

Urban Villages in Greenfields:  
A Study of the Future Prospects in South Winnipeg

by

Jing Hua

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

Department of City Planning  
University of Manitoba  
Winnipeg

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## **Abstract**

At the end of the twentieth century, several new movements emerged in the planning circles of both North America and Europe to rethink and attempt to alter the conventional urban growth pattern which is characterized as urban sprawl. An example is the Urban Village concept which has been widely adopted in Europe and North America for downtown revitalization and new suburban development. This practicum conducts a case study to explore the prospects, challenges, and potential measures of a greenfield Urban Village strategy in South Winnipeg. The research is intended to provide policy makers, urban planners and other interested groups with a better understanding regarding the position of a greenfield Urban Village strategy in the city of Winnipeg, and facilitating their thinking about more sustainable urban development. Based on the findings of key informant interviews with City Councilors, municipal planners, private consultants, and representatives from a public development agency, a home builders' association, and private development companies, this practicum reveals attitudinal, behavioural, institutional, economical and financial barriers to the greenfield Urban Village strategy. To overcome these barriers, four principal measures regarding institutional change, public participation, public funding, and demonstration project are recommended. The conclusions indicate there are significant difficulties that would hinder the implementation of this strategy at this time. As the barriers have their deep roots in mainstream economic, political, and social values of Canadian society, it is inevitable that implementing this strategy would require considerable compromises.

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# Chapter 1 Introduction

## 1.1 Context and Problem Statement

Compared with other large cities in Canada, development within the city of Winnipeg has been characterized by a relatively slow population growth rate over the past a few decades. For the 25 year period from 1971 to 1996, the Winnipeg CMA had a population growth of 12.5 percent, while the Calgary CMA and Vancouver CMA had 81.7 percent and 71.6 percent respectively (Bunting *et al.*, 2002). From 1996 to 2001, the population of Winnipeg only increased 0.2 percent (Statistic Canada, 2001). Furthermore, the slow growth rate has been accompanied by significant rates of urban sprawl. Lennon & Leo (2001) cited three separate measures of sprawl to explain the urban growth problems of the city: the area (in hectares) consumed per thousand population changes, the density changes in urbanized area of the CMA, and the density changes in inner city. For each measure, Winnipeg was in a disadvantageous position ranking near the bottom for the loss of inner city population and had the sprawl which was “at least substantial and at most the worst in Canada” (Lennon & Leo, 2001, p.8).

Rural municipalities surrounding the city of Winnipeg have been attracting population and new housing from the city since the 1990s. Population growth within the city was 0.3 percent from 1991-1996, while rural municipalities bordering Winnipeg grew at rates in excess of 10 percent and even more than 20 percent in some instances (Lennon & Leo, 2001). Rural municipalities around Winnipeg once shared up to 40 percent of the new homes built in Manitoba’s Capital Region in the late 1990s (CBC

News, 2006). Although in the recent years, the city of Winnipeg has regained a significant portion of housing starts in the Capital Region's housing market, the unfavorable situation of exurban development may still escalate in future. "[New housing] starts in the rural municipalities of Winnipeg CMA are expected to recover after having faltered in 2005" (CMHC, 2006, p.2).

Numerous articles have appeared in local media to criticize the sprawled suburban development, the shortage of facility and service provision for the suburban communities, and insufficient downtown revitalization efforts (Watson, 2006). Except for a few general guidelines for promoting sustainable land use and development in *Plan Winnipeg 2020*, *Sustainable Winnipeg: A Comprehensive Environmental Strategy*, and *Embracing Sustainability: An Environmental Priority and Implementation Plan for the City of Winnipeg*, there are few citywide planning initiatives in Winnipeg to pursue a comprehensive sustainable community development and undertake some demonstration projects (City of Winnipeg, 2006; Winnipeg Civic Environmental Committee, 2004 & 2004a) . In comparison, other large cities in Western Canada have taken steps to promote more sustainable urban development through some redevelopment projects, such as Southeast False Creek in Vancouver, Fort Road Old Town in Edmonton and Garrison Woods in Calgary.

Despite the long-term slow growth, Winnipeg is expected to have a population growth and more residential development from 2000 to 2020. *Plan Winnipeg 2020* recognizes a modest population growth falling between the projection of the Conference

Board of Canada, a population growth of 87,000 (14% increase) by 2020, and the projection of Statistics Canada, a population growth of 38,000 (6% increase) by 2020 (City of Winnipeg, 2006). Based on the positive population forecast, continually decreasing household size, market share of housing types, and current residential land supply, the *Residential Land Supply Study of Winnipeg* estimated in 2004 that there are only approximately 1 to 2 years of serviced lots supply for the entire city (City of Winnipeg, 2004). Considering the data from this report, in the next several years, except for some infill sites or re-development sites, such as Kapyong Barracks and Fort Rouge Yards, most new residential development will occur on the greenfield sites (currently unserviced lands) near the city's periphery. If these new residential developments are to take the form of 'conventional suburban development'<sup>1</sup>, the disadvantages of urban sprawl for the city of Winnipeg may be escalated.

In addition, in 2005, although there has been much debate and criticism, the Waverley West area in Southwest Winnipeg (total land area about 3,000 acres or 1,100 hectares) has been changed from Rural Policy Area to Neighbourhood Policy Area in *Plan Winnipeg 2020* to provide opportunities for new residential development (See Appendix B for a detailed account of Waverly West development). The new land supply in Waverley West may relieve the claimed severe shortage (half year or less for serviced land supply) of residential land supply in Southwest Winnipeg (City of Winnipeg, 2004). However, the development in Waverley West also leads to an important question about how it would be developed. The Ladco Company and the Province of Manitoba, the

area's two major land owners, have expressed their commitment to explore "greener ways" to prevent a conventional car-dominated development (Welch, 2005). In Winnipeg, there are also several planning initiatives for guiding the alternative suburban development in Waverley West. In April 2003, urban planners, architects and local developers from the province and the city gathered at the University of Manitoba for a brainstorming Charrette which was organized by Faculty of Architecture, University of Manitoba with financial support from the Province of Manitoba, Manitoba Housing and Renewal Corporation. The Southwest Fort Garry Design Charrette explored future urban growth scenarios such as "Smart Growth", "village centres", and "complete community" for the development of Waverley West (Faculty of Architecture, University of Manitoba, 2003). In June 2005, the Province of Manitoba also requested specific proposals for sustainable design guidelines for Waverley West. In general, the proposal is required to provide preliminary guidelines on the design of an environmentally, economically and socially sustainable community, plus the inclusive feasibility analysis of the design guidelines (Manitoba Housing and Renewal Corporation, 2005). Currently the *Draft Area Structure Plan of Waverley West* is being reviewed and the first *Neighbourhood Structure Plan* is in development<sup>2</sup>. The extent of plan implementation and the effectiveness of sound planning intentions in Waverley West would be realized gradually in the period of development. Many people in the city of Winnipeg, including residents from adjacent communities, homebuyers, and urban planning researchers, are waiting to see what will be the substantial development in Waverley West.

Based on this context of the urban sprawl problems in Winnipeg and the planning initiatives at Waverley West in South Winnipeg, this practicum undertook a case study for a greenfield Urban Villages Strategy which is conducive to the exploration of an alternative, more sustainable suburban development pattern in South Winnipeg. The perspectives of several key actors in the new residential development in South Winnipeg were gained by using key informant interviews. These perspectives were analyzed to provide a foundation for considering whether and how such an alternative suburban development pattern would be a feasible approach to deal with current urban sprawl problems in the city of Winnipeg.

## **1.2 Research Questions and Objectives**

Based on the precedents of the Urban Village strategy in Europe and North America, and the existing suburban development pattern in Winnipeg, this practicum explored the prospects, challenges and potential measures of a greenfield Urban Village strategy in South Winnipeg. There are four general research questions in this practicum:

1. Can the Urban Village concept be considered appropriate for application on greenfield sites of South Winnipeg?
2. What kinds of issues and challenges will influence such a greenfield Urban Village strategy in South Winnipeg?
3. How can the challenges for implementing this greenfield Urban Village Strategy be overcome?

4. What are the prospects of the greenfield Urban Village Strategy in South Winnipeg?

This practicum has three objectives:

1. A literature review aiming to provide a theoretical framework of the Urban Village concept;
2. A report of key informant interviews with key actors of residential development, aiming to clarify the findings and analyses;
3. A synthesis of findings and analyses aiming to respond each of the general research questions.

Chapter 2 is the literature review. Chapter 3 is a report of key informant interviews.

Chapter 4 outlines the evidence which is necessary to develop the responses to the general research questions. Chapter 5 presents conclusions in answer to the general research questions.

### **1.3 Methodology**

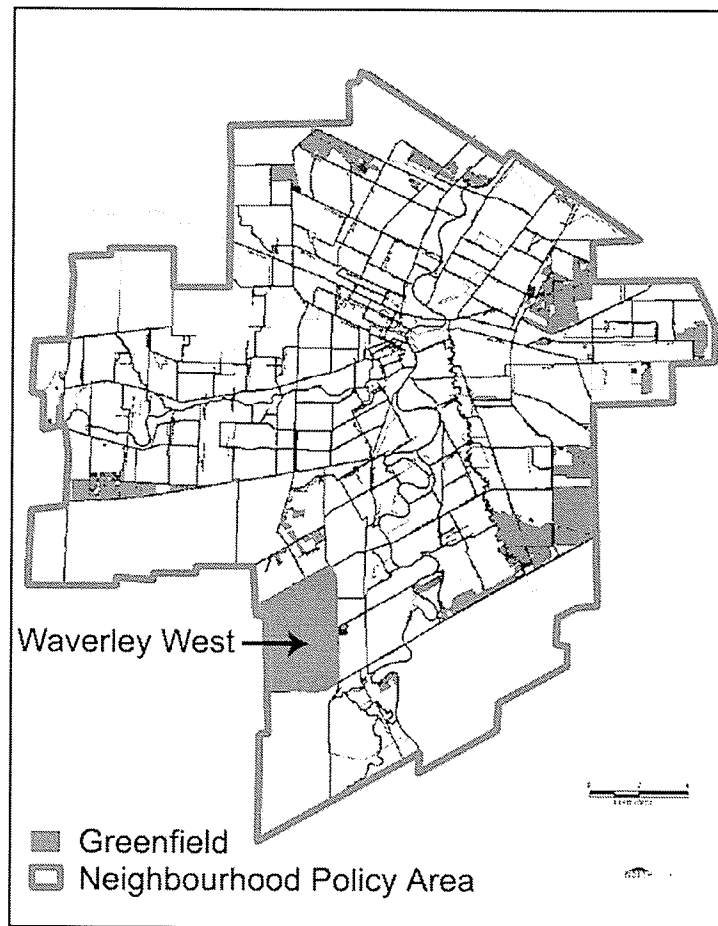
The research methods in this practicum include a case study, key informant interviews, and documentation reviews. As the primary research method, the case study helped to provide this research with sufficient depth for gathering data to answer specific research questions. The greenfield Urban Village strategy could be fully depicted and studied with the case of greenfield development in South Winnipeg. The case study employed two other qualitative research methods to support data gathering. First,



documentation reviews were used to obtain comprehensive and historical information regarding the research of Urban Village concept and the context of greenfield development in South Winnipeg. Information obtained through documentation reviews supported the writing of the literature review for the greenfield Urban Village strategy and the analysis of the findings from the key informant interviews. Second, key informant interviews were conducted to obtain the perceptions of the key informants, which provided first-hand evidence to answer general research questions. Due to the complexity of designing and conducting the interviews, key informant interviews would be explained in the following subsections with the selection of study area and key informants.

### **1.3.1 Selection of Study Area**

The selection of the study area is based on the location of major greenfield development in Winnipeg. According to the *Residential Land Supply Study of Winnipeg*, there were 2,505 acres of greenfield lots in southeast quadrant of the city, 1,001 acres in southwest, 1,151 acres in northwest and 1,500 acres in northeast (City of Winnipeg, 2004). The southern area of the city has the largest amount of greenfield sites potentially available for new residential development (See Fig.1.1). Furthermore, because *Plan Winnipeg 2020* was amended to reflect the change of Waverley West from a Rural Policy Area into a Neighbourhood Policy Area, the amount of land available for development in South Winnipeg has been significantly increased.



**Fig. 1. Greenfield Land in Neighbourhood Policy Area**

Source: City of Winnipeg, 2004, p.14

Note: Waverley West area has been added into this map

In the recent years, there is a greater proportion of new residential development in the south part of Winnipeg than that in the north part. From 1993 to 2002, 35% of new single-family building permits were issued in the southeast quadrant, 37% in the southwest, 13% in the northeast and 15% percent in the northwest (City of Winnipeg, 2004). As South Winnipeg has most new residential development on greenfield sites in the city, it was selected to be the focus for the case study.

### **1.3.2 Selection of Key Informants**

The scope of a research project for a greenfield Urban Village strategy is extensive because the strategy has relationships with multifaceted fields of urban development, such as housing provision, planning management, and infrastructure finance. Many actors in the public and private sectors are involved in these fields. As this research is a small-scale example of empirical research, it is difficult to include all stakeholders related to the greenfield Urban Village strategy. Considering both the viability and the reliability of this research, the selection of key informants focused on several specific groups in the residential delivery system<sup>3</sup> in Winnipeg. In the public sector, there are key informants from City Council, local planning authorities, and local public development agencies. In the private sector, there are key informants from local private development companies, home building companies, consulting companies, and home builders' associations. Overall, while the sample size is small, the selection of key informants has included key actors from both the public and private sectors engaged in residential development in South Winnipeg.

### **1.3.3 Interview Instrument**

Based on the four research questions stated, the case study in this research ought to identify evidence about the prospects, challenges, and potential measures of the greenfield Urban Village strategy. The key informants' perceptions provide useful qualitative data which contains the evidence. These perceptions can be collected through

qualitative research method. As the most extensively used method of qualitative research, interviews are considered suitable for the purpose of this research. The particular strength of interviews is that it is a useful way to get large amount of data for multiple research topics. "When more than one person participates, the interview process gathers a wide variety of information across a large number of subjects" (Marshalland & Rossman, 2002, p.109-110). At the same time, through the use of the standardized open-ended interview approach, the researcher can also ensure the depth of the research intention (Patton, 1990). Therefore, the key informant interviews conducted in this research have the merit to obtain the qualitative data with adequate breadth and depth.

#### **1.3.4 Interview Process**

The key informant interviews were conducted in May, 2006. A total of eighteen interview invitations were mailed to City Councilors, municipal planners, private consultants, public development agencies, private developers, home builders and home builders' associations. There were eleven respondents to the interview invitations, which included three City Councilors, two municipal planners, two private consultants, one public development agency, two private developers, and one home builders' association. It should be noted that the public development agency, the private developers, and the home builders' association all appointed representatives who are familiar with greenfield development in South Winnipeg as interview respondents. These representatives are referred to in this research as 'private developer', 'a representative from a public

development agency', and 'a representative from a home builders' association'. All eleven respondents accepted tape-recorded interviews of thirty to ninety minutes duration.

## **1.4 Significance of the Research**

The significance of the research can be explained in three aspects. First, as there are not too many instances of research regarding the Urban Village strategies for greenfield development in Canadian planning profession, it appears worthwhile to examine the feasibility of a greenfield Urban Village strategy in a large Canadian city. The Urban Village concept has corresponding principles to improve the unfavorable characteristic of suburban residential development in South Winnipeg, such as low density, automobile dependency, and dispersion and segregation of activities. This research can expand practical knowledge of developing a greenfield Urban Village strategy in large Canadian cities. It would facilitate the thinking of planners in Canadian planning profession for the transformation of good planning theories and practices which are out of North America to the Canadian cities.

Second, as there was a similar study in 1999 involving local developers to examine the possibility of New Urbanism in suburban development in the city of Winnipeg (Moore, 1999), this practicum can be seen as a further effort involving more categories of key informants to explore an alternative, more sustainable suburban development pattern in the city of Winnipeg in the recent years.

Third, as there currently are many new residential developments occurring in South Winnipeg, including Waverley West (now at its preliminary development stage), this practicum is a timely research document for exploring the alternative, more sustainable suburban development pattern in the city of Winnipeg. The research can provide policy makers, urban planners and different interest groups a better understanding regarding the position of a greenfield Urban Village strategy in the city of Winnipeg, facilitating their thinking about an alternative, more sustainable suburban development in the city of Winnipeg. Although there are certain limitations for the research, this study can be considered as a pilot study for the exploration of an alternative, more sustainable suburban development in the city of Winnipeg.

## **1.5 Limitations**

There are a number of limitations to be noted here. First, as small-scale private developers and home builders refused interview invitations, the key informant interviews were not able to obtain the perceptions from these companies. Only two representatives of the large-scale private developers were involved in this research. This shortcoming in the key informant interviews to include small-scale private developers and home builders narrowed the views from local development and building industry for the greenfield Urban Village strategy in South Winnipeg.

Second, as this research is designed to interview the limited number of key informants (City Councilor, municipal planners, private consultants, public development

agencies, private developers, and home builders' association), the perceptions obtained from these key informants is insufficient to provide a fully comprehensive and precise understanding for the implementation of a greenfield Urban Village strategy in South Winnipeg. There may be some narrow viewpoints regarding the implementation of a greenfield Urban Village strategy in this research.

Third, as this research has not designed to interview politicians and officials from the Provincial Government, it is uncertain whether the Provincial Government would provide public funding for a demonstration project of Urban Village. This limitation narrows the discussion of public funding possibility.

Fourth, as the design of interview questions did not include more detailed and specific questions regarding potential measures for the greenfield Urban Village strategy, the measures suggested by the respondents are limited to be generic approaches or steps. Thus the response to general research question 4 is not satisfied.

## **1.6 Outline of Chapters**

Chapter 1 explains the situation of urban growth problems of the city of Winnipeg and sets out the general research questions and objectives. The methodology as well as the significance and limitations of the research are discussed.

Chapter 2 clarifies the theoretical framework of the Urban Village concept through the review of its origin, main principles, embedded earlier planning theories and the criticisms and advocates in the recent years. The common elements between Urban

Village and Sustainable Community Development strategies in Western Canada are discussed as a complement. The approaches, challenges, and potential measures for the implementation of greenfield Urban Village strategy are also explained.

Chapter 3 is a detailed report of the key informant interviews. The findings are categorized and discussed in four sections: suburban development in South Winnipeg, different attitudes to greenfield Urban Villages, difficulties for achieving Urban Village characteristics, and difficulties and measures for project implementation.

Chapter 4 analyses the findings, profiling the responses to the general research questions. Seven major barriers and four major measures for the implementation of the greenfield Urban Village strategy in South Winnipeg are discussed as the main part of this chapter.

Chapter 5 summarizes the responses which are derived from Chapter 4 and revisits each of the general research questions. Recommendations for future research are also set out.



## Chapter 2 Urban Villages: Principles and Implementation

This chapter reviews the literature outlining a theoretical framework of the Urban Village concept and implementation details for the greenfield Urban Village Strategy. The Urban Village concept was first developed in the UK to deal with the blighted inner city areas of several old industrial cities. It is not a fully new concept as the claimed benefits and importance of the Urban Village come mainly from the reconsideration and synthesis of earlier planning theories which are discussed in section 2.3. Meanwhile, characterized as mixed residential and commercial development, the implementation of Urban Village projects has great challenges which can be related with preparation of design, necessary statutory processes, project partnership, and other implementation details (Hollingsworth *et al.*, 2003). These challenges are summarized in section 2.6.2. Approaches to overcome the challenges of Urban Village projects are evolving and are flexible due to the various urban growth contexts in different cities. This chapter discusses these aforementioned points regarding the Urban Village concept.

This chapter is divided into six major sections. The first section of this literature review introduces the Urban Village campaign in the UK. The second section clarifies the concept and major principles of Urban Village. The third section traces the earlier planning theories embedded in the Urban Village concept. The fourth section reviews the criticisms and advocates of Urban Village in the recent years. The fifth section clarifies the relationships between Urban Village and related sustainable community development

strategies which include Transit Oriented Development and Complete Communities in Western Canada. The last section discusses the main approaches and challenges of Urban Village delivery and describes some potential measures derived within Canadian context.

## **2.1 The Urban Village Campaign**

The phrase of “Urban Village” may have its origin from the description of “Urban Villagers” by the American urban sociologist Herbert Gans, who conducted a research on the social structure and neighbourhood of a predominantly Italian-American immigrant community in Boston in the 1950s (Neal, 2003). In fact, the meanings of the two words seem to contradict each other as ‘urban’ and ‘village’ are two different forms of settlement, which are usually located in different places. In writing about how to build an Urban Village, David Sucher (2003) discussed the characteristics of ‘urban’ and ‘village’ from their unique sensations for residents. He concludes that “People want the best of both worlds: the diversity, choice, and independence of the urban and the homeyness and intimacy of the village” (Sucher, 2003, p.16). The implication of Urban Village concept is the combination of the benefits of two different forms of settlement. Within the urban environment, the Urban Village term is used to describe the vigorous neighborhood with a harmonious social mix and adaptive densities.

The contemporary Urban Village campaign originated in the UK in the 1990s. The Urban Village Group in the UK, a group of planners, architects, and other experts, took the Urban Village concept and developed guidelines and principles for its implementation,

especially in regard to the renewal of decayed inner city neighbourhoods of several older industrial cities in the UK (Aldous, 1992). At the same time, the central government appointed the Urban Task Force in the UK to identify the causes of urban decline in England and seek solutions to attract middle-class people back to the inner city. The Urban Task Force took the position that a “well designed environment can help create a framework for promoting economic identity and growth” and suggested sustainability concepts which are similar to the Urban Village principles of Urban Village Group, such as mixed land use, medium-high densities, and convenient public transportation (Hall, 2003, p.35). In accordance with the urban renaissance initiatives of the UK government, the Urban Village Group served as a key partner of the government’s urban regeneration agency and began to lead the Urban Village movement. In the 1990s, the Urban Village concept was developed as “an important and viable approach to creating successful and long-lasting neighbourhoods” (Neal, 2003, p.2). Urban Village projects such as Hulme in Manchester, West Silvertown in London, and Millennium Village in Greenwich are all considered to be Urban Village type developments. The Urban Village model has since been adopted by the UK government’s Planning Policy Guidance as a viable option to promote sustainable development to town and country planning (Lock, 2003)

In the 1990s, the Urban Village strategy was used frequently by many cities, including Seattle in the US and Melbourne in Australia, as a focus of neighborhood creation and renewal initiatives (Neal, 2003). Along with New Urbanism and Smart Growth in the US, the Urban Village movement has been viewed as one of the viable

planning attempts for sustainable community development.

## 2.2 Urban Village Concept and Its Principles

The Urban Village Group defines Urban Village as a settlement which is not only small enough “for any place within it to be in easy walking distance of any other”, “ for people to know each other – by sight, by name, or by association”, and “ for people to have that working basis of common experience and common assumptions which gives strength to a community” but also big enough “to support a wide range of facilities and activities and attract firms and individuals” (Aldous, 1992, p. 30). To some degree, the definition of the Urban Village concept is more descriptive than prescriptive. In the later years of conceptual development, the Urban Village Group clarified the main principles of Urban Village concept (See Table 1) in order to put the concept into practice.

**Table 1: Major Principles of Urban Village Concept**

<b>1</b>	A combined resident and working population of 3,000- 5,000 people, accommodated in about 40 hectares
<b>2</b>	A range of uses that should be mixed within the neighbourhood, block and building, where feasible
<b>3</b>	A theoretical ratio of 1:1 between jobs and residents able and willing to work as well as the provision of opportunities for individuals who may wish to work from home
<b>4</b>	A good mix of tenure of housing that would enhance the socio-economic structure of the neighbourhood and accommodate the needs of individuals, families, students and the elderly

Source: Duany, 2003, p.91

These principles are closely interrelated and tend to depict an image of the Urban

Village concept as a self-sufficient, socially-mixed, and well-organized neighbourhood.

The following seven subsections will clarify these major principles and other related principles of Urban Village concept.

### 2.2.1 Higher Density towards the Centre



**Fig.2. Master Plan of Greenville Urban Village, Britain**

Source: Aldous, 1992, p.74

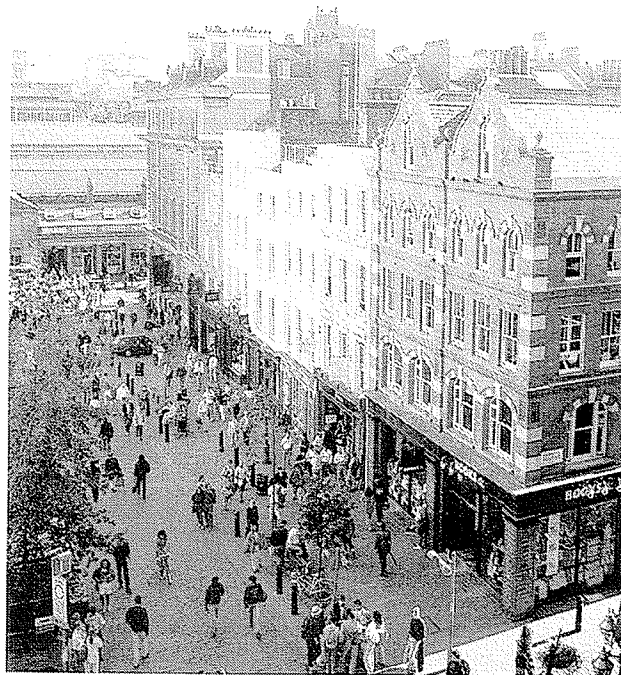
In general, an Urban Village has a compact, high-density development pattern (See Fig.2). The density of an Urban Village development is comparatively high because there needs to be “a sufficiently large population to maintain a range of community facilities all within a walkable distance” (Huxford, 1998, p.1). According to the population and size recommended by the Urban Village Group, the average population density of an Urban Village is 75 – 125 per hectare. However, the density in an Urban Village is not evenly

distributed. “An Urban Village is densely developed in the centre, with town squares and key community focal points, density eases away from the centre, and the boundary of the village is marked by greenspace” (Huxford, 1998, p.1). The centre of Urban Village is often characterized by a central square surrounded by the highest multilevel buildings in the Urban Village. Outside the centre of an Urban Village, there are lower multilevel buildings, which may be apartments or town houses. In addition, there also may be some single family houses located outside the community centre and the neighbourhood focal points.

### **2.2.2 Mixed Use**

Being aware of the shortcomings of single land use development in the second half of twentieth century, the Urban Village Group favored mixed use as the most important characteristic that an Urban Village should have. “Half a century of single use development has given us some of our drabest, least lively and most disliked environment: soulless industrial areas, enclosed shopping centres, and subtopian sprawl of edge-of-town estates” (Aldous, 1992, p.23). After reviewing the shortcomings of single land use development and visiting good examples of sustainable and civilized communities in the UK, US, and France, the Urban Village Group believed mixed-use development (homes, shops, cafes and bars, offices, studios, workshops, and accommodation for light or service industry) should be embedded in the Urban Village to generate popular and lively places. “The range of uses must be mixed with street blocks

as well as within the village as a whole, and balance houses and flats against workplace so as to achieve a theoretical 1:1 ratio between jobs and residents able and willing to work” (Aldous, 1992, p.30). In addition, vertical mixed use in the multilevel buildings is also favored by the Urban Village Group as a method to create livability on the street. Usually shops, restaurants, pubs and other public uses are located on the ground floors while residential uses are in the upper floors (See Fig. 3)



**Fig. 3. Mixed Use Buildings**

Source: Aldous, 1992, p.31

### **2.2.3 Mixed Tenure**

On the one hand, mixed tenure in an Urban Village refers to a balanced residential housing provided within the community. “Though the norm for housing may be owner-occupation, the village should have a substantial proportion of space reserved for

rented and equity-shared homes” (Aldous, 1992, p.34). The goal of mixed housing tenure tends to provide more housing opportunities for a wide range of demographics in the community, such as student housing, retirement housing and social housing. On the other hand, mixed tenure in an Urban Village also refers to business accommodation.

“Likewise industrial and commercial buildings should range from freehold premises through leasehold to ‘easy in –easy out’ license arrangements for small businesses” (Aldous, 1992, p.34). This strategy is integrated with mixed use as it can foster small business activities in the community to provide various services to residents.

