

THE UNIVERSITY OF MANITOBA

REVITALIZATION OF DOWNTOWN WINNIPEG-  
A STUDY OF THE AREA NORTH OF PORTAGE AVENUE

by

RAMAN D. SURIE

A THESIS

SUBMITTED TO THE DEPARTMENT OF CITY PLANNING  
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A thesis submitted to the Faculty of Graduate Studies of  
the University of Manitoba in partial fulfillment of the requirements  
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TO MY PARENTS





# REVITALIZING DOWNTOWN WINNIPEG

## ABSTRACT

The condition of parts of Downtown Winnipeg has been deteriorating. The area bounded by Portage Avenue, Notre Dame and Balmoral Avenues is a prime example and constitutes the area of study.

The objective of this thesis, is to examine the prevailing influences of deterioration acting upon this area and to develop, in terms of urban design and development, a plan for its revitalization.

The findings of this thesis, demonstrate a physical and socio-economic deterioration of the study area and the progressive decline of its resident population, retail shopping activity and quality of environment. It is also observed, that while the Downtown south of Portage Avenue has continued to grow, there has been a lack of initiative by the public or private sector in trying to develop the north Downtown.

In order that this may also grow in a comparable manner and that the city may have an active and well planned area at its centre, it is proposed that incentives be introduced and efforts made to encourage redevelopment of the north Downtown. Possibilities such as the use of tax concessions and changes in the system of parking and zoning are examined in this context.

The principal means to revitalization of the area, are proposed as being the attraction of a larger resident

population. The construction of housing and suitable amenities is suggested for this purpose.

Other salient features of the plan for redevelopment, are the elimination of retail shopping activity along the north side of Portage Avenue, and its replacement by alternate uses such as housing and offices; the development of mixed use buildings and the enhancement of diversity in the area; the provision of a recreation centre; the development of a weather protected pedestrian system between nodes of activity; greater segregation between vehicular and pedestrian traffic; preservation of buildings in a good condition and phased development of the site.

CHAPTER I  
INTRODUCTION

## INTRODUCTION TO THE STUDY:

The traditional role and functions of the Downtown as a primary centre of the city, have been changing. The movement of people from the inner to outer city areas and the growth of the suburbs, have led to the formation of nodes of commercial activity outside the city central area. The importance of the Downtown or Central Business District (CBD), has been challenged by the development of these nodes, and it has been placed in a position of having to compete with them for its continuing health and economic viability.

In view of this situation, several cities<sup>1</sup> have made attempts to redevelop and strengthen their CBD areas. Others appear either to be in the process of doing, or seem to have decided to let time and the influence of market forces determine the future of their CBD areas.

This thesis takes the position that the Downtown remains a very important part of the city, and that its redevelopment offers certain unique and competitive advantages which few other areas can provide. These are: central location; high concentration of office and business space; existing infrastructure of city services; historic significance of the area, and the potential of providing people with a wide range and quality of goods and services. An additional factor of

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<sup>1</sup>Philadelphia, Houston, Boston, Baltimore and Charlestown are some examples of cities that have developed stronger cores. Several others are in the process of so doing.

of increasing significance, is the rising cost of commutation to suburban areas and the possibility of restricting or avoiding these costs, by making city central areas better locations to live and work in.

In order that Winnipeg too may experience the benefits of having an active and well planned area at its core, it is necessary that the trends of deterioration within its inner city be controlled, and the declining areas redeveloped. One such area is the Downtown north of Portage Avenue, and constitutes the area of study.<sup>2</sup>

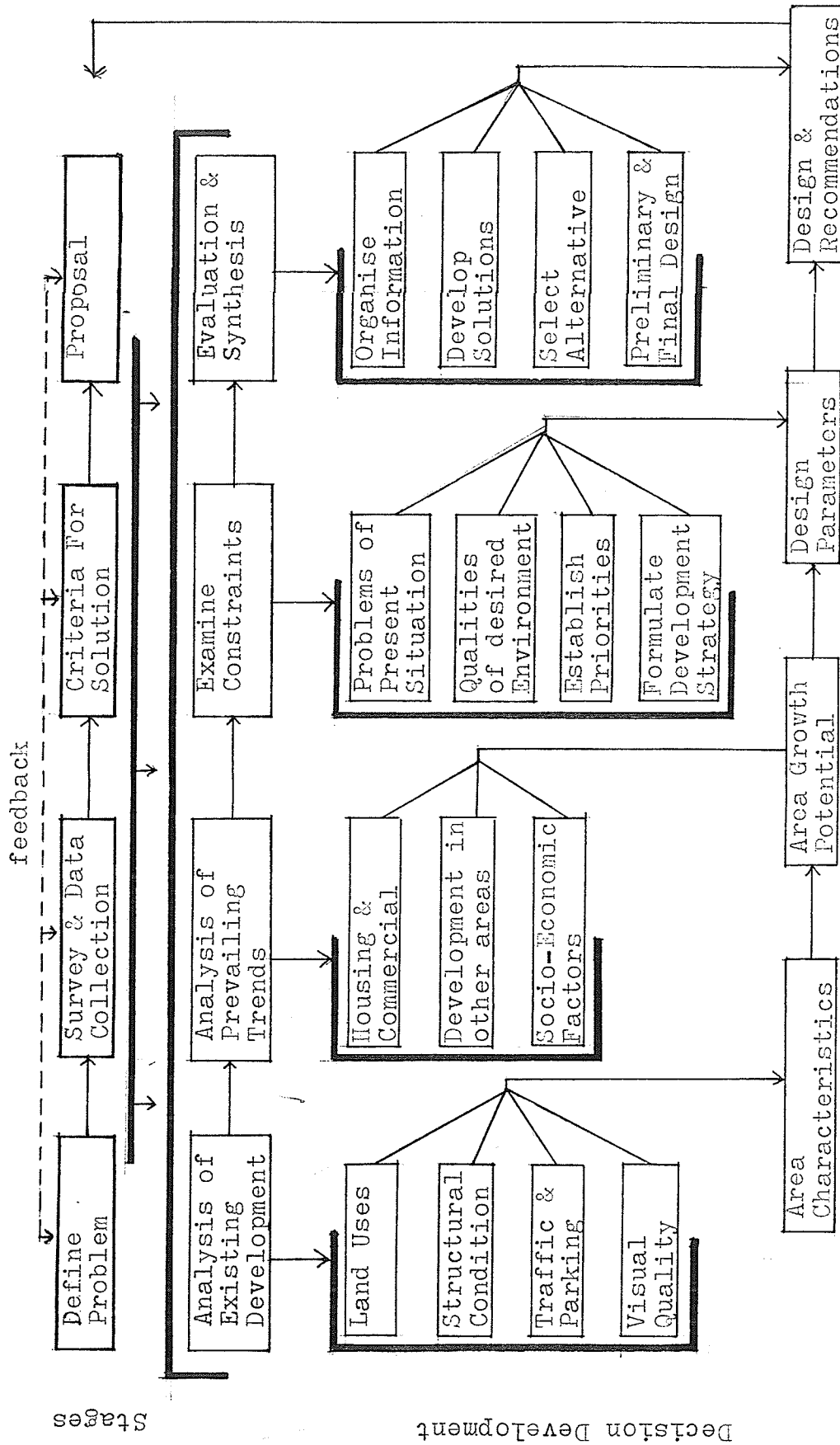
The objective of this thesis, is to examine the prevailing influences of deterioration acting upon this area, and to propose a plan for its revitalization.

This objective is pursued in four stages (see also model on page 3 ). In the first of these, the problem of core area decline is examined in the general context of urban growth and its implications for core area redevelopment, and the case of Winnipeg is outlined. The second stage examines the social, physical and economic conditions of the North Downtown area, with a view to determining the major problems, constraints and potential for its redevelopment. The third stage develops a concept for the proposed plan. Important features of the plan, such as mixed use development, zoning, parking and a pedestrian system, are presented. Aspects of

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<sup>2</sup>This is the area bounded by Portage, Balmoral and Notre Dame Avenues and in the course of this study, referred to as the "North Downtown". Note also, that no distinction is made between use of the terms "Downtown" or "Central Business District".

METHODOLOGY MODEL:



Adapted From: Urban Design: Vocabulary, Process, Technique. Peter Batchelor.

use of buildings, relationship between groups of buildings and spaces, climate and other relevant factors are considered. Phased development and preservation of buildings is given importance and a strategy for implementation is proposed.

Finally, recommendations are made for attracting growth into the area and a comprehensive plan for its re-development is presented in the fourth stage of this thesis.

#### THE PROBLEM OF CORE AREA DECLINE:

Suburban growth appears to have been accompanied by a decline in the condition of many inner city areas. While the population of several urban regions has continued to grow, that of the inner city has often actually declined.<sup>3</sup> Poor socio-economic conditions have developed within it, and the quality of its physical environment has gradually deteriorated.

An explanation of this phenomenon and its historical causes, was provided by the ecological theory.<sup>4</sup> It maintained that as the city aged, its affluent in search of open land and new housing, had moved to more outlying areas. The dwellings left by them, had in turn been occupied by the poor and less privileged sections of society, and the city itself had grown

---

<sup>3</sup>In the case of Winnipeg, (despite the city's annual growth rate of about 2% over the last three decades), its core areas are expected to lose about 9,500 residents a year, at the present rate of decline. Refer: Winnipeg Free Press, September 15, 1979).

<sup>4</sup>This is the classic Theory of Park & Burgess (1925). Refer: Alonso, William. The Historic & Structural Theories of Urban Form: Their Implications for Urban Renewal, in Neighborhood, City & Metropolis, edited by Gutman Robert & Popenoe, David. New York: Random House, 1970, P. 415.



in a continuation of this process.

However, it has been suggested by Alonso<sup>5</sup> and others, that the ecological theory might not provide an adequate explanation of the migration of the affluent from inner to outer city areas. The reasons for this migration are instead, thought to lie in a host of other factors such as the public tastes, income and the nature of market forces. This explanation has formed the basis of a theory, according to which these "structural" factors, rather than "ecological-historical" considerations, motivate the movement to suburban areas.<sup>6</sup>

However, while these theories provided an explanation of the causes of the movement to the suburban areas, the work of some contemporary investigators has suggested, that changes may now be taking place in the nature of the public preferences and economic factors, in favour of influencing a movement of people back to the inner city. The arguments put forth, have varied from considerations of the trend for smaller households and fewer children (Bourne 81), to the desire for "emphasizing the search for socially distinctive communities as sympathetic environments for individual self expression"<sup>7</sup> (Winters 78). Other factors cited, are the increasing

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<sup>5</sup>Ibid, P. 418.

<sup>6</sup>Vernon & Hoover had contended that the rich seek, basically, to substitute space for accessibility and are thus motivated to live in the suburbs. Refer: Hoover, Edgar M., and Vernon, Raymond. The Anatomy of a Metropolis. Cambridge: Harvard University Press, 1959.

<sup>7</sup>Refer: Smith, Neil. Towards a Theory of Gentrification. Washington: Journal of the American Planning Association, October 79, P. 538.

distance and cost of commutation to outlying areas, the need to consider two work patterned trips<sup>8</sup> in many households (Kern 77), and the slowdown of housing construction in the mid 70's, leading to increased costs of new suburban housing, in relation to older stock in the inner city<sup>9</sup> (Bourne 81).

Likewise, Smith has presented a persuasive argument to illustrate the economic basis for the interest in redeveloping many of these areas. He maintains, that suburban growth along with the depreciation of capital invested in core area neighborhoods in the last century, has now combined to produce conditions favourable to re-investment in these areas:

"Capital flows where the rate of return is the highest, and the movement of capital to the suburbs along with the continual depreciation of inner city capital, eventually produces the rent gap. When this gap grows sufficiently large, rehabilitation (or for that matter, renewal) can begin to challenge the rates of return available elsewhere, and capital flows back."<sup>10</sup>

The explanation presents one viewpoint - according to which the needs of capital may have begun to favour the re-development of many inner city areas. (In this regard, the finding of studies such as the Urban Land Institute's survey in 1977, which determined that some private revitalization is taking place in about 75% of all U.S. cities with a population

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<sup>8</sup>Due to an increase in the number of two income households.

<sup>9</sup>Bourne, Larry, S. The Geography of Housing: U. H. Winston, 1981, P. 166.

<sup>10</sup>Smith, op. cit., P. 546.

of over 500,000, is significant).<sup>11</sup>

However, whether economic factors alone could lead to the possibility of an inner city resurgence and the extent to which this possibility would be influenced by the socio-cultural preferences of people,<sup>12</sup> remains uncertain. It may well be, that a combination of economic and socio-cultural considerations will be necessary, before inner city redevelopment can assume the proportions of a major revival of these areas.<sup>13</sup> That an ample scope for such development does in fact exist, has been demonstrated by Contini, who argued that core area redevelopment programs could accommodate a population growth rate of 1% per annum, without need for outward expansion of the city.<sup>14</sup> This figure is derived from the assumption, that the average life span of a single family residential building is forty to fifty years. Thus each year, 2 to 2.5% of these buildings would be ready for clearance (2 x 50 - 100%). If 50% of the land under these buildings were to be redeveloped

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<sup>11</sup>Bourne, op. cit., P. 165.

<sup>12</sup>The nature of the city core itself, was found to be a major factor influencing the public preferences for living in the inner city. In strongly centralized cities, people were found to be willing to pay higher rents in order to live close to the centre. Refer: Frieden, Barnard J. The Future of Old Neighborhoods. Cambridge: Harvard University Press, 1965.

<sup>13</sup>Bourne suggests that cities most likely to witness such revivals, are ones with a historic & attractive core area, high proportion of professional & office jobs, a tight housing market, amenities such as parks--etc. Refer: Bourne, op. cit. P. 166.

<sup>14</sup>Contini, Edgardo. Recycling Urban Land. Washington: Urban Land, April 76.

at the original density, 20% devoted to parks etc., and only 30% redeveloped at a density of 12 to 15 units per acre, the effect of such development was estimated to accommodate the population growth rate of 1% per annum.

In conclusion, it would appear that despite the historic deterioration of the inner city, there are signs that the economic prospects for its redevelopment may be improving. The role which public policy will play in enhancing the attractiveness of these areas, the nature of public preferences and economic benefits to living in them, can therefore be expected to determine their future.

#### THE CASE OF WINNIPEG:

The phenomenon of suburban expansion and core area decline, can also be observed in the case of Winnipeg. Thus, while the population of the outer areas of the city, increased by 200% during the years 1941-76, that of the inner city<sup>15</sup> declined by 29% for the same period. Significantly, the rate of population loss increased from 2.3% in 66-71, to 15% in the period 71-76,<sup>16</sup> and this trend is continuing at present.

Likewise, the core areas have also been experiencing certain socio-economic problems commonly associated with inner

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<sup>15</sup>The boundaries of the core or inner city of Winnipeg adopted by the Core Area Initiatives program of The City of Winnipeg, is shown in the map on page 41. The boundary of the Downtown, developed by the Metropolitan Corporation of Greater Winnipeg Plan is also shown.

<sup>16</sup>Institute of Urban Studies. Revitalizing the Core Areas of Winnipeg. Issues & Options. Winnipeg: University of Winnipeg, 1980.

city decline. For example, 18% of all the families residing in this area in 1976, were single parent families. This is almost twice the figure of 10% for the city as a whole. Unemployment figures for males in the area (7.7%) were also higher than the city average (4.0%).<sup>17</sup>

However, inspite of the deteriorating influences being experienced by the core areas of Winnipeg, the Downtown south of Portage Avenue appears to have been developing quite well in relation to the rest of the inner city. While the population of the latter has declined, that of the Downtown has remained stable,<sup>18</sup> and the area has continued to grow economically. Thus, between the years 1969-76, about thirty five buildings of a significant size have been built in this area.<sup>19</sup> Within the year of 1979 alone, about five buildings with an estimated value of \$13,450,000 were in a stage of planning or execution.<sup>20</sup> This is a significant amount of growth for one year.

The crux of the matter remains though, that all of this construction has taken place in the Downtown south of Portage Avenue, while the north experienced no such activity.

Several factors are to account for this situation.

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<sup>17</sup>Ibid., P. I-4.

<sup>18</sup>Damas & Smith. Winnipeg Downtown & Portage Avenue Study. Winnipeg: January 1979, P. 6.

<sup>19</sup>Ibid., P. 34.

<sup>20</sup>Department of Environmental Planning. Building Permits Inventory. Winnipeg: City of Winnipeg, 1980.

