

THE UNIVERSITY OF MANITOBA

STRATEGY FOR A TOWN CENTRE DEVELOPMENT,
BRANDON, MANITOBA

by

Bohdan (Gordon) Hlynsky

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
MASTER OF ARCHITECTURE

FACULTY OF ARCHITECTURE

WINNIPEG, MANITOBA

October 1972



PREFACE

Having lived and worked in Brandon, I have found that this community has a number of qualities in its physical features and character which have not been understood or utilized to contribute to a vital urban core. The lack of such a vital urban centre has recently led several businessmen to promote a roof over the main street. This attempt is an indication at least at the local level, for a need to perpetuate and revitalize the drawing power of the downtown area, even though their concern in this case is motivated primarily through competition with recently established suburban shopping centres. This concern of the businessmen led me to seek other viable alternatives which would have a long term benefit to the community at large. In order to determine valid redevelopment alternatives, objectives were determined within the local socio-economic and political structure. This has led me to believe that objectives have little impact on such development if the variety of personal concerns cannot be optimized at the early stages of the decision making level.

This thesis is thus an attempt to study the variables that influence the numerous stages of planning and implementation, and to determine through priorities possible sets of strategies for the development of a town centre such as Brandon.

ACKNOWLEDGEMENTS

Many people have provided help, information and advice during the course of this thesis. I would particularly like to thank the following:

Mr. Bob Allsop, Campus Planning, University of Manitoba,

Mr. E. J. Aronovitch, President, Aronovitch and Leipsic, Developers and Real Estate,

Mr. Lloyd Axworthy, Director, Institute of Urban Studies, University of Winnipeg,

Mr. Elmhurst, Representative, Community Hotels Ltd.,

Mr. Tony Eshmade, Consultant Engineer,

Mr. J. V. Fitzgerald, President, J. V. Fitzgerald Assoc. Quantity Surveyors, Management Consultants,

Mr. George Murray, Sec.-Treas., Brandon Chamber of Commerce,

Mr. Don Rosborough, Rosborough Southam Assoc., Developers,

Mr. Dennis Scott, City Manager, City of Brandon,

Mr. John Whiting and John Pelletier, Municipal Planning Service.

Special thanks are extended to;

Professor Eric Lye, my advisor, who provided new insights and prodded me on throughout this thesis,

Mr. Brian Bancroft, of Smith Carter Partners, whose major contributions were his professional opinions and establishing contacts with a variety of people both in his office and professionals in other fields,

Dr. Martin Yeh, who directed the research portion of this study so that it remained manageable for the purposes of this thesis,

To my friends, Terry Maunu, Jannie and Merth for their moral (sometimes immoral) and physical support, ideas and encouragement.

TABLE OF CONTENTS

Chapter	Page
1. INTRODUCTION.	1
Establishing the Context.	1
Case Studies.	3
Rochester, New York - Midtown Plaza	4
Cumbernauld Town Centre	5
Scandinavia	5
Thunder Bay Ontario	6
Procedure	6
2. DATA COLLECTION	9
3. METHODOLOGY	11
Selection of Alternatives	12
Alternative 1	31
Alternative 2	34
Alternative 3	36
Evaluation of Alternatives.	39
4. PLANNING STRATEGY	56
Development Master Plan	57
Traffic Circulation	57
Zoning.	57
Circulation Systems	61
Facilities and Three Dimensional Development	61
The Development Package Concept	72
Economic Feasibility Study.	73
5. ARCHITECTURAL DEVELOPMENT	100
Zoning and Characterization of Pedestrian Streets.	100
Openness and Flow of Space.	101
Flexibility	102
Interfaces.	102
Entrances	102

Chapter	Page
Light	103
Roofs	104
Unresolved Issues	104
6. CONCLUSIONS	106
Recommendations	107
BIBLIOGRAPHY	111
APPENDIXES	
A. Letters and Newsclip.	114
B. Design Drawings	122

LIST OF TABLES

Table	Page
1. List of sectors involved in town centre development and criteria by which objectives of each sector are evaluated.	22
2. Evaluation of alternatives 1-3 in terms of optimizing benefit for each sector per instrumental objectives.	42
3. Breakdown of retail space in study area.	51
4. Programmatic data as it relates to each scheme.	52
5. Development Package 1 - Land Acquisition Cost estimate ownerships and assessments.	77
6. Development Package 1 - City of Brandon investment estimate.	78
7. Development Package 1 - City of Brandon income estimate.	80
8. Development Package 1 - parking structure cost - income breakdown.	81
9. Net cash flow estimate - City of Brandon.	82
10. Development Package 1 - capital cost estimate.	84
11. Development Package 1 - net cash flow estimate.	86
12. Development Package 2 - capital cost estimate.	89
13. Development Package 2 - net cash flow estimate.	91
14. Development Package 3 - capital costs.	93

Table	Page
15. Development Package 3 - net cash flow estimate	94
16. Development Package 4 - capital cost estimate.	96
17. Development Package 5 - capital cost estimate.	99

LIST OF FIGURES

Figure	Page
1. Existing Land Use (Overlays)	
(a) commercial	18
(b) entertainment	17
(c) public	16
(d) parking	15
(e) warehouses	14
2. Brandon Centre Development Model	21
3. Alternative One	32
4. Alternative Two	35
5. Alternative Three	37
6. Study Area	50
7. Development Master Plan	58
8. Proposed Traffic Circulation	59
9. Zoning	60
10. Circulation Systems	62
11. Section to East Through Mall	63
12. Plan Level One	64
13. Plan Level Two	65
14. Plan Upper Levels	66
15. Section to South Through East-West Mall	67
16. East on Rosser	68
17. South up Ninth	69
18. Ninth and Princess	70
19. West on Princess	71
20. Development Packages 1-5	75

Figure	Page
21. Development Package 1.	76
22. Development Package 2.	88
23. Development Package 3.	92
24. Development Package 4.	95
25. Development Package 5.	98

CHAPTER 1

INTRODUCTION

Establishing the Context

Historically the old community had two characteristics; it brought people together and it had a clearly understood structure. European villages were built around a common green, which was the community place of entertainment, central water supply and marketplace. Around this were the church, public buildings and shops.

This sophistication was never really achieved on the prairies. Towns grew up along railway lines and town centres developed in a fairly compact area parallel to or next to the railway. Within this compact area all the trade and commerce took place.

In Brandon this originally happened along Pacific Avenue. Gradually it shifted to Rosser Avenue. This area was the social centre of the region and people came here to get their mail, to do their banking, and invariably used 'going to town' as a social occasion.¹

The role of the downtown as a socialising agent has diminished. In our modern communities with running water, telephones, television, radio, mail delivery, milk delivery,

¹Tom Mitchell, 'Historic Development of Downtown Brandon' a paper prepared for an unpublished report, 'Brandon Overhaul Party 71', Brandon, Manitoba, section 10.

drive-ins, and supermarkets, this informal social contact has been lost. Our lives have become more introverted and private. Public life which has always been so important is almost non-existent. Complicating the problem is the insidious takeover of the downtown by the automobile, pedestrians are relegated to narrow strips along the margins of the street.

As a regional centre, Brandon's prime attraction is its shopping and service facilities. The recent establishment of the two shopping centres on the outskirts of Brandon is a result of the market potential in Brandon.

From a national average, regional centres should attain retail sales of \$1,000 per person. Brandon has a population of 180,000 in its trading area. It should thus attain sales of \$180,000,000. However, 1970 saw only \$45,000,000 in retail sales. There are several factors to which this could be attributed. Brandon's downtown merchants, who have had until now a captive market, are notorious for poor service and quality of merchandise; and have been complacent to the physical comfort or the aesthetic or sensory experience of shopping. As a result many people in the area have been bypassing Brandon and going to either Winnipeg or Minot.²

What was once a proud and handsome streetscape has been allowed to deteriorate. Garrish signs, poorly designed

²Commission on Targets for Economic Development, 'Manitoba to 1960', Winnipeg, March 1969, p. 471.

false fronts, unimaginative window displays, and characterless lighting of both streets and buildings now predominate. Parking and servicing of these stores has become increasingly inefficient.

The downtown is still the most vital piece of real estate in the region in terms of taxes, employment, and as a focus for social, economic and civic life.³ It is essential that this area maintain and reinforce its position. However, to accomodate this change, a new framework must be developed. This does not suggest that the existing one should be demolished, neglected or alienated from the rest of the community. On the contrary, there should be a continuity from the historic structure to a dynamic urban structure. The sophistication of the people of this area is slowly changing, creating a demand for more and better amenities, such as public facilities, entertainment and retail goods, as well as the environment in which these services are to be provided.

Last summer under the Opportunities for Youth program, public opinion interviews were conducted to determine the image and community characteristics of Brandon.⁴ As a result of this study it became obvious that even though Brandon exhibits some fine buildings and spaces, it still lacks what could be termed a 'community place'. This would

³Underwood McLellan & Assoc. & D. F. Pinker Assoc. 'City of Brandon--Urban Renewal Study', 1967, p. 69.

⁴Brandon Overhaul Party 71, Section 9, unpublished report, 1971.

be a place where people could come with the opportunity to meet other people, a place to watch other people, to window shop, to go to a movie, or to have a cup of coffee--a centre that would provide a variety of activity.

Case Studies

The proposals to be presented are all attempts to come to terms with our long harsh winters. There is nothing new about climate controlled shopping centres. There are, however, few climate controlled, comprehensive town centres. The ones that have been carried out are very successful, but require courage on the part of the elected officials in carrying out a planning idea. It is only through the dedication and cooperation between the various sectors involved that any positive steps can be taken in improving our environment.

Rochester, New York--Midtown Plaza

This is a centre city development utilizing public air rights to link existing, expanded and new facilities through a system of malls. The city leased land from private enterprise and constructed a parking structure. The developers placed their facilities over this parking structure. The city also provided the required relocation of services, street diversions, and improvements. What was a run down and dying centre, where no development had occurred in more than twenty years, became a strong core

which has spurred new development around it.⁵

Cumbernauld Town Centre--Scotland

This centre is presently developed for a population of 25,000, but with expansion is anticipated to support a population of 70,000 people. The concept here again is three dimensional planning, separation of pedestrian from vehicular and servicing traffic. This facility houses shops, meeting halls cinemas, professional offices, restaurants, a hotel and town administration. It was developed by a government sponsored development corporation which repays a long term loan through leasing portions of the development to private enterprise.⁶

Scandinavia

The Swedes and Norwegians have a similar climate to ours and have learned that grouping functions under one roof is more logical than building unrelated separate entities. To house these activities they have created some of the most vital, exciting environments of the north, again through a combination of private and public involvement.⁷

⁵Victor Gruen, 'The Heart of our Cities', New York: Simon & Schuster, 1964, pp. 300-321.

⁶Architectural Review, 'Cumbernauld', no. 142, November 1967, pp. 440-445.

⁷Skelmersdale Development Corporation, 'Town Centre', S. D. C., 1966. Institut for centre-plan laegning (danish), 'By Centre Menneske', Lyngby, Denmark, 1965. Ralph Erskine, 'Two Lectures by Ralph Erskine', Dean J. A. Russell, Professors C. de Forest and R. Zuk, University of Manitoba, 1963.

Thunder Bay, Ontario

Closer to home the Thunder Bay Urban Renewal Scheme has just been sent out for tenders. The scheme is a good model to investigate in terms of its scope and public-private involvement. It is set in the core of Port Arthur. Considerable demolition of non-substantial structures has taken place with the property reverting to the city. The substantial structures have remained intact. Through a system of enclosed and open malls, new construction and existing facilities are welded together into a cohesive complex. The site is sloping and parking is provided under the main circulation level. The parking is being leased from the developer by the parking authority. As well the city leases public facilities within this complex. This unique combination of private and public involvement will give Thunder Bay a vigorous town centre which will act as a springboard for future development in the downtown.⁸

Procedure

The investigation of the strategies for the development of a town centre in Brandon was carried out in four stages.

The vehicle by which the first stage was initiated was an opportunities for youth grant to study the feasibility of a downtown redevelopment. As co-ordinator of an interdisciplinary group of students, the prime objective was to

⁸Adamson & Assoc., 'Thunder Bay Urban Renewal Project', Oct. 15, 1970.

gather data that would provide a basis for this thesis. Through this I became familiar with particular problems in the community. In order to establish a dialogue with the merchants and city government, our group organised a street festival. This also indicated the level of activity that could be anticipated in a town centre. Data which was collected through interviews with civic officials, merchants and the public; surveys of the downtown historical development, downtown property assessments and the development of an economic model of the retail structure was compiled in the report, 'Brandon Overhaul Party '72'. This report, along with other existing reports,⁹ formed the basis of the second step of the investigation.

This second stage consisted of modelling the variables that could affect the development of a town centre. Goals and objectives for this development were determined from the data collected in stage 1, noting that they vary in relation to the different sectors of the community. Alternatives were developed on the basis of these goals and objectives. They were evaluated from a purely functional

⁹ Municipal Planning Branch, 'Brandon Downtown', Dept. of Urban Development and Municipal Affairs, Province of Manitoba, April 1971; Municipal Planning Branch, 'City of Brandon-Infrastructure for an Urban-Industrial Centre', Dept. of Municipal Affairs, April 1970; Underwood McLellan & Associates Ltd., D. F. Pinker Assoc., 'City of Brandon--Urban Renewal Study', 1967; R. A. M. P. Committee, 'Rosser Ave. Mall Project', Consolidated Report, April 1971; W. L. Wardrop & Associates Ltd., Read, Voorhees & Assoc. 'Brandon Area Transportation Study, Dec. 1, 1970.

standpoint as well as by applying cost-benefit analysis techniques. This analysis was instrumental in deciding on one particular alternative.

Stage three was concerned primarily with the planning and implementation strategy of the alternatives chosen. This strategy was developed in conjunction with planners, developers, quantity surveyors and economists and led to the recommendations presented to Brandon City Council in order to obtain feedback. The presentation consisted of a look at the townscape, good and bad; ideas developed in other urban centres of similar scale; a description of the analysis; a presentation of the planning concepts; financial feasibility study and recommendations to the city.

The final stage was concerned with developing the architectural ideas and strategies. The emphasis was placed upon expression, definition and character of the various circulation systems.

CHAPTER 2

DATA COLLECTION

The first stage involved the collection of data. Sponsored under the Opportunities for Youth program, the product was a 130 page report entitled 'Brandon Overhaul Party '71' as well as audio, audio-visual and visual material. Due to the bulk of this report it has been omitted from this paper but may be obtained from the author.

The contents of the report and methodologies are as follows:

(a) a description and evaluation of the instant city street festival. The evaluation was obtained through interviews and public feedback.

(b) a public opinion poll was conducted orally from a prepared questionnaire. This survey was concerned with such things as the image of Brandon, services, amenities and shopping habits. Since it touched on highly subjective issues the survey could only be used as an indicator of public opinion.

(c) in order to establish the historic development patterns and history of the significant downtown buildings, a masters history student carried out the research.

(d) a political science student interviewed civic officials in order to chart the political and power structure

as well as land ownership and leasing procedures between the City of Brandon and private enterprise.

(e) a city planning student with a major in economics researched the economic characteristics and directions for retail trade in Brandon.

(f) a sociology major attempted to establish the social characteristics of the community from data available from Statistics Canada, provincial and local surveys.

(g) a survey was conducted of people working downtown to serve as an indicator of the demand for housing in the downtown area.

(h) people counts were conducted at various points downtown to establish the concentrations of activity and people movement.

(i) in order to estimate the property values in the downtown, assessments of the properties concerned were acquired and tabulated.

This data was collected as it was not readily available in other reports or published material in a digestible form. This formed a portion of the data to be used in the later stages.

CHAPTER 3

METHODOLOGY

Stage two involves the development of a methodology by which alternative development plans can be formulated and evaluated. The methodology is based on a development model (figure 2) from which strategies were developed. A strategy in its simplest terms is a plan: a plan is the arrangement or ordering of articles within a specific framework. Thus the strategy referred to in this thesis is the combination of variables which could affect the development of a particular town centre in the most desirable manner. The dependent variables are the possible facilities or infrastructure requirements of a community. The independent variables are the forces that affect the dependent variables. These can be interrelated with costs and benefits and represented by the formula;

$$(C_1 + C_2 + \dots C_n) + (F_{f1} + F_{f2} + \dots F_{fn}) \leq \\ (B_1 + B_2 + \dots B_n) + (F_{d1} + F_{d2} + \dots F_{dn})$$

where:

C refers to costs (quantifiable)

F_f is the friction variable which refers to the difficulty of implementing a scheme due to complexity, red tape, political expedience, priorities and personalities (non-quantifiable)

Fd is the desirability variable which refers to the qualitative objectives of each sector involved (non-quantifiable) (contained in the list pages

B is the benefit or return on investment (quantifiable).

In public expenditure the economic costs and benefits are not always the controlling factors. Implying quantitative values to qualitative variables would, in order to minimize bias, involve massive surveys in order to approximate the value system of that segment of society affected by the redevelopment. It is therefore proposed that the variables be utilized to compare the relative merit of a particular scheme.

Selection of Alternatives:

The selection of alternatives was based on, (a) the urban land use map (overlays figure 1), (b) the Brandon Centre Development Model (figure 2), (c) the objectives and criteria as they relate to each sector (table 1, p. 22). The urban land use map (figure 1) is a series of overlays containing the various land uses. This indicates development patterns and the presence of 'soft' areas where development could occur the easiest. This particular map shows a concentration along Rosser Avenue with some development occurring along ninth street on the fringe of the downtown area. Thus even though Rosser is primarily retail,

ninth street contains a variety of hotels, parks, elderly person's housing, municipal and provincial building and city hall, which indicates a shift in development.

The Brandon Centre Development Model includes the infrastructure requirements of the city which could locate in this area. Since this calls for significant new construction and since there is significant vacant land between Princess and Rosser Avenues, development could take place in this area.

Objectives and criteria were established for the development in terms of the sector or group of people involved (table 1, p. 22). The basic breakdown of the sectors was in terms of consumers, (being the persons using the facilities provided,) and producers, (being the parties involved in providing and operating the facilities and services). As illustrated in the tables each sector has its instrumental objectives which it would use to judge the desirability of a scheme. The underlying objective is Victor Gruen's recipe for a successful urban centre, 'diversity, vitality and compactness'.¹⁰ Shifting development south of Rosser could help achieve this.

¹⁰Victor Gruen, 'The Heart of our Cities', Simon & Schuster, New York, 1964, p. 28.

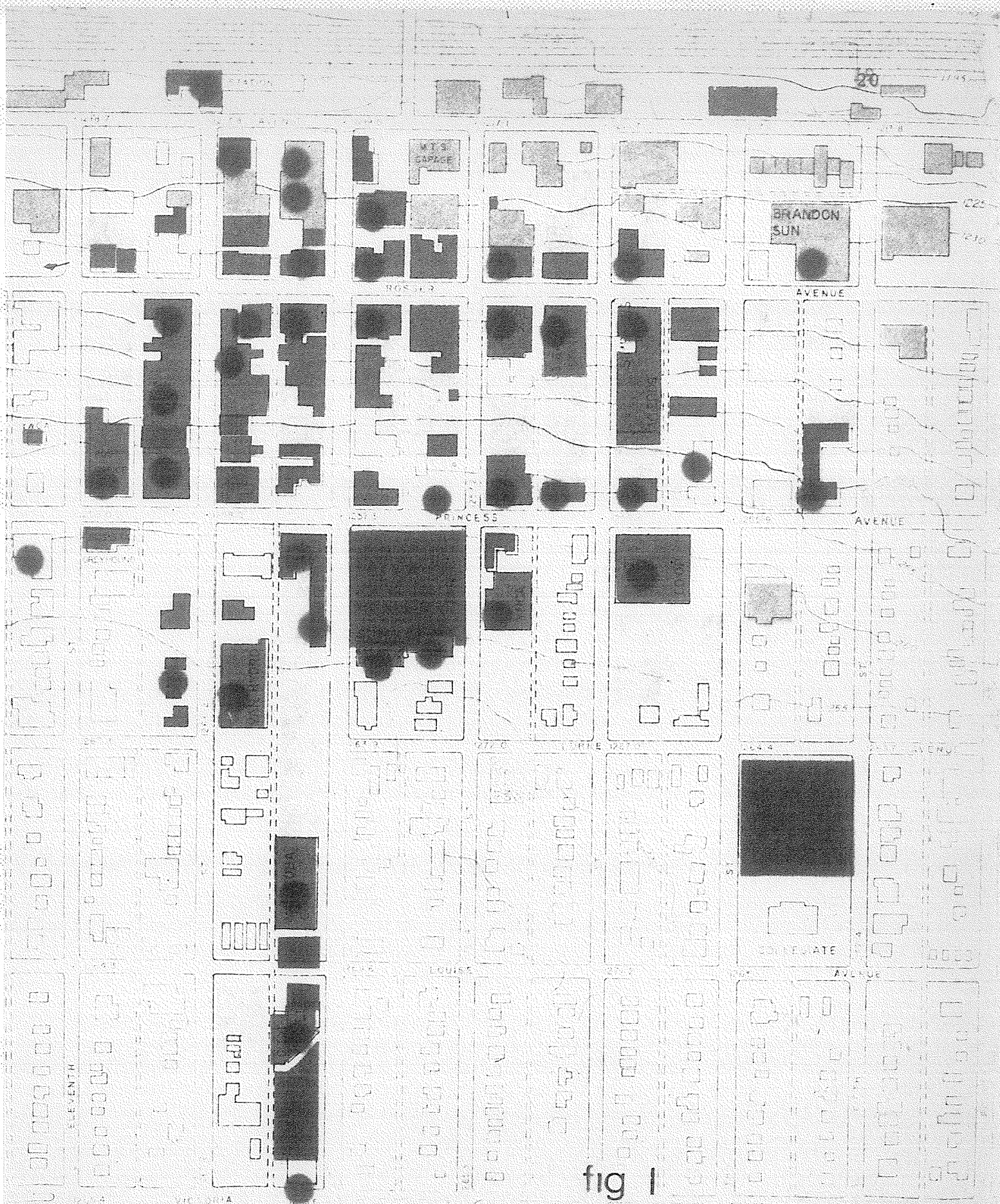


fig 1
existing land-use

index of substantial structures

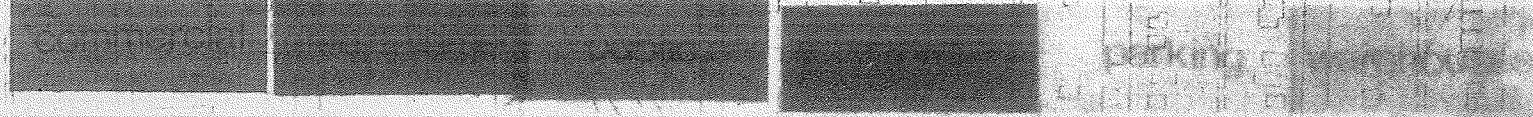


TABLE 1. List of sectors involved in town centre development and criteria by which objectives of each sector are evaluated.

Sector	Objective	Criteria	Notes
A. CONSUMERS			
Shopping Public	Compactness	a) intermingling in close proximity of various types of human activity.	activities such as; shopping entertainment gov't. services library people watching bars-discotheques movies parks & recreation, etc.
		b) no severance of closely linked uses by traffic.	
	Comfort	With respect to the extremities of the climate walking distances should be: a) minimized b) reasonably protected against climatic extremities c) facilities for relaxation provided at strategic places.	the above activities should be included in this section strategic places refers to where particular foci for activity occur and transport nodes
		d) provision for babysitting and daycare facilities e) the effect of the hill reduced especially for older people.	

