

**A SYMBOLIC EXPRESSION OF TIME**

**A Master Plan for the  
Manitoba Legislative Grounds**

**by  
Anita Luisa DeiCont**

**A practicum  
presented to The University of Manitoba  
in partial fulfillment of the  
requirements of the degree  
Masters of Landscape Architecture**

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MANITOBA LEGISLATIVE GROUNDS

BY  
ANITA LUISA DEICONT

A practicum submitted to the Faculty of Graduate Studies  
of the University of Manitoba in partial fulfillment of the  
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**i. ABSTRACT**

This practicum develops a Master Plan for the Manitoba Legislative Grounds in Winnipeg; a Master Plan that will guide the Government of Manitoba in the future development and rehabilitation of the Legislative Grounds.

The Master Plan developed is a result of a detailed inventory and analysis of the Legislative Building and Grounds, which includes the issues and concerns, needs and objectives of both the past and the present. Through this analysis, a conceptual framework is developed, and along with the analysis of other Legislative Grounds in Western Canada, a long term rehabilitation plan is completed for the Legislative Grounds.

A development strategy is identified for the Master Plan, in order to direct the implementation of the proposed guidelines.

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## ii. ACKNOWLEDGEMENTS

In recognition of their insight and helpful advice, I wish to thank my practicum committee: Committee Chairman—Professor Charles Thomsen, Department of Landscape Architecture, Advisors—Professor Carl Nelson Jr., Department of Landscape Architecture, and Mr. Roger Brown, Department of Government Services, Provincial Government of Manitoba.

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Lastly, I would like to thank my family and my friends for their patience, understanding, encouragement and support throughout my studies at The University of Manitoba.

I would like to dedicate this practicum to my mother, Ilda Dei Cont, who has been my strength throughout this entire endeavor.

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# CHAPTER I

## INTRODUCTION

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## 1.0 INTRODUCTION

“ Master Plans, like zoning maps, are attempts to reconcile the known past with the transient present and uncertain future.”

unknown

The Legislative Building is one of the most important buildings in the province. It has an imposing structure which is symbolic of the strength and vitality of Manitoba. The grounds that surround such a building should be considered one of the most important urban landscapes in the province. This landscape should be considered not only an appropriate setting for the Building, but it should also express the history and the symbolism of the Legislative Building, and the ideals and values of the people of Manitoba.

The Manitoba Legislative Grounds are modestly laid out, given their significance. The present landscape design is essentially the same today as when it was first implemented in 1920.

In 1920, when the Legislative Building was completed, there were many design schemes proposed for the landscape of the Grounds. These design schemes could not be implemented because they all excluded Government House. Government House was to be removed upon the Legislative Buildings completion, but due to the delay, by 1920, Government House was labeled an historic landmark by the City of Winnipeg, and could no longer be removed. The distinct symmetry that would have been ideal for such a site could never exist, nor could any of the elaborate design schemes be implemented.

From the evidence that remains it appears that a variety of the previously proposed solutions were used in combination, to complete the scheme implemented, and to achieve the design that exists today. Although, due to the changes made to accommodate functional needs over time, the Grounds have begun to lose some of their historical significance.

There are, presently, no official, clearly defined long term development plans or maintenance guidelines for the Legislative Grounds to ensure that their historic significance remains intact. The general design and maintenance of the Grounds is under the direction of the present head groundskeeper. Since the position of head groundskeeper has changed over

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the years, a great deal of inconsistency has occurred in the direction of the design of the Grounds. This has allowed for short term problem solving rather than the development of a long term plan and direction, which is so very important to the future of the Legislative Grounds. If this situation continues the symbolism and the historical character that presently exists on the site will be lost forever.

It is evident, in the development of a long term plan for the Legislative Grounds that a rehabilitation approach would be a logical method to undertake. A rehabilitation approach that recognizes both the need to upgrade portions of the site to meet present day functional standards, and the need to retain the historical character of the site.

The Legislative Building and the Grounds that surround it, are the foci of political forces which shape our province's future, and a successful balance of modern and historic elements is essential in order to do so. The integration of both these two elements is important to achieve a sensible and feasible long term plan that responds to the current needs and issues of this urban landscape.

To develop a long term Master Plan, it is essential to examine the Legislative Building in its context, for the Legislative Building and the Grounds are affected by their immediate surroundings. This will help identify the opportunities and constraints on the periphery of the site and to identify potential conflicts that may arise in the future development of the site.

In order to develop and implement a Master Plan it is essential that we are sensitive to the present day problems and to future needs. There are an abundance of social, functional, and maintenance problems on the Legislative Grounds. Social problems include loitering, public safety, and vandalism; functional problems include pedestrian and vehicular circulation, public gathering areas, and parking; and maintenance problems include diseased vegetation, annual planting programs, and replanting.

There are several important aspects that have been neglected over the past decades. Firstly, the major north-south axis that extends from Portage Avenue, through the formal entrance of the Legislative Building to the Assiniboine River is unresolved. There is great potential for the development of this axis, and it would allow the Legislative Grounds to shape the urban fabric of the City of Winnipeg, allowing the Grounds to be a form determinant for the surrounding downtown area. It would allow the Legislative Grounds to make a bold

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statement within the urban fabric, and, therefore, emphasize its importance.

Secondly, the Assiniboine River, was one of the main pathways in Winnipeg, just a century ago, a street which the Legislative Grounds has turned its back on. The Red and Assiniboine Rivers are the reason Winnipeg is situated where it is. The rivers were important transportation routes of the past, and should be acknowledged as such. The Assiniboine River should play an important role in the development of the Legislative Grounds. This development could be coordinated with the present riverbank enhancement throughout Winnipeg.

Thirdly, the boundaries of the site need be considered. The Legislative Grounds should express a sense of being "one" landscape, instead of a series of adjacent parcels, as with the landscape that presently exists. The formal portion of the Legislative Grounds is bounded by Assiniboine Avenue, Broadway Avenue, Kennedy Street, and Osborne Street. It is important to consider the park between Assiniboine Avenue and the Assiniboine River, Memorial Park, and Memorial Boulevard, as part of the Legislative Grounds. These parcels of land allow the Grounds to provide differing degrees of formality, and, they are important links to the surrounding urban fabric. It is important to consider the streets that link these areas, Assiniboine Avenue and Broadway Avenue, and their roles on the Legislative Grounds as transition zones from one area of the Grounds to another.

In order for the site to complement the formal or symbolic character of the Building it must portray the appropriate image. The entire Legislative Ground area is a major green open space in downtown Winnipeg, a park with a variety of both active and passive activities, such as soccer, jogging and sunbathing. This is appropriate, for some areas of the site, but certainly not for all of it. The grandeur, the ceremonial essence, that a Legislative Grounds should portray, is now absent. It is important that this is regained, and in order to do so we must give some definition to the Legislative Grounds. This problem could be resolved by the creation of a variety of both formal and informal spaces, that would allow a variety of uses. These uses could range from, a visually experienced landscape through to an active recreational area. This reorganization of spaces would accommodate the present needs of the area but also allow the symbolism and significance of the Legislative Grounds to be expressed.

There is great potential to create a variety of areas on the site that will help define the Legislative Grounds image. Each of the memorials and dedications placed on the site could

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enhance the symbolism of the Legislative Building and the Grounds through their meaning to Manitobans. There could be an emphasis on art and sculpture in the development of these memorials, that would represent important events or people of the province of Manitoba. This idea has been portrayed subtly since the establishment of the Grounds, but could be developed to a greater extent. This could be expanded to create a variety of unique spaces that could be used for various events and ceremonial occasions, while still retaining the symbolic image of Legislative Grounds. These events and occasions could include important ceremonial visits by royalty, and government authorities; concerts and lectures; public demonstrations and rallies.

This practicum will develop the Master Plan. It will be organized through a series of chapters, that will aid in the process of understanding what the Legislative Grounds are presently, and what they should be in the future. Chapter II explores the history and the background of the site to the present. Chapter III contains several examples of the Legislative Grounds in Western Canada, which allow us to explore how the other provinces have related to their surrounding environment, and what elements they have incorporated in order to create their distinct, symbolic landscapes. Chapter IV describes and analyzes, the existing situation of the Manitoba Legislative Grounds, the site inventory and the present problems and concerns facing the site, today. Chapter V summarizes and attempts to resolve the issues and concerns stated in the previous chapters and develops conceptual guidelines from which a Master Plan can be developed. Chapter VI includes a development strategy for the Master Plan, and the final Master Plan proposal.

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**CHAPTER II**  
**HISTORY**

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## 2.0 HISTORY AND BACKGROUND

The exploration and understanding of the history of the Legislative Building and Grounds is essential for their future development. The history of the Legislative Grounds is written in three sections. The first, the history of the Legislative Building and Grounds from 1869 to 1920. The second, the history of the Legislative Building and Grounds from 1920 to the present, and the third, the history and development of Memorial Park and Memorial Boulevard from 1869 to the present.

### 2.1 HISTORY / BACKGROUND 1869-1920

The site on which the Legislative Building sits was part of a parcel of land that was once owned by the Hudson Bay Company Reserve. This parcel of land was divided up in the early 1870's. It was suggested by the Lieutenant Governor that one hundred acres of land be appropriated for the public purposes of the dominion and provincial governments. In 1872, upon further examination of the site, only fifty acres of this land was appropriated. The Government of Manitoba applied to have the easterly half of the fifty acres.<sup>1</sup>

The fifty acre site was divided into equal portions, among the two governments. A large strip of land, which was known as Broadway, cut directly through the property which divided the fifty acres into four portions. Each half was subdivided, with equally portioned areas of 16.75 acres south of Broadway, and 6.6 acres north of Broadway, which excluded the acreage of the Broadway strip.<sup>2</sup>

The western half of the site, was the property of the dominion government and the land was to be used by the Militia. Barracks for the Militia were erected on the site, immediately after the appropriation of the land. The land north of the barracks was used for storage of wood and for a garden area. The land south of the barracks, on the riverbank, was considered to be too valuable to be used for storage and was left as it was.<sup>3</sup>

In 1881, Osborne Street was established and that year, in the Privy Council Order No. 2824, there was authorized consent for the extension of Assiniboine Avenue through this government reserve, provided that:

*"..... no telephone or telegraph posts shall be erected, nor street cars run on the road in*

*question, the intention of the corporation being to make this street a beautiful drive along the river”<sup>4</sup>*

The extension was in place by the early 1890's. At this time Broadway Avenue, Assiniboine Avenue, and Osborne Street were in place, and these streets, already established, at this early date, the boundaries of the present day Legislative Grounds.

The first Manitoba Legislature temporarily resided on Main Street, in the Bannatyne Residence. While the landownership was being resolved, the Legislature was in urgent need of an assembly space, due to the rapid growth of the provincial government.

After several years, the second Legislative Building was built. It was a three and half story building, designed in the Victorian style. The Legislative Building was located on Kennedy Street on the newly appropriated land. The landscape was dominated by a large U-shaped driveway off of Kennedy Street. The focal point of the U-shaped drive was the statue of Queen Victoria which was placed in the center of the drive directly in front of the main

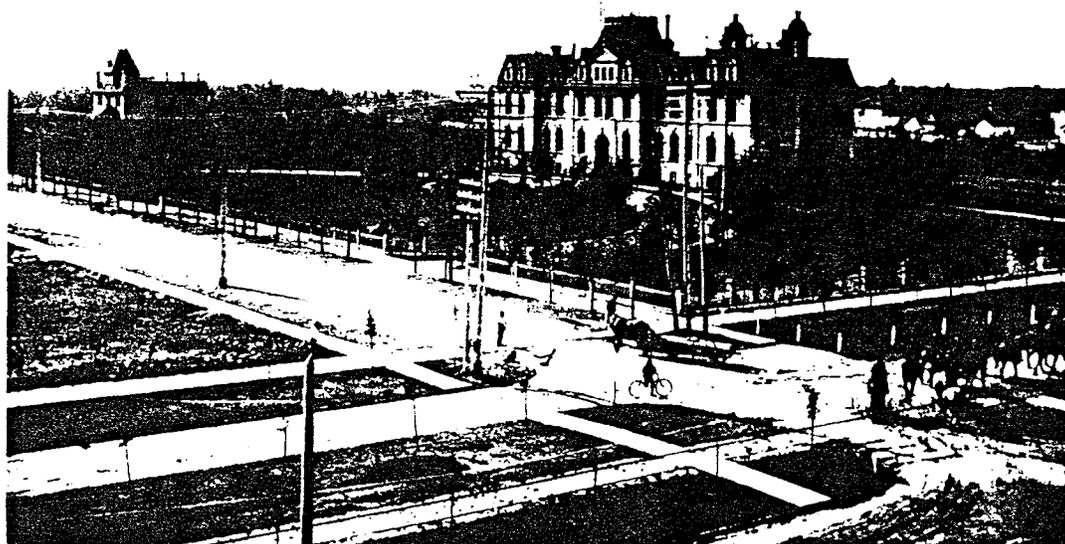


Figure 1: Second Legislative Building on Kennedy Street, 1899.

Source: Provincial Archives of Manitoba

entrance of new Legislative Building. Government House, the home of the Lieutenant Governor of Manitoba was built adjacent to the second Legislative Building on Kennedy Street. Government House was designed in a similar Victorian style and its landscape was also designed with a U-shaped drive off of Kennedy Street. (Fig. 1.)

In 1910, it was decided that a new Legislative Building was needed. Once again, due to the rapid expansion of the provincial government, there was a shortage of space, and the existing accommodations were no longer adequate.

During this time the Barracks, which fronted on to Osborne Street still occupied the north and west parcels of land. In the Privy Council Order No. 1344, it was stated that the rights and title of the Barracks, which was now known as The Fort Osborne Barracks and Drill Hall, be transferred from the dominion government to the provincial government and that they be allowed the use of the property.<sup>5</sup>

A competition was initiated in 1912, for the best Legislative Building design. The competition was open to all the Architects in the British Empire. The site plan was distributed, and the Legislative Building designed was to be centered within the given site. (Fig. 2.)

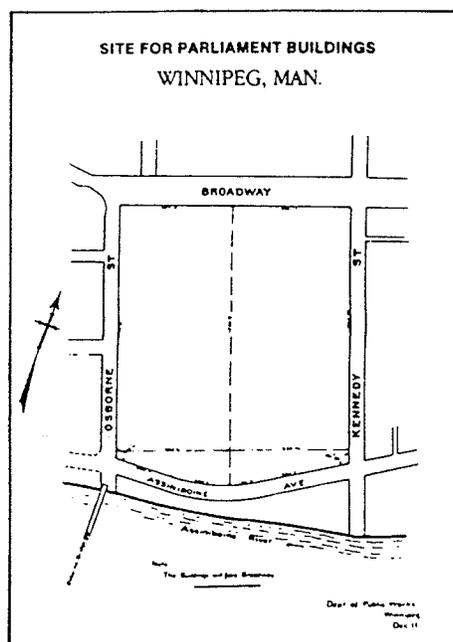


Figure 2: Site Plan for the Legislative Building Competition, 1912.  
Source: Provincial Archives of Manitoba



Figure 3: Manitoba's Third Legislative Building, 1912.

Source: Provincial Archives of Manitoba

The design by Frank. W. Simon, FRIBA, of Liverpool, England was chosen out of sixty entries and in 1913 construction of the third Legislative Building began. (Fig. 3.)

The third Legislative Building was not completed until 1920, due to a number of disruptions. The first World War abruptly stopped the Legislative Buildings construction for a significant period of time, as well, a number of disputes occurred between the contractors and the provincial government during construction, which also disrupted the construction for many years. The total cost of the Building which included the \$400,000.00 spent on the Grounds, came to a total of \$8,075,865.59 which was \$5,000,000.00 over the original estimate. The interest, eventually, escalated the total to \$13,726,569.14.<sup>6</sup>

Speculation about the Legislative Grounds and what they should look like, began to emerge even before the construction of the Building began. In 1912, Victor W. Horwood, the Provincial Architect, drew up a sketch of what he thought the Legislative Grounds should be. Horwoods' scheme was designed with the assumption that Government House was to be removed along with the second Legislative Building on Kennedy Street. In the proposed scheme, Assiniboine Avenue was to be retained but it was to curve towards the Legislative Building south entrance.(Figure 4.) The southern portion of the Legislative Grounds was to be divided by vehicular drives, into four equal tree-lined quadrants with a large fountain at the centre intersections.

The northern portion of the site was to be divided in half by the major axis which would

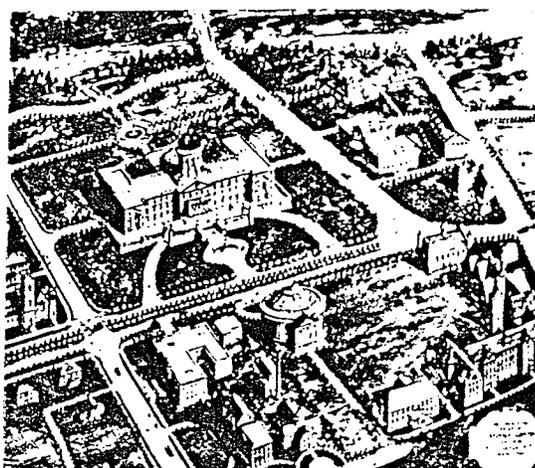


Figure 4: Horwood's Landscape Plan, 1912.  
Source: Provincial Archives of Manitoba

link Broadway Avenue and the north entrance of the Legislative Building. A U-shaped walkway was to run up to the terrace which was to surround the entire building. The riverbank was to be developed and integrated with the rest of the Legislative Grounds.

Frank W. Simon, the Legislative Buildings Architect, developed a landscape plan along with his Legislative Building design proposal. The Legislative Grounds were to be laid out as part of a park, embellished with terraces, sculpture, avenues of trees, ornamental shrubs, expanses of lawn, and flower beds.<sup>7</sup>(Fig. 3.)

Near the completion of the construction of the Legislative Building, there were two design proposals done by the Toronto based firm, Dunnington, Grubb, and Stensson. These two elaborate, Italiannate schemes were considered too costly, and far too complex for such a building and site. (Fig. 5. & 6.)

During this period, Frank W. Simon created another landscape plan for the Legislative Grounds which was considered more attractive and practical, than his previous design proposal. The landscape design was more complementary for the period, and the style of the new Legislative Building. The proposal suggested that both, the second Legislative Building and Government House be demolished, immediately, and Government House rebuilt on the south side of Assiniboine Avenue on the riverbank. Government House was to be on the north-south axis of the Legislative Building. The Legislative Grounds were to be overlaid with symmetrical drives and walkways.

A large oval drive that would surround the Legislative Building, was proposed, and smaller scale oval drive was to echo it at the north entrance, and to be used as a walkway. Two oval fountains were to flank the south entrance of the Building, and four irregular shaped ponds were to have been nestled into the heavily wooded segments of the site, just east and west of the Legislative Building. This scheme was discarded, just as the other previous ones were.<sup>8</sup>

The day after the the grand opening the Legislative Building, A.A. Stoughton, a Professor of Architecture at the University of Manitoba, wrote an article in the Winnipeg Free Press:

Assiniboine Avenue, between Kennedy and Osborne, will be curved to the north and will pass midway between its present line and the south portico of the Parliament Building, bringing it on to the Osborne Bridge further north and on the level, eliminating the present awkward approach. It should, in my judgement, also have a curve into Osborne Street toward the north for convenience of traffic... {part of page missing} space of lawn will be thus left between the avenue and the riverbank, the only structure which will stand there being the war memorial which is designed to take the form of an obelisk. I desire to make a plea for the planning and plantation of this space by which it may be passed through and used by everyone who enjoys the riverbank. This

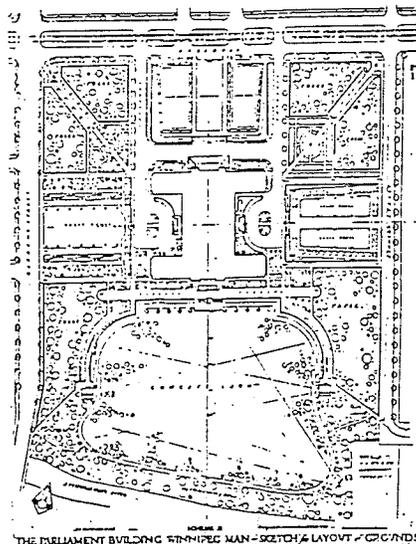
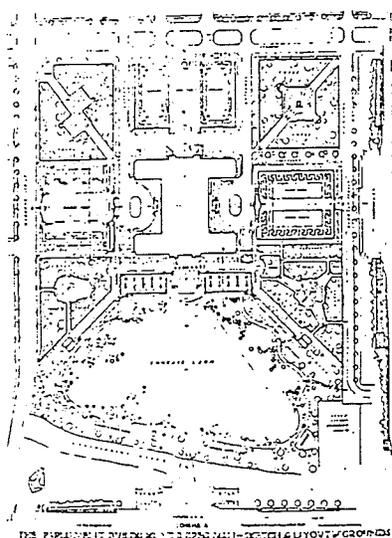


Figure 5 and 6: Legislative Ground Proposals by Dunington, Grubb, and Stenson  
Source: Provincial Archives of Manitoba

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is about the only strip on the north side of Assiniboine Avenue which belongs to the public, and I have greatly regretted that instead of being developed and beautified during recent years, it has been allowed to become a dumping ground. We now have more billboards than beauty spots, and we ought to make the most of this one.

A park-like plot is to be made of the thirty acre site in which the larger double sweep of drive leading up to the main portico is the largest feature. Other drives give access to other entrances and these drives form part of an ample system of tree lined avenues through the property with space for parking. These enclose large lawns with places for statues, monuments and large vases, hedges and flower borders, slopes, terraces, and sunken gardens complete the treatment.<sup>9</sup>

On the same day another article appeared in the Winnipeg Free Press written by A. G. Dexter;

Ultimately, however, the new capital... will be set up amid generous sweeps of terraced lawns, gravel pathways, and curving lines of trees. Sunken gardens will center the four semi-circular driveways, which will swing into the four main entrances to the building, and further color will be added by the numerous flower beds that will bedeck the lawn. The imagination can finish the remainder of the picture with little fountains playing in the nooks and corners; statues upon which the casual visitor will stumble unexpectedly; and bushes, ferns, and all that goes to make such a scene complete.<sup>10</sup>

Dexter also stated that Assiniboine Avenue would be re-routed and finished to the waters edge.<sup>11</sup>

In 1919, the Annual Report published by The Department of Public Works, stated the following plans for the landscape of the Legislative Grounds:

Plans for the laying out of the grounds are now in process of development and it is hoped to start on certain portions of this work in the coming spring. The proposed layout is very beautiful and when complete should greatly add to the appearance of what must universally be conceded as a very beautiful building.<sup>12</sup>

The Annual Report, the following year, 1920, stated:

A fair start has been made on the laying out of the grounds by the



Figure 7: Construction on the Legislative Grounds, 1920.

Source: Provincial Archives of Manitoba

establishing of levels and the erection of the various ranges of steps which lead from the higher to the lower levels; and considerable grading around the building has been done. A good start has also been made for the diversion of Assiniboine Avenue.

Work on the ground, cannot, however, show much improvement until the buildings on both the east and west side are demolished.

It is hoped that it will be possible to get possession of the Barracks buildings and demolish them early in the summer of 1921 in which case another year would make a vast difference to the appearance of the west side.

It will be a least three years before the grounds will be in anything like proper shape on all sides, though it will of course be possible to have them made attractive in spots prior to the time.<sup>13</sup>

As the Legislative Building neared its completion the landscape that surrounded it slowly began to evolve. The grade for the new Legislative Building was established at eight feet above the level of Osborne Street and Broadway Avenue. This was done in order to create a more majestic appearance when approaching the Grounds. Some of the basic site design was coordinated and executed by Frank Simon, himself, during the final years of the Legislative Buildings construction. The remainder of the Legislative Grounds continued to develop at a slow pace after the Legislative Buildings completion in 1920.<sup>14</sup>(Fig. 7.)

## 2.2 HISTORY / BACKGROUND 1920-1988

After the Legislative Buildings completion the development of the Legislative Grounds proceeded slowly. The Fort Osborne Barracks were used during the winter of 1920-21, and were finally demolished the Spring of 1921.<sup>15</sup>

All the Annual Reports which would have described the slow evolution of the Legislative Grounds have been lost, and only several photographic records remain which record the development of the Legislative Grounds during the period from 1921 to 1929.

A great deal of the statuary was placed on the Legislative Grounds shortly after the Legislative Buildings completion. The statue of Queen Victoria, which was in front of the second Legislative Building, was moved to the front of the new Legislative Building in 1922. The statue of the great Icelandic leader John Sigurdsson, was unveiled in June of 1921, in a ceremony which coincided with the Icelandic National Festival. The bust of Sir George Etienne Cartier, one of the founders of Confederation was installed on the Legislative Grounds in November of 1922. The Next of Kin Monument, a war monument made by the Soldiers Relatives Memorial Association, was unveiled May of 1923.

The landscape plan that was implemented contains various elements from Frank W. Simon's second landscape plan, and as well several elements from previous schemes. It is unknown who actually drew up the design that was finally implemented. It is quite possible that the landscape plan that was finally implemented was drawn up by the head groundskeeper, upon the completion of the Building, who could have incorporated some of the previous proposals into the final plan. (Fig. 8.)

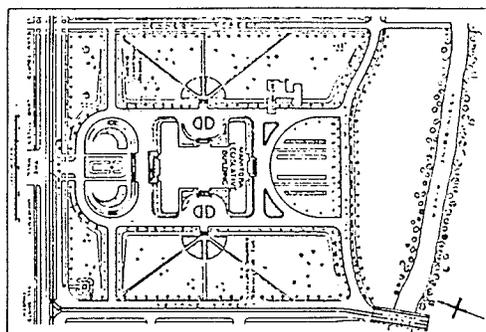


Figure 8: Manitoba Legislative Ground Landscape Design, 1920.  
Source: Provincial Archives of Manitoba

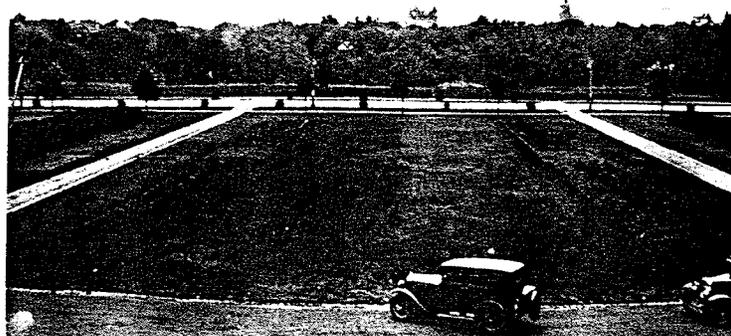


Figure 9: View of South Legislative Grounds, 1929.

Source: Provincial Archives of Manitoba

The plan appears to be a simplified version of Frank W. Simon's proposal but the secondary road on the south half of the Grounds has been removed, and Assiniboine Avenue has been retained. The secondary routes leading to the south, east and west entrances were retained but the oval on the north side was enlarged to become part of the oval drive. On the south side, the half oval was extended to Assiniboine Avenue. The three pathways that extend outward from the east and west entrances of the Legislative Building were reversed and straightened so that Government House could be incorporated into the new landscape plan. This allowed the remainder of the area and the circulation routes to be organized symmetrically.

In the photographs of the Legislative Grounds, taken in 1929, most of the planting on the south side was completed. The Elms, the Cotoneasters, the Lilacs, were already well established, and many of the annual flowerbeds were already in place. (Fig. 9.)

By 1930, there was slightly more development throughout the Legislative Grounds. The Russian Olive trees were planted in the triangular areas of the drive on the south side.

The statue of Robert Burns was unveiled on the Northwest corner of the Legislative Grounds in 1936.

The south side of the Legislative Grounds along the riverbank was given over to the public to be used as vegetable gardens, in 1938. It was perceived to be a token gesture by the

provincial government to aid those hit hardest by the depressed economy. (Fig. 10.) The Legislative Grounds evolved very slowly after this period. The only changes were those necessary to accommodate changing functional needs due to the rapid progression of technology. In the late 1930's, lamp standards were installed on all sides of the Legislative Building. The lamp standards along the pedestrians pathways were in place by the end of the 1960's, in order to create a safer environment around the Legislative Grounds. (Fig.11.)

In July of 1961, a statue of Taras Shevchenko, a Ukrainian Poet, was unveiled. He was considered to be a hero among the Ukrainians of Manitoba, and the erection of his monument on the Legislative Grounds reinforced the heritage of the Ukrainians in the province.

The controversial Louis Riel monument was placed on the south side of Assiniboine Avenue on the riverbank, in 1971. This monument still remains a problem for many, due to its placement and its abstract sculptural style.

In 1978, the Landscape Architecture firm Lombard North Group was commissioned to produce a new landscape plan for the Legislative Grounds. Portions of this plan were implemented, but parts of it were too complex and costly for the provincial government to pursue any further. The plan proposed a variety of changes that emphasized a more densely



Figure 10: Public Vegetable Garden on Riverbank, 1938.  
Source: Provincial Archives of Manitoba

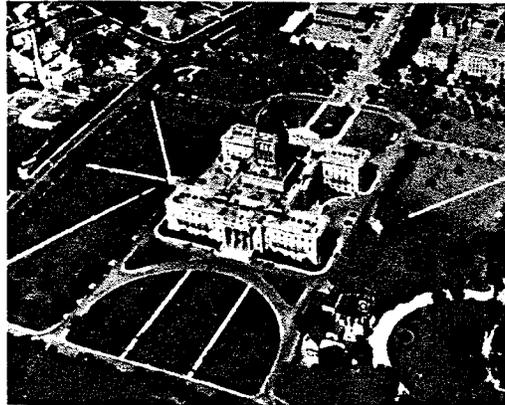


Figure 11: Birds Eye View of Legislative Grounds, 1948.  
 Source: Provincial Archives of Canada

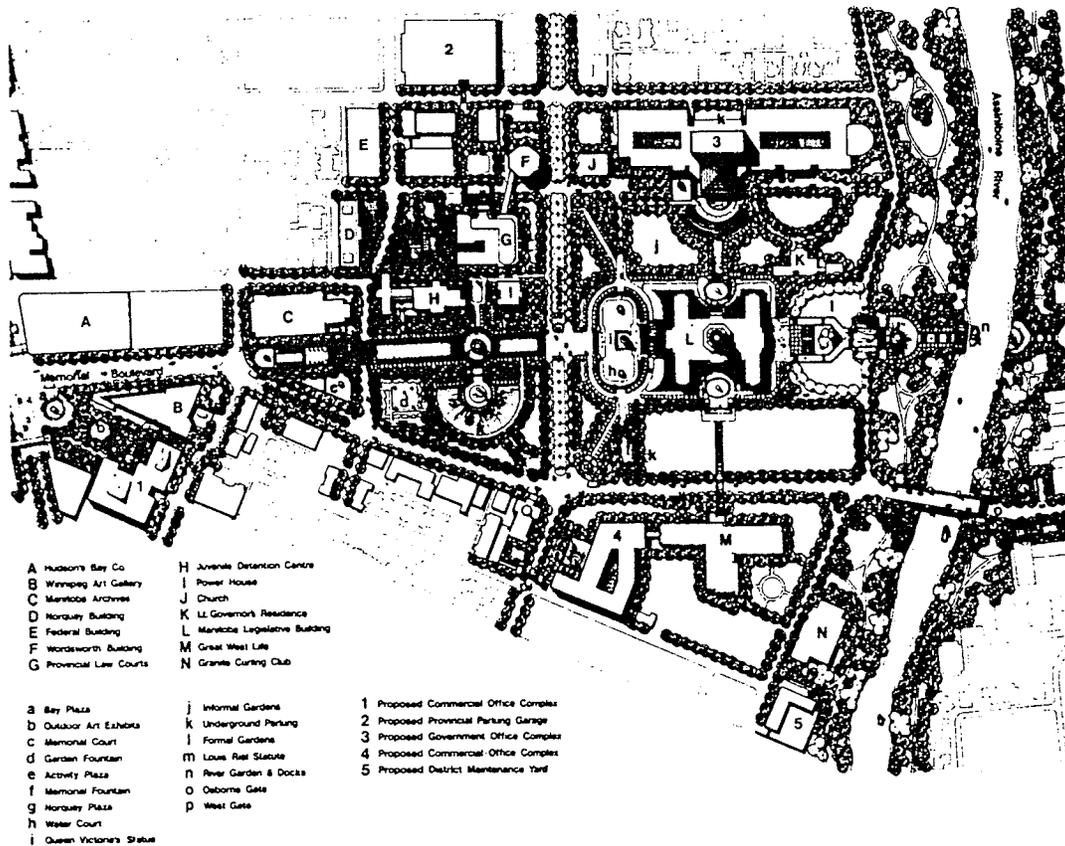


Figure 12: Lombard North Legislative Ground Proposal, 1978.  
 Source: Lombard North Group

planted landscape than the one that exists presently. (Fig. 12.)

