BACKGROUND NOTES
for a Feasibility Study
to Repurpose CPKC Rail yards.

January 2025

1. Introduction

For decades there has been speculation about moving the CP rail yards out of the centre of Winnipeg. Situational conditions now appear to indicate some change of use of this important city real estate is possible. However, to move government action from dream to development, to practically balance the costs and benefits involved, requires substantive information, critical analysis and long-term innovative planning for what can be done.

The objective of these background notes is to facilitate preparation of a feasibility study to consider using this inner-city real estate for new development and therefore public use.

A feasibility study should examine the structural, economic and environmental factors involved in moving all or parts of the Canadian Pacific Kansas City Railway (CPKC) marshaling/rail yards and creating the infrastructure for new development. The objective of the study would be to resource government, the corporation, related businesses and community stakeholders in deciding appropriate subsequent action.

Information, analysis and recommendations in the feasibility study should include:

- Engineering or Structural Changes
    - Logistics of moving existing rail yard structures
    - Logistics for subsequently developing the land for city use
- Economic or Financial Considerations
    - Cost estimates for rail line removal and redevelopment of the land
    - Financial impacts and revenue potential from redevelopment on stakeholders
- Environmental Projections
    - Current energy use and environmental impact (pollution and waste)
    - Potential climate/energy benefit of change in land purpose and use.

- Current situational considerations:
    - Currently Winnipeg has 22 rail lines connecting through the city from different directions, with 240 rail grade crossings and five rail yards within city limits,
    - Railways operating in Winnipeg include, CPKC, Canadian National Railway, VIA Rail, Central Manitoba Railway, Greater Winnipeg Water District railway, Prairie Dog Central and Burlington Northern Santa Fe (Manitoba),
    - About three quarters of city residents live within a 800m buffer zone around rail lines, therefore are directly affected by railway traffic and redevelopment of railway land,
    - City of Winnipeg earns about $1.3 million in tax revenue annually from the railway companies,
    - Two bridges across the CPKC marshalling yards at Salter and Arlington Streets – the latter of is currently closed and will need replacing,
    - CentrePort is a major transport juncture to the north-west of the city and another proposed hub to the south could potentially change the configuration for all forms of transport through Winnipeg,

- Winnipeg's population is estimated to increase to 1 million in the next 20 years. Housing and other infrastructure needs must be planned for now to meet these future needs.

2. Background

2.1. Railway History

Railway operations have existed in Winnipeg since 1881 when Canadian Pacific Railway began service between Winnipeg and Brandon. The railway then transported cereal grains from the prairies to Vancouver or Lake Superior. In 1902, the Canadian Northern Railway successfully finalized the construction of another rail line extending from Winnipeg to Port Arthur.

For over 50 years there has been public interest in redeveloping the CPKC rail yards in Winnipeg. Community notables, social service providers and politicians have talked about how the railway divides the city geographically and socially. The advocacy has been about making the land a community asset. In 1978, Sister MacNamara (a highly respected care giver and social advocate) defined the relocation of the rail yards as a political issue, not a financial one, and today the issue remains political. In 2013 the Social Planning Council of Winnipeg published a report on the need and value of a Feasibility Study to document what could be done, and the cost and benefits of repurposing the then CP land.

There are current and evolving opportunities for both government and corporate consideration in planning a rail yard move and land development. There are economic and social pressures on the city that a rail yard move could address. The huge cost of city infrastructure replacement and expansion in particular is being exacerbated by urban sprawl, not reduced. There are commercial and regulatory measures facing the railways that a rail yard redevelopment could address. And facing everyone are political pressures to respond to the fossil energy crisis and global warming.

The City of Winnipeg has the ability to access legislated federal resources for a feasibility study and possible redevelopment process. Legislation allows for municipalities to undertake rail yard developments. Mayor Scott Gillingham has pledged "to tap into federal funding for a study and committed to supporting incremental rail relocation opportunities". In Budget 2024, the Province of Manitoba has set aside "**...** $200,000 for a study on relocating the rail lines dividing Winnipeg north and south."

Rail removal and redevelopment of the land depends on a number of legal, technical and financial factors. Cooperation among federal, provincial and municipal levels of government, the rail companies, the trucking sector and local industry remain central to any planning. The long-term development of the land will also need commercial investment, community support, and the collaboration of numerous civic organizations. Much like a Rubik's Cube, managing change will be multi-levelled and complex.

2.2. Challenges and Opportunities

Winnipeg's Transportation Master Plan (2011) identifies a significant issue for urban planning: "Rail traffic is expected to increase as Winnipeg grows its freight transportation sector, which will lead to more frequent blockages of roadways at at-grade crossings. As travel demand on the roads increase, bottlenecks may also form at existing at-grade crossings leading to congestion." (p.26) Reimaging Mobility (2024) updates the Transportation Master Plan, noting good traffic, "...limitations caused by natural topographic features, waterways, railways, existing developments, and land uses." (p.93)

Some conditions have dramatically increased pressure to redevelop city land. The need for additional housing, particularly social housing in the city is at crisis level. Population expansion has created demand the City has not been able to address. Second, environmental concerns and particularly the dangers of unmitigated fossil energy use are calling for immediate action. While the City has new policies to address its Green House Gas reduction, it has had minor effect on climate adjustments. Simultaneously, the City is planning major street expansion to meet urban sprawl projections that will add to GHG emissions.

Another factor demands urgent and assertive action, rather than normal incremental effort. The critical needs of the Indigenous community and expansion of the new Canadian population are not being met with piecemeal and a slow development of options. While the redevelopment of the rail yards is a long-term challenge, so are the needs of Winnipeg's marginalized populations. With coordination, planning can be synchronized for both immediate and long-term objectives.

While a feasibility study may not have a crystal ball, it could consider the liability of not acting now. There are risk (public health and safety) and cost (fiscal, economic and climate) factors that could seriously affect the City and public in the future, if opportunities to redevelop are not considered.

See: Attachment ONE: Risks of Railway Traffic Through Urban Areas

2.3. Railway Corporation

Canadian Pacific Kansas City (CPKC) is an expanding corporation, creating "the first and only transnational rail network in North America. ... CPKC moves essential goods across our 20,000-mile network to support economic growth throughout Canada, the U.S. and Mexico." CPKC occupies;

- about 380 acres where equipment maintenance, inter-modal services and operational supports are located west of McPhillips (Weston Shops)
- 86 acres (Logan Yard) of marshalling yards southeast of McPhillips Street
- about 366 acres of marshalling yards in northern Transcona.

While railway corporations are burdened with historic infrastructure limitations, increased safety concerns and demands for greater attention to energy use, railways present new opportunities for expanding transport and passenger use, and economic growth for Canada.

The corporation is dealing with the limitations created by longer trains going through urban areas and regulations limiting train movements. While some rail infrastructure is needed for local manufacturing and retail, the transit of trains is significantly slowed going through Winnipeg. The intermodal facility is also expanding service but is hampered by traffic and narrow street access.

