity to absorb the expected rise in number of students due to the influx of new families in the neighbourhood. Winnipeg School Division lists the capacity of Lord Roberts School (Grades N-6) as 497 students, but its current enrolment is just under 300. It has room for 100 to 200 students. École Riverview School (Grades N-6) can accommodate up to 75 additional students over its current enrolment of 320.

The enrolment at Churchill High School (Grades 7-12) is currently approximately 800, according to school administration, where it once had approximately 1,400 in the 1960s. It can accommodate approximately 400 to 600 new students.

10.4 Infrastructure

Much of the existing infrastructure in Lord Roberts community is in fair to poor condition and in need of upgrades. The redevelopment of the Fort Rouge Yards will act as a catalyst to encourage these upgrades:

- New water main is to be installed to service the development.
- There is the potential to tie the new water main in to existing water distribution system to ensure better reliability and pressure through existing system.
- Land drainage sewer has already been installed as part of the Southwest Rapid Transit Corridor project to the west of the site.
- All drainage on developable lands to be directed to land drainage sewer.
- Land drainage flows (run-off) removed from the existing Cockburn Street combined sewer district are greater than the wastewater flows generated by development, which results in a net reduction in wet weather flows to Cockburn Street combined sewer district.

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C. DEVELOPMENT CONCEPT

1.0 General Development Concept (based upon TOD Principles)

1.1 About Transit-Oriented Development

Transit-Oriented Development (TOD) has been embraced by most major cities in Canada and around the world because it reduces urban sprawl, increases tax revenues and improves urban landscapes. Most successful transit-oriented developments feature a mix of mid and high density residential buildings. People who live in these developments tend to bring extra value to area amenities such as schools, parks, community centres and businesses.

Generally speaking, it's a mixed-use residential or commercial area built and planned around access to public transportation. It usually features a transit station surrounded by mid to high density housing, with progressively lower-density housing spreading out from the centre. This style of development has been embraced by cities worldwide. In Canada, it is featured in Toronto, Montreal, Calgary and Vancouver as a means to make urban neighbourhoods more vibrant and livable while reducing urban sprawl.

The Fort Rouge Yards redevelopment is an ideal location for Winnipeg's first Transit-oriented development. The development is going to be built alongside the city's new Southwest Rapid Transit Corridor. The site is currently an unused and obsolete industrial property. The city is building a Rapid Transit station at Morley Avenue and considering another for Jubilee Avenue — around each station would be built the higher density buildings for apartments and condominiums marketed to urban professionals and seniors. The centre of the site would feature three-bedroom townhouses marketed to middle-income families looking to live in an established neighbourhood with strong links to downtown, parks and shopping.

Density is the key to the success of transit-oriented development. The most successful developments of this kind both promote transit ridership and feed off of it in a symbiotic relationship. Higher population densities around transit stations encourage more transit ridership. In turn, a more popular and well-travelled rapid transit corridor helps build strong and safe neighbourhoods.

1.2 Core Principles of TOD

- Medium to high density development greater than the community average.
- A mix of uses.
- Compact, high quality pedestrian-oriented environment.
- An active defined centre.
- Limited, managed parking.
- Public leadership.

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1.3 Master Plan Concept

- A strong north-south emphasis is proposed along Argue Street to reinforce its critical nature in tying the existing neighbourhood with the new community.
- Argue Street is to be redefined as a grand tree-lined street with boulevard, sidewalks, mini-roundabouts for traffic calming.
- A piece of the developer's land will be designated to the city to be used for a much needed soccer pitch closer to the community centre. This results in a 90 degree 'kink' along Argue Street that also will contribute to slowing down traffic.
- There will be east-west connections at various points of the site to break down barriers of the new community and allow access to the new amenities offered by the Active Transportation Network.
- Creation of open space and new public plazas in close proximity to the Fort Rouge Station and potential Jubilee Station.
- Internalized parking for the development of approximately 1.5 stalls/unit to the rear of the site to lessen minimize the impact on existing residential streets.
- Setbacks provided along Argue Street to establish a boulevard, new sidewalk and garden/yard areas for the housing facing the street.
- Landscape features/treatments to retain storm water.
- Semi-private terrace spaces for each main floor low rise unit.
- Greater housing choices will be available with multiple building and unit typologies.
- Some high density mid to high-rise development in close proximity to the stations which provide easy access to transit and nice views of downtown and the nearby Red River – they become a recognizable icon and landmark to the neighbourhood and station.
- Encourage walkable neighbourhoods.
- Interesting visual massing of buildings to provide focal point or entry to area.
- New development is to act as a buffer and separation to noise from existing CN Rail lines and new Transitway.
- Buildings to incorporate architectural features that convey a sense of place and relate to the street and pedestrian environment.
- Provide structured parking in high density areas to reduce the footprint of typical surface parking lots.
- Low rise development at the base of towers act as screen for internal parking structure and allows for some transition in scale to high rise beyond.
- A detailed discussion on traffic, parking and environmental strategies is contained in Sections **C.5.0** and **C.6.0** of this document.

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Figure 15. Master Plan - Site Development

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1.4 How Principles and Typologies Relate to the Site

- Clear sightline from the street and public spaces to promote safety and visibility
- Parking design integrated to relate to the streetscape and circulation routes by providing areas connecting pedestrian pathways
- On-street parking throughout the development property to act as traffic calming measure
- Open courtyard space in semi-private residential zones with play structure, green space and/or hard surface play areas
- New trees to provide shade and shelter to streets and sidewalks
- Innovative parking strategies adjacent to low rise units to lesson impacts on existing neighbourhood streets.
- Parking may be provided on a district basis (i.e. shared uses) rather than building by building
- Visitable and accessible units at grade
- Provide new sidewalks along the site frontage to encourage neighbourhood walking – to be connected with sidewalks, streets and parks on adjacent and nearby properties
- 'Green Streets' – wide sidewalks with public amenities that incorporate elements to improve water quality by adding natural filtration and vegetation to the design
- Blocks sized for a 5-minute walk – a maximum of 400 feet or a circumference of 1600 feet
- Locate low-height buildings close to sidewalk to create a feeling of intimacy and connection in scale to existing neighbourhood
- Parking located at the rear of development adjacent to rapid transit and active transportation pathways – to be bermed to conceal lower level of parking and integrate surface parking with surrounding landscape elements
- Some potential main floor spaces at key junction points to be designed as flex spaces to allow for light commercial use or residential use at grade – this helps to create 'active' and pedestrian-oriented main floors
- Highest densities are to be immediately surrounding the transit stations
- Intermediate pathways connect Argue Street through to Active Transportation pathways
- Building height should taper down to medium and low density at edges
- Streetscaping – line streets with trees, landscaping, benches, planters and pedestrian-level lighting to create a comfortable pedestrian environment along and between buildings
- Plazas and open green spaces to provide programmed spaces for active and passive uses – provides a focal point and gathering space within the community
- Main floor entrances to provide 'active' first floor uses oriented to serve pedestrians along Argue Street

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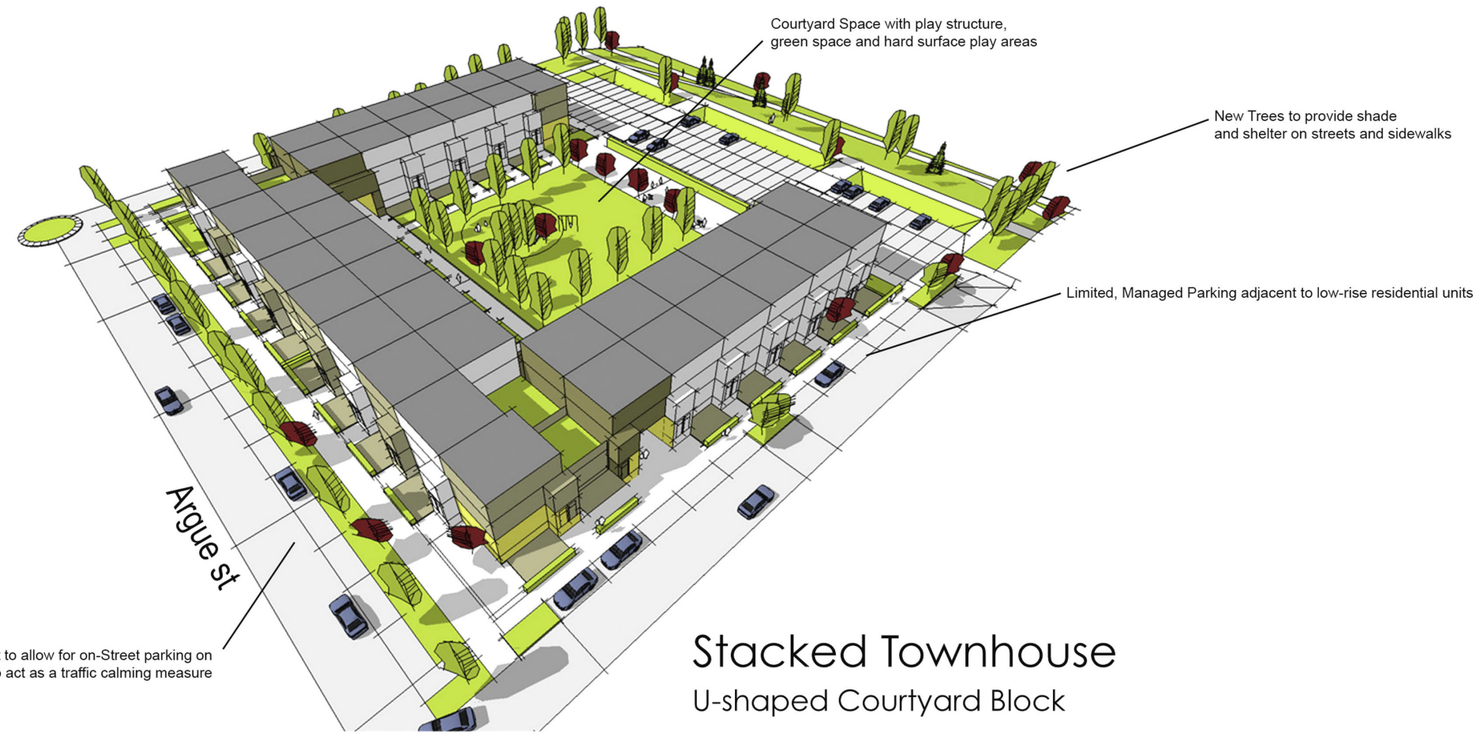



Figure 16. Low-rise Typology

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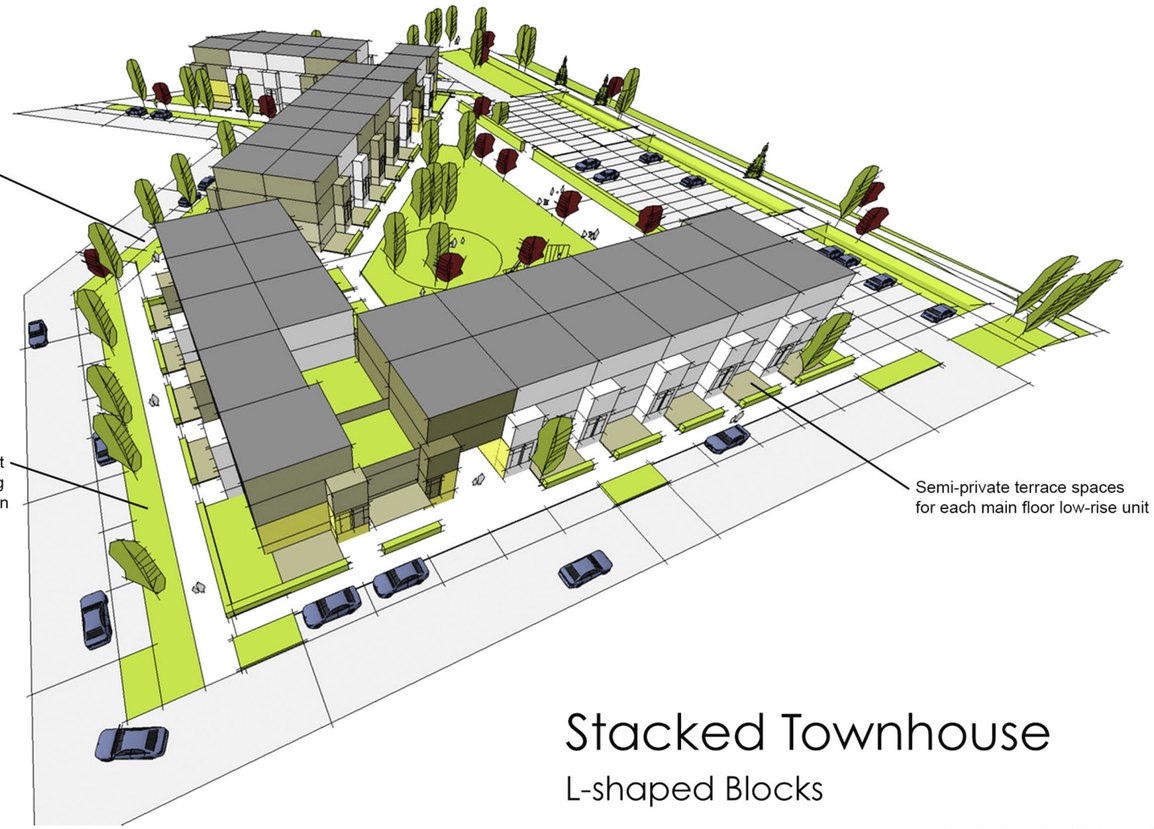

Figure 17. Low-rise Typology

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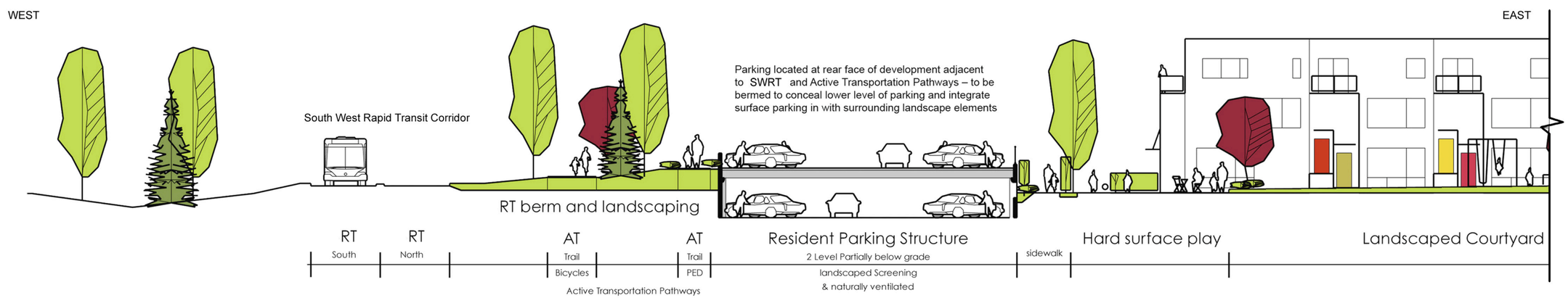
Townhouse Typology



Site Section - through Rapid Transit Line & Argue Street

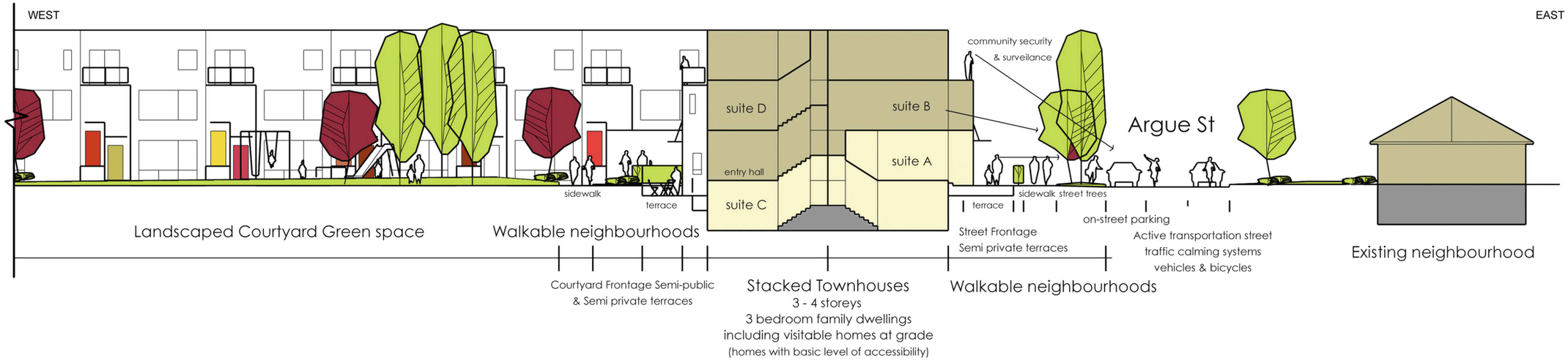


Figure 18. Low-rise Typology - Townhouse Section

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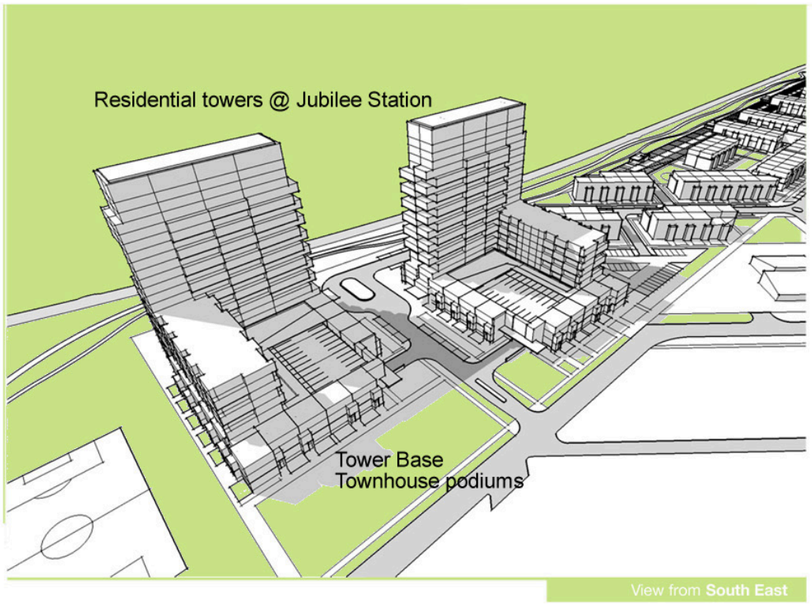
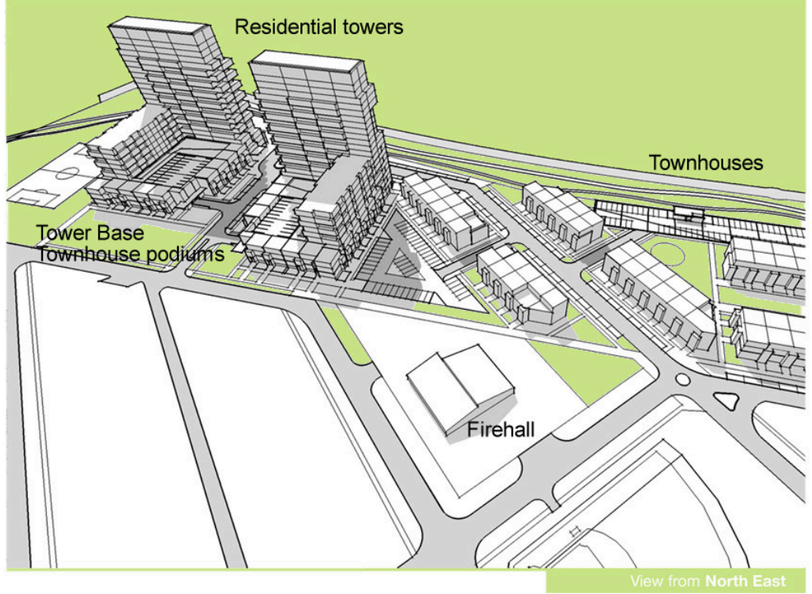


Jubilee Station

Residential towers

PROPOSED TOWERS
STOREYS: 21
UNITS: 250 (±20 townhomes) ea.

