

A PLANNER'S GUIDE TO A PLACEMAKING PRACTICE

A COLLABORATIVE APPROACH FOR

NEIGHBOURHOOD MANAGEMENT

AN ANALYSIS OF THE FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN

BY

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B.E.S.**

A Thesis

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in Partial Fulfillment of the Requirements
for the Degree of**

MASTER OF CITY PLANNING

**Department of City Planning
Faculty of Architecture
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Winnipeg, Manitoba**

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Esta memoria es dedicada a mi familia Luis, Hilda y Jaime.

POR LA RAZON O LA FUERZA

ABSTRACT

The contemporary function of planning and planners in City government is predominately focused on the facilitation of economic integration through spatial planning. This form of modern planning and its scientific and technical reasoning has proven to alleviate many ailments of the urban landscape. Yet, there have been rising concerns over the quality and value of the places that exist within our cities, neighbourhoods and everyday lives for both citizens and City government. This raises the problematic task of a need for citizens and City governments to identify an approach and strategy to balance differing views and concerns over the maintenance, development and management of local neighbourhoods. This thesis explores placemaking theory in order to define the role of the professional planner to regain and contribute to the art of making places that are meaningful and reflective of the diverse people that inhabit them. In relating placemaking to the planning profession this thesis critically examines the role and process by which the City of Winnipeg Planning and Land Use Division has practiced the making of places through a neighbourhood management approach to local level planning in the Fort Rouge community. Neighbourhood management as demonstrated in this thesis serves more as an approach to enable the City to administratively manage neighbourhoods and less by which citizens can participate in strategically thinking about the collective maintenance, development and management of their neighbourhoods. While the Fort Rouge Neighbourhood Management Plan has outlined community concepts, principles and a strategy for action, it has not provided the community with the underlying objectives of relation and capacity building. This thesis argues that the neighbourhood management approach would be most enabling for both the City of Winnipeg Planning and Land Use Division and citizens through placemaking practice. This practice would base its approach less on methods that objectify place and people-in-place and more on knowledge, relationships and critical capacities of people to make, shape and transform their physical and socio-political spaces into places that are imbued with meaning.

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CHAPTER ONE

INTRODUCTION

Civic government and citizens share common concerns about the maintenance, development and management of the city and its local neighbourhoods. The concerns of civic government are defined by the roles through which civic departments can manage development and change in the city. Citizens' concerns, on the other hand, are often focused on their lack of control over guiding change and development in their neighbourhoods. For both, citizens and civic departments, the need to identify an approach and strategy to balance these differing views and concerns is a practical and problematic task.

Often allocated to resolving local level conflicts the City of Winnipeg Planning and Land Use Division has been internally defining an approach that in theory encourages and recognizes both the need for public participation and intersectoral collaboration. At present, with the support of the City of Winnipeg Act and Plan Winnipeg-Toward 2010, the neighbourhood management approach is being encouraged as an approach by which to address local area planning concerns of both community stakeholders and City government.

The Fort Rouge community like many city neighbourhoods exemplifies the need for a planning approach by which to address local concerns. Built around the turn of the century the area was in the past characterized as a suburban neighbourhood that housed an elite homogeneous resident population (Solonecki: 1974). The Fort Rouge of today is

characterized as an inner city neighbourhood composed of a transient and heterogeneous population with diverse social and economic backgrounds, housed in a deteriorating environment of building stock and infrastructure. In the past decade the area has been experiencing growth and renewed interest through commercial development, residential conversions and gentrification. Though these changes have brought about needed revitalization to the community, they have also served as a source of community dissatisfaction and hostility which underscores the lack of involvement, control and 'say' that the community has had in the development of their neighbourhood.

Fort Rouge residents recognizing that their neighbourhoods were at a critical point in their history have been working with civic planners to develop a neighbourhood management plan to, among other goals, guide future development and encourage local responsibility for the community environment. The result of this planning process has been the creation of the Fort Rouge Neighbourhood Management Plan (F.R.N.M.P.)¹, a policy-oriented planning document that is intended to enable local control of urban growth and neighbourhood improvement.

While neighbourhood management may serve as an approach by which the City can integrate planning services and support programs at the local level, as an approach for local area planning neighbourhood management lacks an inclusive process by which to build upon the internal strength of communities and the commitment that local residents and businesses have to their communities. The neighbourhood management approach serves more as an approach by which the City administratively manages neighbourhoods and less as an approach by which citizens can participate in the political

¹ The Fort Rouge Neighbourhood Management Plan (F.R.N.M.P) will also be referred to in this thesis as the Fort Rouge Plan, the Plan, and the Neighbourhood Plan.

process through which their neighbourhoods are developed, managed and governed. It is the contention of this thesis that if the Planning and Land Use Division are to use neighbourhood management as an approach for local level planning, then the Division needs to practice an approach that focuses less on administrative objectives and more on people and process. More specifically the Division needs to practice an approach that fundamentally enables citizens to both participate and strategically think about the future governance of their neighbourhoods and the collective management of common needs, desires and concerns.

1.1 RATIONALE AND OBJECTIVES

In the past twenty years there have been rising concerns over the quality and value of the places that exist within our cities, neighbourhoods and everyday lives. These places - our homes, our communities, our places of work and play - are those in which we interact with family, friends, neighbours and strangers. They are the places in which we gather to celebrate, mourn and protest, and places of quiet seclusion and contemplation. It is the public park on the other side of town, the corner store down the street and a favorite space in your home. All of these places play a significant part in our lives, they are places that connect us to each other and give us a sense of belonging, they are symbols of who we are and what we value, they hold meanings of our histories and our futures, they are our mark of existing and being in the world. Over the course of this century our ability to make these places has eluded us.

Recognizing that planners are but one of the actors within the making of places, the rationale for this thesis stems from:

- A theoretical inquiry regarding the ongoing activity of people to make, sustain and transform their places,
- A belief that professional service providers such as planners have lost the art and ability to contribute to the making of places that are meaningful and reflective of the diverse people that inhabit them, and
- A practical exploration of the role and process by which the City of Winnipeg Planning and Land Use Division has practiced the making of places through a neighbourhood management approach to local level planning in the Fort Rouge community.

Based on the above theoretical and practical rationale the primary objectives for this thesis are summarized as:

1. To explore how planners can (re)gain the ability and art of making places that are reflective of the diverse constituents that inhabit them.
2. To develop a planner's guide for placemaking practice through a series of tasks or indicators within a planning process.
3. To operationalize placemaking theory into practice through Neighborhood Management Plans.
4. To offer placemaking practice, to civic planners, as an effective agent of development and change as a planning approach for current and future Neighbourhood Management Plans.

1.2 METHODOLOGY

The methodological approach taken in this thesis consisted of a literature review, a series of workshops and public open houses, key informant interviews, and an analysis

of the Fort Rouge Neighbourhood Management Draft. Each of these is briefly elaborated below:

1. *Literature Review.* A review of literature was used for both the theoretical formulation of placemaking practice as well as for developing a background for the Fort Rouge community and initial planning process in 1994. Literature from both the design and planning discipline was reviewed and synthesized into a series of placemaking tasks that the professional planner can reference when setting out on a planning intervention, and consequently use as an approach to the art and practice of making places that are embedded with meaning. A review of the City of Winnipeg Planning and Land Use Divisions file of the Fort Rouge community was also reviewed in order to inform the author of the initial planning work and process that occurred between March 1994 and April 1995. The review of the Fort Rouge file also served as some of the foundational questions for the questionnaire that was administered to three City of Winnipeg Planning and Land Use informants in June 1999. In addition the review of the Fort Rouge file served as the author's initial background research prior to working for the City of Winnipeg Planning and Land Use Division between September 1997 and September 1998 on the finalization of the Fort Rouge Neighbourhood Management Plan.
2. *Workshops.* In early March 1998 workshops were held to attempt to operationalize placemaking theory into practice. These workshops involved local area residents, business owners, community groups and organizations as well as the local area councillor and other interested civic departments. The workshops from a practical stance were intended to provide implementation strategies for the finalization of the

Fort Rouge Neighbourhood Management Plan. From an academic stance these workshops were an attempt to realize theory into practice. Having read placemaking theory prior to these workshops the intent was to operationalize the concept into practice. Believing that the process the author was involved in was the second task of placemaking practice leading into the third task, it became apparent that the lack of methodological tools from the theory were absent and that a return to the technical tools (i.e. number ranking) was inevitable at the time.

3. *Public Open Houses.* Public Open Houses, in Corydon and Osborne Village, were held in late August 1998. At this time the Fort Rouge Neighbourhood Management Plan was introduced to the wider public and informal explanation sessions were convened by the City Centre Planner and area Councillor. A commentary sheet was provided for residents to articulate any concerns or comments pertaining to the Fort Rouge Neighbourhood Management Plan. It was during this time that it became apparent that some of the initial tasks of placemaking practice would have served a broader purpose as discussed in Chapter Two, and is demonstrated in Chapter Five (section 5.3.2.). People were given the opportunity to tell their stories through verbal discussions with City staff and in written form through commentary sheets. The event also assisted in realizing the need for varying ways of tapping into people's knowledge and experiences in their neighbourhoods, ways that were unrealized in the planning process.
4. *Interviews.* Significant to this thesis was a need to conduct key informant interviews to either critically confirm or disprove the data for both the 1994 and 1997 planning process. Interviews were held with three key Planning and Land Use Division staff

having knowledge about the Fort Rouge Neighbourhood Management Plan planning process. The three civic planners were the Urban Planning Coordinator, City Centre Planner and the then Neighbourhood Planner for the Fort Rouge Manitoba/Winnipeg Community Revitalization Program. These interviews assisted in clarifying the role of the planner and the planning process developed and administered by the Planning and Land Use Division.

5. *Analysis of Draft Document.* In July 1994 a draft of the Fort Rouge Neighbourhood Management Plan was created. The draft plan was revisited, and revised in late August 1998 after a series of workshops in which implementation strategies were targeted for long- and short-term action policies. Based on a literature review pertaining to placemaking theory, and the Fort Rouge history, an analysis of this approach to neighbourhood planning is made in Chapter Five.

1.3 THESIS ORGANIZATION

This thesis is organized into six chapters as outlined below:

Chapter One, the introductory chapter, provides an overview of this thesis. It outlines the objectives and purpose of the research, as well as the methodology used to inform conclusions.

Chapter Two provides the theoretical foundation of this thesis. As has been discussed in this chapter the rationale for this thesis has arisen from a belief that professional planners have lost the art and ability to make places that are meaningful and reflective of the diverse needs, concerns and desires of the people that on a daily basis interact, work and live in them. The chapter sets out to provide a framework by which

the professional planner can enable and contribute to the art and practice of placemaking. This framework is based on a review and synthesis of design and planning theory related to the physical making of places in the built environment and the socio-political shaping of places in our governance systems. The chapter focuses on placemaking theory as the basis for professional practice in general, and as an approach to neighbourhood management by the City of Winnipeg Planning and Land Use Division in particular. The chapter discusses the concept of placemaking as a collaborative approach to planning, and then provides a detailed description of the key components and tasks by which to enable placemaking practice. Through such a process the implication for planning discourse is underscored by the store of capital upon which communities, planners and politicians can draw upon when making political decisions about policies, programs and budgets which in essence are the tools through which City government manages and governs growth and development in the City and its local neighbourhoods. The chapter concludes by indicating that the act and practice of planning is essentially intertwined with the political tasks of placemaking.

Chapter Three provides an overview of the current neighbourhood management approach to local level planning by the City of Winnipeg Planning and Land Use Division. The chapter traces the emergence of the concept of neighbourhood management from its unofficial approach for small area management and planning, to the approach's current official recognition in Plan Winnipeg-Toward 2010 as a style of municipal governance. The chapter also discusses the provisions of Community Committees, Resident Advisory Groups and Part 20 (which articulates the statutory requirements of the planning function in terms of plan development) as the City of

Winnipeg Act's envisioned organizational bodies responsible for citizen participation in the decision-making process. The chapter provides an overview of the planning guidelines through which the neighbourhood management approach to local level planning is operationalized by the Planning and Land Use Division in the development of Neighbourhood Management Plans. The chapter concludes with a critique of neighbourhood management as more of an administrative approach for a centralized administration and less as an approach for citizen participation in the political process.

Chapter Four introduces the case study of this thesis. The chapter provides an overview of the concepts, principles and issues contained in the Fort Rouge Neighbourhood Management Plan. Discussion begins with a definition of the Fort Rouge plan, as well as a brief background of why and when the plan emerged. The chapter seeks to provide a general overview of the planning results in order to illustrate the depth of topics and issues (i.e. social, physical and economic) that is addressed in the planning document and supposedly through a participatory planning process. This chapter concludes with discussion suggesting the potentially empowering and liberating power that such a plan provides for a community in guiding change in their neighbourhoods and essentially in the making of their places.

Chapter Five provides a detailed discussion of the Fort Rouge Neighbourhood Management Plan planning process and the role of the professional planner. The chapter gives an account of the two planning phases that occurred between the periods of 1994-1998, and provides an analysis of the phases through the lens of placemaking as described in Chapter Two. The data for this chapter was collected through informal conversations and formal interviews with City of Winnipeg Planning staff, a review of

meeting minutes and file notes, and the author's involvement as a participant-observer. The chapter concludes with a discussion of the Fort Rouge Neighbourhood Management Plan being a top-down approach to planning rather than a bottom-up approach directed by community members. Participants were involved in a process that sought to confirm and interrogate the planner's knowledge and understanding of the community rather than the community's knowledge and understanding of each other. The development of the draft plan was achieved not by the desires or agreed upon brainstorm sessions of the community (guided and realized conclusions made by the community), but by decisions made by the planner away from the critical capacity of community stakeholders.

Finally, Chapter Six summarizes and synthesizes the discussion and analysis of this thesis. The chapter emphasizes the importance of placemaking practice as an approach to neighbourhood management and as an approach by which to enable the professional planner in the art and practice of placemaking.

CHAPTER TWO

PLACEMAKING A COLLABORATIVE APPROACH TO PLANNING

This chapter outlines a theoretical framework of placemaking practice for professional planners based on a synthesis of design and planning theory. Placemaking as described in this chapter is an inclusive and collaborative practice that aims to improve the quality of the built environment by creating places that are reflective of the diverse cultures that inhabit them. Embedded with a fundamental goal of enabling, placemaking practice focuses on exploring the relationships and knowledge that reside in people and places. The primary task of the placemaking practitioner lies in the creation of dialogic space where dialogue can occur between people about the places they have experienced, the knowledge they have acquired, and the relationships they have established. Equipped with an innate capacity to be critical and reflective, place inhabitants collectively and simultaneously confirm, interrogate and frame action. Together these tasks produce a store of capital from which to create new discourse about the meaning and purpose of places, and their future governance. Placemaking can inherently make our neighbourhoods and cities legible to a larger population through the determination of a shared language and knowledge for creating places that are psychologically and physically places of value, comfort and familiarity - not places of estrangement and alienation.

2.1 PLACEMAKING: THE ART AND PRACTICE OF BUILDING COMMUNITY

Placemaking, according to Winikoff (1995) and her Australian colleagues,

aims to turn public spaces into places; places which engage those who inhabit them, places through which people do not merely pass, but have reason to 'stop and become involved'; places, in short, which have meaning, which evoke pleasure or contemplation, or reflection (Ryan, ed. Winikoff: 1995: 7).

Described as a skill of turning spaces into places, placemaking looks to redefine the values and qualities of public spaces by imparting meaning to them through the physical design (architectural and urban design) of the built environment. According to the collaborative efforts of Winikoff and colleagues "the concept of placemaking is calling for new ways of viewing the relationship between people and the constructed environment" (1995: 7). Winikoff suggests that the constructed environment can no longer be regarded as one-dimensional, merely an economic activity, nor can it serve only as a backdrop against which daily life occurs (ed. Winikoff: 1995, Sandercock: 1985, 1998, Relph: 1976, Tuan: 1977). Placemaking seeks to challenge these ways of thinking by promoting the importance of places in shaping the nature and quality of people's daily lives (Ryan, ed. Winikoff: 1995: 8).

Schneekloth and Shibley (1993, 1995) take the concept further by describing placemaking as an art and practice of building communities. Departing from the traditional physical planning and design of the built environment (its most easily understood and discernable act) they begin to explore the concept of placemaking as an inquiry about the making and maintaining of places. Their focus was directed towards "the interdependent relationships of acts of environmental and organizational change" (1995: xi).

Schneekloth and Shibley's (1993, 1995) description of placemaking,

includes building and tearing buildings down, cultivating the land and planting gardens, cleaning the kitchen and rearranging the office, making neighbourhoods and mowing lawns, taking over buildings and understanding cities (1995: 1).

For these academic practitioners placemaking is not something new, it is a fundamental human activity. Schneekloth and Shibley write that,

as long as humans have dwelled on earth, we have found ways to make our places meaningful. The making of places - our homes, our neighbourhoods, our places of work and play - not only changes and maintains the physical world of living; it also is a way we make our communities and connect with other people. In other words placemaking is not just about the relationship of people *to* their places; it also creates relationships *among* people in places (1995: 1).

Placemaking is understood to be more than the design of physical places, or the conversion of spaces into places. The making of places, as described by the authors begins to reveal the interconnectedness between not only people and their environments (i.e. places), but also the relationships that are created between people because of their environments. According to Schneekloth and Shibley placemaking is an activity that is at times invisible and at other times dramatic. Invisible because the activity of placemaking can occur unnoticed as in the making and shaping of socio-political spaces as discussed by Healey (1996, 1997) through the notions of governance and the hard and soft infrastructure of institutional agencies. Dramatic because as the authors suggest placemaking can occur with the support of others or as an act of defiance in the face of power such as the insurgent and radical approach described by Sandercock (1998).

2.2 COLLABORATIVE AND INSURGENT PLANNING

The planning tradition, Healey writes, is a curious one,

it represents a continual effort to interrelate conceptions of the qualities and social dynamics of places with notions of the social

processes of 'shaping places' through the articulation and implementation of policies (1997: 8).

Healey focuses on the notions of policy as created through planning discourse and the implications of governance. Governance, according to Healey, is a political process through which societies develop ways of managing their common affairs. She describes an institutionalist approach for understanding urban and regional change by using communicative action for the design of governance systems and practices as a way of fostering collaborative consensus-building practices. Institutional refers to the centralized structures, agencies or systems in place that govern our environments. In this case Healey is referring to the centralized system that is run by the state. The institutionalist approach that Healey describes seeks to decentralize and introduce an approach based on a participatory communicative approach to the governance of our environments. This approach emphasizes the range of stakes people have in a place (region, city, and neighbourhood) and the diversity of ways to assert claims for policy attention. Communicative action, as discussed by Healey, offers a way forward in the design of governance processes for a shared environment by taking a normative position and ethical commitment to enabling all stakeholders to have a voice. It offers a way of mobilizing for change through collaborative and collective efforts by transforming ways of thinking. For Healey it presents an opportunity to realize the practical meaning of participatory democracy in pluralist societies (1997: 5). Healey describes a planning that can shape our existing environments to places that are understood and agreed upon by varying stakeholders.

Sandercock (1998) perhaps offers the most radical and poetic exploration of planning by describing her radical and insurgent praxis as a journey towards

Cosmopolis¹. For Sandercock Cosmopolis is "an ideal construction site of the mind [or rather] a necessary journey towards a coming to terms with difference, of connection with the cultural other, of an emerging sense of an intertwined destiny" (1998: 1, 4). Though the notion of Cosmopolis may seem utopian, the praxis she offers is no more idealistic than the other theories discussed thus far. Her praxis serves not so much as a utopian dream, but a real ideal that planning should strive to achieve. Cosmopolis is guided by the underlying principles of: social justice, difference, citizenship, community and civic culture. In essence the ingredients for equality, democracy and overall empowerment for living and being in the world.

Though Sandercock's focus is directed towards a new cultural politics of difference her notions of Cosmopolis and Radical/Insurgent² planning serve as an effort to realize the initial reformist intentions of planning's emergence. Her notion of a new cultural politics of difference is based on her belief that the demographic restructuring of our global cities will have as profound of an impact in the development and shaping of cities as will economic globalization. The demographic restructuring she describes is based on three broadly defined socio-cultural forces and the related politics that each provides for our cities and the professional planner working for change and equality. She describes them as (1) the age of migration and a politics of multi-cultural citizenship, (2) the age of postcolonialism and a politics of reclaiming urban and regional space by indigenous and formerly colonized people, and (3) the age of women and other minorities (i.e. the rise of civil society) and a politics of social movement. According to Sandercock

¹ Cosmopolis: Sandercock uses this term to describe her Utopian quest for planning. A community of citizens of the world bound by juridical or moral principles; a city of world importance or inhabited by many nationalities.

in order for planning to be realized in the postmodern paradigm, the focus should be on the socio-cultural forces that are shaping our cities and the ways in which these new cultural politics of difference are doing so.

The Radical Planning model that Sandercock describes is one that relates to community organization, urban social movements, and issues of empowerment. Radical planners work for social transformation in community-based organizations. Sandercock describes two types of radical or insurgent practices, an institutional and a grass roots approach. The institutional approach is similar to what Healey has discussed in her communicative approach to planning, where the planner is a negotiator and mediator for a collaborative approach for consensus building. The grass roots approach is a community-based effort from the bottom-up versus top-down. Her praxis is directed towards this latter approach, outside the planning establishment and institutional setting. Though her polemic is one directed to what may be perceived as an extreme, she offers valuable insight into an epistemology of multiplicity which she describes as the different ways that planner's can gain insight from people to describe, understand, transform and ultimately shape their environments. This epistemology is a way of providing legitimacy and authority to what she refers to as the insurgent planning histories, the stories of human experience of being in the world. Her concept of a politics of difference, the multiple histories of urban communities is what insurgent planning histories embody. She further says that, "in telling new stories about our past, our intention is to reshape our future" (1998: 44). Sandercock describes a planning praxis that "embraces concerns for social and environmental justice, human community, cultural diversity, for the spirit"

² Insurgent: Sandercock uses the term to describe the rise of civil society. A person who rises in revolt against civil authority or an established government.

(1998: 206) through values, meaning and an art of city-building to create a city of memory, a city of desire and a city of spirit.

2.3 TOWARDS AN UNDERSTANDING OF PLACEMAKING AND THE IMPLICATIONS FOR PLANNING PRACTICE

While the terminology used by each author may vary, the underlying principle of each theoretical praxis is an enabling practice to make, shape and transform our physical, social and political spaces into places that reflect the cultural difference in meanings, values, understanding and knowledge about our places by an act of inclusive, collaborative, democratic and at times insurgent means.

Winikoff and colleagues offer the early premise of placemaking as practiced by the visual design professions. They emphasize the collaborative nature of the work involved. Their discussions hint at the broader implications of placemaking theory and practice in terms of the foundational work of the designer and community in developing the elements of a good project. The elements, as described by the authors, serve a more appropriate description of project management for civic art and architecture in the constructed environment. The lessons learned through their experiences can be applied to planning practice and civic placemaking at the neighbourhood level. Their main emphasis, like the other authors discussed in this chapter, is on collaboration and community participation in the placemaking process.

Schneekloth and Shibley offer a significantly more structured description of placemaking in both the visual/physical design professions as well as its implications for the planning profession. According to Schneekloth and Shibley planners, along with the architectural profession, have a common basic principle of placemaking, "the continual

process of making, transforming and owning the world" (1996: 122). For Schneekloth and Shibley placemaking is the collective creation, transformation, maintenance and renovation of places by people. The placemaking they describe and practice is not based on scientific or technical reasons of understanding place. Their practice and understanding of place has emerged from the act of engaging in placemaking, not from the imposition of technical methods of producing places. They gain insight through the various disciplines, professions and personal perspectives of those that on a daily basis live in the world and participate in the act of placemaking. For these authors placemaking and placemakers (the professional who essentially make places) gain insight through people's life experiences, wherever that may come from. By suspending their preconceived notions and theories of the proper way of designing, planning and building places (communities, neighbourhoods, cities) they describe placemaking as a state of being in the situation, of immersing oneself into a particular place and learning through the most basic and simple way, through the exploration of the knowledge held by people and their place. Every place and its constituents has a - history, myth, aura, genius loci - basically a story to tell. It is just a matter of tapping into these storytellers and exploring their stories. It should be understood that these stories, as Sandercock suggests through her epistemology of multiplicity (different ways of knowing) and insurgent histories, takes many forms. According to Schneekloth and Shibley physical places can reveal as much as people.

Healey's view though constructed towards the regional arena provides the understanding that we (citizens, professionals, politicians and state institutions) function and affect various levels of society and our environments (locally to globally). Such a

description of the constructed environment leads to the complexity of the macro socio-political environments with set out agendas and mandates. Healey's discussion serves to strengthen Schneekloth and Shibley's notions of placemaking in planning terms because "human action is embedded in political and social contexts" (Schneekloth and Shibley: 1993: 138). Healey's discussion and premise is directed towards models of governance versus government through a process of communicative action, what she refers to as inclusionary or strategic argumentation. In her discussions the planner serves as the vessel for change by their expertise and knowledge of the hard infrastructure (laws, procedures, resources) and their ability to provide a soft infrastructure of relation-building. Similar to Schneekloth and Shibley, Healey seeks to provide an arena for a community to be able to have discussions about the knowledge, understandings, values and capacities of individual people and collective communities.

Sandercock describes Healey's style of communicative practice as "a mode of intervention that is based on speech acts, on listening and questioning, and learning how, through dialogue, to 'shape attention'" (1998: 95). She describes the communicative style as an approach where, "the primary actor and source of attention is still the formerly educated planner working primarily through the state" and that because of this focus "their theory will always conform to the current practice of planning rather than imagining alternatives or calling for social transformation" (1998: 97). For Sandercock the communicative approach does not push the limits of social or institutional transformation far enough, it has the underlying prospect of maintaining the system. Specifically she writes that the communicative approach does not address issues of empowerment (it does so only through speech acts) and though it acknowledges

structural inequalities it treats citizenship as an unproblematic concept (i.e. gender and race are neutral) and in the process it suppresses crucial questions of difference and marginality and their relationship to social justice. Radical planning as described by Sandercock seeks to push the limits and challenge the status quo. Though her theory may seem most easily practiced outside the institutional system of civic government, she offers insight into the possibility of civic planners being able to function within their institutional system by what she describes as

crossing back and forth, of blurring boundaries, of deconstructing [community, the state] and reconstructing new possibilities. In terms of methods, an epistemology of social learning and multiplicity [ways of knowing] is the theory of knowledge underlying radical practice (1998: 102).

The discussion thus far has focused on describing various theoretical concepts for the construction of our environments. The planning theory that Healey describes is the same fundamental theoretical premises that Schneekloth and Shibley use. Both authors base their practice on the critical theory of German philosopher Jurgan Habermas. For these authors critical theory provides "a shift in the intellectual tools with which we come to know ourselves and our social contexts, that is from a scientific rationalism to a phenomenological and interpretive approach" (Healey: 1997: 44). Though Sandercock describes, literally a radical praxis for planning, her notion of the importance of an expanded language for planning through a re-linking with the design professions in order to bring back the city of memory, desire, spirit and the art of place-making (1998: 4, 206) ties in with Schneekloth and Shibley's practice of building communities. Sandercock's epistemology of multiplicity and her commitment to a transformative politics of difference provides an ideal planning praxis to dream and strive for.

2.4 PLACEMAKING: A COLLABORATIVE APPROACH TO PLANNING

Placemaking can be broadly defined as the way that all of us as human beings transform the places in which we find ourselves into places in which we live (Schneekloth and Shibley: 1995: 1). In more concise terms and specifically directed at the neighbourhood planning level, placemaking develops a communicative approach to the design of governance systems and practices by focusing on ways of fostering collaborative consensus-building (Healey: 1997: 5). In its most utopian form, placemaking is a reclaiming, reshaping and restructuring of our future cities through social and structural transformation and empowerment (Sandercock: 1998: 2, 97). Thus, placemaking and its tasks of environmental change are political tasks (Dovey: 1985: 99) that seek to challenge the ways in which we view and define our built and lived worlds through an appreciation of cultural and environmental diversity (Winikoff 1995, Schneekloth and Shibley: 1995, Healey: 1997, Sandercock: 1998).

Placemaking can be understood as an enabling practice facilitated by the professional planner in engaging multiple place constituents³ in a collaborative and democratic planning process of dialogue about place and people's experiences of and within place. Embedded with a fundamental goal of enabling, placemaking practice allows the professional planner to suspend questions about the nature of knowledge and theory in favor of exploring the capacity of people and people-in-place⁴ relationships to construct knowledge (Schneekloth and Shibley: 1995: xi) about achieving the collective

³ Individual or collective group of people with a vested interest (personal, nostalgic, business) in a place.

⁴ People-in-place: Schneekloth and Shibley use this term to describe the various people (residents, business owners or anyone with an interest or concern) in a place (region, city, neighbourhood, a specific geographic location).

management of common concerns, organizing and improving the quality of places, and strategically thinking about the future of places and their governance (Healey: 1997: xi).

2.5 THE COMPONENTS OF A PLACEMAKING PRACTICE

2.5.1 THE BASIC UNITS: PLACE AND PEOPLE-IN-PLACE

An enabling placemaking practice therefore, has as its primary focus the basic units of place and the people-in-place (Schneekloth and Shibley: 1995: 5). Furthermore, placemaking practice sets out to explore the relationships and knowledge that are embedded in people's lifeworlds, "the everyday world of meaning and experience" (Dovey: 1985: 94). Acknowledging and according respect to these basic units and their inherently complex webs of existence, aids in identifying the abstract systems of economic and political order which constrain daily life (Healey: 1997: 50). Placemaking and its communicative approach seeks to reverse abstract systems from penetrating into lifeworlds by using the public realm as a vehicle for the reconstitution and redesign of institutional systems that are more sensitive to our lifeworlds (Healey: 1997: 50).

2.5.2 KNOWLEDGE: LOCAL, EXPERIENTIAL AND SUBJUGATED

Essential to a placemaking practice is the local knowledge and practical wisdom that people possess about the places they inhabit and interact in on a daily basis. This knowing through experience is often overlooked or dismissed as illegitimate knowledge because of its unstructured, informal and hesitant appearance (Schneekloth and Shibley: 1995: 5). Recognizing that people's knowledge of places is socially constructed by the surrounding environment and phenomenological is key to unlocking and understanding place and people-in-place. The basis of phenomenology is rooted in the suspension of judgement in order to focus our attention on the experience itself in order to "reveal and

understand our experiences as they appear to us, with meanings and values intact" (Dovey: 1985: 93). Experiential knowledge and its phenomenological foundations identify the relationship of knowledge to action. It builds on the realization that knowledge and value are "actively constituted through social, interactive processes" (Healey: 1997: 29). An enabling practice of placemaking does not privilege any form of knowledge, but instead acknowledges and gives voice to various forms of knowing through respect and legitimacy.

2.5.3 RELATIONSHIPS: RELATIONAL WEBS AND CULTURAL EMBEDDEDNESS

Equally important to an enabling practice is the recognition and establishment of relationships that people have with each other and their built worlds (Schneekloth and Shibley: 1995: 6). These relationships exist in various forms of relational webs that are embedded in the finegrain of our cultures. An awareness of this cultural embeddedness within our social life, economic organizations and forms of governance (Healey: 1997: 37) provides a clearer understanding of the complex nature between knowledge, culture and the structural constraints that exists within peoples lifeworlds. Culture in this context is understood not merely as "ideology or political philosophy, nor as a particular dimension of social life, and still less as particular 'attributes' of a social group" (Healey: 1997: 37). Culture in this respect is used to define the systems of meanings and frames of reference which people use to shape their routines, practices and structures. Our local and experiential knowledge is then a mixture of systemized, formalized and calculated knowledge that is acquired through our social exchanges and experiences.

A relational view of social life "focuses on people actively and interactively constructing their worlds, both materially and in the meanings they make, while

surrounded by powerful constraints of various kinds" (Healey: 1997: 35). Placemaking and its communicative approach recognizes that "individuals are not isolated from each other, but live in complex webs of social relations with others, through which cultural resources - ways of thinking, ways of organizing and ways of conducting life - are developed, maintained, transformed and reproduced" (Healey: 1997: 44). The complex and intertwined nature of people's knowledge and systems of meaning can be summarized by Anthony Giddens's theory of structuration, in which he argues that:

we are never as isolated or as autonomous as we sometimes think we are...our sense of ourselves is inherently constructed through interaction with other people and the natural world. We are born into social relations and we live through them during our lives. Through these relations we are linked to particular histories and geographies which constrain our material and conceptual resources and experiences. In this sense our efforts in working out our individual identities and social relations are 'structured' by what has gone on before. We are embedded within these structures. These 'pasts' are not just a benign collection of 'assets' which we inherit to different degrees. They are active forces, filled with implicit and explicit principles about how things should be done and who should get what. They carry power relations from one period to the next...power over the formation of rules of behavior, and power over the flows of material resources...Yet each element of such structures has at some time been actively made by human agency...As a result, they embody not merely technique, but modes of thought and sets of values (Healey: 1997: 45).

Rejecting the notion that our social world is constituted of autonomous individuals implies that our individual identities are socially constructed through relational webs in which daily lives are lived (Healey: 1997: 57). A collaborative approach indicates that the relations we have, whether consciously identified or not, links an individual to other people, structures, institutions and cultural communities. The linkage to other relational cultures introduces different systems of meaning and frames of reference for knowing and acting in the world. Our relational webs not only link us to each other, but are also framed and structured by previous (relational) networks that house various forms of

history, power and cultural embeddedness. People, through their daily routines, enter and become part of different cultural communities and therefore are shaped and linked to various networks and nodes. Nodes are points of intersection that all relational webs have and can be understood as the formal and informal groups that we are part of by choice or through circumstance. These groups include the places we work, play and live. Consequently these nodes "provide the arenas where systems of meanings, ways of acting and ways of valuing are learned, transmitted and sometimes transformed" (Healey: 1997: 58). Ways of seeing, knowing and acting in the world are constituted through social relations with others and are embedded in particular social contexts. Placemaking, through a communicative approach, enables a relation-building process to be developed by focusing attention on

the way in which our thinking about issues and our ways of organizing around them is embedded in 'where we come from', our 'localized lifeworlds'...These provide us with a store of knowledge and values, and a range of skills and activity routines. It is through them that we make and re-make meanings. The store provides us with a repertoire of routines we can draw upon...This store is not just an individual bundle that we carry around with us. We share it and develop it with others, shaping and consolidating it through our relational interactions. In this way we build shared meanings and pass on 'taken for granted' understandings, images and metaphors. Embedded in cultural communities, we also build new cultural resources and create new cultural communities.

But our cultures are not fixed and given, nor are we their passive creatures. They are fluid and dynamic, evolving as we make and re-make them through our efforts to 'make sense' of ourselves and the world around us. Cultures are the consequences of our social relations, through powerfully shaping what we think and how we act...our lifeworlds are interpenetrated with multiple cultural 'layers'...The focus on cultures helps us to see the social processes behind the formation of the 'interests' over which we get into conflict. If we can see them better, perhaps we can change them more effectively (Healey: 1997: 63-64).

Attention to the cultural embeddedness that is an innate aspect of our systems of meaning and frames of reference familiarizes people-in-place with the resources that exist inside

of them and the structures they are a part of. Meanings, values and knowledge are found inside ourselves, and in the finegrain of our places and institutions. Identifying the relationships that exist among cultural communities provides a basis for defining the relational webs and networks in which people and places are embedded, and the powerful forces that shape them.

2.6 PLACEMAKING PROCESS

Placemaking practice is then not only committed to place and people-in-place, but also to the intertwined nature and structure of people-place and people-people relationships to knowledge. In this context placemaking participants, including the practitioner whose status is equal to the other people in place are enlightened to firstly, the inherent inseparability of people's knowledge (practical, local or experiential) from their relationships (webs, networks, nodes) with each other and their places, and secondly, that action and transformation are contingent upon revealing their complexity. People-in-place, can then be seen as active agents whose context is constituted through their actions (Healey: 1997: 46), and who can actively set out to shape and transform their structures, cultures and places. Therefore, for the professional practitioner setting out on a strategic planning initiative the questions become:

- How should discussion take place?
- Where should discussion take place, in what forums and arenas?
- How are community members to get access to discussion?
- In what style will discussion take place (dialogue, story telling, pictures, etc.)?
- What styles will most likely be able to open out discussion to enable the diversity of languages among members to find expression?

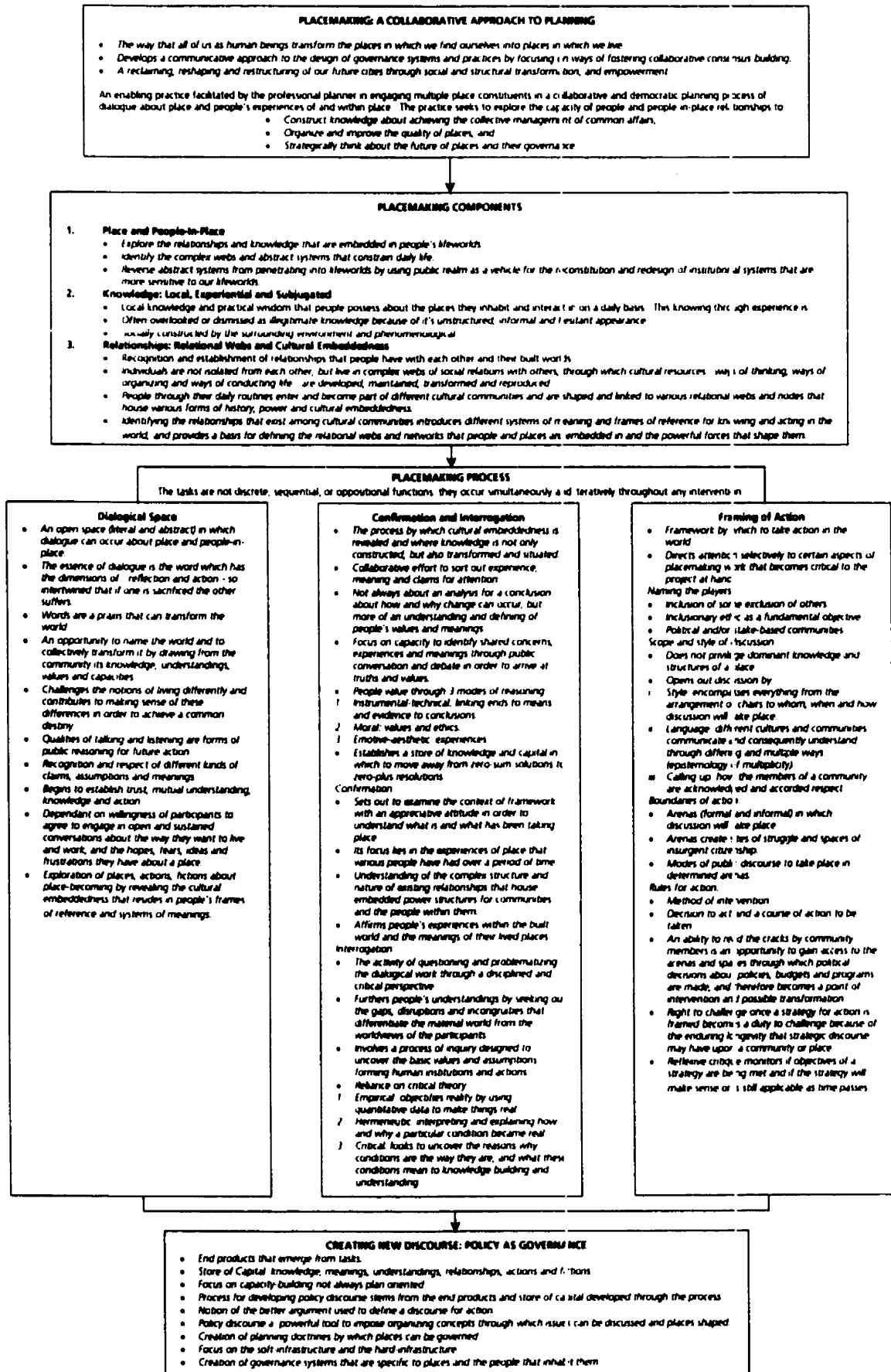
- How can the jumble of issues, arguments, claims for attention, and ideas about what to do, which arise in discussion be sorted out?
- How can people get to agree on a strategy, and maintain that agreement over time while continually subjecting a strategy to critique?
- How can a strategy be created that becomes a new discourse about how change (development, growth, improvement, spatial, environmental) in places (region, city, or neighbourhood) can be managed?
(Healey: 1996: 222)

These questions can be understood as (1) how can we have discussion about issues in the public realm, in order to be able to (2) judge discussion and build interrelationships across people's differences, which will (3) enable the undertaking of strategic consensus-building in order to create interculturally sensitive strategies for managing common concerns about places. For the professional practitioner setting out on a placemaking practice the questions can be addressed through the tasks of dialogical space, confirmation - interrogation, and the framing of action. The practice of placemaking and the planning process is diagramed in Figure 1.

2.6.1 DIALOGICAL SPACE

Primary to a placemaking practice is the creation of an open (public) space in which dialogue can occur about place and placemaking between multiple place constituents (Schneekloth and Shibley: 1993: 135, 1995: 6). The creation of a dialogical space is both a literal and abstract notion. Literal in the sense that a physical space, place or location has to exist in order for people to gather, and abstract because the space in which people are afforded the opportunity to dialogue and share their knowledge is not

Figure 1: Placemaking Practice



Source: derived from a synthesis of Schneekloth & Shibley (1995), Healey (1997) and Sandercock (1998)

visible. The true power and nature found in dialogue is articulated in the following statement:

As we attempt to analyze dialogue as a human phenomenon, we discover something which is the essence of dialogue itself: *the word*. But the word is more than just an instrument which makes dialogue possible; accordingly, we must seek its constitutive elements. Within the word we find two dimensions, reflection and action, in such radical interaction that if one is sacrificed - even in part - the other immediately suffers. There is no true word that is not at the same time a praxis. Thus, to speak a true word is to transform the world...Human existence cannot be silent...To exist, humanly, is to *name* the world, to change it...word is not the privilege of some few persons, but the right of everyone...If it is in speaking their word that people, by naming the world, transform it, dialogue imposes itself as the way by which they achieve significance as human beings (Freire: 1993: 68-69).

Through dialogue people learn about each other, about different points of view and come to reflect on their own point of view (Healey: 1997: 33). Engaging people in an inclusionary discussion about place and placemaking provides participants with an opportunity to name the world⁵ and to collectively transform it by drawing from the community its knowledge, understandings, values and capacities (Healey: 1996: 220).