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
Diversity		<p>a) provision of a wider range of goods than available at present</p> <p>b) provision for unplanned happenings.</p>	<p>this includes such things as specialty boutiques as well as dept. stores of the non-dimestore variety.</p> <p>such things as the expansion of a store into the mall, festivals, bazaars and the relative ease in which they can be undertaken.</p>
Public transportation accessibility		<p>a) strong linkage between town centre and bus interchange</p> <p>b) weather protected waiting facilities at terminal.</p>	
Parking		<p>a) simple parking--avoid drums and parallel parking</p> <p>b) central parking</p> <p>c) parking within 1,000' of destination</p>	<p>to avoid unnecessary traffic.</p>
Safety		a) minimize unexpected level changes between store and mall	<p>this could occur where the mall meets an existing building.</p>
Mobility		<p>accessibility to all portions of downtown</p> <p>a) people</p> <p>b) cars</p>	

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
Public at large	Compactness	a) intermingling in close proximity of various types of human activity	activities include those outlined on page 22.
		b) no severance of closely linked uses by traffic	
		c) proximity to parking	
		d) proximity to public transportation	
		e) integration of manmade and natural environments.	availability of park and landscaped areas.
Excitement and Vitality		a) range of intimate to highly public involvement	variety of spaces focus and non-focus
		b) variety of activity in the public sense	creating a centre for the enjoyment of all types and ages of people
		c) strong relationship to existing public facilities	cars provide dynamics through their presence, yet should not be overwhelming.
		d) ability to feel a triumph over the car even when cars are present	
Image		a) physically and symbolically the centre of community social and economic life in the city	
		b) identity and civic pride	Brandon is not Montreal, the scale and character should reflect the culture.

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
Vehicle Users (parking)	Clarity	<p>c) a form sympathetic to the environment, topography and views</p> <p>d) cars should not <u>dominate</u> the scene.</p>	the downtown is situated on a hill the development should take advantage of this feature this simply means that humans should not be antagonized by the car.
	Centralization	consolidation of parking in one major facility relieves frustration in finding spot.	
	Efficiency	<p>a) rapid and safe ingress and egress from park structure</p> <p>b) easy circulation on streets.</p>	this however precludes that cars be eliminated from human circulation.
	Variety	variety and choice in terms of parking duration.	physically and visually
	Simplicity	parking structure should facilitate easy parking, entry and exit.	<p>-short stop to pick up and drop off</p> <p>-short stop to pick up and drop off passenger</p> <p>-parking 1/2 hr. to 4 hours</p> <p>-long term parking.</p> <p>avoid complicated ramps, drums and parallel parking.</p>

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
	Separation	pedestrian vehicular conflict minimized.	
	Protection	minimal protection from the elements in walking from car to destination.	this could be simply a covered boardwalk.
	Parcel pickup	provision for a central pick-up point where vehicle user can simply drive up and load his purchases into his car.	
Residents Choice and (primarily lifestyle young and old)		possibility of choice in close proximity of private, semi-public and public lifestyles.	proximity to urban centre and related activities.
	Excitement	desire to be where the action is.	not necessarily in a participatory sense but provision to just walk in a crowd or sit and people-watch.
	View	relation of apartment to surrounding country-side.	view to the north over river valley.
	Image	symbolic "being at the centre".	
Employees Interest in working environment		provision for the creation of interfaces other than just the customer clerk relationship.	includes such things as; being part of the action centre

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
			integration with natural environment for relaxation storage and "backstage" activity made more sociable greater involvement in the pedestrian street as opposed to the closed environment of store.
			truck loading away from other uses--"backstage" facilities provided.
Separation		service and served spaces	
Developer Profit		highest return on capital invested with minimum of red tape.	
Maintain demand		if public sector invests substantial amounts in plant and public services in the area, <u>people</u> will come to this area and create a demand for his services.	the plant includes utilities, parking, day care centres, libraries, etc.
Quick procedure		large enough quantities of land easily assembled in prime locations.	in the present system a great number of businesses are all on separate titles making comprehensive redevelopment a very prolonged process along Rosser Avenue.

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
Merchants	Expansion	provision for growth within the framework of the original concept.	
	Range in rent	in order that variety in business exist in terms of marginal to high volume operations a variety in quality of facility, which determines the rent, should also be maintained in the framework.	this may involve placing the marginal operation in second priority but still giving the business a chance to exist. It also leaves room for expansion.
	Create demand to go downtown	high degree of public amenities in downtown location creates a drawing power.	
	Parking	Merchant's criteria for parking same as 'vehicle user's' criteria.	
	Flexibility	choice in size of shop and flexibility in terms of store fixtures, lighting, etc.	
	Maintain status quo	by simply improving the existing facilities the status quo remains the same, more comprehensive schemes involve relocation and additional competition.	

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
	Minimum overhead	especially important to marginal operations, extra taxing for large scale local improvement may put these businesses out of commission.	
	Expansion	as business and times change provision should be maintained for future expansion, this need not be horizontal, but should be related to main circulation patterns.	
Senior Gov'ts.	Satisfy demands	to provide amenities and infrastructure requirements most efficiently.	efficiency refers to quality of amenity and cost.
	Accessibility	Site for such amenities as libraries and gov't services should be related to where people tend to come together and accessibility to the site should be simple.	
City Council (taxpayer)	Maintain tax base	insure that the commercial centre which is the highest taxed portion of the city does not disintegrate.	If the present trend is allowed to continue the tax base will be required to shift to other sectors.

TABLE 1 (continued)

Sector	Objective	Criteria	Notes
	Reduce capital expenses	<p>the least amount possible in public monies should be invested in redevelopment of essentially privately owned operations</p> <p>a) initial b) long term.</p>	<p>since the downtown is essentially in the hands of the private sector and public services are except for parking in the fringe.</p>
	Satisfy public demands	<p>primarily to satisfy the public at large but yet safeguard the minority interests and the status quo.</p>	<p>in the case of redevelopment the average citizen is rather apathetic, the merchants however are concerned simply in the fact that if they don't obtain help with their problem the entire city suffers.</p>
	Image	<p>In order that Brandon project an image as the shopping capital of western Manitoba as well as an image to instill civic pride a reinforcement of this image is required.</p>	
	Efficiency	<p>maintenance, public works and servicing should be as simple as possible.</p>	

Alternative One--Rosser Avenue Mall Project--Figure 3

A linear scheme proposed by a business community committee as a first step in urban renewal.

Objective:

To roof Rosser Avenue between 6th and 10th Streets in order to maintain this area as the heart of the commercial district. The ultimate objective is for this mall to act as a catalyst for renewal and rehabilitation along this mall.

Planning Principles:

The mall, utilising air rights between existing buildings, involves no immediate land acquisition or demolition.

Parking for 260 cars on the roof of the mall.

60% increase in potential retail space through utilisation of second stories.

A climate controlled shopping environment.

Growth:

Growth and expansion can only take place off the mall and is restricted by existing establishments.

Possible Consequences:

Basically only concealing problems; obsolete buildings, poor truck loading facilities, inadequate parking, new facilities must compromise into existing tissue.

Essentially only a retail shopping mall--no provision for community facilities.

Increased traffic problems in downtown area.

Possible Financing:

50% by downtown merchants

50% by provincial and federal governments

Alternative Two--Figure 4

This approach aims at rehabilitation, expansion and the creation of new facilities around a core town centre.

Objectives:

To begin a shift in development from a linear to a centralized form around a town centre and the planning of a circulation system.

Planning Principles:

Climate controlled shopping around a town centre.

Incorporation of library, day care and entertainment facilities.

Beginning of separation of vehicular and pedestrian circulation.

Growth:

Growth in this scheme can take place in almost any direction from the centre as buildings deteriorate, etc.

Possible Consequences:

Lacks a cohesiveness or sense of direction as there are no sure directions in which expansion can take place.

May cause problems in terms of access and servicing to existing buildings. Can only be termed as an intermediary step.

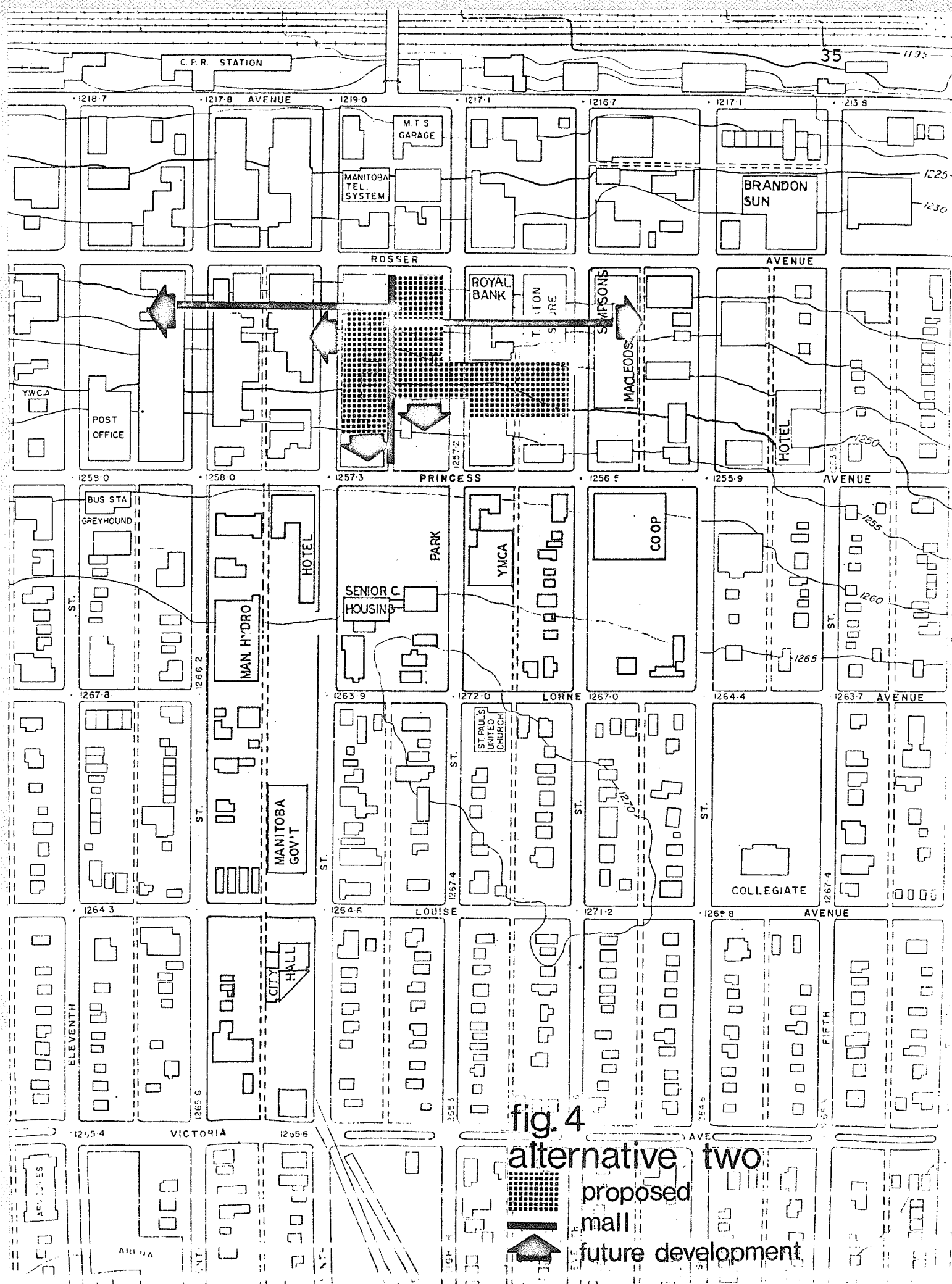


fig. 4
alternative two
proposed
mall
future development

Alternative Three--Brandon Centreplan--Figure 5

Comprehensive development based on a network circulation system.

Objective:

Redevelopment of the core area integrating existing and new facilities through the establishment of pedestrian circulation corridors around which a variety of urban activity can be generated.

Planning Principles:

Inward looking retail envelopes with outward looking peripheral buildings for office, restaurant, apartments and other uses.

Integrated parking.

Integrated servicing and truck loading facilities.

Separation of vehicles and pedestrians.

A distinctive and coherent form.

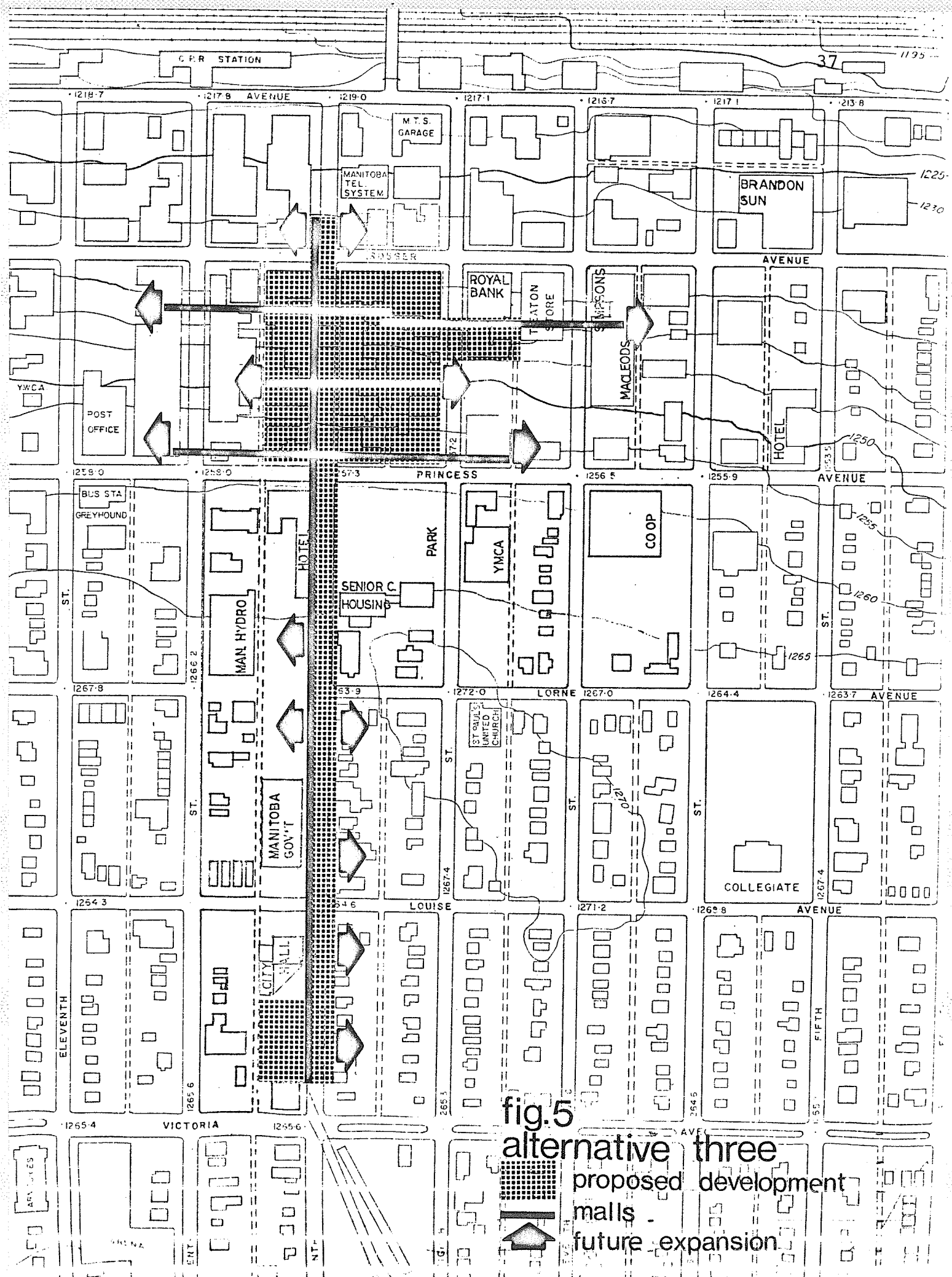
Pedestrian system linking a variety of activities.

A climate controlled shopping and town centre.

Utilisation of retail, public and entertainment facilities to enclose town centre.

Growth:

Growth occurs off the major circulation spines according to the zoning of that spine, i.e., one spine may be retail, whereas another may be a secondary commercial or public services spine.



Possible Consequences:

Requires the development authority or similar body to carry out this scale of redevelopment to coordinate planning, land acquisition and construction.

Financing:

Combination of private construction capital with government land assemblage techniques.

Evaluation of Alternatives

The alternatives were compared using a variation of cost-benefit analysis techniques developed by Morris Hill and Nathaniel Litchfield.¹¹ The evaluation is based on giving a relative quantification to each scheme as it relates to each of the objectives of a particular sector as outlined in table 1, pp. 22. The evaluation is carried out in table 2, p. 42. Scoring is based on a point system where 'I' indicates the least benefit or greatest cost, 'III' indicates the greatest benefit or least cost. For example, Item 1.1 refers to shopping public which involves 180,000 people. The instrumental objective is compactness; criteria 'a' is the intermingling in close proximity of various types of human activity. Alternative 3, since it links this variety of activities receives the highest score, alternative 2 is second best and scores 'II', whereas alternative 1 because of its primarily retail function has the lowest score, furthermore since alternative 'I' is restricted in growth potential it incurs a negative benefit or capital cost. This procedure is carried out on each of the criteria. A reduction then occurs for each objective to give a net advantage to an alternative. Again this procedure is applied to each sector, reducing the net

¹¹Morris Hill, 'A Goals-Achievement Matrix for Evaluating Alternative Plans', American Institute of Planners, #34, January 1968, pp. 19-29. Nathaniel Litchfield, 'Spatial Externalities in Urban Public Expenditures', from Julius Margolis, The Public Economy of Urban Communities, Resources for the Future Inc., John Hopkins, Washington, 1965.

advantages of the various objectives, to determine the greatest relative benefit to that particular sector. In this particular study Alternative 3 scored highest for every sector concerned, but is based on rational decision-making which in the case of public expenditure is not always the case. Throughout the study the objectives are evaluated in terms of long range benefits.

The second part of the evaluation was an investigation of the floor area distribution as it related to each alternative (tables 3 and 4, pp. 51 and 52). It should be noted that in alternative 3 almost as much existing retail is linked into the pedestrian system as in alternative 1; a greater amount of presently non-retail is converted due to the greater concentration of convertible space on the south side of Rosser; and due to demolition, less unimproved retail is left in alternative 3 than in alternative 1. Thus even though there is 120,000 sq. ft. in new construction, the net gain is 70,000 sq. ft. of prime space. Alternative 3 also links in the Prince Edward Hotel, 150,000 sq. ft. of other uses into the network and provides twice the store frontage with less square footage of mall, again indicating an advantage to alternative three from a purely functional standpoint. Parking is also included in this study (table 4, p. 52), and as indicated, the difference between alternative 1 and alternative 3 is negligible in terms of car spaces, however alternative 3 gains the advantage due to its concentrated location and immediate verticle separation

of vehicles and pedestrians. Also included in this study (table 4, p. 52) is a list of properties requiring acquisition in the appropriate schemes. Here alternative 1 gains the advantage as no privately owned property is required, alternative 3 requires the greatest land acquisition. The land required in alternative 3 however has the lowest assessment in the downtown due to its run-down nature. As a result of these studies and through interviews with planners, retailers and developers, the conclusion drawn is that alternative 3 is the superior proposal. This proposal has thus been selected for further study in developing a planning and implementation strategy and architectural design.

TABLE 2. Evaluation of alternatives 1-3 in terms of optimizing benefit for each sector per instrumental objectives.

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL CRITERIA OBJECTIVES	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE		
				COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		A1	A2	A3
				cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.				
1.1	shopping public	100,000	compactness	a. I	I	II	I	III	III	A3 satisfies all criteria test. since A1 closes traffic on Rosser it gains on A2 per criteria b. A1 incurs a neg. benefit or cap. cost.	I	II	III
			comfort	a. I	II	II	I	III	III	Since A2 & A3 are based on providing comfort at the pedestrian scale as opposed to adapting the auto environment A3 has net benefit. I	II	III	III
			diversity	a. I	II	II	I	III	II	This factor depends on uncontrollable factors & initiative- no clear advantage. I	I	I	I
			public transportation accessibility	a. I	I	II	I	III	II	A3 proposes bus terminus located as per recommendations of 1971 bus survey.	I	II	III
			parking convenience	a. I	I	I	I	III	I	A3 has a large concentration of parking in the most central location. A1 aggravates circ. in the centre as a whole, while A2 does not provide enough parking.	I	I	III
			safety	a. I	I	I	I	I	I	this is primarily a detail design consideration- no net advantage.	I	I	I
			mobility	a. I	I	II	I	III	III	A1 hampers circ. A3 creates separation.	I	II	III
										A3 HAS GREATEST RELATIVE BENEFIT TO SHOPPING PUBLIC	I	II	III

REDUCTION

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE	
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		AI	A2 A3
					cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.			
1.2	public at large	35,000 directly	compactness	a.	I	II	II	II	III	III	A3 satisfies criteria as this objective is one of the major concepts.	I	I III
		180,000 regional		b.	II				III		the design of the spaces themselves will affect this aspect greatly, but since A3 has the greatest potential and sets up a rather exciting relationship with autos.		
			excitement & vitality	a.	I	II	II	II	III	III			
				b.	I	I	I	I	II	II			
				c.	I	I	I	I	III	III			
				d.	I								
			image	a.	II	II	I	I	III	III	AI may have immediate effects on changing the image of downtown but longrange effects may not be significant as it changes the basic structure. It is unsympathetic to the environment & does not really perform a linking function.	I	II III
				b.	II				III	III			
				c.	I	I	I	I					
				d.	I								

REDUCTION ----- A3 HAS GREATEST RELATIVE BENEFIT TO PUBLIC AT LARGE

1.3	vehicle users & parking	10,000 vehicles per day (Rosser)	clarity centralization	a.	I	I	I	I	III	III	A3 centralizes this facility & gains net advantage.	II	I III
		per Brandon Efficiency Study		a.	III	II	II	II	I	I	the tradeoffs are that A3 loses some efficiency in excess & increase due to volume while A3 loses by creating a less efficient street circulation system by closing Rosser. A3 gains slight edge.		
				b.	I				III	III			

vehicle users cont'd.