SHADOWS: 5 PM DST MAR 21



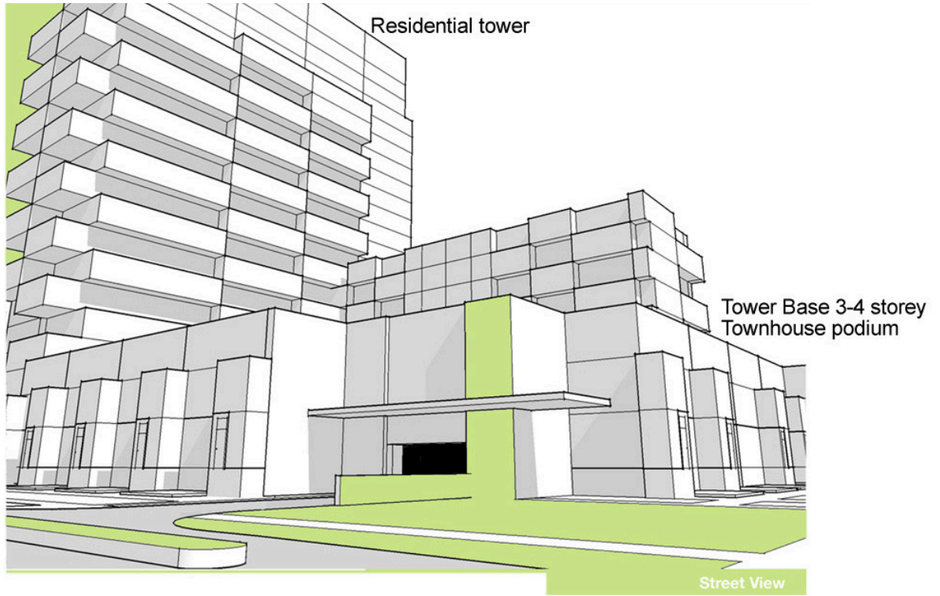


Figure 19. High-rise Typology

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TOD Zones:

TOD TYPE	Urban Centre	Urban Neighbourhood	Town Centre	Neighbourhood Medium Density	Neighbourhood Low Density	High Frequency Transit Corridor
Land Use Mix	Office Centre Urban Entertainment Multiple Family Retail	Residential Retail Class B Commercial	Office Centre Urban Entertainment Multiple Family Retail	Residential Neighourhood Retail Local Office	Residential Neighourhood Retail	Office Centre Urban Entertainment Multiple Family Retail
Net Housing Density*	124-371 units per hectare (50-150 units per acre)	99-247 units per hectare (40-100 units per acre)	86-247 units per hectare (35-100 units per acre)	49-124 units per hectare (20-50 units per acre)	25-49 units per hectare (10-20 units per acre)	62-148 units per hectare (25-60 units per acre)
Regional Connectivity	High, Hub of regional system	Medium access to downtown, Sub regional hub	High access to downtown, Sub regional hub	Medium access to suburban centre, Access to downtown	Low	High access to downtown, Sub regional hub
Frequencies	5 - 15 minutes	5 - 15 minutes	5 - 15 minutes	15 - 30 minutes	20 - 30 minutes	5 - 15 minutes

* Net densities, ie. the buildable area after the street right-of-way has been subtracted.

Figure 20. TOD Zones Typology

1.5 Division of Site into Different TOD Zones/District

Though there is the potential to have stations at both ends of the development site, it is envisioned that the property will occupy one TOD zone. The entire site can be classified as Urban Neighbourhood zone (see adjacent **Figure 20** for TOD Zones Characteristics), which will be made up of a variety of densities and types of development from higher density mixed use to lower density residential.

1.5.1 Intensification

Development around the stations in an Urban Neighbourhood zone should encourage high density development (approximately 40 to 100 units per acre), a mix of uses to help create an 18 hour activity zone, introduce active defined centres like plaza spaces to create a dynamic area for a variety of users and incorporate compact, high, quality, pedestrian-oriented environments to create smaller walkable neighbourhoods within a 1/4 mile radius of the transit stations.

One of the challenges to creating this development with TOD principles is the 'land-locked' nature of the site due to the barrier from the existing rail lines to the west. This negates access to the site from one direction, therefore limiting the potential of retail around the stations.

1.5.2 Transition

The large area of 3-storey townhouses act as a transition between the two stations within the Urban Neighborhood zone. The land use is mostly residential with a potential for small scale neighbourhood retail in flex units if acceptable to the community. Housing density is in the lower range of this zone at 40 units per acre. Parking will be provided through innovative parking strategies and placed behind the development, accessed by a secondary road. Use of landscaping, paving and street furniture is important to create a comfortable pedestrian zone. Semi-private courtyards can be programmed for active and passive uses.

1.5.3 Conservation

All attempts will be made to respect the existing character and dynamics of the century-old neighbourhood. It is a primary goal of the new development to mesh with the existing fabric of Lord Roberts community.

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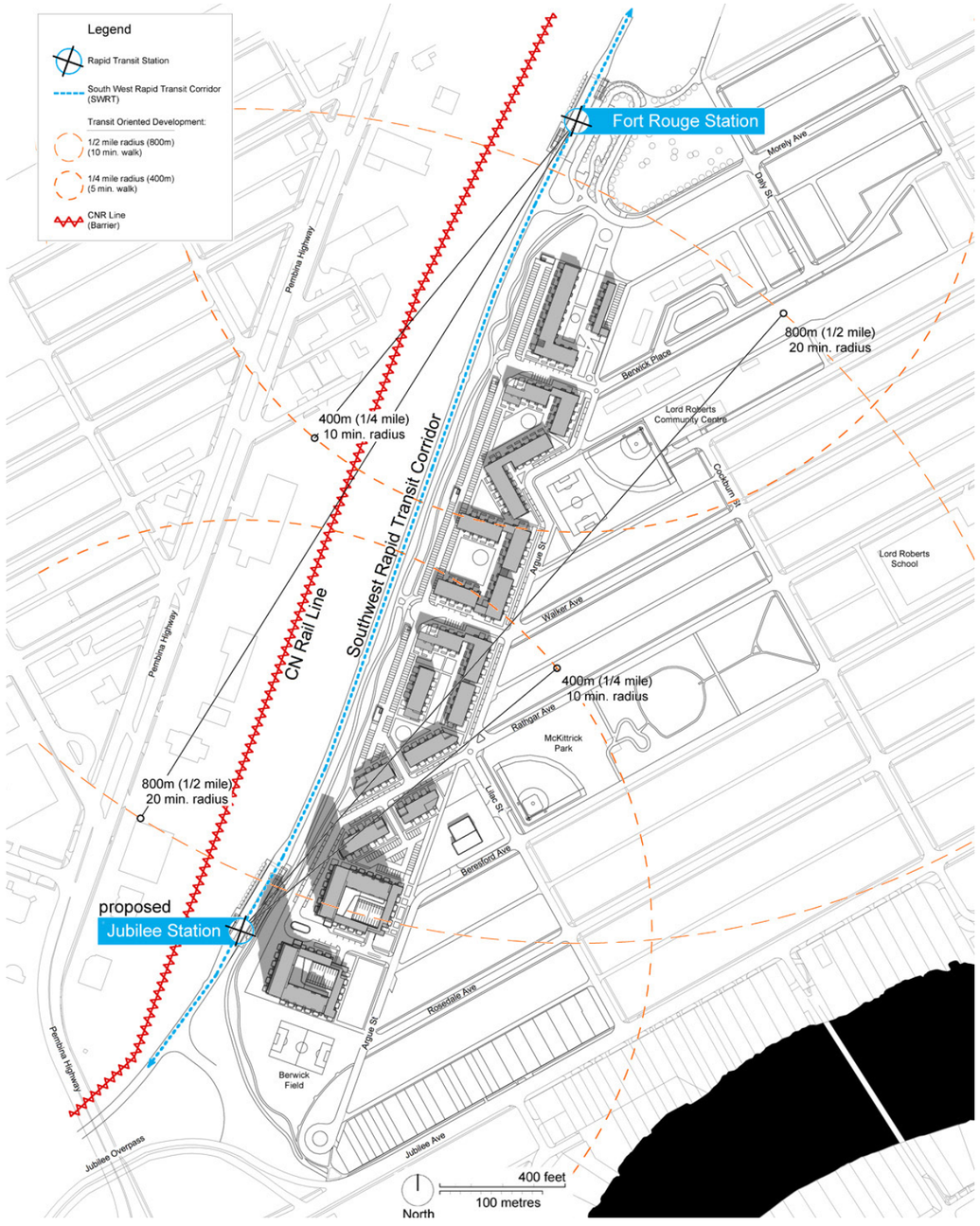
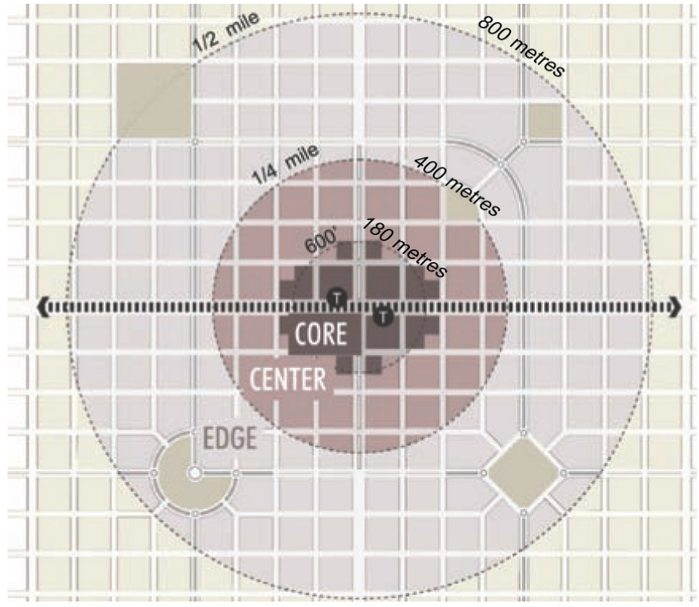


Figure 21. Station Area of Development



Highest Density at the Station

The immediate area around the station (core area) should generally contain the greatest intensity and mix of uses.

Figure 22. TOD Station Area
(from Winnipeg Transit-Oriented Development Handbook)

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2.0 Land Use Strategy

In general, zoning by-laws are a set of rules to guide the physical development of a city. They regulate the type of land use, building heights, density, signs, parking and loading requirements, and provide for urban design review of all developments. A city's zoning by-law is supposed to be a measure of effectiveness as a tool to manage development in the city. It needs to act as an incentive to promote economic development, attract business and industry, and facilitate the building of a world-class city. At the same time, it needs to balance the community's objectives for providing quality of life and creating a healthy community.

The TOD zoning should encourage a range of uses, sites, activities and building typical to a diverse and vibrant neighbourhood. The sector should demonstrate a diversity of uses including office, retail, services, and restaurants in close proximity to the stations and multiple-family residential and off-street parking facilities for the remainder of the neighbourhood.

Phase One of the Southwest Rapid Transit Corridor is currently under construction and it will have implications not only on transportation patterns in the neighbourhoods of Fort Rouge, but also for the intended land use patterns for the areas that stand to benefit from the transit corridor. This project seeks to manage and direct the land use patterns to be consistent with the principles of the development plan of OurWinnipeg, providing a great opportunity to showcase transit-oriented development.

2.1 Rezoning Districts

It is important to note that under the currently Winnipeg Zoning By-Law 200/2006, the proposed redevelopment site is zoned as a Manufacturing District - M2 (Manufacturing General). Lexington Investment Corp. strongly believes that residential development would be a much better use for the property. New industrial buildings (i.e. warehouses, manufacturing facilities) would detract from the surrounding neighbourhood and from the new rapid transit corridor.

It is our intention to have this changed to accommodate residential housing within the development area. As per true TOD principles, it would also be recommended that the zoning allow for possible commercial/retail on a small scale as well as potential offices within the area.

After a review of the existing zoning categories in the City of Winnipeg Zoning By-Law, it is suggested that special zoning considerations be given for future development of the site due to the fairly restrictive provisions for residential zones. There may be an appropriate model for a new site-specific zoning developed for the Fort Rouge Yards to provide some flexibility regarding land uses, density, built form and urban design.

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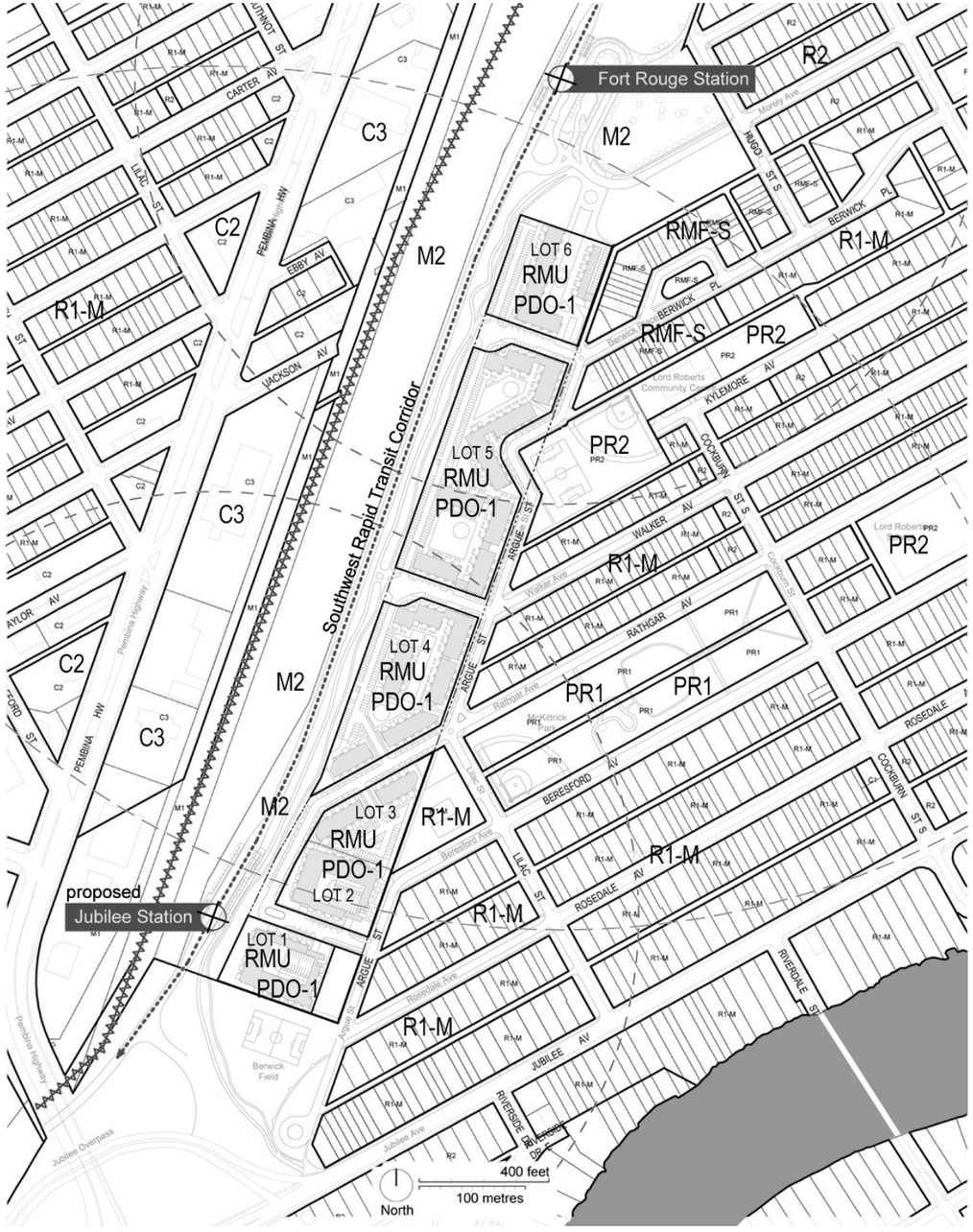

Figure 23. Rezoning for Development Area

The proposed rezoning for the entire development land is to change from an 'M2' General Manufacturing District to an 'RMU PDO-1' (the Yards at Fort Rouge Residential Mixed Use District). The site will incorporate an overall RMU district with some changes made to create a PDO.

RMU (Residential Mixed Use) with PDO-1 (Planned Development Overlay - Phase 1)

A Residential Mixed Use (RMU) district is intended to facilitate the development of primarily medium- to higher-density residential development, though it also may contain limited small-scale commercial, institutional, recreational, and service facilities needed to support residential development. The area, site, or building should retain a predominantly residential character. Development in the RMU district should facilitate and encourage pedestrian travel between residential and non-residential uses. This district is often adjacent and incidental to town centre, neighbourhood commercial centre, or other type of mixed use or major employment centre.

Planned Development Overlay-1 provides for site-specific control over an individual proposed development, in unique or special circumstances, where any other zone would be inappropriate or inadequate. A PDO-1 district is appropriate when the proposed development regulations do not relate to an area-wide condition or the implementation of an area-wide Secondary Plan, but are specific to the lot(s) or parcel(s) proposed for the PDO-1 zoning.

Specific Characteristics would be:

- Development of appropriate zoning for the site should include the utilization of a tailored zoning through the development of a 'Planned Development Overlay-1 (PDO-1)' zoning by-law to facilitate TOD centric development , and utilization of Residential Mixed Use (RMU) districts, under the City of Winnipeg Zoning By-Law 200/2006.
- Areas around the stations for high-rise and medium rise development could utilize a base zoning of RMU (which is the closest related to TOD developments) with a PDO-1 overlay to amend some of the characteristics that are inadequate.
- Front yard setbacks (currently shown at 20 feet for RMUs) should be altered to 10 feet min.
- Minimum rear yard setbacks can be maintained at 25 feet (from typical RMU districts).
- Maximum building height for required densities will have to be changed at the south end of the site near the potential Jubilee Station from 100 feet to a maximum of 220 feet.
- Around Fort Rouge Station, the current maximum building height of 100 feet is acceptable.
- The minimum lot area per dwelling unit will also need to be lowered for the high-rise towers on south site from 500 sq. ft. to around 300 sq. ft. to obtain the desired densities.

Development of an appropriate Plan of Subdivision will be required for the site in accordance with TOD principles (refer to **Section C.2.6**).

2.2 Land Uses Regulated by Zoning

The following information is based on the Principal Uses Table 4-1 of the current Winnipeg Zoning By-Law:

RMU (Residential Mixed Use) / PDO-1 (Planned Development Overlay - Phase 1)

The current land uses referenced in the Winnipeg Zoning By-Law for the RMU district are acceptable with the exception of ‘dwelling, live-work’ which should be ‘Permitted’ rather than ‘Conditional’ and ‘transit stations’ should be ‘Permitted’ rather than ‘Conditional’.

2.3 Prohibited Uses

There are no prohibited uses required from the previously referenced Zoning By-law Principal Use Table.

2.4 Ground Floor Uses

The ground floor uses of the 3-storey townhouses in the low-rise district are restricted to residential dwelling units. However, some units will be designed as ‘flex units’ to allow for removal of an adjoining wall if in the future, small commercial space is desired at prominent corners of the site (provided a conditional use is approved).

If main floor commercial is to exist on the site, the best locations for this is in close proximity to the stations. However, due to the nature of the existing rail lines to the west cutting off from surrounding neighbourhoods and potential clientele, it is not likely that the Fort Rouge station could support enough retail business to succeed.

To the south of the site, an area has been identified for the potential development of another station closer to Jubilee Avenue (referred to for now as Jubilee Station). Because of its close proximity to commercial strips along Pembina Highway, this site would seem to be a better fit for incorporating small commercial spaces on the main or second floor of development.

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2.5 Parking Strategy

In keeping with TOD Principles, the redevelopment project will incorporate an innovative parking strategy to help minimize the required stalls.

As an entire site, it is proposed that there will be a 1.5 stall/unit maximum count. The number will vary between the districts but the overall count should maintain this average.

Most likely, the high-rise district will provide 1 to 1.2 stalls per unit to service the one and two-bedroom units. The low-rise district will be a little higher at 1.5 to 2 stalls per unit for the three-bedroom units.

The majority of at-grade off street surface parking will be located to the rear yard of the property away from the community residential streets.

According to Table 4-1 of the Winnipeg Zoning By-Law 200/2006, RMU districts are permitted to have parking structures as an accessory use. Structured parking is anticipated at the south end of the site in the high-rise district. It will be a combination of below and above-grade parking with wrapped townhouses around the perimeter minimize the impact of a parkade in the neighbourhood.

On-street parking is being added on the new development streets as well as potentially on Argue Street to provide stalls for visitors and short-term drop off and to act as traffic calming measures to promote pedestrian activity.

Because of the adequate amount of parking within the new community, existing street parking should not be impacted.

2.6 Proposed Plan of Subdivision for Development Land

The redevelopment property is currently under title as one piece of land. We would like for the entire property to be subdivided into 6 lots as indicated on the proposed plan of subdivision (also see **Appendix 3.0** Proposed Plan of Subdivision).

