

**Recreating place:
Heritage preservation as an approach to creating a sense of
place on obsolete industrial sites**

by
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**Recreating place:
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ABSTRACT:

The aim of this research is to identify how industrial heritage in redeveloping industrial areas may be used to contribute to a neighbourhoods sense of place. This is examined through case studies, semi-structured interviews and first hand observations. Focus is placed on planning processes and results yielded. This project began with the belief that highlighting a community's heritage, when done effectively, and at a comprehensive scale, will foster a distinct neighbourhood character and sense of place.

Based on the literature and research collected, an analysis of the strengths, weaknesses, opportunities and threats associated with incorporating the industrial heritage of South Point Douglas in Winnipeg Manitoba is provided. Future steps are also recommended. This community was chosen, in part, because of its large supply of underused industrial buildings, its central location, and its historical significance to the development of the City of Winnipeg.

Key Words: Brownfield, Deindustrialization, Heritage Preservation, Sense of Place
Neighbourhood Revitalization, South Point Douglas, Winnipeg

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DEDICATION:

To Monica and John

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CHAPTER ONE: INTRODUCTION

Drafting the Plan

Nothing is unthinkable, nothing impossible to the balanced person, provided it comes out of the needs of life and is dedicated to life's further development.

*Lewis Mumford
The Conduct of Life (1951)*

As society has become more urbanized, cities have expanded further across the landscape. Between 1971 and 2001, Canada's urban populations increased by 50%. During the same time, the country's urban area increased by an astonishing 96% (Statistics Canada, 2005, p. 5). This rapid shift in land development has led to a number of concerns caused by lower density development or *sprawl*, a commonly used term characterized as "essentially a suburban phenomenon...generally [described] as low density, favoring automobiles, and ...'scattered', 'unplanned', or 'ad-hoc' in its pattern" (Gillham, 2002, p. 290). Serious byproducts of this pattern of growth, as outlined by the United Nations (2008), include "increased commuting, ... greater energy use and air pollution, loss of green space, increased water consumption, and squandering of biomass" (p. 15).

As cities, populations, and investments expand outwards, a number of previously prosperous inner-city neighbourhoods experience deterioration. Many of these neighbourhoods were once well populated, safe, and walkable, with thriving local shops, opportunities for employment, and an active daily life. One can figure them as having a strong sense of community and as positive places to raise families. Today, they are often perceived as dangerous areas that should be avoided.

In addition to the trend of cities swiftly expanding outwards, another troublesome and complex change contributing to inner-city decline is a prominent inventory of obsolete and abandoned industrial buildings and spaces. These remnants from the industrial age are often no longer well suited to the needs of today's industries due to changing infrastructure needs, "technology, and patterns of behavior" (Berens, 2011, p. 18). This leads to the question, what should be done with these spaces now?

1.1 STATEMENT OF THE PROBLEM:

Refashioning former industrial areas to accommodate other uses is difficult. Doing so with the added goal of being sensitive to the physical, environmental, economic, and social contexts in an attempt to enhance a neighbourhood's sense of place, is an even taller order.

If ignored and left to decline, obsolete industrial areas create a number of problems that are barriers to growth and new opportunities. They are often hazardous eyesores and soil and ground water contamination can pose health risks (USEPA, 2011, n. p.). Developers and financial institutions may be less inclined to invest in these areas due to potential pollution and a host of other issues, such as a lack of expertise in such complex situations; perceived potential for greater delays in development because of regulatory processes; and overall higher risk levels often associated with obsolete industrial sites and the sites surrounding them (Davis, 2002, p. 9). In addition, these areas commonly have "outdated parcel sizes, inadequate roads for modern truck access (and) aging infrastructure" that do not accommodate modern industries (Howland, 2004, p. 90).

While taking appropriate steps to improve former industrial areas is challenging and complex, it is an important issue to tackle for environmental, economic, and social reasons. Environmental benefits can often be achieved due to existing proximity to places of employment, amenities, and transit networks, reducing reliance on private vehicles. Intensification of development can lead to more efficient use of existing infrastructure, which may help reduce pressure to develop green field sites. Economic benefits are possible in the form of increased employment opportunities and property tax revenue due to increased property values in and adjacent to former industrial areas. Through these improvements, social benefits may occur for local residents, such as a better quality of life, increased sense of ownership and a reduction of blight (B.C. Ministry of Environment, 2007, p. 3).

Unfortunately, when reuse or redevelopment does occur, it has sometimes been criticized as a gentrifying process insensitive to the existing communities, culture and histories, taking a *tabula rasa* approach.¹ The result, claim Bliet and Gauthier (2007), are often “landscapes that are economically, culturally, and spatially disconnected from surrounding urban neighbourhood’s (p. 40).

This research explores how using a community’s industrial heritage as a key part of a development strategy may aid in producing neighbourhoods more sensitive and better suited to the local context. The aim is to explore whether and how industrial heritage preservation may contribute to creating a sense of place and the processes central to doing so.

¹Latin term defined as “an opportunity for a fresh start; clean slate” (Dictionary.com, 2014, n. p.).

1.2 SIGNIFICANCE OF THE PROJECT:

Most significant, this research contributes to the discussion of how better placemaking can be achieved through heritage preservation of obsolete industrial sites. Simply defined, by the Project for Public Space (n. d.), placemaking is an approach to planning and design that “capitalizes on a local community’s assets, inspiration, and potential, ultimately creating good public spaces that promote people’s health, happiness, and well being” (para. 2).

My research provides more information regarding placemaking in areas largely consisting of obsolete industrial sites. Results of past efforts have been collected mainly through the literature review, analysis of precedent cases and interviews. Past research has shown redevelopment of industrial areas increases residents’ level of pride in their neighbourhood, economic opportunities, municipal funding, and environmental quality (Bacot & O’Dell, 2006, p. 144). These benefits all contribute to a higher quality of life for residents. It is currently unclear, however, whether incorporating a heritage component has the potential to increase the quality further.

While examples of such projects are available, little academic literature appears to have been written on the historical and cultural significance of these sites (Bliet & Gauthier, 2007, p. 40). Even though some industrial buildings and spaces of heritage value are preserved, more are lost, either through demolition or neglect. I hope that additional information on the subject will reduce this trend, and highlight the opportunities local history provides for creating a sense of place when such buildings and landscapes are incorporated.

Lastly, I hope that the research will be of value to the community of South Point Douglas. This practicum lists views of some of the residents of the neighbourhood, as well as

those of planning and heritage experts. Ideally, the research will be helpful when considering and creating a desired future direction for the community by showcasing opportunities highlighting the area's industrial heritage.

1.3 SOUTH POINT DOUGLAS - SITE CONTEXT:

1.3.1 Historical Beginnings

South Point Douglas (SPD) was chosen as the main location for my study. It has been referred to as the city's oldest neighbourhood and acknowledged as the birthplace of Winnipeg. In its earliest known history, Indigenous peoples inhabited the area. It was settled by Europeans in 1812 and developed as a rural farming community populated by the Selkirk Settlers. This group, aided by the Scottish noble Lord Thomas Douglas, the 5th Earl of Selkirk, were the first colonist families to settle in the Red River Valley and western Canada (Point Douglas Residents Committee, 2010, n. p.).

Struck by the widespread displacement experienced by many in his home country, Douglas set out to bring impoverished Scots to the New World. He purchased property from the Hudson Bay Company (HBC), which owned a great portion of land that later become the Province of Manitoba. Douglas, in turn, granted the land to Scottish and Irish newcomers (Morton, 1962, n. p.). Centered on HBC's Fort Douglas, the community was successful at establishing settlement roots, creating the beginnings of a neighbourhood that would become known as Point Douglas (PD). This occurred despite tremulous beginnings, which included conflicts with the Northwest Company, "short rations, floods, fires, frosts, grass-hoppers and drought" (Henderson, 1967, n. p.). The group's ability to survive was aided by Peguis, a local

Ojibway Chief, and his band, which helped provide food and shelter. In 1817, Chief Peguis and other local Chiefs agreed to allow Douglas and his community access to 300,000 sq. kms of land, securing the fledgling colony more stability (Wilson, 2011, n. p.).

In 1881, the Canadian Pacific Railway (CPR) built a rail line through the centre of PD, dividing the point into two neighbourhoods; the north remained mostly residential, while the south, now known as SPD, became more industrial in nature due to its proximity to the Red River and the rail line. An impressive train station was constructed on Higgins Avenue, just east of Main Street. This transportation node brought a number of new residents from eastern Canada and Europe to the city, many of whom settled in the PD area (City of Winnipeg, 2008, p. 8).

Growth and prosperity continued through the late 19th and early 20th centuries. Some of Winnipeg's wealthiest and most celebrated forefathers and businessmen including Alexander Ross, John Norquay, James H. Ashdown, W. G. Fonseca, Robert Logan, E. L. Barber, and John Higgins resided in PD. To meet the demands of the growing population, the number of businesses located along Main Street increased (Henderson, 1967, n. p.).

The south and east boundaries of the neighbourhood received additional, mainly industrial enterprises along the banks of the Red River, replacing farms. Early industry mainly consisted of lumber mills, flourmills and small factories. Some of the original companies included "Brown and Rutherford, the Sprague Lumber Co., Turnbull and McManus, City Flour Mills, Ogilvie's, McLean Flour Mills, Vulcan Iron Works, and the Winnipeg Brick and Tile Company" (Henderson, 1967, n. p.). Evidence of some of these ventures is still present in the neighbourhood through remaining structures and debris. These industrial spaces currently



Figure 1: Sites contaminated, potentially contaminated, or impacted by adjacent contamination in South Point Douglas (City of Winnipeg, 2008, p. 25)

exist in a variety of conditions. Figure 1 shows the boundary of SPD, outlined in black. It also shows the legacy of contamination illustrating the sites Manitoba Conservation classifies as *contaminated* (dark brown), *potentially contaminated* (light brown) or *impacted by adjacent contamination* (grey) (City of Winnipeg, 2008, p. 25).

1.3.2 Current State

SPD is located northeast of Downtown Winnipeg and its southwest corner actually within Downtown's boundary. The neighbourhood is bounded on the east and most of the south side by the Red River. Galt and Logan Avenues create the remaining south side limit; Main Street bounds the west side and the CP Rail Line the north. The neighbourhood's location has many desirable features from developers' and residents' perspectives. It is located close to a number of employment opportunities, leisure activities, and community amenities, such as schools and churches. It is serviced well by public transportation and has easy access to major thoroughfares.



Figure 2: Light industry seen from the Disraeli Freeway, facing eastward above the CPR line
(Bryan Scott, 2010)

The area also contends with a number of serious challenges. It features some of the poorest quality housing stock in the city and is divided by the Disraeli Freeway, which becomes elevated beginning at Argyle Street moving northward. It also continues to be dominated by a number of light industrial activities and is mostly zoned to accommodate such land uses. This zoning prevents the development of new housing, as well as, additions and structural repairs to existing housing within the district.

The scantily populated neighbourhood has experienced mostly decline since the 1950s. The 2006 census data shows a population of only 230 residents and a density of 337.4 per square kilometer. Residents have a high rate of unemployment at 23.1%, compared to the city's average of 5.2%. This has led to a higher rate of poverty compared to the city as a whole. In 2001, 57.1% of SPD residents were in rented accommodations, compared to 36.4% of the city's total population (City of Winnipeg, 2006). Negative issues faced in SPD are not uncommon in communities where a high proportion of the land area is industrial sites. Current zoning is shown in Figure 3. Grey indicates light and heavy industrial, light blue is



Figure 3: Current zoning (City of Winnipeg, 2008, p. 20)

downtown multiple use, dark blue is recreational and red is commercial community.

Individuals living in communities with high levels of industrial uses often experience segregation, higher exposure levels to pollution, educational disadvantages and destructive behavior (NEJAC, 1996, p. 12).

As a community of focus in recent years, the City's Planning, Property and Development Department conducted a neighbourhood inventory and a number of consultations in 2008 and 2009. Information was collected on the location and condition of housing, land use, property ownership, current zoning and information was gathered about historical buildings. A list of relevant case studies was also documented (City of Winnipeg, 2008, pp. 4-5). The information collected in my study is intended, in part, to build on this material, in order to better inform future development approaches and determine the value of preserving the area's existing industrial structures and character.

This neighbourhood has great potential for improvement and is experiencing increased attention and momentum. SPD appears to have a strong grassroots, ground-up approach to

tackling issues. The Point Douglas Residents Committee (PDRC), a volunteer organization active in SPD and the neighbourhood of Point Douglas, since the 1970s, leads this (PDRC, 2010). The neighbourhood also has a number of individual resident leaders who play active roles. With all of the positive elements currently in place, it appears an ideal time for the City to develop long-term development strategies with the involvement and support of local community members.

The City of Winnipeg (2008a) states, “by the late 20th century, many of the industrial uses [in the community] became obsolete and were abandoned. Studies indicate that South Point Douglas no longer represents a strategic or desirable location for much of today’s industry” (n. p.). Since these buildings and sites represent a large portion of the neighbourhood’s built landscape, it is worthwhile exploring how they can be remediated, if needed, and reclaimed for new purposes instead of entirely discarded.

1.4 RESEARCH QUESTIONS:

This practicum addresses three main questions:

- **Question 1:** How has heritage preservation on redeveloped obsolete industrial sites aided in defining a distinct and positive sense of place?
- **Question 2:** What lessons can be learned from redeveloped obsolete industrial sites that have incorporated heritage preservation?
- **Question 3:** What strengths, weaknesses, opportunities, and threats would be involved in maintaining / highlighting aspects of industrial heritage in Winnipeg’s South Point Douglas neighbourhood and how may they be addressed?

1.5 SCOPE AND LIMITATIONS:

The focus of this research is on how industrial heritage preservation can aid placemaking when redeveloping obsolete industrial areas. Attention is centered on South Point Douglas and how the community may benefit from such an effort. A key aspect to placemaking in planning is that it is directed by the community and involves the community creating a common vision for the future (pps.org, n. d., para. 1). If this practicum involved a real world project inspired by placemaking theory, the initial direction would ideally be derived from community input instead of having a predetermined focus.