Safety of urban populations is also a more acute concern. Two Manitobans have been killed in train accidents and one person has been seriously injured in the last two months. The derailments over McPhillips Street last year, and two others in North Dakota (March 2023, July 2024) carrying toxic chemicals, are recent example of what can happen when rail traffic goes through Winnipeg. Transport Canada now requires railways to inform communities when dangerous chemicals are transported through their urban areas. The Transportation Safety Board concludes that unplanned/uncontrolled movement of rail equipment continues to "create high-risk situations that may have catastrophic consequences" (2022, Watchlist).

The corporation has opened conversations with residents near rail lines and Cities interested in rail line issues and yard development. It is therefore more available for considering the complexities of change and

balancing community needs and corporate interest. A hydrogen powered locomotive is also being tested now and this technology could affect the railway's climate impact.

Contact: Mike LoVecchio, Director Indigenous Relations and Government Affairs
CPKC, General Yard Office, 1670 Lougheed Highway, Port Coquitlam BC V3B 5C8

2.4 Experience with Railway Relocations

The concept of removing rail yards from city centres and redeveloping reclaimed land is not new to Canada or the Unites States. A number of cities have taken steps to convert rail lines and industrial property for public use – housing, parks, recreational facilities and more.

In Montreal, redevelopment of the Angus Shop, 100 acres of land formerly owned by CP Rail led to the development of a vibrant mixed-income neighbourhood with over 2,500 housing units. The Toronto Transit Authority is considering developing land for its office complex that includes community use and green space.

In 2012, CP Rail relocated its intermodal freight yard from the City Centre to a new hub in the west part of Regina. The City of Regina purchased the 17.5 acre land as part of downtown redevelopment strategy. The site is a key part of Regina's Revitalization Initiative, including a new stadium, housing, infill and urban development, which will eventually attract approximately 10,000 people to make downtown home, including 2000 residents on the site. In 2018, the three levels of government provided $33.6 in funding for the rail yard renewal project. Governments anticipated the area would attract a $500 million housing development. Environmental remediation for the site began in 2021.

In 2022, Regina City Council and the Federal Transportation minister agreed to fund a preliminary study for a Ring Road rail relocation project. The project would affect three crossings of the city's ring road highway. The preliminary design is expected to cost $2 million and will be shared between the City and Federal government. The plan will involve relocating rail lines north of the City and is expected to cost $107 million.

Red Deer successfully relocated its CPR yards in 1990s and its City Yards in 2009. Efforts at rail relocation have proven less successful in Saskatoon, however. In 2021, Saskatoon City Council examined legislation and regulations concerning rail relocation. The resulting report provided a negative conclusion concerning the ability of the City to pursue rail relocation: "The Administration believes no further action on rail relocation is possible at this time until either or both railway companies express a desire to further develop either the shared corridor or relocation concept."

A successful redevelopment of the CN East Yard property at the convergence of the Red and Assiniboine Rivers was started in 1986 and is now a well-known entertainment and cultural area. The Forks was a joint project of all three levels of government and the private sector. The experience of moving the CN East Yards to make way for The Forks development provides local and current lessons. Therefore there is substantial experience to learn from.

As part of the feasibility study, officials should be consulted in other cities where the railways have been moved and to document their experiences. It will be particularly useful to document pitfalls of such projects and warnings they may provide planning in Winnipeg.

3. Scope of Study – Removal Stage

3.1. The objectives of Stage One are to:

- Identify high level policy requirements to move parts of the marshalling yards,
- Determine the technical knowledge needed to remove rail infrastructure,
- Project the main financial requirements for a potential removal,
- Identify a process to remove existing rail infrastructure,
- Examine experience of other cities in moving rail yards,
- Identify relocation options and requirements for CPKC , and
- Identify issues affecting freight transport, adjacent properties, other rail lines.

3.2. Information, Data and Recommendations

3.2.1. Engineering/Structural:

- Logistics of moving existing rail lines and buildings
- Utility services/infrastructure existing through the property and changes
- Impact on adjacent industry and commercial facilities related to the railway
- Arlington Bridge replacement or other street crossing options
- Impact on public transportation while removal takes place
- Logistics of creating new rail yard – space, road crossings, buildings, etc.
- Provide environmental assessments and soil analysis
- Logistics of integrating new rail lines and yard into CentrePort (an option)
- Implications for CNR, VIA Rail, CMR, GWWDR , PDC, BNSF.
  See Attachment FOUR.

3.2.2. Economic (financial issues/costs):

- Physical removal of steel and wood, existing structures (concrete and brick)
- Branch/spur line adjustments
- Current valuation of land used by railways and revenue generated for City
- Soil analysis, remediation and removal needed,
- Rerouting streets/bridges and upgrading level crossings
- Commercial impact on related industries, transportation and businesses
- Funding (investment, subsidies, grants etc) available for removal costs
- Cost to maintain status quo (not repurposing the marshalling yard).

3.2.3. Environmental Projections:

- Current impact on ecology/energy use/public impact
- Site analysis for pollutants (hydrocarbons, heavy metals, etc)
- Analysis of ground water for potential pollutants
- Potential impact of pollutants from removal activity
- Potential treatment options of polluted soil (burn, biological, dispose etc).
- Energy demand for remediation of soil (technical options and costs)
- How to comply with provincial and federal regulatory requirements.

4. Scope of Study – Rebuilding Stage

4.1. The objectives of the second and development stage are to:

- Determine the knowledge needed to install infrastructure for repurposing reclaimed property,
- Consult the public on development options (housing, commercial, public transit, parks)
- Estimate financial requirements for potential development, with relevant comparisons to recent urban expansion (for streets, water, sewer, hydro and geothermal)
- Identify a process required to facilitate development options,
- Recommend how to integrate development with City and Corporation long term plans, and
- Outline development scenario with engineering and economic recommendations.

4.2. Information, Data and Recommendations

4.2.1. Engineering, Structural:

- Logistics of creating new location for rail yard
- Map and propose infrastructure and structural possibilities for land use
- Branch/spur line adjustments and alternative use (eg. public transit)
- Arlington Street (and other street) access options and requirements
- Utility services/infrastructure changes (by City, Mb Hydro, other) and relevant comparisons of other urban developments
- Urban design potential requirements (services, access, restrictions, plans, etc)

4.2.2. Economic, Financial/cost-benefit:

- Valuation of land – projected (post rail removal),
- Estimated cost of derailments or toxic spills to government and rail corporations
- Cost of rail yards relocation based on CPKC need,
- Comparative costs of 'brown-field' versus 'green-field' development,
- Capital requirements for rerouting streets/bridges,
- Funding sources – government subsidies, private investment – for development,
- Revenue potential long-term (taxation, rental housing, private investment, public-private partnership, district heating, employment, etc),
- Cost/advantage of rail relocation on adjacent and new industry and business.