In 1982, the planting at the base of east and west terraces was removed. The plant material was too dense, and it made public surveillance difficult. These triangular beds were replaced with low evergreen and deciduous shrubs.

During the last five years, there have been subtle changes on the Legislative Grounds, mainly to incorporate the everchanging needs of society. There have been several attempts to enhance the appearance of the Legislative Grounds. The English Garden was developed on the Legislative Grounds adjacent to Government House. The light standards are presently being replaced, with a more appropriate style. The older plant material and the diseased plant material, on the Legislative Grounds, is slowly being replaced by newer hardier varieties, that can withstand the present climatic conditons.

## 2.3 HISTORY OF MEMORIAL PARK

In order to develop the Memorial Park and Memorial Boulevard area as part of the Legislative Grounds it is important to explore its history and development.

### 2.3.1 Memorial Park

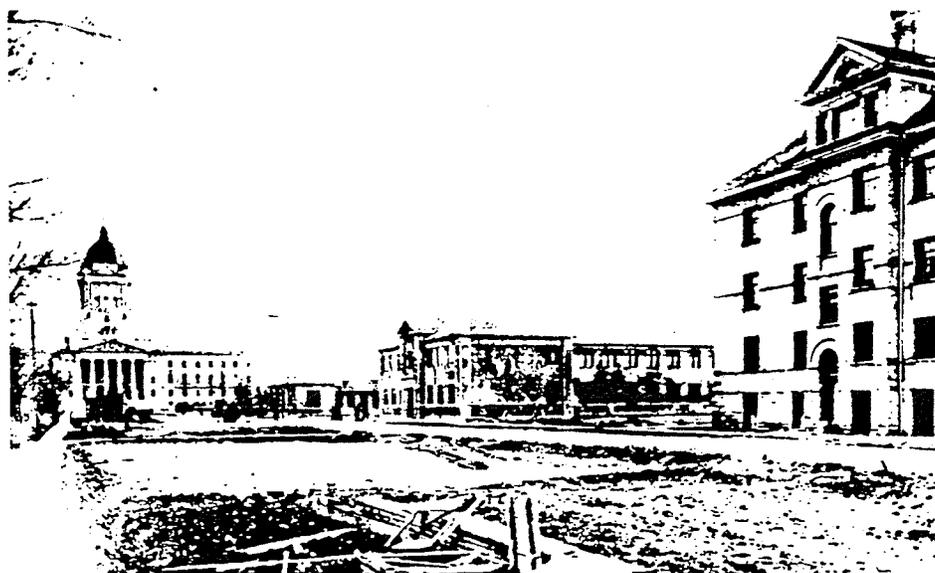


Figure 13: University of Manitoba Buildings on Broadway Site, 1930  
Source: Provincial Archives of Manitoba

The land on which Memorial Park sits is part of the parcel of land given to the federal government in 1870, for the Militia to occupy. The Militia used this land as a livestock compound. A portion of the land was used as a Public Driving Range, where horses could be attended to. This Driving range was considered to be for the use of the Militia, as well as the public.<sup>16</sup>

In 1879, there was an application to set aside the land “as recreation grounds for the citizens”. It was recommended by council that a lease be granted, but the lease was never carried through.

The Public Driving Range was abandoned in 1889, when a survey of the land was completed. The survey was approved. The land was divided into lots, but the lots were never sold.<sup>17</sup>

The land which was to be set aside for public use was not developed for a number of years. The Winnipeg Cricket Club requested a permit to lease the land, while its future was being decided. A portion of this land was leased to the Winnipeg Cricket Club for three years.<sup>18</sup>

The Municipal Government decided to do A “City Special Survey Plan”, in 1894, which was submitted and approved by the Lieutenant Governor in council. The streets which surrounded Memorial Park were established after this plan was completed, but nothing more

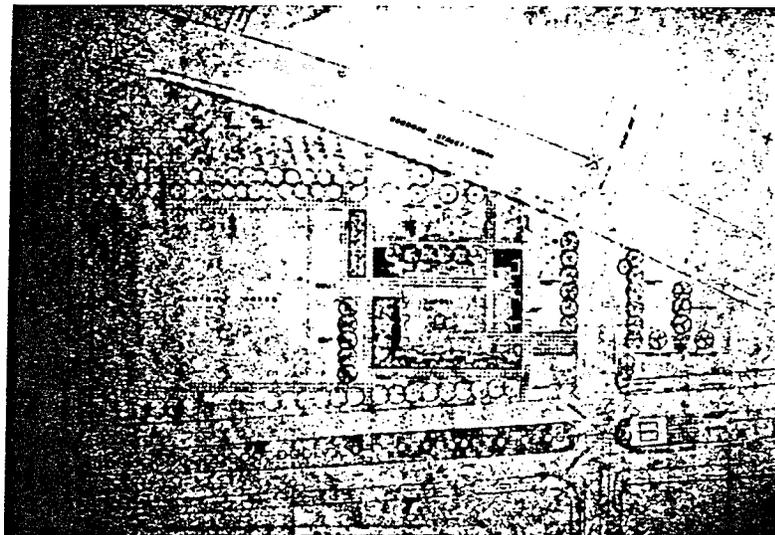


Figure 14: Memorial Park Plan by B. R. McPhearson, 1961.  
Source: Government of Manitoba

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was implemented on the Memorial Park land.<sup>19</sup>

In 1898, the provincial government offered the 6.6 acres of land on the west half of the reserve, to the University of Manitoba for their new medical college. The University was in need of land and the government felt a strong commitment to the University and its growth. The Broadway Campus Building was built on the Park land facing Memorial Boulevard and opened in 1907. Due to the lack of space the University of Manitoba on the campus, it expanded around the Broadway area and used a number of government owned buildings to house the different faculties.<sup>20</sup> (Fig. 13.)

The University Buildings on the Memorial Park site were destroyed in 1960. A great deal of controversy arose over possible uses for the site. The provincial government in power during that period, offered the site to The City of Winnipeg to locate their new City Hall on. During this period the government changed hands and controversy arose, once again, as to whether the site was appropriate for the new Winnipeg City Hall. It was finally decided that the City Hall would remain on Main Street. The provincial government then decided it would be appropriate to develop a park on the site. A park that would honor our war dead<sup>21</sup>

Memorial Park, Premier Roblin stated: "*will be one of the most beautiful of its kind in Canada and a fitting tribute to those who gave their lives for freedom.*"<sup>22</sup>

The plan was designed, in 1961, by B. K. McPhearson, an employee of the provincial government who worked under the Provincial Architect at that time. It was to be a showplace, a soft landscape interspersed with a variety of deciduous and evergreen trees, a large expanse of grass with flagstone walkways. The main feature of the park is the reflecting pool, and multicolor light fountain which the City Hydro donated in 1962. (Fig. 14.)

In the 1970's Memorial Park was labeled an Urban Recreation Facility and, therefore, was required to have public washrooms on the site. They were located on the southwestern corner of the site.

In 1978, Lombard North Group developed a proposal for Memorial Park, as well as, for the rest of the Legislative Grounds. The proposal created a softer atmosphere by increasing the density of the vegetation of the present landscape but the plan was never fully implemented. (Fig. 15.)

Presently, Memorial Park is a gathering place, a green space in the urban fabric of downtown Winnipeg, which is buffered from the hustle and bustle of Osborne Street. The Park is used for a variety of concerts and events during the summer months, and is frequented daily by some who work in the area, but is definitely not used to the extent it could be.

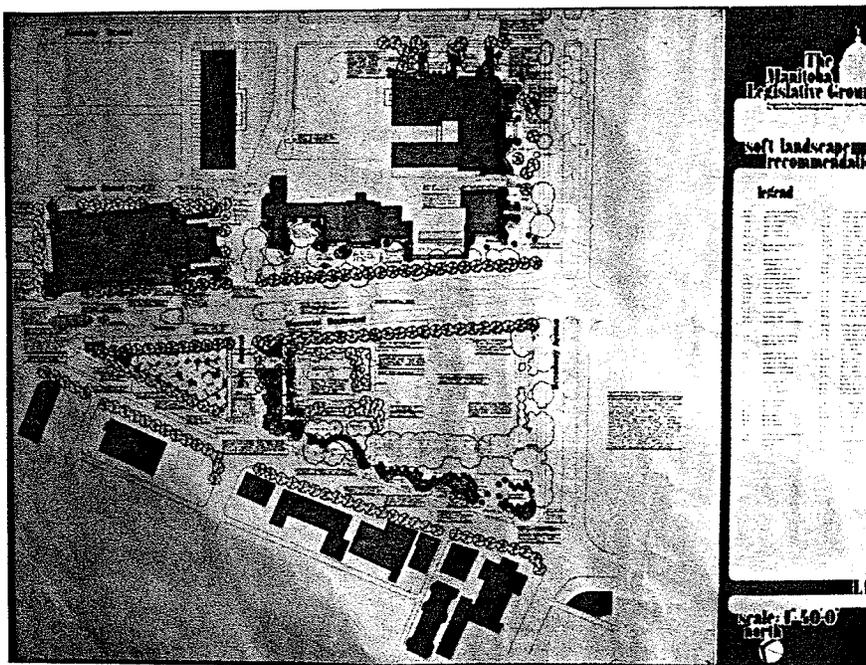


Figure 15: Lombard North Proposal for Memorial Park, 1978.

Source: Lombard North Group

### 2.3.2 Memorial Boulevard

The development of Memorial Boulevard began even before the development of the third Legislative Building. In 1908, a young cartographer, Leo Warde, developed a plan for the area around the Legislative Building. Warde's plan suggested that the Legislative Building be centered in line with Vaughan Street and that Vaughan Street be broadened to form a mall. He envisioned that the Legislative Building, which fronted on to Broadway Avenue, would be at one end, and on the opposite end of the mall, on Ellice Avenue, would be the new City Hall. This plan was discussed in 1909 but the development of it was postponed.<sup>23</sup>

Several years later, in 1911, The City Planning Commission considered an alternative

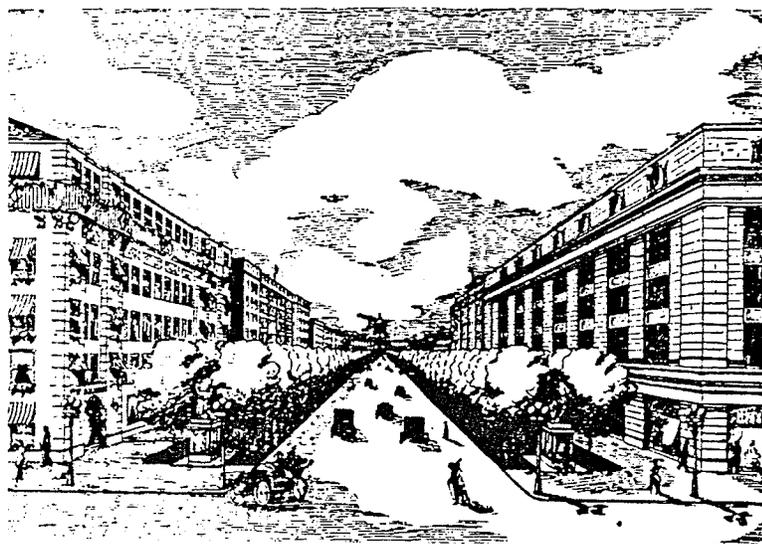


Figure 16: Capital Approach Proposal, 1913.

Source: Legislative Library

development plan. A plan submitted by an Architect by the name of John D. Atchison. Due to the lengthy process of design approval Atchison had the opportunity to, revise his plan several times and to adjust it accordingly, in order to achieve the most adequate solution for that period. (Fig. 16.)

The scheme Atchison proposed in 1913, included a one hundred and sixty foot wide promenade which was to begin at the Legislative Building Grounds on Broadway Avenue and Kennedy Street, and terminate at Portage Avenue, rather than Ellice Avenue, as Warde previously suggested. In addition, Atchison moved the center point further to the west on the Legislative Grounds. However, Atchison's plan did not include the relocation of the City Hall, as Warde's did.

The grand mall, which was to be extended from Portage Avenue to Broadway Avenue was to be defined with distinguished buildings, as the Hudson Bay Company store would be, and was to be lined with rows of trees, and patriotic statues. The long mall, with its grand boulevard would allow no tracks, just motor cars, and the pedestrians could stroll and shop along the large sidewalks between the buildings and the street.<sup>24</sup>

The City Planning Commission believed that the mall, also called "The Capital Approach" would beautify the city and that the extension of Osborne Street would provide a much needed thoroughfare in the downtown area.<sup>25</sup>(Fig. 17.)

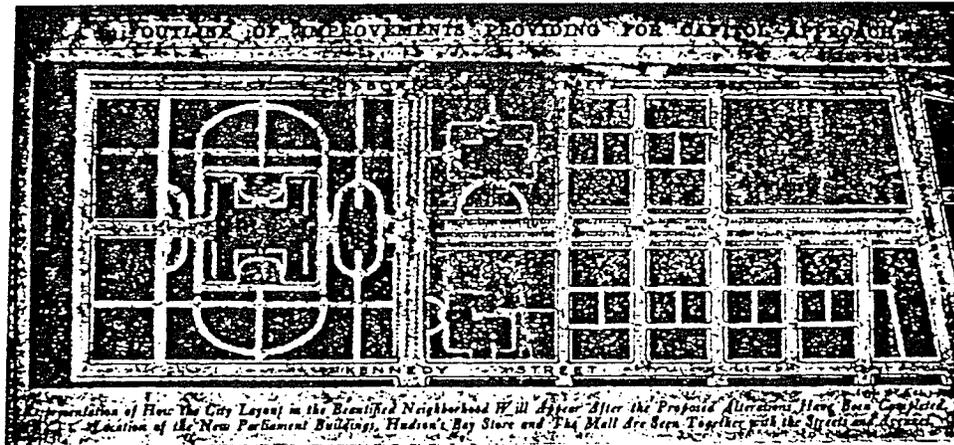


Figure 17: Capital Approach Improvements, 1913.  
Source: Legislative Library

In 1913, after the construction of the Legislative Building began, there still seemed to be considerable interest in the development of a mall.

In 1917, J. D. Atchison and A. A. Stoughton presented a proposal to open the street from the intersection of Portage Avenue and Colony Street towards the dome of the Legislative Building. The street would form a slight diagonal between Broadway Avenue and Portage Avenue because of the Hudson Bay Company Store property. This new proposal was preferred to the previous ones because it was less destructive to the surrounding property and it was less costly while it provided a proper setting for the War Memorial. The one hundred and thirty-two foot avenue would be approximately two thousand feet in length, and would meet Portage Avenue at a slight diagonal. The estimated cost for this proposal was \$1,000,000.00. This scheme was found to be adequate, but nothing was to be done till after the war when the provincial government would be more firmly set.<sup>26</sup>

Near the end of the Legislative Building's completion, in 1919 Frank W. Simon and Oxtan offered an alternative plan to the one proposed. Simon preferred a straight mall to the proposed crooked one because he felt his Legislative Building would be more attractive if the mall were to run due north, from the steps of the Legislative Building to Portage Avenue. He preferred it for two reasons, firstly, because the deflection of the mall, even if it were three and a half degrees from the right angle, would be noticed by a person leaving the main entrance of the Legislative Building and looking down the mall and secondly, because an

entrance to the mall from Portage Avenue would look much better if both sides were even, than if one side fell away, before it reached Portage Avenue, as would be the case if the mall came to the intersection of Colony Street.<sup>27</sup>(Fig. 18.)

Simon wanted to create a majestic setting for the Legislative Building he designed. The problem with Simon's proposal was that it would swing the northern end of the mall from the northwest corner of Colony Street and Portage Avenue to approximately the middle of the block of land owned by the Hudson Bay Company. This would cut down the size of the proposed store, considerably. This caused a serious problem for the Hudson Bay Company officials who would not agree with Simon's proposal, unless Colony Street was redirected.<sup>28</sup>

As 1919 drew to a close there was no progress evident on the Capital Approach. There were many problems, the down turn of the economy, the reluctance to move the City Hall, the hesitation of the Hudson Bay Company to put beautification ahead of commercial interest, and the problem of who would pay for it all. All these problems effected the lack

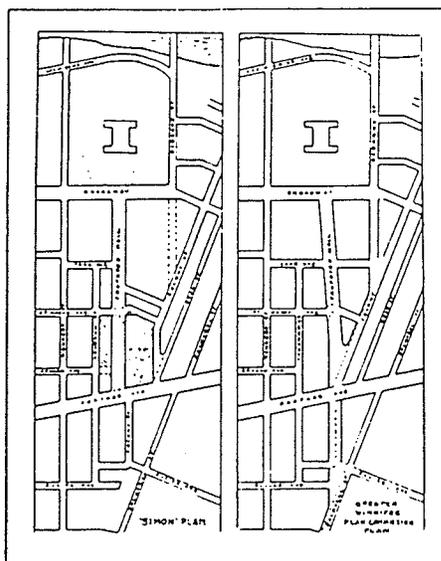


Figure 18: Simon's Capital Approach Plan, 1919.

Source: Legislative Library

of development over these years. The failure of the planners to develop the Capital Approach, or the Mall, created a flaw within the urban fabric of downtown Winnipeg. A mall, a promenade that had so much potential, an axis that would have linked the Legislative

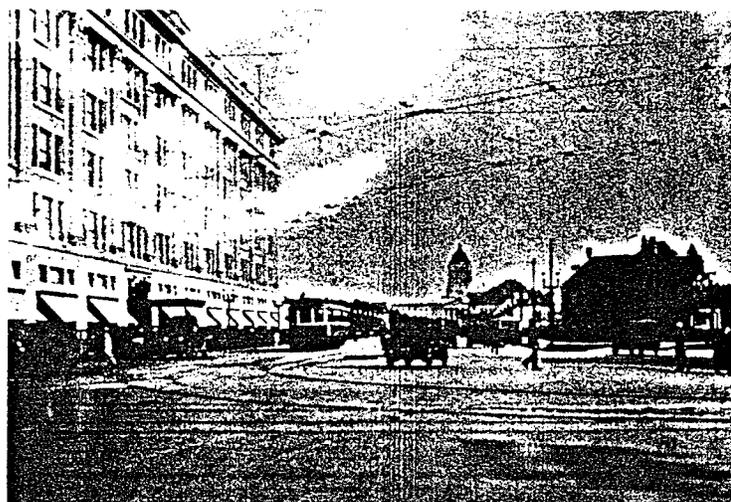


Figure 19: Memorial Boulevard, 1925  
Source: Provincial Archives of Manitoba

Building and the City Hall, would have added a dimension to the character to downtown Winnipeg which is now lost forever.<sup>29</sup>

Many years passed before some of the previous design proposals and ideas were implemented. The ideas that were implemented were done so half heartedly, and therefore have

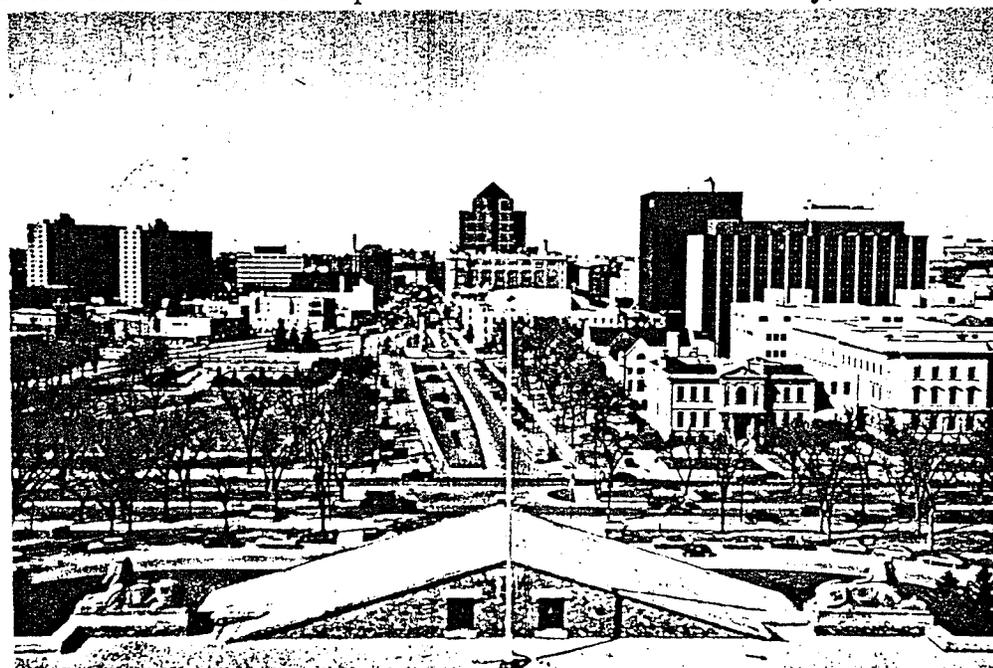


Figure 20: Memorial Park and Boulevard, 1987.  
Source: R. Zeweniak

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created a long, wide street devoid of any character or definition. (Fig.19.)

The Cenotaph was placed on Memorial Boulevard along side long colorful flower beds, which gives it the sense of honor and the monumentality it deserves. The Winnipeg Art Gallery on the opposite site of Memorial Boulevard presently begins to provide the definition to Memorial Boulevard that was originally envisioned decades ago. (Fig. 20.)

## 2.4 SYNTHESIS OF HISTORY

The history of the Legislative Grounds and of Memorial Park and Boulevard gives us an understanding of why the Grounds appear as they do. The entire area has been transformed overtime, layer upon layer, each adding character and dimension to the site.

The area has been strongly affected by political, social and economic decisions throughout its history. The public attitudes towards the provincial government in power over the last eight decades and their attitudes towards the importance of landscape design have effected the area that surrounds the Legislative Building, a great deal.

From the beginning, after the completion of the Legislative Building, it was obvious that the landscape design was considered to be an extra and not an essential part of the Legislative Buildings design and symbolism. This has ultimately effected the grandeur and the monumentality that should go hand in hand with such a Building. The Legislative Building ultimately achieved the grandeur it was to achieve after the eight years of construction and the final cost of thirteen million dollars. Due to this over expenditure the landscape surrounding the Building was left undeveloped. It was thought by many, after the Buildings completion, that enough had been spent expressing the growth and prosperity of the provincial government and there were more pressing matters to focus the Governments time and money on than the aesthetics of downtown Winnipeg. From the above attitudes and priorities it is very easy to see why the grandiose proposals, that would have altered Winnipegs urban environment considerably, were dismissed, and how the Legislative Grounds have evolved into their present state.

By looking back we can also attempt to understand what the Grounds were to be at the time of the Buildings completion in the 1920's by those who saw its landscape design as an essential element to complete the image that the provincial government was attempting to

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portray. From these plans we can draw significant historic ideas, and details, of events and design features that can be incorporated with present needs and concerns to create the ideal plan for the future.

It is important to look at the previous layers, acknowledge their existence, and work with them, not to reinstate what was, or what could have been, but to add another layer, another dimension, that resolves the present ideals and issues. This will add the character and combine the images, of the symbolic historic past and, the modern functional present, in turn, adding another layer without the destruction of the previous ones. This will create the significance, the symbolism and the dimension the Legislative Grounds so desperately require

Some of the historically significant ideas that should be incorporated in the future rehabilitation of the Grounds include: 1) The significant grade change developed for the site adds to the monumentality of the Legislative Building and its landscape; a design element from the past that should be retained and reinforced. 2) The relationship, the link, of the Grounds to the Assiniboine River. A linkage that was emphasized at the time of construction, and was misdirected after the Buildings completion. Assiniboine Avenue should be developed as it was proposed to be in 1920; as a scenic drive along the Assiniboine River to enable the public to appreciate the riverbank about the area. 3) The mall, the promenade on Memorial Boulevard, that would have unified the entire area, a concept that went astray early on, should also be developed to help create the monumental image that was originally sought, by directing the view toward the Building. A promenade that would direct people from Portage Avenue to the Legislative Building. 4) The street called Broadway, which was set down before the Legislative Buildings were erected, has lost its grand significance, and should now be enhanced, and linked to the Grounds as a historically significant focal point and transition area. 5) Memorial Park, an urban space that had, and still has, the potential to be a grand urban space in downtown Winnipeg. A space that the public can appreciate, use and enjoy visually. An urban public space that must be redefined in order to add dimension to the Legislative Grounds, a dimension that is desperately required.

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**CHAPTER III****THE LEGISLATIVE GROUNDS OF WESTERN CANADA**

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### 3.0 THE LEGISLATIVE GROUNDS OF WESTERN CANADA

This chapter includes examples of Legislative Buildings and Grounds in Western Canada. The development of each of these landscapes is described, briefly, in order to aid in our understanding of the development of the Grounds up to present day, and the elements each landscape has used in order to create their monumental landscape character.

#### 3.1 SASKATCHEWAN LEGISLATIVE GROUNDS

The Saskatchewan Legislative Building and Grounds, in Regina, is a good example of a landscape set on the Prairies. A landscape that takes advantage of its Prairie setting in order to enhance the visual access to its Architecture. Water plays an important role on the site, and is shown to be one of the most important landscape elements that can be used on a Prairie landscape such as this one.

In 1905, one hundred and sixty-eight acres of land were set aside for the Legislative Grounds of Saskatchewan. This land was made up of flat, treeless, shortgrassed prairie, and was located about a mile from the City Centre of Regina, which was considered to be an ideal site for the location of the Legislative Building.<sup>1</sup>

In 1913, after the Legislative Building was completed, Thomas Mawson, an English Landscape Architect, was asked to prepare a plan for the Legislative Grounds. This plan, prepared in 1913, set a pattern for the structural development of the site that is still visible today.<sup>2</sup>

The present design of Wascana Centre, which the area was named, shortly thereafter, was very formal. It centered around a north-south axis that extended through the formal entrance of the Legislative Building. (Fig. 21.)

In 1927 a zoning plan was implemented and Wascana Center was firmly established, as an important part of Regina's future development.<sup>3</sup>

In 1948, Eugene Faludi was commissioned to do a new Master Plan for Regina which continued the development of Wascana Centre.<sup>4</sup>

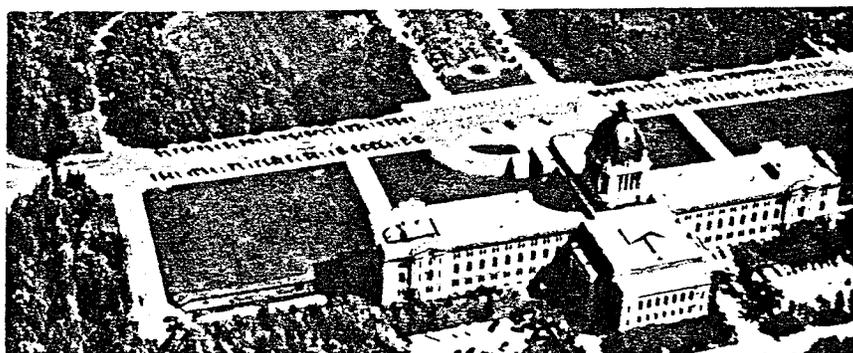


Figure 21: Saskatchewan Legislative Building, 1965.

Source: Saskatchewan Government Photograph

Minoru Yamasaki, an Architectural Planner, and Thomas D. Church, a Landscape Advisor, revised the Master Plan for Wascana Centre in 1962. This included the redevelopment of the south mall of the Legislative Grounds. This plan was revised again in 1969, and again in 1972. This led to some minor revisions on the Legislative Grounds.<sup>5</sup>

In 1972, Jack Long, an Architectural Planner, brought about further changes to Wascana Center, but still attempted to retain the major theme. The Legislative Ground south mall, that had been proposed was transformed dramatically, to include an interior winter garden surrounded by loosely aligned modular buildings.<sup>6</sup>

In 1975, the Project Planning Associates of Toronto were commissioned by the Department of Government Services to prepare a Master Plan for the Legislative Grounds. At this point, the south mall was once again to be an outdoor space which would be defined by landscape elements, and be terminated at each end with a significant focal point. This would create a much more contained space.<sup>7</sup>

In 1981 and early 1982, duToit Associates, of Toronto prepared a three-phase long range development plan for Wascana East. It was completed for the Department of Government Services, and was immediately incorporated into the present Master Plan for Wascana.

The once proposed winter garden was developed at the rear of the Legislative Building and acted as the northern termination point for the site. The visual axis of the Legislative

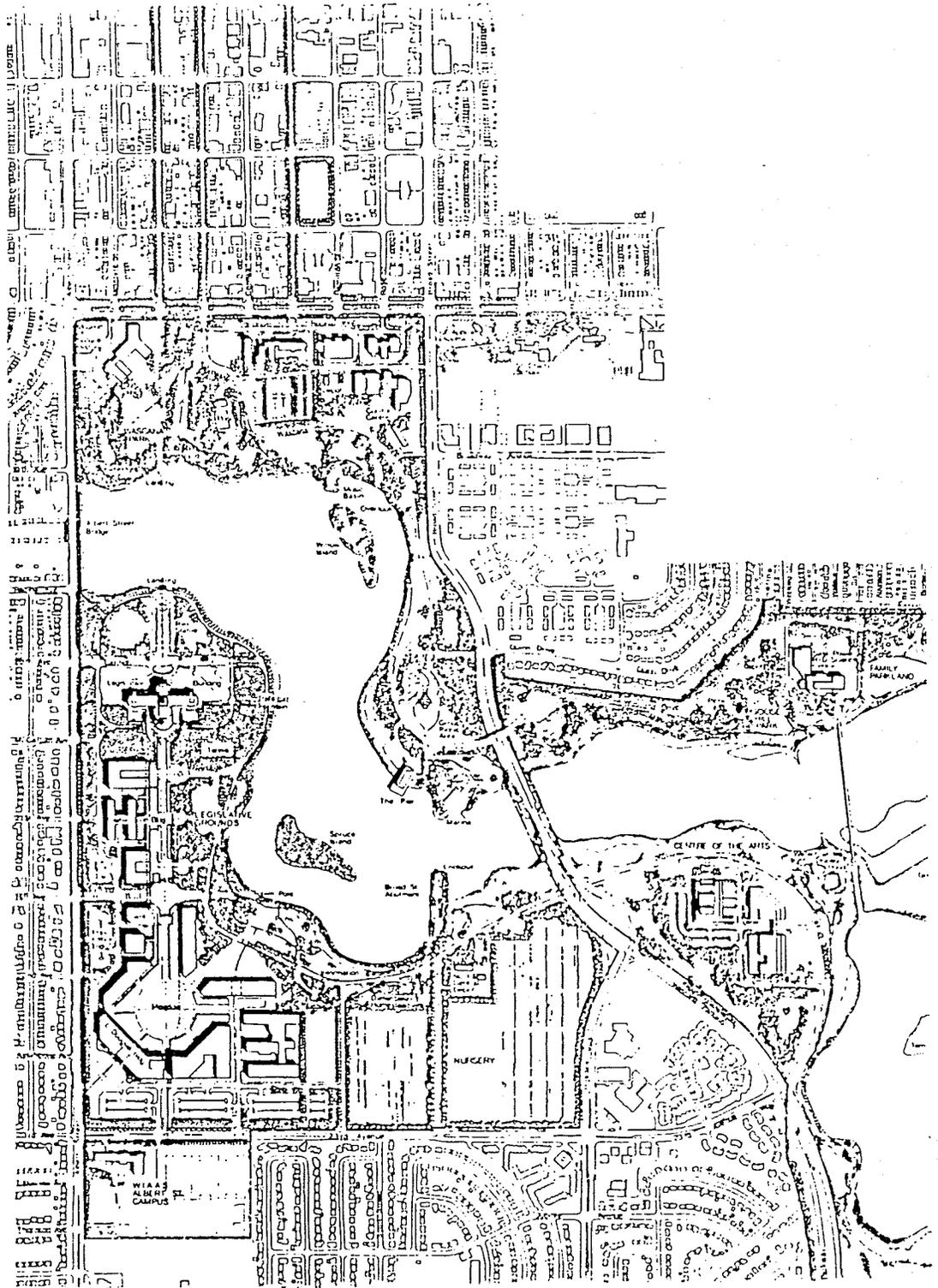


Figure 22: Master Plan for the Saskatchewan Legislative Grounds, 1982  
Source: Roger duToit Architects

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Building was thought to be of significance and was to be exploited and reinforced.