The public Right of Ways of Berwick Place and Walker Avenue will be extended through the new community and terminated with cul-de-sacs, meeting City of Winnipeg street standards.

The public Right of Way on Rathgar Avenue will be extended to the proposed Jubilee Station and returned to Argue Street to the east to better distribute traffic flow in and out of the station area.

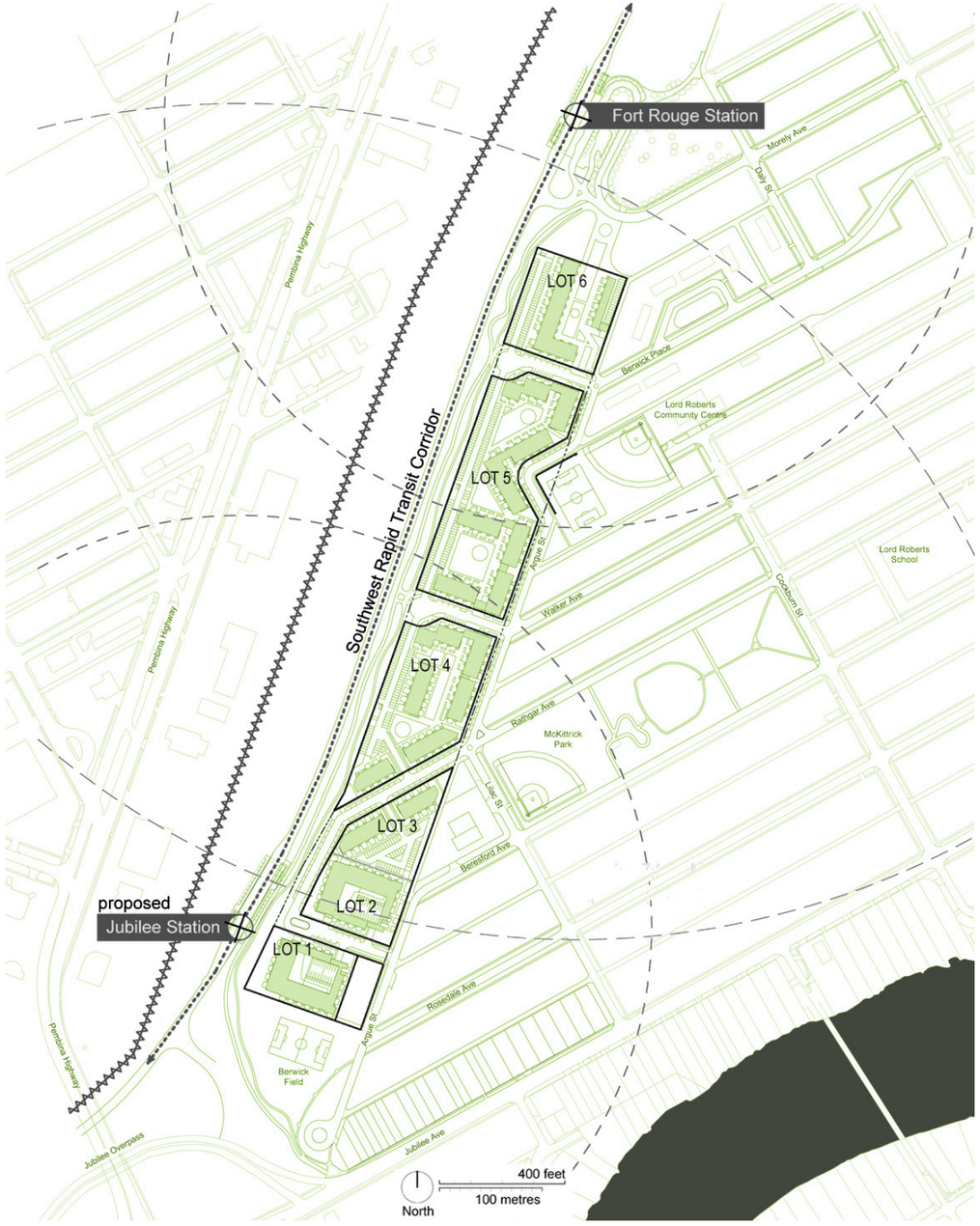

Figure 24. Proposed Plan of Subdivision

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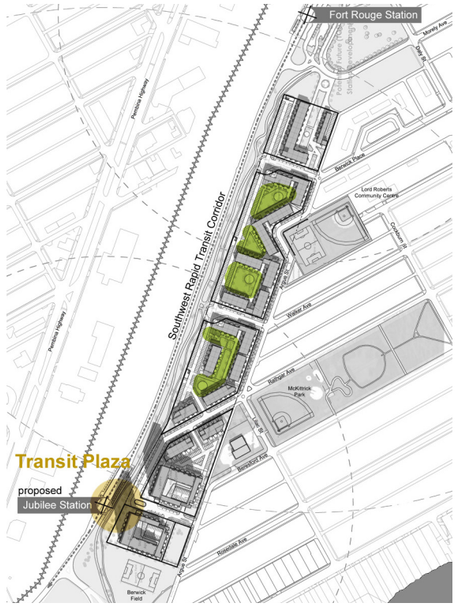
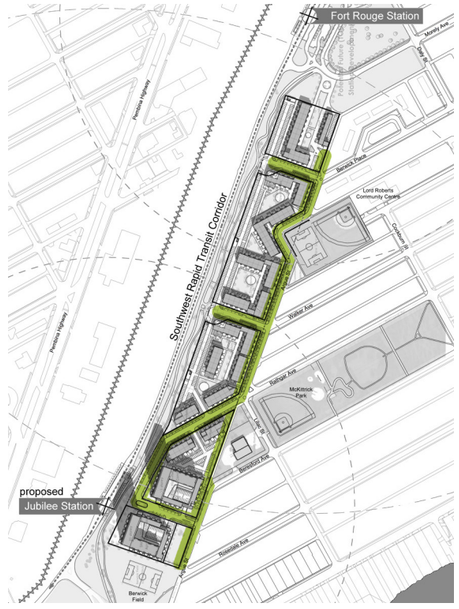


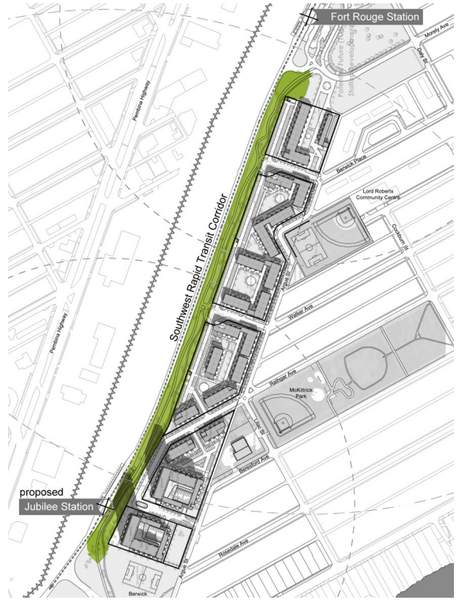
Transit / Town Plazas
Private / Public Open Spaces



Green Streets



Pocket Parks



Greenway

Figure 25. Parks and Open Spaces

3.0 Open Space/Parks

To support the higher densities associated with TODs, a variety of parks and public open spaces should be integrated into the station areas along with existing vegetation, parks, recreation areas and other natural resources to create walkable communities that are open and accessible to all. A range of formal and informal gathering spaces will be introduced.

3.1 Apply Park Typologies & Locations

Transit/Town Plazas – Plaza spaces are to be located in close proximity to the new stations to become landmarks and define the station entries. Clear site views from the existing neighbourhood to these open spaces will reinforce their importance as public gathering spaces.

Pocket Parks – There are areas in close proximity to the mid and high-rise residences that can provide unique recreational opportunities for those in the nieghbourhood.

Private /Public Open Spaces - The open courtyard spaces provided to each low-rise block and the plaza spaces at the base of the towers and mid-rise blocks provide parks and open spaces within less than a 5 minute walk of residents.

Landscape Buffer – With the noise of the new rapid transit and existing rail lines a concern to the new development and the existing neighbourhood, native plantings will be incorporated into the bermed parking on the western edge of the site to act as a buffer.

Green Streets – Wide sidewalks with benches and large planters will be incorporated on Argue Street to calm traffic and improve water quality by adding natural filtration and vegetation to the design.

Greenway – The newly created active transportation pathway system to the west of the site will provide continuous landscaping for pedestrians and cyclists. In addition, the developer plans to create new green spaces within the new development that can be shared by current and new residents.

Community Parks – There is a hierarchy of parks and open space in the Lord Roberts neighbourhood that can help tie the redevelopment into the existing neighbourhood. Capitalizing on natural resources, the site will connect to existing paved trail system within McKittrick Park and Berwick Field for active and passive recreational needs. Additionally, there are initial plans to give property to the adjacent Lord Roberts community centre so it can build a new soccer pitch in the community.

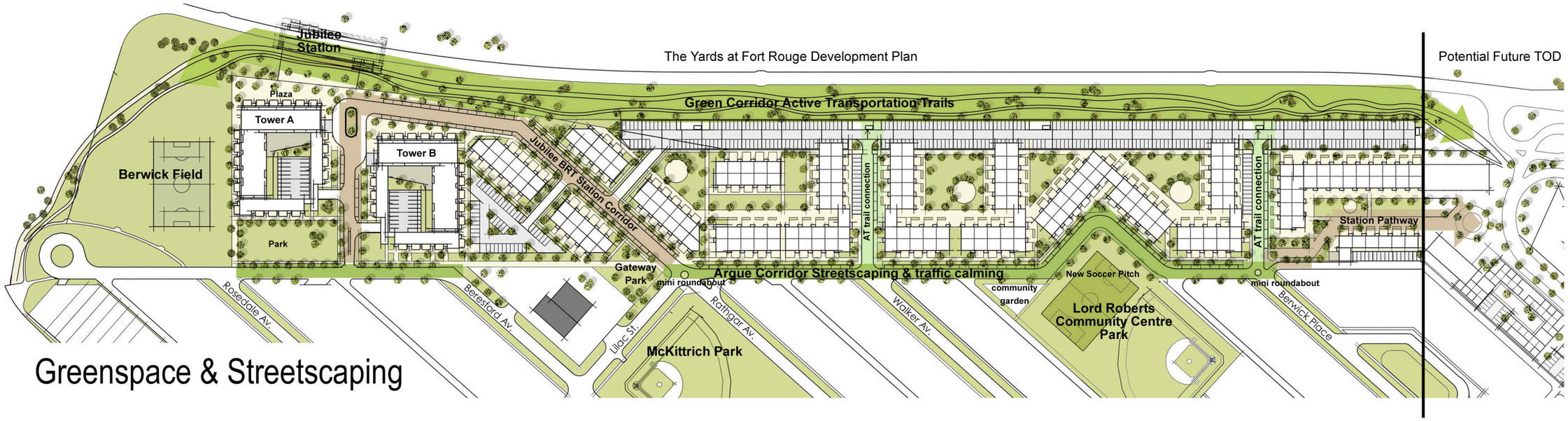


Figure 26. FRY Greenspace & Streetscaping

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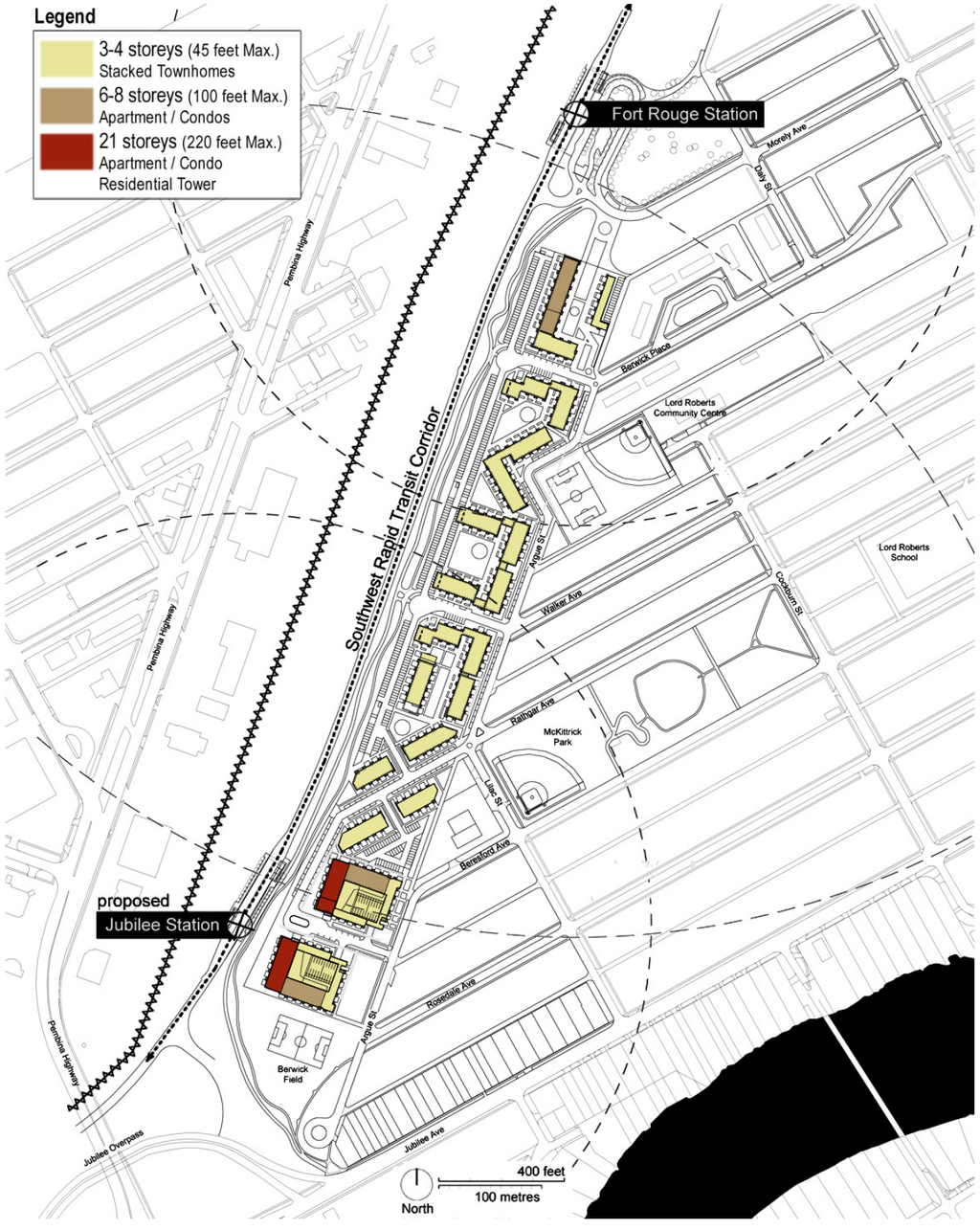

Figure 27. Proposed Building Heights

4.0 Urban Design Strategy/Design Criteria

Recommended language identifying zoning code, design review, and view corridor language to support implementation of the Area Master Plan should be developed. Amendments to the Winnipeg Zoning By-Law should be made to ensure that development is scaled and designed to support the pedestrian-friendly character in TOD.

4.1 Height Map

An RMU district currently allows for a maximum building height of 100 feet. For the proposed RMU PDO-1, there should be varying heights on the site to reflect the intended nature of the development based on TOD principles.

It is suggested that for Lots 3, 4 and 5 which are located in the middle of the site (made of exclusively 3-storey townhouses) there should be a height restriction of 45 feet (maximum) to allow for versatility in design of the townhouses.

A 100 foot maximum building height will be adequate for the land that occupies Lot 6 on the Proposed Plan of Subdivision by the Fort Rouge Station. It is anticipated that most of the housing will be maintained at a height of 45 feet (maximum) though there maybe an necessity to increase the height slightly closer to the station.

For the areas in Lots 1 and 2 to the south which are comprised of the high-rise towers, this will not be sufficient to achieve the desired densities. Rather, it is proposed that this height should be increased to 220 feet.

4.2 Density Min./Max. Targets

The development density of the entire Fort Rouge site is proposed to be a maximum of 900 dwelling units. This will be represented as a mixture of mid to high density housing which includes 568 units comprised of a mix of apartments and three-storey townhouses to the north alongside 332 units of one and two-bedroom high-rise towers up to 21 storeys tall to the south.

The townhouses will address a critical housing shortage for families and the tower units will appeal to seniors, professionals and downtown transit users. This is in keeping with the City of Winnipeg's vision in OurWinnipeg.

By building higher, a greater number of units can be accommodated while occupying a smaller architectural footprint. For example, a five storey 250 unit apartment building occupies more land than a 10, 15 or 20 storey building containing the same number of units.

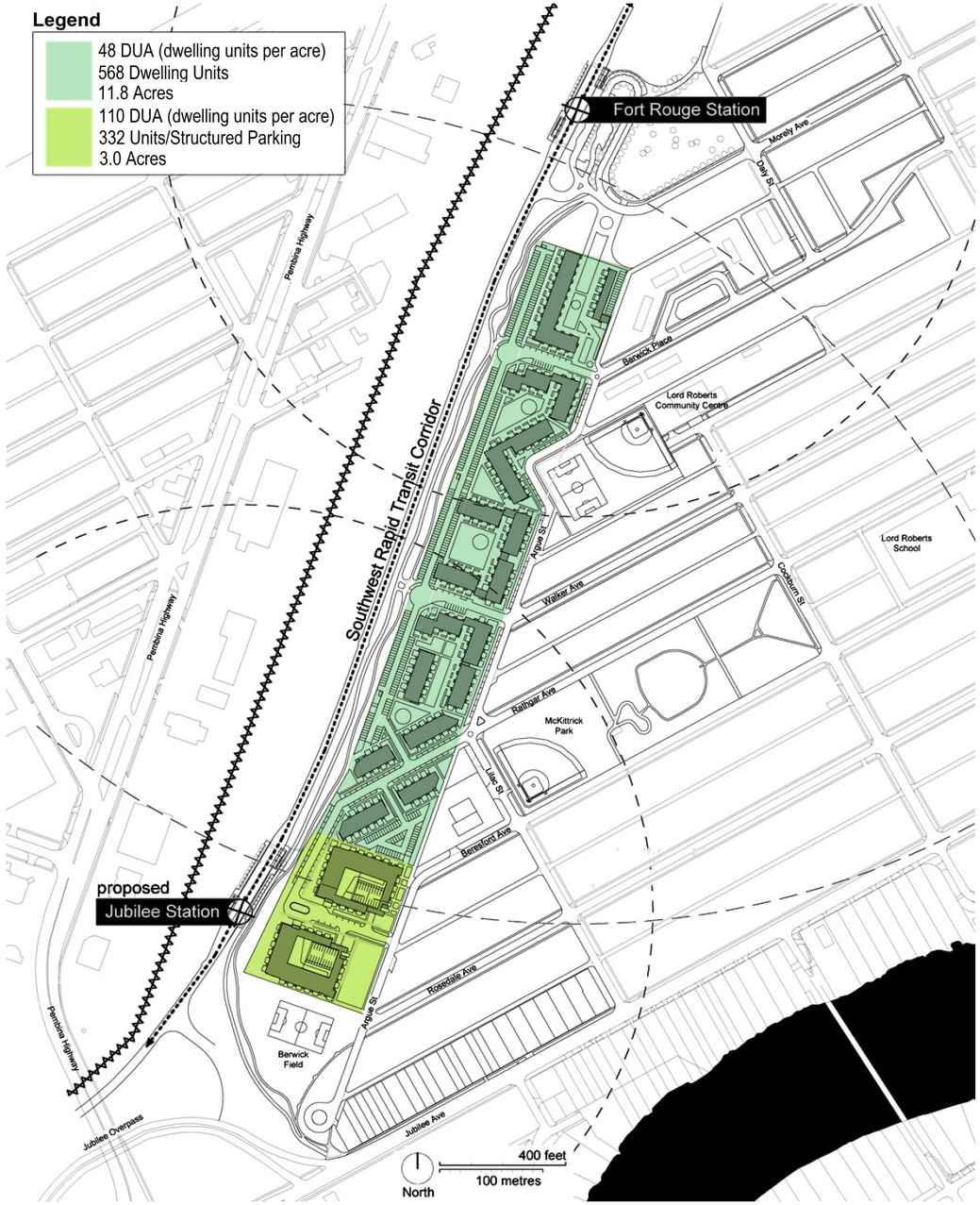

Figure 28. Proposed Densities

Ongoing discussions with the neighbourhood, the City, planning experts and community leaders have been taking place to find the right balance between density, height, livability and economic feasibility.