#### **2.2.4 Walkable Environment**



**Fig. 4. A Walkable Environment**  
(Proposed Street Scene in Poundbury Urban Village, Britain)  
Source: Aldous, 1992, p.39

A walkable environment (See Fig.4) has close connection with mixed-use, which is claimed to be able to decrease the use of cars and promote people to use the more

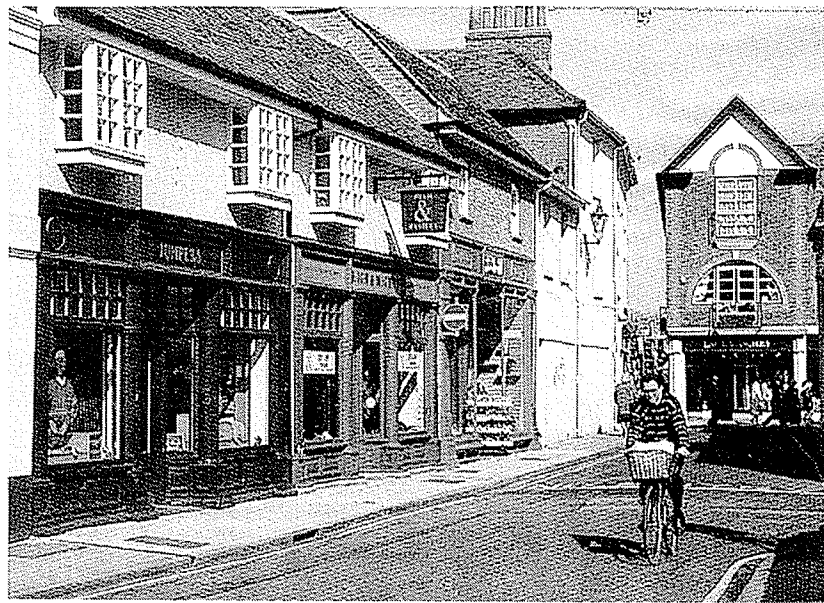


sustainable modes of travel, such as walking and cycling in the Urban Village. In a typical Urban Village, “movement pattern will directly depend on the location and mix of uses with people traveling to and from home, shops, work and school. [...] Ideally most of this movement should be readily and enjoyably undertaken on foot or bicycle, although there will be times and activities which will require a car” (Taylor, 2003, p.109-110). Catering for the car without encouraging the car use is the key principle identified by the Urban Village Group to creating a pedestrian friendly environment in an Urban Village. Various traffic calming measures and devices, such as speed bumps, are used to “depress levels of vehicle usage and tame or civilize motoring manners ... extend and enhance the area of pedestrian primacy” (Aldous, 1992, p.30). On the other hand, the street and block layout can be well designed to encourage residents to walk to shops and various community facilities. The central square is often surrounded by a street grid and small street blocks. In addition, there are also numerous alleyways to provide excellent pedestrian excess to the centre and other part of the Urban Village. At the same time, high volume vehicle traffic is directed to pass the Urban Village through the main thoroughfares which is located around the green space at the periphery.

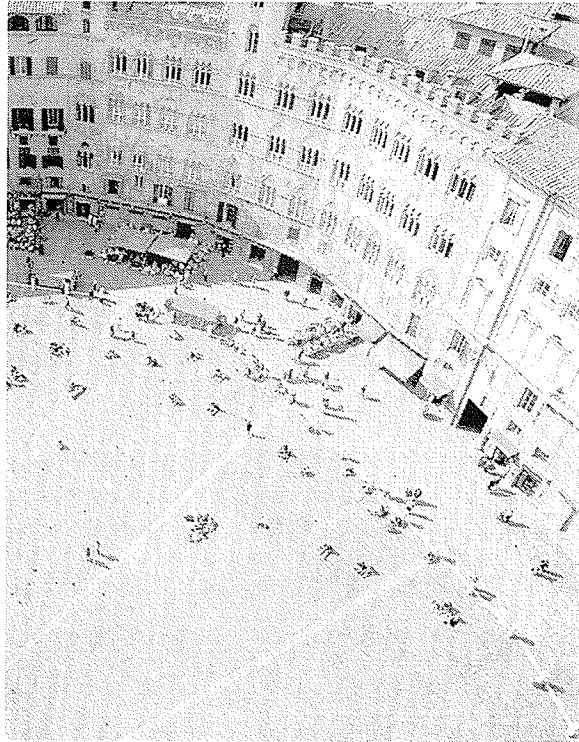
### **2.2.5 High Quality Design**

As a lively and vivid place which can foster a common sense of community and neighbourliness, an Urban Village needs a high quality design of its physical elements, such as building design, public space design, and landscape design, to accomplish this

goal. “The physical characteristics of an Urban Village should be such that its users find it convenient, efficient, and pleasing as a place in which to live, work, and pursue their daily lives” (Aldous, 1992, p.44). For the physical design issues, there are two key aspects in the Urban Village. One is the design and maintenance of shop fronts, which would provide permeability and encourage the livability of the streets (See Fig. 5). Another is that there should be a public square or equivalent space for people to gathering and gain a sense of place (See Fig. 6).



**Fig. 5. Permeable Shop Fronts**  
(Winchester, an existing English village)  
Source: Aldous, 1992, p.47



**Fig. 6. Central Square**  
 (Sienna's Piazza del Campo)  
 Source: Aldous, 1992, p.50

**Table 2: Design Codes of Urban Village**

<b>1</b>	<i>Infrastructure Code</i> To set out how the new community will be dovetailed into, and relate to, the roads and services of adjoining areas
<b>2</b>	<i>Urban Code</i> To govern the relationship of streets, buildings and urban form
<b>3</b>	<i>Architecture Code</i> To concern such matters as materials, shape of roofs, size and proportion of doors and windows
<b>4</b>	<i>Public Space Code</i> To describe the way in which the "public realm" is to be laid out, paved and furnished

Source: Aldous, 1992, p.44

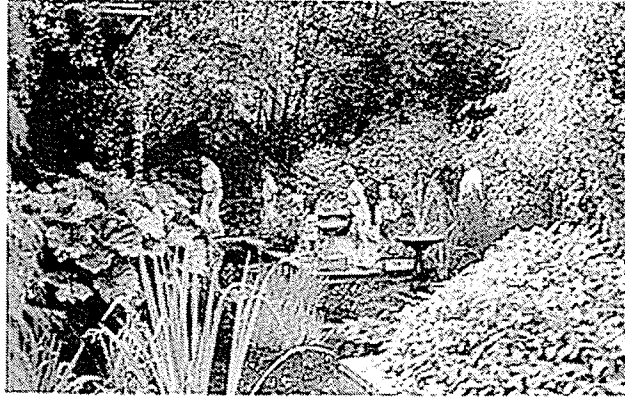
The Urban Village Group recommends the method of producing a master plan to put the design concept into detailed implementation. However, this process is very

complicated as a master plan should not incorporate very detailed design guidelines. Therefore, the Urban Village Group recommends that a series of codes (See Table 2) should be designed to support the framework of an overall master plan.

The Urban Village Group claims that there is no rigid content for these codes, although they do provide some guidelines in its report of Urban Village. "For the most part they are suggestions and certainly not inflexible standards"(Aldous, 1992, p.46). So Urban Villages based on differing contexts can develop their own codes and have their distinctive characters.

### **2.2.6 Environmental Enhancement**

When developing the Urban Village concept, the Urban Village Group considered that the establishment of Urban Village in the greenfields or brownfields should make contributions to sustainable urban development. There are two key aspects of ecological considerations in an Urban Village. On the one side, an Urban Village has the hierarchical green space system in which small parks and gardens are scattered in the village (See Fig.7) and the largest green open space are located at the periphery of the village. It is claimed that such a green space system can "help to produce an ecologically balanced and healthy development" (Aldous, 1992, p.56).



**Fig. 7. Small Park**

Source: Aldous, 1992, p.56

**Table 3: Contents of Environmental Action Plan**

<b>1</b>	Reduction of air, water and soil pollution
<b>2</b>	Control of noise levels, to the achievement of which lower levels of car use, improved traffic management and greater use of public transportation, will all contribute
<b>3</b>	Adoption of systems for the reduction in quantity and recycling of domestic and commercial waste
<b>4</b>	Achievement of high standards of energy efficiency in homes and commercial buildings
<b>5</b>	Ecologically sound forms of sewage treatment and disposal
<b>6</b>	Provision for effective street cleansing
<b>7</b>	Provision for the creation and conservation of wildlife habitats
<b>8</b>	Support for community initiatives in environmental, education and protection
<b>9</b>	Action through the codes to promote the use of building materials and designs which contribute to lower energy demand and reduced environmental impact

Source: Aldous, 1992, Appendix A

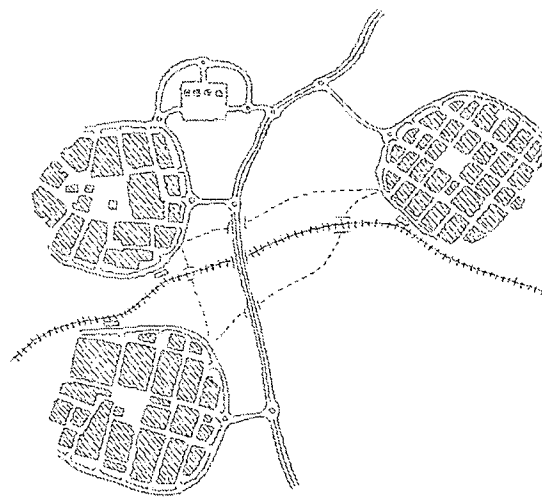
On the other side, as complemented with the design codes, there is an environment action plan (See Table 3) which deals with how the environmental impact of the Urban Village development can be managed and minimized. There are different level of goals and quality standards for environmental improvement in this environmental action plan.

The environmental action plan is considered as a significant tool to ensure Urban Villages

as environmentally sound development. “Given the advances made the recently in the means of reducing air, water and soil pollution in urban areas to minimal levels, Urban Village development can thus provide practical co-coordinated framework for achieving a more sustainable urban environment” (Aldous, 1992, p.57).

### **2.2.7 Polycentric Grouping & Public Transportation**

Although an Urban Village is self-sufficient to a considerable degree, the Urban Village Group identified that an Urban Village is not an isolated entity in the urban area. “Where sites capable of development amount to significantly more than 100 acres, then two or more Urban Villages are like to be a better answer than a single overgrown one” (Aldous, 1992, p.36). The vision held by the Urban Village Group is that the Urban Villages can grow up organically and connected by the regional transportation corridor to form a polycentric village grouping (See Fig. 8).



**Fig. 8. Polycentric Grouping**  
Source: Aldous, 1992, p.36

The most important benefit of polycentric village grouping is that it can provide a broader range of facilities and opportunities for local residents in each Urban Village within the region. “Nearby Urban Village can provide complimentary local facilities, plus facilities to cater for several groups of Urban Villages such as secondary schools, etc” (Huxford, 1992, p.1). At the same time, such kind of polycentric village grouping should be supported by an efficient regional public transportation system while not encouraging the private car traffic. “Given adequate public transport provision, it ought to be possible to do this without generating large volumes of car traffic and the increased congestion, pollution and erosion of urban environment that go with it” (Aldous, 1992, p.36). Within the framework of polycentric village grouping, the public transportation provision can be railway system, light railway system, or bus transit. The choice of Urban Villages to use certain public transportation systems is based on different conditions, depending on the location, service provision, and financial aid. Due to the population density in a typical Urban Village, the Urban Village Group recommended light railway transit (LRT) and guided bus transit (actually cheaper than LRT) would be the viable approaches to connect polycentric Urban Villages and other urban areas (Aldous, 1992).

### **2.3 Earlier Planning Theories embedded in Urban Village**

The physical interventions of the Urban Village concept, such as mixed use and high quality design, are not considered to be new planning ideas as several earlier planning theories are embedded in the Urban Village concept (Biddulph, 2000 & 2003; Tait, 2003).

First, one of the most significant influences for the Urban Village concept came from the Garden City movement, which was initiated by Ebenezer Howard at the turn of the twentieth century (Neal, 2003). Despite Howard having his neighbourhood prototype based on the theoretical work, two leading architects of the Garden City movement, Raymond Unwin and Barry Parker, promoted the village scale neighbourhoods based on the concept at Letchworth Garden City and Hampstead Garden Suburb (Miller, 2002).

Second, the neighbourhood planning principles of proximity and locality in the 1920s, mainly Clarence Perry's notion of the neighbourhood unit, have influenced the Urban Village concept (Biddulph, 2000 & 2003; Tait, 2003; Duany, 2003; Parsons, 2002).

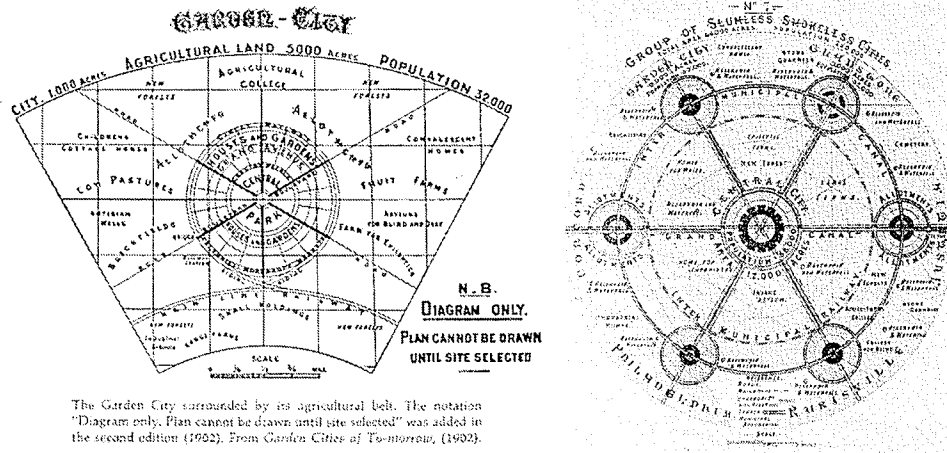
Third, Jane Jacobs's work about promoting mixed use and diversity of streets and neighbourhoods in the 1960s also had a significant influence on the Urban Village concept (Gratz, 2003; Biddulph, 2003). The following three sections will trace all these embedded planning theories.

### **2.3.1 The Garden City Movement**

While thinking about the improvement of the serious urban problems of early industrial cities in the UK, Ebenezer Howard developed the utopian garden city model (See Fig. 9 & Fig.10) and initiated the Garden City movement at the turn of the twentieth century. The Garden City movement had great influences for the town planning profession and urban development in the following years. "It [the Garden City movement] stimulated numerous urban programs in Britain and abroad that now house millions of



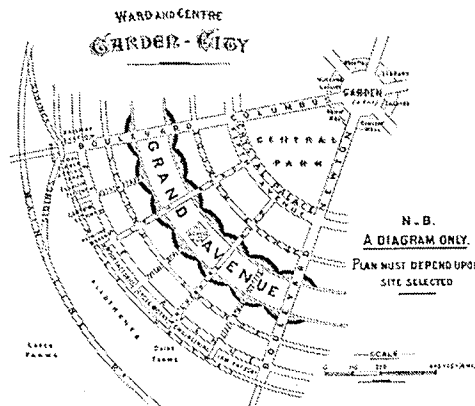
people, and the movement directly contributed to the creation of the town and country planning profession” (Neal, 2003, p.4).



**Fig. 9. Garden City Model (Single & Grouping)**

Source: Fishman, 1982, p.114; Ward, 2002, p.22

One slice of the circular pie. A typical ward and the center of the Garden City. From *Garden Cities of Tomorrow*, (1902).

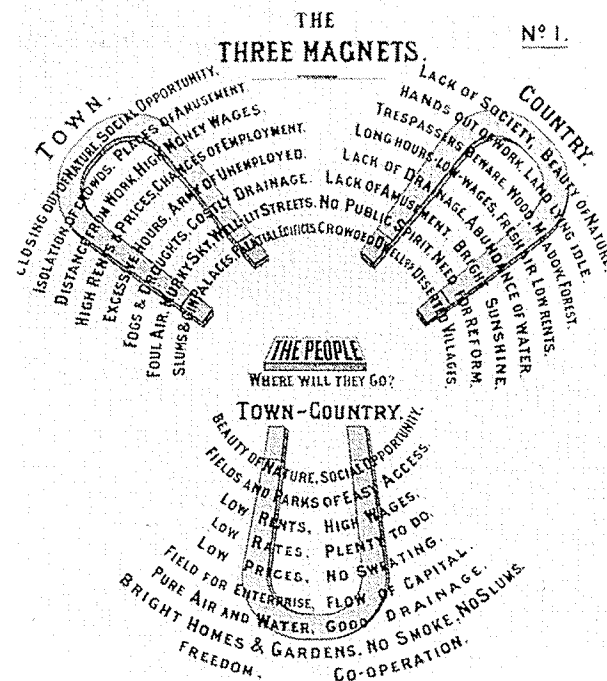


**Fig. 10. Ward (Neighbourhood) of Garden City**

Source: Ward, 2002, p.27

In the book *Tomorrow: A Peaceful Path to Real Reform*, Howard used the illustration of 'Three Magnets' to clarify the general principle embedded in the garden city (See Fig.

11). For Howard's description about the 'Three Magnets', Fishman commented that "the town-country magnet had to be created consciously to yield the combination of physical and social benefits which were promised" (Fishman, 1982, p.39). With this general principle of combining the merits of town and country, Howard suggested the physical patterns of the garden city (See Table 4) and planning principles of his neighbourhood prototype (See Table 5).



**Fig. 11. Three Magnets**  
Source: Ward, 2002, p.26

**Table 4: Physical patterns of the Garden City**

1	A tract of 6,000 acres, 5,000 acres reserved for agricultural land, and other 1,000 acre to be developed as the town
2	A population of 30,000-32,000 in the town, and other 2,000 in the agricultural lands

3	A public garden in the centre of the town, surrounded by a range of public, cultural, and social institutions and a 145-acre open space which is the Central Park
4	Around the central part, there is the Crystal Place which functioned as the retail centre of the community and an exhibit area
5	Six broad boulevards extended from the centre to the edge of the built area and divided the garden city into six wards
6	Grand Avenue, a 420-foot-wide swath of green space, divide the area set aside for residential development
7	Industry development would be located adjacent to the residential zones and would provide the work for most residents, and the location also combined with the efficient transportation facilities
8	The agricultural land encircled the town would not only provide food for residents but also limit the size and the population of the city
9	When the garden city reached the limits, new garden cities would be developed in adjacent areas. All the separate garden cities are encircled by greenbelt and connected by an intermunicipal railroad. All the segregate garden cities will cluster around and be linked by rail to a central city.

Source: Schuyle,2002, p.7-8

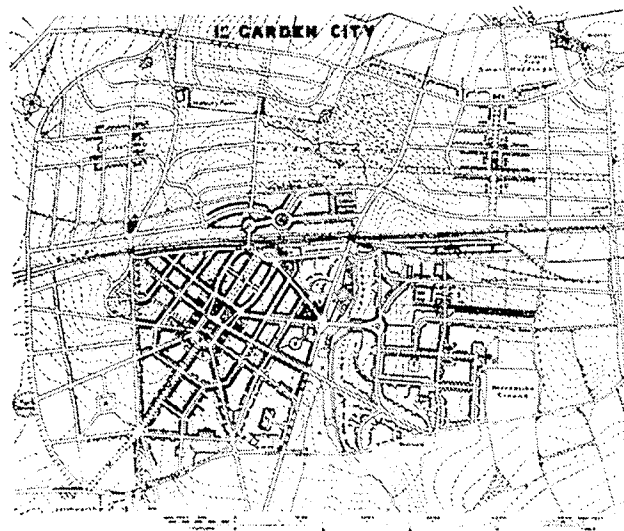
**Table 5: Planning principles of Howard's Neighbourhood Prototype**

1	The neighbourhood, or the ward, comprises one-sixth of the town, 5,000 people or 1,000 families, and each should in some sense be a complete town by itself
2	In the neighbourhood, it is hoped to provide houses with gardens to all classes, and most resident would be able to afford a lot 20 by 130 feet
3	Houses would be arranged in crescents bordering Grand Avenue which is a park that forms the centre of the neighbourhood.
4	In the middle of the Grand Avenue, there is the most important neighbourhood institution, the school, which also functioned as a library, a meeting hall, or a site for religious worship.
5	Play ground, Gardens, and churches also occupy sites in Grand Avenue

Source: Fishman, 1982, p.42-43

Howard's neighbourhood prototype reflects the concept of self-contained neighbourhoods suggested by the innovative model industrial villages in the later nineteenth century, but he did not care about the artistic and social implications of the

Arts and Crafts movement which significantly influenced Raymond Unwin and Barry Parker's prototypes of neighbourhood design (Miller, 2002). As the leading architects of the Garden City movement, Unwin and Parker played the key role for the detailed design of neighbourhoods and building forms in the established Garden City. The Garden Cities such as Letchworth (See Fig. 12) and Hampstead had a strong sense of civic space and the civic space was surrounded by neighbourhoods on a village scale. "The social and physical morphology of the original village had become reincarnate in a new semi-urban and suburban geography" (Neal, 2003, p.4).



**Fig. 12 Letchworth Garden City**

Source: Fishman, 1982, p.114

In the book *Town Planning in Practice*, Unwin summarized the design for different Garden Cities and discussed the methods and principles of neighbourhood design. The principles in Unwin's book (See Table 6) influenced the town planning profession in the early years of the twentieth century and it has indicated the tendency to come back again.

The Urban Village campaign in Britain is one of the contemporary planning movements which embedded the values of Unwin's practices into their own principles (Biddulph, 2000; Duany, 2003).

**Table 6: Principles from Unwin's book**

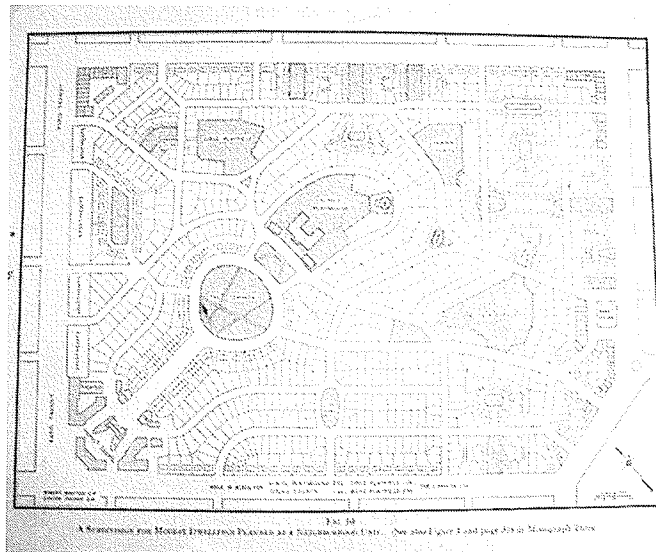
<b>1</b>	<p><i>Learn from Precedent</i></p> <p>“Though the study of old towns and their buildings is most useful, nay, is almost essential to any due appreciation of the subject, we must not forget that we cannot, even if we would, reproduce the conditions under which they were created” - Raymond Unwin</p>
<b>2</b>	<p><i>Respect the Individuality of Place</i></p> <p>“There are in each certain settled characteristics arising from the nature of the scenery, the colours of the local building materials, the life of citizens, the charter of the industries prevalent in the district, and numerous other circumstances, which taken all together go to make up that flavour which gives the town its individuality”- Raymond Unwin</p>
<b>3</b>	<p><i>Promote Civic Art and Life</i></p> <p>a. The making of community requires a plan that anticipates the evolution of a community.</p> <p>b. It is important to allocate places for public needs and establish public places in the form of parks, squares and civic buildings.</p> <p>c. Also there is the need to infuse artistic endeavour into the work.</p>
<b>4</b>	<p><i>Establish A Clear Urban Structure</i></p> <p>a. Attention should be paid to identify neighbourhood boundaries.</p> <p>b. Central public places which provided the economic, social, and informational focus for the community must be carefully enclosed by buildings that bring activity and a sense of place.</p> <p>c. Grid street pattern offers an equitable division of building lots but it may be progressively modified by the addition of diagonal routes to offer agility and specific architectural and landscape feature.</p>
<b>5</b>	<p><i>Maintain the harmony of the Whole</i></p> <p>To consider the finer detail of building placement and architectural composition to ensure the compatibility of the community</p>

Source: Duany, 2003, p. 87-89

Comparing with the neighbourhood planning ideas of Howard and Unwin, it is not

difficult to find the principles of Urban Village concept also reflected in the self-contained neighbourhood and the creation of a sense of community. As a typified self-sufficient village model, more or less, the Urban Village concept has the theoretical relationships with the neighbourhood ideas emerged in the Garden City movement.

### 2.3.2 Clarence Perry's Neighbourhood Unit



**Fig. 13 A Plan of Neighbourhood Unit**

Source: Perry, 1929, p.36

In the book *Regional Plan in New York and its Environs* (1929), New York planner, Clarence Perry, clarified his concept of Neighbourhood Unit (See Fig 13). Based on the understanding of three kinds of communities, the regional community, the village community, and the neighbourhood community, Perry focused his planning ideology on the neighbourhood community which “frequently has greater unity and coherence than are found in the village or city and is, therefore, of fundamental importance to society” (Perry, 1929, p.22). He developed six major principles, which concentrate on the

development of schools, shopping area, residential area, and the street pattern for the prototype of Neighbourhood Unit (See Table 7).

**Table 7: Six Principles for the Neighbourhood Unit**

<b>1</b>	The population needed for one elementary school should determine the size of a residential neighbourhood (about 750-1,500 families on 60-120 hectares)
<b>2</b>	Wide arterial roads that eliminate through traffic to the neighbourhood should form a boundary to the neighbourhood
<b>3</b>	Within the neighbourhood there should be a hierarchy of streets, each designed to minimum widths and set out to discourage through traffic
<b>4</b>	Streets and open spaces should make up at least 40 percent of any neighbourhood
<b>5</b>	Schools and other communal institutions should be grouped around a central point in the neighbourhood
<b>6</b>	Shopping areas adequate for the size of the population should be placed at the edges of the neighbourhood, and adjacent to arterial traffic

Source: Duany, 2003, p.90

“The purpose in undertaking this inquiry into neighbourhood unity and life has been to discover the physical basis for that kind of face-to-face association with characterized the old village community and which the large city finds it so difficult to recreate” (Perry, 1929, p.23). In general, Perry’s conception provided a concrete description and summarization for the neighbourhood structuring and neighbourhood planning ideas in the past decades, particular reflecting the influence from Raymond Unwin’s neighbourhood plan in the Garden City movement (Duany 2003, Bidduph 2000). The influence of Perry’s concept on the planning circles at that time was extensive. Professional planners from the public sector and the private sector quickly adopted the concept for neighbourhood planning in US cities until the 1960s (Silver, 1985, Duany,

2003). It quickly spread across the Atlantic Ocean to the UK and was first introduced into the well-known County of London Plan in 1943 (Biddulph, 2000). As a typical self-sufficient and self-contained neighbourhood planning model, some values of the Neighbourhood Unit could be easily incorporated into the Urban Village concept by the Urban Village Group. “Although the terminology and detailed characteristics may vary, these principles [of Neighbourhood Unit] are currently embodied in a number of models that includes Urban Villages, Traditional Neighbourhood Developments, and Transit Oriented Development” (Duran, 2003, p.91).

### **2.3.3 Jane Jacobs’s Authentic Urbanism**

In 1961, Jane Jacobs’s book, *The Death and Life of Great American Cities*, challenged the modern orthodox city planning at that time with her own observations to the life of streets and neighbourhoods in large American cities and her critical perspectives for the mechanism of urban development and the justification for good city planning. In the later years of 1950s and 1960s, modernist city planning was embedded in many public planning initiatives, such as highway planning, slum clearance and urban renewal to demolish the vital and diversified mixture of uses within traditional neighbourhoods and replace them with highways, segregated land use, and modernism buildings. Jacobs criticized that the orthodox city planning theories coming from Ebenezer Howard’s Garden City, Le Corbusier’s Radiant City and Chicago planners’ City Beautification had not recognized “the importance of how things actually work in the



cities” but arbitrarily talked about “how cities ought to work and what ought to be good for people and business in them” (Jacobs, 1961, p.7-25). Jacobs claimed that cities are attractive, complex organisms and the seemingly complex activities in the city are artfully connected and interdependent in a way that comes together as a balanced whole (Gratz, 2003). From Jacobs’s perspective, without the respects and studies to the complex activities in the city, what the modernist city planners did in the urban renewal projects would only destroy the vitality and diversity of the cities.

Based on the comprehensive observations and analyses to people’s social behaviors on the sidewalks, neighbourhood parks, and city neighbourhoods, Jacobs summarized the general principles of physical planning (See Table 8) for the three kinds of neighbourhoods: the city as a whole, the street neighbourhood, and the district of a large, subcity size. In addition to the general neighbourhood principles, the most important principles that Jacobs attempted to introduce to the contemporary planning circles is the promotion of city diversity. “This ubiquitous principle is the need of cities for a most intricate and close-grained diversity of uses that give each other constant mutual support, both economically and socially. [...] and that the science of city planning and the art of city design, in real life for real cities, must become the science and art of catalyzing and nourishing these close-grained working relationships” (Jacobs, 1961, p.14). The principles to promote city diversity (See Table 9) complemented the general neighbourhood principles and could be considered as the most valuable assets that Jacobs gave to city planning profession.

**Table 8: General Principles of Jacobs's Neighbourhood Planning**

<b>1</b>	To foster lively and interesting streets
<b>2</b>	To make the fabric of these streets as continuous a network as possible throughout a district of potential subcity size
<b>3</b>	To use parks and squares and public buildings as part of this street fabric; use them to intensify and knit together the fabric's complexity and multiple use
<b>4</b>	To emphasize the functional identity of areas large enough to work as districts

Source: Jacobs, 1961, p.129

**Table 9: Jacobs's Conditions of City Diversity**

<b>1</b>	<b>The Need for Mixed Primary Uses</b> The district, and indeed as many of its internal parts as possible, must serve more than one primary function; preferably more than two. These must insure the presence of people who go outdoors on different schedules and are in the place for different purpose, but who are able to use many facilities in common.
<b>2.</b>	<b>The Need for Small Blocks</b> Most Blocks must be short; that is, streets and opportunities to turn corners must be frequent.
<b>3</b>	<b>The Need for Aged Buildings</b> The district must mingle buildings that vary in age and condition, including a good proportion of old ones.
<b>4</b>	<b>The Need for Concentration</b> The district must have a sufficiently dense concentration of people, for whatever purpose they may be there. This includes people there because of residence.