4.2.3. Environmental projections;

- Current cost to ecology/energy use (for comparison to redevelopment and existing urban sprawl costs, for city and climate)
- Energy demand for redevelopment (potential pollution and waste)
- Potential environmental/energy benefit to city/province (reduced traffic, LEAD-built housing, district heating, new Green business, etc)
- Potential value of railway technology innovation (therefore GHG reductions)
- Impact on City - "Livable City" development planning and expansion (commercial space, schools, health and recreation, services).

4.3. Design Options

Over the years there has been a great deal of speculation about what could replace the CP rail yards. There is no consensus. After Phase One offers some data projections (removal costs, remediation of soil alternatives, impact on adjacent areas and industry), it would be useful to have public input on design options. These options are not fixed nor approved by government or the corporation.

4.3.1. Full Removal and relocation of rail lines. This includes all 470 acres, including buildings and branch lines. Arlington Bridge would not be replaced. CenterPort and other proposed options will be a key aspects of the relocation of the lines and yards.

4.3.2. Partial Removal, retaining main through-line and branch lines. This option will significantly change the use of this property but will still have four-plus lines running straight through the property for trains not stopping in Winnipeg. However, CPKC and VIA Rail may need stations for freight or passenger use.

4.3.3. Sequential Removal of some lines with long term vision or plan. Technically, the land occupied by CPKC could be parceled and isolated for repurposing. Depending on information from Stage one, and agreement between the City and Corporation, a process of incremental development could be planned.

5. Central Considerations to Address

5.1. Major Challenges Anticipated

There are major challenges facing the City and Province to redevelop the rail yards. But these challenges are balanced by the potential opportunities and benefits redevelopment will bring to Winnipeg's population and economy. Central to these three factors, is where does funding come from and where are the decision points, i.e. which officials make what decisions.

5.1.1. Costs, Financing

The cost of removing the railway infrastructure to develop the land for new use is going to be expensive. The removal of rail infrastructure, remediation, and redevelopment of the land is going to cost millions of dollars, spread over a potential 10-15 years.

However, there are revenue and cost saving options that should be analysed and compared to the cost of redevelopment. For example, the City of Winnipeg is required to provide a full range of municipal services to new city developments. This includes "piped water, piped wastewater, piped land drainage, and an urban standard roadway" (Our Winnipeg, 2011). The long-term costs of providing and maintaining infrastructure associated with urban sprawl could be considered part of the feasibility study. Because of the lack of structural barriers to infrastructure installation and the economic advantages of intensified land-use, there could be cost savings to the City from rail yard redevelopment.

5.1.2. Alternative Location

If the CPKC rail lines in part or in total are removed from the current location, the logical question is where could a new rail yard be placed. The Corporation will legitimately want to maintain or enhance its capacity to move freight to/from and through the city. Maintaining east-west freight lines points to relocation possibilities north or south of Winnipeg where there is open space. Projections for more US/Mexico freight and long-term possibilities for European freight through Churchill could influence positioning a new location. Existing CNR and CPKC yards on the eastern side of the city could also influence the choice of relocation.

CPKC tracks currently transverses the north-west corner of Winnipeg near CentrePort Canada, built as an inland freight hub. CentrePort covers about 20,000 acres of industrial land with access to tri-modal transportation, including CN, CPKC and BNSF railways, an air cargo airport and an international trucking hub. It is located adjacent to the Winnipeg international airport, within the Rural Municipality of Rosser and the City of Winnipeg.

The Inland Port Special Planning Authority is responsible for development planning, zoning and by-law administration and enforcement. CentrePort North is a designated special planning area under The Planning Act, with authority to facilitate a streamlined land-development process. It is comprised of representatives from the RM of Rosser, City of Winnipeg, CentrePort Canada Inc., Winnipeg Airports Authority and the Province of Manitoba.

Contact: Carly Edmundson, CEO CentrePort Canada Inc.
259 Portage Avenue, #100, Winnipeg R3B 2A9

A private sector vision for creating a major new rail hub south-west of Winnipeg is being considered. The plan would also include the three main railways but would occupy land with few encumbrances.

While the CPKC rail yards are the focus of current thinking about urban development, the routing plans of Canadian National Railway are also relevant. There are also smaller rail lines in the city that could be affected by a CPKC yard change: Central Manitoba Railway (CMR), Greater Winnipeg Water District railway (GWWDR) , Prairie Dog Central (PDC) and Burlington Northern Santa Fe Manitoba (BNSF). As well, according to *VIAction 2030 Strategic Plan*, central ambitions of VIA Rail are to "Elevate VIA Rail's capacity to move more people and connect more communities across Canada through increased frequencies in the Corridor and long-distance, remote and regional strategy. (and) Provide an unparalleled and inclusive travel journey, seamlessly connecting customers from doorstep to destination."

5.1.3. Soil Remediation

Railway lines are a major source of air, soil and water pollutants. The pollutants involve heavy metals, hydrocarbons and fine particulate matter varying in chemical makeup, reactive properties, emissions, disintegration rates, and capacity to disperse over short or long distances. The heavy metals include lead, mercury, cadmium, silver, nickel, vanadium, chromium and manganese.

Hydrocarbons, a major components of diesel fuel, oil, natural gas and pesticides, releases carbon dioxide, as well as other greenhouse gases that contribute to atmospheric pollution and climate change (deplete the ozone, reduce photosynthetic ability of plants, etc.), and are known to increase cancer and respiratory disorders in humans.

Heavy metals tend to accumulate within the human body over time and do not biodegrade over time. Heavy metal contamination follows a cycle - industries release emissions into the atmosphere, which are then dispersed into the soil, water, and food, exposing humans and animals to contamination.

While more soil analysis is needed, the railway has been monitoring contaminants of the yards for a number of years. The Contaminated Sites Registry, documents testing, analysis and monitoring of contamination of the rail yards, mainly the Weston Yards in the western side of CPKC's property, between 1991 and 2021. https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/index.html

There are numerous different methods of rejuvenating damaged soil, each depending on physical conditions, proximity to human habitation, the nature of the pollutants and of course, cost-benefit. Therefore the first step in considering remediation is further soil testing and analysis.