This Master Plan emphasized the views and vistas from various areas of the immediate Grounds, which enhanced the Legislative Buildings image.

The Legislative Building is located on the south bank of Lake Wascana. An artificial Lake that is part of the Legislative Grounds, and was created to act as a unique focus, for the site. The lake is a recreational and visual resource and plays an important role in terms of irrigation for the Grounds, as well.

The land which once stood as flat, treeless, short grassed Prairie is now transformed into a nature parkland. The Legislative Building sits on a flat landscaped area surrounded by a large variety of trees. The entire area is generously spaced and all the buildings are kept to a four to five storey height. This is the height of the mature trees, and creates a relatively constant base for the large Legislative Building. This allows the Legislative Building to stand above everything in the area, in order for it to be visually accessible from a great distance.

The south side of the Legislative Mall, which was originally established by Thomas Mawson in 1913, has continually been revised. It is now being developed as it should have been from the beginning. The mall is finally being allowed to emphasize the north-south axis, which was Mawson's original intention. An underground pedestrian mall is also being developed to connect the government buildings in the area.

The guidelines for future development of Wascana Centre which includes the Legislative Building and Grounds, are now set so the future of this Master Plan is assured. (Fig. 22.)

### 3.2 ALBERTA LEGISLATIVE GROUNDS

The site of the Alberta Legislative Building, in Edmonton, was chosen in 1906. It is located several blocks from the city center, on the northern bank of the North Saskatchewan River. This 53 acre site was chosen for its adjacency to the site of the Hudson Bay Company's Fort Edmonton which was the first evidence of the establishment of Edmonton as a town.<sup>8</sup>

However, ironically, as the Legislative Building was near completion the Fort was torn down in order not to detract from the newly built Legislative Building. Following the

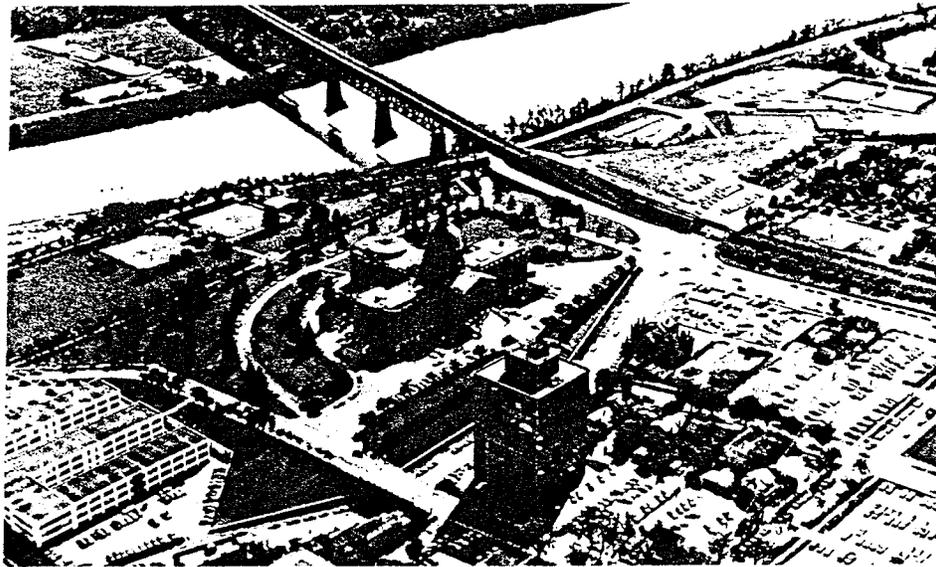


Figure 23: Alberta Legislative Grounds, 1965.  
Source: Alberta Government Photographic Services

completion of the Legislative Building in 1913, the landscape design for the Legislative Grounds was implemented. The design implemented was adequate, in terms of function, but very simple. The design of the Grounds developed, slowly, with a variety of trees planted about the site. Many plaques and monuments were placed on the large expanses of lawn among the grand, colorful flower beds, in order to mark significant historical events.<sup>9</sup>

The southern portion of the Legislative Grounds was always known for its natural beauty. A distinct area which overlooks the river valley, and the site of Fort Edmonton. The Fort site still retains its historical importance and visually pleasant despite the Fort's removal. In 1932, a bowling green was opened on the site, and made available to various bowling clubs in Edmonton. A Bandshell was also constructed on the south side of the Legislative Grounds for public use.<sup>10</sup>

The northern side of the Legislative Grounds was always problematic. For decades the view from the formal entrance of the Legislative Building was a narrow strip of grass defined by several rows of evergreen trees, and beyond this, was a steep bank which led to 97th Avenue; a very busy street in downtown Edmonton.(Fig. 23.)<sup>11</sup>

This problem came to be of significant importance, and it was obvious that a long range beautification plan was needed. In 1974, the Conservative Government decided to try and resolve the problem that had been plaguing the north side of the Legislative Grounds for

decades. The government created an area that became known as Alberta Center. An Architect, John (Scotty) Mc Intosh, designed what was to be the ideal Alberta Center, and his proposal was chosen from three dozen proposals for the site. The "Green Scheme", which Mc Intosh created removed the cars from the entire area, and stopped the construction of new office buildings adjacent to the site. This was done in order to create a park area that people could enjoy from both near and far. This large scale project eventually cost the City of Edmonton, \$62,000,000.00, which was \$19,000,000.00 over the estimated budget.

The area was transformed from an area that contained parking lots and many older homes, to a large park, made up of fountains, pools, and pedestrian walkways. This provided the City of Edmonton with an important transition from the City Centre, to the formal front entrance of the Legislative Building.

The space designed was to be functional, as well as symbolic. The large area in the front of the Legislative Building now contains a large, hard surface area for demonstrations, and rallies, as well as, a large fountain, and reflecting pools for the public to enjoy. A two block long underpass was created to divert the traffic of 97th Avenue underground. To retain the vehicles underground two parking facilities were designed, along with a "pedway" system to create a pedestrian link to the Legislative Building and to other government buildings in the area. The pedway also acts as a display space for various exhibits. The development of the northern part of the Grounds, not only enhanced the functional needs of the site, but also the visual aspects of it. The reflecting pool directly in front of the Legislative Buildings facade definitely adds a great deal of character and dimension to a facade that once faded away. The large fountain in front of the reflecting pool reflects the shape of the Legislative Building's dome which enhances the axial view of the Legislative Building and creates an excitement within the space. The Alberta Center is a distinct, symbolic, space that can be visually experienced, and functionally used.<sup>13</sup> ( Fig. 24.)

The Edmonton Legislative Grounds show the extent to which a city can go to resolve significant functional and aesthetic problems. This western Legislative Ground design, on the Prairies, places a great deal of emphasis on water, An element that is used to create dramatic spaces and emphasize the major axis on the site, so it becomes part of the city in which it's built. (Fig. 25.)

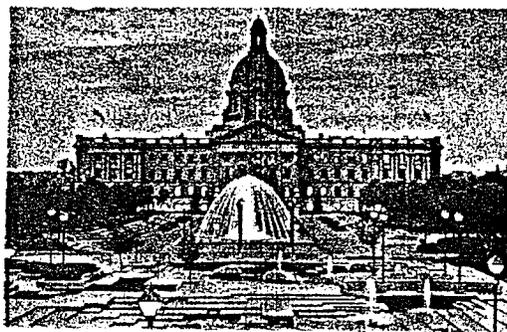


Figure 24: Alberta Legislative Grounds, 1986.

Source: John Sutton- Alberta Color Productions



Figure 25: Alberta Legislative Grounds, 1987.

Source: Provincial Government Archives

### 3.3 BRITISH COLUMBIA LEGISLATIVE GROUNDS

The British Columbia Legislative Grounds are located in the City of Victoria.

In 1864, the first Legislative Building was built on James Bay. The boats anchored in the Bay, and the Legislative Building sitting among the lofty pines, created a very picturesque environment.<sup>14</sup>(Fig. 26.)

This area of land was a public reserve that was isolated from the town of Victoria, and appeared to be the perfect place to locate the Legislative Buildings. Ironically, shortly after the construction of the Legislative Building began, a bridge was built across James Bay that extended Government Street from the town of Victoria to the construction site.

The twelve acre, forested site, gave the Legislative Building the dramatic, symbolic setting it required; with the southern portion of the harbor in the foreground, and the snow-capped peaks of the Olympics in the background. The emphasis was placed on the east-west axis which extended from the formal entrance of the Legislative Building, five hundred feet forward to the harbour of James Bay.<sup>15</sup>

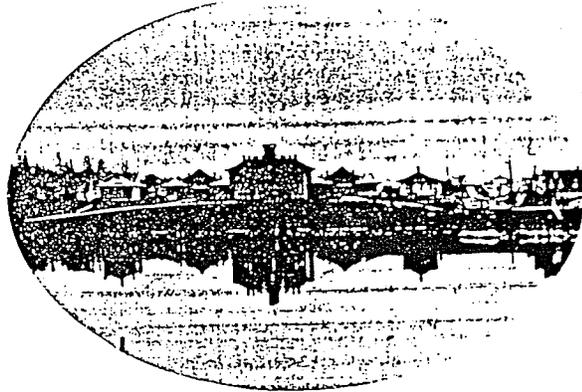


Figure 26: First B. C. Legislative Building and Grounds, 1864.  
Source: British Columbia Provincial Archives

The forested site that played such an important role when the first Legislative Building was erected, and that was so important to the people of the previous period, was cleared before the completion of the new second Legislative Building, so as not to obstruct

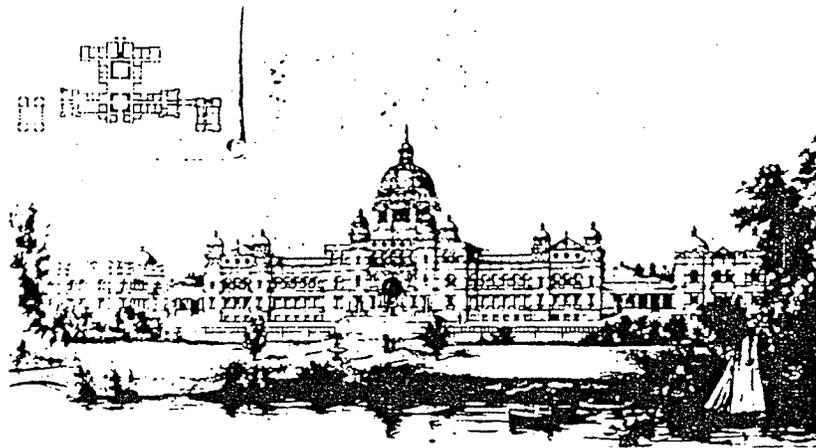


Figure 27: B. C. Legislative Building and Grounds, 1892.  
Source: British Columbia Provincial Archives

the view from the city. Rattenbury, who designed the second Legislative Building, designed the Legislative Grounds, as well. Rattenbury looked upon the design of a Legislative Building, within a wooded environment as a unique challenge and was disappointed when that very environment was deliberately destroyed in order to enhance the view of the second Legislative Building not yet erected. Many feel that the view is now far more beautiful than it would have been, so the loss of the trees is no longer a regret!<sup>16</sup> (Fig. 27.)

Rattenbury who developed the landscape around the Legislative Building, tried to create an imposing presence through the exterior appearance of the Building and its

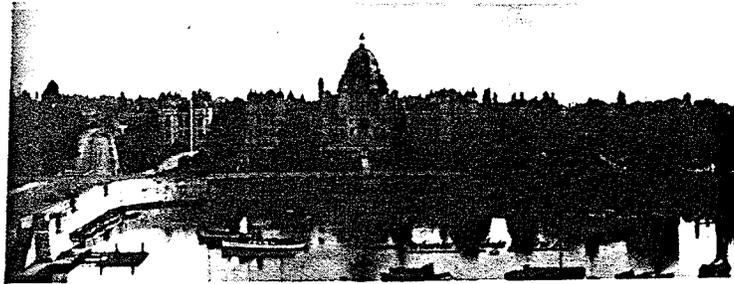


Figure 28: B.C. Legislative Building and Grounds, 1915.

Source: British Columbia Provincial Archives

surrounding environment. It was important to him and the rest of the people of the province of British Columbia, that the Legislative Building and its setting be an expression of a symbolic use of natural resources!<sup>17</sup>

The site developed slowly after the Legislative Buildings completion. The east-west axis was still retained as the central focus of the landscape. Along the main east-west axis, towards the harbour, a marble obelisk was erected on the terrace that surrounds the Legislative Building. This twenty-seven foot marble obelisk was erected in memory of Sir James Douglas. Along the axis, below the terrace a fountain was erected. This fountain placed between the Legislative Building and James Bay helped bring the element of water into the landscape. A statue of Queen Victoria, as well as several other statues, such as the World War I Memorial, adorn the Grounds, presently; each of which portray an aspect of the history of British Columbia!<sup>18</sup>(Fig. 28.)

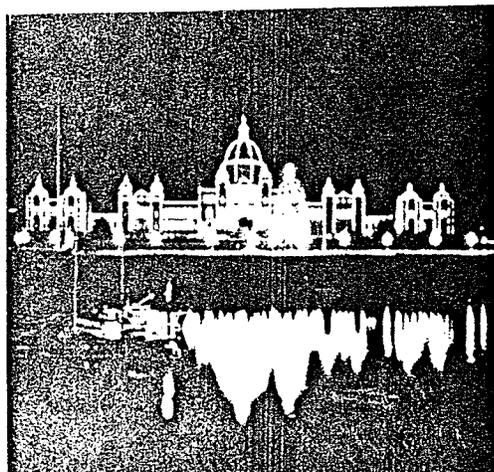


Figure 29: Legislative Building and Harbour at Night, 1978.

Source: Government of British Columbia

The Legislative Grounds are made up of large expanses of lawn and grand flowerbeds. The sunken rose garden, which is located behind the west wing of the Legislative Building. The garden, established in 1955, is now one of the most significant flowerbeds located on the Grounds. In front of the library portico, on the south side, is located the Centennial Fountain. This fountain celebrates the union of the four territories, The Crown Colony of Vancouver Island, the dependency of the Queen Charlotte Islands, the Crown Colony of British Columbia, and the Stikine Territory, which in 1862, were formed into the Colony of British Columbia.<sup>19</sup>

The Provincial Librarian, Gosnell, describes the Legislative Building and the surrounding landscape as, " The huge masses of the graystone work, in stately outlined with the expanse of green sward, and the blue waters of James Bay in the foreground and the glorious Olympic mountains behind, produce a most beautiful and in its own way, unequalled effect. " (Fig. 29.)<sup>20</sup>

### 3.4 SYNTHESIS OF THE WESTERN EXAMPLES

The design schemes for the Legislative Grounds of the western provinces have all been arrived at through various processes and each of these different schemes exudes a different

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presence, but each still expresses its image, and its symbolic grandeur through the use of similar landscape elements.

The main focus of each landscape is its axial development. The longest axis in each scheme is developed to create a long defined mall, that extends from a distance through the landscape to the facade of each of the Legislative Buildings and further emphasizes their monumentality. The development of the grand axis adds dimension to the space and draws the public closer to the entrance of the Building, almost magnetically.

The use of the element of water in each of the schemes is also significant. It animates each of the schemes, and adds a character that attracts the public to the site. Each of the Western Legislative Buildings is located adjacent to water, be it a river or man-made lake, and each takes advantage of this important relationship.

Water is placed on each of the sites, in order to enhance the spaces surrounding the buildings, and to reinforce the link to the adjacent bodies of water, which are more often than not, less visible elements. Water not only creates an attraction for those who move through the space, but acts as a symbol for the Grounds, creates a grandeur, and while doing so, adds a serenity through the noise it creates that muffles the distracting noises of the surrounding urban environment.

The Manitoba Legislative Building and Grounds should incorporate these design elements in order to achieve the image, the symbolism, the other Legislative landscapes do.

Firstly, the Legislative Grounds must acknowledge its setting, and take advantage of its adjacency to the Assiniboine River and develop a stronger relationship with it, and the element of water.

Secondly, the Legislative Grounds should explore the element of water through the entire area. This would not only emphasize the link to the Assiniboine River that is often forgotten, but also create an attraction to capture the public's attention, and in doing so, help exude the image the Grounds presently lack.

Thirdly, the north-south axis of the Legislative Grounds and Memorial Boulevard, must be emphasized and further defined. It is important that we attempt to achieve the grand promenade, and the visual monumentality, that the Legislative Building needs to reinforce the prosperity and the strength of the provincial government just as the Legislative Building was to symbolize when it was first constructed in 1913.

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**ENDNOTES**

1. Roger du Toit Architects, Wascana Centre 1982 Master Plan (Toronto: Roger du Toit Architects, 1982) p. 43.
2. Ibid. p. 5.
3. Ibid. p. 12.
4. Ibid. p. 16.
5. Ibid. p. 24.
6. Ibid. p. 24. p. 43.
7. Ibid. p. 44.
8. Frank Dolphin, *The Alberta Legislature: A Celebration*, (Edmonton: Plains Publishing Inc., 1987) p. 14.
9. Ibid. p. 92.
10. Ibid. p. 87.
11. Ibid. p. 87.
12. Ibid. p. 88.
13. Ibid. p. 88.
14. Mathiew Macfie, 1864 ed. Martin Segger, *The British Columbia Parliament Buildings*, (Vancouver: Arcon, 1979) p. 39.
15. Ed. Martin Segger, *The British Columbia Parliament Buildings*, (Vancouver: Arcon, 1979) p. 47.
16. Ibid. p. 62.
17. Douglas Franklin and Martin Segger, *The British Columbia Parliament Buildings*, (Vancouver: Arcon, 1979) p. 14.
18. Ibid. p. 85.
19. Ibid. p. 86.
20. Ibid. p. 86.

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**CHAPTER IV**  
**SITE CHARACTERISTICS**

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## 4.0 SITE CHARACTERISTICS

An inventory and analysis of the present conditions of a site are important in order to gain a more comprehensive understanding of the site in its present state, and as well the anticipated results of future development.

### 4.1 SITE CONTEXT

The context of the site has a significant effect on its future development. It is important to examine the Legislative Grounds as an integral part of the City of Winnipeg, as well as a part of its immediate context, in order to perceive the Grounds as a whole.

#### 4.1.1 The Site in the City of Winnipeg (Map 1.)

The Legislative Building and Grounds are situated in downtown Winnipeg, although, removed from the central core of office towers that tend to dominate the downtown area. The Legislative Grounds are located adjacent to the Assiniboine River, and intersect both Broadway Avenue and Assiniboine Avenue, which are two historically significant streets in Winnipeg. The Legislative Building, along with its Golden Boy, is one of the most distinct buildings on the Winnipeg skyline, and definitely, one of the most ornate. It is, as well, the only building in the downtown area that is surrounded with acres of greenspace. It is an urban greenspace that plays a significant role as a recreational facility for the urban dwellers in downtown Winnipeg, but one that lacks the monumentality and symbolism such a space should provide.

#### 4.1.2 Immediate Site Context (Map 2.)

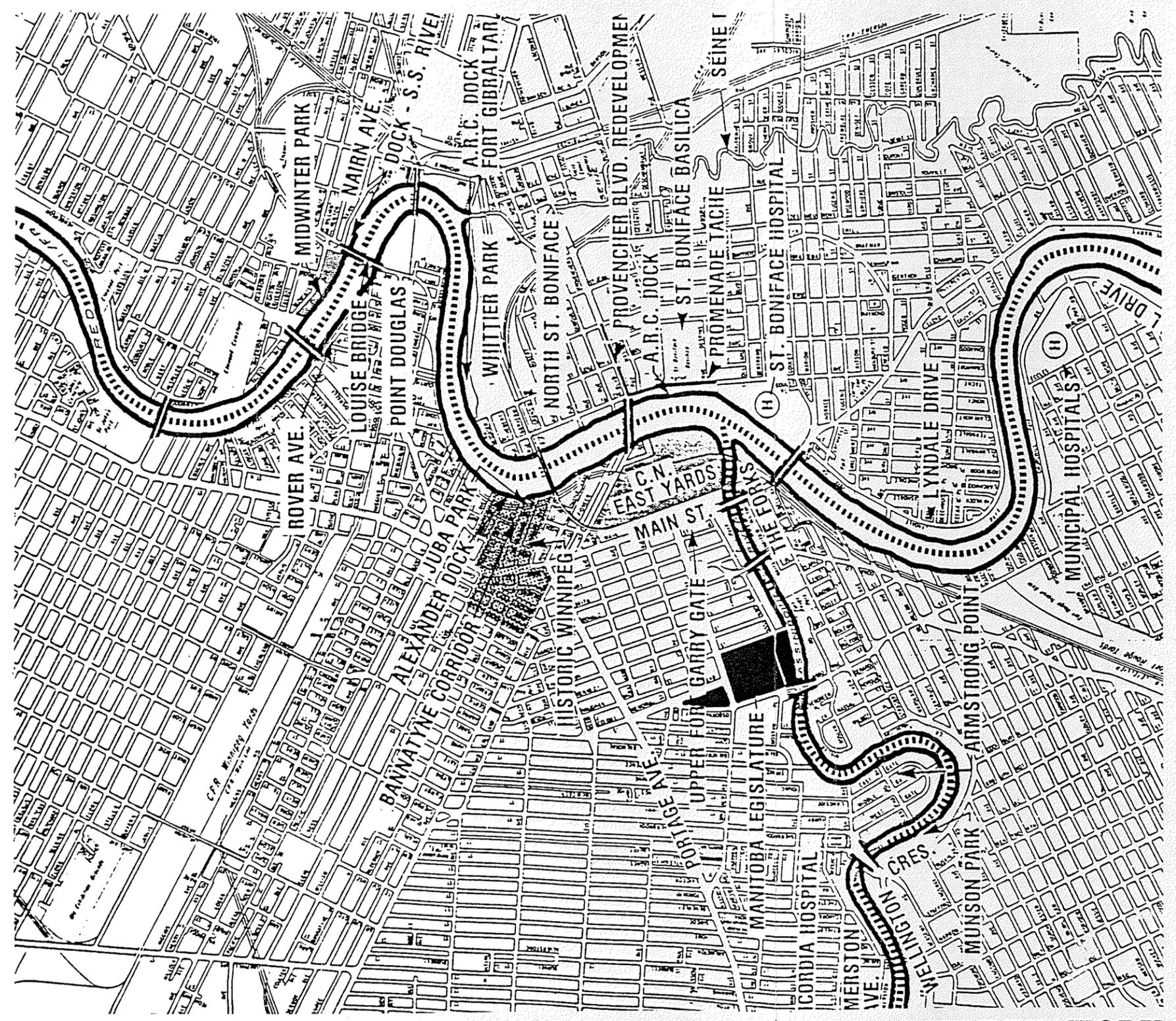
The property immediately adjacent to the Legislative Building site is made up of mainly large buildings. These include, apartment complexes, provincial office buildings and

# LEGEND

■ Legislative Grounds



Map 1: Legislative Grounds in the City of Winnipeg.



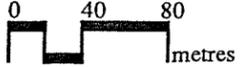
## THE MANITOBA LEGISLATIVE GROUNDS

## SITE INVENTORY

**LEGEND**

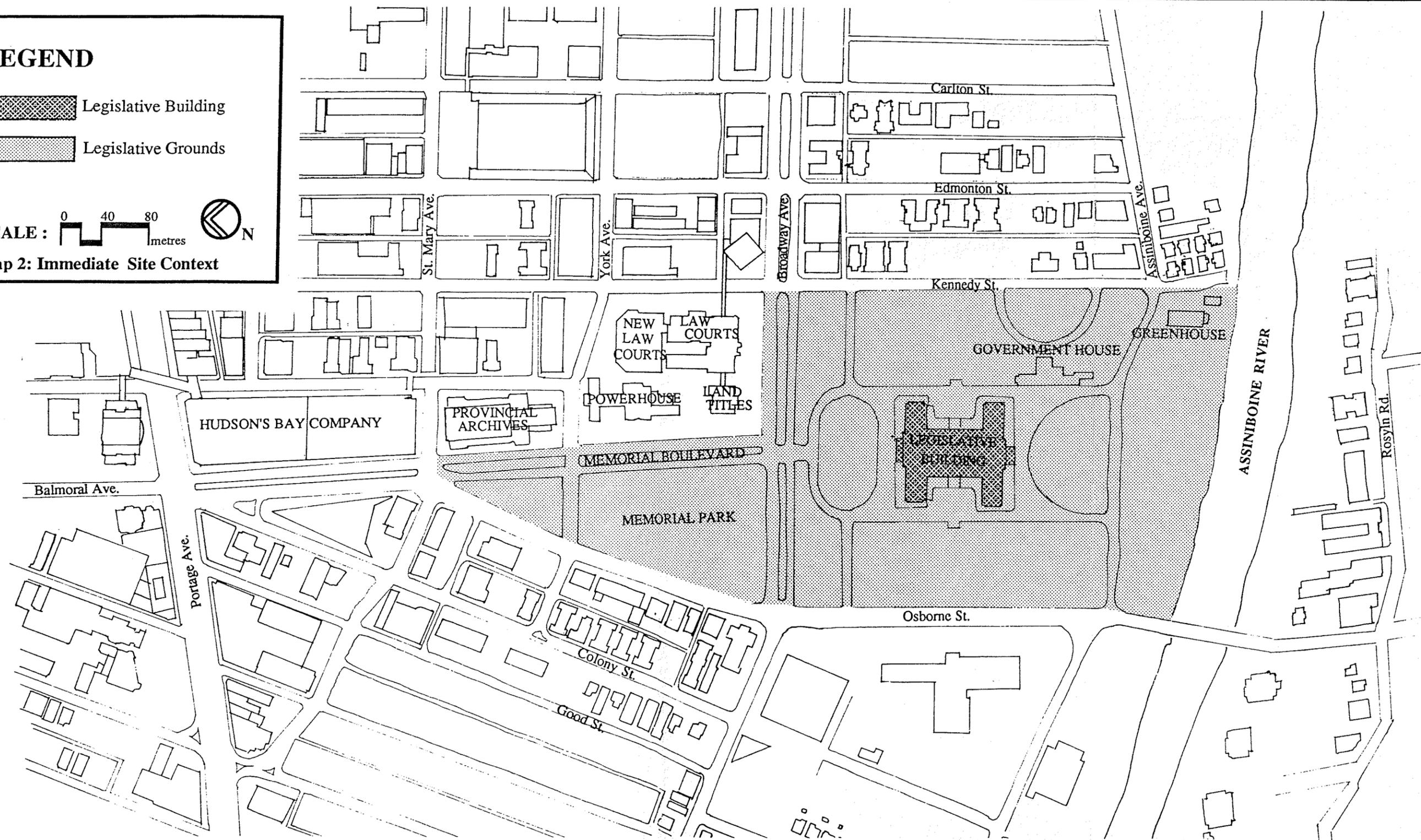
 Legislative Building

 Legislative Grounds

SCALE :  metres

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**Map 2: Immediate Site Context**



# THE MANITOBA LEGISLATIVE GROUNDS

# SITE INVENTORY

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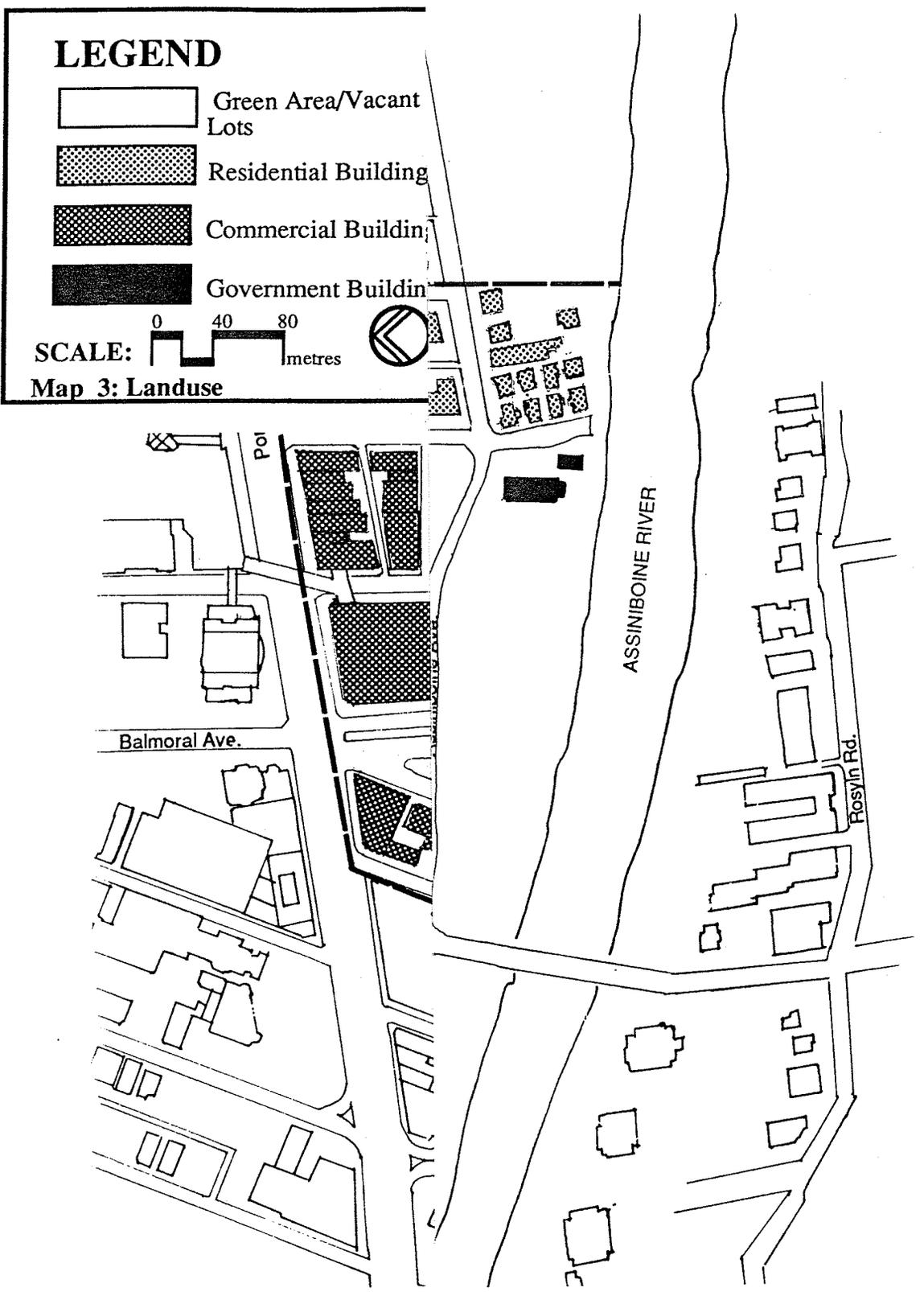
and several commercial structures. Several of these large commercial office structures, were erected on the west side of Osborne Street, in the past few decades. Although, these two monumental Great West Life Assurance Company buildings define the west edge of the Legislative Grounds, they are large enough in size to dominate the area, and become focal points themselves. The edges of the Grounds are well defined; the west edge by commercial buildings, the south edge by the Assiniboine River and the north edge by government buildings, which include such buildings as the Land Titles and the Provincial Archives; the Art Gallery, and the Hudson's Bay Company store and parkade. The east edge, Kennedy Street is defined by apartment complexes, but is broken up by a large area of land that is presently used for a provincial parking lot. There is a great deal of green space that surrounds the Legislative Building but beyond this area there is minimal land area available. Any land that appears vacant is used for parking. (Map 3.)