Source: Jacobs, 1961, p.152-221

Jacobs's principles of city diversity greatly influenced the city planning profession in the following years. The Urban Village campaign in the UK is "one of the most prominent planning movements to draw on her principles" (Gratz, 2003, p.17). In the formal report of Urban Village Group, there are direct citations to use Jacobs' principles of diversity to illustrate the similar proposals of Urban Village. The Urban Village concept has close theoretical relationships with Jacobs's authentic urbanism.

## **2.4 Criticisms and Advocates of the Urban Village Concept**

As is the case with other contemporary planning movements in the world, such as new urbanism and smart growth, much debate has emerged in the past decade around the legitimacy of Urban Village concept and the effectiveness of its principles in the real Urban Village projects (McArthur, 2000; Biddulph, Franklin & Tait, 2003; Biddulph, 2000 & 2003; Franklin, 2003; Tait, 2003; Thompson-Fawcett, 2000 & 2003; Brindley, 2003; Hall, 2003; Lock, 2003; Newman & Kenworthy, 2000; Van and Senior, 2000). Criticisms about Urban Village are mainly focused on the relevance of Urban Village concept to community development and the claimed social and economic benefits of Urban Village principles.

Brindley (2003) explored the social dimension of the Urban Village debates and evaluated the Urban Village concept with sociological theories of community evolution. He questioned the effectiveness of Urban Village concept in the aspect of creating a socially heterogeneous community with the mixed housing tenures because the proposal of Urban Village concept regarding social sustainability is contradicted with the trends of “social differentiation and segregation, the development of a consumer economy, and increasing fragmented pattern of social relations and arbitrary lifestyle choices in the postmodern society” (Brindley, 2003, p.63).

In the recent years, a series of case studies for Urban Village projects were conducted respectively in Glasgow’s Crown street (McArthur, 2000), Liverpool’s Merseyside (Biddulph, 2003), Birmingham’s Bordesley (Franklin, 2003), London’s

dockland (Tait, 2003), and Dorset's Poundbury & Glasgow's Crown street (Thompson-Fawcett, 2003). These case studies examined Urban Village projects from the initial concept to the effectiveness of implementation, especially from the perspective for the potential social and economic benefits in the regenerated or new-established Urban Village communities. Tait (2003) concentrated on two claimed social and economic benefits of Urban Village, the promotion of local activities and the creation of a sense of community. He concluded that the Urban Village concept tended to simplify the complex relationship between community social life and the physical environment as "the spatial patterns of activity were highly complex and determined by a complex of factors, which were not solely determined by the spatial organization of facilities" (Tait, 2003, p.51). Based on the interviews of local residents in different aspects of lives in Urban Villages, such as travel and transport, shopping and work, Biddulph (2003) explored the relevance of the physical and social prescriptions embedded in Urban Village concept to the community formation. His findings also pointed out that the Urban Village concept did not demonstrate an inclusive understanding of "the complexity of the contemporary urban condition" and "some of the so-called positive attributes such as localization of life and a strong community identity" may be weak in the regenerated neighbourhoods (Biddulph, 2003, p.17).

In addition, the gap between the ideal Urban Village and the real Urban Village projects is also a focus of criticisms. Thompson-Fawcett (2003), Biddulph (2003), Biddulph, Franklin & Tait (2003), Tait (2003), Neal (2003), McArthur (2000) all

discussed the irrelevance of the application of Urban Village principles in the so-called Urban Village projects. "The term of Urban Village has often been hijacked as a means to achieve planning permissions and boost final sale for developments that have generally fallen a long way short of incorporating many of the original Urban Village principles" (Neal, 2003, p.13). It is not easy to mirror an ideal Urban Village into a complete prototype in the reality of urban development.

In spite of the criticisms, the Urban Village concept is still considered as making sense for promoting sustainable development strategies (Hall, 2003; Lock, 2003; Newman & Kenworthy, 2000; Van and Senior, 2000; Thompson-Fawcett, 2000). The major principles advocated by the Urban Village movement, such as higher density and mixed use, do have some benefits for encouraging local activities and reducing the use of cars. Meanwhile, the Urban Village also has been incorporated into the multi-nodal city model for achieving sustainable urban form. One of the major steps of such sustainable city is to extend public transport system and build new Urban Villages in the suburbs (Newman & Kenworthy, 2000). Nowadays, the Urban Village concept has been frequently used by main stream planning profession as viable approaches to promote sustainable community development. "The Urban Village has social and environmental merits, and conceivably presents improvements on standard urbanization processes and outcomes in terms of effecting sustainable urban form" (Fawcett, 2000, p.287).

The debate on the Urban Village concept and its implementation is still emerging. It is expected that more thorough research would be conducted to reveal the real

effectiveness of physical arrangement for the social and economic benefits of Urban Village and the contribution of Urban Village to the sustainable urban development. Currently, it may be suitable to use the two hypotheses raised by Brindley (2003) for the summarization of success and failure of Urban Village development. “The first hypothesis is that residential development based on the model of the Urban Village and promoting a local community will find a successful niche in the urban property market, on a limited scale. [...] The second hypothesis is that some of these schemes will be less successful” (Brindley, 2003, p.65)

## **2.5 Related Sustainable Community Development Strategies in Western Canada**

This section will discuss the concept of sustainable community and two sustainable community development strategies in Western Canada. These two sustainable community development strategies will provide favorable precedents regarding the documentation and implementation of Urban Village strategy in the greenfield sites of the City of Winnipeg.

### **2.5.1 Concept of Sustainable Community**

Sustainable development is a promising concept that is used increasingly and extensively to guide contemporary planning practices. The most widely used definition of the concept is in the 1987 report *Our Common Future* from the United Nations WCED, “Sustainable development is development that meets the needs of the present generation

without compromising the ability of future generations to meet their own needs” (Berke, 2002, p.29). Sustainable Community contains key characteristics of sustainability for the community development. “A true ‘sustainable community’ or ‘ecological city’ is much more than a dense, efficient land-use pattern” (Van der Ryn, 1992, p.68). In Canada, several literary sources have clarified the characteristics of Sustainable Communities. The 1995 report of *Sustainable Suburb Study* of the City of Calgary explicated some characteristics of a more Sustainable Community for sustainable suburbs (See Table 10). In 2000, through an extensive literature research, Canadian Mortgage and Housing Corporation identified 12 features common to Sustainable Communities in its research highlights (See Table 11).

**Table 10: Some Characteristics of A More Sustainable Community**

Fiscal	Social	Environment
Low costs through: - more compact urban form - better utilization of services - less infrastructure	<ul style="list-style-type: none"> <li>- Strong Sense of belongs to a community; vibrant community life</li> <li>- Wide housing choice catering to many household types and lifestyle</li> <li>- Attractive public areas encourage walking and socializing</li> <li>- Most routine shopping needs met with community</li> <li>- Some mix of uses including employment</li> <li>- Need for car much reduced</li> </ul>	<ul style="list-style-type: none"> <li>- More efficient use of land</li> <li>- Much reduced air pollution through reduced vehicle trips</li> <li>- Community design promotes lifestyles where consumption and waste can be reduced and conservation encouraged</li> <li>- Significant environmentally sensitive areas largely protected and integrated into the regional open space</li> </ul>

Source: City of Calgary (*Sustainable Suburbs Study Report*), 1995, p.ii

**Table 11: Twelve Key Features of Sustainable Communities (by CMHC in 2000)**

1. Ecological Protection	7. Affordable Housing
2. Higher density and transit-supported urban design	8. Livable Community
3. Urban Infill	9. Low-impact sewage and stormwater treatment
4. Village Centres	10. Water conservation
5. Healthy Local Economy	11. Energy sufficiency
6. Sustainable transportation	12. The 3Rs ( <i>encourage material reduce, re-use, and recycle</i> )

Source: CMHC (*Research Highlight, Social-economic Series Issue 74*), 2000, p. 2

Comparing with the main features of Urban Village concept, which are mentioned in subsection 2.2, it is obvious that the key features of Sustainable Community is compatible with those of Urban Village, especially in the aspects of higher density, village centres, and livable community. The next two subsections will clarify two sustainable community development strategies.

### **2.5.2 Transit Oriented Development**

One of the sustainable community development strategies is Transit Oriented Development (TOD), which can also be known as transit villages. In Western Canada, TOD is a prevailing transportation and land use strategy to promote compact and mixed-use patterns. The City of Calgary, the City of Edmonton and the Greater Vancouver Regional District (GVRD) all have considered TOD strategy when attempting to promote more sustainable community development or sustainable regional development. The City of Calgary supports TOD with specific policy considerations in the Calgary Plan, aiming to increase the jobs and housings near Light Rail Transit (LRT)



stations (City of Calgary, 2004). In October of 2004, the draft of the TOD Policy Guidelines has been produced by the City of Calgary. In March of 2004, the City of Edmonton announced the Smart Choices community development package, which positioned TOD as the first smart idea. In Edmonton, the Fort Road Old Town project and Century Park development has been confirmed to be the first two prototypes of TOD strategies, the “transit oriented Urban Village” (City of Edmonton, 2005). Within the Greater Vancouver Regional District (GVRD), the Livable Region Strategic Plan (1999) has included supportive policies for TOD in the policy area of complete communities, compact metropolitan region, and transportation choices. In general, the region has established a network of town centres which are not only connected by public transit such as SkyTrain, West Coast Express and B-line Bus Service but also are regional or sub-regional centres of jobs, housing, shopping, and community services (Greater Vancouver Regional District, 2005).

The transit village is “a compact, mixed use community, centered around the transit station that, by design, invite residents, workers, and shoppers to drive their cars less and ride mass transit more” (Bernick & Cervero, 1997, p.5). A typical transit village has a diameter of 400-800 meters that is within 5-10 min walking distance from the centre transit station. A mix of higher density residential, commercial, public services and open space uses are organized to surround the neighbourhood core, the rail or bus station. There are six major benefits of transit villages (See Table 12).

**Table 12 Major Benefits of Transit Village**

1	Enhanced mobility and environment
2	Pedestrian friendliness
3	Alternative suburban living and working environment
4	Neighbourhood revitalization
5	Public safety
6	Public celebration

Source: Bernick & Cervero, 1997, p.7

Except for the location of transit station in the centre of the village, the definition and major elements of transit village are very similar to the Urban Village concept in the aspects of higher density, mixed use, mixed housing tenure and workable community. There are several articles discussing Urban Village along with transit-oriented development as a strategy to achieve sustainable urban form (Newman & Kenworthy, 1991; Newman & Kenworthy, 2000; Kenworthy 2000). Particular examples of such transit villages are in the GVRD. The introduction of Skytrain to Vancouver in 1986 has promoted mixed commercial, office, residential and public service development within the walking distance of the transit stations. Examples of this are the mixed use development in New Westminster and Metrotown. In addition, linked to frequent trolley bus services, the Urban Village of False Creek in the city of Vancouver is also an example of transit village that “combines the elements of urbanity, convenience, beauty and spaciousness into a dynamic and exciting urban environment” (Kenworthy, 2000, web publishing at website of ISTP in Murdoch University). In essence, the Urban Village concept is compatible to TOD development or the transit village.

### **2.5.3 Complete Community**

Another sustainable community development strategy is Complete Communities, which is prevailing in British Columbia. Both the Greater Vancouver Regional District (GVRD) and the Capital Region District (CRD) have adopted the concept of Complete Communities as the basis for sustainable community development. In the GVRD, the concept of Complete Communities is one of the four fundamental strategies in the GVRD's Livable Region Strategic Plan (Greater Vancouver Regional District, 1999). In the CRD, Complete Communities is positioned as one of the planning goals in the initiative of housing and community development (Capital Region District of the Province of British Columbia, 2003). Local municipalities such as the City of Coquitlam and the City of New Westminster have included the concept of Complete Communities in their Official Community Plans as an important planning goal to promote environmental, economic, and social sustainability (City of Coquitlam, 2005; City of New Westminster, 2005).

A Complete Community can provide a wider range of opportunities for the daily life of local residents. The Regional Growth Strategy of the CRD suggests the major elements of a complete community should include:

1. A dense mix of business
2. A wide choice of housing types, which are also affordable
3. Readily available and well distributed public services
4. Public open space

5. A mix of housing, employment, services and recreation opportunities in close proximity to each other
6. A walkable, transit focused, safe, socially diverse, and cycling friendly community

(Source: Capital Region District of the Province of British Columbia, 2001)

Overall, these elements of a complete community are also compatible with the claimed principles of Urban Village concept. However, as there are few written academic articles discussing the concept and principles of Complete Communities systematically, it is difficult to make a thorough comparable analysis for Urban Village concept and Complete Communities here.

## **2.6 The Implementation of Urban Village Strategy**

The Urban Village strategy is considered to be an intensification strategy which is usually adopted as an urban growth management tool to control and alter prevalent unsustainable urban growth pattern caused by urban sprawl (McDonald, 2002). In the city region, it can have different focuses for intensification, such as inner city regeneration, outer suburb improvement, and greenfield new development. Many Urban Village projects, such as the Crown Street Regeneration Project in Glasgow and the Fort Road Old Town Redevelopment Project in Edmonton, are focused on the inner city neighborhood regeneration. But the Urban Village Group also advocates suitable greenfield sites for the development of Urban Village if there are real needs for the

development, such as the balance of piecemeal development, the population growth, and the demand of retirement housing (Aldous, 1992). In Europe, precedents of the greenfield Urban Village project include Poundbury of Dorset in Britain and Kirchsteigfeld of Potsdam in Germany. In Canada, currently there are no existing greenfield Urban Village projects. In the late 1990s, Chilliwack, British Columbia, made a greenfield Urban Village development plan, the Ryder Lake Sustainable Community Development Plan, as a responsible municipal development plan to deal with the challenge of accommodating a fast-growth population (Tasker-Brown, 1998). Although this plan has not been implemented in that area<sup>4</sup>, the intention and procedural consideration to make this plan still can provide precedents for developing a greenfield Urban Village strategy within the Canadian context.

The essence of the Urban Village strategy in greenfield sites is consistent with the Urban Villages strategy in inner city areas as both are urban growth tools to prevent harmful urban sprawl. The major difference of implementation between them may be that the greenfield development does not have many complications encountered by inner urban and brown field sites, such as property condition, neighbourhood social context, and high-cost site remediation. However, the greenfield development “should safeguard environmental assets and establish good connectivity with adjacent neighbourhoods” (Hollingsworth *et al.*, 2003, p.151). The next three subsections will review the main approaches of Urban Village delivery, challenges for Urban Village delivery, and potential measures within Canadian context.

## **2.6.1 Approaches for Urban Village Delivery**

The approaches for Urban Village Delivery are fully discussed in the report of Urban Village Group, in the research of Urban Village procurement, and in the documents of Urban Village Strategy of several cities (Aldous 1992; Hollingsworth *et al.*, 2003; Tasker-Brown 1998; McDonald 2002). There are five main approaches to ensure the successful implementation of Urban Village Project.

### **2.6.1.1 Public Participation**

It is suggested that Urban Village delivery should have high-level public involvement. The public involvement of Urban Village needs to begin at the earliest possible moment. “As soon as the obstacle (land acquisition & commercial negotiation) is removed, the promoter of any Urban Village is well advised to engage in the widest possible dialogue with the public, and with community interest in particular” (Aldous, 1992, p.38). The public involvement also needs to go beyond the statutory requirement for public meeting. “Market research, including in-depth interview with residents, planning workshop session, and in-depth dialogue with special interest groups may be included in the consultation process” (Aldous, 1992, p.40). In addition, the Urban Village Group recognized a disadvantage of public involvement in greenfield development that there are no existing community members to engage. For this situation, the Urban Village Group recommended that “to recruit a group of individuals and businesses seriously interested in moving to the Urban Village” and to learn from the practice of self-build

housing groups<sup>5</sup> (Aldous, 1992, p.41).

The approach of public involvement has been well adopted in the Urban Village Strategy of Seattle in US and Chilliwack in Canada. In Seattle, the city-wide Urban Village Strategy really focuses on comprehensive neighborhood planning with citizen partnership (McDonald, 2002). In Chilliwack, their aim is to promote public participation in the planning process. Local government not only established the Ryder Lake Advisory Planning Committee which is made up of residents but also held informal consultation, including open houses, round table discussions, focus groups and forums (Tasker-Brown, 1998).

#### ***2.6.1.2 Planning Control***

The Urban Village delivery should have special planning controls and positive legislative support, especially with regards to necessary amendments to municipal development plans and planning by-laws. Based on the context in the UK, the Urban Village Group suggested the Urban Village “to be designated as a Structured Planned Urban Development in a statutory plan” and be developed only as a whole with special legal agreement, specified forms and specified codes (Aldous, 1992, p.70). Such kind of planning designation and planning control usually needs political support from the public sector, mainly the local government. Within a Canadian legislative context, the Ryder Lake Sustainable Community Development Plan in Chilliwack may provide a precedent for the planning designation and planning by-law amendment of Urban Village

development within Canadian context. The District of Chilliwack (now the City of Chilliwack) has proposed a series of methods and legislative tools for the new development plan as follows:

1. The Ryder Lake Area Plan will be adopted by way of an “Area Plan” amendment to the District of Chilliwack Official Community Plan Bylaw.
2. The District will designate the entire Ryder Lake area as a ‘Development Permit Area’, facilitating matters such as the protection of objectives and guidelines for the form and character of commercial and multi-family development.
3. Reserve agricultural land for proposed Urban Village by “block exclusion” from development (through application to Agricultural Land Commission).
4. For large residential or mixed use development, a Comprehensive Development Zone may be considered by amending the District’s Zone Bylaw.
5. To take the Modified Approval Process for development application to streamline the building permit (mainly for Certified Residential Builder).
6. To introduce the development options for Ryder Lake as part of a municipality-wide Official Community Plan review process, establishing the role of the Ryder Lake area in the context of an overall growth strategy for the District.

(Source: Tasker-Brown, 1998, p.11-12)



### **2.6.1.3 Design Codes**

The Urban Village delivery should have a series of design codes to support a detailed master plan. Factors, such as the design of single building, the character of space and landscape, and the access and transportation, should be precisely prescribed in four aspects: the Infrastructure Code, the Urban Code, the Architecture Code, and the Public Space Code (Aldous, 1992). As previously mentioned in section 2.2.5, these specific codes would complement the master plan and play important roles for place making of the Urban Village. These codes are required to be different from conventional development control codes, such as the prescriptive zoning bylaws. “Many sound urban plans have been compromised by inflexible zoning codes and standards” (Duany, 2003, p.96). An example of adopting new design codes for Urban Village development is in Chilliwack. The Ryder Lake Area Plan proposed the design of street networks, urban form, and parks and open spaces by performance standards. “Performance standards focus on the objectives and intent of the design rather than on how to attain those objectives. This approach provides municipal authorities with an acceptable amount of control over the development process and product while, at the same time, enabling developers to meet objectives in a more creative manner” (Tasker-Brown, 1998, p.9).

### **2.6.1.4 Land Assembly**

The Urban Village delivery should have a promoter with single land ownership and consistent development interests. The promoter can obtain overall controls of the land through the organization of consortium, joint venture partnership, or trust (Aldous, 1992).

The Urban Village Group intends to decrease the uncertainty of Urban Village development by setting the strict ownership goal as the prerequisite. In the large-scale land assembly of Urban Village, if the promoter does not have collective land ownership under the partnership, it may lead to compulsory purchase of the land (Hollingsworth *et al.*, 2003). In addition, because of the long-term and complexity of Urban Village Project, they also should have some form of agreement to maintain the consistent development interests. “The promoter of Urban Village – and planning authorities – need to be confident that the carefully balanced package of uses, tenures, and long- and short-term expenditure and revenue will not be upset by unilateral action ” (Aldous, 1992, p.70). The public sector has great responsibilities to ensure the long-term goals and benefits. These responsibilities will be discussed in the following subsection.

#### ***2.6.1.5 Public Support & Partnership Development***

It is suggested that the public sector, mainly the planning authority and the local government, should play important roles and take on additional responsibilities in Urban Village delivery. As mentioned above, the previous four main approaches of Urban Village delivery all imply the need of public support. Because of the large-scale, long-term, and mixed-use characteristics, Urban Village development can lead to a large number of challenges for the promoter. Limited by the short-term profits goal and the development funding constraints, the private sector itself may not have the will and/or the ability to achieve the long term goals of Urban Village. “Few developers are persuaded to

deliver all the components necessary for a comprehensive Urban Village because it requires the ability to implement both commercial, residential and community uses” (Hollingsworth *et al.*, 2003, p.172). Aiming at promoting the long term benefits of Urban Village project, “it may be necessary for the public sector to lead, participate in, or assist with the implementation stage by taking an umbrella role” (Hollingsworth *et al.*, 2003, p.173). The responsibilities of the public sectors may include:

1. Identify and initialize appropriate Urban Village Project
2. Establish planning framework for designation and planning control
3. Prepare a development brief and supplementary planning guidelines
4. Streamline planning application and approvals
5. To be involved in the design process to establish development guidelines and standards
6. Promote public participation in the whole planning process
7. Coordinate land assembly including land pooling or compulsory land purchasing
8. Provide public funding to ensure the economic and social benefits
9. Facilitate project financial appraisal
10. Promote a long-term public-private partnership
11. Ensure the agreements with different parties for funding arrangements, project implementation, dispute negotiation, and security of long-term social and environmental benefits.

(Source: Hollingsworth *et al.*, 2003, p.53-179)

Whether it dominates a project or it is a party of a joint venture partnership, the public sector should keep these responsibilities in its agenda.

## **2.6.2 Challenges for Urban Village Delivery**

Due to the complexity of Urban Village Projects, it seems inevitable for the delivery process to have intractable challenges. “A number of delivering principles have been successfully applied to Urban Village projects, such as West Silvertown in London’s Docklands, Crown Street in Glasgow, and Poundbury in Dorset, but many Urban Village projects continue to have difficulties and complexities associated with the delivery of such schemes” (Hollingsworth *et al.*, 2003, p.136). Some of these challenges are closely related with the above main approaches of Urban Village delivery and others are related with the local sociopolitical and economic conditions. These challenges have been mentioned in several research reports of Urban Village development (Aldous, 1992; McDonald, 2002; Hollingsworth *et al.*, 2003; Franklin 2003).

First, there are challenges for public participation. These challenges come from different aspects for the consultation process. On the one hand, the public consultation process may begin too late to have its claimed benefits. “Proposals have already been worked out, developers and planning staff may, after long discussion, have reached a rapport in private” (Aldous, 1992, p.39). On the other hand, the extensive public participation is also considered to have some problems. “Extensive public participation in

the strategic planning process has its drawbacks because it can be expensive in terms of time and energy” (McDonald, 2002, p.22).

Second, there are challenges brought on through market factors and developers’ attitudes. It is perceived that “the increased density often decreases privacy, deemed undesirable by many potential home buyers” (McDonald, 2002, p.4). Market factors are usually a prerequisite for private developers to considering involving the Urban Village project as it is the source of profit. One of important factors that the Urban Village concept would always struggle with is that the lack of demand in the housing market would limit what the developers would like to do (Biddulph, 2003).

Third, there are challenges from local residents with regards to the Not In My Backyard Syndrome (NIMBY). The Urban Village development adjacent to the existing suburbs may incur great opposition from local residents. “Powerful Neighbourhoods have the ability to stop intensification in their area, undermining the Urban Village strategy incrementally” (McDonald, 2002, p.22). This is the inevitable reality when there are attempts to build a higher density, mixed use, and mixed tenure urban village just adjacent to the conventional scattered suburban community.

Fourth, there are challenges due to the insufficient public support of both by-law or regulation change and public funding. Many principles of the Urban Village concept, such as high density and mixed use, are contrary to existing design and development bylaws or regulations and it may be difficult to recommend the City Council to change them and adopt new ones (Biddulph, 2003). As previously mentioned in the part of the

responsibilities of public sector, public funding may be necessary for project initialization and to ensure the social benefits, such as affordable housing. However, this funding is often difficult to obtain. “The planning for housing projects is expensive and it is uncertain whether the city has funding for these projects” (McDonald, 2002, p.22). In addition, as the Urban Village development has the characteristic of long-term development (5-10 years), it is also uncertain that the public sector would provide long-term and continuous funding to encourage private sector involvement on the Urban Village project.

### **2.6.3 Potential Measures within Canadian Context**

Although there appears to be few written academic research papers about the Urban Village Strategy in Canada, there are similar experiences from the residential intensification projects in Canadian municipalities. The residential intensification projects in Canadian municipalities varied from different urban context (e.g., downtown, suburban, brownfield) (CMHC, 2004 & 2004a). As previously mentioned, Urban Village is also an intensification strategy which may focus on inner city neighbourhood regeneration, brown field redevelopment, and greenfield new development. In essence, the principles of residential intensification are in accordance with the Urban Village strategy. Comparatively, the Urban Village strategy in greenfield may share some experiences from residential intensification when considering the potential measures for project delivery.

The Canadian Mortgage and Housing Corporation (CMHC) has finished some case studies of the successful residential intensification projects for the municipal initiatives and development approaches to overcome challenges of intensification (CMHC, 2004 & 2004a). These initiatives and approaches (See Table 13) directly respond to the practical challenges in residential intensification: higher development cost, neighbourhood opposition, and regulatory issues. They are also supportive for the Urban Village strategy in greenfield in regards with project implementation.

**Table 13 Lessons from Residential Intensification Projects**

<b>No.</b>	<b>Municipal initiatives</b>
1.	Municipal support for the project was key, generally motivated by the municipalities desire to encourage intensification (for long term positive impacts on the financial health of the city)
2.	Many of the projects involved a close partnership with the municipality, often with the municipalities paying for a significant portion of infrastructure costs.
3.	Municipalities took effective public consultation techniques to achieve wide spread acceptance or support from the public
4.	The government intervention in the development also worked with the need of housing market
5.	Municipalities ensured public concern or controversy would be genuinely addressed in the design of the policy and that the political risk in adopting the measure would be low
6.	Municipal incentive programs (e.g., grants, gap financing, interest free loans, and reduction of development charges) helped to ensure the financial feasibility of many of the project
7.	The municipality was flexible and receptive to changing regulations such as zoning by-law
8.	Provincial policies or programs enabled or supported local initiatives
<b>No.</b>	<b>Development approaches</b>
1.	Many developers did careful cost control and extensive research to establish requirement before embarking on the project
2.	Some developers adopted more unusual, creative financial approaches, such as co-housing model

3.	Through open house, forums, and meeting with community groups, many developers engaged in public consultation early, prior to formally submitting an application.
4.	For zoning modification, developers negotiated alternatives that were acceptable to the city and neighbourhood.
5.	For development innovation, developers displayed a high level of personal interest and determination to go through complicated approvals and regulatory roadblocks.

Source: CMHC, 2004, p.2-p.3 & CMHC, 2004a, p.2-p.5

## 2.7 Summary and Relevance to the Research

This chapter examines the Urban Village concept from theoretical issues to implementation issues. It includes six major parts to clarify and discuss a detailed theoretical framework and an implementation process of Urban Village. Section 2.1 to section 2.4 focus on the core of the Urban Village concept and clearly explain the principles, embedded earlier planning theories, and academic debates of Urban Village. Section 2.5 examines the comment elements between Urban Village and two Sustainable Community Development strategies, Transit Oriented Development and Complete Communities. Section 2.6 clarifies the implementation issues of Urban Village in the aspects of approaches, challenges, and measures.

All six major sections provide a sufficient theoretical preparation regarding the principles and implementation of Urban Village for the case study of a greenfield Urban Village strategy in South Winnipeg.

The information of this chapter informs the following research in four aspects:

1. The unsustainable characteristics of current suburban residential development in



South Winnipeg need to be examined so it is relevant to consider the applicability of a greenfield Urban Village Strategy in South Winnipeg.

2. As the Urban Village concept originated in the UK, both its principles and implementation approaches reflects a great number of British identities.

Therefore, it is necessary to identify and consider the situational context in the city of Winnipeg, particularly in regard to the situation of residential development in South Winnipeg and the various attitudes of different bodies in the city.

3. As the Urban Village concept is set out as a serial of principles, the applicability of these principles in South Winnipeg needs to be examined with sufficient breadth and depth. This requires that both general and specific questions regarding these principles are addressed in the interview questionnaire.

## **Chapter 3 Findings**

This chapter discusses and reports on the findings from key informant interviews conducted in May 2006. It is intended to provide articulated materials for the comprehensive qualitative analyses in Chapter 4. Based on the structured questionnaire, the respondents were asked to express their perceptions in regards to seven topics, including the characteristics of suburban development, urban growth management policies, development considerations (only for developers), attitudes to Urban Villages, applicability of Urban Village principles, reflections of Waverley West Development Plan, and implementation of greenfield Urban Village strategy. The major findings are categorized and described in the following sections.

### **3.1 Suburban Development in South Winnipeg**

This section explains the current situation of suburban residential development in South Winnipeg. It includes three subsections: ‘unsustainable urban growth pattern’, ‘lack of urban growth management policies’, and ‘greenfield development is preferred’.

#### **3.1.1 Unsustainable Urban Growth Pattern**

Regarding the characteristics of suburban residential development in South Winnipeg in the past 10 years, most respondents agreed that it can be characterized by low-density pattern, automobile dependency, deficiency of jobs and housing balance, dispersion and segregation of activities, and implied segregation of people. As well most respondents do not consider the recent suburban development in South Winnipeg to be a

sustainable urban growth pattern.

However, it is important to note that private developers hold their own opinions about these characteristics and have made some interesting arguments for such kinds of development.

“The problem is that within the last 10 years, from 1996 to now, what kind of new development plan has been presented in Winnipeg? It’s nothing. There’s been very little opportunity for new thoughts to emerge because Winnipeg grows so slowly. We try to pass that right now but we are still living on or finishing off the projects made in the 1980s.”

