

*Developing Design Guidelines for a Neighbourhood in
Downtown Winnipeg: South of Broadway*

by

Ronald G. Hambley

**A Practicum presented to the
University of Manitoba in fulfilment of the
thesis requirements for the degree of
Master of City Planning**

in

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

**Winnipeg, Manitoba
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SOUTH OF BROADWAY

BY

RONALD G. HAMBLEY

A practicum submitted to the Faculty of Graduate Studies
of the University of Manitoba in partial fulfillment of the
requirements of the degree of

MASTER OF CITY PLANNING

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Abstract

A large number of urban centres in North America have undertaken the preparation of urban design guidelines and have a means through which to encourage a high quality of urban design. Winnipeg has yet to implement such a process. This is worthy of concern, and although the present system appears to be working, it is certainly not an ideal situation.

Zoning is the most important means of development control in urban centres and this process has been transformed to achieve urban design objectives. The first chapter of this practicum explores the history of zoning and the more recent changes to the process. Design guidelines are defined, the processes through which they are administered examined, and the design elements to which they are applied, are reviewed. A brief examination of the history of the urban design experience in Winnipeg is also included.

Zoning for urban design is explored in case study situations utilizing examples from Ottawa, Toronto, and Vancouver. The design guidelines in place are reviewed and particular emphasis is placed upon those guidelines which are useful in the Winnipeg context.

The third chapter of this undertaking provides a detailed overview and characterization of the neighbourhood South of Broadway in Downtown Winnipeg, Manitoba. It explores the history, population base, land use, zoning, and the building development trends in the neighbourhood. This micro-planning study reveals the strengths and weaknesses of the area, the opportunities and constraints to development, and provides a very clear appreciation of the community which exists here and which is worth preserving.

These strengths and weaknesses are further explored in Chapter 4 and are reviewed with the objectives of strengthening the positive aspects and mitigating the negative factors and preparing a concise development plan, or framework, for this downtown neighbourhood. The objectives of this framework are:

- To reinforce neighbourhood stability,
- To promote high quality development and attract redevelopment,
- Provide clear and predictable criteria for evaluating proposed development or rehabilitation,
- To suggest to developers the types of development which are desired by the community.

The practicum concludes with the preparation of a set of suggested urban design guidelines of South of Broadway. These are based on the development framework as presented in this chapter, and limited to the parameters established in the Downtown Winnipeg Zoning Bylaw. They are presented in point form and illustrated wherever possible. It is hoped that this practical approach toward the creation of design guidelines for this neighbourhood will be of use in the formation of development policy in this area.

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Introduction

DEVELOPING DESIGN GUIDELINES FOR A NEIGHBOURHOOD IN DOWNTOWN WINNIPEG: SOUTH OF BROADWAY

The absence of urban design guidelines or a significant level of design control in downtown Winnipeg has been recognized for sometime. A large number of urban centres in North America have undertaken the preparation of these guidelines and have a means through which to encourage a high quality of urban design within them. Winnipeg has yet to implement such a process even though they are suggested in the City's long range planning document, and provided for in the new downtown zoning bylaw. The situation is both curious and irresponsible yet the present system appears to be working and it is this situation which is explored in this practicum undertaking.

Zoning has long been the means of development control in urban centres and this process has now been successfully transformed to achieve urban design objectives. The first chapter of this practicum explores the history of zoning and tracks this metamorphosis. Design guidelines are defined, the processes through which they are administered is examined, and the design elements to which they are applied, is reviewed. A brief examination of the history of the urban design experience in Winnipeg is also be included.

Zoning for urban design is explored in case study situations as they apply to Ottawa, Toronto, and Vancouver in Chapter 2. During the case study exercise the design guidelines in place were reviewed and particular emphasis was placed upon those guidelines which could be useful in the Winnipeg context.

The third chapter of this practicum provides a detailed overview and characterization of the neighbourhood South of Broadway. It explores the history, population base, land use, zoning, and the building development trends in the neighbourhood. This micro-planning study reveals the strengths and weaknesses of the area, the opportunities and constraints to development, and provides a very clear overview of the community which exists here and which is worth preserving.

The strengths and weaknesses identified in Chapter 3 will be further explored in Chapter 4. These will be reviewed with the objectives of strengthening the positive aspects and mitigating the negative factors and preparing a concise development plan, or framework, for this downtown neighbourhood. The objectives of this strategy are:

- To reinforce neighbourhood stability,
- To promote high quality development and attract redevelopment,
- Provide clear and predictable criteria for evaluating proposed development or rehabilitation,
- To suggest to developers the types of development which are desired by the community.

The final chapter includes the preparation of a set of suggested urban design guidelines for South of Broadway. These are based on the development framework as presented in Chapter 3, and limited to the parameters established in the Downtown Winnipeg Zoning Bylaw. They are presented in point form and illustrated wherever possible. It is hoped that this practical approach toward the creation of design guidelines for this neighbourhood will be of use in the formation of development policy in this area.

Chapter I

INTRODUCTION TO DESIGN GUIDELINES

1.0 Introduction

Urban design guidelines have become an accepted means of controlling or allowing public input into design decisions in many North American cities. This chapter will examine the rationale behind the design review process in North America and specifically in relation to Winnipeg, Manitoba. This chapter will also provide an overview of the design control techniques being used in selected North American cities with some emphasis placed on those techniques applicable in the Winnipeg situation.

1.1 History and Development: The North American Context

Introduction

North America is becoming a nation of cities. Fully 76% of the population live in the cities¹. Manitoba is no exception with 70.9% of the total population living in cities². With these increasing densities and the urban problems of the last 30 years, the general public has become more aware of the quality of the urban environment, or lack thereof, and this awareness is heightened as the focus returns to the centres of these cities. This section briefly examines the forces which have shaped and reshaped the heart of the city, and the growing awareness of urban problems and the response to them.

Urban Dynamics

North American cities have changed very much in the decades following World War II. This is especially evident in the downtown areas of these cities today. The forces which affected this change have been both subtle and dramatic. The increased importance of the automobile, the development of industrial parks, and the impact of new building technology eroded the importance of the traditional "downtown". As the negative implications of this shift in emphasis manifest themselves, public and private sector initiatives have attempted to address the problems and mitigate the impacts. It is worthwhile at this point to briefly explore the urban trends of the post WWII era and examine the North American response to them.

Cities on this continent were originally oriented to the pedestrian. The overwhelming acceptance of automobiles and other mass transit forms fundamentally altered this orientation and the public focus shifted toward transportation networks and parking facilities, designed to accommodate these vehicles. The automobile also fuelled suburban sprawl and the commuter ethic, which resulted in the mass exodus from the downtown areas after business hours.

Paralleling this trend was the general decay of the downtown as many industrial and business interests moved to the suburbs and industrial parks in response to changing market forces and technological pressures. The high rise office tower further concentrated development in certain downtown areas, and removed development incentives from much of the under-utilized land in the core area. Today's downtown is characterized by thinning building coverage and large amounts of vacant land or surface parking.

The general public became aware of these dramatic changes and have been supportive of initiatives which offer solutions and remedial action. These initiatives and the public support of them have begun to change the course of events and resurrect the downtown as it should be: "the functional and spiritual centres of the city."³

"More and more people feel the gnawing dissatisfaction with the quality of development in their communities. For all the process and procedures, they ask, is this all there is?"⁴ The public has become concerned with amenity in the downtown and the possibility of creating a high quality public environment.

Recent downtown revitalization efforts in Canada have concentrated on new retail shopping developments which hope to compete with the suburbs. In addition there have been a host of initiatives which seek to transform the downtown areas into an interesting and safe place to live in an effort to recapture a permanent downtown population. Examples of these initiatives can be seen in government sponsored programs which encourage streetscaping, downtown shopping districts, pedestrian malls, street closures, small pocket parks, and new rapid transit systems. In some cases new sport facilities and convention centres have been located in the downtown areas to further encourage the use of the area after the normal business day.

In many large North American cities a movement demanding the preservation of character areas and historic buildings was formed and has a great deal of public and professional support. This may be a reaction to the wholesale demolition of building caused by urban renewal programs, and the publics' desire to maintain a sense of the past. It has also been suggested that the historic preservation

movement was stimulated by public dissatisfaction with new structures which have replaced old ones, and as such may be a form of architectural criticism.

Urban planners and the real estate industry have also documented a significant migration of people from the suburbs back to the neighbourhoods surrounding the downtown. This movement, called gentrification, has occurred sporadically and cannot necessarily be viewed as a mass movement. It does however suggest that many people are feeling the need to be closer to the diversity, texture, and activity the downtown provides in the older neighbourhoods.

The post WWII urban trends resulted in the upheaval of the traditional downtown and indirectly created many of the problems that these areas face today. The absence of a permeant downtown population, loss of character, and lack of pedestrian activity are examples of the problem. Suburban sprawl and higher urban property taxes may also be symptomatic of the problem. The response to these problems can be evidenced in the downtown revitalization programs, historic preservation movements, gentrification of older neighbourhoods, and in the negative attitudes to suburban sprawl. The wide spread support of these initiatives is indicative of the public's desire to improve the heart of the city.

1.2 Development Control: An Alternative

The general public is dissatisfied with the situation in the core areas of North American cities and is demanding a higher quality public environment in the downtown "which will foster economic and social well-being."⁵ While governments can influence the quality of urban design in the projects they sponsor (although this has not always been the case) they have had little control over the private sector other than through the provisions in the zoning bylaws.

Zoning

"One of the principal means by which a city can influence urban design is the power to zone."⁶ Zoning creates districts or zones in an urban area, it controls the types of uses permitted, segregates incompatible land-uses, and in many cases dictates the intensity of development and the deployment of bulk on the site. Zoning regulations can apply to new development or redevelopment, and because zoning tends to set limits upon what one can do with personal property, it has been thought of as essentially negative in nature. Recent developments in zoning process have adapted it, improving upon its crude beginnings, to achieve positive objectives. This will be explored later in the chapter.

The basis for zoning legislation are the laws of nuisance which state that no person has the right to adversely affect another person's enjoyment of his or her personal property. Downtown zoning regulations were first established in large cities to protect access to light and air. The 'right to light' originally pertained to natural sunlight falling upon the windows of a building which provided the majority

of internal illumination. The 'right to air' originally ensured that there would be natural circulation of air through building windows to provide ventilation.

These were primarily concerns related to the health of those working or living in these crowded cities. With the introduction of good indoor lighting and air conditioning less importance was placed on these requirements, from the health perspective. The protection of light and air remains an objective of zoning however the emphasis has now changed to the public environment and that of the pedestrian on ground level.

Light and air have been ensured through zoning by the manipulation of bulk and or height on the zoning lot⁷. A building's bulk is defined by the limits of its dimensions as they relate to the site or surrounding buildings, or the percentage of the site occupied by the structure in question.

Aesthetics and Zoning

In a large number of cities there is a tendency toward strengthening of the original zoning provisions with additional measures to achieve urban design objectives. The public's desire for a better urban environment, and demands for some public input into private sector decisions, reflect a growing dissatisfaction with unattractive or poorly designed buildings that have become less the exception and more the rule.

Classical zoning, through the regulation of bulk on a site, the size of side yards and frontage, height, etc., did have an impact on urban design. This impact however was largely coincidental as the rationale behind the requirement was based on fire safety, and access to light and air. The deliberate use of zoning to achieve aesthetic objectives was pioneered in the United States in the 1950's. These regulations were established on the premise that creating a visually attractive urban area would be beneficial in terms of economic development by improving a city's ability to attract new industry. In addition it was suggested that aesthetics were of public value and as such can be protected under law⁸.

Initially a large number of these regulations sought to end the wholesale demolition of historic buildings which were frequent during the decades of urban renewal. Any movement toward protection of unique structures and character areas, which provide a glimpse of the past, was clearly in the public interest.

A United States Supreme Court ruling protected aesthetic based regulation in the 1950's:

The concept of the public welfare is broad and inclusive...The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled⁹.

Today zoning regulations embrace such things as historic preservation, pedestrian amenity, and residential stability; concerns which may be based on aesthetics or urban design objectives. Some examples of these will be presented later in the chapter.

The Design of Cities:

As Jonathan Barnett suggests in his book Urban Design as Public Policy:

Today's city is not an accident. Its form is usually intentional, but it is not accidental. It is the product of decisions made for single, separate purposes, whose interrelationships and side effects have not been fully considered. The design of cities has been determined by engineers, surveyors, lawyers, and investors each making individual decisions for rational reasons, but leaving the design of the city to be taken care of later, if at all¹⁰.

As was suggested previously in this chapter, the physical appearance of the city is a function of both private and public sector development. Public sector development has usually exhibited some measure of urban design quality although not on a consistent basis. The public sector is ultimately accountable to the general public and as public awareness of urban design increases, demands for better quality development will surely follow. It remains to be seen if these demands result in a

better quality of urban design in public sector projects and this may vary widely from city to city.

The private sector on the other hand has traditionally resented controls and has generally been less agreeable to including urban design objectives in their development plans. The private development industry operates on a different premise than the public sector. Consequently there has been a movement toward legislating urban design through zoning bylaws in an attempt to exert some control over this sector. Barnett explains the problem this way:

Our cities are constructed and shaped by private investors and while this trend has been changing recently with many public/private partnerships, it seems obvious that the private sector will continue to have a profound influence on the design of our cities... Profit motive fuels the private investor and rightly so. This guiding principle has in many cases overshadowed environmental concerns and this need not be the case... It may also be true that while the private sector development is often less than adequate, government sponsored development has also been somewhat less than perfect. Government developments tend to be slow, overly bureaucratic, unimaginative and stereotypical¹¹.

It becomes evident at this point that there is a need for some type of regulation that will ensure high quality urban design in our cities, and this is the basis for the process of development control and design review.

1.3 Zoning for Downtown Urban Design

Cities accomplish urban design objectives in two ways. The first is by direct investment in public property,... parks, public buildings, infrastructure. The second method is exercising some control over private property where the public interest merits protection from the urban design standpoint¹².

Development controls, design review, and urban design, have all been mentioned previously in this chapter. This section will present these concepts in more detail and explore the techniques for controlling development for the purposes of downtown urban design. A working definition of urban design is perhaps required at this point. A precise definition of urban design is rather elusive. The number of definitions which have been suggested are as large as the number of authors who have chosen to write on the subject. The definition depends on the personal point of view,

To many architects urban design is larger project design,... To the landscape architect it may mean beautification of the public realm,... to the engineer it may mean harmoniously integrating freeways into the urban fabric¹³.

Urban design is both planning and architecture, given that land-use decisions have urban design consequences. Hamid Shrivani, an author who has written volumes on the subject suggests that,

Urban design has always been a part of the overall framework of planning,... that is design has been in one way or another the underlying concern of much broader decisions¹⁴.

Irrespective of the domain of the practitioner, urban design activities seek to develop the policy framework within which physical designs are created,

It is that level of design that deals with the relationships between the major elements of the city fabric... Urban design is concerned with the

management of the physical development of the city and the built and natural environment¹⁵.

Urban design is a process which embraces form, function, and aesthetics, in an overall strategy or design framework. Robert Cook, in his book Zoning for Downtown Urban Design suggests that the qualities of urban design are visual, functional, experimental, and environmental.

The visual quality of a city is largely based on form and aesthetics, and the relationship of the structures provide spatial definition through a sense of enclosure (uniform cornice lines, front building wall lines), of progression, of scale, of proportion, and of hierarchy¹⁶.

Visual clues, view corridors, colour, texture, and scale are also important components of visual quality in urban design.

Function qualities of urban design include attention to the movement of pedestrians and vehicles. Intensity of function and compactness insure a high quality pedestrian environment.

The pedestrian environment should be continuous, uninterrupted by non-pedestrian uses... characterized by linkages, connections between activity centres so that stores can exchange pedestrians easily¹⁷.

These factors ensure survival and growth. Recognition of environmental concerns through urban design plans can ensure adequate sunlight penetration, air circulation and shade, protection of pedestrians from the ravages of the wind, intense heat and cold, and minimize noise impacts.

Finally, urban design should be concerned with the urban experience. Complexity, surprise, diversity, and activity, are the essence of cities. Urban design should encourage diversity of uses, spaces for active and passive recreation, and the interaction of different people in complex surroundings. The design of public spaces

must consider all of these elements. the urban experience provides pedestrians with a glimpse of the past through historic buildings and districts and these should be preserved and development within them controlled.

Urban Design should create cities amenable to the activity that results from bringing people together. It is people, not structures who give life to cities. The arrangement of structures and their design should be conducive to the interaction of people¹⁸.

Hamid Shrivani, in his book Urban Design Process reiterates these qualities of urban design. He suggests that certain elements of physical form are in the domain of urban design. These are¹⁹.

1. Land-use
2. Building Form and Massing
3. Circulation and Parking
4. Open Space
5. Pedestrian Ways
6. Activity Support
7. Signage
8. Preservation

It is apparent that while Cook and Shirvani differ in approach to the definition and the qualities of urban design, the elements of the physical form and the domain of urban design, as defined by these two authors, are essentially the same.

Designing Cities without Designing Buildings

Zoning, which began many decades ago, has more recently been adapted to provide a measure of design control where none existed before. Traditional zoning practises have given way to new and more innovative techniques which allow regulators a greater degree of development control. This development control is often used to influence urban design. The form through which these techniques present themselves varies from city to city however in a large number of cases an "overlay zone" or "special district zone" will be created to act in conjunction with existing landuse and density zoning. The following is a brief overview of the techniques in place in North America.

Historic preservation is often enforced through zoning legislation as was discussed previously. Zoning legislation can also embody anti-demolition ordinances, dictate set backs, scale, design, and materials, of new development. Zoning also dictates the activities which may take place in a particular structure.

The transfer of development rights was a process developed to further protect landmark buildings and open space, and to compensate land owners who were adversely affected by development. This process has also been included in some zoning bylaws. The main purpose of the transfer of development rights(TDR) was to relieve market pressures which threaten low density uses²⁰. It assumes that the portion of undeveloped density, or 'air-rights', above the property in question has value and can be sold by the owner to provide extra development rights for another property(s) where the additional density is not objectionable. Transfer of development rights is illustrated in Figure 1.

Incentive or bonus zoning has also been used to increase the ability of a city to control or manage development to achieve urban design objectives. This process involves giving the developer of a project special incentives, such as an increase in allowable density, if he includes certain amenities in his project.

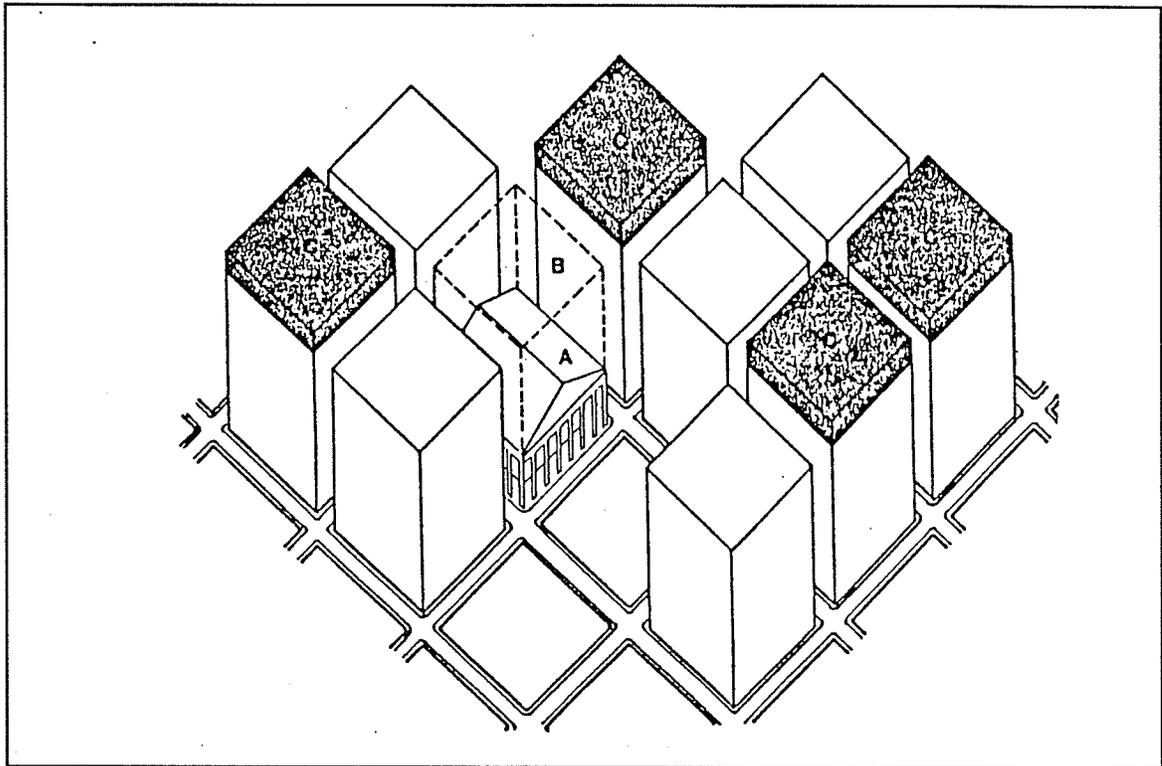


Figure 1. Transfer of Development Rights

Source: J. Costonis, Space Adrift, p. 31.

These amenities include plazas, public open space, linkages to pedestrian walkway systems, and parking facilities. The level of bonus is decided by civic officials according to established planning goals.

Another technique similar to this, which offers more flexibility to the developer, is the Planned Unit Development. The Planned Unit Development,

which are more common in the United States than in Canada, involves the preparation of a large scale project plan which is submitted to the city planning officials for review. In exchange for the opportunity to review the project, the planning department is more flexible with respect to the existing zoning regulations, the deployment of bulk on the site, and other requirements²¹.

Several larger cities have experimented with Special Zoning Districts. The zoning within these carefully defined districts requires that developers provide a high level of design and amenity within their projects according to established standards. These districts were established in order to give the planning authorities the right to systematically review each project to ensure adherence to standards and to preserve the special character of these areas.

These are the most innovative techniques in use today. For the most part the requirements which must be met by the developer, are clearly established in the zoning and the developer has the freedom to work within them. It is also evident that some of these techniques allow civic authorities increasing amounts of discretionary power with which to advance urban design objectives through design review.

Design Review

Design review can actually mean several things. Shirvani suggests that all of the criteria and methods for implementing urban design policy and /or plans, including both functional and aesthetic concerns constitute design review procedures²².

The ultimate in terms of providing civic authorities with full discretionary power is the requirement of the developer, through zoning or other legal means, to submit project plans for review before a building permit is issued. Obviously this is a drastic step and many would contend that this dilutes or eliminates the freedom of expression of the design team. It also assumes a civic government with a strong desire and ability to manage the development of the city, and these are often not strong enough to merit such a step.

The problems and politics related to the notion of the design review process will not be explored here. However the process of design review will be briefly examined in terms of approach, nature, and elements, as a necessary prerequisite to the introduction of urban design guidelines.

Design Review Process: Approach, Nature, & Design Elements

The design review process, according to Shirvani, can be examined by focusing on three component parts: Approach, Nature, and Elements²³. The *approach* to design review can range from discretionary to self-administering, in terms of the level of management control held by the civic authorities. Self-administering design review makes use of a detailed set of guidelines and allows a developer to follow these without intervention.

Discretionary review, on the other hand, does not make use of defined guidelines, and usually requires a project by project review by an established design board. This method assures that the greatest possible attention is paid to urban design objectives, depending on the level of expertise the design board and their

mandate. It is however, very time consuming and expensive to operate. The various *approaches* to the design process are detailed in Table 1.

The *nature* of a design review model refers to the level of detail provided in the design review guidelines. Often the *nature* of design review is dictated by standards or guidelines which may be of the prescriptive or performance type. Performance standards, within the design review, are based on the public

Table 1. Approaches to Design Review
Source: Shirvani, Design Review, p.68.

CITY	APPROACH							
	SELF - ADMINISTERING	SEMI SELF - ADMINISTERING	SEMI DISCRETIONARY	DISCRETIONARY	FORMAL	INFORMAL	PROJECT ORIENTED	PROCESS ORIENTED
BOSTON				●		●	●	
MINNEAPOLIS			●		●		●	
NEW YORK		●				●		●
SAN FRANCISCO			●		●	●	●	●

interest, and provide a quantifiable level of 'performance' which must be provided in the development. Often performance standards are used for industry and dictate

such things as noise and emission levels, but they may also be applied to land development. Performance standards, although relatively simple to administer, do not ensure quality urban design. Prescriptive standards suggest various details which should be incorporated in various developments. A prescriptive guideline would give examples of acceptable designs in the form of illustrative examples. It has been suggested that poorly developed standards may encourage bland urban design. The *nature* of guidelines is shown in Table 2.

Table 2. The Nature of Design Review
Source: Shirvani, *Design Review*, p. 75.

CITY	NONE	PRESCRIPTIVE GUIDELINES				PERFORMANCE GUIDELINES		INCENTIVES		GEOGRAPHIC SCOPE		DEVELOPMENT SCOPE		PLACEMENT OF GUIDELINES		
		GUIDELINES ESTABLISHED FOR EACH PROJECT	STATEMENT, TEXT	ILLUSTRATED BY PROTOTYPES	REFERENCES MADE TO SPECIFIC PROJECTS	COMPONENTS	SPECIFIC MEASURES GIVEN	REFERENCES TO OTHER STANDARDS	DEVELOPMENT BONUSES	TAX PAYMENT MANIPULATIONS	CITY-WIDE	SPECIAL DISTRICTS	SELECTED TYPES OF DEVELOPMENTS	ALL DEVELOPMENTS	GUIDELINES CODIFIED INTO CITY ZONING ORDINANCE	DESIGN MANUAL, GUIDEBOOK
BOSTON	●								●		●		●			
MINNEAPOLIS		●								●		●		●		
NEW YORK		●			●			●			●		●	●		
SAN FRANCISCO		●	●	●		●		●		●	●		●	●	●	●

Figure 7-2: Nature of Design Review

The actual *nature* of the guideline, either performance or prescriptive, somewhere in the continuum, can also depend on the *element* to which the guideline

is directed. The *elements* of the design review exercise are usually thought to be the most important by developers and reviewers. *Elements* can be functional or aesthetic, and include such things as amenity, style, and materials. Very few cities concern themselves with the architectural aspects of the elements because, although this would allow the design review process greater control, it also increases the work load and costs dramatically. Shirvani presents a list of widely used elements in the design review process in Table 3.

Table 3. Elements of Design Review
Source: Shirvani, *Design Review*, p. 81.

CITY	COMPATIBILITY					EXTERNAL EFFECTS					ARCHITECTURAL ISSUES					
	LOCATION	LAND USE	HEIGHT, BULK, F.A.R.	STREETLINE, SETBACK	COVERAGE	ACCESS, PARKING, LOADING, SERVICE	LANDSCAPING, PAVING, SIGNS	AMENITIES, RECREATION	SURVEILLANCE	SCENIC EASEMENT	SCALE, STYLES	ROOF - CORNICE	AWNING, PORCH, PROJECTION	ARCADES, STAIRS	MATERIAL, COLOR, TEXTURE	FACADE DETAILS
BOSTON	●	●	●	●	●	●	●	●			●			●		
MINNEAPOLIS	●	●	●	●	●	●	●	●			●					
NEW YORK	●	●	●	●	●	●		●								
SAN FRANCISCO	●	●	●	●	●	●	●	●		●	●	●	●	●	●	

The *elements* of the design review process can also be referred to as design criteria. These criteria can be either quantitative or non-quantitative and are based on function, efficiency, and sometimes equity in urban design.

San Francisco, in its Urban Design Plan of 1970, identified ten principles on which the methods for achieving good urban design are based. They are²⁴,

1. Amenity, livability, comfort, and accommodation of the pedestrian, including such things as streetscaping and climatic controls.
2. Visual interest and aesthetics.
3. Activity, street life, and creation of interesting street spaces, and the avoidance of blank spaces.
4. Clarity and convenience, creation of a good pedestrian environment.
5. Creation of character areas, which stress diversity and individuality in form and space.
6. Visibility of open space to provide 'contrast with the critical character of built form edges'.
7. Maintenance of pleasing vistas and views by determining placement of buildings and streets.
8. Creation of variety and contrast in architecture to create unique neighbourhoods.
9. Harmony and compatibility in terms of architecture and respect to topography, natural features, as well as the built form - scale, mass, etc.
10. Creation of a human scale environment.

Design review criteria appear in different forms and have unique interpretations depending on the location in which they operate. For example the "views" design criteria might suggest attention to the scale or pattern of new development or protection of an interesting vista by limiting height in a given situation. Shirvani compares several different approaches of defining design criteria in Table 4. Shirvani also describes several measurable design criteria, many of which have been described previously. Measurable design criteria involve such things as floor area ratios, sky exposure planes, density, land use intensity indexes, and maximum building heights. Many of these will be examined further as they relate to specific examples.

Table 4. Comparison of Design Criteria.
 Source: Shirvani, *Design Review*, p. 126.

CRITERIA	SAN FRANCISCO URBAN DESIGN PLAN	URBAN SYSTEMS RESEACH AND ENGINEERING, INC.	LYNCH
ACCESS	CLARITY/ CONVENIENCE	ACCESS AND ORIENTATION	ACCESS
COMPATIBILITY	HARMONY/ CAPABILITY	FIT WITH SETTING	FIT
VIEWS	SCALE & PATTERN VISUAL INTEREST	VIEWS	VIEWS
IDENTITY	CHARACTER/ DISTINCTIVENESS DEFINITION OF SPACE	EXPRESS OF IDENTITY	SENSE
SENSE	ACTIVITY	FIT WITH SETTING	SENSE
LIVABILITY	AMENITY/COMFORT SCALE & PATTERN VARIETY/CONTRAST VISUAL INTEREST	CARE & MAINTENANCE ACTIVITY SUPPORT VISUAL COMFORT NATURAL ELEMENTS	CONTROL VITALITY

6-1: A comparison table between three types of design criteria.

Urban Design Guidelines

The popular alternative to mandatory design review is the creation of urban design guidelines. To distinguish this concept from previous examples (transfer of development rights, etc.,) urban design guidelines offer a pro-active approach and suggest a much more specific set of requirements. These guidelines are used in many urban centres with good results. They provide a measure of predictability, a standard of performance, flexibility for the developer, and do not require a large

design staff to monitor their operation once the guidelines have been established. The creation of urban design guidelines requires that the Civic Authority consider among other things the *approach, nature, and design elements*, which will be the basis of the guidelines for the review procedure within the local context.

Design guidelines can often replace specific regulation which may be less than satisfactory in a given situation. In Toronto they have been used to ensure the attainment of public objectives for private development and to free the designers of individual projects from the strait-jacket of regulation. Design guidelines however cannot be accepted as a cure-all for the deficiencies of planning or zoning²⁵.

Guidelines generally discuss the issues and principles which are to be promoted through the use of examples and illustrative sketches. They can act as design performance standards, expressing primarily desirable qualitative aspects of the environment²⁶.

Design guidelines are written to reflect the goals and objectives of policies and plans adopted in a given region. It is through these plans that the guidelines secure their justification and legitimacy. These plans identify those design criteria (or design elements) which the guidelines are to promote or ameliorate. They do not attempt to infringe on the rights of the architects, but stress the role of urban design in the development of the city²⁷. The authors of the Toronto guidelines summarize their purpose in this manner,

Guidelines cannot guarantee good development, nor can they guarantee the process will run smoother or faster. They do not guarantee beautiful buildings but they do work towards a better city. They do not necessarily address themselves to the real issues of development control (ie. to build or not to build). They do, however respond to our need in a pluralistic society where few people can

agree on anything. The lever of the development potential of private land to enhance the public benefit is a legitimate community asset²⁸.

The Nature of Effective Design Controls

Design controls, by the zoning, design guidelines, or a review process, must possess certain characteristics for them to be effective, accepted by the development industry, and consequently achieve the desired results.

Effective controls must not only lead to improved environmental quality, but operate with sufficient speed, certainty and fairness, that they don't discourage private investment and are not vulnerable to court challenges... Private land owners should not be unfairly burdened by delays, unpredictability, and economically indefensible demands²⁹.

Design controls should not stifle architectural creativity or permit judgements on the basis of aesthetics except perhaps on the basis of heritage preservation³⁰. Controls should be conscious of market forces and changes in real estate pressure that may require adjustment of the design controls. Political influences must be kept at arms length from any review process if it is to maintain an appearance of fairness and impartiality. Controls must be suited to the unique administrative, political, and economic realities of each day³¹.

1.4 Winnipeg: History of Downtown Development

Attempts to change the form of downtown through controls, incentives and by direct intervention, imply visions of what ought to be. Such attempts also imply that downtowns which have developed without significant interference have fallen short of these visions³².

This section will examine urban design in the Winnipeg context. A brief review of past planning activities will be followed by an examination of current activities relating to urban design including the Exchange District and the new Downtown Zoning Bylaw.

Attempts at improving the visual appearance of the streetscape in Winnipeg date back to the creation of a City Park Board in the late 1890's which initiated an intensive boulevard tree planting program. The legacy of the Park Board continues to contribute to the beauty of Winnipeg today. This program was probably the first attempt or acknowledgement of the importance of urban design in this city³³.

Downtown Winnipeg has experienced the same problems other urban centres have faced over the past decade, and the results, large amounts of vacant land in the core area and the absence of a downtown population, are evident. The importance of the downtown and of revitalization has not escaped City government. As a recent City Plan suggests,

The downtown is important not only to the image of Winnipeg, it is vital to the economic vitality of the community. A strong downtown providing employment, entertainment, and retail opportunities, should be the principal focus of a city, its people and its transportation system. Downtown Winnipeg was once such a place³⁴

Downtown revitalization is occurring in Winnipeg through public, private, and public/private partnership development. This can be seen in the Core Area

Initiative, North Portage Development, The Forks Redevelopment, and other office, retail and hotel complexes which have been built in the last ten years. Having said that, it would seem however, that given the large amounts of underdeveloped land in the downtown and the relatively slow rate of development of that land, that the City of Winnipeg should be interested in managing such development to further revitalization objectives to the greatest possible extent.

The approval of the Fort Garry Place development in 1986 revealed that the city had very little control over the intensity of such developments and their siting in relation to surrounding structures. Fort Garry Place, contains 900 apartment units and 250,000 square feet of commercial/retail space in one-half of a small city block. Such a development places great demands on city services and infrastructure. As well, these intense developments tend to 'use-up' residential and commercial demand in the area for some time, and it would be far more beneficial, at least for the purposes of revitalization, to produce several smaller scale developments on the vacant (and serviced) land surrounding these sites. At the same time it would have the effect of creating a more enjoyable environment for pedestrians. Public reaction to this project was largely negative, and this increased the pressure on City Hall to reevaluate its zoning procedure.