Amongst these, is the fact that the city itself has had a modest growth rate of about 2% per annum,<sup>21</sup> and as most of this growth has been taking place at its suburbs, the Downtown could not be expected to have done very much better. However, the reasons why development of the Downtown was concentrated in the area south of Portage Avenue, may lie partly in the nature of government policies towards this area and secondly in the fact that as this has traditionally been the more developed part of the Downtown, the private sector may have found it more advantageous to continue to develop it, rather than investing in the area to its north.<sup>22</sup> An additional factor of some relevance, is that Portage Avenue by virtue of its heavy traffic as a major traffic artery, has acted as a physical barrier between the Downtown areas north and south of it, and has therefore served to constrain and to define the boundaries of development of the Downtown.

In view of these considerations, it appears that if the North Downtown is to grow in a manner comparable with the south, special measures will have to be taken to promote its redevelopment. The physical barrier presented by Portage Avenue could be overcome by means of pedestrian links built

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<sup>21</sup>For the years 1956 to 76. Refer: Damas & Smith. Op. cit., P. 33.

<sup>22</sup>The south is seen to have contained major private & public sector investments, such as retail stores like the Hudsons Bay & Eatons, and public institution buildings, offices etc. (In fact, within the last decade alone, over 16 office buildings, an art gallery, a convention centre and several apartment blocks have been built in this area. Ibid., P. 34).

across it, but such a system of overstreet linkages would be meaningful only if it led to nodes of activity on the north as well.

However, the study area does not at present, contain any activity or function that is developed sufficiently to be considered a node. Therefore, in order that the two Downtown areas may be appropriately linked across Portage Avenue, an attempt will first have to be made, to generate better organized growth and activity in the area to its north.

That a scope for such development could exist, is observed from certain attributes of the area. These include but are not limited to, its location in the heart of the city's CBD and its proximity to a well developed part of the Downtown. Similarly, though Portage Avenue has so far been considered in the context of its having been a barrier to the development of the north, it could also be regarded as an asset, in terms of its ability to attract certain types of commercial and recreational uses. Finally, the existence of a significant amount of vacant land in the north Downtown, should offer prospects for construction activity, with a minimal need for demolition of existing buildings.

CHAPTER II  
CHARACTERISTICS OF THE AREA



## CHARACTERISTICS OF THE AREA

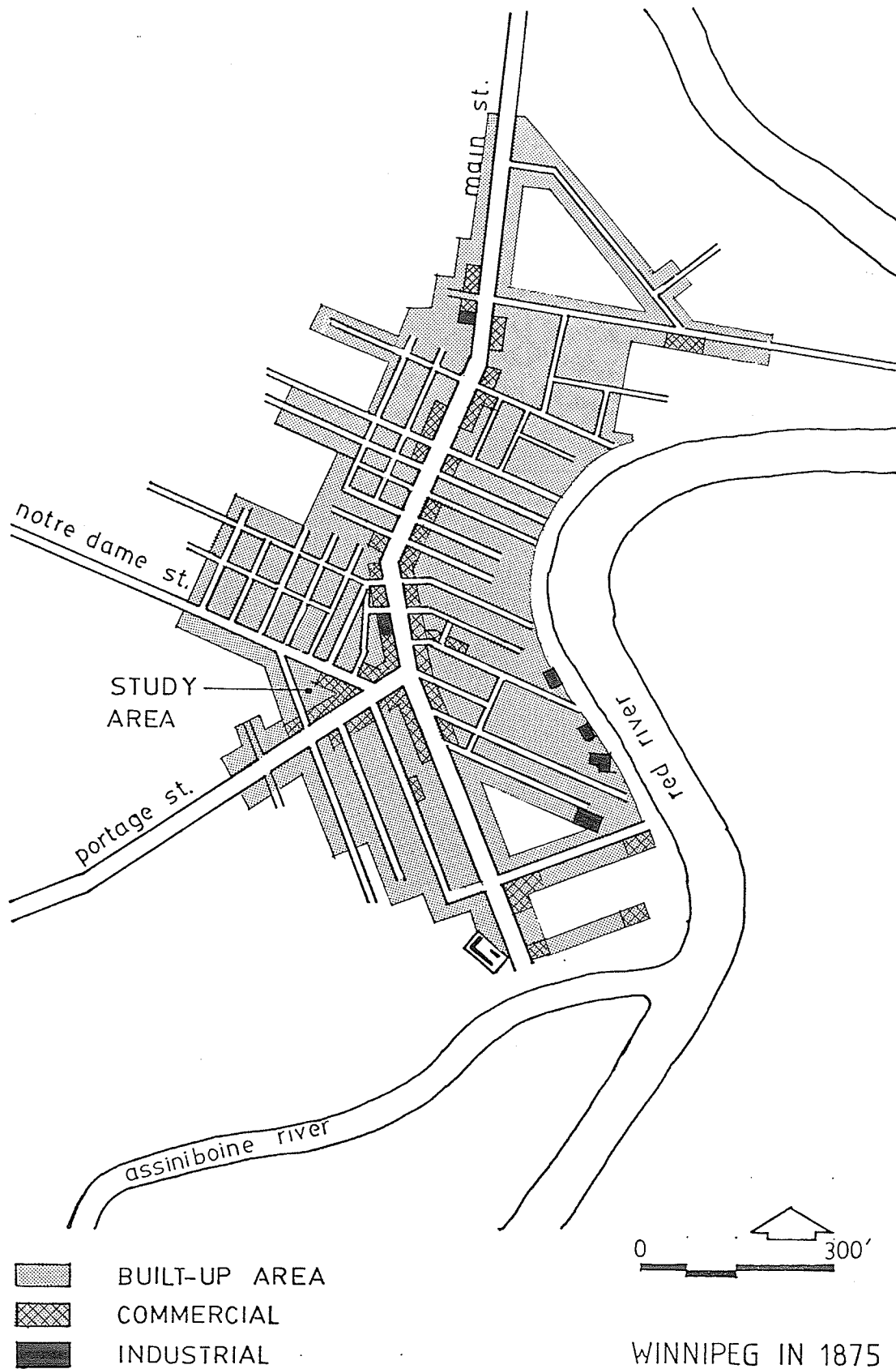
### Introduction:

The area of study is located in the heart of the Central Business District of Winnipeg (See map page 41). It is about one hundred acres in size and is bounded by Portage Avenue on the south east, Notre Dame on the north and Balmoral and Memorial Avenues on the west and south west respectively.

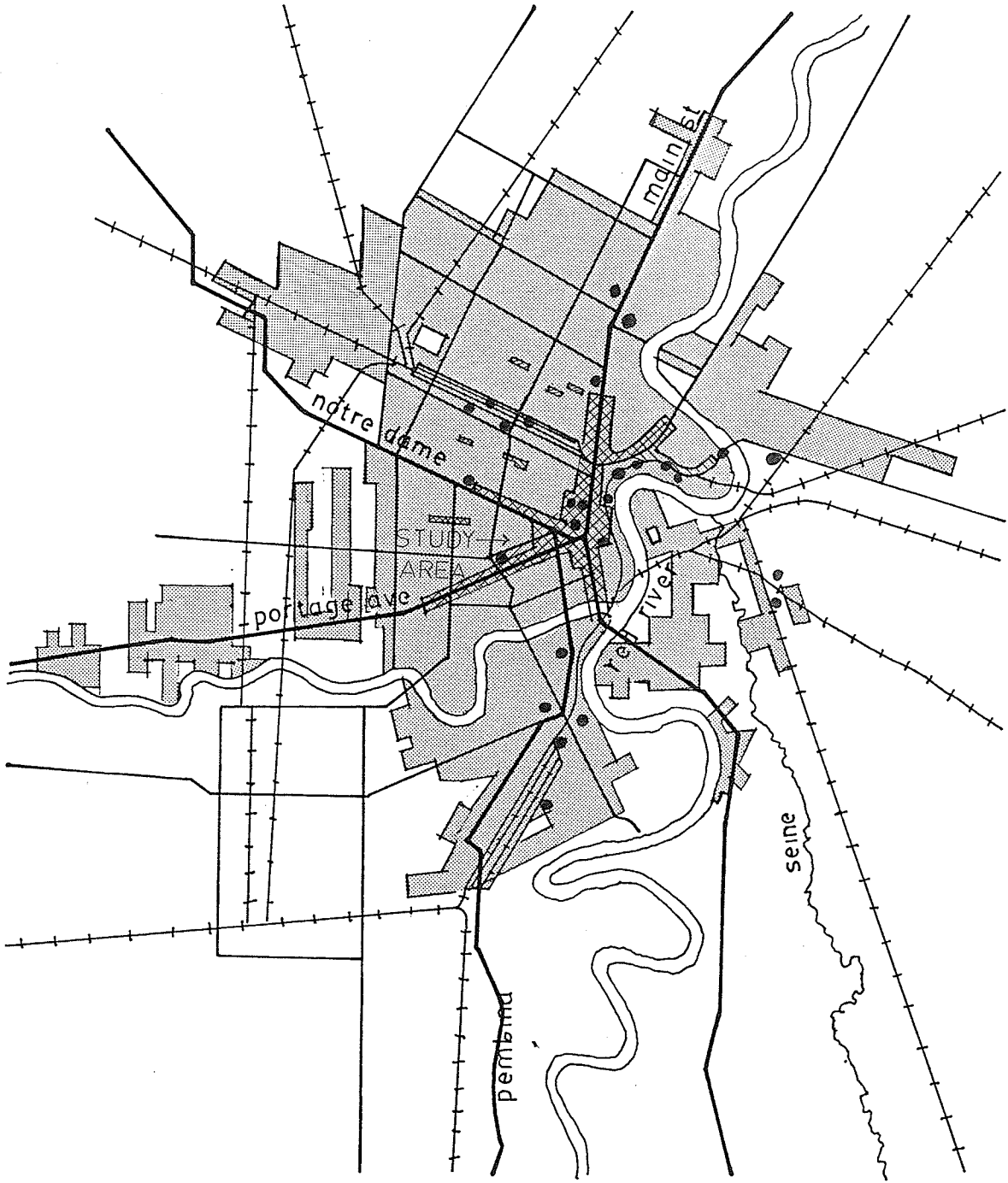
The justification for delineating the boundaries of the area of study in the proposed manner, lies in the differences between its character and that of its surroundings. For example, the area west of Balmoral Avenue differs from the North Downtown by being primarily a residential district, the area north of Notre Dame is used primarily for warehousing and light industrial activity, and the area south of Portage Avenue is already in a more developed condition than the study area.

It should, however, be added that the latter does not, in itself, constitute a single distinct community. It has a diverse character with retail shopping activity predominating along Portage Avenue. Commercial use is located between Portage and Ellice Avenues, warehousing along the northern edge of Notre Dame Avenue, and offices and service establishments are dispersed over the entire area.




Likewise, the existing buildings belong to different age groups. With the exception of a handful of high rise apartment blocks, the large majority of construction was done over a half a century ago. Some of the existing houses and apartment buildings date back to before even World War I.

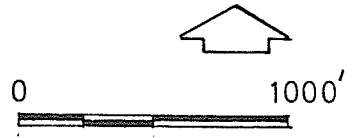


Adapted From: Winnipeg, An Illustrated History, Alan F.J. Artibise



WINNIPEG IN 1913

-  BUILT-UP AREA
-  COMMERCIAL
-  INDUSTRIAL



Adapted From: Winnipeg, An Illustrated History, Alan F.J. Artibise

Central Park, located at the north West of the area, is its main feature and serves to unify and consolidate the surrounding area.

Finally, an interesting aspect of the shape of the study area, is revealed in the manner in which street patterns were developed at that time. It accounts also for the form and direction taken by Main Street, Portage Avenue and other adjacent streets (See map P. 14). These features are derived from the practise of developing long and narrow strips of land facing the river.<sup>1</sup> Thus, Main Street and Portage Avenue take forms that would enable such a system to work. Notre Dame is designed as a major axis, about which streets bordering the strips of land facing the Assiniboine River, must turn to meet those going westward from the Red River. The triangular shape of the study area, is thus formed.

#### PHYSICAL CONDITIONS:

North Downtown, can be characterised as being in a poor physical condition. This is a part of the city that was built at the turn of the century. As upper income families gradually moved out, a large number of dwellings were left for occupation by the lower income groups. About three fourths of the buildings in this area, are over seventy years old and very little construction or upgrading work appears to have been done.

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<sup>1</sup>Artibise, Alan F. J. Winnipeg-An Illustrated History. James Lorimer & Co. Toronto, 1977, P. 55.

TABLE 1

## AREA OF EXISTING LAND USES: (STUDY AREA)

LAND USE	AREA IN SQ. FT.	AREA IN ACRES	PER CENT OF STUDY AREA (Excl. streets and lanes)	PER CENT OF TOTAL AREA
1. Commercial	711,790	16.34	4.50	3.07
2. Multiple Family Residential	671,432	15.41	23.90	16.00
3. Single Family Res.	121,150	2.78	4.30	2.88
4. Parking	492,830	11.31	17.54	11.74
5. Vacant Land	246,148	5.65	8.76	5.86
6. Parks	128,956	2.96	4.50	3.07
7. Public Buildings	305,320	7.00	10.87	7.27
8. Industrial	32,000	0.73	1.13	0.76
9. Hotels	99,170	2.27	3.50	2.36
Area (excluding streets & lanes)	2808,796	64.48	100.00	66.96
Streets & Lanes	1386,400	31.82	-	33.04
Total Area	4195,196	96.30	-	100.00

SOURCE: THESIS SURVEY, 1980

The Downtown Development Plan of the Metropolitan Corporation of Greater Winnipeg had estimated,<sup>2</sup> that 16% of the buildings were in a good condition, 30.9% in fair and 53.1% in a poor condition. Since the publication of that plan, eleven buildings of a significant size have been built after the clearance of existing ones. This action could have been expected to have led to an improvement in the overall condition of the building stock. However, considering that the stock has also aged twelve years in the meantime, it is maintained that even today, the percentage of buildings belonging to the good, fair and poor categories,<sup>3</sup> remains the same as in 1969.

Most buildings in a poor condition, are low rise and upto three or four stories in height. The taller ones are the newer apartment blocks built around Central Park. Buildings below a height of 4 stories or 40 feet, whichever is greater, are no longer permitted to be built in this area which is zoned as CR, or Commercial Residential District. (See map P. 46).

In terms of the traffic situation, the major arterial street in the area, is Portage Avenue. It has a peak hour through traffic volume of about 25,000 vehicles between

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<sup>2</sup>Downtown Winnipeg. Winnipeg: Metropolitan Corporation of Greater Winnipeg, 1969, P. 27.

<sup>3</sup>On the basis of age, structural condition, appearance etc. and based largely on the Downtown Plan, referred to above. Note also, that the categories of good fair and poor conditions could also be equated to sound, deteriorating and dilapidated conditions.

Memorial and Fort Streets (See map P. 45 and the table on P. 87). Other streets in the area have relatively low traffic volumes and most of them carry traffic in one direction only.<sup>4</sup>

Streets and lanes occupy as much as one third of the total area. Parking and vacant land account for 26% of the area, excluding streets and lanes, and thus only about 40% remains for all other uses and activities. (See table P. 17).

As regards parking, there is a total of only two public parkades in the area. One is located at the corner of Notre Dame and Edmonton Street and the other at the corner of Smith and Ellice Avenues. Although 17.5% of the North Downtown area is presently being used for parking, there still appear to be shortages of parking space. While conducting this thesis survey, several owners of retail stores complained of such a problem. The Metropolitan Corporation Survey in 1967, had also determined that a considerable shortage of parking space<sup>5</sup> existed in the area. Since then, there has been practically no change in the availability of parking space and the shortages have evidently persisted.

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<sup>4</sup>Portage Avenue carries about three times as much traffic as Donald, Smith or Notre Dame, four times that of Balmoral or Cumberland and six times that of Ellice Avenue. See P. 87.

<sup>5</sup>Metropolitan Corporation, op. cit., P. 25.

SOCIAL AND ECONOMIC CONDITIONS:1. Population and Households:

While the population of the Downtown as a whole, appears to have stabilized during the period from 71-76, that of the North Downtown is continuing to decline (See tables on P.3&4). It is also evident, that while the proportion of those in the middle aged group is declining, that of people in the young and elderly age groups is actually on the increase. Thus, the percentage of those aged 35 to 64 years has declined by 7.3% of the total population and the percentage of those below 34 years and above 65, is seen to have increased by 7.3% of the total population.

Similarly, it appears that there is also a trend for an increase in the rate of household formation, but for a decrease in the number of families living in the area. An increasing demand for apartment units, can therefore be thought to exist in the area.