The immediate context of the Grounds does not appear as "one" urban fabric, but rather a series of singular developments adjacent to one another.

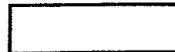
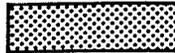
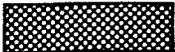
The building heights within a fifteen hundred foot radius of the Legislative Building are regulated, so that the other buildings cannot obstruct the view of the Legislative Building. Due to the fact that the regulated area does not extend across the Assiniboine River several problems have emerged. Several high rise apartment complexes have been erected across the Assiniboine River, and have, ultimately, disturbed the view of the Legislative Building. Due to their height and location these highrises tend to block views and hide the silhouette of the Legislative Dome and the Golden Boy on the Winnipeg skyline. (Map 4.)

## 4.2 SITE INVENTORY/ANALYSIS

A present day site inventory is important in order to record the elements that presently exist on the site. The analysis of these elements and other factors that relate to the site is essential when the future development of the site is being considered.



### LEGEND

-  Green Area/Vacant Lots
-  Residential Building
-  Commercial Building
-  Government Building

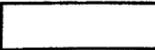
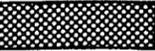
SCALE:  metres

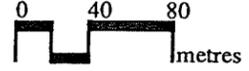
Map 3: Landuse

# THE MANITOBA

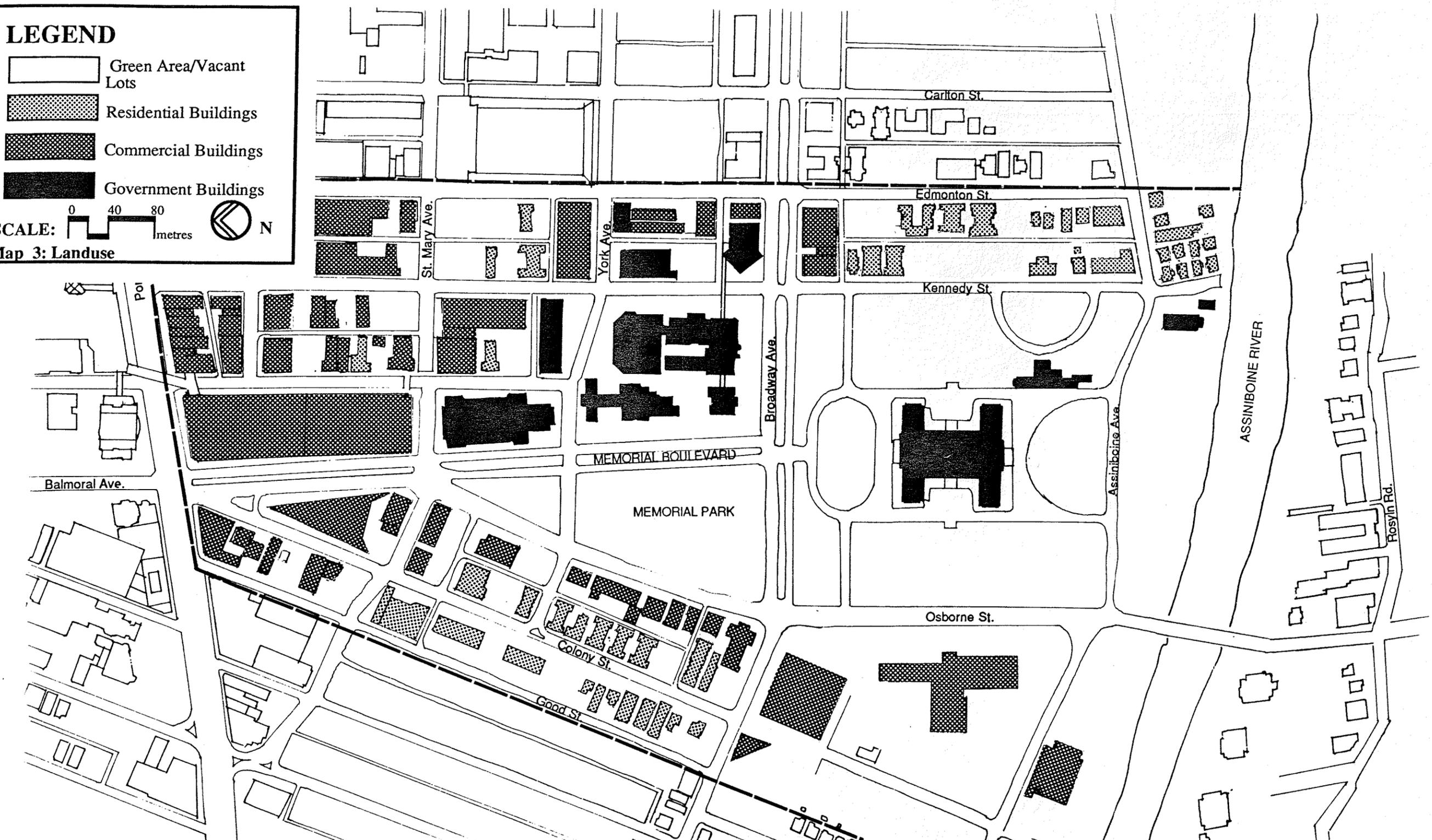
# SITE INVENTORY

**LEGEND**

-  Green Area/Vacant Lots
-  Residential Buildings
-  Commercial Buildings
-  Government Buildings

SCALE:  metres

Map 3: Landuse  N

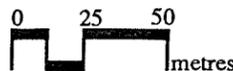


**THE MANITOBA LEGISLATIVE GROUNDS**

**SITE INVENTORY**

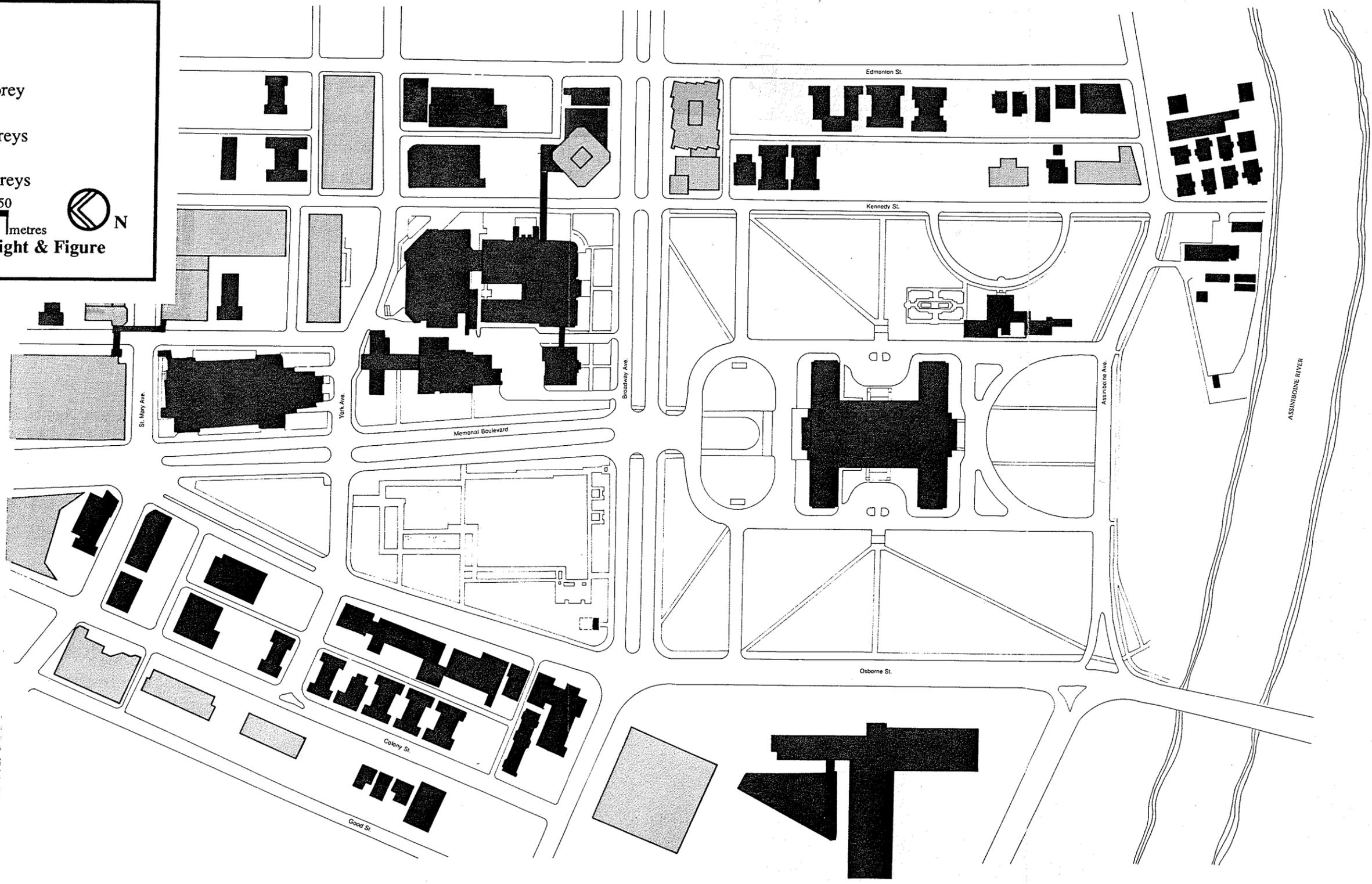
**LEGEND**

-  1-2 Storey
-  3-4 Storeys
-  5- Storeys

SCALE:  metres

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**Map 4: Building Height & Figure Ground**



**THE MANITOBA LEGISLATIVE GROUNDS**

**SITE INVENTORY**

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#### 4.2.1 Site Plan (Map 5.)

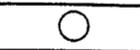
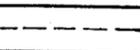
The site inventory plan contains the elements that presently exist on the site. These include the built elements, statuary, lighting and plant material and also new adaptations on the site, such as a new large garbage bin that sits adjacent to the Legislative Building on the east side, handicap access ramps on both the east and west sides, and the new parking areas about the Legislative Grounds. The site plan also includes the footprints of the features that existed on the site in the past.

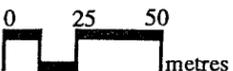
#### 4.2.2 Site Uses

The site is presently used for a variety of activities. The five main site uses are:

- 1) Parking - Parking is needed for people who work in the Legislative Building, in the surrounding government buildings, and for those visiting the Legislative Building and Grounds.
- 2) Demonstrations - Rallies and protests by various groups, are common and to be expected on the Legislative Grounds. The demonstrations, usually, occur in the front of the north entrance of the Legislative Building, on or directly in front of the large staircase, in order to gain the most attention.
- 3) Site Access/ Visits - The Legislative Grounds are used for access to the Legislative Building and for site visits and site strolls by important visitors such as Royalty, and Government Authorities, and as well, by tourists.
- 4) Circulation - The Grounds are used for circulation purposes, both vehicular and pedestrian, for access to the Legislative Building, to parking, and as well, as a thoroughfare to move about the surrounding downtown area.
- 5) Park Area - The Grounds are used as an open green space; a park area in downtown Winnipeg for the residence of the area to use. The recreational activities that take place in this park area are both active and passive.

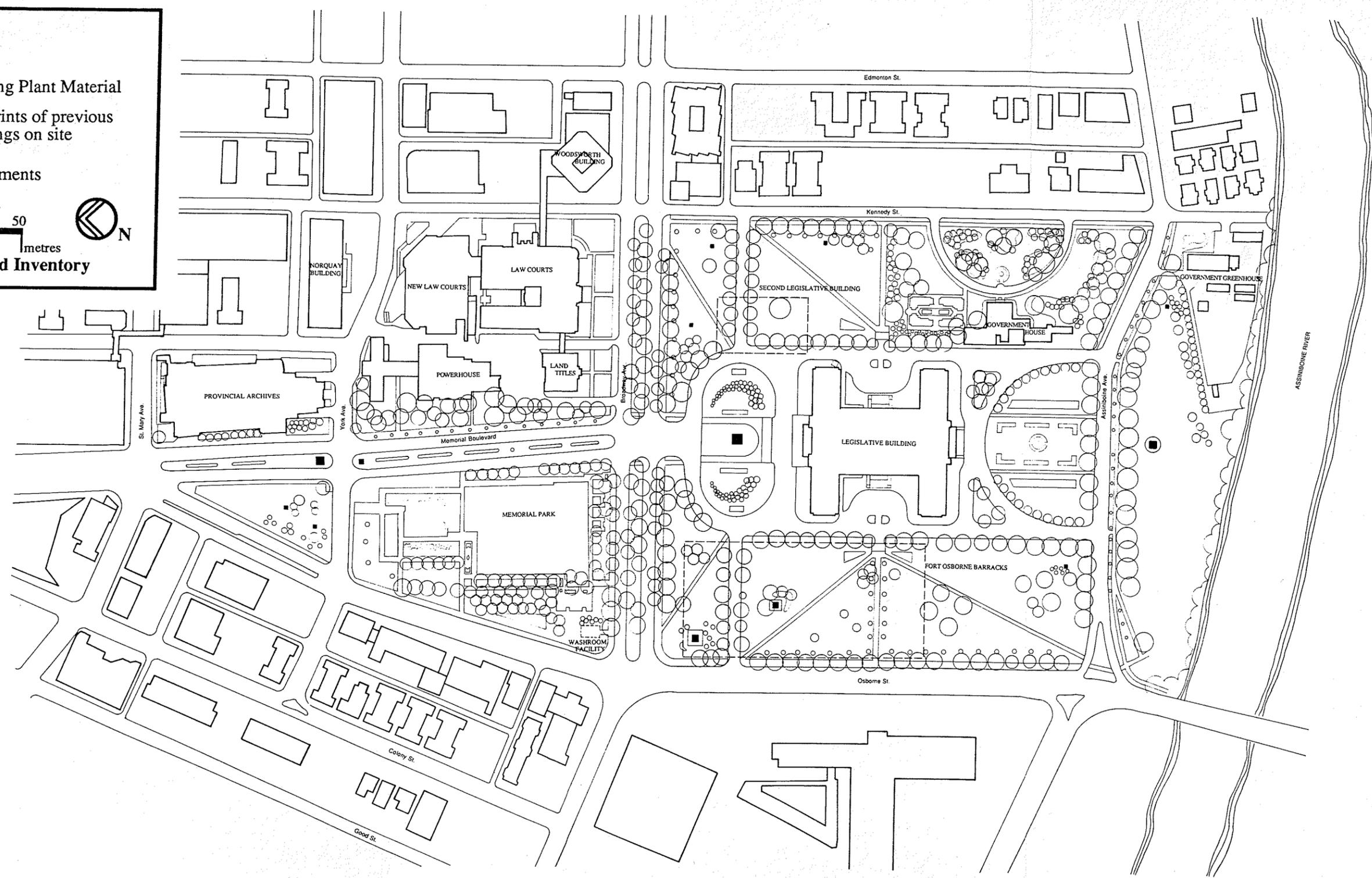
**LEGEND**

-  Existing Plant Material
-  Footprints of previous buildings on site
-  Monuments

SCALE:  metres

 N

**Map 5: Site Plan and Inventory**



# THE MANITOBA LEGISLATIVE GROUNDS

# SITE INVENTORY

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#### 4.2.3 Zones and Site Elements (Map 6.)

The Legislative Grounds appear to be divided into a number of zones, each of which have little relationship to one another. These zones contain major elements, such as built structures and memorials. The type and location of these elements are of importance for the analysis of the site when the future rehabilitation of the site is being explored.

##### Immediate Legislative Grounds-

The area located immediately adjacent to the Legislative Building contains the majority of the statuary, colorful flowerbeds and allows direct access to the Legislative Building. This area appears to be a landscape that is visually unrelated to its context. It has a very formal layout, and is relatively symmetrical, but does not appear to be defined as a space within itself, nor does it appear to be linked, in any way, to the surrounding areas of the site. A stronger visual and physical linkage must be developed between the area adjacent to the building and the rest of the site.

The area of the Grounds immediately adjacent to the Legislative Building also contains a variety of small elements, such as, benches, planters, and garbage cans which are placed arbitrarily about the large expanses of lawn.

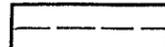
The light standards that are throughout the Grounds are a variety of different styles, due to their placement on the Legislative Grounds at different periods in time. These lamp standards are slowly being replaced by a single style, in order to unify the site and enhance the visual aesthetics of the Grounds.

The statuary erected on the formal Legislative Grounds Area include: the statue of Queen Victoria in 1904, Jon Sigurdson in 1921, Next of Kin Monument in 1921, George Etienne Cartier in 1922, Robert Burns in 1936, and Taras Shevchenko in 1961. The Golden Boy, that sits upon the Legislative Building's Dome is a purely visual sculptural element for the Legislative Grounds, was erected in 1920. This is the only statue on the Grounds that does not commemorate any particular individual or event.

##### Broadway Avenue-

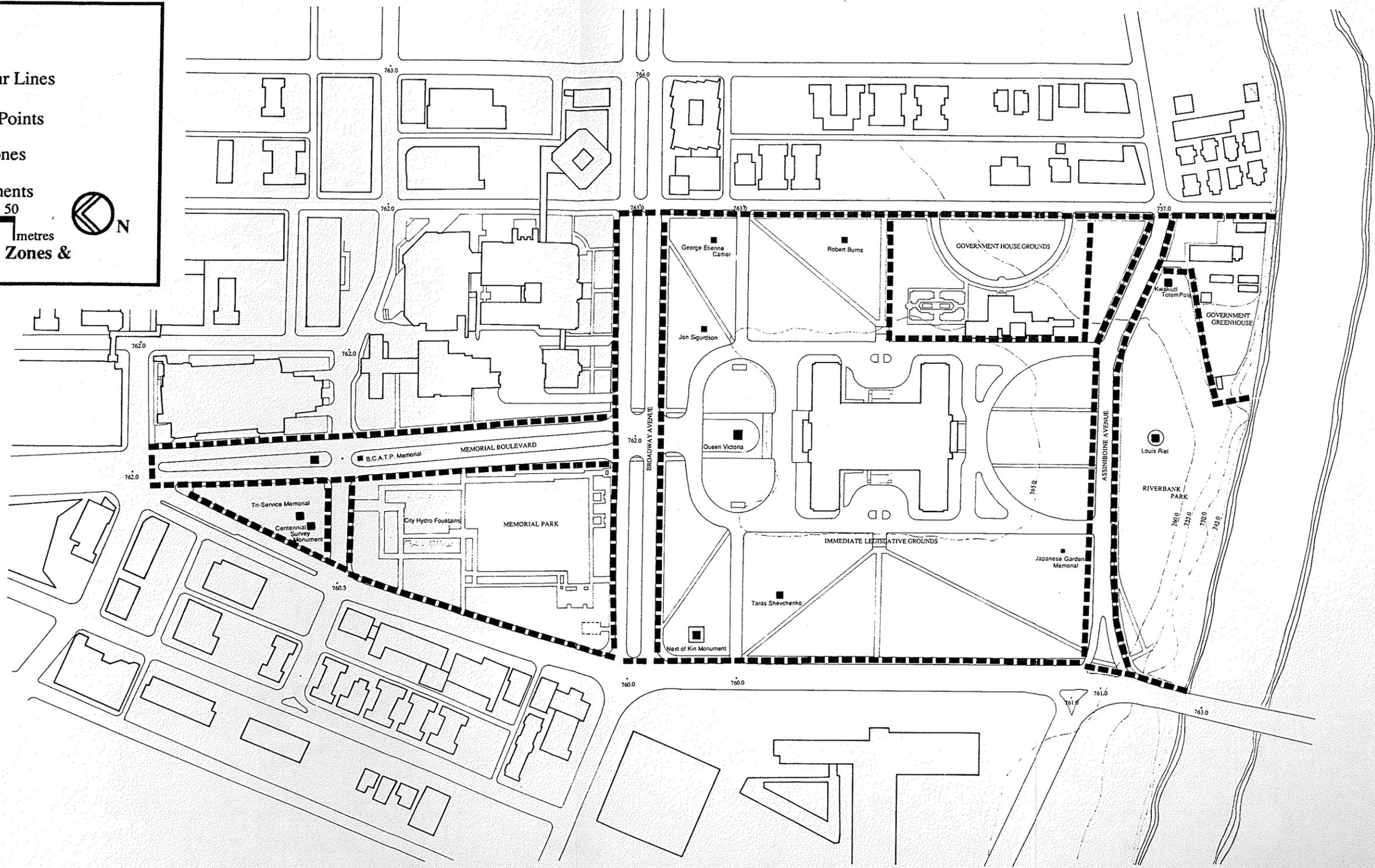
Broadway Avenue was one of the first transportation routes in downtown Winnipeg,

**LEGEND**

-  Contour Lines
-  Grade Points
-  Site Zones
-  Monuments

SCALE:  metres

Map 6: Topography, Zones & Monuments

# THE MANITOBA LEGISLATIVE GROUNDS

# SITE INVENTORY

and was in place long before the Legislative Building was erected. It was a significant route historically and remains so presently, as a wide tree-lined Boulevard. Broadway Avenue should serve as a formal entrance to the rest of the city, at Osborne Street and at Kennedy Street. Broadway Avenue creates an important intersection at Memorial Boulevard and on the north side of the Legislative Grounds; one that should be further emphasized as a focal point on the Grounds.

Broadway Avenue presently acts as a thoroughfare, that divides the Grounds, and creates a large separation between Memorial Park, the Boulevard and the immediate Legislative Grounds. It is important that Broadway Avenue acts as a connective link between the zones, in order for the entire Legislative Grounds to be perceived, and function, as a whole.

Broadway Avenue is also an important entity within itself. This historically important Avenue is anchored at one end by the Via Rail Train Station and could and should be anchored by the Legislative Grounds on the other.

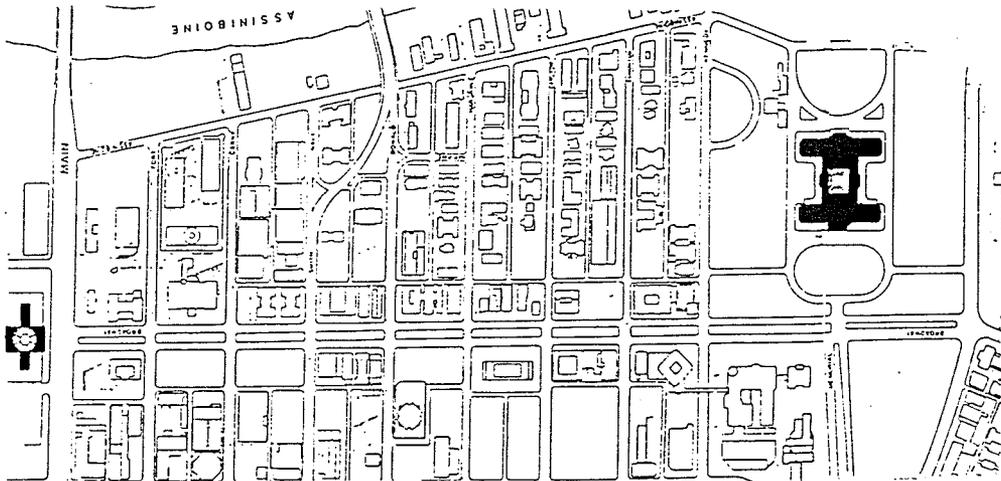


Figure 30: Broadway Avenue to the Via Rail Station

Source: Dei Cont

#### Memorial Park-

Memorial Park is considered an urban recreational space in downtown Winnipeg, by the City of Winnipeg and the province of Manitoba, but it is not extensively used as such.

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This large green open space is not designed in order to allow the flexibility for a variety of activities and events to occur within it. The large lawn areas are pleasant but limit the types of activities that can occur within the park.

Memorial Park is surrounded by busy streets, and lacks definition as an urban park. The park does not link to the immediate Legislative Grounds due to the large Broadway strip which serves as a barrier rather than a link, and it has no obvious connection to Memorial Boulevard. The entire area is in need of both, a landscape development and a program of activities to define the park as a multi-use area. A major site redevelopment is in order, to create a more useful space and to link it to the surrounding zones of the Legislative Grounds.

In Memorial Park sits the City Hydro Fountain that was erected in 1962. The large colorful, beautifully lit fountain was a focal point in downtown Winnipeg after its completion. Although it is still visually quite pleasant to observe, it is no longer a social attraction in the City of Winnipeg. The fountain presently acts as a pool for many residents in the area during hot summer days. The fountain should be better integrated with the rest of the park and the visibility of the fountain should be augmented so the park appears as "one" urban space, with the fountain as a central focus.

Memorial Park also contains the only public washroom facilities for the area. These were built in the 1970's when Memorial Park was designated as an Urban Recreational facility. The washroom facilities are visible to the street but they are somewhat remote to the park.

#### Triangular Traffic Island Area-

The traffic island, on the north west side of Memorial Park, is difficult to perceive as part of Memorial Park or as a part of the Legislative Grounds. The area appears to float in the centre of several very busy streets. It is difficult to access, and appears as simply a traffic island with no relationship to its surroundings. The island contains no set program of activities that would invite people to use the site.

The triangular island is, however, part of the Legislative Grounds for it contains two important memorials. From other areas of the Grounds these monuments are visually inaccessible due to their placement among a cluster of evergreens. These two Monuments are the Honorary Memorial to the Women of the British Commonwealth during the wars, which

was erected in 1976, and the Centennial Survey Monument, which was erected in 1967.

It is important that this landscape be developed to better relate the island to Memorial Park and Memorial Boulevard.

#### Memorial Boulevard-

Memorial Boulevard lacks appropriate definition. Its edges are only partially defined by built structures or vegetation. It appears to be nothing more than another street in

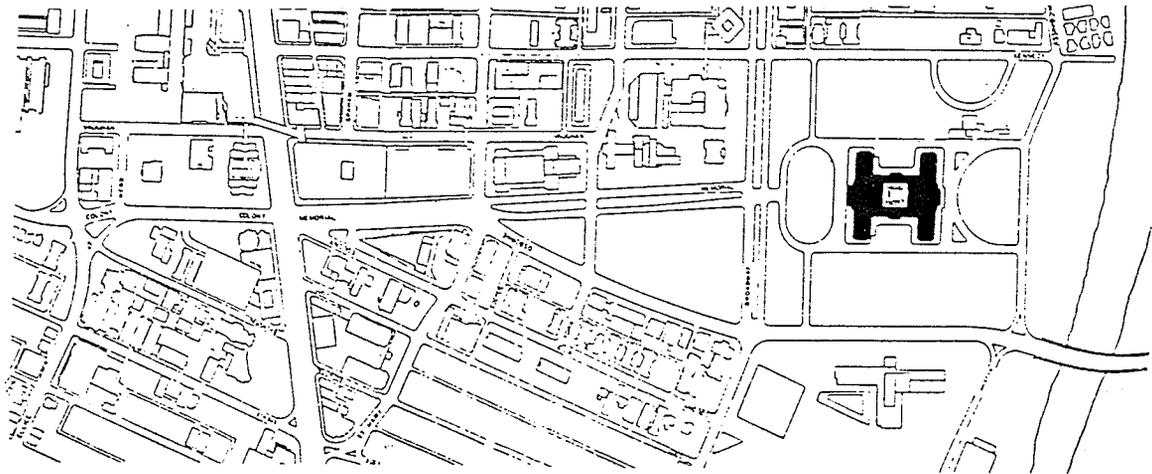


Figure 31: Memorial Boulevard to Portage Avenue

Source: Dei Cont

downtown Winnipeg. This boulevard has the potential of being a great commemorative "Mall" on the Legislative Grounds. It is not, at present, perceived as a sufficiently important urban element in the structure of Winnipeg's urban fabric. The boulevard begins at St. Mary Avenue and continues up to the north facade of the Legislative Building. This axis of the boulevard meets the axis of the Legislative Building at Broadway. The area from Colony Street across Portage Avenue to St. Mary Avenue acts as a vestibule for the boulevard and should be designed as such. This axis must be better defined to reinforce this link to downtown Winnipeg.

As the Memorial Boulevard axis proceeds south, it fades out to the sides, and directs the eye off of the main focus. This north-south axis which is created by the Boulevard needs stronger edge definition in order to allow a focus, solely, towards the north facade of the

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Legislative Building from Portage Avenue. Since the axis is not at a ninety degree angle to the facade of the Legislative Building, the elements placed on or about the boulevard, such as overhead signage and traffic controls, become a hinderance to the view. The Cenotaph which sits in the centre of the Boulevard requires a larger base, and a greater emphasis, for it to be perceived as an important focal point on the Grounds. The unique, angled axis, on which the cenotaph sits, adds a distinct character to the Legislative Grounds, and should be developed in an unique way in order for this character to be emphasized.

The statuary on Memorial Boulevard consists of: The Cenotaph, the War Memorial dedicated to the three wars, and the British Commonwealth Air Training Plan Memorial, which was erected in 1984.

#### Government House-

Government House often goes unnoticed on the Legislative Grounds. Many are unfamiliar with the Lieutenant Governors' residence, although it has now been standing for more than a century. The area of land that surrounds Government House has always been a great dilemma. Many see Government House as a part of the Legislative Grounds, and believe that this area of the Grounds should be interconnected with the other portion of the Legislative Grounds. This would allow the Grounds to be seen as one single landscape unit. Others perceive Government House to be a private residence and realize the Lieutenant Governors need for privacy. They believe the Government House Grounds should be designed in a fashion that would allow them to be private property, and only visually accessible, by the general public.

Presently, the direction of the Government House Grounds appears to be in undecided; some private property signage has been erected, some shrubbery has been planted along the edges of the Grounds to enclose the space, and a small military arm has been erected at the entrance of the U-shaped drive to allow only acknowledged visitors to enter. It appears that a definite decision has not been arrived at one way or the other. It is important that a definite decision be made, and the area designed accordingly. The position of Government House on the Legislative Grounds, adds a unique character to the Grounds and also adds an asymmetry to what, at first, seems to be a very symmetrically designed site.

Government House, the home of the Lieutenant Governor, is presently a historical

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landmark in Winnipeg. It was built in 1883, in a Victorian style with a Mansard roof, adjacent to the second Legislative Building. Few features have changed since its construction in 1883. The U-shaped drive that gave a degree of prestige to the landscape during the period it was built still remains. A greenhouse was erected along side Government House, soon after, so it would be possible to grow and store plant material for Government House. Since then, a new greenhouse has replaced the original but its original function continues. A formal English Garden was placed on the Government House Grounds in the 1970's, to enhance the Grounds adjacent to the House, and as well, the remainder of the Legislative Grounds.

#### Riverbank Area-

The riverbank area is one that has been neglected over the past decades. This park area has the great potential to provide a link between the Legislative Building and the Assiniboine River. This potential has not been acknowledged nor appreciated until recently. The site is being misused at the present time, and this must be rectified. This site contains a statue of Louis Riel which was erected in 1971. This statue has been a controversial sculpture, due to its artistic style since it was first erected. The vandalism and loitering about the area is increasing steadily, and must be dealt with, to allow the park area to achieve its potential as an urban riverbank park. The area could act as an important link to the River, and to the proposed riverbank development along side of it.