A new 'Downtown Zoning Bylaw' was put into place in Winnipeg in early 1988 which attempts to address the problems associated with the lack of development control. This bylaw replaces Bylaw #16502, dated in the 1950's, and did very little to control development or further the goals of urban design or downtown revitalization. Prior to 1948 Winnipeg had no zoning control and this led to

substandard conditions in the downtown³⁵. Bylaw #16502 was based on several notions which have been described as simple minded and even dangerous.

The first of the simple-minded ones was that building and development were unquestionably good things for the City, and the more the merrier. The second was that simply by enacting zoning which 'permitted' huge buildings, these buildings would somehow materialize, and we would reap their unquestioned benefits. The positively dangerous notion was that projects which served the economic objectives of private developers could also somehow be guaranteed to meet the somewhat fuzzier but no less important public imperatives of high quality design, attention to public amenity, respect for heritage buildings, provisions for pedestrian comfort and so on³⁶.

For the most part, the bylaw limited buildings in the downtown area to an F.A.R. of 10 which in effect allows up to 435 residential units per acre and virtually unlimited commercial development.

Attempts to address urban design concerns through the zoning process in Winnipeg were rare. Some notable exceptions were the building height, alignment, and setback ordinance which was in effect along Broadway. This ordinance originated in a desire to protect the view of the Legislative Building and limited peripheral development to 12 stories. This worked reasonably well along Broadway in terms of ensuring some measure of urban design. The Wordsworth Building stands out in defiance of this ordinance and there was some public outcry at the time of its construction.

During the 1970's many studies produced by the various planning agencies recommended improvements to the urban design of the city. The Parks and Recreation Dept., in 1972, produced a report titled Environmental Improvements to the Winnipeg Street System, which suggested such things as tree planting, sidewalk

paving stones, port-a-parks, landscaping and street furniture. These recommendations were accompanied by drawings and text however it was not clear how the Parks Department intended to implement these programs³⁷.

A report titled Downtown Revitalization prepared for the Department of Environmental Planning in 1977, suggested several new programs and the continuation of several others. This report recommended the continued encouragement of downtown residential construction, through economic incentives and provision of downtown amenities. Residential construction could be encouraged through taxation relief, land acquisition and consolidation, and rationalization of parking requirements. The amenity programs suggested were the weather protected walkway system, recreational space acquisition and development, additional streetscaping, port-a-parks, and parking lot improvements³⁸. Many of these programs have indeed been implemented and many some with success.

In February, 1977, two bylaws were introduced which provided for the preservation of historic buildings within the downtown area. Bylaw #1474/77 established a Historic Buildings Committee to advise Winnipeg City Council and to recommend buildings of architectural and historic importance for the Buildings Conservation List. Bylaw #2048/78 established the Historic Winnipeg Zoning District(HW) and it "empowered the historic Winnipeg Advisory Committee to advise on the appropriateness of alterations, new construction, signs and other details of exterior development proposed in the area."³⁹

The historic warehouse area, protected by the HW Zone, was almost completely built up and contains structures of very specific architectural styles. As a result, the design of new development or rehabilitation was be easily related to

existing structures. This process of design review was made easier through the publication, by the City of Winnipeg, of a set of Design Guidelines for the Historic Winnipeg Restoration Area. This was perhaps the first serious attempt, by the city, to manage development in terms of aesthetics.

Paralleling the zoning bylaws which controlled development in downtown Winnipeg were several development plans which were becoming more sympathetic to the cause of urban design as they approach the present day. The Greater Winnipeg Development Plan of the late 1960's suggested that good urban design could be achieved through adherence to the plan and that steps would be taken to ensure that the design standards, whatever they may be, would be maintained. The Plan suggested that,

It is neither possible, nor desirable, to control the appearance of downtown completely ... each generation makes its own contribution and adds to the variety and richness of the urban scene, providing it is acknowledged that each building is a part of the total appearance of the street and that it should not stand out in vulgarity and exhibitionism⁴⁰.

This plan also recommended an Advisory Committee on Urban Design be established however this did not occur.

The plan by which developments were to be measured was the Downtown Winnipeg Plan, of 1969. This Plan recognized the declining core area and suggested a grand design scheme which included specific structures in particular locations, and was to be the salvation of downtown Winnipeg. This planning exercise, assumed that the City was prepared to assemble the land and construct these facilities, and was obviously more a grand vision than a plan, and as such did not succeed in its objectives. The recommendations of this undertaking are illustrated in Figure 2.

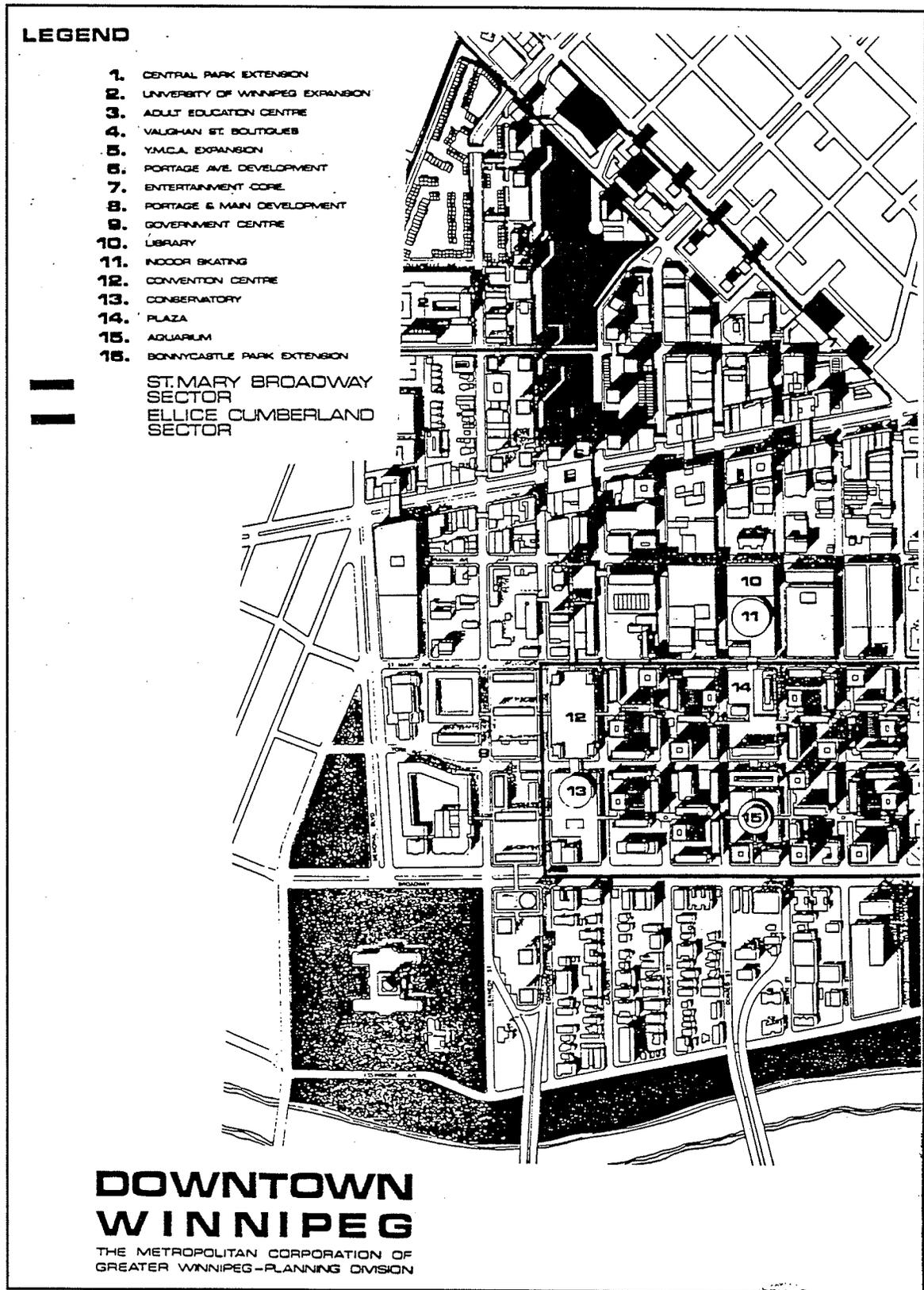


Figure 2. *The Downtown Winnipeg Plan*
 Source: City of Winnipeg, *Downtown Plan*, p. 65

Plan Winnipeg, is the latest master planning exercise Winnipeg has undertaken and was officially adopted, after lengthy delays, on April 9, 1986. (Greater Winnipeg Development Plan, Bylaw 2960-81). This Plan contained policies which encourage downtown redevelopment, public open space and amenity, improvement of pedestrian movement through the overhead walkway system, shuttle bus services, and the preservation of historic buildings⁴¹. An interesting reference to downtown planning in this document addressed the issue of area specific downtown plans. It recognizes that the Downtown Winnipeg Plan is obsolete and that a **downtown action area** plan is required and should be prepared:

THE FUTURE OF THE DOWNTOWN

The encouragement of high density, non-family residential development is recognized as the most important component in the renewal of Winnipeg's downtown. Inasmuch as the Containment option best fulfils this objective, it represents a preferred option for the future of the downtown.

Within this general option, however, the specific allocation and distribution of anticipated development is important to the future well-being of Winnipeg's downtown. To this end, a **downtown action area plan**, cognizant of the specific nodes, corridors and precincts which comprise the downtown should be prepared to replace "Downtown Winnipeg."⁴²

Plan Winnipeg, also advocates an urban design policy which would improve the physical appearance of downtown by ensuring a high quality of urban design:

CHAPTER: DOWNTOWN SECTION: URBAN DESIGN SUBJECT: QUALITY OF URBAN DESIGN

Policy: The City shall ensure a high standard of urban design in the downtown.

Objective: To improve the physical appearance of the downtown.

Implications: The city should promote a high standard of urban design in the downtown by ensuring a high standard of design quality in all works for which the city is responsible. Although it is possible to establish the essential design elements such as side yards, setbacks, and maximum building height as well as specifying acceptable building materials, it is not possible to legislate good urban design. However, the city can set the design standards which are acceptable in the downtown by ensuring that all works for which it is responsible meet the highest possible standards of design quality.⁴³

Once again the Plan assumed a somewhat non-interventionalist approach to urban design but it reiterated the need for the City, and other levels of government, to set design by ensuring a high quality of urban design in the projects for which they were responsible. Although design review of public projects (including bridges) remains to be a concern today, the City has shown very little enthusiasm to follow through with such a commitment.

The Downtown Zoning Bylaw. #4800, was officially implemented March 7, 1988. Many of the recommendations found in Plan Winnipeg, under the downtown development section, were reflected in this zoning legislation. The objectives of the bylaw were to protect the downtown retail focus, to encourage a residential population, to preserve and strengthen the character areas, (such as Chinatown, Broadway, and the Exchange District) to provide a friendly environment for pedestrians, and to accomplish downtown development through public and private partnerships⁴⁴.

Many of the policies contained in this zoning bylaw originate in Plan Winnipeg however they have not been translated or interpreted into design guidelines or an area specific plan. It would appear that the previously mentioned Action Area Plan for the downtown could have provided more detail as to the origin and intent of the policy and fill the gaps between general policy statements and zoning requirements.

The zoning bylaw did away with the traditional zoning districts in favour of six sets of regulations, or overlay zones, which stated the requirements for residential land use, non-residential land use, bulk (Floor Area Ratio, height, yards), parking and loading, signage, and urban design. Urban design objectives were to be

achieved through the review of building plans by a Downtown Design Board. This was a positive step in terms of the City becoming the master of its own density, something which was long overdue.

This new bylaw rests on the fundamental and reasonable proposition that city Council has both the right and obligation to play a major role in determining the direction and quality of development in its downtown⁴⁵.

The zoning bylaw provided new policy and regulations for the neighbourhood South of Broadway, and these are examined in detail in the next chapter.

At the present time the Urban Design Branch, City of Winnipeg - Department of Environmental Planning, is working on an Urban Design strategy, for downtown Winnipeg, which in many respects will be similar to a downtown action plan and address the issue of downtown urban design. This strategy will be designed to complement the new zoning bylaw and provide the guidelines which the bylaw suggested would be provided.

The approach to downtown urban design, which has been adopted by this department, can be summarized as follows:

1. Provision of design review through plan examination.
2. Prepare the Urban Design Strategy containing development goals, statements, and illustration which will benefit those wishing to develop land in the area.
3. Lead by Example. Provide urban design review for public works projects.

Several of these points are examined in the sections to follow.

1.5. Summary and Conclusions

This chapter has examined the theory and process of development controls in an abstract sense. It has examined the causes of downtown decay, the public reactions to it, and the ways in which zoning is providing better management of downtown redevelopment. It has briefly examined the theory of design review and how this theory has developed in practice with particular emphasis on the approach, nature, and elements of the design review process. This chapter has also provided an overview of planning process in downtown Winnipeg and examined recent developments in design control practice.

The following chapter provides several case study examples which present a good cross-section of the design review practice in Canada, and an indication of the type of urban design guidelines which are utilized. Particular emphasis was placed on those guidelines which have merit in the Winnipeg context.

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Chapter II

URBAN DESIGN GUIDELINES: CASE STUDIES

2.0 Introduction

Urban design is often easier to visualize than to verbalize and consequently case studies are very common in textbooks and manuals which attempt to teach or describe urban design. This section provides an overview of the design review or development control process in other cities through case studies. Particular attention is directed toward 'state of the art' urban guidelines which may be of use in the Winnipeg situation.

Case Study Variables

The choice of the urban centres to use in case study examples can be a difficult one. It has often been suggested that 'urban design solutions' are not portable because they are unique in each situation. This may be true in the case of some very specific examples, however in general the principles and practice of urban design are transferable. If one is aware of the unique economic, political, and climatic situations when considering case studies, the comparisons can be a relevant exercise.

The cities which are examined as case studies are Ottawa and Toronto, Ontario, and Vancouver, British Columbia. Ottawa approximates Winnipeg in terms of size and has a serious approach to urban design. The planning and design authorities in Ottawa share the desire to create and maintain a high quality of urban

design in the projects for which they are responsible and the means to this end is a very good set of urban design guidelines. Toronto is a city which does not have a prepared set of urban design guidelines. It is however one of the few cities in Canada under a high amount of development pressure. Planning officials have prepared a design review document which reflects the existing plans and policies to assist developers.

Vancouver, B.C. has long been recognized as a city which concerns itself with quality of life, or livability, and this concept is clearly related to the design of the build environment. As such, a set of urban design guidelines have been prepared for the various character areas in Vancouver and provide good examples of what can be done in terms of urban design. Each of these cities has considered the difficulty of controlling development in downtown residential neighbourhoods and as such are particularly relevant to the Winnipeg context.

Following the choice of the urban centres to be included in the case study process, one must determine an approach for the examination of the guidelines for each case study. The administrative process within which development controls operate, ie., plans, policy, review methods, philosophy, etc., in each urban centre, although important, is not especially relevant in this case. The contextual situation within which the guidelines operate will be indicated although briefly, and more emphasis will be placed on the guidelines themselves.

While all of the urban design guidelines at work in any one city are worthy of examination, such an undertaking is obviously impractical. Several specific aspects of the guidelines are examined and these have been deemed representative of the approach, nature, and design criteria utilized in each particular urban

situation. Special emphasis will be placed on those which could be useful in the Winnipeg context.

2.1 Ottawa, Ontario: A Case Study

Planning in Ottawa

The Ottawa Department of Community Development, Planning Branch, utilize zoning agreements and development control to manage development within its boundaries. The Development Control Approval Program allows planners to meet with developers to discuss particular projects and urban design guidelines are provided as a basis for functional evaluation. The Planning Branch completed development plans for each of the major neighbourhoods in the early 1980's, and prepared a set of design guidelines for each area which reflected the policies contained in these plans.

Also operating in Ottawa, is the National Capital Commission, which is a Crown Corporation responsible for the planning, coordination, and implementation, in the Capital, of projects of special significance. The Capital Commission is involved in projects dealing with Federal Government buildings, embassies, museums, galleries, and special projects, and as such does not deal with private interests. This agency is essentially complementary to the Department of Community Development and while they do not utilise a prepared set of guidelines they are conscious of urban design in the project context.

The City of Ottawa, Planning Branch, through its Neighbourhood Planning Program, prepared development plans for various neighbourhood, with the

participation of several agencies and citizen groups. To translate development plans into design solutions, a set of design guidelines, intended to provide a general set of design criteria reflecting planning policy, were formulated. As a frame of reference, the guidelines present the physical effects of design considerations and bring to light basic design principles which are sometimes overlooked during the planning process¹.

Urban design guidelines have been prepared for the various neighbourhood areas in Ottawa which reflect the unique concerns in each area. The approach, nature, and design elements of the guidelines, remain consistent throughout the City.

Design Guidelines

For the most part, the guidelines in use in Ottawa today are directed toward improving the quality of residential and mixed-use development, as well as providing guidance in heritage areas and special character areas. The guidelines discuss the issues and principles through the use of examples and illustrative sketches and act as design performance standards expressing desirable qualitative aspects of the environment. They serve as a qualitative checklist ensuring that a great range of environmental concerns are considered in the design process².

The authors of the guidelines do not attempt to justify this work except to refer the reader to additional sources which deal with design principles and urban psychology. This, it is suggested is in the interest of simplicity, and brevity.

The design guidelines in Ottawa have been prepared in a series of structured sections. Three sections, the project context, the dwelling context, and the dwelling unit context, are then further divided into sub-sections which address basic environmental concerns or design criteria. The project context, for example, is divided in the following sub-sections: Street pattern, scale and character, image and identity, public movement and parking, climatic impact, and mixed use. Finally, each sub-section is further subdivided to include the actual design guideline.

The design guidelines are summarized in a brief statement, introduced in terms of a problem or potential problem, illustrated by a sketch, and expanded verbally by means of recommendations and examples³. The planner or developer selects the division and section of the guidelines which apply to his project, and applies them accordingly.

The various divisions of the design guidelines, the Project, Dwelling, and Dwelling unit contexts, provide increasingly specific suggestions relating to design. The Project Context guidelines, for example, consider the overall public image of a new development and ensure that it will blend into the surrounding environment. The Dwelling Unit Context guidelines, on the other hand, consider the design of the individual apartment unit and private outdoor spaces, in terms of how well it provides for the occupant.

Some of the criteria suggested in the Ottawa guidelines are actually outside the scope of the Planning Act of Ontario and are so noted. The City of Ottawa, however, acknowledges these design principles and ideas and suggests that it would be 'commendable' in terms of design performance for a developer to undertake any or all of these.

The Project Context

The guidelines which are oriented toward the Project Context are generally applicable in the Winnipeg situation. The Project Context refers to the potential impact a development has on its immediate surroundings and the public realm. The users of the new development and those who interact with it are important in the discussion of the project context. Guidelines in this context encourage attention to project scale, character, image, and pedestrian circulation, relative to the new development. This project context also suggests attention to climatic influences and encourages mixed use developments.

The following examples are taken from the 'project context' sections of the Greensboro Guidelines, and Residential Guidelines, published by the City of Ottawa, as previously noted. Developments along streets function to define the street as a corridor and to define activity along the path, and if one of these activities is neglected the streetscape suffers. This guideline suggests that developments respect the existing street wall setback and this is illustrated in Figure 3.

"Every existing neighbourhood street has a character derived from the typical sequencing of solids and voids along its edge and from the three dimensional nature of the building facade which line it". This pattern should be replicated in new development as it serves to reinforce the traditional and continues definition of the streetscape. This pattern is shown in Figure 4.

Human scale is a very important concept in study of urban design and the unsettling and overpowering effect of a six to twelve storey sheer vertical wall on a

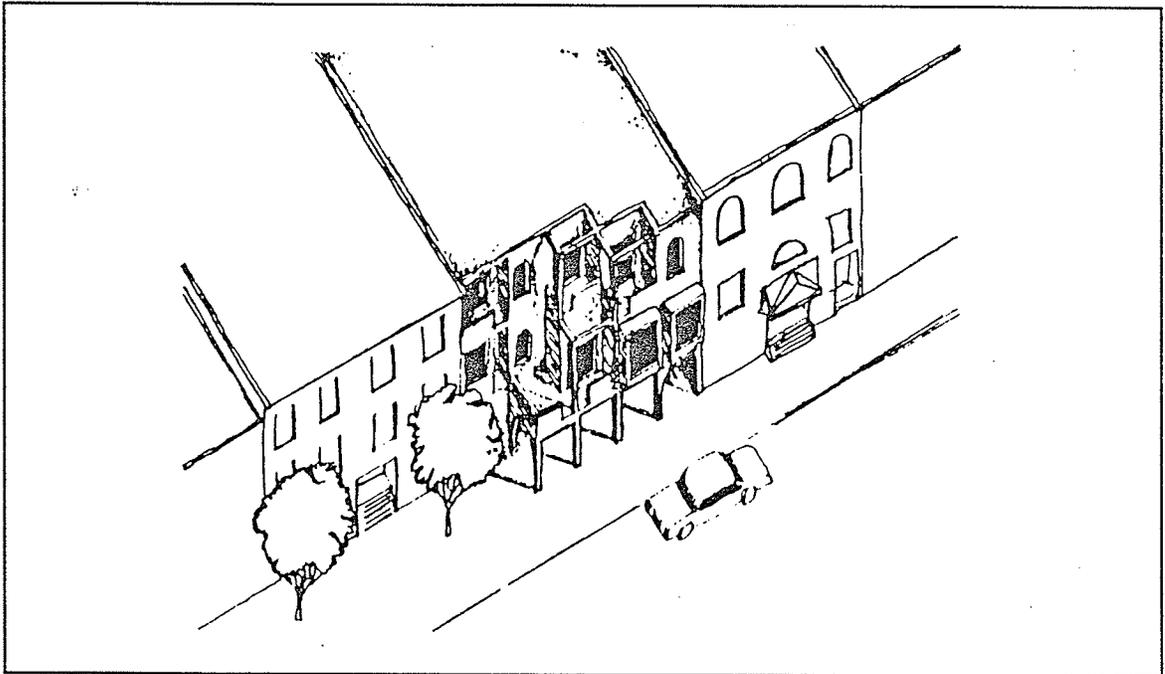


Figure 3. Integration of Street Wall Setback

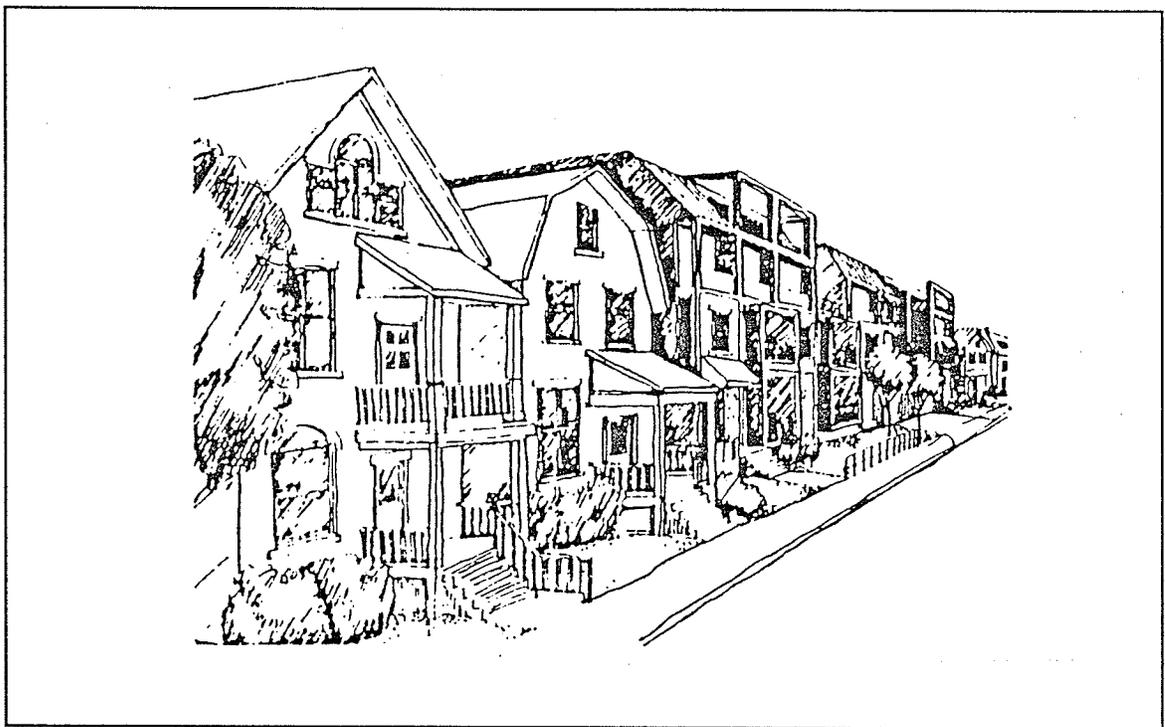


Figure 4. Sideyard and Facade Pattern

pedestrian is undeniable. Because of this perception and the fact that these buildings are usually perceived from street level, their visual impact can be softened by sympathetic treatment of their lower floors. For example, the structure respects the pedestrian and is also compatible with surrounding structures in Figure 5.

The construction of high density residential or commercial structures create

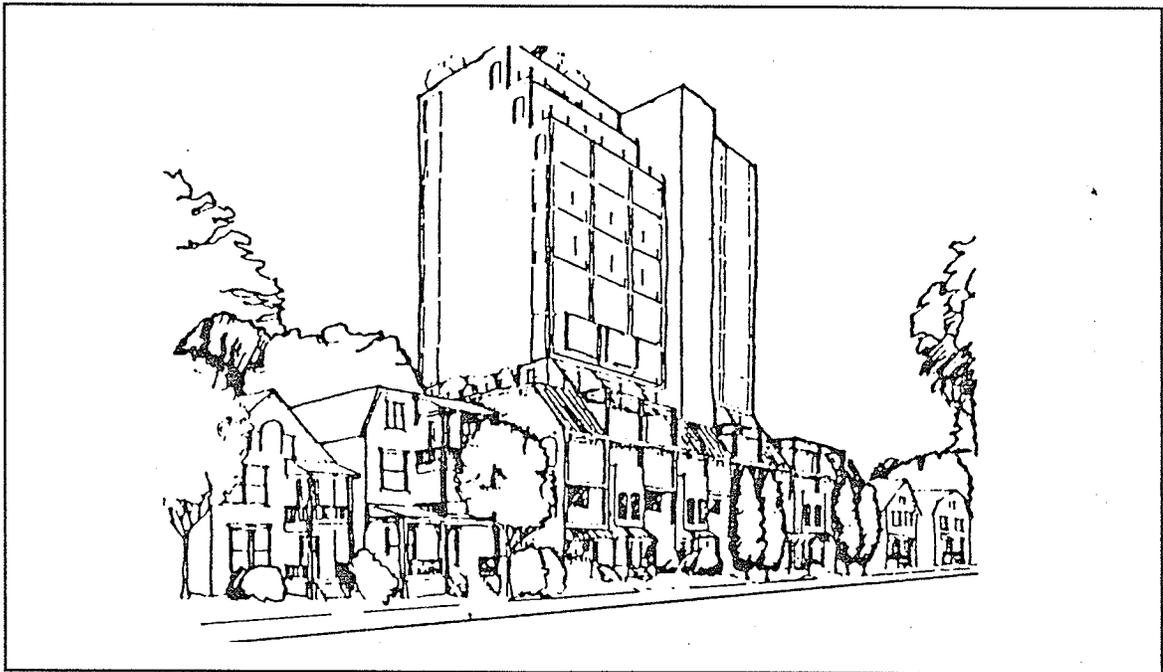


Figure 5. Treating Lower Floors

problems of incompatibility in terms of scale, character, and overshadowing. These transition zones can be sensitively treated to avoid these acute interfaces, as shown in Figure 6.

The upper floors of these tall structures can also be softened in terms of pedestrian perceptions. The "monolithic slab form" of these high profile buildings can be made more sympathetic by the treatment of the upper floors such as setting

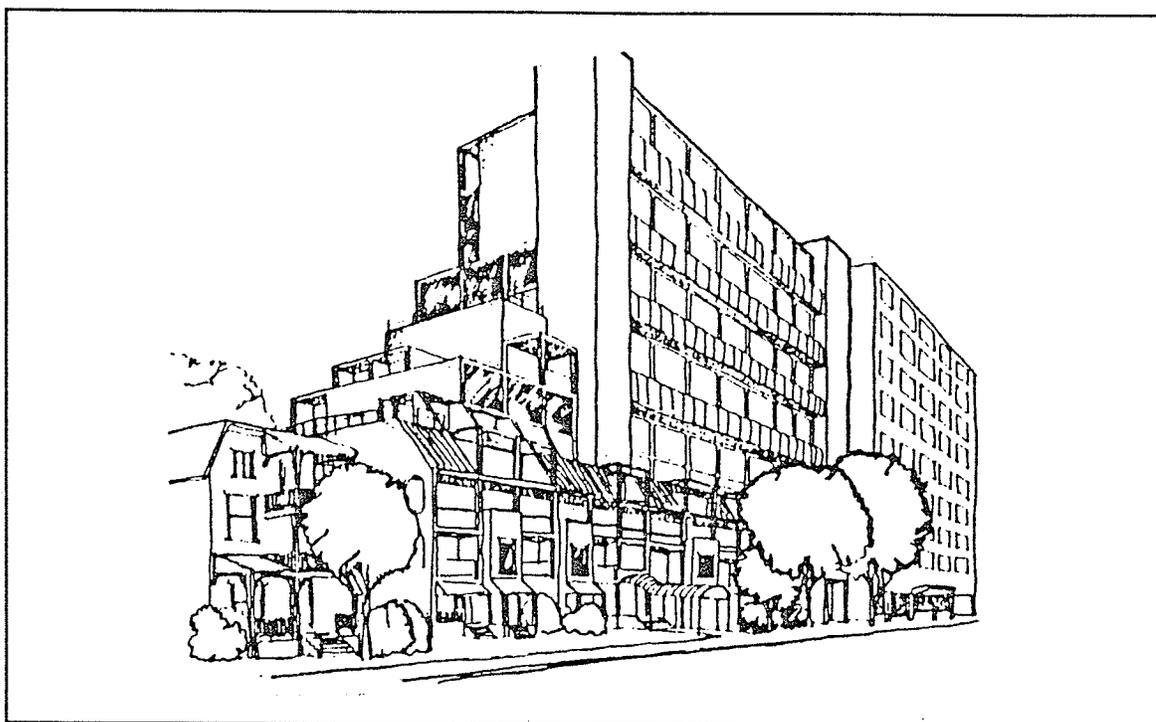


Figure 6. Treating Transition Zones

back upper stories, (which also has the effect of increased sunlight penetration at street level), or modulating facades such as in Figure 7.

Other design principles which are discussed in the Project Context are such things as mixed-use, and the integration of public transit facilities. Mixed-use developments are those which include a small commercial, retail, or recreational component in a larger residential structure. If the potential problems are minimized these developments can have a positive impact. The City of Ottawa provides guidelines which suggest methods for locating small business in mixed-use developments, which can create an interesting streetscape, and can provide for outdoor commercial space to establish cafes or markets as can be seen in Figure 8, and in Figure 9.

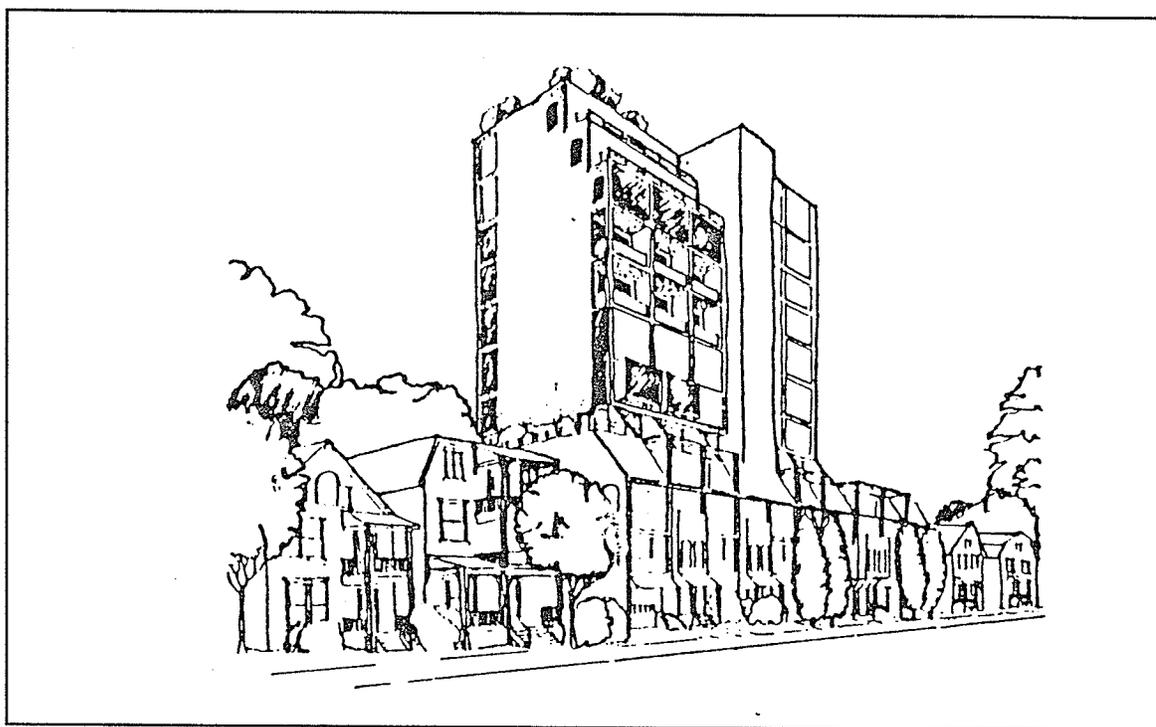


Figure 7. Treating Upper Floors

New developments which are located along public transit routes can provide certain amenities for transit users and improve their own business or residential facility in the process. Guidelines suggest such things as shelter, shade, lighting, landscaping, and benches, as in Figure 10.

Guidelines which address the Dwelling Context are increasingly project specific and deal with questions of site organization, access, open space, neighbourhood character, and amenity. A final example of the Ottawa urban design guidelines, taken from the Dwelling Context, suggests treatment of parking lots in higher density residential areas which can create a more pleasant environment.