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE		
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		A1	A2	A3
					cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.				
1.3	vehicle users (cont'd)		variety & choice	a.	II		I		III		A3 gains advantage by intergrading longer duration parking in structure while short stops etc. are handled by existing grade & street parking.	II	I	III
			simplicity	a.	I		I		I		no clear advantage as simplicity dependent on design	I	I	
			separation	a.	II		I		III		A3 creates total verticle separation thus minimizing ped.-vehicular conflicts.	II	I	III
			protection	a.	I		II		III		A3 again gains advantage thru vert. separation & linkages.	I	II	III
			parcel pickup convenience	a.	I		I		II		This objective will depend on design but A3 has best potential.	I	I	II
1.3	REDUCTION										A3 HAS GREATEST RELATIVE BENEFIT TO VEHICLE USERS	II	I	III
1.4	residents	1000	choice	a.	I		I		III		under ordinary developments are located ad hoc with little relation to public life. A3 thru linkages etc. shifts this emphasis.	I	I	III
			excitement		I				III		excitement and the symbolic attraction of being at the centre are again best satisfied by A3 as it relates as a more cohesive unit.	I	I	III
			image		I				III					

(Cont'd)

ITEM NO.	SECTOR	NO. OF PEOPLE	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE	
				COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		A1	A2
				cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.		A1	A2
1.4	residents (cont'd)	view	a.	I		I		III		A3 as it steps up with the slope site gives a natural exposure for the apartments of the view to the north.	I	III
1.4	REDUCTION			-----A3 HAS GREATEST RELATIVE BENEFIT TO CITY CENTRE RESIDENTS							I	III
1.5	employees	4000 per ... in working B.A.T.S. environment	a.	I		I		II		A3 in that it sets up a new framework offers the greatest potential.	I	II
		separation	a.	I		II		III		A3 again offers the greatest potential as service space can be designed as opposed to the existing highly inefficient system.	I	III
1.5	REDUCTION			-----A3 HAS GREATEST RELATIVE BENEFIT TO CITY CENTRE EMPLOYEES							I	III

REDUCTION FOR ALL CONSUMERS

----- NET RELATIVE BENEFIT TO ALTERNATIVE 3

I II III

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE		
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		A1	A2	A3
					cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.	cap. ann. cap. ann.				
2.1	developer		profit		III I	I	II	II	I	II	III	<p>In A1 cap. invest. is minimum as developer buys cheapest property- annual overhead is relatively high as a result of small amortisation & operation costs. gross benefit is also reduced as investment is restricted due to difficulty in land assembly. A2 is limited also thru land assembly problems. A3 will only operate with a profit if land is ascertained with exploitation in effect and working subsidized. A3 would involve greatest capital invest & ann. return II I III</p>		
			maintain demand		II	I					III	<p>although A1 involves a significant investment by the public sector it does not actually create any public services. A3 would involve development of these services by private sector & leasing to the public sector. II I III</p>		
			quick procedure & land assembly		III		II		I			<p>this is discussed under profit as A3 would involve the greatest co-operation. III II I</p>		
			expansion		I		II		III			<p>A3 & A2 are based on network systems making expansion relatively easy. I II III</p>		
2.1	REDUCTION											II I	III	III
												A3 HAS GREATEST RELATIVE BENEFIT TO DEVELOPER		

ITEM NO.	SECTOR	NO. OF PEOPLE	ISS. MATERIAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		
					cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.		
2.2	merchants	80	range in rent		I		II		III		A3 allows for choice in that the network is open. marginal operations are allowed to exist if they can't afford the overhead. A range in rent is thus affected.	I II III
			create demand		I		II		III		A3 involves locating public facilities in town centre.	I II III
			parking		I		II		III		A3 has greatest benefit to merchants as it benefits vehicle users.	I II III
			flexibility		I		II		II		A2 & A3 are both network systems with inward looking envelopes which provide the freest flexibility.	I II II
			maintain status quo		III		I		I		A1 maintains the same framework and status quo.	III I I
			minimum overhead		I		II		II		extra overhead of operating malls etc. shared by operations that can afford the overhead.	I II II
			expansion		I		I		II		again since A3 is based on a network, expansion is not as strongly dictated by the existing structure.	I I II
2.2	REDUCTION										A3 HAS GREATEST RELATIVE BENEFIT TO MERCHANTS	I II III

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		
					cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.		A1 A2 A3
2.3	prov. gov't	1,000,000	satisfy demands efficiently		I		III		II		A1 involves greatest capital investment in mall & public facilities. A2 & A3 would involve the gov't leasing facilities for public services. A3 would involve the gov't in land acquisition procedures.	I III II
	(fed. gov has cut back on urban renewal)										A3 is most highly accessible & would create a cohesive town centre.	I I III
2.3	REDUCTION		accessibility		I		I		III			I II III

2.3 REDUCTION

A3 HAS GREATEST RELATIVE BENEFIT TO PROV. GOV'T.

2.4	city council (taxpayer)	35,000 citizens (taxpayer)	maintain tax base		I		II		III		since A3 creates highest investment it also has highest annual tax revenue.	I II III
		5000 taxpayers (approx)										
			reduce capital expenses	a.	III II		II II		I I		A1 involves investment in only a parking garage. A3 involves investment in land assembly which is then sold to private developers. Annual costs of A3 are also highest as parking, library & day care facilities are rented	III II I
				b.	I II		II II		III I		long range cap. costs of A3 are lowest & even though annual expenses are highest A3 still has net advantage.	I II III

... (cont'd)

ITEM NO.	SECTOR	NO. OF PEOPLE	INSTRUMENTAL OBJECTIVES	CRITERIA	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		REMARKS	NET ADVANTAGE		
					COST	BENEFIT	COST	BENEFIT	COST	BENEFIT		A1	A2	A3
					cap. ann. exp. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.	cap. ann.				
2.4	city council (cont'd.)		satisfy public demands		I	II				III	from analysis of consumers A3 appears to satisfy the greatest no. of people.	I	II	III
						I				II	because of the greater audacity of A3 the image it would conjure is greater.	I	I	II
					III	II	III				A3 gains advantage as operation would be handled privately. servicing would be centralized. A1 would involve complication of snow & garbage removal. Servicing in the of emergency would also be complicated.	I	II	III
2.4	REVISION	----- A3 HAS GREATEST RELATIVE BENEFIT TO CITY COUNCIL (TAXPAYER) -----										I	II	III

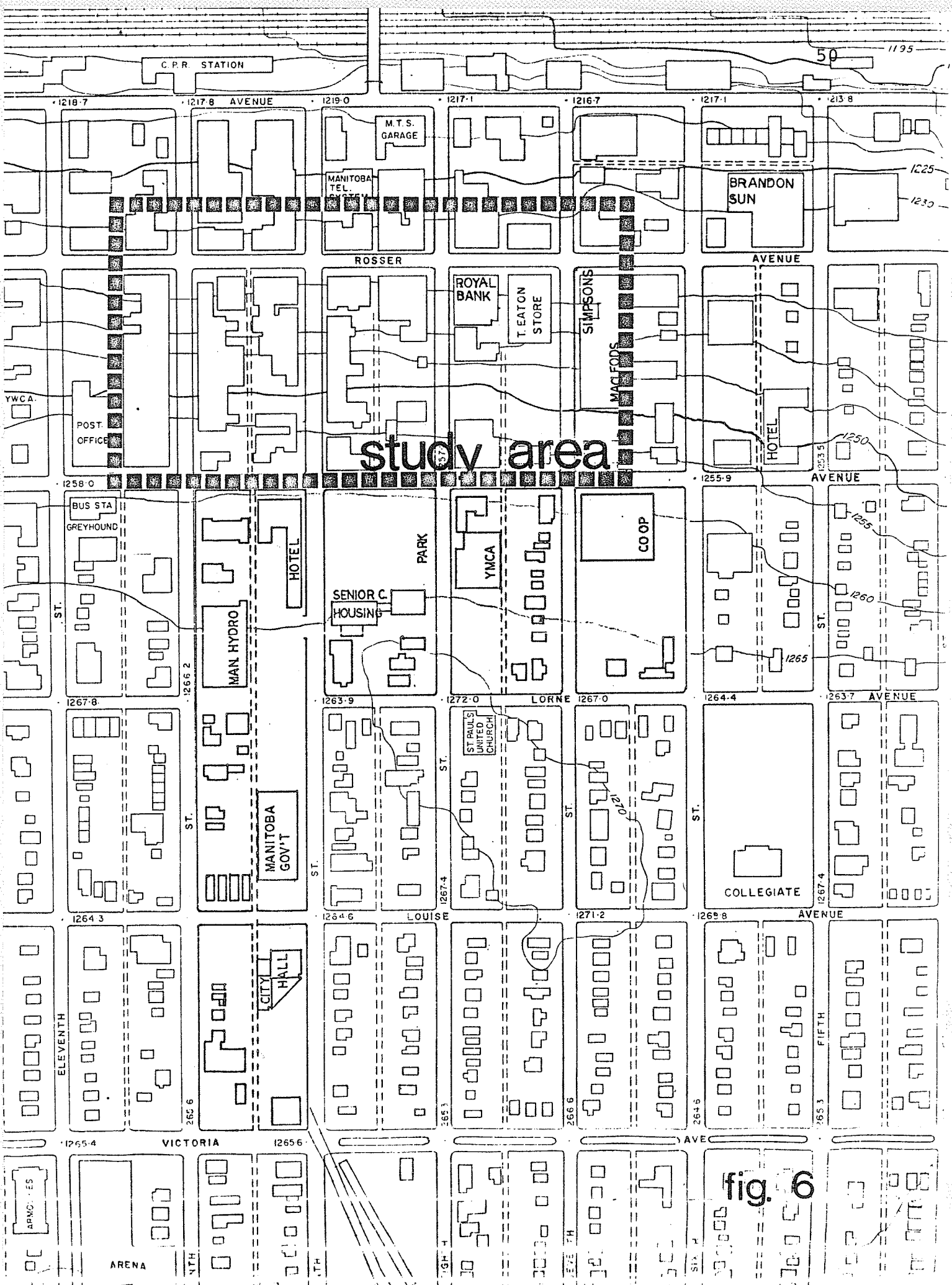


fig. 6

TABLE 3

BREAKDOWN OF RETAIL SPACE IN STUDY AREA

ROSSER AVENUE -	NORTH SIDE possible converted 2nd floor uses	existing	120,000 sq.ft.
		pres.	
		residential	15,000 sq.ft.
		pres. office	5,000 sq.ft.
	Total		140,000 sq.ft.
ROSSER AVENUE -	SOUTH SIDE possible converted 2nd floor uses	existing	165,000 sq.ft.
		residential	24,500 sq.ft.
		office	14,000 sq.ft.
		vacant	24,500 sq.ft.
	Total		240,000 sq.ft.
TENTH STREET -	Both sides converted	existing	110,000 sq.ft.
		office	20,000 sq.ft.
	Total		130,000 sq.ft.
NINTH STREET -	Total	existing	41,500 sq.ft.
EIGHTH STREET -	Total	existing	25,000 sq.ft.
SEVENTH STREET -	Total	existing	54,000 sq.ft.
SIXTH STREET	Total	existing	20,000 sq.ft.
PRINCESS AVENUE-	Total	existing	18,000 sq.ft.
TOTAL IN STUDY AREA EXISTING			550,000 sq.ft.

TABLE 4

PROGRAMATIC DATA AS IT RELATES TO EACH SCHEME

Description	Alternative 1	Alternative 2	Alternative 3
NO. OF SQUARE FEET OF PRIME COMMERCIAL SPACE ON MAIN CIRCULATION LEVEL. (Includes space that may be leased to uses other than retail, such as libraries, day care centres, museums, etc., however, does not include hotels)			
New Construction	15,000 sq.ft.	85,000 sq.ft.	120,000 sq.ft.
Existing Improved*	285,000 sq.ft.	220,000 sq.ft.	270,000 sq.ft.**
Renovated to Retail Use	60,000 sq.ft.	40,000 sq.ft.	70,000 sq.ft.
Demolished	10,000 sq.ft. (access roads)	30,000 sq.ft.	50,000 sq.ft. + 10,000 sq.ft. (hotel)
Existing unimproved	265,000 sq.ft.	300,000 sq.ft.	225,000 sq.ft.
SUBTOTAL (Main level prime space)	625,000 sq.ft.	645,000 sq.ft.	695,000 sq.ft.
NO. OF SQUARE FEET OTHER USES			
Offices		10,000 sq.ft.	25,000 sq.ft.
Hotels			65,000 sq.ft.

*"improved" refers to space that has been directly incorporated or linked into the scheme and circulation system.

**Prince Edward Hotel sq. footage not included in this figure.

TABLE 4 (continued)

Description	Alternative 1	Alternative 2	Alternative 3
Housing		100,000 sq.ft.	100,000 sq.ft.
Enclosed public Circulation Malls	1230 lin. ft.= 2500 ft. prime frontage 81,000 sq.ft.	1900 lin. ft. = 4000 ft. prime frontage 50,000 sq.ft.	2300 lin. ft. = 5000 ft. prime frontage 60,000 sq.ft.
NO. OF NEW PARKING SPACES PER EACH SCHEME			
	existing street parking on Rosser = 55 cars		
	existing parking on site of new structure = 100	existing parking on site of new structure = 100	existing parking on scattered lots = 180
	new facilities; ramp roof = 260 parkade = 300		2 levels under new grade level = 600
	NET GAIN = (260+300) - (55 + 100) =	NET GAIN = 300 - 100 =	NET GAIN = 600 - 180 =
	405 cars	200 cars	420 cars

TABLE 4 (continued)

Description	Alternative 1	Alternative 2	Alternative 3
	PRIORITY ONE	PRIORITY ONE	PRIORITY ONE
PROPERTIES THAT WILL REQUIRE ACQUISITION TO INITIATE SCHEME (expropriation)	Selected portions of existing structures will require renovation to allow for truck loading facilities and rerouting of traffic.	1. S. Munro (Verstock Barber)	INCLUDE nos. 2-11 from alternative 2 in this section plus the following
		2. Brandon Harness (Curly McKay & Topspot Hair- stylist)	11. J. Kulberg (Kulberg's Furn. & Annex)
		3. E. Johnson (Jacquie Flowers)	12. R. Relf (Relf's Plumbing)
		4. Lex Management (F. O. Meighan)	13. M. Weir (Mona's)
		5. Robinson, Edwin & Hawley (Robinson & Robinson)	14. H. Lacey (Lacey Signs)
		6. S. Linski (Scory's Hair- stylist)	15. J. Michalyshyn (Pizza Place)
		7. B. Gray (B. Gray Tailor)	16. M. Provis (Cafe & Pinball)
		8. Brand-aire Ltd. (H. R. Hoffmann)	17. E. McDonald (Avco)

TABLE 4 (continued)

Description	Alternative 1	Alternative 2	Alternative 3
		9. City of Brandon (Parking Lot)	18. Charles Watt (Watt's Mens Wear)
		10. J. Bojarski (Beacon Lunch)	PRIORITY TWO
		11. J. Mitchell (Mitchell's Sporting Goods)	19. S. Munro (Verstock Barber)
		12. Metropolitan (Met, Sally's & Agnew Surpass)	20. J. A. Keddy (J. A. Keddy's)
			21. Adnac Investment (Brandon Hotel)
			22. Metropolitan
			23. F. S. Buchmire
			24. Hamilton Hunt
			25. Pues Invest.
			26. M. M. Patmore

CHAPTER 4

PLANNING STRATEGY

This stage is concerned with the development of a planning and implementation strategy for alternative three i.e., the alternative chosen for development. This involved; (a) the establishment of a master development plan; (b) setting out of the traffic circulation system; (c) zoning of activity within the study area; (d) designation of pedestrian and service systems; (e) the three dimensional development of the complex; (f) a strategy based on the development package concept; (g) the economic feasibility study; (h) some preliminary impressions on the form of the building.

In the hope that some feedback may give some new insights, these ideas were presented to the local merchants at the Brandon Chamber of Commerce and Brandon City Council. This presentation outlined the work to this point via a slide presentation and a schematic planning model. The meeting with the merchants was more informal and produced some relatively good feedback. Unfortunately, because of time limitations, immediate feedback was not possible from the city council presentation. Several inquiries were later received which indicate a positive interest in the community in the project. Because the promotion of this scheme would involve too much time this aspect of the thesis was not

carried further. Some of these letters and a newsclip are included in the Appendix A.

Development Master Plan

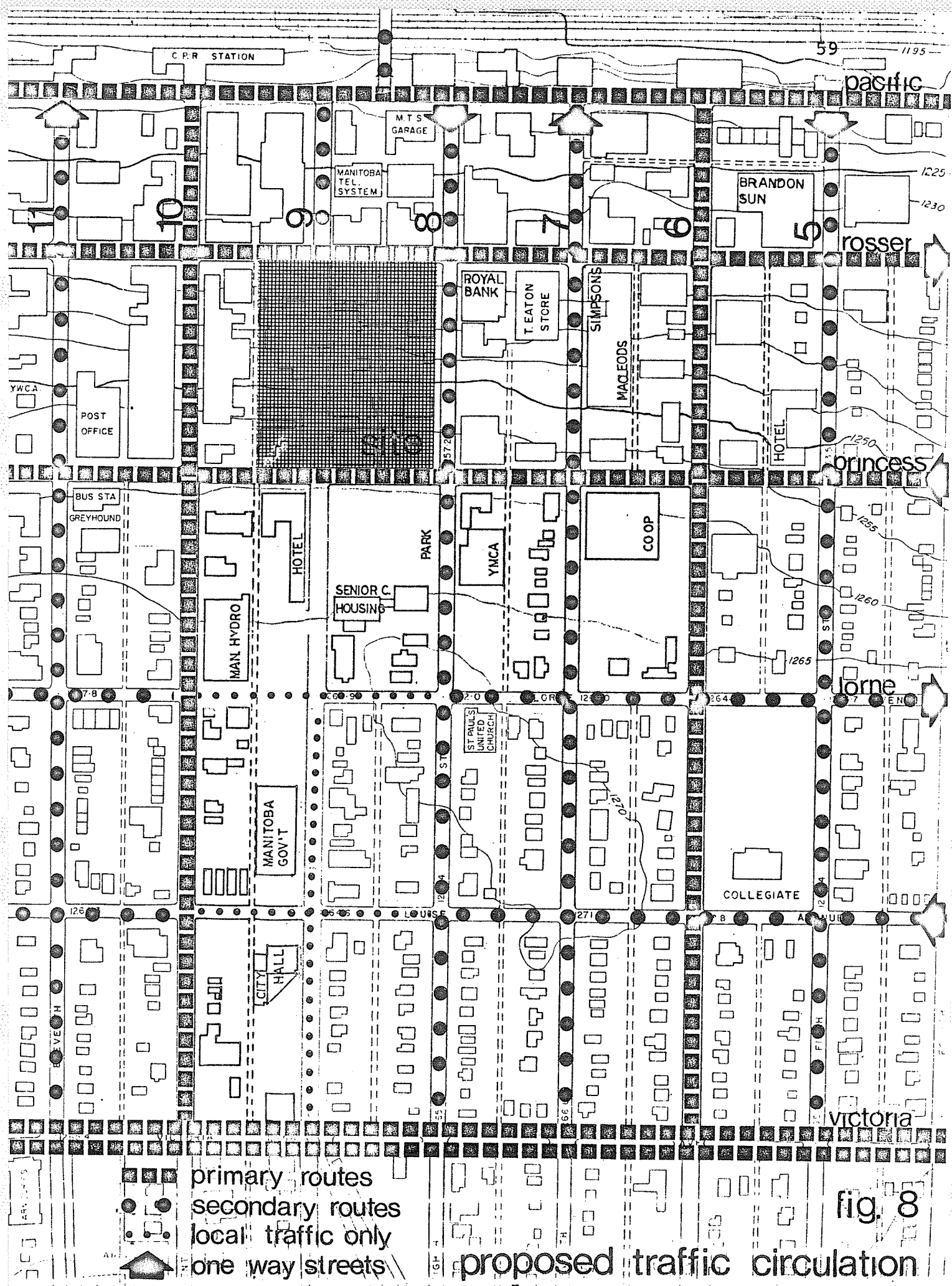
The development master plan (figure 7) is based on expansion from the existing land use patterns and the development of a pedestrian circulation system. As illustrated, a major circulation spine would be developed where Ninth Street is presently. Off this major spine, which would link a variety of urban activities, a series of secondary malls would be generated. These secondary malls would contain a concentration of a particular type of activity, that is, one may be retail whereas another may be primarily entertainment oriented.

Traffic Circulation

The proposed traffic circulation (figure 8) maintains essentially the same traffic circulation with the exception of Ninth Street. Along Ninth, traffic has been completely removed from the portion between Rosser and Lorne Avenues; while that between Lorne and Victoria is restricted to local traffic only, until the master plan is carried out. This strip would eventually become a complete park system.

Zoning

The zoning diagram (figure 9) illustrates a shift of the prime retail area to the south side of Rosser Avenue concentrating on a mall developed along the rear of the



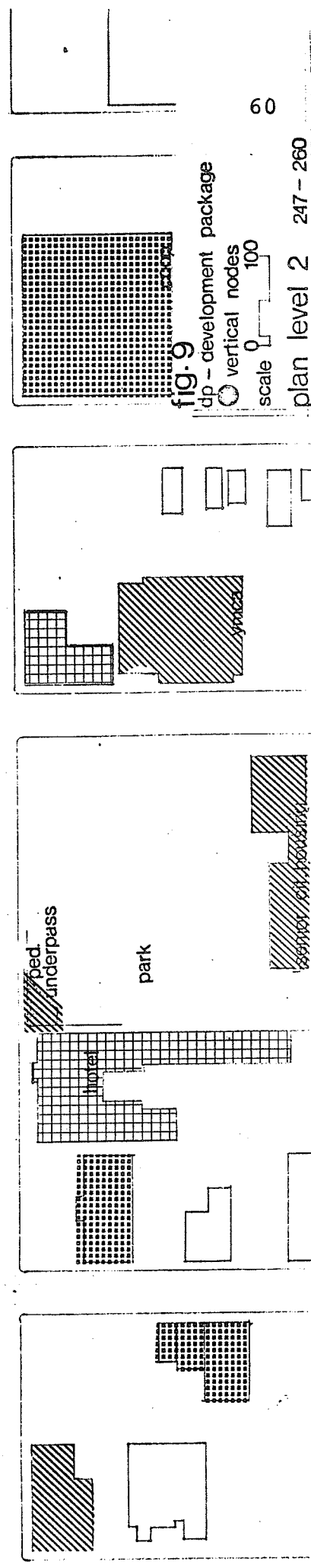
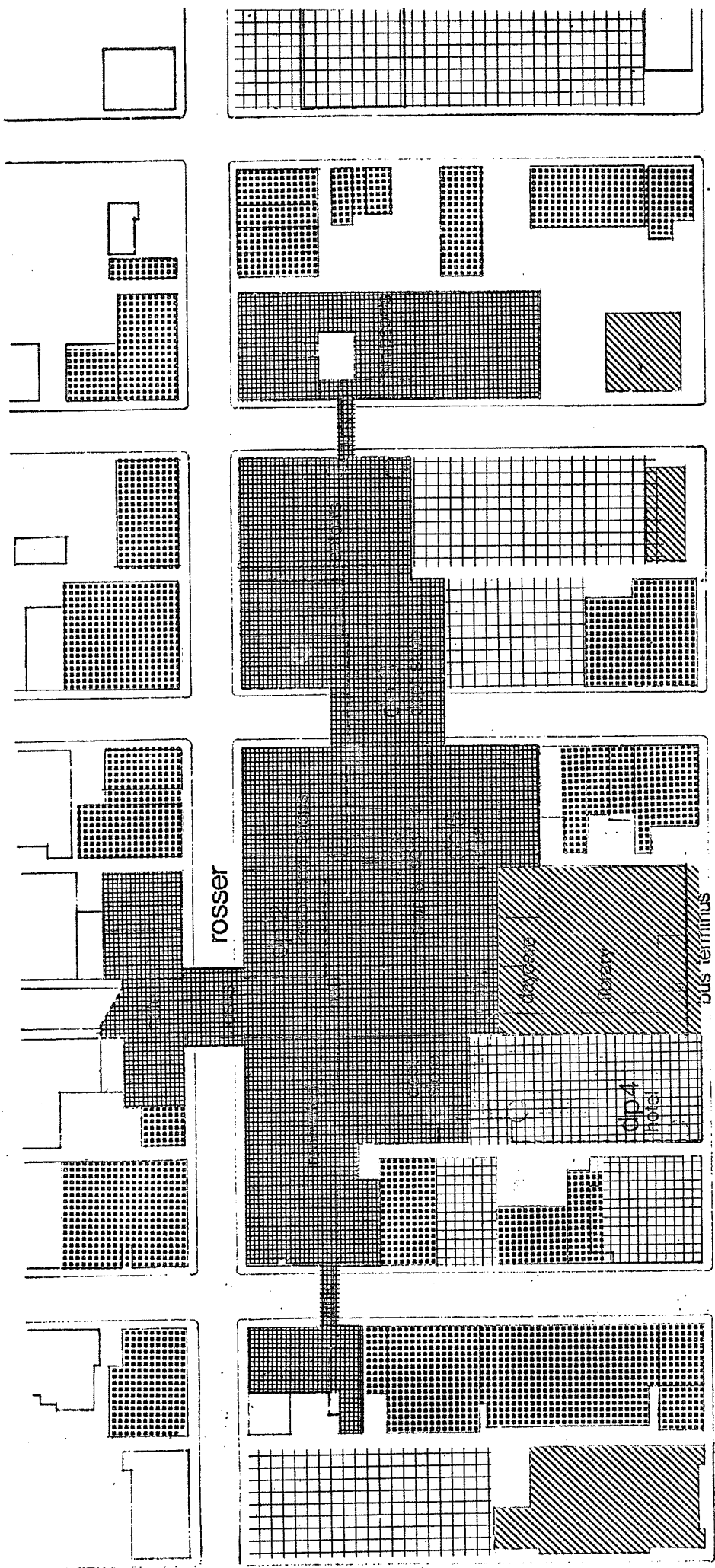


fig. 9
 dp - development package
 vertical nodes
 scale 0 100
 60

plan level 2 247 - 260
 parking
 zoning

existing shops. Links have been provided across Rosser Avenue and Tenth Streets in order that those areas designated as secondary retail in this stage may link internally into the system. In fact there is presently work in progress to link the Tenth Street shops. With the development of a new hotel and the linkage of the bowling lanes and Prince Edward Hotel along with the library, this end of the centre should be an active entertainment and centre of night life. Parking is located on the periphery of the development and in a structure under a portion of the development.