A riverbank development plan is presently being completed by a consulting firm and is set for implementation in 1990.

The Riverbank Park area also contains the Kwakiutl Totem Pole which was erected in 1971.

#### Government Greenhouse Area-

The Government Greenhouse Area adjacent on the riverbank has been hidden and almost forgotten since its implementation. Many do not even realize that the Government Greenhouse exists. This area should be enhanced and related to the Riverbank Park area, and the Greenhouse, itself, should be considered an important element on the Grounds.

Each of these zones has great potential, within itself, to be an exciting urban space.

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It is important that we focus on each of these zones, and develop the maximum potential of each, but also in doing so, link the zones to create an urban, symbolic, yet functional Legislative Grounds.

### 4.3 SITE PROBLEMS/ ANALYSIS

The image of the Legislative Grounds is derived from the present layout and composition of the site, and from the public's attitudes towards it. The image is also affected by the problems that presently exist on the Grounds; each of which must be acknowledged, in order to be analyzed and resolved. These include image, social, functional, circulation, and maintenance problems.

#### 4.3.1 Image

The image problem on the site is one not often realized, and is certainly not given the emphasis it should be given. The image of the Legislative Grounds is the most significant factor in the development of a long term Master Plan, and this should be recognized. The Grounds must begin to express the grandeur, prestige, and symbolism that the Legislative Building, itself, does.

The Legislative Grounds are an open, non-descript, green space in downtown Winnipeg, and are losing their significance due to more diverse recreational demands, and as well, are losing the respect that goes along with this significance. The Grounds must be interrelated with their immediate context, and begin to provide the monumentality required to shape the surrounding environment. The linkage between the zones on the Legislative Grounds must also be resolved, to create a "unified" area, instead of a series of unrelated parts. Due to the conflicting activities which occur in each of the zones and the changes made to accommodate the changing functional needs, the historic character of the Grounds is being lost. The present uses of various parts of the Grounds also effect the general public's perception of the image of the Grounds. The attitude the public has towards this landscape must be altered.

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The past historical character, the present day problems and the future needs, must work together to create a feasible long term development plan that allows us to achieve the monumental image needed by the Legislative Building.

The image is effected by the design quality on the Grounds, and the materials used on them. The design details should be given a great deal of consideration, for they directly effect the overall appearance of the Grounds. The image of the site is also effected by the functional, the circulation, the social, and the maintenance problems of the Grounds.

One example of design quality effecting the image of the Legislative Grounds is at Government House. The materials and the details used on the Government House Grounds should be carefully considered. It is a historic landmark, and it is part of the Legislative Grounds and the image Government House portrays should be one of grandeur and prestige just as the Legislative Buildings. The repavement of the circular drive has been a considerable problem in terms of design strategy and the materials to be used. The material decided upon was asphalt, and it was decided there was to be no detailing or curbing done to the edges of the drive. What has now been created in the front yard of Government House is an asphalt parking lot. This is a fine example, of the little consideration paid to the design details and the Legislative Grounds image overall. This shows how, the lack of planning, lack of budget and lack of general concern for the image of the Grounds, is going to destroy any chance of restoring any complementary and symbolic quality between the Legislative Building and Grounds.

#### 4.3.1.a Linkage

The Legislative Grounds require a link to the urban fabric of the City of Winnipeg. They must be integrated with their immediate context in order to shape their surroundings and reinforce their image. There is also a need to reinforce the relationships between each of the zones that make up the Legislative Grounds. There is little link between the various areas of the Grounds. There is a very vague relationship between the immediate Legislative Ground area that surrounds the Legislative Building, the Riverbank Park area, Memorial Park, Memorial Boulevard, and Assiniboine and Broadway Avenues which run perpendicularly through the Grounds. In order for the site to be perceived as one landscape unit, each

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of the sites must be interrelated, and their physical and visual character must be unified. This should be achieved through the use of a variety of landscape elements such as vegetation, lighting and paving materials.

The Legislative Grounds, as one unit, must acknowledge the immediate links to the periphery of the site. The entrance and exit points on both the east and west sides of the site, at St. Mary Avenue, at York Avenue, at Broadway Avenue, at Assiniboine Avenue, and at Osborne Street, must be acknowledged, so that a significant presence is felt upon entering the area.

#### 4.3.1.b Usage

There is a problem with the present use of the Legislative Grounds, and this affects the image they portray to the public. At this point in time, the image appears to be very confusing because of the lack of definition to many areas on the Grounds, both in design and in programmed activities. It is beginning to be perceived, solely, as a public park, and little, if any consideration is being given to the actual significance, the Grounds that surround the Legislative Building. There are no specified uses or activities for any of the areas about the Grounds. There is a definite need to define the areas on the Grounds and distinguish these areas as suitable for various activities.

One example of the lack of suitable design and the necessity of programming activities, is the Hydro Fountain in Memorial Park. Should the fountain be developed as, solely, a visual element on the Grounds or as a wading pond?, or both? It is unsupervised, and usually contains a great deal of litter and broken glass. Was it designed to be a visual feature for the Grounds? The definition of what the area should be is essential, for as in this particular example, it is unsafe and could cause some serious accidents.

Another example of the misuse and lack of respect for the immediate Legislative Grounds and the Government House Grounds, is the misuse of them during photo sessions each weekend from early spring to late fall. Large parties of people, usually Wedding parties, have begun to take advantage of the beauty of the area, but in turn are destroying the vegetation, damaging the lawn, trespassing on private property, and often consuming alcoholic beverages on the premises. The use of the Grounds as a photo area is complemen-

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tary to them, but the activities occurring during these photo sessions have become destructive. This is another situation that must be analysed and resolved. Although it is important that these areas of the Grounds be better defined and designated as appropriate for certain activities, a greater security force must also be in place to ensure proper behavior on the Grounds. Other areas about the Grounds could be designed to encourage such photo sessions in order to avoid the present problems.

A park, a symbolic landscape, and a meaningful historic landscape, have to be interrelated and designed to minimize conflict. There is potential for many recreational activities on the site but they must be allocated to certain areas, in order to retain the image the Legislative Grounds should.

The area that is, presently, used for rallies and protests is awkwardly situated. In order to gain any attention, the groups have to lobby on the grand staircase at the main entrance of the Legislative Building, which is very dangerous, or at the base of the staircase where they have to walk on a vehicular thoroughfare. A suitable space in front of the building should be created in order to facilitate these types of activities that are important to the people of Manitoba in order for them to express their wants and needs.

Winter and Summer activities and events are needed, in order to encourage people to come and experience the Legislative Grounds year round. Presently, there are very few attractions or events that draw people to the Grounds. The Winter Carnival of 1922, is now only a fond memory, and even, the Canada Day ceremonies have been moved from this site, to another. Although the River-Osborne Winter Carnival is presently becoming a yearly event in the area, the Legislative Grounds don't play a large role in the event. Access to the Assiniboine River from the Grounds is difficult, and in order to accommodate those skaters who are cold or wish to change into their skates, a large trailer is placed on the riverbank.

#### 4.3.2 Social Problems

##### 4.3.2.a Safety

Safety has come to be a major issue on the Legislative Grounds. The Grounds are deserted after the workday ends, and are almost frightening at night because of the lack of

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people around the area. The gates of the Legislative Grounds are locked from 8:00 p.m. to 6:00 a.m. to stop vehicles from using the Grounds as a thoroughfare. The only access for vehicles after 8:00 p.m. is through the main entrance at Broadway Avenue. This, in fact, is working against many of the social problems by limiting the access for those who do wish to visit the Grounds and for those who wish to approach the riverbank in the evenings. A lack of security is affecting the problem and the lack of planned activities and the shortage of lighting is keeping the public from using the area to its potential. A greater sense of safety on the site must be established.

#### 4.3.2.b Loitering

Loitering creates a significant problem on the Grounds. During the summer months many people are found to be living on the Grounds, loitering during the day and sleeping on the benches or among the trees at night. They become a nuisance soliciting passerbys for money, and this is very disturbing for those moving through the Legislative Grounds, especially for the tourists.

The male prostitutes and gays that frequent the site have also become a problem. The area around the Louis Riel Monument is considered to be their area. The area is frequented by many on a nightly basis, which creates a serious loitering problem. This causes a problem about the Grounds in terms of vehicular circulation, as well. Many frequent this area as clients, while many others access the area in order to observe the goings on. Often, many attempt to take the law into their own hands by beating up those loitering about the Louis Riel statue.

The image of the Legislative Grounds is being effected by these uncomfortable situations and tourists and local residents are frightened by them.

#### 4.3.2.c Vandalism

Vandalism is a problem on the Legislative Grounds. There is damage to the Grounds on a regular basis. Vandalism is often directed towards the plant material. It is being driven over, trampled on, sampled and even stolen from the flowerbeds. There also is damage done

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to the monuments on the Legislative Grounds. The monuments are being written on, painted and even, taken apart piece by piece.

#### 4.3.3 Functional Problems

##### 4.3.3.a Parking

There is an extreme parking problem around the Legislative Grounds. Firstly, there are inadequate parking facilities for the employees that work in the Legislative Building and as well, for the government employees that work in the surrounding government office buildings. As a result there is greater demand for on site parking than can be accommodated. There are presently, three hundred and sixty available parking sites on the Legislative Grounds for Legislative Building employees, and approximately one hundred and ten in the Kennedy Street lot for other government employees in the surrounding area. These numbers are far below the required number of parking spaces required to satisfy the present government employee parking needs, and neither of these include parking for service vehicles and tourists. The on street parking about the area is on a two hour parking schedule or meter parking. There is a definite need to increase the parking about the Legislative Building to accommodate all the parking needs.

Secondly, there is a problem with the lack of visitor and tourist parking, and its location on the Grounds. There are presently, approximately, ten visitor parking places on the Legislative Grounds. The lack of parking spaces compels the provincial employees to use the few visitor parking spaces available, which leaves little, if any, spaces for those who do wish to visit the Grounds and the surrounding area. Parking meters were going to be placed on the Grounds, in an attempt to resolve this problem, but have now been permanently eliminated as a solution. This is partially due to their aesthetic qualities.

This problem also extends to Government House, where the circular drive becomes a parking lot when guests arrive for functions within Government House. The drive was not originally designed to be a parking lot, and it should not be used as one. The parking of cars on the drive destroys, not only the image of the area, but also the drive itself, with oil stains, and such. Visitors parking for those who attend functions at Government House should be

dealt with, as well.

The service vehicles and couriers that have to stop for a short period of time, and the media vehicles, that tape various happenings in the Legislative Building or on the Grounds, also require adequate parking for indeterminate periods of time. These cars are presently stopping adjacent to the stairwells of the Building, and disturb both the vehicular and the pedestrian circulation.

The tour buses that stop on the Legislative Grounds, also create a problem. They presently park on the right drive in front of the Legislative Building. They are loud, their exhaust destroys the vegetation in the immediate area, and they cause unsightly oil stains on the driveway, making the maintenance of the Grounds difficult. Parking the tour buses in this area also creates difficulty for those mounting and dismounting the tour buses.

The parking problem also becomes one of aesthetics. The Grounds have become a parking lot, and this has affected their overall image. It is important that something be done to control this before the entire area ends up paved in order to satisfy all the parking needs.

Paid parking is now being introduced as a partial solution, in an attempt to reorganize the parking facilities for the employees and the visitors. The paid parking for Provincial employees has not, however, reduced the number of parking stalls wanted, or needed, it in fact, has had almost the exact opposite effect.

The parking problem is one that exists in all of downtown Winnipeg, not just in the area immediately around the Legislative Grounds. It is important that the importance of employee parking on the site be placed lower in priority. The attitude towards parking must change. It must begin to be looked at as a privilege to park close to the Legislative Building, and not as a right. The site must be looked at as a symbolic Legislative Grounds first, and then as an area where one can park, second. The conflict between the parking and the site circulation affects the pedestrian and vehicular circulation, the maintenance of the site, and destroys the drive itself, with bright orange lines, and distinct oil stains throughout.

It is important that visitors parking be given priority, in order to encourage tourism. The Legislative Grounds must begin to cater to the visitors of the site, by providing adequate parking facilities.

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#### 4.3.3.b Monuments

One important aspect that effects the image of the site, and that has been overlooked to this point, is the placement of the monuments/memorials on the Grounds. The type of monument, its style and its placement, has been quite arbitrary and this has become a problem on the Legislative Grounds. These monuments are beginning to dominate the area and destroy the appearance of the Grounds. It is important that we decide which monuments are important enough to be placed on the Legislative Grounds immediately adjacent to the Building. Which ones are appropriate to be placed on the Legislative Grounds, at all? If the monument is found to be appropriate, where should it be placed? How should it look? and What materials should it be made of? It is important that a strategy be developed and guidelines be established before the Grounds are consumed with inappropriate monuments, that no longer represent the people of the province of Manitoba, as they should.

#### 4.3.3.c Lighting

The lighting on the Legislative Grounds is very poor. Although more lighting and replacement lighting, in a more suitable style, is now replacing the older combination of styles on the Grounds, the lighting still remains insufficient for any sort of evening activities that could take place on the Legislative Grounds. Any evening activity of the Grounds would require a great deal more light. This would be an asset in terms of safety, and as well, more lighting during the winter months, would allow the public to experience a secure, warmer, more colorful atmosphere on the Grounds. The lighting on the Grounds is only used as a functional element. It should begin to be seen as a design element that could, through light quality and the style of fixture, accent the important areas of the Grounds.

#### 4.3.4 Circulation Problems

##### 4.3.4.a Vehicular (Map 7.)

The vehicular circulation on the site creates a variety of problems. The traffic on the

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immediate Grounds is now directed one-way to organize the direction of the traffic, to create a smoother traffic flow, and a safer environment for pedestrians. This one-way traffic flow defines the entry and exit areas for the immediate Legislative Grounds and also the direction the cars are parked on the Grounds. The speed at which the cars move through the site is also a problem, especially for the pedestrians walking about or through the site. It is impossible for tourists to drive through the Legislative Grounds and admire the Legislative Building's details and the surrounding landscape because of this traffic problem. A change in the attitude of the people who drive on the Legislative Grounds is essential. This can be encouraged through the implementation of proper landscape elements, such as different paving materials. The ideal solution would be for the removal of the vehicles from the Grounds.

Assiniboine Avenue is part of the Legislative Grounds. It is presently being studied for possible closure, in order to unify the riverbank area and the south side of the Legislative Grounds, and to create a stronger link to the Assiniboine River. It separates the formal area of the Legislative Grounds from the Assiniboine River because of the traffic flow on the street and the parking allowed along it.

The vehicular circulation must, ultimately, be altered to allow the site the proper image. The Grounds must no longer act as a thoroughfare for the area. It should be designed to be an inconvenience to be used as such. A traffic study for Assiniboine Avenue and the area about the Legislative Grounds is presently being completed, in order to determine the impact of possible changes made to the vehicular circulation of the area.

The Broadway Avenue traffic divides the north portion of the Legislative Grounds in half. The present crosswalk, at grade, is the only way in which the public can cross the Broadway Avenue, relatively, safely. This intersection must be reevaluated, in terms of pedestrian circulation, in order to enhance its special qualities and aesthetics.

Traffic must be slowed down, and pedestrians must be given priority throughout the Grounds. Vehicular access to, and driving through the Legislative Grounds must begin to be seen as a scenic drive through a very significant area.

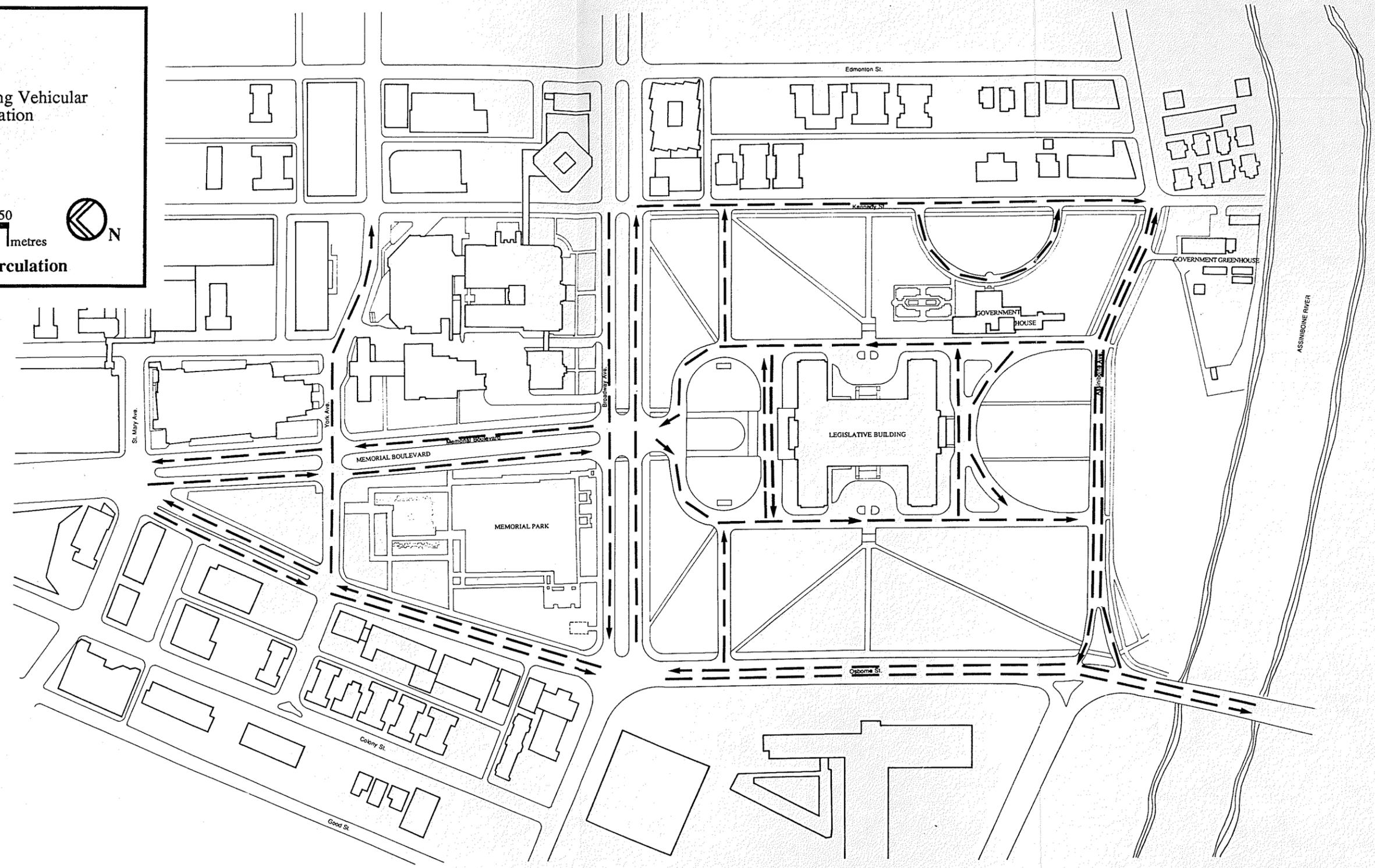
A ceremonial route should also be designated and designed for formal processions to and from the Legislative Building and Grounds. There is little or no presence to the main entry of the Building and Grounds.

### LEGEND

 Existing Vehicular Circulation

SCALE:  metres 

Map 7: Vehicular Circulation



## THE MANITOBA LEGISLATIVE GROUNDS

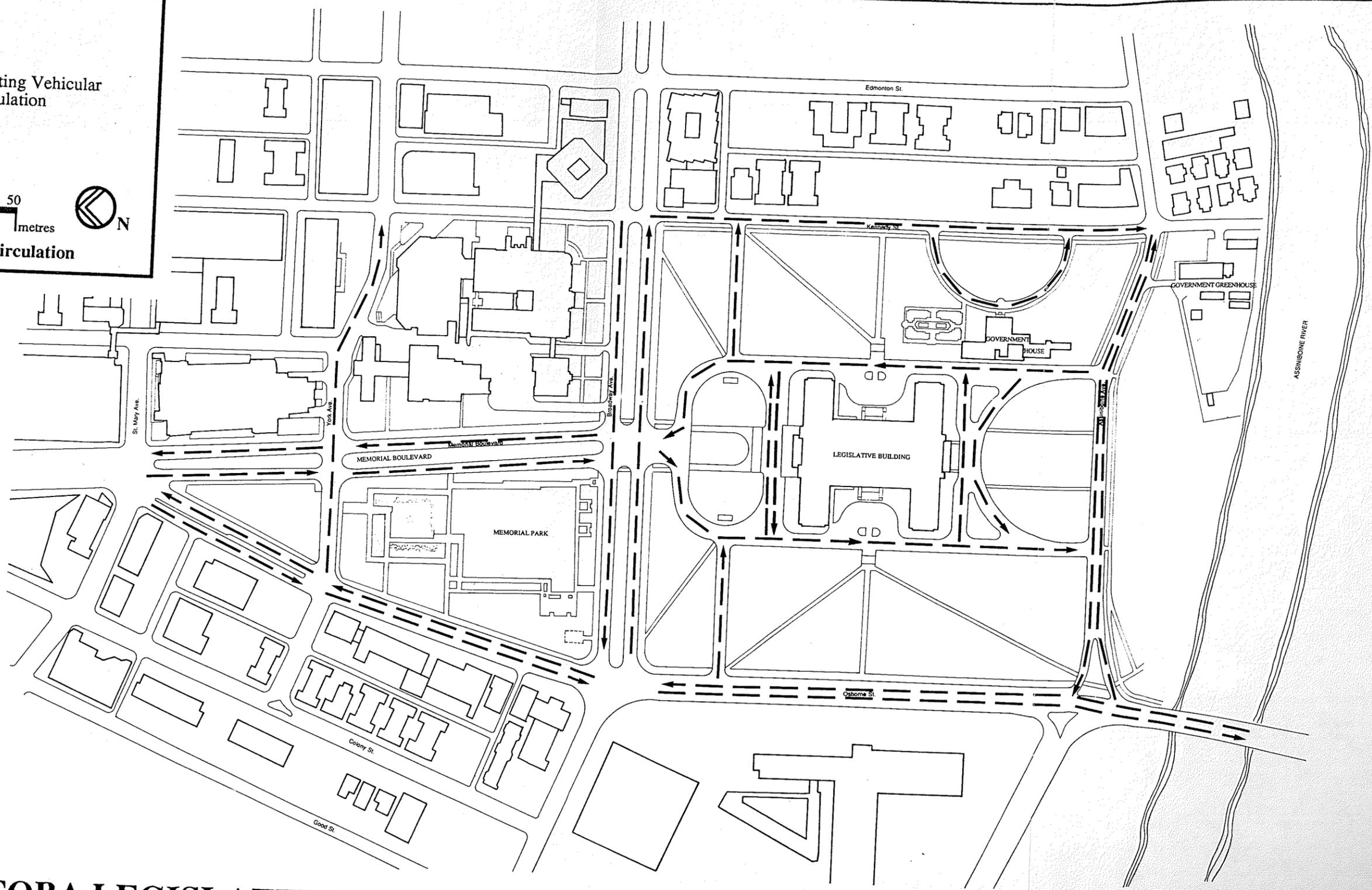
## SITE INVENTORY

**LEGEND**

Existing Vehicular Circulation

SCALE: 0 25 50 metres

Map 7: Vehicular Circulation



# THE MANITOBA LEGISLATIVE GROUNDS

# SITE INVENTORY

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#### 4.3.4.b Pedestrian (Map 8.)

The pedestrian areas around the site have been analyzed over the past years and pathways have been developed in order to accommodate the changing needs of pedestrians, both, accessing and departing the Legislative Building, and as well, for those moving through the Grounds. Most of the pathways have been designed as geometrically ordered desire lines, in order to link the two main points by the shortest route. These diagonal pathways lead from the three main corners of the immediate Legislative Grounds to the Legislative Building. This has not provided appropriately for all needs and has become a problem in areas where a pathway has not been provided in order to link the shortest route between two points, and a path is worn through the lawn. One example of this is on the south side of the Legislative Building, on the north side of Assiniboine Avenue where the sidewalk ends at the first drive.

The lack of provisions provided for pedestrian traffic around the Legislative Building has created a problem. Pedestrian traffic is secondary to vehicular traffic. There are no pedestrian sidewalks provided along the outer edge of the drives on the Legislative Grounds. The public, therefore, must walk on the lawn between the parked vehicles and the treeline, or they must walk on the drive which is unsafe, due to the vehicular movement. This is especially difficult for tourists who wish to stroll about the site and appreciate the details of the Legislative Building and Grounds.

There are no sitting areas provided adjacent to the existing pathways which would allow the public to stop and relax, or to sit and admire the views and their surroundings, before they proceed further along the pathways. Some benches are randomly scattered throughout the Grounds.

Memorial Park also has a circulation problem. The sidewalk provided along the periphery of the park which creates a problem for those using the interior areas of the park; especially those who use it as a thoroughfare from the Great West Life Building to The Bay. A path is worn through the grass that emphasizes this.

It is important to recognize the present pedestrian circulation flow, and design the pathways accordingly. There are several areas on the site that appear in need, of either, a formal paved pathway, or a physical obstruction where the walk would be in conflict with other uses or users.

### LEGEND

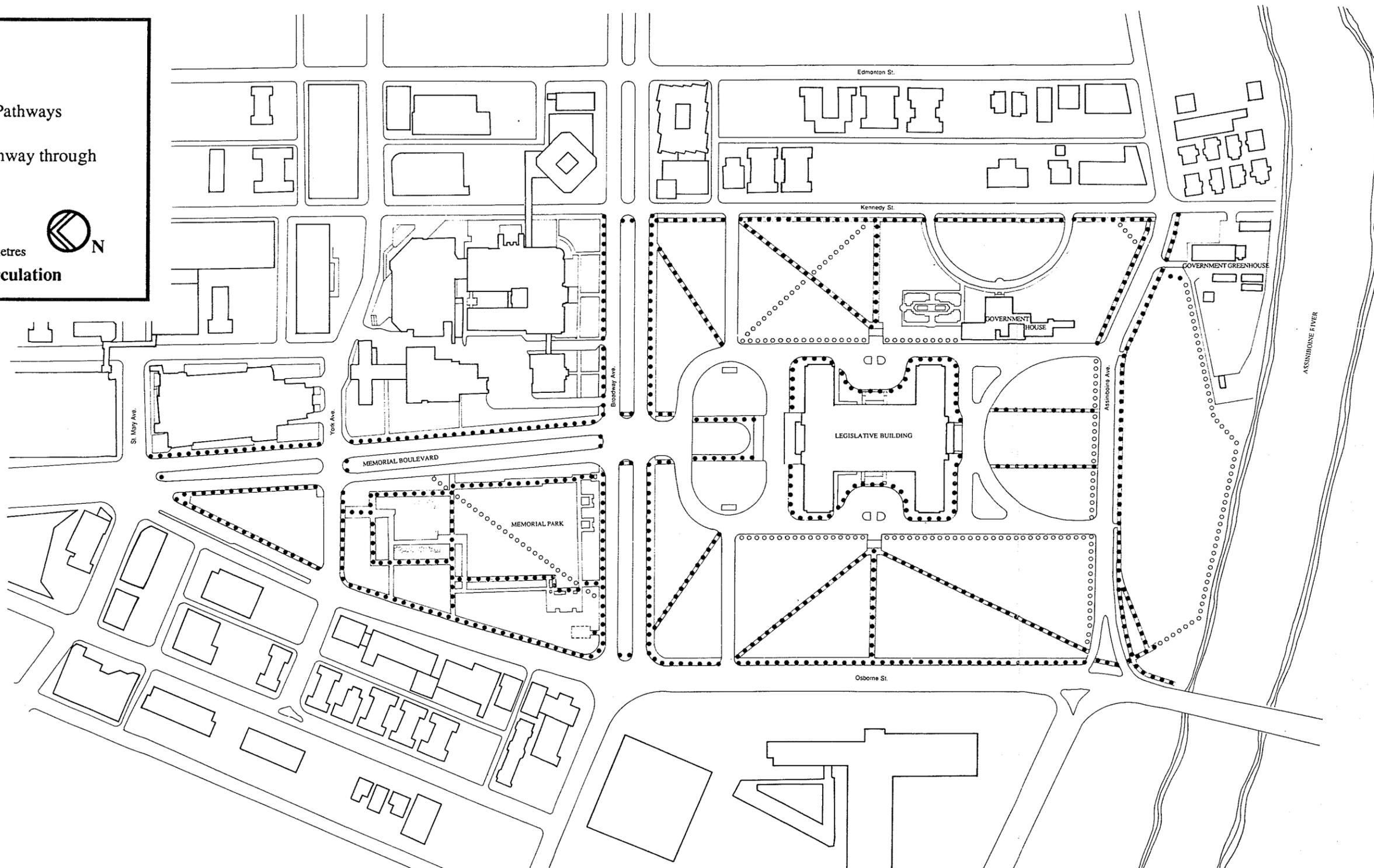
● ● ● Existing Pathways

○ ○ ○ Worn Pathway through Lawn

SCALE: 0 25 50 metres



Map 8: Pedestrian Circulation



## THE MANITOBA LEGISLATIVE GROUNDS

## SITE INVENTORY

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#### 4.3.4.c Handicap Access

Handicap access is an important issue that must be dealt with throughout the site. The entrances to the Legislative Building have been dealt with, but the remainder of the site is yet to be established as handicap accessible. As stairs up to the east and west terraces do not have ramps, handicapped individuals are required to maneuver up the vehicular drive to access the handicap entrances of the Legislative Building. Handicap accessibility must be provided at these points as well as down to the riverbank.

#### 4.3.5 Maintenance Problems

There are a great deal of problems the maintenance crews have to deal with on a daily, monthly and yearly basis, in order to keep the Legislative Grounds at the visually pleasant level desired.

The present condition of the Grounds appears to be better than it actually is. There is a problem with older plant material that must be replaced throughout the Grounds. There is also the problem with dutch elm disease, and this has created a strong need for the replanting of trees on the Legislative Grounds. A replanting scheme is being implemented, presently, with a variety of tree species, so as not to arrive at the same problem a century from now with another tree species and another disease. It is important to replant these trees as soon as possible so that the Grounds do not end up treeless once the Elm trees begin to die in great numbers. A treatment is presently being used which delays the effect of the dutch elm disease and buys some replanting time for the Legislative Grounds.

The maintenance of the existing vegetation is important to achieve a proper appearance of the Legislative Grounds, and regular pruning and watering is essential to do so. The irrigation system on the Grounds is an important maintenance element. The present irrigation system is installed on various parts of the Legislative Grounds. The majority of the system pumps water from the Assiniboine River through this irrigation system, but the remaining areas are connected to the City of Winnipeg water supply and require hand watering. It is important to upgrade this irrigation system to assure that all the vegetation on the site receives adequate water.

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The maintenance of the lawn is another problem dealt with on the Grounds. The general appearance of the site depends on the height of the lawn on the Legislative Grounds. A regular cutting pattern is established to insure that each portion of the site is cut weekly in order to maintain its manicured appearance.

Snow removal is a problem the maintenance crews face almost daily in the winter months. Areas for snow dumping are limited and with the increasing development of the riverbank, the use of the riverbank and riverbank park for snow storage will be limited, if available, at all. This must be considered, and budgeted for, for other arrangements must be made for the transportation and the dumping of snow at alternative locations. Snow clearance on the pathways and drives affects the circulation of the site, and also affects what areas are accessible in the winter months. This effects the visibility and safety during the winter months, and as well, the views from the Assiniboine River up to the Legislative Building and Grounds.