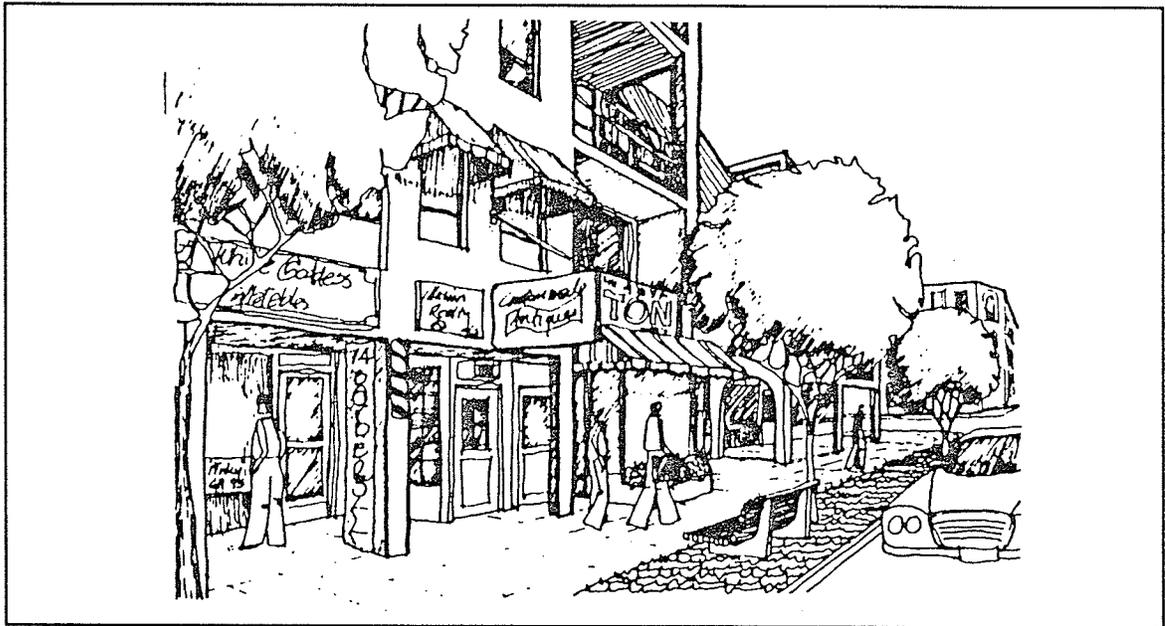


Figure 8. Allowing Small Scale Business

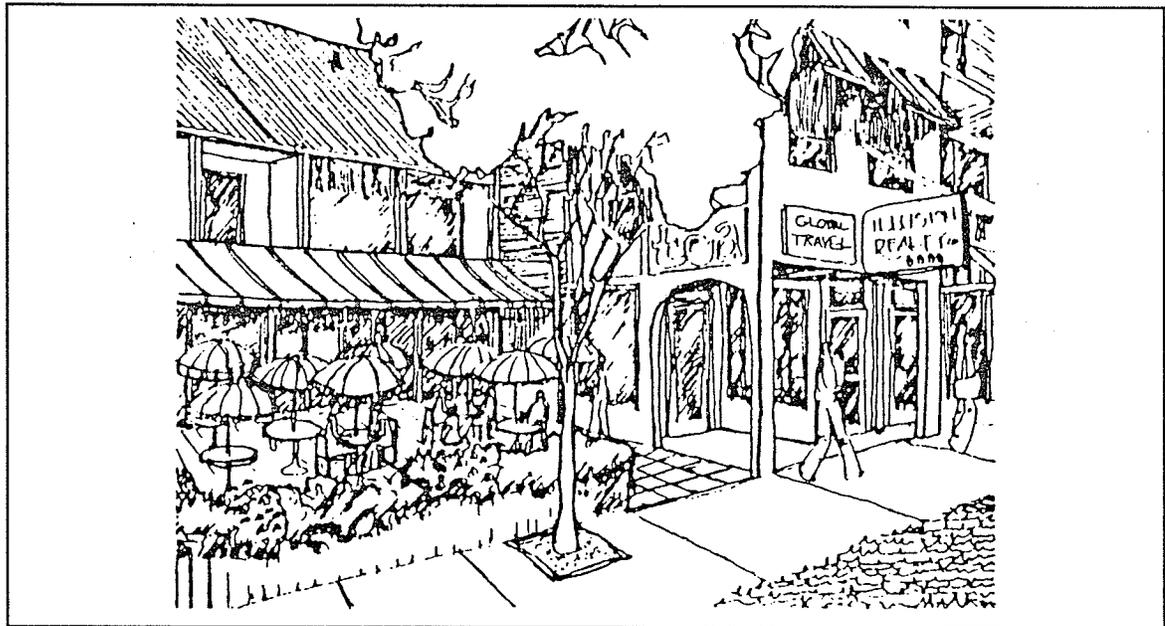


Figure 9. Outdoor Commercial Facilities

Treatments include the use of trees, decorative fencing, grass, and curbing which combine to break down the scale of the lot, and make it easier to live with. An example of this is contained in Figure 11.

These examples are representative of the types of guidelines at work in the City of Ottawa at the present time. Examples of guidelines from the most specific context, that of the Dwelling Unit Context, have been excluded as it was felt that they are inappropriate in the Winnipeg situation.

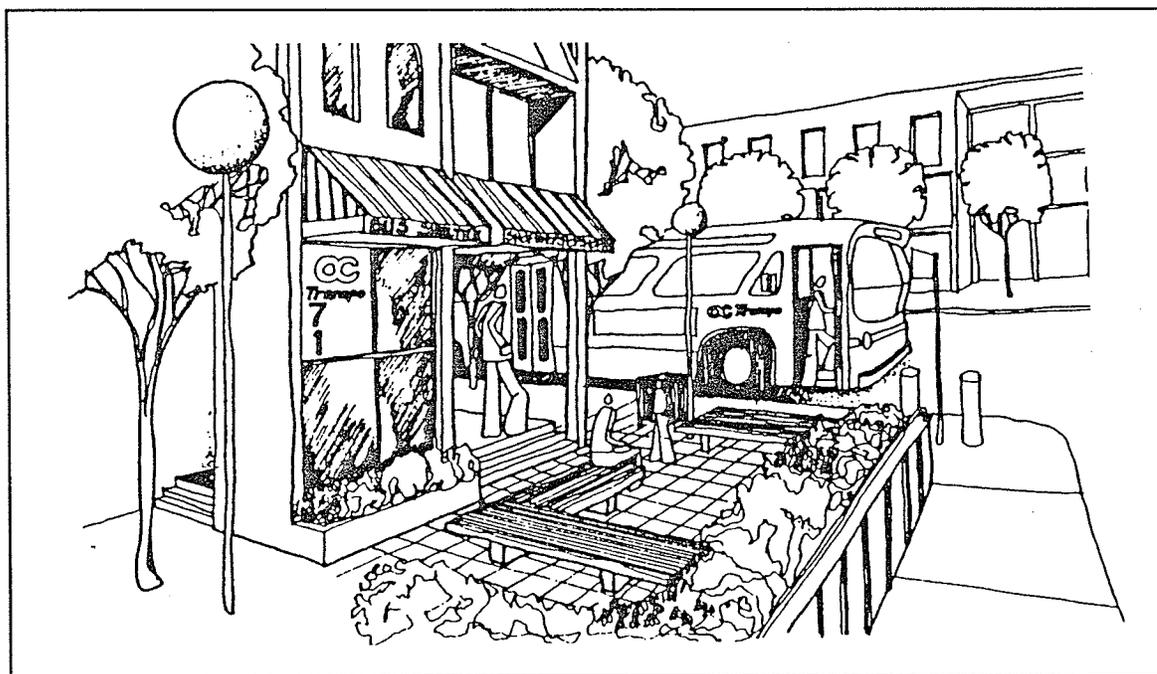


Figure 10. Integration of Transit Stops

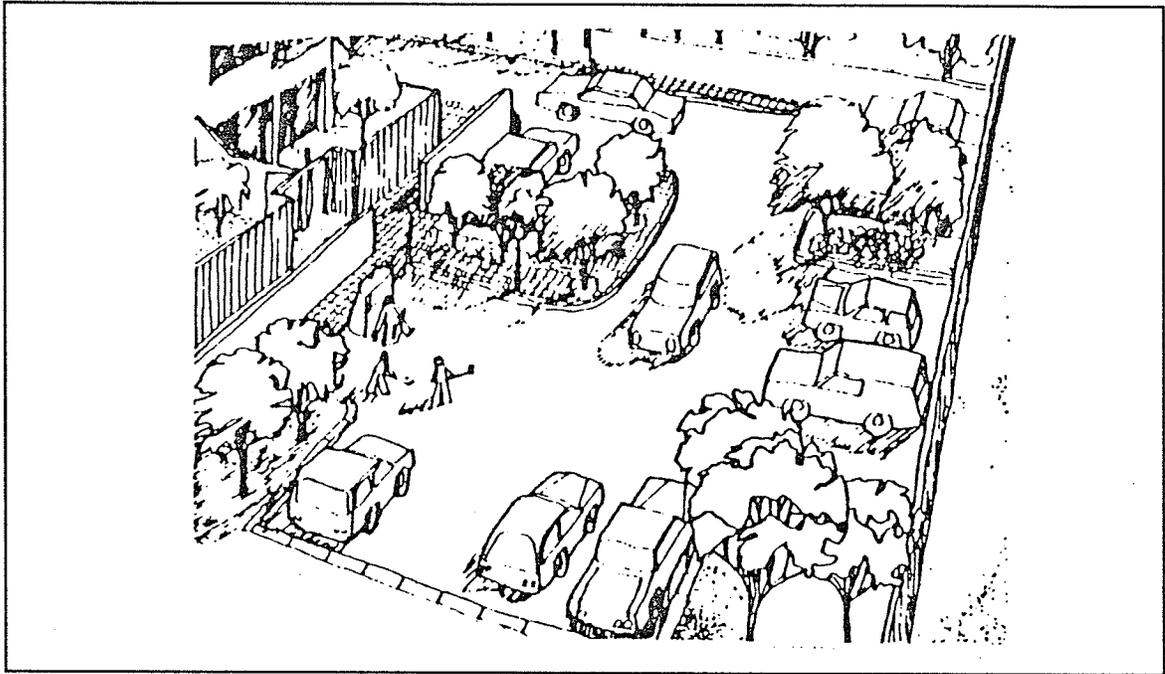


Figure 11. Landscaping Parking Areas

2.2 Toronto, Ontario: A Case Study

Planning in Toronto, Ontario

Toronto, Ontario, is Canada's largest metropolitan centre. Toronto achieves its urban design objectives by a selective and judicious use of a number of seemingly disparate policies, plans, and regulations. Toronto is the commercial and financial heart of the nation and consequently has experienced very high levels of development pressure. Urban design objectives are more easily achieved in this type of environment as was previously evidenced.

Toronto has been successful in attracting and maintaining a large downtown residential population. In fact, some of the most expensive housing can be found near the core area. This is a direct result of a relatively low inner-city crime rate, the availability of new accommodation in new projects such as Harbourfront, and the extremely long commuting distances which have been the result of suburban sprawl and escalating suburban housing costs.

The planning process in Toronto, involves many of the same actors as in the case of Ottawa. Planning in the city of Toronto is carried out by the Planning and Development Department, a Planning Board which acts in an advisory capacity, under the watchful eye of the Ontario Municipal board, created by the Provincial Government, to monitor municipal activities.

The City of Toronto can influence the design of private development through traditional zoning provisions and through development control policies.⁵ These policies were established by the various urban planning initiatives. One such policy limits downtown growth in favour of higher density growth along

the major transportation corridors. Other general policies encourage a better pedestrian environment, encourage residential and mixed uses, and street level activity. These policies are contained in the Official Plan for the Urban Structure, of 1980. Toronto does not have an urban design plan, however unofficial urban design guidelines for the Core Area have been used to guide developers.

Zoning in Toronto, as in all of Ontario, regulates only the most rudimentary aspects of development. This may be due to the fact that the province requires that zoning be self-applying and non-discretionary. Zoning by-laws do however contribute to the urban design process through density manipulation, the deployment of bulk on the building site, and by encouraging certain types of mixed use.

"Traditionally, Ontario communities had no statutory authority to exercise review of specific development proposals"⁶. To circumvent this restriction, Toronto, for many years utilized a site-plan bylaw which basically provided the developer with the proper re-zoning for the site and allowed the Planning Department to review the project plans.

The design guidelines, previously mentioned, were developed during the mid-1970's in a period of rapid redevelopment. The City of Toronto enacted a 'holding bylaw' in the Core Area from 1973-8, while new planning policy was being developed. The 'hold' was lifted for a particular site only if the developer agreed to abide by these guidelines. Many of these guidelines were actually incorporated into the Official Plan. The text of the guidelines is found in a document entitled On Building Downtown.

Toronto also utilizes a development agreement process to secure urban design provisions in new development. This process requires the active involvement of both

the city and the developer. It has been suggested that this type of agreement was legally questionable and was not binding on future purchasers⁷.

In 1973 the Province of Ontario established a development review technique, commonly referred to today as 'Section 35A', which was similar in nature to the old site-plan bylaw. Section 35A allows review of such things as landscaping requirements, access, and many of the attributes suggested in the guidelines contained in On Building Downtown, several of which will be described later.

Section 35A is particularly significant, in terms of achieving urban design objectives, because of the way in which it complements the conventional zoning practice. Section 35A "permits qualitative discretionary review not permitted in zoning and makes possible zoning-mandated design features with the promise of review of their qualitative aspects"⁸.

The development review process, under Section 35A, involves negotiation between planning staff and developers, and the approval of the development agreement by City Hall, which is virtually automatic at this point. The development criteria which are used in the review process are contained in the official city plans, zoning bylaws, and the unofficial guidelines.

Design Guidelines: On Building Downtown

"The public should effect decisions about the public area and the points where the public interest meets the private area by use of performance controls⁹." This is the underlying assumption and the premise of the urban design guidelines which were created for downtown Toronto.

The actual presentation of the Design Guidelines is quite simple. Each guideline is based upon an established planning goal which is explicitly stated. A brief explanation follows and several precedents are explored. The precedents are often represented photographically, and provide both desirable and undesirable approaches to achieving a particular goal.

The Planning Department states that the most important aspects of these guidelines are their flexibility and their respect of due process. In terms of flexibility, it is suggested that fulfilment of the goals contained in the guidelines is more important than adherence to a particular recommendation or established design treatment. Flexible requirements foster innovation which can prove to be more desirable than carbon-copy solutions. The Planning Department also reiterates the need for due process, which requires that the review process be fair and applied uniformly throughout the industry. The developer has the right to due process and if this is denied court challenges can result.

The guidelines for the city of Toronto, contained in On Building Downtown, are divided into four sections which are then subdivided into more specific categories. They are summarized as follows,

A) Downtown Pattern

- A1 Sun and Shade
- A2 Wind and Calm
- A3 Noise and Quietude
- A4 Air Pollution Control
- A5 Water Pollution Control
- A6 The Rectangular Street Grid
- A7 Retaining Buildings
- A8 Special Features
- A9 Public Views
- A10 A Variety of Activities

B) Areas of Special Identity

C) Public Realm

- C1 The Street Hierarchy
- C2 Major and Minor Streets
- C3 Streets for Pedestrians
- C4 Routes for Bicycles
- C5 Street Design
- C6 Entrances, Concourses, and Platforms
- C7 Public Open Space

D) Public Parts of the Private Realm

- D1 Pedestrian Walkways
- D2 Linkages
- D3 Arcades Overhangs and Transit Shelters
- D4 Loading and Servicing

"With the advent of extremely large building complexes, the micro-climate of the core area has become a matter requiring civic regulation"¹⁰. As a result, the Sun and Shade categories in the Toronto guidelines attempt to ensure that the design of new buildings create desirable year round conditions of sun and shade in open spaces, streets, and surrounding residential buildings.

The guidelines which address the provision of sun and shade in open spaces suggest that open spaces can only be useful to the public if they receive generous amounts of sun and shade. The guidelines provide a list of designated open spaces

in the core area and also specify the types of calculations which are required in the determination of levels of sun and shade. The precedents which are cited in the guidelines provide examples of construction that has not respected solar access, examples of shading at various times of the day and in various exposures, and examples of structures which have the ability to actually reflect light into areas which are overshadowed by other structures.

The guidelines provide a means for calculating the level of sun penetration at various times of the day and of the year. They are based on the existing street layout in the core area and the location of the sun in the sky at given times. These calculations are illustrated in Figure 12.

Another guideline in this category attempts to ensure that the form of new buildings create desirable year-round conditions of sun and shade in surrounding streets. Given the street layout in the core area, there are certain times of the day when streets, particularly those running east and west, receive very little sunlight at grade level. Through manipulation of building bulk and materials the dark canyon-like appearance of many of these streets can be improved. The process of calculating the levels of solar penetration at grade level is similar to method illustrated in Figure 12.

The retention and creation of Public Views in the core area is also an important concern of the Planning Department and a design guideline was created to encourage this. "Public axial views, visual corridors, and visitors become familiar with the city... they represent a significant, collective image"¹¹. The skyline of Toronto, at one time, was dominated by civic institutions, church spires, and universities. Today it is dominated by large private buildings and efforts must be made to

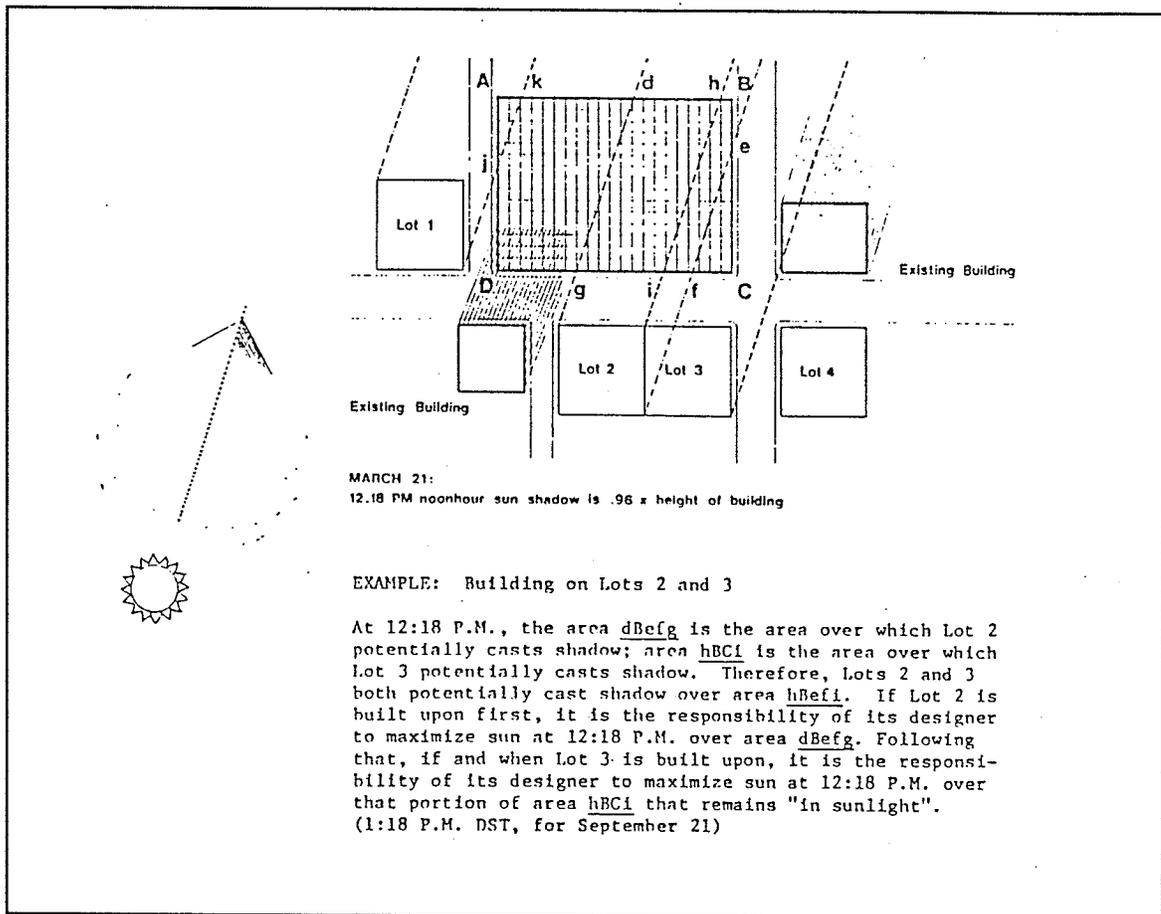


Figure 12. Solar Penetration on Open Space.
Toronto: *On Building*, p. 25.

preserve public views. A list of skyline features to be maintained was prepared and included in the document.

The guidelines include photographs of many of these public views and examples of where some of these have been truncated by new development. In some cases, illustrations of the view planes converging on a particular structure are provided to reinforce these ideas. An example of this is presented in Figure 13.

A final example from the Toronto urban design guidelines addresses the use of limited street space for both vehicles and pedestrians. "Traditionally Core Area

streets have served vehicles and pedestrians ... one of the most evident characteristics of the public nature of Toronto streets has been the presence of cars and pedestrians together in the same street space¹¹².

It is clear at this time however, that the core area can no longer serve all of the vehicles which flow into it and the juxtaposition of vehicles and pedestrians is becoming increasingly dangerous. As it is not possible to widen a sidewalk and street simultaneously, the solution would seem to be the creation of a street hierarchy system which would concentrate vehicles and pedestrians on certain streets. This distinction does not create exclusive streets but it does facilitate the improvement of vehicular movement on designated streets and improvement of the pedestrian environment on other streets. Perhaps another level of street could be created which would serve only pedestrians and public transportation.

The Official Plan designates major and minor streets for pedestrians and vehicles in the Core Area and this hierarchial system is intended to provide for a systematic and gradual expansion of the range of pedestrian routes in the core¹³. This is accomplished through a review of existing situations, provisions for extension and expansion of the major and minor streets through new development, and the integration into the existing network. The criteria which are used to distinguish between major and minor streets includes such things as the availability of public transportation, the length of the street, the existence of continuous retail shopping, public views, and the relative amounts of space for pedestrians and vehicles.

The guidelines provide illustrations of major and minor streets through photographic examples obtained in Toronto and several cities in Europe. The actual guidelines suggest such things as improvements to pedestrian systems, priorities

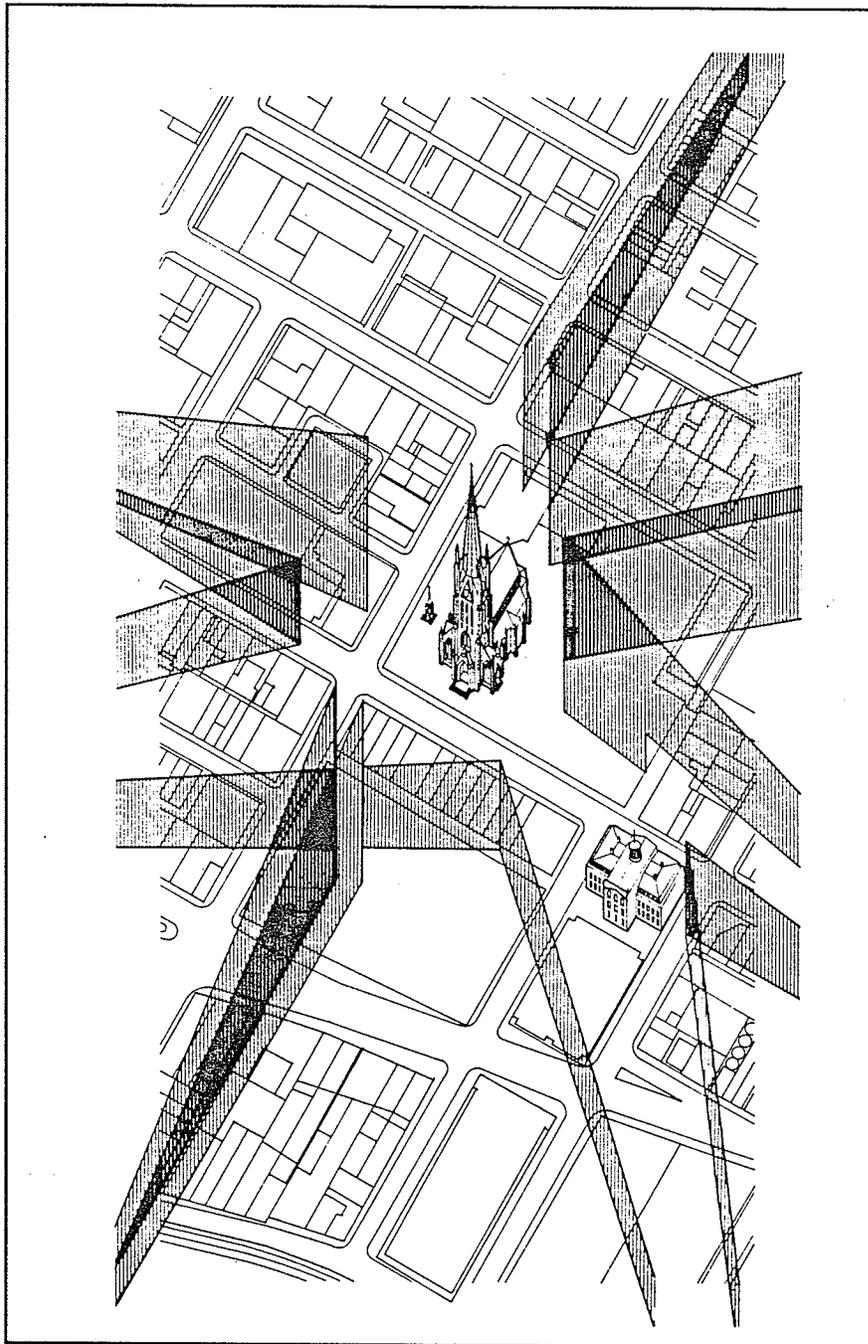


Figure 13. View Planes Converging on Old City Hall.
Source: Toronto: *On Building*, p. 214.

relating to development along major and minor streets, recognition of special character streets such as Young Street where pedestrian and vehicular congestion is

desirable, and improvement of back alleys for pedestrian use. Illustrations or examples of the specific guidelines are not provided in this case. On a final note, the guidelines also recommend that the city not allow pedestrian bridges over major streets in the Core Area. This seems to recognize the ability of the overhead walkway system to discourage street level activity or at the very least, detract from it.

2.3 Vancouver, B.C.: A Case Study

Planning in Vancouver, British Columbia

Vancouver, B.C. is Canada's third largest city with 1,200,000 residents living in the Census Metropolitan Area¹⁴. Located on the Pacific Ocean and beneath the Coastal Mountains, it offers beautiful scenery and a moderate climate.

Planning authorities included provisions for urban design in Vancouver's planning process as early as 1950 and it has been suggested that the process is one of the best in Canada. The Vancouver Planning Department has encouraged a very high level of citizen participation in the planning process and this is reflected in the Core Area Plan, the Downtown District Official Development Plan, the development plan for Greater Vancouver, and the urban design guidelines and policies which are a result of these plans. These plans and policies stress livability, the protection of views of the mountains and water, and attention to the character and scale of development within the city.

The development control process in Vancouver is administered by the Development Permit Board. The Board utilizes the provisions of the various plans, zoning, and several sets of design guidelines which have been prepared for various neighbourhoods, corridors, and character areas, in its decision making process.

Developers in Vancouver are offered development bonuses which encourage private construction of public amenity as in many other urban centres. Vancouver planning authorities take this one step further by offering bonuses for the provision of social amenities such as daycare centres in new developments.

The development control process in Vancouver is very discretionary with the power in the hands of the Development Permits Board. The Board provides several sets of design guidelines which are written to encourage preservation of neighbourhood character and suggest design alternatives which provide high levels of amenity and comfort for residents and pedestrians.

The guidelines themselves are not binding and compliance with them does not imply that a building permit will be issued. This level of discretion has been criticized by some developers however the high level of development pressure and growth in Vancouver has resulted in the acceptance of the practices.

Urban Design Guidelines

Urban design guidelines have been prepared for several neighbourhoods in central Vancouver and are intended to preserve and strengthen character areas and residential neighbourhoods. The discretionary nature, application, and intent of these guidelines is evident in the following passage from the West End design guidelines.

The design guidelines contained herein are intended to encourage high standards of design and development throughout the West End.

The design guidelines prescribe the general criteria for new development and form the basis for the preparation of, and approval of development proposals.....

The design guidelines do not require literal interpretation (and) they will be taken into account in the consideration of development permit applications. The Development Permit Board may refuse or require modification to a proposal for failure to meet the standards of these guidelines in whole or in part¹⁵.

For the purposes of this examination guidelines for the West End, the Downtown, East False Creek, Broadway, and the Central Area Weather Protection System have been considered. Several of these documents were conceived as early as 1975 but have all been continuously amended.

Weather protection, particularly shelter from the ever present rain, is an important consideration in the central downtown shopping and business area for pedestrian comfort and amenity. The Central Area Weather Protection Guidelines suggest that many developments have included protective features in their design, and those which have not, probably would have done so had some form of policy or recommendation been available. This report attempts to provide an indication of areas where weather protection should be encouraged, a summary of the engineering and legal considerations, and some design ideas with regard to awnings and canopies¹⁶.

Probably the most important design consideration is that of shelter continuity. The system must be continuous to be successful and several priority streets have been identified. Several other critical areas have been suggested such as form, dimensions, integration, wind, and lighting. Many of these criteria are exhibited in the next four figures which are included in the Vancouver design guideline documents.

The 'West End' of Vancouver is a residential neighbourhood that shares a peninsula with the downtown core and Stanley Park. The 500 acre neighbourhood is one of the most densely populated areas in Canada, and one of the most attractive in terms of natural amenity. It is also an area which, through a process of community participation, has developed a set of design guidelines to protect the

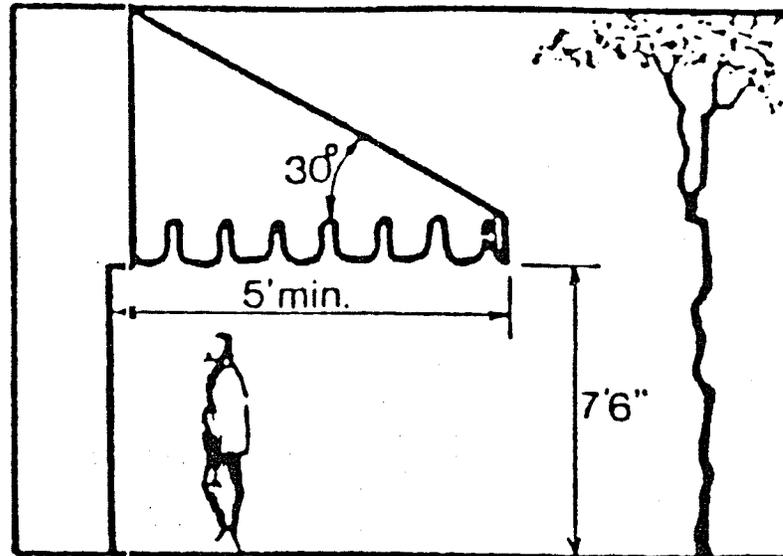


Figure 14. Canopy Dimensions.
Source: Vancouver: Central Area.

neighbourhood. The guidelines, many of which are specifically directed at urban design, establish urban policy on such things as maximum density, housing types, noise levels, decreasing through traffic, provision of park space, and improvement of social services.

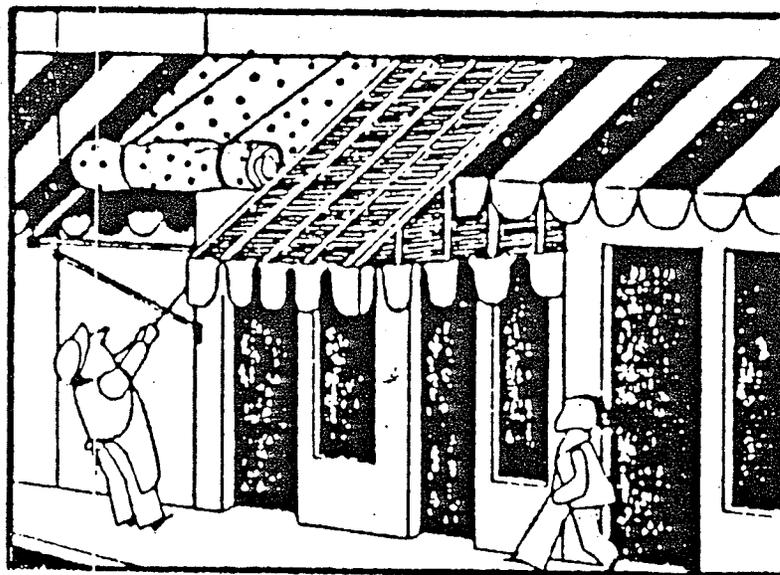


Figure 15. Awning Design.
Source: Vancouver: Central Area.

Views in the West End are an important commodity and protection of them is an important design criterion. Vancouver has a method of establishing permissible height, however, many of the neighbourhood bylaws override this. Generally the height of new building is subject to the calculations illustrated in Figure 18.