Dialogical space through various forms of dialogue- discussion, debate and argumentation - not only challenges the notions of living differently, but contributes to making sense of these differences in order to achieve a common destiny. Dialogical space and its qualities of talking and listening are forms of public reasoning for future action. This space allows placemaking participants to engage in the exploration of "each other's concerns and the context of these concerns" (Healey: 1997: 52). Healey quotes German philosopher Jurgen Habermas' description of a public realm or dialogical space in which:

⁵ Paulo Freire uses this term in his work to educate and empower illiterate adults. The term describes the power that dialogue through words has for people. In speaking words people are empowered in voicing

participants recognise and respect different kinds of claims, as an aid to identifying assumptions and meanings, and that they acknowledge where different participants are coming from in articulating their claims. This means that political communities need to work out collaboratively how to give validity and priority to different claims, in order to work out what action, if any, to take in a particular contested situation (1997: 52).

Thus, in terms of placemaking and its dialogical task, inherent to the communicative effort is the:

acceptance of a degree of collaboration and reciprocity. The metaphor of dialogue and conversation is critical...In conversation, we must accept some common principles to allow this communicative exchange to take. Conversations imply the exchange of knowledge and understanding, of claims for attention. Their 'performance' requires some degree of trust and a preparedness for some degree of mutual understanding. It is only in the 'onesided' conversation that the hearer is dominated or marginalized (Healey: 1997: 53).

The construction and success of dialogical space is dependant upon the willingness of participants to agree to engage in open and sustained conversations about the way they want to live and work, and the hopes, fears, ideas and frustrations they have about a place (Schneekloth and Shibley: 1995: 7). Through dialogue people-in-place can explore "place, actions, and fictions about place - becoming" (Schneekloth and Shibley: 1995:7) by revealing the cultural embeddedness that resides in their frames of reference and systems of meanings. By having open dialogue participants and professionals can begin to come to terms at a common level where they can construct knowledge and action to (re)make and (re)shape both their physical and socio-political places within the lived world. Through dialogue people are accorded respect and most importantly a voice.

For example in Chapter Five section 5.1, an analysis of the Fort Rouge Neighbourhood Management Plan conceptual stages reveals that community members

their existence of being a human in the world. Words are a human right, not a privilege and in speaking words people affirm their rights of thinking, experiencing, knowing and living.

had gathered to discuss issues and concerns that were perceived to be a detriment to their neighbourhoods. Through the construction of an informal arena community members created a physical space in which to meet. In addition to providing a neutral meeting place, the creation of this space allowed community members to engage in discussions about the experiences and knowledge they individually had about the planning process for approvals and appeals as well as their neighbourhoods. The space enabled the beginning stages of trust to be forged through the opportunity to share personal experiences and knowledge, but more importantly the space provided respect, acknowledgment and legitimacy. Though the example that has been briefly discussed here from Chapter Five indicates a degree of the task of creating a dialogical space, it's manifestation is a brief fleeting moment in comparison to the overall planning process that had occurred in the Fort Rouge Neighbourhood Management Plan's development. Chapter Five provides a more detailed discussion and analysis of the actual planning process that took place.

2.6.2 CONFIRMATION AND INTERROGATION

The second task of a placemaking practice shifts focus to the dialectical work of confirmation and interrogation. The activity of confirmation sets out to examine the "context of work with an appreciative attitude in order to understand what is, and what has been, taking place" (Schneekloth and Shibley: 1995: 6). Its focus lies in the experiences of place that various people have had over a period of time. Interrogation is the activity of questioning and problematizing the dialogical work through a disciplined and critical perspective (Schneekloth and Shibley: 1995: 6). If confirmation's focus lies in revealing the experiences of place that various people have had over time, then

interrogation furthers people's understanding of placemaking by seeking out the gaps, disruptions and incongruities that differentiate the material world from the worldviews of the participants (Schneekloth and Shibley: 1995: 6). This task is the process in which cultural embeddedness is revealed and where knowledge is not only constructed but also situated and transformed.

2.6.2.1 CONFIRMATION

The task of confirmation requires the practitioner to have an understanding of the complex structure and nature of existing relationships. These relational webs or networks have both formal and informal components that house embedded power structures for communities and the people within them. Through observation, listening and talking, placemaking participants (including the practitioner) can recognize that particular knowledge of people-place experiences are interpretations of living in the world, and that all knowledge is legitimate. The significance of this task is then to start the questions needed for framing action. Specifically for the practitioner facilitating the task it will mean knowing who the decision-makers are, who are those disempowered and directly affected, what the rewards are, and how projects will be implemented. These questions will be further explored and elaborated in the framing of action, but awareness of these questions at this time is crucial for discourse and transformation. This kind of thinking and questioning allows the practitioner to view the process holistically, while being specifically situated to a particular place intervention. In this sense the practitioner will have to be able to balance the goals of the people-in-place with the goals of place becoming. In order to translate the life experiences of people the practitioner must understand and appreciate the context of life experiences and embed the work, research and action of knowledge to a specific site. It is being able to interpret and present the

accumulation of knowledge in such a way that it affirms people's experiences within the built world and the meanings of their lived places.

2.6.2.2 INTERROGATION

The task of interrogation involves building upon the shared knowledge of confirmation. It does not undermine or dismiss the experiences and interpretations of place and people-in-place, instead it appreciates this knowledge through a critical lens. The task of interrogation involves a process of inquiry designed to uncover the basic values and assumptions forming human institutions and actions (Schneekloth & Shibley: 1995: 10). The intent of interrogation is to focus the inquiry of place and people-in place knowledge in a way that judgement of intervention can be well informed for the framing of action.

In order for interrogation to be well informed, the process looks towards critical theory to question the way people know what they know (Schneekloth & Shibley: 1995: 11). Critical theory relies on the description of experiences and observations people have about place. It investigates the way that people develop values and interpretations of their experiences and observations of living and being in the world to construct knowledge. It seeks to understand the rationale by which humans interpret and formulate values of being in the world through their experiences and observations of living.

The use of critical theory in placemaking provides a three layered investigation of place knowledge and place intervention. First, critical theory seeks to understand empirically what is. This layer describes how and why conditions are the way they are usually by using scientific methods to make judgements. It objectifies reality by using quantitative data to make things real. It looks at what is lacking and what is present to postulate what if and the how conditions could be one way versus another way. The

second aspect of critical investigation referred to as hermeneutic seeks to understand how these conditions (experiences, observations, physical settings) became real, what makes them legitimate, and why are they considered meaningful or real. The final layer, referred to as the critical, seeks to explore the value structure of people and places to see where the power lies, who wins, who loses and what the implications are for proceeding in one direction versus another direction. It looks to find the reasons as to why things are the way they are and what these meanings or activities mean to knowledge building and understanding. This final layer builds and synthesizes the previous layer in order to present and formulate the best representation of placemaking knowledge for the framing of action.

The significance of confirmation-interrogation lies within the collaborative effort of the people-in-place and professional practitioner in sorting out experience, meaning and claims for attention. Traditional planning through pseudo-collaborative efforts accumulated knowledge through discussion and interactions with participants in order to filter and translate information into the technical language of analysts and administrators, essentially reducing a person's speech into a point to join other points in a structures analytical framework (Healey: 1996: 226). The task of confirmation and interrogation deviates from this traditional form in favor of taking the work to the people-in-place and constructing knowledge and action in place. So as discussion opens out then people begin to work through issues and understand how others think and act in the world

In sorting through the discussions it is important not to assemble all the various views on an issue and bring them back for analysis, but to go through each point and

discuss it with the participants in order to begin to work through each issue, define each issue, and offer different views, meanings and understandings. Similar to John Friedmann's concept of mutual learning, we are all equals and we learn from each other and through each other. This task is not always about an analysis for a conclusion about why and how change can occur, but more of an understanding and defining of people's values and meanings. The task involves:

working out what people value in moral and aesthetic terms as well as in a material sense, and how values are affected. It requires attention to rights, and to the legitimacy of the multiplicity of claims for policy attention (Healey: 1997: 51).

The reference to moral and aesthetic terms for value are derived from Habermas and the three modes of reasoning: instrumental-technical (linking ends to means and evidence to conclusions, which is the way planning traditionally practices), moral (values and ethics), and emotive-aesthetic (experiences) (Healey: 1997:51). Planners, in this task, facilitate the process of learning and sorting through arguments and claims. A planner must then be able to ask questions that aid participants in opening up meanings (sharing their ideas and conceptions) not only about themselves but what the implications may be for others.

The task of confirmation and interrogation is not separate from dialogue and dialogical space. The focus of this task is underlined by the capacity for public conversation and debate. The objective lies within the capacity to identify shared concerns, experiences and meanings. It is through these open spaces and conversations within the public realm "that we can arrive at 'truths' and 'values'" (Healey: 1997: 53). The achievement of these goals is enabled by the planner, who should be able to determine when and how to offer key organizing ideas for critical scrutiny by participants, through confirmation and interrogation,

through reflexive dialogue...through monitoring the mechanisms we create, we manage ourselves, we can arrive at the richest conception of both what is true and what is right that we can collectively imagine, and agree upon, using all our resources of reasoning and all our cultural awareness. In the end, what we take to be true and right will lie in the 'power of the better argument' articulated in specific socio-cultural contexts (Healey: 1997: 53-54).

Finally, the task of confirmation and interrogation sets out to establish a store of knowledge or placemaking capital in which to move away from traditional zero-sum solutions which sort out arguments and claims away from the process to form a conclusion, in favor of zero-plus resolutions that focus on capacity-building (Healey: 1996: 220, 1997:227). For the planner, a critical skill in facilitating this task is "knowing when to start sorting through arguments more formally, when to shift from trying to grasp different points of view on things, to trying to draw out common threads. This applies even more so to moving from learning to understanding, to working out what to do" (Healey: 1996: 227).

An example of confirmation and interrogation is discussed in Chapter Five of this thesis. The task of confirmation and interrogation was briefly evident in the early developmental stages of the neighbourhood management plan. For instance in the spring of 1994 Fort Rouge community representatives met to discuss the issue of commercial development and growth in the area. Community resident representatives felt that commercial development was encroaching on the residential districts surrounding the Corydon strip. Specifically residents felt that the issue of parking was becoming a troublesome concern for area residents. In addition residents felt that commercial development was sporadic and undefined, commercial development was spreading beyond what had originally existed in the area. Business representatives though not having those exact opinions also were concerned with the opportunities for commercial

development and growth in the area and what that could mean for their businesses.

Through dialogue (sharing and listening) both supposedly opposing groups were able to confirm and interrogate these discussions and in doing so were able to see that their concerns and aspirations for the future of the area were in fact quite similar. Through the acts of listening and sharing community members were validating, acknowledging and legitimizing each other's experiences and knowledge, they were confirming the occurrence of the experience. Interrogation took place when community members began to critically examine each other's experiences and began to realize that a larger issue was present in their discussions. Through their discussions they began to deal with broader issues than had originally been their focus and community representatives began to formulate action by proposing a vision statement to guide growth and improvement in their neighbourhoods.

2.6.3 FRAMING OF ACTION

The third task of placemaking involves the framework in which to take action within the world. The framing of action is informed by "the ongoing, iterative, and dialectical acts of confirmation and interrogation" (Schneekloth and Shibley: 1995: 7) to reveal the opportunities and constraints for action. The task directs attention selectively to certain aspects of the work that become or emerge as critical to the project at hand (Schneekloth and Shibley: 1995: 7). It involves decisions about what and whom to include and exclude in the creation of placemaking discourse in order to actively shape, make and transform our lived worlds. More specifically the task's sub-components involve naming the players, determining the scope and style of discussion, establishing the boundaries of action, and creating the rules for action.

2.6.3.1 NAMING THE PLAYERS

The naming of players is an ethical dilemma of placemaking activity for it involves the inclusion of some and the exclusion of others. For a democratic placemaking practice to occur an ethical process must be initiated from the beginning. Placemaking practice through its tasks seeks an inclusionary ethic as a fundamental objective. An inclusionary ethic has a moral duty to provide all members of a community with access to the various spaces and arenas by appreciating their points of view and according them respect throughout the process. Accordingly this means:

moving beyond distributive justice (where everyone has equal standing) to a recognition of diversity (all groupings of people should have equal ability to put out their views [i.e. voice their opinions]). To perform such a moral duty will be helped by access to a rich experiential political and social knowledge about community members, as well as perhaps analytical knowledge about the potential ways different people get involved in the public realm (Healey: 1996: 224).

Placemaking, through its focus on knowledge and relationships, is committed to an inclusionary practice by involving as its players all those people that reside in place and are affected by place. People can then be described as members of a community or communities who collectively constitute neighbourhoods, cities and regions. Community is not always that of the traditional place-based and its members are not always passive inhabitants. Communities and the people within a community possess the potential to become political communities or active agents and agencies of change. A political community or spatially based community are "all those in a place who share a concern, or are affected by what happens" (Healey: 1996: 223-224). In addition, a stake-based community are "all those who, directly or indirectly, have an interest in or care about what the people in the first community (political community) are doing in a place" (Healey; 1996: 224). Examples of this latter community's interest can be based on

historical or environmental reasons, and even for the simple fact that they are frequent visitors to a place. An ethical practice attends to both "the political community oriented to acting on a set of problems, and the wider community of stakeholders" (Healey: 1996: 224).

2.6.3.2 SCOPE AND STYLE OF DISCUSSION

Another aspect of significance within the framing of action task lies in the determination of the scope and style of discussion to take place (Healey: 1996: 225-226). Placemaking through its tasks does not seek to privilege the dominant knowledge and structures of a place over those that may have been or still are oppressed by such power relations. The framing of action has to be cognitive of what is to be discussed and how. Issues should be opened out in order to:

explore what they mean to different people, and whether they are really about what they seem to be or about something else. It requires a sort of mental 'unhooking' from previous assumptions and practices, to try to see issues in new ways (Healey: 1996: 225).

Opening out discussion describes a practice of placing discussion in the public domain for all community members whether staked based or political to have gain access. This opening out and mental unhooking can be achieved through style, language, and being called up (Healey: 1996: 225-226).

Style, encompasses everything from, the arrangement of chairs, to who talks, when to talk, how to talk, how discussion is started, and how discussion is ended. It is important to be aware that different cultures and political communities do things differently, and that an inclusionary approach will be sensitive to such difference.

Similar to style, language provides the practitioner with an awareness that different cultures and political communities communicate and consequently understand

through differing and multiple forms of media. An ability to discern which ways of knowing are most useful in different circumstances is significant within the placemaking practice and for the professional practitioner because it acknowledges the many other ways of knowing that exist and have importance to culturally diverse populations. An ability to determine the appropriate style and language in a process affirms, acknowledges and legitimizes an individual or groups cultural knowledge, experience and relations.

In addition to the traditional methods of obtaining information from participants, the professional practitioner equips the placemaking activity with an epistemology of multiplicity⁶. The traditional way looks to the science for its rational. Through the instruments of quantitative data the practitioner objectifies the subjects (the community) and comes to understand them through facts and figures. Placemaking with the addition of an openness to multiple ways of formulating knowledge, methods and theories uses phenomenology in addition to the traditional methods to understand, know and learn about the people and places they become involved with. An epistemology of multiplicity consists of knowing through dialogue; from experience; through gaining local knowledge of the specific and concrete; through learning to read symbolic, non-verbal evidence; through contemplation; and through action (Sandercock: 1998: 76). Language through various forms (verbal, acoustic, visual, etc.) can have different meanings for various people depending on who is talking, listening, and observing. The challenge is to accept the multiple types of language while recognizing that translation may be necessary and that even then communication between various cultures can be limited.

⁶ Sandercock (1998) uses this term to describe a theory of knowledge that involves multiple ways of obtaining or tapping into various individual and community knowledge.

The calling up⁷ or acknowledgment of members in a political community as discussion proceeds is how they are accorded respect. In the framing of action the "capacity to keep under explicit review the various ways that members of a political community describe to each other both themselves and the 'others' of significance to them, as they engage in discussion" (Healey: 1996: 226) is key to placemaking practice. A commitment to an inclusionary ethic will accord respect to those people or members of a political community that are not present yet hold a stake in the process.

2.6.3.3 BOUNDARIES OF ACTION

The boundaries of action can be elaborated and focused by reference to the arenas in which discussion will take place. Placemaking can be described as being made up of formal and informal arenas. The gaining of voice in these arenas has not always been a simple task to accomplish and can be described as sites of struggle and spaces of insurgent citizenship where people fight or rebel against the system to be heard, seen and acknowledged (Sandercock: 1998: 16). It is within these spaces and arenas that struggles over belonging and common citizenship have taken place (Sandercock: 1998: 15). Accessing such arenas is best done through dialogue or an inclusionary discussion in an informal arena. Informal arenas⁸ can be understood as the impartial spaces or neutral environments in which people can begin the process of relation-building. They are arenas in which community members can openly gather to discuss experiences, issues, concerns and desires. The formal arenas are the political, administrative and legal

⁷ Healey (1996) uses this term in her communicative theory to describe the act of acknowledging community members.

⁸ Informal arenas can be thought of as what Ray Oldenburg (1989) refers to as third places. According to Oldenburg (1989: xvii) the function of third places is to unite the neighbourhood. A third place is a mixer where everyone gets to know everyone else. He further states that assimilation is a function to which third places are well suited. Third places are places where people can be introduced in neutral ground.

systems of traditional planning. These arenas have their own structure and rules of process that "allocate rights to be represented and heard" (Healey: 1996: 223).

The form and structure of the formal arenas tends to privilege the voice and interests of those who have access to them and marginalizes those who do not.

Sandercock describes these voices as voices from the boarderlands. The voices of those who have been displaced, oppressed or dominated, "they are the subjective voices of experience, insisting on the relevance of that experience to the task" (Sandercock; 1998: 110) of making places. Traditional planning through its formal arenas has omitted other people and communities of their words, voices and stories. These cultural Others are the noir side of planning⁹ (Sandercock: 1998: 5). The traditional way concentrated "on who wins and loses through the form of such systems, and how the 'politics of voice', of articulating interests, challenges the power of 'bureaucracy' and 'capital'" (Healey: 1996: 223).

Placemaking seeks to go beyond the traditional ways of thinking by informing participants of the systems and rules of the various arenas. The practice seeks to provide as equal a playing field as possible. Awareness of these arenas, how they are constructed (rules, laws, procedures) and where legitimacy comes from, can allow dialogue and discourse to shift into the arena(s) in which change can occur. The boundaries of action provide a space for discussion to be constructed in the public realm by allowing the various modes of public discourse to take place in determined arenas. Discourse is

Oldenburg also refers to third places as sorting areas in which to sort people according to their potential usefulness in collective undertakings.

⁹ Sandercock (1998) uses this term to describe the repressed side of planning. A planning practice that in the past and present is used to hide or keep those individuals who are determined by institutions or government to not be part of their definitions of society. These definitions tend to privilege a society that was white, male, and heterosexual. A homogeneous society in which you were discriminated by your gender, color, ethnicity, sexual orientation, income, social status, and physical abilities.

defined as a system of meaning embedded in a strategy for action (Healey: 1996: 227), and determined arenas referring to the places where discussion or debate will take place. These places can be places in which to appeal decisions such as legal courts, the Board of Adjustment, a Community Committee or Standing Policy Committee such as Property and Development.

2.6.3.4 RULES FOR ACTION

The final component in framing of action is the creation of rules for action, or "methods of interventions" (Schneekloth and Shibley: 1995: 16). Methods of intervention are the varying methods, techniques or tools that can be used in a process in order for a community to be able to comprehend each other's knowledge, reach consensus and resolution for action. The rules for action is literally the action part of the process, it implies the decision to act and the course of action to be taken.

The occurrence of these interventions is capitalized by an ability to read the cracks¹⁰ within the boundaries of action. Vital to a transformative action then is a familiarity not only with the various arenas (process, rules, procedure), but also a familiarity with the people involved (meanings, experiences, knowledge, and cultural embeddedness). An ability to read the cracks by community members is an opportunity to gain access to the arenas and spaces through which political decisions are made about policies, programs and budgets, and therefore becomes a point of intervention and possible transformation. Critical to the framing of action, is an ability to read the cracks in an institution and "to be able to widen a crack into a real potential for change" (Healey: 1996: 223), or at least be given the opportunity to present a differing perspective. The

capacity or ability to read the cracks is not only a task assigned to the person in a leadership role, often the planner, but to anyone who has the

capacity to see and articulate to others a strategic possibility. Behind this skill lies the capacity for an acute sense of the relation between the structural dynamics of local economic, social, and political relations and how these are manifest in what particular people in a place are bothered about (Healey: 1996: 223).

Such opportunities for change situate discussion in the proper arenas and also create the opportunities for new arrangements about mobilizing community voice to occur.

Once a strategy for action has been agreed upon by members of a community there needs to be a mechanism in place for those who are unhappy with the choice(s) made and for those who cannot come to a resolution through the debating arenas. Attention to these concerns and objectives from the start attempts to commit the process to as democratic and ethical an effort as possible, while recognizing that there will always be those that feel marginalised by such decisions of action. Agreeing from the beginning as to how such agreements will be addressed and challenged is essential, if not crucial to an inclusionary consensus-building strategy. The right to challenge as stipulated by participants at the beginning of the process for sorting through arguments in this final aspect, once a strategy for action is framed, becomes a duty to challenge (Healey: 1996: 229). This right changes to a duty because of the enduring longevity that strategic discourse may have upon a community or place such as in the development of policies, programs or budgets. An ethical commitment to this duty attempt to ensure that potentially new policy discourse does not constrain or oppress a community and its constituents. That is to say that the action(s) chosen by participants serves as a positive

¹⁰ Healey (1996) uses this term in her communicative theory to refer to opportunities or gaps in a system or process. In determining these cracks or having an ability to read them an opportunity can present itself in which to interject, transform or maintain a system or process.

opportunity for the community not as a detriment. The transformation from a right to challenge becomes a duty to challenge in this final task because of the acceptance that strategic discourse has gained by place constituents. These strategies can affect the "dynamics of social relations through contributing to the way people frame how they think about how to act, and through generating constraints or barriers to action in one form or another" (Healey: 1996: 229).

The framing role needs to be continually reinterpreted and visited for its meanings, strategy solutions and elements. Distortions about place and placemaking activity can then be minimized through reflexive critique. Reflexive critique monitors if the objectives of a strategy are being met and if the strategy still makes sense or if there are new issues, concerns and affected community members. It involves a "periodic review of parameters, to help to maintain an active consciousness of what they are and what they mean [in order to] counteract the tendency for broad assumptions to become invisibly embedded in established practice, or fade away" (Healey: 1996: 230). To commit to reflexive critique does not automatically mean that a strategy for action will always be changed, but keeping the parameters alive and open makes it possible to think more freely about changing strategies for action when community members begin to feel that this might be needed (Healey: 1996: 230). Thus,

A powerful discourse, energetically diffused, has the capacity to change what people think and what they do, and to maintain these changes (Healey: 1996: 230).

Chapter Five of this thesis provides an analysis of the planning process used to develop the Fort Rouge Neighbourhood Management Plan. The closest example to the task of framing action can be seen at a planning session held on March 22, 1994. At this session the planner posed a series of questions that served as a means of developing a set

of guidelines or terms of reference for the planning activity to take place. This notion is similar to the framing of action previously discussed. The questions posed by the planner can be compared to the sub-components of naming the players, establishing the boundaries of action and creating the rules for action. The discussion that community representatives participated showed the beginning signs of an open and inclusive discussion of the process desired by the community. The opportunity for such discussion though only presented itself at one planning session. The framing of action as described in this section failed to exist in community discussions or subsequent planning sessions.

2.7 CREATING NEW DISCOURSE: POLICY AS GOVERNANCE

Significant to a placemaking process are the end products that emerge from the tasks. Collectively these tasks produce a store of capital (knowledge, meaning, understandings, relationships, actions, fictions) from which place participants can draw. This capital is an investment in place and people and the intertwined nature of these subjects, it does not necessarily produce action. These end products or capital are those which are actively constructed within placemaking process. They are not only constructed by people, but become embedded within place. Knowledge, meaning and action become mechanisms for the making of places that offer people a sense-of-belonging, pride and ownership. The importance lies in the realization by community members, planners and politicians, that the products created within the placemaking process are meant to be enabling products that are realized, formed and used by communities. Such capital, when formulated into discourse can become an empowering and liberating tool for citizens.

Where discussion in the past took place in defined stages and strategic ideas were contrived by politicians and experts (i.e. planning by planners for planners) placemaking seeks to explore the different ways strategies can be made collectively and collaboratively. Conceived within the tasks of placemaking, policy discourse has powerful and transformative implications for people. To reiterate, discourse is a system of meaning embedded in a strategy for action. Accordingly a strategy for action can be understood as referring to policy and meaning implying discourse. The process for developing new policy discourse stems out of forming meanings from the arguments and claims that were developed through discussion. As arguments are sorted, the meaning (discourse) becomes more defined. It is significant then to not define the problem too early in the process. Doing so without the exploration of other stories may entrench and support old beliefs and power structures. In exploring the various stories or actions and consequently their ramifications and meaning for varying community members the notion of the better argument¹¹ could be used to define a discourse for action. Defining such a statement is a powerful aspect of placemaking practice, as it contains within it the capacity of setting (future) precedents. Policy discourse can become a powerful tool used by people-in-place to impose organizing concepts and vocabularies of images and terms through which issues can be discussed and places shaped (Healey: 1996: 228). Once accepted policy ideas can have enormous longevity. More specifically,

the term 'policy' commonly used to refer to an explicit statement of a governance objective, with the implication that the policy articulated will be used in some way as a guide to what the governance entity will do. A policy thus 'frames' subsequent action (Healey: 1997: 214).

¹¹ Habermas uses this term in communicative action theory to describe how participants exchange and sort out ideas to propose a course of action. Through the use of 3 modes of reasoning (instrumental-technical, moral, and emotive-aesthetic) and a reliance on people's knowledge, understandings, values and capacities (i.e. critical capacities) the notion of the better argument will prevail.

Legislated through planning doctrines these policy statements can provide constituents with transformative benefits or detrimental repercussions. Such doctrines are the mechanisms by which places are and can be governed. Placemaking through a collaborative approach can be used as a tool for creating governance systems that are specific to places and the people that inhabit them.

It seeks to challenge the notion of governance as merely the formal institutions of government...In its place, an alternative notion of collaborative governance is developed, within which the formal institutions of government have a role in providing a hard infrastructure of a *structure of challenges*, to constrain and modify dominant centres of power, and a soft infrastructure of *relation-building* through which sufficient consensus building and mutual learning can occur to develop *social, intellectual and political capital* to promote co-ordination and the flow of knowledge and competence among the various social relations co-existing within places (Healey: 1997: 200).

A collaborative approach to placemaking focuses first on the soft infrastructure of relation-building, accomplished through dialogue, confirmation-interrogation and framing action, and then shifts to the hard infrastructure of institutions through which political decisions are made about the management, development and governance of our places is made.

2.8 CONCLUSION

Placemaking as has been described in this chapter sets out to provide a new design of the institutional mechanisms through which communities, whether political or stake-based, address their common concerns and desires about the management and governance of their local neighbourhoods. Essentially placemaking calls for the redesign of planning systems and practices engrained with modernist methods based on scientific objectivity and technical experts. Placemaking practice seeks to reveal and enable a

phenomenological way of understanding, knowing and viewing the dynamics of neighborhood change.

More specifically as has been discussed in this chapter the practice seeks to acknowledge and accord respect to the various modes by which people value. Therefore placemaking practice does not set out to eliminate the modern methods of planning because it acknowledges that these ways (i.e. instrumental-technical) are one of the modes through which people value, but sets out to underscore that people's modes of valuing extend to encompass that which is inexplicable by science. These other modes of valuing (i.e. moral and emotive-aesthetic) are embedded in the lifeworlds of everyday life, and in people's systems of meanings and frames of reference from which they draw upon and interact within. Consequently placemaking is a practice that basis its approach less on methods that objectify place and people-in-place and more on the knowledge, relationships and critical capacities of people to make places.

Furthermore the significance of placemaking as an approach for local level planning can be seen through the potentially enduring planning doctrines and discourse that can be achieved through its process. These planning documents outline policies and guidelines by which places such as neighbourhoods, cities and regions are made and shaped. Such doctrines contain within them long-term concepts and principles by which places are:

- physically designed in terms of architecture, urban design and landscape architecture as interpreted through zoning by-laws and design guidelines,
- administratively managed by City governments in terms of maintenance, development, growth and the delivery of City services, and

- governed in terms of the socio-political processes and dynamics of shaping places through the articulation and implementation of policies.

As a result, there is a need for professional planners setting out on a planning intervention to equip themselves with an approach that is not purely focused on problem solving for the purpose of developing an end product in the form of a document. But, more importantly planners should equip themselves with an approach that focuses on place and the people-in-place. In enabling place and people-in-place to participate in processes' that build communal relationships, capacities and intellectual capital from which communities can draw upon to address, solve and manage common concerns about their local places.

This chapter has provided a detailed discussion of a placemaking practice for planners and the institution of planning. The following chapter describes the institutional approach towards the making of places by the City of Winnipeg government and then more specifically the approach practiced by the Planning and Land Use Division in the creation of Neighbourhood Management Plans. The discussion is intended to contrast the mixture of instrumental-technicality and phenomenology as described in this chapter with the purely technical administrative approach of neighbourhood management of City government and the Planning and Land Use Division in the next chapter.

CHAPTER THREE

NEIGHBOURHOOD MANAGEMENT AND CIVIC PLANNING

In order to appreciate placemaking practice as a framework for the institutional design of places within City government, and more specifically as a guide for civic planners to enable citizens to collaboratively participate in the shaping and making of their places, it would be advantageous to provide an overview of neighbourhood management in the planning context. This overview will focus on the historical development of civic government and its influence on the planning function, and set the stage for an account of the neighbourhood management approach being practiced by the City of Winnipeg Planning and Land Use Division. By situating the planning function in its organizational context and administrative role, the implication of placemaking practice as discussed in the previous chapter can be understood not only in terms of planning at the neighbourhood level, but of the practice's larger implication for institutional change in Municipal Government.

3.1 SETTING THE STAGE: THE ESTABLISHMENT OF UNICITY AND THE CITY OF WINNIPEG ACT

In 1971 the City of Winnipeg Act was established and Unicity replaced the former two-tier metropolitan system that had been in existence since 1960. Central to the amalgamation plan and consequently formulating the basis of the Acts legislative powers was the underlying issue of defining what the relationship should be

between the citizens and new government. What evolved from this question and subsequently served, as the new government's primary principles were the centralization of administration for the efficiency of service delivery, and the decentralization of the political process through various provisions (Tindal & Tindal: 1990: 92).

Therefore, not only did Unicity's legislative authority make provisions for how the corporation should be run and structured, but it also actively set out to provide for citizen access to municipal government and public participation within the political life of the city. Of the numerous provisions in the 1971 City of Winnipeg Act, notable to the discussion of citizen participation and neighbourhood management are the sections pertaining to Community Committees, Resident Advisory Groups, and Part 20 The Environment which articulates the statutory authority of the planning function within City government.

Amendments to the Act over a twenty-five year time period to these provisions, as will be discussed in the following sub-section, have served only to weaken the initial reformist intentions of these organizational bodies and to undermine citizen participation in the decision-making process. In light of such amendments the role of the planner and the function of planning towards the creation of Neighbourhood Management Plans becomes significant to the citizens and the City as a whole. The plans themselves become more significant to both citizens and City government because they are the activity by which to involve residents in decisions affecting the development, maintenance and management of their communities. The role of the planner and planning function is heightened because of the potentially enduring qualities that come

from the development of such plans through the creation of policies for citizens and their communities.

3.1.1 COMMUNITY COMMITTEES AND RESIDENT ADVISORY GROUPS (RAGS)

In order to fulfill the objectives of political decentralization and citizen participation the 1971 City of Winnipeg Act provided for the creation of both Community Committees and Resident Advisory Groups (RAGs). These two provisions are the legislated mechanism through which to provide citizens with access to the political affairs of city government and by which to enable their participation in decisions of a local and regional scale.

Unicity with its reformist ideologies envisioned that Community Committees would function as the central political body of City government and would deal with the lack of citizen involvement in city politics by serving as a vehicle for effective citizen participation. According to the Act, Community Committees in providing citizens with an arena in which to be part of the political process would also be providing citizens with access to Council. Essentially these organizational bodies would function as a liaison between City government and the citizens they represent. Consequently City Councillors serve a dual purpose between their constituents and the government they function in. On the one hand they are members of Council concerned with the legislative decisions affecting the whole city, and on the other hand they are members of Community Committees concerned with local community issues (City of Winnipeg: Municipal Manual: 1999: 79). These Committees have the power and jurisdiction to make decisions and recommendations on issues affecting their local community, and are the body and arena in which public hearings are held, appeals are heard, and where local budget items are reviewed.

Though Community Committees were the organizational bodies envisioned by the Act to provide citizens with access to Council, there still seemed to be a need for a mechanism in which citizens could convey their views and concerns to Community Committees (and therefore to Council) in a more formal and structured manner. Resident Advisory Groups (RAGs) were the accompanying instruments to be legislated (By-law Sect. 41) for providing such opportunities. Representation of this group would occur through election at a community conference to be held on a yearly basis. These groups of community members were to function as an advisory body to Community Committees by making them aware of the concerns, needs, and wishes of the larger community. Under the Act RAGs could formulate their own terms of reference and procedures¹ under which the group would operate, but would not be recognized as functioning at the same level or having the power and jurisdiction of the Community Committees (i.e. RAGs were purely advisory).

One of the functions of Community Committees, as outlined in the Act and one of the legislative body's primary duties, is to develop techniques by which to meet the City's larger commitment to citizen access and participation in the political process. The by-law states the following:

Duties of community committees

- 36 Each community committee shall develop and implement techniques
- (a) to maintain the closest possible communication between the city and the residents of the community, and shall carry out and ensure that the residents are given full opportunity to represent their views on policies, programs, budgets and delivery of services;
 - (b) to provide the residents of the community with information concerning existing and potential city policies, programs

¹ The number of members in the residents' advisory group, the manner of election, the procedure for filling vacancies and increasing the number of members, and the period for which they are to serve.

- and budgets so as to facilitate their input concerning these matters; and
- (c) to make the fullest and best use of the residents' advisory group for the community, in providing advice and assistance to the community committee in the committee's consideration of plans, developments under part 20, or proposed plans of subdivisions, or any amendment, repeal or replacement of them
- (City of Winnipeg Act: 1993: 33)

As outlined through the by-law Community Committees are required to develop a mechanism through which to maintain communication with and between residents and Council. Achieving these requirements provides residents with a role in the decision-making process and an opportunity to express their opinions, concerns and needs regarding local and regional matters. Apart from delineating the relationship of Community Committees to individual community residents, the by-law also clarifies the Committees responsibility to the Residents' Advisory Groups. To these bodies of neighbourhood advisors the by-law requires that Community Committees consult and refer to the RAGs in the decision-making process.

Ideally, at least on paper the provisions of Community Committees and Resident Advisory Groups provide for a democratic system of City government. Both organizational bodies assist to maintain a check and balances procedure to the City's political system. The reality of these bodies operation though lacks the reformist ideal that they were envisioned to function as in the City system. For instance Community Committees were originally responsible for supervising the administration and delivery of services for their respective communities. This responsibility had to be rescinded in later amendments leaving the Community Committees with the role of communication and serving as the starting point in the process of examining applications for zoning and

plan amendments, as well as the power to grant minimal zoning variances (Levin: 1993: 342).

According to Levins' (1993) discussion about the 1975 Committee of Review² report, both Community Committees and Resident Advisory Groups were perceived as failing in their duties. Specifically Levin (1993: 348-349) suggests that the failure of the RAGs can be attributed to:

- (1) the indifference and hostility of Councillors that sat on the Committee by refusing to comply with requirements of the Act such as maintaining close communication with residents for the purpose of conveying views to Council and of developing techniques for residents to be informed about the policies, programs and budgets of the City, and
- (2) that RAGs had poor and inadequate resources, i.e. they were not allocated enough funding to provide for resource people to research or write reports and supply expenditures.

The 1975 Review Committees' Report as discussed by Levin indicates that RAGs felt ignored and rejected by the Community Committees they were created to assist and advise. Community Committees on the other hand felt that RAGs were represented by small interest groups and therefore did not reflect the overall community, but instead manipulated the process in order to fulfill their own objectives. Overall the discussion by Levin in regards to the Review Committees' Report indicates that both RAGs and Community Committees were not given enough responsibility, power or authority at the local level, and that these organizational bodies would have been better served in the production and preparation of Community and Action Area Plans. For RAGs this would

² This committee was comprised of Judge Peter Taraska (chairman), Professor Allan O'Brien, Earl Levin, and Ellen Gallagher. The report produced by the Committee is also referred to as the Taraska Report.

have given them a purpose and role in the political life and activities of the City by basically giving them something to report back to Community Committees and subsequently to Council. Similarly this would have also given Community Committees something to report back to RAGs in reference to the development of policies by Council.

Over twenty years later, the sentiments of the shortcomings and failures of Community Committees and RAGs still resonate. For instance in 1971 the City had been divided into fifty (electoral) wards. The division of these wards was based on a 10,000 - 12,000 (citizen) : 1 (councillor) optimum ratio number. When specific wards were grouped they formed a community which identified a former municipality, and thus defined a Community Committee. For the newly established Unicity, an amalgamation of thirteen municipalities, this meant that there would be thirteen Community Committees. At the time of the development of the Fort Rouge Neighbourhood Management Plan (1994-1998) the City recognized five Community Committees. According to the Municipal Manual (1992: 2), recent amendments to the City of Winnipeg Act repealed the statutory requirement for Community Committees and Council has been given the ability to structure public participation. In 1998 Council had determined that the public consultation review process of Plan Winnipeg be utilized to assist in determining the most appropriate structure for public participation in the governing process of the City. This review process as of still is underway. In addition the Cuff (1997: 7, 104) report recommended the elimination of Community Committees altogether. Whether Civic Government will follow this recommendation has yet to be

determined, the Plan Winnipeg review process underway is an aspect of Council's determination of this recommendation.

With the future of Community Committees in such a precarious state and Resident Advisory Groups nearly non-existent³ the notion of citizen access and participation in the political process becomes an even more important requirement to fulfill. Specifically if these organizational bodies are eliminated from the political process then how will residents participate and affect change in the decision-making process at the neighbourhood level. Earlier in this sub-section there had been a reference made to the fact that both Community Committees and RAGs would have been most useful in the development of Community and Action Plans. The jurisdictional power of these plans falls under Part 20 of the Act, which outlines the statutory power of the planning function. If Community Committees are the organizational body in which to further citizen participation and access through the development of plans, then the function of planning can also be understood as one of the administrative bodies of City government in conjunction with Community Committees to have a responsibility in providing access to residents in the decision-making process and in conveying residents' views about the maintenance, development and management of the City and their local neighborhoods. The next sub-section discusses the role of the planning function as envisioned by Unicity in the context of their provisional duties. As will be discussed the

³ Three out of five communities have a Resident Advisory Group: City Centre Community (River Heights Ward, Fort Rouge Ward, Daniel McIntyre Ward), East Kildonan-Transcona Community (Transcona Ward, North Kildonan Ward, Elmwood Ward), and Riel Community (St. Norbert Ward, St. Vital Ward, St. Boniface Ward). Even if all the Communities had RAGs, the area they represent is quite larger than the original ideal ratio that provided for thirteen communities in 1971. For example the City Centre RAG has six elected resident representatives for three wards. There is only one elected representative for the Fort Rouge Ward on the advisory body and therefore only one voice to articulate the needs of this ward to the other resident representatives for two other wards.

role of the planning function in the early stages of Unicity was rather dormant and ineffectively used by Council and City Government.

3.1.2 THE EARLY PLANNING FUNCTION: PART 20 THE ENVIRONMENT

Differing from its predecessor, the Metro Act, the 1971 City of Winnipeg Act acknowledged the policy-making role of municipal government through the planning body, which would formulate the City's policy-making function. The City of Winnipeg Act clearly articulated the responsibility of City Council to formulate development policies in the form of a development plan entitled the Greater Winnipeg Development Plan. This plan would replace the former 1968 Metropolitan Development Plan and would itself be succeeded by Plan Winnipeg (1981, 1986) and, at the time of the Fort Rouge planning process, Plan Winnipeg - Toward 2010 (1992). The Greater Winnipeg Development Plan outlined a mechanism through which to further build upon the former development plan and execute desired development in the City.

In addition, the Act provided for two other types of plans to compliment the broader comprehensive development plan. These other two plans were the District Plan and the Action Area Plan. The District Plan, later known as the Community Plan, provided for the development of a plan for a specified district. Currently, this type of plan does not exist. The Action Area Plan, presently known as the Secondary Plan and an aspect of this research, provided a more detailed plan for a specified area within a district. These three plans, The Greater Winnipeg Development Plan, Community Plan and Action Plan were to work together by building from the broader plan to provide for varying levels of detail.

Unicity and its legislative authority, through its political decentralization had brought decision-making of certain issues to the local level (at least on paper). City

government had evolved to the point where Community Committees had become most responsible for managing and particularly moderating issues of a local nature (City of Winnipeg Department of Environmental Planning: 1982: 1). Since planning was recognized as the institutional body through which the Corporation conducted its policy-making business its administrative role needed to be articulated in a manner that provided the planning function with flexibility in the City system. A flexible approach to the administrative role of planning would allow it to function laterally (internally and inter-departmentally) as well as vertically (in the political and functional organization) within City government.

Whether in response to some of the failures of the municipal system such as in the previous sub-sections' discussion which recommended that Community Committees and RAGs be given the responsibility of preparing District and Action Area Plans for their respective communities. Or in reaction to an unfulfilled and unclear role for the Planning Department, amendments to the Act in 1977 did not reflect planning's responsibilities in the innovative policy-making function that was envisioned (Levin: 1993: 360). What had become clear was that Community Committees were viewed as the organizational body responsible for the management and moderating of neighbourhoods and that planning, as a function of City government was responsible for the management and planning of neighbourhoods. Consequently this would mean that in order to meet both the concepts of a centralized administration and a decentralized political process an approach needed to be developed for these organizational bodies to function effectively and efficiently in the delivery of services. More specifically, what had transpired was the need for a mechanism in which to administer service delivery and an approach in which to negotiate

the public decision-making process at the community level. To this end Levin offers the following discussion of the significance of policy, public participation, and planning in the City system:

The turmoil of conflicting opinions and their eventual resolution in terms of policy is an essential part of the democratic political process. It is also an essential part of the planning process. It is a means of ensuring that government does not embark on programs or make commitments without at least some public discussion of the issues and accordingly some public participation in the formulation of policy. It was implicit in the structure of plans and procedures set out in the Environment section of the Act (Levin: 1993: 356).