Circulation Systems

The circulation systems (figure 10) illustrate the relationship of the pedestrian circulation system and the servicing system to the rest of the development. The plan shown is the main concourse level, which bridges Rosser Avenue and passes under Princess Avenue. People are brought up or down at several major nodes. Goods for the shops are brought up from below and distributed along a service corridor.

Facilities and Three Dimensional Development

In terms of planning (figures 11-19) this development consists of three levels. The lowest level consists of two floors of parking, one at Rosser Avenue level and one nine feet higher. This level also contains the truck loading and service facilities as well as the entrance off Rosser Avenue. The second level contains the bulk of the public

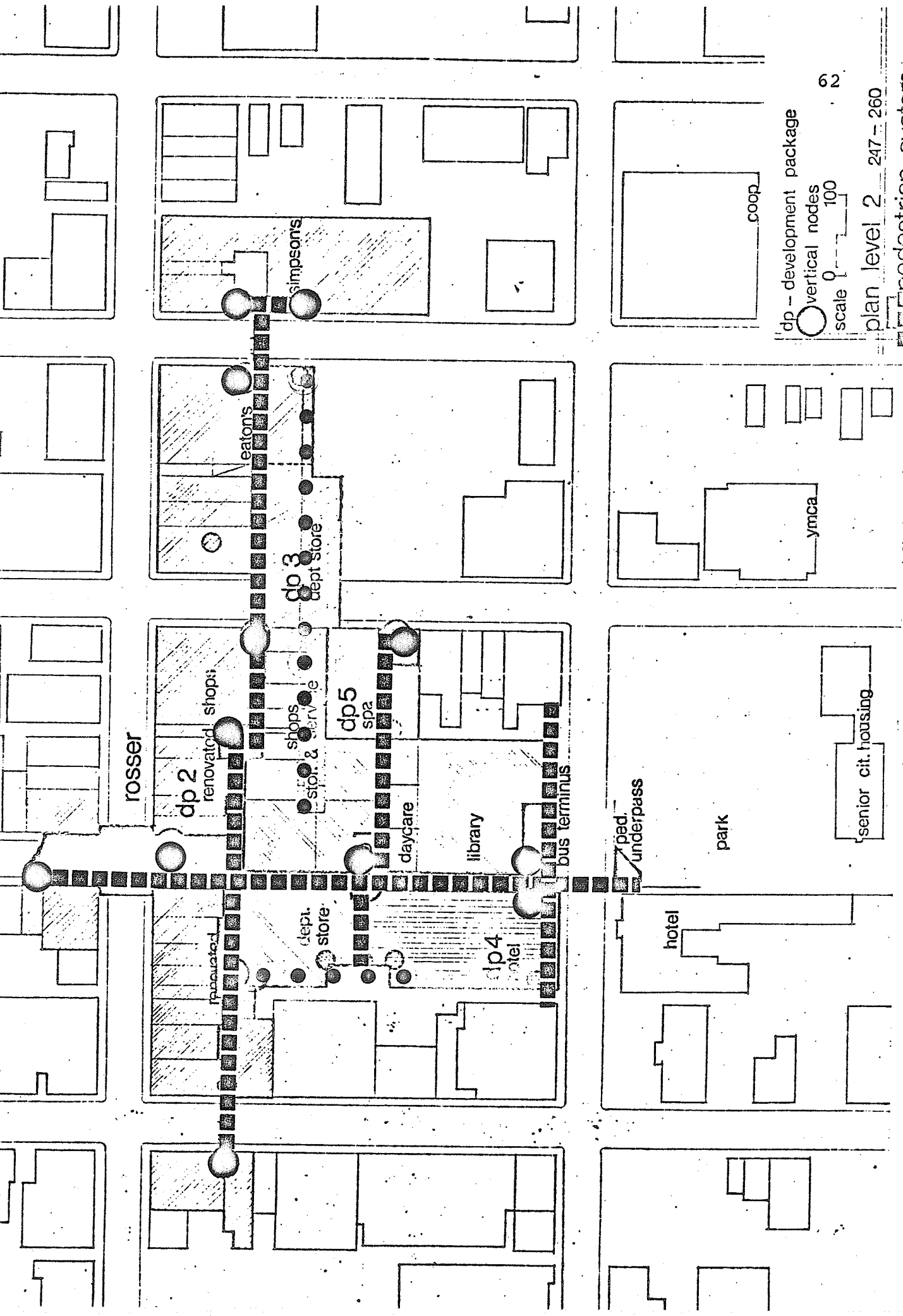


fig.10 circulation systems

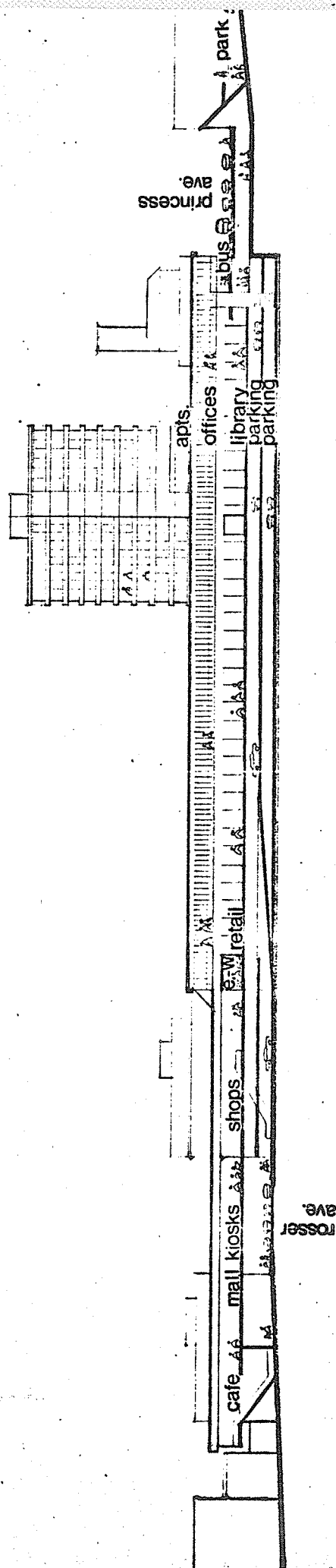
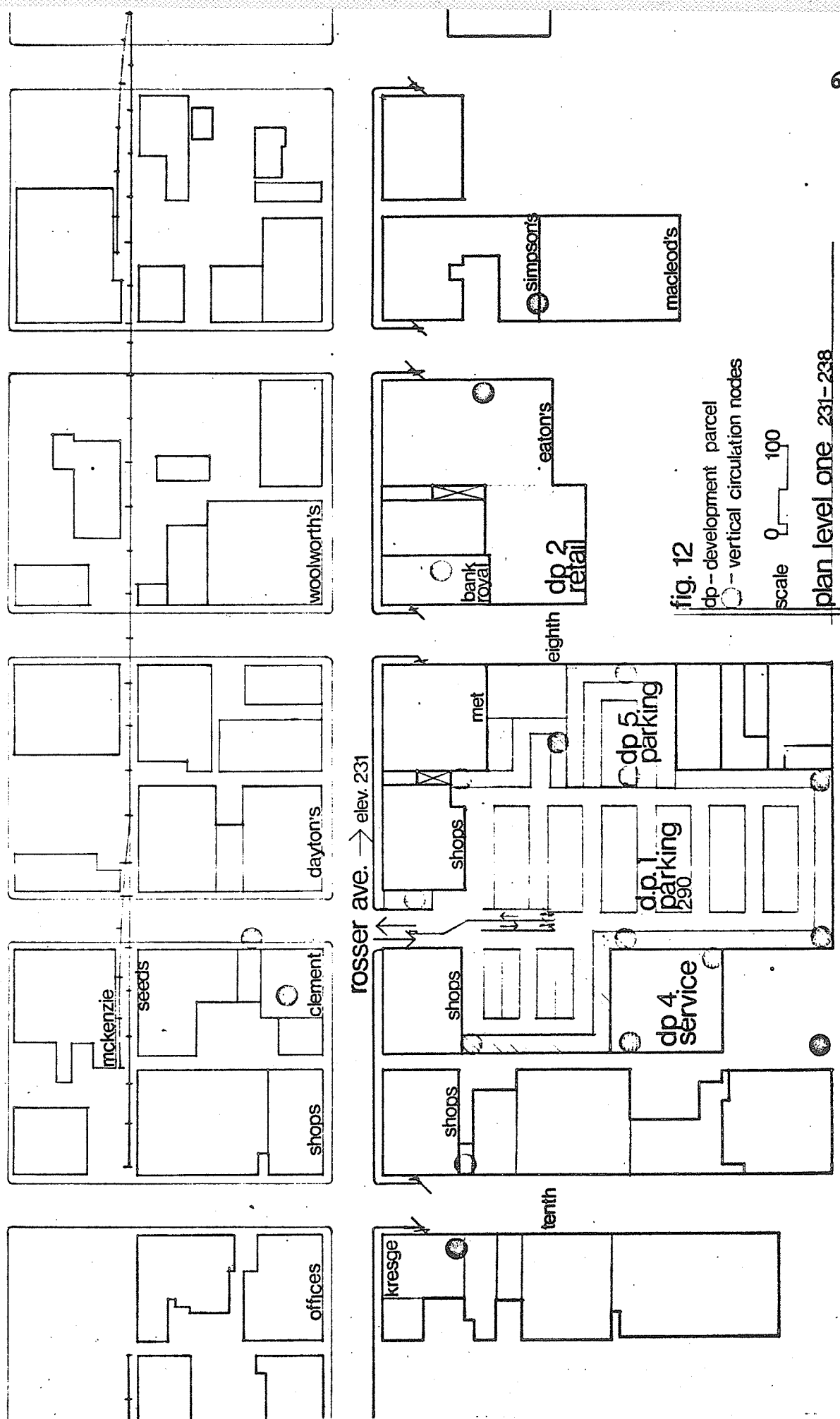


fig. 11
section to east thru mall
scale 0 50 100



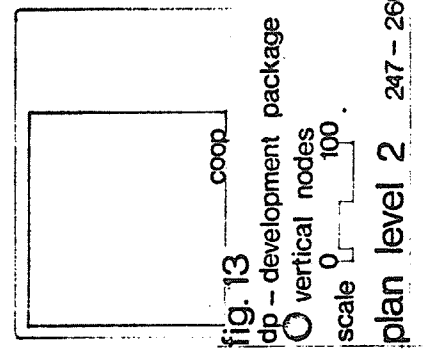
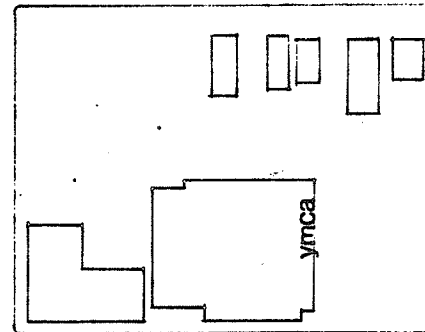
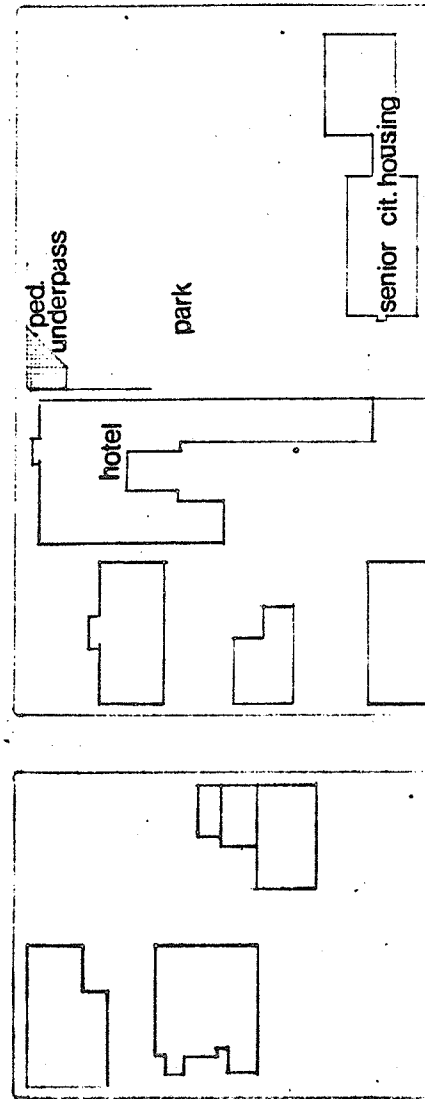
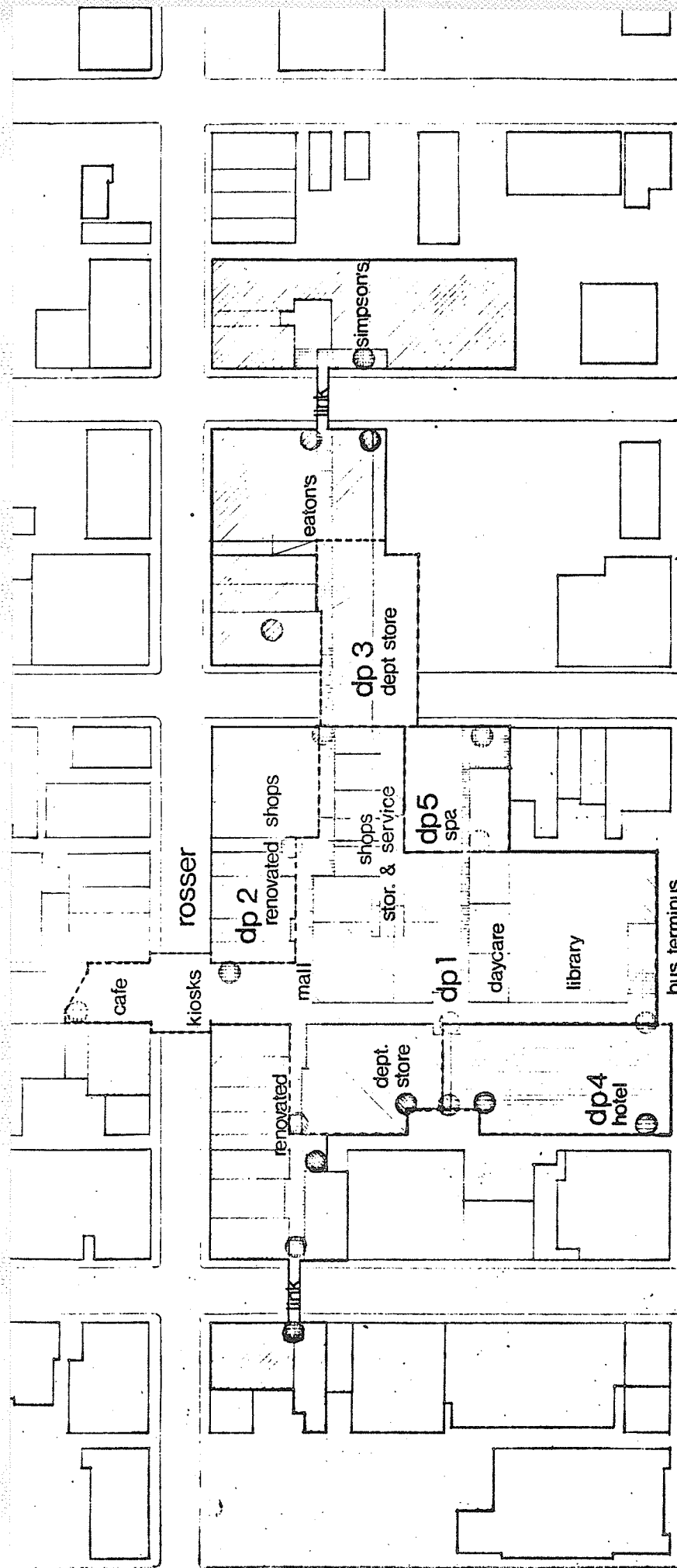


fig. 13

dp - development package

vertical nodes

scale 0 100

plan level 2 247 - 260

rosser 231

eaton's

dp5
260, 350
apls.

dp 1

dept.
store
260

offices
260

dp 4

hotel rms
260, 270

park

fig. 14

dp - development package

○ - vertical nodes

scale 0 100

plan upper levels 260 +

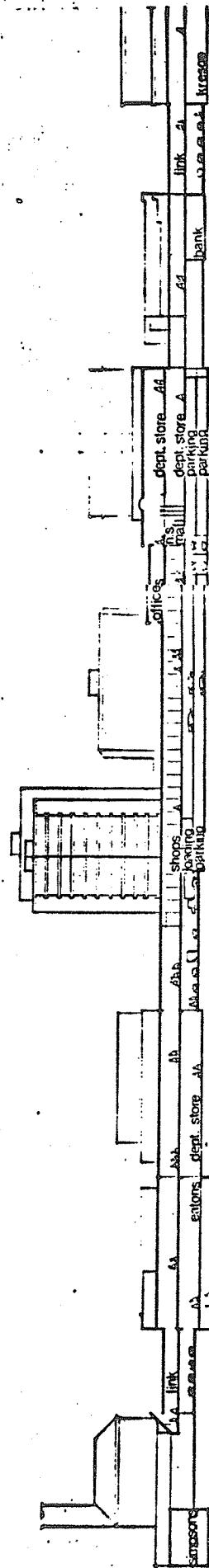
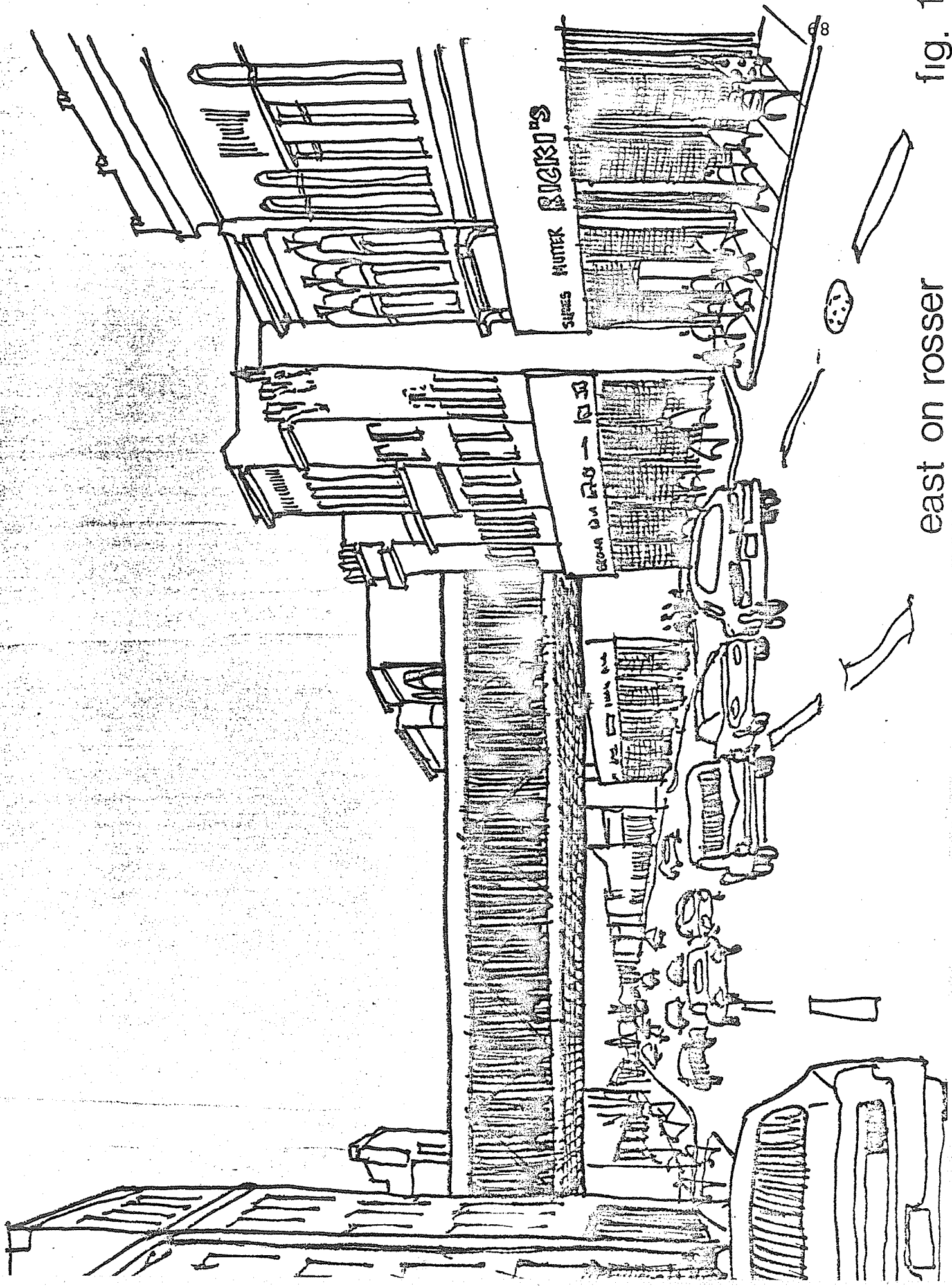


fig. 15
section to south thru e-w mall
scale 0' 1" 2" 3"