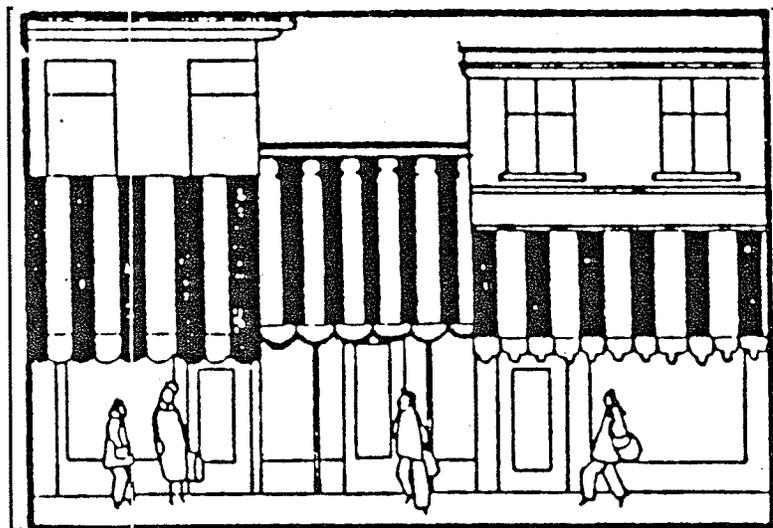


Figure 16. Shelter Continuity
Source: Vancouver: Central Area

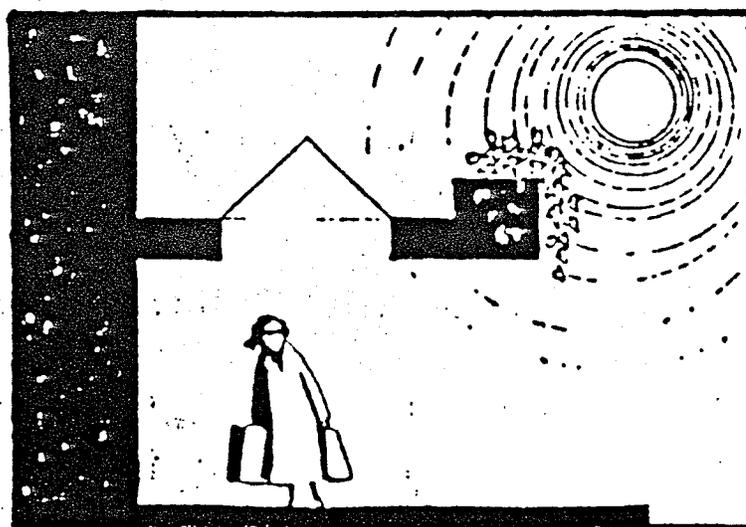


Figure 17. Innovative Design
Source: Vancouver: Central Area

Variations of this theme are found in the 1986 version of the West End Design Guidelines and suggest that every residential unit should have access to one or more kinds of views, as illustrated in Figure 19.

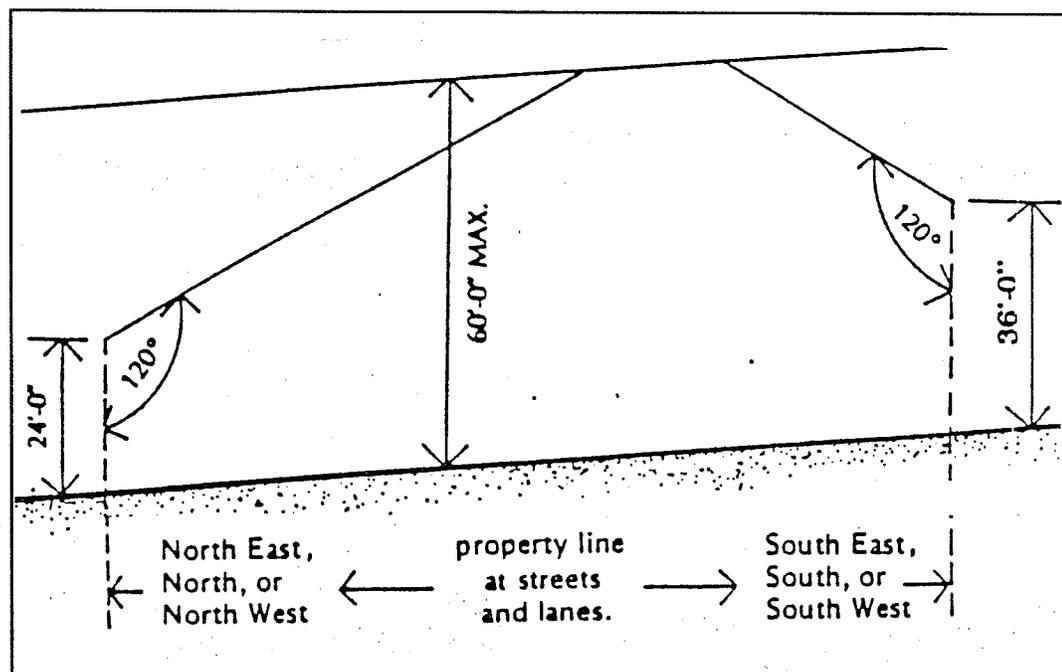


Figure 18. *Allowable Building Height - General*
Source: Vancouver: Central Broadway.

The design guidelines for the Vancouver character areas have been, for the most part, prepared by private consultants. Although this can not be the basis of criticism, the results of this, in many cases, are design guideline illustrations which seem to be less acceptable when compared to those of Ottawa or Toronto. It would seem that more effort should be expended to ensure that the intent of the guideline is clearly understood and translated into quality development. (It should be reiterated that in the case of Vancouver, compliance with the intent of the design guidelines does not ensure approval by the Development Permit Board.)

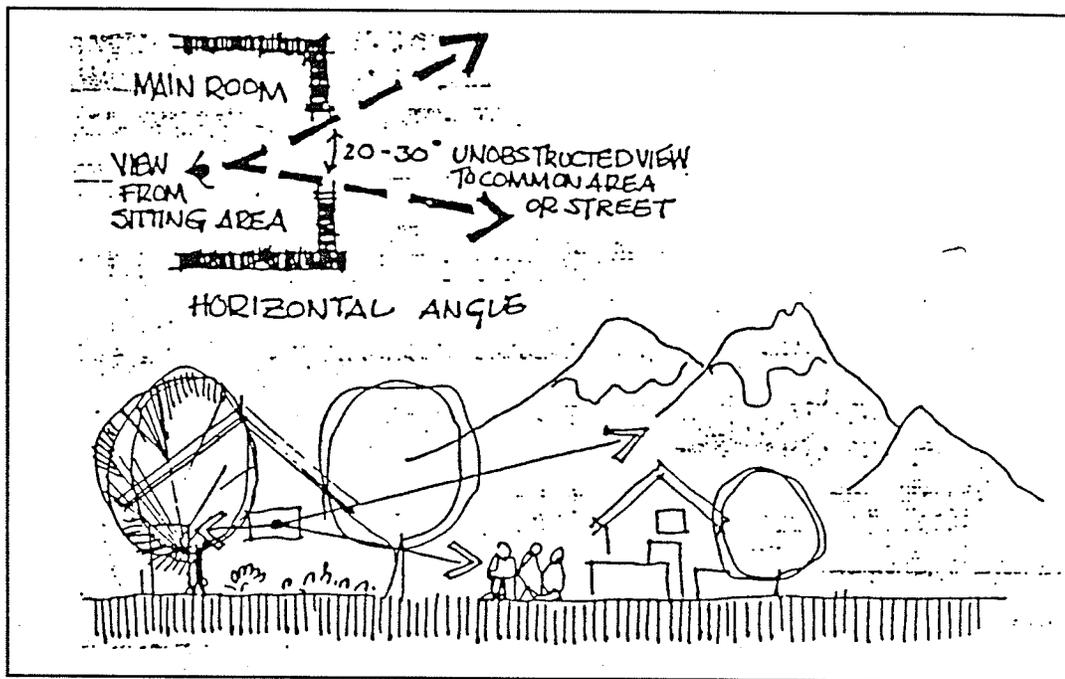


Figure 19. *Building Height Based on View Protection*
 Source: Vancouver: West End

Examples from the Central Broadway Design Guidelines attempt to deal with on and off-street parking. These examples illustrate criticisms, and while the ideas are good, the presentation seems void of innovation or imagination.

The preceding examples illustrate the design guidelines which are used in the development control process in Vancouver, B.C. Many, if not all, of the guidelines which have been examined in previous case studies are also in place in Vancouver in one form or another.

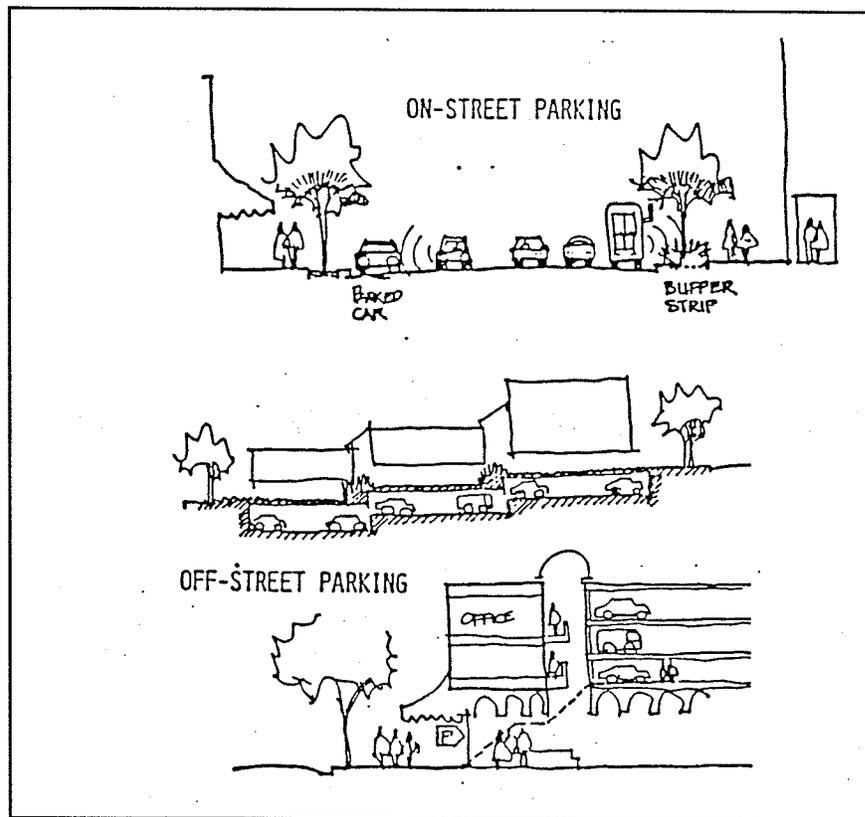


Figure 20. Central Broadway: Parking
 Source: Vancouver: Central Broadway

2.4 Summary and Conclusions

This chapter has examined the design review process in three Canadian cities with particular emphasis on the urban design review guidelines which are in place in these communities. It has provided practical examples of the design review theory as examined in Chapter I. The administrative process within which the urban design guidelines operate is interesting, though not particularly relevant in this case. The guidelines themselves, their applicability in the Winnipeg context, and their suitability

for use in the neighbourhood South of Broadway, are more important to the objectives of this study.

The documents published by the Ottawa Planning Department for the various neighbourhoods, offer some very good examples and follow the prescriptive approach to the design review process. The guidelines offer some excellent examples and provide guidance in the development of residential neighbourhoods of high density. The guidelines, in the Project Context level of detail, offer interesting solutions in mitigating the problems associated with extreme diversity in building heights and setbacks. There are also useful guidelines prescribing commercial/residential mixed use, and streetscaping suggestions, and parking lot requirement. All of these guidelines are relevant in the Winnipeg context.

The development pressure which exists in Toronto is virtually non-existent in Winnipeg, and as a result the efforts to relieve the concrete jungle syndrome are perhaps overstated. However the protection of public views and of sunlight on open space are initiatives which could be useful in the Winnipeg context. These guidelines are well prepared and documented. The "performance" approach taken by Toronto planning authorities, guidelines which actually contain quantitative requirements is, however, unnecessary.

The development control process in Vancouver is highly discretionary. The public acceptance of design control, the existence of guidelines for the various neighbourhood and character areas, and the desire on the part of the planning department combine to provide a very high level of urban design in the City of Vancouver. The City is perhaps best known for its spectacular scenery and ever-present rain and it is these factors which are addressed in several of the urban

design guidelines prepared and examined in this chapter. Protection from the sun and the winter wind is a concern in Winnipeg and the techniques and requirements in place in Vancouver offer guidance in this respect. Vancouver, as is the neighbourhood South of Broadway in Winnipeg, is concerned with livability and the stability of downtown residential neighbourhoods. The requirements for view protection (building height) and the landscaping of parking areas are also particularly good examples of guidelines which could be useful in the Winnipeg context.

In each case study situation, there are a large number of guidelines which were not examined, however those detailed here represent a good cross section of what is in use today, and what is transferable in the local context.

1. City of Ottawa, Dept. of Community Development, Planning Branch. Greenboro: Design Guidelines, Ottawa, 1978, no page no.
2. Ottawa, Greensboro Design, no page no.
3. City of Ottawa, Dept. of Community Development, Planning Branch, Residential Design Guidelines, Ottawa, 1977, p.5.
4. Ottawa, Residential, p. 8.
5. Cook, Zoning for Downtown Urban Design, p. 143.
6. Cook, p. 145.
7. Cook, p. 146.
8. Cook, p. 148.
9. Toronto, On Building, p. 6.
10. Toronto, On Building, p.15.
11. Toronto: On Building, p. 75.
12. Toronto: On Building, p. 95.
13. Toronto, On Building, p. 95.
14. "Vancouver", Canadian Encyclopedia, (Edmonton: Hurtig Pub. Ltd., 1985), 3535.
15. City of Vancouver, City Planning Department, West End: Planning Policies and Design Guidelines, Sept. 1986, p. 1.

16. City of Vancouver, City Planning Department, Central Area Weather Protection, Sept., 1986, pp. 10 - 14.

Chapter III

AREA ANALYSIS: SOUTH OF BROADWAY

3.0 Introduction

This chapter provides an overview of the physical and social characteristics of the neighbourhood South of Broadway. As well, it examines the spatial relationship between this neighbourhood and downtown Winnipeg, provides a summary of urban policy relating to this area, and finally, provides a brief overview of the political situation as it effects development South of Broadway.

3.1 Profile: South of Broadway

Introduction

This section, presents a profile of the neighbourhood South of Broadway, and provides an examination of the physical and social characteristics of the area. The examination focuses on the location, history, landuse, population base, zoning, physical and social trends, and commercial and residential development pressures.

Location

For the purposes of this study, the neighbourhood "South of Broadway" will be that area south of Broadway, between Main Street to the east, and Osborne Street to the west, and including the Provincial Legislature. The study area is outlined on Figure 21.

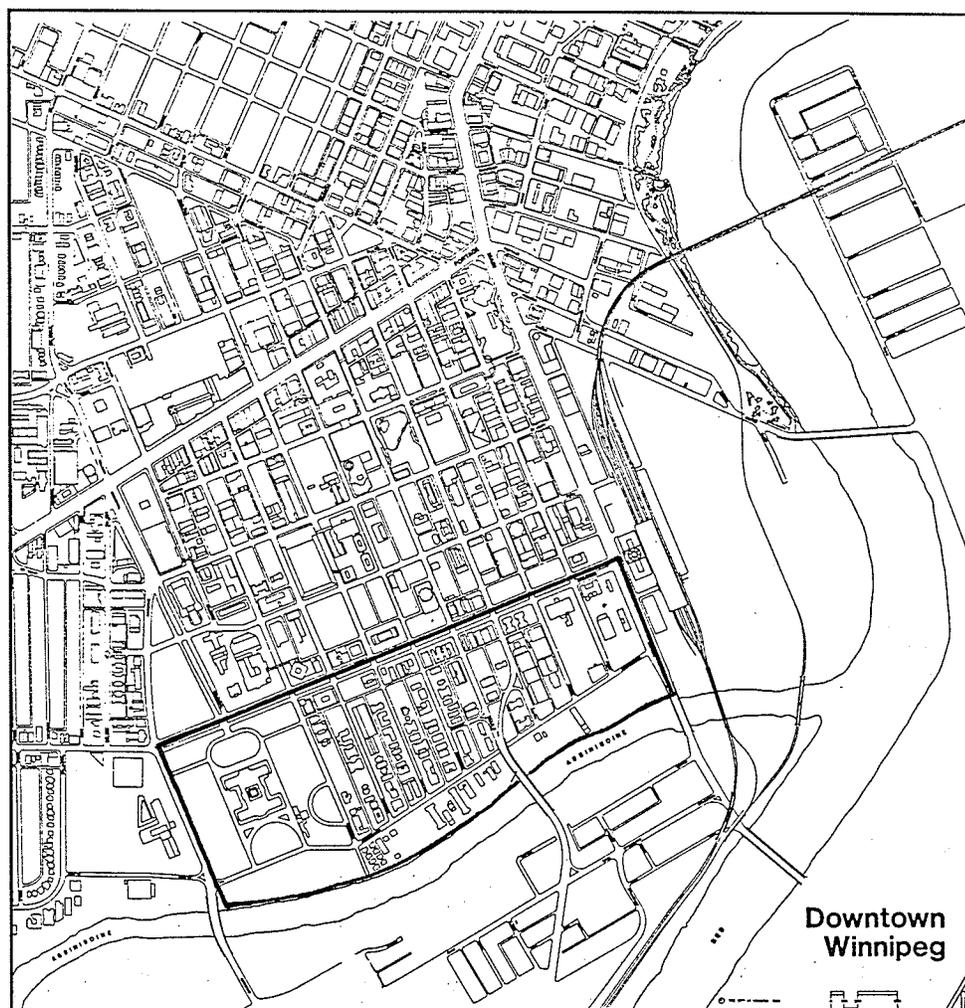


Figure 21. Location: South of Broadway

History

The banks of the Assiniboine River near its junction with the Red River, were first settled permanently during the fur trade by the Hudson's Bay Company (HBC), during 1730 - 1890, with the establishment of Upper Fort Garry¹. The HBC, in 1869, transferred all of its lands to the Canadian Government except for a few strategically located land reserves in the West. One of these reserves was a 202 hectare parcel of land surrounding Upper Fort Garry, in Manitoba. By 1873, the City of Winnipeg had been incorporated and a community of considerable size had

developed to the north of this particular HBC reserve². The HBC reserve lands were surveyed and offered for sale in 1872. This survey is illustrated in Figure 22.

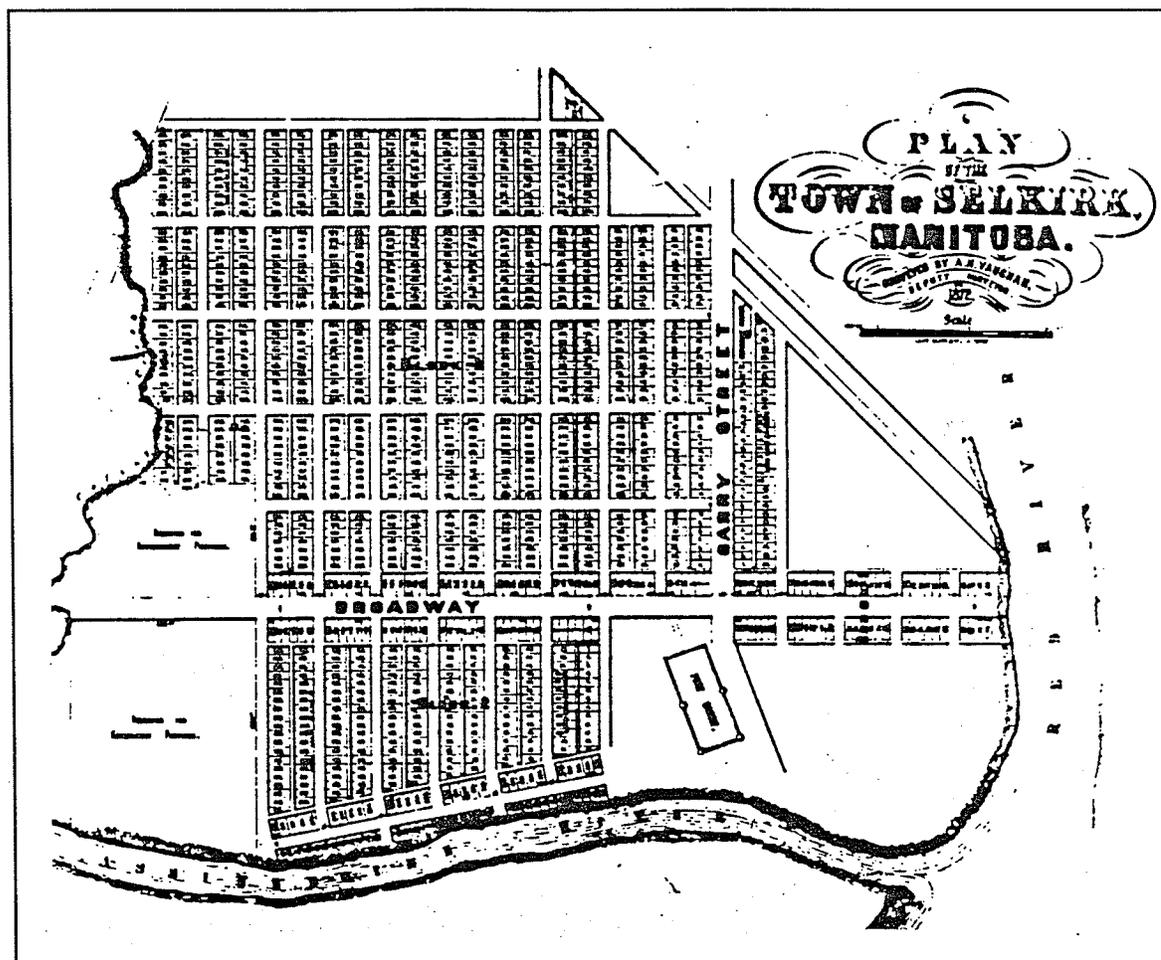


Figure 22. The HBC Reserve Survey of 1872
Source: Lyon, p. 32.

In what may have been the first local example of development control, the HBC established 120' right-of-ways for principal streets, lanes, large 120' x 50' building lots, and caveats compelling purchasers to spend a minimum on construction³. This marketing strategy was designed to create a separate community that would compete directly with Winnipeg. This is illustrated in Figure 23.

The HBC survey also provided for the construction of bridges linking Broadway to Provencher, and Garry Street (later named Main Street) to St. Mary's, and created precincts protecting lands for future provincial institutions. The HBC Reserve, particularly the area south of Broadway, developed as a residential neighbourhood of large single family homes and duplexes, many occupied by the commercial and real estate barons of the turn of the century. Zoning in the HBC reserve at the time was virtually non-existent and resulted in conditions in which non-complimentary land-uses became so closely intermingled that the area could not be used for residential use without a complete redevelopment⁴.

By 1910, the neighbourhood South of Broadway had almost completely developed. Upper Fort Garry had been demolished, except for the small portion of the gate that remains today, to allow for the realignment of Main Street. The Manitoba Club had been established by that time at its present address, as had the Broadway Methodist Church (later named St. Stephens United Church), and the Lieutenant Governor's Residence. The Fort Osborne Barracks had been established on the Legislature reserve lands, although some of these structures were later demolished to allow for the construction of the Legislature, which began in 1912. The Winnipeg Electric Railway constructed a transit barn near Main Street and Assiniboine Avenue, which was later cleared for Bonnycastle Park and the new Fort Garry Place Development.

By 1950, most of the stately homes, many of which had been commissioned and built by the commercial elite, had been demolished to make way for low-rise walk-up apartments, and later for the modern high-rise apartments, seniors homes, and parking lots which dot the area today. Many of these physical features and structures are shown on Figure 24.

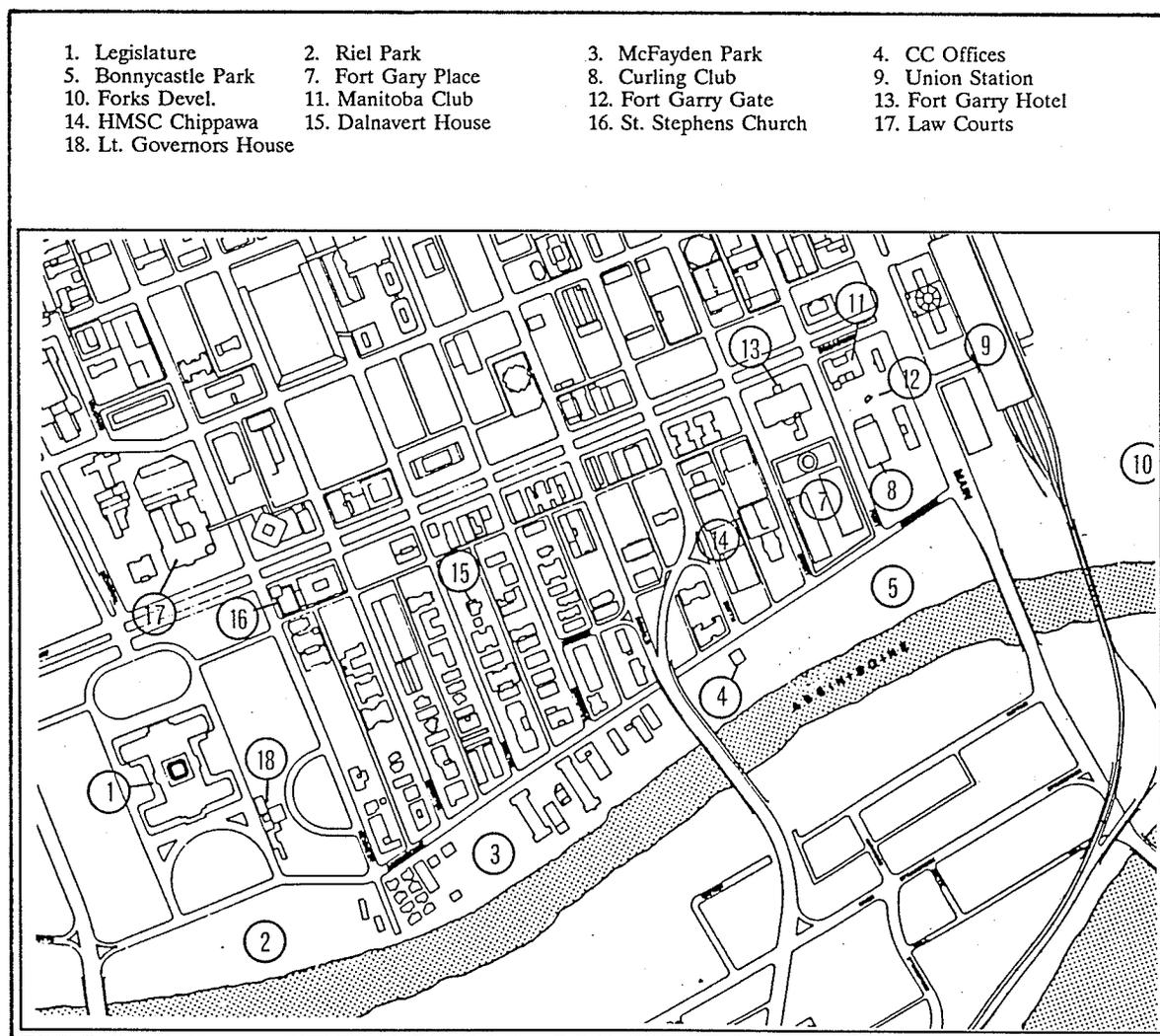


Figure 24. Physical Features: South of Broadway

Land Use

There are a wide variety of land uses in the neighbourhood South of Broadway. The most prevalent land use appears to be that of residential, in a wide range of densities. This is a result of the historical factors noted previously. A summary of land use is presented in Figure 25. As well, an illustration of the relative condition of buildings in south of Broadway, is provided in Figure 26.

The lowest density residential uses are usually associated with the oldest homes in the area. There are perhaps one dozen of the original homes remaining. Several of these have been attractively renovated and contain a single or multiple commercial uses such as the office of a lawyer or architect, a restaurant such as Dubrovniks, or a boutique. One of these homes, Dalnavert, located at 61 Carlton Street, was built for Hugh John MacDonald, son of John A. MacDonald, the first Prime Minister of Canada. It is now a popular museum.

The most prevalent residential land use type in the area are 3-4 story walk-up apartments. Approximately 18 or 19 of these date back to the early 1900's, have a great deal of character, and are in fair to relatively good condition. The remainder of these apartment structures are post-war in heritage, brick structures, three stories in height, and nondescript in nature.

In terms of high density residential use, there has been a great deal of new high rise apartment construction in the area. Recent developments include Fort Garry Place, Rideau Tower, and the Collonade on Edmonton Street. Earlier in the decade the large 20-25 storey apartments on Kennedy, Carlton, Hargrave, and Donald were constructed. As well, there are three seniors high-rise apartments in the area.

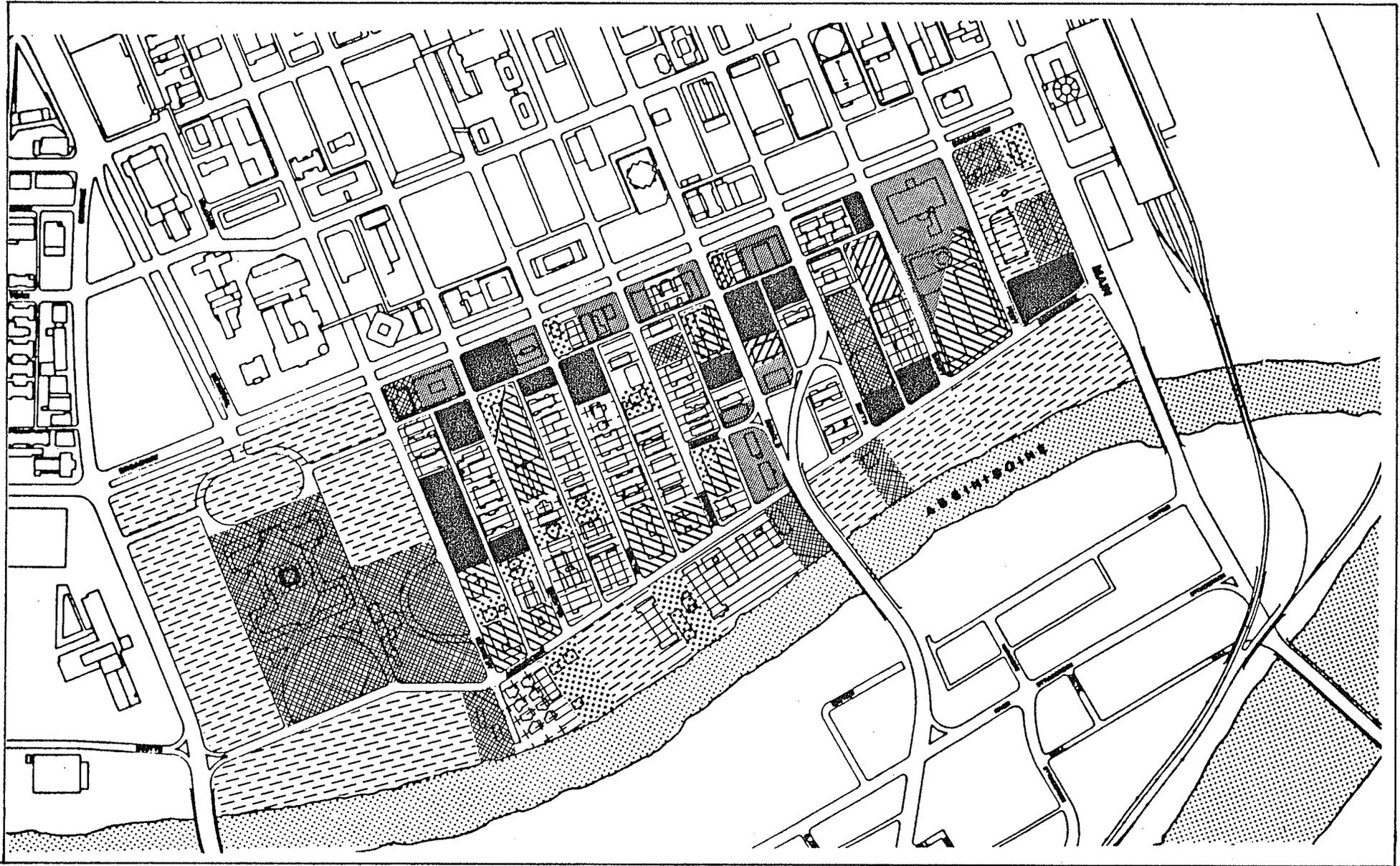


Figure 25. Land Use



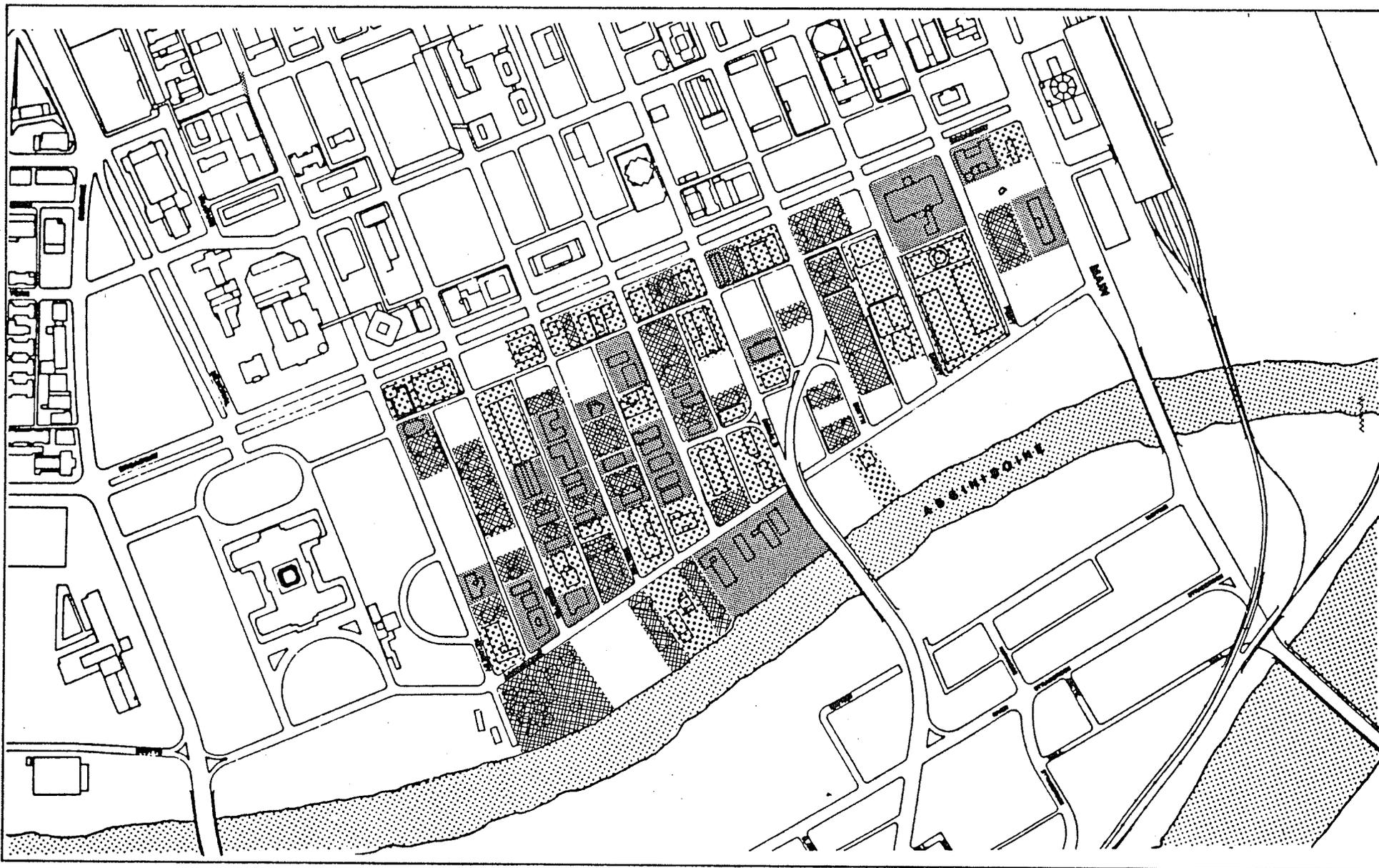
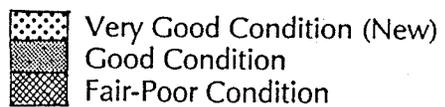


Figure 26. Condition of Buildings



*BASED ON AGE, APPEARANCE, RENOVATION

In terms of commercial use in the neighbourhood south of Broadway, the most obvious are the large office structures along Broadway which house major banks, insurance and trust companies, and government offices. Similar intensive commercial landuses are not found "off Broadway" with the exception of Fort Garry Place and the commercial and retail mall contained within it. Smaller scale commercial uses are located on Donald Street in two seven storey buildings. (Figure 25.)