Other limitations impacting the research and results collected here include a limited interview pool and restricted engagement of stakeholders. Finding potential interviewees knowledgeable about my case study locations and willing and able to discuss them was challenging. One case study is located in Montreal, where language barriers restricted potential participants.

In addition, unlike in a controlled study, a number of conditions differing between SPD and the case study sites make it difficult to fully foresee if policies, processes, or frameworks successful in one location would achieve similar results in another. This leaves room to debate what policies, processes and frameworks are likely to aid in placemaking and industrial redevelopment in a general sense.

1.6 ETHICAL CONSIDERATIONS:

This practicum deals with elements of environmental justice. It is intended to reduce the unethically large burden caused by SPD's concentration of current and previous industrial

uses and the negative byproducts created. The most prevalent ethical concern directly affecting my study involves the treatment and consideration of SPD residents, business and property owners. Any development, especially on a large scale, will affect them the most. Since information from local stakeholders on their hopes for the community's future has already been collected and made available, they have played a limited role in this study in terms of primary data collection (see City of Winnipeg, 2008; BridgmanCollaborative Architecture, 2008).

Ethical concerns are also a consideration because this study involves limited discussion of sites considered to be brownfields. Landowners are often uncomfortable having their property labeled as a brownfield because of possible legal issues involved. Landowners commonly fear such labeling will have negative impacts on the value of their land, and the availability of future development financing (Yount & Meyer, 1994, p. 339). Since brownfield sites in SPD have already been identified (see City of Winnipeg, 2008, pp. 23-26), this issue does not affect my study greatly, but is still a consideration and has been approached cautiously.

1.7 PRACTICUM OVERVIEW:

This practicum features six chapters. The following chapter provides a literature review exploring planning and industrial redevelopment, planning and heritage preservation and the theories about place and placemaking. Chapter Three describes the research methods used in this project. These include case studies, first hand observations and interviews.

Data collected through case study investigation and observation is described in Chapter Four. This is followed by an examination of how lessons learned from these cases may be applied to SPD. The strengths, weaknesses, opportunities and threats involved with using SPD's industrial history to further develop its sense of place is also considered.

The final chapter summarizes the study, discusses findings pertaining to my research questions, as well as reflections on the study and future research directions.

CHAPTER TWO: LITERATURE REVIEW

Laying the Foundation

We want to know the trails that were walked, the battles that were fought, the tools that were made. We want to know the beautiful or useful things that were built and the originality that was shown, the adaptations that were made and the grace-notes to life that were sounded. We want to know the experiments in community living that were tried and the lessons that were taught by a brave failure as well as by a brave success.

*Sidney Hyman
With Heritage so Rich (1966)*

A literature review “describes the history of the topic and key literature sources, illustrating major issues and refining the focus of the research” (Gray, 2009, p. 53). The review was approached with the goal of helping to inform responses to the research’s key questions.

This study was first inspired and subsequently shaped by two key findings discussed in brownfield literature. The first is that heritage preservation strategies/initiatives on industrial brownfield sites, if they are to be implemented, will need to be encouraged by governments and other agencies through policies and financial incentives. This statement is derived from the work of Desmond Bliet and Pierre Gauthier (2007) and Carol Norton (2005). By investigating two case studies, discussed later in this document, my hope is to add to existing knowledge regarding which, when, and how policies and incentives can be best delivered.

The second finding in brownfield literature that inspired this study is that heritage preservation on industrial brownfield sites can foster a *distinct neighbourhood character*, which can increase residents’ “sense of place” and overall quality of urban life. The U.S. National Environmental Justice Advisory Council (NEJAC, 1996) has claimed this is often the

result in many projects. These claims may be transferable to obsolete industrial sites in SPD and thus provide a direction towards positive future development.

The literature review is divided into three sections. The first focuses on industrial redevelopment and the second on heritage preservation. The final section examines the evolution of place and placemaking theory.

2.1 INDUSTRIAL DEVELOPMENT AND URBAN PLANNING IMPACT:

In many instances, industrial development has had a profound impact on the formation and growth of cities and continues to play an important role in how they grow, decline, and renew today. Early industries were often located on the banks of waterways for trading and power generation. Waterways influenced the location of initial transportation networks, such as road, rail, and canal systems (Berens, 2011, p. 3). The need for a large workforce to run the factories and mills attracted individuals and families to locate in the surrounding areas. In turn, this spurred housing construction and attracted businesses to serve industry and the needs of the growing population. Initial industrial ventures often drew additional businesses to the area to produce supportive goods in close proximity and benefit from existing resources (Berens, 2011, pp. 9-10).

Early design of industrial facilities shared a number of characteristics. Unlike modern facilities, older industrial buildings tend to be multistoreyed rather than long, vertical buildings (Greenstein & Sungu-Eryilmaz, 2004, p. 4). Early designs focused on being as safe and efficient as possible. Most “combined brick or masonry bearing walls



Figures 4 & 5: Interior and exterior industrial examples at the Distillery District, Toronto ON (The Distillery Historic District, n. d.)

with heavy timber structural frames to obtain the largest column-free interior space” (Berens, 2011, p. 22). Forms were repetitive, straightforward, with little decorative detail. Building materials were often exposed to reduce cost and risk of fire. The large open interiors were lit through the provision of large windows (pp. 21-22).

While it is possible to appreciate the aesthetic quality of these structures and spaces, made apparent today through the popularity of loft and other conversions, the conditions and byproducts that were the result of production within them has been well-documented. Industrialization caused widespread lack of light, sanitation, clean water and air, and led to the spread of disease and poor living conditions in cities (Mumford, 1961, p. 467-469). Lewis Mumford (1961) describes the rise of industrialism as having “produced the most degraded urban environment the world (has) yet seen; for even the quarters of the ruling classes were befouled and overcrowded” (p. 447). In a depiction of industrial era London, James Howard Kunstler (2003) states:

The new industrial city of machines, factories, steel, and slums produced overwhelmingly worse living conditions, for greater numbers of people than any kind of city ever seen before, and it established a shocking new base level of urban squalor for all ranks of society...tuberculosis especially thrived in the dark, dirty, moist, overcrowded conditions of the slum, where one

room per family remained the rule for decades among the working poor (p. 235)

The pollution and waste, as well as the speed and scale of development and a general lack of urban planning and foresight led to these issues.

2.1.1 *Deindustrialization and Brownfields*

Over the last several decades, deindustrialization has occurred in cities throughout Canada and other industrialized countries. The shift in production geography and manufacturing technology has caused a number of inner-city neighbourhoods, many of which once had large industrial employment base, to experience decline and high rates of poverty. Manufacturing jobs that remain in cities are often relocated from traditional inner-city locations to the suburbs. This is due, in part, to property costs, tax structure, deteriorating infrastructure, improving technologies, government policies, population behaviours, and changing transportation preferences (Haller, 2005, p. 12; Berens, 2011, p. 18-19). It is a challenge for communities and planners to encourage the creation of new employment opportunities and investments to grow once deindustrialization has occurred, at least in part because of real or perceived site contamination. These sites are commonly labeled as “brownfields”, a term which comes with a certain stigma.

A standard definition of what constitutes a *brownfield* has changed over time and varies from one area to another (Adams, De Sousa & Tiesdell, 2009, p. 78-81). The Federation of Canadian Municipalities (FCM, 2009) defines brownfields as “an abandoned, vacant, derelict or under-utilized commercial, industrial or institutional property where past actions have resulted in actual or perceived contamination or threat to public health and safety and

where there is active potential for redevelopment” (p. 1) In Manitoba, under the Provincial Land Use Policies (PLUPs), the term is slightly modified, defined as “abandoned, vacant, derelict or under-utilized commercial or industrial sites where past actions have or may have resulted in contamination and where there is potential for redevelopment” (Province of Manitoba, 2009, p. 9). This is the definition used for the purposes of this practicum.

Brownfields account for a significant portion of urban land area, though the exact percentage is difficult to determine. There are an estimated 3,000 to 30,000 brownfield sites, constituting from 3% to 25% of all available land in Canadian cities (Benazon, 1995, p. 18; Harbell, 2002, p. 445). In the United States, the number jumps to between 130,000 and 450,000 sites (Adams, De Sousa & Tiesdell, 2009, p. 87). Some estimate the U.S numbers to be even as high as 500,000 sites (Norton, 2005, p. 1). The deviation in the number ranges occurs, in part, due to the lack of sophisticated information systems or databases and lack of a universal definition (Adams, De Sousa & Tiesdell, 2009, pp. 78-81).

The term brownfield should not be confused with *greyfield*. Greyfields also host declined development, but are less likely to have contamination problems and “are economically and physically ripe for major redevelopment” (CNU, 2001, p. 1). The term greyfield is often applied to non-industrial uses, such as declining malls, parking lots and schools.

2.1.2 Obstacles and Opportunities

Whether based on real, or merely perceived contamination, it is difficult for reinvestment and reuse of such sites to occur. Developers and financial bodies often avoid

redeveloping previous industrial sites, due to liability issues, lack of expertise, potential for increased construction and maintenance costs, and perceived negative public attitudes (Davis, 2002, p. 9).

A brownfield label attached to a site not only has a negative impact on the value of the property but those in the surrounding areas as well; this can reduce the local tax base and the amenities and services financed by it. This often leads to further neighbourhood degradation (Svetlik, 2007, p. 1). As previously mentioned, existing pollutants may also pose health risks for community residents, through soil and ground water contamination. Anyone venturing onto brownfield sites may also face a higher risk of accidental injury due to deteriorated structures, equipment, and infrastructure (USEPA, 2011).

Despite of these concerns, planners often view the redevelopment of brownfield environments positively. In Canada, focus on the issue has only emerged over the last twenty years. It was brought about by the substantial number of health, environmental, social, and economic problems created by and subsequently around these locations. A dwindling availability of urban land and raising property values also plays a role in their increased desirability for redevelopment (Tiedemann, 2008, p. 15).

Reusing industrial brownfield sites has many advantages. First, it reduces the pressure to construct on greenfield sites, which often provide opportunities for agriculture uses and natural habitat. According to Deason, Sherk, and Carroll (2001), an estimated 4.5 acres of undeveloped land in the United States is saved by every acre of brownfield redevelopment (para. 4).

Redevelopment also generates more city tax revenues. A survey conducted in 2003 estimated brownfield redevelopment “could generate more than 575,000 new jobs and as much as \$1.9 billion annually in new tax revenue for America's cities” (US Conference of Mayors, 2003). Industrial brownfields are also often already serviced by infrastructure such as roads, sewage, and water. This reduces the costs and resources needed to create and maintain additional infrastructure that greenfield development requires (USEPA, 2001, p. 40).

Since urban brownfields are frequently located in, or near, inner cities, access to public and additional modes of transportation is often in place or easily integrated into existing networks. This, along with other opportunities to achieve *smart growth* principles, such as increasing density levels and diversity in housing types and land uses, leads some professionals and theorists to view brownfield sites as suitable locations for smart growth developments (Wedding & Crawford-Brown, 2007, p. 484). Smart growth approaches attempt to “ensure that growth is fiscally, environmentally and socially responsible and recognizes the connections between development and quality of life” (SmartGrowth BC, n. d., n. p.). The movement encourages development to occur in infill, greyfield or brownfield sites over greenfields (SmartGrowth BC, n. d., n. p.).

New urbanist models have also been applied to brownfields, such as the neighbourhood – an example is Garrison Woods in Calgary, Alberta, a site that was vacated by the military, who left behind contaminated soil caused by leaking fuel tanks. (CMHC, n. d., p. 3). After remediation, the neighbourhood was developed into a walkable community with mixed use, mixed housing types, a focus on public spaces and a higher density than

conventional subdivisions. The neighbourhood also has access to transit and is within close proximity to Downtown Calgary (CMHC, n. d., pp. 1-2, 4).

In some circumstances, another benefit to remediating brownfield sites in existing neighbourhoods is that such efforts can result in a more equitable share of environmentally degraded spaces between neighbourhoods of different income levels and ethnicities. Communities of low economic status “do not share equally in the production and consumption sectors that raise living standards and quality of life; and yet, ironically, they bear the lion’s share of the unintended but important side-effects of the production and consumption sectors” (Buzzelli, 2008, p. 2).

2.1.3 Environmental Justice Movement

Since a high percentage of brownfield properties are located in neighbourhoods with lower economic status, aspects of Environmental Justice (EJ) is worth exploring. The term *environmental justice* is defined by the U.S. Environmental Protection Agency (EPA) as “the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies” (2012, n. p.). The organization further qualifies the definition by stating:

Fair treatment means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental and commercial operations or policies...*Meaningful involvement* means that people have an opportunity to participate in decisions about activities that may affect their environment and/or health (EPA, 2012, n. p.)

The movement originated in the United States growing out of the civil rights movement in the 1960s and spread to Canada and beyond (Buzzelli, 2008, p. 2). It shares similarities with environmental racism (ER) and environmental equity (EE) theories. It differs because its focus is on environmental burdens for people falling within a broader scope of indicators for lower socio-economic status, while ER literature focuses on race. EJ also differs from EE in that a goal of EJ is to reduce degraded environments, while EE looks mainly at technical and policy-based approaches for fair distribution (Foreman, 1998, pp. 9-10).

EJ's wide mandate focuses not only on elevating environmental degradation, but also on the relationships among environment and health, economic, and social outcomes for those affected (Buzzelli, 2008, p. 3). It questions how attitudes, markets, and policies shape the location of new burdens, such as toxic dumping grounds or waste facilities, or determine where industrial facilities are abandoned.

Looking specifically at brownfield properties, Lee and Mohai (2011) list four main areas of focus for EJ: Who lives near brownfield sites and which sites are cleaned up first? Are cleanup standards sufficient? Do local residents benefit from economic development? and how is public participation included in the process? (p. 2).