Remediation options may include physical, chemical or biological means that degrade, disperse, dilute, radioactively decay, stabilize, transform or destroy contaminants. While complex and costly, there are innovations that indicate more convenient methods are available. There has also been progress in 'green' restoration of contaminated land regaining biodiversity and ecosystem quality. For example, natural attenuation or bio-remediation is a process or a combination of natural processes, that reduce mass, toxicity, volume and/or concentration of contaminants.

https://gost.tpsgc-pwgsc.gc.ca/techlst.aspx?lang=eng#wb-auto-5

Environment Canada has published a number of examples of successful 'brownfield' remediation efforts. The federal government has also documented a primer in current remediation technologies for soil and land redevelopment. There are local professional resources available also.

https://www.canada.ca/en/environment-climate-change/services/federal-contaminated-sites/success-stories.html

Contact: Jack Winram CEO, Mb Environmental Industries Association
310-113 Market Avenue. 204 783 7090 admin@meia.mb.ca https://meia.mb.ca/

5.2. Legal, Legislative and Regulatory Considerations

5.2.1. Rail Relocation and Crossing Act.

https://laws-lois.justice.gc.ca/eng/acts/r-4/FullText.html

"Part of urban area

(2) The Agency may receive an application in respect of a transportation study area that includes only a part of an urban area if the Agency is satisfied that the accepted plan materially affects only those municipalities located wholly or in part in the transportation study area to which the accepted plan relates.

"Marginal note: Financial assistance

(3) Subject to subsection (4) and to such regulations as the Governor in Council may make in that behalf,

(a) the Minister of Transport may authorize the payment, out of moneys appropriated by Parliament therefore, of part of the cost of preparing such one or more transportation plans in respect of a transportation study area as are desirable to consider for the transportation study area; and

(b) the Minister of Transport may authorize the payment, out of moneys appropriated by Parliament therefore, of part of the cost of preparing such one or more urban development plans in respect of a transportation study area as are desirable to consider for the transportation study area."

5.2.2. Winnipeg Planning and Requirements

By 2040, Winnipeg is projected to grow by more than 160,000 people, adding more than 83,000 new jobs, and needing an estimated 82,000 new homes. To make sure we grow in the best way possible, Complete Communities promotes three key directions:

- Setting a goal that at least 50 percent of all new homes will be built in existing parts of the city. We will do this by making infill development easier to build and desirable to live in.
- Encouraging locating most homes and jobs next to transit service so it is easier to get around without a vehicle.
- Planning new neighbourhoods to know what infrastructure is needed to support them.

The City of Winnipeg's 20 year development plan, Winnipeg Centre 2050 directs the city to increase urban density. *OurWinnipeg* recognizes "the convergence between the challenges of land supply constraints and economic sustainability." Complete Communities Direction Strategy 2.0 secondary plan by-laws took effect on May 26, 2022, as the official development plan guiding growth and change for the city. Rail relocation is specially mentioned in *OurWinnipeg* 2045 under the goal of Neighbourhood Connectivity (6.45) https://www.winnipeg.ca/building-development/city-planning-design/ourwinnipeg

"Neighbourhood Connectivity: Partner in the pursuit of feasible rail location and relocation alternatives that would create opportunities for intensification and enhanced connectivity within and between new and established neighbourhoods." p. 8

See Attachment FOUR: City of Winnipeg Plans

5.2.3. Department of Municipal and Northern Relations;

- Land Use and Development – policies and regulations
  https://gov.mb.ca/mr/land_use_dev/index.html

- Inland Port Special Planning Area Public Registry
  https://gov.mb.ca/mr/centreport/public_registry.html

5.3. Environmental considerations;

- The Contaminated Sites Remediation Act https://web2.gov.mb.ca/laws/statutes/ccsm/c205.php

- Storage And Handling of Petroleum Products And Allied Products Regulation

- Hazardous Waste Regulations (Classification Criteria for Products Substances & Organisms Regulation, Generator, Registration And Carrier Licensing Regulation, Manifest Regulation)

- Waste Disposal Regulations.

5.4. Indigenous Rights

The CPKC rail yards are on Treaty One land. As the property is corporate owned it does not necessarily meet legal requirements for the application of Indigenous Rights. Legislation defines Federal and Provincial guidelines on 'duty to consult' but "Third parties, such as proponents, do not have a legal obligation to consult Aboriginal groups." However, as development of the property would affect Winnipeg's Indigenous population, representatives of Treaty One First Nations should be involved in planning. Once the property is acquired by government, if acquired, it would be subject to Section 35 of the *Constitution Act, 1982*, *United Nations Declaration on the Rights of Indigenous Peoples,* and Government of Canada 'duty to consult' commitments.

https://www.rcaanc-cirnac.gc.ca/eng/1100100030285/1529354158736

https://www.rcaanc-cirnac.gc.ca/eng/1100100014664/1609421824729#chp2_1_4

6. Study Methodology

The Feasibility Study should propose a hybrid form of iterative research, technical measurement, critical analysis and consultation. Considering the number of stakeholders interested in the outcome of the Study, it should also be publicly accessible. Considering change of the rail yards and related industrial space has implications for the whole city, the study could be seen as a key part of long term urban development.

The feasibility study will need definition of options for redevelopment of the rail yards. While three design options could be suggested in a request for proposals and feasibility study, this would only be a start to replacement planning of the rail lines. Base requirements could establish some structural projections for the land and outline some of the predictable costs (infrastructure and services) and benefits (tax revenue, land sales, leases, sale of services, public transit). The study should therefore engage urban planners, commercial developers and community representatives.

Planning projections at this level could tap into existing institutional and commercial resources in Winnipeg, for example at the universities and the Urban Development Institute. This level of planning could also include related economic and transportation interests being informed by Economic Development Winnipeg, UofM Transport Institute, the Winnipeg Metropolitan Region, Treaty One Nation Government and Development Corporation and others. While there will be many proposals for development, design options will have to be structurally doable, financially affordable and environmentally based.

At this point, community interests and representatives will have input on a number of issues including design options and governance to assure social benefit from redevelopment. Historical, cultural and political features of design could then influence planning. Because of the size and numerous features involved in redevelopment, the City may also create new administrative structures to manage opportunities such as a 'green energy agency' or a 'unique utilities cooperative'. Political leadership will be an important necessary asset going forward. SPCW could facilitate a consultative and planning process for managing community interests affecting disadvantaged populations, employment opportunities and to coordinate with other local issues related to the ongoing use of the land/property.

7. Feasibility Study Management

Contractor	Consultant(s) engaged
Advisory Committee	City of Winnipeg
	Province of Manitoba (at least one of two Departments)
	Canadian Pacific and Kansas City Railway
	Wpg. Chamber of Commerce or Business Council of Manitoba
	Social Planning Council of Winnipeg
	Treaty One
	* others added as needed.
Redevelopment Forums	Urban Design professional consultation
	Semi-annual public report on progress and consultation

8. **RFP/Study Schedule**

- Confirm Funding ??
- Issue RFP ?? 2025
- Receive Proposals ?? 2025
- Approve Proposal ?? 2025
  - agree on work plan with Consultant(s)
  - set milestones/key report points
- Stage One 9 months
- Stage Two 12 months

9. **Budget Projection**

- Potential Funding;
  - City of Winnipeg ?
  - Province of Manitoba $200,000
  - Government of Canada $200,000
- Proposed Budget: $400,000

10. **Consultant / Proponent Profile**

A response to the feasibility study RFP should include;

- A feasibility study proposal, according to the defined scope of the RFP, and
- An expression of interest which highlights what they offer that may be unique or different than how other consultants may implement the RFP.