The remaining small scale commercial land uses are those mentioned previously and include several corner stores, restaurants, boutiques, and offices. The Colonnade Apartments on Edmonton Street, for example, provides commercial space on the ground floor. Tenants in these spaces include a convenience store and a restaurant, which serve both apartment residents and nearby office workers.

Institutional uses in the neighbourhood include the Legislature, Government House, St. Stephens United Church, the City Centre Fort Rouge Community Offices, the HMCS Chippawa, the City offices at 100 Main Street, Catherine Booth College, and The Manitoba Club.

Park and recreational facilities are noted on Figure 25, and include the parks and the curling club. The passive parks, Bonnycastle, Louis Riel, and McFayden, the childrens playground, the wading pool and the tennis courts, are well utilized by neighbourhood residents. Improvements to Louis Riel which have recently been completed. As well, the Core Area Initiative's Riverbank Enhancement Program has targeted these riverbanks for improvements, and this will be explored in a later section.

The remainder of land in the neighbourhood is vacant, and in virtually all cases, is used for surface parking. The Legislature precinct and the commercial uses along Broadway, as well as the older apartment blocks, provide little or no parking on-site, and combine to make parking in this area a rare and valuable commodity. A strategy to rationalize the parking problems South of Broadway should be addressed in the creation of design guidelines for the area.

To sum up, the neighbourhood South of Broadway is moderate density, residential enclave separated from the rest of the downtown by the intensive commercial uses along Broadway, by the Legislature precinct, the Assiniboine River, and by Main Street. Within this enclave there appears to be two distinct communities bisected by the Midtown Bridge. The community on the east side of the Bridge contains several newer, high density residential developments and many unrelated land uses. The Community to the west of the Bridge is comprised of older, lower density, residential landuses. The majority of these residential buildings were constructed before 1960, and a great many of these, prior to 1930. There are also several newer rise complexes located in this community.

Population Base

It is important at this point , to examine the demographics South of Broadway with particular emphasis on the dynamics of this community. Statistics Canada provides the most recent demographic and economic data with regard to the study area. The neighbourhood south of Broadway is virtually contained within census tract 14. The actual census tract boundary to the north is York Avenue. The census tract data therefore includes, in terms of residential statistics, two large residential

developments: the Qualico development on Donald Street, and York Estates, and a small apartment block on Broadway. The population of Census Tract #14, the area between York and Broadway, for the purposes of this study is estimated at 600 residents (375 apartments). The 1986 census data does not include the 900 units in Fort Garry Place which are slowly coming on-stream. Fort Garry Place, when fully leased will house approximately 1,500 people.

The population of C.T. 14, in 1986, was 4,335, up 10.8% from 3,900 in 1981. This represents a population density of 6,452 persons per square kilometre. Based on the 1986 data and the assumptions mentioned, the adjusted 1986 population for the neighbourhood South of Broadway would be approximately 4,700 people⁵.

The population figures for CT #14 are contained in the next table. A summary of the Statistics Canada Census data can be found in Appendix One.

Table 5. Population Statistics: CT 14, 1986

Age	Male	Female	%
0-4	75	50	3
5-19	110	140	5
20-34	1160	1080	32
35-64	585	480	25
65+	180	475	15

Total Population: 4,335

These data indicate that the community of South of Broadway is comprised of a mix of single young professionals, working couples - many with families, young

people engaged in clerical or service work, and retirees. The number of single family households is higher than the average for the city, as is the percentage of seniors, and the relative mobility status. These statistics are typical of many downtown urban neighbourhoods.

The predominant form of tenure is rental accommodation. Condominium ownership is very low in the area, and this reflects a lack of availability rather than non-acceptance of the concept in the area.

The education level in the South of Broadway appears to be relatively high with 40% of the adults possessing some amount of post-secondary education. The majority of the work force living there are employed in the clerical and service sector. This is reflected in the average incomes which appear to be rather low even for 1986. It is also evident from the data that the unemployment rate is slightly lower than the local average.

In summary, the data suggests that the neighbourhood is home to a lower middle class community, mainly English speaking, made up of singles, young couples without children, small families, and retirees. This community, seniors excepted, are relatively mobile in terms of the length of time they remain in a neighbourhood such as this. This may indicate that the downtown neighbourhood is unsuitable, in terms of lifestyle, for a certain portion of the population. In addition, the relative age and density of the majority of the three and four storey apartments in the area dictate lower rents and less amenity. These lower rents, combined with the proximity to the downtown, make this an attractive, though somewhat temporary, area to live .

Zoning

As was discussed previously, a new zoning bylaw has been in effect in Downtown Winnipeg since March 1, 1988. The Downtown Zoning Bylaw attempts to protect the retail focus of the downtown, protect the downtown neighbourhoods, preserve character areas, improve the pedestrian environment, and encourage a permanent downtown population. Many of these objectives relate directly to South of Broadway. This section reviews the provisions contained in the new bylaw, with particular emphasis on the urban design review designations, as they apply to this neighbourhood and summarize the impact of the bylaw in general.

The bylaw consists of six sets of overlapping criteria which must be addressed before a building permit is issued for redevelopment or construction in the downtown. The six sets of overlapping criteria are: Residential Use Groups, Non-Residential Use Groups, Bulk Range, Parking and Loading, Sign Range, and Urban Design Designations. A brief summary of the first five of these criteria, as they apply to South of Broadway follows. **A more detailed explanation of the zoning criteria and the zoning maps for the area are contained in Appendix Two.**

The Residential Use Group criteria for South of Broadway severely restricts all but residential development, and protects the riverbanks and parks from development as well. The Non-Residential Use criteria protect non-residential areas, such as riverbanks and commercial areas, from residential development and allow for a certain amount of mixed use development. The Bulk Ranges allowed in the neighbourhood are FAR 6.0 (seven stories) in the residential and Legislature areas, up to fifteen stories along Broadway itself, and virtually no development of the riverbanks except park infrastructure. The Parking and Loading criteria require one

parking spot for every two dwelling units, and although this will provide adequate parking in new development it does not offer any relief for the parking problems in the older existing structures. The signage criteria in the zoning bylaw regulates the size of signs allowed on businesses, and restricts billboard and as such will have little impact on this neighbourhood.

Urban Design Review Designations

Probably the most important and interesting provision in the new bylaw, at least for the purposes of this study, is that section that deals with urban design. The bylaw provides for the establishment of six design review designations, a downtown design board, and approval procedures.

The Downtown Design Board consists of members of the committee on Planning and community Services. It has the power to review and approve all renovations and new construction using the criteria established in the approval procedures, and the specific recommendations as contained in sections 710 - 715 which address the specific requirements of the six design review designations.

The bylaw also dictates that new developments provide a wind impact statement and perhaps a wind impact study. This is an effort to minimize the impact of new development on existing wind conditions and ensure that, particularly at ground level, wind conditions are not uncomfortable or dangerous for pedestrians. The Downtown Zoning Bylaw also states that the Board 'shall cause to be prepared' a set of design Guidelines for the benefit of applicants seeking approval.

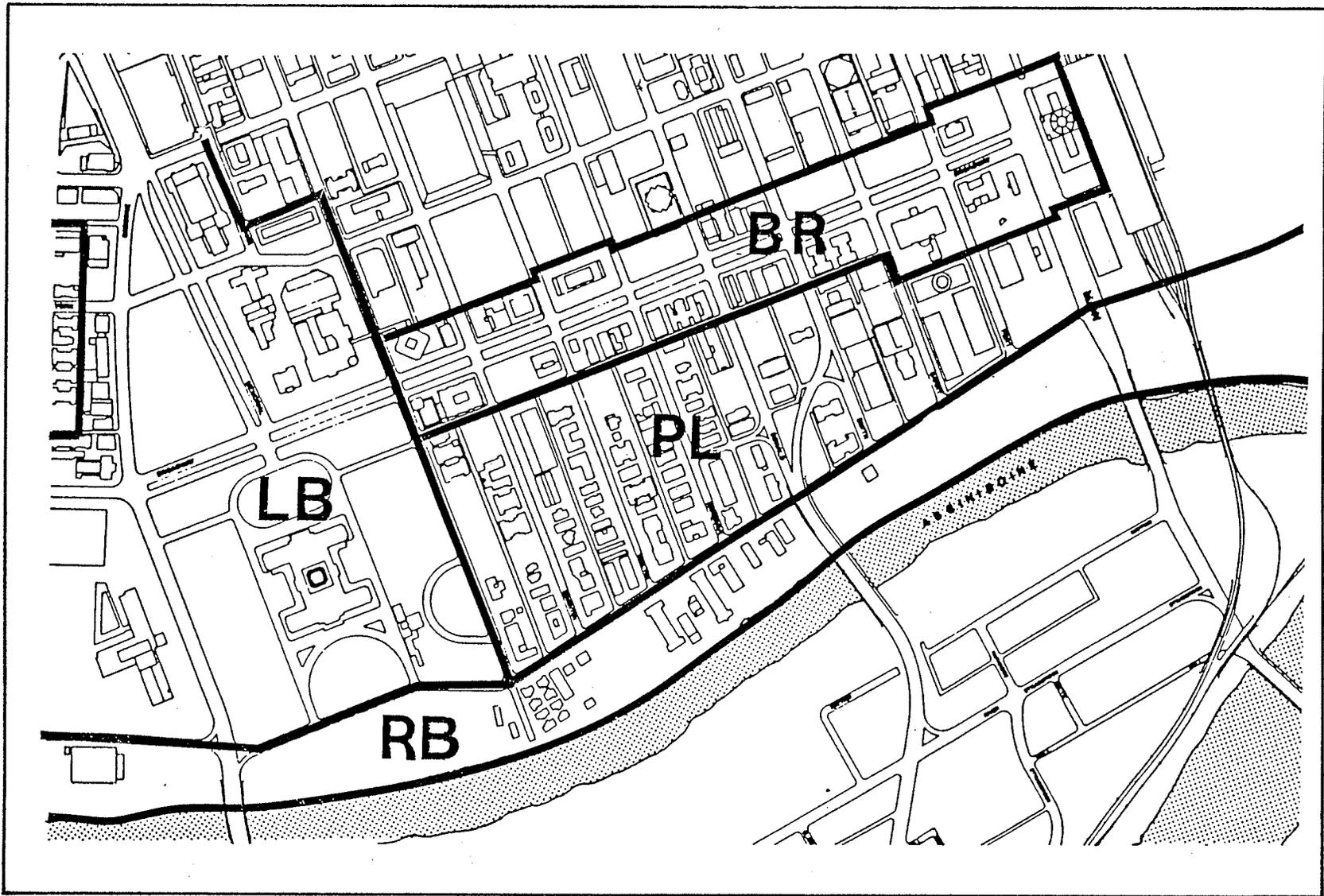


Figure 27. Urban Design Review Designations: South of Broadway

BR - Broadway Precinct LB - Legislature Precinct PL - Pedestrian Level RB - Riverbank

The design review designations which are concerned with the neighbourhood South of Broadway are the 'Broadway', 'Legislature', 'Pedestrian Level', and 'Riverbank' Design Review. The design review designations dictate such things as setback, signage, material, proportion, orientation, height, colours, and landscaping.

Broadway Design Review: This designation (BR) attempts to preserve the existing urban design framework through requirements for setback, front yards and podiums, and colours and materials similar to existing buildings. The Broadway image is one of the 'Grand Boulevard' of wide streets, trees, and prestigious buildings. The bylaw attempts to preserve elements of this through this design review designation.

Legislature Design Review: The LB designation applies to the Legislature grounds and the building to the north and west including the Law Courts, Great West Life, Memorial Park, and those buildings immediately adjacent to Osborne Street. The predominant architectural character of the area is that associated with the Legislature and the Law Courts, with their wide lawns and pleasing vistas. New development or redevelopment within the LB designation is required to respect this character with regard to colour, materials, proportion and screening, and not dominate the existing character in terms of height.

Riverbank Design Review: This designation (RB) was developed specifically to protect the riverbank areas in terms of use, public access, and views, and to enhance the natural setting. Over half of the riverbank lands in South of Broadway are owned by the City of Winnipeg and have been acquired for the purposes of recreation and will be protected as such. Private owners of riverbank lands will be

required to screen parking lots, provide vehicular accessing such a way so as to provide for a quality pedestrian environment.

Pedestrian Level Design Review: This designation (PL) applies to the remaining lands in south of Broadway, and most of the downtown as well, and "will require and assist all property owners within the area to maintain architectural and other details of existing buildings, and to create such details in new buildings which may protect and enhance the pedestrian environment"⁶. The pedestrian level designation also provides for expansion of the weather protected walkway system and dictates the signage which may be erected in the area. Finally, the PL designation does apply, to a limited extent, to the interior details of a building "insofar as such details affect pedestrian circulation, and safety, or the enhancement of the pedestrian environment in respect to sidewalks and other pedestrian areas"⁷.

The Downtown Zoning bylaw provides a new standard of development control in downtown Winnipeg. By recognizing character areas, such as South of Broadway, and through the creation of the six overlapping zoning criteria, the bylaw will serve to protect this residential enclave, the riverbanks, and the unique nature of the Broadway boulevard. The bylaw has also provided, directly and through inference, a more explicit definition of urban development policy in Downtown Winnipeg, and this combined with the broad policy statements contained in Plan Winnipeg, will be the basis of the design guidelines to be developed in the following chapter.

3.2 Residential and Commercial Development Trends

The existing physical and social environment in the study area has now been examined in terms of history, landuse, demography, and zoning. This section briefly identifies the local residential and commercial development trends which impact upon the community of South of Broadway.

Residential Trends

In the past five years there has been a great deal of new downtown residential development, particularly in the form of market housing and cooperative ventures. These include the 1,100 units of various types of housing associated with the North Portage Development, the warehouse condominium conversions in the Exchange District, several developments south of Portage, and those already identified in South of Broadway.

It may take several years before the market has absorbed this massive creation of housing stock. The Canada Mortgage and Housing Corporation was forecasting apartment vacancy rates in the downtown to drop to 5% in late 1990 from a high of 6.4% as Figure 28 indicates⁸. This would seem to indicate that further residential apartment construction (market rental) in downtown Winnipeg, and South of Broadway in particular, would be unlikely for some time. Perhaps this is a positive development given the fact that much of the park and recreational facilities in the area are presently heavily taxed in terms of use.

Condominium construction or conversion and cooperative housing are market segments that are slowly developing in downtown Winnipeg, and which could occur in this area over the next several years. As well, some of the older and more

architecturally interesting apartment housing stock, may be rehabilitated as this becomes more economically attractive. There has also been some suggestion that a local land development company has plans to build a condominium complex on the southwest corner of Broadway and Garry Street.

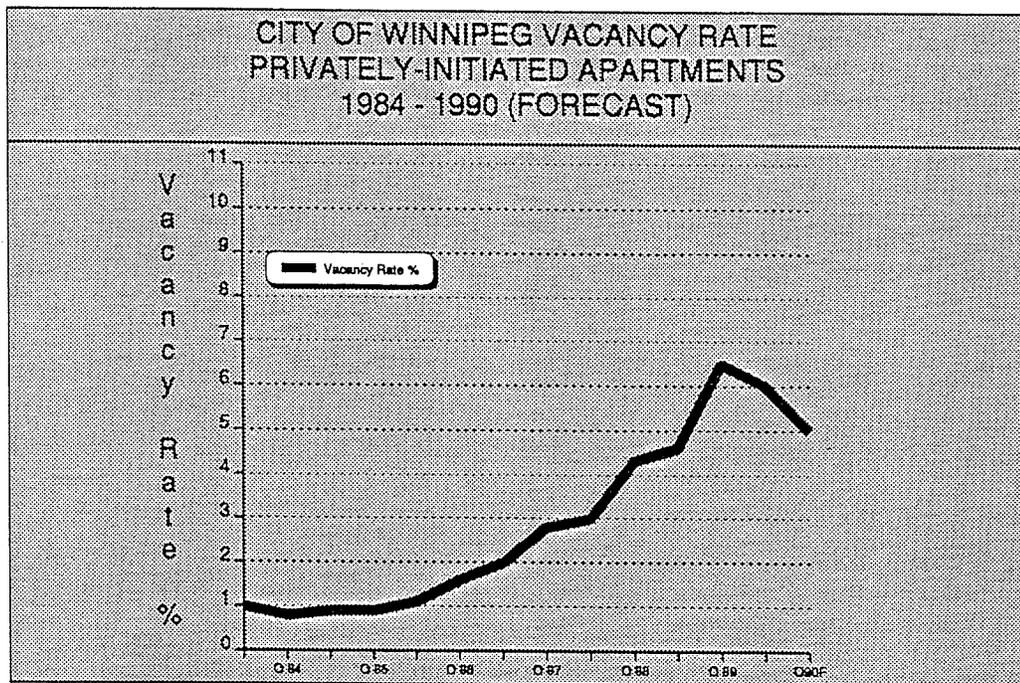


Figure 28. Forecasted Apartment Vacancy Rates

Housing for seniors, a growing market segment, and one that has been encouraged by CMHC and MHRC, in the form of a variety of mortgage arrangements, could also be constructed in this neighbourhood. Whether these types of projects are undertaken by the Province under one of these housing programs, or through some cooperative venture by one of the seniors groups, South of Broadway would be an attractive community to locate within. This type of development should be welcomed by the residents of the area as these projects, properly designed, can

improve neighbourhood stability without adding to the persistent problems such as parking, and the lack of schools, recreation facilities and daycare programs.

There are a number of sites within the study area that would be attractive in terms of residential development and these have been indicated in previous sections. These are almost invariably parking lots at this time. While underutilized land exists in the community, given the lack of development pressure, it does not appear that any significant amount of development will occur over the next several years.

Commercial Development Trends

In terms of commercial development pressure, the situation as it applies to South of Broadway, is far less obvious. As was indicated in previous sections, large scale commercial development is located along Broadway and Main Street within the study area. The new zoning does not readily allow large scale commercial intrusion into the residential community South of Broadway. There appears to be only two truly developable sites fronting on South Broadway; between Edmonton and Carlton, and on the corner of Garry Street, which are presently used for parking. On the opposite side of Broadway, there are several large sites for redevelopment, and there have been some indications that two office towers are planned for this some time in the future.

Given the soft market for commercial development in Winnipeg and the sporadic commercial construction schedule elsewhere in Downtown Winnipeg, it is unclear whether or not these sites will be developed for some time. It would however be an attractive addition to the streetscape of Broadway to have all these sites fully developed.

An exception to this rule can be found south of Broadway between Smith and Donald Streets, where the new zoning allows Commercial (non-residential) intrusion into an area which is largely commercial to begin with. There appears to be some speculation with regard to the development of this site at the present time.

Another 'soft' area in terms of commercial development, could be that portion of the study area bounded by Main Street. Presently these sites are occupied by the City of Winnipeg's 100 Main Street Offices, a service station, and a large parking lot. There have been some indications that the City offices will soon become obsolete and consequently will become attractive in terms of redevelopment.

Developments which have been recently completed in South of Broadway include the commercial component of Fort Garry Place and although the amount of commercial space which is being constructed in Fort Garry Place is substantial, the project includes a large parking garage which should minimize the impact upon the surrounding community.

The new zoning provisions do not allow further large scale commercial development within the residential areas of South of Broadway other than the small convenience or similar types of operations. Although commercial trends are more difficult to predict in this area, the new zoning bylaw has provided a greater level of community protection from large scale commercial intrusion.

3.3 Spatial Relationship

Up to this point this study has focused on the history and development of the area, and provided a complete neighbourhood characterization. It seems appropriate at this point to consider the neighbourhood in the context of greater downtown Winnipeg.

The area bounded by Colony Street, the Assiniboine River, Main Street, and perhaps Ellice Avenue to the north is commonly known as Downtown Winnipeg, and this is illustrated in Figure 29. There is an area within these boundaries that would be perceived by the majority of Winnipeggers, to be truly 'Downtown', and metropolitan/cosmopolitan in nature. This area is also illustrated on Figure 29, and South of Broadway is located within it.

Downtown Winnipeg has experienced, and continues to experience, the problems associated with downtown decay and revitalization, and this has been explored in previous sections. Winnipeg has a very large core area and this contributes to the difficulty of the revitalization effort by diluting the programs and services designed to improve the situation. Downtown Winnipeg has continued to grow over the past decade, albeit slowly, and is poised for continued steady growth into the future. Various programs and projects which will be identified in detail later, will contribute to this growth.

South of Broadway is totally within the downtown district, and is within walking distance of all it has to offer. It is however, perceived by local residents, and by city planning officials, as being a neighbourhood unto its own. This is evidenced by the protection offered in the provisions of the new Zoning Bylaw.

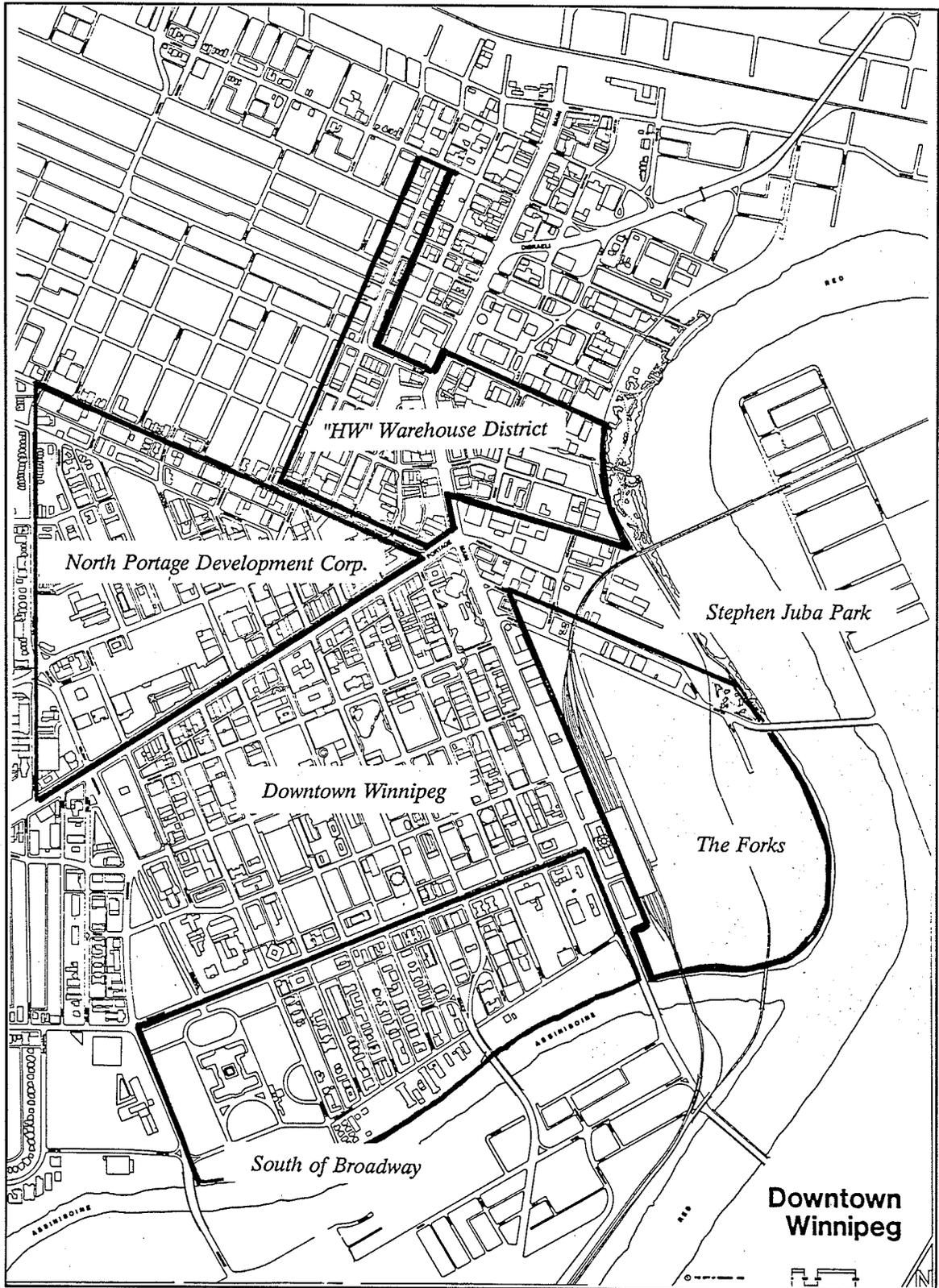


Figure 29. Downtown Winnipeg and South of Broadway

Commercial development along Broadway continues slowly. This was once the most prestigious street address for those companies involved in banking and finance, although this is not the case today. This may be a result of distance to the hotel district, or the distance to Portage and Main, or the lack of cheap surface parking in the area. Broadway remains an attractive boulevard, and the definitive boundary between South of Broadway and the rest of Downtown.

The legislature precinct remains an anchor in the Winnipeg Downtown area with its wide lawns, trees, and gardens, Memorial Park, immediately north of the Legislature, is becoming a popular location for festivals and outdoor concerts, and this is a very positive development in the revitalization process.

Riel Park unfortunately does not have the same public image. The area is home to a less attractive 'profession' and the associated traffic and noise have spilled over into the residential neighbourhood south of Broadway and caused the residents and business people a good deal of aggravation. In late 1989, the Province experimented with street closures on Assiniboine Avenue in an effort to reduce traffic flow, and perhaps with the long-term goal of providing additional parking space for the Legislature.

In summary, the relationship between South of Broadway and the rest of Downtown Winnipeg is a close one. South of Broadway is the only truly residential neighbourhood in the downtown area. Events which occur in the Downtown impact upon South of Broadway in a direct sense. Housing projects North of Portage have the effect of reducing redevelopment pressure on this neighbourhood, for better or worse, as will development in the Forks. New office development at Portage and Main, reduces the redevelopment pressure on many of the vacant lots along

Broadway. These impacts do not come as a surprise, and it could be suggested that downtown development affects the entire city, however these pressures are probably more evident in a small residential neighbourhood such as South of Broadway.

3.4 Urban Development and Policy

This section identifies the projects, programs, and policies responsible for the redevelopment and revitalization which is occurring at the present time in Downtown Winnipeg which particular emphasis on those which impact upon the study area.

Core Area Initiative (CAI)

Probably the largest and most significant program, or redevelopment force, which is at work in the area is that of the Core Area initiative. Established in 1981, the five year, \$90 million dollar agreement between the City, the Province, and the Federal Government, is a model urban revitalization program. The first Core Area Agreement levered an additional \$80 million private dollars, and \$170 million complementary public sector funding. The second Core Area Agreement was signed on April 1, 1986, runs for five years, and has a budget of \$100 million⁹.

The goal of the CAI is to increase the vibrancy and vitality of the city centre and surrounding neighbourhoods, through a strategy which expands the commercial, business, recreation, cultural, and support services, and encourages revitalization of inner city neighbourhoods. The CAI programs are as follows:

- Program 1: Industrial and Entrepreneurial Support
- Program 2: Exchange District Redevelopment
- Program 3: East yards Redevelopment
- Program 4: Riverbank Enhancement
- Program 5: Strategic Capital Projects
- Program 6: Neighbourhood and Community Development
- Program 7: Inner City foundation
- Program 8: Housing
- Program 9: Training and Employment
- Program 10: Neighbourhood Mainstreets and Small Business Support

Many of these programs are having an impact on South of Broadway and on the entire core area. Two of these programs are having a significant impact on South of Broadway and these are the Forks Redevelopment and the Riverbank Enhancement program.

CAI Program 3: East Yards "Forks" Redevelopment

Since the early 1970's the City of Winnipeg has been attempting to redevelop the Canadian National Railway's East Yards site. This 90 acre parcel of land at the junction of the two rivers, now known as The Forks, is an area of historical significance that was transformed into a railyard and subsequently became obsolete as the age of the railroad passed. Similar tracts of rail lands are being redeveloped in many of Canada's cities: False Creek in Vancouver, B.C., and Harbourfront in Toronto, are two such examples.

In Winnipeg, the three levels of government, including Parks Canada and the CAI, created the Forks Renewal Corporation in 1987, with the mandate to own and redevelop the Forks lands on behalf of these groups. Figure 30 illustrates the location of the Forks relative to the study area, and the various land owners involved in the project.

The Forks Renewal Corporation (FRC) has sought public and private input into the preparation of a redevelopment strategy which was presented to the public in November, 1987 and again in 1990. The objectives established by the FRC are to provide such things as year-round public recreation, mixed use development, access to the water front, and to provide of self sufficiency¹⁰.

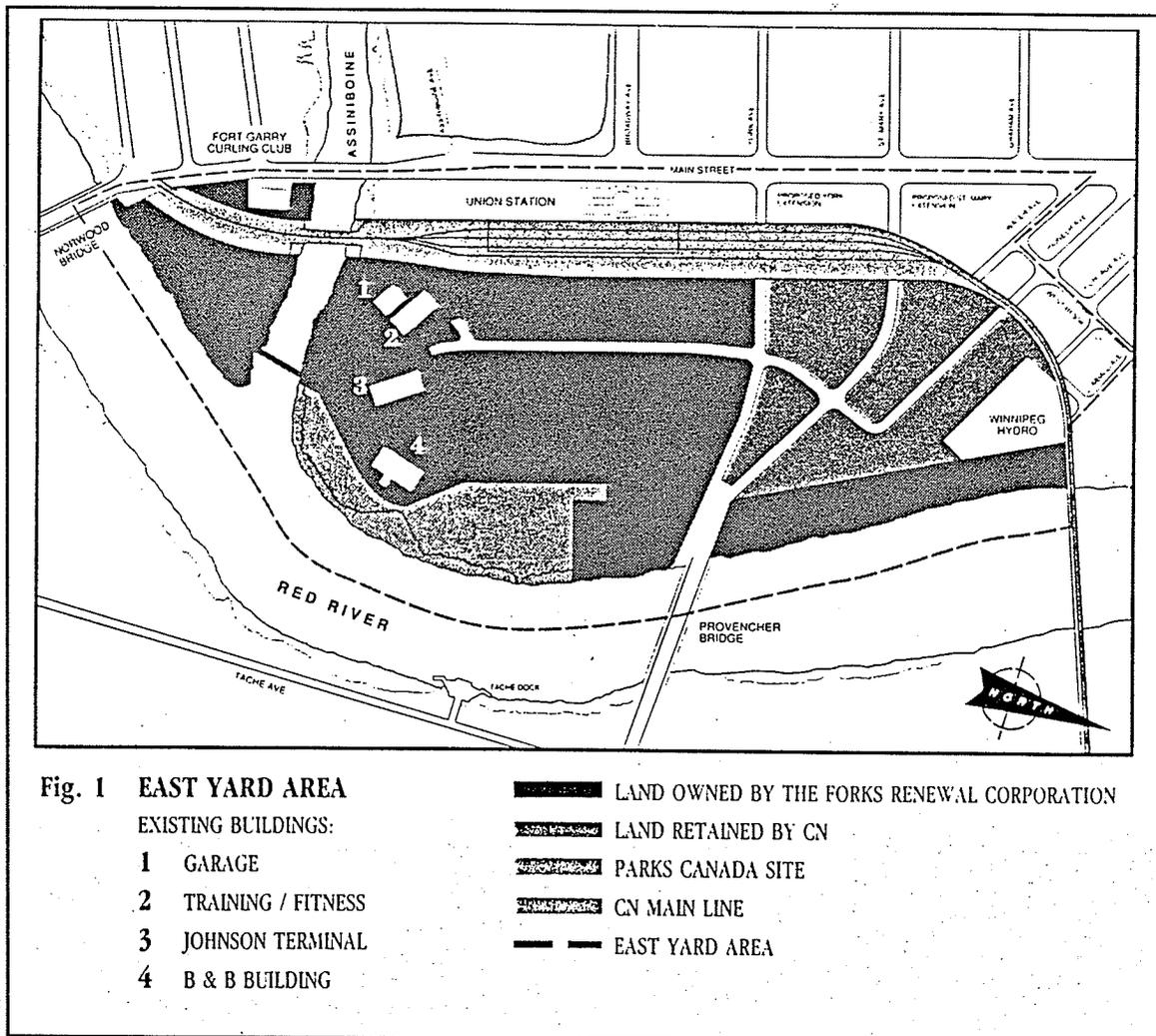


Figure 30. The Forks: Land Owners
 Source: Forks Renewal Corp., Phase One

The initial phase of redevelopment involved the development of a 9 acre park by Parks Canada, which includes soft landscaping and a 'hard edge' promenade along the riverbank incorporating a public marina amphitheatre and commemorative point. The plan for phase one is illustrated in Figure 31. Phase one also included the development of a public market, all season leisure centre, multicultural centre, and up to 1.100 units of housing. The City of Winnipeg will be working on realigning access to the Forks and St. Boniface at this time as well.