The Government Greenhouse is an important part of the Legislative Grounds and it should play a more significant role. The Greenhouse does not have to be seen as a maintenance building located on the Legislative Grounds. It can be developed as an important element on the Grounds for the public to admire, and perhaps visit. The Greenhouse is essential for the Grounds to be maintained at the high standard they are. The new Greenhouse allows the plants that are placed in the Legislative Building and on the Legislative Grounds to be grown and experimented with, in order to create new, hardier varieties.

#### 4.4 GEOPHYSICAL CONDITIONS

##### 4.4.1 Riverbank Stability

The stability of the riverbank is important to analyze when considering development on or adjacent to it. The riverbank on the Legislative Grounds has been studied by the Provincial Government and was found to be relatively stable, except for a very small portion of the bank against the waters edge, on the western half of the site. There are three levels of

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riverbank from Assiniboine Avenue to the Assiniboine River, and they should not be overlooked when a design is completed for the area.

The regulations from this study were: to protect tree growth on the riverbank, to maintain existing elevations on the bank, to prohibit backfill or the placement of earth on the bank, or anywhere near it, and lastly to acquire a permit from the Rivers and Streams if constructing anything within 300 ft. of the riverbank.

Another government study is presently being completed for the riverbank area and as well, a geotechnical study is being done by a consulting firm, in order to determine the stability of the riverbank for its future development.

#### 4.4.2 Drainage

The slope of the site is essential to consider to achieve the best possible drainage for the site. The site was well designed in this respect. The Legislative Grounds slope down from the Legislative Building, which allows the water to run away from the Building into the street sewers, and as well downward towards the riverbank, so as not to cause serious puddling and damage to the built environment or to the surrounding vegetation. Any change on the site would have to consider the drainage of the site and the negative effect it would have on the Grounds directly adjacent to the Building, and other areas of the site.

The Analysis Map allows us to analyze the existing aspects of the site that effect the conceptual development of the Master Plan . It defines the edges, the nodes, the axes, and the focal points of the site. The landmarks and footprints of the past, are located on the map as well, for possible integration into the future development of the site. (Map 9.)

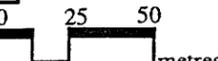
#### 4.5 SUMMATION OF SITE CHARACTERISTICS

The existing conditions of the Legislative Grounds must be addressed in order to be resolved, and to achieve an appropriate long term development plan.

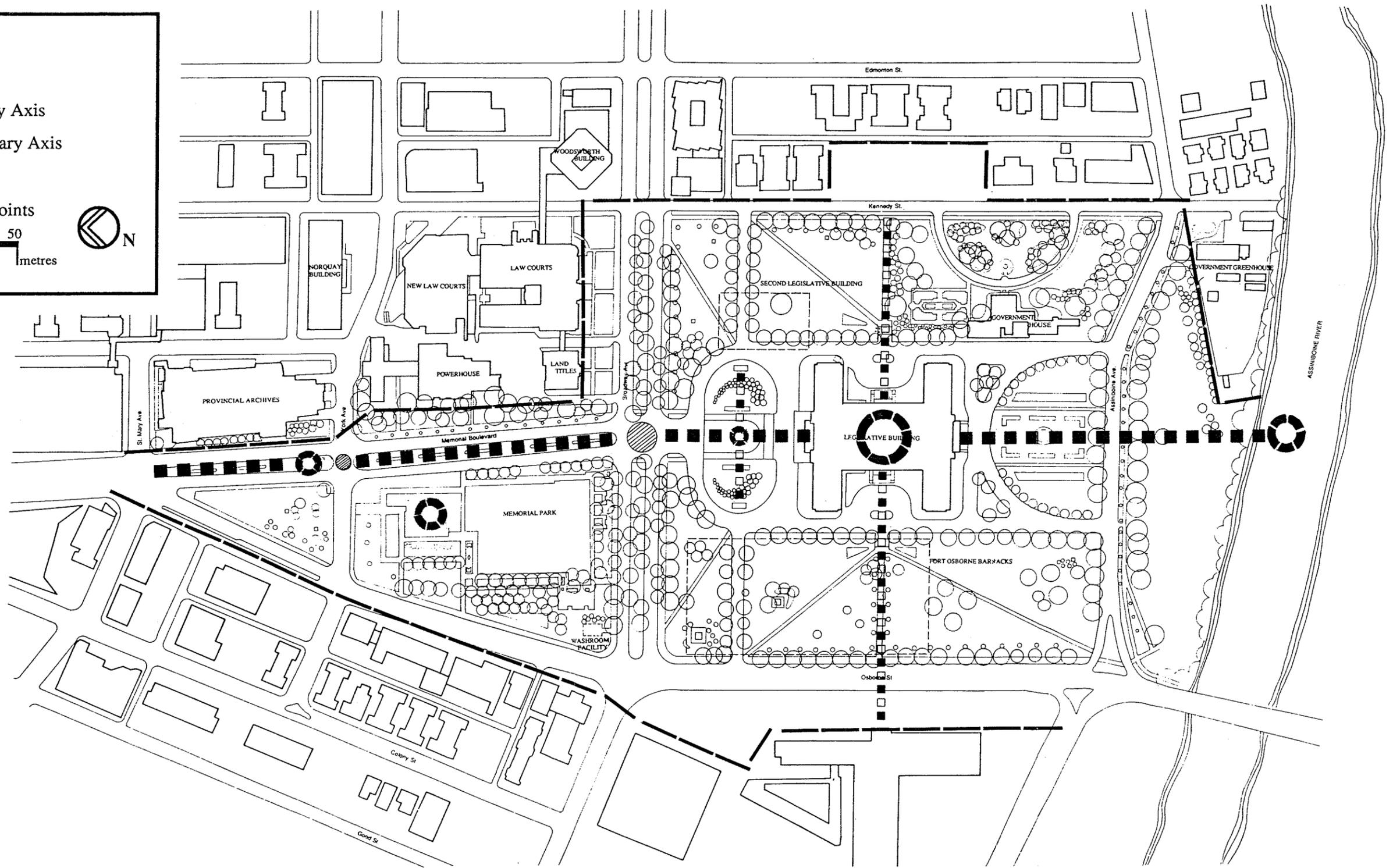
The context of the site must be integrated with the Legislative Grounds. A relationship must be established with other built structures in the immediate area. A link should also be created among the government buildings within the immediate context. Integration must

**LEGEND**

-  Edge
-  Primary Axis
-  Secondary Axis
-  Nodes
-  Focal Points

SCALE:  metres

Map 9: Analysis 



# THE MANITOBA LEGISLATIVE GROUNDS

# SITE ANALYSIS

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occur through axial extensions into the surrounding environment to emphasize and direct the views to and from the Legislative Building. The definition of views can be achieved through landscape elements such as vegetation, and lighting.

The use and the linkage of each of the zones identified about the Grounds must be restructured to achieve the ideal monumental image on the site. The use of each of the zones must be structured and the activities that are to occur on them must be defined. The linkage of these zones must be explored in order to create one unified Legislative Grounds area.

The existing elements on the site, and the analysis of them allow the past, the present and the future image of the Grounds to be interrelated.

The problems on the site must be analyzed closely, and resolved. The image of the site must begin to change through the design of the Grounds, in order to create a monumental symbolic image. The image of the Grounds can also be altered through the resolution of other problems on the site.

The social problems including safety, loitering and vandalism must be addressed. The safety on the site must be assured. Through the use of lighting, an increase in security, and more activity on the Grounds, this could be achieved.

The functional problems such as parking, monument placement, and lighting placement effect the daily operation, as well as the physical appearance of the Grounds. It is important that adequate parking facilities be provided for the employees and the visitors to the Grounds. A design strategy should be developed for the placement of monuments on the Grounds in order to achieve an ordered, memorial landscape. The lighting of the Grounds must be enhanced both for safety and for the aesthetics of the site.

The circulation of the Grounds, for both vehicles and pedestrians must be adjusted in order to allow for a more clearly defined hierarchy. This should be a hierarchy that would allow the Legislative Grounds to be used predominantly for pedestrian circulation while allowing vehicular use. This would create a very different atmosphere on the Grounds. An atmosphere that would allow it to become a people place, and no longer allow it to be used as a vehicular thoroughfare.

The maintenance of the Grounds is essential for an improved image of the Grounds. The maintenance of the site must be addressed far more rigidly, and a set of guidelines must be established in order to direct the future development of the Grounds.

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# CHAPTER V

## CONCEPTUAL DEVELOPMENT

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## 5.0 CONCEPTUAL DEVELOPMENT

In this chapter the problem and analysis factors from the previous chapter will be discussed, and resolutions to these problems will be identified. These resolutions, and along the conceptual framework developed, will be used in combination to define the Master Plan.

### 5.1 IMAGE

The image of the site is ultimately effected by all of the problems previously stated in Chapter Four. By resolving these problems the image of the Grounds will improve, to the extent that they will express the prestige, the grandeur and the symbolism they should.

It is important that the Grounds portray a distinct image in Winnipeg's urban fabric. The Grounds must be designed to emphasize an image of monumentality. They must be designed and detailed in an appropriate manner to allow this image to be portrayed. In order for the Legislative Grounds to work within Winnipeg's urban fabric, they must begin to extend their axes outward from the Legislative Building. They must begin to reinforce the relationship between the Legislative Building and significant symbolic elements within Winnipeg's urban fabric. Through the extension of these axes, the Grounds begin to shape their surrounding environment.

The design strategy developed for the Legislative Grounds, the implementation of formal and informal areas, the elements used to create the design, and the program of activities incorporated into each zone will allow for the greater reinforcement of the internal links on the Grounds, and as well, the external relationships that integrate them with the rest of downtown Winnipeg. This design strategy will aid in reinforcing the symbolic, monumental image that is presently lacking within the Grounds.

#### 5.1.1 Context (Fig. 32.)

The north-south and east-west axis which extends from the Legislative Building and Grounds should extend outward into Winnipeg's downtown urban fabric. This would aid in

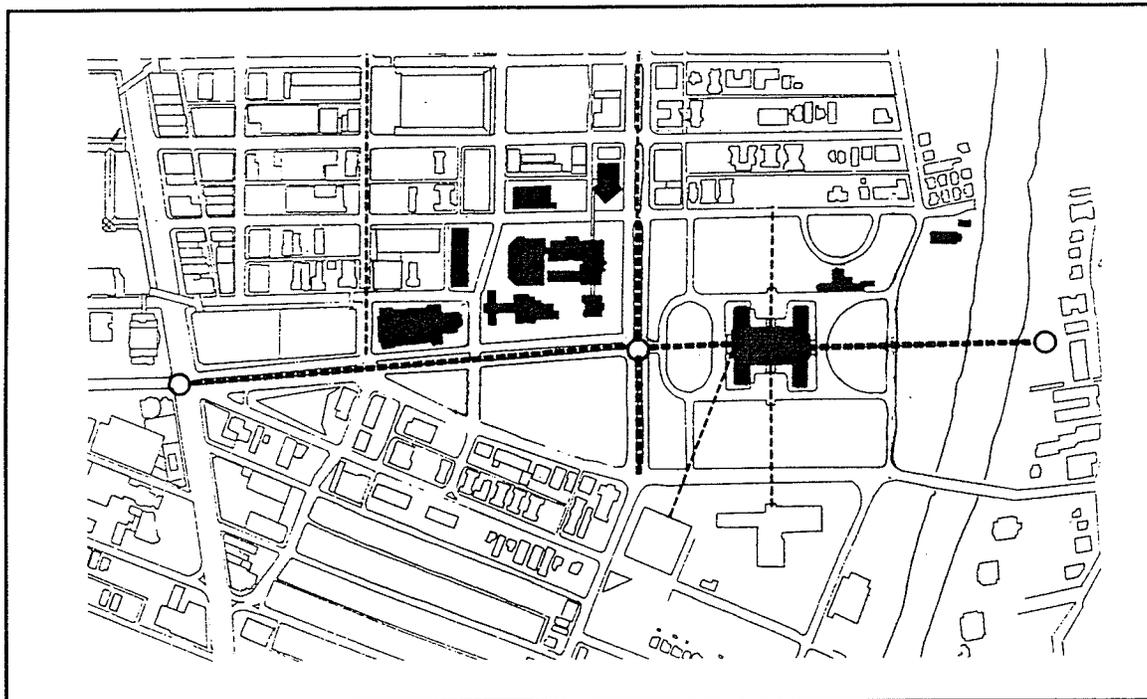


Figure 32: Context of Legislative Grounds

Source: Dei Cont

defining and shaping the surrounding environment so the entire downtown area functions as one unit. The urban fabric in downtown Winnipeg must be planned, extensively, so its future development is directed.

The government buildings about the Legislative Building should be both, physically and visually, linked together to create a "government zone". This could be achieved through the use of similar building materials, and similar landscape elements such as paving, planting, and street furnishings.

It is important that more regulations be instated and enforced, for example zoning regulations and height restrictions, to ensure the appropriate context remains to define the edges of the Legislative Grounds.

#### 5.1.2 Linkage of Spaces (Fig. 33.)

The linkage of the zones is important to amalgamate the areas that appear to partition the Legislative Grounds, presently, and create spatial continuity. In order to link these zones

a focus should be on the transition points at Broadway Avenue and Assiniboine Avenue. Broadway Avenue would link the north side of the immediate Legislative Grounds to Memorial Park and Memorial Boulevard, and Assiniboine Avenue should link the south side of the immediate Legislative Grounds to the Riverbank Park and to the Government Greenhouse.

Broadway Avenue because of its historical significance, must be analyzed in a larger context. Broadway Avenue has a terminus at Main Street where the Via Rail Train Station acts as its eastern focal point. The Legislative Grounds should act as the opposite focal point on the west side of Broadway Avenue at Osborne Street where Broadway Avenue changes character, and continues on to Portage Avenue. The entire character of Broadway Avenue should change as one approaches Kennedy Street from the east. One must be able to immediately acknowledge the entrance on to the Legislative Grounds; an entrance into a symbolic area. This should also occur once one approaches Osborne Street and Broadway Avenue from the west. Formal gateways can be created at these points to emphasize these entry points, through the use of bollards, lighting, paving patterns and vegetation. The entire

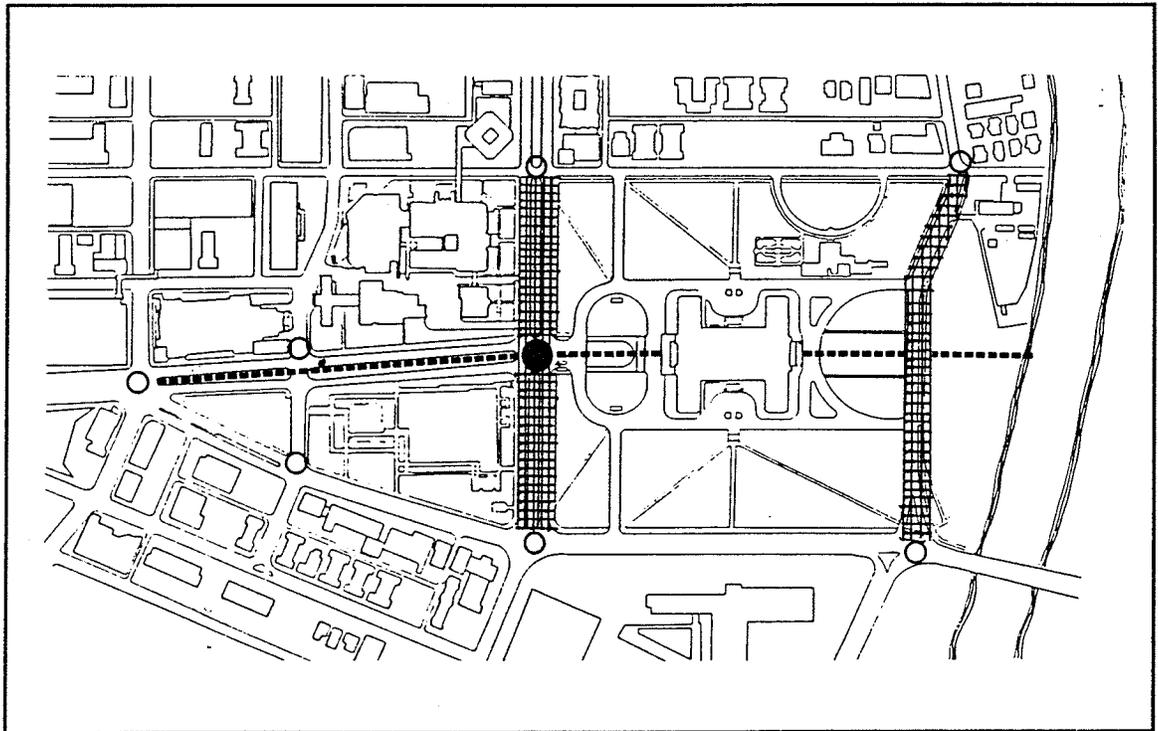


Figure 33: Linkage of Zones  
Source: Dei Cont

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Avenue between Kennedy Street and Osborne Street should be treated differently than the remaining portion to Main Street. Through the use of a variety of paving and through the use of different tree species and the spacing of trees, this could be achieved. The transition points at the periphery of the Grounds at St. Mary Avenue, at York Avenue, and at Assiniboine Avenue, should be treated similarly, but in a more subtle fashion than the Broadway Avenue intersections.

The intersection of Memorial Boulevard and Broadway Avenue is the most important intersection on the Legislative Grounds and should be acknowledged as such. This intersection should be a major focal point on the Grounds. This intersection must be designed to create a visual focus for the Grounds. This can be done through the use of a significant central element such as a commemorative statue, or a fountain, and through the use of detail elements such as vegetation, paving, lighting, banners and bollards. At this intersection a distinct symbolic pedestrian connective link should also be established in order to move people from Memorial Boulevard onto the immediate Legislative Grounds, and towards the Legislative Building.

Assiniboine Avenue can be treated in a more subtle manner. Historically, it was meant to be a quiet drive along the riverbank, that linked the Legislative Building to the Assiniboine River, and that might well be re-established. There are several options for the treatment of Assiniboine Avenue.

1) It could be closed entirely, and the south side of the Legislative Grounds and the Riverbank Park could be linked together with a pedestrian promenade, which would enhance the entire area, and allow easier pedestrian access to the riverbank. This promenade would only be accessible to emergency vehicles and service vehicles.

2) The traffic that moves along Assiniboine Avenue could be slowed down by curving it towards the south facade of the Building. This would allow the previously proposed historical scenic drive to be created and would also create a large expanse of land from the south drive to the Assiniboine River that would connect and link the south side of the Legislative Grounds to the Riverbank Park.

3) The street could be retained but transformed into a public urban space, with a focus on pedestrian movement. It could become a large urban plaza that allows one-way vehicular traffic to move through the pedestrian traffic at a very slow speed. The speed of the vehicles

could be controlled through the use of a variety of paving materials and speed bumps.

Each of these solutions would remove, or significantly reduce, the traffic on Assiniboine Avenue within the Legislative Grounds and would create a safer pedestrian environment and would enhance the views on the south Grounds.

### 5.1.3 Usage of Spaces (Fig. 34.)

The use of each of the zones on the Legislative Grounds should be identified. The Grounds should provide for both formal and informal areas, so as to accommodate activities likely to occur within them, and to minimize conflicts. This will allow the different uses of the site to be accommodated, and still allow the Legislative landscape to portray the image it should. Solely, visual access to certain formal areas of the Grounds would restrict visitor and tourist access, and allow for their preservation.

The formal areas of the site should likely be the immediate Legislative Ground Area, Government House, and along Memorial Boulevard. These formal areas could be designed and activities programed in order to achieve a more rigid, formal appearance and character.

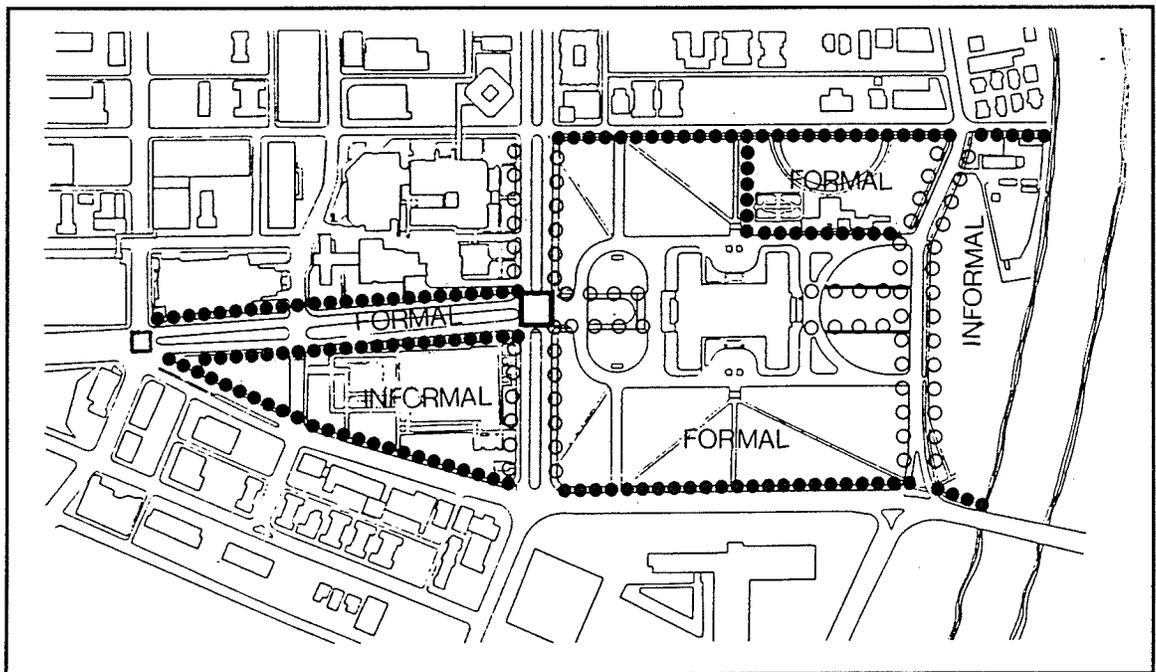


Figure 34: Usage of Zones

Source: Dei Cont

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The informal areas of the site should likely be the Riverbank Area, and Memorial Park. These informal areas could be designed with greater flexibility and allow for a larger range of both design elements and materials, and as well, contain a greater variety, and a more flexible program of activities.

The immediate Legislative Grounds should be better defined on both the east and west sides, through the use of vegetation, to appear as a landscape distinct from its surrounding built environment, such as the adjacent Great West Life Buildings. It is important that the Grounds become more visually oriented, and a focal point on its own without the distractions of the surrounding built environment. The landscape should reflect a quiet charm and dignity, a formal symbolic image, just as the Legislative Building does. It should be a formal style landscape that complements the period and the character of the Building. The area in front of the Legislative Building, must be revised to allow more public gatherings and events to occur within it; to allow it to become a more concentrated and formal ceremonial gathering space. The upper and lower terraced areas beneath the grand staircase should become large hard surface formal plazas. This area, through the use of grand water elements, such as a pond and fountains, and as well, benches, lights, and vegetation, could bring greater definition to both the primary north-south axis, and the secondary east-west axis connecting the stairwells within the front oval. This would enhance the facade of the Legislative Building and create a significant entry way. This large plaza allow for easier pedestrian movement through the northern portion of the Grounds, and as well, resolve the safety hazards for those who gather for the public events on the drive at the base of the large stairway.

Government House and its Grounds should be designed in a formal, symbolic fashion, in order to achieve a greater monumentality and presence on the Legislative Grounds. Government House and Grounds should portray the grandeur and the prestige the Legislative Building does, but only on a smaller scale.

Government House must begin to reinforce the fact that is an historic landmark, in downtown Winnipeg. If trespassing and unwelcome guests are a primary concern on the Grounds, visual access for the site should be enforced, and an appropriate gateway structure and security system should be in place, to restrict access to the site. The gates should be in context with the period, style of the architecture of Government House and of the Legislative Building and should complement the material of the Building. The use of tyndall stone and

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wrought iron for these gates would be appropriate at both the entrance and the exit of the drive, and would convey a sense of entry and ownership; the sense of "privacy" versus being "open to the public at all times". Along with this detail, the Grounds, themselves, must be reorganized. The annual and perennial flowerbeds must be designed to be seen from a distance, if Government House and Grounds become, solely, visually accessible, as well as to be admired and enjoyed by invited guests who visit Government House. The design details, such as the paving stones, and lighting and other materials and elements used on the site, should be in keeping with those originally placed on the Legislative Building and Grounds, for we cannot lose the irreplaceable historical details on the site in an attempt to satisfy our present functional needs, which are constantly changing.

Memorial Boulevard should be designed as a grand promenade, "A Mall", in order to emphasize the approach from the city. It should be a promenade, suitable for both pedestrian and vehicular movement, in order to direct the view and physically link the mall to the main entrance of the Legislative Building. The edges of the mall should be defined by linear tree planting, light standards, and monuments. These elements should be placed along the central line of the Boulevard for the public to appreciate as they stroll along this ceremonial promenade. There should be a removal of any signage that would obstruct the view to and from the Legislative Building. Signage should be designed especially for significant areas such as the Legislative Grounds in order to be integrated into the overall design strategy. The mall should have a pedestrian focus and scale, and should include the appropriate banners, flags, lighting, and vegetation to create such an effect. Vehicular traffic should be limited, and the parking along the Boulevard should be restructured, and broken into sections for parallel parking, so as not to clutter the area and obstruct the views. Water elements, such as small fountains, along the promenade would animate the mall, and attract the public while reinforcing the relationship between the Legislative Building and the Assiniboine River. The cenotaph on the boulevard should be enhanced to allow for a larger gathering area at the base of it. This is important for special ceremonial occasions such as Remembrance Day. A ceremonial promenade could be created with greenery, seating, paving, water elements, lights, flags, and monuments, and would create a people-oriented place, that would link Portage Avenue, St Mary's Avenue, York Avenue, and Broadway Avenue to the Legislative Building and Grounds. This development could continue through

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the Legislative Grounds, to Assiniboine Avenue, and the proposed Assiniboine Riverbank redevelopment, by continuing the similar use of the elements used on Memorial Boulevard.

The informal areas of the site should be Memorial Park, and the Riverbank Park. These areas should be given compositional freedom, in terms of the creation of urban public open spaces. Informal areas should be structured in order to encourage active recreational activities as well as passive ones. The design of these areas should contain similar elements as the formal areas of the Grounds but could be more informal in structure.

Memorial Park and the traffic island adjacent to it would also be enhanced to be both a soft and hard surface park area, that could be used for a variety of activities and events. Memorial Park should be better established as a multi-use park and plaza to satisfy a number of needs. A small amphitheatre might be located in the park. It would be a useful feature for demonstrations, as well as recreational events, such as small concerts or lectures. Some seating and lighting about the park would also enhance the space and provide a more inviting presence for those who wish to sit and enjoy the surrounding atmosphere. It should truly become a "Memorial Park", and should be structured so that a variety of monuments and memorials could be incorporated into the park area. The Hydro Fountain area should be renovated to allow for a more usable fountain area. The vegetation presently surrounding it must be removed in some areas, in order to allow greater visual and physical access from both the park and the surrounding area.

The triangular traffic island must be linked to both the Memorial Boulevard and Memorial Park. It must be designed as a unique area in order to attract the public's attention, yet it should contain similar landscape elements as the ones used in Memorial Park and the other areas of the Legislative Grounds. Landscape elements such as unified paving details, styles of lighting, and furnishings, so the link to the Grounds is reinforced. The pedestrian access to the triangular island park area must be improved so it can be approached with ease, and appear as part of Memorial Park and Boulevard.

The riverbank park area should be the most informal area of the Legislative Grounds. This park area must accommodate a number of activities, and act as a transition zone between the Assiniboine River and the Legislative Building. A link should be established for the south side of the Legislative Grounds to the Assiniboine River that would extend the north-south axis and would reinforce the axis created by Memorial Boulevard through to the Assiniboine

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River. It is important that the view of the south facade of the Legislative Building to the River be enhanced, and similarly, the view of the Assiniboine River from the south side of the the Legislative Building be opened up. This can be done by removing some vegetation on the riverbank. By introducing water elements such as fountains and reflecting ponds, onto the south side of the Legislative Grounds, the relationship between the Legislative Grounds and the Assiniboine River can be reinforced, in a formal manner to complete the north- south axis.

The riverbank park area could be designed in order to include pathways and seating areas, a docking facility, and a large area of flexible green space. It could also include the display of the experimental garden and other horticultural displays that are presently located adjacent to the greenhouse. This entire area should have both a winter and a summer focus. An active recreational area should be developed during the winter months, with the essential amenities provided, to allow greater use of the Grounds. Easier access and the proper warm up facilities for those who wish to take advantage of the skating on the river and cross-country skiing along the river bank, would encourage greater use of the area. Winter festivals and carnivals and other such activities, should be encouraged just as they were in the past to draw the public to the Legislative Grounds in the evenings and on weekends.

## 5.2 SOCIAL

The social problems that exist on the site, directly effect the image of the Grounds, and they must be resolved. This problem must be addressed from a number of areas. Firstly through a change in the structure of the Grounds and the design details within it, and secondly, by a change in attitude towards the Grounds, by both the employees of the Legislature, and the general public.

### 5.2.1 Safety

The Grounds must be redesigned to create a safer environment and to allow greater visual access to all the areas of the site. The vegetation must be planted in a fashion that allows

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visual access to all areas of the Grounds. The lighting must be increased, both in intensity and in placement, to encourage more use of the area in the evenings. By increasing the numbers of people who use the Grounds in the evenings, the area will be perceived as a safer environment.

### 5.2.2 Loitering

Loitering is a very difficult social problem to deal with, and one that many areas in Winnipeg are attempting to resolve. In this particular situation, it is important that we concentrate on the resolution of the other problems on the site, and through the process of resolving those problems we then slowly will begin to resolve the loitering problem. It is important that we change the atmosphere of the area, and create a very well lit, public space that encourages pedestrian movement both day and night. This will remove the uninviting image the Grounds presently portray. By creating "a people place", we remove the seclusion, and disrupt the present unpleasant activities on the site.

### 5.2.3 Vandalism

The vandalism on the site can be dealt with in a similar fashion. If a welcome environment is created that is well lit and well used, the image of the site will change. The more emphasis that is placed on the image of an active public site the more direct effect there will be in reducing the vandalism that occurs on the site.

## 5.3 FUNCTIONAL

### 5.3.1 Parking

The inadequate parking facilities on the Legislative Grounds have become an extreme problem that effects the future development of the site. It is a problem that requires immediate attention, and must be addressed before any other issues can be resolved, or any

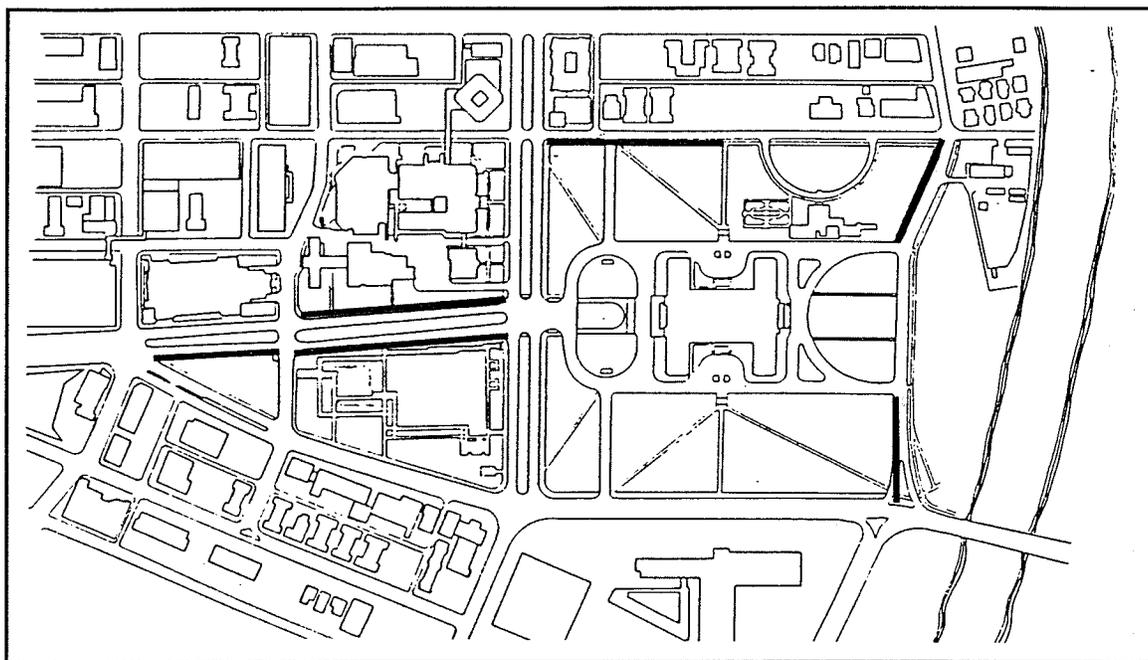


Figure 35: Surface Parking on the Legislative Grounds

Source: Dei Cont

Master Plan can be developed. There are several parking options available that would help resolve the present problems on the site.