Consequently planning, by its very nature is a political activity that is intertwined within the functional role of City government and the decision-making process. The role of the planning function within City government as has been discussed earlier in this chapter is vital to the City's policy-making function. The perception by City government of the planning function as has been discussed thus far is one of limited scope, where the City Council views the function of planning as an organizational obligation within City government and the role of the planner solely as technical expert. The role of planning as it has evolved in city systems and as it was originally envisioned at its inception in the late nineteenth century has proven to be more than a technical requirement of City government. Davidoff (1965) describes city planning as a means for determining policy, and that appropriate policy in a democracy is determined through political debate. In other words planning is a political process and as such must reflect a commitment to public debate and accountability in the governing system.

Planning can be described as a political process or activity because of its functional role for the creation of policies and the preparation of plans that may have enduring ramifications for cities at the regional scale and neighbourhoods at the local

scale. The responsibility of engaging in such activities invariably is invested in the negotiation of vested interests by a variety of stakeholders whose views, issues, concerns and solutions are often in opposition. The determination of a strategy for action through policy creation therefore is a political process embedded within people and places, and enabled through planning and planners as described in Chapter Two.

The next section demonstrates that the neighbourhood management concept and approach does in some degree fulfill the technical and rational aspects of the planning function, but what needs as of yet needs to be fully envisioned by City government or implemented by the planning function is the institutionalization of a political process that enables both City government and citizens to collaboratively participate in the creation of policy discourse. The discussion thus far has shown that Community Committees were most responsible for the management of local communities in the city system and were required to develop techniques to involve residents and RAGs in the political process. Furthermore these organizational bodies, along with the City Planning function were responsible and required by the Act to develop plans to provide the City with varying levels of detail in local and regional matters. The following section discusses the planning function's efforts to define their role within a centralized administration in relation to and as a support for Community Committees, and a decentralized political process through the provisional duties of plan development through policy creation.

3.2 THE EMERGENCE OF NEIGHBOURHOOD MANAGEMENT: AN UNOFFICIAL APPROACH

In 1982, a decade after the City's incorporation, the Department of Environmental Planning produced a position paper entitled "Neighbourhood Management and District

Planning" in which the fundamental concepts of a centralized administrative body and a decentralized political process were addressed by describing a mechanism for its realization. The department proposed the following position,

"Neighbourhood Management" is a concept which is proposed as a model for describing the current approach to small area management in general and small area planning in particular. It is proposed that in order to effectively discuss the role of District Planning as a support to the Community Committees, a first step is to describe the current role of the Community Committee as managers of neighbourhoods. Based on such a description, a more relevant description of the current role of District Planning should follow. Furthermore, any proposals to change the current role of District Planning must be evaluated in the context of improving the support given to Neighbourhood Management (Department of Environmental Planning, City of Winnipeg: 1982: 1).

Neighbourhood management, an internally developed term, would serve two purposes within the municipal system. As an operational mechanism, neighbourhood management served as an instrument for overseeing service delivery. As a tool neighbourhood management would provide an approach to local level decision making in the political process. It is the latter part specifically which this thesis focuses upon, as well be discussed later in this chapter in terms of a recognized and recommended approach by Plan Winnipeg, the City's long-term comprehensive plan, and in general through its institutionalization as an administrative instrument.

3.2.1 THE CONCEPT OF NEIGHBOURHOOD MANAGEMENT

According to the Planning Department's position paper, the concept of neighbourhood management recognized that neighbourhoods are the basic building blocks of the City and that the various individual neighbourhoods collectively construct the City physically, socially and economically (City of Winnipeg Department of Environmental Planning: 1982: 1). This description would eventually provide one of the identified principles of Plan Winnipeg (Toward 2010) as will be discussed in section 3.3

Plan Winnipeg - Toward 2010: An Official Approach to Local Area Planning and Neighbourhood Management. Furthermore, the position paper reinforces the functional role of Community Committees being the organizational body by which to manage and moderate local level issues.

As had been discussed earlier Community Committees as envisioned by City government were the vehicle through which to provide the citizen with access to their elected representative. If the reader will recall from section 3.1.1 Community Committees and Resident Advisory Groups (RAGs), at the time of Unicity's incorporation (1971) the Act legislated the establishment of thirteen community committees and fifty wards, therefore fifty elected City Councillors. In future years the number of these committees, wards, and consequently elected representatives would diminish with amendments. For instance amendments in 1974 established twelve community committees, in 1977 six community committees, in 1991 five community committees and currently civic restructuring has proposed the elimination of these bodies from the government system (Cuff Report, City of Winnipeg: 1997: 7, 104). Similarly changes to ward boundaries have seen the reduction in size of Council from 50 to 39 members in 1975, to 29 in 1977, and in 1991 the composition of Council was changed to fifteen full-time members, which serves as the present representative system.

These amendments, as well as others, serves to strengthen the argument for placemaking practice to be recognized as a viable practice for neighbourhood management and as an approach to the development of plans because they become the means in which citizens gain access to the political process. If Community Committees are eliminated from the organizational function of city government then through what

City body or City initiatives will citizens be able to convey their needs, concerns and desires for their local neighbourhoods and larger city. The neighbourhood management concept should not only serve as an administrative tool within the City system, but more importantly as a meaningful process within the planning function. Lack of the latter part of this concept will be demonstrated in Chapter Four's case study description and analyzed in Chapter Five with the collaborative capacity building activity of Chapter Two.

Community Committees, past and present, deal with many of the specific issues within a neighbourhood. They are the body or arena (refer to Chapter Two) through which to hold public hearings, hear certain appeals, and review and recommend local budget items. These committees are the liaison between Council and its Standing Committees on one hand, and the citizens of neighbourhoods, whether organized or as individuals on the other hand. The Planning Department's position paper affirms that it would only make sense then that issues of a purely local nature, having no impact on the overall or regional operations of the City, are best dealt with at the local Community Committee level. These Committees are the civic body that is closest to the local issues and most capable of responding to community residents. Therefore in order for planning to function in support of Community Committees and as a one of the many functional bodies within the City system, the Planning Department decided to reconcile their role and the role of the City by proposing that neighbourhood management would provide two advantages over centralized decision-making. The advantages of using neighbourhood management as a model for describing the approach to small area management and small area planning was seen to be:

- (1) a technique of delegating responsibility and accountability for local decisions with the Community Committees, and
- (2) a way to free up the upper political administrative body (i.e. Standing Committees) in the decision making process to focus on more city wide issues.

Community Committees afforded Standing Committees the opportunity to be unburdened of detailed matters that were beyond their experience and mandate. The discussion of this may appear redundant or off topic since the point of this thesis is to provide a process for meaningful participation through placemaking practice, but it is significant to provide this background information to demonstrate that City of Winnipeg planners and the City's planning function continue to rely on the rational instruments of science and serve to remain a modernist technical device for municipal government to realize their bottom line preoccupation with being a successful business corporation. For the planning function to view itself as a technical and bureaucratic function of a City system that itself has defined the role of planning as a means in which to project participatory and inclusive decision-making tactics only serves to undermine and underestimate the role of planners and the function of planning. The fact that the Planning Department has defined itself as a technical administrative body in City government for the purposes of providing efficient and effective service delivery is not an unreasonable concept to understand. But, for planning to solely provide purely administrative innovations that function only to streamline City government in their efforts to be efficient and effective removes some of the innovative abilities of planning to work with the people. It does not take into account the local, experiential and subjugated knowledge (refer to Chapter Two) that resides in our cities and invariably plays a large part of its making and that can similarly lead to the

City's overall success through more authentic citizen participation. What is notable to the Environmental Planning Department's position paper is that Community Committees are the gate keepers of the citizen voice, and what becomes even more clear is that planning either by choice and/or legislation has backed away from viewing the concept of neighbourhood management as a tool for effective and meaningful citizen participation. Of all the other branches within the Corporation, it is the expertise of the contemporary planner that has been called upon, and delegated within the municipal system to function as a policy-making body.

3.2.2 AN ADMINISTRATIVE MODEL FOR SMALL AREA MANAGEMENT AND PLANNING

The Planning Department's paper further states that four components will determine if neighbourhood management will be effective. The components are reproduced below to demonstrate that the key words and ideas that the Department discusses are more than mere administration, they imply and underscore a need for a supportive process in which to truly realize their concept.

- (1) The level of commitment of Council to the concept of Neighbourhood Management:
Such a commitment goes beyond a formal policy adopted by Council but, more importantly, extends to day to day decision making. Council must be seen to have a commitment by the Community Committees and other participants within Neighbourhood Management in order for an atmosphere of confidence, co-operation and trust to be established and maintained.
- (2) The responsiveness of the Community Committee:
The Community Committees are the key to the concept and it is fair to say they have currently displayed an effective ability to respond to local issues. Beyond the rather legalistic mandates given to these Committees by the City of Winnipeg Act, the evolution of the Community Committees since 1972 has been quite apparent. They currently are the most consistently capable at moderating local problems.
- (3) The level of neighbourhood organization:

The level of social organization within each neighbourhood determines the degree to which the Community Committee can respond to local issues. Ongoing management reduces the tendency towards confrontation, particularly if the neighbourhood (both residents and business-interests) feel very much a part of the process.

(4) A supportive administrative structure

Each civic department or branch involved in the delivery of services to neighbourhoods has an influence over the perceived quality of neighbourhood amenities. The co-ordination of these efforts is advantageous in terms of both concentrating resources in key neighbourhoods as well as gaining efficiencies of operations on the basis of overall neighbourhood needs.

(Department of Environmental Planning, City of Winnipeg: 1982: 2)

The underlying and unifying factor for the realization of these components, and the success of neighbourhood management is a process. The objectives expressed above will mean little if there is not a supportive framework or process by which to realize not only the administrative implications for City government but of the implications of using such an approach at the local level with Community Committees and the public they are supposed to involve in the decision-making process. Consequently, building then upon the notion of neighbourhood management serving only as a technical concept for centralized administration, how does this approach transfer to community residents, and how is their role defined (i.e. what is the process by which citizens can manage their neighbourhoods). The discussion then focuses on the lack of clarity that neighbourhood management from a planning stance has to its most basic component -- the residents, business owners, community groups and organizations -- the citizens from which this whole concept must truly emerge. To these basic components the Planning Department offers a series of administrative functions by which to clarify their commitment towards neighbourhood management and to efficient service delivery for citizens. At the time of the Planning Department's (1982) paper the existing tools within the inventory of

planning were the (1) Winnipeg Area Characterization Program, (2) Action Area Plans, (3) Community Plan By-Laws, (4) Zoning Rationalization, (5) Rezoning and Other Development Applications, (6) Suggested Development Patterns, (7) Public Information Services, and (8) Planning Support to Community Committees. Whether these tools of planning are still relevant or in existence is not the purpose of this research, what is of interest and an important aspect of this thesis is the Action Area Plan or more currently known as the Secondary Plan (by-law 584(1)) which will be discussed later.

The point of listing these tools as they existed at least in the early eighties is to demonstrate that they all serve as administrative tools through which to allocate human and financial resources. Most, if not all, are technical instruments for categorizing neighbourhoods and though they do serve a purpose in the planning function, they are only one aspect of service delivery. The purpose here is not to judge the success of neighbourhood management as an administrative concept, but more importantly to demonstrate that these are not the tools in which to actively seek citizen participation and involvement in local level decision-making. Neighbourhood management, as an approach to local area planning has been a misrepresented and misleading concept.

3.3 PLAN WINNIPEG - TOWARD 2010: AN OFFICIAL APPROACH TO LOCAL AREA PLANNING AND NEIGHBOURHOOD MANAGEMENT

Researched in the late seventies, Plan Winnipeg, was adopted as a City of Winnipeg by-law in 1981 when it replaced the Greater Winnipeg Development Plan of 1971. Plan Winnipeg serves as the City's most important planning document. It is the long-term plan that will guide Winnipeg into the future by addressing the physical, social, economic and environmental conditions of the city (Plan Winnipeg-Toward 2010, City of

Winnipeg: 1992: 1). In 1992 a review of the plan was carried out and was replaced with Plan Winnipeg - Toward 2010. It is within this Plan that five issue areas were established, notable to this research is that of Urban Development Management and the subsection entitled Local Area Planning and its Neighbourhood Management subheading. Most probably influenced by the Planning Department's internally developed administrative tool, the concept received official recognition in the 1992 Plan Winnipeg edition as an approach to local area planning. The principle states that,

The City seeks to define an approach to local area planning that is supportive of our neighbourhoods (Plan Winnipeg, City of Winnipeg: 1992: 75).

Plan Winnipeg recognizes that the City is made up of a series of small communities each with their own identity. Maintaining these founding community identities is a fundamental priority for the City. Local area planning must recognize (1) the important role that communities play both locally and to the city as a whole, (2) the residential neighbourhoods that make up these broader communities, (3) the commercial and industrial areas that support them, and (4) the local interest of those that reside in them. The focus of local area planning lies within building upon the internal strength of these communities and the commitment that local residents and businesses have to them. The plan acknowledges that though the needs of the various neighbourhoods, which make up the city's communities, may vary the planning approach should not.

The role of the municipality should be predictable and the processes and procedures should be clear and simple (Plan Winnipeg: 1992: 75).

Plan Winnipeg suggests neighbourhood management as an approach to integrate all of these factors. The neighbourhood management approach requires that planning services and support programs be integrated at the neighbourhood level. The approach recognizes

that neighbourhoods change over time and accommodating change in a manner that is respectful of the unique quality, form, and character of the neighbourhood is its primary goal. To achieve this goal, the standards of livability and service must focus on the daily needs of both residents and businesses in the community and must be developed in consultation with them. Plan Winnipeg articulates the following:

5A-02 Maintain and Enhance Neighbourhood Stability

The City shall maintain and enhance neighbourhood stability through a neighbourhood management approach by:

- i) focussing on the social, economic, and physical well-being of neighbourhoods in a comprehensive fashion;
- ii) involving residents and business in the identification and management of neighbourhood issues and the preparation of secondary plans where warranted;
- iii) coordinating the delivery of City services and programs in neighbourhoods to ensure high quality;
- iv) considering the preservation of existing character as an important element in the maintenance of neighbourhoods and their commercial districts.

(Plan Winnipeg-Toward 2010: 1992: 76)

The neighbourhood management approach is more than an administrative function for service delivery through the specified physical tools of planning, as discussed earlier; it also focuses on the social and economic well being of not only the physical neighbourhood but also the people who reside in them. The neighbourhood management approach sets out to involve the community residents in identifying and managing of local issues, and provides for the preparation of secondary plans. Statement (ii), is of particular significance to not only this thesis, as will be elaborated on in Chapter Four and Five but, as will be discussed in the final section of this chapter to the planning practice. In essence this approach and the underlying policy statement call for a Plan Winnipeg style of neighbourhood management, or municipal governance at the neighbourhood level.

3.4 NEIGHBOURHOOD MANAGEMENT PLANS, SECONDARY PLANS AND CIVIC PLANNING

Civic Planning, as an administrative body within the political organization of the City obtains its legislative power, authority and responsibilities through Part 20 of the City of Winnipeg Act entitled Planning and Development. Earlier discussion stated the existence of a hierarchy or tiered level of plans, each plan building in greater detail from its predecessor. Originally the Act provided for three levels of plans, presently the Act recognizes only two levels, the broader comprehensive plan (Plan Winnipeg) and the more detailed area specific plan (Secondary Plans). Having just discussed Plan Winnipeg - Toward 2010, the broader comprehensive plan, our focus turns to the more detailed Secondary Plans or what can be referred to as formal plans, and to Neighbourhood Management Plans which can be referred to as informal plans which is the basis of this thesis. But, prior to discussing these formal and informal plans and their relation to the neighbourhood management approach that is recognized in Plan Winnipeg - Toward 2010, some clarification would be beneficial. The material that will be discussed shortly is not as simple a concept or as linear a process as may be expected. The Neighbourhood Management Plan specifically, because of its unofficial standing within the municipal system and because it is an internally developed departmental term offers some difficulty in its concise description. Some of the terms are just that. terms that the planners have adopted as their own, on their own. There is nothing officially written about the process of these plans, except for the formal aspects that will be discussed shortly, most of this appears to be an unwritten word of mouth and practice by several of the planners within the division. In light of this, it becomes clear as to why such a

mechanism as placemaking practice would serve as an important procedural framework within which to envision and implement the planning function. What is known and therefore concrete are the formal legislative requirements set out in the City of Winnipeg Act which qualify the tools of planning and it is from here where the division and its planners produce products. How (process) and where (practice) they receive direction to create and develop these products is the unfamiliar, unqualified and ad hoc realm where varying degrees of bureaucracy, politics and economy influence their outcome.

3.4.1 SECONDARY PLANS

The City of Winnipeg Act, under Section 584(1), provides for the preparation and adoption of Secondary Plans. The Act states the following:

"Secondary Plan" means a statement of the city's policies and proposals for the development, redevelopment or improvement of an area of the city.

Secondary plan by-laws

584(1) Council may adopt a secondary plan by a secondary plan-bylaw passed in accordance with this Part.

Content of secondary plan

584(2) A secondary plan shall not be inconsistent with Plan Winnipeg, and may include any of the following:

- (a) a map that identifies the area to which the secondary plan relates;
 - (b) a statement of objectives, and of problems addressed by the secondary plan;
 - (c) a time schedule for, and the estimated cost of, action proposed to deal with problems identified in the secondary plan;
 - (d) any program and change in land use or the control of land use, required to implement the secondary plan;
 - (e) the time period in which the secondary plan is expected to be in effect, and a schedule and procedure for its periodic review;
 - (f) such other matters as council considers advisable
- (City of Winnipeg Act: 1991: 356, 364)

Thus, secondary plans are formally recognized plans that allow for a more detailed examination of area issues by developing policies to deal with these issues and guide

development into the future. A formal secondary plan (i.e. a component of Plan Winnipeg), once approved by City Council, is legally binding. It becomes a regulation that the City or private individual must comply with. Any development or redevelopment has to be in accordance with the plan, and any variations from what the community has collectively agreed upon in this type of plan would have to go through the arduous process of applying for plan amendment. A secondary plan can address design controls, broad land use policies, recommendations for improvement and/or change relative to zoning, traffic and parking controls, transit, landscaping, and safety issues. It can determine parameters and criteria for development and outline capital improvements and cost schedules.

Based on informal interviews⁴ with planning staff about the history of Secondary Plans, common to these plans was the need to resolve issues relating purely to physical planning, i.e. zoning, land-use, and land subdivision. Previous Secondary Plans or former Action Area Plans such as the Henderson Highway Action Area Plan, the St. Vital Perimeter South Action Area Plan, the River-Osborne Action Area Plan and the more current plans, the Wilkes South Secondary Plan and the Almey-Reenders Secondary Plan are all examples of land-use plans. Their purpose has served, as outlined in the Act, to solve development or redevelopment issues and as such can be considered purely technical exercises. As will be demonstrated in the planning process section by the provided planning guidelines used by the Division, the outline provides a technical approach to solving a technical problem and as will be demonstrated in Chapter Five an

⁴ These informal conversations took place between the 1997 - 1998 time period. They are based on my involvement with the Fort Rouge Secondary Plan (Draft 1996) in 1997. These ongoing discussions occurred because of my involvement with the City of Winnipeg in 1997 in regards to the finalization of the Fort Rouge Neighbourhood Plan (Draft 1998). In order to familiarize myself with the concept and the

ill suited process for creating both Secondary and Neighbourhood Management Plans in terms of meaningful citizen participation.

3.4.2 NEIGHBOURHOOD MANAGEMENT PLANS

Neighbourhood management plans are informal plans. Similar to the concept of neighbourhood management, these types of plans are an internally used and developed term by the Planning Division. Unlike its predecessor though, the Division has not produced any position paper for its emergence or discussion and therefore has no set definition or process. Informal plans such as the neighbourhood management plans have also been referred to as strategy plans, consensus papers, neighbourhood management strategies, concept plans, neighbourhood plans and area plans. All these terms at one point or another have been used interchangeably and they can all be considered the fundamental starting point or conception stage for any planning intervention as requested by residents through their Community Committee. Neighbourhood management plans are policy statements about a neighbourhood reflecting its strengths and a vision for its future development. These plans articulate the essential characteristics that define, and encompass the values and underlying strengths of an area by the local community (Fort Rouge Neighbourhood Management Plan (Draft), City of Winnipeg: 1998: 5).

Neighbourhood Management Plans can also suggest a community's desires in relation to capital budgets and local improvement. The plan becomes official by being sent through Council for endorsement. Once endorsed the plan serves as a suggested or preferred statement and vision for the future of the area, and could be circulated to Community Committee, Standing Committees, and the Board of Adjustment to guide their

work required informal discussions and interviews were held with planning staff familiar with the concept

deliberations relative to development in the neighbourhood. But, without any official legal footing this type of plan has no real authority or power to be given the respect and assurance that it will be referred to or enforceable for future decisions affecting the area. Notable to the plan is its option of becoming a Secondary Plan (by-law).

3.4.3 THE PLANNING PROCESS FOR FORMAL PLANS AND INFORMAL PLANS

As stated earlier, the neighbourhood management approach requires that planning services and support be integrated at the neighbourhood level, and that the daily needs of local residents and businesses must be developed in consultation with them (Plan Winnipeg - Toward 2010: 1992: 75). According to the Planning and Land Use Division there are no guidelines, or a defined process that is used by civic planners for neighbourhood management plans (because they are informal and an internal concept used by the department). Instead the process is ad hoc and is developed in terms of the nature of the problem, or tailored to the issue. Due to the fact that Neighbourhood Management Plans are a relatively new type of plan, as will be demonstrated through the Fort Rouge case study and the concluding chapters, there is no written process for these plans. Instead the only guidelines that the Division uses were obtained from a current Secondary Plan Outline that was requested by an area Community Committee to be prepared to resolve a proposed subdivision and rezoning. Though the outline has been generalized, the following numbered headings serve as the guidelines used by the Division for the planning process and citizen participation:

1. Develop Terms of Reference for the Plan
 - Define the stakeholders
 - Define the scope and objectives
 - Define the area of the plan

of Secondary Plans and Neighbourhood Management Plans.

- Confirm issues for study with stakeholders
- 2. Background Research
 - Census Information
 - General area/community profile
- 3. Research into Technical Issues and Constraints (depending on nature of the problem)
 - E.g.: traffic, drainage, sewer and water, public transit
- 4. Assessment of Options Indicated by Issues
 - Draft options and policies based on different goals and scenarios
- 5. Community Consultation (several stages)
 - Develop/discuss preferred goals for the future development of the area
- 6. Final Draft Plan
- 7. Formal Adoption Process (OPTIONAL)

Thus, whether the plan is formal such as the Secondary Plan, or informal such as the Neighbourhood Management Plan, Concept Plan, Area Plan, Neighbourhood Plan or Consensus Paper, the planning process that is used to develop and create these plans are the same. Though the guidelines seemingly provide the required outcome of issue resolution for the city and all parties involved, this process serves a purely administrative and technical process of citizen participation for conflict resolution as will be discussed in the analysis of the Fort Rouge Neighbourhood Management Plan planning process in Chapter Five. In addition it maintains the idea that planning is an adversarial process, and underscores the apathy that citizens have developed towards civic intervention. Adversarial because the development of plans and city government programs for residents and communities only occurs when a controversial issue arises in a community. Furthermore this thesis will demonstrate that such a process for neighbourhood intervention is only one aspect of the planning process in terms of the stated policies of Plan Winnipeg, and the underlying unrealized vision of neighbourhood management. The following chapter will demonstrate that the guidelines as outlined above are ill suited for the creation of Neighbourhood Management Plans, because as has already been

discussed Neighbourhood Management Plans are more holistic and proactive in their vision and ultimate goals and objectives. The guidelines may prove successful for the resolution of technical problems, of which Secondary Plans have proven to be, but the accountability of such conflict resolution must go beyond merely ad hoc planning and be provided for in a meaningful and people-place friendly form. In this way planning can fulfill its functional and administrative role, citizens can have ownership of the plans, and the City can prosper economically through quality service delivery.

3.5 CONCLUSION

Neighbourhood management as this chapter has shown, serves more as an approach by which to enable the City to administratively manage neighbourhoods and less as an approach by which citizens can participate in strategically thinking about the future governance of their neighbourhoods. As an administrative approach for the City, neighbourhood management provides integrated and efficient service delivery at the local level. As an approach for local area planning neighbourhood management lacks an inclusive process by which to build upon the internal strength of communities and the commitment that local residents and businesses have to their communities.

Neighbourhood management as defined by Plan Winnipeg - Toward 2010 requires that planning services and support programs be integrated at the local level. By integrating these services and programs at the neighbourhood level it is envisioned that community members will be consulted and involved in the political process by which decisions affecting their communities are made. Because Plan Winnipeg serves more as a general document of the City's commitment to its citizens, it is not expected that the plan would provide a detailed discussion of a process by which to envision and recognize

the neighbourhood management approach. Therefore the thrust of realizing this approach falls upon the planning services and support programs that intervene at the local level.

Neighbourhood Management Plans or Secondary Plans as identified by the City of Winnipeg Act, are the plans by which to meet the City's commitment to supporting existing neighbourhoods (maintaining, enhancing) and of involving residents and businesses in the identification and management of neighbourhood issues. Both of these plans, as has been discussed provide the City with a more detailed examination of area issues. The plans develop policies to deal with community issues and guide future development. Both of these plans as has been briefly outlined in this chapter are developed by the Planning and Land Use Division through the same planning framework.

But prior to continuing this discussion it would be beneficial in this conclusion to reiterate and clarify some thoughts. Though it is the argument of this chapter that these plans are different in their overall objectives, it is somewhat difficult to distinguish the two completely as the Fort Rouge Neighbourhood Management Plan is the first plan to be recognized as a neighbourhood management plan. It seems that all plans, whatever their title may be fall under the heading of Secondary Plans because the City of Winnipeg Act does not legally acknowledge or provide for any other types of plans. But as has been discussed it would seem that a Neighbourhood Management Plan is in fact a different type of plan than its legal by-law Secondary Plan namesake. As will be shown in the next chapter, the Fort Rouge Neighbourhood Management Plan varies from previously developed Secondary Plans because the Fort Rouge Plan articulates policy and vision statements that extend beyond issues related to land use. The Fort Rouge Plan discusses and outlines guiding community principles that define and describe the underlying values

and strength of the community. Therefore in returning to our discussion of how these plans are developed by the City of Winnipeg Planning and Land Use Division, it would seem that a plan such as that which emerged from the Fort Rouge planning intervention would require an approach or process that is more focused on enabling community members to participate in a planning activity that extends beyond technical land use resolution.

While the Planning and Land Use Division's Urban Planning Coordinator⁵ has stated that Neighbourhood Management Plans have no specific guidelines or process for their development. The general guidelines that have been outlined for the development of Secondary Plans does provide somewhat of a framework or more appropriately a starting point for the practitioner setting out on a planning process. Yet, as it has been suggested above and as will be described in the next chapter and analyzed in Chapter Five such a framework does not lend itself as being completely complimentary to the objectives of Neighbourhood Management Plans and therefore as an approach to neighbourhood management at the local level. The guidelines as outlined in this chapter seem to suggest a framework that is intended to solve a technical problem at the neighbourhood level. The seven points (develop terms of reference for the plan, background research, research into technical issues and constraints, assessment of options indicated by issues, community consultation, final draft plan, and formal adoption process) within the framework describe more of a clinical approach to conflict resolution than an approach to citizen involvement and participation within the planning process.

⁵ This is based on a series of two interviews held in June 1999 with the Urban Planning Coordinator. Appendix C outlines the questions administered.

According to Plan Winnipeg the neighborhood management approach to local area planning is supposed to accommodate change in a manner that respects the unique quality, form, and character of a neighbourhood by focusing on the daily needs of the local community. The guidelines suggested by the Planning and Land Use Division focus on objectifying the problem and the people surrounding the problem. The approach seeks to sort of speak, go in and locate the problem, find out who and what the problem and solution affect, what are the costs of the problem and solution, assess what the solution will be based on costs or constraints and draft up policies to reflect the solution.

While the approach can be, as suggested by the Planning and Land Use Division tailored to the issue it is the focus on the issue that seems to hinder and elude the practitioner in diverging from the suggested guidelines as will be demonstrated in Chapter Five. Because the primary objective of the planning function in City government is so focused and entrenched in facilitating economic integration through spatial planning, the methods and guidelines the Division has developed reflect a planning that is removed from the everyday lifeworlds of community members. As the reader will recall lifeworlds are the everyday world of meaning and experience embedded in people's lives. Therefore, while the approach may serve to fulfill the objectives of resolving planning issues at the local level, it is the argument of this thesis that such an approach to neighbourhood planning and neighbourhood management or secondary plans in particular is ill suited for a meaningful and possible long term planning solution.

Furthermore, if Community Committees are viewed by City government as the organizational body most responsible for managing and moderating local issues and of meeting the City's larger commitment to citizen access and participation in the political

process, than what will happen to these responsibilities and commitments when and if City government abolishes Community Committees. How will community members participate in decisions affecting their neighbourhoods? How will community members voice their opinions, needs and concerns? How will community members ultimately affect change and influence the governance of their neighbourhoods as developed through the City's policies, programs and budgets?

In light of the possibility of Community Committees being abolished as suggested by the 1997 Cuff Report. Or amendments to the Act in 1998 which repealed the statutory requirement of Community Committees and gave Council the ability to structure public participation. The opportunity and obligation for citizen participation in the political process over the past twenty-five years has become diminished and as will be shown through the Fort Rouge Neighbourhood Management Plan planning process in Chapter Five serves only as lip service. With such changes to the functional duties of Community Committees and the determination of methods for public participation in the hands of City Council whom are already occupied with varying facets of City administration, and the restructuring (based on the Cuff Report) of various City Departments. it is the contention of this research that the civic planner and the function of planning become more important towards enabling citizen participation. Moreover since Secondary Plans are the only other recognized plans by the Act, Plan Winnipeg is the primary plan recognized by the City, it is not unreasonable to suggest that the development of these plans become much more significant to citizens and the City. For through these plans citizens can guide and affect development and growth in their neighbourhoods, and essentially make places that are reflective of their needs and desires. In meeting the

needs of the local community members, the broader needs of the City are also being negotiated. If the City recognizes neighbourhoods as the basic building blocks, as Plan Winnipeg suggests, then City government should recognize the importance of meaningful participation and planning at the local level. In this way civic planners and the Planning Division may be able to develop, implement and institutionalize unique and innovative planning practices that focus less on end products and more on people and the process of relation building, capacity-building and enabling.

This chapter has provided a discussion of the neighbourhood management approach to municipal government and more specifically as an approach by which the Planning and Land Use Division develops Neighbourhood Management Plans. The next chapter will provide a more detailed discussion of the Fort Rouge Neighbourhood Management Plan in terms of its concepts, community principles and strategies for action in order for the reader to appreciate the depth of issues covered by such a plan. Chapter Five will further the discussion by describing in detail the application of the neighbourhood management approach to local area planning as discussed in this chapter through the Fort Rouge Neighbourhood Management Plan planning process.

CHAPTER FOUR

FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN

The purpose of this chapter is to introduce and provide an overview of the Fort Rouge Neighbourhood Management Plan and a general understanding of the plan's underlying concepts, principles and related issues. The information provided in this chapter is based on my involvement with the Planning and Land Use Division's finalization of the Fort Rouge Neighbourhood Management Plan from October 1997 until September 1998. Though my involvement was specifically directed towards phase two of the planning process, to finalize the document I had to review and collect all information pertinent to the plan and familiarize myself with the plan's background. This chapter is then based on distilled, summarized, condensed and updated versions of the previous work done by the then Community Planning Branch, as well as my own work that was edited by the Planning and Land Use Division prior to public viewing and distribution.

4.1 FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN

According to the City of Winnipeg Planning and Land Use Division¹ the Fort Rouge Neighbourhood Management Plan is a policy-oriented planning document that is intended to enable local control of urban growth and neighbourhood improvement. For

¹ This description is based on April 24, 1995 and March 9, 1998 information packages distributed to Fort Rouge residents.

local residents, the business community, and developers the plan is designed to provide growth and development parameters that will balance the interests of all parties. The Division suggests that a successful plan will help eliminate ad hoc planning decisions and restore a sense of predictability to development trends in the community, to the benefit of all stakeholders.

4.1.1 PLAN BACKGROUND

In 1994 the Manitoba/Winnipeg Community Revitalization Program (M/WCRP)² Resident Committee requested that the then Community Planning Branch assist the Fort Rouge neighbourhood in developing a community vision statement or neighbourhood plan to guide planning and development decisions in the area. For the M/WCRP Resident Committee the issues in their community were focused around commercial encroachment, traffic and parking, safety, and ad hoc development. The Corydon and Osborne Business Improvement Zone (BIZ) associations were concerned with outdated zoning designations that were not reflective of the actual use and character of the street, as well as an interest in the potential re-zoning of the residential parts of Fort Rouge. Both parties though, recognized a mutual interest in the stability of the neighbourhood and the maintenance of the area's vibrancy and mixture of residents. Similarly, both groups shared a mutual concern that decisions being made by the Board of Adjustment were not necessarily those based on the goals of the entire Fort Rouge community. The notion of having the community better guide the City in its planning and zoning decisions for the area was a possibility to be examined. From this, it was decided that the

² M/WCRP: A capital funding initiative designed for the revitalization of specifically designated older neighbourhoods. It is part of a five year Urban Capital Funding Agreement that is jointly funded (50/50) by the Province of Manitoba and the City of Winnipeg. The main purpose of this program is to help

neighbourhood might benefit from drafting its own community plan or vision statement that the Board of Adjustment, Community Committee, Planning Division, Standing Committee on Property and Development, developers and others could refer to when making decisions or proposals in/for the area. Therefore the Fort Rouge Neighbourhood Management Plan came into existence for two reasons, firstly as a response to the concerns and issues being faced by residents, community leaders and local businesses, and secondly because the issues and concerns of the community extended beyond the M/WCRP mandate and time frame.

4.1.2 POLICY SUPPORT

Support for the Fort Rouge Neighbourhood Management Plan, as discussed in the previous chapter is present through the City of Winnipeg Act under Section 584(1), Secondary Plans. Secondary Plans are a statement of the City's policies and proposals for the development, redevelopment or improvement of an area of the city, in this case the Fort Rouge Community. Support for the preparation of Secondary Plans through a neighbourhood management approach to local level planning is outlined in Plan Winnipeg - Toward 2010, the City's official development plan. As discussed in the previous chapter (section 3.3 Plan Winnipeg-Toward 2010: An Official Approach to Local Area Planning and Neighbourhood Management) Plan Winnipeg recognizes the critical importance of strong, self-sustaining neighbourhoods to the health and vitality of the city as a whole and reinforces this philosophy with policies aimed specifically at ensuring neighbourhood stability. Therefore, Plan Winnipeg recommends a neighbourhood style of municipal governance which helps a community maintain a

improve living conditions (social, physical and environmental) through the implementation of capital

strong identity by giving local residents and business people a say in decisions affecting their communities (City of Winnipeg: Fort Rouge Neighbourhood Management Plan: 1998:2).

4.1.3 PLAN BOUNDARIES

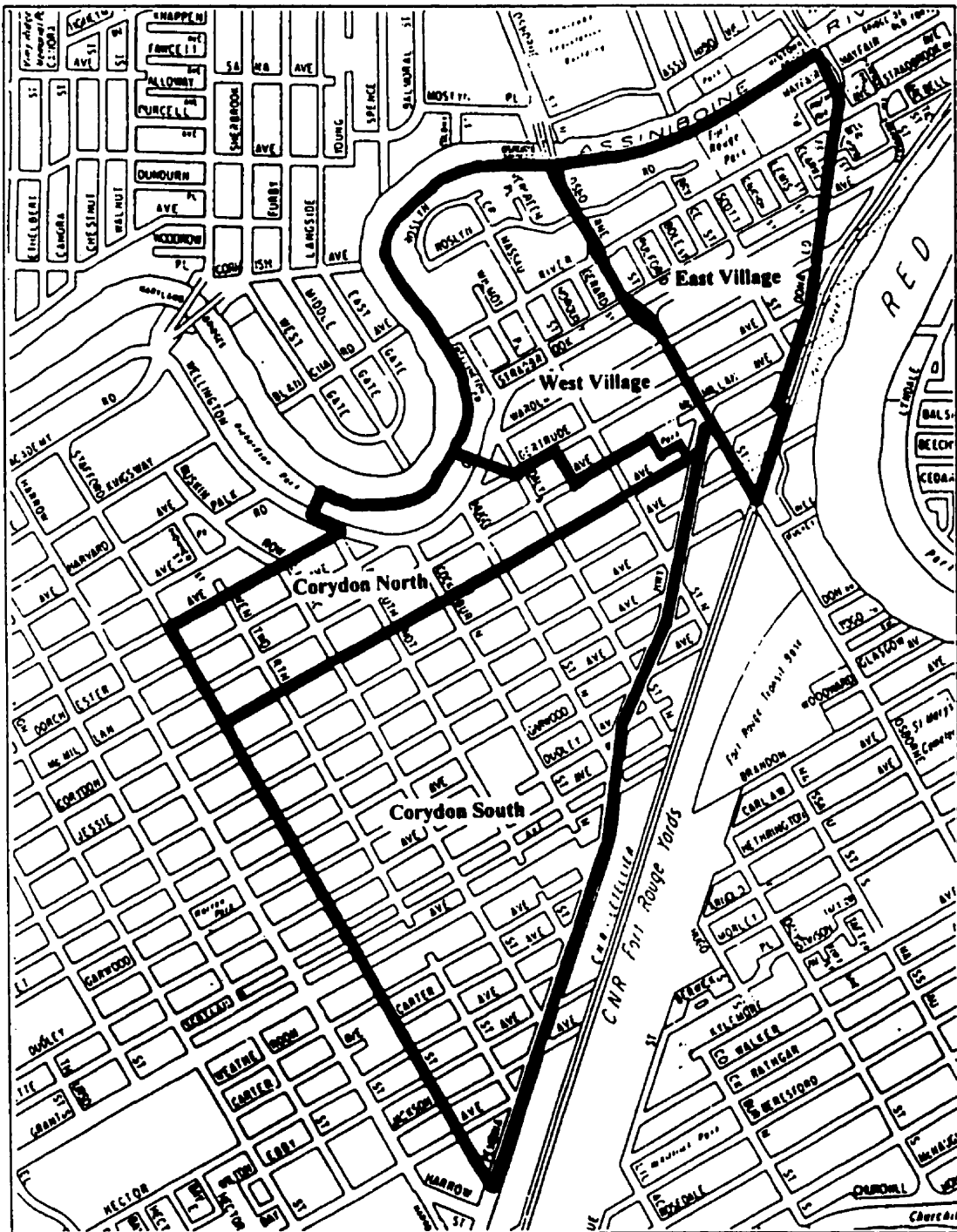
The current boundaries of the Fort Rouge Neighbourhood Management Plan (Map 1) are the Assiniboine River, Donald Street, Pembina Highway and Stafford Avenue. Known historically as Fort Rouge, the community includes the Corydon and Osborne Villages. For Study purposes, the community has been broken down into four sub-areas: Corydon North, Corydon South, East (Osborne) Village and West (Osborne) Village. This breakdown reflects demographic differences and differences in character, scale and quality of the urban environment. In relation to the City's neighbourhood designation, the planning area includes the River-Osborne, Roslyn, McMillan, Earl Grey, and Ebby-Wentworth neighbourhoods. Appendix A offers an area characterization of each neighbourhood as developed by the City of Winnipeg Planning Department Winnipeg Area Characterization Program.

4.2 FORT ROUGE COMMUNITY PROFILE

Essential to any planning process is a fundamental knowledge of the economic, social and physical qualities of an area. By focusing on these components the needs, weaknesses and strengths of a community can be understood. The following discussion will serve to provide such a basic understanding. The data that follows is reproduced from a condensed and distilled version of the Canadian Census (1991) as compiled, authored and presented by the City of Winnipeg Planning Department. Appendix A

projects and initiatives (City of Winnipeg Neighbourhood Programs Branch: January 1994).

Map 1: Fort Rouge Neighbourhood Management Plan Area



(Source: City of Winnipeg Planning and Land Use Division)

includes Area Characterization Profiles of each of the five individual neighbourhoods as prepared by the City of Winnipeg Planning Department (June 1991). As has already been discussed in the Plan Boundaries section, the official neighbourhood names and boundaries differ from those used in this study.

4.2.1 POPULATION

Between the 1986 and 1991 period the population of the area decreased by 4%, from 17,330 residents to about 16,635. In comparison the overall population of the City grew by about 4.3%. The population declines occurred in all four sub-areas, with a slight decline in the Corydon North and West Village and a more dramatic 6.8% decline for both the Corydon South and East Villages. The population decline can be attributable to an aging population, Corydon South having 35% of its population over the age of 55, and a loss of housing stock, the East Village experienced a 10% net loss in housing stock due to demolition and conversion. Corydon North and the West Village, though also experiencing the effects of an aging and decreasing population base, are moderated in part because of the housing opportunities and character of the areas. Dominated by rental apartments, this type of housing form offers the most flexibility for young singles and couples. The character of the area tends to accommodate the trendy, more urbane market. By the year 2006 a slight decline in population is predicted for Fort Rouge of about 1.5%, or about 250 people.

4.2.2 AGE - SEX STRUCTURE

For Rouge's population, according to the 1991 census, was about 16,635. A breakdown of this population indicates that the area contains a large portion of residents who are 65 and older (20%), and a large population of residents between the ages of 25-

34 years (26%). Both these figures were generally higher than the overall City in which 12% of people were 65+ and 18% were in the 25-34 year age group. The aging characteristic was most pronounced in the West Village where 27% of the population was 65 and older. The 25-34 year age group remained stable through the five year period of census information (1986-1991), except for Corydon South where the population of this age group increased from 13% to 25%. In comparison to the City (27%), Fort Rouge has less young people aged 0 to 14 (13%). The lack of this age group is most prominent in the West Village where only 6% of the population is aged 0-14. As discussed in the previous section, this is attributable to the rental apartments that dominate the area, which in turn attracts young singles and couples. In comparison Corydon South (20% aged 0-14) is most in line with overall city figures. This is attributable to the suburban quality that the area reflected in its low-density housing. Fort Rouge's average age (41) is substantially higher than the overall City numbers (36). Generally speaking, as has been demonstrated by these figures, Fort Rouge has two polarities of residents, those of age (in the latter part of life-cycles) and those (aged 25-34) who can potentially rejuvenate the area through new family formations.