east on rosser fig. 16

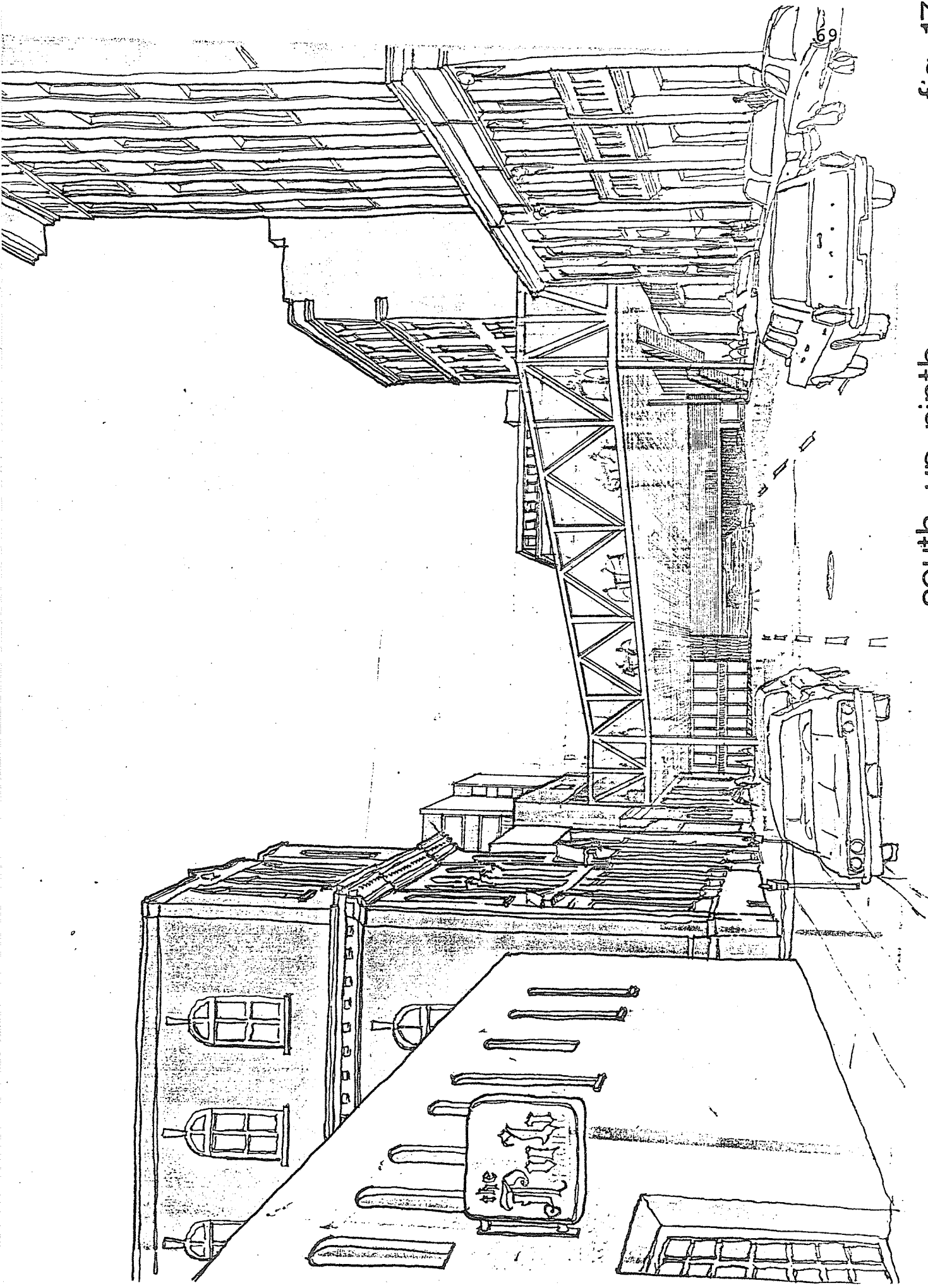
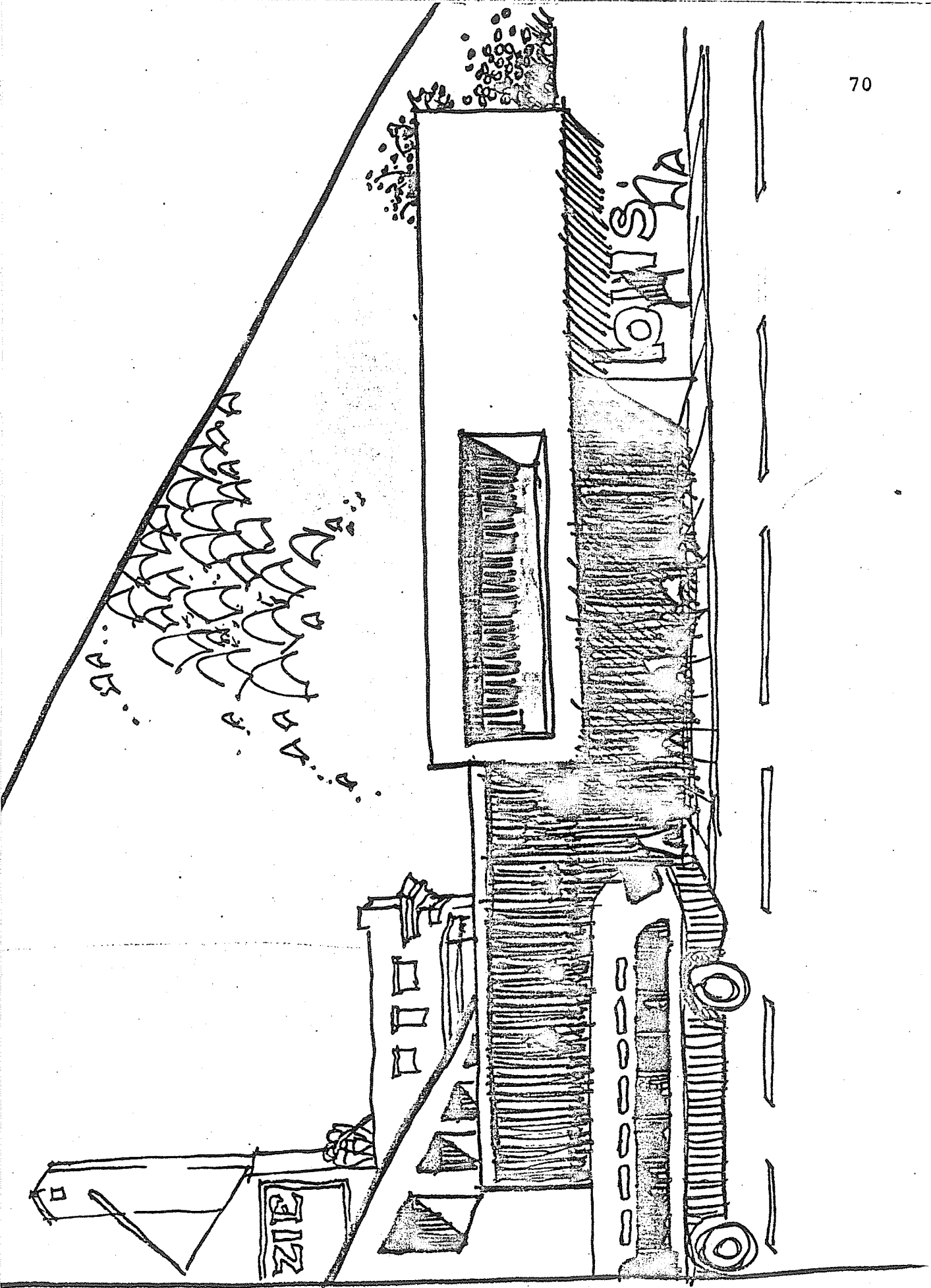
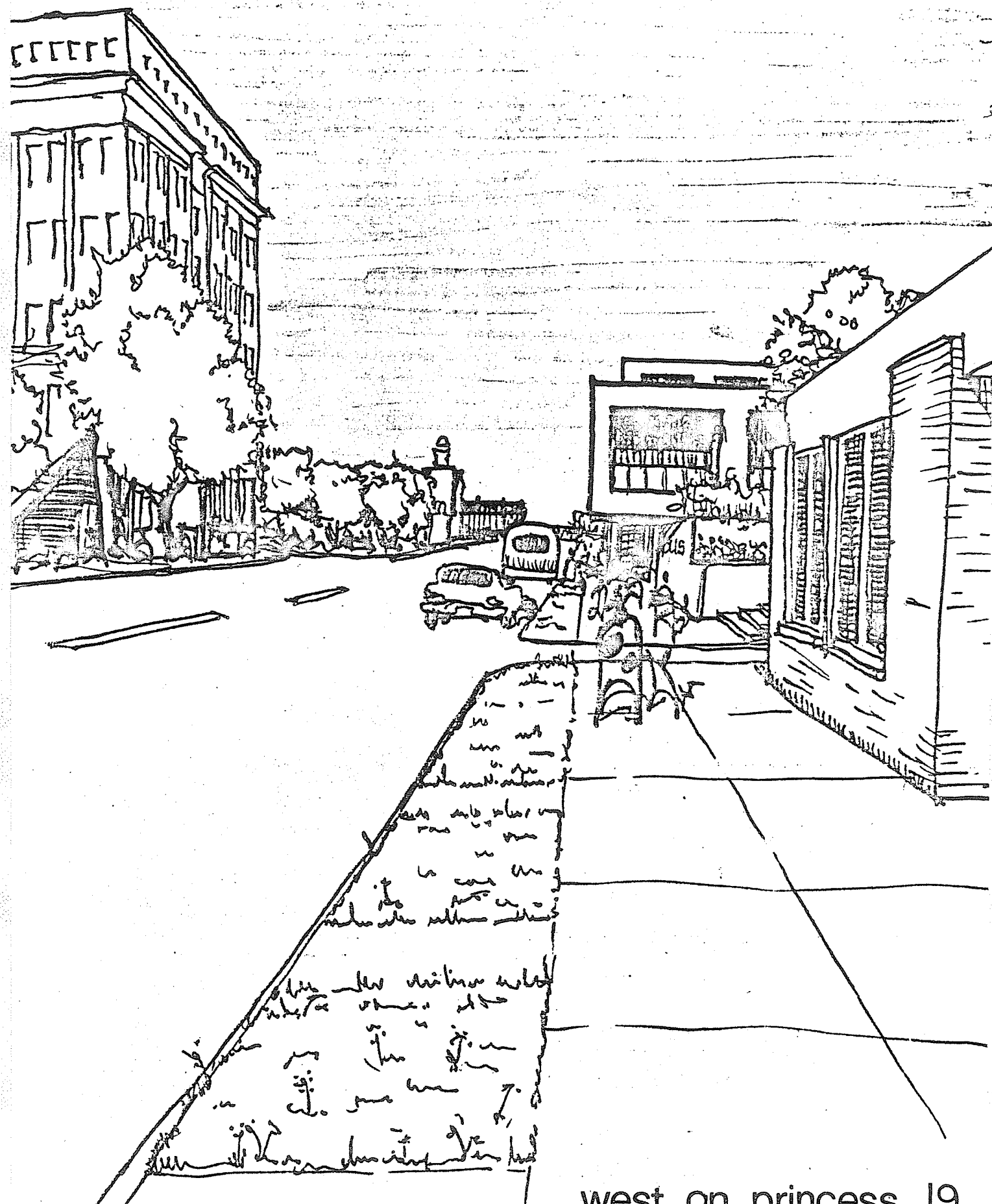


fig. 17

south up ninth





west on princess 19

activity which is generated by the network circulation system. This includes an intermediate floor at the Princess Avenue elevation, which acts as an entrance and the main bus interchange for the city. The upper levels, which are accessible from the level below consist of second level stores, offices and more private types of activity such as hotel rooms and apartments. This level would also include such things as mechanical equipment and roof gardens.

The Development Package Concept

Since the development of this centre would be undertaken as a speculative venture, it is proposed that the development be undertaken as a series of development packages (figure 21). The key element is development package 1 which establishes the circulation system. This package also consists of two levels of parking under the main circulation deck, taking advantage of the sloping site; a main circulation level with a variety of retail activity as well as a library and day care centre; a bank of offices overlooks the north-south mall. The city's involvement would be to assemble the land which would be leased to the developer over a 70 year term. The city would lease and operate the parking, library and day care centre from the developer.

Development package 2 consists of existing second floor space renovated by the individual owners who will

also lease rights to the mall created between their building and development package 1.

Development package 3 is made up of a department store at grade and bridging Eighth Street at the mall level. This would allow linkage of Eaton's, Macleod's and Simpson Sears into the system. The land would be assembled privately as only one land ownership is involved.

Development package 4 would redevelop as a new hotel complex by the present owners, leasing mall rights from the developer in development package 1 and parking in development package 1.

Development package 5 is developed along one of the secondary spines as secondary commercial (health spa, laundromat etc.) on the main level and again parking would be in development package 1, thus giving an incentive for this type of development in the downtown where land cost is at a premium. The land could again be acquired privately as only one land ownership is involved.

Economic Feasibility Study

In order to establish the costs and benefits to the parties involved, a feasibility study has been prepared (tables 5-17, pp. 77-99). This was undertaken after consultation with developers and cost-controllers and finally by J. V. Fitzgerald, a quantity surveyor, whose letter appears in the Appendix with his comments on the study.

The emphasis in this study was on development

package 1, as this is the key element and the most complex in terms of private and public expenditure. This study must be studied in detail to be fully understood, but basically it establishes the tradeoffs and sharing of responsibilities necessary to make the entire development feasible.

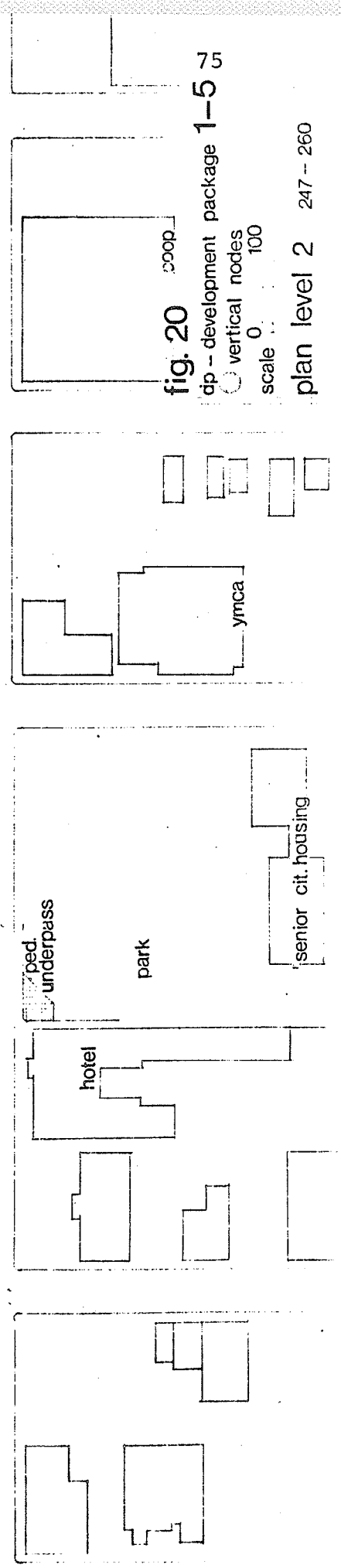
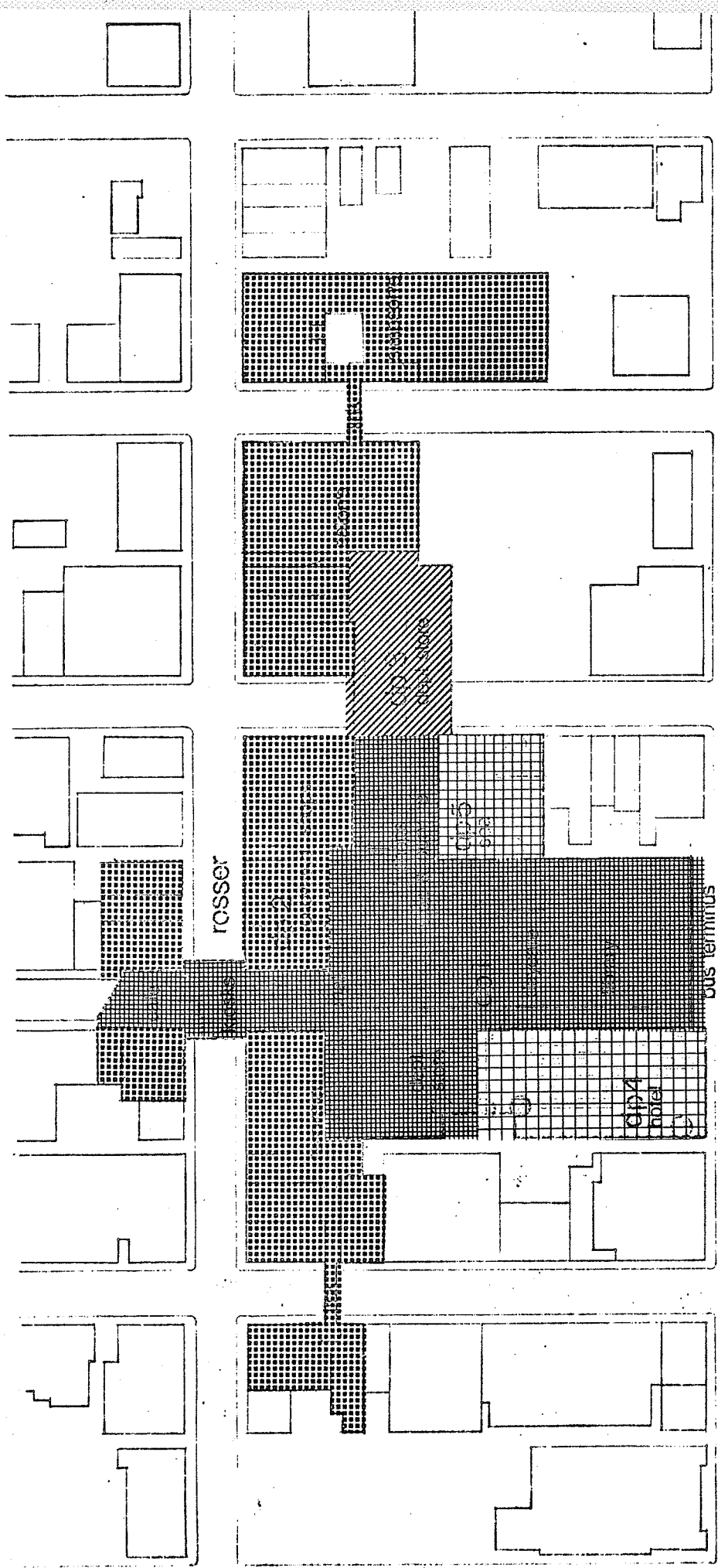


fig. 20

dp - development package 1-5

vertical nodes

scale 0 100

plan level 2 247 - 260

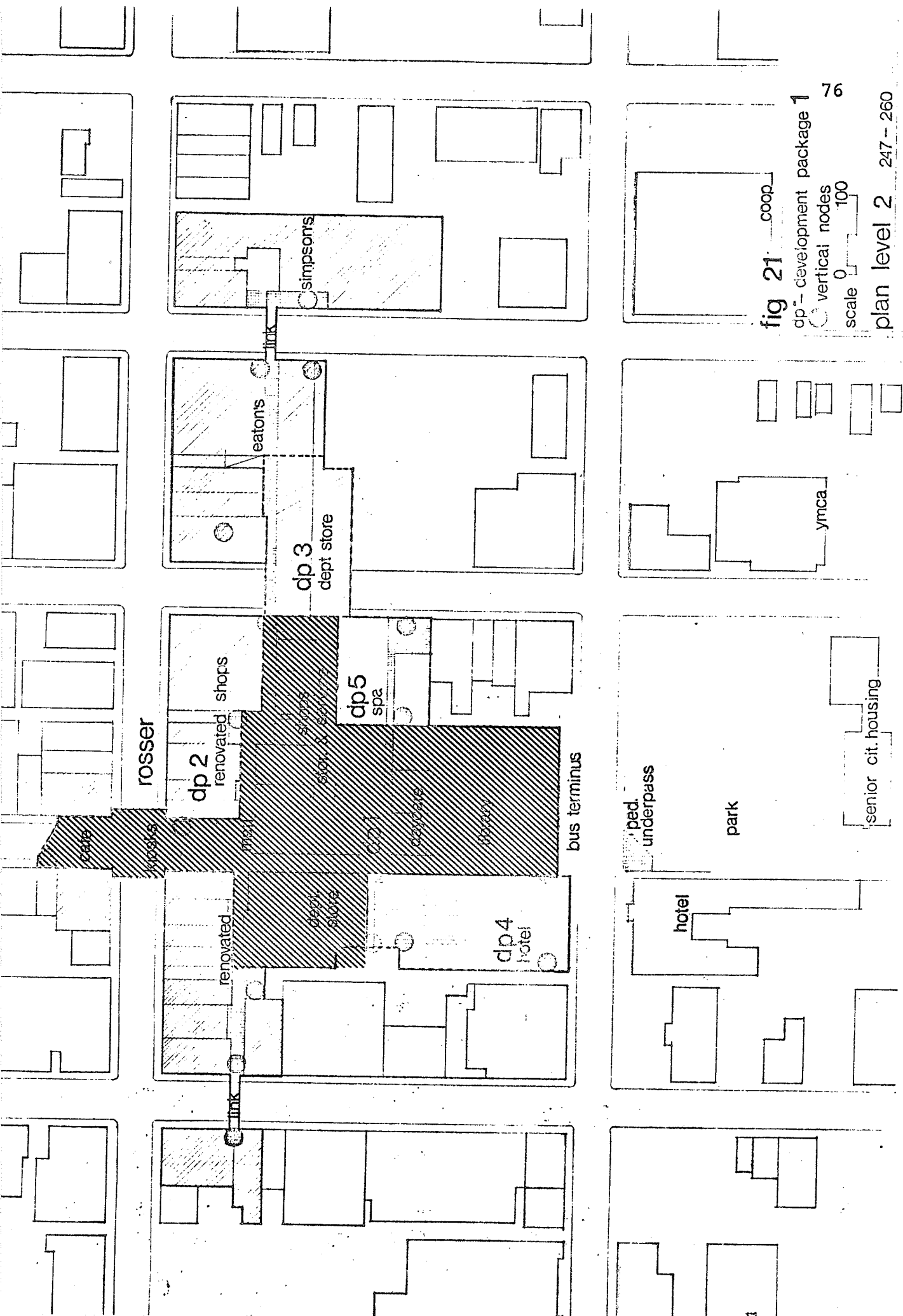


fig 21 coop

dp - development package 1
 vertical nodes
 scale 0 100

plan level 2 247 - 260

TABLE 5

DEVELOPMENT PACKAGE 1 - LAND ACQUISITION COSTS ESTIMATE
OWNERSHIPS AND ASSESSMENTS

Business	Land	Building & Land Total
Curly Mackay	\$4,500	\$15,460
Top Spot Hair Stylists	3,830	8,760
Flowers by Jacques	6,850	20,750
F. O. Meighan	7,130	19,170
Robinson & Robinson	2,380	4,100
Scory's Hairstylist	4,730	8,850
Gray Tailor	2,320	3,480
Mitchell's	2,380	3,820
H. R. Hoffmann	4,750	11,760
Beacon Lunch	4,610	12,010
Pizza Place	7,000	13,570
Princess Cafe	4,580	8,570
Avco	3,360	7,060
Watt's	1,940	4,780
Watt's	3,400	13,350
Kulberg's	9,500	20,130
Mona's	5,750	9,980
Lacy's	4,750	9,790
Relf's	5,000	12,530
Kulberg's	11,000	22,350
Assessed Value of Unacquired Properties	\$122,740	\$230,270
Assessed Value of Acquired Properties (City of Brandon)		39,480
TOTAL ASSESSED VALUE		\$269,750

Source: 1970 Tax Roll, Assessment Office, City of Brandon.

TABLE 6

DEVELOPMENT PACKAGE 1 - CITY OF BRANDON

INVESTMENT ESTIMATE

LAND ACQUISITION IN DEVELOPMENT PACKAGE 1

Land Assessment	\$ 99,660	
Building Assessment	140,610	
Assessed value of private property	\$230,270	
Property value =		
(2.5 x assessment) + (.5 x assessment)* =		
3 x \$230,270** =		\$690,810
Value of already assembled land (parking lots) =		
2.5 x assessment =		
2.5 x \$39,480 =		98,510
Demolition costs		25,000
Legal fees etc.		25,000
TOTAL PROPERTY VALUE		
(base for assessing land rent)		\$840,000
Assuming aid from senior governments		
Cost of unacquired property to city (50% of financed by prov. government) 50% x \$690,810 =		\$345,405
Demolition (could be carried out as winter works program) 25% non-labor allowance =		6,250
Legal fees etc. (borne by city)		25,000
CAPITAL COST TO CITY		
(base for determining financing)		\$376,655

*relocation costs

**confirmed by assessors, City of Brandon

TABLE 6 (continued)

Amortising \$376,655 over 30 years at 8% annual costs =	\$ 33,162
Parkade rent & operation	178,000
Library and day care centre rent shared 50/50 with prov. gov't. 25,000 sq.ft. @ \$5.50 = $\$137,162/2 =$	<u>68,750</u>
TOTAL ANNUAL COSTS	<u>\$280,000</u>

TABLE 7

DEVELOPMENT PACKAGE 1 - CITY OF BRANDON

INCOME ESTIMATE

ANNUAL INCOME

Rent from land leased to developer = Value x amortisation over 30 years at 8% =	\$ 73,987
Recovery for lost land tax = .10 x land assessment = .10 x \$122,740 =	12,274
Taxes on commercial space = 180,000 sq.ft. @ \$.50 = *	90,000
Parking structure revenue	<u>188,000</u>
GROSS ANNUAL INCOME FROM DEVELOPMENT PACKAGE 1	\$364,261
GROSS ANNUAL EXPENSES	<u>280,000</u>
OPPORTUNITY REVENUE FROM DEVELOPMENT PACKAGE 1	<u>\$ 84,000</u>

*Refer to letter in Appendix A for source.