2. Crime:

An indication of the deteriorating social conditions in the North Downtown, is the high incidence of crime. Figures for 1978, indicate that assault cases were about six times; robberies ten times and residential break-in and entry about one and a half times the city averages:



TABLE 2:

CRIME:

DESCRIPTION	NORTH DOWNTOWN AVERAGE	CITY AVERAGE
Assault	16 per 100 persons	2.7 per 1000 persons
Robbery	13 per 1000 persons	1.3 per 1000 persons
Residential break-in & entry	29 per 1000 occupied buildings	18.9 per 1000 occupied buildings

Source: Social Planning Council of Winnipeg, Stevens H., Murdoch K., and Sale T. An Analysis of Social Problems, Needs & Trends. 1980.

TABLE 3:

POPULATION

YEAR	STUDY AREA	TOTAL DOWNTOWN
1961	3925	9948
1966	3829	9105
1971	3780	9375
1976	3422	9327
Change 61-76	-12.8%	-6.2%
Change 71-76	-9.4%	-0.5%

Source: Statistics Canada, 1961-76.

TABLE 4:

POPULATION BY AGE GROUP: - (STUDY AREA)

YEAR	35-64 AGE GROUP	% TOTAL POPULATION	0-34 & 65+ AGE GROUPS	% TOTAL POPULATION
1966	1441	37.6	2388	62.4
1971	1315	34.8	2465	65.2
1976	1036	30.3	2386	69.7
Change 66-76	-405	-7.3	-2	+7.3 % change

Source: Statistics Canada, 1961-76

TABLE 5: (STUDY AREA)

HOUSEHOLDS AND FAMILIES:

YEAR	NO. OF HOUSEHOLDS	PERSONS PER HOUSEHOLD	NO. OF FAMILIES
1966	1775	1.8	662
1971	1750	1.7	590
1976	1910	1.5	470
Change 66-76	+7.6%	-16.8%	-29%

Source: Statistics Canada, 1966-76.

TABLE 6: (STUDY AREA)

OCCUPIED PRIVATE DWELLINGS:

TYPE	YEAR			PER CENT OF TOTAL IN 1976
	1966	1971	1976	
Single attached	34	215	35	1.8
Single detached	41	75	25	1.3
Apartments	1700	1460	1830	95.8
Duplex	-	-	15	0.78
Total	1775	1745	1910	100.00
Tenant Occupied	1724	1700	1880	98.42
Owner Occupied	51	50	25	1.30

Source: Statistics Canada, 1966-76

### 3. Education and Employment:

The large majority of people residing in the North Downtown, have not completed school. About one third of them have an educational level below grade 9, and over two thirds have a level upto grade 13 (See table P. 89). There are no schools in the area, and considering that there are very few children<sup>6</sup> who reside here, it does not appear that one is required.

A significant number of the residents are in the labour force which has a participation rate of 61% for females

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<sup>6</sup>There were only fifty children between the ages of six and fourteen living in the area. Refer: Statistics Canada, 1976 Census.

and 48% for males respectively.<sup>7</sup> The major employers in the Downtown, are the retail trade, service establishments and private and public sector offices.

#### 4. Land Assessment Values:

Considered on a block to block basis, the assessed value of land in the North Downtown, declines from east to west for the area between Portage and Ellice Avenues, (See map P. 47). North of Ellice Avenue, it once again decreases gradually. Thus the highest value exists for the block between Notre Dame, Portage Avenue and Fort Street, and the lowest for those north of Qu'Appelle Street.

This method of assessment is, doubtless, based on a system that indicates a progressive decline of values from east to west of Portage Avenue and from south to north of Ellice Avenue. In terms of the nature of the prevailing land uses, this seems logical enough, with commercial use being valued higher than residential use. However, the assessment values should indicate more than the obvious fact that commercial and residential use have different market values. Assessments should also be equitable and be revised at regular intervals.

This does not appear to have been the case in the North Downtown. The present land assessment values are over sixteen years old - no changes having been made in them since

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<sup>7</sup>Statistics Canada, 1976 Census.

1964. In the meantime, a considerable amount of development has taken place in the Downtown, including some parts of the study area. Therefore, if the value at which land is assessed, is to bear relation to the improvements on and about it, then a revision of the land assessment values is long overdue in the Downtown.

For example, it can be seen that land beneath the Winnipeg Inn and the Bank of Canada at Lombard Place (corner of Portage and Main Street), is assessed at \$3.48 and \$2.95 per sq. ft. respectively (See map P. 48). This is lower than the rate at which several lots abutting Ellice Avenue are assessed. Considering the deteriorating condition of the latter and the well developed one of Lombard Place, there seem to be great discrepancies in the assessed values of land.

Similarly, land beneath the Eatons Store at the corner of Portage and Hargrave Street, is seen to be assessed at \$16.80 per sq. ft., while that of lots adjacent to it is over twice this amount. Even the lots on the north side of Portage Avenue and facing the Eatons Store, are assessed at a higher figure of \$20.00 per sq. ft. These examples show further discrepancies in the present land assessment system.

Finally, the matter of land assessment should also be considered from another viewpoint, i.e. that of providing incentives to the growth of a deteriorating part of the Downtown. While various means to achieve such an objective

are examined in a subsequent chapter, the provision of tax relief<sup>8</sup> through land assessment, is also a significant possibility. In view of the deteriorating condition of the North Downtown, it is proposed that such a possibility should be developed to form part of a comprehensive strategy for revitalization of the area.

### COMMERCIAL TRENDS

#### 1. General Characteristics:

Despite the overall decline in the population of the North Downtown, it was seen that there is a trend for an increasing number of households to be formed in the area. (See P. 22). This trend and the deteriorating condition of existing housing, indicate a scope for the construction of apartment units in the area.

However, in the context of the declining population of the city's core areas and the development of suburban shopping malls,<sup>9</sup> demand for retail shopping in the Downtown is quite limited. While business on the south side of

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<sup>8</sup>The mechanism of such a step is believed to require a procedure more complex than mere lowering of tax values by the assessment commissioner. The commissioner is required by law, to assess the land through considerations independent of a provision of "growth incentives". However, the city government could, for such purpose, refund to the concerned parties, a suitable proportion of the land assessment tax paid by them.

<sup>9</sup>Several suburban shopping malls such as Polo Park, St. Vital, Garden City etc., have developed in the past. Others appear to be in the process of construction.

Portage Avenue appears to have been able to hold its own, that on the north side of this avenue has been declining.

With regard to office space, future prospects are appreciably better. Although there has been a significant amount of new construction in the Downtown as a whole, the rate of absorption of office space has also been rising. Therefore, it would appear that the Downtown still offers a high potential for the construction of office buildings.

## 2. Retail Shopping:

This is an aspect of the study where upto date information, particularly with reference to retail sales volumes, is not easily available. However, the study of Damas and Smith in 1979, provides a source of comprehensive information, with statistical data for the years upto 1975. The trend of declining retail shopping activity on the north of Portage Avenue, is evident from this data. Observation of the area and discussion with owners of some retail stores, indicates that the decline referred to is certainly continuing.

In fact, it appears that except for government and business services, most types of activity along the north of Portage Avenue are experiencing a decline. (See table 7, P.29). Although amusement establishments increased by 149% in area,<sup>10</sup> this includes 22,200 sq. ft. for the Royal Winnipeg Ballet. If this figure were not considered, amusement

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<sup>10</sup>Damas & Smith, op. cit. P. 23.

establishments would have decreased by 35%.

It should also be noted, that retail space along the south of Portage Avenue, is not only about ten times that along the north,<sup>11</sup> but that its area has remained practically unchanged in the past (See table 12 on P.90). Against this, the retail space along the north has declined by 25.1% during the years 66-75 (See P.29). In fact, the difference between the levels of shopping activity on the two sides of Portage Avenue, and the lower pedestrian counts on the north, can even be observed visually.

It is proposed therefore, that in order to have an active and healthy environment on both sides of this Avenue, some activity to replace the declining retail shopping activity, will be required. In the proposed plan, an increase of office and housing space is suggested for this purpose.

### 3. Office Space:

In the context of the suburbanization of housing and retail shopping activity, the trends for location of office space are of great importance to the future of the CBD. Should the suburbs become a more attractive place for office location, such a trend could prove crucial to the competitive value of the CBD against that of the suburbs.

The study of Donald Foley,<sup>12</sup> examined these and allied

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<sup>11</sup>Ibid., table 12.

<sup>12</sup>Murphy, Raymond E. The Central Business District. Chicago: Aldine Atherton, 1972, P. 145-149.



TABLE 7

OCCUPIED BUSINESS SPACE ON PORTAGE AVENUE, NORTH SIDE:

BUSINESS ACTIVITY	AREA IN SQ. FT. IN 1966	% OF TOTAL	AREA IN SQ. IN 1975	% OF TOTAL	% CHANGE 1966-75
Retail Trade	200,335	34.6	150,062	26.7	-25.1
Service Establishments	61,011	10.5	47,944	8.5	-21.4
Business, Financial and Professional Services	214,201	36.9	247,252	44.0	+15.4
Private Schools, Service Organizations, Unions etc.	42,737	7.3	28,285	5.0	-33.8
Amusement Establishments	12,014	2.1	30,007*	5.3	+149.8
Government and other Public Services	32,820	5.7	48,349	8.6	+47.3
Wholesale Trades	8,083	1.4	3,977	0.7	-50.8
Manufacturing & Printing Industry	5,214	0.9	3,335	0.6	-36.0
Construction Industry	3,210	0.6	3,206	0.6	+2.7
Total	579,625	100.0	562,507	100.0	-

\*Includes 22,260 sq. ft. for the Royal Winnipeg Ballet

Source: Winnipeg Downtown & Portage Avenue Study, Damas & Smith, Winnipeg, 1979.

concerns for the San Francisco Bay Area, over a period of twenty six years. It was determined, that with the exception of offices relocating in order to be attached to specific facilities such as manufacturing, a negligible number of large administrative offices had actually moved to the suburbs.

Though the study is somewhat dated (1928-56), of particular significance, are the nature of reasons observed for office location in the CBD. These appear to be based on characteristic differences between the Central District and the suburb and may therefore have a generalized applicability in several situations.

For instance, while the reasons for office location in the suburbs were found to be extremely varied and lacking in any uniform pattern, those in favour of location in the CBD were far more specific. Significant amongst these were:

- "1. To maintain ease of access to the central district and to the metropolitan area as a whole;
  2. To take advantage of first class office space which is available in the central core;
  3. To stay within easy reach of the office worker labor market;
  4. To be easily accessible to business and professional services--etc.;
  5. To locate with an operating establishment such as department store or newspaper that needs the locational advantage of a central district;
  6. To maintain a traditional location and one that has prestige;
  7. To be readily available to the out of town visitor."
- <sup>13</sup>

It is interesting to note, that several of these reasons are based on the value of maintaining a distinct and central location for conducting business, and the benefits of accessibility which such a location implies. As it is the city

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<sup>13</sup>Ibid., P. 149.

centre rather than the suburb that can provide such a location,<sup>14</sup> it may be expected that this factor will strongly influence the locational preference patterns of administrative office space in favour of the CBD.

A similar trend has also been observed in the case of Winnipeg, where despite the development of regional shopping centres and housing in outlying areas, the office component has remained largely in the Downtown.

Thus, in 1966, an estimated 3,604,100 sq. ft. or about 85.7% of the total office space<sup>15</sup> in the city, was located in the Downtown. By 1975, however, this figure had increased by over a million square feet and still represented about 80% of the city's total office space.

This trend of office space construction, continued through the year of 1979, when the Trizec and Lakeview properties at Winnipeg Square (phase 1) and Royal Trust Tower at York Centre were built. These two developments alone, accounted for 697,000 square feet or about 95% of the total office space constructed in this year.<sup>16</sup> Notwithstanding the size of these developments, it was observed that the rate of absorption of office space had also increased:

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<sup>14</sup>It is also suggested that efforts to revitalize the Downtown should take maximum advantage of this fact.

<sup>15</sup>Damas and Smith, op. cit., P. 8.

<sup>16</sup>Department of Environmental Planning. Summary of Building Permits, 1979. Winnipeg: City of Winnipeg, 1980.

TABLE 8

AVERAGE NEW OFFICE SPACE ABSORPTION

Period	No. of Years	Area
1966-80	15	264,130
1971-80	10	325,830
1976-80	5	390,470

Source: Dawson Research Study, Winnipeg, 1980

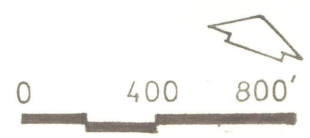
The total vacancy in office space existing and under construction in the Downtown, in 1980, was estimated at 739,635 sq. ft. (See table, P. 91). At the current rates of absorption, this would represent an inventory of less than two years of office space. Considering the amount of time required during the stages of planning, design and construction of a building, this does not seem to be an unreasonable size of inventory to maintain.

It is thus evident, that Downtown Winnipeg as a whole is still a preferred location for constructing office space, and that such space is being absorbed at an increasing rate. As the North Downtown has a large number of offices located within it,<sup>17</sup> it seems reasonable to assume that the prospects for increased development of office space, should also exist in this area.

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<sup>17</sup>In 1979, the North Downtown area had 1,142,695 sq. ft. or 27.2% of the total amount of office space of the Downtown as a whole, located within this area. (First class non government sector space). Refer: Department of Environmental Planning, City of Winnipeg, 1980.

SURVEY MAPS AND PHOTOGRAPHS



LOCATION OF PHOTOGRAPHS



1. Aerial View From  
The North East



2. Portage Avenue From  
The North East



3. Aerial View From  
The East





4. Development At Lombard Place



5. Richardson Building



6. First City Trust Building



7. Paris Building



8. Corner of Portage & Notre Dame



9. Pedestrians on Portage Avenue



10. Pedestrians on  
Portage Avenue



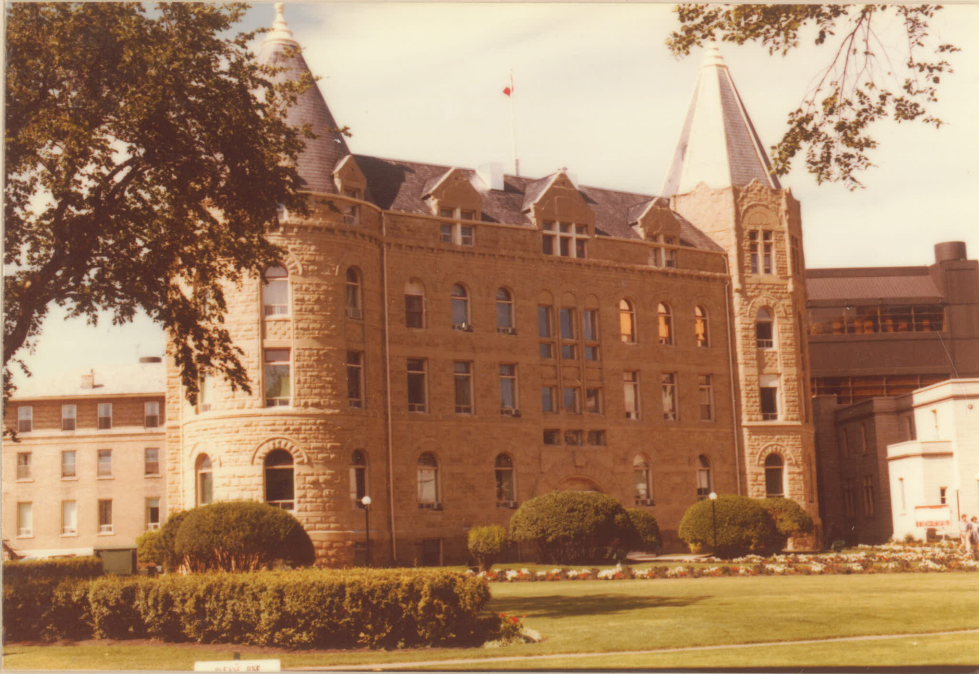
11. Portage Avenue  
(south side)