Studies have shown neighbourhoods with high levels of poverty and racial minority levels experience more exposure to brownfields (for racial studies, see Lee, 2008, pp. 13-17). Lee and Mohai (2011) explain that in the past, industrial uses often concentrated in "communities of least resistance" (p. 2), presumably ones with lower income and educational attainment. Poverty levels in the United States rose along with

brownfield sites as local industry and supporting jobs were lost or relocated. Abandoned properties and polluted sites (or perceived as polluted) reduce property values, attracting more lower income residents, creating a concentration of poverty (pp. 2-3).

It is unclear whether policies and funding programs aid in achieving a more equitable distribution of damaged environments among demographic groups. Lee and Mohai (2011) suggest the lack of clarity and differences between findings may be due to the lack of one official brownfield site database. In the three studies they examined, McCarthy (2009) found brownfield sites remediated in Milwaukee tended to be located in census areas with lower than average levels of African American, Hispanic, and low income peoples, even though brownfield sites in the area, as a whole, tended to be located more often in areas with higher than average concentrations of these people. Contrarily, Lee (2008) found brownfield redevelopment pilot grants provided by the EPA prioritized “impoverished and minority neighbourhoods in the Detroit metropolitan area (over) affluent white neighbourhoods” (Lee & Mohai, 2011, p. 3). They suggest that the different results may arise from different brownfield databases.

What is considered a remediated brownfield is a somewhat contested notion. Clean-up standards vary depending on jurisdiction. U.S State and local level criteria are often lower than those required at the Federal level, in order to provide lower cost incentives for developers. While developers benefit from such measures, EJ advocates argue it is unclear how lower standards affect the health of surrounding community members (Lee & Mohai, 2011, pp. 3-4).

Reduced standards can also negatively impact community members through the employment of *Risk Based Corrective Action* (RBCA) and subsequent restrictions on future land uses. RBCA was developed in the US and is now used in Saskatchewan and the Atlantic provinces. Remediation requirements are determined on a site-by-site basis and anticipated future land uses (Saskatchewan Ministry of Environment, 2009, p. 7). Since lands targeted towards future commercial or industrial uses have less stringent clean-up requirements, residential or recreational purposes may not be realized and possible community needs may go unmet, further “eternalizing past inequalities” (Karaoglu, 2004, pp. 10-11).

To reduce inequality, a tenet of EJ is that local residents should benefit economically from redevelopment through opportunities for jobs and increased tax revenue (Lee & Mohai, 2011, p. 4). Whether or not positives tend to be realized is unclear, due to a lack of research follow-up to brownfield redevelopment. Lee and Mohai suggest a way to stimulate better outcomes is for governments to provide “financial incentives to companies hiring a certain number of local residents” (p. 5).

The last main question EJ asks when it comes to brownfields is, how is public participation included in the process? Including community members in planning and design processes often “produces faster and more resident-oriented outcomes” (McCarthy, in Lee & Mohai, 2011, p. 6). It also provides opportunity for lower income and minority groups to participate in decision-making, an activity Cole and Foster (2001) state is something these groups are often excluded from (cited in Lee and Mohai, 2001,

p. 6). To encourage more public participation, Lee and Mohai suggest incorporating it “into local comprehensive plans where public participation is mandated” (p. 5).

Much of the literature and research done to date has been conducted in the United States. Buzzelli (2008) however, has made efforts to make EJ inroads in Canada and has drafted three recommendations. First, he suggests the need for policy adoption. In order for this to happen, increased awareness and communication with communities is needed to gauge the appetite for EJ theory in policy-making, since EJ is largely unknown in Canada (p. 10). In order to develop well-informed policy and be able to apply it, there is a need to develop an “information development and sharing infrastructure aimed specifically at disadvantaged communities” (p. 11). Gaining this information, especially for neighbourhoods with fewer resources, is often prohibitive due to the high costs involved. One way of addressing this, he suggests, would be to create a system to share information gathered and strategies used to address issue – and this might stretch available dollars further. The last step is to implement policy over the long term. This may be the most difficult part of the framework, because it is place-based policy and requires “spatial” redistribution rather than “social redistribution” (p. 12) that is more common now. The challenge here, according to EJ, is ensuring resources are deployed to ensure environmental burdens are more fairly distributed.

2.1.4 Existing Policies and Incentives

Due to potential benefits for cities, and because of financial uncertainty and risk levels associated with industrial redevelopment for developers, many governments have

created policies and incentives to encourage investment. In Canada, at a national level, the Federal Government has done little concrete work in this area, leaving the Provinces and Municipalities to address the majority of brownfield redevelopment policy decisions. Guidelines have been recommended at the federal level but there is no requirement for Provinces to follow them and therefore no teeth (Davis, 2002, p. 445).

Policies, regulations, and incentives differ from province to province, and even from municipality to municipality (Harbell, 2002, p. 443). The lack of widespread regulations and information available can cause confusion and is one of the most constraining issues for those involved (Adams, De Sousa & Tiesdell, 2009, p. 75). On the other hand, not having a widespread Federal response allows greater flexibility and provides opportunity for responses more targeted towards local conditions. Standard Federal policies are more difficult to implement due to the range of “industrial histories, geographies, governmental attitudes, and market demands for land found in different Canadian cities” (Harbell, 2002, p. 445). Also, the lack of a more clearly defined and universal understanding of what baseline qualities are necessary for a site to be a brownfield is problematic. All of these factors make it difficult to analyze the success of different brownfield programs (Bacot & O’Dell, 2006, p. 142).

In Manitoba, according to Harbell (2002), both the “private sector and government have shown initiative in addressing contaminated sites” (p. 454). In some ways Manitoba has taken a progressive approach. It was the first province in Canada to create legislative policies to address brownfields (p. 454). The Province’s *Contaminated*

Sites Remediation Act (CSRA) came into effect in 1997 (Province of Manitoba, 1997, n. p.).

The Act is intended to:

provide for the remediation of contaminated sites... in accordance with the principles of sustainable development, in order to reduce or mitigate the risks of further damage to human health or the environment and, where practicable, to restore such sites to useful purposes (p. 2).

The act outlines:

- a system for identifying and registering contaminated sites in Manitoba;
- a system for determining appropriate remedial measures, if any, to be undertaken in relation to specific contaminated sites and ...
- a fair and efficient process for apportioning responsibility for the remediation of contaminated sites (p. 2).

Legislated under the Act, the Province can order an investigation of suspected sites (p. 11), require a remediation plan to be prepared (p. 32) and issue a remediation order (p. 35). The Act also states the primary person or persons responsible for a site's contamination is responsible for the costs of remediation, applying the polluter pays principle (p. 43). The Province set aside \$39 million for cleanup of polluted sites government owned or abandoned, (Province of Manitoba, 2007, n. p.).

For privately owned sites, funding is available through the Green Municipal Fund (GMF), distributed by the Federation of Canadian Municipalities (FCM). The fund can provide 50% of the cost to develop a community brownfield action plan, up to \$175,000. It can also provide 50% of the cost for feasibility studies and field tests, again with a maximum limit of \$175,000 per application and can provide a loan for up to 80% of the remediation cost. FCM also assists by providing a generic roadmap listing the steps involved with redeveloping a former industrial site, broken into four stages; plan, study,

remediate (if necessary), and redevelop. Provincial requirements for each stage are also listed (FCM, 2013, p. 1).

2.1.4.1 The Winnipeg Context

Winnipeg does not currently have a formal policy in place to encourage redevelopment of former or underused industrial lands specifically. A short-lived Residential Infill Tax Credit Program was recently available and may have been useful for such properties. The program provided a tax credit of 75% (up to a maximum of \$2000) of the real property tax for five years (City of Winnipeg, 2011, pp. 2-3). Unfortunately, the program was cancelled in 2011 and was not available for South Point Douglas properties. A program still available is the Downtown Residential Development Grant Program issued through CentreVenture and the City of Winnipeg. Funds are provided through the Province and the City and may be applied to multi-family or mixed-use developments. This program is only available within Downtown Winnipeg's boundaries, so it is applicable for only a portion of SPD (CentreVenture, n. d., n. p.).

OurWinnipeg, the City's 20-year development plan, as well as the supporting document, *Complete Communities*, both declare former industrial sites as a priority, as is creating affordable infill housing in areas that allow "opportunities to reduce transportation costs and that allows people to live, work and play in the same neighbourhood" (City of Winnipeg, 2011a, p. 75).

Complete Communities categorizes SPD as a *Transformative Area*. Transformative Areas include Downtown, Neighbourhood Mixed-Use Centres and Corridors, Major

Redevelopment Sites and New Communities. They provide Winnipeg's "best opportunity to accommodate significant growth and change" (City of Winnipeg, 2011b, p. 153). Of these categories, SPD is listed as a Major Redevelopment Site. For these sites, the City's long-term goal is to use the areas "for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites" (p. 64). Emphasis is, of course, placed on creating *complete* communities - ones where people can live, work, move, thrive, learn, and shop (Brooks & Ohland, n. d., p. 2; von Hausen, 2006, p. 1). These communities provide support and opportunities for different lifestyles, ages, incomes, and households (City of Winnipeg, 2011b, p. 4).

The City states important components necessary for the successful redevelopment of these areas as complete communities is that they be placed around a neighbourhood centre that includes parks and public places. They should have ample public transit, options and incorporate Transit-Oriented Design ideals. There should also be a strong focus on creating quality designed public spaces (p. 67).

In order to achieve intended outcomes, the City has outlined four directions and subsequent implementation tools to move each one forward:

- Promote development of major redevelopment sites with proactive and collaborative planning process.
- Capitalize on the proximity of major redevelopment sites to rapid transit and high frequency transit.
- Facilitate redevelopment through incentives, partnerships and the removal of barriers. (pp. 68-69).

The City's long-range planning provides a solid foundation for tackling underutilized industrial spaces. City documents suggest additional work is required in order to make improvements a reality. To aid growth in the best and most thoughtful manner, the City plans to draft a host of supporting documents, including Infill Development Guidelines for Multifamily Developments in Low Density Neighbourhoods, a Parks, Places and Open Spaces Management Plan, in addition to a Heritage Conservation Management Plan (p. 64).

2.2 HERITAGE PRESERVATION AND PLANNING:

2.2.1 The History of Heritage and Theoretical Framework

Investment in Heritage Conservation Management Plans and other preservation matters is often done because government agencies and non-profit organizations see preservation as a *public good*, and as such, make various efforts to protect the existing built environment with historical significance. Governmental protection efforts of heritage spaces are often considered to have begun in 1882, when the Ancient Monuments Protection Act was passed in the United Kingdom (Cowell, 2004, p. 25).

This Act provided some of the first measures of legal protection of built heritage. It outlined added responsibilities for owners of United Kingdom properties that house structures declared as "ancient monuments" in terms of the level of care required. The Act allowed for the appointment of inspectors and increased the Government's ability to become the guardian of properties if the need for protection arose. It also listed

penalties for anyone guilty of damaging structures listed under the Act (Heritage Law, n. d., n. p.).

The Act was subsequently amended by later acts, including the Ancient Monuments Protection Act of 1913, which was significant because it provided three important contributions. It allowed the Government to “issue a compulsory ‘Preservation Order’ when a monument or building of sufficient ‘historic, architectural, traditional, artistic, or archaeological interest’ was at risk of demolition” (English Heritage, 2013, p. 1). It also allowed a Board to add new properties of heritage value to the list protected by the Act without the need for owners consent, greatly increasing the number of safeguarded items. The last important addition to the Act was that it required public access be given to all newly added properties (p. 1).

The heritage protection movement further saw positive gains in 1931, when the International Museum Office convened in Athens to discuss the conservation of heritage buildings. Architects separated from the museum curators in 1957, gaining independence in the field of study, when the International Congress of Architects and Specialists of Historic Buildings (CASHB) held its own conference in Paris (ICOMOS, 2005, p. 20). The meeting concluded with an agreement of the following recommendations:

- That the countries that still lack a central organization for the protection of historic buildings provide for the establishment of such an authority.
- The creation of an international assembly of architects and specialists of historic buildings should be considered.
- A specialized professional training for all categories of personnel should be promoted so as to secure highly qualified workmanship.
- Contemporary artists should be requested to contribute to the decoration of monuments.

- Close cooperation should be established among architects and archaeologists.
- Architects and town-planners cooperate so as to secure integration of historic buildings into town planning (p. 20).

Interest in preservation increased in the 1960s and 1970s, spurred largely by the pace of redevelopment in the post-war years and a subsequent widespread destruction of heritage spaces (Cowell, 2004, p. 25). In 1964, a second CASHB conference was held in Venice. This resulted in the *Venice Charter* consisting of thirteen resolutions (ICOMOS, 2005, p. 20). The influential International Charter for the Conservation and Restoration of Monuments and Sites (ICOMOS), was adapted from the 1964 *Venice Charter* and presented by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 1965. It was created with the belief that society has a duty to protect historic spaces for future generations “in the full richness of their authenticity” (ICOMOS, 1964, p. 1).

The Charter looks at five important areas. It broadens the concept of historic buildings to include both singular buildings, as well as groups of buildings. In order to conserve a building or space, the Charter determines layouts, decoration and surroundings should remain intact and restoration should be undertaken only when necessary and preferably using only tradition techniques and methods. Any archaeological excavation of a site “should not alter the building[s] to enhance understanding” (ICOMOS, 2005, p. 20). The Charter also states any heritage work performed should be documented and such documentation should be publicly accessible (p. 21).

Today, UNESCO is the leading international authority when it comes to protecting and promoting heritage. Preservation became a focus of the organization, because it was seen as a key tool in fulfilling their larger goal of maintaining global peace by highlighting a shared sense of culture and “humanity’s moral and intellectual solidarity” (UNESCO, n. d., n. p.). The organization has played an instrumental role in providing technical support, emergency assistance and public awareness of heritage sites at a global scale. It has identified more than 800 heritage sites, of which 33 relate to industrial heritage. The highest numbers of these are located in England. To date, no Canadian industrial sites have gained UNESCO recognition in Canada (Shackel & Palus, 2006, p. 52).