Consultants to conduct the feasibility study should have at minimum:

- Technical Expertise in-house: Engineering, Economic, Environmental,
- Experience with municipal infrastructure development,
- Knowledge of Manitoba/Winnipeg geography and weather conditions,
- Experience with large scale urban planning and participation of inner-city and Indigenous communities,
- Registered and bonded corporate or business entity, and
- Demonstrated commitment to Corporate Social Responsibility or Environmental, Social and Governance principles.

A consultant hired to conduct the feasibility study should be permitted to bid on contracts to implement subsequent action by government or CPKC regarding the rail yards and future treatment of the land, if approved.

11. **Attachments**

One: Rail line Accidents – statistics

Two: Rail Line Site Map Winnipeg

Three: Contamination monitoring Examples

Four: Winnipeg Planning Requirements

Five: Rail lines through Winnipeg

Six: RFP Outline

12. Credits

Dennis Lewycky, Social Planning Council Winnipeg (author)

with input of Barry Prentice, Transport Institute, University of Manitoba

Glenn Koroluk, Manitoba Eco-Network (former ED)

Curt Hull, Climate Connections

Ijeoma Eze, Graduate Student

Josh Brandon, Social Planning Council of Winnipeg

Michael Dudar, MPD Project Services

Richard Milgrom, Urban Planning University of Manitoba

Wayne Simpson, Economics, University of Manitoba

13. References

Railway Canada factsheet:
https://legacy.railcan.ca/wp-content/uploads/2017/08/Rail_relocation_factsheet_EN.pdf

Urban Development and Transportation Plans Regulations C.R.C., c. 1385
https://laws.justice.gc.ca/eng/regulations/C.R.C.,_c._1385/page-1.html

Canadian Infrastructure Report card
http://www.canadainfrastructure.ca/

Impact Assessment Agency Canada
https://www.canada.ca/en/impact-assessment-agency.html

Saskatoon - Rail Relocation versus Grade Separation Feasibility Study 2021
https://pub-saskatoon.escribemeetings.com/filestream.ashx?DocumentId=132955

Texas relocation study report
https://static.tti.tamu.edu/tti.tamu.edu/documents/0-5322-1.pdf

SOCIAL PLANNING COUNCIL of WINNIPEG

A sustainable community that is caring, just and equitable

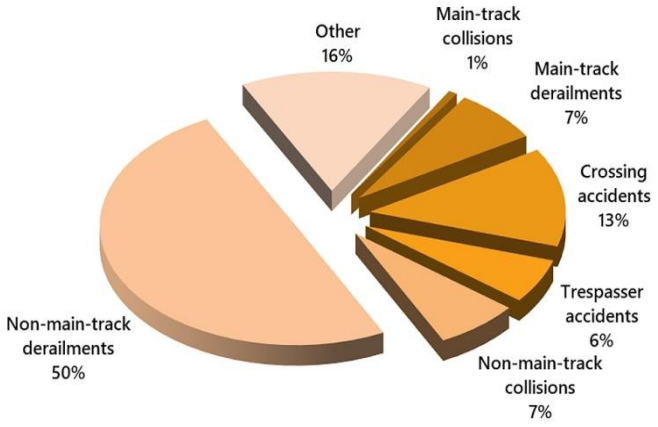
432 Ellice Avenue, Winnipeg, MB. Phone: 204-943-2561 Cell: 204-590-8932 kkehler@spcw.mb.ca

Attachment ONE: Risks of Railway traffic through Urban areas

Railway traffic through densely populated urban settings presents safety risks to residents and staff. There are potential accidents, pollution, and exposure to hazardous materials that can impact the health and well-being of humans and cost railway companies and government.

Accidents:

In 2020, 965 rail accidents were reported to Transportation Safety Board, which was than the 2019 total of 1256, an 11% decrease from the previous 10-year (2010–2019) average of 1083.



Percentage of rail accidents by type, 2020

Freight trains accounted for 34% of all trains involved in rail accidents in 2020. Four percent (42 in total) were passenger trains, with the remaining 62% comprising mainly single cars/cuts of cars, locomotives, and track units. See: https://www.bst-tsb.gc.ca/eng/stats/rail/2020/sser-ssro-2020.html

The largest proportion of reported rail accidents comprised non-main-track derailments. Typically, most non-main-track accidents are minor, occurring during switching operations at speeds of less than 10 mph.

In 2020, 13% of rail accidents involved vehicles or pedestrians at rail crossings, below the 16% average of the previous 10 years. The proportion of other accident types (16%) in 2020 was above the 10-year average (12%). There were 18 crossing fatalities in 2020, down from 28 in 2019 and below the 10-year average of 23. Trespasser fatalities totalled 39 in 2020, below the 10-year average of 42.

On April 29th, 2024, in South Winnipeg a 16-year-old boy was injured by a train at a crossing and on July 1st, in Osborne Village, a 38-year-old woman was hit and killed by a freight train. June 23rd a woman was killed by a CNR train in La Broquerie, south east of Winnipeg.

Derailments:

Last year, there were 55 main track derailments across Canada - 6 in Manitoba – which is a 10% increase over the two previous years. As well, there were 404 secondary track derailments nationwide, with 37 in Manitoba, a 35% decrease from 2022.

A CPKC train derailed on April 21st, 2023, over McPhillips Street, leading to the closure of McPhillips between Logan and Jarvis Avenues, a significant commuter route in northwest Winnipeg. The incident required resident evacuations impacting local businesses.

Hazardous Materials:

Spills, leaks and explosions on rail lines have occurred, releasing dangerous products. In 2023, 87 accidents involved dangerous goods in Canada. In Canada, the number of accidents involving dangerous goods increased five per cent from 2020 to 2021, increased 28% between 2021 to 2022, but decreased 21% from 2022 to 2023. Over the decade from 2013 to 2023, the average number of accidents involving dangerous goods was 129. Twenty-nine cars of a CPKC train derailed south of Brandon in North Dakota (July 5, 2024). The cars were carrying anhydrous ammonia, sulfur and methanol that exploded and burnt, fortunately not close to an urban area. Another derailed CPKC train in North Dakota (March 2023) was carrying liquid asphalt, ethylene glycol and propylene.

The Lac-Mégantic derailment on July 6th, 2013, was one of the deadliest rail disasters in Canadian history. This accident resulted in the loss of 47 human lives, infrastructural loss and environmental degradation in the town centre. Following the accident, the Government of Canada allocated $35 million for the town's recovery and economic revitalization. A year after the incident, the Quebec provincial government spent $126 million on cleanup and reconstruction, estimating total costs to exceed $400 million, and community residents still faces persistent economic, health, post-traumatic stress disorder, and environmental challenges.