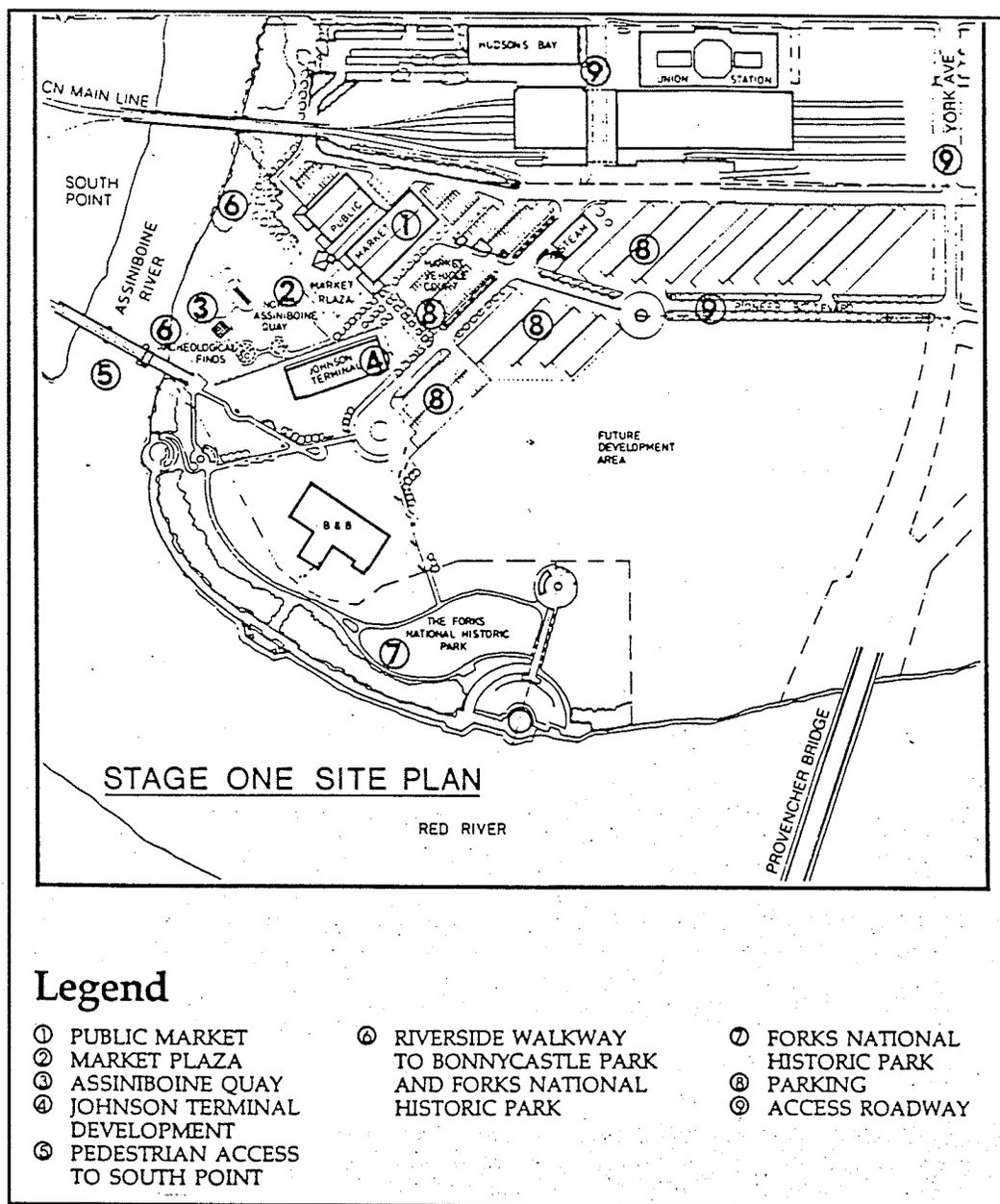


Figure 31. Phase One Concept Plan
 Source: Forks Renewal Corp.

The redevelopment of the entire area will obviously take a number of years, and the actual development form of much of the area has yet to be determined. It is however a major opportunity for the City to create a "meeting place" - a special and distinctive all-season recreational place at the junction of the two rivers. Given

the immediate proximity of the Forks to South of Broadway, the impact of this development will be significant.

CAI Program 4: River bank Enhancement

The second program, which complements the Forks Renewal, will also have a major impact on the neighbourhood South of Broadway. The CAI Riverbank Enhancement program is designed to "provide the general public with open and extended access to the riverbanks in the core area through property acquisition, landscaping, and the development of public walkways"¹¹.

The City of Winnipeg has been actively involved in the acquisition of riverbank land for the purpose of redevelopment since the early 1970's. Reports have been commissioned and plans produced that favour the creation of a central management authority, under the City's administration. The authority would assume acquisition, planning, and redevelopment responsibilities. This would ultimately resolve the most pressing difficulties resulting from the multi-jurisdictional nature of the waterways in Winnipeg. The history of riverbank policy development is neatly summarized in a report by the Ad-hoc Committee on Riverbank Acquisition, Policy and Priorities, Management, and Land-Use titled Interim Report and Recommendations, October 14, 1987.

There have been several developments, with respect to riverbank development, that have occurred in Winnipeg in the past several years despite these problems. Probably the most obvious of these are the initiatives undertaken by the Province of Manitoba and the Government of Canada, with the signing of the agreement for recreation and Conservation (ARC) on the Red River corridor, in

1978. ARC resulted in the construction of the Tache Promenade, and Stephen Juba Park. Both parks are integral components of the linear riverbank park system, and the later, connected directly to the Forks development, and South of Broadway. Other initiatives have resulted in the acquisition of riverbank lands along the Red River corridor including the former Geurtin Paints property, and commitments from the Province for monies to clean up the river.

As the Ad hoc Committee concludes, "there has never been a policy void in this regard,... rather the real voids relate to jurisdictional confusion, diverse implementation and a lack of adequate resources for both development and programming of river related facilities¹²."

The CAI Riverbank Enhancement funds have been committed for several riverbank enhancement projects in the downtown area. These commitments include:

- A riverbank promenade extending from The Forks to the legislature on the North bank of the Assiniboine River.
- A nature trail on the South side of the Assiniboine River between Osborne Street and the Midtown Bridge.
- Redevelopment of the Alexander Dock area.
- A pedestrian pathway linking the Tache Promenade with the Lindale Drive Park.
- Redevelopment of former Tourist Hotel site as a gateway to St. Boniface.
- Continuation of the River Trail; a winter activities project initiated last year.
- Improvement of pedestrian access to the bridges and along riverbanks underneath the bridges.

The riverbank promenade extending from The Forks to the Legislature is a project recently announced and expected to cost \$2.5 million dollars. This represents a logical extension of the riverbank walkway system from Juba Park, through The Forks, and into South of Broadway, Bonnycastle Park, and Louis Riel

Park. Complementing these are commitments by the City and the Province to improve both Bonnycastle and Riel Parks.

The Forks renewal and the Riverbank Enhancement programs will serve to facilitate public access to the waterways in downtown Winnipeg, and this will be of direct and significant benefit to the neighbourhood South of Broadway. It is hoped that the riverbank promenade between The Forks and the legislature will encourage private land owners to reorient their facilities toward the River rather than Assiniboine Avenue. Shops, boutiques, and restaurants could provide access to the promenade from their premises, and in doing so, improve their business and the neighbourhood in general.

The CAI Riverbank Enhancement Program and the East Yards Program will have a major impact on South of Broadway in a direct and positive sense. Other programs such as the Neighbourhood Mainstreets Program, Housing, and some of the capital works programs will have an indirect impact on South of Broadway by strengthening the downtown area through rehabilitation and revitalization.

North Portage Development Corporation

Another program which is having a profound effect on Winnipeg's Downtown, and indirectly upon South of Broadway, is that of the North Portage Development Corp. (NPDC) North Portage, with funding from the three levels of government, and the CAI, is working to improve the physical conditions in the area North of Portage Avenue. (NPDC boundary indicated on Figure 29.) This is being achieved through the creation of new housing, a school, community centres, parks, and the massive new Portage Place Shopping Centre. The large components of housing associated

with this development include several large blocks of rental apartments, cooperative ventures, subsidized housing, and seniors units. This additional housing stock will decrease the redevelopment pressure in other areas of the core for some time, and this includes South of Broadway as well. The North Portage mall development has also created somewhat of a retail void on South Portage, opposite the new mall, and this may take some time to correct itself. The overall image and effect of NPDC has been relatively positive however.

3.5 Development Process

This section briefly reviews the land development process in Winnipeg and South of Broadway and provides some insight into the various political forces which effect development or redevelopment activities.

The land development process in Winnipeg is controlled by law and regulations established under the City of Winnipeg Act, Sections 15 and 20. Development of land is controlled through procedures and bylaws such as the subdivision of land, zoning, rezoning, and the application of zoning variances. Any land owner may apply for a building permit or development application, and build, following approval, to the specifications contained within the provisions of the applicable zoning. As Winnipeg's downtown zoning Bylaw is relatively new, the provisions contained within it are sufficient to protect the various land used, other property owners, and to achieve desired development objectives.

If a land owner is interested in changing the land use classification of his property, he may attempt to do so through variance of the existing zoning or by rezoning the parcel of land in question. In the case of a rezoning, a new bylaw is created, and as such the process involves several decision making bodies such as the Department of Environmental Planning, Executive Policy Committee, and City Council. This process allows for a thorough examination of the proposal and provides the opportunity for opposing parties to make their views known.

The inherent flexibility in the variance procedure is not necessarily a negative feature. Flexibility in regulations can add a measure of diversity to the streetscape

(within reason) and allows for the creation of features which do not abrogate the spirit of the zoning regulation yet are not normally allowed by it.

Political forces, lobby groups, etc., can for various reasons influence certain projects and developments and this can have positive and negative impacts on urban design. Limiting the amount of discretion within the development control process subverts political influence, but at the same time discourages innovation, flexibility, and adds to the work load of the administration. A balance must be achieved in this regard which recognizes political realities within the development control process. This is not only true in Winnipeg, but in other urban centres as well.

Development Review in Winnipeg

The new downtown zoning bylaw provides for a design review board or some type of design review function by the City of Winnipeg. the Downtown Design board (DDB) is presently the Committee on Planning and community Services although there is a provision which allows for an Advisory committee on design to be established to provide advice to the DDB. The advisory committee could be private sector professionals such as architects, planners, and engineers.

The design review examination process in Winnipeg is currently being administered by the Plans Examination Branch of the Department of Environmental Planning, utilizing in-house expertise. This appears to be working well. A developer seeking a development permit submits plans to this branch for approval of such things as adherence to electrical and mechanical standards, engineering, and infrastructure requirements. In addition to this review process, an architect on staff

examines the plans with regard to urban design and the projects integration into the neighbourhood.

If this review process is not successful, and the plans are rejected on the basis of architectural merit, and the review personnel developer can not agree on a compromise, then the developer has the right to appeal to the Downtown Design Board. In 1989 the Downtown Design Board reviewed 257 development applications without a significant problem.¹³

The standards (or guidelines) which are utilized by the Department for design review are not explicit. Although Plan Winnipeg and the new zoning bylaw suggest that guidelines be prepared, and they have not as yet been completed. As was mentioned previously, the Urban Design Branch is working to complete a Downtown urban Design Strategy. This goal oriented strategy may contain general policy statements and illustrations indicative of development desirable in certain areas. Much of this information can be inferred from Plan Winnipeg and the bylaw itself.

This type of document, containing goals and illustrations, is somewhat similar to the design guideline documents adopted by many cities, including those examined in the case studies in the previous chapter. This is the prescriptive approach to development control, and urban design review. The implications of this approach of this approach were examined in Chapter One. This summarizes the various steps in the design review, development approval process as it exists in Winnipeg today.

3.6 The Built Environment: South of Broadway

It was suggested, during the course of this study, that consideration be given to the present form of the neighbourhood in terms of structure (form, mass, bulk) and an attempt made to provide some idea of what could or should be allowed to occur on vacant properties in the area. A study in form, particularly in a neighbourhood as large as South Broadway, could be a very time-consuming exercise in itself, and as such some shortcuts are in order. In 1985, A.E. LePage commissioned a series of maps of the downtown areas of major Canadian cities which were structure oriented rather than simply illustrative of the street systems. These maps were constructed from current aerial photography, and interpreted in three dimensions, and for certain purposes are very accurate. The LePage map of Downtown Winnipeg was used as the base map for this brief examination of building, form, mass, and bulk, in South of Broadway.

In terms of the building bulk, (height, shape, proportion) allowed under the zoning bylaw, the majority of the neighbourhood is zoned BR1, which allows for a FAR of 6.0 and a maximum height of seven stories. Sideyards and other provisions are also suggested. The zoning regulations together form a reasonably restrictive package to the developer of any vacant land in the area. Recognizing the economic and financial realities, the developer will undoubtedly build to the maximums allowed under the zoning. The results of this may have a negative impact upon a neighbourhood.

What could be suggested, given the goals of neighbourhood stability and livability, is that perhaps these goals would be better served if new development in

the vacant lands were forced to recognize the form of the adjacent structures. This process can be illustrated using the A.E. LePage map as a base and "developing" vacant lots to the extent to which they reflect the height of adjacent structures. This is illustrated in figure 32 and 33.

What is evident from these illustrations is that, in many cases, the existing zoning allows for structures which are much larger than adjacent development. This finding suggests that some guidelines may be required to mitigate this disparity and perhaps require or assist the larger structures to better "fit" into their surroundings.

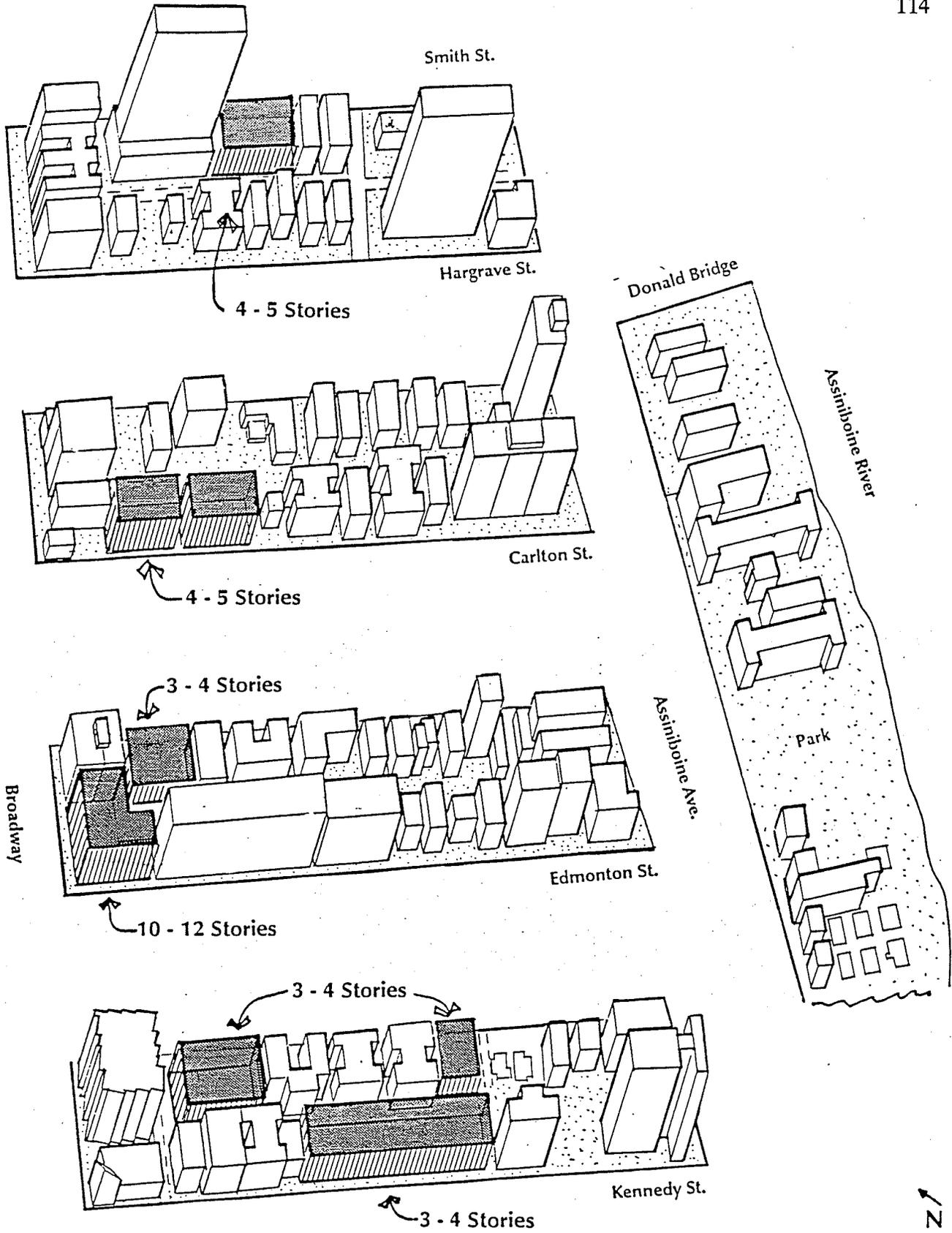


Figure 32. South of Broadway - Building Form, Part one

Suggested Bulk, Mass, Building Form on Vacant Lots

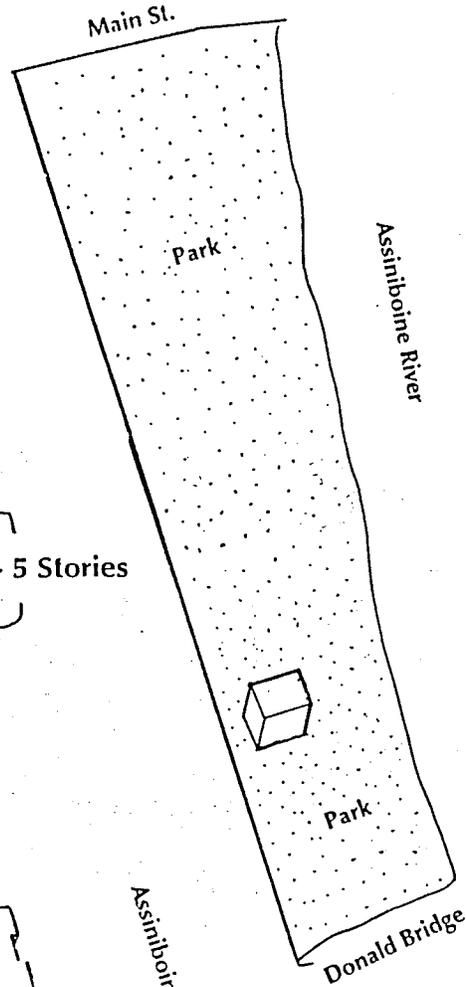
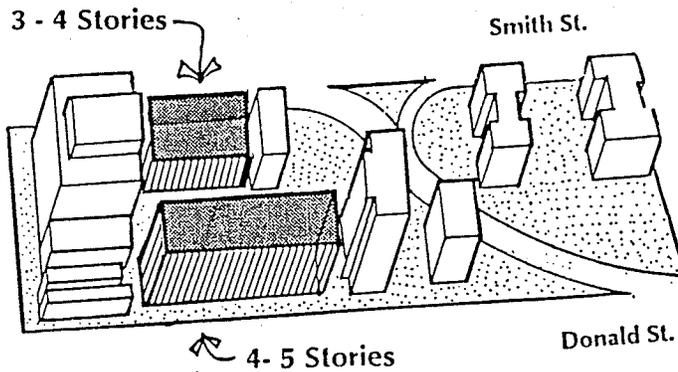
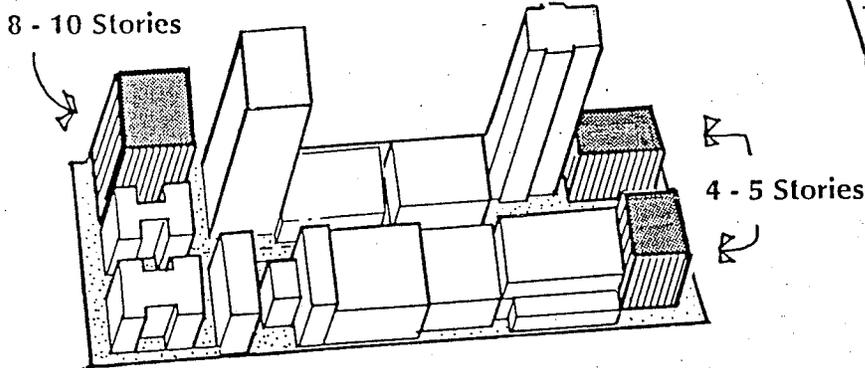
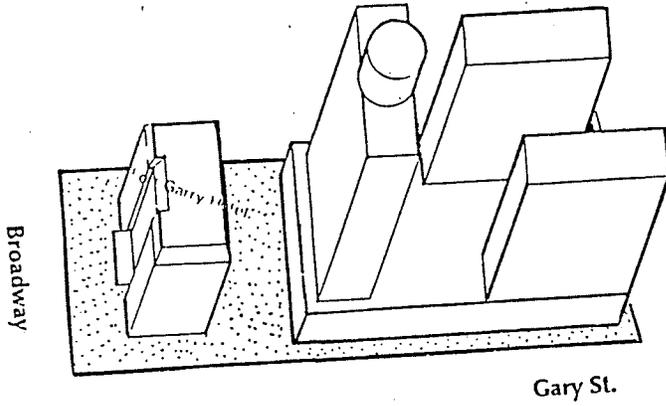
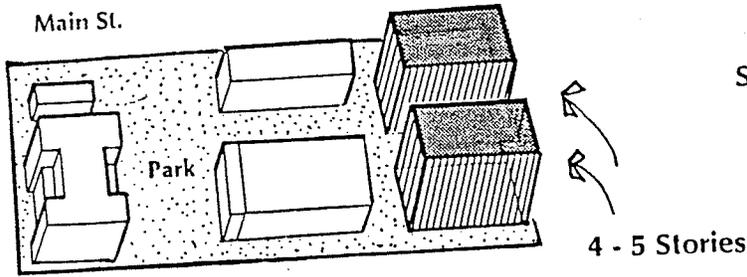


Figure 33. South of Broadway - Building Form, Part Two

3.7 Summary and Conclusions

This chapter has provided an overview of the neighbourhood of South of Broadway in terms of history, land use, population base, zoning, residential and commercial development trends, urban policy, development process, and built form. This background material has also identified many strengths and weaknesses, opportunities and constraints, which will be the basis for the development strategy and the design guidelines which follow in Chapter IV.

These opportunities and constraints, strengths and weaknesses, are presented in point forms as follows:

South of Broadway in a Nutshell

Opportunities/Positive Development Criteria

1. South of Broadway is an attractive neighbourhood with historical significance.
2. The neighbourhood contains many interesting old buildings many of which have been rehabilitated or could be rehabilitated. While old buildings often have limited redevelopment potential, in this area the oldest structures are providing the most attractive redevelopment opportunities.
3. It is located within the downtown and adjacent to the high quality of services and amenities located there.
4. Affordable accommodations are available. In fact all price ranges are available in a number of different housing types.
5. Density is low or medium - not yet a high rise jungle as is the case across the river on Roslyn Road.
6. The Downtown Zoning Bylaw will give the city more control on future development in the future and this will hopefully increase the livability of the neighbourhood. The zoning also recognizes the residential community located here.
7. Mixed Use development is permitted and adds a distinctive neighbourhood texture different from the homogenous suburban situation.
8. Redevelopment pressure is low in the Downtown at the moment. This is seen as a positive attribute as one of the study goals is neighbourhood stability.
9. The availability of quality Parks and Recreation Facilities in the neighbourhood and surrounding community is good and will improve significantly in the near future.
10. The neighbourhood contains many amenities such as restaurants, boutiques, museums, clubs, hotels, etc.
11. The neighbourhood has historic roots, as is evident by the old Fort Garry Gate and the proximity to The Forks.
12. The residential population is made up of a diverse group, families, singles, seniors, and as such is not growing rapidly or declining measurably. Residential Uses are mixed with small scale Commercial Uses, and this contributes to neighbourhood diversity, and provides an interesting alternative to the sterility of the suburbs.
13. The projects presently underway such as The Forks and the CAI's Riverbank Enhancement program, provide some excellent growth opportunities and will enhance the neighbourhood significantly. This will be of benefit to local residents, property owners, and visitors.
14. Projects proposed along Broadway will help to reinforce Broadway's image as a commercial and financial centre in Winnipeg's downtown.

South of Broadway in a Nutshell

Negative Aspects/Constraints to Development:

1. Resident Population is highly mobile: many sectors of the population see this as a temporary place to live.
2. Social Problems: those associated with life in the downtown - crime, inability to go out at night, noise, and some more serious problems attributed to certain groups frequenting Riel Park.
3. Intense parking pressure created by the office towers on Broadway, the Legislature, local businesses, and the older apartment complexes which do not provide parking on the premises.
4. Traffic congestion - created in part by the parking problem, some of the social problems, and aggravated by the narrow streets.
5. Downtown Location - some perceive this to be a negative aspect and this may be directly related to above reasons.
6. Parks and Recreational space crowded, particularly the active aspects, pools, tennis courts, etc., and fuelled by the large number of people who live and work in the area.
7. Development in other areas of the downtown removes some of the development pressure on South of Broadway. This may result in run down buildings and the lack of new construction activity.
8. Wide density ranges (high-rise buildings next door to walk-ups) which causes a reduced level of pedestrian comfort.
9. Riverbank development or redevelopment must contend with the serious and expensive problem of riverbank stability.
10. Commercial and high density residential uses are intruding into the community in the eastern portion of the neighbourhood. As well, Commercial Uses along Broadway exert pressure on the neighbourhood for additional surface parking.

1. Hilderman, Witty, et al. Geurtin/Bonnycastle Park Development Strategy Alternatives, Prepared for the City of Winnipeg, 1987.
2. Deborah Lyon, and Robert Fenton, The Development of Downtown Winnipeg, (Winnipeg: I.U.S., Univ. of Winnipeg, 1984), p. 31.
3. Lyon, p. 30.
4. Lyon, p. 63.
5. This current estimate is based on the 1986 Census data, less the population north of Broadway (+- 600), and including 60% occupancy of FGP (+- 900). Other apartment units were completed previous to this and were becoming occupied as well. These include the Colonnade and Rideau Towers, therefore the population could well be upwards of 5,000 persons.
6. City of Winnipeg, Dept. of Envir. Planning, Draft Test of Proposed Downtown Zoning Bylaw, September 1, 1987, p. 80.
7. City of Winnipeg, Draft Text, p. 81.
8. Canada Mortgage and Housing, Spring 1990, Quarterly Review, Manitoba p.6.
9. City of Winnipeg, Core Area Initiative - News Release March 23, 1988.
10. Forks Renewal Corp., Report to the Board Phase One: Concepts and Financial Plan November 12, 1987.
11. City of Winnipeg, Core Area Initiative
12. City of Winnipeg, Ad-hoc Committee on Riverbank Acquisition, Policy and Priorities, Management, and Landuse, Interim Report and Recommendations. October 14, 1987, p.11.
13. City of Winnipeg, Board of Commissioners. City of Winnipeg 1989 Annual Report, 1989.

Chapter IV

DEVELOPMENT FRAMEWORK AND DESIGN GUIDELINES

4.0 Introduction

The previous chapters have identified and profiled the neighbourhood South of Broadway. Forces such as the redevelopment of the downtown area, the Forks development, and the Riverbank enhancement projects have been identified and it is recognized that they will have a significant impact on this residential community. Other forces at work in the neighbourhood, both negative and positive, have been examined and were summarized at the end of the previous chapter. An official downtown development plan, one that addresses these issues, has not yet been prepared, however much of the City's downtown development policy can be inferred through that zoning bylaw and through Plan Winnipeg.

This final chapter suggests a general development framework for the neighbourhood South of Broadway. In addition, it identifies specific areas of concern (within the parameters of this study) which could be addressed with regard to physical improvements through urban design. These concerns are being addressed in the form of proposed urban design guidelines which are presented and illustrated at the end of the Chapter.

4.1 Development Pressure

South of Broadway is a unique inner city neighbourhood which should be preserved. It is a viable and interesting downtown residential neighbourhood with significant historic roots. South of Broadway is the type of downtown neighbourhood that Plan Winnipeg advocates, and which North Portage is attempting to replicate without success. As such, every attempt must be made to strengthen and preserve this neighbourhood.

It may be suggested that at the present time the redevelopment pressure, particularly with regard to market residential development in the area, is limited. Such claims may be based on population statistics, the level of development in other areas of the downtown, or market analysis - all of which have been discussed previously in this study.

This may be the case at the present time but it does not resolve the need for a framework to preserve this neighbourhood during periods of slow growth. Further to this, the developments identified in the previous chapter, particularly with regard to the riverbanks, the Forks, and the downtown in general, will significantly improve the attractiveness of this area in terms of redevelopment and perhaps act as a catalyst of new development as well.

4.2 Development Framework:

Rationale

In suggesting and preparing a development framework for South of Broadway, the limitations of this study are recognized. It is clear that a comprehensive development strategy or plan is required in the area, one which embraces the physical and socio-economic issues. This is clearly beyond the scope of this undertaking. However, as the intent of this practicum is to suggest some urban design guidelines for the neighbourhood, a development framework can be inferred and physical guidelines prepared.

This development framework for South of Broadway will consist of a series of broad policy statements based on the findings contained in the previous chapters. The suggested design guidelines will be based on these policy statements. The framework will not concern itself with the implementation of the guidelines themselves, or the political processes and structures which would be required.

The level of detail embraced by these design guidelines must be determined. Design guidelines could consist of very broad design goals or be series of very detailed design review requirements which essentially dictate every element in a given development. Design guidelines could also embrace some combination of these extremes. In determining the level of detail in the guidelines to be prepared here, the space limitations of this practicum were assessed, and the most pressing design control and development issues in South of Broadway, considered. As a result, the guidelines prepared will offer suggestions relating to the problems and opportunities presented in previous chapters, and categorized as presented above.

Development in Winnipeg has been examined previously in terms of process and political influences. It was determined that a development plan is required in the downtown, (and suggested in official master plans) and that urban design guidelines would be supported as a component of the implementation of that plan. It is with these factors in mind that a general development framework will be prepared, and design guidelines suggested.

Existing Urban Policy

The City of Winnipeg's development policy can be inferred from the Downtown Winnipeg Zoning Bylaw and Plan Winnipeg. These documents suggest the goals for downtown redevelopment, and these can be summarized as follows:

- The need to encourage a downtown residential population,
- To provide pedestrians with a higher level of amenity in the downtown,
- The preservation of character areas,
- The preservation of downtown residential neighbourhoods,
- The preservation of historic resources,
- To demonstrate high quality urban design in public projects.

These goals clearly favour areas such as South of Broadway, and the accompanying zoning attempts to protect them. A local development framework, which embraces the goal statements above and provides some policy to address these goals, is required to preserve the community South of Broadway. This development framework must recognize the features of the neighbourhood which are worth preserving, and those that require strengthening, and work toward minimizing the impacts of the features which have a decidedly detrimental effect on the area.

The strategy must also recognize the possible future impacts of the new developments previously discussed. It must embrace all of these factors and address the opportunities and constraints summarized in Chapter 3., and provide some simple policy statements which address a development direction for South of Broadway.

It is important, at this point, to consider an additional factor in the preparation of any development framework or urban design guidelines. Effective development policies and guidelines must be prepared in such a way that they provide clear and predictable criteria for evaluating proposed developments. This factor, discussed in detail in Section 1.3, and will be considered in the suggested policies which follow.

The Vision

The development framework to be suggested here must be based on both the urban policy, which has been presented here, and a statement of what the long term vision for the neighbourhood is to be. The vision for the neighbourhood South of Broadway recognizes the unique characteristics of the community, and the potential for future development. The Vision is summarized as follows:

South of Broadway: The Vision

The neighbourhood must be preserved and strengthened by recognizing the "separate" communities on either side of the Midtown Bridge. The Eastern community will be developed as a higher density residential area. The Western community will preserve the lower density and unique scale of the existing community.

Both of these communities, or residential enclaves, will reorient themselves to the river and to make access and use of the riverbank walkway system a high priority.

The existing parks will continue to be developed with emphasis on integration in the form of linkages to encourage a higher level of use and interaction with adjacent downtown neighbourhoods. Linkages will be in the form of interpretive walkways linking the various parks, the riverbank walkway, linkage of the Fort Garry Gate, and perhaps linkage via pedestrian bridge between McFayden Park and Fort Rouge Park on the other side of the river.

The neighbourhood will encourage pedestrian interaction with the rest of downtown and this should be in the form of dedicated pedestrian corridors, shuttle services, streetscaping projects, and perhaps connection with the proposed Edmonton Street pedestrian corridor and shuttle project.

The unique features of the neighbourhood will be preserved and be accessible to the public. These features include Fort Garry Gate, the Legislature, the riverbank, the older buildings including the Fort Garry Hotel, the huge elm trees which line the streets, and the unique neighbourhood scale.

A Development Framework

In general terms, the most important considerations in this development framework are those related to stability, sustainability, and growth. Neighbourhood stability can embrace such things as a stable population and population mix, an adequate level of services, safety, stable property values and tax levels, affordable accommodation, and the feeling on the part of the residents of sense of community.

The term sustainability, as it relates to the neighbourhood, recognizes the preservation of the environment, the parks systems, the trees, and the river. The sustainability concept encourages development which recognizes the limitations of the environment to accept changes, and the need to preserve these environments for future generations.

Another consideration with regard to the development framework is that of growth. Urban growth, even slow growth, is a requirement in any community which hopes to achieve a level of stability. New development, the redevelopment of existing properties, and on-going maintenance are required to maintain the community at its present level. A significant decrease in this level of commitment, as a result of social or economic factors, will result in the ultimate decline of the neighbourhood.

South of Broadway will experience growth both externally, as a result of the many projects mentioned, and internally through riverbank development and subsequent spin-off property development. Good management of this growth will ensure neighbourhood stability. One factor that will ensure growth is an effort to reestablish pedestrian linkages between South Broadway and the rest of Downtown.

A concerted effort to designate and develop a linkage, through streetscaping, signage, and marketing could be of tangible benefit to the neighbourhood. The parks and riverbank walkway system to be developed establish this area as a logical gateway to the Forks development from the downtown.

The objectives of the South of Broadway Development Framework, which embraces this vision, can be summarized in three broad policy statements:

Development Objectives: South of Broadway

To encourage neighbourhood stability through a stable population, a high level of services and amenity, affordability, and the sense of community.

To provide a "sustainable" neighbourhood by providing a high quality urban environment, which respects the pedestrian and is conscious of environmental factors.

To promote high quality development and attract redevelopment.