4.2.3 ETHNIC ORIGIN

Ethnic origins, according to Statistics Canada, demonstrate the nature and extent of a community's diversity. Apart from residents of British ancestry (18%), no cultural group(s) dominate the area. Often referred to as "Little Italy", the North Corydon area had no recorded Italian residents, while South Corydon (3%) has a slightly higher than City (1%) average. Jewish residents accounted for 6% of the Fort Rouge population, while Aboriginal people accounted for 4%. The Jewish population is significantly higher

than the overall City and is most represented by the Corydon North (10%) and the West Village (9%). Meanwhile, the East Village accounts for the majority of the Aboriginal community with 7%. Based on the range of ethnic groups present in each sub-village, the Osborne Village neighbourhoods are more ethnically diverse than the Corydon Village's. According to census information the ethnic diversity in the area is on the rise. Between 1986 and 1991 residents of British origin declined from 22% to 18% respectively.

4.2.4 IMMIGRATION

Fort Rouge immigrants accounted for 17% of the area's population and 13% of the immigrant population. These figures are similar to those of the City as a whole. Corydon North attracted the lowest percentage of recent immigrants (8%), and the East Village the highest (21%).

4.2.5 MOBILITY STATUS

The Fort Rouge population is a highly mobile community. The 1991 census information indicates that 30% of Fort Rouge residents had moved within 1 year, and that 63% had moved within five years. These figures are extremely high in comparison with overall city figures of 17% and 48% respectively. Of the four identified areas, Corydon South had the lowest percentage of 1 (25%) and 5 (53%) year movers and the East Village the highest (41% and 75% respectively).

4.2.6 EDUCATION

Fort Rouge's educational levels present a distinct polarity among its population. Residents between the ages of 15 to 24 were less likely to be attending school and if they were it was on a part-time basis. The percentage of high school graduates for the area

(8.3%) is slightly lower than City wide (10%). The percentage of university graduates for Fort Rouge (26%) is significantly higher than the overall City (13%). The percentage of university graduates for Corydon North (34%), the West Village (30%), and the East Village (23%) were substantially higher than the overall City (13%). South Corydon at 15% was most reflective of the larger City. The polarity in education signifies a distinct division in the work force between the blue collar worker and the professional.

4.2.7 LABOUR FORCE

The Fort Rouge (66.2%) labour force participation rate (employed or seeking work) was slightly lower than the wider City (68.5%). Residents aged 15-24 had a high participation rate, while older age groups had a lower overall rate. The East Village (15.4%) and Corydon South (11.1%) had the highest unemployment rate in comparison to the City (8.6%).

4.2.8 OCCUPATION

Fort Rouge, overall, has a higher percentage of white collar professionals (83%) than blue collar workers (17%). North Corydon (30%) and the West Village (33%) account for the area's white collar and professional work force, while the East Village (23%) provides for the area's blue collar sector. Overall in comparison to the City, the Fort Rouge figures are higher in the white collar/professional sector and lower in the blue collar sector.

4.2.9 AVERAGE INCOME

Individually, the average income for Fort Rouge residents was about \$21, 699 5% less than \$22, 745 for the wider city. Family incomes were also 5% lower than the city

average, \$47, 709 versus \$50, 086. The average household income of Fort Rouge residents was 22% less than the city average, \$32, 983 versus \$42, 589.

The individual (\$21, 699) and family (\$47, 709) incomes were 5% less than the city average of \$22, 745 and \$50, 086 respectively. For both the individual and family income figures the West Village (\$23, 009 and \$50, 938), and North Corydon (\$27, 726 and \$61, 269) were 2% and 22% (respectively) higher than city averages.

4.2.10 FAMILY STATUS

Husbands and Wives make up 82% of the area's profile. This figure is marginally lower than the City wide figure of 85%. The West Village had the highest husband-wife household formations (86%), but 71% of these families were childless in comparison to 35% for the city average. Lone parent families were slightly higher in Fort Rouge (19%) than the city (15%), and most prominent in the East Village where 28% of household formations were lone parents. Fort Rouge is also notable for the high number of non-family households (64%) compared with Winnipeg (33%).

4.2.11 HOUSING STOCK

Fort Rouge contained about 9, 190 dwelling units in 1991, or about 3.8% of the total Winnipeg housing stock. Multi-family dwelling units accounted for 82% of the housing stock (39% for Winnipeg), and tenant-occupied dwellings amounted to 71% of all units (38% for Winnipeg). Repairs were required to 37% of the community's housing stock in 1991, compared to 31% across the city. The average value of detached housing in Fort Rouge in 1991 (\$74, 817) trailed the city average (\$86, 581) by about 14%. Average rents were \$551 in Fort Rouge compared to the city average of \$514.

4.3 THE PLANNING PROCESS

The following section of this chapter provides an overview of the planning process used to develop the Fort Rouge Neighbourhood Management Plan. The section is structured under two headings Phase One and Phase Two. Each phase is structured to state the planning intention and establish the overall vision(s), aspiration(s), strategies and actions for tackling the developmental issues and problems confronting the community and its neighbourhoods. Appendix B provides a more detailed description of the concepts and the underlying intent of the Fort Rouge Neighbourhood Management Plan. The information presented in Appendix B was developed as a series of (story) boards for a series of open house sessions conducted in August 1998. Each board individually provides information about a concept or theme, and together form the basis of the Fort Rouge Neighbourhood Management Plan as developed through the planning process. A more thorough description and analysis of the planning process is discussed in Chapter Five.

4.3.1 PHASE ONE

The initial planning phase was directed towards area analysis and issue identification. Community leaders and representatives of several resident and business associations from the Fort Rouge area participated in a process of describing the essential characteristics of their neighbourhoods and identifying what related issues would strengthen, enhance or restore these qualities (Fort Rouge Secondary Plan, City of Winnipeg Community Planning Branch: 1996: 4). To ensure that the plan reflected the unique qualities, issues and character of the local community, participants were asked to set down some guiding principles. The guiding principles not only embody the spirit and

intent of the plan, but describe the kind of community that Fort Rouge has become in the minds of its citizenry. What emerged was the characterization of Fort Rouge as an amalgamation of urban villages. The concept of urban villages was then further refined into themes, which describe the essential characteristics of the villages as being local governance, community diversity, and heritage & design. The themes encompass not only the character of village life, but also the wider range of issues affecting the community. They stand as the plan's guiding principles; a benchmark for measuring community change and improvement (Fort Rouge File, City of Winnipeg Planning and Land Use Division: April 24, 1994). Below are the results that emerged from this first phase, which introduce the guiding principles and the community's growth and development issues, objectives and policies.

4.3.1.1 URBAN VILLAGES (CONCEPT)

Characterized by features reminiscent of a small town, the Fort Rouge neighbourhoods can be described as modern day Urban Villages within a larger city context. Built on a century of tradition, the Corydon and Osborne Villages are among the city's most diverse neighbourhoods socially, economically and physically. They maintain their rich architectural and urban design heritage within their residential and commercial areas, and provide a variety of retail and commercial services along storefront main streets. The social diversity within the villages is present within the various cultural and socio-economic resident populations. This mixture of citizens is regarded by residents as a community strength for social stability and harmony. The Corydon and Osborne villages each have identifiable and generally acknowledged boundaries as well as physical characteristics, which distinguish one from the other. This is crucial to

establishing an identity in the minds of both residents and visitors to the area. The combination of style, atmosphere and people have contributed to the popular image of the villages and have created a strong sense-of-place that is unique and stimulating. This sense of tradition and belonging underlies the Neighbourhood Management Plan and its goal of defining and nurturing village life for Fort Rouge residents.

The following sub-sections will briefly outline the community themes and define the guiding principle and issues of the theme. These results are, according to the City of Winnipeg Planning and Land Use Division based on a series of workshops attended by community members. Chapter Five will provide a more detailed account of the planning process, the role of the planner and the extent of community involvement and participation within the identification and development of the Fort Rouge Neighbourhood Management Plan. The intention of this chapter is to familiarize the reader with the overall scope and objective of the Fort Rouge Neighbourhood Management Plan. In providing this overview the author is attempting to demonstrate to the reader the depth of issues contained in the Fort Rouge Plan, and that such issues play an obvious and significant role in the areas future management and governance in terms of development and growth.

4.3.1.2 LOCAL GOVERNANCE (THEME)

The Fort Rouge community prides itself in its ability to advocate on issues affecting their villages, and has demonstrated over a number of years that direct involvement serves to empower local residents and business owners (Fort Rouge Secondary Plan, City of Winnipeg Community Planning Branch: 1996: 5). The following are the identified community planning issues of this theme:

- Village Councils
- Public Image
- Planning and Development Process

To give the reader an idea of the depth of the issue and the implications of these overall identified issues in the Plan the following example has been further elaborated in the Fort Rouge Neighbourhood Management Plan as follows:

Village Councils

Issue: As many as 20 established groups and associations exist within the Fort Rouge area which respond to local issues and concerns. As well, many ad hoc groups emerge as specific neighbourhood issues arise. These representatives share the common objective of maintaining, preserving and enhancing the inherent values of their community. However, the process through which this objective is achieved is often fragmented and at times can lead to divisiveness around issues and animosity among community stakeholders. A commitment by the stakeholders to work together under the umbrella of a village council, in responding to development issues within the context of the Fort Rouge secondary plan, would serve to strengthen the Fort Rouge area's identity as a healthy, self-reliant community (Fort Rouge Neighbourhood Management Plan (Draft): August 1998: 7).

4.3.1.3 COMMUNITY DIVERSITY (THEME)

The Fort Rouge community can be considered one of the city's most diverse communities socially, economically and physically. It is this quality that defines the uniqueness of the area's environment and inhabitants, and engages the wider city. The following are the identified community planning issues of this theme:

- Village Zoning
- Zoning Rationalization
- Local Industry
- Commercial Development
- Housing Opportunities
- Social Harmony
- Traffic and Mobility
- Urban Environment

For example the issue of Village Zoning has been further elaborated in the Fort Rouge Neighbourhood Management Plan as follows:

Village Zoning

Issue: Traditional zoning can be an enemy of diversity. Zoning emphasizes quantities rather than qualities, encourages uniformity and blandness, and segregates land uses which might otherwise be compatible with due consideration to building design, site layout, and integration with surrounding development. And zoning tends to resist change in urban environments instead of accommodating it and affecting it in positive and beneficial ways...The objective would be to attain a specific development character as opposed to simply satisfying a series of generic, unrelated land use regulations. Consideration also might be given to some type of bonus zoning, whereby density or bulk increases could be granted in exchange for pedestrian amenities or special design features (Fort Rouge Neighbourhood Management Plan (Draft): August 1998: 10).

4.3.1.4 HERITAGE & DESIGN (THEME)

A strong sense of identity comes from the history of a place. The Fort Rouge Neighbourhood maintains this legacy by the community spirit that is present among its residents, its natural environment and architectural heritage. The following are identified community planning issues of this theme:

- Development Guidelines
- Inventory of Character Features
- Historic Preservation
- Urban Forest Management
- Public Places

For example the issue of Development Guidelines has been further elaborated in the Fort Rouge Neighbourhood Management Plan as follows:

Design Guidelines

Issue: The architectural heritage of the Corydon and Osborne Villages is rarely reflected in new housing and commercial development. Moreover, traditional zoning is blind to the physical character of neighbourhoods and distinctiveness in the built form. This simplifies land use control but fails to articulate the image and quality of the urban environment associated with the Corydon and Osborne village. The City and Community will produce a set of development guidelines to be used in conjunction with zoning. These guidelines will assist developers in designing projects which

respect the heritage and mirror the physical characteristics of the villages and enhance the overall quality of the urban environment (Fort Rouge Neighbourhood Management Plan (Draft): August 1998: 21).

4.3.2 PHASE TWO

The second phase of the planning process was directed towards implementation. Community organizations, local leaders and residents participated in sessions that focused on confirming and prioritizing the identified issues (of phase one) within the Plan. Identified issues were further explored by addressing the actions (policy statements) and resources (partner/responsibility, time frame, sequencing of actions) needed to further the Plan. The culmination of these sessions was the development of an implementation plan that identifies a series of issues and actions targeted as a priority within a specified time frame.

4.3.2.1 ACTION PLAN (SPECIFIC PLAN ISSUES AND IMPLEMENTATION)

The action plan is a more focused plan of the broader community planning issues found in the Fort Rouge plan. The planning issues identified by the community each constitute one of the broader planning themes of the plan, and suggest a number of policy statements for future action in terms of community improvement and resource allocation for future programs. The following are the general planning issues identified by the community to assist in plan implementation:

- Social Harmony
- Traffic and Mobility
- Village Councils
- Development Guidelines
- Village Zoning
- Commercialization
- Urban Forest Management

4.4 CONCLUSION

This chapter has provided an overview of the components that constitute the underlying principles and vision of the Fort Rouge Neighbourhood Management Plan. According to the Planning and Land Use Division the Plan will provide a sense of predictability to the neighbourhoods through principles and policies. The development of these principles, policies and actions will, according to the Planning Division enable the community to guide growth and development in their neighbourhoods. As has been discussed in the previous chapter, the approach practiced by the Planning and Land Use Division is an approach that enables the City to administratively manage neighbourhoods rather than an approach through which will enable citizens to manage their neighbourhoods.

While the Planning Division describes the Fort Rouge Neighbourhood Management Plan as a document by which to enable local control of urban growth and neighbourhood improvement (section 4.1 Fort Rouge Neighbourhood Management Plan), the Division does not fully articulate who is enabled. In other words the Fort Rouge Plan as it has been worded may lead a reader to think that the Plan provides local residents with the authority to manage their neighbourhoods. This though is not the case as has been evidenced in Chapter Three, and as will be further analyzed in Chapter Five in terms of community participation in the development of the Plan.

Furthermore, as discussed in Chapter Two section 2.7 Creating New Discourse: Policy as Governance the Fort Rouge Neighbourhood Management Plan, once accepted and legislated as a planning doctrine the Plan has potentially powerful implications for

how the residential and commercial districts of the area are managed. The policy discourse and strategies for action that are developed through the planning process contain within them the capacity of providing constituents with transformative benefits or detrimental repercussions. Moreover, as discussed in Chapter Three if the Fort Rouge Neighbourhood Management Plan becomes a Secondary Plan By-law, pending Council's endorsement, then the plan has legal ramifications for existing as well as new community members whether business or residential. Therefore, it is the contention of this thesis that the development of neighbourhood management plans must be practiced through an approach that enables the citizen to share their innate knowledge and experience, while involving the citizen in every facet of the decision-making process. The approach must be practiced in such a way that it involves the citizen in as much of the planning process as possible, and to do so in a way that is respectful of the innate knowledge and experiences that reside within people and their places.

In addition, the plan goes beyond the physical concerns and issues of the area, and suggests socio-economic recommendations for the area. While the plan is empowering and somewhat utopian in its scope, the extent to which the plan reaches this empowerment or enabling attribute can be used to recommend the degree to which the plan can be thought of as a placemaking activity and practice by the City of Winnipeg. The following chapter will describe in more detail what actually occurred in the development of the Fort Rouge plan and analyze the planning process by using the placemaking theory discussed in Chapter Two.

CHAPTER FIVE

AN ANALYSIS OF THE FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN PLANNING PROCESS

The previous chapter provided a general description of the Fort Rouge Neighbourhood Management Plan. This chapter will provide a more concise and detailed account of the planning process administered by the City of Winnipeg Planning and Land Use Division. As has been briefly discussed in the previous chapter the F.R.N.M.P. was developed through two separate planning phases that spanned a four-year time period. The initial planning process occurred in the spring of 1994 when a substantial portion of the Plan's work was developed and served as the basis for the second phase of the planning process in the spring of 1998. The chapter describes the two planning phases that occurred and analyze the process through placemaking practice. Data for this chapter was collected through informal conversations and formal interviews with City of Winnipeg Planning staff, a review of meeting minutes and file notes, and the author's involvement as a participant-observer.

The author became involved with the Fort Rouge Neighbourhood Management Plan in October 1997. The author's involvement was therefore directed towards the finalization of the Fort Rouge Neighbourhood Management Plan by developing an implementation strategy for the Plan. As such familiarization with the planning work required the author to initiate a series of meetings and on-going informal conversations with City of Winnipeg Planning staff. These sessions took place between October 1997

and June 1999. Appendix C contains a copy of the questions that were administered to three key City of Winnipeg Planner's with knowledge of the Fort Rouge Neighbourhood Management Plan process in June 1999. The three staff that were interviewed and provided on-going informal conversations about the initial planning process were the City Centre Planner for the Fort Rouge Neighbourhood (the primary planner for the plan), the Urban Planning Coordinator (administrative body over the primary planner), and the former Fort Rouge M/WCRP Neighbourhood Planner (planner in a separate branch of the Planning Division than the previously identified planners). Both the formal questions used in the interview sessions in June 1999 and the informal conversations through the 1997 - 1998 period were based on a review of file notes and meeting minutes as well as the author's experience as a participant-observer in 1997-98 planning process. These questions served to clarify and confirm the author's initial knowledge and understanding of both the first and second phases of the planning process.

Placemaking theory, according to Chapter Two, states that a placemaking practice will enable political communities to collaboratively engage in a democratic planning process of dialogue about place and people's experiences of places and within places through the tasks of dialogical space, confirmation-interrogation, and framing of action. In terms of this research the concept of place refers to the Fort Rouge neighbourhood and the smaller areas that together comprise the broader villages. The people-in-place are the community residents, local businesses and community leaders who provide insight into a place through their experience and knowledge about their neighbourhoods as well as the various other relationships that are embedded within their daily activities and interactions.

Based on the underlying placemaking principles of enabling, relation-building and capacity-building the Fort Rouge planning process fails to meet placemaking practice's fundamental goals. The planning process used to develop the Fort Rouge Neighbourhood Management Plan falls short of providing an inclusive participatory process for the making and shaping of the Fort Rouge neighbourhoods by community members. The process as will be discussed in the remainder of this chapter failed to provide the most fundamental goal of placemaking practice. The goal of enabling not only provides the basic aim of the practice or activity of making places but also serves as the primary and continual objective of the practitioner. By providing the goal of enabling and an ethical commitment of the goal's existence throughout the planning process, participants including the practitioner can begin the process of dialogue about individual and community knowledge and experience about their neighbourhoods.

The lack of a commitment to placemaking practice's fundamental goal begins with an inadequate exploration of people and people-in-place relationships and knowledge that is created through dialogue. The lack of a dialogical space throughout the Fort Rouge planning process has afforded the practitioner the opportunity to function in an entrenched traditional role as an expert planning for the public interest. The discussion of the planning process that follows describes a practice in which the planner takes a lead role in the decisions affecting both the type of planning process to be utilized in the development of the neighbourhood plan and to a large degree the content of the plan. Because planning sessions throughout the F.R.N.M.P. process never reached final conclusions or participant consensus, the sessions were left open ended and participants were given a superficial role in the decision-making process of the plan's development

and finalization. This allowed the practitioner the opportunity to manipulate not only the pace and agenda of the planning sessions but also the information and knowledge that was ascertained from such sessions. The Fort Rouge Neighbourhood Management Plan planning process was directed more by the planner's experience and expertise than by the participants' knowledge and experience of their community and the process. Participants were involved in a process that sought to confirm and interrogate the planner's knowledge and understanding of the community rather than the community's knowledge and understanding of each other. The development of the draft plan was achieved not by the desires or agreed upon brainstorm sessions of the community (guided and realized conclusions made by the community), but by decisions made by the planner away from the critical capacity of community stakeholders.

The discussion to follow addresses these conclusions based on the author's involvement as a participant-observer, City of Winnipeg Fort Rouge File documentation, as well as both formal and informal discussions with key planning staff familiar with the Fort Rouge Neighbourhood Management Plan planning process. The data is organized in chronological order and is arranged in three primary sections. Sections 5.1 Background: The Initial Stages of the Planning Process and 5.2 Phase One of the Planning Process are based on a review of meeting minutes and file notes from the City of Winnipeg Planning and Land Use Division Fort Rouge Neighbourhood Management Plan file folder, previous informal conversations held in 1997 and formal interviews held in June 1999. The final section 5.3 Phase Two of the Planning Process is also based on similar methods with the exception of the author's involvement and first hand knowledge as a participant-observer in the planning process. These sections reflect the conceptual developmental

stages of the F.R.N.M.P. to the plan's completion and pending first reading by City Council for by-law amendment. Appendices C to M provide a more detailed account of the data utilized in this chapter to analyze the Fort Rouge planning process.

5.1 THE DEVELOPMENTAL STAGE OF THE FORT ROUGE NEIGHBOURHOOD PLAN AND THE PLANNING PROCESS

According to the City of Winnipeg Planning and Land Use Division file notes (City of Winnipeg: Planning and Land Use Division: Fort Rouge) the initial planning process for the Fort Rouge Neighbourhood Management Plan commenced in 1994, when the then Community Planning Branch at the request of the M/WCRP¹ Steering Committee began to facilitate a series of community meetings. These initial developmental meetings took place prior to the Community Planning Branch's involvement and were organized by the M/WCRP Zoning Committee and Neighbourhood Programs Planning staff from the City of Winnipeg. These meetings, as discussed in section 4.1.1 Plan Background, were at first specifically about the consolidation of the City's seven zoning by-laws into one overall by-law.

At the time the consolidation of these by-laws were considered to be significant to the Fort Rouge community for two reasons. Firstly, the consolidation of the City's seven by-laws into a single by-law could affect the commercial zoning of the area. Specifically Corydon and Osborne streets could be affected by new consolidated zoning designations that would have accompanying parking requirements. Secondly, a revised by-law could affect residential zoning rationalization in neighbourhoods by providing an opportunity

¹ M/WCRP: The Manitoba/Winnipeg Community Revitalization Program is a capital funding initiative designed for the revitalization of designated older neighbourhoods to help the social, physical and environmental living conditions. The M/WCRP was active in the Fort Rouge Neighbourhood between the

for more uniform blanket zoning approaches to be applied by residents. For example if a neighbourhood was predominately zoned R1 and had small pockets of houses zoned R2-T, residents could request that their neighborhood be rezoned to reflect the dominant character of the area. This would enable specific houses that were zoned differently to be down-zoned or re-zoned to a more compatible designation when the opportunity presented itself (i.e. landlord sells property).

In response to these zoning matters the M/WCRP scheduled a meeting for March 9, 1994 at which time the District Planning Division² would make a presentation about the City's zoning revisions and provide information about the status of the zoning review process. The M/WCRP had requested the meeting with the District Planning Division because of the zoning issues that the group had identified through their work on a Neighbourhood Revitalization Strategy. At this meeting the District Planning Division staff first became involved in the Fort Rouge neighbourhood. Eventually the planning staff's District Planner³ for the area would take over the facilitation of these meetings and assist community members in a planning process for the Fort Rouge Neighbourhood Management Plan.

Prior to the March 9th meeting the M/WCRP Zoning Committee had held an informal meeting on March 3, 1994. The purpose of the meeting was to discuss the

1991 - 1997 period and was bounded by the Assiniboine River, Osborne Street, Pembina Highway and Stafford Avenue.

² The District Planning Division was the former name for the City Planning function, presently (1997 Cuff report) the Planning Division is referred to as the Planning and Land Use Division.

³ These first initial meetings with the community were facilitated by the District Planner Coordinator of the Division not the District Planner for the Fort Rouge area. The District Planner for the area did not become involved in the planning process until March 31, 1994. The Fort Rouge District Planner did not attend any of these initial discussions about the development of a Neighbourhood Plan or subsequent discussions about the terms of reference (who should be involved, what type of process, what type of product and objectives are desired, etc.) for the manifestation of this plan.

zoning issues and concerns of both residents and businesses in the Fort Rouge neighbourhood. This informal meeting was significant in that community representatives from the neighbourhood began to discuss not only the immediate zoning issues of each group (residents and BIZ), but that they began to see that their problems and goals for the overall neighbourhood were not opposed. From this meeting community representatives began discussing the concerns they had experienced with the current system in place to deal with variance approvals and re-zonings'. Residents saw the consultation process for such matters as flawed, reactive and often late in the approvals process. Discussion was directed towards the Board of Adjustment decision-making process that was felt to not reflect the actual goals and vision of the neighbourhood. Community members (residents and business associations) agreed that there were mutual concerns and interests for the community and that through a collaborative effort the group would attempt to clarify their individual group concerns in a manner that was sensitive to the other group. The meeting concluded with a discussion of "the possibility of having the community better guide the City in its planning and zoning decisions for the area" (City of Winnipeg Planning and Land Use Division: Fort Rouge File: March 3, 1994). This meeting proved to be the beginning seeds for further research into the notion of community-based neighbourhood planning, as discussed by community members.

The discussion at this meeting is a good example of placemaking at a small scale. The meeting presents the creation of a physical dialogical space and a figurative dialogical space where people are given the opportunity to discuss and describe their experiences and knowledge about their environment. Community members are openly sharing concerns about their places (Corydon Street, Osborne Street and surrounding

residential neighbourhoods) and through their dialogue they are able to present their experiences and perceptions. The meeting also provides an example of confirmation and interrogation. Participants shared their experiences and knowledge of both the appeals and approvals process. The experiences of community members were confirmed through the shared experiences of other community members. Through the presence of a dialogical space a general understanding and acknowledgement of people's experiences and knowledge had occurred and through a continued commitment to the existence of the space the tasks of confirmation and interrogation by various individuals had occurred. Interrogation took place when specific issues pertaining to residential and commercial districts were raised. Through continual dialogue, discussion, listening and debate a common understanding had begun to occur between the various participants. Residential community representatives and commercial community representatives began to see that their goals for the community were similar.

Chapter Two of this thesis made reference to Habermas' critical theory, a fundamental theoretical basis by both Healey (1996, 1997) and Schneekloth & Shibley (1993, 1995) in their exploration of place -shaping and -making. According to Habermas there are three modes of human reasoning: instrumental-technical reasoning, moral reasoning and emotive-aesthetic reasoning. In traditional planning moral reasoning (values and ethics) and emotive-aesthetic (emotive experience) reasoning were considered irrational means of obtaining factual information because of an inability to be objectively quantified by technical experts. The placemaking theory discussed in Chapter Two views the moral and emotive-aesthetic forms of reasoning as primary and equal forms of knowledge in addition to the instrumental-technical reasoning primarily used in

traditional planning practice. Placemaking theory and practice considers the phenomenological aspects of these modes of reasoning as significant and often overlooked factors of human life and existence that contribute to the physical making of our places and their governance.

The March 3rd meeting as had been discussed began to explore the non-technical means of understanding the Fort Rouge area and its constituents through the formation of a dialogical space in an informal arena. The informal arena is defined by the neutral and open nature of discussion towards perceived and real problems and experiences without the presence or underlying ends oriented aspect of formal arenas with predetermined rules and procedures. The community was not involved in a session in which a resolution had to be immediately defined and reached, but were engaged in a self-directed exploration of specific issues and broader concerns. The immediate issue being focused around the perception of commercial and residential interests that were perceived as divergent from each group's goal for the community. Residents raising concerns over the commercial encroachment into residential districts and the commercial tenants concerns over enhancing the viability of their businesses. Through discussion using a combination of the three modes of reasoning community members began to develop a common destiny for their neighbourhoods and overall community.

On March 9, 1994 a scheduled meeting between the District Planning Coordinator and the Fort Rouge M/WCRP Zoning Committee was held. This meeting dealt with the zoning consolidation being undertaken by the City. The meeting also proved to be a session that built upon the previously held informal March 3rd meeting organized and attended by the Business Improvement Zone association representatives and community

resident representatives on the M/WCRP Zoning Committee in which the concept of community-based planning was discussed in order to guide the City in planning and zoning decisions for the area.

In dealing with the re-zoning issue and in particular the concerns of parking for commercial uses, discussions began to turn to what was in store for the future of the area and what that future might be (i.e. in terms of both residential and commercial development and growth in the area). During the early 90's the Osborne and Corydon Villages were going through a period of revitalization. Corydon in particular had received funding through the Core Area Initiative (CAI) for a major streetscaping project, as well both areas created separate Business Improvement Zone associations. Because revitalization was a major concern for the business interests as well as for the surrounding residents, discussion inevitably turned to new ways of dealing with the broader development goals of the neighbourhood. The M/WCRP Planner explained that at the March 3rd meeting discussion of drafting a community plan or vision statement could be beneficial for civic departments to refer to in the decision-making process and by developers or others in projects pertaining to the area. The District Planning representative, the Department Coordinator, offered City assistance to the group's proposal. The offer to assist the community in the development of a community plan for the Fort Rouge area was based on development issues for the community specifically at the time relating to commercial re-zoning (C2 to C1.5) and the matter of parking, and residential down-zoning (R2-T to R1). The document created at the end of the first phase of planning, as briefly outlined in the previous chapter, demonstrates that the plan went

well beyond these initial discussions to include not only zoning and development issues, but also social and community economic initiatives.

With discussions initially focused on concerns over commercial encroachment into residential areas and the associated problem of parking with such development community participants were limited to the representatives of the M/WCRP Zoning Sub-Committee and BIZ associations. In order to open up discussion to the broader community another meeting was scheduled for March 22, 1994. Initiated by the M/WCRP Steering Committee, this meeting focused on inviting the broader residents' associations in addition to the previous meeting participants. The intention was to involve a larger group of stakeholders or political communities as described by Healey in her communicative approach to shaping places. Chapter Two refers to a political community or spatially based community as all people (residents, business owners, community leaders, or any individual or group) who share an interest or concern about a place and/or can be affected by what happens in that specific place.

On March 22, 1994 Fort Rouge representatives participated in the first planning meeting for the creation of a vision statement to address the development issues of the community. Officially facilitated by the City of Winnipeg District Planning Coordinator, at the request of the March 9th meeting participants the planner posed the following four questions to community participants:

- (1) Who else should be involved in this process?
- (2) What kind of process is desired?
- (3) What are the objectives of the group?
- (4) What sort of final product does the group want to see?

Through these questions the planner framed action by creating the rules of action, naming the players and defining the boundaries. The role of the practitioner is to enable the participants by postulating a series of questions that aim to define the rules of the planning process. This questioning was the first step as outlined in Chapter Three's discussion of the guidelines for formal and informal plans (step 1: develop terms of reference for the plan).

With regards to question (1) the group discussed the involvement of specific civic departments later on in the process. According to meeting minutes the planner suggested that the participants needed to decide whether the Neighbourhood Plan would only be focused on the commercial encroachment issues with residents or would it also contain other issues that the community views as significant to their community (City of Winnipeg Planning and Land Use Division: Fort Rouge File: March 22, 1994). With respect to question (3) the groups' objectives were summarized as "improving the process, safeguarding neighbourhood quality of life, and balancing the interests of the different components of the community" (City of Winnipeg Planning and Land Use Division: Fort Rouge File: March 22, 1994).

In discussing the type of product desired the group of participants decided to focus on the issue pertaining to the commercial and residential friction first and that this could serve as an aspect of a larger comprehensive plan. Participants also felt that the Osborne and Corydon areas could be treated separately but in a larger plan. The District Planning Coordinator facilitating the session offered insight as to the difference between the two types of end product that would be developed from these sessions. As discussed in Chapter Three the District Planner Coordinator described two possible final products,

- (1) a strategy plan or consensus paper that could be used as a guide in the official development approval process; or
 - (2) a formal secondary plan (i.e. a component of Plan Winnipeg) that would be approved by City Council.
- (City of Winnipeg Planning and Land Use Division: Fort Rouge File: March 22, 1994)

According to the planner the advantage of a secondary plan would be the public process that must be undertaken to approve the plan and how this might be a catalyst for a broader range of ideas. A disadvantage, the planner states, is that because the plan becomes a by-law it will not be as flexible to accommodate such change as the community might require in the future. With respect to the first option a neighbourhood plan (or strategy plan, consensus paper) the planner stated that the "plan would carry a lot of weight, particularly since it would be a plan that was agreed upon by a group of interested stakeholders. Before action was taken in the future it would be suggested that developers talk to residents and merchants prior to the approval process, although it would never be a legal requirement (City of Winnipeg Planning and Land Use Division: Fort Rouge File: March 22, 1994).

The choices available to the community in the decision-making process of their future and present neighbourhoods are limited. Even if they developed a plan with the goals and aspirations of the community they would have limited options for the future use of the plan. If the plan became a secondary plan by-law, then the plan would become entrenched with a prescriptive definition and understanding of the community for that moment in time. To alter the plan's vision's would be a long process for the community, it would require a consistent commitment by a group of residents to map or constantly confirm and interrogate, as Schneekloth and Shibley write, the "place being" to the "place becoming". This is to say that a group of people would have to monitor the

developments in the neighbourhoods (people's needs and desires) of the physical places that presently exist and the places that may come into existence in the future. This dedicated group must make sure that the developmental issues of the physical community (i.e. that pertaining to commercial and residential developments) and that the individual community members' needs (physical and social) were consistent with what the plan had articulated.

With regard to the planning process desired by the community, the group suggested the following approaches:

- let the group meet as a whole to start drafting themes and strategies,
- smaller groups could draft "strawman" components of the plan that would be presented for critique to the larger group,
- give everybody a chance to state why they are a part of the process, mentioning the problem or issue that raised their interest,
- an analysis of the strengths, weaknesses, opportunities and threats (S.W.O.T.)
(City of Winnipeg Planning and Land Use Division: Fort Rouge
File: March 22, 1994)

The participants at the planning session had begun to provide the developmental stages of addressing the evolution of the planning process for the neighbourhood plan. Though the brainstorm session had provided a small list of suggestions for the facilitation of a planning process, the confirmation or interrogation of these ideas through continued discussion does not take place within the dialogical space that had been created by the participants. Immediate consensus of a methodological procedure for the development and participation of residents in the plan's creation do not have to occur in that exact space and time, but should be ethically concluded by the practitioner through the critical capacity of the participants.

The determination of the physical boundaries of the plan was the next task discussed by participants. The group agreed that a smaller area would be ideal and since the developmental issues of Corydon and Osborne Village were similar, the south Osborne area of Fort Rouge was excluded. In the previous M/WCRP initiative the neighbourhood boundary excluded the east side of the Osborne Village (River-Osborne) but the neighbourhood plan discussion proceeded to include the neighbourhood as part of planning initiative. It was decided that this would serve as the planning boundary⁴ and if there was a need to alter the boundary as the planning process unfolded it could be done. Even though community members participated in the discussion of the planning process the closing minutes of the meeting reflect that the ultimate decision in formulating the process would be undertaken by the M/WCRP Planner and the District Planning Coordinator.

Placemaking through an inclusionary and enabling practice would view all participants, including the practitioner, as having an equal right for input and influence in determining the rules for action in the planning process. Participants were to a degree involved in suggesting a planning process for upcoming sessions, but the degree of their involvement in terms of a placemaking practice serves nothing more than as an instrument to validate predetermined decisions. If participants were involved in determining the terms of reference (guidelines used by the Planning and Land Use Division) for establishing the boundaries and rules for action (as described in a placemaking practice) then the practitioner would not serve as the final determining body for the planning process, but as one of the participants who interrogates and confirms an

⁴ The Neighbourhood Plan boundary refers to the Assiniboine River, Donald Street, Pembina Highway.

option. The decision-making process for the determination of a planning process had occurred by the practitioner away from the dialogical space and informal community arena. The planner had made a conscious choice to serve as the decision-making body for the community brainstorm session. The planner had taken away the innate ability of the community to determine the planning process most suitable for them. He had removed the community's voice and made his voice the only legitimate knowledge in the decision-making process. In this meeting, as well as throughout the planning process, the practitioner made the decisions for the community. The community's involvement in the planning process served as a safeguard for accountability in predetermined objectives by Planning Administrators and Civic Government. Throughout the process similar situations such as this had arisen, where there is an opportunity to maintain an enabling open dialogue and critical capacity for decisions to be made collaboratively and inclusively with participants. Yet the choice had always shown itself to continually be determined away from community participants and in an arena and space that is removed from the critical scrutiny and capacity of the community. Duties to challenge and rights to challenge have been bypassed in favor of the practitioner serving as expert and maintaining an approach that is perceived to be for the public interest and without public involvement.

5.2 PHASE ONE OF THE PLANNING PROCESS

The following describes a chronology of the planning process for the Fort Rouge Neighbourhood Management Plan Draft followed by a fuller discussion of what occurred.

March 31, 1994: S.W.O.T Exercise

Stafford Avenue and Grovesnor Street.

April 20, 1994:	Key Word Exercise and Strategies
May 4, 1994:	Strategies (continued)
June 30, 1994:	Fort Rouge Secondary Plan Drafted
April 24, 1995:	Open House, survey administered
June 3, 1996:	Fort Rouge Secondary Plan Drafted (Revised)

Based on documented meeting minutes⁵ the creation of the Fort Rouge Secondary Plan can be considered an exemplary model of efficient and focused planning or more realistically an example of token modernist planning where civic intervention is nothing more than a way of decentralizing accountability in the decision-making process to the citizen by inauthentic planning sessions. The timeline presented above demonstrates the inconsistent planning service provided by civic planners and brings into question the ability by citizens to have meaningful and democratically discussed decisions about planning issues and possible solutions to these concerns for their neighbourhoods. Based on the above timeline the planner was able to draft a document for the Fort Rouge neighbourhood after two planning sessions, a plan that is intended to serve as a guide for the Board of Adjustment, Community Committee, Standing Committees, developers and possible future capital funding allocations for the community. With so much at stake it seems highly questionable that such a timeline is reflective of the development of such a plan, either the meetings were extremely productive and focused with participants in consensual agreement or there is more to the planning process that we are not seeing. Conversations⁶ with the planner involved though do not indicate much deviation from

⁵ City of Winnipeg, Planning and Land Use Division, Fort Rouge File

⁶ Appendix C provides a series of questions asked to three key City of Winnipeg Planning staff that were involved in the process. Conclusions are based on these formal interviews held in June 1999.

recorded meeting minutes (City of Winnipeg Planning and Land Use: Fort Rouge). The following discussion looks at each of these meetings in addition to other meetings with the community prior to the open house. Because a primary source for this planning phase was obtained from a review of the Department's Fort Rouge File, interviews were conducted in June 1999 with the City Centre Planner for the Fort Rouge Neighbourhood (the primary planner for the plan), the Urban Planning Coordinator (administrative body over the primary planner), and the former Fort Rouge M/WCRP Neighbourhood Planner (planner in a separate branch of the Planning Division than the previously identified planners). The interviews were held to provide more insight into the planning process then had been documented and to clarify the data that had been gathered. These discussions served to confirm the continued reliance of the planner functioning as expert and citizen involvement to be nothing less than tokenism.

5.2.1 WORKSHOPS

On March 31st, 1994 the first of two meetings facilitated by the area's District Planner were initiated prior to the preparation of the Fort Rouge Secondary Plan Draft dated June 1994. At the previous two sessions with community residents the District Planning Coordinator represented the Planning Division. The Coordinator attended the previous two sessions because of the zoning by-law consolidation being undertaken by the City. Since discussion by community representatives had focused not only on zoning concerns but on the possibility of broader development issues in the community the area District Planner was assigned to the community planning process. A discussion with the

planner⁷ reflects that knowledge of the Fort Rouge neighbourhood had been based on past planning experiences in the community and the daily applications and permits filed by developers and residents through the City. The planner indicated that his knowledge was limited due to his lack of involvement in the previous meetings (March 9th and 22nd) before he took over and in the mandated work of the Neighbourhoods Programs Branch M/WCRP initiative. Thus the following process was not based on his participation, review or conversation with community members, but through his past experience with other communities. A placemaking practice would have provided for the discussion of setting the rules for action and boundaries for action by all participants. This is not to suggest that the planner does not have valuable technical knowledge or experience to offer to the process, but more importantly his professional knowledge and experience are but one of the stories of determining a process. The practitioner is an equal participant in the process and his knowledge is not seen as being more legitimate than any other participant's in the planning process. The following is a description of the planning process that took place. It is based primarily on meeting minutes and is affirmed through an interview with the City Centre planner in June 1999 (refer to Appendix C).

The Fort Rouge Neighbourhood Management Plan planning process began with a S.W.O.T (strengths, weaknesses, opportunities, threats) analysis of the area. The exercise was intended to focus the thoughts of the group on general and specific issues in the area, approximately 5-10 minutes was spent on each of the four exercise areas. Appendix D

⁷ This discussion is based on an interview held in June 1999 (Appendix C) with the City Centre Planner. At the time of the 1994 process the planner was referred to as the District Planner. In both cases the same planner served as the facilitator of the Fort Rouge Plan.

offers a complete list of the issues identified by the community participants. The brainstorm session was facilitated by the planner and annotated on a flip chart.

On April 20, 1994 and May 4, 1994 the District Planner facilitated two other meetings prior to drafting the Fort Rouge Secondary Plan. At the April meeting participants were asked to identify key words, which described what made the Fort Rouge neighbourhood successful, and to prioritize these key words by their importance for the community. At the May meeting participants were then asked to identify strategies that would strengthen, enhance and/or restore the primary neighbourhood qualities identified at the April meeting. Appendix E provides the results of these planning sessions. The meeting held in May was a continuation of the April meeting where community representatives had identified key words they felt characterized the community. The meeting in May built upon these key words by looking at the strategies that could be used to improve the identified qualities of the community. For example at the April meeting participants ranked the key words of village and urbanity as the primary neighbourhood quality. At the April and May meeting participants suggested some of the following strategies to address the identified neighbourhood quality:

- improved development control with the goal of neighbourhood stability
 - "regulations" for business (i.e. what type of business is desirable, what is not desirable e.g. pawn shop, video arcade, etc.)
 - parking strategy
- (City of Winnipeg Planning and Land Use Division: Fort Rouge File: April 20 & May 4, 1994).

Appendix E provides a complete list of the identified neighbourhood qualities and the strategies for addressing each quality that participants provided.

The May meeting also included a discussion about the final product that the group could produce. Similar to an earlier meeting held with the District Planning Coordinator, discussion revolved around the creation of a series of policy statements or a secondary plan (by-law). Resolution of this matter was not reached at these meetings and was never a resolved aspect of the planning process in either 1994 or 1998. As will be discussed in the second phase of the planning process section 5.3 Phase Two of the Planning Process, where my involvement as a participant-observer took place, the decision of the plan to become a formally adopted Secondary Plan By-law was a decision driven by the area Councillor rather than the citizens themselves. The meeting culminated with the area District Planner, M/WCRP Community Planner and area Councillor taking the information from the three meetings and writing up a draft plan for the area. Residents would review this draft at a later meeting to be scheduled for May 1994. The lack of any documented meeting minutes and an interview with the City Centre Planner in June 1999 have indicated that this meeting did not occur. On June 4, 1994 a preliminary draft of the Fort Rouge Secondary Plan was written.