Low-Rise Development
*(**Note**: the calculations below are based on net densities of land once public lanes, right of ways and land dedications have been subtracted from the site. See **Appendix 3.0 Proposed Plan of Subdivision**)*

The low-rise residential townhouses occupy an area of approximately 11.8 acres (514,008 sq. ft.) on the central and northern parts of the site on Lots 3 through 6.

The Winnipeg TOD Handbook declares that the Net Housing Density of a Urban Neighbourhood zone should be from 40 to 100 units per acre. With 568 units spread over 11.8 acres this would equal roughly 48 dwelling units per acre, which is within the standard range.

With a total of 568 units located here, this would represent a minimum lot area per dwelling unit of around 905 sq. ft. which would meet the current regulations identified in the Winnipeg Zoning By-Law Dimensional Standards for most Multi-Family Districts.

High-Rise Development
*(**Note**: the calculations below are based on net densities of land once public lanes, right of ways and land dedications have been subtracted from the site. See **Appendix 3.0 Proposed Plan of Subdivision**)*

The high-rise residential towers occupy an area of approximately 3.0 acres (130,680 sq. ft.) on the south end of the site on Lots 1 and 2.

The Winnipeg TOD Handbook declares that the Net Housing Density of an Urban Neighbourhood zone should be 40 to 100 units per acre. With 332 units spread over 3.0 acres, this would equal roughly 110 units per acre which is above the standard range.

With a total of 332 units on the site, this would represent a minimum lot area per dwelling unit of around 393 sq. ft. which meets the TOD regulations of the Winnipeg Zoning By-Law.

Entire Development
When looked at as an entire site, the gross densities of the development would be:

900 units / 18 acres = 50 dwelling units / acre

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4.3 Shadow Studies

For the majority of the day throughout all the seasons, the sun shadows are kept within property boundaries and the adjacent industrial/rapid transit land to the west of the neighbourhood. Studies show that the 21-storey towers located on the extreme southwest of the site do not significantly impact the existing community of Lord Roberts.

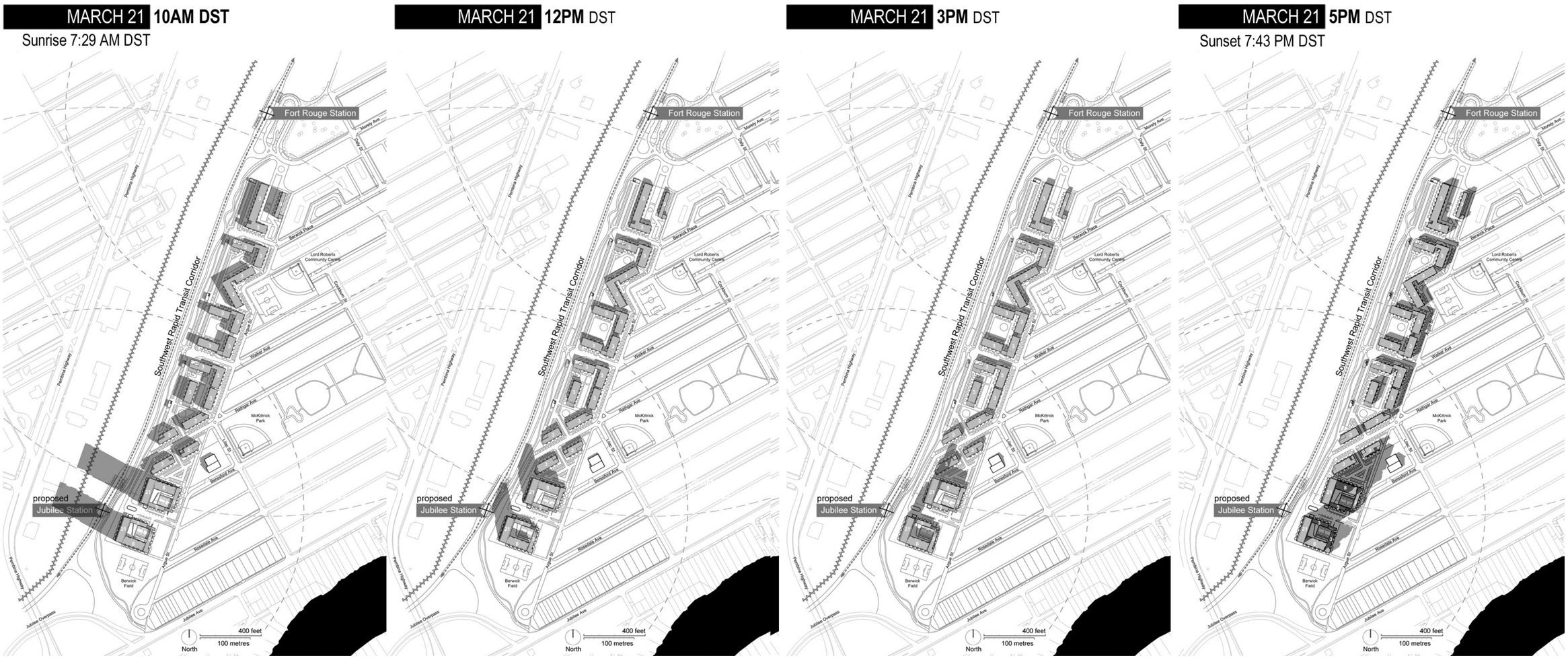

Figure 29. Shadow Studies - March

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JUNE 21 10AM DST

Sunrise 5:20 AM DST

JUNE 21 12PM DST

JUNE 21 3PM DST

JUNE 21 5PM DST

Sunset 9:41 PM DST

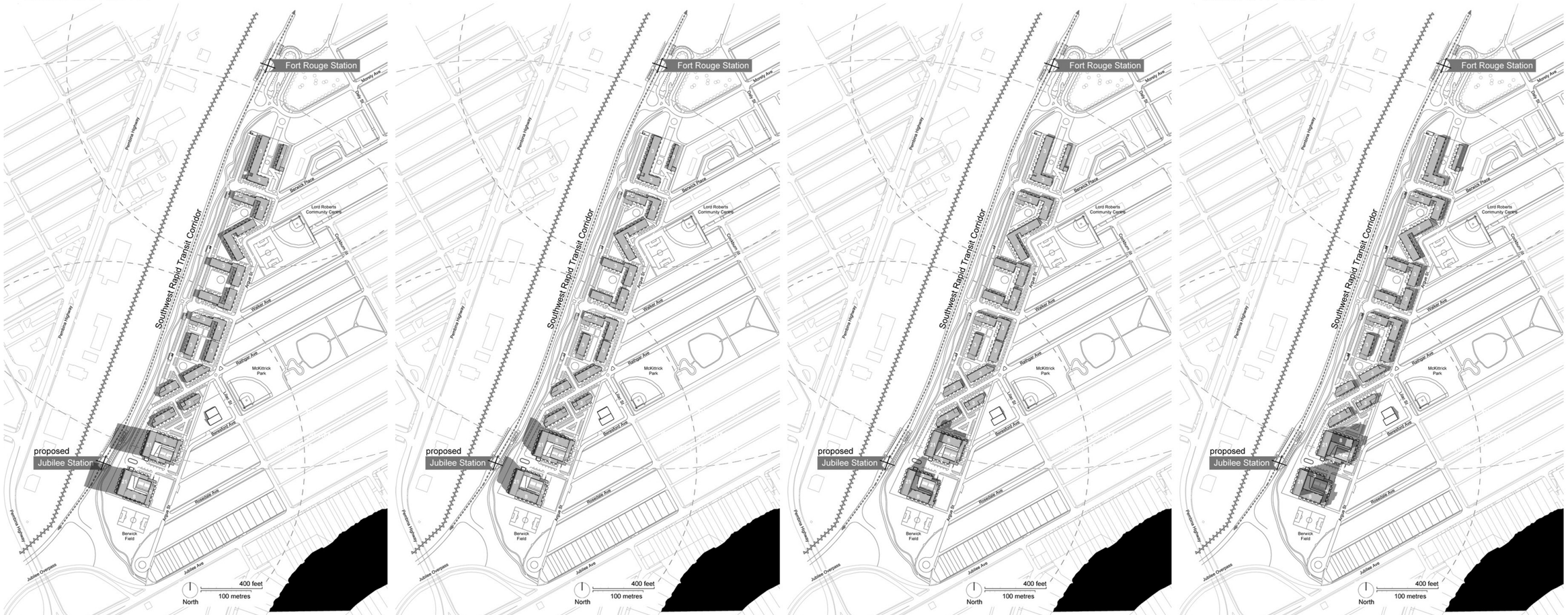

Figure 30. Shadow Studies - June

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Figure 31. Shadow Studies - December

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Green Corridor (Active Transportation Path)
Jubilee BRT Station Corridor
Jubilee Station
Tower A
Tower B
Park
Berwick Field
Lord Roberts Community Centre Park
Mckittrick Park
Pedestrian Pathway
Multi-use Pathway
Jubilee Connection
Argue Street
Pembina Hwy Underpass
Pembina Hwy Overpass
Active Edge
Future Redevelopment Site
Future Redevelopment Site & Traffic Circle
Future Redevelopment Site & Traffic Circle
Future Redevelopment Site
Future Redevelopment Site
Future Redevelopment Site

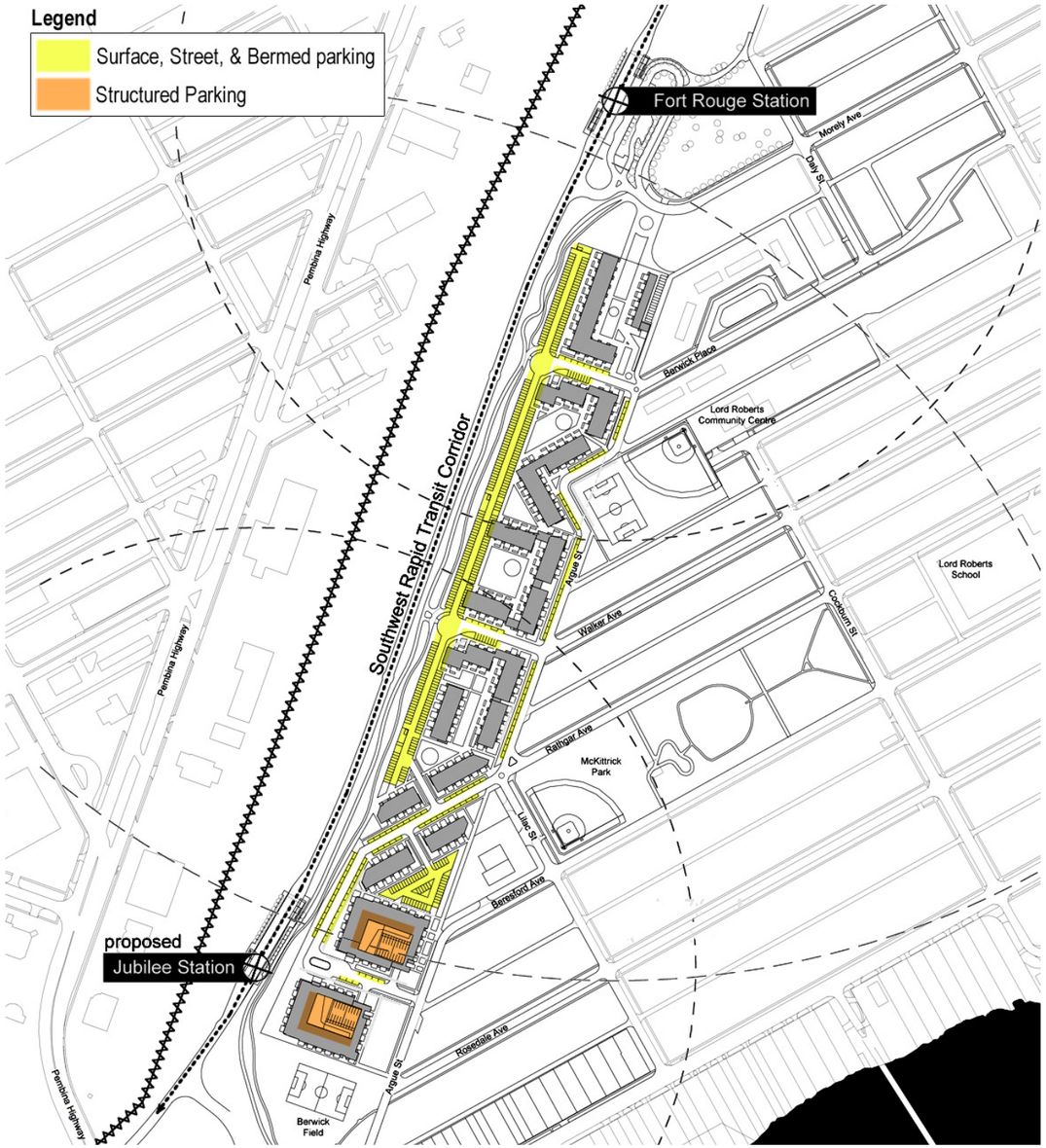


Figure 33. Parking Locations

4.6 Parking Locations & Innovative Parking Strategies

In keeping with TOD Principles, the redevelopment project will incorporate a holistic approach to the parking strategy to help minimize the required stalls due to the immediate access to rapid transit. Parking will be considered based on the whole site rather than lot by lot to achieve a required maximum of 1.5 stalls/unit.

The majority of at-grade off street surface parking will be located to the rear (west) yard of the property away from the community residential streets. Access to these lots will be via new Right of Ways continued through the property from Berwick Place and Walker Avenue.

As an innovative strategy, there is the potential to increase the amount of parking along this west side with the possible introduction of a bermed parking structure. This will allow for one level of surface parking half above grade and one level of covered parking half below grade. This will effectively double the amount of parking to the rear of the property which would then allow for a decreased footprint of the surface lots if the required maximum of 1.5 stalls/unit is maintained. The transition between this type of parking to the adjacent AT pathways would be achievable as the walk and bike paths are to be built above grade as well.

Another benefit of the bermed parking is to allow for further buffering of noise from the rapid transit corridor as well as the existing rail lines to the west of the development.

It must be noted that the introduction of the cul-de-sacs at the end of the R.O.W's will add some difficulty to the integration of the bermed parking (ramp up / ramp down required). Further investigation will have to be conducted to determine the feasibility of this type of parking.

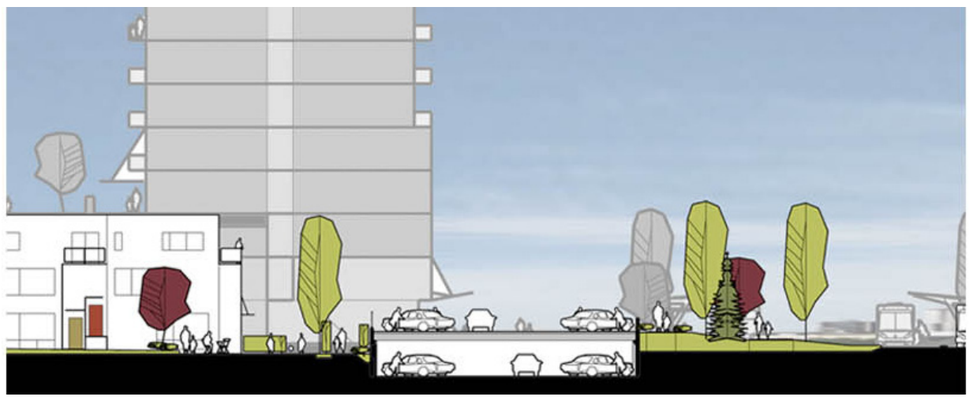


Figure 34. Parking Strategies - Bermed Parking

An internal parking structure is anticipated at the south end of the site for each of the high-rise buildings. They will potentially be a combination of below and above-grade parking with wrapped townhouses around the perimeter to minimize the visual impact of a parkade in the neighbourhood and help to transition these higher density structures to the smaller scale of the existing housing.



Figure 35. Parking Strategies - Townhouse Wrapped Parking Structure

4.7 Street Design Standards

Argue Street is a residential street in the neighbourhood that currently has no pedestrian sidewalks and only has grassed boulevard edges. It is proposed to have sidewalks, benches and tree canopies to create more continuity for pedestrian access while providing a separation from the future housing developments and the vehicular traffic.

4.8 Street Furniture

Streetscaping will incorporate trees, landscaping, benches, planters and pedestrian-level lighting to create a comfortable, safe pedestrian environment along and between buildings.

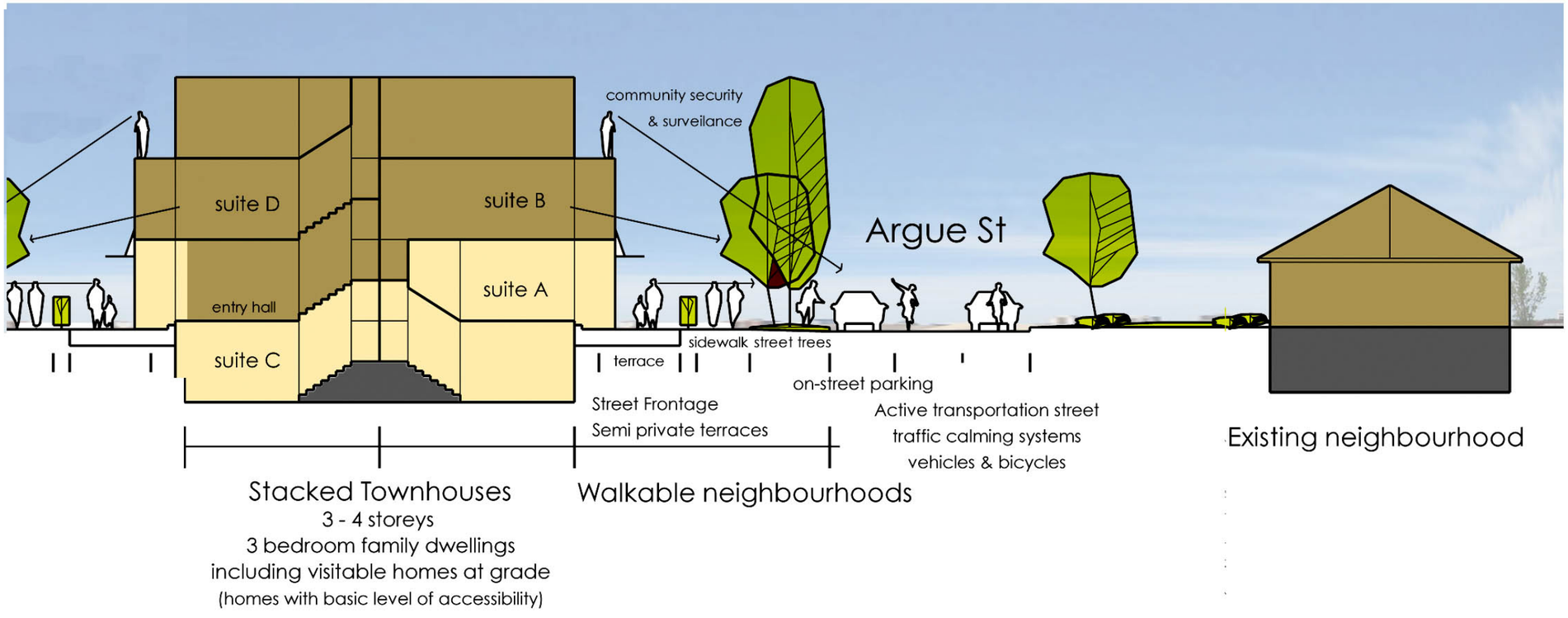
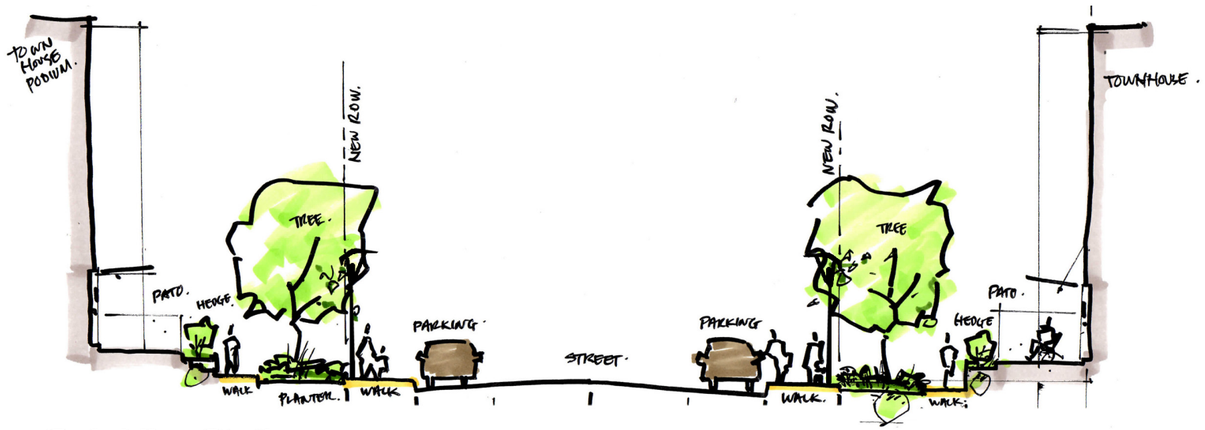
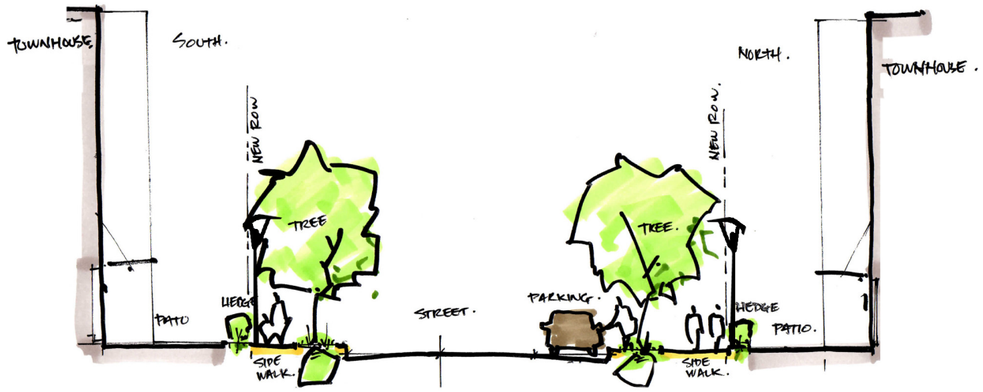