“Developers don’t create markets. We chase markets. If the economic conditions are right, we can pursue land use, say high density. But if the market isn’t there, we have no choice. I agree with that pattern but that’s market driven.”

The comments of respondents indicate that there are different opinions from the development industry in Winnipeg for the characteristics of suburban residential development in the past 10 years. Though private developers can agree with some characteristics mentioned above for suburban residential development in Winnipeg, they believe the market is the main force to shape such kind of development.

### **3.1.2 Lack of Urban Growth Management Policies**

Of eleven respondents, ten mentioned that there are policies in *Plan Winnipeg 2020*, which may be referred to as the type of urban growth management policies. One municipal planner commented:

“Plan Winnipeg would be the closest we have. It is not specifically identified as urban growth management policy but limits where suburban development can take place, if we

want to go outside the areas we have to amend Plan Winnipeg.”

*Plan Winnipeg 2020* is the only planning document that the respondents mentioned in the interview. When asking the effectiveness of the policies in *Plan Winnipeg 2020*, most respondents indicated the related policies in *Plan Winnipeg* actually have low impacts on suburban development and are even ignored. As one private consultant stated:

“Though there is very high level policy in Plan Winnipeg, talking about compact urban form. That’s all it says. It has little impact because it’s not very specific. It does not really care to lay on regulations, and the result is market driven”.

From the comments regarding the situation of policies to guide suburban residential development in *Plan Winnipeg*, it is clear that these policies do not substantively provide second-level regulations or guidelines as urban growth management tool for current suburban residential development. There is a need to develop second-level regulations or guidelines, such as the Urban Village strategy, to complement the intention and implementation of these policies.

### **3.1.3 Greenfield Development is Preferred**

The two private developers who responded represent large development firms in the city of Winnipeg. One firm has developments in both the Southwest and Southeast quadrants. The other has developments in all quadrants of Winnipeg and in some rural municipalities around Winnipeg. Their developments include a variety of housing types, including single family houses, duplexes, townhouses, and apartments. Both of the private developers indicated they prefer greenfield sites for new development rather than

brownfield or infill sites. It seems that it is easy to deal with cost and approval issues to make developments in the greenfield sites. For brownfield development, as usually it is necessary to demolish existing buildings and make environmental remediation, private developers considered it to be costly for developments. For infill development, private developers indicated they are more concerned about approval issues. One private developer commented that the opposition from local residents for infill developments makes it difficult to get approvals.

The comments from the private developers outline the prominent advantages of greenfield development. These are lower development costs and easier approval issues comparing with those of brownfield and infill development. Private developers would like to make greenfield development based on these considerations. This again indicates there is a need to regulate and guide greenfield development so as to minimize its adverse impact on the sustainability of Winnipeg.

#### **3.1.4 Implication of findings**

The findings in this section not only reveal the market force is influential for shaping suburban residential development in Winnipeg, but also suggest there is a need to make necessary second-level regulations and guidelines of greenfield development to complement policies in *Plan Winnipeg* for sustainable urban growth. It provides evidence that it is relevant to consider a greenfield Urban Village strategy to promote an alternative, more sustainable suburban development pattern in South Winnipeg. The relevance of the

greenfield Urban Village strategy is clarified and analyzed in section 4.1 of Chapter 4.

## **3.2 Different Attitudes to Greenfield Urban Villages**

Question 8 in the interview asked the respondents to use ‘Positive’, ‘Negative’, ‘It depends’, and ‘Don’t know’ to rate their attitudes towards various actors related with the residential community delivery for the greenfield Urban Village strategy. The findings are categorized and discussed according to these actors:

1. Politicians of Municipal Government
2. Municipal Planners
3. The Public
4. Non-profit Development Organizations
5. Homebuyers
6. Developers and Builders
7. Private Development Consultants

### **3.2.1 Politicians of Municipal Government**

Most respondents used ‘Negative’ or ‘It depends’ answers to describe the attitudes of City Councilors regarding the greenfield Urban Village strategy. In particular, one municipal planner mentioned that some inner City Councilors representing inner city wards would have positive attitudes but most suburban City Councilors would have negative sentiments toward this type of strategy. This point is supported by the interview

comments from an inner City Councilor and a suburban City Councilor:

“In terms of politicians, I would say negative. For the current councilors, I don’t think the majority gets the problem. They prefer the typical suburban development and they don’t believe it’s not the way.” (An inner City Councilor)

“The politicians of municipal government need to respect all voices, you can’t make a political statement because somebody comes and forwards an Urban Village concept. You have to sit and wait. Listen to arguments, arriving at practical decisions to the reality of the City of Winnipeg.” (A suburban City Councilor)

Another municipal planner also commented that the marketplace is the deciding factor for some City Councilors in the City of Winnipeg. In addition, a representative of a public development agency made a clear statement that “Most current City Councilors are not interested and that is just the reality in the City of Winnipeg.”

### **3.2.2 Municipal Planners**

Municipal planners described here included land use planners, engineering planners and transportation planners in the municipal government. Most respondents used ‘Positive’ to comment on the attitudes of land use planners from the Department of Planning, Property & Development of the City of Winnipeg to have positive attitudes to towards the greenfield Urban Village Strategy. But one City Councilor mentioned that the position of land use planners would be influenced by the decision making of the politicians. This City Councilor commented:

“I think they would understand the point, but they are very influenced by the politicians. Even though they believe it, they can not do much about it. They don’t really have the power, so their recommendations are a kind of compromise influenced somewhat by [a]

hostile political climate.”

For engineering planners and transportation planners in the municipal government (mainly in the Department of Public Works), most respondents considered their attitudes as ‘Negative’. There are opinions that engineering planners and transportation planners are limited by the rigid technical considerations and may not be interested in the innovative ideas of planning issues. One municipal planner commented on the typical consideration of transportation planners:

“Transportation planners typically will support the efficiency of movement of goods and people. And what they talk about in the efficiency of goods and people often results in faster transportation corridors which is contrary to urban village concept, or can be contradictory. Usually they are not innovative thinkers.”

The comments of the respondents indicate that transportation planners and engineering planners may hinder the innovative development ideas from their rigid technical thinking and existing technical regulations.

### **3.2.3 The Public**

Most respondents responded with ‘It depends’ to describe the attitudes of the public to the greenfield Urban Village Strategy. They considered that some people would have positive attitudes, though the public tends to have a low interest level regarding Urban Villages and remain focused on their own lifestyles. In addition, several respondents considered that the public can be mobilized to recognize the benefits of the lifestyle in the greenfield Urban Village if a model of the greenfield Urban Village can be established to demonstrate the claimed benefits.



“I think there would be some support if some people are really interested in [the Urban Village concept]. However, the public don’t have enough knowledge [about Urban Village] to engage in. For the average citizen, they don’t necessarily understand that [the Urban Village concept]. They cannot make an initiative and they just live in their life. They’ll buy into what they consider appropriate, like everyone wants a car. But if you put forward a really good plan with a bunch of good things showing a leadership in the city, some people would go and have interests.”

“For the public in Winnipeg, it’s really uncertain now whether they would support it or not. The difficulty is that we would have to find some way to create the kind of sustainable urban village environment you mentioned as a model for people to see the operation and to make choices.”

There are also some negative perceptions. One municipal planner commented that the culture to end up in the suburbs is embedded into many people in the city and it is difficult to change that. This municipal planner said:

“It’s part of our culture here. Many people in Winnipeg want to live on a big piece of land. They want lots of space and they don’t like busy stressful life. They want to go home and hide in their house. They don’t want to be part of the community and just lock themselves in the backyards with their big six and a half [foot] fences. That’s the culture in Winnipeg for many suburban people.”

One private consultant also pointed out that the attitudes of the public will depend on whether the Urban Village development is near their community or in their community.

Not In My Backyard (NIMBY) Syndrome is also a problem. This private consultant commented:

“Typically the public will not support any development near their community or in their community unless it’s exactly the kind of development they would like. They have different [degrees of] willingness.”

Another private developer added:

“For example, the existing residents adjoining to the new development in Waverley West are quite concerned about density there. They want to see the same density as they have in their communities.”

### **3.2.4 Non-profit Development Organizations**

The majority of the respondents considered the attitudes of non-profit development organizations as ‘Positive’. However, one municipal planner commented that as the greenfield sites are all about for-profit development, non-profit development organizations are only limited in the inner city area for subsidized neighbourhood revitalization. As one private developer commented that “non-profit development organizations seem to be irrelevant for greenfield development in South Winnipeg.”

### **3.2.5 Homebuyers**

For the attitudes of homebuyers, most respondents selected ‘Negative’ or ‘It depends’. For the respondents who chose ‘Negative’, they explained that the residential preference of homebuyers in the current housing market is not supportive of the greenfield Urban Village Strategy. Most homebuyers prefer conventional single-family housing in suburban communities. One municipal planner commented:

“For homebuyers in Winnipeg, the traditional suburb, the isolated residential suburb with attached garage is still the perfect life for them. And perfect in the way that they can hop in the car to drive wherever they want.”

But there are also some different opinions about homebuyers’ attitudes. One private developer pointed out that there is also an aging population that would prefer the Urban Village development. This private developer said:

“I think you have to see the wide demographic and a certain portion of people. We have an aging population and they would support the village concept.”

For the respondents who chose ‘It depends’, they mentioned similar considerations regarding the public in subsection 3.2.3. They think if a model of the greenfield Urban Village can be established to demonstrate the benefits of its lifestyle, the homebuyers can think more about different housing choices. One municipal planner commented:

“I would expect that if there was a neighborhood as you described in your scenario of sustainable development and urban village. And it could be done in the way that was not so out of whack with housing cost elsewhere in the city, so people would prefer that and they would see the convenience in terms of the quality of such life.”

### **3.2.6 Developers and Builders**

Though the private developers interviewed in this research all indicated their attitudes are ‘Positive’ towards the greenfield Urban Village strategy, other respondents considered the attitudes of private developers as ‘Negative’. These respondents suggested that private developers would be cautious in moving ahead with the idea of Urban Village unless they are convinced by the preference in the housing market and the expected profits. One thing should be noted here is that there are also different viewpoints from the City Councilor in regards to the current suburban development pattern favored by developers.

“[Developers have] negative attitudes [towards the greenfield Urban Village strategy]. Most of them intend to do the conventional low density development. In terms of what they [developers] actually will do, I think they will continue to do low density development in the city.” (An inner City Councilor)

“Developers don’t want to be told what to do. I think if the urban village concept is something that the market is looking for, developers would certainly be in favor of that. Their decisions are based on what the market allows them to do.” (A suburban City Councilor)

This notion also supports the point made by one municipal planner in section 3.2.4.1, which states there are different opinions between inner City Councilors and suburban City Councilors.

As for builders, most respondents commented that the attitude of builders would be very similar to the developers. If the type of housing construction is preferred by the market, they will do that regardless. In addition, one private developer commented that the building industry has been blind to innovative ideas as they prefer the construction pattern which they have dealt with in the last five or ten years and do not want to change that. The standardized construction pattern would help builders save money but it is rigid and difficult for innovative ideas to emerge.

### **3.2.7 Private Development Consultants**

Private development consultants referred to here include planners, architects, and engineers in local consulting companies. Respondents have varied perceptions about the private development consultants. In general, attitudes of planners and architects are considered as ‘Positive’. Respondents commented engineers’ attitudes are ‘Negative’ because they care more about the efficiency of building engineering and have few interests in planning issues such as the Urban Village concept. However, one private consultant also commented that private consultants would be easily influenced by their

clients in the market.

### **3.2.8 Implication of findings**

In this section, the findings obtain a clear overview of various attitudes held by different actors of residential development in Winnipeg for an assumed greenfield Urban Village strategy in South Winnipeg. It is necessary to analyze these attitudes when unpacking the barriers of the greenfield Urban Village strategy. These attitudes tend to have implicated relationships with the difficulties to achieve the characteristics of Urban Villages. Such kinds of implicated relationships are clarified when analyzing attitudinal and behavioural barriers in section 4.2 of Chapter 4.

## **3.3 Difficulties for Achieving Urban Village Characteristics**

This section describes the findings regarding the difficulties for achieving Urban Village characteristics in the greenfield sites of South Winnipeg. The first subsection clarifies the difficulties from a general perspective which is based on the rating for the comprehensive Urban Village characteristics. The second subsection explains the difficulties from a specific perspective which is focused on Waverley West Development Plan.

### **3.3.1 Results of General Rating**

Question 9 asked the respondents to rate the difficulty for achieving general and specific Urban Village characteristics (details of these rated characteristics have been

discussed in section 2.2) in the greenfield sites of South Winnipeg. The degree of difficulty is categorized by ‘Easy’, ‘Medium’, ‘Difficult’, and ‘Don’t know’.

### 3.3.1.1 General Characteristics

**Table 14: Rating for General Characteristics**

<i>General Characteristics of Urban Village</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Mixed residential &amp; commercial development</i>	2	4	3	2
<i>About 40 hectare (100 acre) community size</i>	3	2	3	3
<i>3,000-5,000 community population</i>	5	1	2	3
<i>Theoretical 1:1 ratio between jobs and residents</i>			9	2
<i>Higher Density development</i>	1	5	4	1
<i>Pedestrian friendly environment</i>	6	3	1	1

Except for ‘Pedestrian friendly environment’ and ‘3,000-5,000 community population’, most respondents rated other general characteristics of Urban Village as ‘Medium’ or ‘Difficult’ (See Table 14). The most difficult one is the ‘Theoretical 1:1 ratio between jobs and residents’. For ‘Mixed residential & commercial development’ and ‘Higher Density development’, some respondents considered these two characteristics could be applied to some degree in South Winnipeg, although the market for mixed use and higher density development is very limited.

### 3.3.1.2 Housing

**Table 15: Rating for Housing Characteristics**

<i>Housing</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Mix of housing tenures</i>	2	3	6	
<i>Mixed housing types</i>	2	6	3	
<i>Special need housing (e.g., retirement housing, student housing, affordable housing etc.)</i>	2	4	4	1

All three housing characteristics of Urban Village development were rated by most respondents as 'Medium' or 'Difficult' (See Table 15). For 'Mix of housing tenures' and 'Mixed housings types', some respondents generally commented that it is difficult because there are very limited opportunities for rental housing and multifamily housing in Winnipeg. For 'Special need housing', several respondents explained it usually requires public funding however the political climate in Winnipeg is currently unsupportive.

### 3.3.1.3 Street Pattern

**Table 16: Rating for Street Pattern Characteristics**

<i>Street Pattern</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Grid street pattern</i>	3	3	4	1
<i>Pedestrian friendly street design</i>	6	2	3	
<i>Arterial streets sited at the periphery of village</i>	8	1	1	1
<i>Traffic calming design</i>	4	6	1	
<i>Small street block with many alleyways</i>	1	1	8	1

Most respondent rated 'Pedestrian friendly street design', 'Arterial streets sited at the periphery of village', and 'Traffic calming design' as 'Easy' or 'Medium'. They

considered these characteristics could be easily achieved by physical design (See Table 16). However, some respondents also raised the difficult issue for 'Pedestrian friendly street design' as the City does not allow sidewalks to be put on both side of local residential streets. One private consultant commented that the City is afraid of the cost of maintenance and replacement for sidewalks on both sides of residential streets. This private consultant said:

"It is easy to do [pedestrian friendly street design] on arterial and collector streets where sidewalks are on both sides and trees and lighting are required. However, to put sidewalks on local residential streets is a problem. There are strong resistances from the City, mainly the Department of Public Works, because it increases its maintenance and replacement cost."

Most respondents rated 'Grid street pattern' and 'Small street block with many alleyways' as 'Medium' or 'Difficult'. For 'Grid street pattern', private developers strongly expressed that they do not like that. They considered that the grid street pattern is costly comparing with the conventional suburban street pattern, the loops and cul-de-sacs. One private developer mentioned a neotraditional style development with grid street pattern in southeast Winnipeg. This private developer commented that comparing with the cost of loops and cul-de-sacs street pattern in the same site, the grid street pattern added 23 percent of infrastructure cost because of more concrete pavement and sewage pipes.

'Small street block with many alleyways' is even more difficult. And the reason is more complicated according to the explanation of the respondents. First, as the City of



Winnipeg has the responsibility to maintain these alleyways (back lanes), the more alleyways mean more expenditure for the City. Second, the more streets are provided, the less profitable the development is. So the developers are reluctant to do this. Third, the cost of alleyways is passed to homebuyers so the housing cost is increased. In addition, homebuyers are also concerned about security issues with the alleyways (back lanes). As a result, ‘Small street block with many alleyways’ is considered to be really difficult to be achieved.

### 3.3.1.4 Public Transportation

**Table 17: Rating for Public Transportation Characteristics**

<i>Public Transportation Provision</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Regular bus services</i>	4	2	4	1
<i>Rapid transit connection</i>	1	1	7	2
<i>LRT (Light Railway Transit connection)</i>			9	2

For public transportation provision, ‘Regular bus services’ is rated as ‘Easy’ or ‘Medium’ by most respondents (See Table 17). ‘Rapid transit connections’ and ‘LRT (Light Railway Transit) connection’ are both rated as ‘Difficult’. Most respondents did not provide specific comments for regular bus service in South Winnipeg except one private developer mentioned the City may have financial problems to provide more regular bus service in suburban communities in South Winnipeg. For rapid transit, one City Councilor pointed out that the bus rapid transit proposal<sup>6</sup> of the City of Winnipeg was just suspended and there was no consensus among the City Councilors to promote

bus rapid transit. One private consultant commented that the cost and revenue consideration would be the key issue for the project of bus rapid transit. For LRT, most respondents considered the city of Winnipeg would not develop a LRT connection in the near future.

### 3.3.1.5 *Parking*

**Table 18: Rating for Parking Characteristics**

<i>Parking</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Garage behind the house</i>		3	7	1
<i>Limited one side street parking</i>	6	2	2	1

Most respondents rated ‘Garage behind the house’ as ‘Difficult’ (See Table 18) because this characteristic is closely dependent on the provision of alleyways which were deemed to be very difficult to implement (see section 3.2.5.3 Street Pattern). One private developer argued that a garage behind the house is against the reality of Winnipeg. In winter, the City only ploughs the snow of alleyways when it is the garbage collecting day. This private developer said:

“If the garbage day is Friday and there is a blizzard on Tuesday, everyone in the community can’t get [their cars] out until next Friday.”

As for ‘Limited one side street parking’, most respondents rated it as ‘Easy’ because they considered it could be regulated by the City.

### 3.3.1.6 Facilities

**Table 19: Rating for Facility Characteristics**

<i>Facilities</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Daily Shopping</i>	3	3	4	1
<i>Basic Health</i>		6	4	1
<i>Primary School</i>	7	2	2	
<i>Recreation and cultural facilities</i>	2	7	1	1

For community facilities, most respondents rated 'Primary school' as 'Easy' (See Table 19). One private consultant mentioned that according to the development by-laws of the City of Winnipeg, the private developers must dedicate the sites for the primary schools in the new community.

For 'Daily shopping', 'Basic health', and 'Recreation and cultural facilitates', most respondents rated these characteristics as 'Medium' or 'Difficult'. Private developers all considered the daily shopping facilities would not be viable at the neighbourhood scale. One municipal planner spoke of his experience for neighbourhood commercial development in Winnipeg. This municipal planner said:

"I know over the last 20 years, developers of suburban residential developments in Winnipeg have always tried to provide some areas for neighbourhood commercial development. But they haven't worked. In the end, after ten years or so, they've been converted from commercial to residential."

One private consultant also mentioned the current retail format and residents' shopping behaviour would decide the conditions of daily shopping facilities in the neighbourhoods.

This private consultant commented:

"It's really difficult. The retail trends in North America are away from small stores, and

the buying behaviour of the public is difficult to change. People are driving to Wal-Mart because goods are cheaper and there's no personal habit of walking to get bread. Even people living in Osborne and Corydon [these are inner city neighbourhoods having some Urban Village characteristics] drive to Superstore to go shopping.”

Private developers prefer the community level commercial development rather than a small one at the neighbourhood level. According to their thinking, such kind of commercial development is ideal to be a regional shopping centre for adjacent existing communities so it can firmly sustain itself.

As for ‘Basic health’ and ‘Recreation and cultural facilities’, most respondents have not made specific comments. However, one private consultant mentioned health agencies are usually done in a regional basis in the city of Winnipeg. As well one private developer commented that the recreational and cultural facilities are more similar to the daily shopping facilities and they can only be done at the community scale.

### 3.3.1.7 *Open Space*

**Table 20: Rating for Open Space Characteristics**

<i>Open Space</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Central square</i>	7	3	1	
<i>Small parks or gardens in the community</i>	5	4	2	
<i>Large greenbelt at the community's periphery</i>	3	1	6	1

Most respondents rated ‘Central square’ and ‘Small parks or gardens in the community’ as ‘Easy’ or ‘Medium’ (See Table 20). However, for ‘Small parks or gardens in the community’, some respondents pointed out that the City (mainly the Department of

Public Works) actually does not like small parks and gardens in the community. One private consultant commented that as the City has the responsibility to maintain small parks in the community, it would be costly for the City to maintain too many small parks.

For ‘Large greenbelt at the community’s periphery’, most respondents rated it as ‘Difficult’. One private consultant argued that the idea of large greenbelt at the community’s periphery would sacrifice other elements such as high density and small parks in the community. One private developer also commented that the green space should be in the community while not being located at the periphery.

### 3.3.1.8 *Building Design*

**Table 21: Rating for Building Design Characteristics**

<i>Building Design</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Different types and size of building</i>	3	4	3	1
<i>Architectural distinction and variety</i>	1	5	3	2

The two characteristics of building design for Urban Village development are both rated as ‘Medium’ or ‘Difficult’ by most respondents (See Table 21). Some respondents commented that the suburban neighbourhoods in South Winnipeg have a homogenous sense and it is difficult to change that. One private consultant explained that there is no design regulation required by the City of Winnipeg for suburban development. It is wide open for developers and builders to design. One private developer and a representative from a public development agency commented that building design depends on the project developers and builders as they only sell the land to them. Another private

developer explained that architecturally distinctive design needs lots of efforts to coordinate different project developers and builders of the subdivision. In addition, this private developer considered that the cost for the design is also a problem.

### 3.3.1.9 Environment

**Table 22: Rating for Environment Characteristics**

<i>Environment</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Noise control</i>	7	2		2
<i>Domestic &amp; commercial waste recycling</i>	6	3		2
<i>High standards energy efficiency design</i>	4	6		1
<i>Ecologically sound sewage treatment</i>	2	5	4	
<i>Water management and recycling</i>	2	7	1	1
<i>Conservation of Natural Elements</i>	4	3	3	1
<i>Provision of wildlife habitat protection</i>	3	4	3	1

Of all the environmental characteristics, most respondents rated 'Noise control' and 'Domestic & commercial waste recycling' as 'Easy' or 'Medium' (See Table 22). One private consultant mentioned there are development requirements for 'Noise control'. Some respondents mentioned there has been a municipal program for recycling in the city of Winnipeg (the Blue Box Recycling Program). For 'High standards energy efficiency design', no respondents rated it as 'Difficult' but some commented that the related cost of energy efficiency design may not be accepted by the homebuyers. The homebuyers need to be convinced that they would get the benefits of such energy efficiency design. One municipal planner said:

“One situation is that people have to see it. They have to be shown that it may be costly to buy today, but over ten years, they will get money back. People don’t like to have an unusual house as most people don’t have.”

For ‘Water management and recycling’, ‘Ecologically sound sewage treatment’, ‘Conservation of Natural Elements’, and ‘Provision of wildlife habitat protection’, each is rated as ‘Medium’ or ‘Difficult’ by most respondents. For the ‘Ecologically sound sewage treatment’, one private developer commented that it is not developers’ responsibility to consider it in the community. For the ‘Conservation of Natural Elements’, one private consultant pointed out there is no rule regulated by the City of Winnipeg for conserving trees on the site so the conservation of trees depends on the considerations of the private developers. This private consultant considered there may be some examples of tree conservation in Winnipeg but it really depends. For the ‘Provision of wildlife habitat protection’, one private developer argued that there is only limited areas of habitat in South Winnipeg because most greenfield sites for developments are former farmland. Therefore, this private developer considered wildlife habitat protection to depend on the condition of the site for the development.

### 3.3.1.10 Regional Urban Village

**Table 23: Rating for Regional Urban Village Characteristics**

<i>Regional Urban Villages</i>	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<i>Regional Urban Village development along transportation corridors</i>	1	3	6	1

‘Regional Urban Village development along transportation corridors’ is rated by

most respondents as 'Difficult' (See Table 23) One City Councilor mentioned the situation of the bus rapid transit proposal in the city of Winnipeg and indicated there was no transportation model, which is supportive for the Urban Village development in the city region. One municipal planner pointed out "Principally lots of people don't think in the way of Transit Oriented Development in the city of Winnipeg".

### **3.3.2 Evidence from Waverley West Development Plan**

Question 10 focused on the Waverley West development in South Winnipeg to explore different concerns when this development went from the conceptual plan to the development plan (See Appendix B for details). The findings clarify why some compromises regarding the Urban Village principles (mixed use, higher density, mixed housing types and affordable housing) are made in the area structure plan or would be made in the neighbourhood structure plan.

About half of the respondents attended the Southwest Fort Garry Design Charrette (See Appendix B for details) which proposed three conceptual plans for Waverley West development. One municipal planner commented that the charrette is a good exercise to engage key actors to think about the alternative suburban residential development pattern. However, as an academic exercise, this municipal planner also pointed out the proposed conceptual plan is deemed to be different from the actual development plan. This municipal planner said:

"In many respects of academic exercises, money wasn't on the table. Though some of



the people who can make the development happen also were there, they only were there for an exercise in imaging and visioning the potentials for the future. The development plan really needs to get down the essential elements of what we can do here. It is not surprising that there are disconnects.”

Centering on the issues of mixed use, higher density, mixed housing types, and affordable housing, the respondents clarified the related factors, which would lead to the compromises for the innovative ideas that were initiated in the conceptual plans.

First, it is considered that large-scale mixed commercial and residential development in suburban residential communities would be risky for a successful development. If there are too many mixed-use town centres and neighborhoods nodes in Waverley West, the commercial development there could not sustain itself. One private consultant commented:

“If you put the commercial development in all the neighbourhoods and town centres [in the conceptual plan], it would not survive. Given the current retail pattern and people’s purchasing behaviour, it does not work right now.”

One private developer considered the one mixed-use town centre in Waverley West is more viable than multiple mixed-use town centres and neighbourhood nodes in the conceptual plan. In addition, a representative from a public development agency commented:

“Given the densities we developed, you really can not make any commercial development within the neighbourhood work. That’s why the plan [Area Structure Plan] has one town centre in stead of multiple town centres with many neighbourhood centres [nodes]. There is not critical mass inside the community to make it work.”

Second, it is considered that residential density is mainly decided by the housing

market. Of the respondents, developers firmly hold this opinion about new development. It appears to be difficult to negotiate with the developers to make definitive objectives of higher density in the long-term development plan of Waverley West. One municipal planner mentioned such difficulty when city planners attempted to set some objectives of higher density in the Area Structure Plan of Waverley West. This municipal planner said:

“City planners try to put a reference to the area structure plan, saying we will address density, but there is huge sensitivity from the people who own the land. They have a huge sensitivity to what the market would bear and being dictated to a certain kind of housing. So in the area structure plan, we could not be that specific.”

A representative of a public development agency commented:

“Higher density [to be addressed] in the neighbourhood plan instead of the Area Structure Plan is simply because trying to nail down density on the long term basis is very difficult. The Area Structure Plan might have 25 year envelope but the neighbourhood plan only have 5 years envelope. It’s easier and logical to lock the density at the neighbourhood level.”

However, even for the short-term neighbourhood plan, half of the respondents considered there would not be very clear objectives regarding higher density. One municipal planner commented he could not figure out how the density would be dealt with in the neighbourhood plan, as the developers are so sensitive about that. One private consultant pointed out that the density is still market driven. This private consultant explained:

“Developers will always build their development as dense as possible because it’s profitable. When you see Whyte Ridge, Linden Woods, or any other suburban developments at that density, it says to me that the developer cannot make it denser, otherwise they would do that. So I think even in the Neighbourhood Area Structure Plan, it is market driven. They will just pick a number which satisfies the market.”

Third, it is considered that mixed housing types are also influenced by the residential preference in the housing market. Similar to the issue of higher density, one municipal planner considered it is not easy to pin down the objective of mixed housing types in the development plan of Waverley West because of the sensitivity of developers for the market. Of the respondents, private developers mentioned that the market considerations are predominant when they are thinking about mixed housing types. The comments of two private developers clearly stated this point:

“It’s hard to nail down policies for the next 25 years and say it is viable. As an example, in 1999, you could not build multifamily housing in the city. You could not make it economically work. It just wasn’t viable.”

“For mixed housing types, we’ll shoot for 15 to 25 percent multifamily here. The concept [in conceptual plan] is 35 percent but the market will determine [the number] of the mix. You can create the environment, providing multi-family [housing] that would offer adjacent commercial uses. But you can’t draw people here. That’s why we go to single family housing.”

One municipal planner expressed the suspicion about the objective of mixed housing types for the upcoming neighbourhood plan of Waverley West.

“We have to be aware that the City does not do development but developers do the development. So far the government, either the City or the Province, hasn’t been willing to take a very strong hand in the development. My suspicion is that in terms of the neighbourhood plan, I don’t think that would be more specific for the objective of mixed of housing types. The market would determine what the mix of housing types are.”