Chapter Two discusses the longevity that a planning doctrine such as the Fort Rouge Secondary Plan can have not only on the daily management of the Fort Rouge neighbourhood by the community and Civic Government, but also the larger implication of policy development in the governance of our individual and collective neighbourhoods. The role of Civic Government in governing our environments is done through the creation of policies such as that discussed in Chapter Three, in Plan Winnipeg, the City's long term plan. The chapter also discussed the legislative powers of Civic Government and of Civic Planning through the City of Winnipeg Act. Under this

Part 20 Planning and Development of the Act, Civic Planners under Section 584(1) have the legislative power and responsibility for the preparation of Secondary Plans (refer to section 3.4 Neighbourhood Management Plans, Secondary Plan and Civic Planning). If the reader will recall, one of the primary objectives of Unicity was the decentralization of the political process. This provision was created to better define the new relationship between citizens and government by affording more decision-making opportunities to the citizen in their governance through public participation.

The timeline provided for at the beginning of this section, Phase one of the Planning Process, and the consequent discussion of the individual meetings leading to the eventual drafting of the Fort Rouge Secondary Plan document by its very account demonstrates the lack of meaningful and involved public input into a document that may have enduring statements and consequences for the Fort Rouge community. Though the City of Winnipeg Act and Part 20 of the Act do not strictly define a process for public participation, both suggest the opportunity for policy creation by citizens for their defined neighbourhoods. To suggest that after three sessions the area planner was able to draft a Secondary Plan for the area is not unreasonable, but to suggest that this was done through meaningful public participation and an ethical commitment to democratically inclusive citizen involvement is a false pretense. More specifically the process provides an unethical commitment to the reformist intentions of city planning as it was envisioned at the turn of the century. The planning practice used in these beginning sessions continues to present itself as an obstacle to a placemaking practice.

A year later on March 8, 1995 and again on March 29, 1995 a planning session for the Fort Rouge Secondary Plan took place. Discussion was not directed to a review of

the 1994 Drafted Plan, but involved reviewing the agenda for an open house to introduce the Fort Rouge Secondary Plan concepts that had been discussed a year earlier by participants and shaped by the District Planner. On April 3, 1995 a meeting with community groups was held to discuss the open house concept and its relation to the planning process that occurred a year earlier. Discussion at this meeting once again focused on the final product being either a Neighbourhood Management Plan or Secondary Plan. The continual reoccurrence of this discussion can be attributed to one of the following possibilities:

- The planner is not describing each of the possibilities clearly. Throughout the planning process it is unclear as to why the planner alternates between referring to the work as a Secondary Plan and then at the open house the plan is referred to as a Neighbourhood Management Plan. The initial draft document completed in June 1994 was entitled "Fort Rouge Secondary Plan". Similarly the plan drafted after the 1995 open house was also referred to as a Secondary Plan, though the storyboards at the open house referred to the plan as a "Neighbourhood Management Plan". When the second phase of the plan commenced in 1997 the plan was referred to and ultimately entitled "Fort Rouge Neighbourhood Management Plan". This constant alternating entitlement for the plan leads to confusion by participants as to a clear distinction between the two and what each has to offer to the community. As has already been indicated in Chapter Three a Secondary Plan preparation is supported through the City of Winnipeg Act and is a legally binding document when it becomes a by-law (584(1)). Conversations with planning staff indicate that a Secondary Plan can also be an informal plan provided that it does not become a by-law. This seems

somewhat confusing as reference to a Secondary Plan seems to automatically have a connotation of inferring that it will eventually become a by-law. Repeated conversations with planning staff has served to clarify that Secondary Plans can be viewed as both an informal plan with policy statements or a formal plan that goes through the various Civic Committees (Executive Policy Committee, Standing Committee on Property and Development, City Centre Community Committee and Board of Adjustments), Council as well as the various other Civic Departments that may be affected.

- Participants were not given an opportunity to create a dialogical space in which to explore the two types of plans and to dialogue, debate, confirm and interrogate the choices. They had not been given the opportunity to explore different stories or fictions of each choice. If they were given the opportunity to explore for example choosing a Neighbourhood Management Plan, dialogue can begin about the various possibilities that such a choice can give the community. By exploring a story line participants can discuss their experiences in different circumstances pertaining to action and civic government regarding their past experiential knowledge of a previous planning process or appeals situation or any other circumstance the participants feel may be of importance to the discussion. Only through this informal space and arena for discussion can experiences, knowledge and relationships be explored.
- Because the department does not have a clear definition of what a Neighbourhood Management Plan is the planner proceeds in an unclear direction as to what the potential of the plan can and can not be. The Fort Rouge Neighbourhood Management Plan varies from other plans because of its broad vision as discussed in

the previous chapter. Originally the plan was focused on zoning and land use matters, what resulted from the planning process was a more holistic plan that dealt with a variety of issues, needs, concerns and visions. Thus it is not surprising that even after the continual explanation of the two types of plan that can result from the process, the participants question what the merits are between each choice. Participants, including the area Councillor offer a combination of the two in which a Secondary Plan is viewed as a subset of a Neighbourhood Management Plan.

In addition to the reoccurring discussion and explanation of the difference between a Neighbourhood Management Plan concept and a formal Secondary Plan by-law this meeting was significant in that it demonstrated the lack of involvement by the community in the making and shaping of the plan.

Other questions raised at this meeting, keeping in mind that this was a meeting to supposedly present the results of a participatory planning process by community representatives, demonstrated that the planning process and the results ascertained through this process were not easily identifiable by the community members who attended this meeting and who participated in the initial stages of the planning process for the plan. Placemaking as discussed in this thesis is a collaborative process in which participants are part of the making of their socio-political and physical places. The questions that participants posed at this meeting demonstrated that the process failed to meaningfully involve the participants in a collaborative and inclusive planning process of relation and capacity-building and more importantly the fundamental task of creating a dialogical space in which to explore meanings and understandings. Other questions

posed at this meeting were directed towards the figures presented in the community profile and the boundary definitions.

With respect to the community profile, as described in the previous chapter there seems to be a lack of clarity to some of the figures presented and specifically how and where they were obtained. What makes this issue somewhat confusing is that the area was divided into four villages to reflect the scale and nature of the environment. Though this made sense at one level, i.e. creating each village according to similar characteristics and qualities, at another level it seems quite arbitrary and unrealistic. Communities are never clear cut or black and white, and by relying on modernist notions of perceiving the environment as a homogeneous entity planning continues to maintain a lack of understanding and tolerance of the cultural 'Other'⁸. Sandercock makes reference to the 'Other' as those who are different, who have different needs, ideas and views. These 'Others' are feared because they question and alter the present system of governance, of living, experiencing and change itself. Though it seemed rational to divide and identify the neighbourhoods in such a manner, by doing so portrays a misleading picture of the actual community and assists in presenting the homogeneous groups needs over the diverse heterogeneous population. Thus discussion and issue identification will cater to the dominant culture present in the individual communities over the actual interrogation and confirmation of the overall community in terms of both physical needs such as housing, recreational spaces, infrastructure and social needs such as employment, education and other services.

⁸ The term is used by Leonie Sandercock (1998) in her book "Towards Cosmopolis: Planning For Multicultural Cities" and is briefly discussed in Chapter Two of this thesis.

The division of the five neighbourhoods into four villages has lead to some confusion or lack of clarity in the statistical information produced by the planner, not to mention how these four sub-areas were developed. Because the City identifies the Fort Rouge area as being made up of a series of neighbourhoods, the characterization of these neighbourhoods is based on specifically defined boundaries and all statistical information are calculated to reflect these boundaries. By altering the boundaries the census information was recalculated (using a data desktop program) based on these new boundaries. In reviewing these figures it was unclear as to how these figures were arrived at and what they were indicating. These sentiments were also voiced by community members at the open house planning meeting who voiced concern over the statistical information presented by the district planner and was inferred⁹. Some of the statistics, according to participants, were unclear and it was felt that there were a number of minor problems with the statistical information (City of Winnipeg Planning and Land Use Division, Fort Rouge File: April 3, 1995).

The problem is not so much in the redefinition of neighbourhood boundaries (provided that a potential bias towards the assumption of a homogeneous physical and social environment is understood to exist), but in the lack of clarity of the new statistical information that deviates from the published City information. This demonstrates the continual 'planning by the planner for the planner', as opposed to 'planning with the community for the community'. If the intention of the Fort Rouge plan is to educate the public about their community and to actively involve them in the planning process (City of Winnipeg: Fort Rouge Neighbourhood Management Plan Draft 1998) then perhaps it

⁹ City of Winnipeg Planning and Land Use Division, Fort Rouge File: April 3, 1995

would be beneficial to allow them to be part of every facet of the planning process.

Again this reflects the lack of dialogue that was present from the beginning of this process in which framing for action and the rules for action were not discussed or explored by the participants. The planner did not enable this activity to fully develop or evolve.

With respect to the overall boundary definition of the plan (i.e. the plan is created for the area bounded by the Assiniboine River, Donald Street, Pembina Highway, Stafford Avenue and Grosvenor Street) meeting attendees voiced interest as to why a small segment of the North-East portion of the Fort Rouge area was not included in the plan. According to a discussion¹⁰ with the planner the exclusion of North-East Mayfair Street was decided upon by the local area Councillor. With regards to how the sub-areas (the four villages) were created the planner stated that this had been based on the classification of the neighbourhoods on their characteristics, i.e. similar characteristics would allow for areas to be combined. It is interesting to note that at this meeting an invitation was extended to community organizations to become involved in the open house and who to contact if they were interested. This is of interest because the agenda, storyboards and most of the work for the open house had already been completed. A week later notices were prepared for distribution to invite the broader community to the open house. In viewing the storyboards and plan itself, points of concern brought forth by community participants at this meeting were not changed or altered to reflect their concerns, nor does it seem that the process was slowed to deal with these concerns. Meeting minutes do not reflect responses to the questions raised by the community

¹⁰ An interview was administered in June 1999. Appendix C provides a copy of the questions.

attendees but it is safe to assume that some discussion did take place. What is in question is the depth and appropriate time allocated to these questions and in building understanding and comprehension as to the decisions that were made either by participants from the previous year or from other stakeholders. It seems that the meeting served as a notice of the fact that an open house was already scheduled, going to take place and what would be presented at the open house, as opposed to a mutual and interactive engagement of the planning process and the direction of the next step in the creation of the plan or moving the plan forward. This would be the last meeting with community participants prior to the open house and to the revised draft of the Fort Rouge Plan.

5.2.2 PUBLIC OPEN HOUSE

On April 24, 1995 a Public Open House was held to introduce the Fort Rouge Neighbourhood Management Plan to the broader community and to obtain feedback from residents about the plan through the administration of a survey. Appendix F provides a reproduced version of the survey as well as the results. It is worthwhile to discuss not so much the survey results, as they are significant and will be discussed shortly in Phase Two of the planning process, but to focus attention to the questions contained in the survey. The survey in this instance served as a method of public participation in the political process. Upon closer examination of the questionnaire distributed at the public open house it becomes evident that the survey instrument functioned not as a democratic device in which to gain a broader public opinion about the Fort Rouge area and the issues, concerns, and qualities that define the neighbourhood for its residents. The open house, according to the public notice is intended to provide residents the opportunity to share their opinions and suggestions about how the planning study should proceed to

suggest strategies and actions to address issues that are pertinent to area residents. The survey designed by the civic planner served more as an instrument by which to confirm and validate the findings that had already been developed and prepared by the planner through a minimal participatory process. For instance the first question of the survey reads as follows:

- ***The Neighbourhood Management Plan***

1. What do you think are the three most important issues to consider in drafting the Neighbourhood Management Plan?

- | | |
|-------------------------------------|---------------------------------|
| - Public Safety ____ | - Traffic & Transportation ____ |
| - Local Decision Making ____ | - Land Use Zoning ____ |
| - Housing Development ____ | - Tourism Marketing ____ |
| - Commercial Development ____ | - Environment ____ |
| - Architectural Design Control ____ | - Other? _____ |

(City of Winnipeg Planning and Land Use Division: Fort Rouge File: April 24, 1995)

Though these issues are those raised by participants through the planning process, the selection of these nine specific issues seems quite arbitrary, and in particular the terms used are not those suggested by the participants through the process. The planner, had altered the language of the issues without community confirmation. In addition it can be noted that the first question of the survey seeks to find out what the important issues are for residents and then proceeds to identify the following six issues:

- Land Use Zoning and Development Control (questions 4-6),
- Heritage and Urban Design (questions 7a-7c),
- Transportation & Traffic and Parking (questions 8a-8b),
- Safety (questions 9a-9b),
- Quality of Life (questions 10a-10c), and
- Self-Determination (questions 11a-11b)

The first question of the survey can be viewed as a means of providing residents, who have not attended previous meetings, with a sense of some of the issues raised by their fellow community members and then allowing them the opportunity to add any additional issues by filling in the option "Other". Examination of the responses to this question shows that four respondents did choose the "Other" option, but what these other options were was not published or recorded in the results. Even if residents had offered other issues to be considered in the planning process and document creation, these opinions and views are not expressed or acknowledged in the report. Thus an inclusionary ethic is put aside and a continued modernist perspective of the planner "planning for the public interest" and the "planner serving as expert" persists. The use of the survey as a device to engage public participation in the planning process is little more than a feel good exercise in false meaningful input.

5.3 PHASE TWO OF THE PLANNING PROCESS

The second phase of the Fort Rouge Neighbourhood Management Plan planning process commenced in 1997. At the request of the area Councillor the Community Planning Branch began working towards the finalization of the F.R.N.M.P. by incorporating community improvement actions and plan implementation strategies (City of Winnipeg: Fort Rouge: August 20, 1998). The chronology of the planning process for the Fort Rouge Neighbourhood Management Plan (Draft 1998) is presented followed by a more detailed discussion of what occurred.

March 18, 1998: Workshop

March 25, 1998: Workshop

- April 1, 1998: Workshop
- August 20, 1998 Fort Rouge Neighbourhood Management Plan Draft 1998
- August 26, 1998: Public Open House (Corydon)
- August 29, 1998: Public Open House (Osborne Village)

In 1997 the author became involved with the finalization of the Fort Rouge Secondary Plan, the work was directed at plan implementation. A series of workshops were scheduled for the spring of 1998. The intention of these sessions was to look at the goals and objectives of the community and determine which of the numerous issues would be immediate objectives that needed to be resolved and which issues would become long term goals that could be reviewed within a five year time frame. Upon completion of these tasks a series of public open house sessions were scheduled in August 1998 to receive public input and reaction to the plan and its implementation strategies.

The following discussion is based on data obtained through the author's involvement as a participant-observer with first hand account of the planning process, as well as interviews with the City Centre Planner, Urban Planning Coordinator and the former M/WCRP Neighbourhood Planner. As has already been mentioned the author became involved with the Fort Rouge Neighbourhood Management Plan in the winter of 1997 where the author functioned as an assistant planner to the City Centre Planner, as well as a participant in the process.

5.3.1 WORKSHOPS

The first of three public workshops was held March 18, 1998. Prior to these workshops information packages were provided to interested community groups, residents, businesses and community leaders. Appendix H provides a reproduction of the

information packages mailed to interested participants. The package provided residents with a summary of the 1996 Draft Plan for review prior to the scheduled meetings. This summary included a description of the neighbourhood management plan, the planning area and the concepts, themes and issues identified. For example it introduced the concept of the Fort Rouge neighbourhoods being viewed as 'Urban Villages' and an underlying theme of this concept to be Heritage and Design and an identified issue to be urban forest management.

The package served as a means to re-introduce the Neighbourhood Management Plan to the community since April 24, 1995. In addition to this package a public notice poster/pamphlet was distributed to all community groups, organizations and leaders of the Fort Rouge Community. The intention was that by distributing these poster/pamphlet public notices community stakeholders would assist in notifying and circulating the information to other community members through word of mouth, at annual association or organizational meetings. Similarly the BIZ associations were asked to assist in notifying the public by being given a number of public poster/pamphlet notices to distribute to interested business association members for posting at their business establishments. Appendix G provides a copy of the public notice poster/pamphlet that was distributed to community groups and business establishments.

Initially there were only two public workshops scheduled for the second phase of the Fort Rouge Neighbourhood Management Plan, but it became evident after the first workshop that a third meeting would be scheduled. The workshop focused on six issues that had been identified by members of the community as being important issues. The six issues were based on the survey results of the 1995 open house (question 1). The issues

in priority were public safety, traffic and transportation, local decision-making, land use and zoning, commercial development and architectural design controls. It was intended that these six issues and their action statements be reviewed (three issues per workshop) and prioritized as to those actions which the participants viewed as being manageable and immediate, and those that they felt were long term action. Participants could also suggest that the issues and actions contained in the 1996 Draft Plan were unrealistic in their aim or did not apply to the current situation in the community. By reviewing each individual action participants could begin to resource the individual action statements through the following three headings:

- **Partner / Responsibility.** Who will be taking part in addressing these actions? What partnerships will be formed and who will be responsible for these actions? How will these recommendations begin to become actions?
- **Time Frame.** When will these actions take place? A time frame in which to see these actions beginning to be addressed and ultimately implemented.
- **Funding.** How much money will be needed to undertake such an action and where can the resources for such actions be found.

Appendix I provides a copy of the work booklet and priority ranking worksheet for participants at the workshop. The work booklets identified each of the six issues to be focused on in the workshop. It provided a general statement that set the context for the issue and then provided a series of recommendations for actions. Depending on the issue recommendations for action varied between two to eight action statements. As stated earlier the recommendations for action were to be reviewed, ranked and resourced (i.e. partner/responsibility, time frame, funding). In addition a loose worksheet was provided

to participants in order to obtain an overall ranking of the seventeen issues identified from the 1996 Draft Plan. Prioritization was to take place through the use of a number scale of one through five, with five representing the highest value and therefore the more significant issue, three mediocre and one signifying that the issue could be resourced for later.

Winikoff and colleagues through their placemaking experiences suggest that one way in which to involve participants is through assigning tasks to complete on their own (ed. Winikoff: 1995: 13). The intention of the packages prior to the first workshop was to elicit a similar response by participants, a type of homework for participants was given in the packages. They would work independently or with fellow interested residents and attend the workshop prepared and up to date on the events of the workshop. This though was not the case and became apparent at the first workshop, not because participants lacked knowledge or a capacity to understand the intent of the package and workshop but because a significant aspect prior to the first workshop was missing. As has already been discussed the last public involvement or knowledge of the Fort Rouge Secondary Plan occurred in April 1995 and prior to that in June 1994. To expect that participants after reading the information package would have participated in a process uncritical or overly knowledgeable was a misunderstood aspect by the planner. As in the first planning phase the element that was lacking and in some respects not even present was the fundamental task of creating a dialogical space in which participants could explore knowledge, experiences and relationships between each other and their constructed environments.

As a significant period of time had elapsed since the last discussion of the neighbourhood plan, it would have been beneficial for both the community participants

and planning staff involved to have created a dialogical space. Assuming that a dialogical space had occurred in the prior process the task of developing an implementation strategy would have been best served by the construction of a new dialogical space with new participants in that specific time and place. By providing such a space the participants in the planning process, including the practitioners would have had an opportunity to take part in knowledge sharing and relation building. The allocation of such a space would have best served the community and the planning process by providing a neutral space in which to open discussions between the various stakeholders at the first session. Instead what resulted was a process focused on expedient service delivery and task completion, a mechanical and objective exercise.

The first workshop originally was intended to review and resource the three issues of public safety, traffic and transportation, and local decision making. What resulted from this first session was a three-hour workshop reviewing the action policy statements that were recommended in the 1996 Draft Plan. The policy statements were contextualized to suit the character and need of the area. Appendix J provides the results of the March 18th planning workshop and the rewritten recommended statements for action. The work booklet was revised with the addition of a work sheet reflecting the previous week's work. At the next planning session (March 25th) participants reviewed the revised statements (Appendix I) and then went on to work on the remaining issues of land use and zoning, commercial development and any other issue(s) the community felt to be important. The sessions proved to be productive in revising the policy action recommendations but failed to offer any insight into the resource tasks of providing a time frame or priority ranking. It should be noted that the area councillor felt that the

resource task of funding should be left out of the planning process, the revised worksheet reflects this suggestion. At the end of the second session, and originally the last planning session for the Fort Rouge Plan finalization, it was decided that a third meeting would be scheduled for April 1st to review the revised statements and attempt to provide some suggestions for the resource tasks. Appendix K provides a copy of the revised worksheet for the April 1st meeting.

Prior to the April 1st meeting a revised worksheet was constructed for participants and dropped off for their review and suggestions for the resource tasks. For this worksheet the task of funding was added. The intention once again was to provide homework for participants to do individually and then collectively would be shared at the April 1st meeting. The planning session focused on going through each individual issue and its accompanying action statements and sharing ideas and suggestions in which to implement each action. Assigning funding sources proved once again to be a difficult task to negotiate, participants though did provide some suggestions as to potential sources. The session ended with discussion about the future of the plan and what the next steps would be. Participants suggested that perhaps a condensed version of the plan could be distributed to all residents affected by the plan. similar to the notice in Appendix F but with more substance, prior to an open house. Participants offered their assistance in drafting a condensed version of the plan and their involvement in reviewing any other material for the document.

Though the workshops served to provide valuable insight for action recommendation, the session reflects the lack of community involvement in the initial development of the various recommendations outlined in the 1996 Draft Plan. These

sessions were productive in formulating focused issues of concern into action from the general policy statements that were suggested in the plan. The sessions also offered opportunity for new action recommendations to be included. For example one of the first issues to be discussed at the planning session was that pertaining to public safety. The plan recommended four actions to deal with this issue. Upon discussion of these actions participants suggested one other recommendation. This recommendation serves as one of the components in the five-year implementation strategy. Other similar examples of citizen participation exist within this phase, but the degree of its continuous presence is misleading.

As had been discussed earlier the original intention of the workshop sessions was to:

- (a) Confirm that the six issues of (1) public safety, (2) traffic and transportation, (3) local decision making, (4) architectural design controls, (5) land use and zoning, and (6) commercial development were presently important issues for the community.
- (b) Review recommended actions.
- (c) Prioritize and resource (partners/responsibilities, time frame, funding) recommended actions.

After two sessions of the three tasks only (a) was completed. Because of this participants discussed the scheduling of a third workshop for the following week. The third session with participants focused on covering task (b) and (c). During the week time period participants were given revised work sheets and given an opportunity to provide suggestions for the upcoming workshop. Many of the participants did undertake this activity and discussion of their suggestions occurred in the final workshop. The comments of the participants were noted and worksheets were collected. After this last

workshop session participant involvement was non-existent. The information that was obtained through planning sessions was referenced for the action plan implementation strategy but as the finalization of the document continued it became quite evident that citizen participation in the remainder of the process would occur again at a public open house.

The completion and finalization of the plan prior to the open house occurred through meetings with the planner and area Councillor. Appendices L and M provide a copy of the work completed through these meetings. The area Councillor felt that the task of resourcing a time frame and sequencing of action implementation was best left to the planning staff and area Councillor to determine. Similarly the Councillor made the decision to eliminate the task of funding resources as he felt that this would best be determined by the suggested partners assigned the responsibility of the varying actions. Thus the tasks of suggesting and finalizing the partners/responsibility, time frame and sequencing of actions was determined in part by the planner and predominately by the area Councillor.

Whether the responsibility of completing these tasks was best left to the experts, i.e. knowledgeable civic staff familiar with the system, is not at issue here. The issue is that citizens were not given enough time or meaningful explanations and information about the process or system in place. Participants were not given the opportunity to explore each other's individual or collective knowledge about their neighbourhood, the planning process or the previous completed work of the plan. Mutual information exchange and sharing between the planning staff and participants was minimal and one

sided, a more open and inclusive process and ethic could have been a way in which to develop a collaborative planning practice.

Placemaking states that the planner should not impose their expertise on the planning process or participants and that the practitioner should not make decisions about issues too early in the process. A placemaking practice offers the participants a meaningful process that is not always oriented to an end product. Placemaking practice focuses on a planning process that enables relation and capacity building, a store of knowledge. Once this space is created and the basic components of a placemaking practice are explored and shared then the end products (store of knowledge) can be revisited for the generation of action in whatever form this may take (plans, proposals, activism etc.).

Another example of the lack of meaningful citizen involvement within the creation of the plan is seen in the addition of a seventh issue. The issue of Urban Forest Management was derived from the initial planning workshop in which participants were asked to rank the seventeen issues outlined in the draft plan through a number scale value. The worksheets were obtained by the remainder of participants at the final workshop and analyzed prior to a meeting with the area Councillor. At this meeting the issue of urban forest management was added to the implementation plan and all three tasks (review of recommended action, partners/responsibilities, time frame, sequencing of actions) were discussed and finalized.

Citizen involvement in affirmation of the issues and interrogation of the policy statements for its implementation was non-existent. Participants were not knowledgeable of the addition neither of this issue nor of the results of the ranking of the

overall issues of the plan. In fact the issues that were identified from the survey and consequently serving as the main issues for the workshop and the implementation strategy are not specific or immediately identifiable issues in the Draft Plan. This demonstrates that the Draft Plan which had originally been written in June 1994 had not been revised to reflect the results of the 1995 open house comments and results of the administered survey.

The issues obtained from the 1995 open house results were matched to issues from the 1996 Drafted Plan and in cases where there was not a clear identifiable match with one of the draft plan issues then the open house issue recommended action policies were taken from various other outlined draft plan issues. For example the community according to the 1995 open house survey felt that public safety was the number one priority issue in the Drafting of the Neighbourhood Management Plan, but the 1996 Draft Plan does not mention or outline any such issue. For the 1998 workshops the issue of public safety was found to fit most closely in the theme of diversity under the issue of mobility. Recommended actions for implementation for the issue of public safety was obtained from not only the corresponding issue of mobility but also from the outlined issue of social harmony (one of eight issues identified under the theme of diversity).

5.3.2 PUBLIC OPEN HOUSE

On August 26th and 29th, 1998 a series of open house sessions were scheduled in the Fort Rouge area (one in Corydon and the other in Osborne). The purpose of the open house was to introduce residents and business owners to the Fort Rouge Neighbourhood Management Plan, present the community development issues that were addressed by the plan, and to facilitate and encourage discussions regarding the ideas and concepts in the plan. Similar to the first open house held on April 24th 1995, notices were distributed

to all residents in the defined neighbourhood. A series of storyboards, refer to Appendix B, were created for viewing. In addition a commentary sheet was provided for attendees who wished to comment on the work presented. Appendix N provides a copy of community comments regarding the draft plan.

In order to provide a larger opportunity for public input of the Draft Plan an open house session was held in each of the broader identified neighbourhood areas. For instance the Corydon area (both the identified North and South Villages) open house was held at the Corydon Hugo Piazza. The Osborne open house (for the East and West Village) was held at the Gas Station Theatre. It was thought that this would provide community residents with more of an opportunity to view and comment on the plan as well as identify the plan with both areas. If the open house session were to be held at one venue then it would appear as though the plan was developed for a single area. Similarly a neutral site might not provide ample opportunity for passers by to drop in and view the plan. An inclusionary ethic to provide an accessible and impartial arena or space for community residents to participate in the process was provided. In both cases the chosen venue sites were public spaces in which the community residents are seen to gather generally. This venue provided a wider and more diverse segment of the Fort Rouge population to view the plan and share their experiences and concerns about their neighbourhood. Perhaps if this type of opportunity were provided for in the initial stages of the plan then perhaps a more diverse group of community representatives may have participated in the planning process.

In reviewing comments pertaining to the open house sessions it becomes clear that many of the comments are people's experiences of their neighbourhood and that the

issues they present are often small issues that seem more manageable than the larger and broader visions developed for the community. In terms of placemaking practice these comments reflect that the basic components of place, people-in-place, knowledge, experiences and relationships do exist in people and their neighbourhoods. People and their places all have a story to tell and share, enabling that opportunity and experience to take place is the primary task of the practitioner. For example, one of the comments written by a community resident talked about their feelings regarding a specific place in their community:

I'm disheartened at the City for allowing Shopper's Drug Mart to cut those beautiful trees. They should be replacing those trees. It took about 25 years for those trees to grow and only 5 minutes to cut them. Now, instead of the beautiful trees all we have to look at is concrete - the entrance into the future Shopper's Drug Mart. We need more trees for our environment - not concrete. Don't we have any say - at all. Does business have to take up the whole corner at Roslyn Road and Osborne Avenue. The Shopper's Drug Mart blocked all the windows (we need natural light) of the Vietnam Café next door. We do need a few trees and some greenery to counteract all this concrete.
(City of Winnipeg: Fort Rouge Neighbourhood Management Plan
Open House: August 29, 1995)

Such a comment is exemplary of the story people have to tell and of the story or history of a place, as well as the lack of dialogical space in which participants are afforded the opportunity to engage in and share with other people. By providing participants with a basic understanding of where each of them is obtaining their cultural embeddedness of perceiving the environment and each other. In enabling this space and place to occur the foundational work can begin to take place for discussing and debating the larger issues, concerns and interests of the present community being and the future community becoming.

The open house was also significant in demonstrating the one on one nature that community residents sought out for sharing and expressing their experiences with others such as the planner and local area Councillor. The point of placemaking practice is to share knowledge and experiences of places with a variety of stakeholders some community attendees at the open house were quite open to voicing and sharing their knowledge and experience of their neighbourhood and community both positively and negatively. The planner took part in several discussions about issues of concern and experiences of community members within their neighbourhoods. These discussions were at times lengthy and at times were in small groups of community residents who while waiting for an opportunity to provide their input listened to the experiences of others. Whether the practitioner viewed the dialogue as significant for the finalization of the Fort Rouge Plan is not the lesson to be drawn from the exchange. The significance lies in creating the opportunity for its occurrence to take place and more importantly it accords the citizen the respect and legitimacy that is disregarded by professional services by their rational quantifiable methods. Similar to what had occurred in the workshop sessions, the discussions and comments that had taken place during the open house sessions were documented and ignored by the planner in the drafted plan's revisions. The revisions that were made were interpretations and conclusions drawn by the planner without the interrogation or confirmation of the community. An inclusionary practice would have attended to community comments and plan revisions with the community.

5.4 CONCLUSION

This chapter has provided an analysis of the planning process administered by the City of Winnipeg Planning and Land Use Division for the development of the Fort Rouge Neighbourhood Management Plan over a four year time period between the spring of 1994 and fall of 1998. This analysis has demonstrated that the process used to develop the neighbourhood plan is not as an enabling practice as one is lead to believe from the drafted report. Initially the community envisioned the creation of a community plan or vision statement as a means by which to better guide the City in its planning and zoning decisions. Community members felt that they, as well as the City could benefit from drafting such a plan in a manner that enabled a collaborative effort to proactively become involved in the growth and improvement of the neighbourhood. Discussion of the initial developmental stages of the planning process demonstrates that the planning process had the potential of being a collaborative effort that could have empowered community members to charter the future of their community. Though the Fort Rouge Neighbourhood Management Plan may eventually serve as a guide for the development and improvement of the area, the plan lacks the underlying spirit and intent of the community. The neighbourhood plan upon closer examination is a plan developed by the Civic Planner and area Councillor, top-down planning that has consistently plagued Civic driven planning processes. The discussion in this chapter has shown that the plan did not evolve from the knowledge and experience of the community, but from the manipulation of the community voice away from the critical capacity of its residents.

CHAPTER SIX

CONCLUSION

This thesis has explored the theoretical premise of placemaking in order to define the role of the professional planner in the ongoing activity of people to make, sustain, and transform their places. An underlying principle of this thesis has been a belief that professional service providers such as planners have lost the art and ability to make places that are meaningful and reflective of the diverse people that inhabit them. The question that is addressed in this research has been *how can professional planners regain and contribute to the art of making places.*

Chapter Two of this thesis provided a detailed discussion by which the professional planner could enable the art and practice of placemaking. Based on a synthesis of four authors (Schneekloth & Shibley, Healey and Sandercock) placemaking is described as an enabling practice by which to make, shape and transform our physical and socio-political spaces into places that reflect the cultural difference in meanings, values, understanding and knowledge of people by an act of inclusive, democratic and at times insurgent means. Placemaking practice as it has come to be understood in this thesis emerges from place and people-in-place, and the knowledge and relationships that are embedded within them. More specifically placemaking, as a collaborative approach to planning is enabled through the tasks of dialogical space, confirmation - interrogation, and the framing of action.

In relating placemaking to the planning profession this thesis has questioned the role of the planner and the process by which they enable place and people-in-place. The Fort Rouge Neighbourhood Management Plan as developed by the City of Winnipeg

Planning and Land Use Division served as a case study by which to critically examine the role of the planner and the planning process. As discussed in Chapter Four, the Fort Rouge Neighbourhood Management Plan is a policy-oriented planning document that is intended to enable a degree of local control over urban growth and neighbourhood improvement for community residents. Furthermore the plan articulates the essential characteristics that define and encompass the values and underlying strengths of the area by the local community.

In the case of Fort Rouge, the plan falls short of providing an inclusive participatory process for the making and shaping of the neighbourhoods by community members. Analyzed through the lens of placemaking practice in Chapter Five, the planning process administered by the City of Winnipeg Planning and Land Use Division offers little insight or innovation towards an enabling and meaningful contribution to the making of places. The Planning and Land Use Division continues to rely primarily on the technical instruments of quantitative information that is removed from the lifeworlds of citizens and community members. The methods employed by the City to learn about the community, establish participation and obtain input from residents (issues, concerns, solutions) are focused on rational techniques (surveys, key word exercises, number ranking system) that avoid meaningful interaction with community residents. The degree to which the Fort Rouge planning process provides insight and innovation towards the planning of places such as neighbourhoods remains entrenched in modernist notions of the planner planning for the public interest and serving as expert.

The Fort Rouge Plan, as described in Chapter Five of this thesis serves as an example of the rule rather than an exception to the rule. Nevertheless, the planning

process employed by the practitioner for the development of the Fort Rouge Neighbourhood Management Plan does not completely present itself as lacking placemaking possibilities. Planners have to move beyond the traditional techniques of planning. This is not to say that the traditional ways of planning should be completely abandoned, but more specifically the need to recognize that these methods (technical and objective) are only but a single technique by which to understand a community (physically, socially and politically). Sandercock (1998) articulates these thoughts best, she writes:

Means-ends rationality may still be a useful concept - especially for building bridges and dams - but we also need greater and more explicit reliance on practical wisdom.

Planning is no longer exclusively concerned with comprehensive, integrated and co-ordinated action (multi-sectoral and multifunctional), but more with negotiated, political and focused planning. This in turn makes it less document-oriented and more people centered (Sandercock: 1998: 30).

In addition to these modern ways of knowing the practitioner must be able to provide different ways of knowing how people experience and live in their places (neighbourhoods, communities, cities, regions, etc.). Placemaking practice emphasizes the significance of the phenomenological aspects of knowing and experiencing, these ways suspend the scientifically objective method of knowing in favor of scientifically immeasurable knowledge.

Furthermore, while the Fort Rouge Neighbourhood Management Plan has outlined community concepts, principles and a strategy for action, it has failed to adequately provide the community with the underlying objectives of relation-building and capacity-building. With a major flaw of many plans or initiatives being a lack of community support or a sense of ownership by community members, it would seem that

one of the primary objectives of the professional practitioner would be to address these concerns. It has been argued in this thesis that placemaking emerges from place and people-in-place, and the knowledge and relationships that are embedded in their lifeworlds. In enabling a discussion of place and people-in-place to occur, relationships are being forged and individual as well as communal capacities are being revealed. Relation-building and capacity-building, as they have come to be understood in this thesis are the result of placemaking practice, but are also simultaneously occurring principles for placemaking to happen. Through the tasks of dialogic space, confirmation-interrogation and the framing of action, placemaking enables the objectives of relation-building to develop trust and establish relationships, and capacity-building to further the practice by developing a store of knowledge by which people-in-place can begin to take action in the world.

Moreover, as was mentioned in Chapter Three there was a sense that Community Committees were unwilling to develop or implement techniques to assist in enabling residents to participate in the political process. As the reader will recall, Community Committees were the organizational body most responsible for managing and moderating local issues and were established in order to fulfill the objectives of political decentralization and citizen participation. Consequently the emergence of the neighbourhood management approach, as developed by the then Department of Environmental Planning, has served more as a mechanism by which to define the advisory role of the Planning Department in relation to Community Committees and their organizational function within City government. More concisely the neighbourhood management approach as outlined in Plan Winnipeg and as adapted by the Planning and

Land Use Division for the creation of the Fort Rouge Neighbourhood Management Plan functions more as a mechanism by which to enable the City to administratively manage neighbourhoods, rather than as a mechanism by which to enable residents to strategically think about the future making of their neighbourhoods. A more realized and holistic approach to neighbourhood management such as the placemaking practice discussed in this thesis could enable a process that meets both the City's underlying principles of administrative centralization and political decentralization, and citizens concerns in guiding change and development in their local neighbourhoods.

To conclude the Fort Rouge Neighbourhood Management Plan is a potentially powerful planning doctrine by which to not only manage the Fort Rouge neighbourhoods in terms of development, growth and maintenance for both the City and community residents, but also because the Plan has the potential to be an empowering and liberating practice for community members. More specifically the F.R.N.M.P. can articulate how residents, business owners, and community leaders want their neighbourhoods governed. In this way community members can express to City government and the organizational bodies that function within the community (i.e. Community Committees, Standing Policy Committees, Board of Adjustments), as well as to developers what both the physical neighbourhood and community members of the neighbourhood require, need, desire and envision.

Yet as has been evidenced in Chapter Five of this thesis it is apparent that the Fort Rouge Neighbourhood Management Plan suffers most importantly from a lack of meaningful participation and placemaking qualities. Therefore as this thesis has demonstrated through an analysis of the F.R.N.M.P. planning process the following

recommendations can serve to heighten participation and placemaking practice for the practitioner setting out in the development of other Neighbourhood Management Plans based on the Fort Rouge planning process:

- Spend more time establishing/creating a dialogical space, and in exploring place and the people-in-place (i.e. experiences, knowledge, relationships). The practitioner should view this recommendation as a period during which participants get acquainted with each other (e.g. introducing yourself or meeting your neighbours).
- Allow residents more of an opportunity to set the rules for the planning process and to determine how to maintain an ethical commitment throughout the process.
- The practitioner should keep and do the work in place, and with the people-in-place. This means confirming-interrogating and framing action through people's critical capacities.
- Develop and implement multiple ways of knowing (e.g. storytelling, music, song, dance, art) besides demographic profiles and quantitative methods.
- The practitioner should view themselves less as the expert and more as one of the people-in-place with a story to tell (knowledge and experience) as a practitioner and as a person with a stake (both personal and professional) in the community.
- Focus more on relation-building and capacity-building (i.e. more of a focus on people than on a product).

These recommendations are in addition to the tasks of dialogical space, confirmation-interrogation, and framing action as discussed in Chapter Two section 2.6 of this thesis.

Based on the Fort Rouge case study and the author's involvement as a participant-observer, the above points require a more focused commitment by the practitioner.

Perhaps only after the Fort Rouge Neighbourhood Management Plan receives Council approval or endorsement and some of the suggested strategies for action are implemented will the success of the Plan's overall purpose be truly measurable. Until Council approval, the approach described in this thesis would best be served by both the City of Winnipeg Planning and Land Use Division and by citizens through placemaking practice.

A limitation of the City in regards to being able to institutionalize placemaking may be found in the lack of resources (staff and money) to facilitate such a process. But

in light of the time spent in creating such plans in the first place and the broader ramifications of the Fort Rouge Neighbourhood Management Plan, it would only make sense that such an approach to the planning process be practiced in the development of Neighbourhood Management Plans. In addition some aspects of the practice that may present themselves as a limitation and therefore require further research to placemaking practice are in the task of framing action. More specifically in relation to maintaining an inclusionary ethic (the naming of the players) and language (scope and style of discussion). For the former there is a lack of practical descriptions among the authors of how to ensure and maintain an inclusionary commitment for the marginalised, oppressed and silent or non-present community members. For the latter there is a lack of a methodological description for how the practitioner can tap into different cultural groups knowledge, experiences and relationships (i.e. the different ways of knowing). Perhaps the experienced practitioner in addition to a more rigorous methodological description can provide more insight to these theoretical and practical gaps.

The approach described in this thesis presents an idea, or as Sandercock would say an ideal journey towards a postmodern Utopia a community of the world, and as such may seem too theoretical or radical to be realized and practiced by the professional planner. However, as an approach placemaking practice offers less a prescriptive process and more of a practical set of tasks to guide the professional planner in the practice of making places. It may seem a difficult journey and one full of unanswered questions, recognizing that the task of environmental change is one imbued with political forces, financial constraints and time limits. And if these factors were not enough of an obstacle, there are also the issues of power relations (social, political and

physical) between citizens and their governments and citizens with each other. These factors and issues may seem a daunting task for the planner to negotiate, all for the making of a place and in reality may never be negotiable but, ignoring these forces out of fear, time, patience or entrenched beliefs may lead to larger costs for the overall city, its individual neighbourhoods and most importantly the people-in-place. This thesis concludes with one last question,

Can we as planners afford not to dream, to strive for the ideal, to be part of the creation of places that connect us to each other and give us a sense of belonging, places that are symbols of who we are and what we value, places that hold meanings of our histories and our futures, places that are our mark of existing and being in the world?