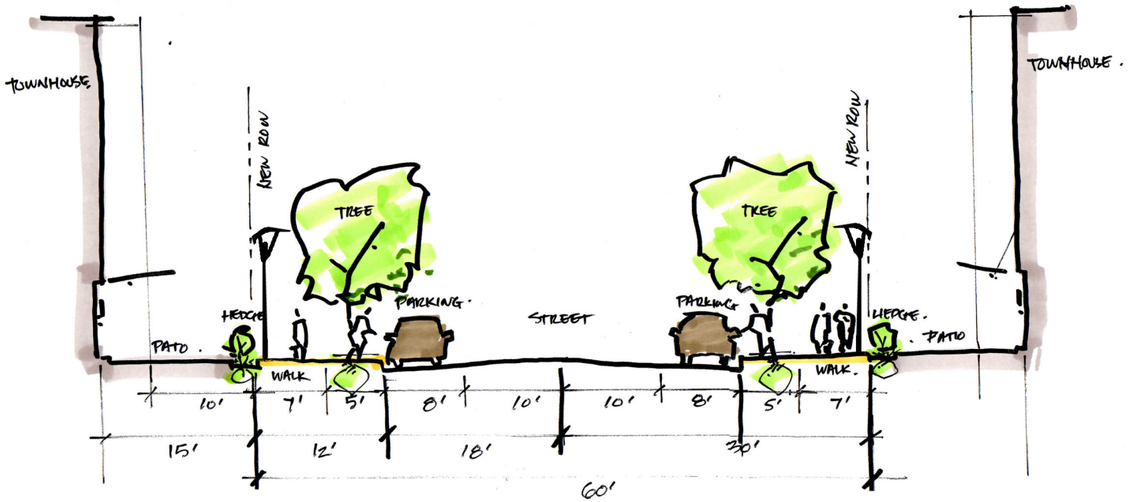
Figure 36. Street Character Section



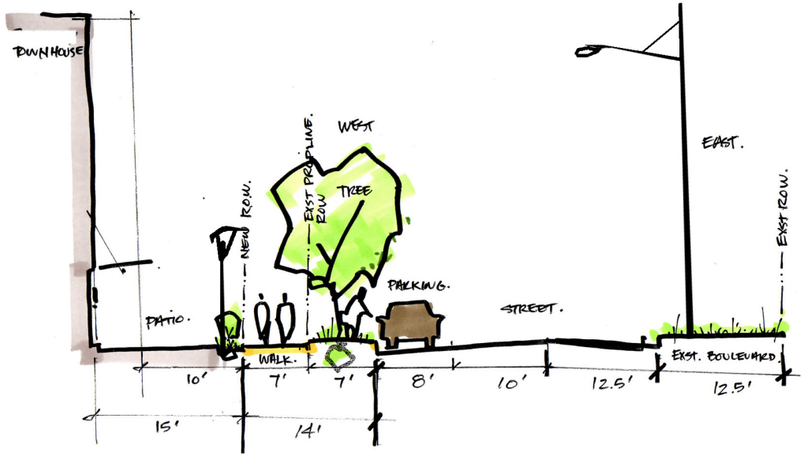
@ Jubilee Station



@ Walker & Berwick



@ Rathgar to Station



Argue Street

Figure 37. Streetscape Concepts

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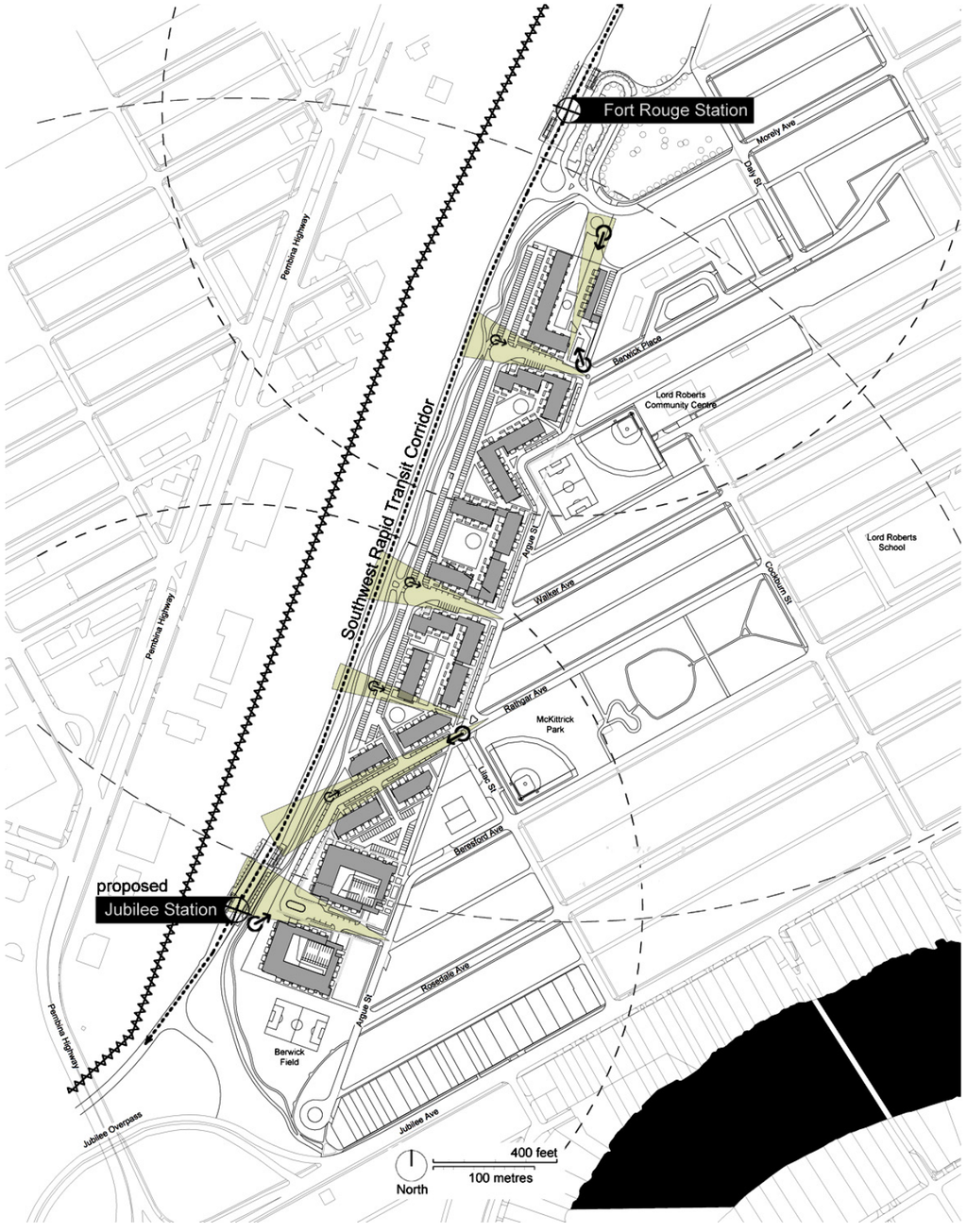

Figure 38. Gateways and View Corridors

4.9 Place Making

At various locations throughout the development there will be new public plazas created to provide social gathering spaces. Additionally, there will be networks of pedestrian walkways to provide informal gathering places for the community. These will also act as direct linkages through from Argue Street to the new Active Transportation system along the western edge of the site to connect the existing community to the new development.

It is intended that each of the townhouse courtyards will have different characteristics and could therefore be used as a wayfinding strategy. These are also linked up with the secondary pedestrian walkways through arched openings in the townhouses to become accessible to the entire community.

4.10 Gateways and View Corridors

There are two primary gateways from the existing community that provide routes to the transit stations while maintaining view corridors.

The first gateway is at the intersection of Lilac Street, Argue Street and Rathgar Avenue which introduces views to the potential Jubilee Station and surrounding plaza.

The second primary gateway is at the intersection of Berwick Place and Argue Street Though there is existing back lane access to the north, it is the intention of the new development to provide a new interior pedestrian street to the northwest between widely spaced townhouse units to create new view corridors to the Fort Rouge Station and surrounding plaza space.

There are also prominent view corridors at Walker Avenue and Berwick Place from Argue Street through to the new Active Transportation system to the west. This provides another means of connection for community and the new public amenity.

The high-rise development surrounding the potential Jubilee Station could act as a focal point or recognizable icon within the community that will help to demarcate the location of the station and act as a ‘signpost’ or gateway for those travelling north or south down Pembina Highway.

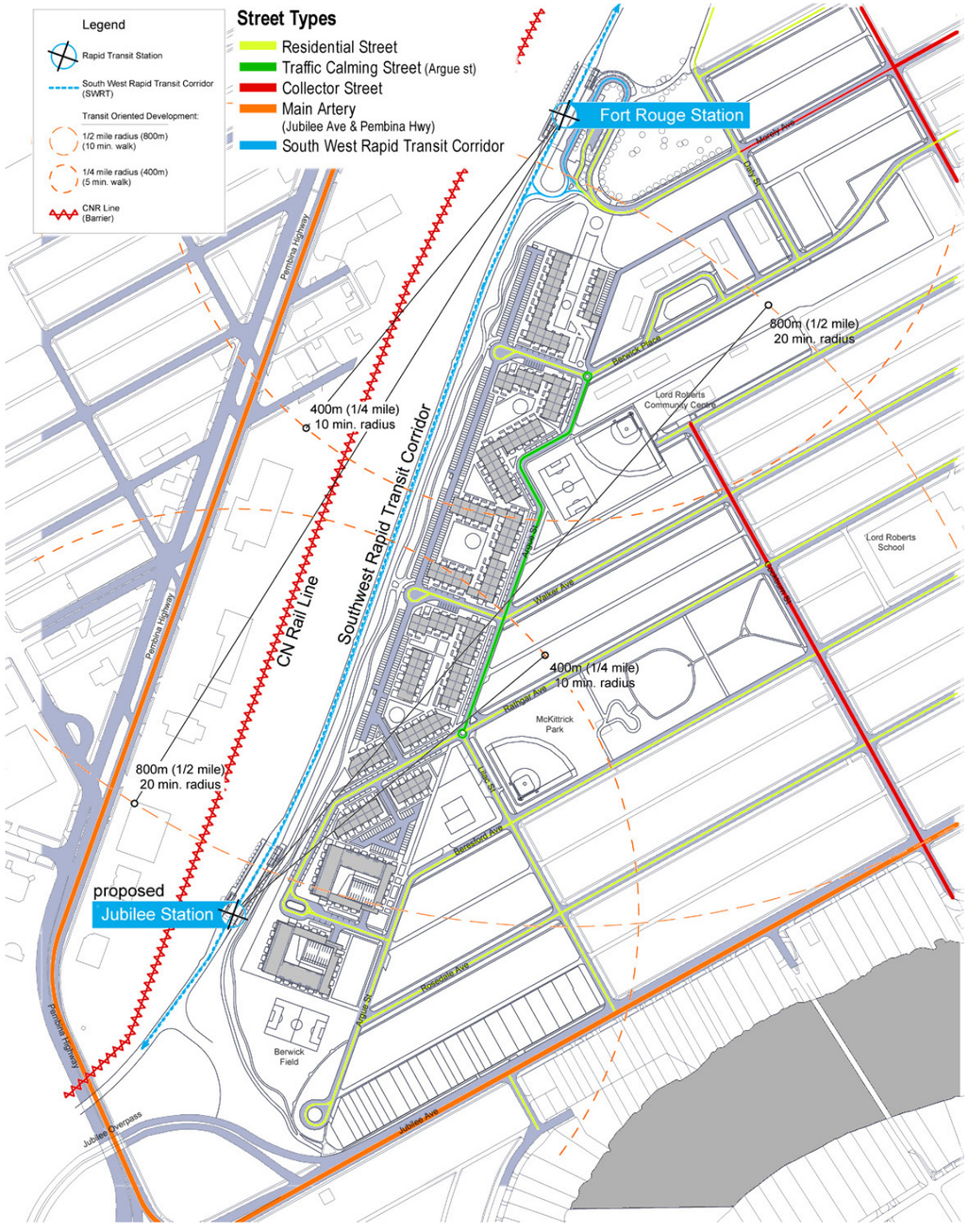

Figure 39. Street Types and Network

5.0 Transportation Strategy

The new development will lead to improved infrastructure such as roads, green space, walkways and bike paths.

Too often, new developments lean towards design that favours cars with garages facing the street, buildings spread far apart separated by parking lots, and no sidewalks. It is our intent to return to a more pedestrian-oriented environment with courtyards, open green spaces and well-treed sidewalks for walkable communities. With the location of new transit stations in close proximity to the development, there is an opportunity to provide a connection and encourage the use of this new AT system while diminishing the reliance on vehicles.

The most important factor to consider when developing next to a TOD is ensuring good access to public transportation. Public transport can offer significant advantages within areas of higher population densities due to its smaller physical and environmental footprint per rider and the problems associated with mass private car ownership and use (high parking charges and higher levels of traffic congestion).

5.1 Identification of Streets Types & Characteristics

It is important to note that Argue Street is a Residential street, though at times functions as a Collector. Efforts must be made to reduce and slow traffic here if it is to succeed as a pedestrian environment. Some ideas for street improvements along Argue Street would be to provide traffic calming measures via small turning circles/roundabouts at the north and south ends as well as a 45 degree ‘kink’ in the street about midway (allowing for a ¾ size soccer pitch by the Lord Roberts CC) to discourage speeding. If necessary, a 4-way stop can be implemented at Walker and Argue if further traffic calming is required.

The other new street extensions created within the development will try to have similar characteristics to Argue Street promoting a scale and speed that is acceptable for walkable communities. This will be achieved through landscaped boulevards, well-treed sidewalks and one lane of on-street parking.

5.2 Pedestrian Network

The pedestrian network will be made up of new sidewalks and open spaces that connect with existing sidewalks and parks. Argue Street figures to be a primary pedestrian path, helping to connect the existing neighbourhood to the new amenities to the west.

Secondary pathways through arched entries in the townhouse complexes will provide access to open and available courtyard spaces to be used for community gardens, or hard and soft play zones.

Pedestrian networks and view corridors will be critical to the success of the new transit stations as they reinforce the linkages to them.

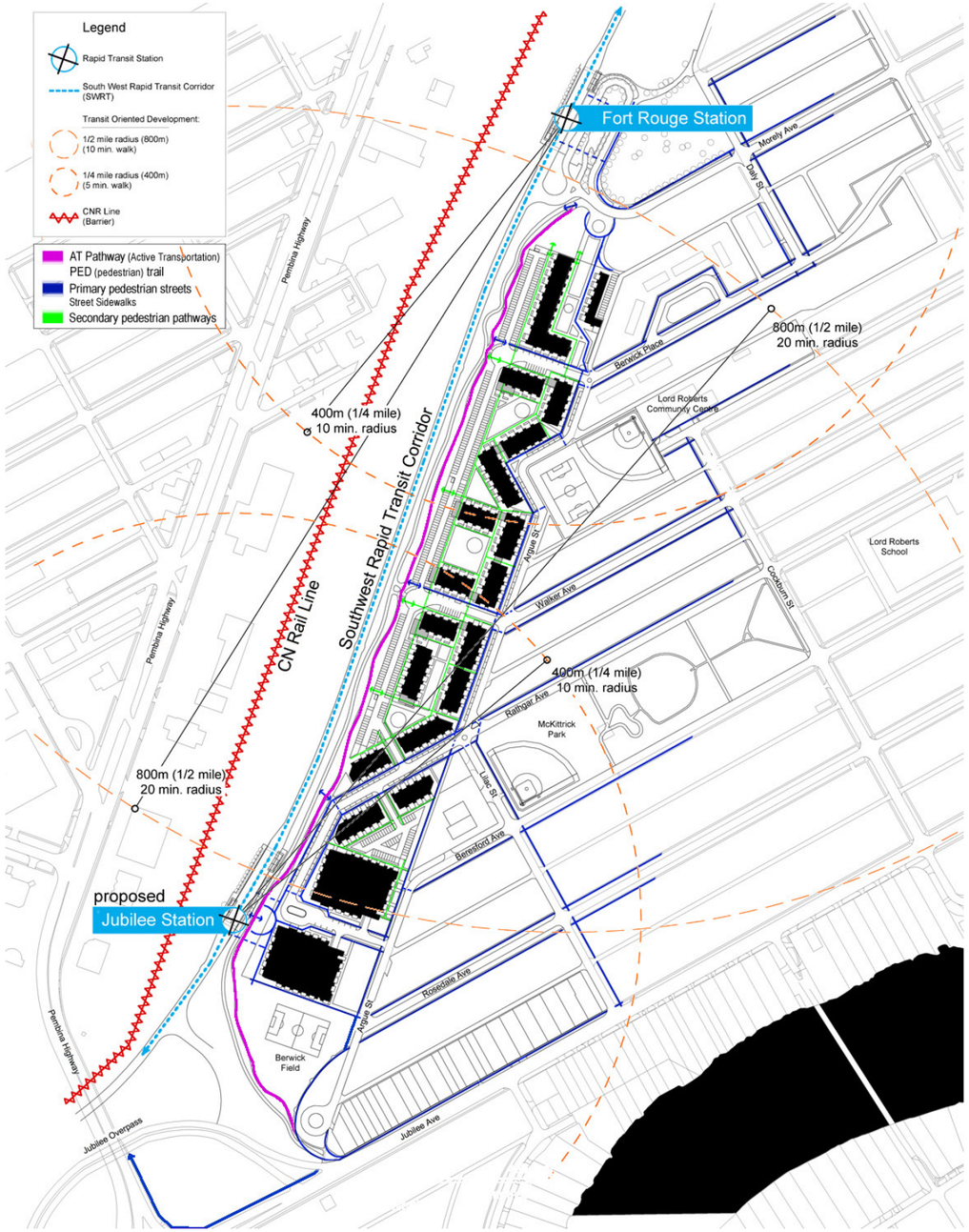

Figure 40. Pedestrian Network

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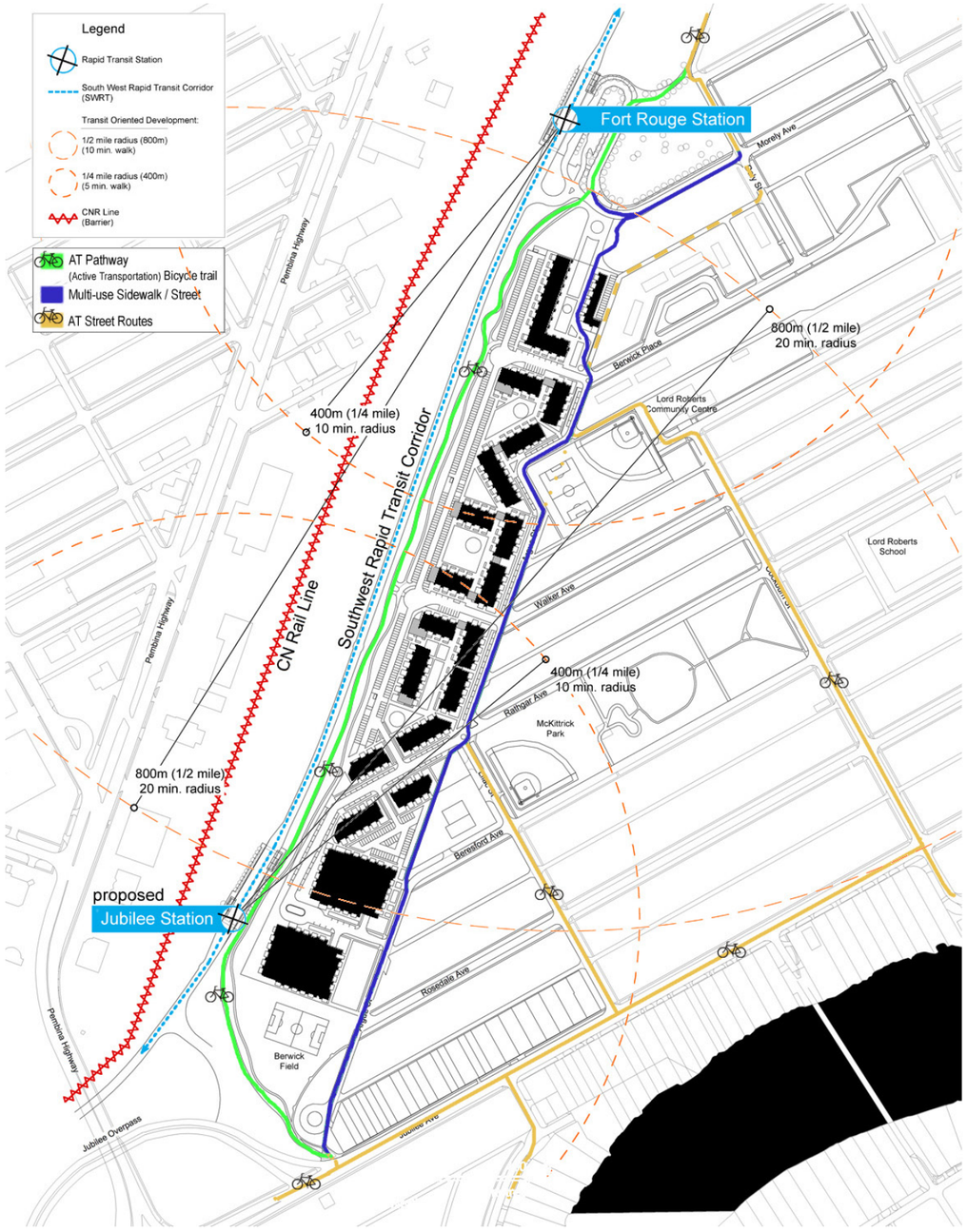

