

**Guiding Public Space Design
through Community Participation**

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Abstract

This research examines methods of identifying concerns regarding public spaces and pedestrian orientation through community participation. Walking tours and focus groups were carried out to gain an understanding of existing conditions related to the comfort and safety of pedestrians in public spaces. Public participation plays a vital role in planning processes for projects focused on improving pedestrian environments. The community is a valuable source of information because its members are most familiar with conditions and what changes they would like to see in the urban environments that they inhabit and use.

Although this research focused on a particular neighbourhood in Winnipeg, the research methods used can inform urban design practices in general and can be applied to other neighbourhoods. To address participants' concerns about public spaces and pedestrian safety noted in discussions, guidelines for public spaces were prepared. These included recommendations about changes and enhancements to public spaces that could improve the experience of pedestrians. At the end of the research, the guidelines were presented back to participants for feedback and to ensure information was correctly interpreted.

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1.0 Introduction and Research Questions

The purpose of this research was to study sound urban design principles and practices in public spaces. Good urban design, as described by Appleyard and Jacobs (1987), requires considerations of “livability; identity and control; access to opportunity, imagination, and joy; authenticity and meaning; open communities and public life; self-reliance; and justice” (114) in the urban environment. Additionally, they suggest that people should care for and feel ownership of their surroundings and be encouraged to express themselves in the environment, citizen participation should be promoted, and environments should be accessible to all (1987: 115-116). These are some of the qualities of the urban environment that this practicum explores. Furthermore, Appleyard and Jacobs suggest that planners’ views of good urban environments consider “sights, sounds, feels, and smells of the city, its materials and textures, floor surfaces, facades, style, signs, lights, seating, trees, sun, and shade all potential amenities for the attentive observer and user” (1987: 114).

In particular, this practicum focused on enhancing public spaces for pedestrians. *Public spaces* in this research refers to outdoor pedestrian environments in neighbourhoods that are shared by and accessible to all visitors and community members. Among examples of these spaces are main commercial streets within neighbourhoods, residential streets, sidewalks, pathways, alleys, and public parks and gardens. Furthermore, building facades and boarded buildings are considered part of the pedestrian environment because they define the edge of the public realm.

Additional spaces that are included in this research are ones perceived or used as public space by communities, such as vacant lots and cut throughs. Literature suggests that to improve the use of all these spaces, there is a need to shape and manage the environment with community engagement. When pedestrian spaces are successful, neighbourhoods contain the types of environments in which people will want to work, live, and play.

Described in the research methods (Chapter 3) is the importance of involving members of the community or stakeholders throughout the design process of public spaces. In this research, stakeholders included residents, businesses, and local community organizations. To engage the community members, walking tours and focus groups were carried out. The research methods applied were used to identify concerns about public spaces, and to gather ideas from stakeholders that would contribute to the development of proposals for their improvement. Social learning theory was utilized through the public engagement to inform the research. In social learning, the planner gains information from participants' neighbourhood experiences and ideas, while participants learn from the planner's expertise (Holden 2008). Through the engagement processes of this research, a process of social learning was used to gain knowledge of community members' concerns regarding pedestrian environments. To act upon the information learnt, a set of guidelines was developed to address these concerns.

Following the research methods, the focus of this project shifted from the original intent of exploring cultural expression and opportunities in the streetscape. The interest to examine culture was originally determined from the background research on the

neighbourhood chosen for the case study - census data revealed that there is a wide diversity of ethnicities residing and working in the area. Although discussed briefly, cultural expression did not emerge as a major focus in community discussions. The larger concern for participants was improving the minimum requirements that allow pedestrians to use streets and to feel comfortable walking in them. Examples of pedestrian concerns include repairing sidewalks, defining pathways, enhancing facades, the existence of vacant buildings and open parking lots along sidewalks, and maintaining a clean neighbourhood. Without addressing these concerns to allow pedestrians to use pedestrian spaces comfortably and to feel safe, cultural expression was only considered to be a secondary pedestrian concern for participants.

To improve outdoor activity and safety in pedestrian environments, authors suggest enhancing visual interest in the built environment, carrying out streetscape enhancements, and creating a stronger sense of place (see Chapter 2). Based on participants' concerns raised during the engagement processes, pedestrian safety refers to reducing tripping hazards, crime, pedestrian-vehicular accidents, and improving the comfort level of pedestrians.

Establishing urban design principles and guidelines addressed existing conditions and can direct future development of public spaces to be more pedestrian oriented (see Appendix A). Pedestrian orientation is the design of spaces for pedestrians, such that they are not primarily geared towards vehicles. By orienting spaces to the pedestrian, users should

feel comfortable walking, spaces should be accessible to all users, and opportunities should be provided for sitting and standing.

As suggested in the literature, examples of good urban design practices involve public engagement, determining public space concerns, and understanding community values. To generate the design guidelines to address public space concerns, literature was reviewed, precedents from other cities were examined, and ideas were generated by participants. The improvements to pedestrian spaces in the guidelines included streetscaping, pedestrian orientation, and examining opportunities for community expression.

Although the principles established and practices carried out in this research can be applied to any neighbourhood and can be used by the reader as a guide for carrying out other research projects, the Spence Neighbourhood of inner-city Winnipeg was chosen as a case study. Existing conditions were examined in Spence and in adjacent communities within the West End Business Improvement Zone.

Three research questions were established to guide the direction of this project:

- 1) How can neighbourhood concerns regarding public spaces be determined?***
- 2) What is the role of participatory urban design in addressing these concerns?***
- 3) What elements do guidelines for public spaces need to include to be useful for community stakeholders?***

The first chapter introduces the research, describes how the practicum's focus was determined, and explains the process of establishing practices and principles to enhance pedestrian environments. After stating the research questions that guided the practicum, the location of the case study is presented with a discussion of background information on the neighbourhood. The significance of the study is then described and the chapter is concluded with a discussion on the limitations of the research.

The second chapter presents a review of literature that addresses the design of pedestrian-oriented environments. Various concepts on enhancing pedestrian orientation are introduced. Improving neighbourhood identity is a subject in literature that is described as having the ability to enhance pedestrian activity. *Neighbourhood identity* is defined as a neighbourhood having identifiable characteristics that distinguishes it from another neighbourhood. Within neighbourhood identity, the concept of *placemaking* is presented. *Placemaking* describes the creation of a sense of belonging in the neighbourhood and the implementation of pedestrian-orientated design that will improve street identity and safety. Community expression is one method of implementing placemaking design. In community expression, community values are determined and locations in the neighbourhood are identified to demonstrate the values. The literature review then describes pedestrian-oriented design that can encourage pedestrian activity. Among the topics discussed are urban form, traffic considerations, mobility and accessibility, crime prevention, inclusive design, diversifying uses, and spaces for social networking.

The third chapter begins with a literature review on participatory design and social learning. Participatory design is particularly important in placemaking design and community expression because community members are most familiar with their environment and community values. Their input is crucial to improve the success of pedestrian spaces. Following this discussion is a description of the research methods used to determine participants' concerns with the pedestrian environment and how the process was carried out. The research methods employed include walking tours and focus groups. The chapter ends with a list of questions that were used to prompt the walking tours and focus groups.

The fourth chapter provides an analysis of the findings from the research. In analyzing the walking tours, participants' values and concerns in the pedestrian environment are highlighted. In the analysis of the focus group, participants' discussions about the pedestrian environment are described and categorized into strengths, weaknesses, and opportunities. Recognizing and taking these subject matters into account in relation to the pedestrian environment, the design guidelines are introduced. In addition to addressing pedestrian concerns in the streetscape, the guidelines also direct future pedestrian development in the neighbourhood.

The fifth chapter concludes the practicum and provides an overview of the research. A brief summary is provided along with how recommendations were derived. The conclusion also highlights some of the lessons learned. Responses to the three research questions are provided relating to how concerns regarding public spaces were

determined, the role of participatory urban design in this research, and useful elements that the guidelines for public spaces provided to community stakeholders.

1.1 Case Study

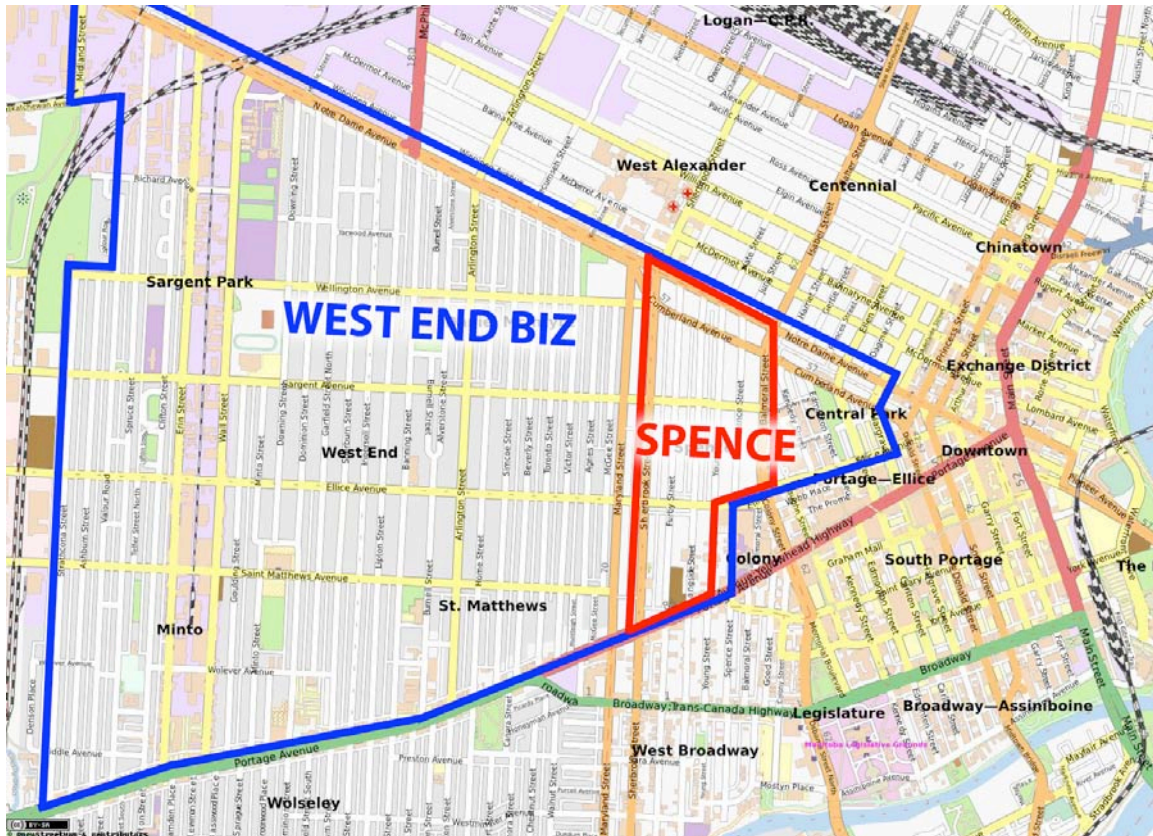


Fig 1 – Map of Spence Neighbourhood and West End BIZ boundaries
Source: Base map taken from <http://www.openstreetmap.org> (© OpenStreetMap contributors, CC-BY-SA)

Located immediately west of Downtown Winnipeg, the area to be examined for the research is Spence Neighbourhood (see Fig. 1). The area is bounded by Notre Dame Avenue to the north, Balmoral Street to the east, Portage Avenue to the south, and Sherbrook Street to the west. To the northwest of Spence is The University of Manitoba - Bannatyne Campus and the Women’s Hospital. To the southeast is The University of

Winnipeg. However, to gain a better understanding of the area, Spence’s surrounding communities (that are encompassed by the West End Business Improvement Zone or West End BIZ) were also examined during walkthroughs and discussions. The West End BIZ is not a neighbourhood, but instead an organization that operates to promote business interests in a district. The Spence Neighbourhood falls in the boundaries of the West End BIZ. The boundaries for the West End BIZ are Strathcona Street to the west, Notre Dame Avenue to the north, Hargrave Street to the east, and Portage Avenue to the south.

Spence Neighbourhood is a well-established residential neighbourhood that contains a large number of diverse businesses. It is the home and workplace of a wide variety of ethnicities. With the postings of various local events, the proud display of public art and murals in the area, and the presence of community gardens, it is apparent that there is a strong presence of community values and cultures in the area. There is great potential, as noted by Diaz (1998) and Gehl (1987), for ethnic groups in neighbourhoods to extend their cultural display through activities and design.

Total Population		
Year	Spence	Winnipeg
2006	4,260	633,451
2001	3,750	619,544
1996	3,940	618,477
1991	4,870	615,215
1986	5,115	594,555
1981	4,895	564,475
1976	4,980	560,875
1971	6230	535100

Table 1 – Total Population

Source – City of Winnipeg, Census 2006

While Winnipeg’s population has been gradually increasing over the last few decades, the population in Spence has seen an overall decrease (see Table 1). The City’s census data, however, shows that the Spence Neighbourhood and surrounding area accommodate a wide diversity of ethnicities. At present, 40.5% (1,725) of the Spence Neighbourhood consists of visible minorities and an additional 30.9% (1,315) is of Aboriginal identity. The largest groups of visible minorities present in 2006 include Filipino (33%), Black (23.5%), and Southeast Asian (23.5%), followed by Latin American, Chinese, South Asian, Arab, West Asian, Korean, and others. Visible minorities as a percentage of the city population are projected to further increase from 16.3% in 2006 to 27% in 2031 (see Table 2).

Visible Minority % of Population (Total Number)	1996	2001	2006	2031 (forecast)
Spence Neighbourhood	39.2% (1,540)	33.7% (1,265)	40.5% (1,725)	
Winnipeg	11.9% (72,690)	13.4% (83,019)	16.3% (103,253)	27% (-)
Canada	11.2% (3,230,837)	13.4 (4,020,951)	16.2% (5,121,289)	31% (-)

Table 2 – Visible Minority

Source – City of Winnipeg, Census 1996-2006

The private vehicle may still be a dominant mode of transportation (see Table 3), but observation suggests that a large number of current residents use alternative means of sustainable transportation such as transit, cycling, and walking. Participants also confirmed in discussions that many residents rely on active transportation to get around. The close proximity between residential areas and businesses in this area creates

opportunities for enhancing pedestrian design. It is for these reasons and the potential opportunities for design that the Spence Neighbourhood has been chosen as the study area for this research.

Mode of Transportation - Spence	
Year	% of Total
Car, truck, van, as driver	31.6%
Public transit	33.2%
Car, truck, van, as passenger	7.9%
Walk	23.7%
Bicycle	3.0%
Taxicab	0.7%

Table 3 – Mode of Transportation - Spence
Source – City of Winnipeg, Census 2006

1.2 *Significance of Study*

The intent of the research was to generate recommendations to enhance pedestrian spaces in Spence, in response to existing pedestrian concerns as described in walking tours and focus groups. These recommendations were generated from pedestrian enhancement practices as discussed in literature, examples from other cities, and discussions with local businesses, organizations, and residents.

By examining the concerns and opportunities of the existing pedestrian environment in Spence, this study may introduce issues or options regarding pedestrian environments that the community had previously never considered. The research focused on issues of community identity, pedestrian-oriented design, and community expression in the streetscape. By examining these issues with local organizations, businesses, and

residents through walkthroughs and focus groups, potential solutions were also be discussed with the community.

The significance of this practicum is to study urban design practices by working with the community to understand conditions, and to bring options back to them and receive feedback. This practice is important in any planning project because residents, businesses, and organizations are most familiar with their surrounding environment.

Ultimately, this study serves as a guide for carrying out more comprehensive analyses on neighbourhoods, and the pros and cons of the research methods used. It may also serve as background information for future studies the Spence Neighbourhood may pursue. The information can be used to understand participants' present concerns as they relate to pedestrian environments.

1.3 Limitations

The scope of this practicum was to understand the pedestrian environment and public spaces through public consultation. Three walking tours with two local organizations and one business owner were carried out. Two focus group meetings were held with businesses, local organizations, and residents. In walking tours, the participants led the way, decided what to highlight, and chose the scope of the walkthroughs. All walking tours were conducted during the daytime in summer months.

Pedestrian issues in Spence and potential options for the enhancement of pedestrian spaces were explored in a collaborative way. However, there was no physical construction or testing of designs to determine the potential impacts the design guidelines have on the environment. Also, this research did not include any interviews with planners or policy-makers. Thus, potential policy and political barriers to implementing pedestrian-oriented design were not examined. At best, community members can use the guidelines produced to make a case for improvements to the neighbourhood's built environment and public spaces.

2.0 Literature Review

The first section of this review (2.1) begins by examining the benefits of improving neighbourhood identity. Literature written on urban design recognizes that many existing neighbourhoods lack characteristics that make them unique from other neighbourhoods. Authors have suggested a number of ways that planning contributes to the lack of identity. Among these are cheaper and faster means of development which often lead to standardization in construction techniques (Brambillia & Longo 1977, Harden & Zelinka 2005, and Leinberger 1998), the dependency on automobiles and urban configurations that are the result from prioritizing vehicular traffic (Gehl 1987: 33, Chiras & Wann 2003: 8, Schmitz & Scully 2006: 4), and the complications of single-use zoning regulations (Walljasper 2007, Beaumont 1994, Schmitz & Scully 2006, Bohl 2002).

In contrast, neighbourhoods that are designed for people and give residents a sense of belonging, contribute to what authors call ‘placemaking’ (Beaumont 1994, Bohl 2002, Schmitz & Scully 2006, Walljasper 2007). Placemaking refers to designing or creating a sense of place or belonging in the neighbourhood. It is about creating spaces that allow for social interaction, and increase street activity and the use of spaces. When placemaking techniques are implemented, neighbourhood spaces are designed for people rather than catering primarily to vehicles. In cases where neighbourhoods are designed to afford their residents a sense of place, authors suggest residents may naturally commit more time and effort to maintaining the environments they use and this, ultimately, will improve street identity and safety (Fruin 1971, Newman 1972, Ramati 1981). However, placemaking is not only about the physical design but also relates to a sense of

community and creating opportunities for social interaction. This literature review focuses on two commonly discussed values of placemaking: community expression and pedestrian-orientation design.

The second section (2.2) discusses the opportunities for incorporating community expression into neighbourhoods. Spaces between streets and buildings are proposed as potential canvases to express community values. Physical design components can also include street furniture, facades, and streetscaping. In addition to physical design, community expression should be exposed through a mix of uses and activities.