1) Surface Parking on the Legislative Grounds- (Fig. 35.)

The reorganization of surface parking on the Legislative Grounds is important in order to remove some of the vehicles from key areas of the site, to accommodate provincial employees, and, to provide easily accessible parking for the visitors to the Legislative Building and Grounds. This reorganization must be done in conjunction with the Kennedy Street lot and other provincial lots in the area. The area where the Kennedy Parking Lot is presently located is an ideal site to develop for the Legislative Building employee parking. This lot, which is immediately east of the Legislative Grounds is a comfortable distance for the employees of the Legislative Building. This parking area should be re-designed, in order to be visually hidden from the Legislative Grounds. This shift in parking creates a problem for the provincial employees of the surrounding government office buildings who presently use the lot. These vehicles must be dispersed to other parking lots about the area. The creation

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of smaller, visually hidden, parking lots dispersed about the downtown area, where land can be acquired, would aid in resolving this parking situation. This would also allow the vehicles that park on the main drives to gradually move off the Legislative Grounds, especially in areas where the views and pedestrian flow are obstructed. In order to allow visitors and tourists to access the Grounds, easily, street parking should be allowed along Memorial Boulevard, and on Assinboine Avenue, at the Osborne Bridge and at Kennedy Street. This street parking must be designed and re-structured so as not to obstruct views, or detract from the image of the Grounds. The ideal street parking design would be to indent areas, off of the streets, for angled or parallel parking, where vegetation, could be used to enhance the areas, and visually hide them from the remaining areas of the Legislative Grounds. This would resolve some of the parking issues on the Grounds and enhance the tourism possibilities, as well.

The tour buses, that are destroying the appearance of the Legislative Grounds, should be allocated to areas off the immediate Legislative Grounds for parking. The area on Kennedy Street from Broadway Avenue to the east walkway of the Legislative Building would be an appropriate area to allocate the buses after the passengers are dropped off at their destination. The couriers and the media should be allocated parking spaces, in an adjacent parking lot, or along Kennedy Street, as well, so they do not disrupt the pedestrian and vehicular circulation by abandoning their vehicles wherever they see fit. The media vehicles with heavy equipment could drop it off at the Building before parking in the designated areas.

## 2) Above Ground Mixed-Use Structure on Kennedy Street Site- (Fig. 36.)

The creation of an above ground parkade and government office building structure on the present Kennedy Street parking lot site, is another seemingly expensive but in the long term, a financially feasible option to consider. A mixed-use structure with several levels of parking and a couple of levels of government office space, could be built on the existing provincial parking lot site on Kennedy Street. The structure, with a maximum of five stories, would supply, approximately, 300 parking spaces, which would adequately supply parking for the employees of the surrounding government buildings, and as well the visitors and tourists to the area. This structure could be linked to the Legislative Building, and eventually to other government office buildings in the area through an underground pedestrian system.

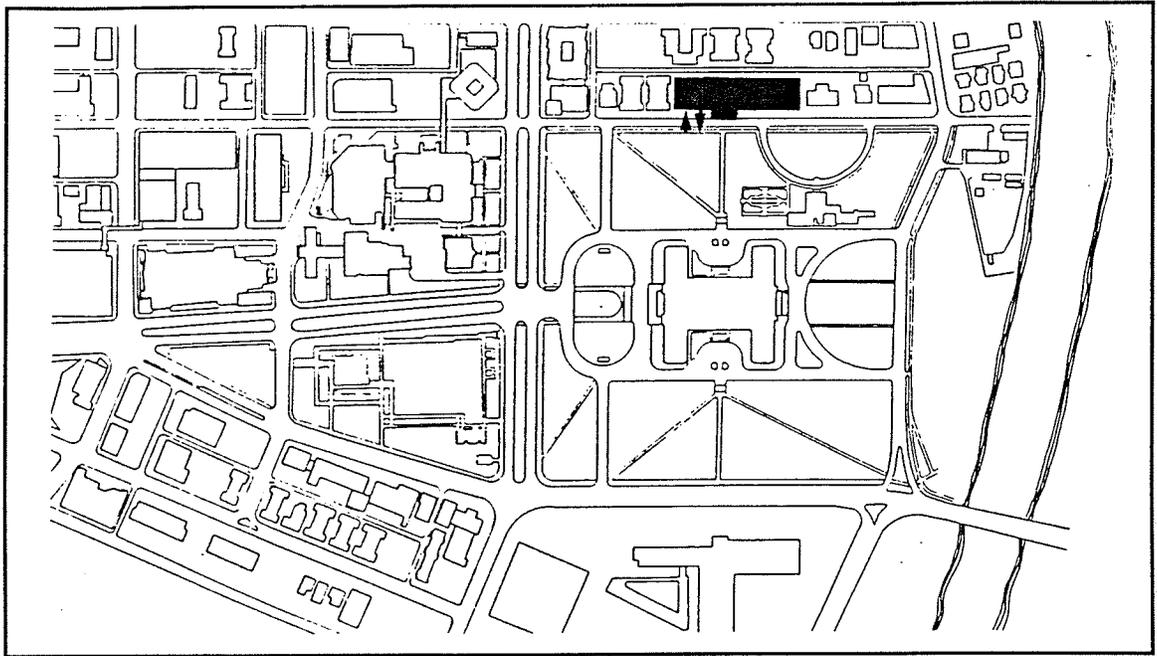


Figure 36: Above Ground Mixed-Use Structure on Kennedy Street  
Source: Dei Cont

This would provide the province with a parking facility, for employees and for visitors, that would be cost efficient, adjacent to the Legislative Building for easy access, and would help remove some of the vehicles from the area about the Legislative Grounds. The mixed-use structure developed should relate, visually, to the east axis of the Legislative Building and to the wall of buildings on Kennedy Street, in terms of design, structure, height and materials.

### 3) Underground Parking System- (Fig. 37.)

An underground parking system could be developed adjacent to the Legislative Building. A two part- three level system could be developed to satisfy the present parking needs. This underground parking system would include two separate parking areas, one for Legislative Building employees and guests, and one for service vehicles, such as, the media, couriers, and delivery vehicles. The three-level structure beneath the south side of the Grounds could be designed for approximately five hundred to six hundred people, and would adequately accommodate, the Government employees, the visitors to the Legislative Building and Grounds, to Government House, and the Government Greenhouse.

The underground parking concept could be expanded to create what the province of

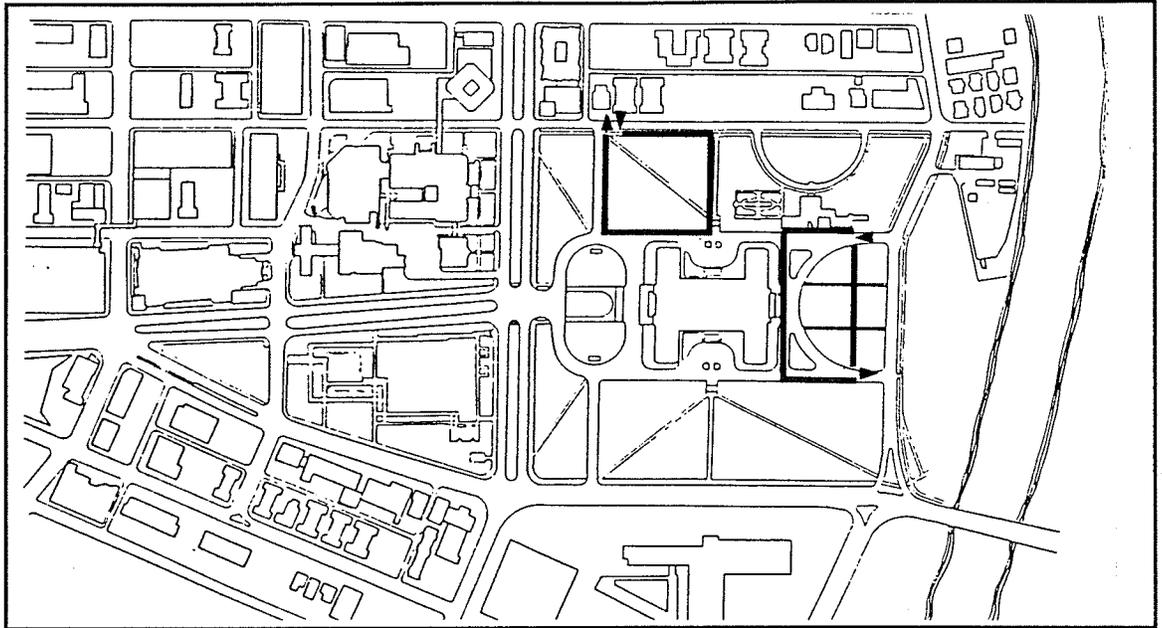


Figure 37: Underground Parking System

Source: Dei Cont

Alberta has created; a parkade with an underground pedestrian pathway connected to the Legislative Building and to other government buildings in the area. This underground parking structure and underground pedestrian walkway, although expensive to construct, would be financially feasible in the long term. It would allow for a convenient, and easily accessible parking area, and a comfortable pedestrian link to other government buildings in the area which would be quite suitable for Winnipeg's climatic conditions. This would also allow the surface of the Legislative Grounds to be developed for, solely, pedestrian circulation.

### 5.3.2 Lighting

The lighting must be improved on the Legislative Grounds. It must be enhanced considerably, and extended throughout the entire Legislative Grounds, from the edge of Memorial Boulevard to the Assiniboine River. The area must be well lit in order to allow people to participate in activities on the Legislative Grounds in the winter and in the evenings.

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The lighting would not only add a sense of safety, but it would help to define many of the areas about the Legislative Grounds. It is important that the spacing of the light standards be improved and the intensity increased in the parking areas and along the pedestrian pathways in order to create a safer atmosphere. The lighting on the Grounds can be used in a variety of ways to enhance the spaces on the site, both at night and through the different seasons.

### 5.3.3 Monuments (Fig. 38.)

A strategy and guidelines should be identified for the type and placement of monuments placed on the Legislative Grounds before the Grounds become cluttered with inappropriate monuments. They must be set immediately for the monuments are placed on the Grounds with the understanding that they are permanent. The monuments that are found to be appropriate in subject, must be in keeping with the landscape within which they are set. This is in terms of design, in terms of the materials used, and in terms of their actual siting on the Grounds

There are two types of monuments, primary and secondary:

- 1) The primary type of monument should be placed on the immediate Legislative Grounds, and along the major points of the central axis of the Grounds. This type of monument should be a Provincial monument that commemorates events of Provincial, National, or International significance. It should commemorate Provincial, National or International events, ideas, or people that have affected Manitoba and its people, as a whole. It should be a monument that contributes to the history of Manitoba, so it has a strong meaning to all and can be learned from, now and in time. This type of monument, when placed on Grounds should be done so with great discretion, for the Grounds will, eventually, appear far too cluttered and the meaning of all the statues will then be lost, and as well, the aesthetics of the Grounds will be damaged.

It is important that the primary monuments placed on the Grounds have a distinct but subtle presence, in order to maintain the proper image. A focus toward figurative statues or elements is appropriate for these formal areas, immediately about the Legislative Building, and along the central axis.

2) The secondary monuments should be designed for the local monuments and dedications that represent the people, the ideas, or the events that are important to Manitobans as a whole, or to certain groups of Manitobans. Monuments representing local events, ideas and people that deserve recognition for their contribution to the lives of special cultural or social groups who lived or are presently living, in Manitoba.

The form these monuments take and their placement on the Legislative Grounds can be more informal. The remaining areas, especially Memorial Park and the Riverbank Park should be designed in order to accommodate these secondary monuments, dedications and commemorations. These Monuments could take on a different form than those of the immediate Legislative Grounds, perhaps, more artistic, more sculptural monuments could be used. They could be in the form of landscape elements that could be dedicated in the name of a person, or an event to be commemorated. These essential site elements could contribute

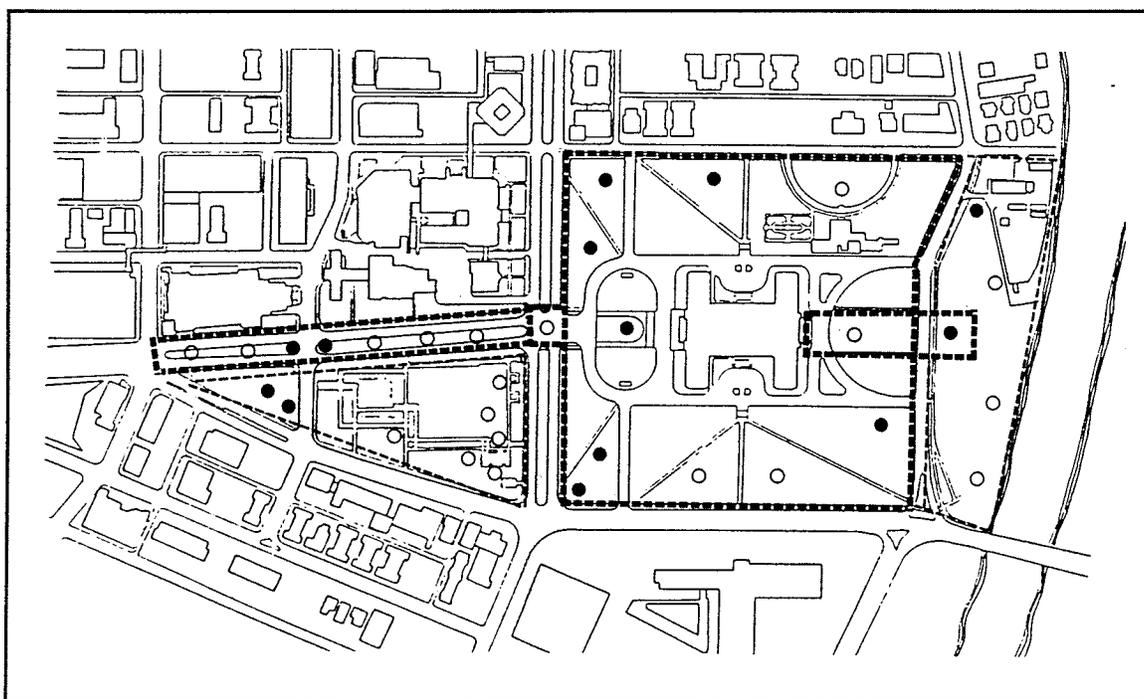


Figure 38: Monument Placement on the Legislative Grounds

Source: Dei Cont

- Existing Monuments
- Proposed Monuments

to the Grounds, as a whole, for example in the form of fountains or benches. Another possibility is to create dedication in the forms of engraved paving stones, each set in the Memorial plaza, or trees planted on the plaza that are dedicated to events, ideas and monuments can be more informal.

The guidelines must be set, and the design strategy must be implemented throughout the Legislative Grounds, and enforced, so that performance standards are kept and so that the central idea and the image is not lost over time. These monuments are placed on the Grounds permanently, as a mark for the future to acknowledge, and the strategy should reflect this. Since these monuments should not be removed, out of respect, these guidelines and the design strategy must be strictly enforced.

It is important to note that unexpected circumstances will arise that will not correspond to the proposed guidelines, or that grand opportunities will arise from these proposed guidelines, that were overlooked when the guidelines were written. The author suggests a small committee be set in order to rigidly enforce the proposed guidelines, and to ensure the placement of the monuments conforms to the Master Plan.

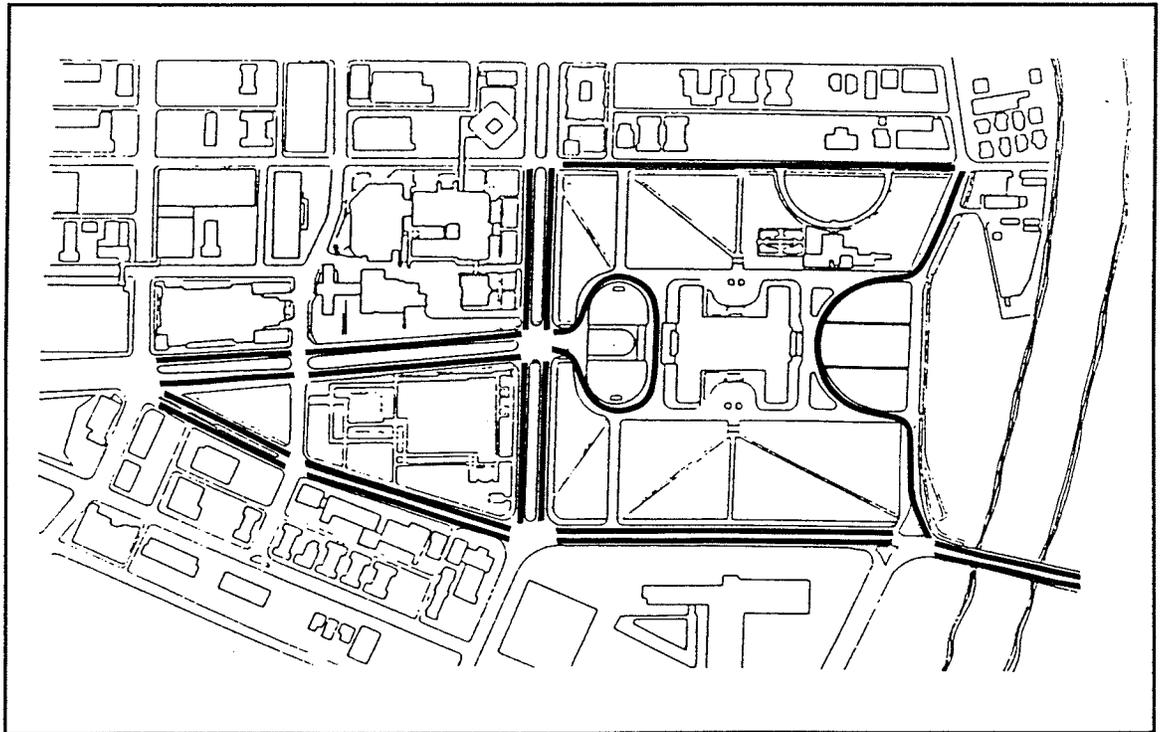


Figure 39: Vehicular Circulation with Underground Parking  
Source: Dei Cont

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## 5.4 CIRCULATION

### 5.4.1 Vehicular (Fig. 39)

Vehicular circulation must be altered in order to allow vehicles to move through the Grounds but only if they are required to do so to access the Legislative Building or the area that surrounds it, or they wish to tour the Building and the Grounds. The vehicular access to, and the drive through the Legislative Grounds must begin to be seen as a privilege, as a special scenic drive, and not as just another City street in downtown Winnipeg. The traffic must be slowed down throughout the Legislative Grounds. When entering the site the paving should change in color and elements should be provided on the road surface to slow down the vehicles, so the traffic is at such a speed that enables the driver to feel they're entering an important zone. This will allow the pedestrians the opportunity to appreciate the views, and will allow safer pedestrian movement through the Legislative Grounds.

The traffic studies are presently being completed for Assiniboine Avenue between Osborne Street and Kennedy Street in order to conclude which direction of traffic movement is most appropriate, in terms of emergency vehicle access, and for traffic impact elsewhere around the Legislative Grounds. Since Assiniboine Avenue is a provincially owned street and an important link for the Legislative Grounds, the vehicles should move in the direction that most adequately enables the daily functional circulation of the Building and the Grounds to be incorporated with the circulation patterns for ceremonial routes. The vehicular ceremonial routes must be identified with a distinct paving pattern and special signage in order for it to be perceived as such. The proposed Urban Plaza, that would link the south side of the Grounds, across Assiniboine Avenue to the Assiniboine River, would have to consider the accessibility to emergency vehicles moving east from Osborne Street.

When the underground parking is established, the ceremonial route and the scenic drive will be the only vehicular accessible areas on the site. In order to create a significant ceremonial route about the entire circumference of the Legislative Grounds, the traffic on Assiniboine Avenue would need to flow west.

#### 5.4.2 Pedestrian (Fig. 40)

The pedestrian circulation must be given a greater priority on the Legislative Grounds. The landscape must begin to be perceived as a pedestrian landscape that allows vehicular movement, instead of its present situation, which appears to be the opposite. This is important, not only for the safety of the pedestrians, but also for the enjoyment of the people who wish to use the space.

It is important to recognize the present pedestrian circulation flow, and design the pathways accordingly. One area on the Grounds that appears to be in need of a pathway system, before the underground system is implemented, is the area adjacent to the upper terrace drive. A pathway system could be constructed between the treeline and the drive so the pedestrian movement on the upper terrace has the opportunity to move off the vehicular drive when walking about.

There are several other areas on the site that appear in need, of either, a formal paved pathway, or physical obstruction, to disrupt the existing pattern of circulation. Two examples of these areas are, Memorial Park where a pathway is worn through the lawn towards The

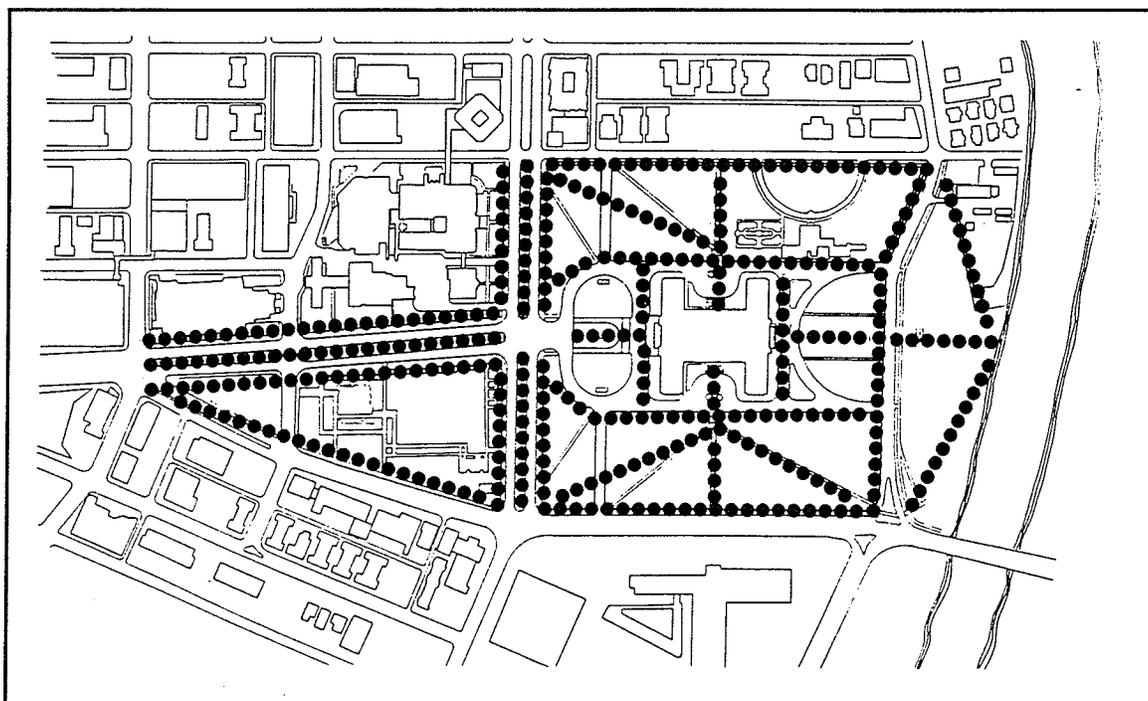


Figure 40: Pedestrian Circulation with Underground Parking

Source: Dei Cont

Bay, and on the south side of the Legislative Grounds where the lawn is worn, where the sidewalk ends abruptly. The present pathway system is well set out and links the major points through the use of normal and angled walkways. Sitting areas, along the pathways should be developed for those who are strolling about the Grounds and wish to sit and rest for a moment.

A pedestrian promenade that would link Portage Avenue with the north side of the Legislative Building, along Memorial Boulevard, and the south side of the Legislative Building to the Assiniboine River, would encourage pedestrian movement, for those wishing to explore the Grounds. Upon completion of the proposed dock, and promenade facilities, the pedestrian could arrive at the Assiniboine River dock by boat, and then move through the Grounds towards Portage Avenue, or alternatively could stroll through downtown Winnipeg, up Portage Avenue, along the Memorial Boulevard pedestrian promenade to the Legislative Grounds, and leave from the dock area by tour boat. This would give the pedestrian various options to explore, and would create an attraction for many tourists and visitors to the Grounds.

When underground parking is implemented the entire Legislative Grounds will be

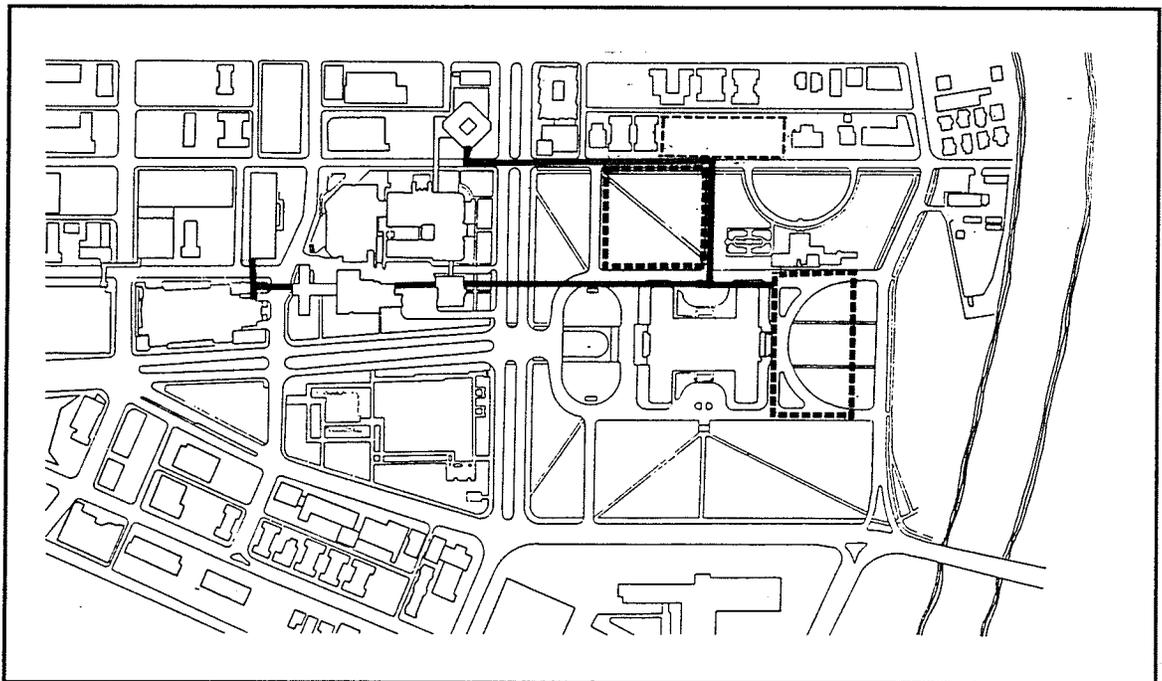


Figure 41: Underground Pedestrian Walkway

Source: Dei Cont

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oriented towards pedestrian circulation. The upper terrace about the Legislative Building will be designed as a grand pedestrian plaza, that will interconnect with the pedestrian promenade developed along the north-south axis.

One major problem for pedestrians in Winnipeg is the climate. Many cities have dealt with this problem by creating pedestrian links underground. An underground link could connect the Legislative Building to other government buildings in the area, and to the underground parkades, if they were implemented. These underground pathways need not be long narrow haunting tunnels, but could be enhanced walkways, with display areas, just as the province of Alberta has created, on their Legislative Grounds. A pedestrian walkway system that acts as an Art Gallery, or Museum. (Fig. 41.)

Handicap Access has been resolved for entrance into the Legislative Building but there still is little handicap access over a great deal of the Grounds. The stairwells about the Grounds must be rethought, in order to adjust to our present needs, and in order to provide an equally safe environment for those who wish to tour the Grounds in a wheelchair. The future riverbank park area and docking facilities must also include ramps for handicap access.

## 5.5 MAINTENANCE

The maintenance problems are often ones that result from attitudes towards the importance of the maintenance of the Grounds; the attitudes of both the general public and government employees. The maintenance of the Legislative Grounds should be a priority, in order to retain Grounds of the highest quality. The maintenance of the Grounds directly affects the image of the site, and that directly effects how the public perceives it. This, in turn, effects the respect the site receives and the way the Grounds are treated. It is important that a set of appropriate maintenance guidelines be developed and instituted.

The maintenance of the existing vegetation and the replanting of the new species, is very important, in order to maintain the lush green environment and the large canopies of trees we presently enjoy. The planting should also be used as a design element in order to define the edges and the spaces on the Legislative Grounds. A priority should be given to the native vegetation of Manitoba for the Legislative Building and Grounds represents the province of

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Manitoba.

The replanting on many of the areas of the Legislative Grounds has been difficult due to the structure of the present landscape design. The replanting on the circumference of the terrace is difficult because of the slope of the landscape. In order to replant in these areas the grassed terraced area should be re-landscaped and extended outward several feet around the entire Building. This would allow the replanting of trees to take place slightly further out on the terraced level. Also, this would provide ample room for their growth, and eventually, would provide the upper terraced area surrounding the vehicular drive with an area suitable for a pedestrian pathway, once the present Elm trees must be removed.

The irrigation system must also be revised in order to cover the entire Legislative Grounds Area. This would eliminate valuable time spent hand watering the areas where the irrigation system is not in place, and therefore allow the manpower, then available, to concentrate on more important, more detailed maintenance activities.

Snow removal on the Grounds is another significant matter that is often overlooked, in terms of procedure and in terms of budget. If the entire area is to be redeveloped for winter use, with scheduled winter activities along the Riverbank Park, there will be minimal area for snow placement anywhere adjacent to the riverbank, or on the Legislative Grounds. All of the parking areas, and all of the walkways will have to be cleared in order to allow the public to move through the space, and for safety reasons the snow in the adjacent areas should remain at a height that allows visibility over the snowbanks. This will enable the pedestrian to feel secure when moving about the Grounds, and as well, enhance the views towards the Grounds from areas off the site.

The Government Greenhouse Area should be redeveloped to allow the new Greenhouse, itself, to be a minor focal point on the Grounds; so the public can recognize its existence and appreciate the role it plays on the Grounds. Visual access for the Greenhouse and its garden area should be emphasized, while the visual access to the storage areas and to the maintenance equipment should be reduced. This could be done, and is presently done to an extent, with the use of vegetation, fences, and other landscape elements. It is important that this area be redeveloped using the appropriate materials, to achieve a character similar to other areas of the Grounds. This is important in order for the greenhouse area to appear as part of the Legislative Grounds, just as Government House and Memorial Park are. The

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quality of the design and its details should be maintained, no matter what the function of the building or the area. To allow the public to tour the Greenhouse and to stroll through the gardens, on a scheduled basis, would allow the public to gain an understanding of what is involved in the appearance and the maintenance of the Legislative Grounds. It would also be an attraction, for those interested in horticulture, and as well, for tourists and other important visitors to the Legislative Grounds.