TABLE 8

DEVELOPMENT PACKAGE 1 - PARKING STRUCTURE

COST-INCOME BREAKDOWN

CAPITAL COST

600 cars @ \$2,000 = \$1,200,000
 amortisation of \$1,200,000 at
 9% over 30 yrs = \$1,200,000 x
 amortisation factor =
 120 x 80.5 x 12 \$115,000

Taxes on structure
 \$.18/sq. ft. = 38,000

Minimum annual income to cover
 prime annual costs (insurance,
 management, etc. not included)
 required by developer \$153,000

ANNUAL COSTS TO CITY (Leasing parkade)

Rent (paid to developer)	153,000	
Maintenance and wages	20,000	
Administration	<u>5,000</u>	
		178,000

ANNUAL INCOME TO CITY (Parkade only)

100 monthlies @ 15.00/mo.	18,000	
500 dailies @ 30.000/mo.	<u>180,000</u>	
Total	198,000	
With 25% vacancy (for first years)		150,000
Tax revenue		<u>38,000</u>

NET ANNUAL INCOME (first years)

\$188,000 - 178,000 = \$ 10,000

TABLE 9

NET CASH FLOW ESTIMATE - CITY OF BRANDON
(development packages 1-5 inclusive)

INCOME

DEVELOPMENT PACKAGE 1

Rent on land	\$ 73,987
Recovery for lost land taxes	12,274
Taxes (bldg.) on commercial space	90,000
Taxes on parking structure	37,800
Parking structure revenue	<u>150,000</u>

Subtotal Development Package 1 \$364,000

DEVELOPMENT PACKAGE 2

Increase in taxes from higher assess- ment	<u>10,000</u>
--	---------------

Subtotal Development Package 2 10,000

DEVELOPMENT PACKAGE 3

Taxes on land	
12,880 x .10 =	1,288
Taxes on building	
28,000 sq.ft. @ \$.50 =	<u>14,000</u>

Subtotal Development Package 3 15,300

DEVELOPMENT PACKAGE 4

Taxes on land	
.70 x 41,000 =	2,870
Taxes on building	
61,250 sq.ft. @ \$.50	<u>30,500</u>

Subtotal Development Package 4 33,400

TABLE 9 (continued)

DEVELOPMENT PACKAGE 4

Taxes on land	\$ 1,820	
Taxes on building	<u>35,500</u>	
Subtotal Development Package 5		<u>\$ 37,300</u>
GROSS ANNUAL INCOME NOT INCLUDING BUSINESS TAXES =	\$460,000	\$460,000
GROSS ANNUAL EXPENSE (Development Package 1)		<u>280,000</u>
NET CASH FLOW (Not including business tax and licensing)		<u>\$180,000</u>

TABLE 10

DEVELOPMENT PACKAGE 1 - CAPITAL COST ESTIMATE*

BUILDINGS

Parking structure 210,000 sq. ft.
 210,000/350 sq.ft. per car = 600 cars
 cost/car = \$2,000 \$1,200,000

Dept. store 2 levels @ 30,000 sq.ft.
 60,000 sq.ft. @ \$17 1,020,000

Library and dar care centre 25,000 sq.ft.
 25,000 sq.ft. @ \$17 425,000

Allied stores 50,000 sq.ft.
 50,000 sq.ft. @ \$19 950,000

Offices 20,000 sq.ft. @ \$20 400,000

Mall (inc. kiosks & sidewalk restaurant)
 25,000 sq.ft. @ \$22 550,000

\$4,645,000

FOUNTAINS AND MALL FURNITURE 50,000

ARCHITECT'S FEES

\$4,695,000 x 6% 281,700

SERVICES (relocating)

Municipal - water,sewers,roads 150,000
 Hydro 50,000
 Gas 25,000
 Telephone 10,000

235,000

LEGAL FEES, SOIL TESTS, SURVEYS 75,000

PROMOTION 25,000

LEASING AND DEVELOPMENT FEE 150,000

TABLE 10 (continued)

INTERM FINANCE (construction)

0-\$5,461,700 over 12 months @ 9% =	
1/2 x \$5,461,700 x 12/12 x 9/100 = \$245,777	246,800
	<hr/>
	\$5,708,500

*Sources: James V. Fitzgerald, Quantity Surveyor,
See Appendix A for letter; Don Rosbourough, Developer.

TABLE 11

DEVELOPMENT PACKAGE 1 - NET CASH FLOW ESTIMATE

Assume minimum net return range= \$3.00/sq.ft. to \$11.00 (kiosks) = average net return = \$4.50/sq.ft. = \$4.50 x 170,000	\$765,000	300 670
Parking garage	167,500	000
Mall rental to existing stores 900 lin. ft. @ \$50	45,000	
	\$ 977,500	

OPERATING EXPENSES

Taxes - commercial space	90,000	
- parking	52,500	
Land rental	84,250	
Insurance 400,000 sq.ft. @ \$.02	8,000	
Heating and air conditioning 180,000 @ \$.25	45,000	
Mall maintenance 170,000 @ \$.10	17,000	
Management 100,000 sq.ft. @ \$.10	10,000	
		306,000
GROSS INCOME		\$1,283,500

OPERATING EXPENSES

Property taxes	\$142,500	
Insurance		
- P.L. P.D. fire	8,000	
- rental	15,000	
Land rental	84,250	
Heat & air cond.	45,000	
Mall expenses	22,000	
		316,750

TABEL 11 (continued)

VACANCY ALLOWANCE - 5% on non-national income (assume 40% non-national)	\$ 15,300
MANAGEMENT	
2% on gross income	25,670
MERCHANT'S ASSOCIATION	<u>10,000</u>
GROSS EXPENSE	<u>\$ 367,720</u>
NET CASH FLOW	<u>\$ 915,780</u>

TABLE 12

DEVELOPMENT PACKAGE 2 - CAPITOL COST ESTIMATE

RENOVATIONS

Metropolitan (1st stage 1 floor converted) 13,800 @ \$7.50 =	\$102,100
Reesors - 1 floor 3,600 @ \$7.50 =	27,300
Bata (Ghidoni) 2 fl. @ 3,600 + \$3,000 demolish	
7,200 @ \$7.50 =	57,000
Vogue (Rossec) 2 fl. @ 2,700	
5,400 @ \$7.50 =	40,500
Embassy Fabric (Johnson's)	
1,980 @ \$7.50 =	14,850
Robson's & Co. (Robinovich)	
7,700 @ \$7.50 =	57,750
Brown's 2,250 @ \$7.50 =	16,875
Breslauer & Warren (J.M.S.)	
2,250 @ \$7.50 =	16,875
Gooden's 2,250 @ \$7.50 =	16,875
Joanne (S. Baker)	
2,250 @ \$7.50 =	16,875
Willson Stationary (J. Bertrand)	
1,800 @ \$7.50 =	13,500
Mutter's 2,700 @ \$7.50 =	20,250
Ricki's (Sector) 3,600 @ \$7.50 =	27,300
Bank of Montreal 4,500 @ \$7.50 =	33,750
<hr/>	
Subtotals 51,280 sq.ft. @ \$7.50	462,500 \$462,500

LINK AND TRANSITION COSTS

Simpson Sears & Macleod's (shared cost including roof structure, transition levels and stairs)	50,000
Pedestrian skylink from Eaton's	15,000
Kresge's - level transition and renovation	15,000
Pedestrian skylink	15,000
Clement Block - transition & renovation	15,000
Dayton's - renovations	3,000

TABLE 12 (continued)

Bank of Montreal & Royal Bank Transition and renovation costs @ \$5,000	10,000
Eaton's - renovations	<u>5,000</u>
Subtotal	\$128,000
ARCHITECT'S FEES	
8% x 590,500 =	47,240
LEGAL FEES, ETC.	10,000
LEASING AND DEVELOPMENT FEES	<u>10,000</u>
TOTAL CAPITAL COST	<u>\$657,740</u>

TABLE 13

DEVELOPMENT PACKAGE 2 - NET CASH FLOW ESTIMATE
(from renovated premises only)

Assume minimum net value of
improved space per sq.ft. = \$3.50
Annual revenue to converted premises
on second level = 51,280 sq.ft. @ \$3.50 = \$179,480

ANNUAL EXPENSES

Since all stores operated individually
all expenses will be net.

Taxes (improvements are not fully
taxable but may cause a slight
increase in assessment) say
total tax increase = \$10,000

Insurance

P.L., P.D. & Fire

51,280 @ \$.03 = 1,500

Rental insurance 4,000

Heating and air conditioning

51,280 @ \$.25 = 12,800

Mall rent 450' @ \$50 22,500

Mall maintenance

51,280 @ \$.10 = 5,100

Vacancy allowance

5% x \$179,480 = 9,000

Management

2% x \$179,480 = 3,600

GROSS EXPENSE

68,500

NET CASH FLOW

\$111,000

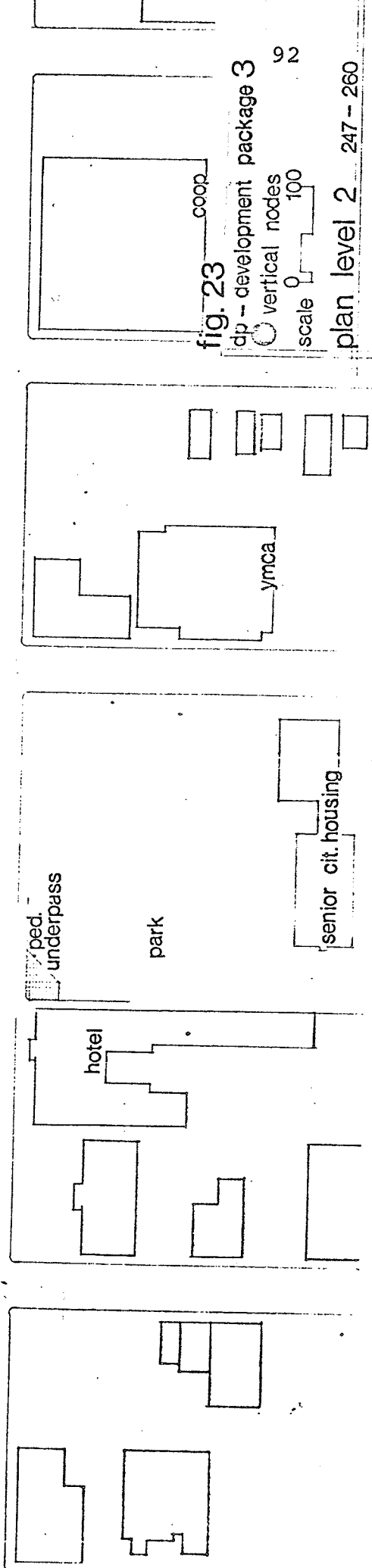
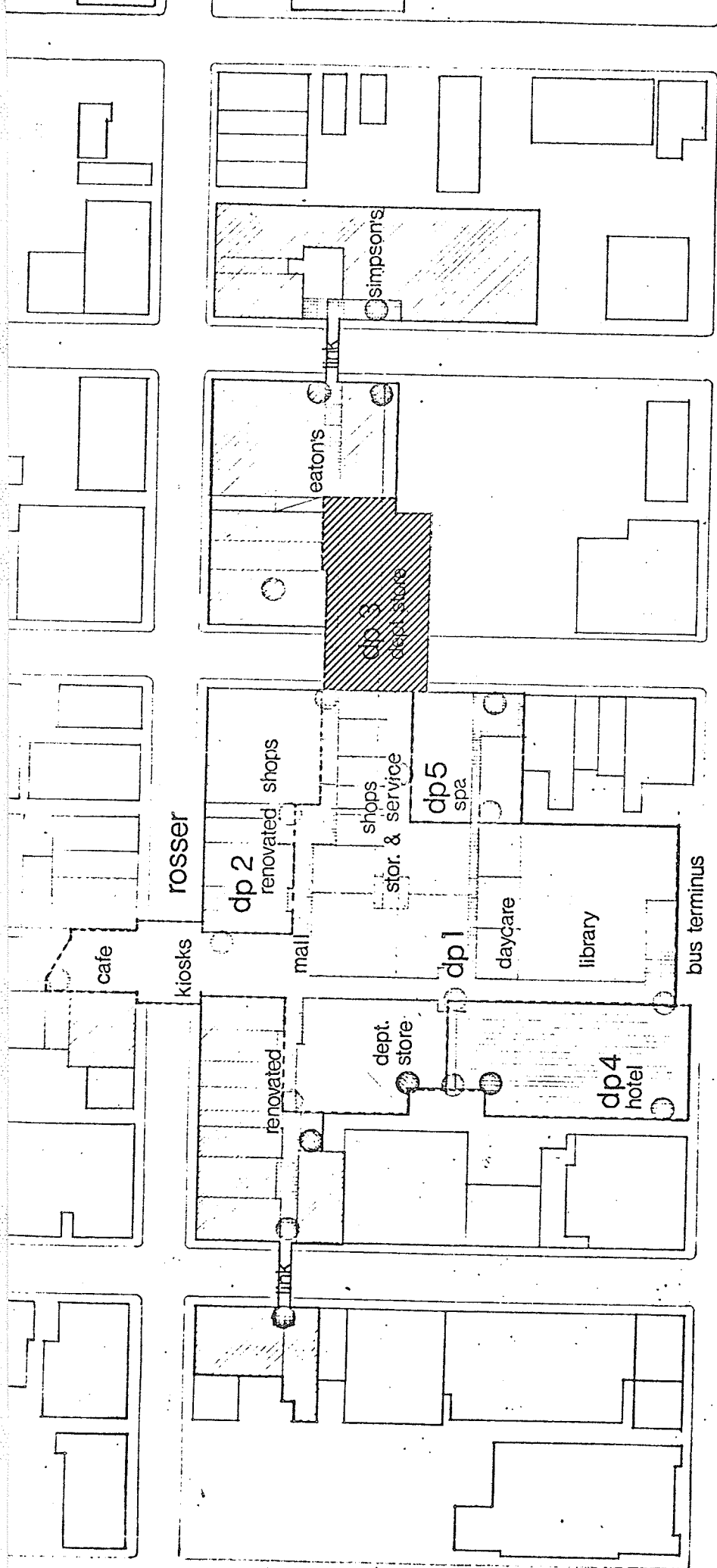


fig. 23
 dp - development package 3
 vertical nodes
 scale 0 100
 plan level 2 247 - 260

TABLE 14

DEVELOPMENT PACKAGE 3 - CAPITAL COSTS

Land acquisition by private enterprise

J. A. Keddy Building Assessment = \$33,130 Property value = (2.5 x assessment) + (.5 x assessment) for relocation = 3 x 33,130 = \$99,390	\$100,000
Area of possible commercial space (possible expansion of Eaton's) = 12,000 ground floor + 13,000 main circulation level + 3,000 sq.ft. mall Dept. store = 25,000 sq.ft. @ \$18 =	450,000
Mall - 3,000 sq.ft. @ \$22 =	66,000
Demolition (J. A. Keddy Building)	2,000
Architectural fees - 6% x \$655,000	39,300
Mall Furniture	10,000
Services (relocation - hydro	10,000
Legal Fees, surveys, soil tests, etc.	10,000
Promotion	3,000
Leasing and development fees	15,000
Interm financing 0 - \$732,300 over 8 mo. @ 9% = 1/2 x \$732,300 x 8/12 x 9/100 = \$21,969	22,000
 GROSS CAPITAL COST	 <u>\$754,300</u>

TABLE 15

DEVELOPMENT PACKAGE 3 - NET CASH FLOW ESTIMATE

Assume net return rent = \$3.50/sq.ft.		
25,000 sq.ft. x \$3.50 =	\$87,500	
Mall rental - 120 ft. @ \$50	6,000	
		<u>\$93,500</u>
OPERATING EXPENSES		
Taxes - building =		
28,000 sq.ft. @ \$.50 =	14,000	
land = .1 x assessment =		
.1 x \$12,880 =	1,288	
Insurance 28,000 sq.ft. @ \$.02 =	560	
Heating and air conditioning		
\$.25 x 28,000 =	7,500	
Mall maintenance \$.10 x 25,000	2,500	
Management \$.10 x 25,000	2,500	
		<u>121,848</u>
GROSS INCOME		
OPERATING EXPENSES		
Taxes	\$15,288	
Insurance		
P.L., P.D., Fire	560	
Rental	1,000	
Heating and air conditioning	7,500	
Mall Maintenance	2,500	
Management	2,500	
Merchant's association	1,000	
		<u>30,288</u>
GROSS EXPENSES		
NET CASH FLOW		<u>\$ 91,560</u>

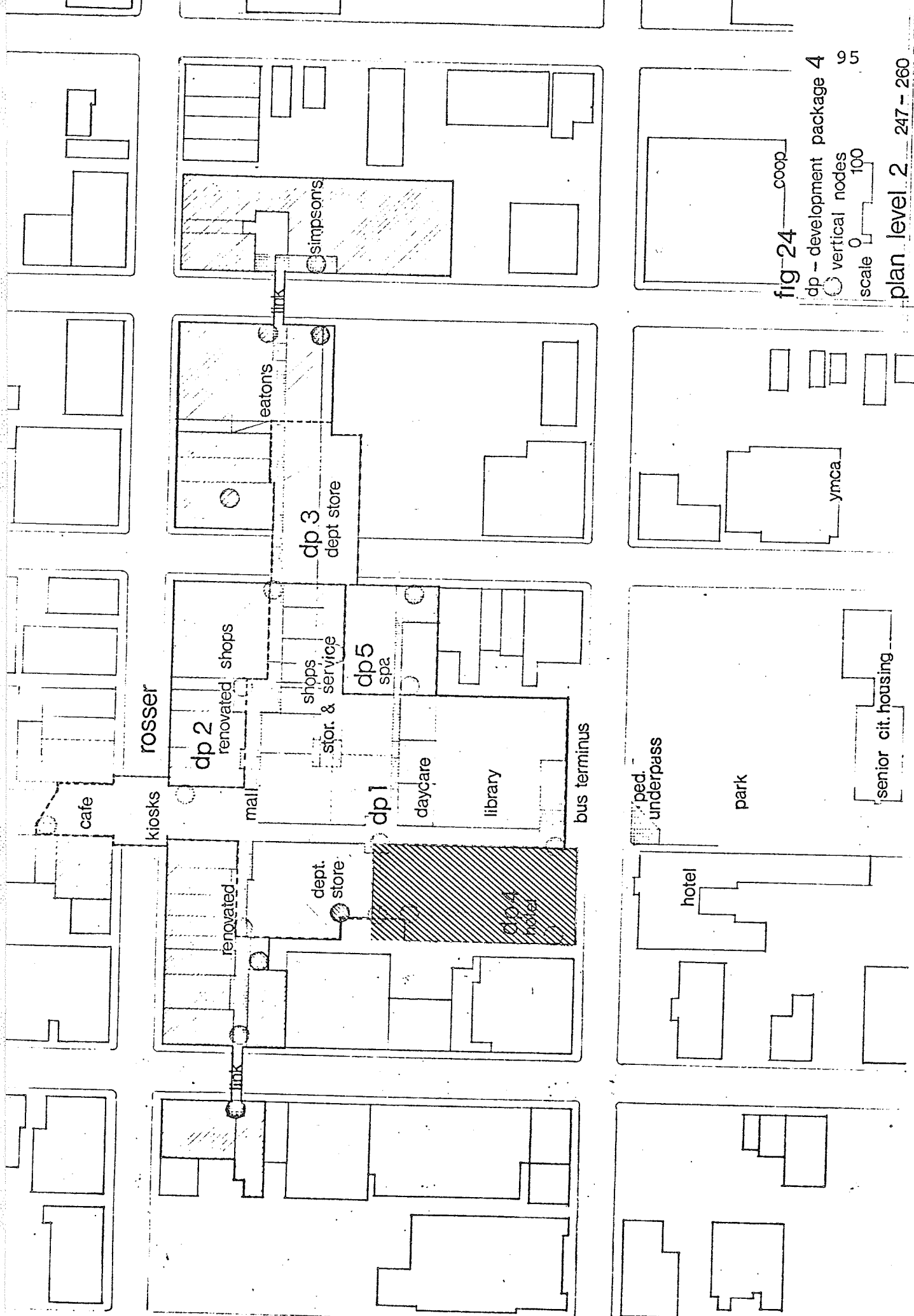


fig-24

dp - development package 4

vertical nodes

scale 0 50 100

plan level 2 247 - 260

TABLE 16

DEVELOPMENT PACKAGE 4 - CAPITAL COST ESTIMATE
(redevelopment to be undertaken by
Community Hotels Ltd.)

LAND ACQUISITION

Gulf Oil - vacant gas station net value =	\$50,000	
Adanac Investment Corp. (Community Hotels) Brandon Hotel - total assessments = \$102,470 Value = $2.5 \times \$102,470 + .5 \times$ $102,470 =$	307,410*	
Mrs. A. Fowles - barber, tobacco shops - value = $3 \times \$4,200 =$	12,600	
	<hr/>	
	370,010	
Cost of Land Acquisition to Community Hotels		\$ 62,600

CONSTRUCTION COSTS

Theatre - 5,000 sq.ft.; beverage
room - 4,000 sq.ft.; restaurant -
2,000 sq.ft.; lounge - 1,000 sq.ft.;
banquet room - 5,000 sq.ft.; shops-
2,000 sq.ft.; kitchen 2,000 sq.ft.;
vendor, telephones, etc. - 1,000
sq.ft.; circulation = 25% - 4,000 sq.ft.;
service - 1,000 sq.ft.; truck loading -
2,000 sq.ft.; = 30,000 sq.ft. public
space. 100 rooms @ 250 sq.ft. +
25% circulation = 31,250 sq.ft.

HOTEL COST

61,250 sq.ft. @ \$24	1,470,000
----------------------	-----------

FURNITURE

100 rooms @ \$1,500	150,000	
Hotel furniture	50,000	
	<hr/>	
		200,000

TABLE 16 (continued)

POOL, SAUNA, ETC.	\$ 100,000
DEMOLITION	5,000
ARCHITECT'S FEES	
6% x \$1,775,000	106,500
LEGAL FEES, SURVEYS, ETC.	10,000
PROMOTION	5,000
INTERM FINANCE	
0 - \$1,959,100 over 12 mo. @ 9% =	
1/2 x \$1,959,100 x 12/12 x 9/100 =	88,200
	<hr/>
TOTAL CAPITAL COST DEVELOPMENT PACKAGE 4	\$2,047,300
	<hr/>

*Source: M. V. Elmhurst, Community Hotels Ltd.