To strengthen the identity in neighbourhoods, authors suggest expressing local culture as one possible method (Bartuska & McClure 2007, Harden & Zelinka 2005, and Hodge 2003). They recommend that cultural diversity play a more crucial role in present community planning especially as visible-minority numbers are expected to rise significantly in Canadian cities over the next few decades

The third section (2.3) focuses on considerations that should be given to the design of walkable streets. A major component of placemaking has been described as promoting pedestrian orientation (Schmitz & Scully 2006, Walljasper 2007). In order to have vibrant streetscapes, neighbourhood streets should be accessible, safe for everyone to use, and restrict traffic speeds. Literature offers numerous suggestions in terms of urban form, from heights and widths of buildings and spaces, to improved locations of parking

and façade treatments. Additionally, pedestrian safety is discussed with reference to traffic speed reduction and improved accessibility for all potential users.

2.1 Neighbourhood Identity

The lack of a strong sense of identity in some North American neighborhoods is a growing concern among many communities and planners. Neighbourhood identity refers to characteristics in a neighbourhood that set it apart from others. Bartuska and McClure (2007: 138) note that communities can personalize and modify its public spaces in order to reflect their identity. In neighbourhoods with strong identities, community members have reflected and expressed community values throughout the streetscape and built form.

The physical environment plays an important role in how residents perceive the character of their neighbourhood. According to Hodge (2003: 5), when evaluating neighbourhoods, one of the leading problems that residents identify is the condition of its physical environment. Furthermore, the physical configuration of built form can affect the amount and quality of outdoor activities (Gehl 1987: 33).

Presently, environments found in many suburban and inner-city neighbourhoods in North American and modernized European cities are oriented towards the private automobile (Chiras & Wann 2003: 8, Gehl 1987: 33, Schmitz & Scully 2006: 4). Bohl (2002: 3)

explains that patterns of sprawl and suburban development have made concerns about lack of pedestrian orientation a priority for planners.

According to Leinberger (1998), automobile dependent neighbourhoods produce a number of problems including “massive traffic congestion; air and water pollution, mainly due to automobile use; undifferentiated ‘could be anywhere’ neighborhoods and strip malls; concentrated urban poverty in older core areas; and strained infrastructures” (35). Unterman (1984) has also noted that pedestrian hostile environments can isolate people and alter personalities (Unterman 1984: 2).

Harden and Zelinka (2005) claim that “while our population is becoming more diverse, the public realms of our towns and cities across the country are becoming more homogenous, unauthentic, and uninteresting” (3). Therefore authors have suggested that creating neighbourhoods with enhanced visual interest can increase pedestrian safety, by potentially slowing traffic and even reducing crime (Chiras & Wann 2003, Harden and Zelinka 2005, and Sucher 1995). Brambillia and Longo (1977) also noted that traffic, economic, environmental, and social problems can quickly arise when neighbourhood environments lack a sense of place and are oriented towards the automobile (11).

Urban design and revitalization play integral parts in improving physical aspects, minimizing the emphasis on automobiles, and creating opportunities for identity in community streetscapes. Sucher (1995) believes that one method of addressing issues in

current automobile-oriented environments will be through architecture and urban design (10).

2.1.1 Placemaking

Literature indicating the importance of physical design and identity in neighbourhoods highlight some current practices that may help establish a sense of place. One widely discussed urban planning process among planners is known as ‘placemaking’. Placemaking focuses on creating lively spaces that are interesting and attract people. As noted by Schmitz and Scully (2006), placemaking principles allow spaces for both planned and unplanned activities (25). It is a combination of physical design and improving opportunities for social interaction. Gary Cusumano (2002) emphasizes this when stating social interaction along with the “combination of many things – from architecture, to cultural institutions, to topography, history, economy, and physical appearance – create place” (x).

Harden and Zelinka (2005: 12) describe two fundamental yet potentially inexpensive approaches to creating a sense of place and community: identifying community values and identifying potential canvases. They note that often the two work in combination simultaneously. First, in expressing community values, they propose identifying residents’ skills and interests (Harden & Zelinka 2005: 29). For each community, they suggest that these sets of values will be different and can be cultivated to create unique features within each neighbourhood. According to them, expressing these values can be

achieved through inexpensive projects. One such method is by incorporating cultural and ethnic diversity into the neighbourhood through design and activities. Some examples they suggest for revealing community values include highlighting history and culture with monuments, storefront displays, wall plaques, wayfinding guides, and photographs.

The second related approach to community identity as recommended by Harden and Zelinka (2005) is identifying potential canvases to feature community values. Examples recommended by the authors include streets, blank walls, large rocks, sidewalks, community bulletin boards, entrances, gateways, street furniture, building facades, fences, and windows. Harden and Zelinka (2005) also show that elements in the natural environment and the weather can also be an economical canvas for creating activities and amenities. Neighbourhood activities can include hiking, gardening, weather watching, and bird watching. Weather elements such as rain or snow can further be used to create interesting public art, including street furniture or ice and snow sculptures (Harden & Zelinka 2005).

For neighbourhoods able to attain more funding for physical improvements, streetscaping treatment and amenities can provide additional benefits to enhance the quality of pedestrian environments (Walljasper 2007). Business Improvement Districts in which local stakeholders fund improvements can also help to improve a neighbourhood's commercial streets through façade treatments, landscaping, amenities, lighting, and activities (Walljasper 2007: 103).

The following sections will focus largely on discussions of physical improvements in enhancing and revitalizing neighbourhoods. The goal is to study the influence of design for creating identity and placemaking opportunities in neighbourhoods. Although there are many different aspects to consider in enhancing community identity, this research will focus its discussion particularly on community expression and pedestrian safety issues. Both of these elements can enhance the streetscape and create a sense of place for the community.

2.2 *Opportunities for Community Expression*

2.2.1 *Community Expression in Streetscapes*

Gibbons (1991: 2) observed that rapid growth in cities could lead to the standardization of street construction. When this occurs, he notes there can be little variation between districts. As Frances (1987) describes, streets once played a role in historical European cities where culture created a lively atmosphere and active street life (23). Crowded streets, although dangerous, were considered the centre of public life (Francis 1987: 23). If streets and the built environment around them become monotonous with little recognition of the residents as suggested by Gibbons (1991), the active lifestyle that Francis (1987) describes may never have the opportunity to develop.

Harden and Zelinka (2005: 1) show that community expression and meaning can be incorporated into public spaces using local values, history, culture, and the natural

environment. One of the potential features of streetscaping design is its ability to expose culture to neighbourhood residents and businesses by “establishing a range of places within the community that promote a diversity of activities, uses and variation for all people – ethnically, generationally, and culturally” (Regional Municipality of Wood Buffalo 2006: 5).

Streetscapes have been discussed in literature as the ideal locations in neighbourhoods to demonstrate values. Bobic (2004) proposes that spaces and streets between buildings are a perfect opportunity for community and individual characteristics to be expressed (14). Diaz (1998) makes a similar point and states “placemaking realizes in the buildings and, equally important, in the spaces defined by the buildings, a shared sense of community, a connection with the essence of one’s culture in an entertaining and joyful way” (8).

Since placemaking is about community expression and human interaction, involving citizens in these revitalization projects is crucial. Francis (1987) believes that in current times, the creation of suburbs and automobiles have held people back from taking an active role in street life (23). However, he suggests that since the 1960s, there has been an “increased interest in the role public space and the street can play in shaping public culture” (24). When particular approaches to street design are used, street activities and active transportation opportunities can be increased (24). The approaches to street design that Francis identifies include the creation of pedestrian streets, liveable streets, and private indoor streets.

Ramati (1981) suggests ethnic character or visual themes should be implemented into design features of streets and will set the streets apart from each others (27). Some businesses, according to Gastman, Neelon, and Smyrski (2007: 289), find that business activity can also be affected by artwork such as murals, paintings, or drawings. In attempt to improve business, they claim shops and large chains will treat and decorate storefront façades and exteriors in hope to draw more customers (289). Ramati (1981) warns, however, that “too often designers have failed to recognize those existing qualities [in neighbourhoods]; rather than reinforce them, they impose their own tastes” (28). Schmitz and Scully (2006) also state that to successfully create a place, design elements should define the location while recognizing the surrounding environment (2006: 25). Thus, Ramati (1981) suggests using existing features and elements within neighbourhoods. This will generate uniqueness and authenticity “ranging from the ethnic flavor and the mix of stores to the architectural style of the buildings and will make the difference whether the street is looked upon as an avenue or an alley” (27).

One of the methods Chiras and Wann (2003) also identify in reviving sterile monotonous environments is to “encourage or celebrate diversity – from a variety of ethnic backgrounds” (154) that are present in the local neighbourhood. Projects can begin with simple inexpensive design: simple monuments, wayfinding techniques that connect to the past, “commemorative markers, plaques, or signs on important buildings or sites” (Harden and Zelinka 2005: 15), old photographs, and posterboard window displays. Other streetscaping elements can provide a multitude of media to express culture:

wayfinding signage (community identity), tree grates, banners, public art, street furniture style (Regional Municipality of Wood Buffalo, 2006).

In addition to physical design, literature describes cultural placemaking in relation to the people and activities that make up the streets. This can include reference to their ceremonies and decorations, and is associated with music, food, graffiti, customizing transportation, dance, music, fashion, or even gardening (Gastman et al 2007: 351).

2.2.2 Cultural Expression in the Built Environment

One method of shaping public spaces and streets is by expressing and celebrating local diversity or ethnic groups in the streetscape (Francis 1987: 24, Chiras and Wann 2003: 154, Ramati 1981: 27). Recognizing and celebrating the diversity of cultures present in a location is one approach to placemaking design (Harden & Zelinka 2005).

Culture is often referred to in literature as the beliefs and customs of people (Hodge 2003, Miles & Miles 2004). Its influences have been shown to affect language, music, arts, fashion, and architecture among many other things. At the same time, it is demonstrated that the diversity of culture is what also makes different areas within a city unique. Hodge (2003), for example, notes that cities are constantly changing “in population numbers and the area they occupy, in their economic well-being, or in the diversity of cultures among residents” (5), and stresses that planners need to consider related development characteristics in communities. He notes cultural diversity as one of the top

challenges or opportunities increasing in importance on community planning agendas (Hodge 2003: 14).

With Canada's strong encouragement of multicultural diversity in its communities, Hodge (2003) notes that "immigrants nowadays come with a wider array of ethnic backgrounds, religious perspectives, and cultural traditions" (365). Along with this range of backgrounds, Hodge believes that current planning issues of "expanding cultural diversity cover the planning spectrum from housing and transportation to employment, commercial development, institutions and community services" (365). Planning practices he suggests include the development of "visions, policies, programs, and standards that meet the diverse needs of a multitude of communities within their communities" (366).

Talen (2008: 17) recognizes that the proportion of minorities is gradually increasing even in North American suburbs. Chiras and Wann (2003) also confirm Talen's findings stating the suburbs are becoming intercultural and carry a more diverse ethnic mix than the past. Chiras and Wann (2003), and Talen (2008) suggest that more minorities live in suburbs than in the central city. However, Hodge (2003: 165) notes that immigrants tend to move throughout cities rather than to settle in one location. His research shows that minorities will live in suburbs, downtown, and small towns.

Literature has shown that the increasing diversity of ethnicity in neighbourhoods makes culture a feature that can be expressed in the community. Shaped by aspects of tradition,

identity, and history, culture can have a significant influence on urban design and the pedestrian environment. Alternatively, designs represented through cultural elements often demonstrate the values of those who make it (Baker 2008: 2). These elements can generate a stronger concept of community as citizens' develop strong experiences and relationships with the built form in their environment.

Bartuska and McClure (2007) note that different cultures will organize, orient, and respond to the environment in different ways (50). Thus, Bobic (2004) has noted the construction and detailing of buildings have followed common cultural patterns such that people can associate themselves with cultures similar to theirs (68). Architectural and interior designs throughout history demonstrate that “countless cultures have re-treated their surrounding environment in moldings, paintings, frescoes, and numerous other media” (Turpin 2007: 121).

Bobic (2004: 68) demonstrates that the criteria for these designs are dependent on culture and experience. These types of designs or embellishments are created “in order to recognize things, to distinguish dangerous from friendly behaviours or to recognize the environment [being occupied]” (Bobic 2004: 68).

Thus, it is not uncommon for “people [to] shape [their] built environments to express and support their cultural values, beliefs, and traditions” (Bartuska and McClure 2007: 50). Similar to the way that cultural tradition is the passing on of customs over time, Bobic

(2004) notes design models represent experiences over time and will “[correspond] with context, peoples’ activities, lifestyle and culture” (68).

Through cultural design and activities, authors show that celebrating ethnic diversity can further improve the economic sustainability of the community by attracting local residents and outside visitors. Miles and Miles (2004), for example, suggest that “in cities which lack a new museum or concert hall, designation of a cultural quarter may be seen as a means to economic regeneration” (45). In the Stratford Festival in Ontario, Chartrand (1984) notes “some 56% of all visitors are from abroad” (55). Furthermore , he suggests that “the cultural amenities of Canadian cities are playing an increasing role in attracting foreign tourists” (55).

2.2.3 History in the Built Environment

Many authors (for example Harden and Zelinka 2005, Parin 2007, Schmitz and Scully 2006), describing cultural design, discuss its association with preserving or highlighting history in communities. Literature demonstrates that historic preservation and cultural interpretation are important because they can give communities an identity. According to Parin (2007), local identity is vital in urban design and is “unable to be dissociated from the cultural context from which it emerges” (15) and notes that even in modern times, there is still a demand in the urban environment for some built form to refer to the past (15). Schmitz and Scully (2006) note that public art and historical landmarks are examples of features that may give a neighbourhood identity (25).

Harden and Zelinka (2005) note, “history and culture are likely the most commonly cherished community values” (13). Revitalizing the neighbourhood through a community values-based approach, Harden and Zelinka show that local history and culture are community attributes that should be identified in placemaking projects (12).

Historical preservation, according to Ramati (1981), prevents the destruction of an area’s unique attributes or characteristic buildings (141). Preserving historical buildings and designs, therefore, is described as a means of highlighting culture while giving citizens a greater sense of connection to their community. Baker (2008) describes this connection stating “some buildings endear themselves to a society more than others... [and that] such buildings are more often old than new” (xii). He adds that architecture may have this effect because its design elements have the ability to express a time, place, and culture (2) in urban design. In addition to buildings, Diaz (1998) shows that history also continues to be interpreted through and brings life to open spaces such as squares or piazzas (9).

Cultural traditions and historic preservation are closely related in urban design because they demonstrate the values of those who build it (Baker 2008). It is important to preserve an illustration of the values of those who came before. While historical preservation is important and identifying ways to incorporate historical elements into design is important, some authors warn that exact reproductions can be unauthentic (Schmitz and Scully 2006: 25). Although designs should be responsive to the

environment, Bartuska and McClure (2007: 82) also state they should not be excessively phony or mimic older buildings and history. Selby (2004: 49) has found in his research that some authors criticize place marketing as misrepresenting local culture and history.

Streetscaping design is one method used to highlight local history and culture. Uhlig suggests that “pedestrian zones are eminently suitable for promoting town conservation” (1979: 8) to give neighbourhoods identity and can include plantings, paving, and street furnishings. As shown by a number of authors, architecture and physical objects are not the only medium for cultural and historical interpretation. Harden and Zelinka (2005) believe that historical and cultural placemaking projects should include “discovering the unique and common talents, skills, industries, resources, and abilities found in the community” (12).

2.3 Pedestrian-Oriented Design

As discussed above, expressing community values in the streetscape and finding canvases to display them are important design techniques in improving neighbourhood identity. It is also essential to ensure that streets are pedestrian-oriented and will encourage residents and visitors to use them. In illustrating the distinction between roads and streets, Moughtin (2003) considers the road to be a two-dimensional linear path to get from one point to another. The road features “movement of fast-moving or heavy traffic with all its engineering requirements” (Moughtin 2003: 129). On the other hand, the ‘street’ is a “three-dimensional space between two lines of adjacent buildings” (Moughtin 2003: 129)

which in addition to physical form, has social and economic functions. For Moughtin, the street is a public open space to be enjoyed and where pedestrians are the primary priority.

Gehl (1987) suggests that spaces between buildings can be improved by simply increasing the opportunities for people to stay outdoors (81). As pedestrian activity improves in a neighbourhood, street life will become more active, streets will be safer, and the opportunity for business increases (Uhlig 1979: 8, O'Neill O'Neill Procinsky Architects 2008). Thus, addressing pedestrian safety is necessary component in generating community identity. Neighbourhoods want to create streets that deter fast moving traffic and that will encourage more pedestrian activity. The following sections discusses the common themes authors note within pedestrian-orientation: urban form, reducing traffic speeds, mobility and accessibility, preventing crime, inclusive design, and social spaces.

2.3.1 Urban Form

The built environment has a major impact on traffic speeds and can contribute to establishing safe walkable neighbourhoods. Gehl (1987) notes that the relationship between buildings and the space between them is an important issue in regards to pedestrian scale. According to Bobic (2004), “patterns, scales and proportions can deliver various urban environments” (49) depending on the relationship of the street width and block height. If buildings are too high, the pedestrian scale of the street is lost.

On the other hand, wide roads with short building heights to either side may lead to fast traffic. In the case of wide underused roads, Ramati (1981: 22) suggests the conversion of lanes into more sidewalk space or bicycle lanes.

The City of Saskatoon (1998) promotes the use of curvilinear street patterns in its current neighbourhood design to maximize “pedestrian safety and convenience [such that] high speed through traffic is routed around residential development” (5). Burton & Mitchell (2006) also suggest implementing irregular grid patterns and gently winding streets to provide for more interesting walks, especially for the older generation (125).

Schmitz and Scully (2006) suggest some additional factors to consider in new neighbourhood developments. To promote walkability, they believe that shorter blocks and narrow streets are more favorable for pedestrian environments (41) and propose that residential blocks should be “less than 220 feet by 600 feet (67 by 183 meters), lots should be narrow, homes should have front porches, [and] sidewalks should be at least 5 feet (1.5 meters) wide lined by planting strips and trees at regular intervals” (37).

Through his research on pedestrian activity, Sucher (1995: 12) has developed three key strategies for building arrangement as the minimum foundation for creating improved pedestrian spaces. He stresses, however, that these three approaches alone are not enough to produce a successful pedestrian environment but they are a necessity.

Build to the Sidewalk

One of the benefits to building to the sidewalk is to help direct pedestrian movement. According to Sucher (1995), when pedestrians walk in closer proximity to each other, social interaction is encouraged and conversations start to take place.

Make the Building Front “Permeable”

With the adequate use of glass windows and doors, there will be a connection between building interiors and sidewalks. Sucher (1995) believes this has economic and social advantages in the community. When people passing by stores are able to see what is inside, this may encourage shoppers to actually go inside. Passing by stores or restaurants, one may also run into friends inside and stop to chat.