12. Portage Avenue  
(south side)



13. Portage Avenue  
(north side)



14. University of Winnipeg



15. Pedestrian Bridge  
In Downtown



16. The Odeon Cinema



17. Parking Lot On Hargrave Street



18. Housing On Balmoral Avenue



19. Housing On Kennedy Street

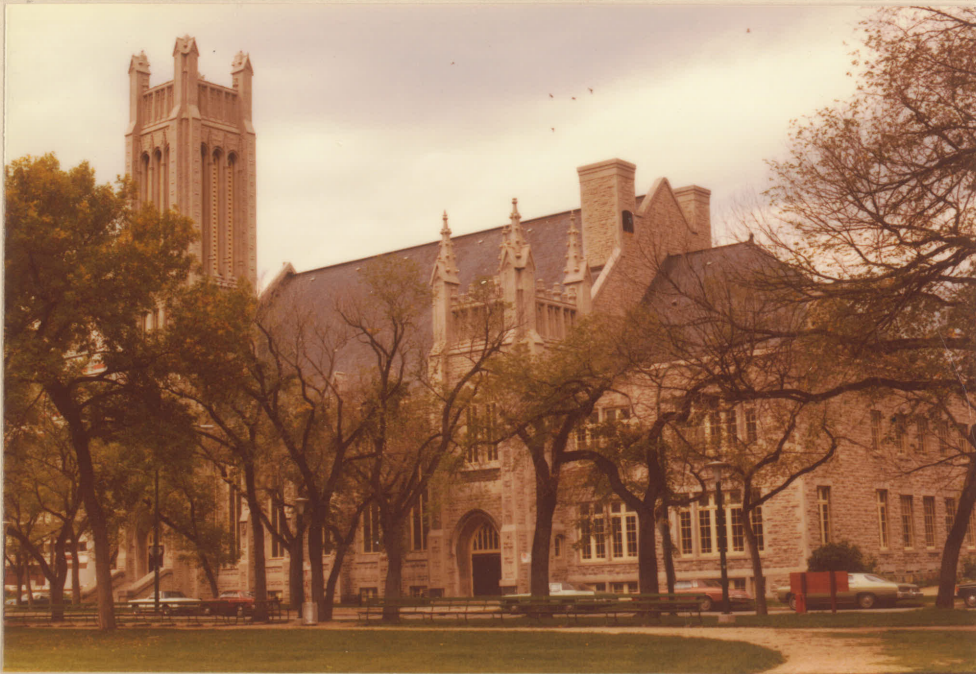




20. Corner of Kennedy & Cumberland. (Back Lane)



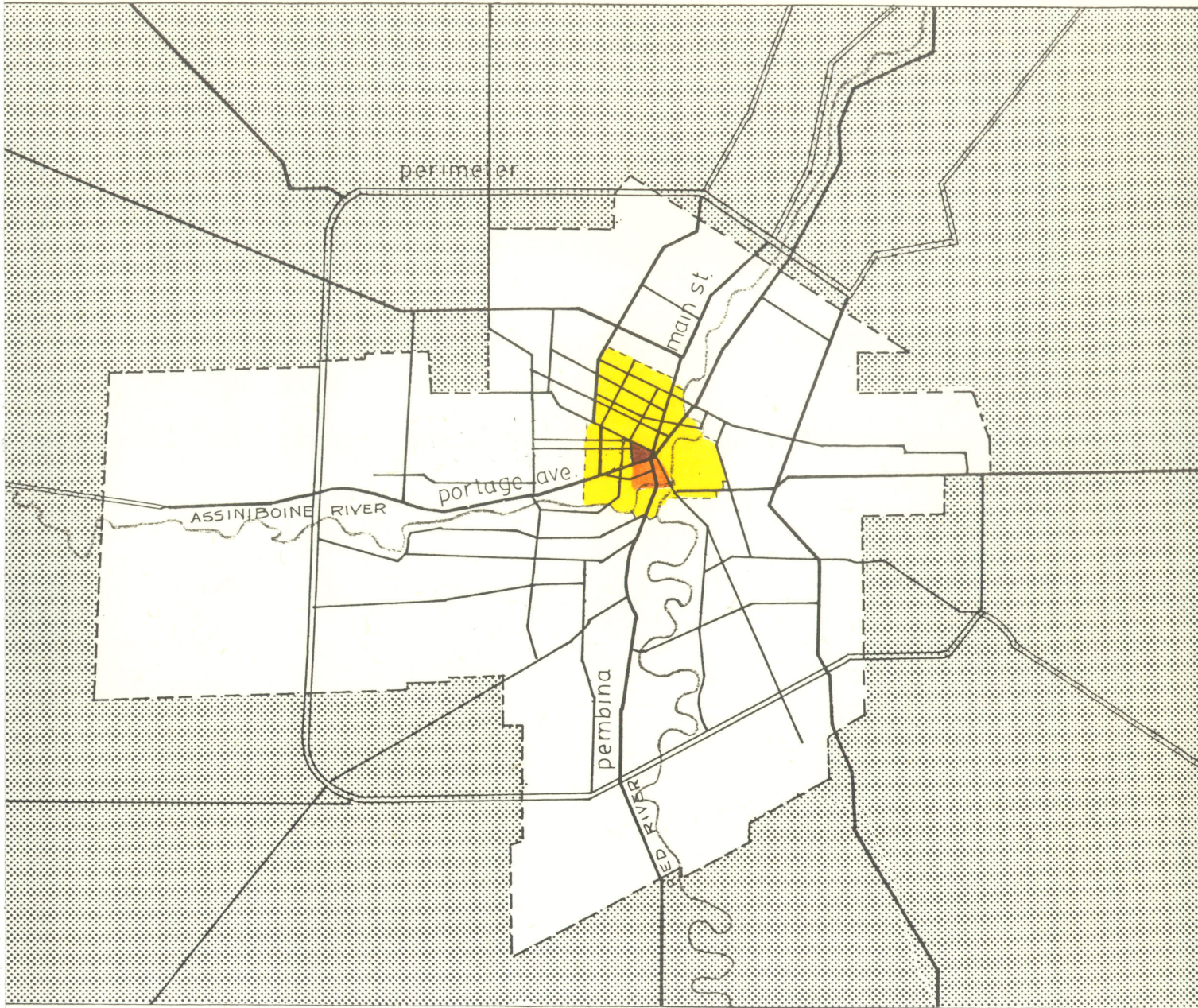
21. View Of Central Park






22. Knox United Church

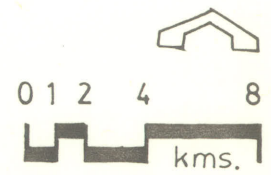


23. View Of Central Park

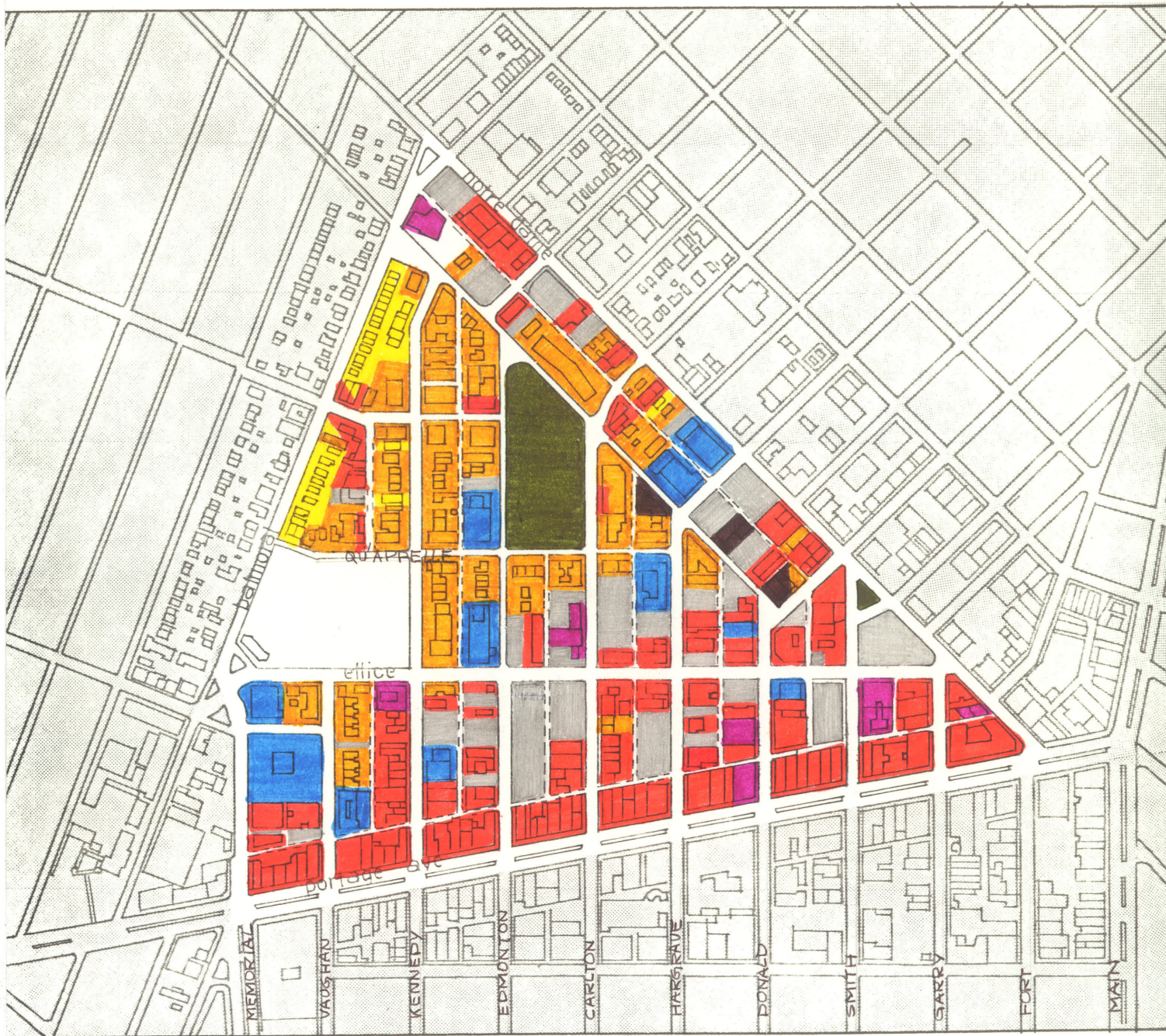


LEGEND

-  North Downtown
-  South Downtown
-  Inner City

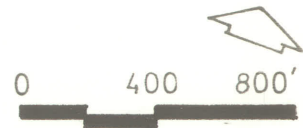


LOCATION  
MAP



LEGEND

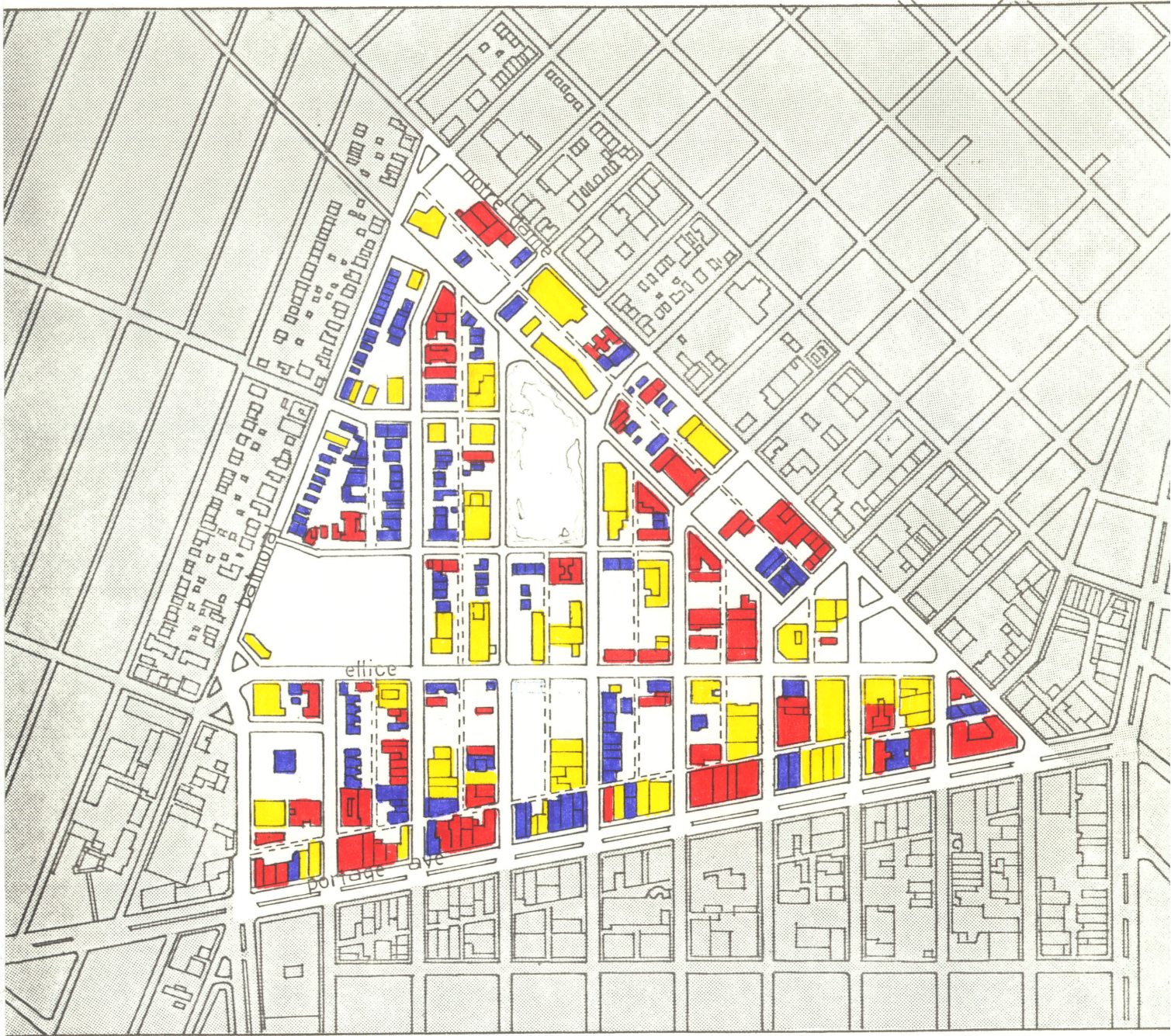
- Commercial
- Industrial
- Single Family
- Multiple Family
- Public Buildings
- Parking
- Parks & Recreation
- Hotels



LAND USE

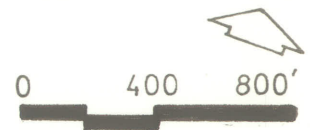
SOURCE: Thesis Survey & Downtown Plan of Metro Winnipeg