Figure 41. Active Transportation Network

5.3 Active Transportation (AT) Network

The new Active Transportation pathway through the Fort Rouge Yards will parallel the transit way and will be located within the southwest Rapid Transit Corridor right-of-way. At present, the AT pathway is proposed to be a 3 metre wide path for cyclists and a separate 1.8 metre wide path for pedestrians.

The adjacent Rapid Transit system will be an integral part of the site. It will allow for easy transportation access, and a reduced reliance on vehicles while allowing for management of transportation demand and parking requirements.

There is discussion as to what to do with the existing AT system (known as WINSMART) that enters the neighbourhood from Jubilee, continues down Argue Street and exits towards Brandon Ave. It would seem that there is a duplication of services from both these ATs once the new bike and pedestrian paths are created along with the new rapid transit lines.

We do see a possibility for both of these networks to co-exist as the path along Argue Street may be used for local enthusiasts who want to enjoy a slower pace while those from outside the neighbourhood can continue on along the new transitway. There likely would be different qualities to each and eventually would establish their own character.

5.4 Transit Network

Much public transit is available within a short walking distance from the neighbourhood on Osborne Street, Jubilee Avenue and Pembina Highway. Externally, the area is well served by bus transit via routes 16 (Selkirk/Osborne) and 58 (Dakota Express) on Osborne Street, and via routes 60 (Pembina), 62 (Richmond Express), 63 (Waverley Heights Express), 66, 70 (Richmond), 80 (Industrial Express), and 81 (Whyte Ridge Express) on Pembina Highway.

Internally, the Number 95 bus currently services many of the residential neighbourhood streets via Morley Avenue, Daly Street South, Rathgar and Beresford Streets, and Cockburn Street South. Once the new Fort Rouge Station is completed, the 95 bus will continue to travel through the neighbourhood in a similar way, though now connecting up to the rapid transit to provide direct access to many other routes in the city.

Refer to the accompanying transit route access map for the current locations of transit stops within the Lord Robert's area.

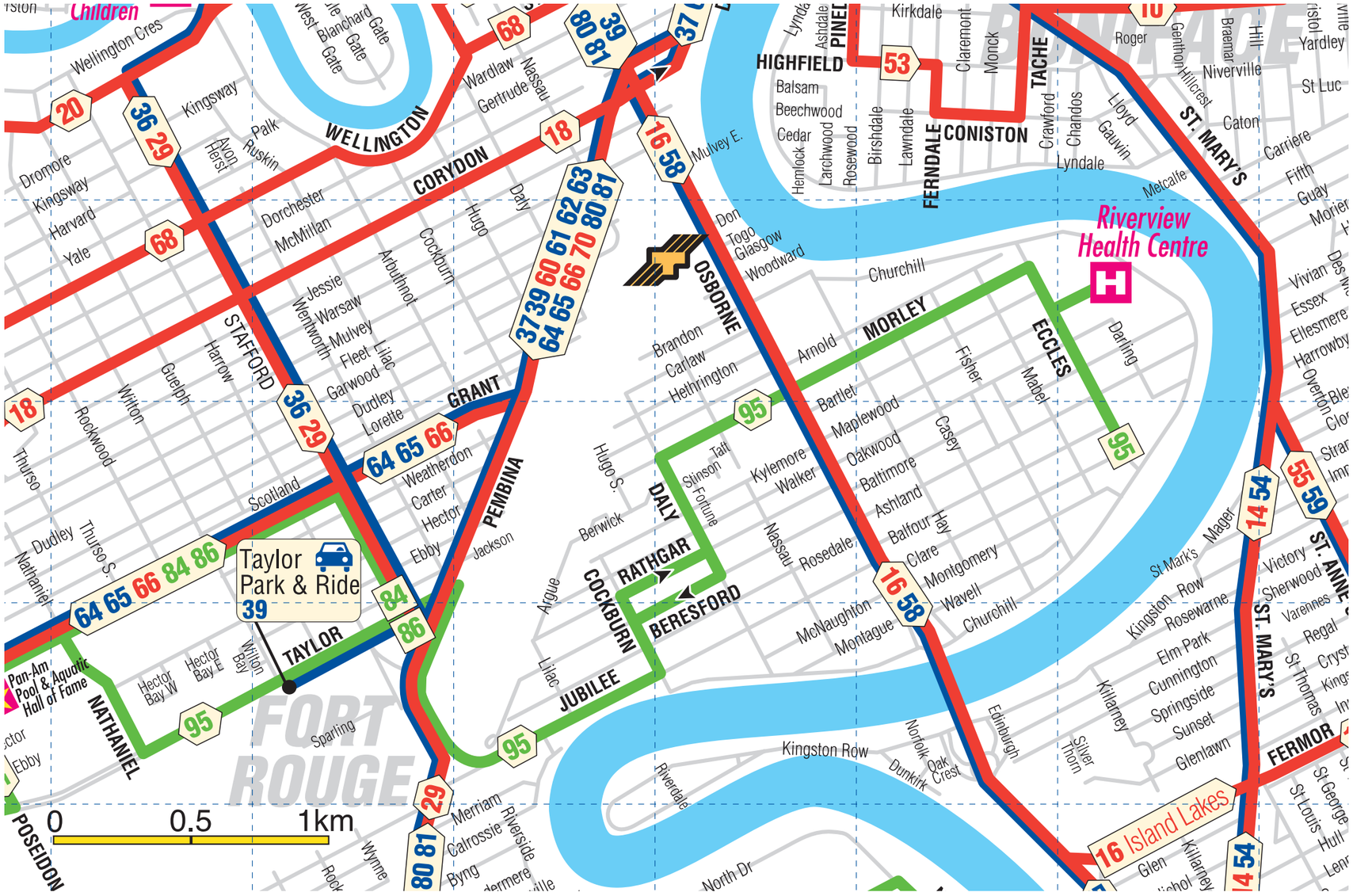

Figure 42. City of Winnipeg Transit Route Access Map

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5.5 Traffic, Street Network & Public Parking

For understandable reasons, there is great concern amongst the community about traffic and parking generated from the new development. It is the goal of the development team to work with the community and other major land-owner representatives in order to minimize traffic and properly integrate the parking into the future development.

Dillon Consultants have been hired to undertake a traffic and engineering impact study to investigate impacts on the existing roadway infrastructure by the new development.
A summary of the conclusions drawn from the study is a follows:

- Population of the Lord Roberts neighbourhood has dropped by 1,600 persons from the 1971 census (6,555 residents) to the 2006 census (4, 955 residents).
- The estimated population increase as a result of the Fort Rouge Yards development will offset the historical population decline.
- Trips generated by the development for the primary 16 acre (901 unit) development are estimated at 2,834 trips per day, with 213 trips in the A.M. peak hour and 244 trips in the P.M. peak hour.
- There is the potential for optional property development of an additional optional 2.5 acre (243 units) at the west end of Morley Street. It is unknown whether this property will actually be developed, and by whom. Trips generated by the optional 2.5 acres are estimated at 935 trips per day, with 55 trips in the A.M. peak hour and 70 trips in the P.M. peak hour.
- Combined, the total trips generated by the development for the entire 1143 unit development are estimated at 3,769 trips per day, with 268 trips in the A.M. peak hour and 314 trips in the P.M. peak hour.
- Existing background traffic volumes on Jubilee currently range between 21,900 and 26,600 vehicles per day. The traffic volumes increase is 1,650 - 2,030 vehicles per day on Jubilee.
- Existing background traffic volumes on Osborne currently range between 27,800 and 28,600 vehicles per day. Traffic volumes are expected to increase by 900 - 1,360 vehicles per day on Osborne Street due to trips generated by FRY development for the primary and optional development.
- All collector streets remained within acceptable daily traffic volume limits of under 5,000 vehicles per day.
- Lilac Street, the only residential street that is really impacted, currently has background daily traffic volumes significantly higher than acceptable limits for a residential street. It was noted that Lilac currently has a significant volume of southbound right-turn traffic (approx. 1,315 vpd), indicating that Lilac is operating as a collector and funneling Lord Roberts Pembina-bound traffic on to Jubilee. Additionally, no parking is currently permitted on Lilac indicating that the City of Winnipeg recognizes that traffic issues are present and that Lilac may be functioning as a collector street.

- The study concluded that traffic signals are not required at the Lilac/Jubilee intersection during the 20-year study time frame (i.e. through 2030).
- AM- and PM-peak hour traffic operations at the Lilac/Jubilee, Cockburn/Jubilee, Daly/Jubilee, Morley/Osborne, and Brandon/Osborne intersections will continue to operate within acceptable limits for both background and anticipated traffic volumes.
- PM peak hour traffic overall intersection operations at Osborne/Jubilee remain relatively unchanged, but it is noted that the northbound left-turn movement is operating at capacity and operates at an unacceptable LOS “E”. It is recommended that the City of Winnipeg considers changing the split allocation (increase NBL by 3 sec., decrease SB by -3 sec.) at this intersection to improve the level of service of this movement.
- Additional to the traffic, the community has also expressed concerns about how the development may impact parking on existing residential streets. In addition to the 1.5 stalls per unit to be provided internally for the new residents, there will also be public parking provided on one lane of Argue St. as well as the new streets between unit blocks. There are approximately 115 new spaces created here for visitors or short term drop off.

5.6 Station Access & Integration

With the introduction of a new station at Morley Avenue, it is intended that the No. 95 bus will now enter directly in to the station drop-off and then continue through the nieghbourhood of Lord Roberts similar to its previous route.

All development in close proximity to rapid transit stations (both Fort Rouge and the potential station at Jubilee) should allow good sight lines to the station and not act as a barrier for their access.

Also in close proximity to the stations, there should be land set aside for public plazas to promote interaction within the community.

6.0 Environmental Strategy

6.1 Sustainable Design Elements

The new neighborhood development will utilize a comprehensive sustainable design strategy in an effort to incorporate a range of environmentally sensitive design and construction techniques. It is anticipated that the redevelopment of the Fort Rouge Yards could serve as a model for urban sustainability at both the local and national level. It will be guided by the environmental sectors identified by the Federation of Canadian Municipalities' Green Municipal Fund: energy, water, transportation, brownfields, and waste.

The project will further these objectives in the following ways:

- The remediation and subsequent redevelopment of a brownfield site. Manitoba Conservation has identified one area as 'Impacted', under the Contaminated Sites Remediation Act. One or more non-designated brownfield sites are suspected to exist within the Fort Rouge Yards site.
- Access to Alternative Transportation – encourages transportation alternatives that reduce the reliance on automobiles and their associated environmental impacts. The site will be developed according to the core principles as prescribed in the City of Winnipeg Transit Oriented Development Handbook. The new development is situated in a location that would encourage the reduction of automobile use due to its close proximity to the new rapid transit and a number of city-designated active transportation pathways, providing access to bike paths and sidewalks to allow community interaction and accessibility to transportation.
- The latest energy efficient construction standards will be incorporated by building according to Manitoba Hydro Gold standards (www.hydro.mb.ca/your_home/new_home_levels.shtml) to maximize energy efficiency by reducing operating costs.
- The development will incorporate a geothermal heating system which reduces operating costs and its carbon footprint.
- It will incorporate low flow fixtures to minimize environmental impact and costs to residents.
- Storm Water Management - encourages the diversion or lessening of precipitation into city sewers. Substantial landscaping will provide a "green" urban setting allowing for storm water management. As well, there may be opportunities over the large expanses of roof surfaces to collect or 'harvest' rain water in large storage containers on the site which then could be used for purposes such as irrigation.
- The development site could utilize a landscape design that reduces the urban heat island effect by using porous paving material for parking areas and/or walkways. Shading of the hard surfaces with carefully designed landscaping will also reduce the urban heat island effect at ground level.
- In addition, the development will incorporate secure bicycle parking and new pathways to connect the existing community of Lord Roberts to the new Active Transportation system and encourage the use of bicycles.

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6.2 Infrastructure

With the reuse of this former industrial site, the project will be able to draw from existing and nearby infrastructure and amenities and it will maximize use of a derelict piece of land.

Dillon Consulting was hired to do detailed studies on the impact the proposed development might have on the sewer and water needs of the neighbourhood.

The results of the study are as follows:

- A new water main is to be installed to service the new development
- There is the potential to tie the W in to existing water distribution system to ensure better reliability and pressure through existing system
- New land drainage sewers are already installed as part of the Southwest Rapid Transit Corridor project
- All drainage on developable lands are to be directed to land drainage sewer
- Wastewater flows generated by the new development are less than the land drainage flows removed from the Cockburn combined sewer district
- What results is a net reduction in wet weather flows to the Cockburn combined sewer district.

7.0 Housing Diversity

Lexington Investment Corp. expects to offer a range of townhouse and apartment-style units for rent and sale to middle income families, urban professionals and seniors. This target demographic is similar to the current mix of families living in the Lord Roberts, Riverview and East Fort Garry neighbourhoods. The new development must be sensitive to the existing housing stock and their current price points – residential development is viable if delivered at the right price point and rents.

Greater housing choices will be available within the development with multiple building and unit typologies. See the following pages for examples of building components and treatments used elsewhere to distinguish the individual residential blocks.

With the introduction of new high quality housing stock, this could inject new life into the declining neighbourhood with new families to occupy parks, schools and enroll in programs at the local recreation centres. This style of housing will address current demographic trends and will provide new housing choices for a variety of income levels both for rental and ownership.

The proposed characteristics of the building typologies are:

Low-rise Residential Townhouses – approx. 400 units total

Building Height:	3-Storey
Size:	3-bedroom units approx. 1250 sq. ft. to1400 sq. ft.
Ownership:	90% condo/owner occupied and10% rental
Parking:	1.5 to 2 stalls per unit with 50% covered and 50% surface lots (w/ plugs-ins)
Features:	Eco-sensitive building practices (geothermal heating and cooling to reduce operating costs and carbon footprint, water savings features like low-flow fixtures, ÷green' building products like low VOC paints, energy efficient construction standards to Manitoba Hydro's Gold specification), front yards, private entry at grade, shared semi-private courtyards for shared play spaces and gardens.

High-rise Residential Towers – approx. 500 units total

Building Height:	8 to 21-Storey
Size:	1 & 2-bedroom units 700sf to 800 sq. ft. (1-B) and 900 sq. ft. to 1100 sq. ft. (2-B)
Ownership:	100% rental
Parking:	1.2 to 1.5 stalls per unit with 70% covered and 30% surface lots (w/ plugs-ins)
Features:	Eco-sensitive building practices (geothermal heating and cooling to reduce operating costs and carbon footprint, water savings features like low-flow fixtures, ÷green' building products like low VOC paints, energy efficient construction standards to Manitoba Hydro's Gold specification), large windows for expansive views, green roofs for storm water management and outdoor living space.

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Building Treatment

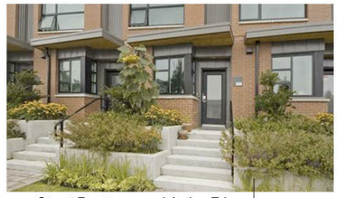
Precedent projects, ideas and details, by others and collected and supplied here to further conversation and ideas about the potential building treatments with the Yards @ Fort Rouge development. These images are collected from various townhome projects within North America and Europe



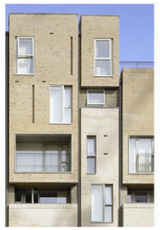


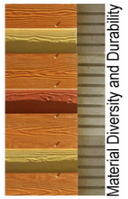


Integrated and Concealled Parking Strategies



Street Frontages and Active Edges





Material Diversity and Durability









Front Yards Gardens and Play spaces



Active Transportation Pathways

'Eyes on the Streets'





Bicycle Parking & Community Spaces

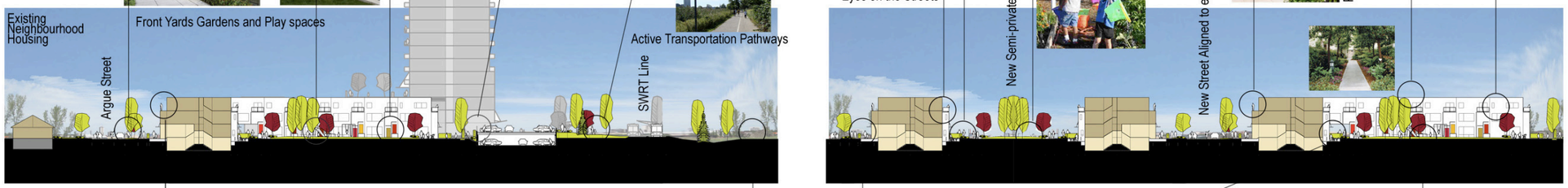




Pedestrian Lighting and Details



Colour





Modern Three to Four Storey Townhouses





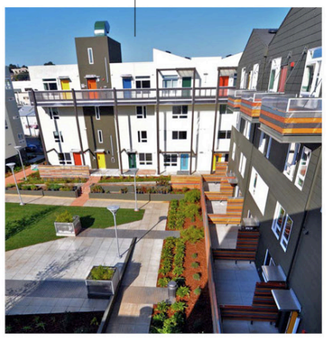








Gateways and Courtyards



Existing Fabric













Figure 43. Building Treatment

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Building Treatment



Figure 44. Building Treatment

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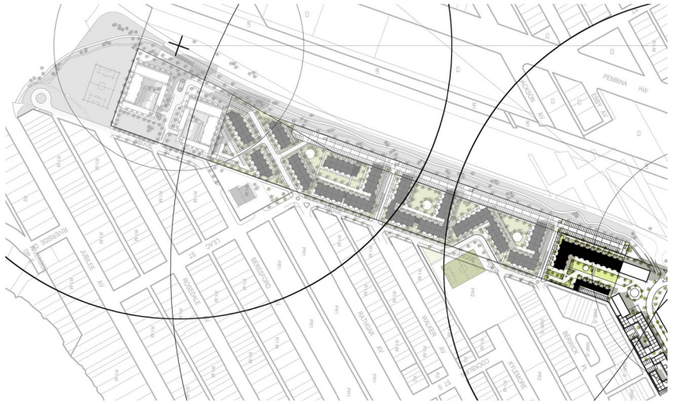
Phase 1 (2011-13)



Phase 2 (2012-14)



Phase 3 (2013-15)



Figure 45. Development Phasing

8.0 Phasing

The entire site will be built over a period of 4 to 5 years to allow for financing and construction management.