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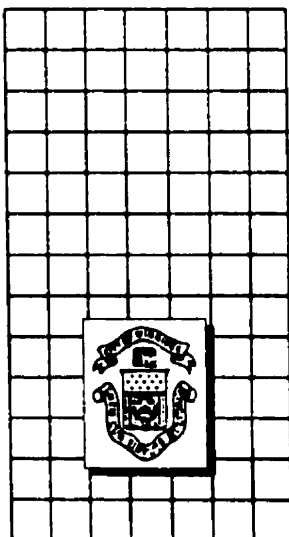
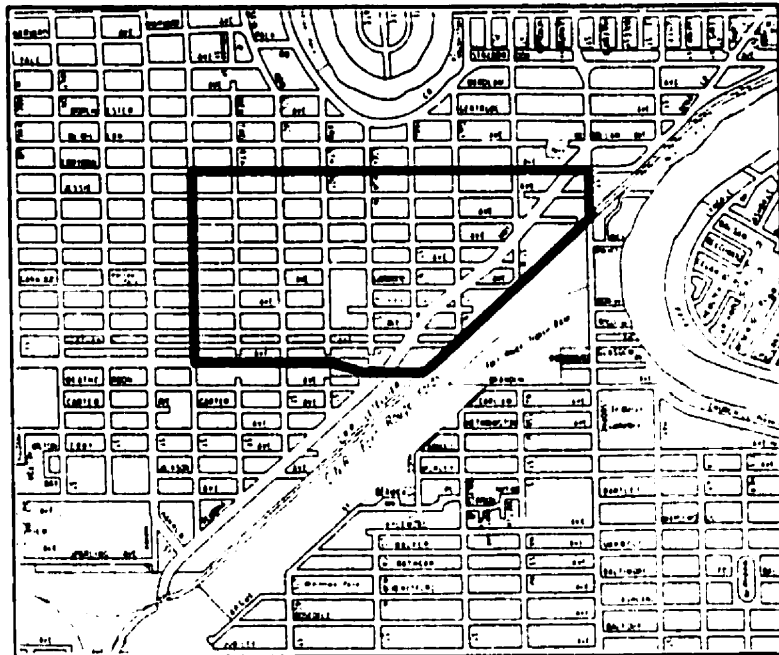
APPENDIX A

AREA CHARACTERIZATION PROFILES

1.06

Earl Grey

Winnipeg Area Characterization Program



Introduction

A concentrated and systematic approach to small area planning is the focus of the Winnipeg Area Characterization Program. While residential neighbourhoods are the primary focus, industrial and commercial areas have also been examined. As well, several agglomerations are available for the sake of comparison. These include the six community committee areas, the downtown, and the City as a whole. In all, 197 profiles have been prepared. Area Characterization Profiles are founded on the notion that neighbourhoods are the basic building blocks from which the city is physically and socially constructed. The approach adopted in these studies is to assemble the most basic of information for all parts of the city using neighbourhoods as the basic unit of data collection. This information lends insights into the viability of these neighbourhoods, pressures which threaten or strengthen this viability, and possible strategies for supportive programs.

Demographics

Population Totals			
	Total Number 4920	% Profile Area	% City Wide
AGE			
0 - 5	320	6.5	8.2
6 - 11	290	5.9	7.7
12 - 19	420	8.5	11.2
20 - 34	1695	34.5	28.1
35 - 59	1060	21.5	27.7
60 +	1145	23.3	17.1
SEX			
Male	2210	44.9	46.3
Female	2710	55.1	51.7

Source: Statistics Canada, 1986 Census

Education (+15 Population)			
	Total Number 3875	% Profile Area	% City Wide
High School Certificate	340	8.8	10.0
No High School Certif.	1610	41.5	44.5
Trade / Diploma	855	22.1	22.0
Some University	1070	27.6	23.5

Source: Statistics Canada, 1986 Census

Employment (+15 Population)			
	Total Number 3855	% Profile Area	% City Wide
In Labour Force	2580	66.9	68.3
Not In Labour Force	1275	33.1	31.7
Employed	2310	89.5	92.1
Unemployed	270	10.5	7.9
Participation Rate		66.9	68.3
Unemployment Rate		10.5	7.9

Source: Statistics Canada, 1986 Census

Marital Status			
	Total Number 4920	% Profile Area	% City Wide
Single	2220	45.1	42.4
Married	1855	37.7	46.2
Widowed	460	9.3	5.8
Divorced	220	4.5	3.0
Separated	165	3.4	2.5

Source: Statistics Canada, 1986 Census

Dwelling Units			
	Total Number 2210	% Profile Area	% City Wide
Single Detached	1115	50.5	58.4
Apartment 5 + Stories	245	11.1	13.2
Other	850	38.5	28.4
Owned	1030	46.6	59.5
Rented	1185	53.6	40.4

Source: Statistics Canada, 1986 Census

Household Type			
	Total Number 2195	% Profile Area	% City Wide
One-Family	1080	49.2	67.3
Multi-Family	0	0.0	0.8
Non-Family	1105	50.3	31.9

Source: Statistics Canada, 1986 Census

Age of Dwelling			
	Total Number 2195	% Profile Area	% City Wide
1920 or Earlier	510	23.2	8.5
1921 - 1945	655	29.8	14.3
1946 - 1960	555	25.3	23.2
1961 - 1970	225	10.3	19.5
1971 - 1980	245	11.2	26.5
1981 - 1986	0	0.0	8.1

Source: Statistics Canada, 1986 Census

Mobility Status			
	Total Number 4320	% Profile Area	% City Wide
Mover	2230	51.6	46.8
Non-Mover	2090	48.4	53.2
Migrant	670	30.0	28.0
Non-Migrant	1560	70.0	72.0

Source: Statistics Canada, 1986 Census

Family Status			
	Total Number 4610	% Profile Area	% City Wide
Husbands & Wives	1780	38.6	46.2
Lone Parents	205	4.4	3.9
Children	1130	24.5	32.4
Non-Family Persons	1495	32.4	17.5

Source: Statistics Canada, 1986 Census

Selected Statistics

Average Income		
	Profile Area	Total City
Household	23039	33294
Family	29047	38647
Individual	12402	15235

Source: Statistics Canada, 1986 Census

Household Size		
	Profile Area	Total City
Single Detached	2.6	3.0
Apartments	1.3	1.5
Total Households	2.1	2.6

Source: Statistics Canada, 1986 Census

Ethnicity		
	Total	%
British	1100	23.9
British and Other	460	10.0
Ukrainian	360	7.8
German	245	5.3
French	195	4.2
Native and Other	195	4.2
Italian	185	4.0
Other Eastern European	125	2.7
French and Other	125	2.7
British and French	125	2.7

Source: Statistics Canada, 1986 Census

Projections		
	Population	Dwelling Units
1981	5040	2327
1986	4920	2210
1991	4647	2276
1996	4523	2247
2001	4407	2219

Source: City of Winnipeg Planning Department

1989 Building Permits					
	Number of Permits			Construction in \$ 000	Alterations in \$ 000
	Construction	Demolitions	Alterations		
RESIDENTIAL					
Single	1	3	21	55.00	141.20
Semi	0	0	0	0.00	0.00
Row	0	0	0	0.00	0.00
Apt	0	0	3	0.00	13.00
Subtotal	1	3	24	55.00	154.20
NON-RESIDENTIAL					
Commercial	1	0	16	200.00	252.20
Industrial	3	3	10	690.00	49.70
Office	3	0	6	225.00	134.50
Hotel / Motel	0	0	0	0.00	0.00
Public Building	0	0	0	0.00	0.00
Institutional	0	0	1	0.00	20.00
Miscellaneous	0	0	0	0.00	0.00
Subtotal	7	3	33	1115.00	456.40
TOTAL	8	6	57	1170.00	610.60

Source: City of Winnipeg Planning Department

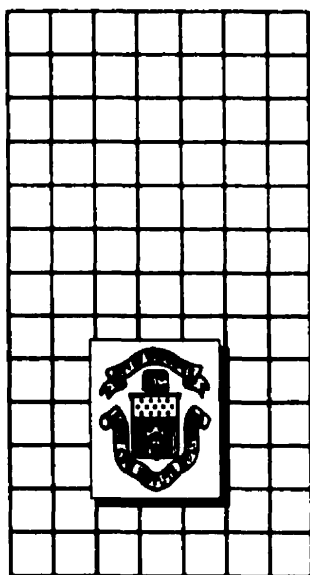
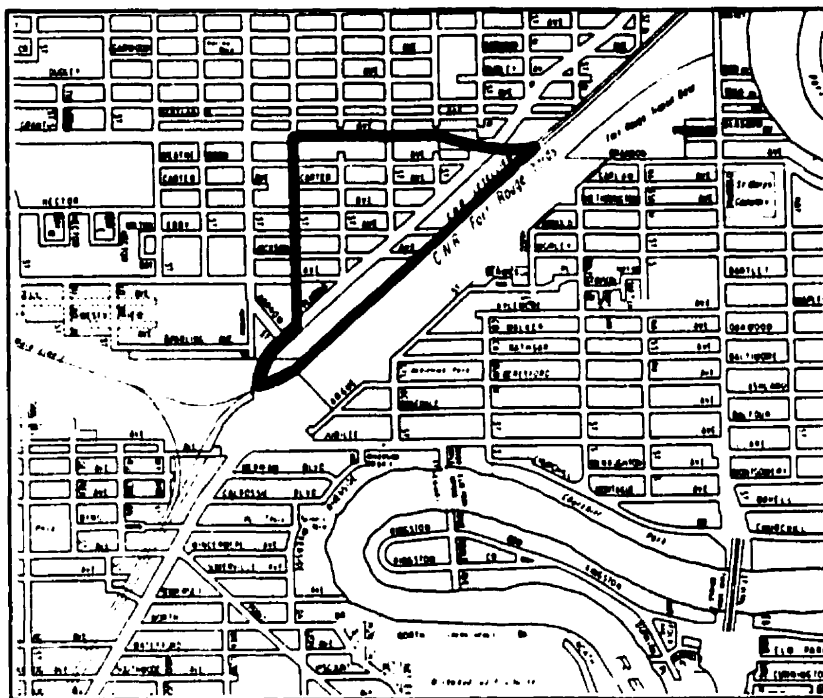
1989 Lot Inventory				
	Potential Dwelling Units			
	Single	Semi	Row	Apartment
Prior to Council Approval	0	0	0	0
Approved in Principle	0	0	0	0
Remaining in Inventory	0	0	0	0

Source: City of Winnipeg Planning Department

1.07

Ebby-Wentworth

Winnipeg Area Characterization Program



Introduction

A concentrated and systematic approach to small area planning is the focus of the Winnipeg Area Characterization Program. While residential neighbourhoods are the primary focus, industrial and commercial areas have also been examined. As well, several agglomerations are available for the sake of comparison. These include the six community committee areas, the downtown, and the City as a whole. In all, 197 profiles have been prepared. Area Characterization Profiles are founded on the notion that neighbourhoods are the basic building blocks from which the city is physically and socially constructed. The approach adopted in these studies is to assemble the most basic of information for all parts of the city using neighbourhoods as the basic unit of data collection. This information lends insights into the viability of these neighbourhoods, pressures which threaten or strengthen this viability, and possible strategies for supportive programs.

Demographics

Population Totals				
	Total Number	% Profile Area	% City Wide	
	815			
AGE				
0 - 5	55	6.7	8.2	
6 - 11	45	5.5	7.7	
12 - 19	75	9.2	11.2	
20 - 34	260	34.4	28.1	
35 - 59	195	23.9	27.7	
60 +	155	19.0	17.1	
SEX				
Male	390	47.9	48.3	
Female	430	52.8	51.7	

Source: Statistics Canada, 1986 Census

Education (+15 Population)				
	Total Number	% Profile Area	% City Wide	
	675			
High School Certificate	95	14.1	10.0	
No High School Certif.	350	51.9	44.5	
Trade / Diploma	115	17.0	22.0	
Some University	120	17.8	23.5	

Source: Statistics Canada, 1986 Census

Employment (+15 Population)				
	Total Number	% Profile Area	% City Wide	
	660			
In Labour Force	450	68.2	68.3	
Not in Labour Force	205	31.1	31.7	
Employed	415	92.2	92.1	
Unemployed	35	7.8	7.9	
Participation Rate		68.2	68.3	
Unemployment Rate		7.8	7.9	

Source: Statistics Canada, 1986 Census

Marital Status				
	Total Number	% Profile Area	% City Wide	
	815			
Single	315	38.7	42.4	
Married	400	49.1	46.2	
Widowed	50	6.1	5.8	
Divorced	20	2.5	3.0	
Separated	25	3.1	2.5	

Source: Statistics Canada, 1986 Census

Dwelling Units				
	Total Number	% Profile Area	% City Wide	
	325			
Single Detached	265	81.5	58.4	
Apartment 5 + Stories	0	0.0	13.2	
Other	60	18.5	28.4	
Owned	235	72.3	59.5	
Rented	90	27.7	40.4	

Source: Statistics Canada, 1986 Census

Household Type				
	Total Number	% Profile Area	% City Wide	
	345			
One-Family	225	65.2	67.3	
Multi-Family	0	0.0	0.8	
Non-Family	120	34.8	31.9	

Source: Statistics Canada, 1986 Census

Age of Dwelling				
	Total Number	% Profile Area	% City Wide	
	340			
1920 or Earlier	15	4.4	8.5	
1921 - 1945	135	39.7	14.3	
1946 - 1960	125	36.8	23.2	
1961 - 1970	50	14.7	19.5	
1971 - 1980	15	4.4	26.5	
1981 - 1986	0	0.0	8.1	

Source: Statistics Canada, 1986 Census

Mobility Status				
	Total Number	% Profile Area	% City Wide	
	765			
Mover	300	39.2	46.8	
Non-Mover	460	60.1	53.2	
Migrant	115	38.3	28.0	
Non-Migrant	185	61.7	72.0	

Source: Statistics Canada, 1986 Census

Family Status				
	Total Number	% Profile Area	% City Wide	
	790			
Husbands & Wives	390	49.4	46.2	
Lone Parents	35	4.4	3.9	
Children	210	26.6	32.4	
Non-Family Persons	155	19.6	17.5	

Source: Statistics Canada, 1986 Census

Selected Statistics

Average Income		
	Profile Area	Total City
Household	27612	33294
Family	32329	38647
Individual	14825	15235

Source: Statistics Canada, 1986 Census

Household Size		
	Profile Area	Total City
Single Detached	2.5	3.0
Apartments	0.0	1.5
Total Households	2.4	2.6

Source: Statistics Canada, 1986 Census

Ethnicity		
	Total	%
British	205	24.3
British and Other	135	16.0
Ukrainian	105	12.4
German	55	6.5
British and French	45	5.3
Scandinavian	20	2.4
French	20	2.4
South Asian	15	1.8
Native and Other	15	1.8
Dutch	10	1.2

Source: Statistics Canada, 1986 Census

Projections		
	Population	Dwelling Units
1981	795	327
1986	815	325
1991	731	326
1996	710	324
2001	690	322

Source: City of Winnipeg Planning Department

1989 Building Permits					
	Number of Permits			Construction in \$ 000	Alterations in \$ 000
	Construction	Demolitions	Alterations		
RESIDENTIAL					
Single	0	0	4	0.00	28.20
Semi	0	0	0	0.00	0.00
Row	0	0	0	0.00	0.00
Apt	0	0	0	0.00	0.00
Subtotal	0	0	4	0.00	28.20
NON-RESIDENTIAL					
Commercial	0	0	4	0.00	58.00
Industrial	0	0	14	0.00	999.80
Office	0	0	1	0.00	4.00
Hotel / Motel	0	0	0	0.00	0.00
Public Building	0	0	0	0.00	0.00
Institutional	0	0	0	0.00	0.00
Miscellaneous	0	0	0	0.00	0.00
Subtotal	0	0	19	0.00	1061.80
TOTAL	0	0	23	0.00	1090.00

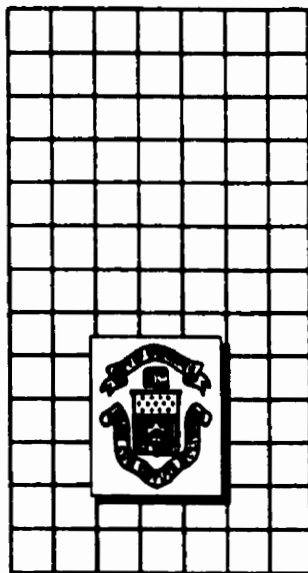
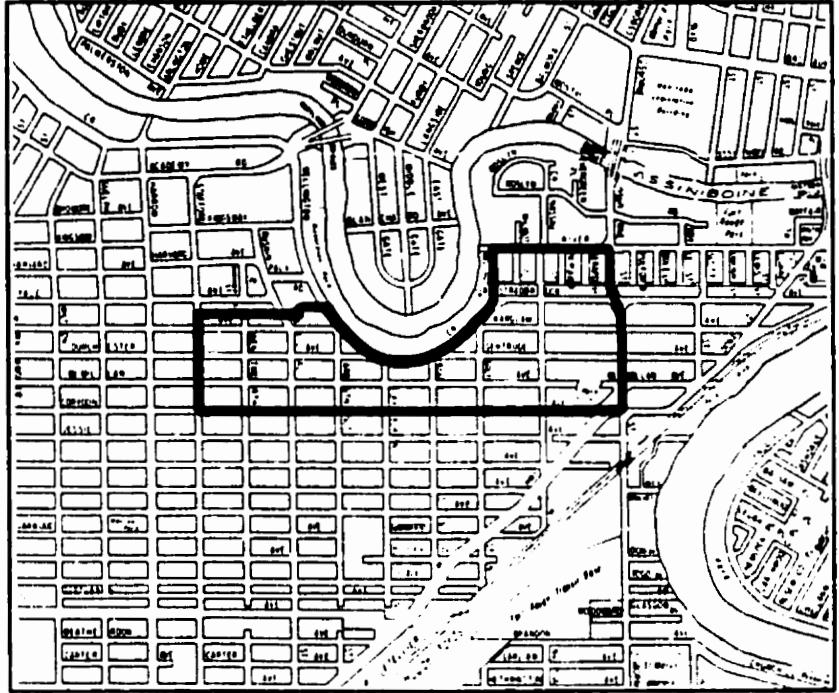
Source: City of Winnipeg Planning Department

1989 Lot Inventory				
	Potential Dwelling Units			
	Single	Semi	Row	Apartment
Prior to Council Approval	0	0	0	0
Approved in Principle	0	0	0	0
Remaining in Inventory	0	0	0	0

Source: City of Winnipeg Planning Department

1.07 EBBY WENTWORTH

Winnipeg Area Characterization Program



Introduction

A concentrated and systematic approach to small area planning is the focus of the Winnipeg Area Characterization Program. While residential neighbourhoods are the primary focus, industrial and commercial areas have also been examined. As well, several agglomerations are available for the sake of comparison. These include the six community committee areas, the downtown, and the City as a whole. In all, 197 profiles have been prepared. Area Characterization Profiles are founded on the notion that neighbourhoods are the basic building blocks from which the city is physically and socially constructed. The approach adopted in these studies is to assemble the most basic of information for all parts of the city using neighbourhoods as the basic unit of data collection. This information lends insights into the viability of these neighbourhoods, pressures which threaten or strengthen this viability, and possible strategies for supportive programs.

Demographics

Population Totals				
		Total Number 3875	% Profile Area	% City Wide
AGE	0 - 5	190	4.9	8.2
	6 - 11	130	3.4	7.7
	12 - 19	245	6.3	11.2
	20 - 34	1895	48.9	28.1
	35 - 59	845	21.8	27.7
	60 +	565	14.6	17.1
SEX	Male	1775	45.8	48.3
	Female	2100	54.2	51.7

Source: Statistics Canada, 1986 Census

Education (+15 Population)				
		Total Number 3445	% Profile Area	% City Wide
High School Certificate		270	7.8	10.0
No High School Certif.		1060	30.8	44.5
Trade / Diploma		550	16.0	22.0
Some University		1555	45.1	23.5

Source: Statistics Canada, 1986 Census

Employment (+15 Population)				
		Total Number 3390	% Profile Area	% City Wide
In Labour Force		2595	76.5	68.3
	Not In Labour Force	790	23.3	31.7
Employed		2410	92.9	92.1
Unemployed		185	7.1	7.9
Participation Rate			76.5	68.3
Unemployment Rate			7.1	7.9

Source: Statistics Canada, 1986 Census

Marital Status				
		Total Number 3875	% Profile Area	% City Wide
Single		2015	52.0	42.4
Married		1210	31.2	46.2
Widowed		225	5.8	5.8
Divorced		250	6.5	3.0
Separated		180	4.6	2.5

Source: Statistics Canada, 1986 Census

Dwelling Units				
		Total Number 2130	% Profile Area	% City Wide
Single Detached		255	12.0	58.4
	Apartment 5 + Stories	265	12.4	13.2
	Other	1615	75.8	28.4
Owned		495	23.2	59.5
Rented		1635	76.8	40.4

Source: Statistics Canada, 1986 Census

Household Type				
		Total Number 2130	% Profile Area	% City Wide
One-Family		770	36.2	67.3
Multi-Family		0	0.0	0.8
Non-Family		1360	63.8	31.9

Source: Statistics Canada, 1986 Census

Age of Dwelling				
		Total Number 2135	% Profile Area	% City Wide
1920 or Earlier		620	29.0	8.5
1921 - 1945		585	27.4	14.3
1946 - 1960		430	20.1	23.2
1961 - 1970		395	18.5	19.5
1971 - 1980		60	2.8	26.5
1981 - 1986		50	2.3	8.1

Source: Statistics Canada, 1986 Census

Mobility Status				
		Total Number 3605	% Profile Area	% City Wide
Mover		2465	68.4	46.8
	Non-Mover	1140	31.6	53.2
Migrant		820	33.3	28.0
	Non-Migrant	1645	66.7	72.0

Source: Statistics Canada, 1986 Census

Family Status				
		Total Number 3745	% Profile Area	% City Wide
Husbands & Wives		1170	31.2	46.2
Lone Parents		145	3.9	3.9
Children		570	15.2	32.4
Non-Family Persons		1860	49.7	17.5

Source: Statistics Canada, 1986 Census

Selected Statistics

Average Income		
	Profile Area	Total City
Household	26134	33294
Family	36316	38647
Individual	15767	15235

Source: Statistics Canada, 1986 Census

Household Size		
	Profile Area	Total City
Single Detached	3.1	3.0
Apartments	1.5	1.5
Total Households	1.8	2.6

Source: Statistics Canada, 1986 Census

Ethnicity		
	Total	%
British	675	17.5
British and Other	535	13.9
German	270	7.0
British and French	225	5.8
Ukrainian	210	5.4
Jewish	165	4.3
Other Eastern European	160	4.2
French	115	3.0
Native and Other	105	2.7
French and Other	95	2.5

Source: Statistics Canada, 1986 Census

Projections		
	Population	Dwelling Units
1981	3920	2227
1986	3875	2130
1991	3933	2287
1996	3912	2279
2001	3827	2230

Source: City of Winnipeg Planning Department

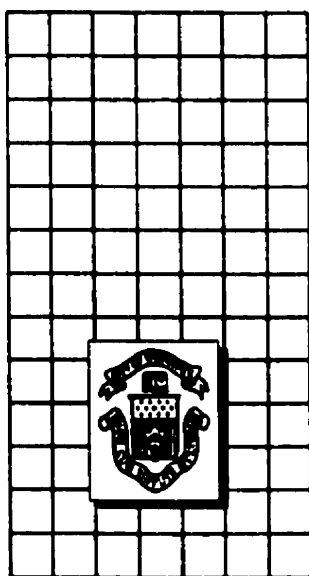
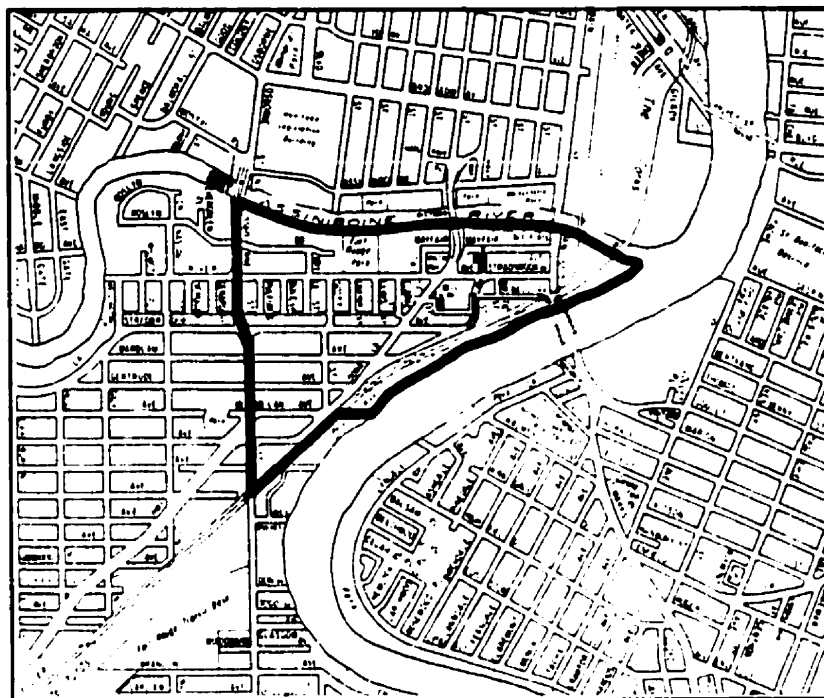
1989 Building Permits					
	Number of Permits			Construction in \$ 000	Alterations in \$ 000
	Construction	Demolitions	Alterations		
RESIDENTIAL					
Single	0	2	6	0.00	24.20
Semi	0	1	3	0.00	11.70
Row	0	0	2	0.00	4.00
Apt	2	0	8	1150.00	20.90
Subtotal	2	3	19	1150.00	60.80
NON-RESIDENTIAL					
Commercial	0	0	6	0.00	12.50
Industrial	1	1	16	250.00	227.70
Office	0	0	2	0.00	20.00
Hotel / Motel	0	0	0	0.00	0.00
Public Building	0	0	1	0.00	77.50
Institutional	0	0	1	0.00	30.00
Miscellaneous	1	0	0	12.00	0.00
Subtotal	2	1	26	262.00	367.70
TOTAL	4	4	45	1412.00	428.50

Source: City of Winnipeg Planning Department

1989 Lot Inventory				
	Potential Dwelling Units			
	Single	Semi	Row	Apartment
Prior to Council Approval	0	0	0	0
Approved in Principle	0	0	0	0
Remaining in Inventory	0	0	0	0

Source: City of Winnipeg Planning Department

Winnipeg Area Characterization Program



Introduction

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Demographics

Population Totals			
	Total Number 4715	% Profile Area	% City Wide
AGE			
0 - 5	285	5.6	8.2
6 - 11	140	3.0	7.7
12 - 19	265	5.6	11.2
20 - 34	2300	48.8	26.1
35 - 59	880	18.7	27.7
60 +	880	18.7	17.1
SEX			
Male	2125	45.1	48.3
Female	2585	54.8	51.7

Source: Statistics Canada, 1986 Census

Education (+15 Population)			
	Total Number 4210	% Profile Area	% City Wide
High School Certificate	320	7.6	10.0
No High School Certif.	1485	35.3	44.5
Trade / Diploma	895	21.3	22.0
Some University	1515	36.0	23.5

Source: Statistics Canada, 1986 Census

Employment (+15 Population)			
	Total Number 4155	% Profile Area	% City Wide
In Labour Force	2820	67.9	68.3
Not In Labour Force	1330	32.0	31.7
Employed	2510	60.0	62.1
Unemployed	315	11.2	7.9
Participation Rate		67.9	68.3
Unemployment Rate		11.2	7.9

Source: Statistics Canada, 1986 Census

Marital Status			
	Total Number 4715	% Profile Area	% City Wide
Single	2435	51.6	42.4
Married	1315	27.9	46.2
Widowed	405	8.6	5.8
Divorced	305	6.5	3.0
Separated	260	5.5	2.5

Source: Statistics Canada, 1986 Census

Dwelling Units			
	Total Number 2880	% Profile Area	% City Wide
Single Detached	155	5.4	58.4
Apartment 5 + Stories	1145	39.8	13.2
Other	1580	54.9	28.4
Owned	140	4.9	59.5
Rented	2740	95.1	40.4

Source: Statistics Canada, 1986 Census

Household Type			
	Total Number 2880	% Profile Area	% City Wide
One-Family	860	29.9	67.3
Multi-Family	0	0.0	0.8
Non-Family	2020	70.1	31.9

Source: Statistics Canada, 1986 Census

Age of Dwelling			
	Total Number 2880	% Profile Area	% City Wide
1920 or Earlier	290	10.1	8.5
1921 - 1945	400	13.9	14.3
1946 - 1960	690	24.0	23.2
1961 - 1970	625	21.7	19.5
1971 - 1980	705	24.5	26.5
1981 - 1986	170	5.9	6.1

Source: Statistics Canada, 1986 Census

Mobility Status			
	Total Number 4375	% Profile Area	% City Wide
Mover	3260	74.5	46.8
Non-Mover	1115	25.5	53.2
Migrant	1270	38.9	28.0
Non-Migrant	1995	61.1	72.0

Source: Statistics Canada, 1986 Census

Family Status			
	Total Number 4615	% Profile Area	% City Wide
Husbands & Wives	1255	27.2	46.2
Lone Parents	240	5.2	3.9
Children	600	13.0	32.4
Non-Family Persons	2515	54.5	17.5

Source: Statistics Canada, 1986 Census

Selected Statistics

Average Income		
	Profile Area	Total City
Household	19365	33294
Family	22854	38647
Individual	14671	15235

Source: Statistics Canada, 1986 Census

Household Size		
	Profile Area	Total City
Single Detached	2.1	3.0
Apartments	1.5	1.5
Total Households	1.6	2.6

Source: Statistics Canada, 1986 Census

Ethnicity		
	Total	%
British	890	19.1
British and Other	500	10.7
German	250	5.4
French	245	5.2
British and French	230	4.9
Native and Other	215	4.6
Ukrainian	185	4.0
Jewish	165	3.5
Other Eastern European	155	3.3
Aboriginal People	145	3.1

Source: Statistics Canada, 1986 Census

Projections		
	Population	Dwelling Units
1981	4550	2777
1986	4715	2880
1991	4645	2846
1996	4626	2836
2001	4601	2821

Source: City of Winnipeg Planning Department

1989 Building Permits					
	Number of Permits			Construction in \$ 000	Alterations in \$ 000
	Construction	Demolitions	Alterations		
RESIDENTIAL					
Single	0	2	4	0.00	43.40
Semi	0	0	1	0.00	5.00
Row	0	0	3	0.00	13.90
Apt	0	0	6	0.00	44.80
Subtotal	0	2	14	0.00	107.10
NON-RESIDENTIAL					
Commercial	2	0	6	580.00	198.00
Industrial	0	0	6	0.00	489.00
Office	0	0	1	0.00	25.00
Hotel / Motel	0	0	0	0.00	0.00
Public Building	0	0	0	0.00	0.00
Institutional	0	1	1	0.00	0.20
Miscellaneous	0	0	0	0.00	0.00
Subtotal	2	1	14	580.00	712.20
TOTAL	2	3	28	580.00	819.30

Source: City of Winnipeg Planning Department

1989 Lot Inventory				
	Potential Dwelling Units			
	Single	Semi	Row	Apartment
Prior to Council Approval	0	0	0	0
Approved in Principle	0	0	0	0
Remaining in Inventory	0	0	0	0

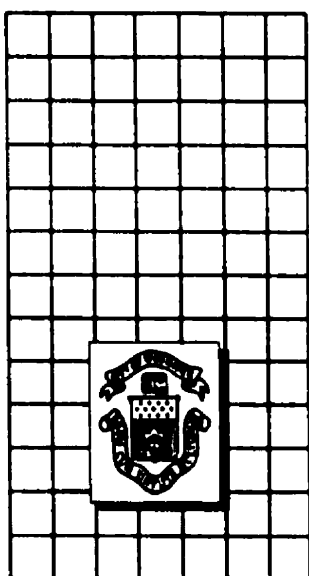
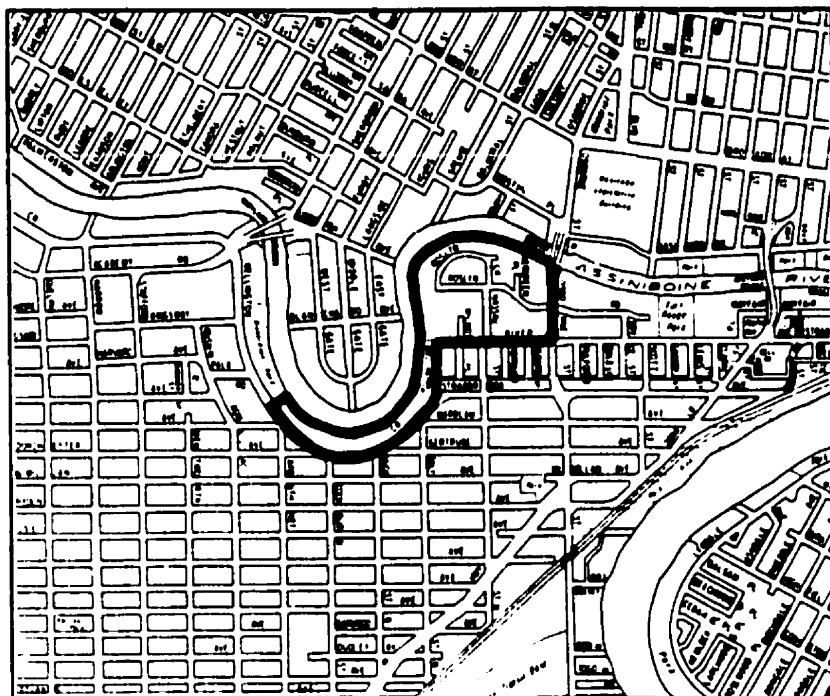
Source: City of Winnipeg Planning Department

1.11 RIVER OSBORNE

1.17

Roslyn

Winnipeg Area Characterization Program



Introduction

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Demographics

Population Totals				
		Total Number 4330	% Profile Area	% City Wide
AGE	0 - 5	35	0.8	8.2
	6 - 11	20	0.5	7.7
	12 - 19	70	1.6	11.2
	20 - 34	1110	25.6	28.1
	35 - 59	1180	26.8	27.7
	60 +	1930	44.6	17.1
SEX	Male	1720	39.7	48.3
	Female	2610	60.3	51.7

Source: Statistics Canada, 1986 Census

Education (+15 Population)				
		Total Number 4270	% Profile Area	% City Wide
High School Certificate		385	9.0	10.0
No High School Certif.		1075	25.2	44.5
Trade / Diploma		965	22.6	22.0
Some University		1850	43.3	23.5

Source: Statistics Canada, 1986 Census

Employment (+15 Population)				
		Total Number 4255	% Profile Area	% City Wide
In Labour Force		2455	57.7	68.3
	Not in Labour Force	1800	42.3	31.7
Employed		2360	56.1	92.1
	Unemployed	100	4.1	7.9
Participation Rate			57.7	68.3
Unemployment Rate			4.1	7.9

Source: Statistics Canada, 1986 Census

Marital Status				
		Total Number 4330	% Profile Area	% City Wide
Single		1305	30.1	42.4
Married		1955	45.2	46.2
Widowed		620	14.3	5.8
Divorced		270	6.2	3.0
Separated		185	4.3	2.5

Source: Statistics Canada, 1986 Census

Dwelling Units				
		Total Number 2940	% Profile Area	% City Wide
Single Detached		40	1.4	58.4
	Apartment 5 + Stories	2740	93.2	13.2
	Other	155	5.3	28.4
Owned		810	27.6	59.5
Rented		2130	72.4	40.4

Source: Statistics Canada, 1986 Census

Household Type				
		Total Number 2940	% Profile Area	% City Wide
One-Family		1030	35.0	67.3
Multi-Family		0	0.0	0.8
Non-Family		1910	65.0	31.9

Source: Statistics Canada, 1986 Census

Age of Dwelling				
		Total Number 2940	% Profile Area	% City Wide
1920 or Earlier		15	0.5	8.5
1921 - 1945		50	1.7	14.3
1946 - 1960		170	5.8	23.2
1961 - 1970		1505	51.2	19.5
1971 - 1980		800	27.2	26.5
1981 - 1985		395	13.4	8.1

Source: Statistics Canada, 1986 Census

Mobility Status				
		Total Number 4280	% Profile Area	% City Wide
Non-Mover		2610	61.0	46.8
		1670	39.0	53.2
Migrant		705	27.0	28.0
		1910	73.0	72.0

Source: Statistics Canada, 1986 Census

Family Status				
		Total Number 4315	% Profile Area	% City Wide
Husbands & Wives		1910	44.3	46.2
Lone Parents		85	2.0	3.9
Children		220	5.1	32.4
Non-Family Persons		2100	48.7	17.5

Source: Statistics Canada, 1986 Census

Selected Statistics

Average Income		
	Profile Area	Total City
Household	40193	33294
Family	53254	38647
Individual	29850	15235

Source: Statistics Canada, 1986 Census

Household Size		
	Profile Area	Total City
Single Detached	1.9	3.0
Apartments	1.5	1.5
Total Households	1.5	2.6

Source: Statistics Canada, 1986 Census

Ethnicity		
	Total	%
British	1175	27.2
Jewish	820	19.0
British and Other	395	9.2
Ukrainian	200	4.6
German	175	4.1
French	170	3.9
Other Eastern European	160	3.7
British and French	120	2.8
Scandinavian	55	1.3
Dutch	50	1.2

Source: Statistics Canada, 1986 Census

Projections		
	Population	Dwelling Units
1981	3675	2534
1986	4330	2940
1991	3665	2528
1996	3647	2518
2001	3636	2512

Source: City of Winnipeg Planning Department

1989 Building Permits					
	Number of Permits			Construction in \$ 000	Alterations in \$ 000
	Construction	Demolitions	Alterations		
RESIDENTIAL					
Single	0	0	1	0.00	2.00
Semi	0	0	0	0.00	0.00
Row	0	0	1	0.00	1.00
Apt	0	0	8	0.00	159.30
Subtotal	0	0	10	0.00	162.30
NON-RESIDENTIAL					
Commercial	0	0	0	0.00	0.00
Industrial	0	0	0	0.00	0.00
Office	0	0	0	0.00	0.00
Hotel / Motel	0	0	0	0.00	0.00
Public Building	0	0	0	0.00	0.00
Institutional	0	0	0	0.00	0.00
Miscellaneous	0	0	0	0.00	0.00
Subtotal	0	0	0	0.00	0.00
TOTAL	0	0	10	0.00	162.30

Source: City of Winnipeg Planning Department

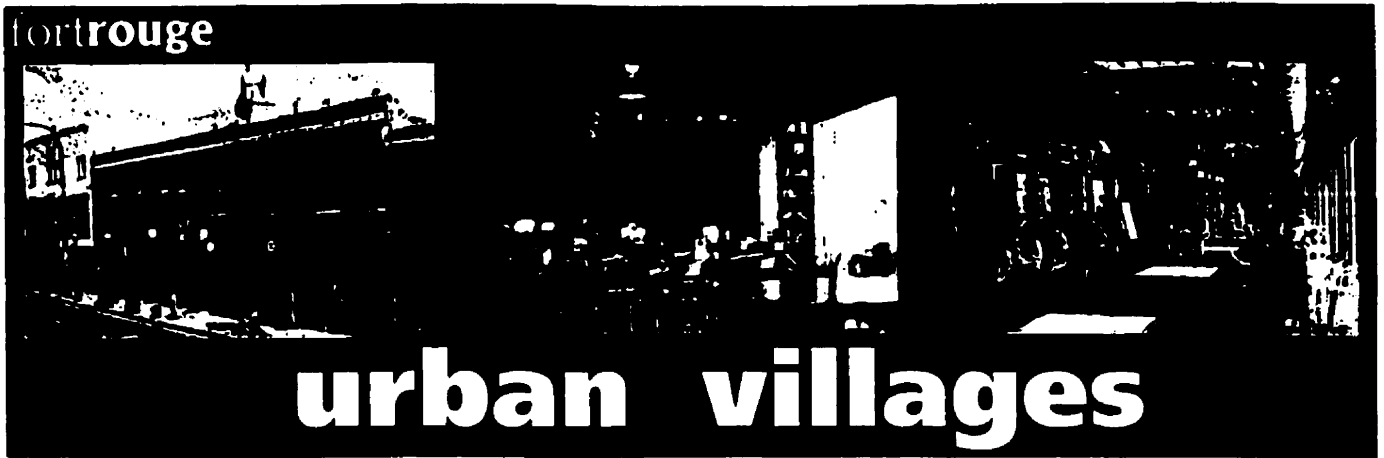
1989 Lot Inventory				
	Potential Dwelling Units			
	Single	Semi	Row	Apartment
Prior to Council Approval	0	0	0	0
Approved in Principle	0	0	0	0
Remaining in Inventory	0	0	0	0

Source: City of Winnipeg Planning Department

APPENDIX B

STORY BOARDS

The following story boards are reproduced from an Open House held on August 26 & 29, 1998:



Characterized by features reminiscent of a small town, the Fort Rouge neighbourhoods can be described as modern day *Urban Villages* within a larger city context. Built on a century of tradition, the Corydon and Osborne Villages are among the city's most diverse neighbourhoods socially, economically and physically. They maintain their rich architectural and urban design heritage within their residential and commercial areas, and provide a variety of retail and commercial services along storefront main streets. The social diversity within the villages is present within the various cultural and socio-economic resident populations. This mixture of citizenry is regarded as a community strength and contributes to social stability and harmony. The Corydon and Osborne villages each have identifiable and generally acknowledged boundaries as well as physical characteristics which distinguish one from the other. This is crucial for establishing an identity in the minds of both residents and visitors to the area. The combination of style, atmosphere and people have contributed to the popular image of the villages and have created a strong sense-of-place that is unique and stimulating. This sense of tradition and belonging underlies the Neighbourhood Management Plan and its goal of defining and nurturing village life for Fort Rouge residents.

Local - Governance. The Fort Rouge community prides itself in its ability to advocate on issues affecting their villages, and has demonstrated over a number of years that direct involvement serves to empower local residents and business owners.

Community Diversity. The Fort Rouge community can be considered one of the city's most diverse communities socially, economically and physically. It is this quality that defines the uniqueness of the area's environment and inhabitants, and engages the wider city.