4.3 Development Policy and Urban Design Guidelines

The general goals of stability, sustainability, and growth must be translated further into specific policy initiatives which can be understood and encouraged in new development, perhaps through the use of Urban Design Guidelines. These specific initiatives, which have evolved from the neighbourhood study in Chapter 3, can be categorized as follows:

Image & Identity

Traffic and Parking

Climatic Impacts

Linkages

Character and Scale

Parks, Recreation, and the Riverbanks

Diversity and Mixed Use

Each of these categories will be discussed and policies and design guidelines suggested in the following sections. The design guidelines which will be prepared acknowledge the theory of development control, as examined in Chapter 1, and follow the examples contained in the case studies in Chapter 2. As such the guidelines are deemed to possess a very good basis in reality.

The **Guidelines** themselves are presented in the form of a **Policy statement**, which relates to one of the above categories, and reiterates the City's policy toward certain aspects of development in this particular neighbourhood. These statements offer brief explanations of the policy rationale, and reiterate the vision of the neighbourhood as it applies to this particular design element. The actual **Guideline** as presented, provides an example of the design problem, to which the **Policy Statement** is directed, and a verbal and illustrative solution to the problem. This is the prescriptive approach to design control as established in Chapter One.

SOUTH OF BROADWAY: URBAN DESIGN GUIDELINES

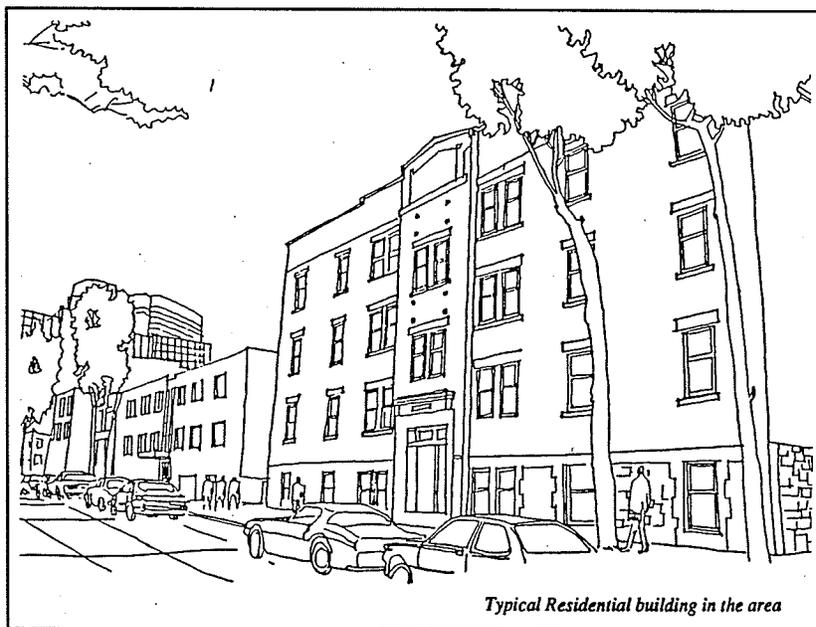
1.0 Neighbourhood Image and Identity:

The stability of South of Broadway could be improved by strengthening the image and identity of the neighbourhood. Image and identity are unique, community-based initiatives concerned with streetscaping, landscaping, views and vistas, safety, lighting, signage, sometimes programming, and the recognition of the unique history of the neighbourhood.

1.1 In-Fill of Vacant Lots:

Policy: Vacant lots utilized for surface parking detract from the character of the neighbourhood, and offer good potential for redevelopment.

Guideline: New development or redevelopment should consider the use of a vacant or infill lot to ensure the character and scale of the neighbourhood is maintained.



Typical Residential building in the area

Figure 34. *Maintaining Existing Character and Scale*
Source: *Realizing the Potential*, 1990

1.2 Streetscaping:

Policy: Streetscaping must also be encouraged in new development which includes landscaping, lighting, and street furniture.

Guideline: Encourage neighbourhood streetscaping which complements the existing landscape, in all new development. Streetscaping includes lighting, street furniture, and trees and shrubs.

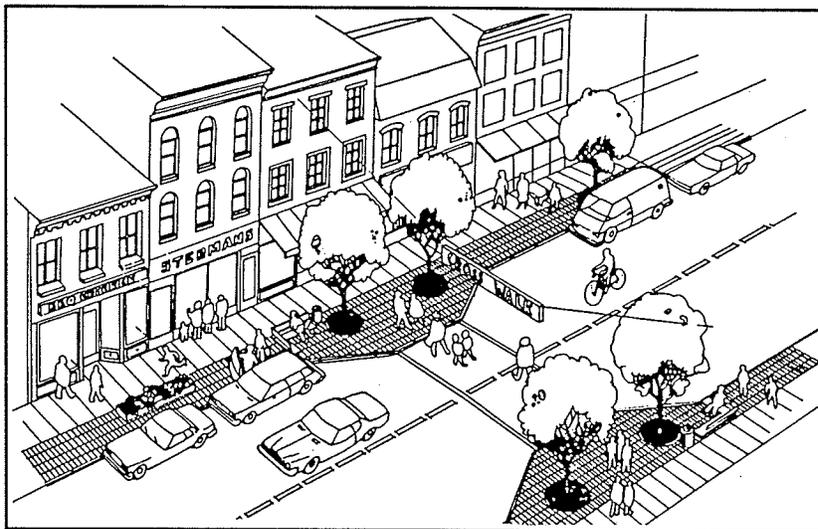


Figure 35. Encourage Streetscaping
Source: Mainstreet Design Guidelines

1.3 Views and Vistas:

Policy: There are many interesting views and vistas in this neighbourhood which should be identified and maintained. The most important views in this area are that of the Legislature and of the rivers.

Guideline: Views of the Legislature should be maintained by limiting height, and development along major pedestrian thoroughfares.

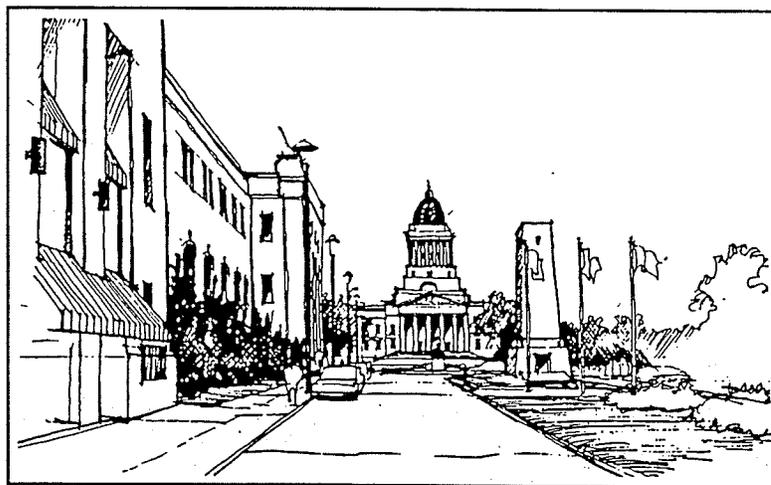


Figure 36. Views and Vistas
Source: Urban Design Studio

1.3 Views and Vistas Continued:

Policy: Winnipeg has consistently neglected to provide public access and development of the riverbanks in the City. This is now changing and it is important to provide and protect views and view lines to the river where possible in South of Broadway.

Guideline: View of the river will be maintained through limiting development and ensuring safe public access.

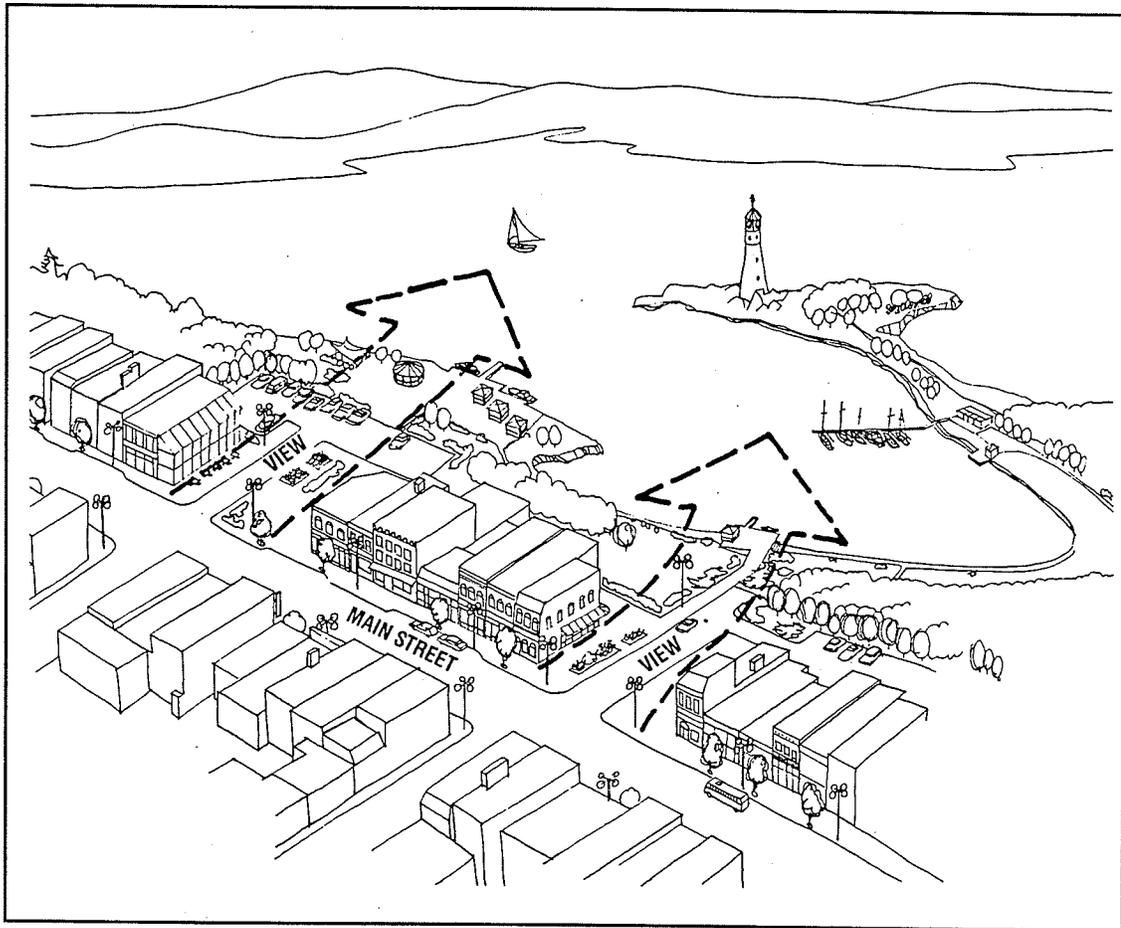


Figure 37. *Rediscovering Waterfront Views.*
Source: DFO, Urban Waterfronts

1.4 Preserving Historic Elements:

Policy: Historic elements in this neighbourhood must be maintained and preserved. They provide a glimpse of the past and add to the image and identity of the neighbourhood. Initiatives should be designed to unify these elements perhaps through the park walkway systems and a unique interpretive approach to maximize the benefits of these features.

Guideline: The Gatehouse of Upper Fort Garry was established in 1850 and provides us with a glimpse of the past, and is probably the oldest important building site in the city. This site should be expanded, interpreted, and integrated into the neighbourhood park and walkway system. The Gatehouse must be integrated into the future development of surrounding land and the existing park system.

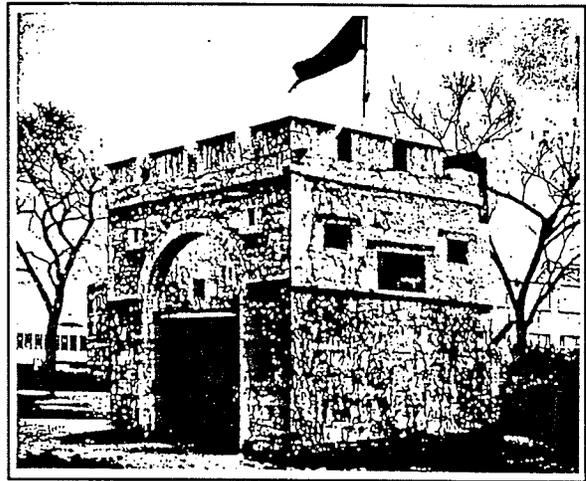


Figure 38. *Protection of Historic Elements*
Source: Winnipeg 100 Years

Policy: The old homes in the area offer a glimpse of the former status of the neighbourhood and offer good opportunities for redevelopment. These must be redeveloped in a manner which respects their original architecture, scale, and construction materials.

Guideline: Redevelopment projects must be sensitive to the original design, scale, materials used, and preserve the facades of such buildings.



Figure 39. *Preserving Older Homes*
Source: Author

2.0 Neighbourhood Character and Scale:

A series of policies and guidelines directed to improve the scale and character of the neighbourhood could also further the goals of this development strategy. While tending to somewhat overlap the guidelines which establish and strengthen image and identity, these initiatives could go further and protect the established form of the community. Much of the study area consists of older, 3-4 storey apartment buildings, and the scale and character of this area has been negatively effected by the construction of large new buildings which are not sensitive to this. The guidelines examined in the Ottawa Case Study address this problem very well.

2.1 Scale and Proportion:

Policy: The character of the area South of Broadway must be maintained. New development or redevelopment which are of a different scale than adjacent buildings, must minimize the impact the larger structures by special treatments of lower floors and transition areas.

Guideline: New development must consider the scale, character, setback, and materials used in adjacent building in their design and construction.

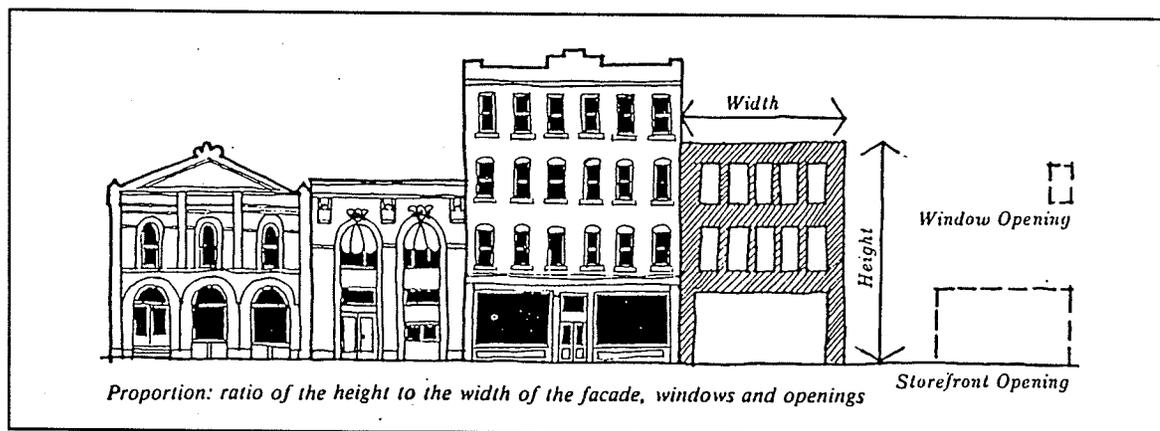


Figure 40. *New Development Respecting Proportions of its Neighbours.*
Source: Historic Winnipeg Design Guidelines

2.2 Treatment of Transition Zones:

Policy: The unsettling effect of a 10-20 storey vertical wall on the pedestrian or occupant of an adjacent building is undeniable. New development can work toward reducing the impact of the difference in scale by special treatment of transition zones.

Guideline: Treatment of transition zones, upper and lower floors must be considered in the construction of new buildings.

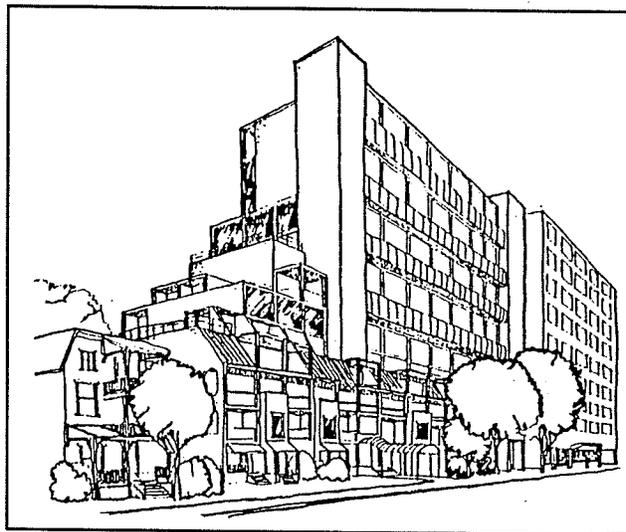


Figure 41. Treating Transition Zones
Source: Ottawa, Design Guidelines

2.3 Height Limits:

Policy: In order to further preserve the scale and character of the neighbourhood, new development will be limited in height to reflect that of adjacent structures, or the maximum height of seven stories.

Guideline: New development should reflect the height and scale of its' neighbours to preserve the character and scale of the neighbourhood. Figures 32 and 33, on pages 114 and 115 illustrate very clearly the heights of existing buildings, and the height to which adjacent vacant property should be built.

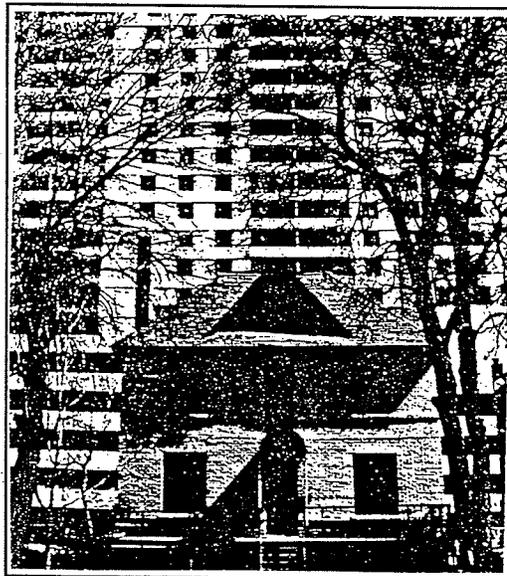


Figure 42. Height of Adjacent Buildings
Source: Author

3.0 Traffic and Parking:

Traffic and parking congestion are an on-going concern in this neighbourhood. Many of the structures on Broadway, and the older residential neighbourhoods South of Broadway lack a parking facility, and as a result vehicles clog the streets and fill "vacant" lots. Minimization of the negative effects and proposing positive solutions will be beneficial in terms of this development strategy.

Parking lots or vacant lots used for parking exist in south of Broadway and will probably continue to exist. There are regulations in the zoning bylaw which require these lots to be screened to a certain degree but guidelines should take this one step further.

3.1 Parking Lot Screening and Access:

Policy: Traffic and parking congestion are a major problem in this neighbourhood. Minimization of the negative effects of this congestion will be extremely beneficial to the area.

Guideline: Parking areas must be landscaped and screened from the pedestrian. Safety and security of these areas is also of concern and this factor should be kept in mind when planning screening or landscaping activities.

Guideline: Parking areas must be accessed from the service lane - not by crossing pedestrian walkways.

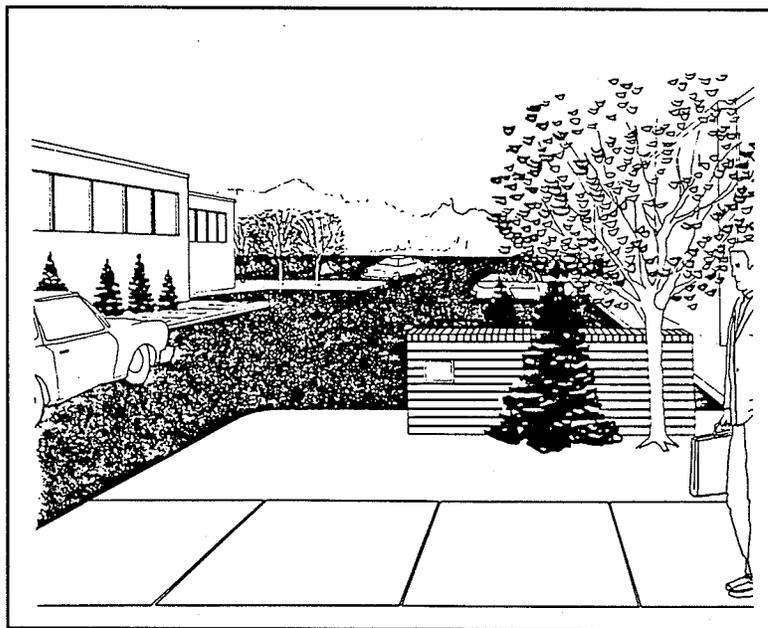


Figure 43. Screening and Limiting Access to Parking Areas.
Source: Scarborough, Design Guidelines

3.2 Parking Lot Expansion:

Policy: A moratorium should be placed on the creation of surface parking lots in the neighbourhood. These parking lots offer little to the area in terms of improving amenity and increase the probability of demolition of buildings to construct these lots. Further development of these lots should be banned.

3.3 Street Hierarchy:

Policy: A hierarchy of street systems should be developed (as in the Toronto example) that encourages vehicular use on some streets, and pedestrian use on others. This has the effect of allowing greater space for pedestrian on certain streets, and using these streets as components of a pedestrian system.

Guideline: Sidestreets in South of Broadway will be designated local residential streets as opposed to collector or through streets. This designation will help to establish a neighbourhood identity and encourage a safer, quieter, slower paced residential environment. This street hierarchy will also consider the pedestrian linkage suggested for Edmonton Street, to be described later.



Figure 44. Street Hierarchy
Source: Ottawa, Design Guidelines

3.4 Integration of Public Transit in the Streetscape:

Policy: Public transit is very important, and very visible in this area. Attempts should be made to integrate these bus stops into the streetscape, and to offer shelter for the waiting passengers. An excellent illustration of this guideline is presented in Figure 10, page 51.

4.0 Parks, Recreation, and the Riverbanks

The public parks, recreation facilities, and riverbanks are extremely important in terms of public amenity and neighbourhood character. McFayden Park, Riel Park, and Bonnycastle Park will soon be joined by a riverwalk system which offers new and interesting recreational opportunities for the residents of this neighbourhood. Attempts are also being made to link Bonnycastle Park to the Fort Garry Gate via an interpretive walkway. The ultimate in terms of linkage of the park facilities would be the construction of a pedestrian bridge over the Assiniboine River to join Fort Rouge and McFayden Parks, and this has been explored the Planning Department in some detail.

4.1 Linkage of Parks System:

Policy: Park facilities must be maintained and improved to accommodate new residents, and to take advantage of the riverbank walkway systems and the development at the Forks. This particular concept requires a detailed development plan to fully explore the potential of this opportunity.

4.2 Reorientation Toward the River:

Policy: New development and redevelopment should take advantage of the riverbank and walkways, and the views of the river wherever possible. Ample access to the river must be maintained and be safe, secure, and in the public domain.

4.2 Reorientation Toward the River Continued:

Guideline: New development or redevelopment along Assiniboine Avenue should orient itself toward the river and the river walk. Reorientation offers a number of interesting opportunities in terms of redevelopment and business.

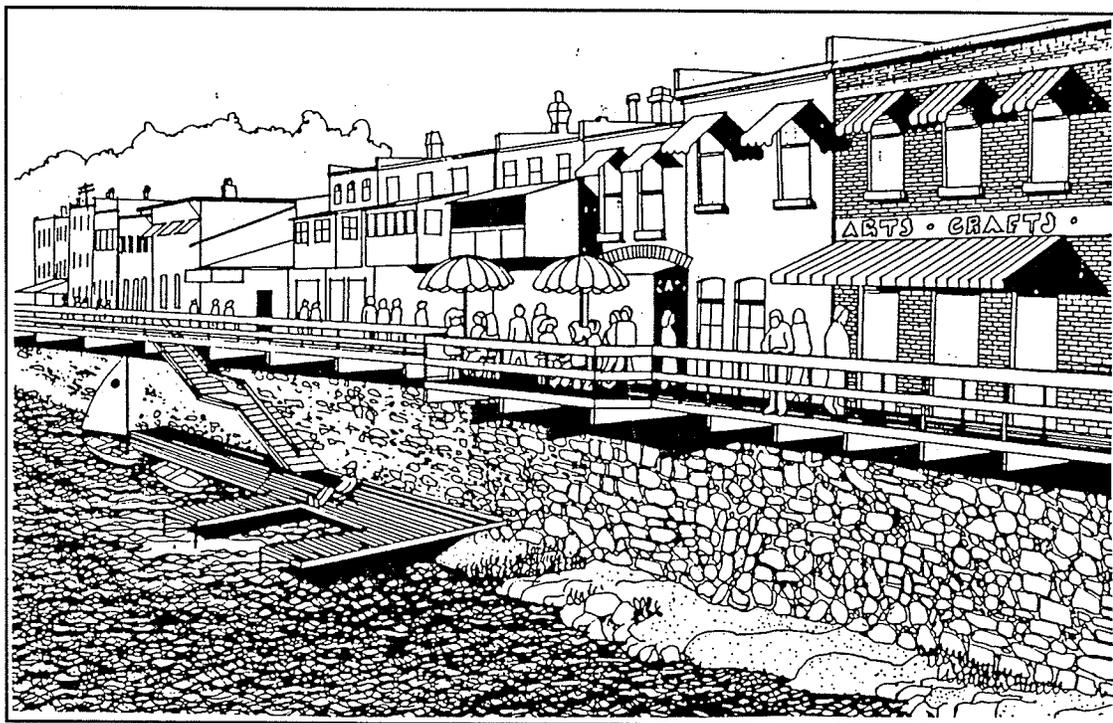


Figure 45. Buildings Oriented Toward the Riverbank.

Source: Mainstreets: Guidelines

5.0 Climatic Impacts

Winnipeg experiences extreme variations in climatic conditions over the course of year. While it does not receive the same amount of rainfall as Vancouver, for example, it could benefit from the weather protection guidelines which have been established in that city and were reviewed in Chapter 2.

5.1 Pedestrian Comfort:

Policy: To improve the level of pedestrian comfort, efforts should be made to protect the pedestrian environment from the ravages of the winter winds, and the summer sunshine.

Guideline: New development and redevelopment at grade level should include awnings or canopies to offer shade and protection from the wind.

Guideline: Multi-storied development must mitigate the impact of the increase in wind and wind gusts caused by the development through the use of canopies, overhangs, and setbacks.

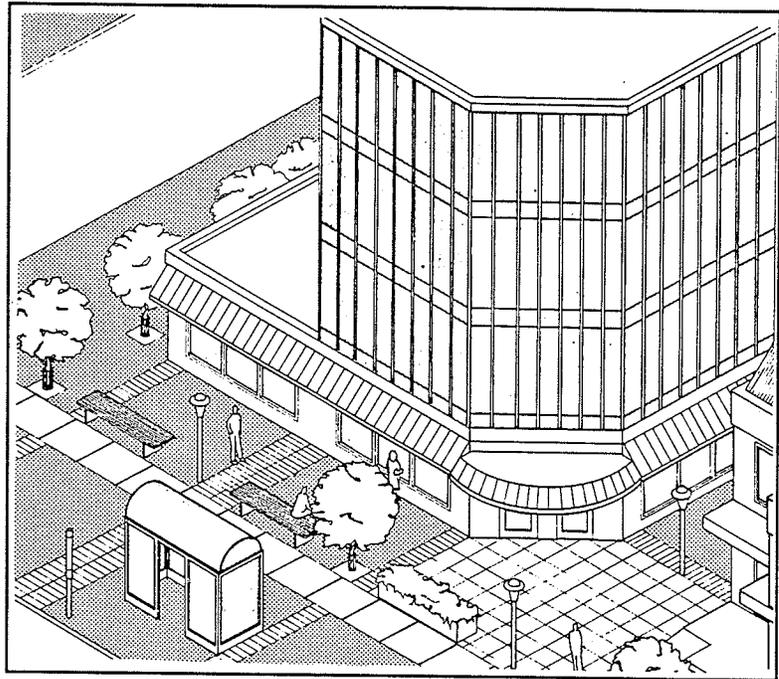


Figure 46. Pedestrian Weather Protection at Grade Level
Source: Scarborough, Design Guidelines

5.2 Sun and Shade:

Policy: Adequate sun and shade in public open space will ensure the public use and enjoyment of that space and access to sun and shade should be protected from encroachment. Protection from the winter winds can also be accommodated in providing this protection.

Guideline: New development in the vicinity of public open space must ensure that the amount of sun and shade on that open space are not adversely effected by the development.

Guideline: Wind impact studies (required under the Downtown Zoning Bylaw) will be used to design a pedestrian environment around new development that is free from the ravages of the wind.

6.0 Diversity and Mixed Use

The neighbourhood South of Broadway offers a great deal of diversity, and it is this diversity which sets it apart from the suburbs, and which attracts residents. The zoning bylaw allows certain types of mixed use, commercial and retail, and guidelines can suggest methods of assuring integration of this type of development.

6.1 Mixed Use Development:

Policy: Mixed Use developments are encouraged in the neighbourhood South of Broadway. The Uses permitted include small grocery stores, drycleaners, small retail establishment, and small scale commercial use as well. These types of development contribute to the diverse, texture, and flavour of the neighbourhood.

Guideline: Certain types of Mixed Use will be encouraged in the neighbourhood, particularly in some of the stately old homes, or the main level of high rise buildings, and attempts must be made to integrate these into the streetscape. Figure 8 on page 50 provides another example of this.

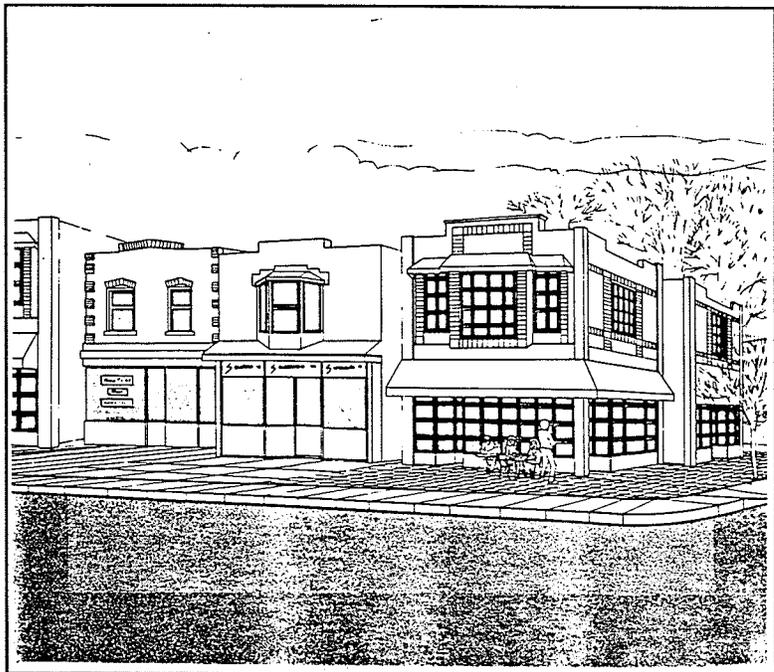


Figure 47. Diversity and Mixed Uses
Source: Scarborough, Design Guidelines

6.2 Outdoor Commercial Facilities:

Policy: Outdoor commercial facilities are becoming more popular, particularly restaurants. Although the season is short, they offer a very enjoyable experience and contribute to the variety and excitement at the pedestrian level.

Guideline: Outdoor commercial facilities, particularly restaurants, shall be encouraged by allowing encroachment on public property, sidewalks, and sideyards.

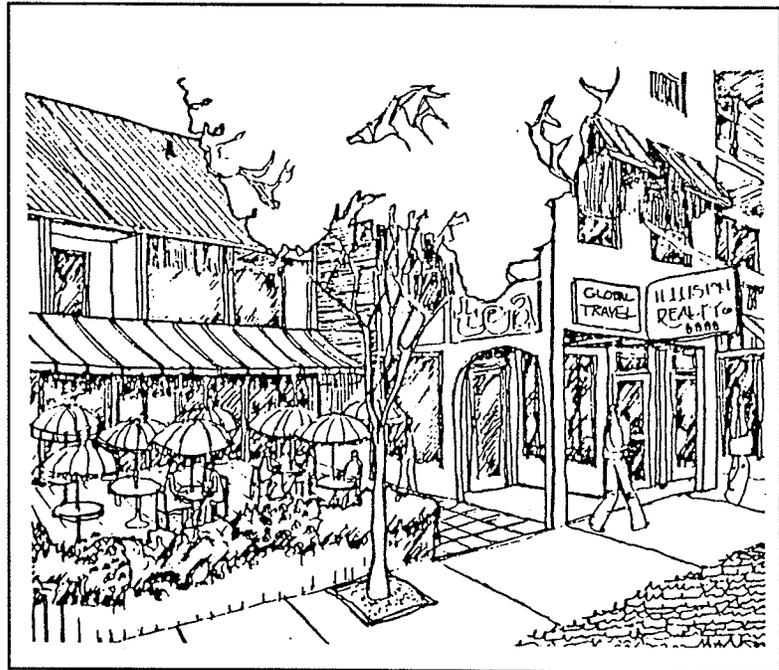


Figure 48. Outdoor Commercial Facilities
Source: Ottawa, Design Guidelines

7.0 Linkages

South of Broadway is not an island, it is a residential enclave surrounded by a large urban area, and several new and interesting character areas. If the neighbourhood is to grow and prosper, it must provide and stimulate linkages to the downtown, adjacent character areas, and to the river. Several of these linkage concepts have been discussed earlier and they include the proposed Edmonton Street Pedestrian Corridor and shuttle service, the river walk system, and the proposed pedestrian bridge over the Assiniboine River linking the parks.

7.1 Pedestrian Corridor:

Policy: A pedestrian corridor should be developed which links South Broadway to the Downtown. This was discussed and illustrated in terms of street hierarchy, and it involves the designation of Edmonton Street. This has discussed for some time as has been a bus mall on Graham Avenue. A street designated in this manner could provide a higher level of pedestrian amenity and serve to draw people from the downtown core to Broadway, and perhaps the river walk system.

Guideline: Developments along pedestrian corridors should contribute to this environment through maintaining viability at grade level, minimizing blank walls, and encouraging a high level of pedestrian amenity and streetscaping.