Before any of the housing can be considered for construction, the site will have to have all the underground servicing completed. It is hoped that this will begin in late spring or early summer of 2011 as soon as the weather permits.

The housing developments will be built in three phases:

Phase 1 – low-rise townhouses (construction expected to begin in 2011)
Phase 2 – mid-rise apartments and condominiums (2012-14)
Phase 3 – high-rise apartments and condominiums (2013-15)

- Low-rise townhouses (beginning 2011) – Construction will likely start in Lots 3, 4 and 5 (as indicated in the Plan of Subdivision) as these will likely cause the least amount of disruption to the existing community. These stylish, three-bedroom townhouses will feature spacious living quarters, dedicated parking, and geothermal heating and cooling. They will be perfect for families looking for a contemporary home in a well-established neighbourhood with good schools, parks, community centres and other amenities.
- Mid-rise apartments and condos (2012-2014) – These contemporary, designer apartments and condominiums are situated in mid-rise buildings in Lot 6 close to the new Fort Rouge rapid transit station. They will appeal to urban professionals, seniors and anyone looking for a one or two bedroom apartment in a quality building that is a short ride downtown and a short walk from popular restaurants, shops and parks.
- High-rise apartments and condos (2013-2015) – This phase will occupy Lots 1 and 2 to the south of the development site. It is understood that the image of high-rise towers in the neighbourhood will be a big change. It is for this reason that they will be built in the final phase of the development to give the community time to voice concerns and come to a resolution that will work for the majority of people. It should be noted that due to some of these earlier concerns, the towers have been placed as far to the west of the site as physically possible to minimize the impact on the adjacent neighbourhood. Additionally, 3-storey townhouses will be built around the base to transition the scale of the development to the neighbourhood. The positioning of the towers are approximately one typical street block width away from Argue Street thus lessening the impact as seen in the shadow studies.

9.0 Monitoring & Performance

Throughout the process of evolving the Area Master Plan, many media have been used to solicit feedback from consultants, elected officials, stakeholders, area residents, businesses, city administration and owners alike.

An official website for Fort Rouge Yards, a newsletter, stakeholders workshops/design charettes, public open houses, surveys, and many meetings with elected officials and city representatives have provided a forum to express ideas and concerns which ultimately have made the Area Master Plan a better product. It is our objective to create a modern, stylish development that will be seamlessly integrated into the century old neighbourhood close to the city centre.

To do that, we will continue to listen to residents, city planners, active transportation advocates, transit-oriented development experts, and many other local community and business leaders. We have previously met in small groups and staged open houses. We've briefed community leaders and groups in person and we've talked extensively to city planners and politicians.

We expect to continue our public consultation through all the phases of the project to keep people informed and allow transparency in the process. As this has already been a much-talked about project, due to the nature of it being Winnipeg's first TOD as well as the first development within the neighbourhood in many years, it will be under much public scrutiny.

Keeping everyone involved and up-to-date will be the best way to assure continued monitoring and performance.

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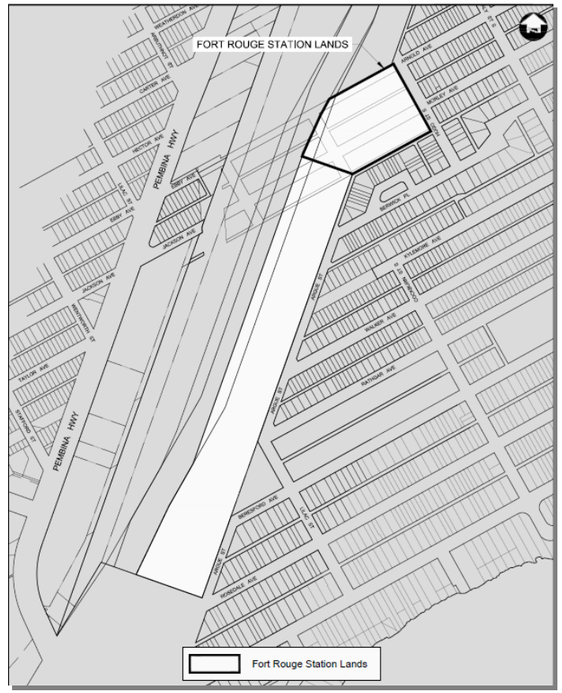
10 FORT ROUGE STATION LANDS

10.1 How to Use Section 10 of the *Yards at Fort Rouge* Area Master Plan

Notwithstanding the other provisions of this Area Master Plan, Section 10 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;
  - Land Uses Regulated by Zoning, Sub-section 2.2;
  - Prohibited Uses, Sub-section 2.3;
  - Ground Floor Uses, Sub-section 2.4;
  - 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 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 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 second principle dwellings, 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 second principle dwellings within the proposed townhouse units, thus increasing housing diversity and affordability.

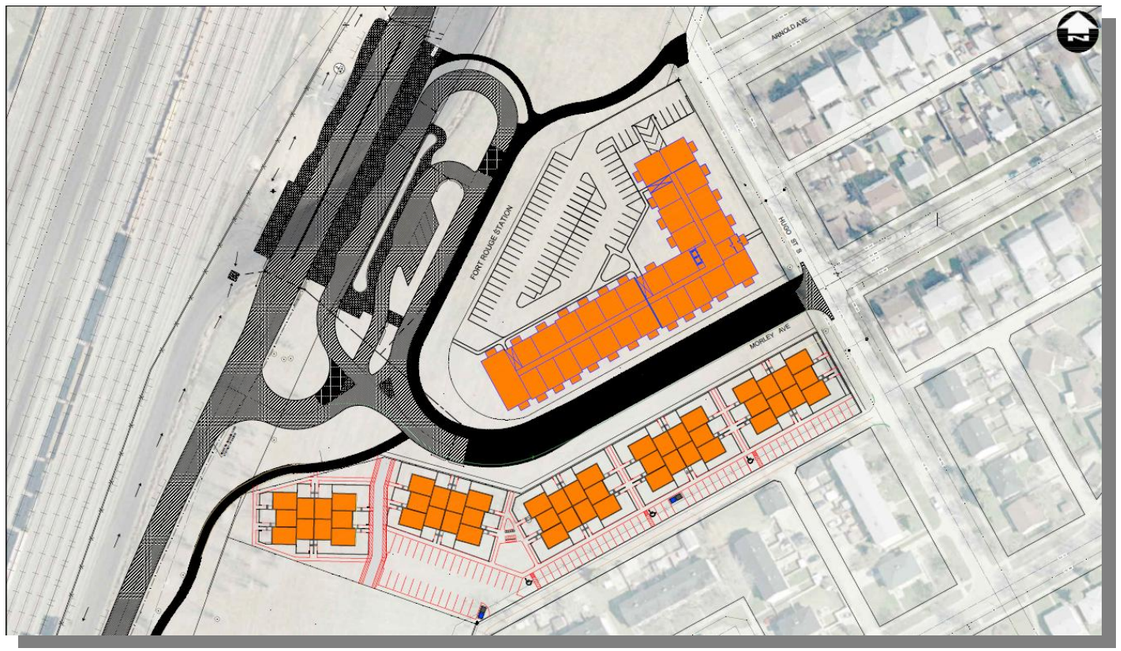


Figure 10-1 Fort Rouge Station Lands Conceptual Plan

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.

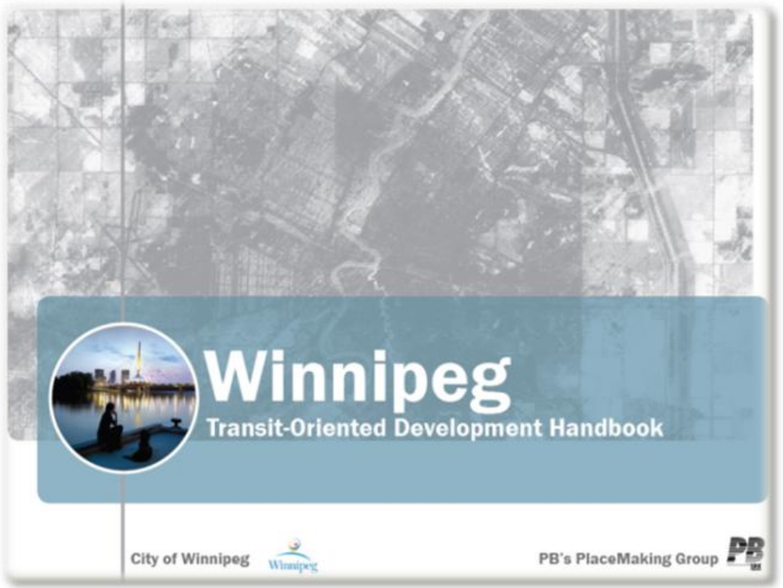


Figure 10-2 Winnipeg Transit Oriented Development (TOD) Handbook

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

10.5 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

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, second principle dwellings, 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. Second principle dwellings;
    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 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.
j) Support mixed use by designing outdoor space at the south end of the low to mid rise multifamily building to support future customer seating/patios.

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 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.

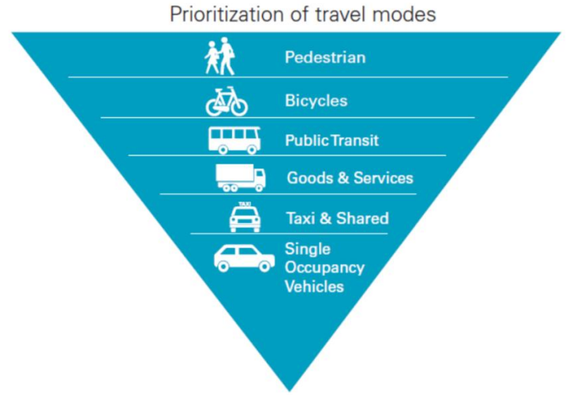


Figure 10-5 Prioritization of Travel Modes in TOD

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

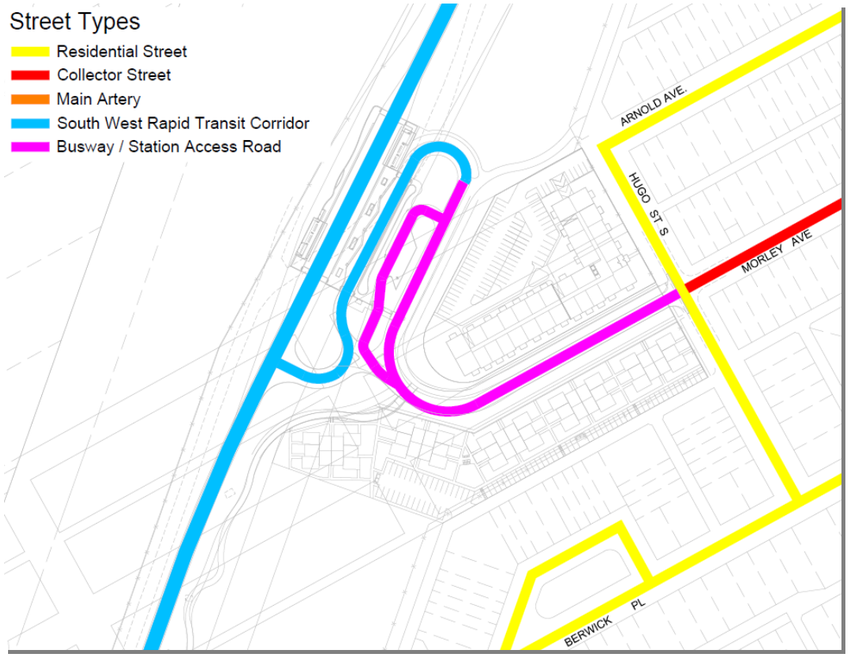


Figure 10-7 Road and Transit Network

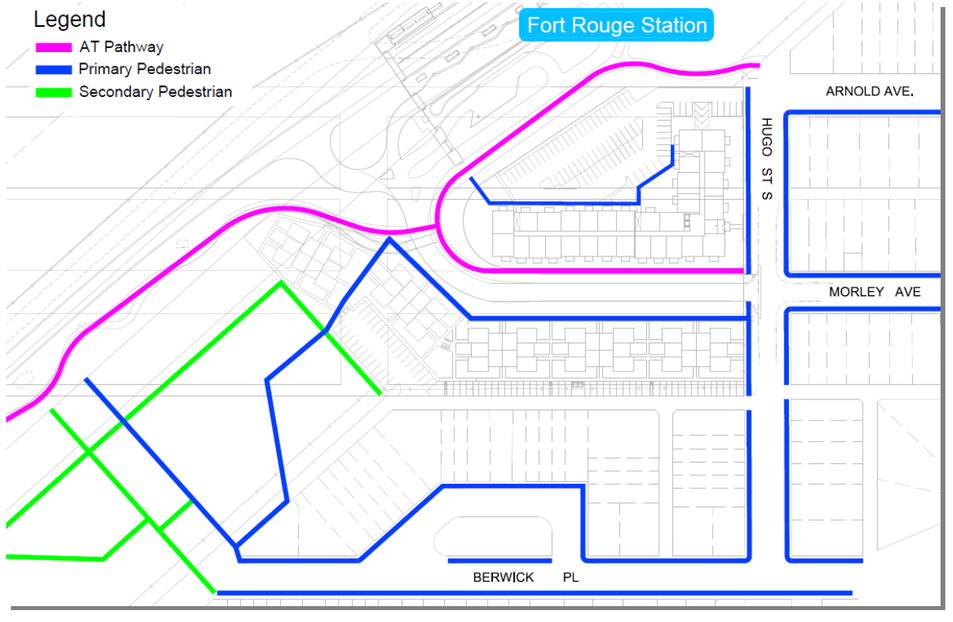


Figure 10-8 Active Transportation Network

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.

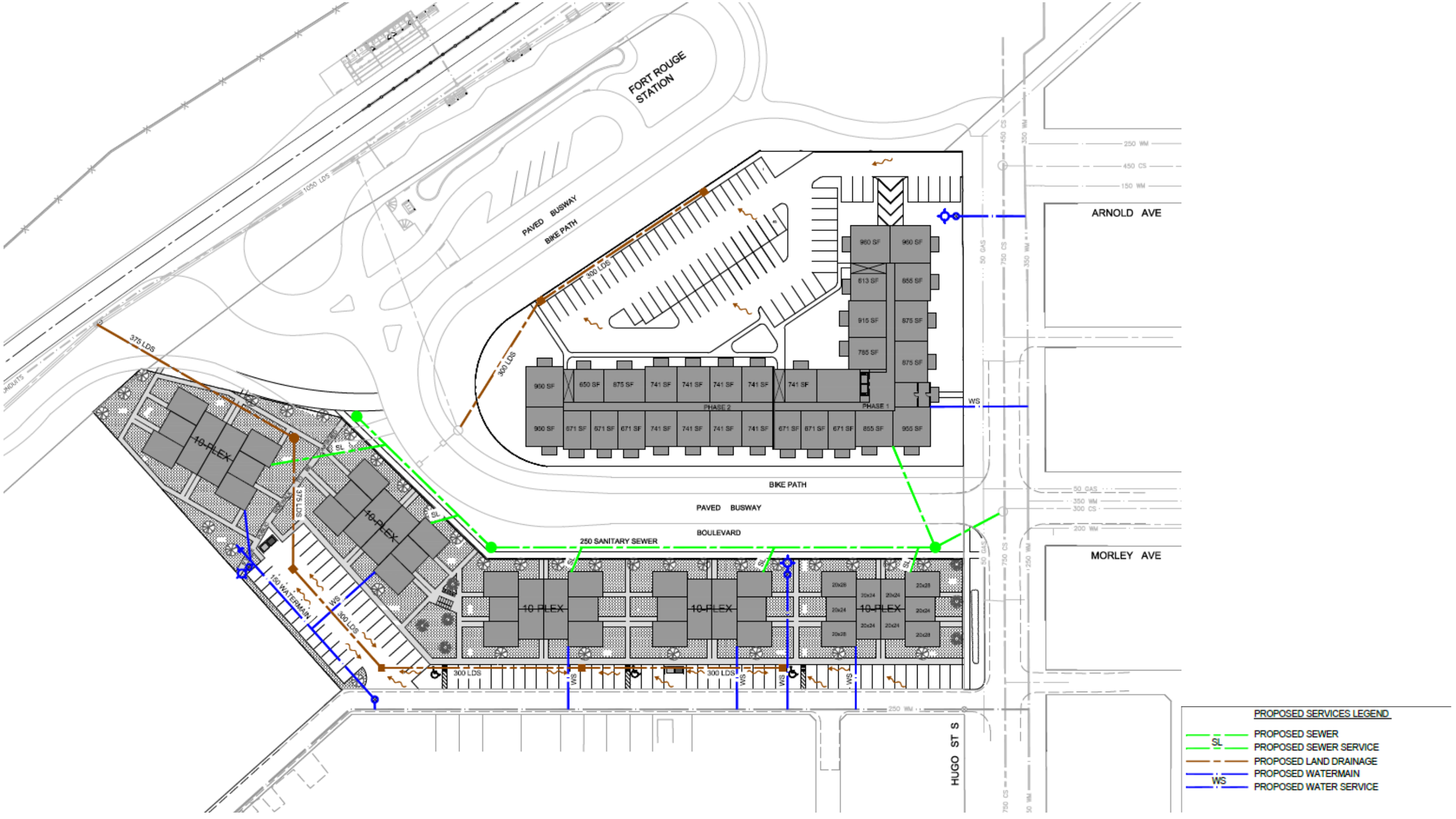


Figure 10-9 Conceptual Site Servicing

D. APPENDICES

1.0 Public Open House Questionnaires

1.1 Public Open House #1 - Questionnaire, July 29, 2010

Public Open-House Questionnaire

We want your opinion!

Thank you for attending our first public open house to discuss the **new Fort Rouge Rail Yards residential development**. This is an historic opportunity to convert unused, obsolete industrial space into a high-quality, modern housing development, and integrate it into a vibrant, century-old neighbourhood. To help, please fill out this survey.

1. How do you feel about the Fort Rouge Rail Yards being rezoned from industrial to residential use?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

2. How do you feel about the site featuring mostly three-bedroom townhouses for families to rent and own?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

3. How do you feel about a transit-oriented development, which calls for mid- to high-density housing (including high-rise towers) being located close to proposed rapid transit stations?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

4. From 1 to 10, with 1 being the best, please rank the best things about the new development

_____ brings new families to the neighbourhood
_____ brings new greenspace and pathways to the neighbourhood
_____ eliminates an unused industrial site from the neighbourhood
_____ increases property values of existing neighbourhood
_____ brings improvements to roads and sidewalks
_____ helps local businesses
_____ generates more tax revenue
_____ leads to better parks, community centres and other public facilities
_____ provides housing options with a reduced carbon footprint
_____ new housing will be integrated into and complement the character of neighbourhood

5. How would you like us to address your concerns?

_____
_____
_____
_____

Please tell us a little about yourself.

Name: _____

Address: _____

Phone: _____

Email: _____

_____ Yes, I want to receive email updates about the project.

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1.2 Public Open House #1 - Questionnaire Results, July 29, 2010

There were a total of 123 questionnaires filled out and handed back to us.

Results for Question 1 – How do you feel about the Fort Rouge Rail Yards being rezoned from industrial to residential use?

- Strongly opposed – 35 people
- Somewhat opposed – 17 people
- Neutral - 8 people
- Somewhat in favour – 26 people
- Strongly in favour – 37 people

Results for Question 2- How do you feel about the site featuring mostly three-bedroom townhouses for families to rent and own?

- Strongly opposed – 31 people
- Somewhat opposed- 19 people
- Neutral- 19 people
- Somewhat in favour – 38 people
- Strongly in favour – 16 people

Results for Question 3 – How do you feel about a transit-oriented development, which calls for mid to high-density housing (including high-rise towers) being located close to proposed rapid transit stations?