While heritage groups have been able to agree on a number of important items over the years, many issues have been contentious. A common recurring theoretical debate has centered on what constitutes an *authentic* heritage environment, as well as what is given heritage status, by whom, and what reflections of culture are portrayed. These decisions are often seen as influenced by patrimonial and Western views (Starn, 2002, pp. 1, 8). Howell (1994) further criticizes the movement by adding “the cultural heritage industry purveys bureaucratic and commercial versions of tradition, which may be constructed for, rather than by the supposed tradition bearers” (p. 153). This may suggest there has been a lack of community involvement in the way heritage spaces have been addressed.

Cho and Shin (2014) further add the critique that preserved industrial heritage in particular tends to aggrandize technological, architectural, engineering and planning feats (pp. 69, 72). Industrial heritage, as seen in the case of Sackville, New Brunswick, is

commonly romanticized and sanitized to become a more palatable commodity and foster place identity (Summerby-Murray, 2002, p. 48). This often glorifies the efforts of elite industrial founders and the capitalist model or the workers, who are portrayed as hard working blue-collar citizens providing for their family (Shackel & Palus, 2006, p. 49). Detrimental environmental byproducts, poor working conditions and social power struggles between rich and poor are often omitted or denied “in order that the figure of industry can provide community stability and the sense of a successful past that warrants contemporary and future celebration (Shackel & Palus, 2006, p. 50).

Choosing to showcase the past by highlighting positive aspects over uncomfortable ones can be viewed as a way to provide a non-confrontational and reassuring experience for participants. This can cause heritage spaces to miss important educational opportunities. As Summerby-Murray (2002) states “heritage is made in the present as an antidote for the past and a guide for the future” (p. 55). Failure to provide an accurate guide can lead to greater risk of repeating past mistakes.

How heritage is preserved is as controversial as *what* is preserved. Starn (2002) lists three common viewpoints often taken by preservationists. The most stringent take a *purist* approach, believing buildings, spaces, and artifacts of historical significant should be left untouched and allowed to mature naturally. The logic is that any interference will change the original into something of less authenticity and value. A second camp feels it is acceptable to maintain a historical subject, as long as traditional methods, tools, and materials are used - thus maintaining the original integrity as much as possible. This viewpoint can be identified in the 1964 Venice Charter. The last group is more relaxed

and comfortable with change, and feels restoration is acceptable as long as the exterior and other aspects deemed important maintain their historical essence visually (pp. 2, 5). These contrasting views make it challenging to determine what classifies as historical space and how future preservation projects should be approached.

To complicate the matter further, preservation is widely believed to be costly with uncertain returns on investment. Though it is difficult to calculate, this may not necessarily be the case. A study conducted in the Netherlands found that residents were willing to pay more to live in a home with historical characteristics (Ruijgrok, 2006, p. 210). The study concluded the conservation's benefits, including economic factors and community well-being, "greatly surpass the costs" (p. 206). In England, one impact study found

on average, every £10,000 of heritage investment brings an additional £46,000 of funding from other sources, and that this investment delivers one new job, one safeguarded job, one improved home [and] 103 square metres of environmental improvement" (Cowell, 2004, p. 30).

A significant amount of additional revenue is often generated in an area with ample preserved heritage, through increased visitors, often tourists (Cowell, 2004, pp. 28-30).

Many heritage sites have become popular tourist destinations. Whether this is a positive or negative occurrence has been contested. Leaders and entrepreneurs often encourage attracting tourists to historic sites, in order to stimulate economic development and suggest this is beneficial for residents (Alker & Stone, 2005, p. 30). In some cases, tourism revenue allows preservation projects and operations to proceed that would not otherwise be feasible. Yet many authors, such as Healy (1992), Newby

(1994), and Nasser (2003), suggest using caution when attempting to attract tourists. They claim heritage tourism can negatively change the character of place and threaten to diminish what makes it special (Underhill, 2009, para. 3). Nasser (2003) states heritage sites are marketed as products shaped mainly by the demands of tourism consumers (p. 467). In many cases this “has resulted in the commercialization of heritage over conservation values” (p. 467).

Newby (1994) identifies three stages at which communities can share their culture and heritage with tourists. First, culture and heritage can be a shared entity; one that produces required revenues but does not attract attention that would cause degradation of heritage value to occur (in Nasser, 2003, p. 472). This implies a benefit for both tourists and communities. In mature stages this can change and local heritage can become exploited or fabricated. At this stage, one can see how, “cultural heritage [can] become a consumer product susceptible to a selection process restricted by the choice, fashion, and taste of international organizations involved in the marketing of the heritage product” (Nasser, 2003, p. 472).

Nasser (2003) notes that tourism demands can influence what heritage spaces get preserved and what falls into disrepair. Tastes can dictate that only a select number of architectural styles or periods are favoured in support of the tourism industry. This can cause conservation bias and reduce diversity in the built environment (p. 473).

In areas where heritage attractions are clustered, tourist enclaves can develop, changing spatial and functional patterns. Enclaves can become shaped towards meeting the needs of visitors more so than those of the local community members. These areas

can include a proliferation of hotels, travel agencies and over-priced restaurants and souvenir shops. According to Nasser (2003), “money generated from these enclaves generally has little effect on the local economy or even the host country, especially if foreign interests own them” (p. 473).

2.2.2 Heritage Preservation on Obsolete Industrial Sites

Despite there being a broad range of specific areas of focus available in the literature of industrial redevelopment and on heritage preservation, little has been written about the preservation of cultural and built heritage on redeveloping industrial sites. This is disappointing because obsolete industrial sites often feature important historical qualities, which express the industrial beginnings and early development of many North American cities.

Desmond and Gauthier (2007) have done the most in-depth work on incorporating heritage preservation on obsolete industrial sites. They argue:

neglecting to situate (industrial) redevelopment policies in a broader cultural and historical framework allows for the irreversible destruction of inherited built landscapes whose heritage values are not yet fully recognized (2007, p. 40).

Bliek and Gauthier (2007) state that the efforts of developers and planners often create landscapes disconnected from the surroundings and historical development, reducing obsolete industrial sites to “landscapes of consumption” (p. 40). The authors also claim developers view these landscapes only as commodities and are often indifferent to the traditions and values of existing [often lower- and working-class] residents. Therein lies a globalized approach to industrial redevelopment, one “severed from locally generated

cultural models of urbanization” (Bliek & Gauthier, 2007, p. 41). The effects of this can produce a feeling of placelessness for local residents.

The term *simulacra*² is often used to describe the attempts of developers to preserve heritage. According to Bliek and Gauthier (2007), these efforts are often artificial and succeed only in constructing neighbourhoods with “Disneyfied” versions of the past, intended not to preserve a period of history and culture, but to be a selling feature to prospective buyers (p. 43). Zukin (1998) discusses how developers produce or incorporate historical and cultural symbols as a way to sell a desirable figure and lifestyle to consumers, leading to gentrification and detachment from surrounding communities of lower status (pp. 825-6).

2.2.3 Sustainable Heritage Management Planning

Sustainable Heritage Management Planning is one direction taken towards preservation planning. The approach adopts a strategic planning approach to development and management, which stresses the importance of input from local stakeholders at all stages of a project. *Sustainable management* is a method adopted from the concept of sustainability and is directed by the belief that “historic heritage should be managed in a sustainable manner to meet the needs of present and future generations and to avoid adverse effects on the environment [and] may include promoting adaptive uses of heritage places” (Heritage New Zealand, 2007, n. p.). It is also commonly described as a holistic approach that balances environmental, economic

² Term defined as “a slight, unreal, or superficial likeness or semblance” (Dictionary.com, 2014, n. p.).

and social needs, often referred to as the “triple bottom line”, in order to be considered sustainable (Roseland, 2000, p. 75).

Landorf (2011) lists challenges involved with facilitating sustainable heritage spaces, discussed by others:

- Inadequacies of existing procedural and institutional frameworks to deal with the type of nonlinear relationships and multi-organizational collaborations needed to effectively frame and implement sustainable development policy (Williams, 2006).
- Lack of practical strategies for the implementation of sustainable development ... that work to balance competing priorities and vested interests across the economic, environmental and social dimensions (Simpson 2001).
- Complexity of evaluating policy outcomes in such an interconnected environment where it is difficult to attribute outcomes to specific interventions (Stubbs, 2004 cited in Landorf, 2011, p. 149).

In light of these issues and based on data gathered from industrial heritage sites located in the United Kingdom, Landorf (2011) identifies two key aspects of sustainable development influential to achieving the long-term success of a heritage space. The first is the strategic planning process in place must have a long-term and inclusive focus. The second is that it provides opportunity for “participation and empowerment of multiple stakeholders” (2011, p. 154). During his study, one challenge, was a lack of decision-making based on a broader understanding of the environments within which projects are situated. There is also a noted lack of social objectives and quantifiable measures for the less tangible values associated with each site. Evidence of a vision including local values, attitudes and a sense of ownership was lacking, leading to a failure to create a “connection between a local community and their heritage” (p. 154). Despite the data showing a commitment to community participation, “collaboration appeared to be

limited to providing comment on solutions developed by a small number of key stakeholders” (pp. 159-160).

To address these gaps, Landorf (2011) developed the model depicted in Figure 6. It incorporates a series of stages, including “analysis”, “direction and choice”, “implementation” and “evaluation and control” (p. 161). Emphasized are projects sustainable and cyclical, helping to provide continuous evaluation and analysis, as well as occasions for stakeholder input.

The model was adapted from Joseph McCann’s (1983) work on how to understand and approach social problems. He identified three elements common to all

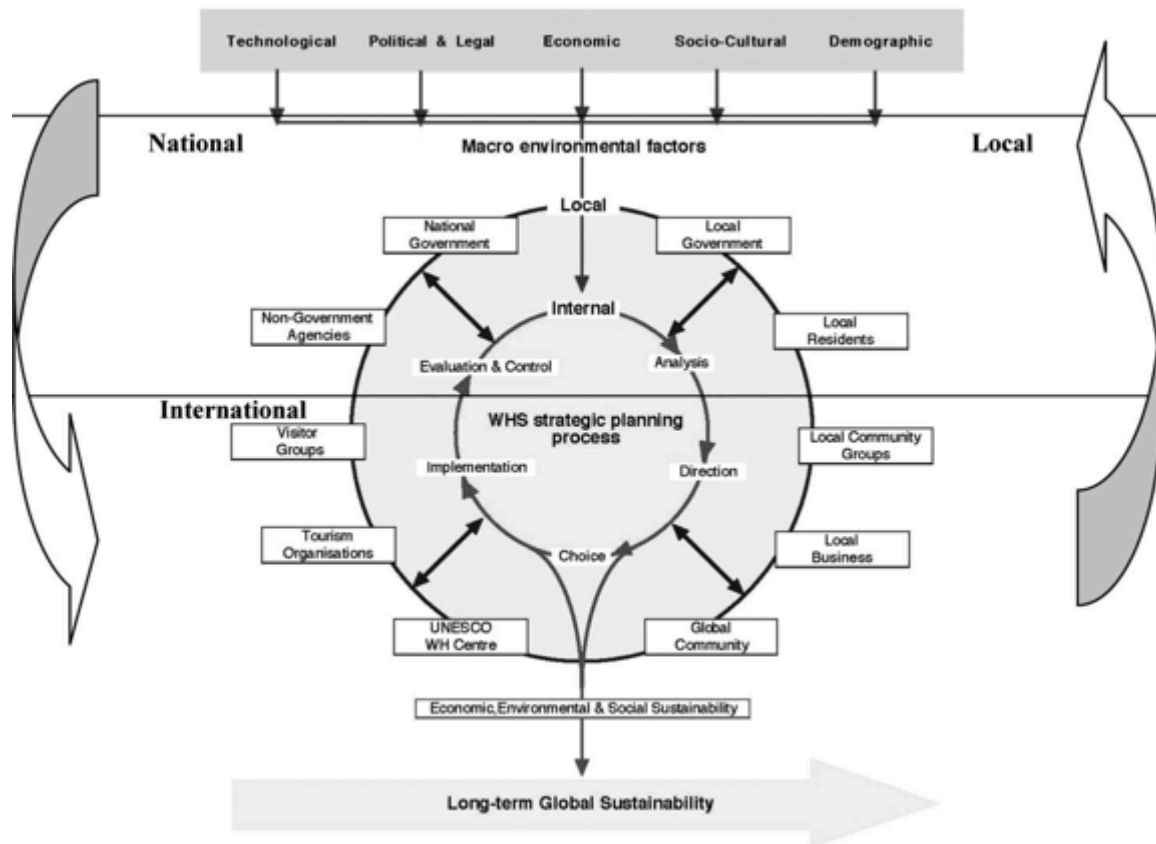


Figure 6: Sustainable heritage management model. (Landorf, 2011, p. 161.)

social problem solutions and applicable to sustainable heritage management planning. First he outlines the importance of basing approaches on a solid theoretical or conceptual underpinning “robust enough to capture the scale, complexity, and dynamic quality of a social problem” (p. 178). Second, the nature of social problems evolves as society’s values and technologies change. Solutions must also evolve, if they are to stay relevant. That is why it is important for the heritage management planning process to be continuous and to adapt at each stage, based on new information. Lastly, it is important to invest time drafting procedures and agreements between different organizations to structure successful working arrangements (p. 178). Having an agreed-upon framework can help distribute responsibility and ensure inclusion.

It appears then a sustainable heritage management planning approach could provide a useful framework for the renewal of areas incorporating the preservation of industrial heritage. As Landorf’s 2001 study has shown, the employment of such a tool requires that a high level of attention be made to a project’s structure in order to encourage long-term chances for sustainable success at multiple levels.

2.2.4 The Winnipeg Context

The significance of all acts, bylaws, committees, organizations, funding and plans influential in the shaping of Winnipeg’s heritage landscape will not be discussed here in detail. My intent is only to briefly acknowledge the number and the range of supports available. This includes organizations capable of playing key

roles in future adaptive reuse of industrial heritage spaces, as well as funding opportunities. Guiding and regulating documents are also acknowledged.