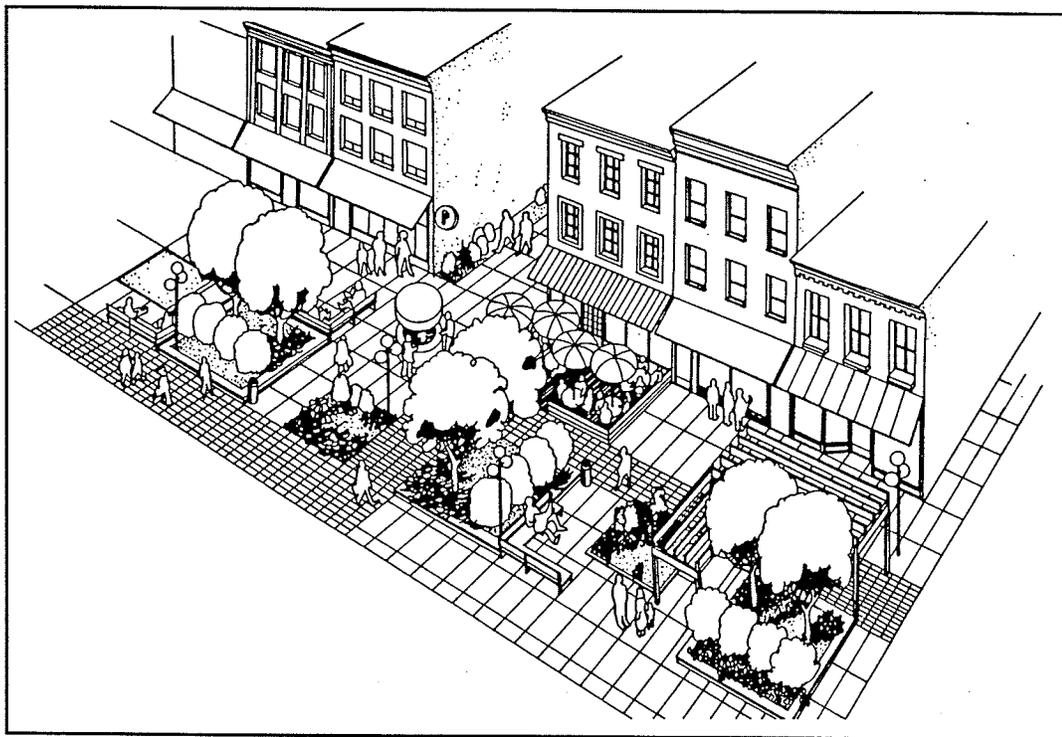


Figure 49. *Designated Pedestrian Streets*

Source: Main Street

7.2 Physical Linkages:

Policy: Linkage by way of parks or walkways, must be encouraged between South of Broadway, The Legislature Precinct, and The Forks. New development and redevelopment must ensure that linkages that exist, or are being created, are maintained between South of Broadway, the Forks, Downtown, and the Legislature, wherever possible.

Policy: Bridges also form a linkage between the downtown and the rest of the City. The bridges, particularly the Midtown, also form a gateway to the neighbourhood. This gateway should be developed to create the sense of entering the downtown on the part of the pedestrian or motorist.

Guideline: Developments at the foot of the Midtown Bridge should create the sense of a gateway to downtown through interesting landscaping, signage, and tiered building heights.

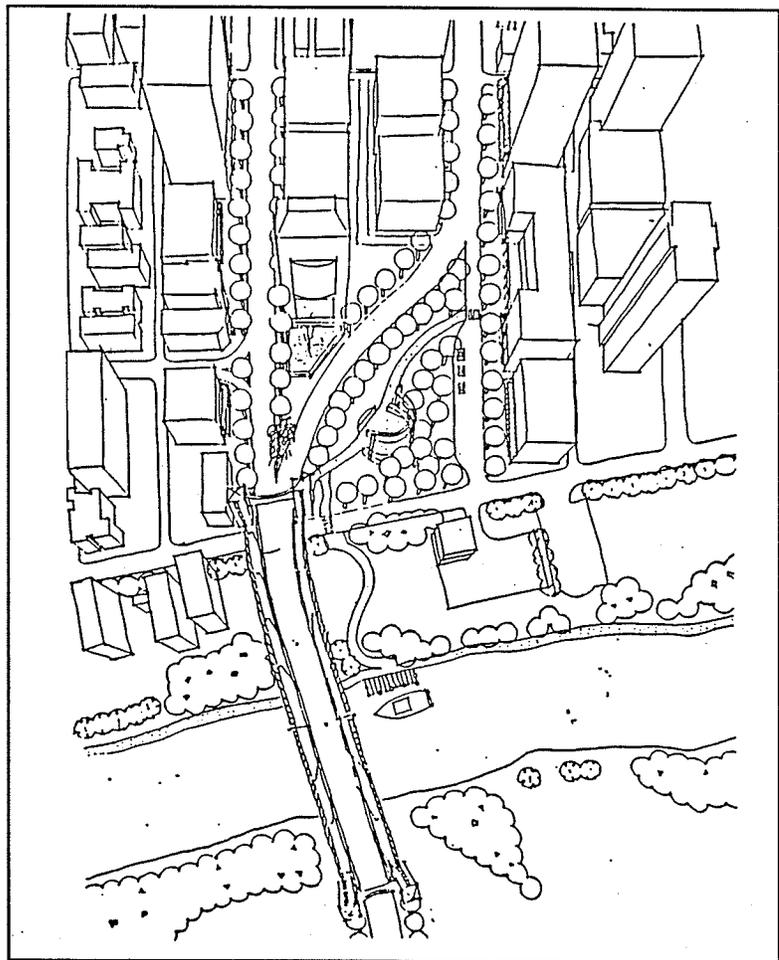


Figure 50. *Creating a Gateway to the Downtown*
Source: *Realizing the Potential*, 1990.

4.4 Summary and Recommendations

Summary

The development framework developed for the neighbourhood South of Broadway recognizes the strengths and weaknesses of the area as identified in Chapter 3. It acknowledges the theories of effective development control as identified in Chapter 1. The framework stresses the need for stability, sustainability, and growth. These general goals were reiterated in the form of specific policy initiatives, and these formed the basis for the urban design guidelines as developed. These guidelines represent a cross section of those that are being used today as is evident through the case studies presented. The guidelines presented here are those which could be operating in South of Broadway. Although they offer only a cursory example of what could be developed in concert with a more detailed downtown plan, they do offer design solutions to ameliorate some of the neighbourhoods more pressing problems.

Recommendations

The creation of Urban Design Guidelines without a concise development strategy or development plan for the area in question is a very difficult task. The design control process, as examined in Chapter 1, suggests that the basis of well prepared guidelines are clear development policies, and a political system in which they will succeed. The political will for the development of urban design guidelines does exist in Winnipeg. General acceptance, on the part of the City, of urban

design guidelines is demonstrated in the Historic Winnipeg Design Guidelines documents. As well, the new downtown zoning bylaw provides the infrastructure within which guidelines can operate. In Winnipeg the development approval process, and the Downtown Design Board have relied on the quality of staff in place to impose design policy, perhaps arbitrarily, on new development. Although this process is working well, it is dependant on personalities, and as such is highly discretionary, and probably open to successful court challenge.

A major recommendation of this study would be then, that a clear development strategy or action area plan, which includes an urban design component, be prepared. This strategy would address the policy void in this respect, and provide a basis for a more complete set of urban design guidelines, for each of the character areas, as outlined in the Downtown Zoning Bylaw. The guidelines suggested in this practicum, could provide the basis for those prepared for the neighbourhood South of Broadway.

The guidelines suggested here are a beginning. They represent a cross-section of those in use across Canada today. It has also been recognized, over the course of this project, that the process of examination and application of guidelines gleaned from other communities can produce mixed results. It can produce a "selective image" of the community, and that image can be mottled and inconsistent. The solution to this difficulty lies in the preparation of a comprehensive development strategy, one that embraces a clear vision of the future of the community.

The community South of Broadway is a unique neighbourhood with historic significance. The City of Winnipeg has placed a great deal of emphasis on

downtown revitalization and this has been demonstrated in efforts to stimulate downtown redevelopment, a higher quality pedestrian environment, and encourage a permanent downtown residential population. South of Broadway is such a neighbourhood. At the present time, the pressures of traffic and parking, and extremely high density residential development, are taking their toll on the quality of the neighbourhood. At the same time projects such as The Forks, and the Riverbank Walkway system are providing some very interesting opportunities in terms of redevelopment and future amenity.

It is this apparent contradiction requires planning intervention in the form of a development strategy, development of a long-term vision, and perhaps development control. Preservation of this neighbourhood is clearly the appropriate policy.

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APPENDICES

APPENDIX ONE: POPULATION STATISTICS, CENSUS TRACT #14:

A summary of the Statistics Canada Census data follows in the next seven tables.

Table I. Marital Status, C.T. 14, 1986

Group	# of Persons	% of Total
Single (+15) never Married	2105	48.5
Married/Separated	1335	31
Widowed	335	8
Divorced	345	8

Table II. Mobility Status, CT 14, 1986

Status	No.	%
Movers	3,265	77
Non-movers	990	23
Totals (Over 5 yrs.)	4255	100%

Table III. Housing Statistics, CT 14, 1986

Total Number of Private Dwellings: 3,070

	Number:	% of Total
Tenure:		
Dwelling Owned	20	<1
Dwelling Rented	3,050	99
Dwelling Type:		
Single Detached	5	<0.1
Apartment >5 story	1,935	63
Other	1,125	37
Occupancy:		
1 Person Household	2,125	69
2 Person Household	750	25
3 Person Household	140	5
Non-Family Households		
No. Husband/Wife Family	2,455	80
Husband/Wife with no kids	515	17
Husband/Wife with 1 kid	400	13
Single Parent Families	105	3.6
	105	3.4

Table IV. Education Levels, CT 14, 1986

Highest Level Completed	Number	%
Less than Grade 9	380	10
Grade 9 - 13	1,060	27
Tech / Career Coll.	1,068	28
Univer (Grad/non-grad)	1,350	35
Total Pop. over 15 yrs.	3,858	

Table V. Occupational Groups, CT 14, 1986

Career Group	Male	Female
Education	55	100
Arts/Fine Arts	50	70
Humanities	65	70
Social Sciences	80	80
Commerce	165	305
Agric/Bio-Tech	40	15
Engineering	65	0
Engineering Tech	245	30
Health	80	135
Math/Science	45	10
All Other	0	0
Total Labour Force with Post-Second Educ.	890	815
Unemployment Rate:	12.7%	6.9%

Table VI. Average / Median Income Levels, CT 14, 1986

Income	Male	Female
Average Income	\$17,435	\$13,075
Median Income	\$13,825	\$10,486

330 Males earned over \$25,000/yr
 225 Females earned over \$25,000/yr

APPENDIX TWO: SUMMARY OF ZONING - SOUTH OF BROADWAY

Five of the six overlapping zoning criteria contained in the Winnipeg Downtown Zoning bylaw, as they apply to the neighbourhood South of Broadway, are summarized as follows:

Residential Use Groups:

'Ra' Use Group: This is the most restrictive residential zoning and it does not normally allow new residential development in these areas. The riverbanks and parks, and the East Yards (conditionally) are subsequently zoned Ra.

'Rb' Use Group: This is a zoning category designed for existing residential neighborhoods which must be protected from non-residential encroachment. This group allows all types of dwelling units, and apartment hotels on a conditional basis.

'Rc' Use Group: Permits both dwelling units and apartment hotels. Rc is the least restrictive residential zoning and is suitable for areas where residential uses are compatible with nonresidential uses.

The residential neighborhood of South of Broadway is adequately protected by these new zoning designations as are the riverbanks and the parklands.

Non-Residential Use Groups:

'NRa' Use Group: Is intended for areas to be protected from non-residential encroachment and particularly for existing residential neighborhoods. This is the most restrictive zoning classification and is intended principally for park areas. This classification also allows for certain secondary uses such as banks, drycleaners, food and drug stores, provided they are contained within a residential structure. Most of the residential neighborhood South of Broadway is protected by NRa zoning.

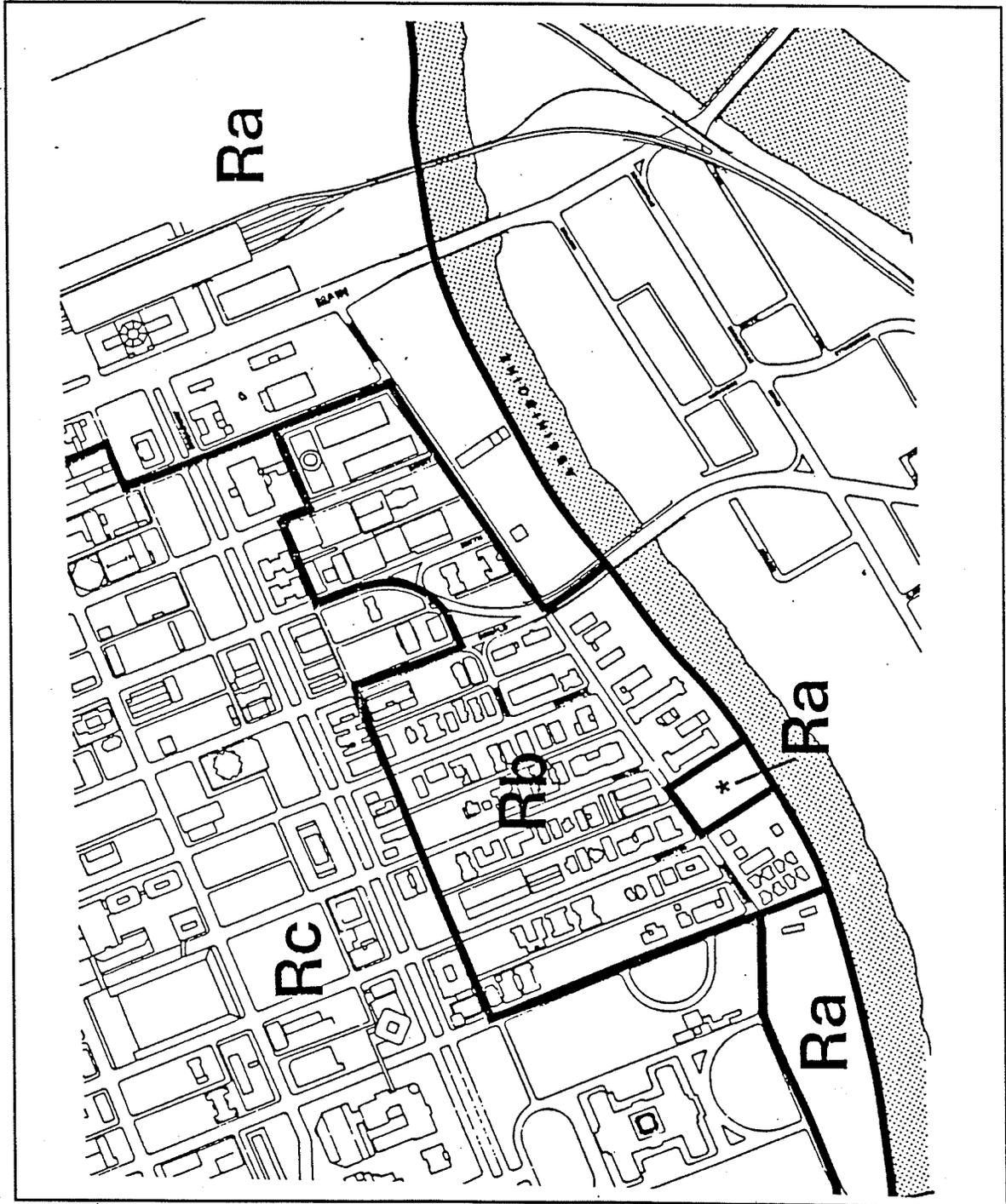


Figure A. Residential Use Groups

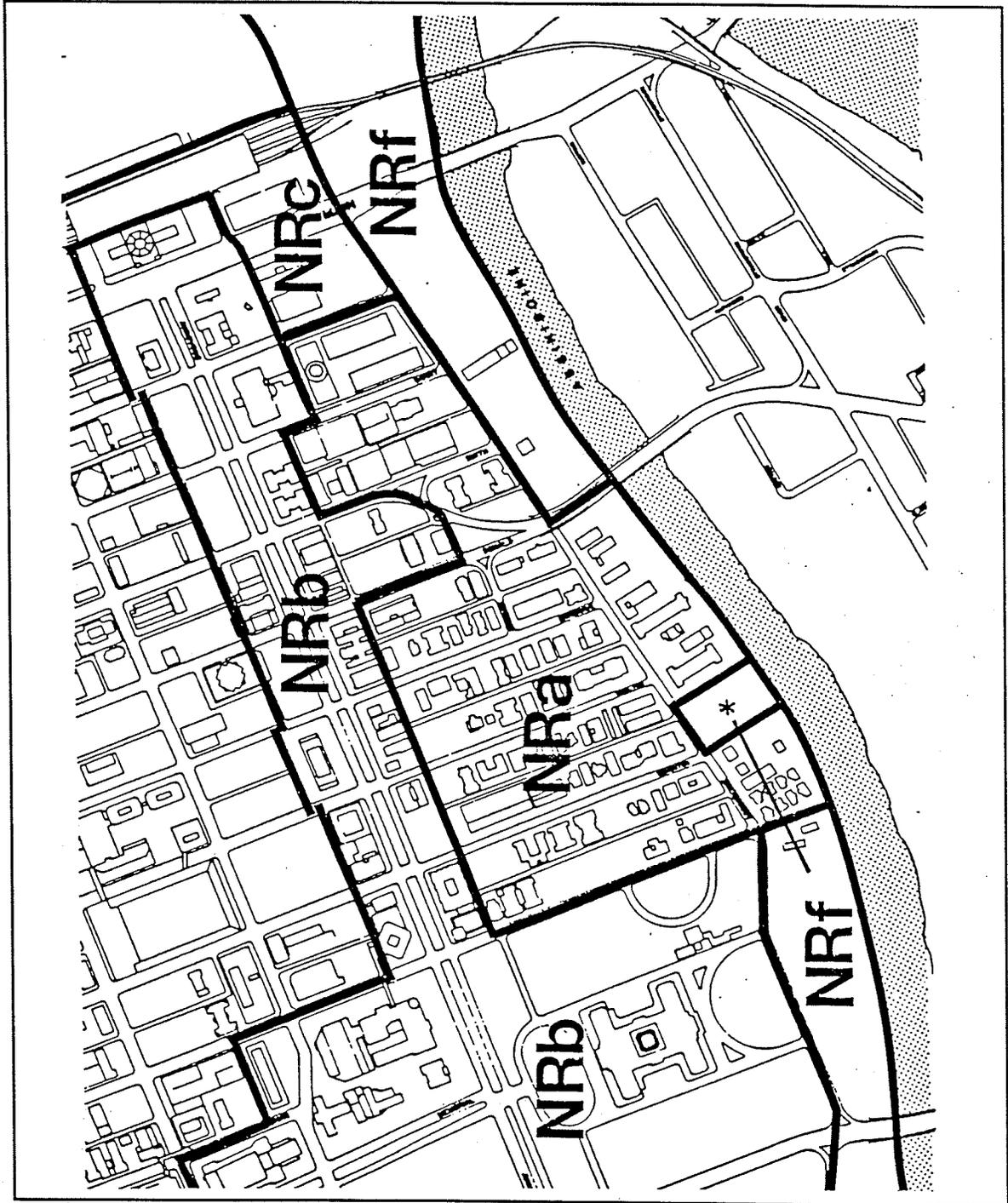


Figure B. Non-Residential Use Groups

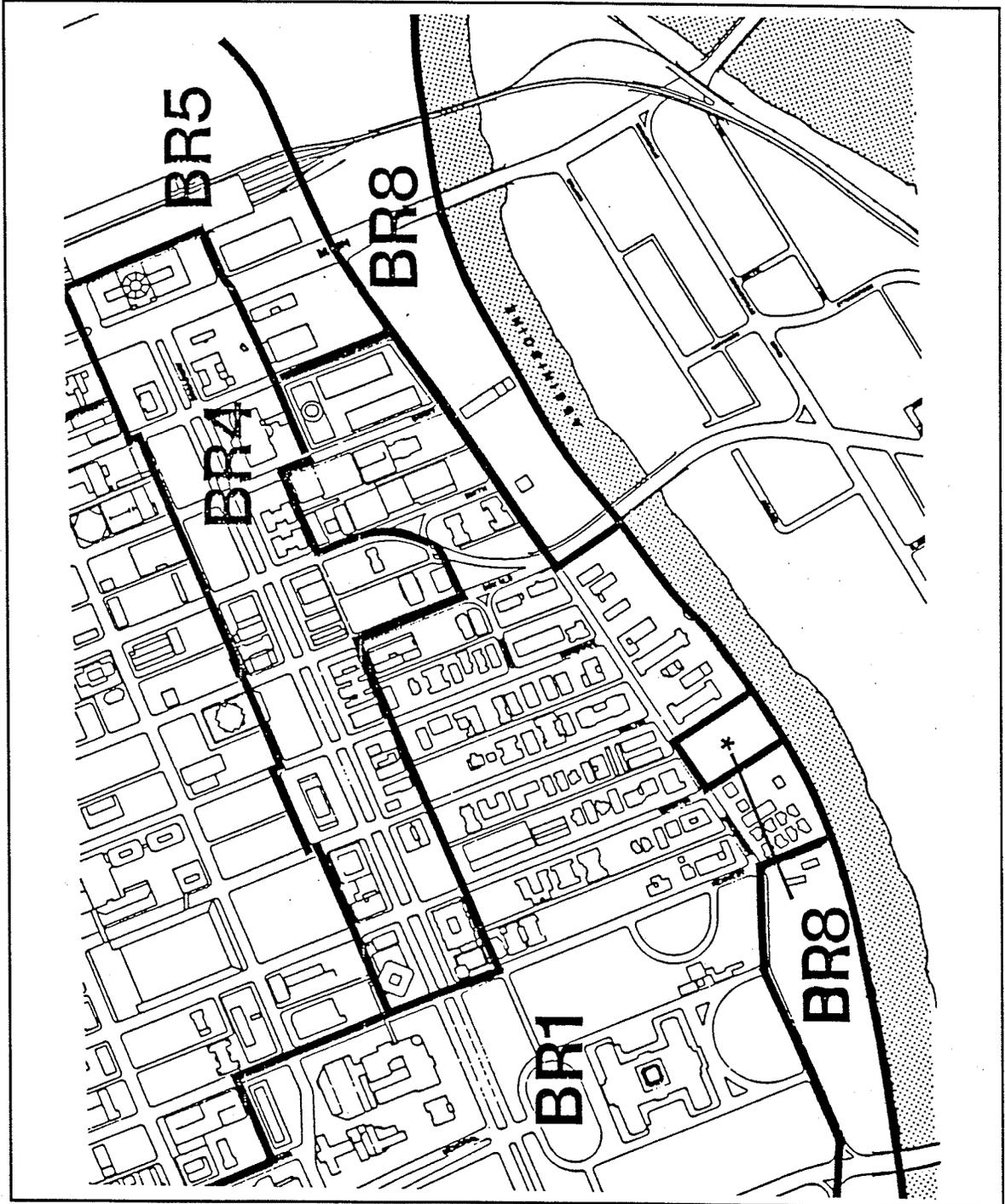


Figure C. Bulk Ranges

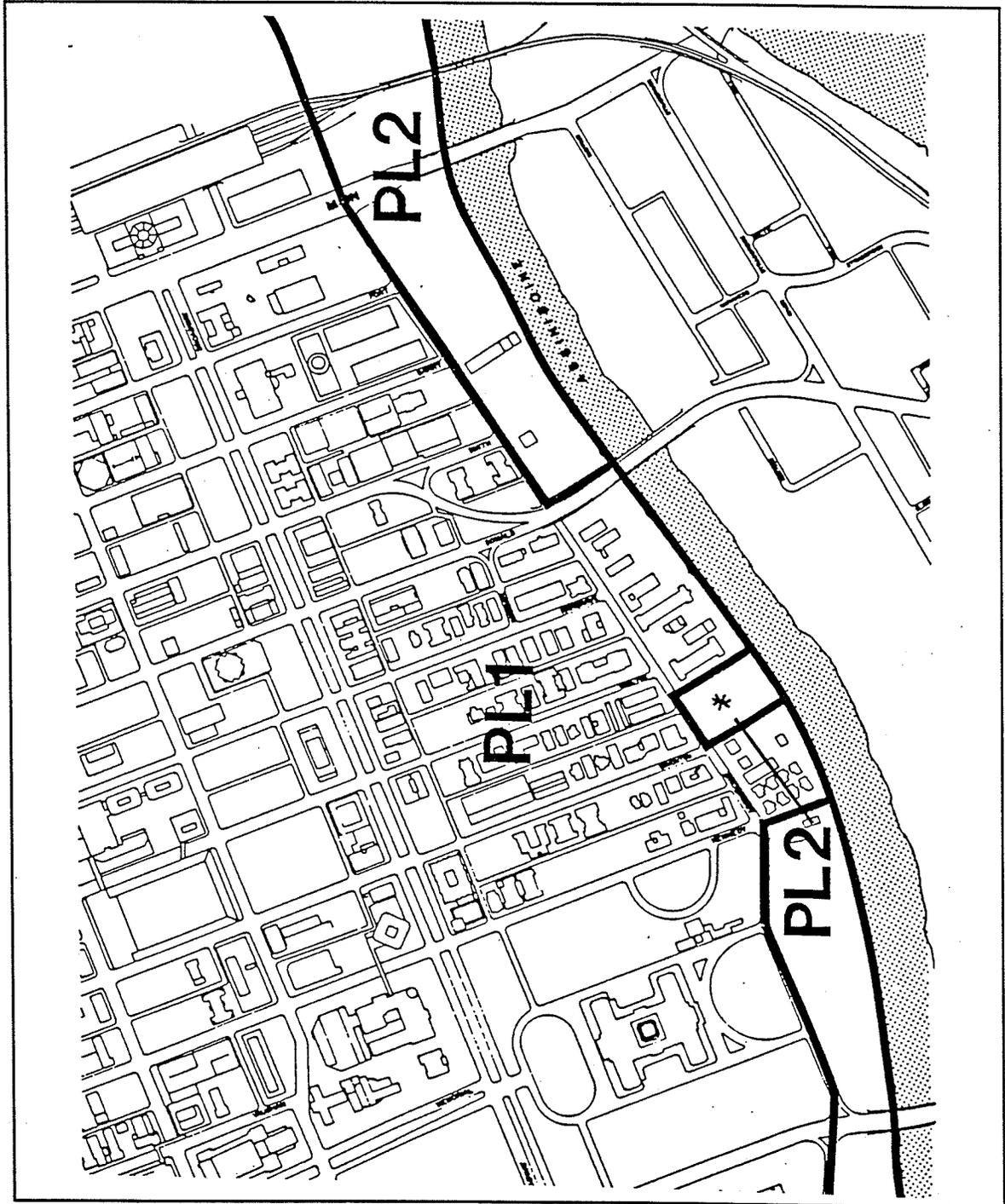


Figure D. Parking and Loading Ranges

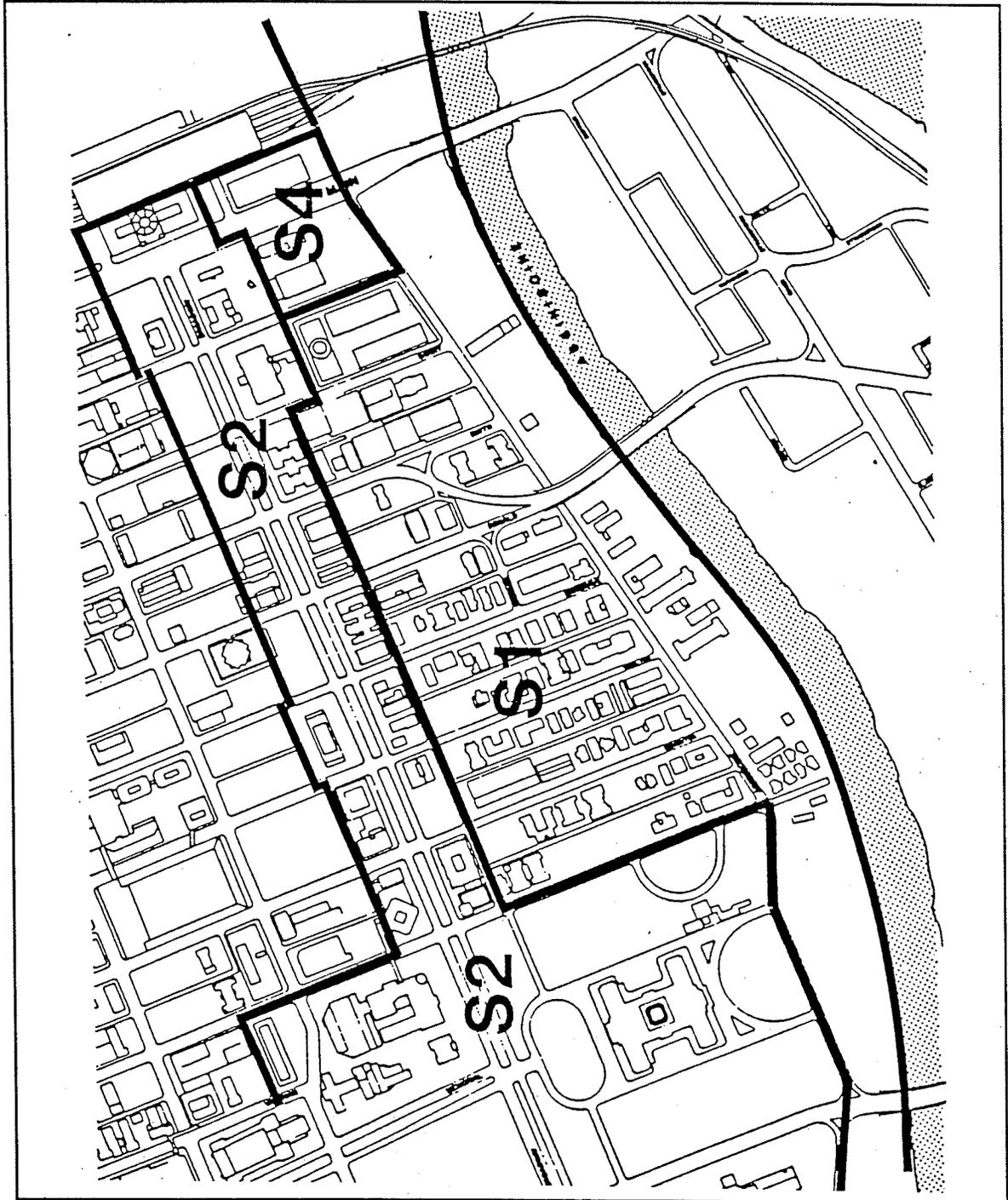


Figure E. Sign ranges

Non-Residential Use Groups Continued:

'NRb' Use Group: Is intended to protect commercial and institutional uses from rental proliferation. This has been applied to Broadway and the Legislature precincts. It permits such things as banks, churches, offices, parks, and schools.

'NRc' Use Group: A small area at Fort Street and Assiniboine Avenue is now zoned NRc. This is the present site of the curling club and the City of Winnipeg offices at 100 Main Street. The zoning allows a greater number of non-residential uses but limits retail proliferation.

'NRf' Use Group: This is a designation applied to public riverbanks, where all development should be reviewed. The only structures which are allowed under this designation are recreational facilities and parking facilities.

Bulk Ranges:

The allowable height and density of development in the downtown is now established by bulk range designations which dictate height and Floor Area Ratio. In some cases additional bulk is allowed structures which provide for Weather Protected Walkway System or provide certain types of mixed use.

'BR1' Bulk Range: Bulk Range 1 allows for a maximum FAR of 6, and a height of seven stories. This applies to the legislature precinct and the residential neighborhood South of Broadway. It is intended to protect the view of the Legislature and to protect the established character of the area.

'BR4' Bulk Range: Bulk Range 4 allows for a maximum FAR of 6 and a height limit of 15 stories. (FAR 7 for Walkway Bonus) This zoning designation is intended to limit the height and bulk of buildings along Broadway to the average height of the existing office towers located there.

'BR5' Bulk Range: Bulk Range 5 allows for a Maximum FAR of 6, and no limit on building height. This designation applies to some of the soon to be redeveloped East Yards/ Forks area.

Bulk Ranges Continued:

'BR8' Bulk Range: Bulk Range 8 is the most restrictive designation in terms of bulk and height. BR8 does not allow for development of any kind except by conditional use. In the case of South of Broadway, it is applied to the riverbank park areas.

In addition to the height and bulk limits, the new bylaw establishes limits on side yards, recreational space, and separation of new building developments. In the case of a residential building, the side yard requirements vary between three and six metres, depending upon the location of windows facing the yard in question. Residential separation is calculated similarly and depends on the dimensions of the building under construction. Residential recreation space requirements dictate that an area equal to 20% of the lot area be improved for the use of occupants. These open space requirements are greater than those required under the old bylaw.

Parking and Loading:

The parking and loading requirements under the new bylaw dictate parking lot landscaping and screening, and the dimensions of each of each parking or loading space. The parking and loading range designations provide the actual number of spaces to be included in each new development.

'PL1' Parking and Loading Range: This range applies to approximately 75% of the downtown and dictates that one parking spot be provided for every two dwelling units, or one space for every four rooms, in the case of a hotel. a building providing commercial and residential use is required to have one space for every 200m² of floor area. Similar requirements exist for loading spaces. A dwelling unit is required to provide one delivery/loading space for every 100 units.

'PL2' Parking and Loading Range: Structures are not normally allowed in these areas and as a result, parking and loading space is not required. Both may be approved as a conditional use.

Sign Ranges:

The provisions under the new bylaw pertaining to signage are far more rigid than those in place previously. The provisions in the new bylaw are designed to eliminate many of the unsightly signs and billboards which exist in the downtown area.

'S1' Sign Range: This sign range limits the number of non-illuminated signs per building to one and limits the size of that sign depending on the size of the structure to which it is attached. Billboards are not permitted in any sign range but may be approved by variance. This designation applies to the residential neighborhood South of Broadway.

'S2' Sign Range: Allows for one or two illuminated signs per building however the size is limited to 2% of the wall area. (0.60 m² per metre of frontage). S2 also allows for signs which indicate parking or loading areas. This designation applies along Broadway and in the Legislature precinct.

'S4' Sign Range: A small area bordering on Main Street, within the study area has been designated S4. This sign range is similar to S2 however it allows for larger signs - 1.2m² per metre frontage.

A comparison between the old and new zoning bylaws may be a relevant exercise at this time. A document intitled A Comparison of Existing and Proposed Zoning Regulations for precincts in Downtown Winnipeg, produced by the City of Winnipeg, provides a district comparison of the old zoning bylaw and all of the provisions in the new bylaw. (Note: some of the FAR's and boundary lines have been changed in subsequent drafts) This document provides this comparison and identifies many of the weaknesses in the older legislation.