Prohibit Parking Lots in Front of the Building

Parking lots in front of buildings can block pedestrian activity and can be a danger to the pedestrian. With cars constantly backing out of parking spots and rushing in and out from all directions, they are a safety hazard. This dangerous relationship with pedestrian walkways is bound to cause accidents. According to Sucher (1995), walking should be minimized in parking lots. In addition to being dangerous, parking lots can ruin the vitality of the street front. Rather than being placed in front of buildings, they should be located behind or along the side of the building where they will not disrupt pedestrian movement (Sucher 1995).

In cases where it is difficult to move an existing parking lot, parking lot screening can be a low-cost alternative. Screening covers all existing parking lots to improve the visual appearance of the street and parking area, enhance property value, and promote neighbourhood safety by preventing vehicles from encroaching onto the sidewalk. Additional opportunities for landscaping in front of parking lot screening provide an aesthetically pleasing environment for pedestrians (Sucher 1995: 94).

2.3.2

Traffic Considerations

Schmitz & Scully (2006) point out that since many roads are designed in anticipation of future capacities, it is not uncommon to find arterial roadways that are five lanes wide, two lanes for each direction and a turning lane in between (40). In neighbourhoods where roads are straight and wide with uninteresting surroundings, the natural tendency for drivers is to increase speed (Burton & Mitchell 2006: 74). Also, as Fruin (1971) notes, crosswalk accidents between vehicles and pedestrians increase with wider streets (9). In general most authors conclude that fast traffic speeds must be discouraged if pedestrian activity is to be encouraged. Traffic volume has also been shown to affect neighbourhood identity. In traffic studies conducted by Fruin on two similar streets in San Francisco, he found that “residents on the light-traffic street were found to have a greater sense of neighborhood and territorial identity, striving more to maintain and improve their homes” (11). In these examples, it appears that the amount of traffic can affect the amount of pedestrian activity that will occur on the street and the related benefits of it.

‘Traffic calming’ originated in the Netherlands during the 1960s and 1970s and has since been adopted in North America (Hass-Klau 1990: 3). Hass-Klau (1990: 4) describes the goal of traffic calming as giving space back to the pedestrian and cyclist in order to improve the urban environment. He also reveals some important statistics on fatality rates when pedestrians are hit by automobiles: 83% chance of fatality at 70 kph, 37% chance of fatality at 50 kph, 3.5% chance of fatality at 25 kph (5). As shown, fatality rates drop significantly when traffic travels at slower speeds.

Schmitz and Scully (2006) also stress the seriousness of automobile injuries and fatalities as a result of traffic speeds. Their studies show different statistics in comparison to Hass-Klau but show similarities in the significant drop of fatality rates at lower speeds: 20% survival at 25 kph, 60% survival at 19 kph, 95% survival at 12 kph. Some of their suggestions for safer pedestrian environments include lower traffic speeds and the use of street design elements such as single-lane roundabouts, brighter lighting, median strips, and sidewalks (Schmitz & Scully 2006: 9).

Uhlig (1979: 8), Schmitz and Scully (2006), and Fruin (1971: 12-15) point out that the need for slower traffic environments is especially important for children and seniors. These are the two age groups that are more likely to walk since children do not drive and since seniors are less likely to drive as they grow old (Schmitz & Scully 2006: 5, United States Federal Highway Administration's 1974: 86). With reduced mobility, seniors will walk less in outdoor environments unless they feel safe to do so (Burton & Mitchell 2006: 31). With the design of outdoor environments affecting physical and mental health for seniors, "decreased physical abilities – diminished vision, a slower gait, and slower reaction times, for example – put them at risk for traffic accidents" (Schmitz & Scully 2006: 12) also.

Children, who love to play in outdoor environments, often play in streets if there are no alternative spaces to play. According to Gehl (1987), "children tend to play more on the streets, in parking areas, and near the entrances of dwellings than in the play areas designed for that purpose" in multi-family and single-family residential areas, (27).

However, Fruin (1971) notes that because children's perceptions and comprehension are not fully developed, they tend to have "uncertain reactions under the stress of frightening or unusual confrontations with moving traffic" (12). In considering the well-being of children, pedestrian spaces should be designed to allow children to observe and be observed (Uhlig 1979: 8). If neighbourhoods are able to find ways of slowing traffic, children can feel safer walking and can rely less on parents driving them (Schmitz & Scully 2006: 10).

Authors suggest a multitude of physical improvements for calming traffic and lowering speeds. Large trees, especially ones that make canopies over the street, tend to cause traffic to slow down (Sucher 1995: 143). Lining streets with trees and applying a variety of landscaping can diminish the feeling of a wide speedway. Where possible, Schmitz and Scully (2006) suggest that on-street parking, bike lanes, and tree lawns will further slow traffic down while providing a barrier between moving vehicles and pedestrians on the sidewalk (41). Furthermore, they suggest "tree lawns provide a sense of enclosure and help define the street edge" (41). Additional improvements to pedestrian safety include implementing on-street parking which allows for the installation of curb extensions. Curb extensions can "further reduces crosswalk distances" (Schmitz & Scully 2006: 41) while on-street parking creates a buffer between pedestrians and vehicles.

According to Sucher (1995) where it is not possible to reduce the speed limit on roads, even a simple speed limit sign can be a practical means of reminding drivers of the speed limit (50). Since drivers tend to drive faster than the speed limit, he suggests placing

environments that lack pedestrian amenities or access to public transportation” (10). When homes, services, and work are far apart, there is a greater reliance on the car (Schmitz & Scully 2006: 3). If services are more concentrated and are located within neighbourhoods, there will be more encouragement for walking. According to Gehl (1987: 139), the acceptable walking distance for most people in ordinary daily situations is between 400 and 500 meters. For children, the elderly, and disabled people, this will be even less (Schmitz & Scully 2006: 36). Where distances to destinations begin to extend further than half a kilometer, it can mean the difference between walking and taking the car.

To encourage more walking activity in the community, the number and diversity of services should be increased around residential areas (Chiras & Wann 2003: 25). For example, locating stores and offices near or even within apartments can be especially beneficial to its residents. The addition of a corner grocery in the community can allow residents to purchase common food items without the need of a car. Edges of retail districts in particular “can be ideal for neighbourhood-serving establishments such as dry cleaners, copy centers, pharmacies, and grocers” (Schmitz & Scully 2006: 33). To increase the traveling distances of the pedestrian, the use of transit is an excellent means of extending walking distances (Schmitz & Scully 2006). Bus stops may be placed along walkways with shelters or comfortable seating distanced away from the street.

Furthermore, Jacobs (1961) suggests blocks need to be smaller (178). Long blocks can result in separating different uses that may in fact be very near each other (Jacobs 1961:

belonging that can also encourage a responsibility in residents to ensure spaces are safe and well-maintained (Newman 1972: 3). Unsafe streets may also become self-perpetuating as described by Jacobs (1961). She believes that as people fear streets, they will use them less making them even more unsafe (30).

Social networking and community involvement are important considerations in preventing crime in creating a self-policing environment (Schmitz & Scully, 2006: 26). Public spaces such as streets and sidewalks should be mainly kept and enforced by people rather than by police (Jacobs 1961: 32). Newman (1972) suggests that “the form of buildings and their arrangement can either discourage or encourage people to take an active part in policing while they go about their daily business” (3). Jacobs (1961) suggests this can be encouraged when people in buildings along the street have views of the sidewalk outside (35).

Crowe (1991) demonstrates that this can also be achieved when communities possess “an awareness that there is a relationship between the things that people do naturally – just everyday things – and the amount of surveillance and access control that exists” (27). By increasing environments that foster pedestrian activity on the neighbourhood streets and through open facades, a natural surveillance of crime can be generated through citizens’ eyes. Natural surveillance refers to observation of intruders through organized (police patrol), mechanical (lighting), and natural means (windows) (Crowe 1991: 30). Crowe explains that whereas organized and mechanical preventions have been used in the past, “recent approaches to physical design of environments have shifted the emphasis to

natural crime prevention techniques” (31). ‘Territorial reinforcement,’ Crowe explains, is “physical design [that] can create or extend a sphere of influence so that users develop a sense of proprietorship.” It is this influence that also deters intruders from the area.

2.3.5 *Inclusive Design*

Burton & Mitchell (2006) note that the “built environment has traditionally been designed with the average young, healthy male in mind” (19). As a result, there are people that “have been denied opportunities for education, employment and recreation” (Fruin 1971: 15) because many current physical street designs do not consider all of its potential users. Authors such as Fruin (1971) note that inclusive design will need to play a larger role in streetscapes to allow access for the elderly or those with disabilities (17). This is especially stressed in the case of the elderly because this group is increasing in population and the life expectancy of the average human is growing longer (Burton & Mitchell 2006: 18, Unterman 1984: 7, Fruin 1971: 15). Older adults usually have more leisure time which may increase their recreation activities outdoors (Fruin 1971: 15).

If the streetscape is to represent the identity of a community, authors believe it is necessary for its design to be accessible to all its community members. Suggested features that would improve accessibility include handrails, seating, ramps, timing of signals at crossings, and proximity of facilities (Unterman 1984: 8). Unterman (1984) suggests that in the design of pedestrian environments consideration need to be given to “lengthened physical reaction time; the nonstandardization of street signs; impairments in

sight and hearing; the excessive width of streets and the inadequacies of street crossings and signals; and the aggressive behavior of drivers” (8).

Fruin (1971) has seen inclusive design disregarded in numerous streetscapes through his studies. For this reason, he notes that the elderly or those with disabilities have been denied access to many public spaces and institutions (15). Long distances to businesses, bus stops, and facilities as well as the lack of seating deter people from walking (Burton & Mitchell 2006: 44). In studies conducted by Burton and Mitchell (2006) on the elderly, they found that “difficulties walking and fear of falling were by far [participants’] main concerns” (44). Conditions of streets related to the fear of walking included “uneven or slippery surfaces, cyclists on pavements, road/pavement works and lack of dropped kerbs” (44).

Besides the elderly, consideration of universal accessibility should include “people who use wheelchairs or walkers, or push strollers... and accommodations should be made for users whose sight is impaired” (Schmitz & Scully 2006: 43). Furthermore, additional groups of pedestrians that should be considered include “permanent and temporary handicaps such as blindness, deafness, and ambulatory disabilities” (Unterman 1984: 7).

Mothers with children are another group of pedestrians that should be able to move around safely in public spaces (Uhlir 1979: 8). To ensure that pedestrian spaces are accessible to all citizens, streets should pay special attention to the surface conditions used. Surface conditions should allow baby carriages and the elderly or disabled in

wheelchairs (Gehl 1987) to access spaces. Burton and Mitchell (2006) also suggest that designs need to take into account physical decline of certain users including strength and stamina, mobility, sensory impairment (hearing, vision), bowel and bladder weakness, and mental decline (general decline and dementia).

With a greater range of users come a greater number of activities that can develop and “improvements made for the aged and the handicapped are improvements which ease the mobility of all” (Fruin 1971: 17). All pedestrians can benefit from inclusive and universal design. Ultimately, the planning and design of neighbourhood streets needs to consider accessibility for all users to truly express the community’s identity.

2.3.6 *Diversifying Uses*

Besides improving physical attributes of the neighbourhood, authors agree that neighbourhoods need to contain a diversity of uses in order to encourage more pedestrian activity. The success of neighbourhood vitality often depends on communities “establishing an improved diversity for entrepreneurship, goods, services and employment” (Regional Municipality of Wood Buffalo 2006: 5).

Neighbourhoods need to be interesting and safe to walk, with residential areas, stores, parks, public spaces, mixed land uses, and improved streetscapes (Chiras & Wann 2003: 25, Uhlig 1979: 8). Schmitz and Scully (2006: 31) and Francis (1987: 29) show that with

a diverse mix of uses, retail businesses may be able to draw a diverse mix of user groups and activities, and improve economic activity.

Among the many examples of services that can be incorporated into a neighbourhood, Walljasper's (2007) includes a "grocery, school, café, hardware store, park, child-care center, transit stop, ice-cream shop, library, [and] video store" (96). Literature suggests that communities will become more vibrant and citizens will begin to support their local economy when neighbourhoods provide these types of public places, services, entertainment, and common shopping needs that citizens require on a daily basis. Where neighbourhoods have lessened the need for automobiles and created pedestrian areas, Unterman (1984: 3) demonstrates that retail activity in small communities can be revitalized and new jobs may be created.

2.3.7 Spaces for Social Networking

Social connections and networking within a community have been discussed in literature as an essential component of pedestrian oriented environments that work closely with the built environment. In order for neighbourhoods to have a good sense of identity, spaces should have multiple functions and not merely allow users to pass through. Streets and sidewalks are "more than a simple pathway, it is a series of connected places, somewhere for staying in and not just for moving through" (Moughtin 2003: 138). Aesthetically pleasing environments are not sufficient to establish successful pedestrian spaces. It is the interactions between users that occur within the spaces that make them thrive. A

neighbourhood needs to be an environment where people “are acquainted with each other... [and] have some sense of human connection.” (Sucher 1995: 9).

To encourage social interactions, it is important to provide spaces with qualities that provide for mixed use and allow a diversity of activities and users to develop (Chiras & Wann 2003: 25). In designing to address these qualities, Gehl (1987) suggests that spaces first provide for the three basic human behaviours of walking, standing, and sitting in combination with the senses of seeing, hearing, and talking. He also proposes spaces should take into consideration the ordinary daily human behaviours of observing, socializing, and lingering. He notes that the act of standing usually occurs when people wait in a space temporarily or when people run into each other and begin conversations.

Seating gives people the choice of remaining in spaces temporarily or for longer periods of time. At the same time, it frees up space on the sidewalk for those who may be in a hurry (Ramati 1981: 18). Therefore, to encourage conversations to start, it is necessary for pedestrian environments to contain spaces with features that make it easier to stop and that provide places to sit. Since “people like to watch others” (Ramati 1981: 18), several authors note that pedestrian spaces should also provide opportunities for this human activity to occur.

Sucher (1995) and Gehl (1987) agree that paying attention to the small details is the key to successful pedestrian environments. When the outdoor quality of spaces allow these most basic human behaviors to take place, they are more enjoyable to remain in and

encourage small daily activities to develop. Over time, these activities will often flourish into more complex community activities. Whether or not pedestrian spaces are being used is not the most important concern (Gehl, 1987). The important issue at hand is the types of activities that pedestrian environments allow to occur.

Sucher (1995: 11) argues that while city planners often insist on creating higher densities, it is the small details embedded in the environment that will create denser neighbourhoods. When a neighbourhood is more interesting to hang around, it has the potential to naturally attract more users and increase density as a result (Sucher 1995: 11). This can create more activity on the streets and provide natural surveillance or “eyes upon the street” (Jacobs 1961: 35). With environments that are pedestrian-friendly, Sucher (1995) notes that even people driving by in vehicles will want to stop their cars and take a stroll in it.

3.0 Research Methods

The research methods for this project began with a literature review on pedestrian orientation. Topics included neighbourhood identity, community expression, pedestrian oriented design, and participatory design. Prior to engaging stakeholders in discussion, documentation of the existing neighbourhood was collected. Documentation included photo surveys, an inventory of the types of businesses and amenities in the area, an examination of the demographics, CAD representations of existing areas and street layouts, land uses, and connections with adjacent areas. Since this research is largely concerned with gaining stakeholders' perspectives and experiences, walking tours and focus groups were conducted.

The focus group was audio recorded and transcribed. The data was then categorized into themes. Two researchers were present at the meetings. An assistant researcher took notes from observations and dialogue during discussions and activities, while the main researcher concentrated on leading discussions.

Through discussions regarding pedestrian issues and opportunities, the research was geared towards gaining a general overview of existing conditions as seen by locals. The positive and negative feedback offered by the local community organizations and stakeholders was then documented and incorporated into potential design guidelines.

After the guidelines were drafted, a copy was provided back to participants and feedback was requested and discussed. At the completion of this study, a compilation of the

research and findings will be submitted to the organizations, which can be used as reference for future urban design initiatives.

3.1 Participatory Design

Engaging stakeholders is a fundamental component of any design process, especially in community expression and pedestrian oriented design. Literature suggests that engaging communities is becoming increasingly important in many urban projects today and that stakeholders should therefore be involved at the start of the process. Authors stress planners need to have a clear understanding early in the design process of the community's cultural values and how they can be expressed (Mballa 2007: 47). Rather than the need to locate historic objects, or to create space or cultural function, Mballa (2007) stresses that the importance must first lie with an understanding of the values of those involved.

Involving residents and stakeholders in community projects is vital at the start because they are the most familiar with their surrounding environment. Ramati (1981) stresses that the "street character [is] derived by those who work there, live there, and how they use it" (9). Planners have begun to realize that the residents and businesses know what is lacking in their communities and what to do about it (Walljasper 2007: 3). By engaging the community, planners will be "better prepared to deal with the significant and diverse challenges of each design context, address cultural diversity, and better support human needs, values, and aspirations" (McClure & Bartuska 2007: 52).

Sucher (1995) also notes that residents and businesses that make up the community are equally important as the physical design of the neighbourhood (9). One reason for the importance of the community members is their ongoing role in management, monitoring, and maintenance once designs are complete (Ramati 1981: 1). By engaging the community to participate in design processes, stakeholders may take on a sense of ownership of the design and a responsibility to maintain the environment.

There is an abundance of literature that stresses the importance of involving citizens because they are the primary users of the designs and are most familiar with the area (see for example Brambilla & Longo 1977, Harden & Zelinka 2005, Holden 2008, Ramati 1981). Engaging the community including those who live, work, and own businesses in the neighbourhood is essential because “nobody knows a street quite as intimately as its inhabitants” (Ramati 1981: 1). The community is an important source of opinions, values, and beliefs (Brambilla & Longo 1977: 51). They are aware of the success or lack of activities, appearance, and services in their neighbourhood (Brambilla & Longo 1977: 51). Through social networks in the community, spreading the word of mouth in participatory processes can be an asset when “everyone knows someone who knows someone who knows someone else who is bound to be a resource to [the] community project!” (Harden & Zelinka 2005: 74).

Furthermore, streetscape projects need to include the participation of all users including children and senior citizens. Harden and Zelinka (2005) acknowledge that senior citizens

are “important, valuable, and dependable volunteers, leaders, and most of all, teachers” (76) and children offer “energy, enthusiasm, and optimism that is difficult to find in our communities” (76). Additional benefits that communities may have in participatory processes include their influence on politics. As described by Brambilla and Longo (1977), community stakeholders can influence public expenditure and have the power to impact construction of urban highways, zoning laws, urban master plans, and revitalization of programs (51).