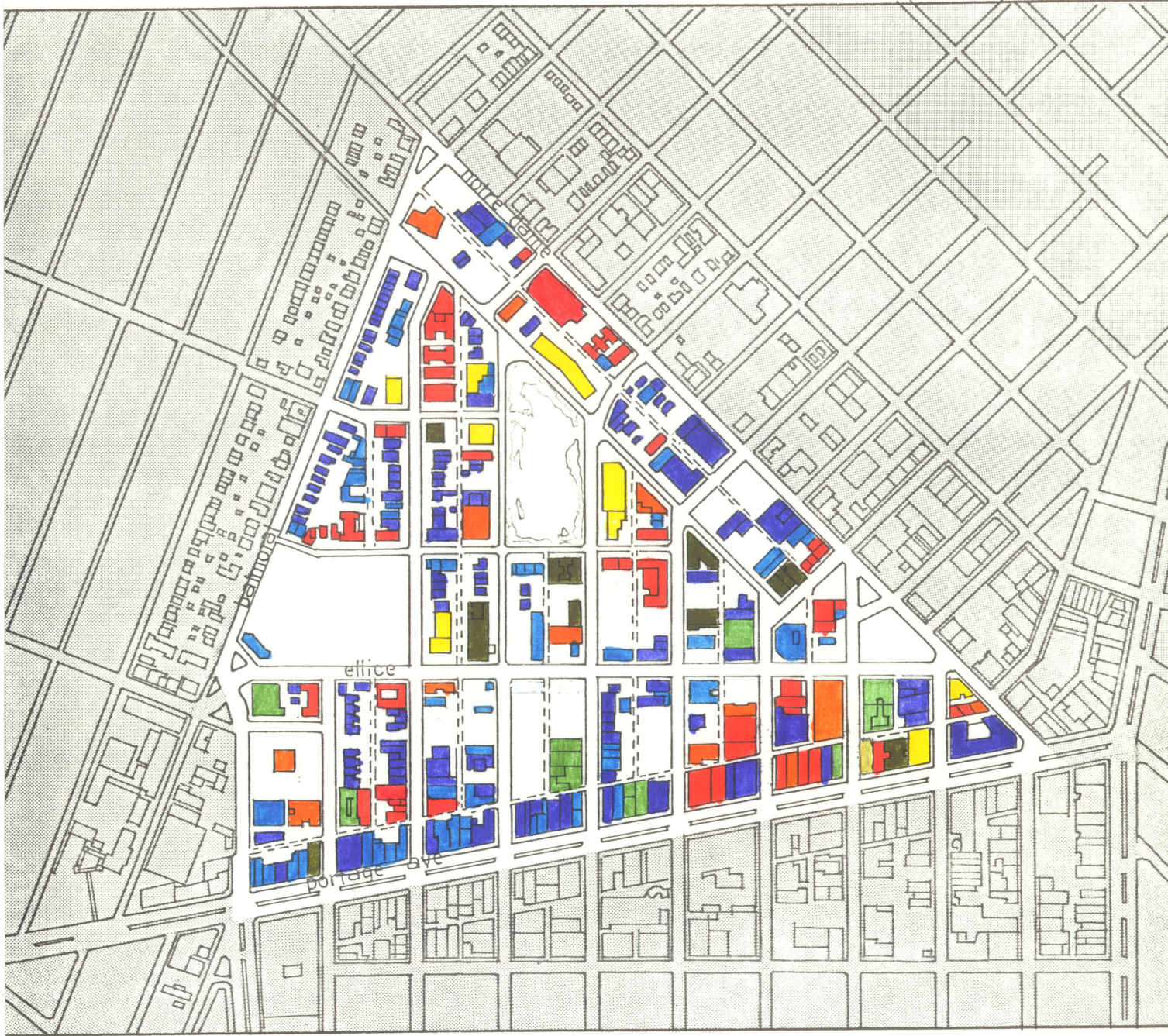
LEGEND

-  Poor
-  Fair
-  Good



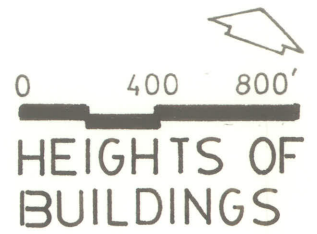
BUILDING  
CONDITIONS

SOURCE: Thesis Survey & Downtown Plan of Metro Winnipeg



LEGEND

- 1 Storey
- 2 Stories
- 3 Stories
- 4 Stories
- 5 Stories
- 6-9 Stories
- 10 & above Stories

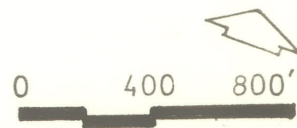


SOURCE: Thesis Survey & Downtown Plan of Metro Winnipeg



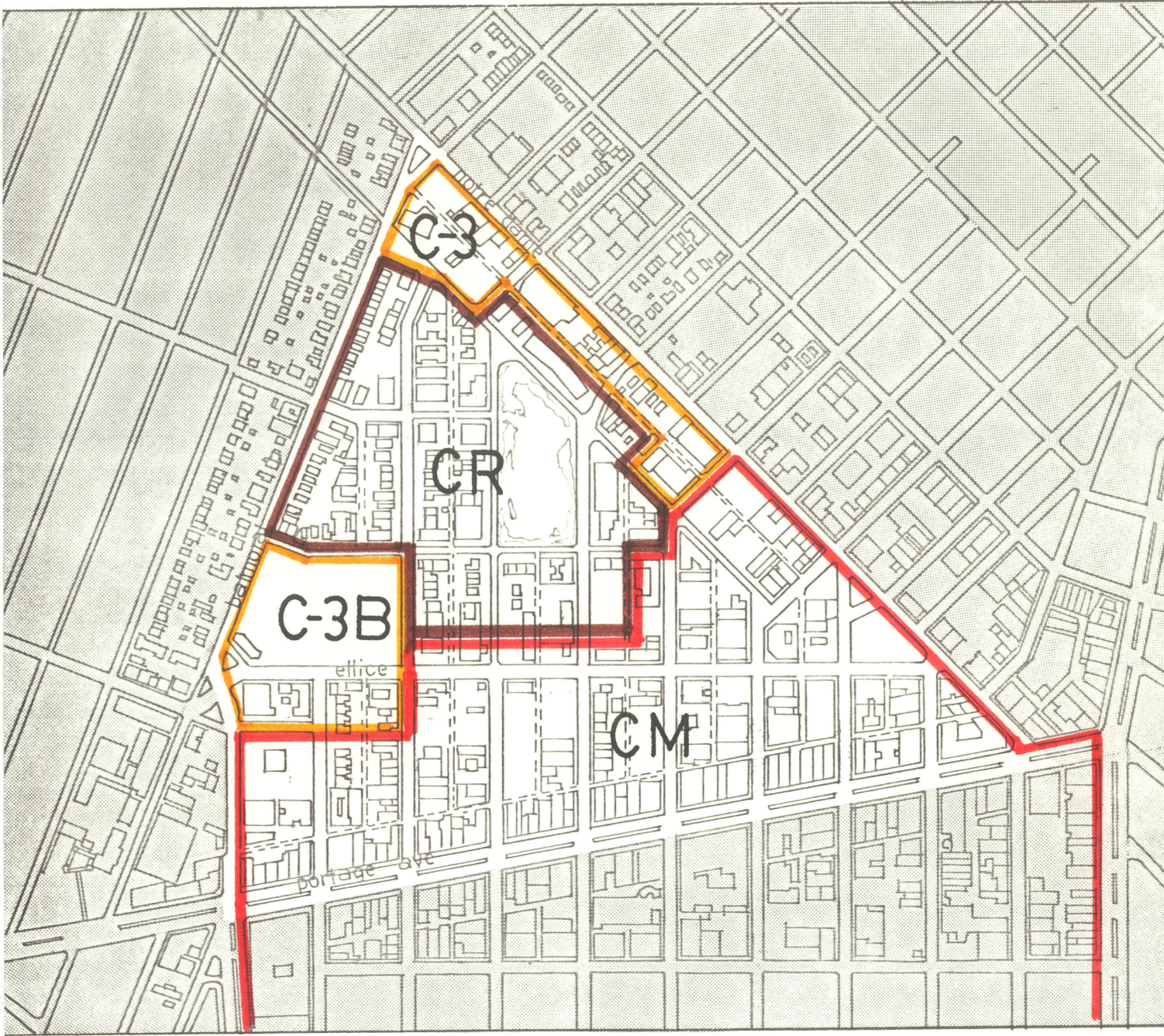
LEGEND:

- Major Parking Lot
- Parkade/Covered Parking



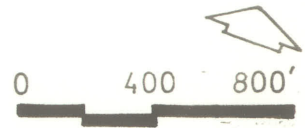
TRAFFIC & PARKING

Source: Thesis Survey & Downtown Plan of Metro Winnipeg.



LEGEND:

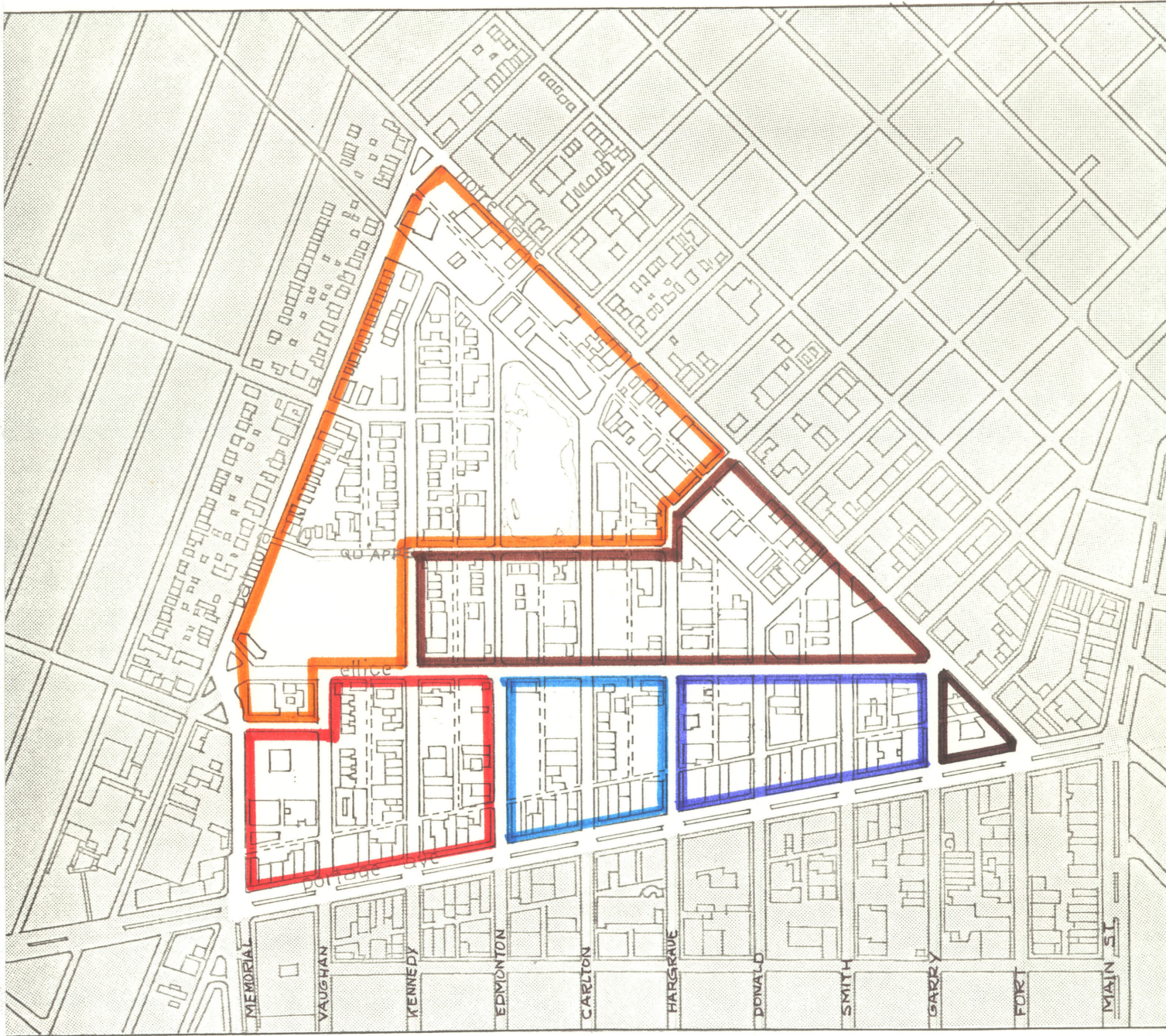
- C-3 Commercial District
- CR Commercial & Residential
- C-3B Commercial Planned Building Group
- CM Commercial & Light Industrial



ZONING

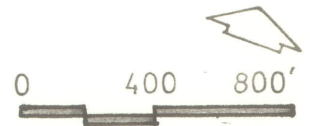
Source: City of Winnipeg





LEGEND

	0.00 - 2.50 \$ per sq.ft.
	2.51 - 5.00
	5.01 - 7.50 " "
	7.51 - 10.00
	10.01 - 12.50 " "
	12.51 - 15.00



LAND ASSESSMENT VALUES-1.

Source: Downtown Plan of Metro Winnipeg



LEGEND:

■	0.00 - 2.50 \$ per sq.ft.
■	2.51 - 5.00
■	5.01 - 10.00     "     "
■	10.01 - 15.00
■	15.01 - 20.00     "     "
■	20.01 - 25.00
■	25 & over



LAND ASSESSMENT VALUES-2.

Source: Downtown Winnipeg Association & City of Winnipeg

CHAPTER 111  
DESIGN FOR DEVELOPMENT

DESIGN FOR DEVELOPMENT:1. City Living:

It is evident that for any kind of redevelopment program to work in the North Downtown, there must first be an adequate resident population. The trend towards a decline in the number of residents has therefore to be controlled, and people encouraged to come and live in this area. In order to achieve such an objective, the creation of an environment that integrates the requirements for city living with those of a place for work and recreation, is thought to be necessary. Accordingly, such an attempt is made in the proposed scheme.

Increased housing facilities are suggested,<sup>1</sup> along with the development of amenities such as a recreation centre, a weather protected pedestrian system, greater park space, and the construction of mixed use buildings containing housing and office space. The retention of existing hotels and movie halls, which add a strong element of diversity to the area, is recommended.

In terms of housing, the prevailing trend is for an increasing number of people in the young and elderly age groups<sup>2</sup> to live in the area (See table P. 22). Therefore, the provision of apartment units<sup>3</sup> should serve not only to

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<sup>1</sup>Emphasis on the provision of housing for low and middle income groups is suggested.

<sup>2</sup>A few senior citizen homes are seen to have been located in the area about Central Park.

<sup>3</sup>In order to provide a greater choice of available accommodation, some multiple family housing units are also proposed in the area.

yield a higher density than other types of housing, but can also be expected to enjoy improved levels of demand.

The introduction of a larger resident population into the area, can also be expected to have a beneficial impact on other aspects of its growth. For example, it would add diversity to the area and help to stimulate the demand for existing and proposed facilities. The development of these facilities should therefore be stimulated as well.

Likewise, there are advantages in terms of time and cost savings in transportation. At present, the Downtown is a major employment centre and has about 80% of the city's office space located within it.<sup>4</sup> Many of the people who work here, reside in outlying areas.<sup>5</sup> The development of housing in the Downtown, would enable them to reside closer to their place of work. The number of daily work patterned trips could therefore be expected to go down from their present number.<sup>6</sup>

It is therefore proposed, that an increase in the existing resident population of the area and the construction of a suitable number of housing units, should be one of the

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<sup>4</sup>Refer P. 14.

<sup>5</sup>The core areas of Winnipeg Provide about 37% of the available jobs in the city, yet contain only 20% of the population. (Mercier, Gerry, Manitoba Minister of Urban Affairs, in his address to the seminar on Revitalizing the Core Areas of Winnipeg. Winnipeg: Institute of Urban Studies, 1980). Thus, about 17% of the city's population, or 100,000 people must commute to the inner city from other locations.

<sup>6</sup>Such a strategy would, however, create a greater need for an improvement of the traffic and parking situation in the Downtown.

first priorities of a redevelopment program, and should be accompanied by other efforts to make the area more attractive for growth.

## 2. Mixed Use Development Concept:

Historically, mixed use developments have been built since ancient Greek and Roman times. Several examples of these are also to be found in European cities. However, in North America, there appear to be relatively few instances of this style of building.<sup>7</sup>

Mixed use is a method of adding diversity and vitality to an area. Its merits have been long recognized. Jane Jacobs argued that "the district, and indeed as many of its internal parts as possible, must serve more than one primary function, preferably more than two."<sup>8</sup>

The purpose of such advocacies is usually one of ensuring that the area remains, at all hours of the day and night, as active as possible. This is desirable for purpose of safety and for the full use of civic, commercial and other facilities - features which are particularly important in high density and Downtown areas.

Considering the case of Winnipeg, it is observed that Portage Avenue and the North Downtown in general, become

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<sup>7</sup>A factor which led to this situation, is that early zoning regulations stressed land use separation rather than its integration. Use of the automobile also facilitated the separation.

<sup>8</sup>Jacobs, Jane. The Death and Life of Great American Cities New York: Vintage Books, 1961, P. 152.

relatively inactive after office hours. As the Downtown has a high concentration of office space and a low resident population, once office staff have left the area, there is little to sustain its active functioning.

A Downtown should, however, be active enough to draw people even after the work-day. It must possess sufficient environmental diversity,<sup>9</sup> to be able to offer people a wide range of options from which they could choose the things they would like to do, and the way they would like to express themselves. Thus, the construction of mixed use developments with multiple functions and facilities would help to add an element of diversity and to create such options in the area.

Considering the need to attract greater number of residents, and the fact that office space does enjoy at least a modest level of demand in the Downtown, there is no reason why housing and offices could not be combined in new developments in the area. Moreover, such buildings would provide a scope for the inclusion of various other commercial and recreational facilities which a resident population always requires.

A desirable location for these developments could be along Portage Avenue itself. This location would have the advantage of lying along a well travelled route of city

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<sup>9</sup>Rene Dubos has tried to demonstrate the biological basis for man's need of diversity and argued that even at the cost of some efficiency, it is an essential thing. Refer: Dubos, Rene. Biological Determinants of Urban Design. Canadian Architect, May 1973, P. 44.

and local traffic.

As the south side of Portage Avenue is relatively well developed, these structures could be on its north. Linkages with the area south of Portage Avenue would require to be established, and this could be done through pedestrian over-bridges.