In terms of funding sources, there are City heritage grants and loans and Heritage Conservation Tax Credits. In order to receive a loan or a grant from resources such as the City's Gail Parvin Hammerquist Fund, money must go towards a designated heritage building. The provision of tax credits is at the sole discretion of Council and may be approved for up to 50% of project requirements (City of Winnipeg, 2009a, n. p.).

Guiding and regulatory documents are also available at National, Provincial and City levels. The Parks Canada's Commemorative Integrity Statements helps ensure National historic sites are safe from threats and their value is communicated effectively and considered during decision-making processes (Parks Canada, 2009, n. p.). The Exchange District National Historic Site falls under this protection. Manitoba has the Heritage Resources Act, which allows the Province to grant Heritage status to a site, extending protections against disrepair and additional approval requirements for potential development (Province of Manitoba, 2014, n. p.).

In addition to funding opportunities, projects also have the potential to tap into the support of established heritage groups. This includes the Historical Buildings Committee, which recommends buildings for official designation and assigns grading level, among other things. There is also the Manitoba Historical Society and Heritage Winnipeg. The Manitoba Historical Society provides an extensive source of information on Manitoba history, operates museums and issues heritage awards (MHS, 2014, n. p.). Heritage Winnipeg focuses on heritage matters within the city. Its mandate is to

preserve both buildings and sites of heritage value, through planning, advocacy, educational events and publications. It is also involved in heritage tourism and promotes economic development through adaptive reuse of spaces (Heritage Winnipeg, 2010, n. p.).

Guidelines and regulations put forth by the City of Winnipeg involve the Historical Resources By-laws and Heritage Resource Management Plan (HRMP). Only in effect since June 2014, the Historical Resources By-laws replace the City's Historical Buildings By-law, which was approved in 1977. The new set of by-laws is designed to encompass a wider array of designable items including "landscapes, districts, bridges, monuments, etc." (City of Winnipeg, 2014, n. p.). This will open up new opportunities to communicate past culture, aesthetics and achievements.

Supporting the new by-laws is the HRMP, which accords with *OurWinnipeg*, the City's guide for long-range planning. The HRMP "provides the framework to further recognize the potential of the city's heritage assets, as a solid basis for the development of a vital and sustainable urban environment" (City of Winnipeg, 2010, p. 3). Based in part on community input, the plan encourages not only tangible items, but also intangible ones representing "community values, traditions and histories" (p. 25). This is an important recognition. Cho and Shin (2014) suggest industrial preservation is not only simply reusing spaces but requires a sense of "cultural valorization [and] entails creating and legitimizing a new set of cultural meanings" (p. 69). This demonstrates the importance of fostering intangible connections for modern society, which the Plan leans towards.

The RHMP lists five goals:

- Celebrate the City's rich and diverse history and multi-cultural traditions.
- Preserve, protect and commemorate significant heritage legacy resources that illustrate the broad range of Winnipeg's historical development.
- Foster economic development and viability through long-term investment in heritage resources, cultural facilities and cultural tourism initiatives.
- Plan for the development of healthy and vibrant neighbourhoods by building on existing land use patterns, historic infrastructure and community identity.
- Enhance Winnipeg's unique sense of place, inseparable from its cultural topography, historical development and neighborhoods (p. 22).

To achieve these goals, six strategies have also been identified, including one about the need to focus on heritage planning at the *neighbourhood scale* (p. 23). This strategy is further broken into a set of actions and incentives. These include encouraging adaptive reuse of housing stock through grants. The consideration of protecting significant streetscapes also features but the document does not go into detail about exactly *how* this may be accomplished (p. 54).

2.3 PLACE and PLACEMAKING

The City of Winnipeg's (2010) Heritage Resource Management Plan states "heritage is tied to culture, identity, our cultural perspectives, collective consciousness and sense of place...that is distinctly our own" (p. 22). To understand this statement and how its sentiment can best be demonstrated, this research aims to explore how heritage, and specifically how industrial heritage, can aid in community development, but also how it can thoughtfully enhance a sense of place at a neighbourhood scale.

In order to understand what a sense of place and the process of placemaking is, one must first understand the meaning of *place*. Place, a seemingly simple word, is

deceptively difficult to convey. The terms official meanings are “1. a particular position, point or area in space [and] 2. a portion of space designated or available for or being used by someone” (Oxford Dictionary, 2014, n. p.). These meanings fail to communicate the full extent of what place embodies. Closer to the heart of the matter, Ryan (1995) declares that place engages, provides experiences and has meaning for those engaging with it. This is done in a way that brings forward “pleasure or contemplation, or reflection and, most importantly, an appreciation of cultural and environmental diversity” (cited in Winikoff, 2000, p. 7).

This is one way to view the term. According to Gustafson (2001) the value of what place is has changed over time and expresses many meanings. He refers to literature on “modernity, postmodernity, globalization and the ‘information society’ [which] often contain claims that the role of space and place in contemporary society is undergoing fundamental change” (p. 5). There is concern that places, as defined by Ryan, are becoming less common. Relph (1976) claims that globalization has caused ‘placeless’ physical environments to develop (cited in Gustafson, 2001, p. 5). A wide application of zoning regulations and building standards may also contribute to higher perceptions of *sameness* as well as greater estrangement from traditional techniques and cultural significance imbedded in the built landscape (Ben-Joseph, 2005, p. xv). Hay’s (1998) research also shows that individual attachment to place is declining in “modern society due especially to high levels of residential mobility” (p. 5).

Theorists have developed a number of different frameworks and concepts to measure or understand the value of place. Relph determined place has three key parts:

physical setting, activities, and meaning (Relph (1976) cited in Gustafson, 2001, p. 6).

Canter (1991) developed a similar model, which looks at “the relationship between actions, conceptions, and physical attributes” (cited in Gustafson, p. 6). Shumaker and Taylor’s (cited in Hay, 1998) research identifies

two potential ‘dimensions of attachment’, rootedness and bondedness: rootedness is associated with ‘length of residence, ownership of home, and expectations to stay in the same residence’, while bondedness arises from ‘feeling a part of the neighborhood, one’s ability to distinguish between residents and strangers’ (p. 6).

Twigger-Ross and Uzzell (1996) have contributed some of the most influential work on place theory building on Breakwell’s (1992) model, which lists four principles of place identity: distinctiveness, continuity, self-esteem, and self-efficacy. Their research shows those attached to their environments have positive feelings in relation to the four principles, while those not attached provide neutral or even negative feedback (p. 205).

In general, research on what role the concept of place has in our society often focuses on the three notions of place identity, place attachment, and sense of place (Gustafson, 2001, p. 7). According to Hay (1998), there is a need to further explore “the value of developing a sense of place based more on ancestral and cultural connections. Such a sense of place is considered to be of benefit to individuals and to modern society” (p. 5).

2.3.1 Place and Identity

Many studies have reviewed what effects place has on personal identity and actions within said space (see Wickham and Kerstetter 2000, Kyle et al. 2004). These

have typically focused on how places viewed positively may in turn reinforce positive responses. Less work has focused on how degraded or potentially polluted spaces, such as former or underutilized industrial sites, may impact on identity (Castan Broto, et. al. 2010, p. 953).

Two perspectives that affect how a degraded environment relates to one's self-identity is whether someone views themselves as an *insider* or an *outsider*, a concept developed by Relph (1976). Insiders are "individuals exhibiting strong ties with the place. [They] characterize the place as a unique component of their existence" (Castan Broto, et. al. 2010, p. 954). Since these people view place as an important component of their lives, their personal identity is more likely to be attached to the identity of place. Less likely to have experienced a strong self-identity/place-identity connection are outsiders, "individuals exhibiting weak ties with a place [and behaving] in space as if the place were something accidental and with limited influence over their personal decisions" (p. 954). It may be anticipated that those with this outlook, especially if in large numbers, could pose a threat to neighbourhoods, because they represent a lack of ownership, which can exacerbate existing issues, indeed, and create new ones.

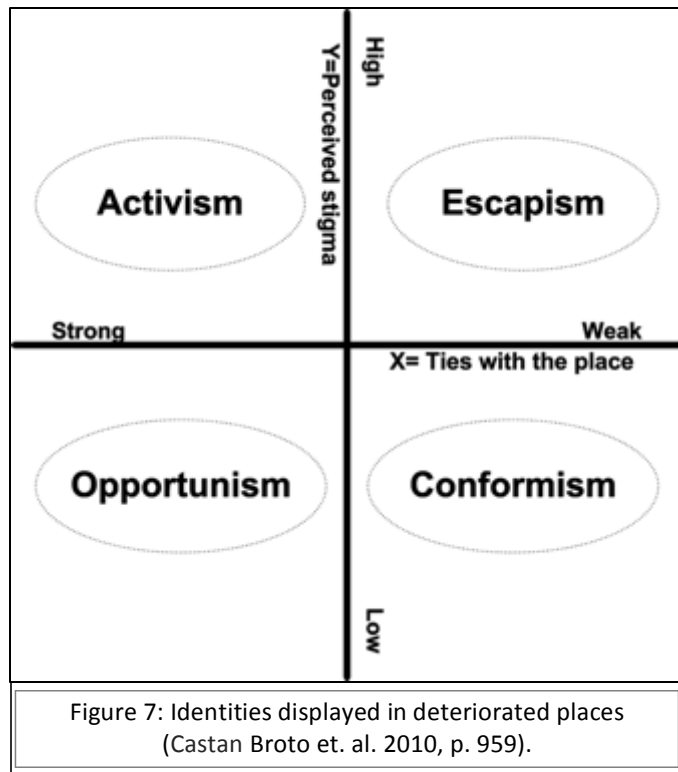
One's position as an "insider" or an "outsider" is not fixed and can shift along a spectrum for a variety of reasons. One cause for this involves the sense of stigma. A stigma involves an attribute or set of attributes that mark a person or place as socially undesirable. Goffman (cited in Castan Broto, et. al. 2010, 1990) explains stigmas develop in a place when social norms or expectations are not met (p. 954). It's understandable how stigma may become associated with to an environment that is, or is perceived to be,

polluted or deteriorating. If evidence of this increases over time, community members can become more susceptible to moving from an insider to an “outsider”.

Research has shown this isn’t always the case. Castan Brote et. al. (2010) provides a list of responses to categorize the level of place identity for community members living in a Bosnian neighbourhood with a high level of industrial pollution (p. 952). The responses, similar to those in a risk society framework, include activism, escapism, opportunism and conformism (pp. 963, 959). How these relate to one’s connection to a place and perceived level of stigma are depicted in Figure 7.

People falling in the activism quadrant are strongly connected to their community and also believe there to be a high stigma attached due to degraded neighbourhood qualities. These

people are more likely to be motivated to take action to improve the situation. Contrary perhaps to intuition, degraded environments may increase one’s bond to it (Castan Broto, et. al. 2010, pp. 960, 962). This may be due to a protectionist response. Opportunistic respondents also



experience a strong connection to place but demonstrate a low perception of stigma. They do not view degradation as a negative thing, but instead see it as opportunity for positive changes and growth.

The conformist category comprises of those with weak ties to place, as well as a low perceived stigma. They are less concerned with their neighbourhood conditions and view decline as either “an inevitable fact of life or as a minor problem compared with other aspects of their life” (p. 961). Those who lean towards escapism have both weak ties to a place, as well as a high perception of stigma. They are perhaps most likely to cause neighbourhood instability, as they may leave in search of better circumstances (p. 961). If unable to leave, it stands to reason this group would be less likely to intervene in trying to make a place better or prevent further decline.

This information can be useful for those working to improve such environments, because being able to pinpoint which perspective someone may have may provide insight into how to potentially involve them in the process. Gaining the input and views of community members is often an integral part to many redevelopment projects, with hopes of integrating many voices into the social construction of place. The act of creating place, referred to as placemaking, “involves looking at, listening to, and asking questions of the people who live, work and play in a particular space, to discover their needs and aspirations. This information is then used to create a common vision for that place” (Project for Public Spaces, n. d.).

2.3.2 Placemaking and Participatory Planning

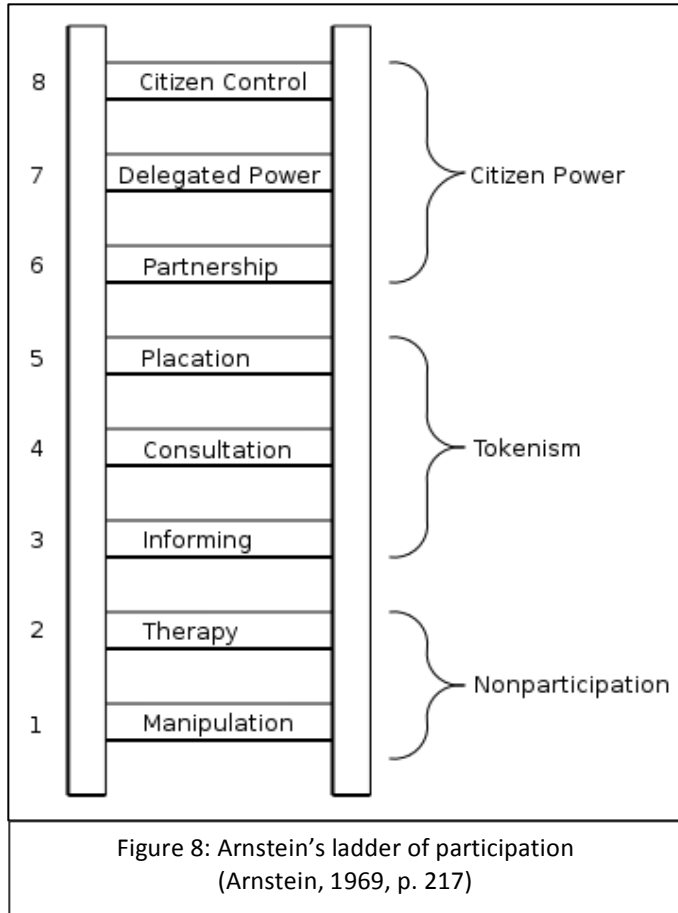
Placemaking commonly takes place through acts of community engagement and participatory planning processes. It has been referred to as “the act of cultural incorporation, broadly conceived, into built form, relating culture to architecture and urban design, often within a planning framework” (Stea & Turan, 1993, p. 6). This can be achieved through many different activities and is often done at a local level and entails a number of potential benefits and drawbacks. Many different methods, such as design charrettes, mapping exercises, modeling, visual preference surveys and photo journaling can be used to illicit input from community and organization members as well as various professionals. Generally speaking, the aim is to create public environments, at various scales, incorporating a community’s values in a manner that “strengthens the connection between people and the places they share (Project for Public Spaces, n .d.)