Train-related Fires:

Trains can generate sparks that ignite dry grass, leading to fires, particularly during braking or due to brake component wear. The Transportation Safety Board of Canada lists several causes for train-related fires, including exhaust stack malfunctions, overheating traction motors, and the spontaneous ignition of flammable cargos.

Notable incidents include a CPKC train fire in downtown London, Ontario, on April 22, 2024, caused by sparks from the locomotive's exhaust system. In 2020 a CNR freight train fire ignited nine wildfires outside Prince George, British Columbia.

Traffic Disruptions:

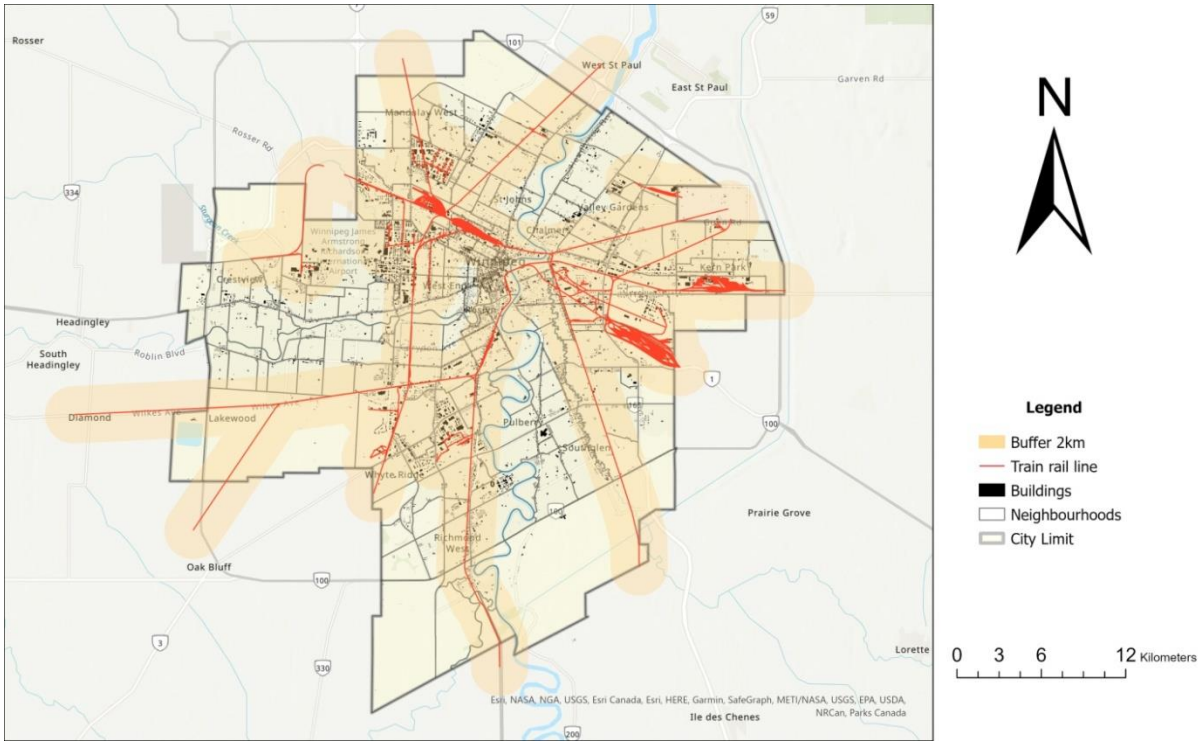
Over the past decade, rail companies have adopted longer and heavier trains. In 2021, the average number of cars per freight train rose by 0.6% from 2020 and by 6.1% compared to the 2016-2020 average[17]. Consequently, longer trains take more time to pass through grade crossings, causing increased delays and potentially affecting response time of emergency services.

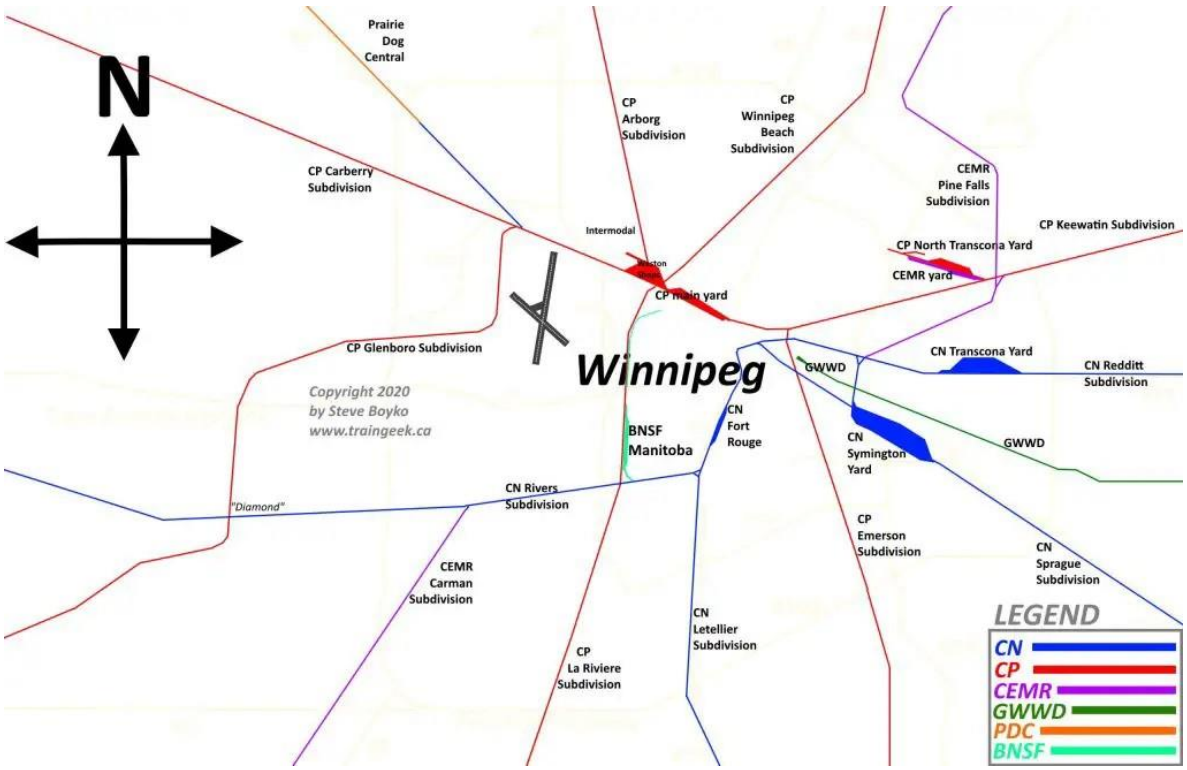
Contamination:

Rail yards are contaminated with serious hydrocarbons and heavy metals. While soil, air and water analysis is being conducted to monitor risks and the effect on human populations, some properties have exhibited toxin amounts above acceptable health limits. The heavy metals include lead, mercury, cadmium, silver, nickel, vanadium, chromium and manganese. Hydrocarbons, a major components of diesel fuel and lubricants can release carbon dioxide, as well as other greenhouse gases that contribute to atmospheric pollution and climate change.