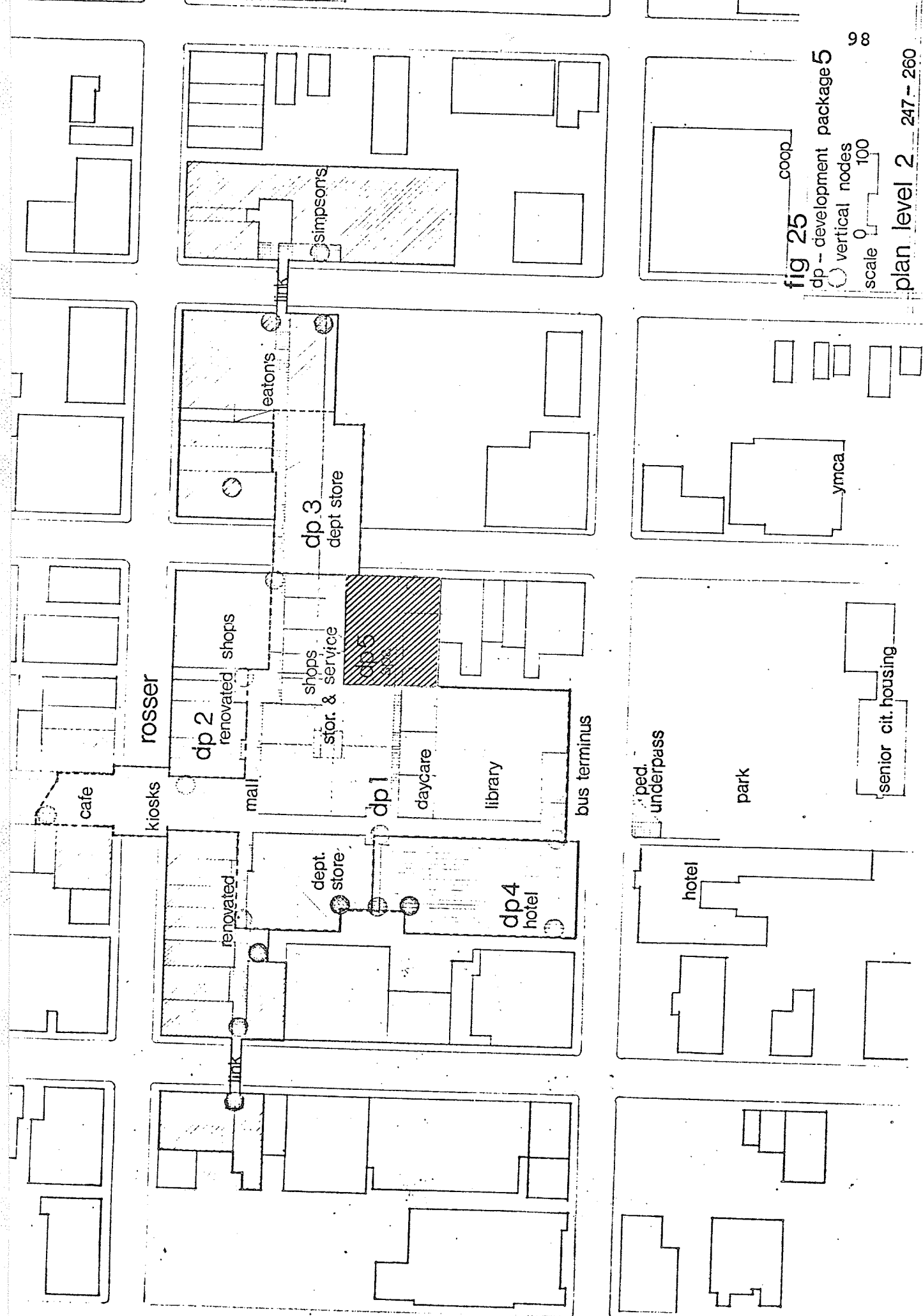


fig 25

dp - development package 5

vertical nodes

scale 0 100

plan level 2 247 - 260

TABLE 17

DEVELOPMENT PACKAGE 5 - 100 SUITE APARTMENT

CAPITAL COST ESTIMATE

LAND

Presently for sale at \$90,000	\$ 90,000
--------------------------------	-----------

BUILDINGS

Parking structure - 100 cars (1 stall per suite) = 100 @ \$2,000	200,000
---	---------

Mall level - health spa, laundromat, pool and apartment services 120' x 120' = 14,400 x \$20/sq.ft. =	288,000
---	---------

Apartments 10 floors @ 6,400 sq.ft. 64,000 sq.ft. @ \$15 =	960,000
--	---------

ARCHITECTURAL FEES

6% x \$1,558,000	86,880
------------------	--------

LEGAL FEES, SURVEYS, SOIL TESTS, ETC.	20,000
---------------------------------------	--------

LEASING, DEVELOPMENT AND RENTAL FEES	30,000
--------------------------------------	--------

INTERM FINANCING

\$1,584,800 at 9% over 8 months = 1/2 x \$1,584,800 x 9/100 x 8/12 =	47,544
---	--------

TOTAL CAPITAL COST	<u>\$1,722,400</u>
--------------------	--------------------

CHAPTER 5

ARCHITECTURAL DEVELOPMENT

This stage was concerned with developing the architectural ideas in order to create a coherence in this rather complex structure. The design concentrated on developing the pedestrian street system. A series of models were used to develop the three dimensional quality of the spaces. The following are the aspects of the design which were of prime concern in this stage. The design drawings are included in Appendix B.

Zoning and Characterization of Pedestrian Streets

Since each of the streets serve a different function they should, for orientation and identification purposes, have a distinctive character.

Since the north-south mall is the major spine it has been identified by utilizing strong architectural features such as skylights, greater width and height and levels overlooking this space. The east-west retail mall is relatively narrow. Rather than utilizing strong architectural features, the shops themselves will define and characterise the space. By articulating the elevations, the shops become more individualised, and thus, rather than a narrow corridor, the street becomes a series of spaces as it winds along the

the rear of the existing buildings. This articulation in the new shops is created by providing two boundaries or a margin along the shop front. The inner wall is where the actual enclosure would occur, the second line is 5 feet out from this; within this margin the facade of the shop occurs. It may be completely opened and closed by a movable wall, it may contain a showcase (or any combination). The secondary retail mall which would contain offices and second order retail activity as well as the day care centre would be low and relatively wide. It again would be articulated following the principle previously outlined, but would be more controlled in its treatment and relaxed in atmosphere. The other malls act as connectors and would be treated simply.

Openness and Flow of Space

Where possible, spaces and activities are open to the mall or flow into it. Movable walls or screens would be used for security when these portions of the development are closed. In order to maintain visual contact with the activities on the various levels, wells, bridges, balconies and glazed areas, open to the main circulation spaces. In a complex such as this, clarity of vertical circulation is important, therefore, the major circulation elements are placed at the intersections, and treated as objects in space.

Flexibility

The structure selected is a steel column, steel joist and steel cladding system which allows for greatest flexibility in terms of movement of walls and mechanical and electrical services. As a definite program has not yet been established, and the nature of the shops is such that the rate of changeover is high, rather than demarcating spaces for shops, the planning has only set the boundaries within which the division may take place. By simply inserting a member in the ceiling system, divisions may take place virtually anywhere.

Interfaces

Integration with existing buildings is an important aspect in the planning of this complex. Some of these existing structures are quite elegant or rich in texture, while others are rather clumsy. Where possible, the better structures have been revealed and the worse ones have been hidden. This has particularly been exercised on the Rosser Avenue overpass. Except on the floor where the existing and new buildings are joined, a breather space was provided. At the roof level a glass joint spans between the old and new.

Entrances

Although there are many secondary entrances, three major points of access have been provided. The first involves moving people from Rosser Avenue level up 18' to

the concourse level. The entrance is rather tight at the Rosser Avenue level but as one ascends the escalators, the space begins to expand. Halfway up the escalator the space opens into a greenhouse and florist shop; at the main level the space opens even further, horizontally at the intersection of the two major malls, and vertically the skylights expand the space. This becomes a major orientation point. The second entrance is also the main bus waiting area on Princess Avenue. In order to catch the passerby, the skylight structure has been extended and arcs over the sidewalk. Upon entering, this becomes the mezzanine level which overlooks the main exhibition space and ramps down along the major mall, again becoming a major orientation element. The third entrance is defined by the highrise apartment tower. This entrance which leads into the apartment and secondary retail mall is approached via a ramp which slopes up from Eighth Street and passes through an enclosed court. Upon entering, the mall becomes part of the public mall system and the apartment entrance is separated.

Light

Since this is an internalised scheme, introducing natural light into the complex becomes more difficult. Functions requiring natural light have been pushed to the periphery; where this has not been possible, skylights have been introduced. Since the pedestrian network is the most important space in the complex the major malls have been

skylit. These skylights have been used to delineate the direction of the space; verticle circulation elements are located under, or in close proximity to these.

Roofs

One of the problems inherent in projects that cover a large area is the large expanses of roof created. This is a particular concern in this scheme as the existing fabric consists of highly articulated, small scale development. The solution is only partly successful in solving this dilemma. This has been accomplished by breaking up the massing, by expressing the skylights and mechanical elements as well as making use of the roofs for courts and display areas where possible. By at least partial enclosure and even minimal landscaping these areas become usable space.

Unresolved Issues

The preceding were some of the problems that the design attempted to come to terms with. Because of the scale and complexity of this project, certain aspects could only be investigated in a superficial manner. One of the problem areas is in the three minor connecting links, these are still quite barren of activity. The interface between the highrise and the rest of the complex is still clumsy, however this is an urban design problem and the problem has been created because of the economics of land use. Although the mechanical systems work in concept, they have not been thoroughly investigated. A tentative decision on steel

cladding has been made, but studies into the finishes, colour and texture would have to be completed. Finishes for the interiors have also not been considered although it is intended that the various systems be left exposed rather than resorting to false ceilings etc. The hotel and apartment buildings are included only to show how they could relate to the key element in the development and should be considered at this stage as simply massing in their expression.

CHAPTER 6

CONCLUSIONS

As illustrated throughout this thesis there are a great number of variables that influence a development of this type. These variables involve a wide range of decision making. Many of these are elements over which the architect or planner has little or no control. Even though a project is feasible from a financial and desirability point of view, (refer to page 11), the friction variable is the factor which cannot be predicted. Only through intelligent and imaginative decision making at the primary level, which usually occurs in the political realm, can any creative urban design be accomplished. Unfortunately, especially at the local level, this decision making body seldom understands or is even interested in planning concepts or the long range benefits of planning. Thus at this point, even though the proposal seems to be feasible, this decision making body does not have the courage to make any form of commitment.

The following is the text of the recommendations proposed to Brandon City Council. This was presented January 17, 1972, with the hope of feedback which might be helpful in the design development in stage four. The only feedback to date received from city council was the letter

contained in the Appendix A.

Recommendations

Inherent in the process of redevelopment is the aspect of change, the breaking of certain existing patterns in favor of more desirable ones. It should be the position of the city to formulate a policy to determine the direction of this change, bearing in mind the objectives of the various groups involved or affected in the community. From a planning point of view, the proposed scheme is superior to the ramp proposal, however, unless the policy makers and administrators of the city and downtown merchants begin to communicate and exchange ideas in a constructive manner, no solution is going to be forthcoming and everyone will stand to be the loser.

The proposed scheme precludes a high degree of involvement from the public sector. This process is fundamental to meaningful planning. The city must assemble the land, as it would prove impossible for a developer to negotiate the assembly with so many ownerships; the city on the other hand can, has the power of expropriation and has a lower borrowing rate on its money. The city would thus own the land. After a seventy-year leasing period the city could again have an instant renewal area. The city would also lease the parking, library, day care and bus shelter from the developer. This gives the developer a certain amount of incentive as this gives him some strong

anchor leases. The basic recommendations for the implementation of this scheme or any other are;

1. The formation of a Brandon Redevelopment Authority, composed of members from the business community, city council and community at large with the aid of resource personnel trained in urban design. It is proposed that a respected citizen of the community head this authority and be the official representative in negotiations with senior governments and developers. This authority will have central decision-making powers, being independent of both city council and merchant associations, yet retaining communications with both. This autonomy is required in order that costly time lags which frustrate and discourage private developers are minimized. It also places responsibility on one body. The detailed organisation of this body should be developed by the city's attorney. For further information on this type of organisation see "Report on Structures for Downtown Development" prepared for Winnipeg by the institute for urban studies, under the direction of Lloyd Axworthy.¹²

2. That this authority make a decision into the direction of redevelopment; it is imperative that this decision be soon. With the proposed construction of the parkade between Seventh and Eighth Streets, definite problems will be created.

¹²Lloyd Axworthy, 'Report on Structures for Downtown Development', prepared for Metro Winnipeg by the Institute of Urban Studies, University of Winnipeg, 1970.

3. The designation of that portion of the downtown between Pacific and Princess and Sixth to Eleventh Streets as an Urban Renewal area, thus freezing any development in this area unless the development fits into the selected scheme. Unless this form of control exists developers cannot make their redevelopment proposals.

4. Approaching the provincial government to grant the city (redevelopment authority) power of eminent domain (expropriation) as well as approval and cost sharing for the operation of the library and day care centre.

5. The appointment of the City of Brandon staff, under the wing of the redevelopment authority, a full time planning and design consultant, to act as programming and design coordinator in the execution of any plans. Other responsibilities could include such duties as;

- quality control in cooperation with the building inspector's office.

- the formation of an environmental standards committee to control and redesign such things as signs, advertising, tree planting, etc.

- programming of city-owned buildings, thus providing a framework in which architectural and engineering firms can operate in.

- initiation of renewal programs in other commercial as well as residential areas.

In conclusion, the time is now ripe for a project of this type, as presently with the demolition of several

buildings on the fringe of the downtown, there is provision for some of the parking, that would be displaced from the project area; furthermore most of the merchants displaced could temporarily relocate in presently vacant stores. A project of this type would create a building boom, not just in terms of major projects, but would originate many smaller jobs in renovations of the existing buildings--this aspect would be important in approaching the federal government for assistance.

SELECTED BIBLIOGRAPHY

- Crosby, Theo. Architecture: City Sense. London: Von Nostrand Reinhold Co., 1965.
- Cullen, Gordon. Townscape. New York: Reinhold Publishing Corp., 1961.
- Gruen, Victor. The Heart of Our Cities. New York: Simon & Schuster, 1964.
- Gruen, Victor, and Larry Smith. Shopping Towns U. S. A. New York: Reinhold Publishing Corp., 1960.
- Jacobs, Jane. The Death and Life of Great American Cities. Toronto: Random House, Inc., 1961.
- Lewis, David. The Pedestrian in the City. Princeton, N.J.: D. Van Nostrand Co. Inc., 1965.
- Lynch, Kevin. The Image of the City. Cambridge, Mass.: The M.I.T. Press, 1960.
- McLoughlin, Brian J. Urban and Regional Planning - A Systems Approach. London: Faber & Faber, 1969.
- Meyerson, M. Face of the Metropolis. New York: Random House, 1963.
- Perloff, Harvey S. and Lowdon Wingo, Jr. Issues in Urban Economics. Washington: Resources for the Future, John Hopkins Press, 1968.
- Smithson, Allison. Urban Structuring. Studio-Vista-London: Reinhold Publishing Corp., 1967.
- Steacy, Richard. Canadian Real Estate. Toronto: Peter Martin Assoc., 1968.
- Gibberd, Frederick. Town Design. London: The Architectural Press, 1953.

Articles, Periodicals and Reports

- Adamson & Assoc., "Thunderbay Urban Renewal Project:", 1970.
- American Institute of Architects, "Checklist for Cities". Committee on Urban Design. 1968.

- American Institute of Architects Journal, "Jury Report - Stockholm, Tapiola, Cumbernauld", July 1967.
- Architectural Review, "Cumbernauld", No. 142, November 1967.
- Axworthy, Lloyd, "Report on Structures for Downtown Development", Institute of Urban Studies. 1970, University of Winnipeg.
- Berry, Brian J. L. "The Retail Component of the Retail Model", AIP Journal, Vol. 31, No. 2, 1965.
- Bourne, Larry S. "Private Redevelopment of the Central City - Spatial Processes of Structural Change in the City of Toronto", University of Chicago Press, 1967.
- Building Research Institute. "Methods for Building Cost Analysis", Publication 1002, Washington, D. C., 1962.
- Canada Government for Hon. C. M. Drury. "Planning, Programming and Budgeting Guide", Queen's Printer, Sept. 1969.
- Commission on Targets for Economic Development. "Manitoba to 1980", Winnipeg, 1969.
- Erskine, Ralph. "Two Lectures by Ralph Erskine". Edited at the University of Manitoba by Dean Russel, C. De Forest and R. Zuk. Published by Royal Architectural Institute of Canada.
- Hill, Morris. "A Goals achievement Matrix for Evaluating Alternative Plans", #34, American Institute of Planners Journal, Jan. 1968.
- Hunt, W. D. "Creative Control of Building Costs". McGraw-Hill, 1967 for American Institute of Planners.
- Institut for Center-planlaegning. "By Center Menneske" Lyngby, Denmark, 1965.
- Litchfield, Nathaniel. "Spatial externalities in Urban Public Expenditures; A Case Study", from Margolis, Julius, "The Public Economy of Urban Communities", Resources for the Future Inc. Washington: John Hopkins, 1965.
- Lowry, Ira S. "A short course in Model Design". American Institute of Planners Journal. Vol. 31, No. 2, 1965.

- Ministry of Housing and Local Government. "Town Centres - Approaches to Renewal", HMSO, London, 1962.
- Municipal Planning Branch. "City of Brandon - Infrastructure for an Urban-Industrial Centre", Dept. of Municipal Affairs, Manitoba, 1970.
- Municipal Planning Branch, "Brandon Downtown", Dept. of Municipal Affairs, April 1971.
- R.A.M.P. Committee. "Consolidated Report - Rosser Avenue Mall Project", April 21, 1971.
- Reports of the Steering Group Appointed by the Minister of Transport, "Traffic in Towns", HMSO, London 1963.
- Skelmersdale Development Corporation. "A Report on the Design of Town Center". S. D. C., January 1966.
- Specter, D. K. "Some Essentials of Successful Urban Space", Architectural Record, January 1969.
- Steger, W. A. "Plan Evaluation Methodologies: Some Aspects of Decision Requirements and Analytical Response", Consad Research Corporation, June 1967.
- Taylor, Woodrow and All. "Fulham Study", Urban Renewal", London, 1964.
- Underwood McLellan & Assoc. Ltd. and Donovan F. Pinker Assoc. "City of Brandon - Urban Renewal Study", 1967.
- W. L. Wardrop & Assoc. Ltd. and Read Voorhees and Assoc. Ltd., "Brandon Area Transportation Study", December 1970.

APPENDIX A

J. V. FITZGERALD ASSOCIATES
LIMITED

QUANTITY SURVEYORS
CONSTRUCTION ECONOMISTS
AND MANAGEMENT CONSULTANTS

SUITE 210
738 SHEPPARD AVE. E.
WILLOWDALE

TORONTO 223-0024
VANCOUVER 922-0711

January 3, 1971.

Faculty of Architecture,
University of Manitoba,
Winnipeg 19, Manitoba.

Re: Proposed Urban Renewal
Brandon, Manitoba

Dear

Thank you for sending me a copy of your report regarding the above, unfortunately it was delayed in the mails as a result of a misleading layout in my business card. Willowdale is a suburb of Toronto, Ontario not Vancouver, B.C. So while the card is understood locally it very easily becomes misunderstood by those unfamiliar with that particular postal address.

I have read the report with interest and found it to be generally self explanatory. It is obvious that you have executed thoroughly your research of the area, and presented a strong case for the general feasibility of the project.

My comments will be concerned only with construction costs of the elements which I feel could deserve further consideration, please do not construe them as adverse criticism.

1. Parking Structure: I feel \$2,000 per car to be rather low when it is borne in mind that the intention is to construct a low level structure. I would prefer to see a budget allocation of some \$2,500 per car at least. This would allow for sprinklers, mechanical air treatment, additional lighting, basement excavation, waterproofing etc. These are costs which become considerably reduced as the parking level is raised.

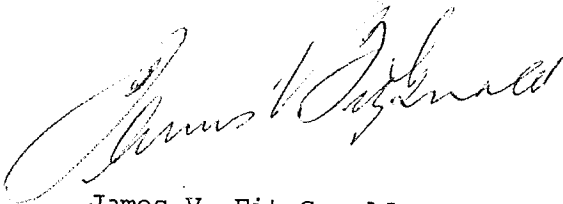
DEPARTMENT STORE: The \$17.00 per square foot may prove to be a little tight but not out of the question. Sub division of space can be a big cost factor.

LIBRARY AND DAY CARE CENTRE: Depending on the types of loading anticipated and the quality of finish envisaged, plus the amount of millwork and library shelving etc. to be installed as "construction cost" rather than "tenant requirements" \$17.00 per square foot may prove to be a little tight. A lot depends upon the constraints acceptable to designer and user.

OFFICES: Providing the tenants will be required to bear the costs of partitioning and the ancillary costs of lighting and air conditioning caused by subdivision of space, it should be possible to construct competitive office space for \$20.00 per square foot.

May I wish you the best of success with your efforts.

Yours sincerely,



James V. FitzGerald,
President.
JVF/rd



December 21, 1971.

Our File No.
1000-19-1-2

Winnipeg 19, Manitoba.

Dear Sir:

In reply to your recent request for verification of your tax estimates regarding commercial and parking space in proposed downtown development parcel, please be advised;

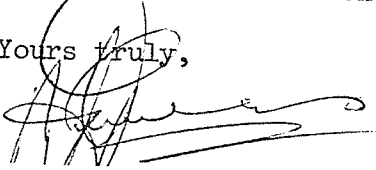
Your estimate of .50¢ taxes per square foot of commercial space appears fairly accurate in comparison with the new Royal Bank Building.

The rate of .25¢ taxes per square foot of parking space appears to be a little on the high side. I believe a figure of approximately .18¢ would be closer. The tax revenue from this type of structure is difficult to estimate since we have no local comparisons.

In addition revenue to the City would be derived from business tax and licensing.

I hope this information will be of some assistance to you.

Yours truly,


ASSISTANT ASSESSOR
CITY OF BRANDON

RP:h

OFFICE OF
CITY CLERK



I. L. THOMSON
CITY CLERK

OUR FILE No.

1400-18-15

CIVIC ADMINISTRATION BUILDING
BRANDON — MANITOBA

February 8, 1972

Faculty of Architecture
University of Manitoba
Winnipeg, Manitoba

Dear

I wish to advise that City Council, at its regular meeting held last evening, adopted a motion that your recommendations regarding Urban Renewal Project -- Brandon, be passed to the Engineering, Transit, Utilities, Fire and Police Departments of the City of Brandon for reports on your proposal for the information of Council.

When all the reports have been received, I will be pleased to inform you of Council's action.

City Council wishes me to express its sincere appreciation of the work and effort you have applied to the Project and to commend you on your keen interest in the revitalization of downtown Brandon.

Yours very truly,

CITY CLERK

T:C

CLEMENT, PEARSON, WILLIAMS & MYKLE

BARRISTERS, SOLICITORS, ETC.

ROBERT A. CLEMENT, Q.C.
WM. C. PEARSON, LL.B.
GLEN T. WILLIAMS, LL.B., P. ENG.
RODNEY H. MYKLE, B.A., LL.B.

PHONE 727 - 0775
AREA CODE 204

108 CLEMENT BLOCK
P.O. BOX 217
BRANDON, MANITOBA

OUR FILE NO.

WHEN CALLING OR TELEPHONING
ON THIS MATTER PLEASE ASK FOR:

R. A. CLEMENT, Q. C.

January 28, 1972

Students Residence
School of Architecture
University of Manitoba
Winnipeg, Manitoba

Dear

I have been thinking about your presentation to the City Council regarding the 9th Street Proposal and I know that you did not have time to finish your explanations.

This left me puzzled as to the method of valuation which you had applied to the Rosser Avenue Development Proposal and to the 9th Street Development Proposal in which you stated that a point system was used and that on this basis the 9th Street system was strongly indicated. I gather that this was an attempt to rate the benefits and the draw backs of each method in terms of cost related to benefit and then arriving at a series of a dollar totalled. This method if I am correct in assuming that it was this type of method, is as valuable as the method of comparison is and I wondered if you had something available that I could look at which would give me the information which you used to apply this to the proposals.

I would also be very glad to talk to you again after having heard the presentations to City Council.

Best regards.

Yours sincerely,

RAC:bk



New plan suggested for downtown growth

by ANDY MOIR
Sun Staff Writer

There has been much discussion recently about the need for a face-lift for downtown Brandon. Several proposals have been made, among them the rather well-known Rosser Avenue Mall Project (R.A.M.P.).

At a special meeting of city council Monday night, University of Manitoba architecture student Gordon Hlynsky presented the results of study he did last summer outlining a far-reaching, five-part plan to reconstruct the downtown area.

The basic premise of Mr. Hlynsky's proposal is that Brandon is situated in a sometimes harsh northern climate—a fact that few would dispute. Because of this, he contends, facilities should be centralized rather than spread throughout the city.

Downtown should not be strictly for commercial ventures, he contends, but rather a gathering place for various social events.

Mr. Hlynsky outlined three possible alternatives for creat-

ing a more desirable downtown atmosphere.

One of them was the R.A.M.P. proposal, another calls for a shift from the linear development (for instance, business developing along Rosser Avenue) to a more centralized development.

The third, which he favors, calls for Ninth Street to be the axis for future downtown development. In the long range plan, a mall would be built from city hall all the way to Rosser Avenue.

Under Mr. Hlynsky's plan, the city would be the major driving force behind the redevelopment. It would be responsible for land assembly and then would lease the land to developers.

He said the plan is economically more feasible than the R.A.M.P. plan.

Under his scheme, development could be undertaken by five separate development companies with the city and the provincial government providing capital for land assembly.

It includes such facilities as a library, day-care centre, of-

fice space, a high-rise apartment block and extensive parking facilities.