The participation planning movement began in the 1960s in response to the modernist movement. Aravot (2002) explains universal modernist principals of design and planning led to sterile, uniform and mechanical environments. This in turn led to a sense of placelessness, which placemaking efforts aimed to respond to (p. 201). It also began with a strong foundation in community activism, attempting to provide opportunities for citizens to become involved in projects directly affecting themselves and their community.

The movement has a number of supporters but has also received a fair share of criticism in scholarly research, stemming largely from a sense of mistrust in the motivations and inherent power imbalances of those involved. Illustrating how these

factors play out in participatory processes, Arnstein (1969) developed her influential *Ladder of Citizen Participation* (shown in Figure 8). This shows how participation can be used in various ways, many of which work against the intent of the method.

She lists ascending levels of participation, ranking them into three categories: nonparticipation, tokenism and citizen power. The



first category involves events merely using participation as a guise with the real intent of educating and eliciting project support from community members. The events of the second category provide opportunities for community members to provide input but fail to shift a measure of authority to the community to determine outcomes. Citizen power, the final category allows participants the highest level of influence and is most successful at redistributing power (p. 217).

While Arnstein's ladder provides a useful understanding of participatory stages, a flaw in her analysis is that she assumes that it is only *have-nots*, those with traditionally little power and influence, involved in participatory planning. Within this outlook she makes the case that this method is a positive course of action, when performed at higher

rungs of the ladder because it allows opportunity for greater levels of equality. In her words she defines citizen participation as a “redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future” (p. 216). This doesn’t take into account that participants can often include leaders in the community, those not exclusively without existing means or influence. The highest levels of participation may simply work to shift power from one powerful group to other. This isn’t to discredit the process’s potential but merely to highlight its limitations. The fact that rung levels obtained may shift during a participatory process is also not discussed by Arnstein.

When done effectively, placemaking tools can be used to create projects better suited to the needs and desires of local communities. They can also result in projects more attuned to local cultures, histories and values, as well as communicate and reinforce these attributes. Similar to heritage preservation, opponents argue whether or not intangible characteristics of a place, such as its history or values, are authentically portrayed. Places, according to Wortham-Galvin (2008) inherently involve both real and imagined qualities based on both a physical and mental makeup. Determining the authenticity of interventions is further made impossible because a place’s meaning is different from individual to individual or group to group (p. 32). Therefore creating *authentic* spaces should not be a focus of placemaking.

2.3.3 Measuring Sense of Place

Determining how strong a location’s *sense of place* measures is a useful strategy.

The term developed out of placemaking study and was initially developed through work by Relph (1976). It is defined as a “value-laden, multidimensional concept, related to an individual’s emotional and symbolic identification with a place” (Stefanovic in Axford & Hockings, 2005, p. 3). Varying from person to person, one’s perception of their environment develops from a complex combination of factors specific to an individual’s experiences. This isn’t to say that shared symbolism, values and histories don’t emerge as collective understanding are communicated and reinforced (Williams & Stewart in Axford & Hockings, 2005, p. 4).

Designers and planners are often tasked with the lofty ambition of creating spaces that individuals form a connection to. But how does one measure if such actions are successful? What makes interventions in one space appear to create an apparently stronger sense of place than those performed in a different project? How may we better learn what successful processes may be replicated in ways that lead to similar outcomes in other locations?

In their 2005 study, Axford and Hockings attempted to provide better insight into the answers of these questions by creating a framework to measure “both the strength (intensity) and orientation (focus) of sense of place” (p. 1). The authors gathered both quantitative and qualitative data derived from case studies and semi-structured interviews. Interview questions targeted the specific topics of “place attachment, place awareness, place connection, environmental perception, social perceptions, and place organization” (p. 5). Adopted from Shamai’s (1991) studies, the authors used a coding system to rate respondent’s feelings of belonging, place attachment and place

commitment displayed using a scale of 0 to 3 to determine how strong individuals, sense of place measured (Axford and Hockings, 2005, pp. 8-9).

To gauge what motivation or drive focused individual's sense of place, three categories were looked at. The first looked at whether motivation was more socially or environmentally focus. The authors rated if people's motivations were setting-based (i.e., a similar setting would measure the same) or place-based (i.e., only the specific location researched would meet individual needs). Lastly, participant's levels of dependence on a place were measured (pp. 10-11).

Results determined a wide range of intensity in how individuals perceive a location's sense of place. The overall conclusion drawn is that "the stronger an individual's sense of place, the greater their place dependence and commitment and the greater their desire to be involved" (p. 1). This has implications on how community members are engaged in planning and design processes.

Unlike in Shamai's (1991) study, Axford and Hockings interview questions are indirect. This requires a higher degree of interpretation of meaning by the authors and increases the level of subjectivity involved in the results found, a vulnerability in the study's overall design.

2.4 SUMMARY:

This chapter looked at research conducted in three areas: industrial development, heritage preservation, and place and placemaking. While these interests are separate, they combine to provide a foundational understanding for this study. The first section,

Industrial Development and Urban Planning Impact, provides a brief introduction about how urban industry initially developed and evolved over the years. Trends in recent times show a move towards deindustrialization in Canada, leaving a number of brownfield sites underutilized or abandoned. Several obstacles make it difficult for improvements and new uses to develop. Lower income and racial minorities are more often the demographic impacted by such obstacles, raising questions surrounding environmental justice. In attempts to improve these conditions, many programs, organizations and funding is available from all levels of government.

Heritage preservation of industrial sites represents one redevelopment avenue. Thoughts regarding how heritage should be protected have evolved over the years and have often involved contested issues. Debates about what stories are told through our cultural and built heritage, by whom and for what purpose is persistent. Many schemes attempt to be financially viable by attracting tourists, which can lead to a number of concerns. One way professionals are addressing these issues is through sustainable heritage management planning. Inspired by the sustainability movement, this method aims at achieving outcomes that balance environmental, economic and social needs with input from a wide representation of stakeholders, providing participatory involvement.

Participatory planning and placemaking have been common themes in industrial redevelopment and heritage preservation research. My interest behind wanting to highlight industrial heritage in a redevelopment process at a neighbourhood scale is the idea that this may be a positive way at strengthening sense of place. This chapter attempts to untangle what *place* is and what impact the way we identify and interact

with it has on individuals and society. Involving community members in the planning and design of space is a common way to achieve places that people find satisfying, embedded with meaning and identifiable value. Ways of measuring how strongly environments achieve this is briefly examined.

CHAPTER THREE: RESEARCH METHODS

Building the Frame

Research is formalized curiosity. It is poking and prying with a purpose.

*Zora Neale Hurston
Dust Tracks on a Road (1942)*

3.1 RESEARCH STRUCTURE:

The aim of the research collected is to provide an informative set of data useful in answering the study's main questions:

- **Question 1:** How has heritage preservation on redeveloped obsolete industrial sites aided in defining a distinct and positive sense of place?
- **Question 2:** What lessons can be learned from redeveloped obsolete industrial sites that have incorporated heritage preservation?
- **Question 3:** What strengths, weaknesses, opportunities, and threats would be involved in maintaining / highlighting aspects of industrial heritage in Winnipeg's South Point Douglas neighbourhood and how may they be addressed?

To collect the data, four research methods have been employed. They are:

- literature review
- case studies
- first hand observations
- interviews

The need for multiple research methods is due to the range of questions and the difficulty of answering the three with fewer strategies. Using a combination of approaches enables triangulation to occur. Triangulation involves "the use of a variety of methods or data sources to examine a specific phenomenon either simultaneously or sequentially in order to improve the reliability of data (Gray, 2009, p. 582). The literature review was conducted first. Case studies and first hand observations built off of

information gained through the literature review. This was followed by interviews, which incorporated all previous information gathered. The intention was to gain qualitative material as opposed to quantitative.

The following sections provide explanations on how each method was used and why it was chosen. The strengths and weaknesses associated with each technique are also discussed.

3.2 RESEARCH METHODS:

3.2.1 Literature Review

A literature review “demonstrates the essential theories, arguments and controversies in the field and highlights the ways in which research in the area has been undertaken by others” (Gray, 2009, p. 98). It provides an opportunity to research and summarize relevant information already available on a given topic. For this study, the literature review was instrumental in two ways. First, it helped shape and provide insight into the studies topic for myself. Secondly, it provides a background foundation for readers.

The study began with only a general idea of what the topic was going to be. It was solidified by examining previous studies, their findings and suggestions on what research gaps existed. Work by Bliet & Gauthier (2007) was most influential in understanding what problem I wanted to address: How can former industrial sites be redeveloped in a way that incorporates local history and culture? From this, my research questions developed. Based on the research questions the outline of the literature

review developed. The review outline, as well as the researcher questions changed multiple times, evolving to reflect information gained.

The search of literature to review followed the method proposed by Gray (2009). First I performed a general searches on potentially relevant keywords. Articles and books that appeared relevant were read. Notes taken were analyzed and important themes emerging were identified and categorized. This information was then integrated and synthesized into the content of my literature review (p. 101). This was done numerous times, creating many revisions. Whenever possible, first hand accounts of information was used, rather than secondary interpretations. Unfortunately, in some cases valuable original material was not available, though attempts were made to keep this at a minimum.

The format of the literature review is broken into three main sections, all influential components of my research topic; industrial development and urban planning impact, heritage preservation and planning and place and placemaking. Each section was divided into subsections, often based of themes prevalent in the literary information collected. The subsections were arranged from broadest to most specific.

In addition to being a valuable informational tool for myself, the literature review is also helpful for the reader, providing additional insight for anyone wishing to use the information and results gained for future studies. As Gray mentions, the literature review assists “future researchers in understating why the research was undertaken [and] its design and direction” (2009, p. 99). It provides readers insight into what studies

and interpretation of information the study was based on. It also provides information on what theories, opinions and gaps were present at the time of research completion.

3.2.2 Case Studies

A case study is “an intensive study of a single unit with an aim to generalize across a larger set of units” (Gerring, 2004, p. 341). The goal was to use this method to gain an understanding of the lessons learned from communities that have redeveloped obsolete industrial sites incorporating heritage preservation components. Attention focused particularly on gaining insights into potential processes, key actors and interventions that may be successfully applied to SPD and other communities in similar circumstances.

After an extensive search and brief examination of a number of potential case study locations in Canada, I selected two to focus on. The first examined the processes employed in the industrial redevelopments and planning regulations conducted and proposed in the neighbourhood of Griffintown in the Sud-Ouest District of Montreal, Quebec. The second study focused on the Distillery District in Toronto, Ontario.

The Montreal case (shown in Figures 9 and 10) and the Toronto case were chosen for a number of reasons. Like SPD, they both have an early history of inner-city industrial activity now mainly obsolete. Griffintown and the Distillery District have examples of completed redevelopment projects incorporating industrial heritage. Both cases are experiencing exciting transformations through the employment of new land uses, investments, guidelines, and regulations that focus on the highlighting the



Figures 9 & 10: Griffintown, Sud-Ouest District, current condition (left) and proposed redevelopment (Griffin District, 2010)

neighbourhoods past. Locations in different Cities and Provinces were intentionally chosen so regulations and policies implemented by different governments could be discussed.

They were also chosen because they share similar geographic characteristics with SPD. All three locations are sited adjacent to the Downtowns of major Cities. Bodies of water and busy roadways border all three locations. They also share in common a history of decline and de-investment spurred by the decline in local industrial land uses. While SPD is still in a period of decline, Griffintown and the Distillery District are moving to a new stage of their history, experiencing growth and renewal.

The data gained through this method plays a key role in the final recommendations provided. The information from the case studies were key components to answering my first research question, which asks *to what degree has heritage preservation on redeveloping brownfield sites aided in defining a distinct and*

positive sense of place? The research method was also helpful in answering the second question, *what lessons can be learned from redeveloped obsolete industrial sites that have incorporated heritage preservation?*

Case studies were chosen as a research method because they are a good approach to use when “trying to uncover a relationship between a phenomenon and the context in which it is occurring” (Gray, 2009, p. 247). Unfortunately, potential limitations were experienced with the case studies selected because, in many ways, the locations are different from SPD and the socio-political environment in which the community exists. Research conducted before this study did not uncover communities with characteristics more similar in nature. Most research using case studies faces the same problem (Gray, p. 247). The similarities and differences between the chosen communities and limitations apparent in the data collected are identified later in this study. The apparent limitations were considered when contemplating what strategies, policies and roles may be successfully reproduced in SPD and their relevance explained within the context of the neighbourhood.

The amount of information stemming from the case study locations was also somewhat daunting. Following Gray’s suggestion, a framework was created before starting the study in order to get a better understanding of what information needed to be collected (2009, p. 247). The framework used was the same for both case study locations and was developed with the research questions in mind. A brief overview of the case studies geographical context and history is provided in the next chapter. Local

policies affecting industrial redevelopment, available funding sources, key actors involved, and outcome to date are also discussed.

In order to have a more accurate understanding of the case study locations, the information collected was complemented by the data gained through interviews with people involved in the cases. It was also viewed in connection to a review of available literature on the topic and field observations, relying on multiple sources of evidence, which Gray suggests is an important component to conducting precise research (2009, p. 252).

3.2.3 First Hand Observations

Gray notes “observation is not simply a question of looking at something and then noting down the facts. Observation is a complex combination of sensation (sight, sound, touch, smell, and even taste)” (Gray, 2009, p. 396). Conducted in an unobtrusive manner, the method is used as a secondary measure to verify, complement, or challenge, if necessary, the information gathered through the literature review, case studies and interviews in order to answer the study’s research questions more confidently.