### 3. A Weather Protected Pedestrian System:

This is evidently a very useful feature<sup>10</sup> in the design of a Downtown. It has to do with not only the comfort and convenience of pedestrians, but also with a better utilization of the existing facilities.

Such a system can either be on surface, or above or below grade. The first type would have a practical problem of implementation. It would frequently be interrupted by the network of streets and traffic, making continuity and safety of movement impossible for the pedestrian.

An underground system could work in these terms. It is, however, a difficult thing to handle in terms of design. The experience of several American cities has shown that such systems often develop into a series of tunnels which are neither safe nor pleasant to move in. Safety could be resolved if business were also prepared to locate below grade. However, this may not, in the case of Downtown Winnipeg, be in the

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<sup>10</sup>The system is particularly useful in cities which may have a cold climate - as in the case of Winnipeg, where temperatures often remain below -30°C., for extended periods.



latters best interests.

In any event, a combination of business with pedestrian traffic is also possible above grade and such a system should not only be cheaper to build, but would also offer a far more congenial environment for year long use.

It is therefore proposed, that an above grade pedestrian system linking important buildings and areas of activity, should be built in the North Downtown area.<sup>11</sup> Attempts to attract business, restaurants etc., to locate along the pedestrian system, should also be made. This would increase contact between people and business and help ensure the success of the system itself.

#### 4. An Integrated Parks & Recreational System:

Limited parks and recreation facilities appear to exist in the Downtown, with more being located in the suburbs. The provision of parks serves not only to improve the environment quality and image of a city, but is necessary in areas where residential developments exist or are being proposed.

Within the North Downtown, the major park space is of Central Park (located in the north west of the study area). Other facilities are the Y.M.C.A., Y.W.C.A., a few movie halls and some amusement establishments along Portage Avenue.

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<sup>11</sup>A case in point is the Lombard Place underground concourse, at the intersection of Portage and Main Street. It has practically no activity after office hours. However, its primary purpose appears to have been one of separating pedestrian and vehicular traffic, and this singular purpose it has certainly fulfilled.

Ample scope for the development of these facilities is thought to exist, and it is proposed that items such as a skating rink, bowling alley and a swimming pool, should be provided, in addition to an increase in the existing park space.<sup>12</sup> The possibility of providing these in a glass enclosed space<sup>13</sup> may also be worth investigating, as it would allow a year long use of the facilities.

Finally, in order to help ensure a high level of utilization of the parks and recreation facilities, their provision should be considered as part of a comprehensive plan for the development of the Downtown and the core areas.

#### 5. A Parking System:

Despite the fact that about 17.5% of the land in the study area is presently being used for parking lots,<sup>14</sup> there is a lack of adequate and well located parking space in the area. Moreover, the existing zoning requirements for parking have done nothing to alleviate this problem.

According to these requirements, apartment buildings locating in the Downtown, require a minimum of 75% the number

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<sup>12</sup>Some demand for these facilities could also be expected from the University of Winnipeg, located at the south west corner of the study area.

<sup>13</sup>Devonian Gardens in Calgary, is one such example.

<sup>14</sup>Refer the table on page 17.

of apartment units as parking stalls.<sup>15</sup> Business is, however, exempt from providing any parking at all. This zoning by-law, evidently spares business the cost of providing parking, yet the same rationale is not extended to apartment dwellings.

The consequences of such a by-law are twofold. Firstly, apartments are denied an incentive to locate in this part of the city. Secondly, since the demand for commercial parking must in any event be met somewhere, it takes up locations which though random, are economically advantageous.

It could, therefore, be argued that the existing zoning requirements are insensitive to the development of an efficient and well located system of parking in the Downtown.

It should certainly be possible to change the provisions of this zoning. An interesting proposal for so doing, was presented in the Downtown Report<sup>16</sup> of 1969. It suggested that apartment developers be relieved totally of the legal constraints of providing parking for their tenants. This could, instead, be done by a public or semi-public authority<sup>17</sup>

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<sup>15</sup>A survey (by Lakeview Agencies) of tenants in Lakeview square in the Downtown, found that 57% of the tenants did not require parking and that of the remainder, 80% did not use cars in the daytime. Therefore, the by-law requirement of providing 75% parking appears excessive in at least some locations. Refer: Central Winnipeg Apartment Development & The Cost of Urban Services, Gallagher J. R., master's thesis, Dept. of City Planning, University of Manitoba, Winnipeg, 1975, P. 63.

<sup>16</sup>Downtown Plan, op. cit., P. 74.

<sup>17</sup>A similar scheme was successfully developed in revitalizing Downtown Charlestown, South Carolina. A zoning ordinance was changed, making parking a city responsibility. Parking location and traffic flow were greatly improved in the new plan. Refer: Urban Design, Vol. 8, No. 7, Washington, 1977, P. 23.

and the tenant charged for use of his stall. Provision of the parking could be in suitably located parkades or underground in mixed use structures.

The merit of such a scheme lies firstly in making possible an efficient overall distribution of parking, according to the needs of the area. Secondly, it would greatly lower the cost of apartment construction, thus creating a powerful incentive to its location in the Downtown. Other benefits would include savings of space (with multiple rather than single level use), and a fuller utilization of the parking provided.

The concept has several advantages. The reason why it has not, so far, been acted upon are not clear but it should certainly be one of the principles on which a redevelopment program for the area is based.

#### 6.A Special Zoning District:

The concept underlying the use of zoning is one of public benefit. Though traditionally used in a regulatory sense, it can also be applied to encourage development of a particular kind. For, just as it may not be in the public interest to have a noxious industry located in a neighborhood, so to it may be in the public interest to see that a deteriorating area is redeveloped.

The point in question is simply this - if the decline of the North Downtown area is against the interests of the city and of the area residents, then the use of zoning to stimulate growth, could also be construed to lie in the public

interest.

There are two levels at which this could be done. At the level of the city itself, zoning could be made more restrictive to curb outward expansion and to focus growth onto the core areas. Winnipeg is already a sprawling city with a population density far below that of several other Canadian cities. There is no reason why such sprawl should be permitted to continue unchecked.

At the level of the North Downtown, zoning could be made less restrictive to stimulate growth of a particular kind. In accordance with these objectives, it is proposed that the study area and possibly a larger part of the Downtown itself, be made into a "special zoning district."<sup>18</sup>

Its characteristics should be derived from an overall scheme of development, and one that stresses the present needs of the area and their context. Next, concessions to "sell" these to prospective entrepreneurs, could be made through further provisions in the zoning.

For example, the development of mixed use buildings should be a very desirable feature of development of the North Downtown. Therefore, the construction of these buildings, or of features such as increased open space, could be encouraged by the provision of incentives such as an increased floor ratio. In this manner, zoning could be used not only to

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<sup>18</sup>The existing zoning for the area is over a decade old and has not been revised to reflect new conditions.

regulate, but also to promote a better quality of development.

### STRATEGY FOR DEVELOPMENT:

#### 1. Introduction:

To be successful, an approach for revitalization of the North Downtown must be comprehensive in nature. It must recognize the limitations of stressing one aspect of development, without considering its interrelationship with other factors that influence the healthy growth of an area.

Although this study is concerned with a specific part of the Downtown, its revitalization will also depend on the policies adopted for the surrounding areas and for the city as a whole. Thus, while the attraction of a larger resident population and the construction of housing and suitable amenities is suggested, the success of such an approach, will also depend on policies for the improvement of employment and living conditions in the city's core areas. There is, at present, a renewed interest in pursuing the latter goal,<sup>19</sup> and it is against such background that recommendations are made for redevelopment of the North Downtown.

#### 2. Incentives & Organizational Vehicles:

Plans to revitalize inner city areas, often require

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<sup>19</sup>The three levels of Government have recently agreed to invest upto \$96 million in a plan to revitalize the core areas of Winnipeg. Included in this plan is a proposal to redevelop the North Downtown (Program 7, Sector 2). See also, appendix, P. 92 for a description of objectives for this area.

the creation of a Development Corporation. The nature of such corporations can vary with local conditions, but is characterized by the Public, Private or Quasi-Public Organizational models.

The "public model" is of an organization staffed and funded by the Government. It is expected to have the support of local government, but the community (which does not take part in its decision making process), may find the decisions of this type of an organization to have a low acceptability. Likewise, its successful functioning is subject to problems of bureaucracy, and the continuation of its policies is uncertain over periods of changing political attitudes.<sup>20</sup>

The private organization model has, however, a comparatively higher degree of efficiency and market reality. It offers some involvement of the community in its decision making, but may lack political support. Though "result oriented", this type of organization has been criticized for having a limited focus and for emphasizing only the economic aspects of development.

The third possibility, is of the Quasi-public organization model, which appears to combine certain features of the other two models. For example, it has participants from both the private and public sector, which may include directors of banks, service companies, community representatives and officials of the local government. Such a structure of

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<sup>20</sup>Refer also: Revitalizing the Core Areas of Winnipeg: Issues and Options. Winnipeg: Institute of Urban Studies (I.U.S.) University of Winnipeg, 1980, P. 6-8 to 6-10.

participants can, on the one hand, lead to a conflict of views and interests, yet it may also provide the basis for developing decisions which reflect a wide range and quality of expertise.<sup>21</sup>

It is proposed, that this type of an organization offers a greater potential for efficient decision making and overall acceptability than in the case of the other two models. It should therefore be developed to plan and implement a program for revitalization of the North Downtown.

A major task of such an organization, will be the development of incentives to stimulate growth of the area. Tax abatements, Land Write Downs and Leaseback Programs are some of the prominent techniques,<sup>22</sup> that could be used for this purpose.

Tax abatements, are used to exempt new construction or improvements from taxation for a fixed period of time. The exemption diminishes the operating costs of a proposed development and may apply to all or part of the tax that is due. Reduction of operating costs increases the investors rate of return and provides the proposed incentive.

Additional benefits such as increased job creation (for the project undertaken), and long term increases in the value of property, have also been reported.<sup>23</sup>

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<sup>21</sup>Funding is derived from both sectors.

<sup>22</sup>For a detailed description of these & other techniques, Refer: Baxter, Cheryl. Economic Development & City Revitalization, in Urban Land. Washington: Urban Land, Sept. 78, P. 14-17.

<sup>23</sup>Ibid., P. 16.



Land Write Downs on the other hand, serve to reduce capital rather than operating costs of a project. The program involves the sale of public or publicly acquired land, at a price below its market value. Subsidies to suitably diminish the cost of land to its sale value, may also be required. As such, the program can be particularly appealing in situations where high initial investment costs, are a principal obstacle to redevelopment.

Leaseback Programs, offer yet another technique of encouraging new development. In these programs, the city may build a facility (such as a parking garage), and lease the facility to an individual or agency. The lessee does not require to make a significant capital expenditure, and can repay development costs through operation of the facility.<sup>24</sup> A possible added advantage of this arrangement, is that the city may be in a position to borrow investment funds at a reduced rate of interest, and thus also be able to pass such interest saving onto the lessee.

A variety of other methods for financing and encouraging redevelopment are possible and can be devised.

However, a basic factor to consider in the choice and development of an alternative, should be the need to "leverage" a maximum of resources, from a minimum of investment. Baxter illustrates this principle,<sup>25</sup> by suggesting

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<sup>24</sup>The program could work well in Downtown Winnipeg, where a shortage of parking space is considered to exist.

<sup>25</sup>Ibid., P. 17.

that financial arrangements such as guaranteed loans etc., could be made between cities and local lending institutions, in order to reduce market interest rates on redevelopment loans. Such an approach should increase not only the range of possibilities for financing a program, but could well provide the interest reduction that is critical in establishing the economic feasibility of a project.

It appears, therefore, to be a technique that could be usefully incorporated in a strategy to redevelop the North Downtown. Other important features of the strategy, are proposed as being the attraction of a long term financial interest and investment in the area, and the encouragement of a high proportion of private investment in relation to public funding.

Viewed in this context, the provisions of major sums of money as development grants (either directly or in the form of Land Write Downs), do not seem an appropriate approach. However, the provision of long term tax abatements, or the development of Leaseback Programs<sup>26</sup> (for parking etc.), may prove to be valuable components of a program for revitalization of the area.

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<sup>26</sup>Financed by the sale of municipal revenue bonds.

CHAPTER IV  
THE PLAN

## THE PLAN

### 1. General Features of the Proposed Scheme

The plan presented here, seeks to illustrate the concepts developed in the previous chapter.

The approach is one of favouring redevelopment rather than rehabilitation, as it is considered that extensive deterioration has taken place in the area,<sup>1</sup> and that rehabilitation<sup>2</sup> would serve only a limited objective. Nonetheless, those buildings that are presently in a sound condition, or are otherwise important features of the area, are retained and incorporated in the proposed scheme.

In terms of the nature of the existing land uses, residential use predominates in the north west of the study area, and commercial in the rest, (See map P. 75). The plan proposes to extend southwards, the limit of demarcation between the two. Thus commercial buildings are proposed primarily in the south east corner<sup>3</sup> of the area, and residential in the rest.

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<sup>1</sup>Over three fourths of the buildings in this area are over seventy years of age, and about 53% are in a poor condition. (Refer P. 43).

<sup>2</sup>While rehabilitation involves the upgrading and renovation of buildings, redevelopment requires demolition and new construction, and is more suitable in situations where considerable deterioration of buildings has taken place.

<sup>3</sup>Reasons for the location of commercial buildings in this corner, are of high land values, proximity to existing commercial developments such as Lombard Place and the Eatons Store etc., and the fact that the corner already has a distinctively commercial character.

As for the development of Portage Avenue, it is observed that much research and discussion has, in the past, taken place on ways and means of reinforcing its image as a major zone of retail shopping activity in the Downtown, and of developing its north side in a manner similar to the south. These efforts have met with little success as they have failed to provide a solution to the basic problem, i.e., that of attracting business into the area, and therefore by implication, also away from the suburbs.

The proposal being advanced here is based on the premise that most of the north side of Portage Avenue cannot sustain retail shopping activity, and should instead, be developed for alternate uses. Thus, it is proposed that along the north side of Portage Avenue, and between Donald and Memorial Streets, mixed use buildings be developed with offices<sup>4</sup> at the lower level and housing above. It is also proposed, that a green buffer about fifty feet wide, should separate these buildings from Portage Avenue itself.<sup>5</sup> This buffer would serve the dual purpose of visually isolating residential buildings from the Avenue, as well as providing a pleasing character to one of the most important thoroughfares of the city.

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<sup>4</sup>The Downtown is still seen to offer a scope for the construction of office buildings and there is no reason why some of this space could not be located on the north side of Portage Avenue.

<sup>5</sup>Refer also: The Greening of Portage Avenue, North, a proposal by Professors E. Levin and G. Da Roza, of the Faculty of Architecture, University of Manitoba, in which it is suggested that a park about 134 feet wide, be developed along Portage Avenue.

Mixed use developments are also proposed in other locations of the North Downtown. For example, the building lying immediately at the north west corner of Ellice and Hargrave Streets, is one such development, and is proposed to have a major food store at its lower level and housing above. It lies along a weather protected route and its location is central to the entire North Downtown area. (See map P. 78).

The construction of a recreation-cum-community centre is also suggested for the vacant land site at the north east corner of Ellice and Balmoral Avenues.

As for the composition of buildings and spaces, the effort has been to cluster the housing developments about a series of open spaces interlinked by pedestrian paths. These spaces offer a scope for the development of open air recreation activities such as ice skating rinks etc.

In terms of building densities, if the average dwelling unit were taken to be seven hundred square feet gross area, and the average building height were to be eight floors, then about 5,3000 dwelling units<sup>6</sup> could be accommodated in the proposed scheme, with a provision of parking for fifty per cent of the dwelling units. The overall resident population of the area would then become about eight thousand persons (assuming that the average household size remained 1.5

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<sup>6</sup>This corresponds to a density of 50 units per acre for the entire study area, and 72 units per acre, if the land under exclusive commercial use (the block between Smith, Notre Dame and Portage Avenue), and in the recreation centre, is excluded from calculations of the residential density.

persons, as at present).

## 2. Growth Pressures & the Development Sites:

The limited amount of new construction that has occurred in the North Downtown in the last decade, has been located principally around Central Park. In fact, this construction has formed a virtual ring about the park, emphasizing the latter's existing value as a desirable environment for housing. The major construction along Portage Avenue, has been of the multi-storey First City Trust building, containing a bank and offices.

In the proposed plan, it is suggested that three new sites be developed in the North Downtown. (Phase 1). The location of these sites is determined, partly on the basis of the effectiveness of these sites to act as counter pressures to the existing trend of deterioration in the area (see map, P. 74). The other criteria for the choice of these locations, is of the availability of land for construction, and of the potential of the development sites to stimulate growth.