Finally, it is considered that affordable housing in greenfield development in Winnipeg lacks support from both public sector and private sector. A representative of a

public development agency mentioned there are two approaches to make affordable housing, to get governmental subsidy and to cut the cost of housing. However, one City Councilor argued that both of them are not the approaches to be taken in the city of Winnipeg. This City Councilor explained:

“In terms of affordable housing, that only could happen when all 3 levels of government put in extra money to subsidize it or to have a really innovative approach to build housing. [For the former], current affordable housing program only targets declined inner city neighbourhood. It is not for new suburban development type of things. [For the latter], it is just not what the developers want to do because that does not make enough money.”

A representative of a public development agency continued to point out that one of the major difficulties to cut the costs of housing to produce affordable housing is that the Winnipeg’s multi-family market is very limited. He explained:

“The best way you can trim cost is to reduce lot size and increase density. But I would go to the fact that there is a very limited multi-family market. If you built more multifamily housing than you used to, they will sit there for a long time. I think we are in the right direction, in terms of trying to reduce the cost of housing by trimming down the lot size and increase density. But the only thing is the limitations of our marketplace.”

So it seems that the opportunity for affordable housing in Waverley West is limited. One municipal planner expected the Manitoba Housing and Renewal Corporation (MHRC) would have some lots for affordable housing but he was also not very optimistic. This municipal planner said:

“I am not sure, perhaps MHRC, who controls very large chunk of the 7 neighbourhoods, may be willing to set some lands for affordable housing. But so far I haven’t seen it.

Actually, our efforts on the affordable housing haven't been focused on the greenfield area.”

### **3.3.3 Implication of Findings**

The findings in this section provide a variety of qualitative materials for explaining the attitudinal, institutional, economic, and financial barriers to the greenfield Urban Village strategy. These qualitative materials are outlined not only from a general perspective which is the rating of the comprehensive Urban Village characteristics but also from a specific perspective which is the comments on the development of Waverley West Area Structure Plan. All these qualitative materials provide a significant foundation for the barrier analysis in section 4.2 of Chapter 4.

### **3.4 Difficulties and Measures to Project Implementation**

This section discusses the findings about Question 11, the difficulties and measures to the implementation of the greenfield Urban Village strategy in South Winnipeg. Respondents are asked to use ‘Yes’, ‘No’, ‘It depends’, and ‘Don’t know’ to indicate whether they consider the corresponding approaches in each process of implementation are challenges.

### 3.4.1 Design Process

**Table 24: Responding to Design Process**

<b>Design Process</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- An integrated design team which includes developers or development consultants, municipal planners and regulators, sociologist, transport engineer, hydrologist, ecologist, building engineer, energy engineer, architects and landscape architects.	6	2	2	1

Most respondents considered the possibility of having an integrated design team in the design process of greenfield development in South Winnipeg to be a challenge (See Table 24). There are difficulties in both the public sector and the private sector to form such integrated design team. For the public sector, one City Councilor argued that the political culture of the municipal government does not support municipal planners to be deeply involved in the design process. This City Councilor said:

“The city keeps deciding politically to let the developers take leadership, rather than the planning department. So it’s less integrated. It is controlled by the developers who have an agenda to build a typical suburban development rather than a unique one. The challenge is that the developers have much power over the design process.”

For the private sector, one private developer commented that it is really difficult to get the planners and other professionals together, to coordinate with each other, and to meet everyone’s objective. Another private developer considered the coordination of the integrated team would be time consuming as there are varied ideas from different participants, especially those who don’t have sufficient economic considerations. So the

desired result would be hard to obtain. This private developer explained:

“As you have to have all these people involved, it will take very long time to come up with everything. My experience to coordinate these people is that it’s very hard and time consuming. The problem is that all these people in this pool are not always aware of economics of land development and they will have ideas that are just not viable.”

In addition, one private consultant mentioned the cost to get all the professionals and organize such an integrated design team is also a problem for cost-sensitive developers.

For the challenge in the design process, most respondents did not mention any specific measures for that. Only one private consultant suggested that although it is very difficult to have a design team of all professionals, there should be some political support from the City to make sure the municipal planners and engineers can be actively involved in the design process.

### 3.4.2 Planning Control

**Table 25: Responding to Planning Control**

<b>Planning Control</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- 1. Partnered with the developer of Urban Village development, local planning authority can establish a clear planning framework which includes the vision, objectives, local context, design policy framework, and planning policy foundations for new development	3	3	3	2
- 2. Legislative support to make planning designation for the whole site of Urban Village development in Municipal Development Plan	5	2	3	1
-3. Legislative support to flexible amendment of zoning bylaw and other planning regulations, such as adopting performance based zoning bylaw, to support innovative development ideas	5	3	2	1

- 4. Local planning authority can streamline the planning application and approval process to support innovative development.	5	2	2	2
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In general, the respondents considered most approaches in planning control for the greenfield Urban Village strategy to be challenges in Winnipeg (See Table 25).

First, for the ability of local planning authority to establish a clear planning framework, two City Councilors pointed out that as the Department of Planning, Property & Development does not have sufficient power to intervene in the development process, it cannot have the ability to establish a clear planning framework which includes substantial planning policies to promote the greenfield Urban Village strategy. However, the municipal planners expressed different opinions for that. They think at least at the policy level, they can do that. One municipal planner argued:

“If we want to translate the vision into more precise regulations which are almost like building the house, say what the doors look like and what the windows look like, it just cannot work. But if planning control here means more policies and encouragement within the frameworks, it’s possible for us to do that.”

Second, for legislative support to make planning designations, development plan amendments, and zoning bylaw amendments, one City Councilor and one municipal planner thought the necessary legislative system and process has already existed in the city of Winnipeg. This City Councilor continued to comment that the key question is the political will from the municipal government for planning designation, development amendments, and zoning bylaw amendments that would ensure the implementation greenfield Urban Village strategy. This City Councilor said:



“We have that whole process. We can designate it [the site of greenfield Urban Village] into Plan Winnipeg. Then we have the Area Structure Plan and the detailed plans. We do have the legislative system. It’s not so much of the legislative system or the process but it’s up to the decision makers here.”

Considering the political culture of the municipal government, both municipal planners thought currently there is no such kind of political will to give legislative support to the greenfield Urban Village strategy. Though there are opinions from one private consultant and private developers that the current review of zoning bylaw in Winnipeg would consider something flexible for innovative development ideas, such as the performance based zoning bylaw, both municipal planners are not very optimistic about that. Both municipal planners thought the Department of Planning, Property & Development is not prepared to adopt a performance based zoning bylaw yet. One municipal planner commented that the adoption of the performance based zoning bylaw is still uncertain and the administration capability of the department to implement a performance based zoning bylaw is limited by its insufficient human resource. This municipal planner said:

“Frankly we haven’t done enough research for us to have very clear sense of how exactly the performance based zoning by-law would work in Winnipeg. And there is something we are always afraid of because ‘performance based’ implies a very high degree of administration. If we measure performance, we’ll have to have enough planners to work with developers. I love the idea but we don’t have the administrative capability to do that.”

Another municipal planner added:

“We have considered the performance based bylaw. The new zoning by-law will incorporate some additional performance based bylaw. But it is only a piece of the new zoning by-law. The new zoning by-law will not be a true performance based bylaw.”

At last, for 'Streamline planning approval process for innovative development', one municipal planner commented that it is difficult to achieve this. What the Department of Planning, Property & Development is doing now is to streamline the planning approval process for all development, not specifically in support of innovative development. Another municipal planner considered the Department is trying to do something for innovative development but there is no political support for them to do that.

As for measures to promote the planning control of a greenfield Urban Village development, two City Councilors both think it is necessary that the political environment is changed first. So the Department of Planning, Property & Development can be empowered to have a leadership role in the development process to push forward innovative development ideas. One municipal planner also suggested the establishment of an initial model of the greenfield Urban Village strategy through a kind of public and private partnership, making the politicians, the public and developers see it, test it, and think more about alternative suburban development options.

### 3.4.3 Public Participation

**Table 26: Responding to Public Participation**

<b>Public Participation</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- 1. Early informed public participation before planning application, the public are aware of implications, alternatives and tradeoffs of new development	5	2	2	2

- 2. Extensive public participation (usually beyond statutory requirement, including open houses, community meetings, forums, market research, resident advisory committee, meeting with interest groups, planning workshop) through out the development process	5	2	2	2
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The two approaches of public participation for the greenfield Urban Village strategy are both considered to be challenges by most respondents (See Table 26). There are several difficulties for implementing them. First, it is considered that for greenfield development, public participation lacks a certain agenda for the involvement of the public as there are no local residents. One municipal planner commented that the concerns for the development are more valuable when they come from the people live there. This municipal planner considered the lack of local residents who committed to the new neighbourhood to be a challenge for the public participation process in greenfield development. This municipal planner said:

“Like Waverley West and other areas in South Winnipeg, the greenfield development doesn’t have the public there other than a developer who owns the land. The developer there has a certain clear agenda to make profit. But who are the public there? The public that ought to be involved in the discussion [public participation] is the public who is going to live there. There are lots of public discussions around Waverley West but I don’t know if they are discussed by the people who are actually live in Waverley West.”

By lacking the main body of local residents, one private developer suggested that the public participation for greenfield development is not very important. Another private developer also considered public participation in the greenfield sites to be less critical

compared with infill development. This private developer argued:

“Public participation is not critical in greenfield. We invite people but very few people understand it. They just ask what you are going to do. Potential homebuyers are only coming to ask how [They] can get a lot and who [They] should phone. So I think public participation is much more important for infill.”

Second, private developers are not very interested in public participation, especially extensive public participation. Perspectives from the private developers indicated that they are not willing to do extensive public participation because they think it is difficult to get the desired results. One private developer explained this with previous experience of public participation:

“I have a problem with too much public participation. I have no issues to let people who live near my future development to know what we were planning or what the impact on their community could be. But there are other people who have lots of issues. I know I can't satisfy everybody at the end of the day. You just don't get the answer.”

Finally, in Winnipeg, there is a lack of political will to make the requirements for early informed or extensive public participation. One municipal planner explained that private developers in Winnipeg are recommended to engage in the process but are not required to use public participation. This municipal planner said:

“It has to do with political will to provide such kind of thing. Developers do public participation as our planners recommend. But they are not required to do that. If they think nobody is interested, they won't bother. The only time for the developer to do that is when that the development is going to be controversial. They want to minimize or deal with certain issues before they end up at the public hearing.”

Respondents also recommended some measures. First, to the requirements of public

participation, one City Councilor commented it is necessary to change the dominant position of developers in the development process and let the planning department lead the public participation process. Second, one municipal planner recommended that the local planning profession in Winnipeg should show some leadership to engage the public in planning ideology, helping them to drive the political culture into developing policies which are necessary to promote public participation.

### 3.4.4 Land Assembly

**Table 27: Responding to Land Assembly**

<b>Land Assembly</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- 1. Developer can obtain single land ownership for the whole site of Urban Village development (at least the single land ownership within a partnership)	1	9		1
-2. When necessary, local government can acquire the scattered land compulsorily to promote single land ownership of the developer	8	1		2

For the two approaches of land assembly for greenfield Urban Village strategy, there is a general opinion that it is easy to obtain single land ownership on the greenfield sites of South Winnipeg (See Table 27). Private developers considered it a given that they can own all the land in the greenfield and control the development though it depends on the situation. One private developer explained:

“Normally we do own all the land and control it. It is easy to do in greenfield of Winnipeg than that in infill and brownfield development which is very difficult sometime.”

For municipal compulsory acquirement of the land needed for the greenfield Urban Village development, most respondents considered the municipal government as reluctant to do that. One private consultant commented that although the City of Winnipeg has the ability to expropriate land for public purpose, it seldom does. One municipal planner explained the reasons why the City does not want to do that. This municipal planner said:

“We don’t want to do that. It leads to extensive legal issues and costs money. We can take expropriation but we usually end up in the court. It can take decades as big legal issues.”

As it is considered easy to get and maintain single land ownership for new development in South Winnipeg, no respondents raised measures to promote single land ownership here.

### 3.4.5 Project Funding

**Table 28: Responding to Project Funding**

<b>Project Funding</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- 1. Senior or local government can provide public funding through grants, gap finance, and interest free loans	7	1	2	1
- 2. Private developers’ own funds	2	1	4	4
- 3. Private sector borrowing	2	1	2	6

Most respondents felt that it would be difficult to get public funding for Urban Village projects (See Table 28). In terms of the ‘Private developers’ own funds’ and the ‘Private sector borrowing’, perceptions of the respondents were not very clear. Most of them selected ‘It depends’ or ‘Don’t know’.

The City Councilors who participated in this research considered the City of Winnipeg unable to help funding greenfield Urban Village developments. One City Councilor stated that the City can make sure some off-site infrastructure of the development is built, but for funding, it is more about the Provincial Government. One City Councilor commented that the City does not have surplus revenue to put into the greenfield Urban Village project as the inner city neighbourhood are considered a funding priority. One City Councilor expressed a more conservative statement. This City Councilor said:

“I can agree with a lot of principles, even governmental funding for the urban village concept. But I would not go out and say the City should fund it. Absolutely it’s not my belief. If the other level of government wants to fund that, they can do that. But we can’t.”

Subsequently, private developers involved in this research considered that they only would like to spend their money on the developments where they can make profits. One private developer commented that the risk of the development is essential to his consideration and the plan of development should be economically feasible. This private developer thought the greenfield Urban Village project was too risky.

Moreover, for private sector borrowing, one private developer commented that banks also do risk assessments for the form of development. Private developers only can get money from the bank if their development can show a strong potential to be sold out. Another private developer said that private developers would not take mixed use development plans which do not have a strong market to the financial institutions. This

private developer thought it is too tough to get money from the financial institutions for such projects.

Here most respondents did not mention any specific measures for the challenges of project funding. One planning consultant commented that the only hope is to bring the Provincial Government into the development and subsidize it, giving private developers the incentive.

### 3.4.6 Establish Public-Private Partnership

**Table 29: Responding to Public-Private Partnership**

<b>Establish Close Public-Private Partnership</b>	<i>Yes</i>	<i>No</i>	<b>It depends</b>	<i>Don't know</i>
- 1. The public sector can share the risk of the project with private sector in the long-term (e.g. 10 years) development process	4	3	1	3
-2. The public sector can provide significant portion of funding for infrastructure, school, public transportation, and special need housing	7	3	1	
- 3. The public sector can maintain consistent policy and regulation support within the long-term (e.g. 10 years) development process	3	2	4	2
- 4. The private sector can afford some portion of funding for site infrastructure, school, and special need housing.	3	4	2	2
- 5. Partnered with the public sector, the private sector can have strategic development considerations, such as phase development, to maintain its own funding and the quality of full scale development (initially set in the master plan) in the long-term (e.g. 10 years) development process		6	1	4

In general, findings here indicate Approach 2 as an obvious challenge for



establishing a close public-private partnership (See Table 29). One City Councilor mentioned a similar reason in subsection 3.4.5 of project funding. That is the City does not have enough money for the revitalization of inner city neighbourhoods. This City Councilor commented that without funding from the Provincial or Federal Governments, there is not much potential for the public sector to provide significant funding for the greenfield Urban Village projects which promote the public-private partnership. Also a representative of a public development agency commented that a significant portion of funding from the Municipal Government is not likely in the City of Winnipeg for greenfield development. This representative thought that it is up to the Provincial Government to fund the greenfield Urban Village project. Private developers did not make specific comments on this issue. However, they also considered that the City lacks money for the funding of the greenfield Urban Village projects.

For other approaches, as a number of respondents selected 'It depends' or 'Don't know' as the response, it is not conclusive reasoning to consider these approaches as challenges. There are varied opinions from the respondents for these approaches.

First, for Approach 1, though two City Councilors considered that the City can share the risk of the project through the municipal share of off-site infrastructure cost<sup>7</sup>, other respondents held different opinions. One private consultant commented the risk shared by the public sector is mainly related to the need for public funding in Approach 2. This private consultant considered this approach is a challenge in Winnipeg as the City cannot provide more public funding for both off-site and on-site infrastructure cost for the

greenfield Urban Village projects. In addition, one municipal planner commented this approach depends on the political will of politicians in Winnipeg. This municipal planner said:

“I have to say this is a challenge in Winnipeg because we haven’t done such kind of development before. To share the risk with developers for Urban Village project will depend on the political will of politicians in Winnipeg. They have to be convinced that we can develop in a better way that the people use less gas and drive less, use more public transit system than they used to do.”

Second, for Approach 3, one City Councilor commented that it may be a challenge as the politicians would change due to election. Private developers expressed normally this would not be a challenge as a legitimized development agreement can ensure the consistency of the development. One private developer explained:

“We have an approval for our development and we end up at a development agreement. There is very little opportunities that politicians can get involved in unless there need an amendment, such as zoning amendment. The development agreement is like a contract between the city and the developer. Normally it will not change.”

Third, for Approach 4, private developers considered that they could afford some portion of funding for infrastructure. One private developer mentioned in current greenfield development, developers have paid a significant portion of funding for the on-site and off-site infrastructure of the development<sup>7</sup>. This private developer suggested there should be significant public funding for both on-site and off-site infrastructure of an Urban Village project. However, private developers do not feel that developers should have the responsibility to pay for the special needs housing in an Urban Village project.

Respondents from the public sector did not make any specific comments.

Fourth, for Approach 5, both private developers considered they had the ability to make a viable phased development. However, it is important to note here as one private developer mentioned that the market would also decide whether the developer would follow the original master plan. This private developer said:

“In most cases, we’ll do our own master plan for a community and we proceed for it. We look to optimize all the land uses. The only time we vary from the plan is when the market turn to bite us. If the market is driven as we expected, we build exactly what we applied for.”

One municipal planner also commented that if the public-private partnership for a green Urban Village project had been established, the private developers in Winnipeg have the capability to do a viable phased development.

As for measures to promote a close public-private partnership, one City Councilor considered that there should be political will from the city council to show municipal leadership in the greenfield Urban Village strategy and attempt to get funding from other level of government for the greenfield Urban Village projects. One municipal planner recommended that the public sector, mainly the municipal government, should work to build and strengthen the trust with the private sector and foster the relationship with the private sector. Nonetheless, one private developer considered that because the greenfield Urban Village project is very expensive at the initial stage, it is important that the public sector should provide some kind of financing, such as the grants or short-term loans, to

the greenfield Urban Village project under the public-private partnership. In addition, a representative from a home builders' association recommended if the University of Manitoba can initiate a demonstration project of Urban Village through the partnerships with land developers, home builders, public development agencies, and other possible organizations, testing the feasibility of Urban Village development.

### **3.4.7 Implication of Findings**

On the one hand, the findings in this section complemented the findings in section 3.2 and 3.3 by articulating challenges related with the implementation elements of Urban Village projects, facilitating the analysis of attitudinal, behavioural, institutional, economic, and financial barriers in section 4.2 of Chapter 4. On the other hand, the findings obtained several potential measures which are categorized and analyzed in section 4.3 of Chapter 4.

## **3.5 Summary**

This chapter summarizes the major findings derived from the perceptions of the respondents in the key informant interviews. These findings were categorized in four major aspects.

First, there are findings about the current situation of suburban residential development in South Winnipeg.

1. The suburban residential development in South Winnipeg in the past ten years is

unsustainable, reflecting similar characteristics of the conventional suburban development in North American.

2. Currently, the City of Winnipeg does not have substantial urban growth management policies to manage the greenfield development in South Winnipeg.
3. Greenfield development in South Winnipeg is preferred by the developers as it is easy to deal with cost and approval issues.

Second, there are findings about the attitudes of different actors to the greenfield Urban Village strategy in the city of Winnipeg.

1. Municipal politicians, private developers, and builders would have more negative attitudes.
2. The public and home buyers would have varied attitudes.
3. Non-profit development organizations would have positive attitudes.
4. Of municipal planners, land use planners would have positive attitudes.

However, engineering planners and transportation planners would have more negative attitudes.

5. Of private consultants, planners and architects would have positive attitudes.

However, engineer would have more negative attitudes.

Third, the findings regarding the difficulties to achieve Urban Village characteristics in the greenfield development in South Winnipeg suggest following:

1. Most characteristics of greenfield Urban Villages are rated by the respondents to be difficult to achieve.

2. Evidence from the new Waverley West development also indicates that it is inevitable to make compromises when applying major Urban Village principles, such as higher density, mixed use and mixed housing types, in the official development plan.

Fourth, the findings regarding the difficulties and measures to implement greenfield Urban Village projects in South Winnipeg can be summed up as follows:

1. Most approaches in the implementation process of greenfield Urban Village projects are not supported by the political and institutional situation in Winnipeg.
2. Potential measures includes:
  - Need political support from the City to make sure the municipal planners and engineers can be actively involved in the design process of the development.
  - Need political support from the City to empower the Department of Planning, Property & Development to have a leading role in the development process to push forward innovative development ideas.
  - To establish a model of an Urban Village through the kind of public and private partnership, making the politicians, the public and developers see it, test it, and think more about alternative suburban development options.
  - To change the dominant position of developers in the development process and let the Department of Planning, Property & Development lead the

public participation process.

- The local planning profession in the city of Winnipeg should show its leadership to engage the public in planning thinking, helping them to drive the political changes which are necessary to get more public participation.
- To bring the provincial government into the development and subsidize it, giving private developers some kinds of incentives.
- Need political will from the municipal government to show its leadership in the greenfield Urban Village strategy and to attempt to get funding from other level of government for a greenfield Urban Village project.
- The public sector has to build and strengthen the trust with the private sector, fostering the relationship with the private sector.
- The public sector has to provide some kind of financing, such as the grants or short-term loans, to initialize the greenfield Urban Village project.
- The University of Manitoba initiates a demonstration project of Urban Village through the partnerships with land developers, home builders, public development agencies, and other possible organizations, testing the feasibility of Urban Village development in Winnipeg

## **Chapter 4 Analysis**

This chapter undertakes qualitative analysis of the findings outlined in Chapter 3. This qualitative analysis aims to clarify and unpack the perceptions and phenomena embedded in the findings. The analyses provide summarized and qualified evidence for the conclusions and recommendations in following Chapter 5. Chapter 4 is divided into three major sections. The first section clarifies the relevance of considering an assumed greenfield Urban Village strategy in South Winnipeg. The second section discusses the barriers to the implementation of the greenfield Urban Village strategy. The third section summarizes and explains the measures needed to implement the greenfield Urban Village strategy.

### **4.1 Relevance of Greenfield Urban Village Strategy**

The findings in section 3.1 provide evidence that a greenfield Urban Village strategy has its relevance with the unsustainable conventional suburban development in South Winnipeg. This can be explained by two aspects.

First, most respondents expressed agreement that the suburban residential development pattern in South Winnipeg in the past ten years is unsustainable. Most of them considered such suburban residential development pattern to be the unfavorable characteristics of low density, automobile dependency, deficiency of jobs and housing balance, dispersion and segregation of activities, and implied segregation of people. In essence, these unfavorable characteristics are what the Urban Village concept aim to



improve in the contemporary urban development process. As indicated in section 2.2, the Urban Village concept includes corresponding principles to change the built environment that is dominated by these unfavorable characteristics, fostering a more sustainable built environment. Therefore, it is appropriate to consider Urban Village principles to improve the unfavorable characteristic of suburban residential development in South Winnipeg.

Second, as the developers stated they prefer the greenfield development in South Winnipeg, and most respondents were of the opinion that currently there is no substantial urban growth management policy to regulate and intervene the greenfield development in South Winnipeg, it is worthy to consider a greenfield development strategy to minimize the adverse impacts of such prevalent development to the sustainability of the city of Winnipeg. Based on this understanding, the greenfield Urban Village strategy, which is based on the Urban Village principles, was considered to hold potential value to be examined in the context of South Winnipeg.

## **4.2 Barriers for Greenfield Urban Village Strategy**

To discuss the implementation of the greenfield urban village strategy in South Winnipeg is not a simple issue as this strategy needs to tackle the challenges from many elements within existing residential delivery system. Substantial barriers are derived from these challenges. This section analyzes the comments and arguments regarding the challenges for the greenfield urban village strategy in South Winnipeg (described in section 3.2, 3.2, and 3.4). It discusses the attitudinal, behavioural, institutional, economic,

and financial barriers to the greenfield Urban Village strategy. This section is divided into seven subsections: Cultural value regarding suburbs, Not In My Backyard (NIMBY) Syndrome, Conservative political culture, Insufficient planning management, Developer's conservatism for innovation, Unsupportive retail pattern and consumer's behaviour, Lack of public funding for the greenfield Urban Village projects. The results indicate that these barriers are diverse, systemic, and correlated. Though it initially appears to be difficult to overcome these barriers, a better understanding of these barriers is expected to identify some opportunities to deal with them.

#### **4.2.1 Cultural Value Regarding Suburbs**

The cultural value regarding suburbs inherently impedes many people to accept the built environment and lifestyle which are formed by the Urban Village concept. The comment of one municipal planner in subsection 3.2.3 mentioned the cultural value of suburban lifestyle of the general public in Winnipeg. This cultural value is characterized by the desire to own a decent single family house and live in a quiet suburban community. This notion has been firmly embedded in the minds of many people in Winnipeg. Another municipal planner in subsection 3.2.5 commented that a single family house in a traditional suburban community is still the perfect choice of most homebuyers in Winnipeg. The data from the housing market also could support this qualitative description. From 1998 to 2003, the single-family/multi-family split in Winnipeg's housing market once reached 77/22% (NDLEA, 2003). In the past two years, due to the

strong demand in housing market, the construction of single detached housing in Winnipeg has indicated its best performance in the past 15 years (CMHC, 2006).

The formation of cultural values regarding the suburbs has its complexity because it was fostered and matured in the rapid suburbanization of Canadian cities in the post-World War II period. Suburbanization in Canada is not a purely physical phenomenon of urban growth but is more of a social and economic phenomenon (Smith, 2000). The cultural attributes of suburbs are closely related to the implicated social and economic transition of suburbanization. The demographic growth and housing demand, the economic prosperity, the fiscal and housing policy of federal government, the highway construction, the increasing use of car, and the decline of inner-city neighbourhoods have all been the factors influencing the suburbanization in Canadian cities since 1945 (Filion *et al.*, 2000). So the cultural value regarding suburbs has deep roots in multiple social and economic factors of contemporary society in Canada. Furthermore, the challenge from cultural value regarding suburban development in the greenfield Urban Village strategy is tremendous.

#### **4.2.2 Not In My Backyard (NIMBY) Syndrome**

The Not In My Backyard (NIMBY) syndrome can be viewed as “an individual or community sentiment which expresses the undesirability of a particular land use” (Gleeson & Memon, p.151, 1994). This syndrome may hinder the development of the greenfield Urban Village strategy (higher density, mixed use, and mixed housing types) in

South Winnipeg. Subsection 3.2.3 reports on one private consultant mentioning the possible opposition of local residents to nearby new development. Also one private developer commented that residents in adjacent suburban communities want to see Waverley West as the same residential density in their communities. In recent years, there are several examples of NIMBY in South Winnipeg. In December 2005, residents of Royalwood in Southeast Winnipeg voiced their opposition to the nearby new condominium project (Winnipeg Free Press, 2005). Residents complain about the increased housing density, the loss of green space, and the perceived incompatibility of the building size of the condominiums. In January 2006, a proposed condominium project in River Heights in Southwest Winnipeg was declined by the community committee due to the strong opposition of local residents (Romaniuk, 2006). Residents felt they would lose their privacy in their backyard and the project would not fit with the surrounding communities by bringing increased traffic volume and cutting their property value. These examples support the notion that local residents usually have negative perceptions for higher density, such as “increased density often decrease privacy” (McDonald, 2002, p.3). If an Urban Village project characterized by higher density, mixed use, and mixed housing types was proposed to be built on the greenfield near existing suburban communities in South Winnipeg, the proposal would have to confront NIMBY.

NIMBY syndrome is well-known in Canadian cities. Sometime it really reflects the self-interest of local residents regarding their private properties, preventing the realization of “societal good” (Lake, 1993, p.87). It is a challenge to deal with, as local residents

claim community empowerment to protect their living environment against any new development that they do not agree with. A case study supported by Canadian Mortgage and Housing Corporation for developing a management strategy for the NIMBY syndrome made several suggestions to minimizing potential objections, especially to form a special “NIMBY committee” which has public relations experience to contact residents and mediate objections from the beginning of the new development (Square Non-profit Housing Cooperation, 1994, p.6). The strategy to deal with NIMBY syndrome is varied according to the specific conditions of various developments. However, as the NIMBY syndrome has “deep roots in the institution of private property”, it is not easily to be eliminated for all developments (Jamieson *et al.*, p. 467, 2000).

#### **4.2.3 Conservative Political Culture**

It can be concluded that currently most City Councilor in the City of Winnipeg would not support the greenfield Urban Village strategy. The comments of respondents in subsection 3.2.1, 3.2.6, and 3.4.5 clearly illustrate this point. The political culture in the city of Winnipeg is conservative regarding taking the initiative to consider and implement the innovative ideas of sustainable urban development. City Councilors, especially those who are from the suburban wards, are inclined to maintain the maximum use of free market mechanism for current residential community delivery while not considering necessary planning interventions for system change towards sustainable urban development. There is strong evidence to support these findings. In subsection 3.2.1, one

municipal planner has pointed out that the marketplace is the deciding factor for some City Councilors in the City of Winnipeg. As well in subsection 3.4.5, the comment of one suburban City Councilor stated his position to support the behaviour of the developers in a free housing market.