The image of the site is effected, as well, by small details on the site, such as how elements on the site are used, how the small elements are maintained, by the quality of its design, and by the materials used in the implementation of the design. All of which have to work together in order to achieve the proper appearance and symbolism for the site. The design details should be given a great deal more emphasis, for it is the small details that ultimately effect what the Building and what the landscape will express.

The materials used to implement the design should be of the best quality and relate to the existing materials on the site. They should be in keeping with the materials used on the Building and on the landscape when it was first implemented. Some thought should be given to the use, where possible, of native materials from Manitoba. For example, the Tyndall stone used for the Building and the design details on the landscape, such as the large flower planters. This must be considered for all the new elements that are added to the site; elements such as light standards, benches, and waste bins. One example, is the new garbage bin and its new enclosure. These new elements placed on the Grounds must be integrated with the Building and the landscape, to appear as part of or, integrated with, the original design. If these new elements are not integrated in the proper manner, they will visually destroy this significant landscape that has existed since the Buildings completion in 1920.

## 5.6 SUMMATION FOR DESIGN GUIDELINES

### 5.6.1 Design Guidelines

The guidelines arrived at through the exploration of the history of the Legislative Grounds in Chapter 2, and the examples of Legislative Grounds in Western Canada in

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Chapter 3, are to be incorporated into the design strategy along with the design resolutions discussed previously in this chapter.

- 1) The topography of the site. The eight foot high raised terrace on the Legislative Grounds, that was developed as a base for the Building, should be reinforced, for it adds a monumentality to the Building on the site.
- 2) The relationship of the Legislative Grounds to the Assiniboine River and the reinforcement of the visual axis between the building and the river can be achieved through the placement of elements of water throughout the site. The use of water elements such as fountains and ponds, has been a focus for many of the Legislative Grounds in Western Canada. An emphasis on water and the way it is used on the site enhances the symbolic image of the Grounds.
- 3) The development of the promenade, "The Mall", to reinforce the main axis through the Legislative Building and Grounds would allow what was to be in the past to be developed. It creates a focus towards the facade of the Legislative Building and emphasizes its importance in Winnipeg's urban fabric.
- 4) The enhancement and restructuring of Broadway Avenue in order to emphasize its important role in The City of Winnipeg, and on to the Legislative Grounds.
- 5) The redefinition of Memorial Park, in order to create the public park that was originally proposed. A "Memorial Park", that could be used for a variety of activities, and that could be perceived as a memorial plaza and an urban greenspace in Winnipeg.
- 6) The development of a Ceremonial Route about the Legislative Grounds, including Memorial Boulevard, the oval drive at the base of the north facade of the Legislative Building, and the periphery of the Legislative Grounds, for special ceremonies and processions in order to arrive and depart formally or ceremonially from the Legislative Building.
- 7) The reinforcement of the edges of the site where the surrounding context is visually dominant.
- 8) The reinforcement of significant axial relationships between the Legislative Building and important elements within Winnipeg's urban fabric.
- 9) The reinforcement of the entry points and the gateways of the Legislative Grounds.

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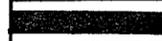
### 5.2.2 Conceptual Development Map (Map 10.)

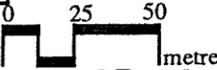
The conceptual development map delineates the design opportunities within the existing Legislative Grounds. This map provides a base for the proposed design guidelines in the development of the Master Plan:

- 1) The extension of the north-south axis, the extension of the angled north-south axis, and the extension of the east-west axis through the Legislative Building; each complete with a terminus at each end.
- 2) The expression of important focal points and nodes, to emphasize areas of importance on the site, for the public to acknowledge.
- 3) Links established between the zones on the Grounds, by the use and placement of various landscape elements so that there is a visual and a functional relationship between them.
- 4) The definition of the edges of the site, as well as landscape materials and design details, so that the Legislative Grounds can be perceived as one entity.
- 5) The enhancement and definition of the views to and from the Legislative Building.

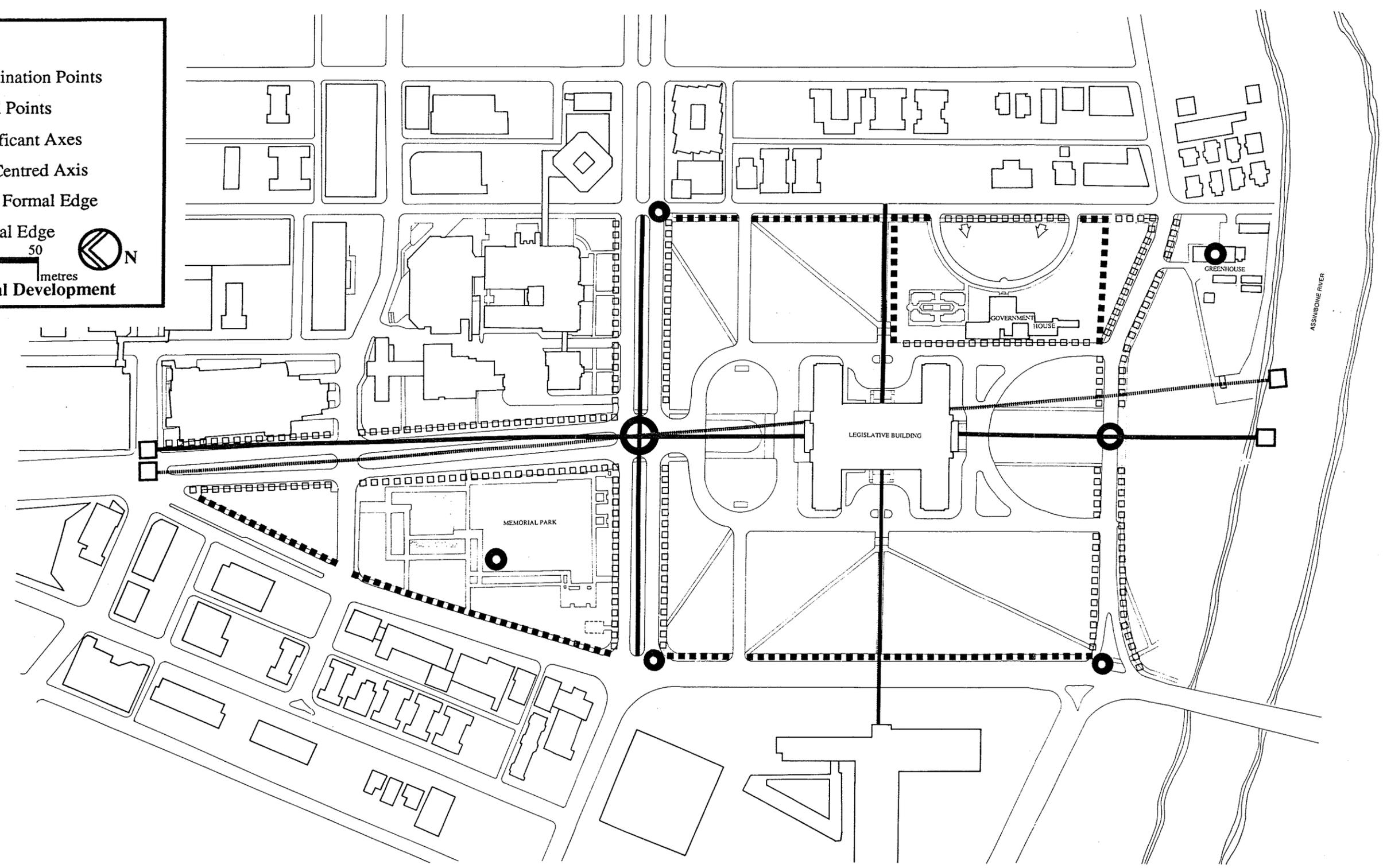
To achieve the monumental symbolic image, it is important that a development strategy be adapted from the above resolutions and conceptual framework. A Master Plan development must then be completed, in as much detail as possible, so that a process of implementation can be established, and a budget estimated. This will create a long term strategy, that can be implemented in phases, and that will allow the desired image to be achieved, both in stages as well as long term.

**LEGEND**

-  Termination Points
-  Focal Points
-  Significant Axes
-  Off-Centred Axis
-  Semi Formal Edge
-  Formal Edge

SCALE:  metres

Map 10: Conceptual Development 



# THE MANITOBA LEGISLATIVE GROUNDS

CONCEPT

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# CHAPTER VI

## DEVELOPMENT STRATEGY AND MASTER PLAN

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## 6.0 DEVELOPMENT STRATEGY AND MASTER PLAN

### 6.1 DEVELOPMENT STRATEGY

In order to implement the ideas embodied in the conceptual development plan and the design guidelines arrived at in Chapter Five, a development strategy must be established.

Development Strategy I suggests the development ideas that can be implemented, immediately, without being significantly altered by the development in Development Strategy II. Development Strategy II suggests the implementation of the underground development ideas and the above ground enhancement after the underground construction is completed.

The following strategies state the order in which the implementation should occur, in a manner that can be phased, budgeted for, and implemented, over time.

#### 6.1.1 Development Strategy I: (Map 11.)

##### #A- Re-organize the Parking on Legislative Grounds

- Remove the vehicles parked in front of the Legislative Building and those that obstruct the views to the Building.
- Redesign the street parking on Memorial Boulevard so it allows tourists to park along it without obstructing the views to and from the Building.
- Redesign the street parking area on Assiniboine Avenue, at Osborne Street and at Kennedy Street, to allow tourists to park along it.
- Remove the tour buses, couriers and the media from the immediate Legislative Grounds parking area on to Kennedy Street, between Broadway and Government House. The tourists and the equipment for the media can be dropped off at entrance before the vehicles proceed to park on Kennedy Street.
- Establish a mixed-use structure on the site of the present Kennedy Street parking lot. This will eliminate the parking that is presently a problem on the Legislative Grounds, and accommodate some of the other government employees in the area.

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#### #B- Re-organize the Circulation on the Grounds

- Develop an underground pedestrian link from the Kennedy Street multi-use structure to the Legislative Building. (eventually north to link to other government office buildings in the area.)
- Transform Assiniboine Avenue into a scenic drive along the Assiniboine River.
- Remove the vehicular traffic from the east and west drives off of the front oval drive, and sod the area where the concrete drive is presently.

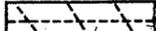
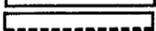
#### #C- Re-develop Park Areas-

- Riverbank Park and Assiniboine Avenue should be developed to integrate with the proposed riverbank development and dock area.
- Memorial Park is to be redeveloped, as a genuine "Memorial Park", and as a more flexible urban plaza and greenspace, that contains both hard and soft surfaces. The west side of the park must be redesigned to include an amphitheatre, and a new washroom facility at grade.
- Memorial Boulevard should be redeveloped as a promenade, "Mall". Replanting should occur along each side, to define the axis of approach to the Legislative Buildings facade. The entire Boulevard should be redesigned, and a Ceremonial Route developed to include Memorial Boulevard and designed to terminate at the Legislative Building's oval drive at the north entrance.
- Redesign Broadway Avenue and the central intersection at Memorial Boulevard to create a significant focal point for the Legislative Grounds.
- Define the areas of linkage, and the gateways to the urban fabric, at the northern most point of Memorial Boulevard, and at each east-west point of entry onto the Legislative Grounds.
- The area about the Government Greenhouse should be redeveloped in order to be more accessible to the public.

#### #D- Re-Planting of Vegetation

- Replant trees, to replace diseased Elm trees, on the periphery of the immediate Legislative Grounds, on Memorial Park, on Broadway, and on the Riverbank. The remaining

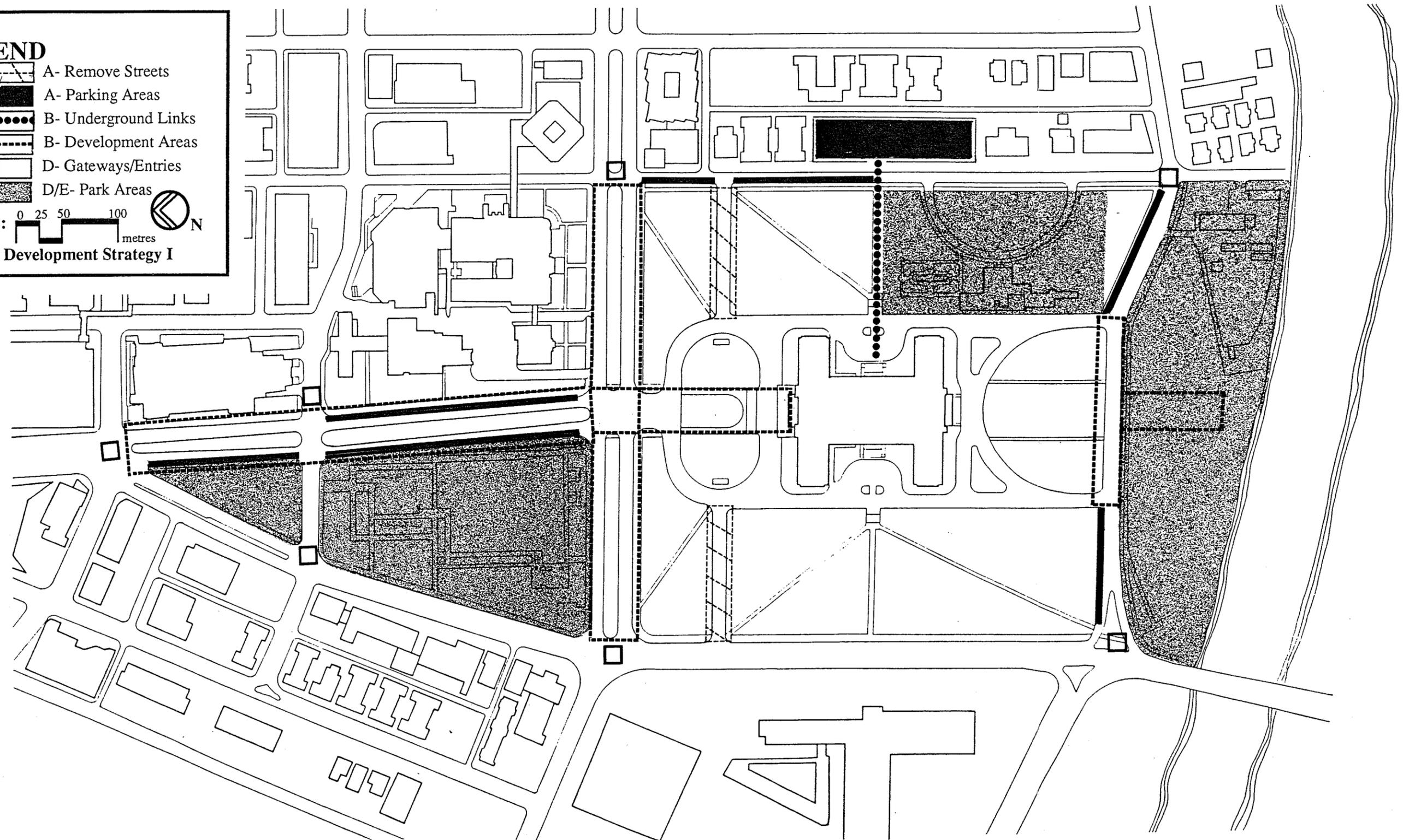
**LEGEND**

-  A- Remove Streets
-  A- Parking Areas
-  B- Underground Links
-  B- Development Areas
-  D- Gateways/Entries
-  D/E- Park Areas

SCALE: 0 25 50 100 metres

 N

**Map 11: Development Strategy I**



**THE MANITOBA LEGISLATIVE GROUNDS**

**DEVELOPMENT STRATEGY**

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elm trees about the Grounds should be retained as long as possible, ideally, until the second development strategy can be implemented.

#E - Re-organize Government House Grounds-

- Erect gateways and fences in order to allow, only, visual access to Government House. Re-organize the garden areas of Government House so they are more visually accessible.

6.1.2 Development Strategy II: (Map 12.)

#F- Develop Underground Parking Facilities

- Develop the east side underground parkade. Develop the surface of the east side. Retain the terraced area about the Legislative Building through the use of retaining walls and develop a pedestrian oriented space. Replant the trees on the east side of the Grounds. Allow the provincial government Ministers to park under the new facility.

- Develop the south side underground parkade. This area becomes the parking for the Ministers, the Legislative Building employees and visitors, and also, for the important visitors to Government House. Redevelop the south side of the Legislative Grounds, above the parking structure, and relate it to the riverbank area.

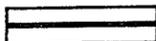
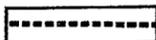
- The parkade developed on the east side of the Grounds, then becomes available for all service vehicles, and the multi-use structure developed on Kennedy Street now becomes available for employees of the adjacent government buildings, and for visitors and tourists to the area.

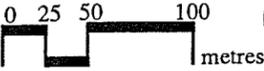
#G- Re-organize the Pedestrian Circulation on the Grounds

- A tunnel should be developed to the government buildings across Broadway Avenue, linking them to the Legislative Building, and the mixed-use structure on Kennedy Street.

- Redevelop the terraced area adjacent to the Legislative Building, to create a pedestrian environment about the entire area.

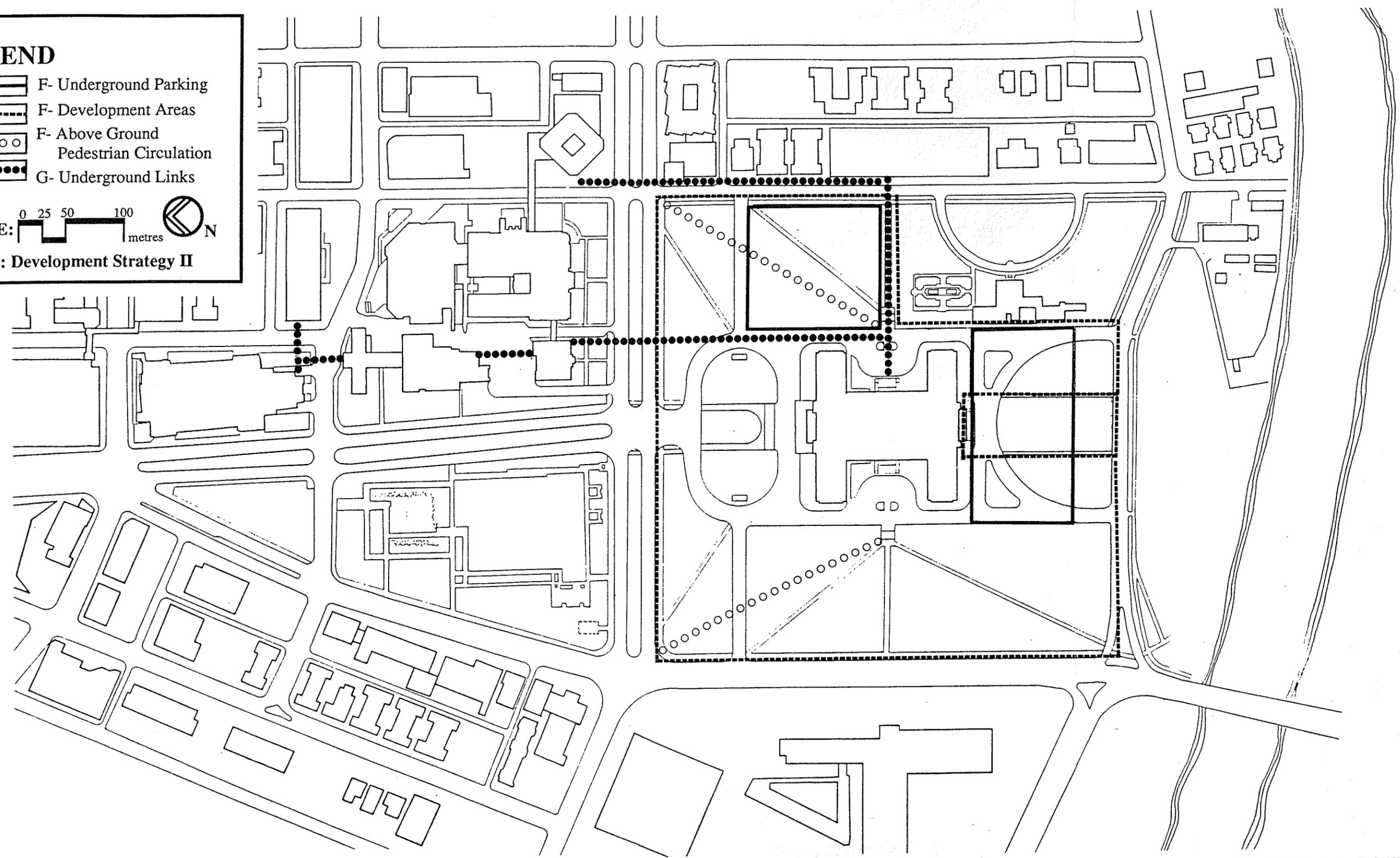
**LEGEND**

-  F- Underground Parking
-  F- Development Areas
-  F- Above Ground Pedestrian Circulation
-  G- Underground Links

SCALE:  metres

 N

**Map 12: Development Strategy II**



**THE MANITOBA LEGISLATIVE GROUNDS**

**DEVELOPMENT STRATEGY**

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#### #H- Replant and Redevelop the New Legislative Grounds

- Attempt to retain the original historic layout of the immediate Legislative Grounds, after the underground parking is implemented. Pedestrian walkways and a similar tree-planting pattern should be re-instated upon the completion of both of the underground parkades.

#### 6.2 MASTERPLAN (Map 13.)

The Master Plan developed gives an overall form to Development Strategies I and II. If all the development ideas suggested are implemented the following Master Plan could result. The Legislative Grounds now become, primarily, a pedestrian-oriented environment.

The following list describes the elements that are developed or enhanced within the following Master Plan.

##### Memorial Park-

- A Plaza/lawn area for a variety of events and activities.
- An Amphitheatre and stage area.
- Above ground washroom facilities
- Enhance fountain area to allow greater visibility and a link to Memorial Park.
- A Memorial Area-- Engrave paving stones on plaza, plant trees, disperse monuments about the park.

##### Memorial Boulevard-

- Create a Mall, a grand pedestrian promenade.
- A Mall dispersed with planters, water features, monuments, lights and seating areas.
- A distinct paving pattern, along the centre boulevard area and along each tree lined edge.
- Parking areas inset along boulevard to provide parking for the tourists and visitors to the area.

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#### Immediate Legislative Grounds-

- The underground parking areas installed.
- An historic pedestrian pattern, similar to when landscape first implemented, is to be retained.
  - A pedestrian oriented space developed.
  - A Ceremonial route-- including Memorial Boulevard, the oval drive in front of the north facade of the Legislative Building and the entire periphery of the immediate Legislative Grounds to form a loop.
  - The south side developed-- a formal garden area, colorful planting, water features, and seating, in order to create a link to the riverbank.

#### Broadway Avenue-

- A pedestrian oriented boulevard, that links the immediate Legislative Grounds to Memorial Park and Boulevard.
- Remove parking from Broadway Avenue between Osborne Avenue and Kennedy Street.
- The central focus of the entire Legislative Grounds is developed at the intersection of Broadway and Memorial Boulevard.

#### Riverbank Park-

- An informal greenspace is developed.
- Gardens and curving pathways with scattered seating areas, which focus on the dock facilities and the promenade at the Assiniboine River.
- Monuments such as the existing Totem Pole are interspersed about the pathway.

#### Assiniboine Avenue-

- A pedestrian promenade that links the south side of the immediate Legislative Grounds to the Riverbank Park, interspersed with planters, seating, and lighting in order to aid in defining the area
- An entrance to the underground parkade developed.

**Government House-**

- A tyndall stone and wrought iron gateway and fence is erected for privacy.
- Visual access to Government House and the gardens, must be enhanced from Kennedy Avenue.

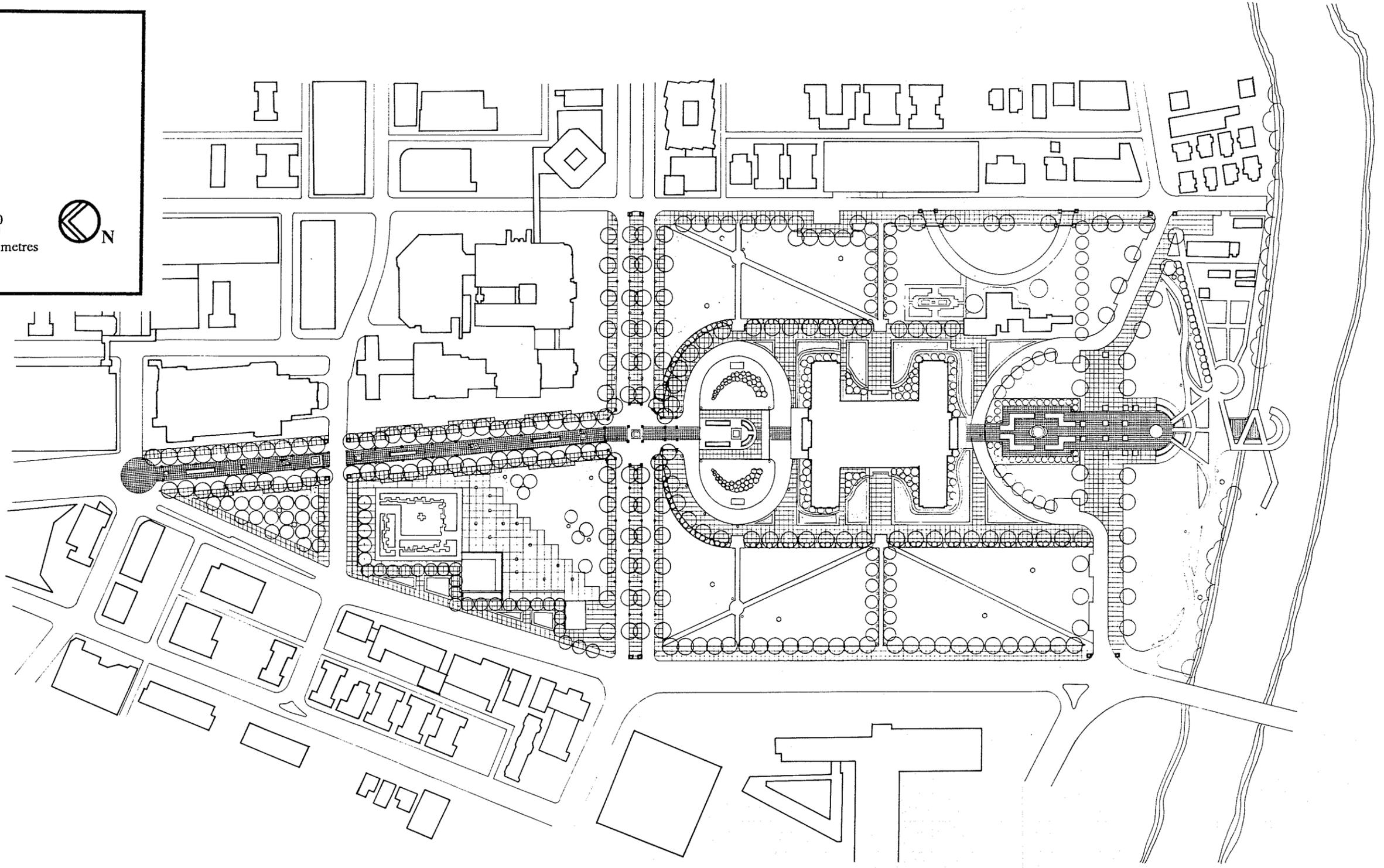
**Kennedy Street-**

- The multi-use structure is developed on east side of Kennedy Street.
- The entrance to the service vehicle parkade is established from Kennedy Street.

**LEGEND**

SCALE : 0 25 50 metres

Map 13: Master Plan



**THE MANITOBA LEGISLATIVE GROUNDS**

**MASTER PLAN**

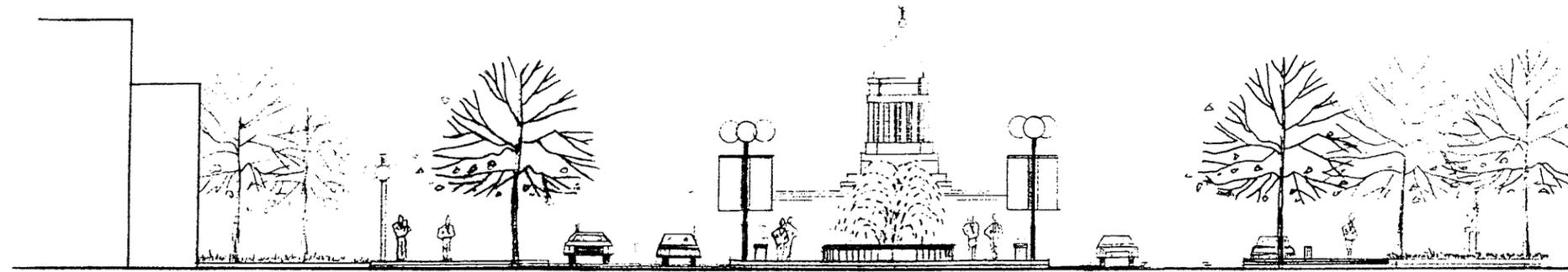


Figure 42: East-West Section through Memorial Boulevard "Mall"  
Source: Dei Cont

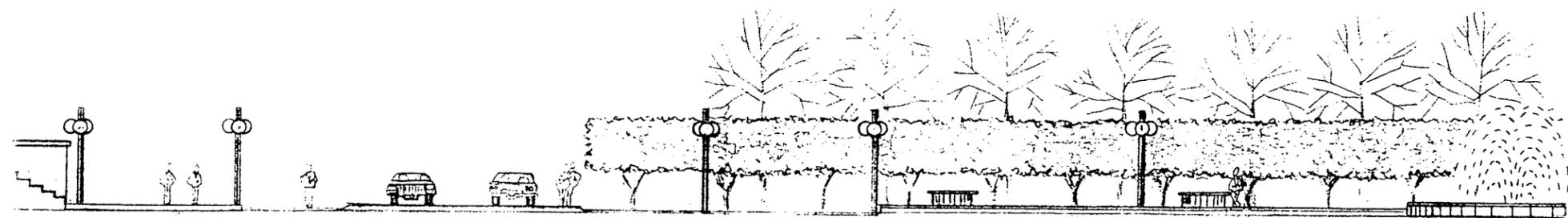


Figure 43: North-South Section through south side of Legislative Grounds  
Source: Dei Cont

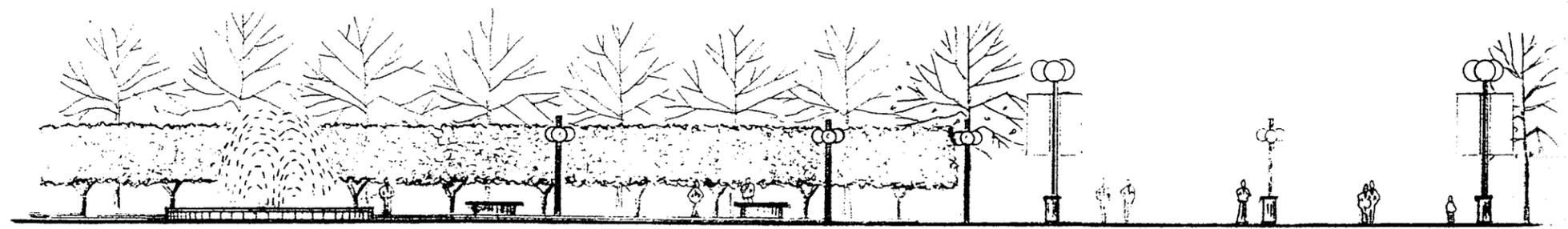


Figure 44: North-South Section through south side of Legislative Grounds (cont.)  
Source: Dei Cont

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