Particularly in projects highlighting local culture and community expression, the importance of involving stakeholders is evident. Context not only includes the place where the design takes place, but with “the people that create, occupy and use the built environment” (Carmona et al, 2003: 38). By working with stakeholders, planners can understand and thus help to improve the quality of their built environment (Bartuska & McClure 2007: 45). By understanding the values and needs of the local stakeholders and residents, planners will create environments that will “respond to human needs, cultural values, and traditions” (Bartuska & McClure 2007: 45). Hodge (2003) also demonstrates the importance of incorporating culture into neighbourhoods by suggesting “planning staffs could be augmented to include people who understand ethnic-community concerns” (365).

Authors have suggested that creating pedestrian-oriented environments to highlight the local culture can be excellent low cost improvements to communities. Rather than relying on government or institutional planning strategies, Bull (2007) suggests urban

design practices that involve dialogue and interactions among local stakeholders can “in turn expose issues and can be used by urban designers to strengthen the resilience of local space in the face of change” (224).

3.1.1 Social Learning

In enhancing public spaces where the project involves sharing information and working with community members, social learning is a useful theoretical model to employ with citizen participation (Friedmann 1987). As described by Friedmann (1987) groups engaged in discussion should be dynamic and range between two and twelve participants (185). The planner “encourages, guides, and assists” in the process and learning primarily takes place through dialogue, listening, and responses (Friedmann 1987: 185-187).

In social learning, the planner will gain useful information through public engagement processes that will lead to certain actions or solutions being developed (Friedmann 1987: 183, Holden 2008: 3). Stakeholders are valuable sources of information and can have “diverse, partial, and sometimes irreconcilable perspectives on public problems and solutions” (Holden 2008: 3).

Meanwhile, participants in public engagement will also learn from the planner’s expertise. Holden (2008) states that learning from past experience, patterns, and ideas

can translate into new plans (2). Thus, the processes of social learning for planners is “obtaining, interpreting, and acting upon information in planning for a city’s future” (3).

In this research, a process of social learning through public engagement allowed participants to express their concerns regarding the neighbourhood’s pedestrian environment. Through interpretation of the concerns, recommendations were developed to address the pedestrian environment. This process led to the development of guidelines on enhancing the pedestrian environment, which were presented back to the participants. Recommendations were generated using ideas discussed at public engagement processes, from literature, and from examples in other cities.

3.2 Walking Tours

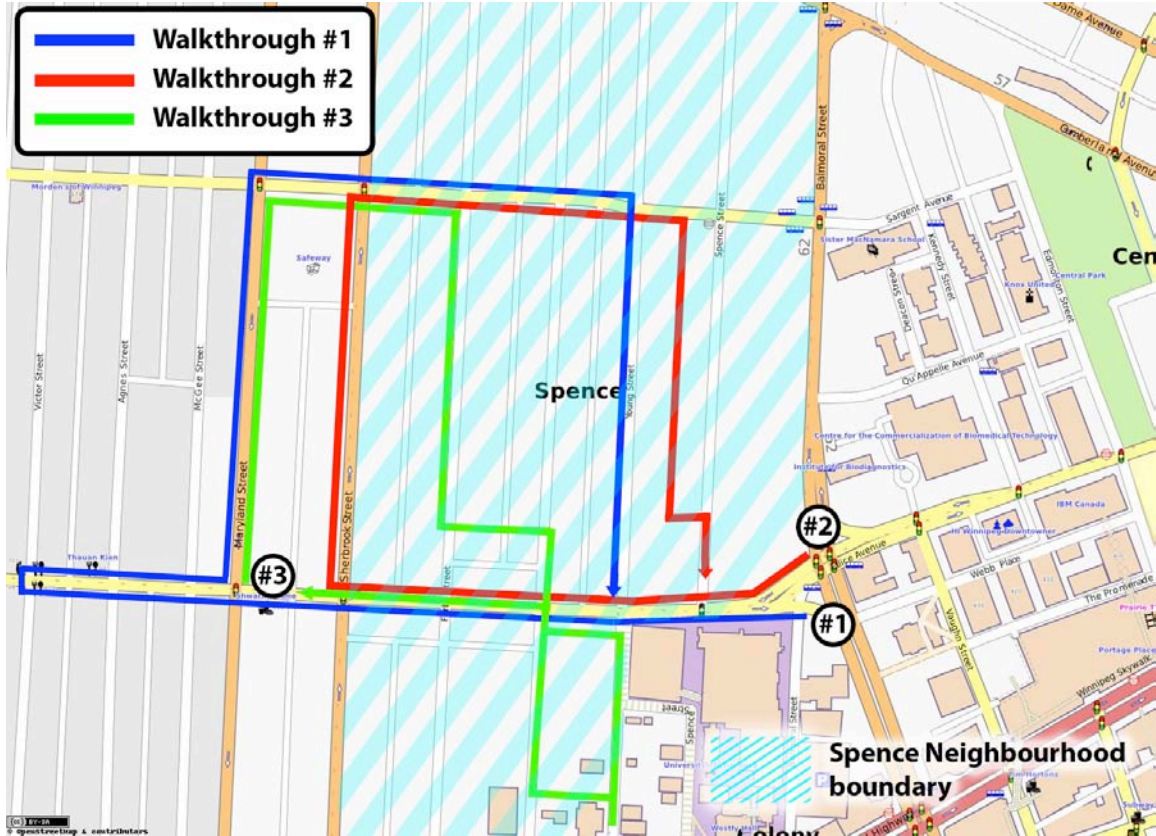


Fig 2 – Various participants led three separate walking tour routes.
Source: Base map taken from <http://www.openstreetmap.org> (© OpenStreetMap contributors, CC-BY-SA)

Three separate walking tours were carried out in order to perceive the environment of Spence and parts of its adjacent communities, and to gain a better understanding of concerns regarding pedestrian spaces. All tours took place during the daytime in the summer. Participants involved include two local community-based organizations and a business owner. Also referred to as reconnaissance trips by Wates (2000), the guided tours were conducted with people who were familiar with the area (Wates, 2000: 108). The walking tours involved community organization staffers from a residents' association and a business association, and a business owner. Each walking tour was guided by the

participants “to add significance to [the] particular place and to encourage the observer to get the most from [the] given area” (Sanoff, 2000: 96). As suggested by Wates, the routes were “planned [by the participants] to include key local features and issues.” (108).

Through the tours, participants showed examples of pedestrian concerns, the need for placemaking opportunities and community expression, and street activity. Photographs were taken during the walks to record points of interest and features highlighted by the guides. Throughout the walks, questions focusing on community expression and pedestrian safety were asked of the participants. The tours provided a visual sense of existing conditions. At the same time, conducting tours around the participants’ workplace provided a more comfortable atmosphere for participants to speak.

3.3 *Focus Groups*

Following the walking tours, a focus group was conducted with members from local community organizations, businesses, and residents because it would provide “a planned event in which participants learn from each other as they explore issues” (Sanoff 2000: 80). The use of focus groups can provide the views of participants in more depth than is possible with questionnaire surveys or personal interviews (Bennett et. al 2004). Also, participants’ reactions and opinions were perceived in response to others’ comments. The use of focus groups was a useful method of generating ideas (Ireland 2003: 24), and

to gain “insights into those community characteristics that are not visible through direct observation” (Sanoff 2000: 56).

Three weeks prior to the meeting, approximately fifty locals in West End were invited to the focus group. Numerous walkthroughs were carried out in the neighbourhood by the researcher to recruit these participants from organizations, businesses, and residents. Although more than ten agreed to participate during the walkthroughs, six participants attended on the actual day of the focus group. Sanoff (2000) suggests that focus groups typically consist of “six to ten carefully selected people” (70) and therefore, the number of participants that came to the focus group is valid for the study. The focus group lasted between one and two hours as suggested by Cameron (2000).

Sanoff (2000: 80) and Wates (2008: 36) agree that selecting the right location for the meeting is vital. For that reason, this focus group was held inside a local Spence business. This made it more convenient for participants to attend and to refer to nearby places during the discussions. Similar to Wates’ suggestion, self-serve food and drinks were provided (2008: 38) during the meeting. Equipment was set up ahead of time and utensils required to carry out activities were brought. A mapping exercise encouraged participants to relay their experiences in the pedestrian environment. Participants placed colored dots on the map that identified positives, negatives, and opportunities in pedestrian spaces. A note taker recorded the discussions to ensure all participants’ opinions and suggestions were valued (Sanoff 2000: 81).



Fig 3: Activities at the focus group included discussions around a large map laid out on a table.

3.4 Questions for Walking Tours and Focus Groups

The following general questions were some of the prompts used throughout the walking tours and focus groups. The objective of the questions was to understand neighbourhood values and concerns regarding public spaces so to form the basis for design guidelines. Questions focused on placemaking opportunities, cultural/community expression, and street activity. Not all questions were discussed during engagement processes since participants had their own topics of interest and concerns to be highlighted.

PLACEMAKING OPPORTUNITIES:

- What characterizes the identity of the Spence neighbourhood (e.g. values)?
- What are the most positive characteristics about Spence?
- What activities or physical design could be generated from these characteristics?

- What characteristics in the pedestrian environment can be improved or altered most in this area?
- How is the physical streetscape of the Spence Neighbourhood perceived?
- Does the area provide enough community facilities and variety of businesses?
 - o What facilities or businesses would benefit the area?
- Pedestrian safety and community expression: What are strengths, weaknesses, opportunities in the Spence Neighbourhood?

CULTURE AND COMMUNITY EXPRESSION:

- How are cultures currently expressed in the street or through community activities?
- What links to history or culture do buildings or the streetscape represent?
- How are cultures valued in the neighbourhood (physically or socially)?
- How do different cultures express themselves or communicate with each other – intercultural relations? (newsletters, activities, events, etc.)
- How do language barriers affect communication?
- How is group identity expressed in the neighbourhood?
- Are there cultures that are not represented and should be?
- How could different cultures be recognized/expressed in the physical form?

STREET ACITIVITY:

- What is the perception of pedestrian safety (traffic and crime)?
- What opportunities are there for residents and businesses to communicate with each other (socialize / for communication between cultures)?
- How accessible is public transportation (proximity)?
- What linkages (transportation and travel routes) are there between Spence and its surrounding areas? Are they sufficient?
- How clear are streets and signage for visitors to find their way?
- What modes of transportation are perceived to be the most common (pedestrian activity, transit usage)? (walking, cycling, public transportation, private automobile, etc.)

- Are there particular areas or characteristics of the neighbourhood that may feel hazardous for pedestrian safety (to be noted during walking tour)?
- What evening uses or activities are there for Spence?

CYCLING:

- Does the neighbourhood provide sufficient places to cycle safely?
- How are surface conditions?
- What is the perception of safety in intersections?
- How do drivers in the area behave?
- How could safety be improved?
- How many cycle in the neighbourhood (perceived)
 - o Ease of cycling in the neighbourhood
 - Maps, signs, finding ways
 - Safe / secure to leave/place bicycle
 - Safety of cycling in the neighbourhood
 - o How often do you ride your bicycle?
 - o Are there enough places to park bicycles?

WALKABILITY:

- Does the neighbourhood provide sufficient footpaths and how are surface conditions?
- How are the aesthetics of the streetscape and residential streets in the area perceived?
- Ease of walking in the neighbourhood:
 - o Space of sidewalks?
 - No sidewalks
 - Clutter of street furniture
 - Etc.
 - o Ease of crossing streets?
 - o How do drivers behave?

- Obey speeds, fast, pass too close to cyclists/pedestrians, do not signal, cut off, run red lights or stop signs?
- Safety of intersections:
 - Signal timing?
 - Any visual difficulty?
 - Are walks pleasant?
- Surface conditions:
 - Potholes, Cracked pavement, Debris, Grates, Uneven surface, Slippery, Bumpy

4.0 *Analysis and Research Findings*

4.1 *Walking Tours*

In the three walking tours, all participants agreed that the area possesses a strong culture and history. The tours demonstrated that these attributes are clearly expressed throughout the neighbourhood by murals, public art, festivals, block parties, and more than seven community gardens. Apart from the murals, other cultural elements pointed out during the tours include a landscaped compass in Furby Park, a wrought iron fence at 574-576 Ellice Avenue, and a gateway at Saigon Park. Still in construction, the gateway at Saigon Park will feature a sign dedicated to the different ethnicities that reside in Spence, street furniture, and banners displaying the language of 16 local cultures in the boundaries of the West End BIZ. Consequently, one local organization commented it is apparent that there is “a lot of pride in the neighborhood”.



Fig 4: Some residential owners show pride through front yards that are well cared for.

Various locations were noted as important features to the area. Most notably, all participants recognized the wide diversity of businesses as a strength of the neighbourhood. One business owner also suggested that the area provides opportunities for starting a business because of its proximity to the downtown and university, and the affordable rent compared to

other city locations. Magnus Eliason Recreation Centre, with programming for a hundred local children, was also noted as a major foundation for the neighbourhood.

Spence Street was named by one of the organizations as a street that is “well taken care of by residents”. The participants referred to the street as relatively clean and block parties are organized annually for its residents. Other important establishments named include The West End BIZ which is an organization in the area that helps to maintain the area and provides numerous grants for local improvements. Among the assistance they provide to the West End are street patrols, a graffiti removal program, weed and maintenance work, flower planters, cleaning crews, storefront enhancement grants, safety grants, and night light grants.



Fig 5: Existing sidewalk and curb corners are in poor condition and pose tripping hazards for pedestrians.

In regards to neighbourhood concerns for pedestrians, the lack of safety was a predominant subject discussed at all walking tours. Curb corners were identified as not properly designed for the visually impaired or those with walkers. Sidewalk and paving stone conditions were in poor shape with chips, cracks, and uneven surfaces. Tree grates were missing from various trees, and posed a tripping hazard to pedestrians. Participants also viewed the high traffic volumes, especially on Ellice Avenue, Sargent Avenue, and Maryland Street as unsafe for pedestrians. Participants described Ellice Avenue as an alternate route for Portage Avenue, and Maryland Street was viewed as having fast traffic.

Additional intersections named as dangerous for pedestrians include Portage Ave and Langside Street, Wellington Avenue and Beverley Street, and Ellice Avenue and Maryland Street. One organization wanted to see a red light camera installed at the latter intersection after witnessing many pedestrian-vehicle collisions in this location over the past years. Overall, participants believed that the reasons for the dangerous situation between pedestrians and vehicles are due to careless drivers, the lack of crossings, the lack of signage, and the lack of visual interest along the street.

Institutions such as the Health Science Centre and the University of Winnipeg were also noted as bringing in additional traffic. The participants who witnessed accidents relayed numerous stories of pedestrian-vehicle collisions at various intersections. Intersections mentioned include Portage Avenue and Langside Street, and Wellington Avenue and Beverley Street. Among potential opportunities in the area, organizations wanted to see designs that would allow drivers to recognize the presence of the community and therefore, a means to slow down traffic. One participant also stated that it would be beneficial to ensure all public telephones are in working condition. Another participant desired to see additional signage installed in the neighbourhood to highlight features on the SNA Green Map.

Contrary to the census data from 2006, participants from a local organization believe that many residents do not own vehicles in this area and rely on walking and cycling. However, these participants noted that there are no clear walking trails or pathways

within the long north-south blocks. They believed that the long blocks in the neighbourhood encourage jaywalking. One organization was particularly concerned about the youth entering and exiting the Magnus Eliason Recreation Centre and crossing the street because it is located centrally on a long block along Langside Street.



Fig 6: Example of a cut-through on private property between two buildings.

Alternatively, there are cut throughs that residents will take through vacant lots or in between buildings. However, there were mixed opinions between walking tour participants on cut throughs. Most participants saw them as very beneficial to allow travel between destinations quickly. One

participants saw them as unsafe for pedestrians because of criminal activities that occur around them and because they are usually not well lit. Thus this participant preferred to see cut throughs fenced off. Most participants preferred that the cut through remain but with some improvements made. These participants saw cut throughs as helping to break up long vertical blocks and allowing residents to get to certain destinations quicker.

The next widely agreed issue amongst the participants, was how the area appears unclean. In particular, organizations complained about “dumpsters not emptied often enough and contain[ing] bulky waste”. One organization explained that this is partly due

to the high mobility rate in apartment buildings and illegal dumping. When tenants move from one location to another, they will often throw out large furniture. Contractors also dump illegally to avoid dumping fees. Participants viewed the waste as a health and fire hazard. Graffiti also continues to be a problem in the neighbourhood, although according to one local organization, the volume has decreased over the years with the persistence of the graffiti removal program.



Photo by Ludwig Lee

Fig 7: The amount of uncollected garbage lying around in yards and back alleys are a concern for the community.

In terms of community expression, one business owner observed that a significant population in the “area are of aboriginal descent, but there is not enough outward expression of this culture”. The two local organizations also agreed that there are opportunities to further express local culture and history in the neighbourhood. One organization stated these expressions could be incorporated into spaces that allow people to connect. Both participating organizations also saw great value in increasing recreational activities and programs with local organizations. They saw community participation as bringing people together and providing opportunities for the youth. Through activities and programs for youth, one organization noted that this has led to potential future employment for some of the youth. Because of the value seen in athletic activities, one organization also believed that one of the retail businesses lacking in the



Fig 8: Stakeholders see gardens as a great way to bring community members together.

area is a sporting goods store. Additionally, another organization viewed community participation as reducing isolation among the less fortunate because it brings people out. Thus, activities are seen to provide interaction in positive ways and offer healing. Community gardens and the

local greenhouse were named as examples of this. One organization mentioned that the gardens provide a great activity for those who do not speak English and can be designed to incorporate local art.

4.2 Focus Group

The focus group began with an introduction to the research regarding pedestrian-oriented environments. The goals of the session were to understand the values, concerns, desires, and opportunities in Spence through the participants' views of public spaces and pedestrian orientation. One of the most constructive activities of the focus group was the discussion that took place around a large map laid out on a table. By laying the map on a table, it allowed all participants to surround the map and take part in the discussion. Participants commented that because all streets and major sites/businesses were labeled

on the map, it made it easier to locate certain sites during the discussion. Following the focus group, the researcher transcribed all comments. The comments were then separated into categories of strengths, weaknesses, and opportunities. By identifying the concerns and desires regarding the pedestrian environment from the discussions, guidelines for the design of public spaces were developed.