The formation of this conservative political culture can be explained in two ways. First, the conservative political culture has its context in the values of neoconservatism<sup>8</sup> prevalent in the three levels of governments in Canada, which have dramatically decreased planning interventions and prefer the free market mechanism to influence the built environment of the cities since the early 1980s (Grant, 2000). With this national context, the municipal government is easily influenced by the values of neo-conservatism. The situation in the City of Winnipeg may be seen as a local reflection of neo-conservatism in the management of urban development process.

Second, it is possible that some City Councilors are lobbied to make preferential decisions towards the developers who prefer the pattern of conventional suburban residential development. When commenting on the new development in Waverley West, one City Councilor mentioned the developer lobbied City Councilors to release the requirement of density. Developers are seen to be economically powerful to influence urban development which is related with municipal tax revenue and local economic development. The report of cost-benefit analysis of Waverley West development presented that Waverley West not only contribute “\$799 million of nominal 2003 dollars” of net revenue to the City of Winnipeg (over the 80 years of the life cycle of replacing

infrastructure in Waverley West), but also has positive impacts to the “general economic development of Winnipeg” (ND LEA, 2004, p.22). Both municipal tax revenue and local economic development are significant factors for the decision making of City Councilors. In this situation, some City Councilors may make preferential decision making for the request of developers. In an article discussing the intrinsic properties of cities and the transition of Canadian urban development over the last 100 years, Filion *et al.* mentioned there is a tendency of the government to “favor economically powerful interests with the capacity to affect tax revenues and employment levels” (Filion *et al.*, 2000, p.5). The situation that the developers could lobby the City Councilors for certain urban development is consistent with the tendency that Filion *et al.* mentioned. If the decision making of City Councilors is conducive to conventional suburban residential development, it is inevitable that other innovative developments would encounter the conservatism.

The conservative political culture directly affects three key issues of the greenfield Urban Village strategy. First, is the legal issue as mentioned in subsection 2.6.1.2. The greenfield Urban Village strategy relies on the necessary planning designation, development plan amendment and zoning by-law amendment to make it legitimized for implementation. The authority to approve or reject the designation and amendment is ultimately in the hand of City Councilors. Without the support from City Councilors, the greenfield Urban Village strategy is only a vision on paper.

Second, is the development regulation issue. In subsection 3.3.1.3 and 3.3.1.7,

respondents has mentioned the City does not allow sidewalks to be put on both side of local residential streets and a hierarchical small parks and gardens in the community. Though these facts are mainly the regulation or requirement from the Department of Public Works, what is behind these regulations or requirements is the City does not want to afford the cost of maintaining or replace more sidewalks and community parks. As the change of these regulations or requirements would incur extra expenditure of the City, it is dependent on the decision making of City Councilors. Without the support of City Councilors, such rigid municipal regulation or requirement for development would not be released to accommodate an innovative development, such as the Urban Village project.

Third, is the planning management issue. Due to the complexity and importance involved, the planning management issue is discussed separately as a barrier in next subsection.

#### **4.2.4 Inadequate Planning Management Capacity**

Continuing with the previous subsection, planning management capacity of the Department of Planning, Property & Development is discussed here as a related barrier of conservative political culture. As one City Councilor responded in subsection 3.2.2, though land use planners in the Department of Planning, Property & Development would understand and believe in the intention of the greenfield Urban Village strategy, they are influenced by the City Council and are often left powerless. This situation is reflected as the lack of administrative authority and human and financial resources to undertake

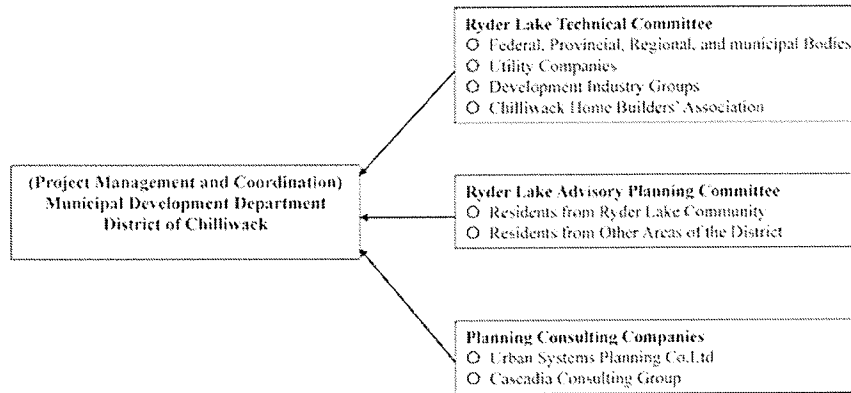


planning management which should be compatible with the implementation of the greenfield Urban Village strategy.

First, the lack of administrative authority means the Department of Planning, Property & Development has not been empowered by the City Council to be able to intervene in the creation of development plan regarding greenfield development in South Winnipeg. For example, as stated in subsection 3.4.2, one municipal planner mentioned the difficulty for municipal planners to set a reference to the density in the Waverley West Area Structure Plan and to say how density would be addressed. Developers are against this proposal by insisting that the market would not bear that density. Finally, there is no specific reference to density in the area structure plan. From this example, it is apparent that developers could easily reject the proposal from the Department of Planning, Property & Development by utilizing the argument of the marketplace. What is behind this phenomenon is that the developers effectively have the leadership role for making the development plan of the suburban residential development. In subsection 3.5.1, one City Councilor pointed that the City keeps deciding politically to let the developers rather than the Department of Planning, Property & Development take the leadership role for plan making.

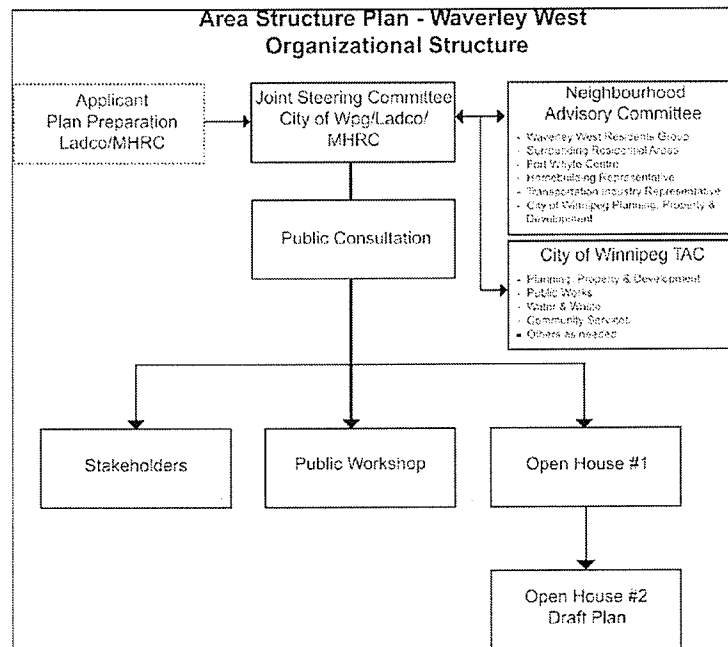
A comparison to the organizational structure in making the Ryder Lake Area Plan in Chilliwack and Waverley West Area Structure Plan in Winnipeg may be helpful to recognize what power is lacking in the Department of Planning, Property & Development in Winnipeg. The Ryder Lake Area Plan is an area development plan explicitly oriented

towards a greenfield Urban Village development pattern in the District of Chilliwack (See subsection 2.6.1.2).



**Fig. 14. Organizational Structure of Ryder Lake Area Plan**

Source: Derived from Task-Brown (*Ryder Lake “Urban Village” : Development Plan for A Sustainable Community*), 1998



**Fig. 15. Organizational Structure of Waverley West Area Structure Plan**

Source: City of Winnipeg (*Draft Waverley West Area Structure Plan*), 2005, p.6

For the Ryder Lake Area Plan, the Municipal Development Department in Chilliwack has the management and coordination role for plan making (See Fig.14). The land developers and home builders are set as the development industry groups in the Ryder Lake Technical Committee. The Ryder Lake Technical Committee coordinates “technical planning concerns of its member organizations” and helps to create “an integrated process for the evaluation and approval of development applications” (Tasker-Brown, 1998, p.13). In comparison, the Department of Planning, Property & Development in Winnipeg is not included in the high-level Joint Steering Committee as the representative of the City (See Fig.15). However, the developer is included in that committee. Except for ensuring the development plan to meet the requirement of Plan Winnipeg, zoning by-law and other related by-laws, the role of the Department of Planning, Property & Development is mostly advisory. As one municipal planner stated (See subsection 3.5.2), if the Department of Planning, Property & Development is going to make some precise regulations for the greenfield development, it just cannot work. The Department of Planning, Property & Development is limited primarily to policy level planning control. The reason for this is that the Department of Planning, Property & Development in Winnipeg does not have the necessary administrative authority to manage greenfield development in South Winnipeg.

Second, lack of human and financial resources means the Department of Planning, Property & Development does not have sufficient land use planners and operational funds to undertake the leadership role for a greenfield Urban Village Strategy. In subsection

3.5.2, when commenting on performance based zoning bylaw, one municipal planner said the Department of Planning, Property & Development do not have enough staff to work with developers. Furthermore, when commenting on the design process, one private consultant mentioned as the political culture does not value planning, the City makes financial cuts to Department of Planning, Property & Development.

Inadequate planning management capacity is closely related to the political culture of the Municipal Government. It is also a related barrier to conservative political culture. This could be overcome if the political culture changed to favor necessary planning interventions for encouraging more innovative development.

#### **4.2.5 Lack of Public Funding**

The greenfield Urban Village projects lack funding from the public sector. As stated in subsection 3.5.6, private developers consider the higher-density & mixed-use greenfield Urban Village projects as being too risky for their investment. In addition, comparing with their payment for infrastructure cost in current greenfield development, they do not want to pay for additional cost of infrastructure and affordable housing in a risky greenfield Urban Village project. In this situation, it depends on the public funding to initiate the Urban Village projects, especially in the context of a demonstration project. As mentioned in subsection 2.6.1.5 & 2.6.2, one of the responsibilities of the public sector for the Urban Village projects is to provide necessary public funding for project initiation and to ensure the social benefits.

However, from the side of municipal government, there appears to be no potential for municipal funding. All three City Councilors are not very interested in considering funding for the greenfield Urban Village projects. They either consider a greenfield Urban Village project is not viable in Winnipeg or they suggest there is no extra municipal revenue to fund such a greenfield project. They tend to think of the greenfield Urban Village projects as current greenfield projects which the City would only share some portion of off-site infrastructure cost while other off-site and on-site infrastructure cost would be afforded by the developers.

To some extent, the funding issue may be influenced by the barrier of conservative political culture. But it is also influenced by the City's policy priority to fund the revitalization of inner city neighbourhoods and downtown. In subsection 3.4.5, one City Councilor mentioned this priority for funding declined inner city neighbourhoods. There are few possibilities to establish a supportive private-public planning and development corporation which focuses on promoting the greenfield Urban Village strategy in Winnipeg. Despite the different development focus, the function of such a corporation is similar to what the CentreVenture Development Corporation in Winnipeg does for downtown revitalization. The CentreVenture Development Corporation<sup>10</sup> is a private-public planning and development corporation in which the City of Winnipeg invested \$10 million and the private sector provided expertise of operation and management for promoting downtown revitalization projects (CentreVenture Development Corporation, 2006). However, for a similar corporation to promote the

greenfield Urban Village strategy in Winnipeg, both City Councilors and private developers are not interested in thinking of that.

Probably as some respondents mentioned, the public funding for the greenfield Urban Village projects is more up to the provincial government or federal government. Because this research does not include the participation of politicians and officials from the provincial government, the attitude of the provincial government for such greenfield Urban Village strategy is unknown. The lack of public funding brings more uncertainty to the greenfield Urban Village strategy in South Winnipeg.

#### **4.2.6 Unsupportive Retail Pattern and Consumer's Behaviour**

In subsection 2.2.2, it has been discussed that the principle of mixed use encourages small-scale commercial activities in the Urban Village. Daily shopping facilities are an important characteristic of Urban Village. However, as one respondent pointed out in subsection 3.3.2, this characteristic is not supported by the current retail pattern and people's shopping behaviour. Moreover, in subsection 3.3.1.6, one respondent mentioned the difficulty that even people living in Osborne and Corydon, where the neighbourhood has the characteristics of Urban Village, drive to the Superstore to go shopping. The barrier is that most people are accustomed to shopping at regional shopping centres such as Superstore and Wal-Mart which can provide lower price and a wider range of goods and services. In order to understand the barrier from the current retail pattern and consumer's behaviour, it is necessary to review the evolution of the retail formats and

consumer's behaviour in Canadian cities (See Table 30).

**Table 30: Evolution of Retail Formats and Consumer's Behaviour**

<b>Transformations</b>	<b>Dominant Retail Formats</b>	<b>Consumer's Behaviour</b>
<b>The Compact Pre-automobile City (Pre-World War Two)</b>	Local corner stores Downtown Department Stores	Daily shopping for food in the neighbourhood by walking Downtown shopping for high-order goods by public transit
<b>The Dispersed Automobile City (1950 ~ present)</b>	Suburban shopping centres Some downtown shopping centres Shopping centres with the mixing retailing and recreation function Big-Box Retailers and Power Centres	Drive to shop for almost everything Also shop with recreational purpose
<b>The Emerging Information City (later 1990s ~ present)</b>	Cyber-shopping malls Retailer-specific websites Visual shops	Order goods and services in the internet at home

Source: Jones, 2000, p.406-421

It is apparent that dominant retail formats and consumer's behaviour in the 'The Compact Pre-automobile City' is similar to what is envisioned for the commercial activities in the Urban Village. There is a distinctive change of dominant retail formats and consumers' behaviour between 'The Compact Pre-automobile City' and 'The Dispersed Automobile City'. Factors leading to the change of retail formats and consumers' behaviour are various. One of the important factors is the increasing use of the automobile by consumers in the post World War II decades (Jones, 2000). Other important factors includes the demographic change, such as the significant increasing of

working women in the past a few decades and the social change, such as more people are pressed by their jobs resulting in “time deprivation” (Poloian, 2003).

In recent years, big-box retailers and power centres have competed with many traditional shopping centres. This trend of retail industry is going further away from what the Urban Village concept designed for its neighbourhood commercial activities. The share of Supermarkets and Neighbourhood stores in the retail structures of Canada continued to decrease (1999: 32%, 2003: 28%) while the share of Hypermarkets and Superstore increased (1999: 48%, 2003: 51%) (Ahlert *et.al*, 2006). From this point, current retail pattern and consumers’ behaviour has substantially adverse impact on the small-scale commercial system of Urban Villages.

#### **4.2.7 Developer’s Conservatism for Innovation**

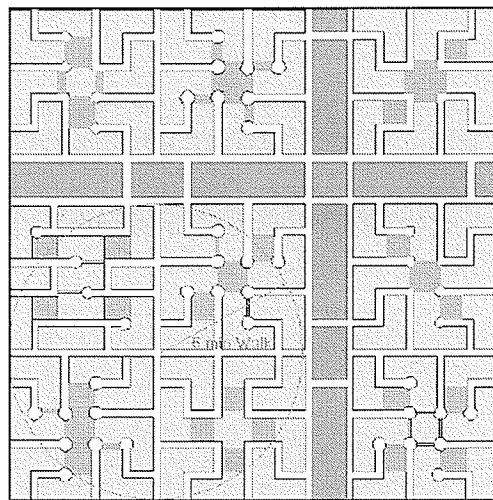
Reviewing the comments of private developers in the findings, factors related to the marketplace are frequently used by the developers to argue for their reluctance to make innovative changes for the conventional suburban development in South Winnipeg. The most apparent arguments are in subsection 3.1.1 where private developers argued for the characteristics of conventional suburban development in South Winnipeg. These arguments of the developers have the meanings in two aspects. Due to the slow growth market in Winnipeg, most current suburban residential developments have to be the continuation of unfinished projects in the previous decades. The other is that the current low-density development pattern is totally market-driven.



It appears that developers see themselves as unable to influence the structural changes of the housing market and what they can do is only to follow the existing housing market. However, this explanation is narrow in clarifying the role of the developers for market change. Along with local government, landlords, mortgage lenders, real estate agents and builders, developers are one of the interest groups which have certain economic and political power to shape people's residential preference (Harris, 2000). As one of the key actors in the supply side of the housing market, developers can be more innovative to promote changes in the housing market and push ahead with more sustainable urban development. There are precedents of innovative 'green development' and 'village and town centre development', which aim at the niche market within the North American context (Rocky Mountain Institute, 1998; Bohl, 2002). It is understood that private developers have to make profits to stay in business. However, they can also do more to incorporate social and environmental benefits with their economic consideration in the new development. The arguments of private developers regarding the difficulties to achieve the characteristics of greenfield Urban Village in South Winnipeg do not mean the private developers could not do more.

In subsection 3.3.1.3, developers simply argued the grid street pattern is more costly to be built than the conventional suburban street pattern, the loop and cul-de-sac. However, though the grid street pattern does consume more buildable land for streets than the loop and cul-de-sac street pattern for the same site, it also has the social benefits to increase pedestrian activities and enhance walkability to community facilities and

amenities (CMHC, 2002). In Canada, there are innovative practices to improve the conventional loop and cul-de-sac in the suburban communities. The fused-grid street pattern<sup>9</sup> applied in the City of Stratford (See Fig.16), Ontario is an alternative to conventional street pattern. It considers the merits of traditional grid street pattern, combining the social benefit of the street pattern with favorable economic consideration for suburban residential development (CMHC, 2004b).



**Fig. 16. The Fused Grid Street Concept**

Source: *CMHC, 2004b, p.1*

Also in subsection 3.4.1.7, there are opinions that a large greenbelt at the periphery would sacrifice the residential density in the development. Private developers also considered the green open space should be in the community while not at the periphery. As mentioned in subsection 2.2.6, the large greenbelt surrounding the Urban Village is an important environmental strategy to ecologically balanced development in the greenfield. It not only provides more green open space for the residents, but also can be used for the

conservation of wild life habitat and community environmental education (Aldous, 1992). The green open space fragmented in the community is not conducive to provide the connectivity which the wild life habitats require. The opinion that large greenbelt would sacrifice the residential density is inaccurate. The net residential density still can be achieved by higher-density, compact community development. "Developers often consider only the revenue lost by keeping a portion of a project undeveloped. But good-faith efforts to protect habitat and open space, while concentrating development in prescribed areas, can offer both direct and indirect financial benefits to developers" (Rocky Mountain Institute, 1998, p.98). The compact development can decrease the cost related with infrastructure through fewer pavement, sewer, and conduits. Compact development with large green open space would not significantly decrease the interests of homebuyers. On the contrary, quality open space makes higher density development more acceptable to homebuyers (CMHC, 2002).

Innovative practices in new development do not mean the private developers would lose money. Though there would be political, institutional, and economic challenges, an innovative and confident developer would be able to catch the niche market and make the new development with combined social, economic, and environmental benefits. Private developers in Winnipeg are aware of the niche market. In subsection 3.2.5, one private developer mentioned the demographic change of more aging population, which could be the potential homebuyers of Urban Village development. This is supported by the research of CMHC that as baby boomers age, there would be more demand on the

multi-family housing, such as apartment and condominiums (CMHC, 2006a). However, the influence of this awareness to the perceptions of the private developers is limited. A kind of conservatism is embedded in the minds of the private developers to prevent them from thinking about innovative practices. Some comments in the findings clearly reflect such conservatism of private developers.

In subsection 3.4.2, when one private developer commented on the mixed-use town center in Waverley West, he said “given the density we developed, you really can not make any commercial development within the neighbourhood work”. Apparently, this description is based on the consideration of current low-density residential development. The developer is not willing to consider the possible difference with the compact pattern and higher density of an Urban Village.

In subsection 3.5.1, when one private developer commented on the integrated design team, he said “the problem is that all these people [planners and other professionals] in this pool are not always aware of the economics of land development and they will have ideas that are just not viable.” This developer implies that planners and other professionals in an integrated design team do not understand the economics of land development. For this developer, engaging many consultants in front-end planning is not a viable approach for land development. However, from a more holistic thinking of the land development, the time and cost invested in engaging consultants in front-end planning is well spent to ensure a successful green development (Rocky Mountain Institute, 1998).

Similarly in subsection 3.5.3, when private developers commented on public participation, they indicated they do not like too much public participation. One private developer argued that he just cannot satisfy every resident for the debate of his development in the activities of public participation. It is unknown whether this private developer had provided sufficient information to residents and used appropriate approaches for public participation. But the negative attitude of private developers to public participation would impair the accumulation of 'social capital' which may be conducive to a responsible development (Rydin & Pennington, 2000).

In order to understand this barrier, it is necessary to unpack the implicated reason of this conservatism. In real estate development, the behaviours of firms regarding land and building are dependent on the risks in the development process and the profit to be made (Miron, 2000). From this point, developers prefer the conventional suburban residential development because they can pay less for the costs related with the risks and obtain attractive profits in the development process of conventional suburban residential development.

Suburbanization since the post World War II period has deeply shaped the built environment and influenced social and economic aspects of Canadian cities. The built environment and people's behaviours in large Canadian cities have been greatly adapted with the conventional suburban residential development. Highways, regional shopping centres and suburban lifestyles are examples. For the housing market, there are strong demands for single family housing in conventional suburban communities. In a free

market economy, it is undoubted that the private developers would make use of this opportunity to gain profits. However, risk is always related with real estate investment. “Developers’ success depends on their ability to unbundled huge risks into manageable proportions that can be allotted among various participants” (Peiser, p.500, 1990). In a residential community delivery system, the various participants include government, landlords, banks, mortgage lenders, real estate agents, builders, developers, homebuyers and etc. For current residential community delivery system, the risk of conventional suburban development already has been allocated to these participants. The strategy of this risk mitigation is standardization which means each process of residential community delivery, including planning, financing, design, and construction, has been standardized for suburban community delivery (Miron, 2000). For example, the local government has made a set of planning by-laws and regulations which are adapted to deal with suburban residential development. Also financial institutions have established their system and regulations to provide loans to conventional suburban residential development. For private developers, the systemic standardization for residential community delivery efficiently decreases their political, institutional, and financial risk and related cost in conventional suburban residential development.

The essential advantage that the private developers get in current residential community delivery system is the certainty of risk and the stability of profit. Moreover, this advantage further spurs private developers to maintain and strengthen such standardization of suburban residential development by using their gained political and

economic power. This is an agenda implicitly embedded in the minds of private developers. In subsection 3.5.1, one City Councilor mentioned this agenda that developers would continue to build typical suburban communities in Winnipeg. As well private developers are sensitive to see if any possible change would impair their efforts of maintaining and strengthening the standardization of conventional suburban community. In 3.4.2, one municipal planner has mentioned such high resistance of developers when the municipal planners attempted to add a reference of density into Waverley West Area Structure Plan.

Private developer's conservatism towards innovative development toward higher-density and mixed-use Urban Villages is complexly rooted in the current residential delivery system, entangling the attitudes and behaviours of other participants in this system. To restructure such conservatism is not a simple issue of system maintenance but is more of system change. This subsection does not attribute all the responsibility of conventional suburban development to private developers. As mentioned in previous subsections, there are also a number of cultural, political, institutional, and economic factors which can hinder innovative practices in suburban residential development. The issue of system change needs the efforts of all the partners in the residential delivery system, the municipal authorities and the development industry, and the public. "Success is most likely when a collaboration is established with municipal officials, environmental organizations, and citizen groups. Working together increases the prospect of everyone's benefits in our society" (Rocky Mountain Institute, 1998, p.96).

### 4.3 Measures for A Greenfield Urban Village Strategy

**Table 31: Measures from the Respondents for a Greenfield Urban Village Strategy**

<b>1</b>	<b>Empower the Department of Planning, Property &amp; Development</b>
1.1	Need political support from the City to empower the Department of Planning, Property & Development to have a leading role in the development process to push forward innovative development ideas
1.2	Need political support from the City to make sure the municipal planners and engineers can be actively involved in the design process of the development
<b>2</b>	<b>Seek Project Funding</b>
2.1	Need political will from the municipal government to show its leadership in the greenfield Urban Village strategy and to attempt to get funding from other level of government for a greenfield Urban Village project
2.2	To bring the provincial government into the development and subsidize it, giving private developers some kinds of incentives
<b>3</b>	<b>Promote Public Participation</b>
3.1	To change the dominant position of developers in the development process and let the Department of Planning, Property & Development lead the public participation process
3.2	The local planning profession in the City of Winnipeg should show some leadership to engage the public in planning thinking, helping them to drive the political changes which are necessary to get more public participation
<b>4</b>	<b>Establish A Demonstration Project</b>
4.1	To establish a demonstration project of an Urban Village through the kind of public and private partnership, making the politicians, the public and developers see it, test it, and think more about alternative suburban development options
4.2	The public sector has to provide some kind of financing, such as the grants or short-term loans, to the greenfield Urban Village project
4.3	The public sector has to build and strengthen the trust with the private sector, fostering the relationship with the private sector
4.4	The University of Manitoba initiates a demonstration project of Urban Village through the partnerships with land developers, home builders, public development agencies, and other possible organizations, testing the feasibility of Urban Village development in Winnipeg

Respondents suggested nine measures to overcome the barriers of the greenfield Urban Village strategy in South Winnipeg. These measures call for the municipal



initiatives which are necessary in the implementation of a greenfield Urban Village strategy in South Winnipeg. In essence, most of them are related with a change to the conservative political culture. It is important to note that all these measures are not sufficiently specific for detailed implementation. To some extent, these measures only indicate the general approaches to overcome the barriers. When discussing how to implement these measures, there is a need for future research to precisely examine the possibility of these measures and to propose and test the specific approaches for implementation. Based on their content and relevance, these measures are classified into four topics: empowerment of the Department of Planning, Property & Development, strengthen public participation, seek project funding and establish a demonstration project and (See Table 31). They are discussed in the following subsections.

#### **4.3.1 Empower the Department of Planning, Property & Development**

When analyzing the barrier of inadequate planning management capacity in subsection 4.2.4, the administrative authority of the Department of Planning, Property & Development on current greenfield development has been discussed as having ‘policy level planning control’. However, the greenfield Urban Village strategy not only needs policy level planning control, but also requires local planning authority to be involved further in the development of design codes and environmental action plan of Urban Villages (See subsection 2.6.1.2 and 2.6.1.3). Currently the Department of Planning, Property & Development in the City of Winnipeg does not have the planning

management capabilities that a greenfield Urban Village strategy requires.

Measures 1.1 and 1.2 are zeroing in on this disadvantage. For a greenfield Urban Village strategy, there should be political support from the municipal government to empower the Department of Planning, Property & Development with necessary administrative authority that municipal planners can play management and coordination roles for making design codes, regulations, and guidelines of greenfield development. Such kinds of empowerment are what the municipal planning department of the City of Chilliwack has made for the Ryder Lake Area Plan (See subsection 4.2.4). At the same time, this empowerment also should include the provision of more operational funds and the recruitment of more qualified planners.

In addition, educating and training current municipal planners may be a shortcut to improve planning management capabilities rather than the recruitment of new municipal planners. Current municipal planners are familiar with the context and challenges of sustainable urban development in Winnipeg. If they could be educated and trained to know more of the responsibilities and planning techniques that a municipal planner ought to have for the sustainable urban development, the planning management capabilities of the Department of Planning, Property & Development also can be enhanced. A possible opportunity regarding initiating education and training programs for current municipal planners may be achieved through a collaboration among the Department of Planning, Property & Development, Manitoba Professional Planners Institute, and the Department of City Planning in the University of Manitoba.

### **4.3.2 Seek Public Funding**

As mentioned in subsection 4.2.7, the lack of public funding brings more uncertainty to the greenfield Urban Village strategy in South Winnipeg. The municipal government is reluctant to provide funding to a greenfield Urban Village project. The lack of public funding results in a huge difficulty to build a public-private partnership required by the greenfield Urban Village strategy. There should be some public funding to subsidize a greenfield Urban Village project, especially a demonstration project. As Measure 2.1 and 2.2 indicated, there ought to be a municipal initiative to seek public funding from other levels of government.

The subsidy from the provincial government may be a funding resource for infrastructure of a greenfield Urban Village project. Although this research does not include politicians and officials from the Provincial Government as key informants, there could be some opportunities to obtain provincial funding. In 2003, Manitoba Housing and Renewal Corporation (MHRC), a provincial agency for housing programs, funded the Southwest Fort Garry Design Charrette to explore the scenarios of more sustainable suburban development in Waverley West area (Faculty of Architecture, University of Manitoba, 2003). More recently, MHRC is cooperated with Ladco Company, another major developer in Waverley West, to request the City Council to permit developers to build the sidewalks on both sides of residential streets in Waverley West development. For the provision of sidewalks on both sides of residential streets in Waverley West development, the Province would pay for snow clearing and the replacement of sidewalks

in 60 years<sup>11</sup>. From these facts, MHRC could be considered as a potential provincial agency which could provide funding for Urban Village development. In addition, some infrastructure initiatives of the federal government, such as Infrastructure Canada Program<sup>12</sup> and Green Municipal Funds<sup>13</sup>, may also be possible funding resources. These public funding could be used to establish a demonstration project of Urban Village, facilitating the implementation of the greenfield Urban Village strategy in South Winnipeg.

### **4.3.3 Promote Public Participation**

As stated in subsection 2.6.1.1, the delivery of Urban Village projects requires high-level public participation. For Urban Village projects, public participation is more than an approach taken by the developers to ease away NIMBYism and facilitate the planning approval process of new developments. It begins earlier when a promoter of Urban Village recruits individuals who are interested in Urban Village concept and would like to live in an Urban Village. It continues to be effective in the following planning and design process of Urban Village development. As a significant approach for Urban Village development, public participation really provides individuals a good opportunity to help to shape their own living environment.