Heritage & Design. A strong sense of identity comes from the history of a place. The Fort Rouge Neighbourhood maintains this legacy by the community spirit that is present among its residents, its natural environment and architectural heritage.



fortrouge
neighbourhood
management
plan



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urbanvillages

community principle

The plan must articulate and give voice to the collective growth and development ideals of local residents and business owners as expressed individually through the many community based organizations and ultimately by their local Councillor. It must contribute to a sense of predictability insofar as physical growth and change are concerned.

local govt

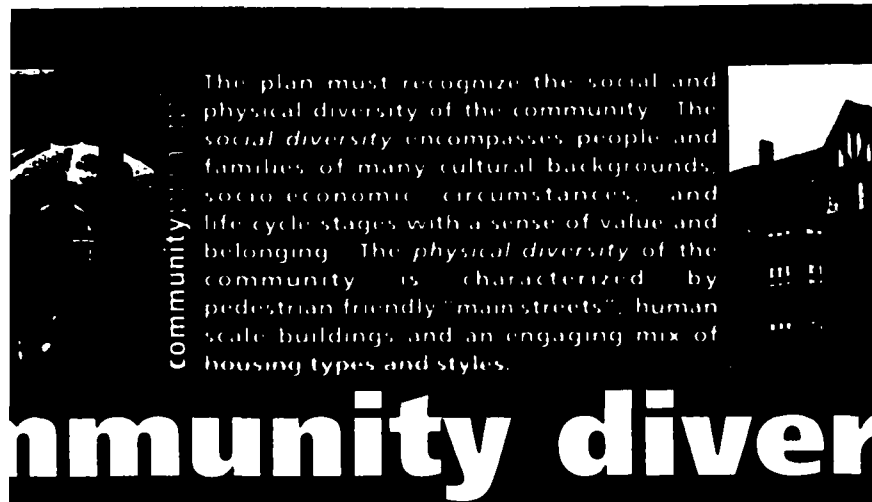
ISSUES

establish VILLAGE COUNCILS. There are various groups and organizations present within the Fort Rouge Area which share the common objective of maintaining, preserving and enhancing the inherent values of their community. A commitment by stakeholders to work together under the umbrella of a village council, in response to local issues and concerns, would serve to strengthen the Fort Rouge identity as a healthy, self-reliant community.

enhance the PUBLIC IMAGE. Public perception of a neighbourhood can influence the course of development within a community and the attention it receives. Promotion of the Fort Rouge neighbourhood as self-contained, self-reliant urban villages would serve to heighten public awareness of the area as destination points for Winnipeggers and visitors to the city. A good self-image is important for maintaining a strong resident population and a vibrant business base.

improve the PLANNING AND DEVELOPMENT PROCESS. In the absence of a cohesive plan, which defines the villages from the standpoint of its residents and business owners, the community has had to react on a piecemeal basis to development applications which could threaten neighbourhood stability. The creation of a neighbourhood plan would provide clear development parameters and guidelines, and a consistent predictable framework for needed urban redevelopment.





Create "VILLAGE" ZONING. Zoning emphasizes quantities rather than qualities, encourages uniformity and blandness, and segregates often compatible land uses. Fort Rouge could benefit from the flexibility of "village" zoning in attaining a desired development character as opposed to following a series of generic, unrelated land use regulations.

Undergo ZONING RATIONALIZATION. Blanket zoning districts can encourage high density development in inappropriate locations at a scale which is incompatible with traditional single-family housing. At the same time blanket zoning inhibits redevelopment by preserving a low-density residential character which is no longer relevant. Reviewing current zoning and providing a zoning rationale that protects neighbourhoods while encouraging needed redevelopment would maintain the stability of community.

Promote LOCAL INDUSTRY. Industry played an important role in the early development of Fort Rouge. Small scale industry can revitalize a neighbourhood, contribute to community stability and provide local employment. Attention to developing industrial precincts and establishing guidelines for local industry can help enhance diversity within the Corydon and Osborne villages.

Monitor COMMERCIALIZATION. Commercial districts and amenities contribute to the quality of the urban village experience by providing services which cater to the daily needs of local residents while appealing to the wider city. Attention should be aimed at maintaining these shopping districts and monitoring the quantity and quality of commercial development occurring and its encroachment upon bordering residential districts.

Create HOUSING OPPORTUNITIES. The Corydon and Osborne villages house a diverse group of people socially, economically, and physically. It is important that the villages continue to provide opportunities for a diverse range of contextually appropriate housing types for present and potential residents.

Maintain SOCIAL HARMONY. The social well being of a diverse community can be maintained and enhanced through addressing the problems of special needs residents and by ensuring coordinated service delivery. The goal is the security and social stability of the entire community.

Enhance TRAFFIC AND MOBILITY. Urban villages are in constant movement with daily activities and social interactions. To continue to foster such an environment will require resolving local traffic issues and addressing the needs of residents for safe streets and sidewalks, efficient transit and adequate cycling facilities.

Strong, healthy inner-city neighbourhoods are essential to the economic well-being of the entire city. Air and water quality, noise, pollution, excessive traffic, infrastructure deterioration and the health of the urban form are important quality-of-life issues for village residents.



The plan must respect the rich history of the Fort Rouge Community spanning over 200 years of modern settlement. The goal here is to ensure that urban redevelopment is sensitive to the historic village character, compliments the scale and nature of adjacent land use, contributes to community livability, and reinforces that all important 'sense of place' which bonds residents to each other and to their neighbourhoods.

e & design

ISSUES

undertake an INVENTORY AND PROMOTION OF CHARACTER FEATURES. The Corydon and Osborne villages benefit from the unique physical features which unify the urban landscape and contribute to the character and distinctiveness of the villages. The preparation of an inventory, identifying prominent and re-occurring cityscapes and architectural features, to guide future development and promote the residential and commercial heritage of the Corydon and Osborne Villages, would provide the basis for urban development and design control.

continue HISTORIC PRESERVATION. A strong sense of identity comes from the history of a place. The Fort Rouge neighbourhoods have a legacy of historic buildings. Ensuring the good stewardship of such resources comes from classification and preservation, and the adoption of innovative programs encouraging the upgrading and adaptive re-use of heritage buildings.

create DEVELOPMENT GUIDELINES. The architectural heritage of the Corydon and Osborne villages is rarely reflected in new housing and commercial development. It is necessary to create development guidelines that can be used in conjunction with zoning to encourage new development to respect the heritage and overall quality of the urban environment.

enhance URBAN FOREST MANAGEMENT. The urban forest contributes to community aesthetics by unifying the cityscape, softening the built form, sheltering neighbourhoods and providing a vital link with nature. A progressive program of forest management, disease control and tree replacement, recognizes the important contribution of the urban forest to the quality-of-life for area residents and visitors alike.

create and maintain PUBLIC PLACES. The provision of public spaces in which to gather and socialize are forums for fostering a sense-of-place. Well designed and maintained places cater to the diverse traditions and celebrations of culture within the villages, and promotes a positive image to residents and visitors.

expand PARKS AND RECREATION. The opportunities that parks and recreation facilities provide to a neighbourhood enhance the quality-of-life for residents. It is important to improve both active and passive recreational opportunities in the villages by upgrading existing facilities, expanding park systems and providing access to riverbank lands.

fortrouge
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fort rouge *action* plan

Developed with the assistance of community organizations, local leaders and residents the *action plan* focuses on seven issues identified by the community as priority. The identified issues and their proposed actions were further defined and explored as to the resources needed for implementation. The result of these efforts has been the creation of an action plan that identifies a series of issues and actions targeted as a priority within a specified time frame. The issues and actions shown will provide the community with a continuing planning process which proactively involves residents in community development issues and provides ongoing opportunities for resident involvement in planning decisions affecting their neighbourhoods.

IMPLEMENTATION ACTIONS

PARTNERS/ RESPONSIBILITY

TIME FRAME

SEQUENCING OF ACTIONS

SOCIAL HARMONY

A. Retain community and foot patrol officers in each of the villages.	Police Department	on - going	1
B. Fund and support programs which address the issues of vagrancy, panhandling and 'squeeging'.	BIZs, Local Churches, Social Service Agencies	on - going	1
C. Standardize safety audits to provide area residents with a level of consistency in monitoring their neighbourhoods.	Corydon and Osborne Village Safety/Residents Association	2 yrs	2
D. Promote 'street life' through the design and programming of parks, public spaces, and residential streets to enhance pedestrian safety, including on-street parking.	BIZs, Public Works	5 yrs	2
E. Address the shortage of comprehensive health services and facilities within the Fort Rouge Community.	Provincial Government, Winnipeg Hospital Authority	2 yrs	3

TRAFFIC AND MOBILITY

A. Contain commuter traffic primarily to Grant, Pembina, Donald and Stafford, while discouraging any increase in through-traffic on Osborne and Corydon.	Public Works, Land and Development Services	on - going	1
B. Retain on street parking from Stafford to Pembina along Corydon, and River to McMillan along Osborne.	Public Works, Transit	on - going	1
C. Develop a neighbourhood traffic management plan to address issues like shortcutting and excessive speeds on residential streets and backlanes.	Public Works	2 yrs	1
D. Develop river access and docking facilities at the foot of the Osborne Bridge and on City land at the intersection of Hugo and Wellington Crescent (to encourage transportation by boat and water taxi).	CAR RAC, Public Works, Land and Development Services	2 yrs	1
E. Address the need for dedicated cycling and cross-country facilities, as well as the provision of adequately signed path ways and street routes.	Public Works, Transit, Land and Development Services	5 yrs	1
F. Develop public design review for street and intersection improvements.	Public Works, Land and Development Services	2 yrs	2
G. Promote the implementation of transit corridors or equivalent rapid transit links from the downtown to southwest Winnipeg.	Public Works, Transit	5 yrs	2

VILLAGE COUNCILS

A. City to convene a meeting of community based organizations in which stakeholders will begin the process of developing a Neighbourhood Council.	City Councillor, Urban Planning, Law Department, BIZs, Residents	1 yr	1
B. Assign responsibility to City staff to resource Neighbourhood Council.	Chief Administrative Officer	1 yr	2
C. Develop processes through City government which support and facilitate local planning and decision-making by local residents and business owners in the villages.	City Councillor, Urban Planning, Law Department, BIZs, Residents	2 yrs	3
D. Develop and apply principles of sustainable development and healthy communities in planning and development decisions affecting the villages.	Residents, City Of Winnipeg, Chief Administrative Officer	3 yrs	4
E. Develop Neighbourhood Improvement Zone (NIZ) program.	Urban Planning, BIZs, Residents, City Councillor	3 yrs	4

fortrouge neighbourhood management plan

fort rouge *action* plan

Developed with the assistance of community organizations, local leaders and residents the *action plan* focuses on seven issues identified by the community as priority. The identified issues and their proposed actions were further defined and explored as to the resources needed for implementation. The result of these efforts has been the creation of an action plan that identifies a series of issues and actions targeted as a priority within a specified time frame. The issues and actions shown will provide the community with a continuing planning process which proactively involves residents in community development issues and provides ongoing opportunities for resident involvement in planning decisions affecting their neighbourhoods.

IMPLEMENTATION ACTIONS

PARTNERS/ RESPONSIBILITY

TIME FRAME

SEQUENCING OF ACTIONS

DEVELOPMENT GUIDELINES

- A. Create an inventory of architectural styles and character features as a basis for future design controls.
- B. Formulate and enact design controls and compliance incentives for commercial and residential development governing signage, architecture and site layout.
- C. Promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings.
- D. Encourage pedestrian friendly store-front development with on-street and backlane parking.

Land and Development Services, Historic Buildings Committee

Land and Development Services, Residents

Historic Buildings Committee, Residents, BIZs, City of Winnipeg

Land and Development Services, BIZs, Residents

1 yr

1 yr

1 yr

5 yrs

1

2

3

3

VILLAGE ZONING

- A. Develop a "Village" zoning district which accommodates a mix of commercial and residential development in buildings to enhance the village atmosphere.
- B. Review zoning on a five-year basis to preserve a neighbourhood character or encourage redevelopment depending upon the circumstances.
- C. Initiate housing policies and programs which target the needs of specific segments of the population, such as 'empty nesters' and young people.

Land and Development Services, BIZs, Residents

Local Community, Land and Development Services

Winnipeg Housing Renewal Corporation (WHRC), Developers, Residents

1 yr

5 yrs

5 yrs-10 yrs

1

2

2

COMMERCIALIZATION

- A. Examine development trends in the villages with a view to establishing limits of expansion necessary for the coexistence of commercial and residential environments.
- B. Promote, within the boundaries of the Business Improvement Zone, contiguous commercial development to confine pedestrian and vehicular traffic to designated areas.

Local Community, City of Winnipeg

BIZs, City of Winnipeg

2 yrs

on - going

1

2

URBAN FOREST MANAGEMENT

- A. Increase private and public funding for local control of Dutch Elm Disease.
- B. Establish and sustain Elm Guard and Tree Banding programs.
- C. Establish and maintain Community Gardens.
- D. Enhance existing programs of vegetation maintenance and tree replacement.
- E. Support innovative, low-maintenance planting on boulevards.
- F. Promote the concept of naturalization in the management of vegetation on riverbanks and forested areas.

City Councillor, City Forester

Residents Association, Coalition to Save our Elms, City Forester

Residents Association, Community Garden Groups, City Parks

Residents, BIZs, City Parks and Forester

City of Winnipeg

City Parks

2 yrs

2 yrs

5 yrs

on - going

on - going

on - going

1

1

1

2

2

2

fortrouge neighbourhood management plan

APPENDIX C

INTERVIEW QUESTIONS

The following questions were administered to three City of Winnipeg Planning Staff in June 1999. The questions served as the basis for clarification and elaboration of administrative definitions and processes of the Planning Division (used in Chapter Three) as well as the Fort Rouge Neighbourhood Management Plan planning process (used in Chapter Five). The first set of questions was administered to the Urban Planning Coordinator for administrative clarification of the Fort Rouge Plan. The questions were revised for the City Centre Planner as he had more detailed knowledge of the planning process than the Urban Planning Coordinator.

Fort Rouge Neighbourhood Management Plan Questions Administered to the Urban Planning Coordinator:

Please answer the following questions as thoroughly as possible.

1. The City of Winnipeg Act recognizes *Secondary Plans*, Plan Winnipeg (Toward 2010) specifies a *neighbourhood management approach*.
 - What is the difference between a Secondary Plan and a Neighbourhood Management Plan (Please define and describe each)?
 - Are the goals and objectives the same?
 - What would be the benefit of one over the other?
 - How is that of benefit to neighbourhoods in the long run?
 - What does a Secondary Plan and Neighbourhood Management Plan do for a neighbourhood once it exists?
2. How does a community initiate such a process?
3. Who regulates neighbourhood management plans?
4. Are their guidelines for neighbourhood management plans (i.e. a defined process that is used by civic planners)? If so what are they.
5. How are neighbourhoods designated for this type of plan (what issues or needs have to exist)?
6. How are neighbourhoods defined (i.e. the boundaries, neighbourhood characterization)?
7. What is the political process for this type of plan?
8. Why was the Planning and Land Use Division facilitating this type of plan and not the Neighbourhood Planning Division? Would their roles be any different?
9. How many stages are there to a neighbourhood management plans development? Ideally are stages preferred and if so what kind of time period is envisioned for such a process? Was Fort Rouge the type of process intended by the planning department (or by the planner)?
10. How is the role of the Planning Department perceived/envisioned for the creation of such plans? How did you perceive or envision your role?
11. Do you feel that neighbourhoods should be offered an opportunity or mechanism in which to neighbourhoods and community members govern themselves?
12. How/What were Secondary Plans or Neighbourhood Management Plans in the past? Are neighbourhood management plans relatively new? Why change the name?
13. How much further would the Planning Department participate in the Fort Rouge Neighbourhood Management Plan and what would their role be? What aspects would the department not want to be involved in and why? (e.g.village councils)

Fort Rouge Neighbourhood Management Questions Administered to the City Centre Planner and Former M/WCRP Neighbourhood Planner:

Please answer the following questions as thoroughly as possible:

1. How did the Planning and Land Use Division become involved, who initiated the request from this division (residents, councillor, other(s))? How was the process initiated?
2. How are neighbourhoods designated for this type of plan (what issues or needs have to exist)?

3. Why was the Planning and Land Use Division leading this type of plan (i.e. development applications planner) and not the Neighbourhood Planning /Programs Division (i.e. the fourth floor planners)? Would their roles have been any different (in terms of time availability, dedication, maybe the different roles each planner has within civic planning)?
 4. How many stages are there to a neighbourhood management plans development? Ideally are stages preferred and if so what kind of time period is envisioned for such a process? What are your feelings about the time period that occurred within Fort Rouge?
 5. What process did you use in creating the Fort Rouge Neighbourhood Management Plan? Where was this process taken from or developed (is it a process that you regularly use, that the department uses and is just not in a written form, or a process you have developed on your own from your past experiences)? Do written processes exist within the division?
 6. Was the planning process utilized in Fort Rouge the type of process intended by the Planning Department? Was this the type of process you envisioned? Is your view the same as the departments, or did you want to try a different process but were unable to because of political or administrative barriers?
 7. How is the Role of the Planning Department perceived/envisioned for the creation of such plans? How did you perceive or envision your role?
 8. Do you feel that neighbourhoods and community members should be offered the opportunity or mechanism in which to govern themselves?
 9. How was the open house survey constructed?
 10. How were the guiding principles developed? What was the process used (is it just based on the SWOT and key word exercises)? How were these guiding principles confirmed by the broader community?
 11. How was the SWOT exercise facilitated? How much was constructed by the civic planner after the workshop/meetings? In the key word exercise, did these key words come out of discussion or did the planner/councillor/other suggest them and then participants just confirmed them? Were these words the actual words used by residents or were they changed after the exercise into similar words with a broader connotation (i.e. in terms of changing them for administrative purposes)?
 12. How were the policy statements developed? Where did they come from? How were they confirmed?
 13. How was the boundary for this plan decided upon (ad hoc/random, whom ever showed up with an interest, or is there a process used)?
 14. Who wrote the draft? Was the public directly involved in its write up, why or why not? There seems to be a jump in the initial stages of the development of this plan (you had, it seems from the files 2-3 meetings with community input) and then the actual draft write up, why is this?
 15. Was participation by the broader community based solely on the following:
 - SWOT exercise (March 31, 1994)
 - Key word exercise (April 20, 1994)
 - Survey and open house (April 24, 1995)
- Were there other processes involved that have not been documented that you could elaborate on? Was the survey just a tool to validate what was written up?
16. How much further would the Planning and Land Use Division participate in the Fort Rouge Neighbourhood Management Plan and what would their role be? What aspects would the department not want to be involved in and why?
 17. As an individual civic planner how do you see your role in neighbourhood management plans and does this differ from the Planning and Land Use Division's defined mandate or role?
 18. How do you feel about community participation? How do you feel about firstly, the community participation that took place in the initial stages 1994-1995, and secondly about the process that took place in 1997? How would you have done it differently?
 19. There seems to be a large gap between the initial stages of the plan's conception and its near finalization, why did this occur?

20. How would you describe your role in the creation of this plan? How would you describe the role of the community, councillor, and any other participants?
21. Do you feel the community was ready for such a planning process? Do you feel that this plan will go anywhere, why or why not?
22. Do you feel the plan will be utilized by Council, Standing Committees, and the City Centre Community Committee as it was envisioned? Do you feel that it is important for it to become a secondary plan, as opposed to remaining a neighbourhood management plan, why or why not?

APPENDIX D

S.W.O.T EXERCISE RESULTS

The following information is reproduced from a planning session held on March 31, 1994:

Strengths

- location (i.e. setting, convenience)
- residential and commercial diversity
- dedication and attitude of residents / businesses
- scale of commercial development (small entrepreneurs) and the scale of storefront design (i.e. pedestrian friendly)
- residential component (density)
- public transportation, easy accessibility
- affordable housing and diversity
- friendliness and feeling of safety
- inclusive, tolerant and volunteeristic
- economic and ethnic diversity
- heritage and character
- political will (awakening)
- trees (maturity)
- quality (of both the business and housing)
- high level of neighbourhood identity, pride
- easy car access
- clean
- social centre for the whole city
- well-lit backlanes (especially of Corydon)

Weaknesses

- lack of master plan with powerful parameters
- lack of recreational open space
- grid pattern (encourages through traffic)
- the traffic itself (commuters)
- pockets of high density around Stradbroke (there is some discussion here about how some items may be considered a weakness by one person and a strength by another person)
- pedestrian safety (especially on Osborne)
- lack of open meeting spaces (i.e. for a farmers market)
- external perception that the area is unsafe
- MTS (hostile, too big and un-neighbourly)
- absentee landlords (both residential and commercial)
- street deterioration
- accountability of corporations and some non-profit organizations
- lack of community policing
- vagrancy and panhandling (there was extensive discussion on this issue with the area Councillor noting that the unemployment and erosion of social programs that have contributed to this problem are beyond the control of this group)
- accessibility of the recreation spaces (i.e. too expensive)

Threats

- development without community consultation (lack of control)
- disharmony, residential and commercial split, fear that the residents perceive the business as uncaring (although it was agreed that there is an interdependence between the two groups)

- commuter traffic (i.e. a need for better arterial roads through the city but there was unanimous concern raised about the proposed confusion corner redevelopment)
- absentee landlords and the potential for property exploitation
- social housing ghettoization
- lack of strategy for benevolence
- NIMBYism
- property maintenance, garbage removal
- decreased government financial commitment to inner city (i.e. too much money is going to the suburbs)
- urban sprawl contributing to increased traffic in Fort Rouge
- pedestrian safety
- variances easily granted, Board of Adjustment process and other decision making processes are flawed
- national retail chains could turn Corydon and Osborne into more Pembina Highways
- lack of communication with MTS
- long-term stability of the community
- potential loss of duplexes and apartments if gentrification takes hold
- dutch elm disease
- decline of public transit
- property tax dependence
- Streets and Transportation department is too car-oriented (i.e. they manage traffic through short-term cheap solutions)
- Commercial encroachment into the residential streets (which goes back to the issues of quality and scale)
- parking
- the speed change could overtake the peacefulness and passivity of the residential area
- bureaucracy

Opportunities

- residents and businesses are clear in their vision
- self-determinacy
- village zoning opportunity
- uniqueness of both the businesses and the residences which few other area's can claim
- opportunity to be a leader with this community planning process
- can develop a process that avoids the endless confrontation at the Board of Adjustment meetings
- high number of young people
- community-based planning can be the guide for all forms of private development
- opportunity to fix the parking problems now while the zoning changes are happening
- co-operation
- festival, community activities (residential and business efforts)
- arts and culture enhancement
- lots of future public transit and cycling opportunities
- the rivers (recreation, transportation)
- community council (Fort Rouge could eventually be a self-governing area). We may be moving toward the development of a neighbourhood planning committee with decision making powers.
- the federal infrastructure program and the Winnipeg Development Agreement Initiative (money may be available in the future)
- revolution in home-based business particularly with the information highway
- government and educational support for community economic development (CED)
- a new relationship with city staff (i.e. starting to view them as a resource as opposed to the normal view of planners and bureaucrats as the opponents of the neighbourhood)

APPENDIX E

KEY WORD EXERCISE AND STRATEGIES RESULTS

The following information is reproduced from planning sessions held on April 20 and May 4, 1994:

Key Words	Ranked Neighbourhood Quality
Village / Urbanity	1
Architecture / Heritage / Aesthetics	1
Diversity / Stability	2
Conscience / Concern / Civic Pride	3
Human Scale	4
Interaction / Friendly	5
Potential	6
Location	-
Trees	-
Accessibility	-
Pedestrian Friendly	-
Safe	-
Unique Identity	-

(" - " : the key word received no number ranking by participants)

Strategies

Village / Urbanity

Strategies should address:

- improved development control with the goal of neighbourhood stability
- "regulations" for business (i.e. what type of business is desirable, what is not desirable e.g. pawn shop, video arcades, etc.)
- firm but flexible master plan which would set standards for:
 - residential and commercial development
 - zoning rationalization
 - design controls (e.g. storefronts vs. strip malls)
 - pedestrian scales of development
 - green space / public spaces
- parking strategy
- improve the arterial street system
- fix Confusion Corner
- revisit role of Board of Adjustment
- long-term social planning at provincial and municipal level
- development of a "community council"
- development of a communication strategy
- incentives for residential and commercial tax relief

Architecture / Heritage Aesthetics

Strategies should address:

- design controls
- preservation of landmarks, heritage buildings (e.g. La Verendrye School)
- tax incentives for improvements to housing, business etc.
- tree management, disease control and replacement
- public spaces and streetscaping
- development of an inventory of character features including: common qualities, common and unifying themes and characteristics

Conscience / Concern / Civic Pride

Strategies should address:

- ongoing public consultation between community groups
- evolution of self-determination by residents and businesses
- development of a community board or council
- enhancing the role of residents/business associations (to know how to get things done)
- empowerment, public education and awareness
- valuing of people, inclusiveness and creed
- self-reliant community spirit
- role of innovator
- festivals, cultural events, community gatherings, etc.

Human Scale

Strategies should address:

- village atmosphere
- social interaction
- small business emphasis with encouragement of resident proprietorship
- incorporate intimacy in design details
- safety/crime control, "eyes on street", foot patrol
- service threshold for given population
- improve relationship between built environment and pedestrian activity
- pedestrian/cyclist friendly design
- evolve, maintain green space plan and standards

Diversity / Stability

Strategies should address:

- responsive development criteria
- ensure commercial mix
- develop common language and common ground for all residents and business
- encourage accountability and respect for community residents, business people
- comprehensive outlook wherein actions are related to overall community needs and requirements
- barrier free environment
- broad housing mix (where do we want to put housing types and use)
- responsible evolution
- coherent design review
- zoning and bureaucracy schools for residents and businesses
- promote tolerance and inclusiveness of people
- educate bureaucracy regarding community visions and ideals
- encourage and involve agencies in dialogue and co-ordination process

APPENDIX F

1995 OPEN HOUSE SURVEY RESULTS

FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN - RESIDENT SURVEY

• Respondent Profile

Age: 44 average	Gender: 20 male, 24 female	
Single: 16 (37%)	Married: 23 (52%)	Other: 5 (11%)
Children at Home:	Yes: 4 (19%) No: 40 (91%)	
Residence:	Single-family dwelling: (74%)	Multiple-family dwelling: (26%)
Labour Force Status:	Salaried Employment: (35%) Unemployed: (3%)	Self-employed: (17%) Student: (20%) Retired: (25%)
Level of Education:	Grade School: (0%) College: (22%)	High School: (34%) University: (44%)
Neighbourhood: (38 responses)	East Village 7 (18%) South Corydon 14 (37%)	West Village 8 (22%) North Corydon 9 (23%)

• The Neighbourhood Management Plan

1. What do you think are the three most important issues to consider in drafting the Neighbourhood Management Plan?

- Public Safety	26
- Traffic and Transportation	23
- Local Decision Making	20
- Land Use Zoning	15
- Commercial Development	12
- Architectural Design Control	8
- Environment	8
- Tourism Marketing	5
- Housing Development	5
- Other	4

2. Do you think that Corydon Village and Osborne Village should be combined in one Neighbourhood Management Plan? (41 responses) Yes: 44% No: 56%

Reasons?

No's:

- villages cater to different types of people
- more specific actions could be proposed

- both have distinct qualities
- very different and diverse
- Corydon has enough private money
- very different characters, type of client, traffic, etc.
- differences in population and income, therefore different needs
- too diverse from each other
- both require adequate attention
- distinctly separate communities
- difficulty in large committee decisions
- diverse interests
- both have unique place
- two different areas, transients, housing styles
- too big to plan or govern
- separate areas, separate needs
- pride in maintaining uniqueness of each area might be lost
- possible divergent goals, larger organization might be unwieldy
- two different areas

Yes's:

- Corydon Village has vastly improved, let's join them
- scale of development similar
- co-dependent, commercial overlap
- strengthen unity, similar goals and interests
- increasingly similar business activities/rental, home ownership
- proximity
- similar juxtaposition of commercial and residential areas
- more input
- people are moving from Osborne to Corydon
- the bigger the better
- single management beneficial to both villages
- cut down on costs, use common resources of City

● Guiding Principles

3. The Guiding Principles for the Neighbourhood Management Plan emphasize Community Diversity, Heritage and Self-Determination as key characteristics of Fort Rouge. Are there other characteristics which you feel to be important?

Comments:

- beauty and pleasure
- residents are important, locally owned business, cooperatives, community gardening, local festivals
- environment and its beauty
- clean the streets of young unemployed to help business

- emphasize livelihood quality (vs. jobs), encourage involvement/active participation in specific local level small projects
- maintain viability of housing and business
- environmental quality
- health and safety, sense of community
- balance of commercial and residential zoning
- area safety
- environment, trees, open spaces
- safe walk areas
- principles should be prioritized
- responsibility of large commercial entities like Safeway and Shoppers Drug Mart to maintain or improve their properties and contribute to the community

● *Land Use Zoning and Development Control*

4. Is the Zoning appropriate in your neighbourhood? If not, how and why should it be changed? (32 responses)

Yes's: 18

No's: 6

Noncommittal: 8

No Response: 12

Comments:

- add village zoning to areas adjacent to commercial streets
 - too many "me-too" restaurants
 - downzone to discourage commercial encroachment
 - why not middle density infill (duplexes/townhouses) rather than apartment boxes, assuming increasing housing will be necessary; strongly approve of village zoning
 - prevent big retailers, O.K. to increase residential densities in some areas
 - we need R2 or R1, and (?) R2-T
 - most of our block is R1, but zoned R2-T
 - should be R2 only
 - should be R1 and R2, not R2-T
 - single-family dwellings preferred
 - population density high enough, need parks or single-family housing
 - at present, yes, but it requires constant vigilance
 - majority of homeowners should be needed to change zoning
 - yes, in West Village
 - keep commercial and residential separate
5. What are your feelings or opinions about commercial development in Fort Rouge? For instance, is there sufficient development now? Are there kinds of stores or services which should be provided but are not currently? What are the good impacts of commercial development? What are the bad impacts of commercial development? Please elaborate.
- venue for local bands, small park, more restaurants
 - best businesses maintain local focus re: patrons, needs, i.e. Sunflower Co-op
 - clean area up

- need more diverse shops, students need computer and copy shop
 - restaurant development at limit in Corydon, concerned about gentrification
 - village zoning is a good idea, mixing housing and businesses; year-round farmers' market; need diversity, life on the street
 - prevent commercial expansion onto side streets
 - commercial development must not encroach into residential neighbourhoods, we need more food stores and a bakery
 - there is sufficient development, new people coming to area is good, through traffic is a bad impact
 - only for people living in home
 - bad impacts, traffic, noise, drunkenness
 - commercial development has increased property values, owners have vested interest
 - like eclectic variety of stores and restaurants; what makes the village a different place to come; it would be bad to depart from this type of commercialization
 - need bakery on Corydon
 - currently adequate, parking and traffic concerns
 - need more boutiques, home office concept
 - too much high rise/high density development, not enough parks and green space, too many rooming houses, too many restaurants, not enough grocery stores and bakeries, no competition for Safeway
 - commercial sufficiently developed, over-weighted in terms of restaurants and bars, favour establishments like Corydon Cycle, insurance, local food stores, good impacts are convenience, jobs, generally increased repair/maintenance, bad impacts - traffic
 - need farmers' market
 - sufficient development, no need for more restaurants
 - over-proliferation of restaurants, BIZ should attract other businesses, area being spruced up, shortage of parking for residents
 - sufficient commercial development, not enough public parking for existing businesses, keep commercial on main streets
 - good impacts: employment, commerce, bad impacts: less tidy and need, unwanted characters
 - enough commercial now, keep single-family areas
 - enough stores now
 - no porno or loan shark establishments
 - business and money in community good, neighbourhood disruption bad
 - no malls, no more apartment or office high rise; some professional or very small offices in fringe areas might be allowed in existing buildings; range of stores, services O.K.; tourist influx, improved shopping amenities, profits for existing businesses good, increased traffic, loss of green space, more pollution, and influx of undesirables bad.
 - we have enough commercial development
6. Estimates are that one in six homes currently contains a home business of some sort. What are your feelings or opinions about allowing low intensity commercial use, say offices, to establish in residential areas? (35 responses)
- Support: 14 Support with Restrictions: 14 Don't Support: 7
- parking shortage, need restricted hours

- should encourage home business, people need self-employment, fewer jobs
- good for neighbourhood
- fine
- good, allows people to work close to or at home, quality-of-life, encourage it!
- sure, active homes create active neighbourhoods
- O.K. in boundary areas, avoid clustering in residential areas
- fine, in today's climate of self-employment, work at home is great
- no problem
- need support for micro-business, not solely office but, yes, office
- absolutely not, if it alters residential character in any way
- kept to a minimum
- professional offices, e.g., doctors, lawyers, architects, don't have a disruptive effect on residential area, but in terms of neighbourhood security, these businesses aren't occupied at night, so less eyes and ears to discourage criminals
- fine, but structures no higher than 4 stories and no neon signs
- concerned about traffic
- not, should be kept to main avenues
- not a problem as long as it doesn't increase traffic density and is confined mostly to daylight working hours
- very much in favour, helps create a diverse and interesting mix and could save an area from deteriorating into a slum
- offices O.K., but not other commercial businesses
- no real problem except where the business increases traffic volumes
- fine with me
- fine, as long as no more vehicular traffic
- given trend towards self-employment and cottage industries, the trend will continue; concern with walk-in traffic and more than 6 drive-to customers per day, otherwise no problem
- not in favour (non-resident)
- home business is O.K. but no offices
- fine with me
- have no problem with that
- no neon signs, don't disturb character
- restrict or severely control
- not in favour
- very good idea
- no
- not in favour
- home businesses are the way of the future in these hard economic times
- 1 or 2 person offices in existing buildings on fringe of Osborne Street

● *Heritage and Urban Design*

- 7a. What are the physical characteristics that define the Fort Rouge area that you think should be protected and improved. (43 responses)

Historic Buildings

29

Pedestrian Oriented Commercial Districts	27
Riverbank Accessibility	25
Urban Forest	23
Single-Family Homes	23
Public Places	19
Streetscaping	14
Multi-Family Housing	4

7b. Do you have any suggestions for improving any of the above physical characteristics?

- plant flowers, put benches in the "circle"
- perennial flowers, trees, community garden projects
- more parks (Nassau and Roslyn)
- bike paths
- improve parking had help establish historical value of neighbourhoods
- need riverwalk on south side of Assiniboine
- designate Corydon between Stafford and Nassau a pedestrian zone, 30km maximum, mandatory stopping for jay-walkers
- by-laws that prevent box buildings, and demands quality and style that fits with existing style elements
- there is zero river access except for Osborne Bridge
- expand riverbank walkways to help stabilize banks and in turn provide green space
- public places should have chess areas or similar feature for encouraging socializing
- more community participation programs
- boulevard improvements and more green space
- concerned about riverbank proposals re: private yard space for apartments, security concern
- provide green spaces in commercial settings, restrict commercial to main streets
- resident tree management, Coalition to Save the Elms
- more sitting areas in summer
- force owners to maintain their property
- hold annual cleanup
- fight graffiti, keep Elms alive

7c. Should Design Controls be formulated to protect the urban character of Fort Rouge?
Should such controls govern both residential and commercial development?
(31 respondents)

Yes's: 29 No's: 2

Sampling of Comments:

- no, architecture should be stressed, not repressed; need modern buildings
- yes, need continuity re: materials, size, colour and detailing
- yes, new condos look like trash and should adhere to building appearance codes
- yes, created by, not for, neighbourhood
- yes, in neighbourhoods and Osborne Village, Corydon should allow mix of styles

- yes, its to easy for developers to build ugly, may need incentives to balance costs and restrictions
- no, hard to zone beauty vs. ugliness
- yes, and strictly enforced
- most definitely, to preserve character
- yes, residential emphasis and more green space
- commercial and heritage buildings only
- yes, restrict building height and size, limit signage, no new apartment blocks, no low cost housing
- yes, criteria should not be so rigid as to stifle creativity and diversity which relects the neighbourhood
- yes, control commercial development and traffic congestion
- yes, particularly residential

● *Transportation & Traffic and Parking*

- 8a. In your opinion what are the most outstanding traffic problems Fort Rouge? Do you have any recommendations regarding these or any other traffic related problems?

Response type and number:

- Osborne Street traffic/Confusion Corner	13
- shortcutting	6
- parking, shortage of commercial/apartment	5
- Corydon Avenue, parking/traffic	4
- need active or passive traffic controls	4
- Nassau traffic/parking	4
- pedestrian safety, Corydon/Osborne/Pembina/River	4
- traffic/streets in general	3
- driver behavior	2
- back lanes, traffic/parking	2

- 8b. What components of the pedestrian, cyclist or vehicular transportation system should be improved, and how?

- Cycling: improve facilities, routes/paths/lanes, etc.	20
- Pedestrian: safety focus vis-a-vis cars <u>and</u> bicycles	9
- Vehicles: e.g., signal synchronization, ban trucks, improve driver etiquette, use 4-way stops, increase parking off main thoroughfares	5

● *Safety*

- 9a. Do you feel safe living in Fort Rouge? (43 responses) Yes's: 21 No's: 22

If not, where do you feel least safe?

On residential streets at night	15
On commercial streets at night	10
In outdoor parking lots at night	10
In transit shelters	9
On commercial streets during the day	1
On residential street during the day	1
In my apartment building	1
In my house	1

9b. Do you have any recommendations for improving safety in Fort Rouge? (30 responses)

- policing; community-based, increased presence, etc.	17
- improve lighting; streets, lanes	11
- community responsibility; e.g. neighbourhood watch, implement safety audit, know your neighbours, etc.	8
- eliminate big street festivals	1
- youth drop-in	1
- encourage life on the streets at night	1
- control panhandling	1
- improve pedestrian safety	1
- provide bus shelters with 2 exits	1
- control congregation of people around bus stop corner	1

● *Quality-of-Life*

10a. How would you describe the quality-of-life in Fort Rouge? (37 responses)

- "good", "great" and similar positive adjectives	28
- convenient, accessible	7
- diversity of classes, cultures, lifestyles, ages	3
- crime/safety concerns	3

Sampling of comments:

- laid back, relaxed, comfortable
- pedestrian friendly, warm, place to live and work, all services, know business owners
- all amenities, close to downtown, river access
- diverse group of young and old
- best place to live in Winnipeg
- good, but unstable
- not applicable, business owner
- enjoy neighbourhood (people, access to shops, houses visually and structurally unique, huge elm trees) I wouldn't live in any other area of Winnipeg.
- unpretentious, lower socio-economic area, like diversity of lifestyles and cultures, as long as crime rate doesn't increase
- quite good, except for green space
- quite good, although irresponsible landlords allow in a-social tenants re: noise and litter

- very satisfying, people take pride in homes and are involved in community, accessible to all conveniences
- fairly good in most areas except east side of East Village
- accessible to everyday needs but concerned about safety, neighbourhood needs to be cleaned up

10b. Is your neighbourhood a good place to raise a family? Please give reasons. (30 responses)

Yes's: 24 No's: 5 Don't Know: 1

Sampling of Comments:

- yes, a warm, sheltered environment and a window to the real world
- yes, access to schools, services and shops
- yes, schools, playgrounds, safe
- no, crime rate, not enough parks
- no, poor schools, wide gap in family and social structure
- yes, we know our neighbours and our neighbourhood
- no, too many roads, small lots
- yes, close to everything, schools, shopping
- yes, green space, close to amenities
- yes, for the most part, need more parks and play spaces due to high density
- no, safety and traffic are negatives
- yes, good neighbours, low crime
- yes, except West Village, with apartments, traffic and no school

10c. Do you intend to stay in Fort Rouge? Please give reasons. (39 responses)

Yes: 31 No (other plans): 5 Don't know: 3

Sampling of Comments:

- no, intend to travel
- yes, age and ethnic diversity, fear commercialism on Corydon, priority should go to locally-owned businesses and locals who want to start a business
- yes, while single and working
- no, student
- yes, own property and have real hope for future
- yes, we can walk everywhere, no need to drive
- no, from Vancouver
- no, graduating and moving away
- 3-5 years, cheap, comfortable, convenient
- yes, I'm chained by volunteering
- yes, as long as crime rate remains low
- yes, no plans for children
- yes, until no longer able to maintain our residence
- not sure, may move to live in a bungalow

- yes, lived all my life here, convenient to everything
- yes, hoping for influx of responsible homeowners who improve their houses thus enhancing neighbourhood, taxes still O.K.

● ***Self-Determination***

11a. What are your feelings or opinions about the Village Council idea? (27 responses)

Comments:

- great idea
- wonderful
- good idea, but define the role, what kind of decisions are to be made, not another R.A.G. please!
- sounds great, needs advertising
- terrific
- of course
- cautiously optimistic
- great idea
- good, constructive concept
- good, but worried about apathy
- good
- O.K.
- reasonable idea to provide local input into planning considerations and ongoing housing and commercial changes
- good, local input
- great idea, look forward to participating in the concept
- good idea, however would the cost of doing business increase
- good, like merry olde England
- excellent idea
- valid concept, political role must be defined, advisory council has no power while elected council may be lightning rod for unpopular actions by City
- good idea
- what is it?
- great idea
- excellent idea
- very positive if sustained by funds/grants like MWCRP
- not bad if they do constructive work
- might be a good idea
- possibly a coalition of reps from existing associations, not to get too top heavy

11b. Would you like to be more involved in the development decisions that shape your neighbourhood? (23 responses)

Yes: 14 No: 3 Already Involved: 6

How would you like to participate?

Sampling of Comments:

- design and paint murals, community gardening, public sculptures, improving public places
- polls and surveys
- safety groups
- will input have bearing? don't need just a feel-good exercise, face-to-face is best
- small group projects, community landscaping, tree planting, etc.
- am involved with residents' association, hard to get people out unless burning issue
- community meetings directed at specific goals, i.e., green space, traffic
- in the decision making process
- seniors should have a voice

● *In Conclusion*

12a. How do you envision Fort Rouge in 10 years?

Comments:

- growth spurt
- more commercial
- stable
- beautiful, friendly, small piazzas, and businesses that unite neighbourhood
- wonderful, clean, environmentally friendly
- the classiest and trendy neighbourhood in town
- still transitional
- hopefully will live up to three guiding principles, more people, an end to apartment boxes, diverse mix of housing and business, lively streets
- much the same, thriving, family orientated
- 2 choices; seedy and rundown or, with good planning, vibrant, culturally rich, historically preserved and diverse area
- more cyclists, pedestrian friendly, revitalized housing
- good direction
- similar
- multicultural community with residential homes restored
- much the same
- still as a mixed neighbourhood with young and old alike
- similar
- growing and beautiful
- may decline to slum without planning
- still as a good place to live
- much the same with some limited development
- unique commercial district attracting people from all over, good area to live, close to downtown
- vibrant, well cared for, safe
- better green spaces
- much the same
- well maintained without much change

- more traffic, commercial development, large apartments

12b. What would you like to remain the same?

- Most mentioned:
- urban forest
 - heritage/character
 - community/village

Comments:

- circle at Osborne and River
- lots of good food, locally owned business
- heritage and character
- character buildings, forest, outdoor cafes, renovate not tear down and replace with boxes
- the current commercial level, don't let it get too cliché and trendy, need hardware stores and drug stores
- the trees, architecture, services
- keep the trees
- village feel, comprising different lifestyles from Bohemian to Yuppie, urban forest, eclectic commercial area
- current housing stock
- Corydon restaurants
- maintain urban forest
- distinct nature of villages
- residential single/dual family homes
- feeling of community and the friendliness of the area
- sense of community
- the trees
- convenience of stores and restaurants
- character of neighbourhood
- historic value
- I'm used to it now
- owner occupied single-family homes
- village character to enhance social harmony, quality of life, aesthetically pleasing balance of old and new, retain and improve green areas

12c. What would you like to see change?