See: https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/index.html

Attachment TWO: Rail Line Map Winnipeg – 2024





Attachment THREE: Contamination Analysis of the CPKC Rail yards, Winnipeg

The Contaminated Sites Registry, documents testing analysis and monitoring of contamination of the rail yards, mainly the Weston Yards in the western side of CPKC's property, between 1991 and 2021.
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/index.html

Examples:
Phase 1 Environmental Assessment, 1985 Canadian Pacific
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/1991_12_30_ph1_esa.pdf

Nine areas of concern identified. "The site is bordered by residential, commercial and industrial properties. The City of Winnipeg's McPhillips Water Reservoir is within 250 metres of the current and former fuelling facilities. With the exception of surficial fills, the site soils are generally silts and clays of very low permeability. There has been no evidence for off-site migration of contaminants and the probability of such would appear to be low."

Phase 2 Environmental Assessment, 2000 Morrow Environmental
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2000_02_25_ph2_esa.pdf

"Soil samples containing xylenes (X), total volatile hydrocarbons (TVH), total extractable hydrocarbons (TEH), polycyclic aromatic hydrocarbons (PAHs), volatile organic compounds (VOCs), mineral oil and grease (MOG), arsenic (As), copper (Cu), nickel (Ni), lead (Pb), and/or zinc (Zn) at concentrations greater than the applicable Canadian Council of Ministers of the Environment (CCME) (1999) Industrial land use guidelines and/or the Manitoba Environment (1993) Level Ill criteria (applicable for Industrial land use) were identified in a number of the investigated areas as presented in the following table."

Perpetual Care Strategy, 2007 Dillon Consultants
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2007_06_30_status_rpt.pdf

"From a human health perspective, there are potentially unacceptable risks for on-site receptors because all three (3) conditions are potentially fulfilled. For on-site exposures, CoCs (in the form of VOCs) and human receptors were identified and there may be one (1) complete exposure pathway through which human receptors would be exposed to the CoCs. For off-site exposures, human receptors and a potentially complete exposure pathway were identified but migration of the LPH and/or dissolved phase plumes off-site is unlikely, therefore unacceptable risks to human health were not identified."

Phase 2 Environmental Assessment, 2008 Golder and Associates
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2008_09_24_test_pit_invest.pdf

"Concentrations of Petroleum Hydrocarbon (PHC) fraction F3 in the soil samples collected from TP29, TP40, TP41, TP42 and TP43 exceeded the applicable Canadian Council of Ministers of the Environment (CCME) guidelines. Concentrations of PHC fraction F2 and F4 were also above the applicable CCME guidelines in the soil sample collected from TP42. The concentrations of PHC fraction F3 in the soil sample collected from TP18 was high (2,000 mg/kg) but below the CCME guideline (2,300 mg/kg). Concentration of all remaining PHC fractions in all soil samples were below the applicable CCME guidelines."
Phase 2 Environmental Assessment, 2008 Golder and Associates

https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2008_09_30_ph2_esa.pdf

"Concentration of petroleum hydrocarbons, metals and one PAH parameter were detected at concentrations in excess of criteria in soil samples collected from the site. With the exception of the arsenic in soil sample GA07-1 SA3 all exceedances of soil guideline criteria were detected in social samples GA07-5 SA31, and GA07-6 SA40 and collected from soil material believed to be fill stockpiled in the eastern portion of the Site from previous CPR activities."

Phase 2 Environmental Assessment, 2013 Stantec
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2013_03_27_focused_esa.pdf

- "The subsurface intrusive investigation identified:
  Polycyclic aromatic hydrocarbons in surface soils in the drum storage area, in the vicinity of the aboveground storage tanks, in both metal scrapping areas and the PR subcontractor office/trailer area (chemical storage).
- Metals impacts in surface soils in all of the investigated areas.
  - The highest and leachable metal concentrations were identified in the top 0.5 mbgl in the larger of the two metal scrapping areas.
- Petroleum hydrocarbons in near-surface and subsurface soils in the vicinity of the aboveground storage tanks, the drum storage area and in the smaller metal scrapping area."

Follow-up Environmental Assessment, 2013 Stantec
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2013_11_18_followup_esa.pdf

"Assuming that the soil samples collected and analyzed from the Site are representative of the larger area surrounding the collection locations, the analytical results confirm the presence of environmental impacts (i.e., concentrations above soil-industrial standards) on the Site, as determined in the preliminary investigation completed in January 20134. In terms of policy created by Manitoba Conservation and Water Stewardship, remediation is required if the identified impacts pose "...a threat to human health, safety, or the environment" http://www.gov.mb.ca/conservation/regoperations/database/csra-guide- iulv-2002.pdf/

Remediation Plan, 2016 Stantec
https://www.gov.mb.ca/sd/waste_management/contaminated_sites/registry/20274/reports/2016_09_30_rem_plan.pdf

"As the Site is currently in operation and will remain in operation for the foreseeable future, it is proposed that no remediation action be completed at this time in relation to the surface and near-surface soil impacts identified at the Site. At such time as operations cease, appropriate re-evaluation and action will be taken (e.g., in association with Site redevelopment). With regards to the groundwater impacts, which have been inconsistent in persistence to date, completion of the following activities is proposed:
• Completion of an annual monitoring well inventory or condition check of the installed and accessible monitoring wells (see Figure 2, attached)."

Attachment FOUR: City of Winnipeg Plans

Winnipeg Complete Communities 2.0 (2022)

https://www.winnipeg.ca/building-development/city-planning-design/ourwinnipeg/complete-communities-direction-strategy-20

Comprehensive Housing Needs Assessment (2018)

The CHNA estimated Winnipeg will need over 4,000 units of housing per year until 2040. By then the City population will have grown by over 200,000 people. Moreover, according to this plan, the greatest needs are in the inner city: "Geographically, the greatest concentrations of housing need and poor-quality housing can be found in the core of the City, particularly in the Lord Selkirk, Centennial, Midland zones, and the Downtown. Unfortunately, it is in these zones that the inventory of social housing is actually declining." p. xvi.

https://legacy.winnipeg.ca/ppd/Documents/CityPlanning/Housing/ComprehensiveHousingNeedsAssessmentReport/Comprehensive-Housing-Needs-Assessment.pdf

There is a shortage of land available for infill. These challenges have been accentuated by changes in the housing market and political interest in housing since 2018. The recent Federal agreement on the housing accelerator fund will require Winnipeg to increase planned development of housing by 10%

"With the support of $122.4 million in HAF funding, the City is required to help create 3,166 additional building permitted housing units than we would normally see, and 14,101 in total over the next three years. This includes at least 931 affordable housing units."

https://www.winnipeg.ca/building-development/housing/housing-accelerator-fund

Climate Action Plan (2018)

Winnipeg has committed to a 20% reduction in greenhouse gas emissions by 2030 and 80% reduction by 2050. https://www.winnipeg.ca/media/3627

Rail relocation offers numerous opportunities to assist in these goals. Denser development will allow greater access to active and public transportation reducing the city's reliance on single vehicle travel that is the largest source of GHG emissions. This is reflected particularly in Strategic Opportunity 4: "Facilitate Compact, Complete Development and Increase Density" p. 7.