However, the situation of public participation for new residential developments in Winnipeg does not satisfy the requirement of Urban Village development. In subsection 3.4.3, one municipal planner mentioned the private developer is not required to do public

participation in Winnipeg. This municipal planner commented developers only care about public participation when they want to minimize controversial issues before the public hearing. In order to be a qualified promoter of Urban Village development, developers in Winnipeg have to be challenged to recognize the benefits of high-level public participation and have the awareness to use public participation as an efficient approach for Urban Village development.

Measures 3.1 & 3.2 suggest public education which would essentially promote the awareness of public participation in the minds of both the developers and the public. Measures 3.1 recommends the Department of Planning, Property & Development should ensure necessary public participation and manage the process of public participation for new residential developments in Winnipeg. The aim of the Department of Planning, Property & Development ought to help to establish an appropriate mechanism and build mutual trust for public participation between the developers and the public. This is a kind of public education, with which both the developers and the public can enhance their understanding regarding the effectiveness of public participation. In 1992, the City of Calgary's Planning and Building Department undertook a Planning Education Program for the residents and the building industry. It not only familiarizes the residents with the planning and design process, but also teaches "the developers and builders to consider and anticipate community needs" (The Planning and Building Department, City of Calgary, 1996, p.1). This is a good precedent for Winnipeg's Department of Planning, Property & Development to consider its proactive role in educating the public and the

building industry for public participation.

Measure 3.2 suggests that local planning profession could play a more proactive role to engage the public in planning thought, helping them to push the private developers and politicians to get more opportunities for public participation. Measure 3.2 is a huge challenge to the role of local planning profession in educating the public. To promote public participation, it is inevitable that the professional planners would encounter a number of difficulties. "Public participation costs time and attention; to the extent that it introduces political and interpersonal complexities for decisions; it compromise planners autonomy and efficiency" (Carp, p.242, 2004). These difficulties to involve public participation make a strict requirement for the professional ethics and practical ability of planners. In spite of the personal dedication for time and energy, the professional planners would have to equip themselves with special skills for social learning and communicative action, such as public speaking, mediation, and negotiation, and have the patience, compassion and empathy to communicate with people who have various cultural contexts, lifestyles, and social positions (Friedmann, 1998; Sandercock, 1998). Limited by their positions, professional planners working for the private companies may not be willing to be involved to promote public participation. Professional planners working for the community groups or non-profit organizations could play a more significant role to promote public participation because they have more opportunities to work with local residents and keep relationships with local residents. Measure 3.2 may require the local institution of professional planners, Manitoba Professional Planners Institute, to develop

a strategy for promoting public participation in local developments, which would include identifying suitable professional planners as promoters and to seek necessary political support and financial resources.

By educating the building industry and the public, measure 3.1 & 3.2 can provide a concrete foundation for the desired high-level public participation in Urban Village Development. However, promoting public participation in Urban Village development also includes marketing the Urban Village concept to attract more individuals who would like to live in an Urban Village. In subsection 3.2.3, one City Councilor stated that the public lacks enough knowledge about the Urban Village concept. In Winnipeg, the public does not sufficiently understand the integrated social, environmental, and economic benefits of Urban Village development. Particularly, in subsection 3.3.1.9, one municipal planner pointed out the homebuyers should be convinced for the economic benefits of the Urban Village principles, such as the savings due to using energy efficiency housing design. Otherwise, people would not be interested in the Urban Village concept and get involved in the public participation to shape an Urban Village development. The economic benefits of the Urban Village principles have been widely discussed as the Urban Village principles are compatible with most principles of sustainable community development (See Table 32). Due to the significant savings in infrastructure costs, housing in an Urban Village can be more affordable than that in conventional development. In addition, residents in an Urban Village can pay less for their utility bills because of the use of energy efficacy design and ecological sewage treatment.

**Table 32: Potential Economic Benefits of Urban Village Principles**

<b>High Standard Energy Efficiency Design</b>
A well-insulated building adopting passive solar design and energy-efficiency mechanical system can save 75 percent or more on residential utility bills compared with a conventional building
<b>Ecological Sewage Treatment</b>
Wetland sewage treatment system can save 30 to 50 percent of construction and operating costs compared with conventional sewer system
<b>Natural Stormwater Management</b>
By using on-site swales, prairies, and wetlands, the conservation community of Prairie Crossing in Illinois, US, once saved more than \$1 million infrastructural costs compared with conventional curb, gutter, and storm sewer system
<b>Conservation of Natural Elements</b>
Conserve existing trees and allow extensive tree planting takes advantage of tree's shade-giving cooling power and windproofing and warming properties while reducing energy costs for heating and air conditioning
<b>Large greenbelt with compact housing development</b> ( <i>narrowed street, narrowed lots for single-family housing, and high-density multiple unit dwelling</i> )
It reduces the costs of street paving, the costs of stormwater and sewage management facilities, and the costs of long-term infrastructure maintenance
The value of homes surrounded by large greenbelt would appreciate faster than their counterparts in conventional development
<b>Higher-density and mixed-use development</b>
It encourages walking and cycling and shortens distances between different uses, thus cutting down the amount of fuel consumed by automobile
Including job-creating business in development helps support the founding and expansion of local firms while widening employment opportunities for local residents near their homes

Source: Porter *et al.*, 2000, p. 90-106; Prowler *et al.*, 2000, p.119-130; Arendt, 1996, p.9-12

A key question is how to market the Urban Village concept to the public and convince the potential homebuyers with the claimed economic benefits. This would lead to the discussion in the following subsection, establishing a demonstration project of Urban Village.



#### **4.3.4 Establish A Demonstration Project**

Measure 4.1 mentioned the approach of building a public-private partnership to undertake a demonstration project of Urban Village. The demonstration project is a good opportunity of public education to let the public know more about the vision, goals and objectives, the principles, and the related social, environmental, and economic benefits of the Urban Village concept. Thus the objections or misunderstandings about the higher-density and mixed-use development could be mitigated in the public, increasing the public interests in the development of Urban Village. A key intention of the demonstration project is to convince politicians, municipal officials, private developers, and the homebuyers of the integrated social, environmental, and economic benefits of an Urban Village. Also a demonstration project could obtain lessons or experiences on planning management, physical design, project financing and management, the building of public-private partnership, and marketing for future Urban Village projects.

However, a demonstration project is not easily to be developed in Winnipeg. Measure 4.2 and 4.3 suggest two municipal initiatives required for a demonstration project. More necessary municipal initiatives could be found in successful residential intensification projects in Canadian municipalities (See subsection 2.6.3). These municipal initiatives are mainly in the aspects of public funding support, development policy and regulation support, and public participation support. Each of these issues has been discussed in the previous subsections.

In spite of these municipal initiatives, it is better to establish an expanded

public-private partnership including more sponsoring agencies for the demonstration project. The sponsoring agencies of a demonstration project could be multi-jurisdictional and multi-disciplinary to include “various municipal corporations, departments and institutes of the national government, private foundations, private companies, universities and community-based organizations” (van Vliet, p.191, 2000). Measure 4.4 suggests that the University of Manitoba ought to play a more proactive role to initiate a demonstration project of Urban Village development through a multi-jurisdictional and multi-disciplinary partnership. The Southwest Fort Garry Design Charrette organized by Faculty of Architecture, University of Manitoba in 2003 has produced good planning ideas such as “Complete Communities”, “Village Centres”, and “Smart Growth” for greenfield development in South Winnipeg. However, up to now, the University of Manitoba was publicly silent for its owned land in Waverley West and its preferences for the development pattern in Waverley West. A representative of a home builders’ association commented that except suggesting academic proposals regarding good planning ideas, the University of Manitoba should challenge itself to promote the best practice of the proposed planning ideas. This representative said the development industry in Winnipeg would like to see the University of Manitoba can show an initiative to promote research and development of good planning ideas.

For a demonstration project, currently there lacks experience for building such a multi-jurisdictional and multi-disciplinary partnership in Winnipeg. Whether it is a municipal initiative or an initiative taken by the University of Manitoba to call for a

demonstration project, it is necessary to undertake a pilot study to identify possible sponsoring agencies and explore how to build a multi-jurisdictional and multi-disciplinary in Winnipeg. To learn the experience of demonstration projects of sustainable development in other large cities in Western Canada, such as Southeast False Creek in Vancouver, Fort Road Old Town in Edmonton and Garrison Woods in Calgary, may facilitate the implementation of a similar demonstration project in Winnipeg.

## **Chapter 5 Conclusion and Research Recommendations**

This chapter summarizes and synthesizes the earlier results of qualitative analysis to develop responses to each of the general research questions. Considering the limitations of this research, future research recommendations are suggested in the final section of this document.

### **5.1 Conclusion**

Based on the context of the urban sprawl problem in the city of Winnipeg and the planning initiatives for the new Waverley West development in South Winnipeg, this practicum examined the feasibility of a greenfield Urban Village strategy in South Winnipeg through a case study. As the main qualitative research method of the case study, the key informant interviews involving several key actors in the suburban residential development in South Winnipeg obtained adequate evidence to clarify the prospects, outline the challenges, and suggest potential measures of the greenfield Urban village strategy. Therefore, each of the general research questions can be answered as the conclusion of this practicum.

First, it is appropriate to consider Urban Village concept in the greenfield sites of South Winnipeg. The Urban Village concept has corresponding principles to improve the unfavorable characteristic of suburban residential development in South Winnipeg, such as low density, automobile dependency, and dispersion and segregation of activities. As

there is no substantial urban growth management policy to regulate and intervene in the prevalent greenfield development in South Winnipeg, it is worthy to consider a greenfield development strategy which is based on the Urban Village concept.

Second, it appears to be very difficult at this time for the public sector and private sector to adopt comprehensive Urban Village principles in the development plan and implement greenfield Urban Village projects in the greenfield sites in South Winnipeg. In the city of Winnipeg, there are seven major barriers which appear to prevent the implementation of the greenfield Urban Village strategy in South Winnipeg. These barriers are interpreted as following:

1. Cultural Values Regarding Suburbs

The cultural value regarding suburbs, which is typified as to own a decent single family house and live in a quiet suburban community, inherently impedes many people in Winnipeg to accept the built environment and lifestyle which is formed by the Urban Village concept.

2. The Not In My Backyard (NIMBY) Syndrome

Residents from nearby conventional suburban communities may express their opposition to higher density and mixed use development, hindering the attempt of the greenfield Urban Village strategy to build greenfield Urban Villages in South Winnipeg.

3. The Conservative Political Culture

Favoring the mechanism of corporate economy in urban development, the

political culture in the city of Winnipeg is conservative for taking the initiatives of considering and implementing the innovative ideas of sustainable urban development.

#### 4. Inadequate Planning Management Capacity

The Department of Planning, Property & Development in the City of Winnipeg lacks administrative authority and human and financial resource to own the planning management capacity which is necessary for the implementation of the greenfield Urban Village strategy.

#### 5. Lack of Public Funding to Initiate Greenfield Urban Village Projects

Due to the conservative political culture and the lack of municipal revenue, the municipal government are reluctant to provide public funding for a greenfield Urban Village project.

#### 6. Unsupportive Retail Pattern and Consumer's Shopping Behaviour

Current dominant retail format, the big-box retailers and power centres, and predominant consumer's shopping behaviour, relying on the auto transport to shop, do not support the small-scale neighbourhood commercial activities that the Urban Village concept anticipates.

#### 7. Developer's Conservatism for Innovation

Appreciating the advantage for profit gain and risk mitigation from conventional suburban residential development, private developers in the city of Winnipeg is conservative to think about innovative practices for residential community

delivery.

These barriers tend to be systemic and correlated. They reflect attitudinal, behavioural, institutional, economic, and financial property of current residential community delivery system. In essence, they are the inertia within current residential delivery system for system change.

Third, this research obtained nine measures from the respondents to overcome the barriers of the greenfield Urban Village strategy. These measures are categorized and integrated into four major measures:

1. Empowering the Department of Planning, Property & Development

The Department of Planning, Property & Development in Winnipeg ought to be empowered by City Council to have management and coordination roles for making design codes, regulations, and guidelines of greenfield development, plus the necessary operational funds and qualified planners.

2. Seeking Public Funding

Municipal government should show a municipal initiative to seek funding for the greenfield Urban Village Strategy from other level governments. Subsidy from the Provincial government and some infrastructure programs of the Federal Government, such as Infrastructure Canada Program and the Green Municipal Funds, are potential funding resources for a demonstration project of Urban Village.

### 3. Promoting Public Participation

Both the building industry and the public ought to be educated to enhance their awareness of public participation new development. The Department of Planning, Property & Development and Manitoba Professional Planners Institute are recommended to take the responsibilities to educate the building industry and the public for effective public participation. In addition, to market the Urban Village concept to the public and to convince potential homebuyers with the claimed economic benefits are also important for promoting public participation of Urban Village development.

### 4. Establishing A Demonstration Project

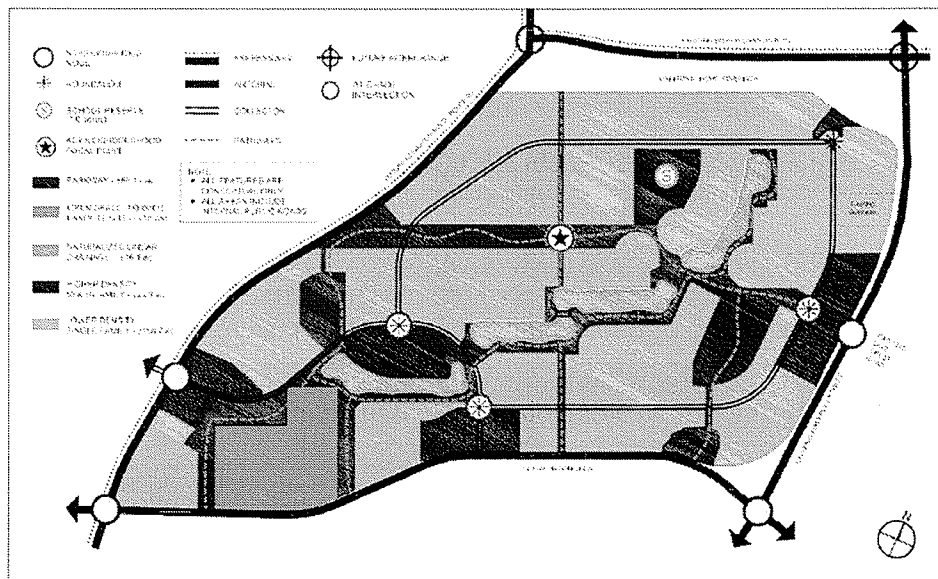
A demonstration project is expected to provide a breakthrough for the greenfield Urban Village strategy. Due to the limited municipal funding resource and investments from private developers, it is more appropriate to undertake a demonstration project with a comprehensive partnership which may include multi-jurisdictional and multi-disciplinary sponsoring agencies. Also to learn the experience of demonstration projects in other large cities in Western Canada is conducive to facilitate a demonstration project in Winnipeg.

These measures call for system change. They are not sufficiently specific for implementation but do appear to inform general approaches and methods. The measures not only depict necessary institutional changes, citizen activities, and financial support to promote the greenfield Urban Village strategy, but also reflects the challenges to deal



with the identified barriers.

Fourth, based on the findings of the interview and the responses to the first three research questions, the research confirms that the prospects of a greenfield Urban Village strategy in South Winnipeg is not promising at this time. There are multiple and correlated barriers to hinder the implementation of this strategy. However, this strategy could be partially applied as there is a growing housing demand for multifamily housing for the aging baby boomers in the future. As the identified barriers, such as the cultural value regarding suburbs, the conservative political cultures, and developers' conservatism to innovation, have their deep roots in mainstream economic, political, and social values of Canadian society, it is inevitable to make considerable compromises for the implementation of this strategy.



**Fig. 17. Concept Plan of Northeast Neighbourhood in Waverley West**

Source: *City of Winnipeg, 2006a, p.11*

When this practicum was near completion, the Northeast Neighbourhood Area

Structure Plan in Waverley West was released (See Fig. 17). This is an area of about 360 acres in the northeast corner of Waverley West, three times larger than a typical Urban Village site (100 acres). The density range is between 5 units and 8 units per gross developable acre (City of Winnipeg, 2006a).

Although this plan does not have the intention to form a higher-density and mixed-use Urban Village development, it does take several characteristics of Urban Village in the aspects of arterial streets at the periphery, the creation of neighbourhood nodes, and the preservation of natural elements. There are also some higher-density areas in the neighbourhood for multi-family housing. In general, the content of this plan for the northeast neighbourhood in Waverley West fits in with the conclusions of this practicum. That is, a typical Urban Village development would not occur in South Winnipeg in the near future but some elements of Urban Village may be incorporated into new greenfield development.

## **5.2 Research Recommendations**

As discussed in section 1.5, this research had several limitations which tend to impair the effectiveness of the conclusions. However, these limitations could be overcome by involving more diversified key informants within the residential community delivery system and design specific questions regarding the implementing steps of potential measures for the greenfield Urban Village strategy in the interviews. These two approaches to overcome the limitations of this research can be looked as the basis to

inform future research.

Four recommendations for future research can be developed here. First, as this research only involved a limited number of key informants within the residential community delivery system, future research could include more diversified key informants, such as local residents, homebuyers, and politicians and department staffs from the provincial government. Perceptions of a full range of key informants within the residential community delivery system could provide more concrete and inclusive evidence, which is conducive to further unpack the prospects, challenges, and measures of a greenfield Urban Village strategy.

Second, as the measures obtained in this research do not sufficiently inform detailed steps for implementation, future research could further explore how these measures could be implemented to overcome the barriers. Such kinds of future research would complement the current research with more specific studies concerning the feasibility of the greenfield Urban Village strategy. In particular, as mentioned in subsection 4.3.4, the multi-jurisdictional and multi-disciplinary partnership for the demonstration project is an essential for future research.

Third, as the Urban Village strategy is not confined to the greenfield sites on the periphery of the city, it is expected that future research could focus on a citywide Urban Village strategy. Urban development is dynamic in the cities. There could be different priorities for downtown revitalization or greenfield development at different times. A citywide Urban Village strategy would need to have flexibility to deal with the diverse

situations of urban development.

Fourth, as other large cities in Western Canada, such as Vancouver, Calgary, and Edmonton, have taken steps to undertake demonstration projects with Urban Village characteristics, it is necessary to do parallel research to summarize and analyze how these cities undertake demonstration projects. Such kinds of research can provide reliable precedents for a similar demonstration project in Winnipeg.

#### Notes

1. The term 'conventional suburban development' refers to the sprawled suburban development in North American cities in the post-World War II period. It is mainly typified as low density development pattern, automobile dependency, and segregation of people and activities (home, work, shopping, and recreation).
2. As this research was occurring, the Draft Area Structure Plan of Waverley West was approved by City Council in July, 2006 and the Neighbourhood Area Structure Plan of first neighbourhood in Waverley West, the Northeast Neighbourhood was in the process of public hearing in Nov., 2006.
3. The term 'residential delivery system' refers to "the partnership between the municipal authorities (the regulatory system including planning, engineering, development and etc.) and the development sector (developers, designers, consultants, builders, agents and etc.) that produce residential environment (Perks, W. & van Vliet, D., 1993, p.9).
4. According to the information provided in the website of the City of Chilliwack, the Ryder Lake Sustainable Community Development Plan has not been implemented yet. As a previous municipal planner in the City of Chilliwack indicated, one reason is the reelection of the Mayor. New Mayor does not support the plan. Another is the huge infrastructure cost due to the unexpected geological situation in Ryder Lake area.
5. The term 'self-build housing group' refers to those people with housing needs that joint together and get involved in the planning, design, and building of their homes (<http://www.communityselfbuildagency.org.uk>). As people are actively involved in the planning, design, and building process of their homes, they form a supportive community through a resident association. The Urban Village Group uses this housing model to illustrate the approach for promoting the public participation in greenfield development.
6. A Rapid Transit System has been debated over 30 years in the city of Winnipeg. In October 2004, Mayor Katz appointed the Rapid Transit Task Force to make a study of rapid transit options and

the related benefits and costs. In October 2005, the Executive Policy Committee received the final report of the Rapid Transit Task Force and made some recommendations to the City Council. When conducting the interview, one City Councilor mentioned the Rapid Transit program is just suspended. More issues about the Rapid Transit plan can be found at the website of Winnipeg Rapid Transit (<http://www.winnipegrapidtransit.ca/plan.htm>)

7. In the City of Winnipeg, currently there is no Development Cost Charge or Development Levy Charge By-law which is prevalent in other large cities in western Canada for a significant municipal cost recovery of new development. Developers pay for all hard services of on-site infrastructure. For soft services, developers contribute 10% land for park or recreational purpose or cash-in-lieu. The sites for schools also are set aside by the developers but the cost of the sites can be repaid by the City. The Province of Manitoba provides funding to build the schools. For off-site infrastructure, the City takes a site specific charges which are calculated for regional drainage projects (at trunk service rate) and adjacent major roads. The cost of adjacent major roads usually is shared equally by the municipality and the developers. More detailed information could be found in the publishing of Canadian Mortgage and Housing Corporation in 2005 (*Uses of Development Cost Charges*, CR File No. 6625-50)
8. Neoconservatism refers to the political thought in Canadian politics beginning in the 1980s and rising to prominence in the 1990s, especially in Ontario, Western Canada, and the federal government. It turns away from the earlier Progressive Conservative's interventionist Keynesian economics (state control or protection of the economy) to corporate control of the market, tending to support socially conservative policies.
9. The 'fused grid street pattern' combines the merits of traditional grid street pattern in downtown (safe, sociable streets and easy connectivity to community facilities) and the conventional loops and cul-de-sacs street pattern in suburbs (efficient land use for decreasing infrastructure cost). The fused grid is made up of large-scale (half mile) grid of collector streets. Within the large grid, there are four areas (neighbourhoods) of 40 acres. The street pattern within the neighbourhood is in the form of loops and cul-de-sac. More detailed information about fused grid is available at the website of Canadian Mortgage and Housing Corporation (CMHC Research Highlight, Socio-economic Series 04-038, 2004).
10. CentreVenture Development Corporation was established by the City of Winnipeg in 1999 to advocate and catalyze business investment, development and economic growth in downtown Winnipeg. The corporation is run by a volunteer board of directors from the private sector. It reports annually to the Executive Policy Committee of City Council. CentreVenture helps to promote private-public cooperation and innovative partnership for downtown revitalization with financial support and strategic management. The City of Winnipeg provided \$3 million as startup capital funding to CentreVenture's Urban Development Bank, plus permitting this corporation to market surplus city-owned properties for sale and redevelopment. In the later years, the City of Winnipeg approved an additional \$7 million deposit to the Urban Development Bank. The Province of Manitoba also provided another \$500,000 as funds of this corporation. More details can be found at its website (<http://www.centreventure.com>).

11. Currently, the bylaws of City of Winnipeg dose not permit developers to build sidewalks on both sides of residential streets in new residential communities (the sidewalk is only on one side of residential street). In Nov.14, 2006, MHRC and Ladco Company requested the City Council to permit the developers to build sidewalks on both side of residential streets in the Public Hearing of the Waverley West Northeast Neighbourhood Area Structure Plan. Information regarding the provincial funding is provided by a planning consultant familiar with the Waverley West development.
12. The Infrastructure Canada Program was launched by the Government of Canada in 2000. This \$2.05 billion program aims to enhance the quality of environment, support for long-term economic growth, and promote innovation and best practice. More information can be found at its website (<http://www.infrastructure.gc.ca>).
13. The Green Municipal Funds is a \$550 million endowment established by the Government of Canada in 2000 to promote municipal environmental projects that generate measurable environmental, economic, and social benefits. It is managed by the Federation of Canadian Municipalities. More information is available at its website (<http://www.fcm.ca/english/gmf/gmf.html>)

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# Appendices

## Appendix A: Interview Questionnaire

### Introduction

The brief introduction of the interview will give the respondent a better understanding about the concept of Sustainable Community Development and the Urban Village concept, facilitating the interview process.

### 1. Sustainable Community Development

Sustainable development is development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. Particularly, the terms of urban sustainability can be defined as:

- **urban environmental sustainability** - the long term balance of human activities in urban systems with their environmental resource base (as each of these is constantly changing, 'sustainability' is a direction rather than a fixed goal)
- **urban development** - the evolution and restructuring of physical and human urban systems in their global context (also a direction, not an end-state)
- **sustainable urban development** - actions which steer urban development towards the moving goals of environmental sustainability
- **sustainable urban form** - the physical and spatial forms which are both cause and effect of sustainable urban development (not necessarily simple or fixed patterns)

*Source: Faculty of Architecture, University of Manitoba, 2003, p.41*

Many urban planning researchers have summarized the characteristics of urban sustainability (See Table1).

**Table 1 Characteristics of urban sustainability**

1	gains in energy and materials efficiency- materials, land and energy conserving - resource budgeting and prudent consumption - reliance on renewable sources of energy
2	long-lasting built structures
3	reduction of auto-dependence, efficient public transport systems and pedestrian networks waste reduction and recycling - composting
4	increased (usually) average residential density and mixed development
5	proximity between home and work
6	promotion of local self-reliance - regional independence - improved use of local resources

7	supply of healthy food from local sources
8	protection of agricultural land and regional landscape functions; improvement of city's natural environment - bio-diversity and resilience
9	promotion of economic diversity and vitality
10	creation of community (including social justice, equity and strong social fabric) to counteract tragedy of the commons
11	development of high-quality, livable urban environment (public realm)
12	a circular metabolism - (affecting ways the urban system and constituent parts are organized)
13	respecting limits of the regions carrying capacity

Source: van Vliet 2000. Also see reports by Aberley (ed) 1994; Breheny 1992; Calthorpe 1993; Gilman 1991; Grant 1993; Gade 1988; Kennedy and Haas 1994; Berridge et al 1991; Lowe 1991; Lyle 1994; Novem 1992; NRCan 1994; Perks and Van Vliet 1994; van der Ryn and Calthorpe 1986; van der Ryn and Cowan 1996; van Vliet 1994; Walter et al 1992.

Sustainable Community contains key characteristics of urban sustainability for the community development. In Canada, Canada Mortgage and Housing Corporation identified 12 features common to Sustainable Communities (See Table 2).

**Table 2 Twelve Key Features of Sustainable Communities (by CMHC in 2000)**

1. Ecological Protection	7. Affordable Housing
2. Higher density and transit-supported urban design	8. Livable Community
3. Urban Infill	9. Low-impact sewage and stormwater treatment
4. Village Centres	10. Water conservation
5. Healthy Local Economy	11. Energy sufficiency
6. Sustainable transportation	12. The 3Rs ( <i>encourage material reduce, re-use, and recycle</i> )

Source: CMHC (Research Highlight, Social-economic Series Issue 74), 2000, p.2

## 2. Urban Village concept

An Urban Village is a settlement concept that is small enough to create a community- a group of people who support each other, but big enough to maintain a reasonable cross section of facilities (See Table 3). It can be created both on greenfield or derelict land and within existing development. The Urban Village projects are typified as complicated, large scale, and long term (usually 10 years or even longer) urban development.

An Urban Village strategy is essentially an intensification strategy which is used as a growth management tool to counteract unsustainable growth patterns which is typified by the decentralization and segregation of housing, retail and employment.

**Table 3 Key features of Urban Village**

1. Higher density	6. 3,000-5,000 population
2. Mixed use	7. Up to 400 acre size
3. Mix of tenures	8. Wide ranges of facilities
4. High design quality	9. Planned by a master plan and design codes
5. Based on walking	10. Public involvement for community development

Source: Huxford, 1998, p.1-2

## Questionnaire

1. Many urban planning researchers have provided characteristics of typical suburban development in North America in the past 15 years. Which of these characteristics are consistent with your view of recent suburban development in South Winnipeg in the past 10 years?

No.	Characteristics of Typical Suburban Development	Yes	No	Don't know
1.1	low density pattern dependent on infrastructure extension, availability of cheap energy, and land	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.2	automobile dependency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.3	lack of public transit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.4	wide streets, lack of pedestrian scale and amenity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.5	little hierarchy of open spaces, or clearly defined public places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.6	fragmented ecosystems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.7	high materials and energy consumption of non-renewable resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.8	anonymity and placelessness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.9	deficiency of jobs housing balance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.10	dispersion and segregation of activities, (home, work, shopping and play)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.11	implied segregation of people and activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2. Do you consider recent suburban development in South Winnipeg to be sustainable for urban growth?

- Strongly agree
- Somewhat agree
- Somewhat disagree
- strongly disagree
- don't know

3. Are you aware of any urban growth management policy in the City of Winnipeg?

3.1 In what ways do you consider this urban growth management policy can influence the greenfield development in South Winnipeg?