Comments:

- more investment in properties
- new businesses should have to justify their existence relative to neighbourhood
- park development and clean up Osborne Village
- design guidelines
- more street cafes in summer
- fear of youth, more cycling and walking, reduce through-traffic on main streets
- improve public spaces
- decrease outside traffic

- more green space, less panhandlers, reduced traffic, more civic pride and community involvement
- less of those 3 storey walk-ups of poor quality
- better shops/ parking problem in Osborne dealt with, build a parkade on Gertrude
- restricted commercial development on Corydon, no commercial encroachment beyond Corydon and Lilac, no days of winos and hosers
- less rooming houses
- the housing stock being upgraded
- broader-based business community
- parking across alleys from Corydon businesses
- dog owners who scoop
- must be safe, good public parking, clean, trendy
- less commercial development
- help unemployed youth, establish drop-in
- clean up lanes of litter, broken fences, shacks, old cars
- people with more money
- traffic control, especially around hotel

12d. What change do you think is inevitable?

Comments:

- homeless will be forced out
- none
- stores on Osborne realizing they're carrying the same stuff, therefore creating a more diverse shopping district
- more commercial development
- new development of old stock; high turnover rate for population
- traffic overpass at confusion corner
- traffic and safety issues will grow until solved by public pressure
- increased commercial development, traffic and crime
- more traffic, trees dying
- aging of the housing stock will lead to changes in the community
- trendiness cycle will focus on another area causing businesses to relocate. traffic problems will increase
- growth
- buildings deteriorate
- more traffic
- greying of population, income decrease, possible neighbourhood deterioration
- no city council, earlier closing of businesses
- keep it a people place
- more cottage industries and home occupations
- fewer single family dwellings, more apartments and commercial

About this Open House

13a. Did you find this Open House informative? (35 responses)

Yes: 32 No: 0 Partly: 3

13b. Do you have any comments or criticisms?

Comments:

- very good
- my compliments
- excellent
- almost too much info
- too much at once, took over 1 hour to read and digest
- a lot of info to digest
- very well delineated info; I feel some is for the experts to analyze, not me
- very good displays
- regret small turnout
- hard to criticize and excellent production
- very well done
- good work by organizers
- loved old pictures and historical views
- aren't we supposed to complain about city taxes?

13c. Did the open house provide you with sufficient information? If not, what further information would you like to see presented? (note: no additional information requested)

Additional comments:

- why wasn't Mayfair-Stradbrook area included in Fort Rouge area?
- don't approve of expanding commercial parking off Corydon, build parks not parking lots
- plant more trees planted along edges of school yards at all schools, especially Earl Grey
- community clubs and schools should provide parking on site
- build on vacant lots, finish Osborne Village Square

PUBLIC NOTICE FOR WORKSHOP SESSIONS

Fort Rouge Neighbourhood Plan

...envisioning a future for our community

a future for our community

WHAT IS THE FORT ROUGE NEIGHBOURHOOD PLAN?

The Fort Rouge Neighbourhood Plan is a blueprint for the future of the Fort Rouge Neighbourhood. It is a plan that will guide the development of the neighbourhood in the years ahead.

WHY THE FORT ROUGE NEIGHBOURHOOD?

The Fort Rouge Neighbourhood is a unique and vibrant community. It is a place where people live, work, and play. It is a place where the past meets the future. It is a place where we can build a better future for ourselves and for our children.

WHAT HAS THE PLAN IDENTIFIED?

The plan has identified the following key issues and goals for the Fort Rouge Neighbourhood:

- **Urban Villages:** The plan identifies the need for urban villages, which are small, self-contained communities that provide a mix of housing, shopping, and services. These villages will be located in strategic locations throughout the neighbourhood.
- **Self-Governance:** The plan identifies the need for self-governance, which means that the residents of the neighbourhood will have a say in the decisions that affect their community.
- **Diversity:** The plan identifies the need for diversity, which means that the neighbourhood should be a place where people of different ages, backgrounds, and abilities can live and work together.
- **Heritage:** The plan identifies the need to preserve the neighbourhood's heritage, which includes its historic buildings, streets, and landmarks.

WHAT ARE THE ISSUES?

The plan identifies the following key issues that will affect the future of the Fort Rouge Neighbourhood:

- **Public Safety:** The plan identifies the need for public safety, which means that the neighbourhood should be a place where people feel safe and secure.
- **Transportation:** The plan identifies the need for transportation, which means that the neighbourhood should have a good network of roads, streets, and public transit.
- **Community Development:** The plan identifies the need for community development, which means that the neighbourhood should have a variety of housing, shopping, and services.
- **Neighbourhood Governance:** The plan identifies the need for neighbourhood governance, which means that the residents of the neighbourhood should have a say in the decisions that affect their community.

WHAT IS THE NEXT STEP?

The next step is to develop a detailed plan for the Fort Rouge Neighbourhood. This plan will include specific details about the urban villages, self-governance, diversity, and heritage.

WOULD YOU LIKE TO BE INVOLVED?

We would like to hear from you. We would like to know what you think about the plan and what you would like to see in the future of the Fort Rouge Neighbourhood.

...get involved on
March 18 & 25, 1998 - 7:00 p.m.
River-Osborne Community Centre



APPENDIX H

PARTICIPANT WORKSHOP PACKAGES



FORT ROUGE NEIGHBOURHOOD PLAN

Planning and Land Use
Division

9th Floor - 395 Main St

Winnipeg, Manitoba

R3B 3E1

Phone
(204) 986-
(204) 986-

Fax
(204) 986-3684

Planner



March 9, 1998

TO: Planning Participants

FROM:

RE: Fort Rouge Neighbourhood Management Plan

Dear Participant:

Thank you for your interest in the Fort Rouge Neighbourhood Management Plan. The attached summary of the draft plan has been developed for review prior to the scheduled meeting on **Wednesday, March 18, 1998 at the River-Osborne Community Centre (Edna Stefaniuk Gymnasium) - in the MPR, 101 Pembina Highway - 7:00 p.m.**

At this meeting we will be covering three of the six issues which have been identified by the community as being in need of immediate attention. The issues identified have been:

- Mobility - **public safety, traffic and transportation**
- Village Councils - **local decision making**
- Village Zoning - **mixed-use zoning**
- Zoning Rationalization - **compatible land use and development**
- Commercialization - **commercial development and encroachment**
- Design Guidelines - **architectural design controls**

We would ask that you review the summary plan along with members of your organizations with these issues in mind, prior to the meeting to:

- identify if these are presently important priority issues
- identify additional issues which should be listed under the village themes
- prioritize the remainder of the issues which need to be addressed within the community as immediate and those which can be resourced over the longer term.

Please contact us at 986- as soon as possible to confirm your attendance, as well as other members of your committee, prior to the meeting. If you have any questions contact myself at 986- We look forward to your involvement.

Sincerely,

Senior Planner



FORT ROUGE Neighbourhood Management Plan

**PLANNING A FUTURE
FOR OUR COMMUNITY**

- **urban villages**
- **local-governance**
- **community diversity**
- **heritage and design**

Summary of the Draft Plan
January 1998



WHAT . . .

. . . Is the Fort Rouge Neighbourhood Management Plan

The Neighbourhood Management Plan is a policy-oriented planning document enabling local control of urban growth and neighbourhood improvement. For local residents, the business community, and developers, the plan should provide growth and development parameters which will balance the interests of all parties. A successful plan will help eliminate ad hoc planning decisions and restore a sense of predictability to development trends in the community, to the benefit of all stakeholders.

The Fort Rouge Neighbourhood Plan came into existence as a response to the concerns and issues being faced by local residents and business owners. In recent years community leaders in both villages have spoken out against urban development trends which threatened the integrity of the villages through inappropriate and excessive commercial and residential development. In 1994 a planning process was initiated to assist community organizations and residents in envisioning a future for the Fort Rouge neighbourhoods. The result was the Fort Rouge Neighbourhood Plan, which embodies the goals and aspirations of the local community.

. . . Is the Planning Area

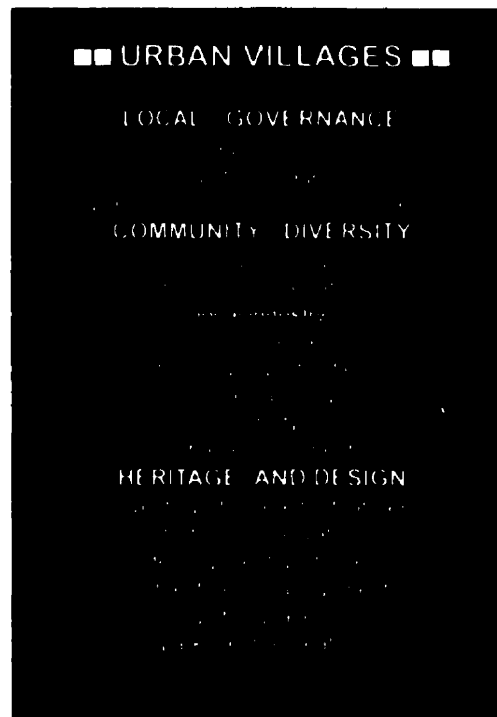
The current boundaries of the Fort Rouge Neighbourhood Management Plan are the Assiniboine River, Donald Street, Pembina Highway and Stafford Avenue. Known historically as Fort Rouge, the community includes the Corydon and Osborne "villages". For study purposes, the community has been broken down into four distinct subareas: Corydon North, Corydon South, East (Osborne) Village and West (Osborne) Village. This breakdown reflects demographic differences and differences in nature, scale and texture of the urban environment. In relation to the City's neighbourhood designation, the planning area includes the River-Osborne, Roslyn, McMillan, Earl Grey, and Ebb-Wentworth neighbourhoods.

. . . Has the Plan Identified

Community leaders and representatives of several resident and business associations from the Fort Rouge area participated in a process of describing the essential characteristics of their neighbourhoods and identifying related issues. What emerged was the characterization of Fort Rouge as an amalgamation of urban villages. This concept of urban villages was further refined into themes which described the essential characteristics of the villages as being local-governance, diversity, and heritage. The themes encompass not only the character of village life, but the wider range of issues affecting the community. The themes stand as the plan's guiding principles, a benchmark for measuring community change and improvement.

◀ 1 ▶

fort rouge neighbourhood management plan
planning a future for our community



c o n c e p t

Urban Villages

An urban village is a community within the city with features reminiscent of small towns. The Corydon and Osborne Villages are among the city's most diverse neighbourhoods socially, economically and physically. They maintain their rich architectural and urban design heritage within their residential and commercial areas and provide a variety of retail and commercial services along storefront main streets. The combination of style, atmosphere and people have contributed to the popular image of the villages and have created a strong sense-of-place that is unique and stimulating. This sense of tradition and belonging underlies the Neighbourhood Management Plan and its goal of defining and nurturing village life for Fort Rouge residents.



< 2 >

fort rouge neighbourhood management plan
planning a future for our community

u r b a n v i l l a g e s
t h e m e

L o c a l - G o v e r n a n c e

c o m m u n i t y p r i n c i p l e

The plan must articulate and give voice to the collective growth and development ideals of local residents and business owners as expressed individually, through the many community-based organizations and ultimately, by their local Councilor. It must contribute to a sense of predictability insofar as physical growth and change are concerned

i s s u e s

establish VILLAGE COUNCILS. There are various groups and organizations present within the Fort Rouge area which share the common objective of maintaining, preserving and enhancing the inherent values of their community. A commitment by stakeholders to work together under the umbrella of a village council, in response to local issues and concerns, would serve to strengthen the Fort Rouge identity as a healthy, self-reliant community

enhance the PUBLIC IMAGE. Public perception of a neighbourhood can influence the course of development within a community and the attention it receives. Promotion of the Fort Rouge neighbourhood as self contained, self reliant urban villages would serve to heighten public awareness of the area as destination points for Winnipeggers and visitors to the city. A good self-image is important to, for maintaining a strong resident population and a vibrant business base

improve the PLANNING AND DEVELOPMENT PROCESS. In the absence of a cohesive plan, which defines the villages from the standpoint of its residents and business owners, the community has had to react on a piecemeal basis to development applications which could threaten neighbourhood stability. The creation of a neighbourhood plan would provide clear development parameters and guidelines, and a consistent predictable framework for needed urban redevelopment

< 3 >

f o r t r o u g e n e i g h b o u r h o o d m a n a g e m e n t p l a n
p l a n n i n g a f u t u r e f o r o u r c o m m u n i t y



u r b a n v i l l a g e s
t h e m e

C o m m u n i t y D i v e r s i t y

c o m m u n i t y p r i n c i p l e

The plan must recognize the social and physical diversity of the community. The *social diversity* encompasses people and families of many cultural backgrounds, soci-economic circumstances, and life-cycle stages with a sense of value and belonging. The *physical diversity* of the community is characterized by pedestrian-friendly "main streets", human scale buildings, and an engaging mix of housing types and styles.

i s s u e s

create "VILLAGE" ZONING. Zoning emphasizes quantities rather than qualities, encourages uniformity and blandness, and segregates often compatible land uses. Fort Rouge could benefit from the flexibility of "village" zoning in attaining a desired development character as opposed to following a series of generic, unrelated land use regulations.

undergo ZONING RATIONALIZATION. Blanket zoning districts can encourage higher density development in inappropriate locations at a scale which is incompatible with traditional single-family housing. At the same time blanket zoning inhibits redevelopment by preserving a low-density residential character which is no longer relevant. Reviewing current zoning and providing a zoning rationale that protects neighbourhoods while encouraging needed redevelopment would maintain the stability of community.

promote LOCAL INDUSTRY. Industry played an important role in the early development of Fort Rouge. Small scale industry can revitalize a neighbourhood, contribute to community stability and provide local employment. Attention to developing industrial precincts and establishing guidelines for local industry can help enhance diversity within the Corydon and Osborne villages.

monitor COMMERCIALIZATION. Commercial districts and amenities contribute to the quality of the urban village experience by providing services which cater to the daily needs of local residents while appealing to the wider city. Attention should be aimed at maintaining these shopping districts and monitoring the quantity and quality of commercial development occurring and its encroachment upon bordering residential districts.

< 4 >

f o r t r o u g e n e i g h b o u r h o o d m a n a g e m e n t p l a n
p l a n n i n g a f u t u r e f o r o u r c o m m u n i t y

i s s u e s

create HOUSING OPPORTUNITIES. The Corydon and Osborne villages house a diverse group of people socially, economically, and physically. It is important that the villages continue to provide opportunities for a diverse range of contextually appropriate housing types for present and potential residents.

maintain SOCIAL HARMONY. The social well being of a diverse community can be maintained and enhanced through addressing the problems of special needs residents and by ensuring coordinated service delivery. The goal is the security and social stability of the entire community.

enhance MOBILITY. Urban villages are in constant movement with daily activities and social interactions. To continue to foster such an environment will require resolving local traffic issues and addressing the needs of residents for safe streets and sidewalks, efficient transit and adequate cycling facilities.

improve the URBAN ENVIRONMENT. Strong, healthy inner-city neighbourhoods are essential to the economic well-being of the entire city. Air and water quality, noise pollution, excessive traffic, infrastructure deterioration and the health of the urban forest are important quality-of-life issues for village residents.

H e r i t a g e & D e s i g n

c o m m u n i t y p r i n c i p l e

The plan must respect the rich history of the Fort Rouge Community spanning over 200 years of urban settlement. The goal here is to ensure that urban redevelopment is sensitive to the historic village character, compliments the scale and nature of adjacent land use, contributes to community livability, and reinforces that all important "sense-of-place" which bonds residents to each other and to their neighbourhoods

i s s u e s

undertake an INVENTORY AND PROMOTION OF CHARACTER FEATURES. The Corydon and Osborne villages benefit from the unique physical features which unify the urban landscape and contribute to the character and distinctiveness of the villages. The preparation of an inventory, identifying prominent and reoccurring cityscapes and architectural features, to guide future development and promote the residential and commercial heritage of the Corydon and Osborne Villages, would provide the basis for urban development and design controls

continue HISTORIC PRESERVATION. A strong sense of identity comes from the history of a place. The Fort Rouge neighbourhoods have a legacy of historic buildings. Ensuring the good stewardship of such resources comes from classification and preservation, and the adoption of innovative programs encouraging the upgrading and adaptive re-use of heritage buildings

create DEVELOPMENT GUIDELINES. The architectural heritage of the Corydon and Osborne villages is rarely reflected in new housing and commercial development. It is necessary to create development guidelines that can be used in conjunction with zoning to encourage new development to respect the heritage and overall quality of the urban environment

i s s u e s

enhance URBAN FOREST MANAGEMENT. The urban forest contributes to community aesthetics by unifying the cityscape, softening the built form, sheltering neighbourhoods and providing a vital link with nature. A progressive program of forest management, disease control and tree replacement, recognizes the important contribution of the urban forest to the quality-of-life for area residents and visitors alike.

create and maintain PUBLIC PLACES. The provision of public spaces in which to gather and socialize are forums for fostering a sense-of-place. Well designed and maintained places cater to the diverse traditions and celebrations of culture within the villages, and promote a positive image to residents and visitors.

expand PARKS AND RECREATION. The opportunities that parks and recreation facilities provide to a neighbourhood enhance the quality-of-life for residents. It is important to improve both active and passive recreational opportunities in the villages by upgrading existing facilities, expanding park systems, and providing access to riverbank lands.

WHAT . . .

. . . Is the Policy Support For This Plan

Support for this action plan is present through the City of Winnipeg Act under Section 584(1), Secondary Plans. Secondary Plans are a statement of the City's policies and proposals for the development, redevelopment or improvement of an area of the city, in this case the Fort Rouge Community. Support for this plan is also outlined in Plan Winnipeg - Toward 2010, the City's official development plan. Plan Winnipeg recognizes the critical importance of strong, self-sustaining neighbourhoods to the health and vitality of the city as a whole and reinforces this philosophy with policies aimed specifically at ensuring neighbourhood stability. Plan Winnipeg recommends a Neighbourhood Management Style of Municipal Governance which helps a community maintain a strong identity by giving local residents and business people a say in decisions affecting their communities.

. . . Is the Next Step

We need to know what you think. We need your input and participation in reviewing the themes and issues as to their relevancy today. At the March 18th and 25th meetings we will confirm and prioritize these issues and discuss actions and resources needed to implement the plan. **For more information contact**

APPENDIX I

WORKSHOP WORK BOOKLET AND RANK WORKSHEET

fort rouge neighbourhood

management plan

participant

work booklet

RIVER-OSBORNE CENTRE

Wednesday, March 18/98

public safety

traffic and transportation

local decision making

Wednesday, March 25/98

land use and zoning

commercial development

architectural design control

planning a **f**uture for our **c**ommunity

ISSUE: Traffic and Transportation

Urban villages are in constant movement with daily activities and social interactions. To continue to foster such an environment will require resolving local traffic issues and addressing the needs of residents for safe streets and sidewalks, efficient transit and adequate cycling facilities.

ACTIONS:

Priority
Ranking

Recommendation for Action

- ☐ A. Contain commuter traffic primarily to Grant, Pembina and Donald, while discouraging any increase in through-traffic on Osborne and Corydon
- ☐ B. Retain on-street parking on Osborne and Corydon
- ☐ C. Promote and provide for Public Transit as a prime means of access to the villages, including the establishment of bus lanes
- ☐ D. Implement the Southwest Transit Corridor or an equivalent rapid transit link from the downtown to southwest Winnipeg
- ☐ E. Undertake locally acceptable improvements to the Pembina/Osborne intersection
- ☐ F. Monitor traffic on local streets and undertake corrective measures where volumes exceed city-wide standards
- ☐ G. Develop river access and docking facilities to encourage transportation by boat and water taxi at the foot of the Osborne Bridge and on City land at the intersection of Hugo Street and Wellington Crescent
- ☐ H. Provide for dedicated cycling facilities and adequately signed bike paths and routes
- ☐ Other(s)

RESOURCES:

Action	Partners/Responsibility	Time Frame	Funding

fort rouge neighbourhood management plan
work booklet

ISSUE: Land Use and Zoning

Zoning emphasizes quantities rather than qualities, encourages uniformity and blandness, and segregates often compatible land uses. Blanket zoning districts can encourage higher density development in inappropriate locations at a scale which is incompatible with traditional single-family housing. At the same time blanket zoning inhibits redevelopment by preserving a low-density residential character which is no longer relevant.

ACTIONS:

Priority Ranking

Recommendation for Action

- ☐ A. Develop a "Village" zoning district which embraces the diversity of the built environment and, where appropriate, accommodates a mix of commercial and residential development in buildings and along streets in keeping with the existing or desired character of those areas and the objective of enhancing the village atmosphere
- ☐ B. Review existing multi-family zoning in the villages with a view to initiating rezoning where necessary for protecting neighbourhoods or housing blocks which have maintained or are trending towards a single-family character. Proposed housing developments will be reviewed partly on the basis of whether they contribute or detract from evolving neighbourhood character
- ☐ C. Resolve the issue of unlawful rooming houses through improved administrative management and by-law enforcement
- ☐ Other(s)

RESOURCES:

Action	Partners/Responsibility	Time Frame	Funding

fort rouge neighbourhood management plan
work booklet

ISSUE: Commercial Development

Commercial districts and amenities contribute to the quality of the urban village experience by providing services which cater to the daily needs of local residents while appealing to the wider city. Attention should be aimed at maintaining these shopping districts and monitoring the quantity and quality of commercial development occurring and its encroachment upon bordering residential districts.

ACTIONS:

Priority Ranking

Recommendation for Action

- ☐ A. Examine development trends in the villages with a view to establishing limits of expansion necessary for the coexistence of commercial and residential environments; coexistence which is essential for a successful urban village. Clear rules, understandable to residents and the business sector, provide a level of comfort, security and certainty to both parties, and will foster an environment in which the enhancement of one component does not come at the expense of the other
 - ☐ B. Explore the feasibility of establishing compact, buffered, public parking lots with lane access in mid-block locations on residential streets immediately adjacent to commercial main streets
 - ☐ Other(s)

RESOURCES:

Action	Partners/Responsibility	Time Frame	Funding

fort rouge neighbourhood management plan
work booklet

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FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN

Please take a moment to prioritize the issues outlined within the Neighbourhood Management Plan as to their importance. Rank them based on a number scale of 1, 2, 3, 4, or 5 (with 5 being the most important value). If you feel that some of these issues are not relevant than leave them blank. If you feel that there are other issues that are not mentioned then write them at the bottom of the page.

ISSUE	PRIORITY RANKING (5, 4, 3, 2, 1)
village councils	
public image	
planning and development process	
village zoning	
zoning rationalization	
local industry	
commercialization	
housing opportunities	
social harmony	
mobility	
urban environment	
inventory and promotion of character features	
historic preservation	
development guidelines	
urban forest management	
public places	
parks and recreation	

Other issues:

**FORT ROUGE
NEIGHBOURHOOD MANAGEMENT PLAN RANK RESULTS**

ISSUE	PRIORITY RANKING (5, 4, 3, 2, 1)	TOTAL	RANK
village councils	5, 5, 5, 5, 5, 4, 3, 2	34	4
public image	5, 5, 5, 4, 4, 3, 1, 1	28	11
planning and development process	5, 5, 5, 5, 4, 4, 4, 3	35	3
village zoning	5, 5, 5, 5, 5, 4, 3, 3	35	2
zoning rationalization	4, 4, 4, 3, 2, 2, 2	21	14
local industry	4, 4, 3, 3, 3, 2, 1, 1	21	15
commercialization	5, 5, 4, 3, 3, 3, 3, 2	28	13
housing opportunities	5, 5, 5, 4, 3, 3, 2, 2	29	10
social harmony	5, 5, 5, 5, 5, 3, 3, 1	32	7
mobility	5, 5, 4, 4, 4, 3, 2, 1	28	12
urban environment	5, 5, 5, 4, 4, 3, 3, 2	31	9
inventory and promotion of character features	5, 5, 5, 4, 4, 4, 4, 3	34	5
historic preservation	5, 5, 5, 4, 4, 4, 4, 2	33	6
development guidelines	5, 5, 5, 5, 5, 5, 3, 3	36	1
urban forest management	5, 5, 5, 5, 5, 4, 3, 2	34	4
public places	5, 5, 5, 4, 4, 3, 3, 3	32	8
parks and recreation	5, 5, 5, 4, 4, 3, 3, 2	31	8

APPENDIX J

WORKSHOP REVISED WORKSHEET #1

FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN

planning a future for our community MARCH 18 & MARCH 25 WORKSHOPS planning a future for our community

IMPLEMENTATION ACTION	TIME FRAME e.g. 3 yrs or 5 yrs	PRIORITY RANKING	COMMENTS/NOTES
A. Retain community and foot patrol officers for each of the villages			
B. Fund and support programs which address the issues of vagrancy, panhandling and squaring.			
C. Standardize safety audits to provide a level of consistency for area residents in monitoring different areas within their neighbourhood.			
D. Promote 'street life' through the design and programming of parks and public spaces including on-street parking to enhance pedestrian safety			
A. Contain commuter traffic primarily to Grant, Pembina, Donald and Stafford, while discouraging any increase in through-traffic on Osborne and Corydon.			
B. Retain on street parking from Stafford to Pembina and River to McMillan.			
C. Promote the implementation of transit corridors or equivalent rapid transit links from the downtown to southwest Winnipeg.			
D. Develop public design review for street intersection improvements.			
E. Develop a neighbourhood traffic management plan to address issues like shortcutting and excessive speeds on residential streets and backlanes.			
F. Develop river access and docking facilities to encourage transportation by boat and water taxi at the foot of the Osborne Bridge and on City land at the intersection of Hugo and Wellington Crescent.			
G. Provide for dedicated cycling and cross country facilities and for adequately signed paths and route ways.			
A. City to convene a meeting of community based organizations for the eventual creation of a neighbourhood council.			
A. Formulate and enact design controls and compliance incentives for commercial and residential development governing signage, architecture and site layout.			
B. Encourage store-front pedestrian friendly, street level development with on-street and lane parking.			
C. Create an inventory of architectural styles and character features as a basis for future design controls.			
D. Promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings.			
A.			
B.			
C.			
OTHERS:			
A.			
B.			
C.			
OTHERS:			

APPENDIX K

WORKSHOP REVISED WORKSHEET #2



IMPLEMENTATION ACTION	PARTNERS/ RESPONSIBILITY	TIME FRAME e.g. 2 yrs or 5 yrs	SEQUENCING OF ACTIONS	FUNDING SOURCES
PEDESTRIAN SAFETY				
A. Retain community and foot patrol officers in each of the villages				
B. Fund and support programs which address the issues of vagrancy, panhandling and squeegeeing				
C. Standardize safety audits to provide area residents with a level of consistency in monitoring their neighbourhoods				
D. Promote 'street life' through the design and programming of parks and public spaces to enhance pedestrian safety, including on-street parking				
E. Address the shortage of publicly funded medical services and facilities within the Fort Rouge Community.				
TRAFFIC AND TRANSPORTATION				
A. Contain commuter traffic primarily to Grant, Pembina, Donald and Stafford, while discouraging any increase in through-traffic on Osborne and Corydon				
B. Retain on street parking from Stafford to Pembina along Corydon, and River to McMillan along Osborne				
C. Promote the implementation of transit corridors or equivalent rapid transit links from the downtown to southwest Winnipeg				
D. Develop public design review for street and intersection improvements.				
E. Develop a neighbourhood traffic management plan to address issues like shortcutting and excessive speeds on residential streets and backlanes				
F. Develop river access and docking facilities at the foot of the Osborne Bridge and on City land at the intersection of Hugo and Wellington Crescent (to encourage transportation by boat and water taxi)				
G. Address the need for dedicated cycling and cross-country facilities, as well as the provision of adequately signed path ways and street routes.				
LOCAL DECISION MAKING				
A. City to convene a meeting of community based organizations, in which stakeholders will begin the process of developing a Neighbourhood Council				
ARCHITECTURAL DESIGN CONTROL				
A. Formulate and enact design controls and compliance incentives for commercial and residential development governing signage, architecture and site layout				
B. Encourage pedestrian friendly store-front development with on-street and backlane parking				
C. Create an inventory of architectural styles and character features as a basis for future design controls.				
D. Promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings.				
LAND USE AND ZONING				
A. Develop a "Village" zoning district which accommodates a mix of commercial and residential development in buildings to enhance the village atmosphere.				
B. Review zoning on a five-year basis to preserve neighbourhood character or encourage redevelopment depending upon the circumstances				
C. Initiate housing policies and programs which target the needs of specific segments of the population, such as 'empty nesters' and young people.				
COMMERCIAL DEVELOPMENT				
A. Examine development trends in the villages with a view to establishing limits of expansion necessary for the coexistence of commercial and residential environments.				
B. Promote contiguous commercial development to confine pedestrian and vehicular traffic to designated areas.				

APPENDIX L

REVISED WORKSHEET #3

Fort Rouge neighbourhood management plan

IMPLEMENTATION ACTION	PARTNERS/ RESPONSIBILITY	TIME FRAME e.g. 2 yrs or 5 yrs	SEQUENCING OF ACTIONS	FUNDING SOURCES
PUBLIC SAFETY				
A. Retain community and foot patrol officers in each of the villages	Police Dept.	on - going		
B. Fund and support programs which address the issues of vagrancy, panhandling and squatting.	BIZ (career men), local churches, social agencies	on - going		
C. Standardize safety audits to provide area residents with a level of consistency in monitoring their neighbourhoods	Safety Assoc. Corydon/Osborne Village Res. Assoc.	2 yrs		
D. Promote "street life" through the design and programming of parks and public spaces to enhance pedestrian safety, including on-street parking	BIZ, Public Works	5 yrs		
E. Address the shortage of publicly funded medical services and facilities within the Fort Rouge Community	Province, Wpg. Hospital Auth.	2 yrs		
TRAFFIC AND TRANSPORTATION				
A. Contain commuter traffic primarily to Grant, Pembina, Donald and Stafford, while discouraging any increase in through-traffic on Osborne and Corydon	Public Works	on - going		
B. Retain on street parking from Stafford to Pembina along Corydon, and River to McMillan along Osborne	Public Works, Transit	on - going		
C. Promote the implementation of transit corridors or equivalent rapid transit links from the downtown to southwest Winnipeg	Public Works, Transit	5 yrs		
D. Develop public design review for street and intersection improvements	Public Works, Land and Development Services	2 yrs		
E. Develop a neighbourhood traffic management plan to address issues like shortcutting and excessive speeds on residential streets and backlanes.	Public Works	2 yrs		
F. Develop river access and docking facilities at the foot of the Osborne Bridge and on City land at the intersection of Hugen and Wellington Crescent (to encourage transportation by boat and water taxi)	CAR, RAC, Land and Development Services, Public Works	2 yrs		
G. Address the need for dedicated cycling and cross-country facilities, as well as the provision of adequately signed path ways and street routes	Public Works, Land and Development Services	5 yrs		
LOCAL DECISION MAKING				
A. City to convene a meeting of community based organizations, in which stakeholders will begin the process of developing a Neighbourhood Council		2 yrs		
B. Develop processes through City government which support and facilitate local planning and decision-making by local residents and business owners in the villages				
C. Apply principles of sustainable development and healthy communities in planning and development decisions affecting the villages				
D. Assign responsibility to City staff to resource contacts				
E. Develop Neighbourhood Improvement Zone (NIZ) program				
ARCHITECTURE AND DESIGN CONTROLS				
A. Formulate and enact design controls and compliance incentives for commercial and residential development governing signage, architecture and site layout	Land and Development, Local Community	2 yrs		
B. Encourage pedestrian friendly store-front development with on-street and backlane parking	Land and Development, BIZ	5 yrs		
C. Create an inventory of architectural styles and character features as a basis for future design controls	Land and Development Serv.	2 yrs		
D. Promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings.		5 yrs		
LAND USE AND ZONING				
A. Develop a "Village" zoning district which accommodates a mix of commercial and residential development in buildings in enhance the village atmosphere	Land and Development Serv., BIZ, Local Community	2 yrs		
B. Review zoning on a five-year basis to preserve neighbourhood character or encourage redevelopment depending upon the circumstances.	Local Community, Land and Development Serv.	5 yrs		
C. Institute housing policies and programs which target the needs of specific segments of the population, such as 'empty nesters' and young people.	Winnipeg Housing Renewal Corp. (WHRC), Developers, Local Community	5 yrs - 10 yrs		
COMMERCIAL DEVELOPMENT				
A. Examine development trends in the villages with a view in establishing limits of expansion necessary for the coexistence of commercial and residential environments.	Local Community			
B. Promote, within the boundaries of Business Improvement Zone, contiguous commercial development to confine pedestrian and vehicular traffic in designated areas	BIZ	on - going		

APPENDIX M

FINAL IMPLEMENTATION PLAN

  			
FORT ROUGE NEIGHBOURHOOD MANAGEMENT PLAN			
IMPLEMENTATION ACTION	PARTNERS/RESPONSIBILITY	TIME FRAME	SEQUENCING OF ACTIONS
COMMUNITY			
A. Retain community and foot patrol officers in each of the villages.	Police Department	on - going	1
B. Fund and support programs which address the issues of vagrancy, panhandling and squatting.	BIZs, Local Churches, Social Service Agencies	on - going	1
C. Standardize safety audits to provide area residents with a level of consistency in monitoring their neighbourhoods.	Safety Association, Corydon and Osborne Village Residents Association	2 yrs	2
D. Promote 'street life' through the design and programming of parks and public spaces to enhance pedestrian safety, including on-street parking.	BIZs, Public Works	5 yrs	2
E. Address the shortage of comprehensive health services and facilities within the Fort Rouge Community.	Province, Winnipeg Hospital Authority	2 yrs	3
TRAFFIC AND TRANSPORTATION			
A. Contain commuter traffic primarily to Grant, Pembina, Donald and Stafford, while discouraging any increase in through-traffic on Osborne and Corydon.	Public Works, Land and Development Services	on - going	1
B. Retain on street parking from Stafford to Pembina along Corydon, and River to McMillan along Osborne.	Public Works, Transit	on - going	1
C. Promote the implementation of transit corridors or equivalent rapid transit links from the downtown to southwest Winnipeg.	Public Works, Transit	5 yrs	2
D. Develop public design review for street and intersection improvements.	Public Works, Land and Development Services	2 yrs	2
E. Develop a neighbourhood traffic management plan to address issues like shortcutting and excessive speeds on residential streets and backlanes.	Public Works	2 yrs	1
F. Develop river access and docking facilities at the foot of the Osborne Bridge and on City land at the intersection of Hugo and Wellington Crescent (to encourage transportation by boat and water taxi).	CAR RAC, Public Works, Land and Development Services	2 yrs	1
G. Address the need for dedicated cycling and cross-country facilities, as well as the provision of adequately signed path ways and street routes.	Public Works, Transit, Land and Development Services	3 yrs	1
LOCAL DECISION MAKING			
A. City to convene a meeting of community based organizations, in which stakeholders will begin the process of developing a Neighbourhood Council.	City Councillor, Urban Planning, Law Department, BIZs, Residents	1 yr	1
B. Develop processes through City government which support and facilitate local planning and decision-making by local residents and business owners in the villages.	City Councillor, Urban Planning, Law Department, BIZs, Residents	2 yrs	3
C. Develop and apply principles of sustainable development and healthy communities in planning and development decisions affecting the villages.	Residents, City of Winnipeg, Chief Administrative Officer	3 yrs	4
D. Assign responsibility to City staff to resource Neighbourhood Council.	Chief Administrative Officer	1 yr	2
E. Develop Neighbourhood Improvement Zone (NIZ) program.	Urban Planning, BIZs, Residents, City Councillor	3 yrs	4
STREETS, LOCAL DESIGN AND CONTROL			
A. Formulate and enact design controls and compliance incentives for commercial and residential development governing signage, architecture and site layout.	Land and Development Services, Residents	1 yr	2
B. Encourage pedestrian friendly store-front development with on-street and backlane parking.	Land and Development Services, BIZs, Residents	5 yrs	3
C. Create an inventory of architectural styles and character features as a basis for future design controls.	Land and Development Services, Historic Buildings Committee	1 yr	1
D. Promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings.	Historic Buildings Committee, Residents, BIZs, City of Winnipeg	1 yr	3
COMMUNITY DEVELOPMENT			
A. Develop a "Village" zoning district which accommodates a mix of commercial and residential development in buildings to enhance the village atmosphere.	Land and Development Services, BIZs, Residents	1 yr	1
B. Review zoning on a five-year basis to preserve neighbourhood character or encourage redevelopment depending upon the circumstances.	Local Community, Land and Development Services	5 yrs	2
C. Initiate housing policies and programs which target the needs of specific segments of the population, such as 'empty nesters' and young people.	Winnipeg Housing Renewal Corporation (WHRC), Developers, Residents	5 yrs - 10 yrs	2
COMMERCIAL DEVELOPMENT			
A. Examine development trends in the villages with a view to establishing limits of expansion necessary for the coexistence of commercial and residential environments.	Local Community, City of Winnipeg	2 yrs	1
B. Promote, within the boundaries of the Business Improvement Zone, contiguous commercial development to confine pedestrian and vehicular traffic to designated areas.	BIZs, City of Winnipeg	on - going	2
LANDSCAPE AND VEGETATION			
A. Increase private and public funding for local control of Dutch Elm Diseases.	City Councillor, City Forester	2 yrs	1
B. Enhance existing programs of vegetation maintenance and tree replacement.	Residents, BIZs, City Parks and Forester	5 yrs	2
C. Establish and sustain Elm Guard and Tree Banding programs.	Residents Association, Coalition to Save our Elms, City Forester	on - going	1
D. Support innovative, low-maintenance planting on boulevards.	City of Winnipeg	5 yrs	2
E. Establish and maintain Community Gardens.	Residents Association, Community Garden Groups, City Parks	on - going	1
F. Promote the concept of naturalization in the management of vegetation on riverbanks and forested areas.	City Parks	5 yrs	2

APPENDIX N

OPEN HOUSE COMMENTS

The following is reproduced from a series of Public Open House sessions held on August 26 & 29, 1998:

- I have lived in the Fort Rouge area all of my life. I reside at 123 Address. I do not own a car because I feel that there are far too many cars in this city as it is. I ride my bicycle in the summer and fall months and I find it very difficult to ride my bike because of all the very heavy traffic and fast cars. I find it all to be madness and mayhem, especially around Rive, Osborne and Corydon Avenue where they are allowed to park on the street. I would like to see a program to come into effect to encourage people (the public) to get involved into car pools or for more people to take the Winnipeg Transit City buses to cut down on all of the traffic, parking, noise and pollution.
- I'm disheartened at the City for allowing Shopper's Drug Mart to cut those beautiful trees. They should be replacing those trees. It took about 25 years for those trees to grow and only 5 minutes to cut them. Now, instead of the beautiful trees all we have to look at is concrete - the entrance into the future Shopper's Drug Mart. We need more trees for our environment - not concrete. Don't we have any say - at all. Does business have to take up the whole corner at Roslyn Road and Osborne Avenue. The Shopper's Drug Mart blocked all the windows (we need natural light) of the Vietnam Café next door. We do need a few trees and some greenery to counteract all this concrete.
- Parking lots on private streets backing on Corydon are not something I want to see happen as it has proved to be a large problem in the past and erodes the residential area quickly.
- River-Osborne Community Centre at Confusion Corner has recently been enlarged - skating, roller rink, multipurpose room, snacks, gym (air-conditioned) needs to be used.
- Any possibility of:
 - (a) making the piazza brighter at night to discourage "meetings in the dark",
 - (b) speed bumps or stop sign at the corner of Hugo and Jessie to reduce the outrageous speeds of vehicles, and
 - (c) move the payphone closer to Corydon
- traffic problems ongoing near Grant Hotel. Deterioration of housing starting nearest the hotel. Some traffic control would probably prevent deterioration of the complete neighbourhood which has some neat well kept affordable homes.
- I work around this area and enjoy pushing my client in the wheelchair. The area has a good environment, people always say "Hello" even if they don't know you. I would consider moving into the district when we might be moving next year.
- We believe development guidelines are most essential and that community acceptance must be considered for both commercial and residential.
- Urban Villages - united use
- Litter management
- Grates around trees - clean out
- Kids hanging out - scary, aggressive
- Traffic - speeding, run red lights
- Want squeezy kids back
- Rooming house - standards
- Mixed-use districts
- Relationship between BIZ and residents
- Missing services: banks, dry cleaners, bakery and book store
- Free parking
- Speed bumps in back lane
- Parking - no housing demolitions for lots, possibly a parking structure (MTS)

- No more commercial encroachment
- Traffic one-way, angle parking
- Concerns regarding commercial conversions in residential zones
- BIZ and commercial zones have to be controlled
- City must undertake parking improvements
- Minimize thru-traffic, resurrect traffic study and traffic calming
- Relocate phone
- Increase lighting
- Hotel - rowdies, parking
- Neighbourhoods are the concern
- Too many rental properties, restrict commercial
- It would be nice to get rid of the kids hanging out on the corner
- If speed bumps could be installed in back lane of River-Roslyn between Bryce and Osborne
- Landscaping of boulevards
- Regarding development guidelines (c) promote and encourage partnerships and investments aimed at the adaptive re-use of heritage buildings. I think not enough attention has been paid to this point - "adaptive re-use" - for example. I think the failure to apply this kind of thinking to the Leland Hotel has lead to the present interventions to demolish it.
- Our heritage buildings give character to our city as well as new buildings. We need both the old and the new to preserve a balance in living. There is a mystique about old buildings that citizens have seen all their lives. When some of those old buildings, churches, etc. are still in place and in use they impart a strong feeling of history, our history and the strength of it.
- Nowhere do I see planning or intention to improve pedestrian condition in winter. Elderly and disabled are held virtual prisoners in isolated apartments due to inadequate sidewalk maintenance. The only supermarket (Safeway) seems miles away. The parking lot is extremely dangerous because pedestrians have no safe access. The same holds true for the many pedestrians with babies and toddlers.
- What is the point of creating meeting places for I quote "bartering, socializing and celebrating" (draft p. 33) if the elderly are afraid of their younger neighbours. This very corner was once a meeting place for the community - what is it now? Where did the benches go? Who decided to remove them? Why is there a concrete circle on the River-Osborne corner? My point? Look after the people first and leave the beautification for later.
- Information using 1991 data - outdated, it is now 1998.
- Safety at night is important.
- Garbage on Osborne Street unsightly.
- I support suggestions for cycling and walking paths also foot patrol officers.
- Parking also needs to be considered for people unable to walk distances.
- For Rouge park on River Avenue - clear the river bank and have a boardwalk so the area residents and other can enjoy the scene of the river.