Winnipeg's Transportation Master Plan (2011)

2050 envisions a transportation system that supports quality of life and economic vitality through safe, efficient, connected and barrier-free movement of people and goods, using a choice of modes and sustainable infrastructure. The plan focuses on eight strategic priorities: transportation and land-use; environmental sustainability; equity & inclusiveness; economic development; strategic approach; mode choice; transportation demand; and transportation supply.

https://legacy.winnipeg.ca/publicworks/transportation/transportationmasterplan.stm

Reimagining Mobility (update June 2024) proposes major changes for moving people around the city and how to modify trucking movements. The Plan does not offer guidance on how to address the influence of the rail lines and yards on urban traffic networks and the movement of commodities.

https://engage.winnipeg.ca/transportation-master-plan-2050

Attachment FIVE: Rail lines in Winnipeg

Canadian National Railway Company is a Canadian Class I freight railway headquartered in Montreal, serving Canada and Southern United States. CN is Canada's largest railway, in terms of revenue and the physical size of its rail network, approximately 32,831 km of track. CN is a public company with 22,600 employees. CN was a Canadian Crown corporation from its founding in 1919 until being privatized in 1995 (Canadian National Railways, CNR). Bill Gates is the largest single shareholder of CN stock, owning a 14.2% interest.

Canadian Pacific Kansas City Limited is a Canadian railway holding company resulting from the merger of Canadian Pacific Railway (CP) and Kansas City Southern (KCS) in 2023. It is the first and currently the only single-line railway connecting Canada, Mexico, and the United States, for 32,000 kilometres of rail. CPKC is headquartered in Calgary.

The **Central Manitoba Railway** was created in 1999 by Cando Rail & Terminals to purchase the former CN Pine Falls (67 miles (108 km)) and Carman subdivisions (51 miles (82 km)). They run five days a week (weekdays) in the Norcran Industrial Area in North Transcona. They purchased a former CPR yard that was built in 1887–9 and built a new shop-house and diesel repair facility. They also repair cars for other railways.

The **Greater Winnipeg Water District Railway** is a 164-kilometre-long industrial railway from Winnipeg, Manitoba, to Waugh on Shoal Lake near Manitoba's eastern boundary. The railway was built between 1914 and 1916 to assist in the construction and maintenance of the aqueduct supplying fresh water to Winnipeg.[1] It is owned by Winnipeg's municipal government.

Burlington Northern Santa Fe Manitoba owns tracks from the CNR Rivers Subdivision near Lindsay St, to Academy Rd and from north of Portage Ave to Pacific Ave. Along the line is their engine house and ADM industry between Taylor Ave to Grant Ave, and a yard from Grant Ave to Corydon Ave. At the north end of the track, there are a couple more industries. BNSF has trackage rights on the CPR La Riviere Subdivision between Academy Rd to just north of Portage Avenue, and the CNR Rivers Subdivision between Lindsay St, and Fort Rouge Yard. BNSF also has trackage rights on the entire CN Letellier Sub, usually just used for shunting cars at the CNR Fort Rouge Yard.

Prairie Dog Central Initiated in 1970 by The Vintage Locomotive Society Inc., the first operations of the Prairie Dog Central were in 1970. In 1999 the station, now a Federal Heritage Site, was moved to its present location at Inkster Junction. The Society purchased the former Oak Point Subdivision from Canadian National Railways in 1999. Originally constructed between 1905 and 1910 by Mackenzie & Mann for the Canadian Northern Railway, it became part of the cross-Canada Canadian National Railways system in 1923.The subdivision is connected to Canadian Pacific Railway's east-west main line and the portion of the former subdivision used by the Prairie Dog Central extends to about 3.2 km north of Warren.

Attachment SIX

Request for Proposals (RFP outline) to conduct a Feasibility Study, to Repurpose CPKC Rail yards.

1. Proposal Summary

2. Background and Context

3. Scope of Study – Removal Stage
   3.1. Objectives
   3.2. Information, Data and Recommendations

4. Scope of Study – Rebuilding Stage
   4.1. Objectives
   4.2. Information, Data and Recommendations;
   4.3. Design Options

5. Central Considerations
   5.1. Major Challenges Anticipated
   5.2. Legal and Regulatory Considerations
   5.3. Environmental Considerations

6. Study Methodology

7. Study Management

8. Study Schedule

9. Budget Projection

10. Consultant / Proponent Profile

11. Attachments

12. Contacts

Briefing/Speaking Note
Feasibility Study to Repurpose CPKC Rail yards.

For decades, Winnipeggers have speculated about moving the CP rail yards out of the city.

A feasibility study will examine structural, economic and environmental factors involved in moving all or parts of the Canadian Pacific Kansas City Railway (CPKC) marshalling/rail yards.

A feasibility study will examine how to create and pay for the infrastructure for new development.

The study will include information, analysis and recommendations on;

- Engineering or Structural Changes
  - Logistics of moving existing rail yard structures
  - Logistics for infrastructure needed for new development

- Economic or Financial Considerations
  - Cost estimates for rail line removal and redevelopment
  - Financial impact and revenue potential from redevelopment

- Environmental Projections
  - Current energy use and environmental impact (pollution, waste)
  - Potential climate/energy benefit of change in land use.

Repurposing the rail yards will be complicated and costly. Any change will take long term planning, innovation and collaboration. However, there are ways to generate revenue in redevelopment, for example in creating new energy sources. And doing nothing has risks and costs. Safety concerns, environmental liabilities and costly barriers to meeting Winnipeg's housing and transportation needs, all related to the rail yards, point to opportunities that can balance the obstacles to change.

How the railway land is used was considered impossible in the past. Conditions facing the city and the railway corporation have changed so repurposing parts of the rail yards now looks possible.

Resources are now available for making a major urban change. Remediation technology has become easier and cheaper, for example. Winnipeg has the technical expertise in urban and transportation planning, major engineering projects and integration of Indigenous rights in urban development. Cities that have moved their rail yards are able to share their experience.

Community consultation will have input on design options and governance to assure social benefit from redevelopment. Historical, cultural and political features can influence planning and design.

A feasibility study will resource government, the railways, related businesses and community stakeholders in deciding appropriate subsequent action. Speculation about using the rail yards may be entertaining, but solid information is needed to transform dreams into development.