<b>Q. 3</b>	
<b>Q. 3.1</b>	

*Note: Question 4 to Question 7 is only for developers*

4. Which part of Winnipeg is your company actively involved in residential development?

- Downtown
- Southeast Quadrant
- Southwest Quadrant
- Northeast Quadrant
- Northwest Quadrant
- Others: (Please specify) \_\_\_\_\_

5. What kinds of land does your company prefer for new residential development?

5.1 Why do you prefer such kind of land?

Land Category	Why?
<input type="checkbox"/> Greenfield	

<input type="checkbox"/> Brownfield	
<input type="checkbox"/> Developed area (infill project)	

6. What kinds of housing types has your company built?

- Single family housing
- Duplex
- Townhouse
- Apartment
- Condominium
- Others: (Please Specify) \_\_\_\_\_

7. Which features of sustainable community development have been considered or partly used in your development in Winnipeg?  
(Please specify the communities if they take some of these development features)

Features of Sustainable Community	Considered	Used	Name of Community
7.1 Ecological Protection	<input type="checkbox"/>	<input type="checkbox"/>	
7.2 Higher density and transit-supported urban design	<input type="checkbox"/>	<input type="checkbox"/>	
7.3 Urban Infill	<input type="checkbox"/>	<input type="checkbox"/>	
7.4 Village Centres	<input type="checkbox"/>	<input type="checkbox"/>	
7.5 Healthy Local Economy	<input type="checkbox"/>	<input type="checkbox"/>	
7.6 Sustainable Transportation (walking, biking, transit)	<input type="checkbox"/>	<input type="checkbox"/>	
7.7 Affordable Housing	<input type="checkbox"/>	<input type="checkbox"/>	
7.8 Livable Community	<input type="checkbox"/>	<input type="checkbox"/>	

7.9 Low-impact sewage and stormwater treatment	<input type="checkbox"/>	<input type="checkbox"/>	
7.10 Water conservation	<input type="checkbox"/>	<input type="checkbox"/>	
7.11 Energy efficiency	<input type="checkbox"/>	<input type="checkbox"/>	
7.12 The 3Rs (encourage material reduce, re-use, and recycle)	<input type="checkbox"/>	<input type="checkbox"/>	

8. In your opinion, would the key features of Urban Village concept (*mentioned in the introduction*) be supported by the following bodies as the alternative or part of the alternative new suburban development pattern for greenfield sites in South Winnipeg? (Please specify your reason of selection)

No.	Categories	Strength of Support				Why?
		<i>Negative</i>	<i>Positive</i>	<i>It depends</i>	<i>Don't know</i>	
8.1	Politicians of municipal government	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.2	Public Planners of planning authority					
8.2.1	<i>Land use planner</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.2.2	<i>Engineering planner</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.2.3	<i>Transportation planner</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.3	The Public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.4	Non-profit development organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

8.5	Homebuyers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.6	Developers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.7	Builders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.8	Private Development Consultants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.8.1	<i>Planners</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.8.2	<i>Architects</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8.8.3	<i>Engineers</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

9. In your opinion, within the following list of general and specific characteristics of Urban Villages, which characteristics may be applicable for the development of greenfield sites in South Winnipeg?

Characteristics	Difficulty of Applicability			
	<i>Easy</i>	<i>Medium</i>	<i>Difficult</i>	<i>Don't know</i>
<b><i>9.1 General Characteristics</i></b>				
<i>Mixed residential &amp; commercial development</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>About 40 hectare (100 acre) community size</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>3,000-5,000 community population</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Theoretical 1:1 ratio between jobs and residents</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Higher Density development</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



<i>Pedestrian friendly environment</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.2 Housing</b>				
<i>Mix of housing tenures</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Mixed housing types</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Special need housing (e.g., retirement housing, student housing, affordable housing etc.)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.3 Street Pattern</b>				
<i>Grid street pattern</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Reduced Right of Way</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Pedestrian friendly street design</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Arterial street sited at the periphery of village</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Traffic calming design</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Small street block with many alleyways</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.4 Public Transportation Provision</b>				
<i>Regular Bus services</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Rapid Transit connection</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>LRT connection</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.5 Parking</b>				
<i>Garage behind the house</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Limited one side street parking</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.6 Facilities</b>				
<i>Daily Shopping</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Basic Health</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Primary School</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Recreation and cultural facilities</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<b>9.7 Open Space</b>				
<i>Central Square</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Small parks or gardens in the community</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Large greenbelt at the community's periphery</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.8 Building Design</b>				
<i>Different types and size of building</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Architectural distinction and variety</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.9 Environment</b>				
<i>Noise control</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Domestic &amp; commercial waste recycling</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>High standards energy efficiency design</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Ecologically sound sewage treatment</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Water management and recycling</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Conservation of Natural Elements</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Provision of wildlife habitat protection</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.10 Regional Urban Villages</b>				
<i>Regional Urban Village development along transportation corridors</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. In 2003, the Southwest Fort Garry Design Charrette raised some innovative *concepts* about mixed land use, higher density, mixed housing types, and affordable housing for Waverley West. In 2005, the Area Structure Plan (draft) of Waverley West released some *development policies* which also support mixed land use, higher density, and mixed housing types. But the *development policies* in the Area Structure Plan do not have the depth as same as the innovative *concepts* suggested by the Southwest Fort Garry Design Charrette. E.g., the *development policies* in the Area Structure Plan only support the single town centre as mixed use area while the *concepts* from Southwest Fort Garry Design Charrette suggest multi town centres and neighborhood centres as mixed use area. Also the *development policies* do not reflect obvious support for affordable housing. Despite the Area Structure Plan mentions the

detailed objectives of higher density and mixed housing types will be addressed in the later Neighbourhood Area Plan, in your opinion, why there is some disconnects between the *concepts* and the *development policies*?

<b>Development Characteristics</b>	<b>Concepts from Southwest Fort Garry Design Charrette</b>	<b>Development policies in Area Structure Plan of Waverley West</b>	<b>Why?</b>
Mixed land use	- <i>Multiple Town centres with neighbourhood centres (commercial &amp; employment centres)</i>	- <i>One town centre with several neighbourhood commercial areas</i>	
Higher Density	- <i>Single Family (Large lots 55 feet wide)</i> - <i>(Small lots 32 feet wide)</i> - <i>Townhouse &amp; apartments</i>	- <i>Provide development policy support but not quantify the objective of higher density (will be addressed in the Neighbourhood Area Plan)</i>	
Mixed housing types	- <i>Single Family 35% (Large lots 55 feet wide)</i> - <i>Single Family 30% (Small lots 32 feet wide)</i> - <i>Grounded Oriented Town House 20%</i> - <i>Apartment 10%</i> - <i>Lofts 5%</i>	- <i>Provide development policy support but not quantify the objective of mixed housing types (will be addressed in the Neighbourhood Area Plan)</i>	
Affordable Housing	<i>High and medium density housing located within easy access of public transit should provide affordable housing options to potential homebuyers, students and aging or disadvantaged groups</i>	- <i>No obvious development policy support</i>	

10.1 Given the conventional suburban development pattern in South Winnipeg, do you think mixed land use, higher density, mixed housing types, and affordable housing will be the challenges for alternative suburban development? (Please specify your reasons)

Development Characteristics	Challenges				Why?
	<i>Yes</i>	<i>No</i>	<i>It depends</i>	<i>Don't know</i>	
Mixed land use	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Higher Density	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Mixed housing types	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Affordable Housing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

11. In your opinion, which of the following implementation elements of Urban Villages would be the challenge for Urban Village delivery in South Winnipeg? (Please specify your reason of selection)

11.1 Are there any potential measures which can be applied to minimize the challenges? What might these potential measures be?

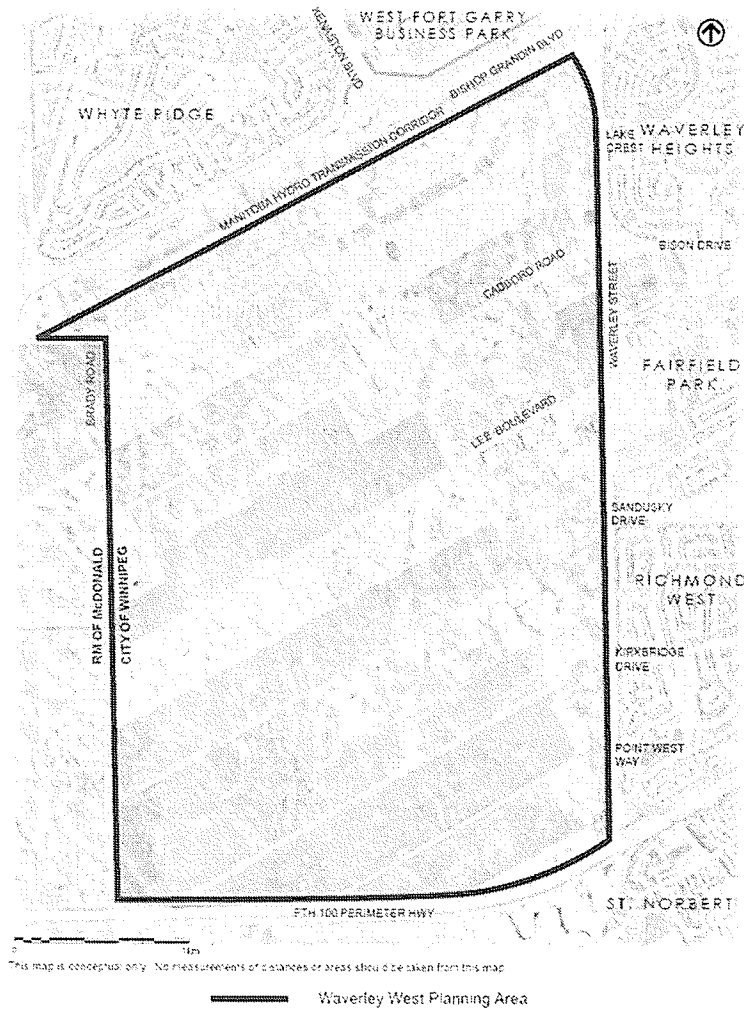
Implementation elements	Challenges				Why?	Potential Measures
	Yes	No	It depends	Don't know		
<b>11.1 Design Process</b>						
- An integrated design team which includes developers or development consultants, municipal planners and regulators, sociologist, transport engineer, hydrologist, ecologist, building engineer, energy engineer, architects and landscape architects.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<b>11.2 Planning Control</b>						
- Partnered with the developer of Urban Village development, local planning authority can establish a clear planning framework which includes the vision, objectives, local context, design policy framework, and planning policy foundations for new development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- Legislative support to make planning designation for the whole site of Urban Village development in Municipal Development Plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
-Legislative support to flexible amendment of zoning bylaw and other planning regulations, such as adopting performance based zoning bylaw, to support innovative development ideas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

- Local planning authority can streamline the planning application and approval process to support innovative development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<b>11.3 Public Participation</b>						
- Early informed public participation before planning application, the public are aware of implications, alternatives and tradeoffs of new development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- Extensive public participation (usually beyond statutory requirement, including open houses, community meetings, forums, market research, resident advisory committee, meeting with interest groups, planning workshop) through out the development process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<b>11.4 Land Assembly</b>						
- Developer can obtain single land ownership for the whole site of Urban Village development (at least the single land ownership within a partnership)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
-When necessary, local government can acquire the scattered land compulsorily to promote single land ownership of the developer						
<b>11.5 Project Funding</b>						
- Senior or local government can provide public funding through grants, gap finance, and interest free loans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

- Private developers' own funds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- Private sector borrowing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<b>11.6 Establish Close Public-Private Partnership</b>						
- The public sector can share the risk of the project with private sector in the long-term (e.g. 10 years) development process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
-The public sector can provides significant portion of funding for infrastructure, school, public transportation, and special need housing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- The public sector can maintain consistent policy and regulation support within the long-term (e.g. 10 years) development process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- The private sector can afford some portion of funding for site infrastructure, school, and special need housing.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
- Partnered with the public sector, the private sector can have strategic development considerations, such as phase development, to maintain its own funding and the quality of full scale development (initially set in the master plan) in the long-term (e.g. 10 years) development process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

## Appendix B: Case of Waverley West in South Winnipeg

This appendix will introduce the new residential development of Waverley West in South Winnipeg and explicate the development proposals from Southwest Fort Garry Design Charrette in 2003 and the facts of the draft Area Structure Plan of Waverley West in 2005. It tends to provide detailed context information for the position of new greenfield development in the South Winnipeg.



**Fig.1. Waverley West Planning Area**

The proposed urban residential development site of Waverley West (Fig.1) is located in Southwest Winnipeg with total land area about 3,000 acres (1,100 ha). The site is bordered by Waverley Street on the east, Perimeter Highway on the South and Brady Road on the west. There



are three existing communities adjacent to the new development, Whyte Ridge on the north and Waverley Heights and Richmond West on the east. The province of Manitoba and Ladco Development Company owns most of the land area while the City of Winnipeg, the University of Manitoba and Manitoba Hydro also own some small parcels of land within the boundaries. Waverley West development will be the largest residential subdivision in the city of Winnipeg, with plans to build up to 13,000 homes for as many as 30,000 people over the next 25 years (New Winnipeg Website, 2005).

According to the Plan Winnipeg 2020 Vision before April 2005, the proposed site area of Waverley West was designated as Rural Policy Area which does not provide for development. For the residential development in Waverley West to be allowed, the By-law regarding the proposed site area needed to be amended as being a Neighbourhood Policy Area. In spite of several criticism and debate for the new development, the initiative about Waverley West went its way to be a formal proposal for residential development in Winnipeg. In January 19 of 2005, the Mayor and Executive Policy Committee recommended the city council to make an amendment to Plan Winnipeg 2020. In April and May of 2005, the city council and the Intergovernmental Affairs Ministry of the Province of Manitoba approved the Plan Winnipeg amendment which would allow for the construction of Waverley West.

Early in April 2003, in order to explore future urban growth scenarios in Waverley West, urban planners, architects and local developers from the province and the city gathered at the University of Manitoba for a brainstorming Charrette which was held by Faculty of Architecture, University of Manitoba. In this Charrette, three design teams presented their innovative concepts and visions for the new development of Waverley West. "The proposals are innovative, bold and comprehensive. Proposed solutions framed by exciting new ideas of Smart Growth, mixed use, increased densities, village centres, complete community considerations, pedestrian linkages, transit, reduced dependence upon the private automobile, extensive green space and use of natural amenities to create a sense of place while being grounded in the realities of the market and development expectations" (Faculty of Architecture, University of Manitoba, 2003, p.2). The key design findings and the main concepts of master plan proposed by three design teams are

listed in the following table.

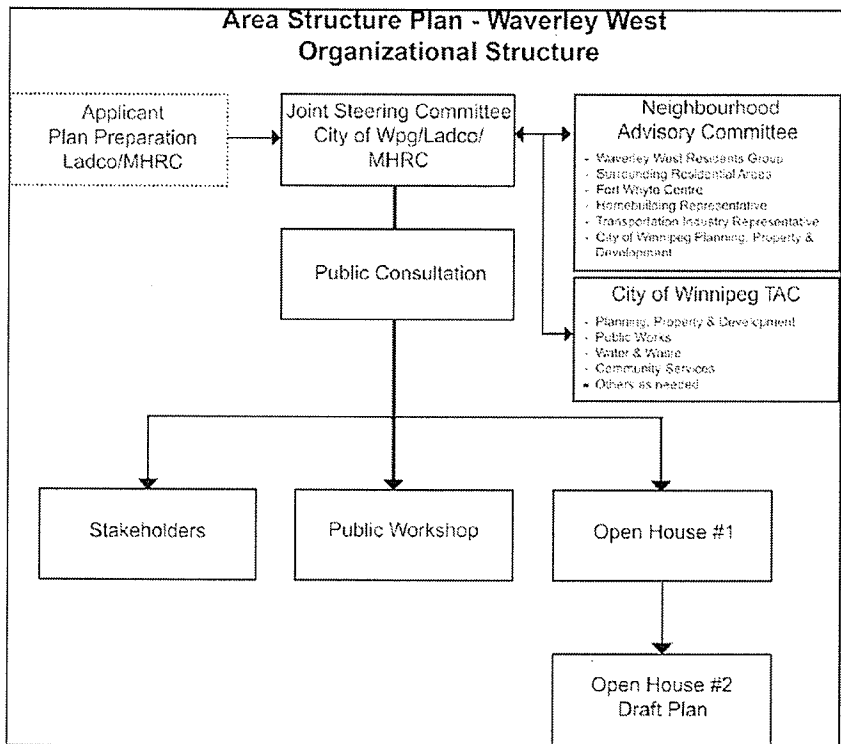
**Table 1: Proposed Principles from Three Design Teams**

	Team A	Team B	Team C
<b>Key design findings</b>	<ul style="list-style-type: none"> <li>- Integrate existing natural system with future development</li> <li>- Kenaston Boulevard: A Parkway through the site</li> <li>- Higher density, mixed-use town centres linked by multi-modal corridors</li> <li>- Promote a strong sense of Place</li> </ul>	<ul style="list-style-type: none"> <li>- Kenaston Boulevard: Relocated to western edge of the site</li> <li>- A walkable complete community promoting mixed land use, a broad range of housing, and multi-modal transportation</li> <li>- Modify existing standards of roads and buildings to promote innovative development</li> <li>- Integrate neighbourhoods with higher-density town centres</li> </ul>	<ul style="list-style-type: none"> <li>- Compact, mixed use neighbourhoods to with a range of housing alternatives</li> <li>- Sound connectivity with surrounding neighbourhoods and downtown by public transit, bicycle, and pedestrian systems</li> <li>- Mixed housing types, affordable housing options</li> </ul>
<b>Main Concept of Master Plan</b>	<ul style="list-style-type: none"> <li>- Town centres with mixed institutional, commercial, and higher-density residential use</li> <li>- Town centres linked by a transit corridor and a main street</li> <li>- Each neighbourhoods integrated with commercial &amp; employment centres</li> <li>- Kenaston Boulevard extended through the site and designed as the parkway</li> <li>- Encourage multi-modal movement in the neighbourhood</li> <li>- Transit nodes with 5 min walking distance</li> </ul>	<p><i>General Principles of New Community Design</i></p> <p><i>Transportation:</i></p> <ul style="list-style-type: none"> <li>- Multi-modal street design;</li> <li>- Kenaston Boulevard: Relocated to western edge of the site;</li> <li>- Integrated public transit</li> </ul> <p><i>Housing:</i></p> <ul style="list-style-type: none"> <li>- Mixed building use</li> <li>- Marketable and cost effective housing design</li> <li>- A broad range of housing with recreational &amp; social options</li> </ul> <p><i>Walkability:</i></p> <ul style="list-style-type: none"> <li>- Comfortable walking distance for housing, parks, schools and shops</li> </ul>	<p><i>Walkability:</i></p> <ul style="list-style-type: none"> <li>- Easy walking to transit and community service from residential sub-area</li> <li>- Two town centres offering a range of community services;</li> </ul> <p><i>Transportation equity:</i></p> <ul style="list-style-type: none"> <li>- Multi-functional roadways</li> <li>- Efficient transit service routes (including rapid line);</li> <li>- Kenaston Boulevard: relocated to western edge of the site;</li> </ul>

	<ul style="list-style-type: none"> <li>- Leed standards for building and community design</li> </ul>	<p><i>Change of current standards:</i></p> <ul style="list-style-type: none"> <li>- Standards for roads, paving, traffic calming, lighting, tree space and etc. need revising</li> </ul>	<p><i>Connectivity of open space:</i></p> <ul style="list-style-type: none"> <li>- Recreational greenway throughout the neighbourhoods;</li> <li>- Integrated with existing natural system</li> </ul>
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Source: Faculty of Architecture, University of Manitoba, 2003, p.49-80

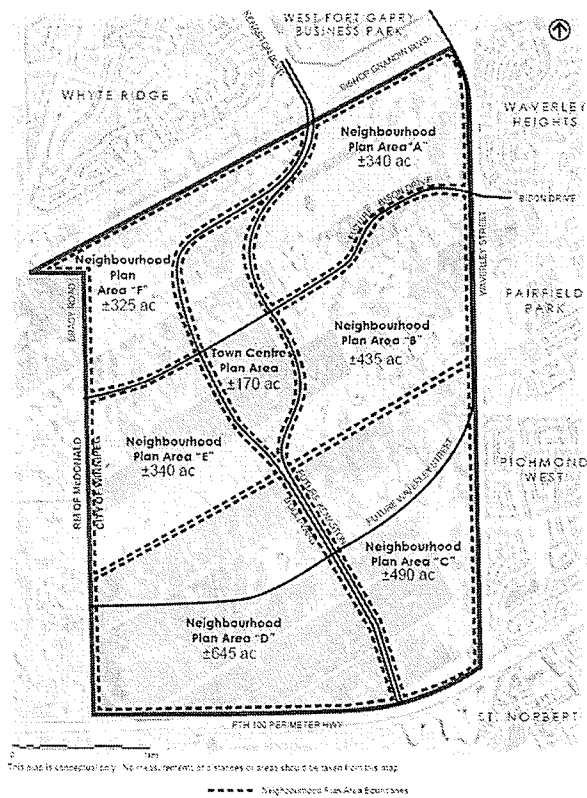
Currently, the City of Winnipeg, the Province of Manitoba, and Ladco Company have organized a Joint Steering Committee for guiding the development. The secondary planning process for Area Structure Plan of Waverley West is set to go through an extensive consultation program (See Fig 2).



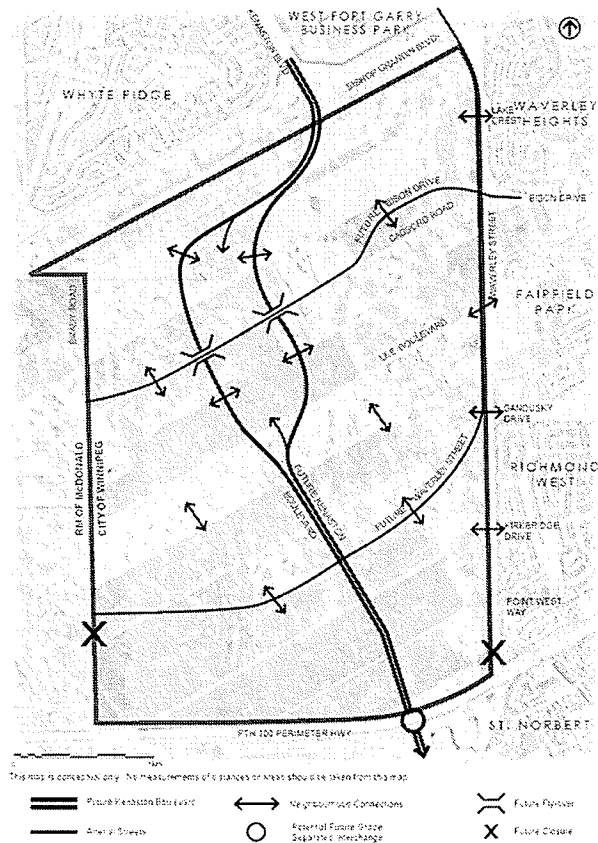
**Fig.2. Area Structure Plan of Waverley West  
Organizational Structure**

Since the amendment of Plan Winnipeg 2020 in April 2005, Waverley West Public Open House 1 and 2 have been held in Jun. 28 and Dec.15, 2005 for reviewing the preliminary concepts and the Draft Area Structure Plan respectively. The Area Structure Plan integrated with the following specific Neighbourhood Area Structure Plans will provide development policies and guidelines for development application, including subdivisions and rezonings (City of Winnipeg, 2005).

The Area Structure Plan of Waverley West is to establish the land use planning structure (See Fig.3) and the planning goals and objectives for neighbourhood land use in Waverley West, which may include residential, office, commercial, and other employment related development (City of Winnipeg, 2005). It depicts general outlines in the aspects of regional and local transportation (See Fig.4), residential neighbourhood development, commercial area development, town centre development, environmental preservation and enhancement, and community safety.



**Fig. 3. Waverley West Neighbourhood Plan Area**



**Fig.4. Waverley West Transportation Network**

The following table provides a quick glimpse for the vision and planning principles presented by the Area Structure Plan of Waverley West.

**Table 2: Vision and Planning Principles of Area Structure Plan of Waverley West**

Area Structure Plan of Waverley West	
<b>Vision</b>	<ul style="list-style-type: none"> <li>- Well serviced by regional and local transportation network (the extension of Kenaston Boulevard, Bison Drive and realignment of Waverley Street)</li> <li>- Efficient and convenient public transit (including future rapid transit)</li> <li>- Diverse housing choices and options</li> <li>- Walkable community integrating schools, parks, recreation facilities and commercial areas</li> <li>- Commercial areas are a hub of social activities, and integrated with higher density dwelling, transit hubs and neighbourhood focal points</li> <li>- A multi-faceted, mixed-use town centre with a main street environment</li> <li>- Environmental preservation and enhancement: energy conservation demonstration, and existing natural environmental enhancement</li> </ul>

	- Complete community environment
<b>Planning Principles</b>	<ul style="list-style-type: none"> <li>- Neighbourhood: to fulfill market demands and needs</li> <li>- Pedestrian connectivity: to provide pedestrian linkage and alternative transportation mode</li> <li>- Town centre-North: to provide mixed-use development</li> <li>- Greenway system: to link all neighbourhoods and integrate with trails, parks, and open space</li> <li>- Community pathway: to integrate neighbourhoods and amenities</li> <li>- Transportation system: to provide hierarchy of public streets, efficient public transit, and community pedestrian network</li> <li>- Primary commercial areas: to service surrounding neighbourhoods and beyond</li> <li>- Community recreational facility: to provide centralized, accessible facilities to both vehicular and non-vehicular traffic</li> <li>- Residential development: to provide a framework of housing development meeting the needs and desire of housing market</li> <li>- Commercial development: to establish a full range of retail and commercial services</li> <li>- Mixed-use development: to promote mixed land use in town centre and primary commercial areas</li> <li>- Emergency services: to provide fire, police and ambulance service for the area</li> <li>- Environmental awareness: to protect existing sensitive areas and use feasible environmental technologies</li> <li>- Park space: to provide outdoor recreation and park space</li> </ul>

Source: City of Winnipeg, 2005, p.11-13

**Figure Credits:**

City of Winnipeg (2005) *Draft Waverley West Area Structure Plan*.  
 < <http://www.winnipeg.ca/interhom/waverleywest/default.stm>>

**References:**

City of Winnipeg (2005) *Draft Waverley West Area Structure Plan*. Viewed on 23 Dec. 2005  
 < <http://www.winnipeg.ca/interhom/waverleywest/default.stm>>

Faculty of Architecture, University of Manitoba (2003) *Southwest Fort Gary Design Charrette*.  
 Viewed on 30 Sep. 2005  
 < <http://www.umanitoba.ca/faculties/architecture/site/pdfs/wwcharrettefinal.pdf>>

New Winnipeg Website (2005) *Waverley West*. Viewed on 20 Sep. 2005  
 <<http://newwinnipeg.com/news/info/waverley-west.htm>>

## **Appendix C: Research Participant Informed Consent Form**

Title of Study: *Urban Villages in Greenfields:*

*A Study of the Future Prospects in South Winnipeg*

Researcher: Jing Hua

This consent form, a copy of which will be left with you for your records and reference, is only part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

The study is being conducted by Jing Hua as part of the requirements to graduate with a Master Degree of City Planning from the University of Manitoba. This practicum is advised by Dr. David van Vliet of the Department of City Planning, Faculty of Architecture, University of Manitoba.

The practicum will explore the prospects, challenges and potential measures of building Urban Villages on greenfield sites of South Winnipeg. The researcher aims to make an empirical study of an Urban Village strategy which may be conducive to the exploration of an alternative, more sustainable suburban development pattern in the City of Winnipeg. This practicum is important as it can provide policy makers, urban planners and interested groups with a preliminary understanding about the position of the Urban Village strategy in greenfields of Winnipeg, facilitating the development of future urban growth management strategies.

The interview session of this study will take the form of key informant interviews by heavy-structured questionnaire. All questions are expected to be finished within one hour for each interviewee. The conversation in the interview will be tape recorded in order to facilitate the analysis of qualitative materials in the later report session. When the final report has been finished, all audio recordings will be stored under lock and key and will be destroyed after 3 years. If at any time during the interview you do not feel comfortable commenting on an issue, you may terminate the session as you wish. Also, if you have any questions or concerns during the interview session, please feel free to ask.

Your identity will be kept confidential. This means that your name, your position, your company and any other information that would give your personal identity away will not be included in the final report of the study. It will be anonymous to apply information gathered from the interview conversation into the final report, omitting all information such as names, names of organizations, positions within organization.

No payment or reimbursement will be provided for any expenses related to take part in this study. Your decision to take part in this study is voluntary. You may refuse to participate or you may withdraw from the study at any time. You are not waiving any of your legal rights by signing this consent form nor releasing the investigator from their legal and professional responsibilities.

This research has been approved by the Joint-Faculty Research Ethics Board. You are free to ask any questions that you may have about your rights as a research participant. For questions about your rights as a participant, you may contact the office of the Joint-Faculty Research Ethics Board, University of Manitoba, at 474-7122, or e-mail [margaret\\_bowman@umanitoba.ca](mailto:margaret_bowman@umanitoba.ca).

If you are interested in viewing the final report, it will be made available for you to read most likely by October 2006. This work will be published as a practicum and will be placed in the Architecture and Fine Arts Library at the University of Manitoba.

If you have any questions or concerns after the interview is completed, please feel free to contact myself \_\_\_\_\_ or Dr. Van Vliet at 474-7532 or [vanvliet@cc.umanitoba.ca](mailto:vanvliet@cc.umanitoba.ca).

Thank you for giving your time to participate in this interview session. Your input is extremely valuable to this research project and is greatly appreciated.

I, \_\_\_\_\_, give Jing Hua permission to use the information gathered during this interview under the conditions stated above for the purposes of researching the development of Urban Villages in Winnipeg.

Date: \_\_\_\_\_

Respondent's  
Signature: \_\_\_\_\_

Researcher's  
Signature: \_\_\_\_\_