The total design is complex, but when completed would connect all the buildings from Simpsons-Sears on Seventh Street to the Kresge building on Tenth and Rosser.

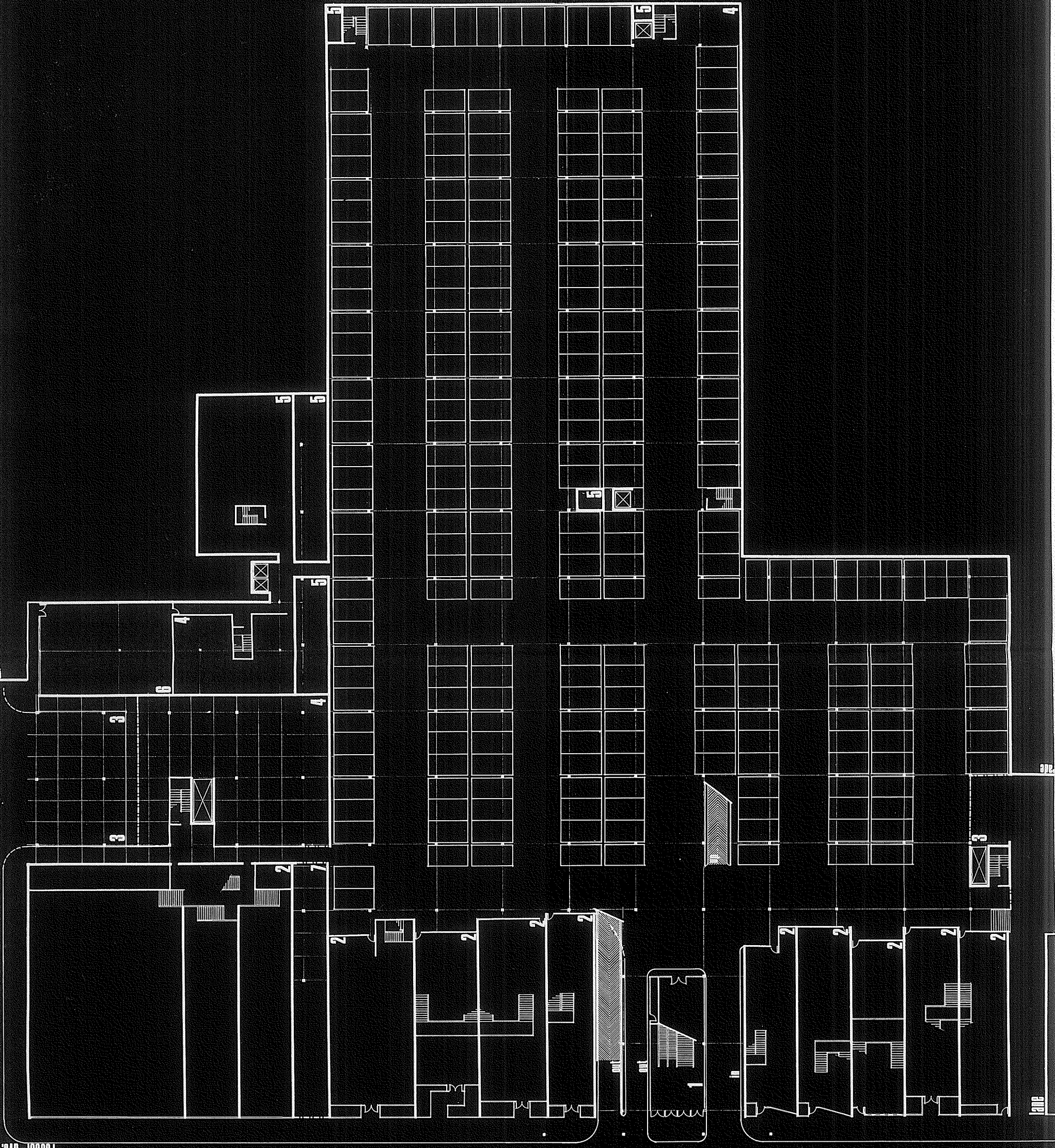
"Inherent in the process of redevelopment is the aspect of change, the breaking of old patterns in favor of new ones," Mr. Hlynsky wrote in favor of his development scheme.

"It should be the position of the city to formulate a policy to determine the direction of this change, bearing in mind the objectives of the various groups involved or affected in the community. From a planning point of view the proposed scheme is superior to the R.A.M.P. proposal, however unless the policy makers and administrators of the city and the downtown merchants begin to communicate and exchange ideas in a constructive manner, no solution is going to be forthcoming, and everyone will be the loser."

APPENDIX B

ighth st.

rosser ave.



- 1. ROSSER ENTRANCE
- 2. EXISTING
- 3. TRUCK DOCK
- 4. STORAGE
- 5. MECHANICAL
- 6. LAUNDRY
- 7. GARAGE

BGDP

PARKING

00

p. blynsky
m. arch. thesis
u. of m. 1972



75

60

0



- 1 RESTAURANT
- 2 LOBBY
- 3 KITCHEN
- 4 HALLWAY
- 5 NEW SHOPS
- 6 KIOSKS
- 7 SERVICE CORRIDOR
- 8 OPT. STORE
- 9 COURT
- 10 SPA
- 11 MECHANICAL
- 12 LOBBY
- 13 DAY CARE CENTRE
- 14 W.C.
- 15 OFFICES
- 16 EXHIBITION MUSEUM
- 17 LIBRARY CONTROL
- 18 LIBRARY STACKS
- 19 READING ROOM
- 20 PUB
- 21 QUIET ROOM
- 22 STORAGE

BCDP

CONCOURSE

180

g. hlyesty
m. arch. thesis
u. of m. 1972



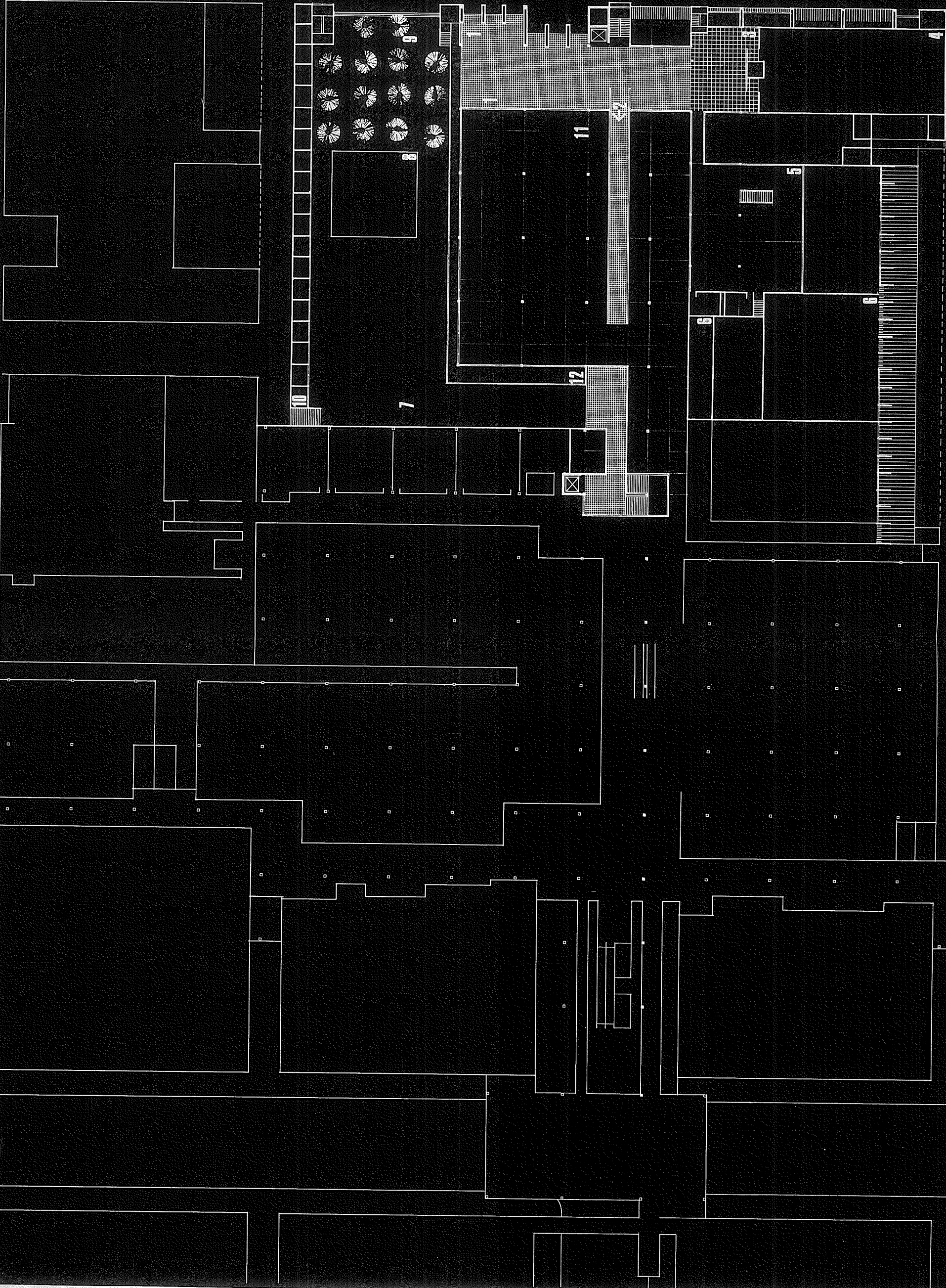
- 1 BUS WAITING
- 2 AMP. DRIV.
- 3 THEATRE LOBBY
- 4 THEATRE
- 5 CIGARETTE LOBBY
- 6 MECHANICAL
- 7 PLAYGROUND
- 8 POOL
- 9 COURT
- 10 STYLISH
- 11 EXHIBITION SPACE BELOW
- 12 PLANTING

BCDP

MEZZANINE

27.0

J. J. J. J.
M. arch. thesis
U. of M. 1972



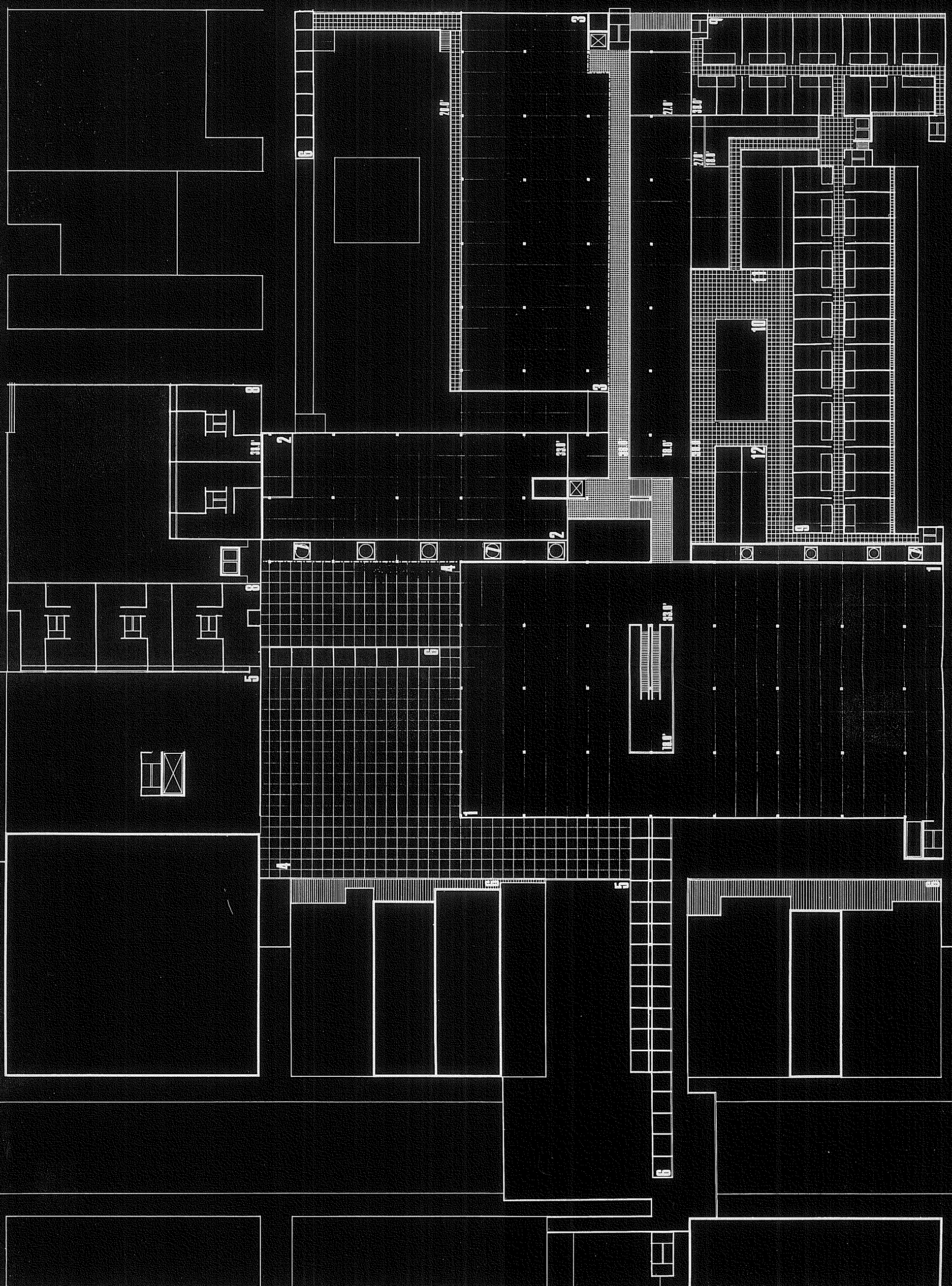
- 1. REPT. SUITE
- 2. MECHANICAL ROOM
- 3. OFFICES
- 4. OUTDOOR DISPLAY
- 5. HALL
- 6. STYLINGS
- 7. HALL EXCHANGES
- 8. SUITES
- 9. HOTEL ROOMS
- 10. POOL
- 11. POOL DECK
- 12. SPAVA & CHANGING

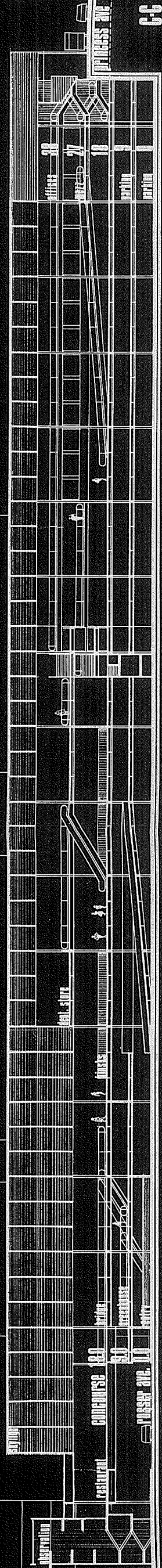
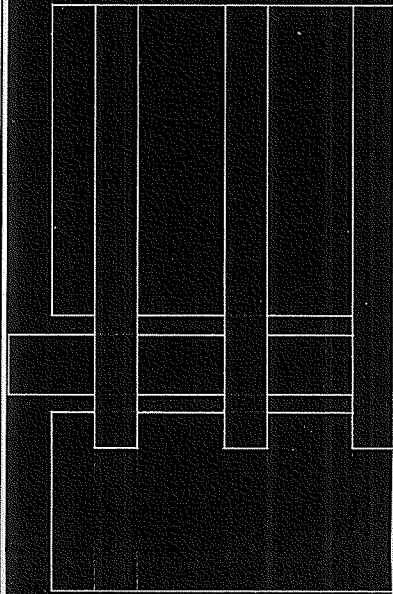
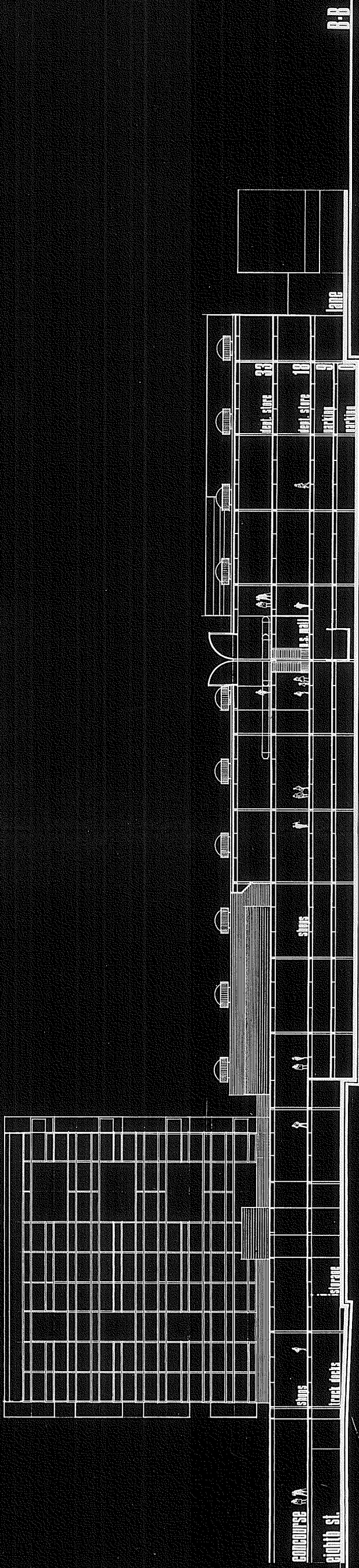
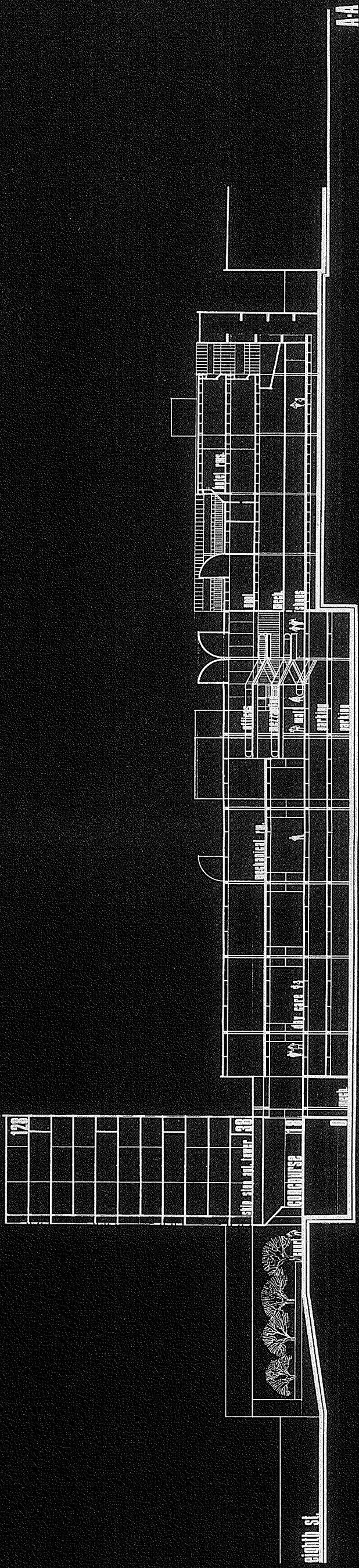
BEDP



UPPER LEVELS

J. Jynsky
M. Arch. Thesis
U. of M. 1972

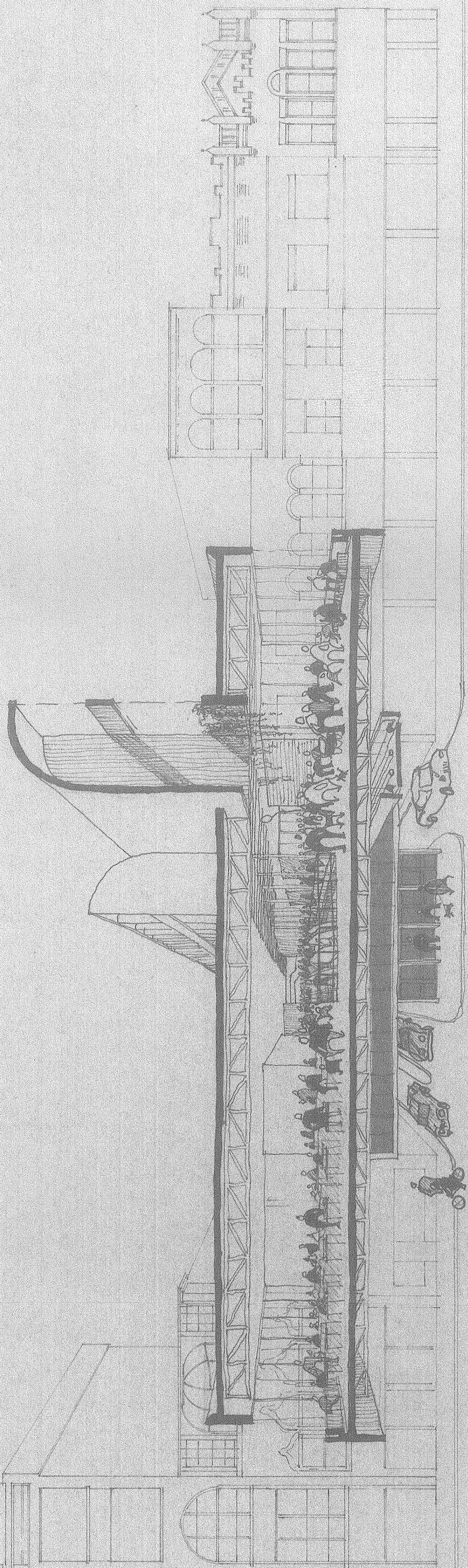


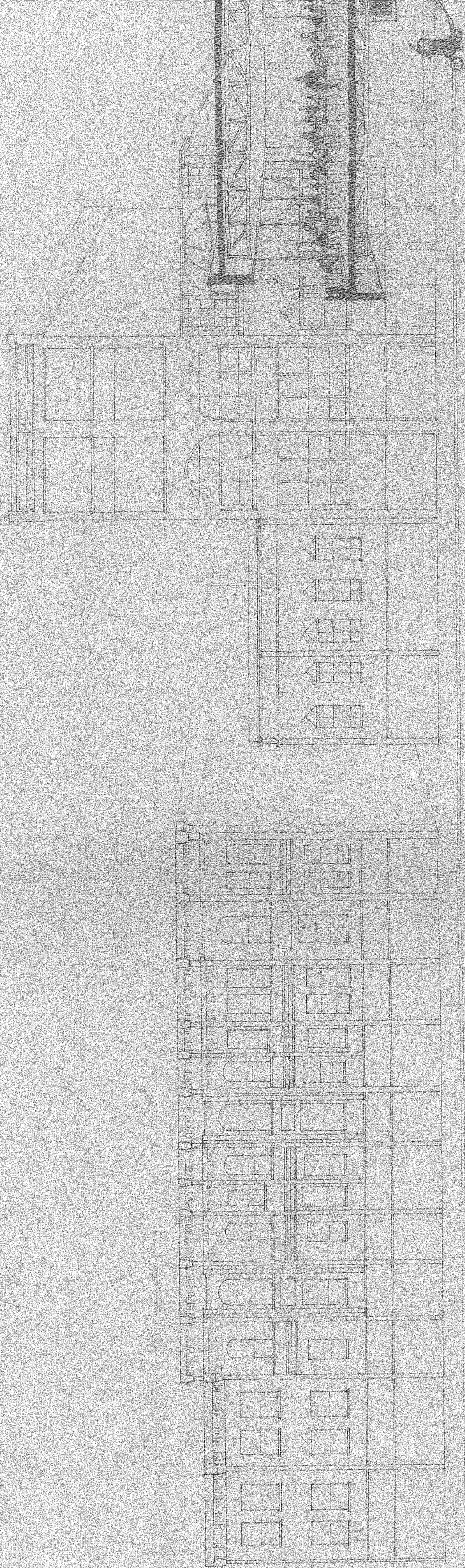


BCDP

SECTIONS

J. Dwyer
Architect
1972





PRINCESS AVE. ELEVATION