In SPD, first hand observation was conducted to gain a better understanding of how people currently interact with obsolete or underutilized industrial spaces. Data collected was documented through field notes and photos. First hand observation was used to document examples of how the case study locations have reclaimed industrial heritage and the apparent effects such reclamation has had on neighbourhood sense of place. A general description of their conditions was noted.

To better understand the similarities and differences apparent in the case study locations and what affect they may have on the sense of place of each, Kevin Lynch's (1960) *elements* were examined. These elements are districts, edges, paths, landmarks and nodes. Lynch defines them as:

- Districts: "Medium-to-large sections of the city, conceived as having two-dimensional extent, which the observer mentally enters 'inside of', and which are recognizable as having some common, identifying character" (p. 161).
- Edges: "Linear elements not used or considered as paths by the observer. They are boundaries" (p. 160).
- Paths: "Channels along which the observer customarily, occasionally, or potentially moves" (p. 160).
- Landmarks: A "point-reference...the observer does not enter within them, they are external. They are usually, a rather simply defined physical object" (p. 161).
- Nodes: "Strategic spots in a city into which an observer can enter and which are the intensive foci to and from which he [or she] is travelling" (p. 161).

Lynch argues that these five building blocks of cities create an environmental image for observers. They add to distinctiveness, identity and reinforce meaning (p. 157). When examining these elements in the case study locations, the intention was to gain insight into how industrial heritage preservation efforts contribute to better defining these components.

Observations conducted in South Point Douglas were analyzed, in part, by looking at the strengths, weaknesses, opportunities and threats (or SWOTs) involved with using SPD's industrial heritage to develop it's sense of place. In this analysis, physical observations of the built environment were used, as well as information gained from other research methods.

First hand observation provides an informative dataset, but the research method is also problematic. One disadvantage of the approach is that “the interpretation of what is observed may be influenced by the mental constructs of the researcher” (Gray, 2009, p. 397). To help combat this issue, attempts were made to take detailed notes containing as much observational material as possible, including notes on activities not supportive of my initial objectives and opinions. Time spent in the case study locations was limited, with approximately three hours spent during afternoon hours at both locations. If time permitted, I would have liked to experience the areas at different times of day and on different days of the week to observe possible changes in activity and use.

3.1.4 *Interviews*

Semi-structured interviews with key informants provided some of the most valuable information and required a substantial amount of time. The focus was on gaining a more in-depth and clearer understanding of the processes conducted, the key players involved, and the roles they perform or performed. Finding participants informed and willing to discuss the case studies and SPD locations was challenging.

For the Distillery District, part of my aim was to gain better insight into the processes employed in developing the area and what lessons were gained. Since processes began in the 1990s and early 2000s it was difficult to find participants who could provide additional information from what was collected through a review of available literature. I spoke to a city planner and a developer with valuable insights into the Distillery District project. I had similar experiences with the Griffintown case. Added

challenges involved language barriers and tracking down potential participants who could provide information not already made public. I spoke with a McGill Professor regarding the Griffintown case study. A local city planner, a heritage professional and one local resident from SPD also provided interviews.

It would have been ideal to have more residents involved in my study in order to have a stronger and more comprehensive set of data. Fortunately, resident survey information already collected from sources such as Point Research Inc. is readily available for use. A focus group with residents was initially planned but was decided against due to relevant feedback provided by the City. This feedback was gained through their own focus groups, conducted in 2009.

It was initially anticipated that information collected from interviews would be analyzed using coding techniques. This method of evaluation involves dissecting data and arranging it based on categories, themes and concepts made apparent, as suggested by Saldaña (2009, p. 203). This did not end up being the case, as the information provided was fairly straightforward and connections and understandings were made in a less formal manner. For future research efforts, a data diagram may be useful.

Data diagrams are designed to distinguish categories, themes and concepts, as well as other issues. Diagrams are well-suited for describing relationships and hierarchies in a clear, visual manner (Saldaña, 2009, p. 203). Figure 11 provides one of many ways this can be done. The diagram shows concepts, represented by circles, actions by ovals, and participants and key attributes by rectangles. If I data set had been larger, or more in depth, this method would likely have been used.

All interviews conducted were in a semi-structured format, based on predetermined questions approved by the University of Manitoba's Joint Faculty Research Ethics Board (JFREB, see Appendix II). It was determined a semi-structured approach would likely be a more appropriate interview format, rather than a structured, non-directive, or focused one due to the nature of the research topic.

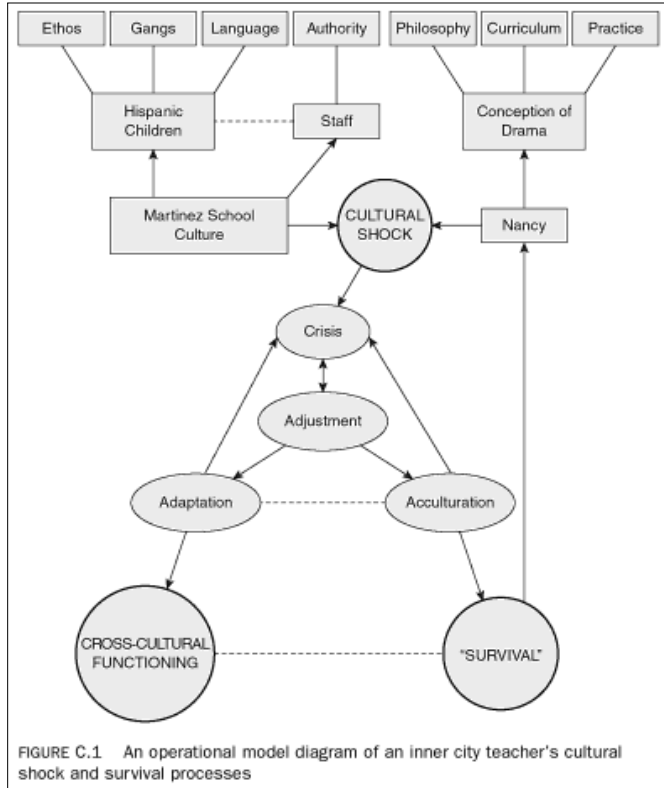


FIGURE C.1 An operational model diagram of an inner city teacher's cultural shock and survival processes

Figure 11: Example of a data diagram (Saldaña, 2009, p. 202)

Semi-structured interviews build upon a set of questions. Unlike structured interviews, the format allows for flexibility and probing (Gray, 2009, p. 373). Even though analyzing the information from such interviews is more time-intensive, it was felt richer insights would be a more likely outcome. Notes were taken during all interviews, except for one, which was conducted by email. None of the interviews were taped. In hindsight, tape recording would have been a positive decision because it would have allowed more direct quotes to be used in the document.

3.5 SUMMARY:

The research methods used in this practicum include case studies, first hand observations and semi-structured interviews. These options were chosen because their individual strengths make them well suited to answer my research questions. Focus is placed on gathering qualitative information as opposed to quantitative.

Two case study locations, the Distillery District in Toronto Ontario and Griffintown in the Sud-Ouest District of Montreal Quebec were selected because they have both moved away from industrial land uses but have maintained degrees of industrial heritage preservation. The case study framework used is the same for both and focuses on determining the processes employed, available funding sources, key actors and what planning regulations were influential in maintaining industrial heritage. How these efforts have affected the neighbourhood's sense of place is also examined.

First hand observations, detailed through notes and figures were compiled from the case study locations and from SPD. This method was selected as a secondary research tool aimed at gaining a better understanding of my chosen locations of study and to provide a stronger contextual basis to frame information gathered through other means, such as semi-structured interviews.

Interviews were conducted with key informants in a semi-structured format. Participants were chosen mainly from professional fields. It was hoped a larger selection of participants would have been available, representing a wide range of expertise and objectives. The number of participants involved was less than ideal due to a number of barriers.

CHAPTER FOUR: CASE STUDY RESULTS

Gathering the Finishes

There is a wistful myth that if only we had enough money to spend--the figure is usually put at a hundred billion dollars--we could wipe out all our slums in ten years, reverse decay in the great, dull, grey belts that were yesterday's and day-before-yesterday's suburbs...But look at what we've done with the first several billions...

Jane Jacobs

The Death and Life of Great American Cities (1961)

Case study investigations of the Distillery District in Toronto, Ontario and Griffintown in the Sud-Ouest District of Montreal, Quebec were conducted. The aim of these investigations was to inform and inspire possible processes and interventions suitable for South Point Douglas in Winnipeg, Manitoba. These case studies are instrumental in answering this practicum's research questions:

- **Question 1:** How has heritage preservation on redeveloped obsolete industrial sites aided in defining a distinct and positive sense of place?
- **Question 2:** What lessons can be learned from redeveloped obsolete industrial sites that have incorporated heritage preservation?

These locations were chosen because, like South Point Douglas, they both have a history of past industrial uses in locations, in large part, no longer ideally situated for such activities. The case studies display a similar historic progression as SPD and they share similar geographic elements, such as proximity to Downtowns, waterways and major roadways.

Instead of discarding evidence of the past during redevelopment, the Distillery District and Griffintown have incorporated existing industrial buildings, spaces, artifacts and aesthetic to build upon each location's sense of place. These cases were also chosen

because they provide examples of neighbourhoods at different scales and different stages of development. They also provide examples of very different possible goals, approaches and outcomes.

4.1 CASE STUDY I: DISTILLERY DISTRICT, TORONTO ONTARIO

The Distillery District is a 13-acre parcel located in Toronto, Ontario. The city is Canada's largest with a population of almost 2.6 million and almost 5.6 million within the greater metropolitan area, according to 2011 figures (Statistics Canada, 2014, n. p.). The District is centrally located east of Downtown and north of CN rail lines, the Gardiner Expressway and Lake Ontario Harbourfront. Parliament Street bounds it to the west, Mill Street to the north, and Cherry Street and West Don Lands to the east.

Gooderham and Worts first developed the property in 1831 with the construction of a windmill. The company grew to be what was at one time the largest



Figure 12: The Distillery District today (Bayne & Brewster, 2010, n. p.).

distillery in the British Empire (Kohn, 2009, n. p.). James Worts started the company and was later joined by his brother-in-law William Gooderham. Worts committed suicide not long after in 1834, after his wife died in childbirth (Deziel, 2003, p. 62).

In the latter part of the 1830s, Gooderham expanded with the addition of a distillery, in reaction to the increase of grain availability. Over the next 10 years, the property grew to over 40 buildings, including “flourmills, a wharf ... storehouses, an icehouse, a cooper shop and a dairy” (Cityscape Holdings, 2014, n. p.). David Roberts Sr. and his son designed many of the distinct red brick and Kingston limestone buildings. These include the original, as well as the rebuilt Great Stone Distillery, whose interior was damaged in 1869 by fire (Kohn, 2009, n. p.).

After the fire, difficulty followed when Gooderham and James Worts Jr., Worts Sr.’s successor, both died within a short time of each other. World War I, followed by prohibition, led to the sale of the company to Harry C. Hatch in 1923 (Cityscape Holdings, 2014, n. p.). He relocated much of the company to Windsor to be closer to the U.S. border, reducing local production. The Distillery District sold again in 1987 and became designated as a heritage site, restricting possible changes to the façades of many buildings. The new owners, Allied Domecq, closed the distillery not long after in 1990 (Kohn, 2009, n. p.). Once the property’s initial manufacturing life ended, a new use emerged. Drawn in part by the well-preserved Victorian Industrial Architecture, it became the “second largest film location outside of Hollywood, [attracting] more than 1700 films” (Cityscape Holdings, 2014, n. p.).

With aims of attracting more permanent uses, the City of Toronto compiled information from 1988 to 1994 and drafted a number of reports on the Distillery District, providing background information on the area. These reports involved the themes of history, archival record, industrial archeology and interpretation, landscape and architecture (Otto, 1994, p. 3). Attempts were made in the nineties to convert the area into a shopping centre, but failed to attract interest (Toronto developer, Nov. 5, 2014).

4.1.1 A New Era Begins

In 2001, a new era in the site's history began with the sale of the property once more, this time to Cityscape Holdings Inc. This local real estate development firm has worked on a number of heritage projects. In 2005, they teamed up with Dundee Realty Corp. (now known as Dream Unlimited) in a 50/50 partnership (Artscape, 2014, n. p.). The fact that only one parcel of land is involved and it has a simple ownership structure has likely been an instrumental component in achieving a redevelopment plan (Toronto planner, Nov. 19, 2014). In cases where numerous owners are involved and parcels of land have to be consolidated, additional challenges can arise, thus delaying or preventing redevelopment from occurring.

“Both the owner of the lands and the City collaborated into coming up with a new vision to transform the District into a mixed use community” (Toronto planner, Nov. 19, 2014). Based this collaborative effort, Cityscape put forth a Master Plan for the District to the City, with the central idea of turning the area into a pedestrian-only art, culture and entertainment district, inspired by SoHo, New York (Toronto developer, Nov.

5, 2014). Their plan involved mixed-use and adaptive reuse with space available for galleries, studios, workshops, theatres, restaurants and retail at grade level, with office and residential space above. The heritage buildings were to be complemented by new high-density development at the edges of the site (Toronto developer, Nov. 5, 2014). It was important new buildings were implemented quickly as the new construction was necessary in order to be able to finance restoration. Restoration had to be completed first to meet Provincial requirements (Toronto developer, Nov. 5, 2014).

Artscape became Cityscapes' first tenant. The group "is a not-for-profit urban development organization that makes space for creativity and transforms communities. [Their] work involves clustering creative people together in real estate projects that also advance multiple public policy objectives" (Artscape, 2014, n. p.). They renovated and leased 50,000 sq. ft. of below-market-rate space to over 60 artistic sub-tenants in two buildings. They also gave \$600,000 towards capital improvements. The group played an instrumental role in engaging the general members of the public and members of the arts community (Artscape, 2014, n. p.).