Strengths:

The first question posed to the participants inquired about positive aspects of working or living in the area. One of the participants representing a local organization began by stating the West End possesses a rich culture and diverse ethnicity. The participant stated, “the people that make up this area are special... there is a lot of positive energy”. Other participants agreed with this statement and a resident further expanded on this stating, “there is lots of support in this community and lots of building into this community” through its businesses, organizations, community gardens, and programs. A business owner observed that many years ago only Portuguese, Italians, and Germans inhabited the area, but presently many other different ethnicities have moved in. Participants commented that many current residents are well-educated and bring strong family values with them.

Participants also noted various worship centres and churches of different religions making positive impacts in the community. This is because they are seen to bring in friendly residents and families with children to the area. Some examples discussed

include the Kateri Tekakwitha Aboriginal Catholic Parish on Home Street, a mosque on Ellice Avenue, and a sweat lodge.

For businesses, numerous owners agreed that the West End is a good central location for business within the city. High pedestrian and automobile traffic brings in business to the area. A business owner stated he/she “enjoys running a business in this area.” Owners find that running a business in the West End is less expensive than the south end. Additionally, they view the West End as a convenient location for clients to come during lunch breaks because of the proximity to downtown and the University, and because it offers free parking. Local organizations and a business owner also view schoolyards such as the one behind John M. King School to be very positive, offering nice greenspace and playgrounds for residents.

Weaknesses:

When asked about the shortcomings of the area, participants felt strongly about the lack of cleanliness. They noted this is especially a concern in backlanes. Examples mentioned include alleys behind McMicken Street and McGee Street. Many of these backlanes contain large bins filled with waste. Participants claimed that a large amount of bulk waste is often left behind as residents move from one apartment to another or by illegal dumping. Waste such as mattresses and furniture left behind in alleys become concerns for bed bug infestation and fire hazards. According to one of the local organizations, one of the reasons why large bulk waste is left in backlanes for extended periods of time is that residents are unwilling to pay the money to have the waste

removed right away. It was also noted by businesses and organizations, that it is common for other people from other parts of the city to unlawfully dump their waste and unwanted construction debris in the area's backlanes.

The lack of curb appeal or façade treatment was another negative issue discussed. Numerous participants spoke about the unsightliness of boarded up houses and businesses or the lack of improvement of business facades. One particular business façade that participants disliked was Pawn Traders on Sargent Avenue. This particular business façade has all its walls and windows completely covered by yellow and red advertisement signs. One business owner exclaimed that the “yellow building is an eyesore.” The former Picasso restaurant was another concern for business owners and local organizations. It was indicated that the restaurant appears to be closed down, contains a “disgusting” patio, and has a lot of garbage surrounding the building.

Numerous other businesses were also discussed as having a rundown or abandoned appearance. Examples included Asia City on Sargent Avenue, and businesses at the intersections Sherbrook and Ellice, and Sargent and Agnes. One common factor of these three examples not mentioned during the focus group meeting is that they contain large parking lots fronting the street. Participants saw these locations as good opportunities for streetscaping design to improve the area's appearance.

Participants also mentioned feeling unsafe at times in the West End, especially at night. One resident eagerly claimed, “in the evenings, I need to take different routes”.

Sherbrook Street was named as a safety concern in the evening by several participants. One resident would not walk down Sherbrook Street at night and would rather walk a longer route to get to destinations. Other areas that felt dangerous to participants included Balmoral Street where they notice the presence of intoxicated people at night, and the intersection of Sargent Avenue and Agnes Street. A number of participants also mentioned that hiding spots in the area should be minimized to improve safety. In particular, spaces are created behind large waste bins on McGee Street and participants have witnessed people hiding behind them. A business owner claimed that as a result of all of these pedestrian concerns, seniors can be scared to leave their homes.

Opportunities:

A business owner explained that many years ago, city planners had extra funds to enhance the West End. Although the planners had spoken to the stakeholders, the business owner stated their ideas were taken into consideration. Instead, the city put up non-functional decorative elements throughout the neighbourhood and the West End did not benefit from the designs. Examples of the designs given by participants include green latticework on buildings and yellow circular lighting on Sargent Avenue. The planners, in the participants' view, were attempting to modernize the area. However, locals would have preferred more practical alternatives such as cleaning up the area and improving pedestrian-orientation.

Participants at this focus group agreed that professional designers and city planners must come to the area, and observe how it operates to understand their needs. Meetings should

also take place in the area. When discussing opportunities in the West End, one participant remarked: “There are so many good opportunities in this neighborhood.” A longtime business owner of the area suggested that improving the area does not necessarily mean spending a lot of money.

Participants proposed that improving the area could simply mean keeping backlanes clean, increasing pedestrian activity, encouraging more eyes on the street, improving signage, improving curb appeal, and concentrating on the positives. A local organization was in agreement and pointed out that the media should publicize more positive aspects and stories of the West End rather than focusing on the negatives. “Crime is everywhere, not just in this area”, indicated the participant from the local organization who preferred media to publicize positive stories.

The business owner carried on suggesting if “businesses keep their own property and building clean”, the improvement efforts would be at a much more manageable level for everyone. Several participants also mentioned that a few backlanes had been recently been cleaned up and repaved by the city. Repaved backlanes identified include the one behind Safeway on Sargent Avenue, and another between Sherbrook and Maryland. Participants have observed that following the enhancement, “homeowners are [now] very proud of their backlane” and have made efforts to continue to keep it clean. They have also noticed that all waste bins have been kept nicely lined up in these backlanes.

Encouraging more walking and the presence of pedestrians on the street were additional opportunities desired by business owners and local organizations. Participants suggested that the proximity of downtown and the University of Winnipeg to the West End create a lot of opportunities for business exposure. It was indicated during the focus group that many students park throughout the West End and along Ellice Avenue where free parking is available, providing activity for businesses as students and staff walk to university.

Business owners and local organizations commented that it would also be beneficial to widen some sidewalks in the West End. Ellice Avenue and Sherbrook Street were examples of streets mentioned that contain very narrow sidewalks. One business owner believed that the narrow sidewalks “lead to people leaning on buildings”. Some participants also proposed improving seating, and one business owner emphasized that seating would need to be placed strategically. Examples of potential seating locations suggested by the business owner included greenspaces, coffee shops, and bus stops. Additional locations recommended by participants include along Maryland and Ellice. Walkability and activities for seniors were also suggested opportunities to help seniors fit in. Currently, participants feel that “seniors are scared to leave their home” because there are too many new faces and undesirables.

People loitering, leaning against business walls, and sitting in front of business steps are present concerns for business owners. One business owner was upset that a bus stop was placed directly in front of the business with no seating. The business owner described how “solicitors are always sitting at [the] steps” of the business as a result, leading to an

uncomfortable shopping atmosphere for clients. The owner has asked the city to remove the bus stop or add seating for many years, but no action has been taken.

Another business owner also had issues with the bus shelters in the area, particularly the one recently located at the corner of Sargent Avenue and Maryland Street. It was commented that the shelter is not nice and appears worn upon installation. The business owner questioned why a newly placed shelter did not look as nice as other shelters in the south end, downtown, or even other areas of the city. With a nicer shelter, the business owner suggested that people would feel more comfortable.

Participants also discussed the potential opportunities for cultural design in the West End. One business owner stated, “many people all over Winnipeg can trace their roots to the West End”. Participants viewed the area as having an “amazing history” with an abundance of cultural opportunities because of the diverse ethnic community. One resident suggested that tracking the positive history and progression of the community could be displayed through some physical design or artwork. Participants also noticed that artwork in the West End containing cultural components tend to get less graffiti and vandalism. They agreed that wall murals have been successful and therefore, enhancing designs with a cultural component would be favorable. A resident also suggested incorporating ethnic diversity into banners or designs more specific to the West End. For example, the resident suggested that banners could display the faces of actual residents from different ethnicities.

4.3 *Design Guidelines*

The purpose of developing guidelines was to provide direction for enhancing existing conditions and to guide future development of public spaces in Spence. Public spaces refer to outdoor spaces that are accessible by all community members and visitors. Included in this research are structures that form the edge of public spaces and spaces that are used by the community as public spaces.

The design guidelines (see Appendix A) were developed from the information gathered in discussions of strengths, weaknesses, and opportunities of the pedestrian environment. The document is separated into two main sections: pedestrian orientated design and processes for carrying out pedestrian enhancement. Within each section, goals provide direction on what is to be accomplished, recommendations address participants' concerns in the pedestrian environment, and rationale is provided on why enhancements should be carried out. The ideas for proposals are generated from a number of sources including discussions with participants, precedents from other cities, and literature on pedestrian orientation.

5.0 Feedback from Participants

When a draft of the guidelines was complete, it was presented to the participants from the original focus group and walking tour. This was done in order to confirm that information was not misinterpreted in the transcriptions and to receive participants' feedback on the guides. For the most part, the participants agreed with a majority of the information and proposals in the guidelines. All participants were very supportive of the recommendation to repair the poor surface conditions of the area. It was stated that this concern was imperative to improve if pedestrian activity is to be encouraged.

One point various participants noted were the different definitions of the Spence Neighbourhood boundaries. The draft guidelines were unclear which boundaries were being defined. Participants noted the guidelines should state Spence boundaries as defined by the City of Winnipeg were used, because the Spence Neighbourhood Association (SNA) follows different boundaries defined by the Province. The provincial boundaries are different due to its funding for the area. To help in positioning the area, the draft guidelines stated that the University of Manitoba was located immediately northwest of the neighbourhood. Participants, however, noted that residents were more familiar with the location of the Women's Hospital over the University.

Participants considered the photographs from other cities a valuable piece of the document. They illustrated what streetscaping work has been done in Canadian cities. Two photograph descriptions, however, were described incorrectly according to participants and needed to be changed. In one photograph, a business thought to have

been a retail store was in fact a resource centre. In another photograph, it was noted that the design in fact featured multiple ethnicities in the area rather than only one, as described. Participants also asked that the West End Cultural Centre be incorporated as an example of local community expression and events.

Participants agreed with the need for a ground-floor policy and liked the example from Melbourne. They appreciated the example photographs that showed large display windows and distinctive facades, in other cities and the local example of John's Hair Designers. They agreed that there are many examples of closed facades in Spence that can benefit from enhancements. However, participants stated there would need to be further consideration on whether local organizations or the government would be responsible for carrying out annual surveys of existing conditions. It was also noted that the repairs on public property should be the government's responsibility.

It was discussed that dumping was not merely the result of high mobility rates in apartments, as originally described in the draft document. Illegal dumping also plays a large part for the overflowing waste and bulk waste in bins. Participants believe that reasons for illegal dumping include avoiding travel costs, travel time, and dumping fees at landfills. Two participants also wanted West End cleanups to be listed as an example in the guidelines. They explained that the West End BIZ holds a sweep off annually with General Wolfe School and Daniel McIntyre Collegiate Institute.

Participants supported many of the proposals in the draft guidelines but noted it can be difficult to discuss such changes with the City. One example brought up was the design of new tree grates for the area. Recently, one participant attempted to introduce the idea to the City. However, the City brought up concerns for installing new grates and for the costs involved.

Overall, participants approved the proposals. They thought the information was well documented and considered the original pedestrian concerns discussed at walkthroughs and the focus group. Participants made comments on how examples noted in the draft guidelines (cities such as Edmonton, Saskatoon, and Melbourne) were supportive in streetscaping initiatives. However, they questioned why in the West End, such initiatives have to be driven by the community. Also for each recommendation, they suggested that future plans would need to consider whose responsibility it was to take on each proposal. Furthermore, funding was seen as a barrier to some of the proposals to improve the pedestrian environment. This included improvements to store fronts and repairs to existing sidewalk conditions. The literature review at the end of the guidelines was not brought up in discussions with participants.

5.1 Conclusion

Before engaging the public, background research on Spence was conducted to gain a better understanding of the neighbourhood. Because the census data revealed that Spence contained a large diverse ethnic population, the original intent was to develop a research

project that would focus on cultural expression in the streetscape. However, in the participants' discussions of the area, cultural expression only played a minor role. More importantly, the participants were concerned with pedestrian orientation and the basic elements required to allow pedestrians to walk comfortably in the neighbourhood.

Although the focus of this practicum was to develop proposals for enhancing pedestrian spaces in one particular neighbourhood, this research also partially examined existing conditions immediately surrounding the area. Participants included businesses from the West End Business Improvement Zone and walkthroughs were not limited by the official boundaries of the neighbourhood studied. To engage the community, residents, business owners, and local community organizations were recruited to take part in the walkthroughs and focus groups. They provided a wealth of knowledge and authors note that stakeholders' participation is vital in such design projects (Ramati 1981, Sucher 1995, Walljasper 2007).

Participants noted that there are currently spaces along the existing commercial strip that feel as if they have received no significant investment. By this, they mean that there is a significant amount of waste, facades are not visually stimulating for pedestrians, and edges along walkways contain vacant lots, parking lots, and boarded buildings. They believed that this has led to perceptions of the area being unsafe and the neighbourhood not appearing to be well maintained. Further concerns in public spaces named include poor sidewalk conditions, insufficient crossings, long north-south blocks, missed opportunities for community expression, and lack of seating. Concerns also included the

lack of pedestrian orientation in spaces perceived as public spaces by the community such as cut throughs and vacant lots.

Nevertheless, participants reported that there is a lot of pride in the community. Harden and Zelinka (2005) have indicated that one approach to create a sense of community is by identifying values and finding opportunities to express it. Participants in this project identified that their neighbourhood contains a rich culture and diverse ethnicity, that the people who make up the area are special, and that there is lots of support in the community.

In reaction to the pedestrian issues brought up in walking tours and focus groups, guidelines were developed to address the concerns raised and to provide direction for the enhancement of public spaces. Recommendations addressed repairing conditions of walkways, articulating facades, reporting vacant or poorly boarded up structures, parking lot screening, lighting, pathways and crossings, opportunities for community expression, implementing seating, and improving cleanliness.

Precedents from a variety of cities were presented in the guidelines to illustrate different types of pedestrian enhancements carried out elsewhere. Some of these examples include Melbourne's ground-floor policy (Gehl 2010), parking lot screening in Saskatoon, implementing shorter blocks in Edmonton, and community expression in Saskatoon and Arizona. Proposals for reporting sidewalk repairs, waste, and poorly boarded buildings to the City were largely generated by participants from local organizations and

businesses. Participants from local organizations were aware that allocation of funds could take time, and therefore repairs need to be reported as soon as they are sighted. Two business owners also suggested implementing seating throughout the commercial streets of the neighbourhood and to design them such that they would deter lengthy stays.

Literature on pedestrian orientation led to further recommendations on varying and articulating facades (Sucher 1995, Gehl 2010), shorter blocks (Schmitz and Scully 2006, Jacobs 1961), and community expression (Bobic 2004, Harden and Zelinka 2005). Recommendations for participatory design and public engagement were drawn from literature and participants. Some participants noted that a past government project in the West End attempted to enhance the area unsuccessfully because community suggestions were not taken into consideration. Thus, they suggested that planners should spend some time in the neighbourhood and engage community members in design processes geared towards improving the pedestrian environment.

When a draft of the guidelines was complete, it was taken back to the participants to confirm that information was represented accurately and to receive feedback on the proposals. Overall, participants were supportive of the recommendations in the guidelines and a few minor changes were made to finalize the document.

In closing, the three research questions that guided the direction of this practicum can be examined. In response to the first research question, the various methods used to collect and identify concerns regarding public spaces involved photo surveys (Wates 2000),

walkthroughs or reconnaissance trips (Sanoff 2000, Wates 2000), and focus groups (Bennett et al 2004, Cameron 2000, Sanoff 2000, Wates 2000) as discussed in literature. Some of the concerns discussed regarding pedestrian orientation include the need to maintain a clean neighbourhood, repairing poor sidewalk conditions, providing opportunities for seating, and the lack of visually interesting and open facades on the buildings that defined the edges of the spaces.

In response to the second research question, an important lesson learned in regards to the role of participatory processes in urban design was how the research led to an alternate outcome that was not anticipated. As a result of engaging community members, the focus of the research shifted away from the focus on cultural expression. The role of public engagement was vital to ensure that the research was led in the direction that the community desired. In this research, improving pedestrian orientation was the participants' main focus in discussions and bringing public spaces up to a certain minimum standard was necessary before considering cultural expression in the streetscape. The researcher influenced discussions by making presentations of design options and introducing precedents for addressing pedestrian concerns. The role of the planner, consequently, was to listen to participants' concerns and to act on the information obtained, synthesizing participants' concerns into good design principles.

In response to the final question, the photographs and pedestrian-oriented design examples from other cities were some of the most useful elements for participants in the guidelines. It provided them with a visual of designs that can be carried out to address

their concerns regarding the pedestrian environment. Community members may presently use this document as a guide to carry out similar research in neighbourhoods. The guidelines can be used as a tool to assess certain conditions regarding the pedestrian environment, consider which recommendations to carry out, and determine what existing neighbourhood programs are in place to assist in enhancements. These elements along with the urban design principles presented in the goals and recommendations can be brought to the City to make a case for enhancement to the pedestrian environment.

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Appendix A

Guidelines for Public Spaces in Spence Neighbourhood

Guidelines for Public Spaces in Spence Neighbourhood

INTRODUCTION

The purpose of this guideline is to provide direction for potential improvements to existing conditions and future development of public spaces in the Spence Neighbourhood of inner-city Winnipeg. In particular, this guideline examines methods of enhancing the pedestrian environment. The Spence Neighbourhood is located immediately west of Downtown Winnipeg. As defined by the City of Winnipeg, the area is bounded by Notre Dame Avenue to the north, Balmoral Street to the east, Portage Avenue to the south, and Sherbrook Street to the west. To the northwest of Spence is the Women's Hospital and to the southeast is the University of Winnipeg. Spence is located in the Business Improvement Zone of the West End (West End BIZ). The BIZ is an organization that promotes business interests.

The guidelines were developed as part of a research project. The project examined existing issues and opportunities regarding the pedestrian experience

in the streetscape of Spence. Participants suggested that vehicular traffic may slow down in the area by improving the essential elements that allow pedestrians to walk comfortably and by adding visual interest in the streetscape.

Recommendations were developed from common themes brought up by participants during walking tours and focus group discussions. Participants included residents, business owners and representatives of local organizations. Through engagement processes, participants expressed concerns and desires for public spaces in the area. These guidelines address these concerns and present a basis for ongoing discussions of the area's future development.

This document sets out a framework for how changes may be implemented, and can be undertaken by all community members living in the neighbourhood.