Thus, the vacant land at the corner of Ellice and Balmoral Avenues, constitutes an area which is not only in the ownership of a single party, but also has no structures existing upon it. The C.B.C., which owns this land has so far not made avail of it and could, presumably, be persuaded to locate elsewhere. The recreation centre, is proposed at this location.

Similarly, over half of the block between Carlton and Edmonton Streets, and fronting on Portage Avenue, is at

present being used as a surface parking lot. In the remainder of the block, are located the Winnipeg Free Press building, and some buildings in a generally poor condition. The block appears to offer scope for development as a "key site" that could stimulate future development along Portage Avenue and in the North Downtown area.

Finally, it is proposed that redevelopment of the area, be carried out in stages that are phased over a period of ten to fifteen years. Upon the completion of each phase, a re-evaluation of its effects and the conditions prevailing at that time, should be made before plans for the next phase are finalized. Such an approach would offer a flexibility to accommodate change, and allow the area to benefit from the activity it generates.

Socially, the method can be advantageous as it avoids displacing area residents. They can, instead, be accommodated in housing built to replace the existing dwellings. An objective of adding to the area population without dislocation of existing residents, can thus be fulfilled.

### 3. Circulation:

One of the significant features of the North Downtown, is its existing street layout system. The area is divided, by means of a grid system, into a total of twenty five blocks with the traffic in most streets, being in a one way direction (See map P. 45).

These traffic directions have to be respected in new



proposals. However, the practise of subdividing land into a large number of blocks<sup>7</sup> has several disadvantages. It leads to an increase in the number of streets, and this encourages neither a variety in street functions and easy flow of traffic, nor safety in the movement of pedestrians. The latter may, at frequent intervals, be interrupted by vehicular traffic.

Such subdivisions were common practise in the last century. However, in the present context of heavy traffic in urban areas, they are no longer quite suitable.<sup>8</sup> The concept of the "Super block", is a means to avoiding some of these problems.

In the proposed plan, an attempt has been made to develop such blocks, through a consolidation of the existing twenty five blocks into a total of only fourteen. Existing directions of traffic flow have been maintained. So also have all the arterial streets, with only some of the local and collector streets being eliminated as shown.

Major community facilities, such as the recreation centre and the larger commercial developments, are linked by

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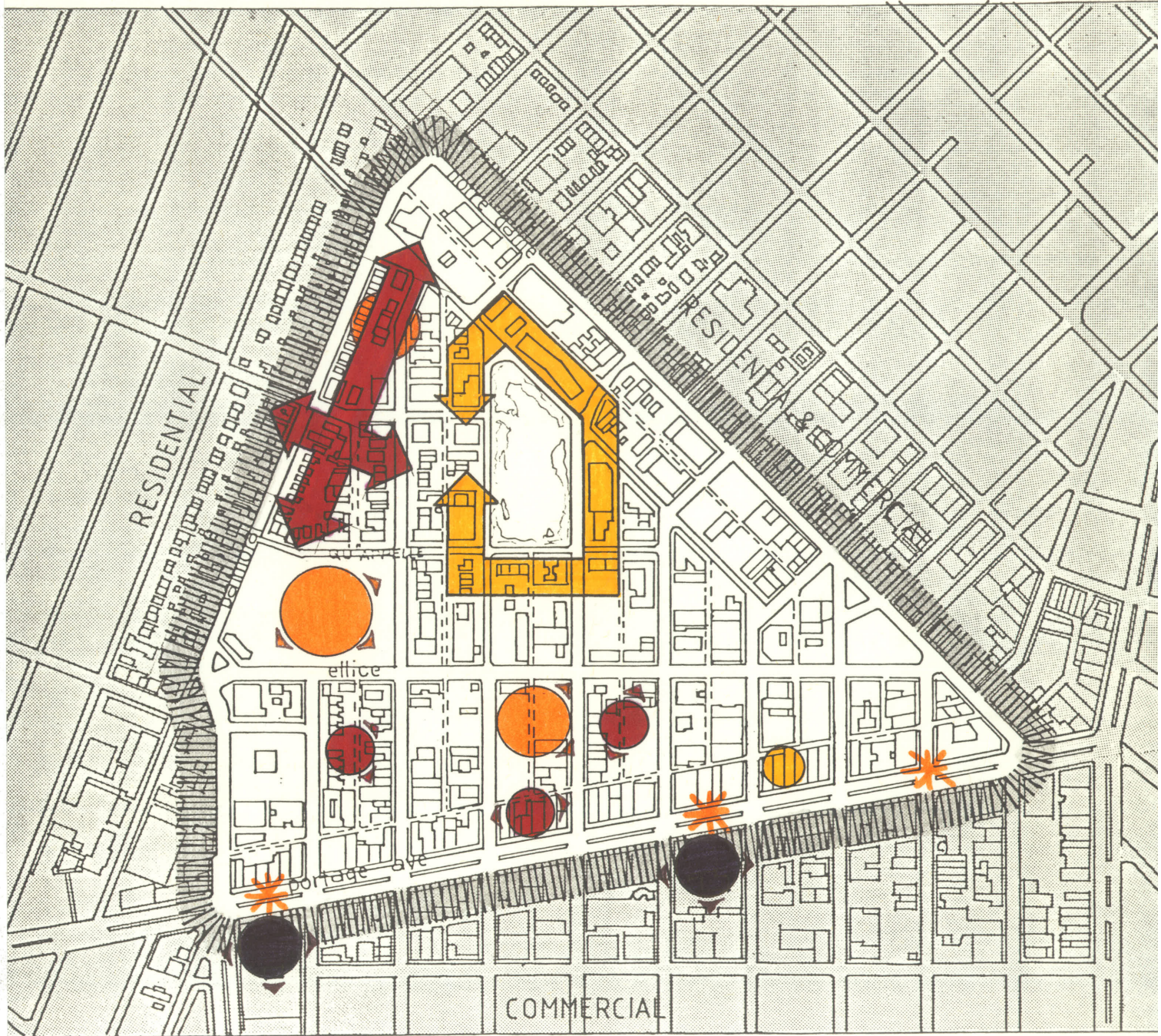
<sup>7</sup>The system was also much exploited in the past, by real estate interests which measured the value of land in terms of street frontage.

<sup>8</sup>Jane Jacobs, makes much of the potential of the "short block", in encouraging patterns of cross uses, diversity and providing opportunities to frequently turn corners. (Jacobs, Jane, op. cit., P. 178-186). However, she says little about the traffic problems which frequent streets and short blocks, tend to generate in busy areas. It is suggested, that the super block not only avoids these, but when carefully designed, will not inhibit the development of diversity.







a weather protected pedestrian system. This is also used to connect nodes of business activity on the south side of Portage Avenue, with the planned area to its north.

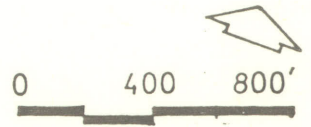
Covered parking is provided for most buildings. In the case of housing developments, the parking is generally within the same building as the tenants might reside in. However, in the case of other buildings, it may lie in an adjacent structure, interconnected by a weather protected route. Some surface parking will also be required by buildings such as the food store, and space for this is provided at grade level.

MAPS OF THE PROPOSED PLAN

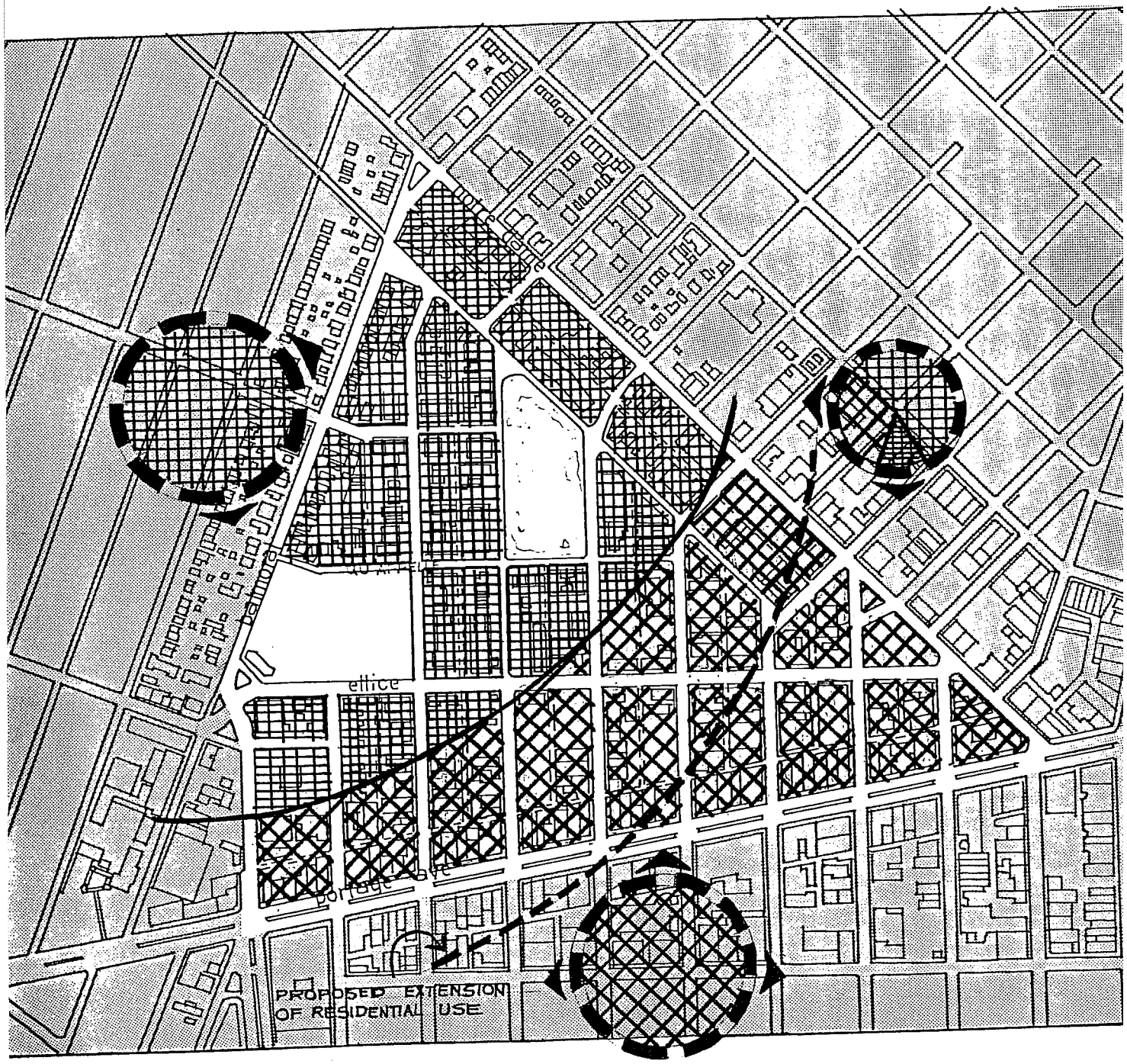


LEGEND




-  Deterioration
-  Proposed development site (stage 1)
-  New Construction
-  Major retail centre
-  Physical parameters of study
-  Proposed pedestrian link

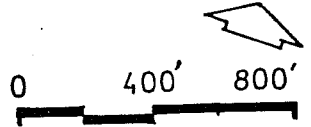


GROWTH PRESSURES



LEGEND

-  Mainly residential
-  Mainly commercial
-  Light industrial



LAND USE INFLUENCES

PHASED DEVELOPMENT OF THE SITE IS PROPOSED AND THE DESIGN OF EACH PHASE SHOULD BE CAPABLE OF FUNCTIONING INDEPENDENTLY AS WELL AS IN RELATION TO THE COMPLETED SCHEME

SEVERAL EXISTING BUILDINGS ARE IN GOOD CONDITION AND SHOULD BE INCORPORATED IN NEW DESIGN PROPOSALS

LOCATION OF PARKING SHOULD BE CLOSE TO THE DESTINATION FROM THE PARKING AREA AND SHOULD NORMALLY LIE ALONG A WEATHER PROTECTED ROUTE