- Strongly opposed – 57 people
- Somewhat opposed- 15 people
- Neutral- 7 people
- Somewhat in favour- 19 people
- Strongly in favour – 26 people

Results for Question 4 – From 1 to 10, with 1 being the best, please rank the best things about the new development

- The features that were ranked the most often with a 1 include:
- Leads to better parks, community centres and other public facilities
- Brings new families to the neighborhood
- Eliminates an unused industrial site from the neighborhood
- Provides housing options with a reduced carbon footprint

The features that were ranked the lowest include:
- Generates more tax revenue
- Helps local businesses
- Increases property values of existing neighborhood (many had concerns it would raise property taxes as well)

Most common concerns about the development:
- increase of traffic
- height of high rise/shadows from high rise
- parking
- loud noise from construction
- concern about integration into neighborhood – many don't feel it will be integrated properly
- current green space where the development will be is informally used as a dog park – many people would like that aspect incorporated into the new development
- crime
- over population
- sewer system

Most common ways they would like their concerns addressed:
- via a website using more information and updates when they are available
- through email
- another public open house meeting – but have a question and answer period

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1.3 Public Open House #2 - Questionnaire, Sept 23, 2010

Public Open-House Questionnaire

We want your opinion!

Thank you for attending our second public open house to discuss the new Fort Rouge Rail Yards residential development.

1. How do you feel about the Fort Rouge Rail Yards being rezoned from industrial to residential use?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

2. How do you feel about the site featuring mostly high-quality three-bedroom townhouses for middle income families?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

3. How would you feel if ALL of the townhouses were sold rather than rented?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

4. How do you feel about the development omitting any public housing?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

5. How do you feel about our proposal to reduce the number of high rises from three to two and to increase the amount of greenspace around the remaining two towers?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

6. How do you feel about the development providing a boost for declining school enrolments in the area?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

7. How do you feel about the developer creating a $500,000 community development fund to help pay for upgrades to area parks, play structures, community centres, etc.?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

8. Because it will divert significant rain water to a new sewer built into the Rapid Transit Corridor, the development should effectively increase the wastewater capacity in the current Lord Roberts sewer system. How do you feel about this?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

9. How do you feel about the potential to restore the area's population back to what it was about 40 years ago?

Strongly opposed	Somewhat opposed	Neutral	Somewhat in favour	Strongly in favour
1	2	3	4	5

10. What concerns do you have about the development?

_____

_____

11. How would you like us to address your concerns?

_____

_____

Please tell us a little about yourself.

Name: _____

Address: _____

Phone: _____

Email: _____

_____ Yes, I want to receive email updates about the project.

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1.4 Public Open House #2 - Questionnaire Results, Sept 23, 2010

A total of 84 surveys were collected from the second public open house and overall the results were quite positive. A few overall themes of concerns and suggestions include:

- Suggestion to put lights at Lilac and Jubilee to divert traffic
- The addition of traffic, noise of construction, parking
- Rapid transit security
- Designated car share spots – have incentives for sharing
- Childcare facilities
- Rain water collected be reused for environmental purposes
- Install speed bumps and crosswalks for pedestrian safety

Sample of comments:

"I'm very excited about this new development and I hope that you keep public housing out and it is marketed to people that want to take care of those properties and continue to make this area a beautiful, safe, family-friendly place to be."

"I am strongly in favour of this development, however I am strongly opposed to the high rises which will completely change the character of the neighborhood."

"I am concerned about the 29% increase in traffic. I am concerned about more green space because this deal seems done. This plan looks the same as you proposed a few months ago. I saw nothing on a sustainable neighborhood. There needs to be proof on your plans."

"Traffic traffic traffic. More cars. I'd like to see the city take a stand on limiting the number of parking stalls. I know there has been a push back from residents about parking on street, but what about some innovations like subsidized transit passes fro the high-rise residents? Where are the additional community gardens? How certain are you that this particular site is suitable for geothermal?"

"We'd like to have another widely advertised, planned ahead open house evening followed by a question and answer period by a panel of developers, city and transit people where everyone can hear Q+A collectively (ie. auditorium style)"

Questions:

1. How do you feel about the Fort Rouge Rail Yards being rezoned from industrial to residential use?

Strongly opposed - 17
Somewhat opposed - 9
Neutral - 10
Somewhat in favour - 19
Strongly in favour - 29

2. How do you feel about the site featuring mostly high-quality three-bedroom townhouses from middle-income families?

Strongly opposed- 15
Somewhat opposed- 10
Neutral - 9
Somewhat in favour- 25
Strongly in favour - 25

3. How would you feel is ALL of the townhouses were sold rather than rented?

Strongly opposed- 11
Somewhat opposed- 11
Neutral - 10
Somewhat in favour- 23
Strongly in favour- 29

4. How do you feel about the development omitting any public housing?

Strongly opposed- 15
Somewhat opposed- 6
Neutral- 8
Somewhat in favour- 9
Strongly in favour- 46

5. How do you feel about our proposal to reduce the number of high rises from three to two and to increase the amount of greenspace around the remaining two towers?

Strongly opposed- 7
Somewhat opposed- 1
Neutral- 16
Somewhat in favour - 17
Strongly in favour - 43

6. How do you feel about the development providing a boost for declining school enrollments in the area?

Strongly opposed- 6
Somewhat opposed- 1
Neutral- 28
Somewhat in favour- 27
Strongly in favour - 22

7. How do you feel about the developer creating a $500,000 community development fund to help pay for upgrades to area parks, play structures, community centres, etc?

Strongly opposed- 5
Somewhat opposed- 2
Neutral- 18
Somewhat in favour -23
Strongly in favour- 38

8. Because it will divert significant rain water to a new sewer built into the Rapid Transit Corridor, the development should effectively increase the wastewater capacity in the current Lord Roberts sewer system. How do you feel about this?

Strongly opposed- 11
Somewhat opposed- 3
Neutral- 22
Somewhat in favour - 21
Strongly in favour - 27

9. How do you feel about the potential to restore the area's population back to what it was about 40 years ago?

Strongly opposed - 15
Somewhat opposed- 12
Neutral - 24
Somewhat in favour - 21
Strongly in favour - 12

2.0 Community Feedback Received and Respected

Fort Rouge Rail Yards

Community Feedback Received and Respected

We have made a number of changes and revisions to our plans, many as a direct result of community feedback.

- Number of high rise buildings reduced from three to two.
- Maximum height of proposed high-rise buildings capped at 21 storeys.
- High-rise towers kept back from the street, located to the far southwest corner of the site.
- Creation of public access routes (either urban plaza or green pathways) to and from new and proposed BRT station locations.
- More of the units will be put up for sale rather than for rent. Current projection is for 100% of townhouses will be for sale.
- Elimination of proposed public and subsidized housing units.
- We are open to establishing new traffic calming measures in the area in cooperation with neighbourhood residents and the City of Winnipeg.
- We're planning to use traffic circles to manage traffic near the development.
- Inclusion of sufficient parking within proposed development (1-2 spaces per unit).
- Developer supports the reopening of Argue Street.
- Opening of pathways to new greenspaces and active transportation trails through the townhouse development.
- Elimination of proposed new section of Argue Street behind fire hall.
- Maintain current community garden at community centre near Argue Street.
- Addition of new greenspace for new soccer field at Lord Roberts Community Centre recommended.
- Maintain Berwick field as a park and soccer field.
- $500,000 community development fund to be created for neighbourhood improvements (ie. to parks, gardens, schools, community centres).

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A T.O.D. Development

Fort Rouge Rail Yards

Community Feedback Received and Respected

We want to make this development succeed for everyone. We've listened to area residents, planning experts, traffic engineers and others to guide us as we revise our plans for this exciting new transit-oriented residential development.

July meeting feedback:

- Majority of attendees at our first public meeting supported changing the zoning of the site from industrial to residential.
- About half of those who filled out our surveys also supported our plan to fill most of the site with high quality three-bedroom townhouses.
- Heard questions and concerns about sewer system infrastructure, density, the proposed high-rises, traffic and construction noise.

Sewer and water:

Dillon Consulting studied how the development would impact area sewer and water systems:

- New watermain to be installed to service development.
- Potential to tie watermain in to existing water distribution system to ensure better reliability and pressure through existing system.
- Land drainage sewer already installed as part of the Southwest Rapid Transit Corridor project.
- All drainage on developable lands to be directed to land drainage sewer.
- Land drainage flows (run-off) removed from the existing Cockburn combined sewer district are greater than the wastewater flows generated by development, which **results in a net reduction in wet weather flows to Cockburn combined sewer district**.
- Draft sewer and water study now posted on our website www.FortRougeYards.com.

Density:

- Population of the Lord Roberts neighbourhood has dropped by 1,600 persons from the 1971 census (6,555 residents) to the 2006 census (4, 955 residents).
- The estimated population increase (1,800 residents) as a result of the Fort Rouge Yards development will offset the historical population decline.
- Area schools have adequate capacity to absorb expected rise in number of students. Lord Roberts School (N-6) has room for 100-200 students, Ecole Riverview School (N-6) can accommodate up to 75 students, and Churchill High School (7-12) could accommodate approximately 400-600 new students.

Construction noise:

- We're committed to keeping disruptions and noise associated with construction to a minimum. To do that, we're talking with the City of Winnipeg about the least disruptive path for trucks as well as on site parking for workers.

High-rise buildings:

- In July, we proposed three high-rises of 20, 14 and 14 storeys.
- Many attendees said that would be too many buildings and that it would take away from potential greenspace.
- Revised plan calls for two high-rises not to exceed 21 storeys.
- Taller buildings require smaller footprints and leave more greenspace. This solution will allow us to build two signature buildings, set well back from the existing neighbourhood.
- Shadow studies we've conducted show that the shadows of 21 story buildings set back on the property will not reach the existing neighbourhood.

Traffic:

Dillon Consulting also studied the development's potential impact on area traffic. Here is a summary of the study's findings:

- The development will restore the area's population to 1971 levels.
- Development will generate 2,834 trips per day, with 213 trips in the morning peak hour and 243 trips in the afternoon peak hour.
- Expected traffic volume changes:
  - Lilac St. - Currently handles 2,280 vehicles per day. Increase projected to be 646 or 29%.
  - Cockburn St. - Currently handles 1,160 vehicles per day. Increase projected to be 1,885 or 162%.
  - Daly St. - Currently handles 1,820 vehicles per day. Increase projected to be 131 or 7%.
  - Nassau St. - Currently handles 1,240 vehicles per day. No increase projected.
  - Morley Ave. - Currently handles 1,960 vehicles per day. Increase projected to be 178 or 9%.
  - Brandon Ave. - Currently handles 1,940 vehicles per day. No increase projected.
  - Jubilee Ave. - Traffic volumes on Jubilee currently range between 21,900 and 26,600 vehicles per day with a projected increase of 1,950 - 2,420.
  - Osborne St. - Traffic volumes on Osborne currently range between 27,800 and 28,600 vehicles per day with a projected increase of 180 - 410.
- All collector streets remained within acceptable daily traffic volume limits of under 5,000 vehicles per day. Volumes on the collector streets will range from 1,969-3,273 vehicles per day.
- Study concluded that traffic signals are not required at the Lilac/Jubilee intersection during the 20-year study time frame (ie. through 2030).
- Morning and afternoon peak traffic operations at the Lilac/Jubilee, Cockburn/Jubilee, Daly/Jubilee, Morley/Osborne, and Brandon/Osborne intersections will continue to operate within acceptable limits for both background and anticipated traffic volumes.
- Draft traffic study now posted on our website www.FortRougeYards.com.

Another project brought to you by: Lexington Investment Corp



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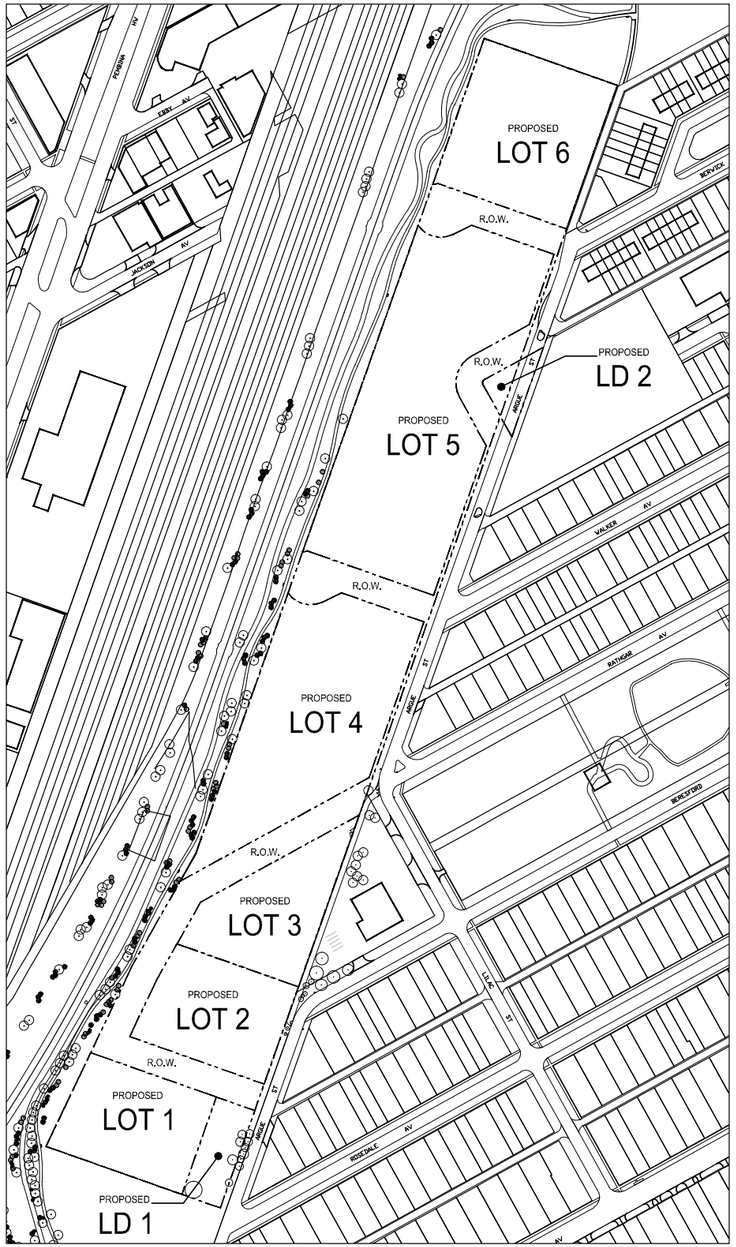
the Yards at Fort Rouge
A T.O.D. Development

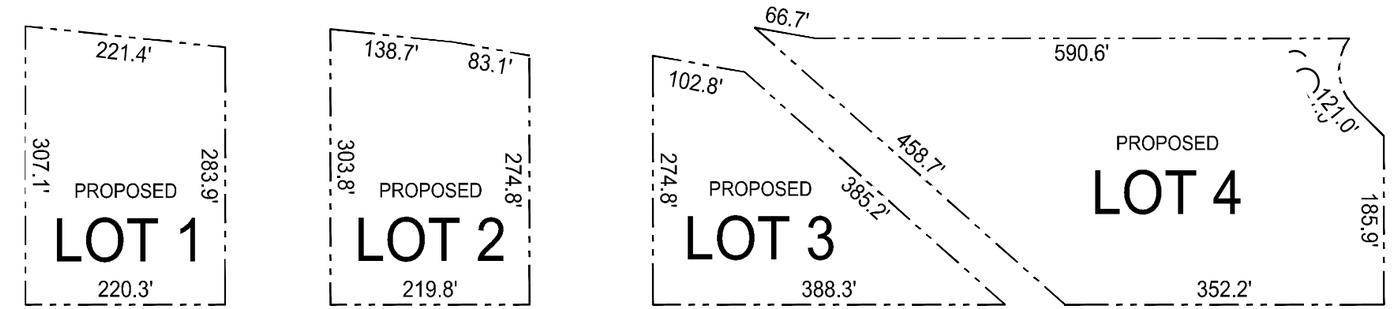
3.0 Proposed Plan of Subdivision



SUBDIVISION SKETCH OF
PART OF RIVER LOTS 25,26, AND 27
PARISH OF ST. BONIFACE
SUBJECT LANDS INCLUDED
WITHIN PLANS 17892, 25552,
AND 41210 W.L.T.O.
CITY OF WINNIPEG

PROPOSED SUBDIVISION

LOT 1	65,083 SF	(1.494 ACRES)
LOT 2	64,001 SF	(1.469 ACRES)
LOT 3	63,724 SF	(1.463 ACRES)
LOT 4	148,196 SF	(3.402 ACRES)
LOT 5	204,746 SF	(4.700 ACRES)
LOT 6	97,568 SF	(2.240 ACRES)
LD 1	19,094 SF	(0.438 ACRES)
LD 2	19,808 SF	(0.455 ACRES)



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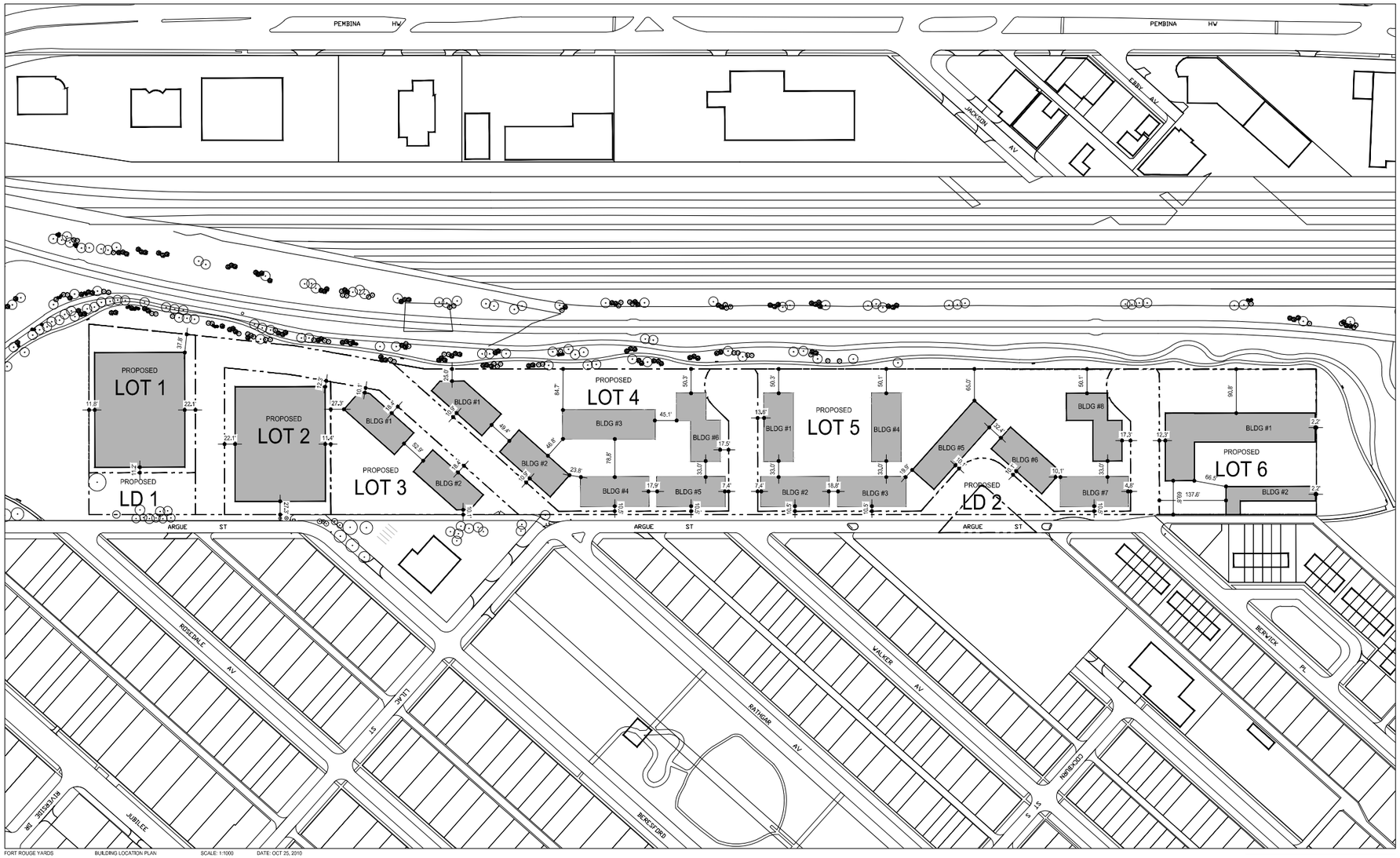
4.0 Building Location Plan



BUILDING LOCATION PLAN N

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