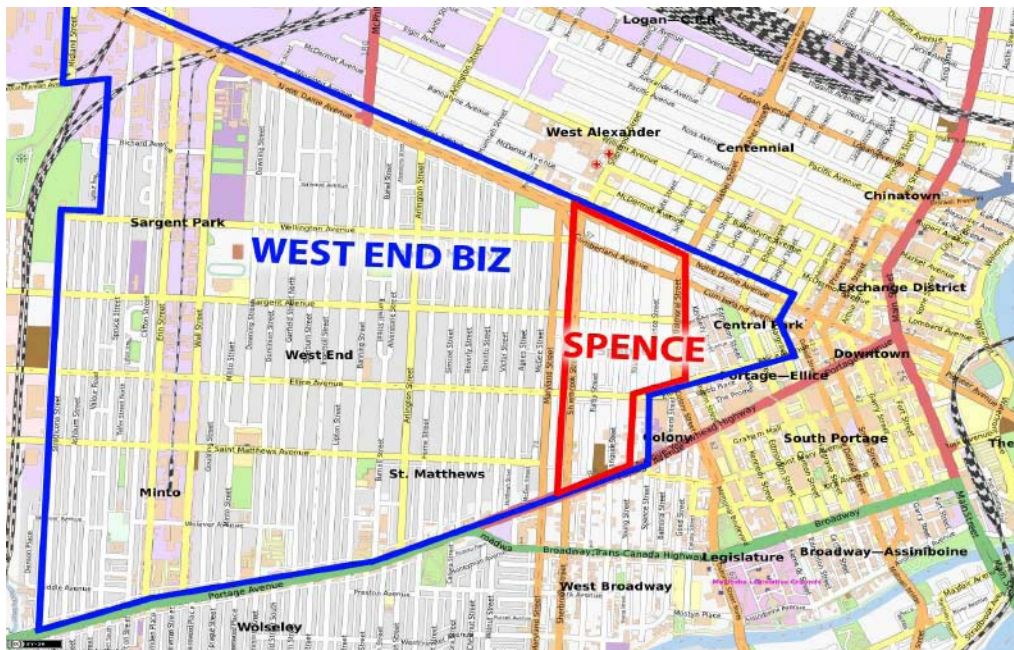


Figure 1: Map of Spence Neighbourhood and West End BIZ (Source: Base map taken from www.openstreetmap.org - © OpenStreetMap contributors, CC-BY-SA)

Guidelines for Public Spaces in Spence Neighbourhood

PEDESTRIAN ORIENTATION

ENHANCE STREETScape QUALITY AND FAÇADES

- Survey existing conditions and apply relatively inexpensive streetscaping improvements first

Goal: The pedestrian experience should be improved by enhancing the quality and aesthetic appearance of commercial facades and streetscapes, especially along the main level of Ellice and Sargent Avenues. This includes improving the exterior of storefronts, and opening up façades to create clear visibility between the interior and exterior environments.

- Recommendation: Sidewalks and facades that are in need of serious repairs should be immediately attended to or reported to the City. Such repairs to public property are the responsibility of the City. Where facades only require basic enhancement, even simple enhancements such as a new coat of paint, additional lighting, planters, or the replacement of broken windows can make a huge improvement. If signs or an excess of merchandise are blocking window displays, these items should be removed to provide clear visibility into and out of stores. These improvements can be done by business owners.

For façades with minimal transparency along the street level, businesses may consider the installation of display windows, openings, canopies, patios, landscaping or other architectural features. Projections, indentations, and different material surfaces can also help to break up the wall. Businesses within the West End have access to the Storefront Enhancement Grant from the West End BIZ to improve storefronts.



Photo taken by Ludwig Lee

Figure 2: A business district in downtown Saskatoon promotes window-shopping through large windows and provides seating areas along the walkways.



Photo taken by Ludwig Lee

Figure 3: Too many signs in the window of a Spence business reduce visibility between interior and exterior environments.

Guidelines for Public Spaces in Spence Neighbourhood

Rationale: Repairs to sidewalks and curbs need to be reported to the City immediately because it may take up to three years to prepare the funding required. Stakeholders stated that in recent years, an improved quality of the business façades and streetscaping on the east side of the Spence Neighbourhood has improved the comfort level of pedestrians. Designs they referred to include gateways, colorful open façades, and street furniture. However, they noted that they feel unsafe and traffic becomes faster further west because there is no significant investment to the street fronts and streetscape. Residents feel that rather than a community, the street becomes more of a traffic corridor the further west they traverse.

Closed facades (blank walls, covered windows, or walls with little transparency) can lead to unsafe feelings, littering, graffiti, loitering, and other negative activity. When a collective effort is made by all businesses to take part in improving their storefronts, a noticeable impact may be made to enhancing the streetscape and pedestrian experience.

- Recommendation: Visibly vacant and poorly boarded up houses and businesses should be reported to City By-Law Enforcement Officers through the 311 phone line.

Rationale: By reporting these properties, the neighbourhood will free the streets of characterless buildings. As these buildings are improved, the sense of community pride will have a stronger presence and pedestrian activity may increase as a result. As of July 2010, the City of Winnipeg and its By-Law Enforcement Officers have been aggressively pursuing vacant and boarded up buildings that are not in compliance. Prosecutions have been made a priority. Fees have since increased significantly to discourage the unsightliness of these façades. Property owners that do not comply within the time



Photo taken by Ludwig Lee

Figure 4: Repairs to poor existing surface conditions are necessary to improve pedestrian activity. They should be reported to the City immediately in order for funds to be allocated towards repairs in the budget.



Photo taken by Ludwig Lee

Figure 5: Participants singled out this boarded up restaurant on Sargent Ave as a detriment to the street because it has led to many negative activities.

Guidelines for Public Spaces in Spence Neighbourhood

restrictions will be fined penalties on their property tax. Residential boarding permits are \$2000 for the first year, and no boarding permits can be taken out after that. This means the property must be fixed after the first year. Should commercial properties remain boarded, the boarding permit fees rise significantly each year. Commercial boarding permits are \$2000 for the first year, and the fee increases an additional \$1500 each subsequent year. When no boarding permits are taken out, an additional \$1000 fine is applied each time. The updated Vacant & Derelict Buildings By-Law requires residential owners to fix up boarded houses within a year, or the City is entitled to remediate the property at the owner's expense.

- Recommendation: Screening should be installed to block unsightly views of vehicles and protect pedestrians where parking lots are present in front of buildings. Implementing screening can improve the visual appearance of the street, promote safety, and potentially enhance property value. Planting strips can provide visually stimulating arrangements to obstruct unpleasant views. Visual sightlines, however, should be maintained such that pedestrians can see vehicles and vice-versa. Various openings should also be created along the screening to allow for safe pedestrian movement in and out of parking lots.

Rationale: Parking lots fronting the commercial street can be a danger to pedestrians and a detriment to street vitality. Fences and landscaping offer opportunities for local youth, artists, and gardeners to express community identity and values. Plantings may include the use of trees, shrubs, plants, grass, and water. This can improve the visual quality of the neighbourhood while providing environmental benefits. Additionally, landscaping can be used to block noise pollution as well as blocking bad views.



Photo taken by Ludwig Lee

Figure 6: A parking lot screened by fencing and landscaping can provide a friendlier atmosphere for pedestrians.



Photo taken by Richard Milgrom

Figure 7: Bollards in Ottawa provide lighting along a pathway at night.

Guidelines for Public Spaces in Spence Neighbourhood



Photo taken by Ludwig Lee

Figure 8: Stakeholders view pawn shops as businesses that may lead to negative activities in the neighbourhood. This particular business was viewed negatively by participants because the signs cover the entire facade.



Photo taken by Ludwig Lee

Figure 10: Streets are constructed with paving stones and vehicles are hidden among landscaping along Edmonton's Rice Howard Way.



Photo taken by Ludwig Lee

Figure 9: Facades containing blank walls in Spence are not oriented towards pedestrians and can be intimidating to walk by.



Photo taken by Ludwig Lee

Figure 11: A vacant property and large empty parking lot fronting Ellice Avenue is a safety hazard and provides no visual interest for pedestrians.

Guidelines for Public Spaces in Spence Neighbourhood



Photo taken by Richard Milgrom

Figure 12: Wider sidewalks permit businesses to spill out onto the walkway.



Photo taken by Ludwig Lee

Figure 14: Example of local businesses in Spence that contain visually stimulating facades along the main level.



Photo taken by Ludwig Lee

Figure 13: Stakeholders worry that careless drivers and the lack of traffic signs lead to many pedestrian-vehicle accidents.



Photo taken by Ludwig Lee

Figure 15: A gateway design on Ellice Avenue dedicated to the diverse variety of ethnicities in Spence features a park and banners.

Guidelines for Public Spaces in Spence Neighbourhood

- Recommendation: Lighting should be installed along pathways, facades, and areas that are not well lit. Light fixtures may be used as design features for the neighbourhood. This can include the appearance of lampposts and shades, the placement schemes along walkways, the color and brightness of lighting, and the use of decoration on them.

Rationale: Lighting can provide direction and information to the pedestrian. More importantly, they provide a safe environment to pedestrians especially at night. The West End BIZ has funds to aid local businesses looking to improve the lighting along storefronts.

Example:

In Melbourne, a ground-floor policy put in place has drastically improved the attractiveness of existing developments and pedestrian routes. By mapping out the aesthetic qualities of facades on the main level, city planners have been able to determine areas that need revitalization. By encouraging open facades, pedestrians interact more between interior and exterior environments and pedestrian activity has increased. Open facades take into account scale and rhythm, transparency, appeal to many senses, texture and details, mixed functions, and vertical façade rhythms. (Jan Gehl – Cities for People 2010, p. 81)

PROVISION AND ENHANCEMENT OF PATHS

- Develop defined paths and crossings through the neighbourhood to improve safety for pedestrians

Goal: To provide the Spence Neighbourhood with safe pathways and crossings that are well defined and regularly maintained.

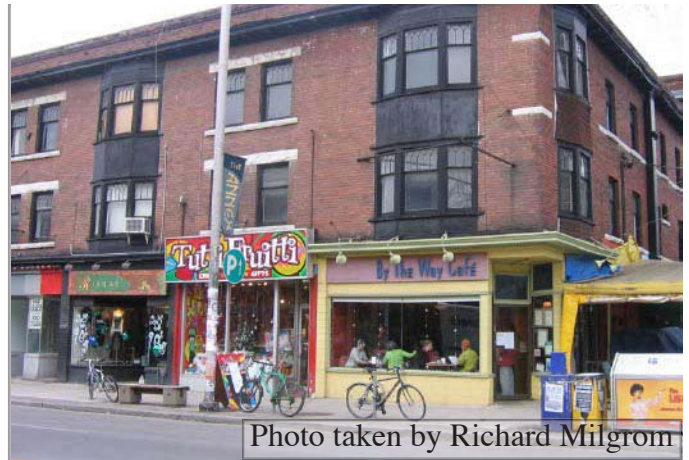


Photo taken by Richard Milgrom

Figure 16: Variation and colorful facades in a Toronto neighbourhood with large display windows create a safe and inviting atmosphere for pedestrians.



Photo taken by Richard Milgrom

Figure 17: A raised intersection in Toronto constructed with paving stones can slow traffic and make it easier for strollers and wheelchairs to cross.

Guidelines for Public Spaces in Spence Neighbourhood

- Recommendation: Existing conditions of sidewalks and pathways should be improved and maintained. Gaps and uneven surfaces in sidewalks should be repaired. Curb corners at intersections should be designed to aid the visually impaired and to allow people in walkers to navigate across. Missing tree grates need to be replaced to prevent pedestrians from accidental tripping. These improvements to public property are the responsibility of the City but the community can aid in reporting repair work.

Rationale: As stated by the participants of this research, the majority of the population in the area does not possess vehicles. Therefore, the area contains a high level of pedestrian activity with many residents who rely on walking and biking. Poor sidewalk conditions can be a tripping hazard, reduce mobility for the elderly and people with disabilities, and give an appearance that the neighbourhood is not well maintained.

- Recommendation: The implementation of straight pathways, as opposed to wavy paths, is preferred by stakeholders in order to provide clear visibility at all times. Where wavy paths are implemented, there must be clear visibility throughout. Where present, cut-throughs or open spaces immediately adjacent to pathways will demonstrate community pride and ownership to prevent mischievous activity. Crossings, and new and existing pathways should be defined through different textures, landscaping, lighting, and signage. These elements should be used to draw out the presence of new pathways and to demonstrate that the semi-private spaces have a certain level of community ownership. The use of varying colors, textures, and materials should highlight the pathways.

Rationale: Related stakeholder concerns to visibility include the need to remove all potential hiding spots along walking paths. This includes areas around



Photo taken by Ludwig Lee

Figure 18: Cut-throughs are common throughout the Spence Neighbourhood. A worn out pathway through a vacant lot shows the need for more mid-block paths. The facades on either side may improve opportunities for observation onto the area.



Photo taken by Ludwig Lee

Figure 19: The large amounts of bulk waste in bins and the hiding spots they create are a concern for residents in the Spence Neighbourhood.

Guidelines for Public Spaces in Spence Neighbourhood

corners or behind objects such as large waste bins. Participants also noted existing cut-throughs are used as gathering spots for negative activity because of adjacent blank facades and poor lighting.

- Recommendation: Long north-south blocks should provide east-west pathways midway through the block. In order to create such mid-block pathways, the neighbourhood may consider applying for easement agreements between property owners and Public Works of the City of Winnipeg. Real Estate Officers can present the case on the neighbourhood's behalf, and the neighbourhood should ensure that easements are registered as a caveat to permit the pathway's usage after the property changes ownership.

Paths should be well-defined through landscape treatment and implemented as more land becomes available over the years. Adequate lighting should be installed, and adjacent residences should have more permeable sides to convey a presence onto the paths. Mid-block crossings across the street should maintain continuity and facilitate safe pedestrian activity. While busier traffic thoroughfares will not implement mid-block crossings, it is beneficial for the quieter residential streets to install them. The use of textured materials and signage should inform vehicular traffic to slow down at the crossings.

Rationale: By breaking the grid into more manageable lengths, this will facilitate the freedom of horizontal movement throughout the Spence Neighbourhood. Presently long blocks restrict pedestrian mobility and make crossing the street dangerous, especially on streets with higher traffic volumes. They are also troublesome to travel around when residents want more straightforward paths to certain destinations. Worn out grass trails and the visible number of residents, who walk between buildings to take shortcuts, make it evident



Photo taken by Ludwig Lee

Figure 20: A local business in Spence incorporated a First Nation design into their gate.



Photo taken by Ludwig Lee

Figure 21: Tile work in a local garden has been created through a youth program with the Spence Neighbourhood Association and WAC-WITHART Program to represent the community.

Guidelines for Public Spaces in Spence Neighbourhood

that residential blocks are too lengthy. Participants have also noted that jaywalking across streets is abundant due to the long blocks.

Example:

To foster a pedestrian-oriented neighbourhood, the City of Edmonton has purchased numerous lots throughout east side of Downtown for the purpose of breaking large horizontal east-west blocks into smaller walkable blocks.

These breaks provide many additional north-south pedestrian connections throughout the neighbourhood while providing opportunity for new corner businesses. While maximizing sunlight exposure and improving street climate, they have also been designed to prevent unsafe corners and enclosed spaces. A number of existing back lanes will be streetscaped further with walkways and landscaping and new townhousing developments will front onto them.

COMMUNITY EXPRESSION

- Survey existing conditions and initially apply relatively inexpensive streetscaping improvements

Goal: To provide opportunities for community expression in existing and new pathways, open spaces, design elements, storefronts, and activities.

- Recommendation: Streetscaping elements implemented should provide opportunities to express community pride and an image of those that reside and work in the area. Surface design should provide opportunities for community expression. Materials that may be used include brick, concrete, asphalt, stones, and tiles. The use



Figure 22: To foster a pedestrian oriented neighbourhood, The City of Edmonton has purchased numerous lots throughout east side of Downtown for the purpose of breaking large horizontal east-west blocks into smaller walkable blocks.



Figure 23: Fencing along a surface parking lot can provide opportunities for community expression.

Guidelines for Public Spaces in Spence Neighbourhood

of different surface materials in varying patterns can help guide pedestrians' direction of movement and define certain spaces.

Rationale: Numerous participants from the walking tours recognized that people driving through the neighbourhood do not presently recognize that there is a community. They believe that this neglect has led to fast vehicular traffic and increased pedestrian-vehicle accidents. One local resident said the faces of all the different local ethnicities could be one design implemented in the neighbourhood to remind drivers that people live here also. Community expression gives the pedestrian a safer impression of the area and drivers may slow down with more visual interest in the neighbourhood. Depending on the users, special attention must be made to ensure that all pedestrian spaces are accessible with the right selection of surface materials.

Artwork can help give the community identity especially when designed by local residents. They may range in shape and materials and can include public art and paintings. Designs can also provide opportunities for people to interact with them. As mentioned, a multitude of canvases for community identity can be created throughout the neighbourhood. This includes walking surfaces, street furniture, business façades, landscaping, and parking lot screening. Already present in the neighbourhood are a multitude of murals displayed on the exterior walls of businesses and multi-family dwellings.

- **Recommendation:** Designs should engage all stakeholders interested in participating and should bring people together.

Rationale: As suggested by stakeholders, engaging the residents in activities that express the community not only provides opportunities for them to enhance



Photo taken by Ludwig Lee

Figure 24: One of the many colorful murals on the side of a grocery in Spence.



Photo taken by Ludwig Lee

Figure 25: This Saskatoon tree grate design illustrates local stories told by First Nation elders about buffalo and the activities associated with them.

Guidelines for Public Spaces in Spence Neighbourhood

their area, but also work experience and potential future employment for youth. Cultural activities such as mural painting and gardening are a great way to involve youth.

Example:

Along the south side of downtown Saskatoon, tree grates have incorporated designs commemorating the stories of local First Nation elders. Their stories relate to the area and the lives of the people that had once settled at this site. The designs, thus, represent the richness of their identity, history, and the nature of the site.

In Los Angeles, along Hollywood Boulevard, graffiti was once a problem after businesses closed down. A project was then sponsored by the Hollywood Beautification Team and funded by the Los Angeles Community Redevelopment Agency. Along the roll-down security doors, artists were permitted to paint portraits of celebrities that can be found on the Hollywood Walk of Fame. By providing designated locations for artwork and graffiti to be carried out, it decreased the amount of graffiti elsewhere in the area. (Harden & Zelinka (2005), *Placemaking on a Budget*, p. 56)

In Tempe, Arizona, bus shelters have been designed with the combination of public art, placemaking design, and public transit. One example of a shelter is sculpted with designs of the elements earth, air, fire, and water. The shelters are not only distinctive, but have encouraged residents to bus, cycle, and walk more often. They have also led to improvements and implementation of bike racks, artwork, and street and path improvements (Harden & Zelinka (2005), *Placemaking on a Budget*, p. 56)



Photo taken by Ludwig Lee

Figure 26: A unique bus shelter design on the corner of Ellice Ave and Balmoral St, was commissioned by the Winnipeg Arts Council. Spence stakeholders desire such innovative designs to be located within the neighbourhood.