PEDESTRIAN PATHS SHOULD LINK MAJOR COMMUNITY FACILITIES WITHIN AND ADJACENT TO THE STUDY AREA

BUILDINGS SHOULD BE ORIENTED FOR MAXIMUM AVAIL OF PASSIVE SOLAR ENERGY

PROVIDE MIXED-USE DEVELOPMENTS TO ENHANCE SCOPE FOR DIVERSITY

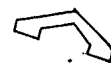


DISTRIBUTOR COLLECTOR ROADS CARRY TRAFFIC TO MAJOR TRAFFIC ARTERIES

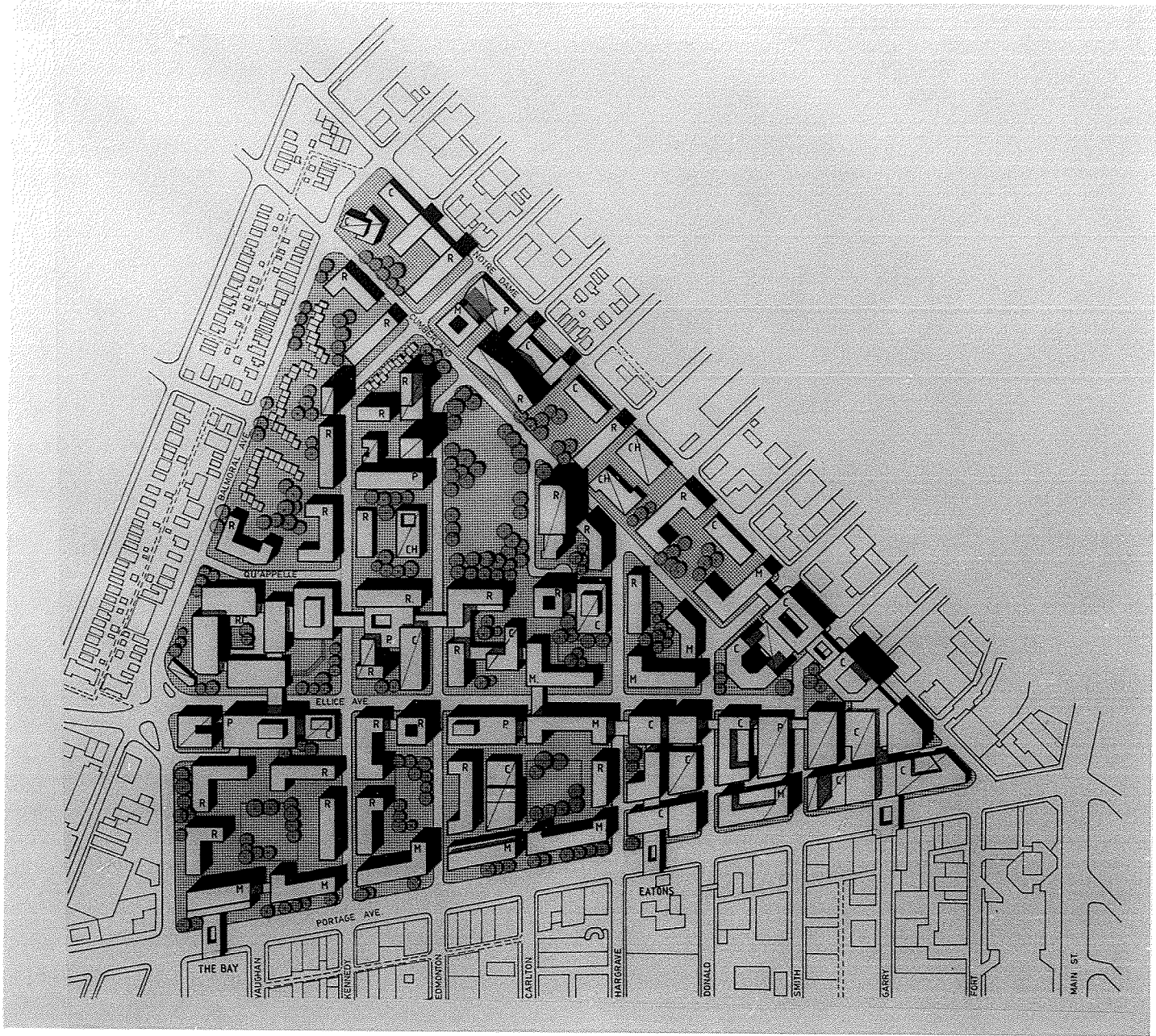
TRAFFIC ARTERIES CARRY LOCAL AND THROUGH TRAFFIC FOR THE CITY

PEDESTRIAN OVER OR UNDER PASSES SHOULD BE PROVIDED WHERE PATHS ARE IN CONFLICT WITH AUTO TRAFFIC

DIRECTION OF TRAFFIC FLOW MUST RELATE TO THAT OF EXISTING PATTERN IN ADJOINING AREAS

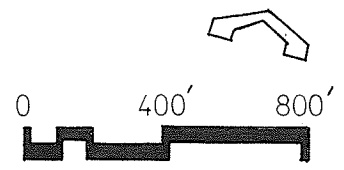


# DESIGN CONTROLS

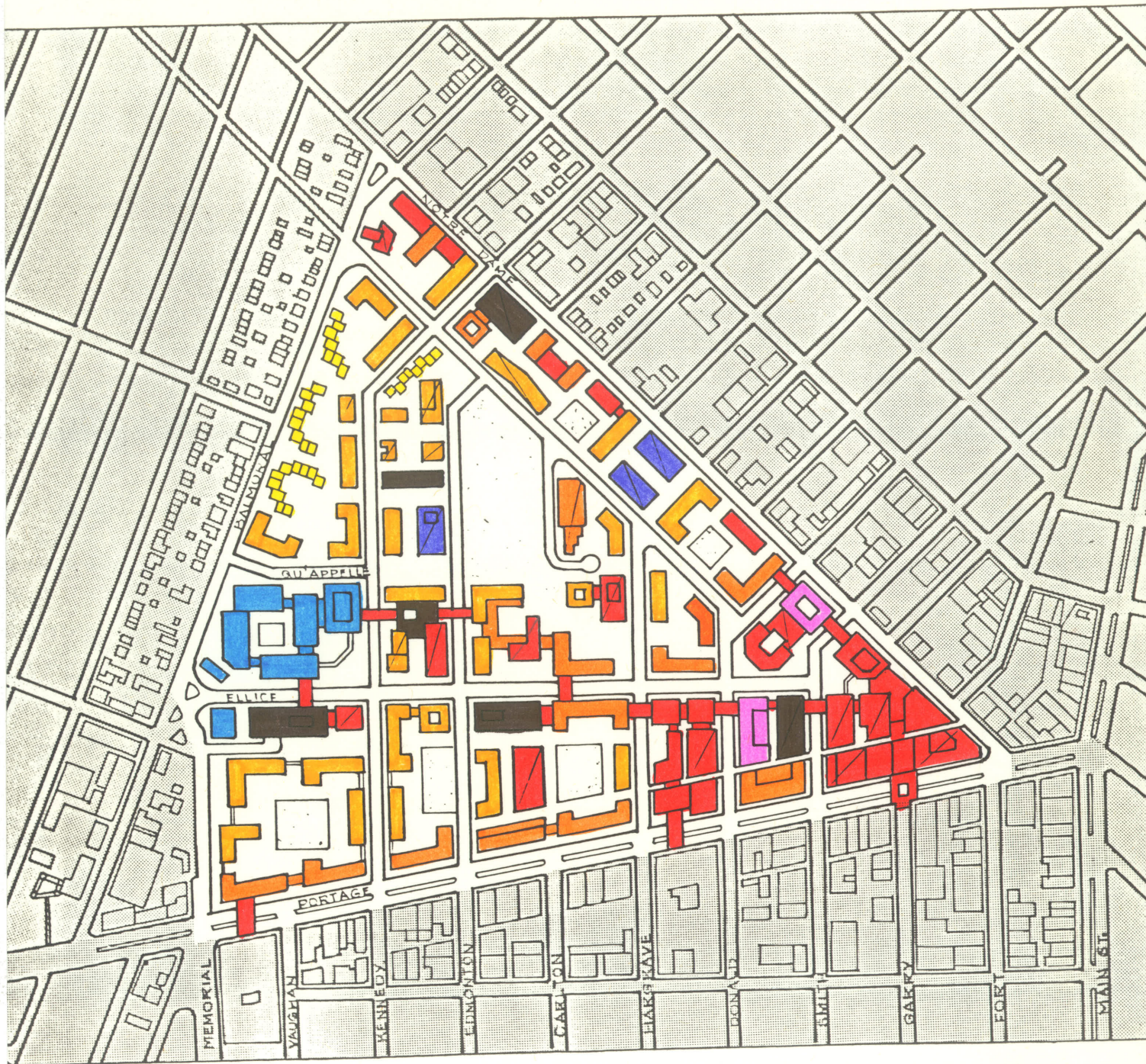


LEGEND

- R Residential
- P Parking Structure
- C Commercial
- M Mixed Use Development  
(housing & commercial)
- RC Recreation Centre
- CH Church
- ▨ Existing Building

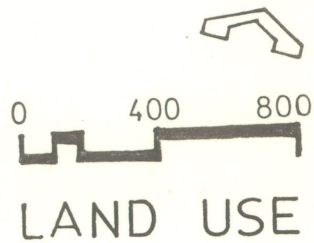


THE PLAN



LEGEND










- Low rise residential
- Medium & high rise residential
- Church
- Recreational
- Parking Structure
- Parking & some commercial
- Commercial
- Mixed use development ( housing & some commercial )
- Existing Building

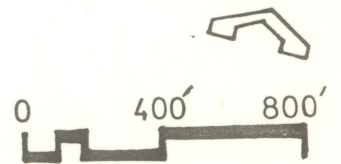






LEGEND

-  Major Arterial
-  Minor Arterial
-  Community Collector
-  Local Street
-  Structure with parking upto 1/3 rd of covered area
-  Structure with parking upto 2/3 rd of covered area
-  Structure for parking only
-  Direction of traffic
-  Existing Building

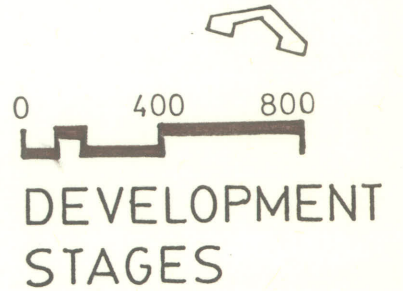


TRAFFIC & PARKING



LEGEND

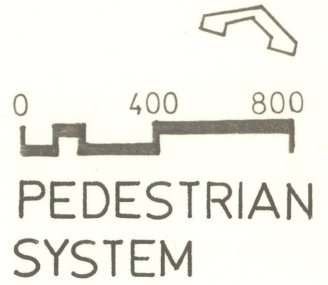
- First phase of program
- Second phase of program
- Third phase of program
- Structures in good condition  
(To be retained)





LEGEND

- Weather Protected & Above Grade
- Major Pathway, On Grade



SUMMARY AND RECOMMENDATIONS:

The information acquired in the course of this thesis, has demonstrated a socio-economic and physical deterioration of the North Downtown.

The number of people and families residing in this area has progressively declined, and has been accompanied by a trend for an increasing rate of household formation. Retail shopping activity along the north side of Portage Avenue has also diminished, and a consistent deterioration of building conditions and general visual quality has been observed.

It is also evident, that though the Downtown south of Portage Avenue has continued to grow, there has been no initiative to stimulate such growth in the North Downtown. In fact, the nature of the existing requirements for zoning, parking, and land assessment values in the area, are considered to have constrained rather than enhance the prospects for its redevelopment.

It is proposed therefore, that such constraints be removed and incentives be provided to encourage the redevelopment of the North Downtown. It is also suggested, that these incentives be developed and applied at two levels, i.e., that of the city,<sup>9</sup> and that of the area of study. At the

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<sup>9</sup>Efforts to control suburban expansion, to focus growth into the core areas, and to improve employment opportunities within them, should support and accompany plans for Development of the Downtown.

level of the latter, the following measures are proposed:

GROWTH INCENTIVES:

1. The development of financial incentives such as tax abatements and low interest loans, to encourage the growth of the area. Tax exemption, for an initial period of five to ten years, should also be granted on all new construction.
2. Revision of the existing system of land assessment values to provide a system that is more equitable and provides a greater stimulus to the development of the North Downtown.
3. The introduction of bonus and incentive zoning, based on a plan for development of the Downtown.
4. Modification of the existing by-law requiring developers to provide parking for apartment units, and the transfer of this responsibility to a separate authority, which could rent the stalls to residents requiring this facility. The feasibility of developing "Leaseback Programs", for building public parking structures, and the payment of development costs of these structures through sale of revenue bonds, should also be investigated.

Once conditions favourable to the growth of the area have been established, a comprehensive program of phased development should begin. This program could be phased over a period of several years with a few sites being developed in each stage.

It is proposed, that the strategy for redevelopment be based on the attraction of a larger resident population.

In order to achieve such an objective, the construction of increased housing facilities is essential and constitutes the basic element of the proposed plan. The plan also proposes and illustrates the following guidelines for development:

GUIDELINES FOR DEVELOPMENT:

1. The elimination of retail shopping activity along the north side of Portage Avenue between Donald and Memorial Streets, and its replacement by alternate uses such as those of housing and offices, located in mixed use developments.
2. The development of a green buffer, about fifty feet wide, between these mixed use buildings and Portage Avenue, and stretching between Memorial and Donald Streets, as shown in the plan.
3. The retention and incorporation in the plan, of existing buildings that are in a sound condition or are important features of the area.
4. The orientation of buildings for maximum avail of passive solar energy, i.e., avoiding north orientation and favouring the south.
5. The provision of parking space for residential and major commercial developments within either the same structure as the development, or interconnected to it by a weather protected pedestrian route.
6. The construction, within the first year, of four to five hundred low and middle income dwelling units, and the

re-assessment of this figure, in subsequent stages of the development plan.<sup>10</sup>

7. The development of a system of parks and open spaces, about which residential buildings could be grouped.

8. The construction of a recreation centre for the use of the residents of the North Downtown area and of the general public.

9. The development of a weather protected pedestrian system linking major facilities and nodes of activity in the area, and the provision of pedestrian overpasses where major paths are in conflict with vehicular traffic.

10. The development of an increased specialization of street functions, and the consolidation of small blocks into larger ones.

In conclusion, while this thesis has attempted to examine the problems and possibilities of revitalizing a part of the Downtown, it appears that this area may represent, in terms of its deteriorating condition, a microcosm of the problems of the inner city of Winnipeg. The question of its revitalization should therefore, lead to a consideration of the problems and policies for redevelopment of the core areas. There is an increasing need to clarify these, and to relate the objectives of Downtown development with those of the inner city.

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<sup>10</sup>The present rate of absorption of apartment units in Winnipeg, is estimated at over 3000 per annum. (Refer: CMHC Dwelling Statistics & Housing Activity Report, Manitoba. Winnipeg, 1980). Thus, about 15% of this demand is proposed to meet in the North Downtown.

APPENDIX



TABLE 9

VEHICLE COUNTS AT MAJOR INTERSECTIONS: (STUDY AREA)  
(Peak Hour A.M.)

LOCATION	DIRECTION	VEHICLE COUNT	YEAR
Portage/Memorial	East on Portage	1311	1980
	West on Portage	1254	1980
	North on Memorial	575	1980
Portage/Fort	East on Portage	1350	1980
	West on Portage	1255	1980
	North on Fort	431	1980
Notre Dame/Balmoral	North on Balmoral	564	1980
	West on Notre Dame	898	1980
Ellice/Colony	East on Ellice	364	1980
	West on Ellice	386	1980
Ellice/Donald-Hargrave	East on Ellice	414	1980
	West on Ellice	565	1980
Cumberland/Balmoral	North on Balmoral	736	1979
	South on Balmoral	614	1979
	East on Cumberland	588	1979
Donald/Portage	South on Donald	935	1980
Smith/Portage	North on Smith	925	1978

SOURCE: Surveys of Streets and Traffic Division, City of Winnipeg.

TABLE 10

LABOUR FORCE: (STUDY AREA)

MALES	No. 15 YRS. & OVER	IN FORCE	PARTICIPATION RATE	EMPLOYED	UNEMPLOYED	UNEMPLOYMENT RATE	YEAR
	1430	880	61.9	800	80	9%	1976
	1690	1205	71.2	1055	145	12.03%	1971
FEMALES							
	1835	890	48.1	850	35	3.7%	1976
	1860	895	48.1	820	75	8.37%	1971

Source: Statistics Canada 1971-76.

TABLE 11

EDUCATION LEVELS: (STUDY AREA)

LEVEL	NUMBER	PER CENT OF TOTAL
Below grade 9	1145	35.12
Grade 9-10	570	17.48
Grade 11-13	525	16.10
Post Secondary non University	350	10.73
Some University	350	10.73
University degree	155	4.75
Attend School (Full Time)	165	5.06
Total	3260	100.00

Source: Statistics Canada, 1976

TABLE 12

## OCCUPIED BUSINESS SPACE INVENTORY PORTAGE AVENUE, SOUTH SIDE

Business Activity	1966		1975		% Change 1966-1975
	(SQ. FT.)	%	(SQ. FT.)	%	
Retail Trade	1,589,544	85.0	1,572,453	64.0	- 1.1
Service Establishments	18,739	1.0	128,068*	5.2	+ 583.4
Business, Financial and Professional Services	219,464	11.4	418,372	17.0	+ 90.6
Private Schools, Service Organizations, Unions, Etc.	12,174	0.7	8,438	0.3	- 30.7
Amusement Establishments	6,519	0.3	16,692	0.7	+ 156.1
Government and Other Public Services	16,684	1.0	301,257	12.3	+1705.7
Wholesale Trades	4,137	0.2	8,049	0.3	+ 94.7
Manufacturing and Printing Industries	-	-	5,282	0.2	+ -
Construction Industries	2,261	0.1	-	-	- -
Total	1,869,522	100.0	2,458,611	100.0	+ 31.5

\*Of this figure, some 111,100 square feet of space is attributable to the North Star Inn parking garage.

SOURCE: Damas and Smith Study, 1979.

TABLE 13

NEW OFFICE ABSORPTION DOWNTOWN, JANUARY 1966-DECEMBER 1980

New Construction 1966-1980	3,651,800 sq. ft.
Upgraded Offices	300,000 sq. ft.
Downtown Office Space Under Construction At April 1, 1980 for Completion in 1980	749,860 sq. ft.
Total First Class Office Space to 1980	<u>4,701,660 sq. ft.</u>
<u>Less:</u>	
Vacancy In New Space	242,275 sq. ft.
Vacancy In Upgraded Space	30,500 sq. ft.
Vacancy in Space Under Construction	466,860 sq. ft.
	<u>739,635 sq. ft.</u>
	739,635 sq. ft. (15.7%)
	<u>3,962,025 sq. ft.</u>

NET ABSORPTION

Source: Dawson Research Study, Winnipeg 1980

### Program 7: North of Portage Redevelopment

The objective of this program is to encourage new commercial and residential investment by undertaking a major redevelopment of the North of Portage area.

To achieve this objective, the North of Portage redevelopment program will include activities such as the preparation of a design plan for the area, identification of private investment opportunities and requirements through consultation with the private sector, land assembly and major parkland development, streetscaping and construction of a weather-protected pedestrian system. It is also anticipated that new public facilities, funded in addition to the provisions of the Core Area Agreement, will provide a major focus for redevelopment of the area. Other anticipated activities could include private sector investment in commercial expansion and residential construction. This program may be implemented and coordinated by a North of Portage development corporation.

The North of Portage redevelopment will be complemented by programs in Sector I, particularly those involving housing, community facilities and employment programs.

### Program 8: CN East Yards

The objective of this program is to facilitate the redevelopment of the major historic, scenic and recreational resources at the junction of the Red and Assiniboine Rivers.

The Program will ensure that lands in private and corporate ownership will be acquired and assembled for future parkland and development purposes. The program will also provide for planning and site prepara-

### Program 9: Historic Winnipeg Area Development

The objective of this program is to attract new private investment to the Historic Winnipeg Area by encouraging the expansion of commercial, cultural, tourist and institutional activities.

To achieve this objective, activities will include an investigation of the feasibility of establishing a year-round market facility, as well as a review of the possible use of historic buildings by various arts groups. The Bannatyne Avenue corridor will be reconstructed in the historical period style to provide appropriate linkage between the Red River, Main Street and Old Market Square. The program will also provide for a series of measures to help restore historic buildings for use by private, commercial, artistic and institutional occupants. The restoration process will be undertaken by core area residents trained and employed by a proposed historic restoration workshop.

The Historic Winnipeg Area Development program will be complemented by Program 10: Neighbourhood Main Streets and will encourage further private investment in an area rich with historical, cultural, recreational and physical resources.



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