Photo taken by Ludwig Lee

Figure 27: The West End Cultural Centre provides an outlet for community expression.

Guidelines for Public Spaces in Spence Neighbourhood

SEATING

- Place seating in strategic and functional locations along the neighbourhood's commercial corridor

Goal: Seating should be provided along commercial corridors in suitable locations. They should be designed to prevent people from lying down or sitting for long lengths of time.

- Recommendation: Seating should be placed sporadically throughout commercial areas to provide resting opportunities for pedestrians. Seats should be designed to withstand weather elements and vandalism, while deterring lengthy stays. Designs may discourage users from lying down. Consultation with stakeholders should take place to ensure designs are functional and not excessively restrictive or uncomfortable. Businesses prefer to see the placement of seating at bus stops to prevent loitering in front of businesses. In addition to seating at bus stops, business owners and organizations would like to see more modern bus shelters installed in the area.

Rationale: Numerous businesses stated that seating is a feature lacking in the neighbourhood. Stakeholders have noted that residents would benefit from its implementation, especially children and the elderly. However, they emphasize that the placement and design of the seats are crucial to benefit all types of users. Stakeholders have also requested that seating be designed in such a way to prevent users from lying down.



Figure 28: Seating is provided along a fountain in Vancouver while restricting users from lying down comfortably or from skateboarding.



Figure 29: A narrow slanted bench at a bus stop in Hong Kong provides seating for waiting riders to rest.

Guidelines for Public Spaces in Spence Neighbourhood

Example:

Restrictive designs for public seating can include armrests between individual seats or altering the seats and backrests to be more restrictive. Seating at a bus stop in Hong Kong provides an example of how seating can be designed to discourage lengthy usage.

IMPROVING CLEANLINESS:

- To create an awareness to report waste and illegal dumping, and to involve the community in local regular neighbourhood clean-ups

Goal: Promote the need for businesses and residents to volunteer time to keep public spaces clean of waste.

- Recommendation: Stakeholders and residents in the area should be made aware of and report illegal dumping. Vacant or waste filled lots should be reported to the City. Property owners should take part in keeping public spaces immediately adjacent to his or her property line clean and free of debris. When holding block parties, activities can include neighbourhood clean ups.

Rationale: One of the concerns mentioned by all participants was the amount lack of cleanliness throughout the neighbourhood. The most common listed example was bulk waste in back alleys. For participants, the major concerns dealing with waste are the unsightly appearance, fire and health hazards, and bed bugs. The accumulation of bulk waste is due in part to illegal dumping, the high mobility rate in multi-family dwellings, and bins not being emptied often enough. It is believed that reasons for illegal dumping include contractors



Photo taken by Ludwig Lee

Figure 30: Seating design in a Winnipeg bus stop does not allow users to lie down.



Photo taken by Ludwig Lee

Figure 31: Large amounts of waste should be reported to By-Law Enforcement Officers to ensure immediate removal.

Guidelines for Public Spaces in Spence Neighbourhood

avoiding travel costs, travel time, and dumping fees at landfills.

Streets filled with waste or overflowing bins may give an impression that property owners do not care about their perception and can be bad for business. It may also lead to the area being perceived as unsafe and can lead to a self-perpetuating situation.

Improving cleanliness is the most straightforward and inexpensive method of enhancing the area. Awareness must be developed for all residents and businesses to understand the hazards of persistent bulk waste.

Responsibility for waste may be more manageable if everyone in the neighbourhood is willing to participate in keeping their properties and immediately adjacent public spaces clean. Control and monitoring of waste can be improved in these smaller divisions when all community members take part.

For private properties or public spaces that are unapproachable, city officers from Community Services and Water and Waste should be informed. The Neighbourhood Liveability By-Law provides a list of public space concerns that officers will enforce. This includes derelict vehicles, garbage, posters, signs, and the upkeep of properties. If residents notice properties are non-compliant, a By-Law Enforcement Officer should be notified at the City. Officers will issue Orders to property owners and if owners continue to ignore orders, the city will clean the properties at the owner's expense.

Example:

Winnipeg's West End BIZ has a Sweep Off once or twice a year involving General Wolfe School and Daniel



Photo taken by Ludwig Lee

Figure 32: Spence stakeholders noted this bus shelter as unaesthetic and often filled with waste.

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McIntyre Collegiate Institute. The event has been in place since the early 1990s. Business owners began the event to get kids involved with the community. The BIZ provides participants with gloves, bags, tools, snacks, and t-shirts. The purpose of the event is to get the community involved and to exhibit community pride.

In Winnipeg's North End, the Faraday Neighbourhood threw a block party to encourage a neighbourhood clean up. They also have similar concerns to Spence, for garbage and bulk waste overflowing in bins. They continually encourage residents to contact 311 to have by-law enforcement officers examine neglected properties.

North-end residents, businesses, and organizations were invited to the event through flyers, posters, online, and on the radio. In addition to cleaning waste around the neighbourhood, youth participated in activities such as street hockey, face painting, artwork and games.

The Faraday Neighbourhood's Association notes that a block party requires 70% of the residents of that block to agree to have the street closed for the event. Only a resident of that block can apply for the permit. The Association went door to door obtaining signatures for the event. The event also requires that a fire lane be free on one side of the street during the event.

PROCESS

NEIGHBOURHOOD ASSESSMENT

- Carry out field inspections each year to evaluate and prioritize repairs and improvements to be made

Goal: To assess the existing conditions of storefronts and streetscapes each year to ensure efforts and funds are allocated for critical repairs or upgrades.



Photo taken by Ludwig Lee

Figure 33: In addition to evaluating the existing conditions, field inspections may lead to other observations. For example, perhaps certain areas in the neighbourhood may benefit from the installation of bike racks.

Guidelines for Public Spaces in Spence Neighbourhood

- Recommendation: Through walkthroughs, photographs, and surveys of Ellice and Sargent Avenues, stakeholders should document the existing conditions of facades and those that are in need of serious repairs each spring. The list of repairs should then be prioritized in relation to costs and seriousness.

Rationale: Each year, the freeze-thaw cycle brings new damages to sidewalk conditions. With an annual assessment, the neighbourhood can recognize locations of major concern and maintain

Example:

The City of Saskatoon sends its Urban Design staff for annual field inspections of its streets. This way, repair work can be incorporated into funds each year. Maintenance work is becoming a large part of Saskatoon's streetscaping work. Annual inspections ensure that maintenance issues are repaired as soon as possible. Inspections include noting sunken paving stones, misplaced bollards, damaged poster boards, cracks or holes in sidewalk panels, and broken tree grates.

PROMOTION AND ASSISTANCE WITH GRANT APPLICATIONS

- Determine available funding opportunities and provide assistance with applications.

Goal: Existing programs and funding opportunities should be sought by community members looking to enhance pedestrian spaces. Available grants and funding opportunities should continue to be publicized to businesses in the area to improve the local streetscape. Organizations offering funds should aid businesses through the application process.



Photo taken by Ludwig Lee

Figure 34: Business owners in Spence replanted vanadized planters for many years before the rest of the community accepted them. The planters were implemented by the West End BIZ.



Photo taken by Ludwig Lee

Figure 35: Graffiti occurrences in Spence have decreased significantly over the years due to persistent removal.

Guidelines for Public Spaces in Spence Neighbourhood

- Recommendation: The benefits of and funding available for street front improvements should continue to be promoted to all business owners in the neighbourhood. Assistance and simplified applications for grants should be implemented in order to help ease the application process.

Rationale:

In the case that existing programs are in place to assist with streetscaping projects, community members do not want to start from the beginning. Stakeholders have stated that the Streetfront Improvement Funds and funds for lighting have been helpful in improving business appearances. One business owner would like to see the application process simplified and for organizations to guide businesses through the process.

PERSISTENCE

If any new designs implemented are vandalized, the community should embrace the designs and aid in maintaining or repairing damages. However, further examination on what improvements can be made to deter vandalism should be considered. When the West End BIZ initially implemented planters in the neighbourhood, they were constantly vandalized. Some businesses were persistent in replanting the planters each time they were damaged. Businesses noticed that the vandalism gradually decreased from weeks to months, and then became nonexistent. Now stakeholders claim that planters are embraced by the community and are no longer vandalized.

The persistence of graffiti removal has also been successful according to local community organizations. An initial list of hundreds of graffiti vandalism each year has decreased significantly after years of persistent clean ups.



Photo taken by Ludwig Lee

Figure 36: Black steel benches in Saskatoon with wire mesh can withstand weather and vandalism while discouraging graffiti. Surrounding bollards and waste bins maintain the same design style through the rest of the street.

Guidelines for Public Spaces in Spence Neighbourhood

LITERATURE REVIEW

Literature written on pedestrian-oriented design recognizes that many present neighborhoods can benefit from a stronger sense of identity. This is especially important in neighbourhoods where automobiles are dominant or in areas imposed on by vehicular traffic. In Spence, this was a concern noted by walking tour participants regarding pedestrian safety. Authors suggest that by enhancing visual interest in the neighbourhood, traffic speeds may be reduced because drivers exposed to interesting scenery tend to slow down (Chiras & Wann 2003, Harden and Zelinka 2005, and Sucher 1995).

Uhlig (1979: 8), Schmitz & Scully (2006), and Fruin (1971: 12-15) point out that the need for slower traffic environments is especially important for children and seniors. These are the two age groups that are more likely to walk since children do not drive and since seniors are less likely to drive as they grow old (Schmitz & Scully 2006: 5). With reduced mobility, seniors will walk less in outdoor environments unless they feel safe to do so (Burton & Mitchell 2006: 31). There is a multitude of suggestions in literature on how pedestrian orientation might be improved.

To promote walkability, Schmitz and Scully (2006) believe that shorter blocks and narrow streets are more favorable for pedestrian environments (41). Sucher (1995) suggests that making building fronts permeable with the use of glass windows and doors will connect interior and exterior environments. Parking lots fronting buildings can be screened to prevent vehicles from encroaching onto the sidewalk (Sucher 1995).

Other designs demonstrate that creating pedestrian-oriented environments do not need to be expensive designs in order to be successful (Harden & Zelinka 2005). Projects can begin with simple inexpensive

design: simple monuments, wayfinding techniques that connect to the past, “commemorative markers, plaques, or signs on important buildings or sites” (Harden and Zelinka (2005: 15), old photographs, and posterboard window displays. Other streetscaping elements can provide a multitude of media to express culture: wayfinding signage, tree grates, banners, public art, street furniture style (Regional Municipality of Wood Buffalo, 2006).

To further encourage pedestrian activity, Schmitz & Scully (2006) suggest that neighbourhoods need destinations that are close enough to walk and that draw people, an environment that is safe from traffic and crime, and walks that are convenient and interesting (16).

Involving residents and stakeholders in enhancing local pedestrian spaces is important at the start of the process because they are the most familiar with their surrounding environment. Ramati stresses that the “street character [is] derived by those who work there, live there, and how they use it” (1981: 9) and therefore their input is vital. Planners have begun to realize that the residents and businesses know what is lacking in their communities and what to do about it (Walljasper 2007: 3).

Context in pedestrian-oriented designs and community expression not only includes the place where the design takes place, but with “the people that create, occupy and use the built environment” (Carmona et al, 2003: 38). By working with stakeholders, planners can understand and thus help to improve the quality of their built environment (Bartuska & McClure 2007: 45). By understanding the values and needs of the local stakeholders and residents, planners will create environments that will “respond to human needs, cultural values, and traditions” (Bartuska & McClure 2007: 45).

Guidelines for Public Spaces in Spence Neighbourhood

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Appendix B
Ethics



Fort Garry Campus Research Ethics Boards
 CTC Building, 208 - 194 Dafoe Road
 Winnipeg, MB R3T 2N2
 Phone: (204) 474-7122

Protocol # _____

(Assigned by HES Admin.)

FORT GARRY CAMPUS RESEARCH ETHICS BOARD SUBMISSION FORM

Psychology/Sociology REB Education/Nursing REB Joint-Faculty REB

Check the appropriate REB for the Faculty or Department of the Principal Researcher. This form, attached research protocol, and all supporting documents, must be sent **in quadruplicate** (original plus 3 copies), to the Human Ethics Coordinator, CTC Building, 208 - 194 Dafoe Road, 474-7122.

Principal Researcher(s): Ludwig LEE

Status of Principal Researcher(s): (please check): Faculty Post-Doc Student: Graduate
 Undergraduate WRHA Affiliate Other Specify: _____

Address (to receive Approval Certificate): **2 Princesmere Road** _____

Phone: XXX-XXXX or XXX-XXXX _____ Fax: **986-6347** _____ Email: **XXX**

Project Title: **Enhancing Cultural Identity: Spence Neighbourhood, Winnipeg, MB**

Start date March 30, 2010 _____ Planned period of research (if less than one year): March-July 2010 _

Type of research (Please check):

<u>Faculty Research</u>	<u>Administrative Research</u>	<u>Student Research</u>
Self-funded <input type="checkbox"/> Sponsored <input type="checkbox"/> (Agency) _____	Central <input type="checkbox"/> Unit-based _____	Thesis <input type="checkbox"/> Class Project <input type="checkbox"/> <input type="checkbox"/> Course Number: _____

Signature(s) of Principal Researcher(s): _____ / **Ludwig LEE**

For student research: This project is approved by department/thesis committee. The advisor has reviewed and approved the protocol.

Name of Practicum Advisor: **Dr. Richard Milgrom** Signature _____
 (Required if thesis research)

Persons signing assure responsibility that all procedures performed under the protocol will be conducted by individuals responsibly entitled to do so, and that any deviation from the protocol will be submitted to the REB for its approval prior to implementation. Signature of the thesis advisor/course instructor indicates that student researchers have been instructed on the principles of ethics policy, on the importance of adherence to the ethical conduct of the research according to the submitted protocol (and of the necessity to report any deviations from the protocol to their advisor/instructor).

**Ethics Protocol Submission Form
(Basic Questions about the Project)**

The questions on this form are of a general nature, designed to collect pertinent information about potential problems of an ethical nature that could arise with the proposed research project. In addition to answering the questions below, the researcher is expected to append pages (and any other necessary documents) to a submission detailing the required information about the research protocol (see page 4).

1. Will the subjects in your study be **UNAWARE** that they are subjects? _____ Yes _____ No

2. Will information about the subjects be obtained from sources other than the subjects themselves? _____ Yes _____ No

3. Are you and/or members of your research team in a position of power vis-a-vis the subjects? If yes, clarify the position of power and how it will be addressed. _____ Yes _____ No

4. Is any inducement or coercion used to obtain the subject's participation? _____ Yes _____ No

5. Do subjects identify themselves by name directly, or by other means that allows you or anyone else to identify data with specific subjects? If yes, indicate how confidentiality will be maintained. What precautions are to be undertaken in storing data and in its eventual destruction/disposition. _____ _____ Yes _____ No

In some cases, and with permission, activities, interviews or other kinds of sessions may be audio-recorded and transcribed at a later date for research purposes, so that analyzing the material at a later date will be completed with greater ease and efficiency. Such audio-recordings will be kept in a secure place, and destroyed after they have been transcribed. Where information occurs within a session transcript that will be included in the final project report, names and other personal information will be omitted, unless such permission has been explicitly granted.

6. If subjects are identifiable by name, do you intend to recruit them for future studies? If yes, indicate why this is necessary and how you plan to recruit these subjects for future studies. _____ Yes _____ _____ No

7. Could dissemination of findings compromise confidentiality? Yes No
- Dissemination of findings may compromise confidentiality but permission will be requested from people involved before such information is used.
8. Does the study involve physical or emotional stress, or the subject's expectation thereof, such as might result from conditions in the study design? Yes No
9. Is there any threat to the personal safety of subjects? Yes No
10. Does the study involve subjects who are not legally or practically able to give their valid consent to participate (e.g., children, or persons with mental health problems and/or cognitive impairment)?
If yes, indicate how informed consent will be obtained from subjects and those authorized to speak for subjects. Yes No
11. Is deception involved (i.e., will subjects be intentionally misled about the purpose of the study, their own performance, or other features of the study)? Yes No
12. Is there a possibility that abuse of children or persons in care might be discovered in the course of the study?
If yes, current laws require that certain offenses against children and persons in care be reported to legal authorities. Indicate the provisions that have been made for complying with the law. Yes No
13. (a) Does the study include the use of personal health information?
The Manitoba Personal Health Information Act (PHIA) outlines responsibilities of researchers to ensure safeguards that will protect personal health information. If yes, indicate provisions that will be made to comply with this Act (see document for guidance - <http://www.gov.mb.ca/health/phia/index.html>). Yes No
13. (b) PHIA requires that all employees, students, or agents who handle or are exposed to personal health information take PHIA Orientation and sign a pledge of confidentiality that acknowledges that they are bound by written policy and procedures.

Has PHIA Orientation and pledge-signing been completed by all employees, students, and agents? _____ Yes No

If “No,” the Principal Investigator should contact UM Access & Privacy Coordinator’s Office to make arrangements, fippa@umanitoba.ca

Where individuals have not completed PHIA Orientation and signed a pledge, and for the purpose of ensuring that they do, Principal Investigator’s contact information will be provided to the University Access & Privacy Coordinator’s Office.

Provide additional details pertaining to any of the questions above for which you responded "yes", excluding question 13 (b). Attach additional pages, if necessary.

Use of Data, Secure Storage and Destruction of Research Data

Information collected from participants will be incorporated into analytical studies, presentations to community, reports, and final presentation. In most cases, information gathered at meetings and in discussions with community members and stakeholders will be treated as confidential. The only exceptions to this will be when stakeholders are speaking in professional capacities, or in their official roles as representatives of organizations or agencies. In these cases names may be used, but permission to use their names will be first obtained before any names are discussed. Confidential information will be stored in a private and secure place, and subsequently destroyed at the end of the course. The student researcher will be responsible for destroying the data. Copies of final documents and presentations will also be provided to the main organizations that participated in the process for their own use in future planning and design processes related to the organization and the neighbourhood.

Audio-Taping

In some cases, and with participants’ permission, activities, interviews or other kinds of sessions may be audio-recorded and transcribed at a later date, so that analyzing the material at a later date will be completed with greater ease and efficiency. Such audio-recordings will be kept in a secure and destroyed after they have been transcribed. Participants’ names or any other personal information will not be included in any presentations or reports arising from the study unless their permission is granted. Where information occurs within a session transcript that will be included in the final project report, names and other personal information will be omitted, unless such permission has been explicitly granted.

Photography or Video-Taping

In some cases, photographs or video-footage may also be taken during project activities to capture group dynamics, interactions between participants and results of workshops. With participants’ permission, photographs or visual images may be included in presentations or reports, allowing viewers (or readers) to catch a glimpse of activities and group processes. Participants’ faces may feature in these visual images, but nametags will not be worn that would allow them to be identified by name in photographs or video

footage. In addition, names will not be attached to any persons in photos, nor in the corresponding text within any presentation materials or reports, unless such permission has been explicitly granted.

____/____/____
dd mm yr

Signature of Principal Researcher

Ethics Protocol Submission Form (Required Information about the Research Protocol)

Each application for ethics approval should include the following information and be **presented in the following order**, using these headings:

1. **Summary of Project:** Attach a detailed but concise (one typed page) outline of the **purpose** and **methodology** of the study describing **precisely** the procedures in which subjects will be asked to participate.
2. **Research Instruments:** Attach copies of **all** materials (e.g., questionnaires, tests, interview schedules, etc.) to be given to subjects and/or third parties.
3. **Study Subjects:** Describe the number of subjects, and how they will be recruited for this study. Are there any special characteristics of the subjects that make them especially vulnerable or require extra measures?
4. **Informed Consent:** Will consent **in writing** be obtained? If so, attach a copy of the consent form. (see guidelines on informed consent). If written consent is not to be obtained, indicate why not and the manner by which subjects' consent (verbally) or assent to participate in the study will be obtained. How will the nature of the study and subjects' participation in the study be explained to them **before** they agree to participate. How will consent be obtained from guardians of subjects from vulnerable populations? If confidential records will be consulted, indicate the nature of the records, and how subjects' consent is to be obtained. If it is essential to the research, indicate why subjects are not to be made aware of their records being consulted.
5. **Deception:** Deception refers to the deliberate withholding of essential information or the provision of deliberately misleading information about the research or its purposes. If the research involves deception, the researcher must provide detailed information on the extent and nature of deception and why the research could not be conducted without it. This description must be sufficient to justify a waiver of informed consent.

6. **Feedback/Debriefing:** Describe the feedback that will be given to subjects about the research after they have completed their participation. How will the feedback be provided and by whom? If feedback will not be given, please explain why feedback is not planned. If deception is employed, debriefing is mandatory. Describe in detail the nature of the post-deception feedback, and when and how it will be given.
7. **Risks and Benefits:** Is there any risk to the subjects, or to a third party? If yes, provide a description of the risks and the counterbalancing benefits of the proposed study. Indicate the precautions taken by the researcher under these circumstances.
8. **Anonymity and Confidentiality:** Describe the procedures for preserving anonymity and confidentiality. If confidentiality is not an issue in this research, please explain why. Will confidential records be consulted? If yes, indicate what precautions will be taken to ensure subjects' confidentiality. How will the data be stored to ensure confidentiality? Will the data be destroyed, if so, when?
9. **Compensation:** Will subjects be compensated for their participation? Compensation may reasonably provide subjects with assistance to defray the costs associated with study participation.

Human Subject Ethics Protocol Submission

March 2010

1. Summary of Thesis Project

The practicum is the final requirement to complete the Masters Program in City Planning. The focus of this particular project will be to examine the existing opportunities and issues of expressing culture in the streetscape and pedestrian safety of the Spence Neighbourhood. The researcher will work with stakeholders in order to come up with a variety of proposals.

Consultation for this project will primarily be through two local community-based organizations (West End BIZ and Spence Neighbourhood Association). Interviews with members of these organizations will be conducted through walking tours with question prompts from the researcher to guide the focus of the information, each lasting one hour with up to five participants. Phone or email interviews may be conducted with a maximum of one participant at a time. In walking tours, participants lead the researcher through the neighbourhood and the student researcher will focus the discussion around cultural expression and pedestrian safety. Walking tours may involve Spence Neighborhood Association staffers, West End BIZ staffers, and any residents or businesses that these organizations may recruit. The purpose of the tours is to illustrate some of the examples or demand for placemaking opportunities, cultural/community

expression, and street activity. There will also be two focus groups with stakeholders: one towards the beginning and one at the end of the project. Each focus group may have up to twenty participants and will last a maximum of two hours. The goal of this project will be to develop possible scenarios for the long term development of sites along one principal street through physical streetscape designs. These designs will be presented to the organizations and other local stakeholders. The positive and negative feedback offered by the local communities and stakeholders will be documented and incorporated into the potential design options. These reports will then be distributed to key participants and organizations so that they can be used in their discussion about future development and neighbourhood directions.

The research requires internet and library research and will include interviews (in person, by telephone or by email) and focus groups. Informed consent will be obtained from interviewees and focus group participants, and their names will only be used in the final documents if permission is granted. Copies of the reports will be provided to both the interviewees (and their organizations). All interviewees and participants in focus groups will be asked to sign consent forms, and all efforts will be made to maintain the anonymity of participants (except when permission is granted to use a participant's name.) No deception will be employed at any point of the practicum research.

2. **Research Instruments:** See attached questions and outlines for interviews and focus groups.
3. **Study Subjects:** Community-based organizations (particularly the Spence Neighbourhood Association and the West End BIZ) and residents or stakeholders in the West End BIZ area will be the primary participants for this project. The researcher will meet with representatives from the organizations in preparation for the work, and to determine the scope of the project. The organization and the researcher may recruit additional subjects from the local population for focus groups at the start and end of the project. The West End BIZ will aid in recruiting local businesses in interviews through previous connections and the Spence Neighbourhood Association will recruit local residents through existing relations. There are no special characteristics of the subjects that make them especially vulnerable or require extra measures. All participants recruited will be over the age of eighteen and may include staffers from community based organizations and community participants. Both males and females may participate in the research methods. Individual interviews will have a maximum of two participants at any given time. Walking tours may have up to five participants at any given time. Each focus groups will have a maximum of twenty participants.
4. **Informed Consent:** Each participant agreeing to the terms on the consent form will sign the form. A copy of the consent form is attached. The researcher will keep the consent forms, but a copy will be left with each participant.

5. **Deception:** At no time will information about the practicum or its purpose be withheld from subjects. There will be no deception employed at any point of the practicum research.
6. **Feedback/Debriefing:** The local community-based organizations will be provided with reports documenting the work of this project. This will include a record and a summary of positive and negative community feedback. Should participants that are not with community-based organizations be interested in receiving feedback and documentation of the project, they may send an email request to the researcher with their contact information.
7. **Risks and Benefits:** There are minimal risks or benefits to the subjects identified. Issues regarding anonymity and confidentiality (particularly in the case of educational photographic or video documentation) are addressed below in Section 8. This research addresses regional and local planning strategies, future visions and implementation of plans and designs. One of the objectives will be to study how it is possible to develop the types of environments residents choose to live in rather than ones where they feel forced to live in because of income or work location. When residents take part in creating environments that they value, they may naturally be more willing to manage and maintain them. Thus, this project will have the most value for the residents and businesses of the Spence Neighbourhood as they examine methods to develop environments that may benefit from streetscaping, pedestrian safety, and promoting cultural diversity. Although no physical construction will result from this research, it may help to gather idea should future projects arise. Through the discussion of local issues, it is possible that the community may eventually initiate and pursue future streetscaping projects of their own.
8. **Anonymity and Confidentiality:** Access to original data will be restricted to the student researcher and the Practicum Advisory Committee.

Audio-Taping

In some cases, and with your permission, activities, interviews or other kinds of sessions may be audio-recorded and transcribed at a later date for research purposes, so that analyzing the material at a later date will be completed with greater ease and efficiency. Such audio-recordings will be kept in a secure place, and destroyed after they have been transcribed. Where information occurs within a session transcript that will be included in the final project report, names and other personal information will be omitted, unless such permission has been explicitly granted.

Photography or Video-Taping

In some cases, photographs or video-footage may also be taken during project activities to capture group dynamics, interactions between participants and results of workshops. With participants' permission, photographs or visual images may be included in presentations, reports or on the websites, allowing viewers (or readers) to catch a glimpse of activities and group processes. Participants' faces may feature in these visual images, but nametags will not be worn that would

allow them to be identified by name in photographs or video footage. In addition, names will not be attached to any persons in photos, nor in the corresponding text within any presentation materials or reports, unless such permission has been explicitly granted.

Identities of people in video/photographs who do not wish to be depicted will be obscured through use of digital manipulation (Adobe Photoshop). Should a photo/video clip arise where there are participants who have granted permission to use their likeness and there are other participants who have asked not to be photographed and/or video graphed, the clip will either not be used or digital photo manipulation may be used to obscure the identities of people who do not wish to be depicted.

Use of Data, Secure Storage and Destruction of Research Data

Information collected from participants may be used or incorporated into presentations and final reports. All information will be treated as confidential and stored in a private and secure place, and subsequently destroyed at the end of the course. The student researcher will be responsible for destroying the data. Community-based organizations may be offered the option of using reports and posters for their purposes in discussing and promoting their own proposals.

The secure data storage will be digitally stored on the student researcher's computer and portable hard drive. Access to these files will require a password. The computer and portable hard drive are located at the student researcher's residence. Only the student researcher (Ludwig Lee) and the Practicum advisor (Dr. Richard Milgrom) will have access to the data. All secure data will be destroyed on-or-before February 28, 2011. The principal researcher will be responsible for destroying the data.

9. Compensation

No compensation will be provided to participants.

Attachments: Consent Form

Ethics Protocol Submission Form

Review your submission according to this:

Checklist

Principal Researcher: _____

<input type="checkbox"/>	Item from the Ethics Protocol Submission Form
	All information requested on the first page completed in legible format (typed or printed).
	Signatures of the principal researcher (and faculty advisor, or course instructor if student research).
	Answers to all 13 questions on pages 2-3 of Ethics Protocol Submission form, INCLUDING ANY QUESTIONS FOR WHICH YOUR RESPONSE WAS "YES".
	Detailed information requested on page 4 of the Ethics Protocol Submission Form in the numbered order and with the headings indicated.
	Ethics Protocol Submission Form in quadruplicate (Original plus 3 copies).
	Research instruments: 4 copies of all instruments and other supplementary material to be given to subjects.
	Copy of this checklist.

NOTE: For ease of reviewing it would be much appreciated if you could number the pages of your submission (handwriting the numbers is quite acceptable).

Appendix C
Informed Consent Form



UNIVERSITY
OF MANITOBA

Faculty of Architecture

City Planning
201 Russell Building
84 Curry Place
Winnipeg MB
R3T 2N2
Tel: (204) 474-6578
Fax: (204) 474-7532

Consent Form - Research Participation **Thesis Project: Spring-Summer 2010**

Student Researcher: Ludwig Lee

This consent form, a copy of which will be left with you for your records and reference, is only part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. Please do not hesitate to ask for further details or clarification on any of the material presented below. This consent form will be used for all participants participating in any research methods for this project. Please take the time to read this carefully and to understand any accompanying information.

Title of Project: Enhancing Community Identity in Spence Neighbourhood

Specific Activities to be Completed by Project Participant: The practicum is the final requirement to complete the Masters Program in City Planning. The focus of this particular project will be to examine the existing opportunities and issues of expressing culture in the streetscape and improving pedestrian safety in the Spence Neighbourhood. Participants will be involved in a planning and design process related to determining core values of the community of Spence and envisioning potential sites and locations to demonstrate these values. This may include, but not be limited to key informant interviews which may include walking tours (lasting one hour, up to five participants), telephone/email interviews (lasting one hour, up to 1 participant), and planning/design focus groups (lasting one to two hours, up to twenty participants).

The most prominent interest that drives this research project is the types of improvements that can be applied to communities to develop their uniqueness and identity within the city. The goal will be to explore how culture can be expressed and how environments can be made safer and more pedestrian-friendly. Particularly, streetscaping and environmental design will be examined as techniques for taking advantage of placemaking opportunities. In walking tours, participants lead the researcher through the neighbourhood to get a visual sense of conditions and the student researcher will focus the discussion around cultural expression and pedestrian safety. Walking tours may involve Spence Neighborhood Association staffers, West End BIZ staffers, and any residents or businesses that these organizations may recruit. The purpose of the tours is to illustrate some of the examples or demand for placemaking opportunities, cultural/community expression, and street activity. Through discussions of issues and opportunities, the initial focus group will reveal a general overview of existing conditions and opportunities as seen by the local community. The final focus group will present the information and ideas gathered from the first meeting in the form of several design proposals. The meeting will ask for participants' responses to the design options and to further advance the design through various engaging activities. No deception will be employed at any point of the practicum research. Participants may potentially be asked to participate in up to three activities through the course of the project.

This project is undertaken under the supervision of the practicum advisor, Dr. Richard Milgrom (see contact information below), in accordance with the protocols of the Human Ethics Secretariat of the University of Manitoba for research involving human subjects. The research has been reviewed by the Joint-Faculty Research Ethics Board at the University of Manitoba and approved.

This Consent Form has also been reviewed and approved. Participatory decision-making processes will be reviewed with the Practicum Committee in advance of events or interviews being held. Processes are specifically related to identify planning issues, visions and site design decisions. They are not intended to collect any personal information from participants. Your name or any other personal information will not be included in any publicly disseminated materials arising from the study unless such permission has been explicitly granted.

Research topics that may be discussed during research methods include:

- Placemaking opportunities
- Culture and community expression
- Street activity
- Cycling
- Walkability

Risks and Benefits. There are minimal risks to the subjects identified. Issues regarding anonymity and confidentiality (particularly in the case of educational photographic or video documentation) are addressed below. The research addresses site specific and neighbourhood planning strategies, future visions and implementation of plans and designs. The results of the work will be provided to the West End BIZ and Spence Neighbourhood Association for use in future discussions about the future identity of Spence within the city of Winnipeg.

Audio-Taping. In some cases, and with your permission, activities, interviews or other kinds of sessions may be audio-recorded and transcribed at a later date for research purposes, so that analyzing the material at a later date will be completed with greater ease and efficiency. Such audio-recordings will be kept in a secure place, and destroyed after they have been transcribed. **Your name or any other personal information will not be included in any publicly disseminated materials arising from the study unless such permission has been explicitly granted.**

Photography or Video-Taping. Photographs or video-footage may be taken during project activities to capture group dynamics and interactions between participants. Photographs or video-footage will only be taken during walking tours and focus groups. With your permission, your photograph or visual image may be included in class presentation materials or reports. Your face may feature in these visual images, but nametags will not be worn that will allow you to be identified by name in photographs or video footage. In addition, **names will not be attached to any persons in photos, nor in the corresponding text, unless you have explicitly granted such permission.** Identities of people in video/photographs who do not wish to be depicted will be obscured through use of digital manipulation (Adobe Photoshop).

Use of Data, Secure Storage and Destruction of Research Data. Information collected from participants may be used or incorporated into presentations and final reports. All information will be treated as confidential and stored in a private and secure place, and subsequently destroyed at the end of the project. The Student Researcher will be responsible for destroying the data. All secure data will be destroyed on-or-before February 28, 2011. The secure data storage will be digitally stored on the student researcher's computer and portable hard drive. Access to these files will require a password. The computer and portable hard drive are located at the student researcher's residence. Community-based organizations may be offered the option of using reports and posters for their purposes in discussing and promoting their own proposals. Please be aware that during any of the interviews, walking tours, and focus groups, if descriptions of events in the area lead to participants' disclosure of harm to minors or others, it is the researcher's legal obligation to report incidents of harm to others to the proper authorities.

Compensation. There is no compensation to participants for participating in activities.

Debriefing. Should you wish to receive research documentation and findings of this research project, please send an email to the student researcher at XXX.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the course project and agree to participate as a subject. In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

CONTACT INFORMATION:

Ludwig Lee, Student Researcher, Department of City Planning, Email: XXX
Dr. Richard Milgrom, Associate Professor, Department of City Planning, Faculty of Architecture, University of Manitoba, 201 Russell Bldg., Winnipeg, MB, R3T 2N2
Telephone: 474-6868; Fax: 474-7532; Email: milgrom@cc.umanitoba.ca

This project has been approved by the Joint Faculty Research Ethics Board (JFREB) of the University of Manitoba. If you have any concerns or complaints about this project you may contact the above-named persons or the Human Ethics Secretariat at 474-7122, or e-mail margaret_bowman@umanitoba.ca. A copy of this consent form has been given to you to keep for your records and reference.

Thank you for participating in this project. Your cooperation and insights are very valuable, and are greatly appreciated.

I, _____, consent to the dissemination of material (including

[Name of Participant: *please print*]

photographs and visual images) provided to the Student Researcher **for use in his practicum project, and on posters and websites, and in reports to be given to the West End BIZ and Spence Neighbourhood Association. Comments that I provide may be used as long as my anonymity is maintained.** I understand that the information I provide will be incorporated in a presentation, a report and on posters by the student researchers. I understand also that all information will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the course by the Student Researcher.

Signature of Participant

Date

Name of Student Researcher

Signature of Student Researcher

Date

Appendix D
Ethics Approval Certificate



UNIVERSITY
OF MANITOBA

Ethics
Office of the Vice-President (Research)

CTC Building
208 - 194 Dafoe Road
Winnipeg, MB R3T 2N2
Fax (204) 269-7173
www.umanitoba.ca/research

APPROVAL CERTIFICATE

July 8, 2010

(R.Milgrom)

TO: Ludwig Lee
Principal Investigator

FROM: Wayne Taylor, Chair
Joint-Faculty Research Ethics Board (JFREB)

Re: Protocol #J2010:088
"Enhancing Cultural Identity: Spence Neighbourhood, Winnipeg, MB"

Please be advised that your above-referenced protocol has received human ethics approval by the **Joint-Faculty Research Ethics Board**, which is organized and operates according to the Tri-Council Policy Statement. This approval is valid for one year only.

Any significant changes of the protocol and/or informed consent form should be reported to the Human Ethics Secretariat in advance of implementation of such changes.

Please note:

- if you have funds pending human ethics approval, the auditor requires that you submit a copy of this Approval Certificate to Eveline Saurette in the Office of Research Services, (e-mail eveline.saurette@umanitoba.ca, or fax 261-0325), including the Sponsor name, before your account can be opened.

- if you have received multi-year funding for this research, responsibility lies with you to apply for and obtain Renewal Approval at the expiry of the initial one-year approval; otherwise the account will be locked.

The Research Ethics Board requests a final report for your study (available at: http://umanitoba.ca/research/ors/ethics/ors_ethics_human_REB_forms_guidelines.html) in order to be in compliance with Tri-Council Guidelines.