Engagement between the developers and local stakeholders continues to occur. "The Gooderham and Worts Neighbourhood Association was formed as the area saw an increase in residents, and now is a group that provides continual feedback on development within their community" (Toronto planner, Nov. 19, 2014). This suggests the project is employing a Sustainable Heritage Management Planning process, at least in part.

Change did not come without challenges. Soil contamination had to be addressed. This was minor for the most part, except in one location, where contaminants had migrated from an offsite gasification plant. Due to the contamination, the site's floodplain location and the rundown area, no funding from banks was available. All financing received was through private channels, except for a few grants. In addition, much of the existing infrastructure also had to be replaced (Toronto developer, Nov. 5, 2014).

Despite these challenges, this project has had a tremendous impact on the site and surrounding area. The site used to be surrounded by barbwire fencing, and prostitution and crime were high. Such activities don't happen anymore, as there are more eyes and activity in the area. It has become one of Toronto's most popular tourist attractions and is a central hub for the neighbourhood. Its success has kick started neighbouring development. "Before the project started, it was situated in 80 acres of industrial wasteland. Now this is all being redeveloped" (Toronto developer, Nov. 5, 2014). Adjacent projects underway include the West Don Lands, which have a master plan that will create four new neighbourhoods, including the \$700+ million Pan-Am Athletes Village (Toronto developer, Nov. 5, 2014).

4.1.2 Planning Framework

The City of Toronto has a hierarchy of planning documents in place that have greatly influenced what has been approved for the Distillery District and the direction taken. The overarching document is the Toronto Official Plan, drafted in 2002, in

compliance with the Ontario Planning Act. It provides a general vision for the whole city. Section 37 of the Planning Act was especially influential in the shaping of the Distillery District. It allows height increases in exchange for community amenities and “an interpretive program to ensure the historical distilling operation is identified” (Toronto planner, Nov. 19, 2014). In conjunction with this section, an easement agreement was drafted for the development, requiring the project to provide art amenities. It also required 440,000 sq. ft. of heritage space be restored before new development could be constructed, in addition to an “interpretation centre, public art [and] a daycare” (Artscape, 2014, n. p.). Public consultation during the design process was also a

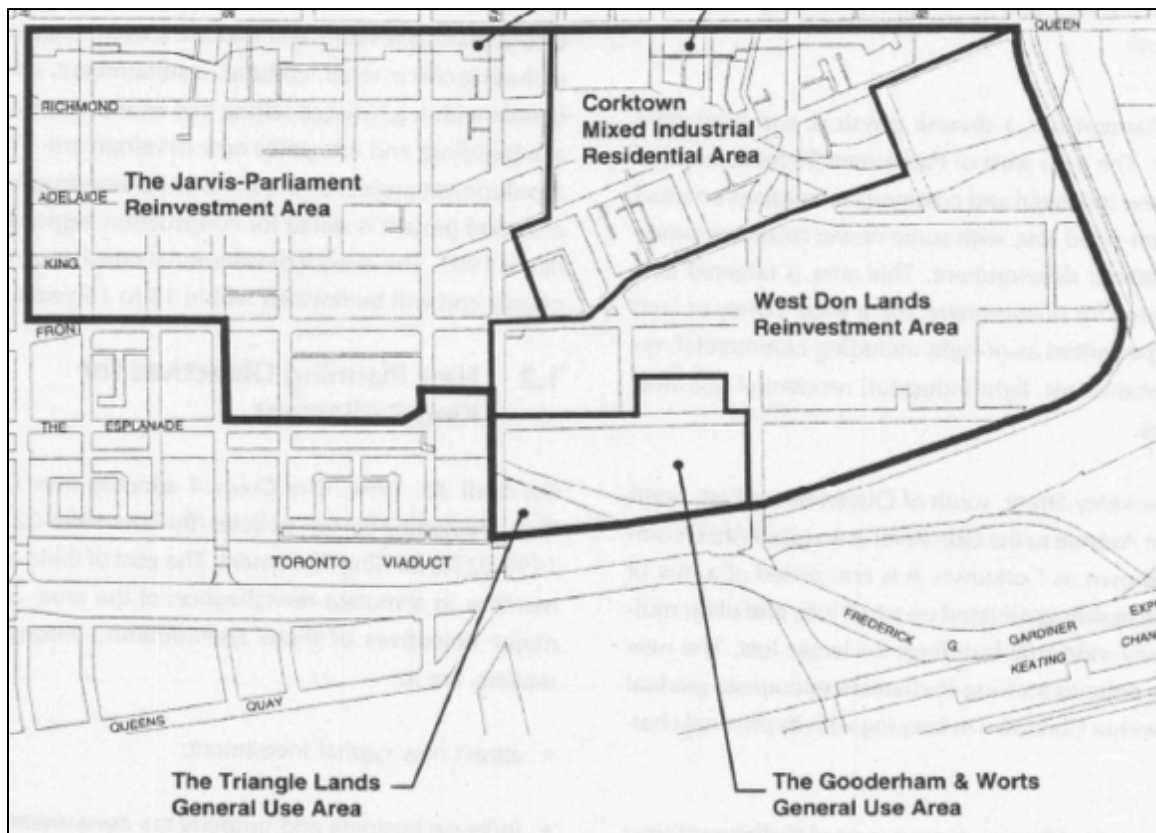


Figure 13: King-Parliament Boundary (City of Toronto, 1997, p. 2)

requirement (Toronto developer, Nov. 5, 2014; Toronto planner, Nov. 19, 2014).

Other influential planning documents include the King-Parliament Community Improvement Plan (1997) and the King-Parliament Secondary Plan (2006), which includes design guidelines for the Distillery District. The King-Parliament documents provide finer grain rules for developers and designers. They encompass a greater area including, in addition to the Distillery District, the neighbourhoods of Corktown, West Don Lands, the Triangle Lands and Old Town of York, home to the City's original ten blocks (City of Toronto, 2006, p. 32). The area, as a whole, contains a range of scales and levels of development. West Don Land, located adjacent to the north and west sides of the Distillery, is also a former industrial site.

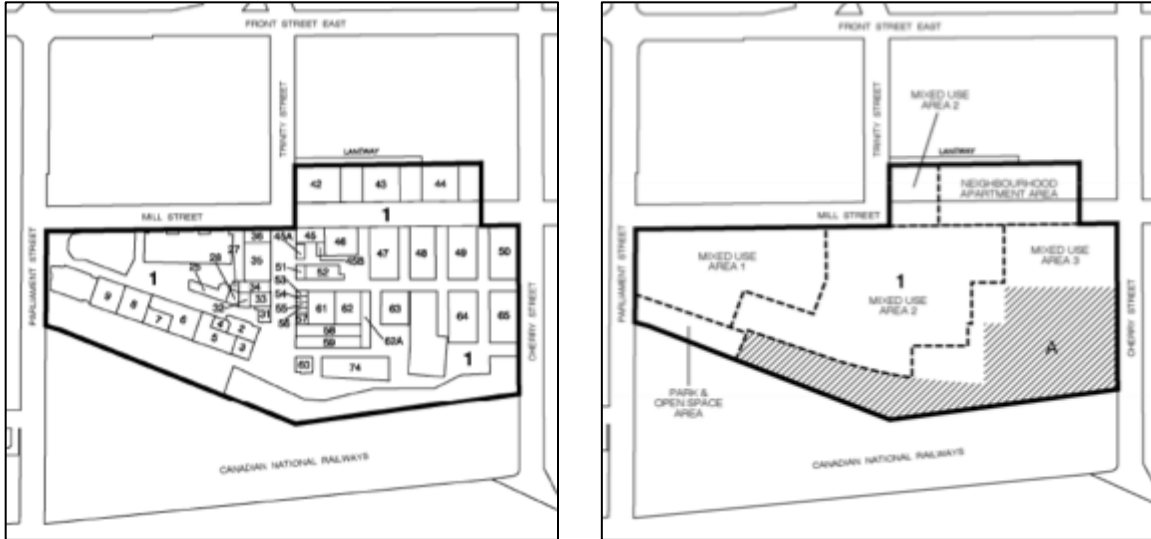
In addition to the King-Parliament documents, the District is also shaped by the City's bylaws and development agreement documents, which list the most specific site and building requirements. The King-Parliament Community Improvement Plan, released in 1997, pays little direct attention on the Distillery District; instead it focuses more on Corktown and Old Town of York, which are the only areas it lists as *Areas of Special Interest* (p. 8). Heritage preservation and creating or strengthening the area's sense of place infuses the document. Four of the five targeted community improvement themes listed highlight heritage issues. The document also provides the rationale as to why they are important and how they may be achieved. The list includes:

- Enhancing heritage character of the King-Parliament area.
- Creating places and spaces: Improving physical identity.
- Encouraging reuse of existing buildings.
- Proposed community improvement projects, including a heritage interpretation program (City of Toronto, 1997, pp. 5-15).

The Parliament-King Secondary Plan came into effect in 2006. Unlike the Improvement Plan, this document focuses primarily on the Distillery District and how the surrounding areas relate to it. It is upgraded to a *Special Identity Area* and site-specific policies and guidelines are created. The added attention is likely due to the major work done on the site since the Improvement Plan was drafted. The added amount of tourist attention drawn to the area and the increased economic possibilities created for the area as a whole likely also contributed to the shift of focus.

Greater emphasis is placed on heritage preservation and is clearly a main objective. New building must be built to be compatible with the scale and massing of the existing heritage buildings. The document clearly identifies heritage as an important catalysis for enhancing the areas physical character or sense of place (p. 3). Here, the City encourages preservation and maintenance through the provision of building height bonuses and development agreements. They also commit funding for community improvement projects that increase “heritage character [through] capital budgets, infrastructure programs and private donations” (p. 3).

The Secondary Plan offers detailed design guidelines for the five sections of the Distillery District. This is much more detail than in the Community Improvement Plan, which only provides a short, general list applicable to the whole King-Parliament area. Providing separate guidelines targeted to each of the five districts within the Distillery District is beneficial, because it allows greater attunement to each area’s existing heritage resources and builds upon its specific sense of place and functions.



Figures 14 & 15: Distillery District Building Layout (left) and Distillery District zones (right)
 (City of Toronto, 2006, pp. 13, 14)

In addition to each district’s individual guidelines, there are some applicable to the whole site, which provides a sense of consistency. For example:

- Siting of new buildings should reinforce the existing geometry of lanes and courts.
- Landscaping design of the site, including lighting, paving, tree planting, and street furniture, should follow historical precedent, reinforce and highlight its heritage character.
- Existing building materials such as brick pavers, brickwork and interior wood should be re-used on the site in order to reinforce the heritage character.
- Overhead bridges, pipes and chutes should be retained, where possible, to help retain the industrial character.
- Interventions into the facades of existing buildings such as openings for new doors and windows should be minimized. Historical precedent should be taken into account in considering alterations of existing building exteriors.
- New buildings or building additions should be highly articulated and modulated to minimize the visual impacts of building bulk, reinforce the modulation of exiting heritage buildings and reinforce the heritage character of the site.
- Retention of existing equipment within buildings is encouraged in order to enhance the interpretative value of the site (City of Toronto, 2006, pp. 25-26).

These requirements suggest strong intentions of maintaining the site's historic industrial sense of place. They also suggest flexibility in allowing for new developments and alterations to better meet present needs, so long as they don't detract from the visual heritage value (pp. 15, 25-26). Of the possible approaches to preservation, discussed previously in this document, it appears the City has taken a somewhat relaxed stance.

This may be one of the reasons for the Distillery's success as they have allowed some flexibility for commercial, office and institutional tenants that may not have been able to locate in the space otherwise. Allowing new mixed-use projects to occur amongst the heritage buildings within the Distillery District has added residents and 'eyes on the street' providing an increased sense of safety. It also provides greater potential for expanded hours of use, which is one of the objectives listed for the area in the Secondary Plan (City of Toronto, 2006, p. 15). If the City had taken a more purist approach to preservation and not allowed new buildings to potentially interfere with the historic integrity of the site, these benefits may have been realized.

4.1.3 Breakdown of Site Features

In order to understand how the Distillery District functions and what other potential keys to its success are and how those elements may be extracted and applied to other areas such as South Point Douglas, it is helpful to break the site into its distinct pieces. Here, I examine its districts, edges, paths, landmarks and nodes, all features



Figure 16: Distillery's east entry (Elias, 2014)

defined by Kevin Lynch (1960, pp. 160-161). Information presented is based on research collected and first hand observations conducted on a Saturday in October, 2014.

DISTRICTS: The Secondary Plan breaks the Distillery District's 13 acres into five separate zones. They are based on the site's existing features and desired uses and functionality (p. 15). Bordered by Mill Street and Parliament Street, the district located on the northwest section of the site is labeled as *Mixed-Use Area 1*. It provides space for residential uses, with retail, services, commercial and light industrial uses at ground level. Guidelines require the scale of building to taper downwards, into the site and away from Parliament Street, and neighbourhoods to the west, where a higher building threshold is visible (City of Toronto, 2006, p. 18).

This has occurred on the southern edge of the district, where heights taper from mid to low-rise. The northern edge, on the other hand, contains a building with a five-

storey base and an over 20-storey condo tower in the middle, creating not quite the intended transition. The main pedestrian access point to the site is from the entry on the corner of Parliament Street and Mill Street. The feeling of entering an area with a distinct sense of place from that of its surrounding is marked not only by the change in scale but in the change of building styles on the site, progressing from contemporary to Victorian industrial, drawing one in. The *Neighbourhood Apartment Area* also allows residential uses to be placed there (City of Toronto, 2006, p. 1). While the buildings in this area are in the same style as the District's other historic buildings, it feels separate from the area as a whole because Mill Street divides it and there is less activity.

Mixed-Use Area 2 is the most centrally located zone. It is intended to provide the greatest provision of heritage resources, with a collection of small-scale, well-preserved heritage buildings featuring small shops and restaurants. Based on a visually higher concentration of people in the section, it appears to be the largest attraction for visitors. New buildings are not permitted in this section. Additions may be done but only to allow accessibility, meet building code, maintain or repair heritage features or enhance use, with only a couple of specific exceptions to these requirements possible (City of Toronto, 2006, p. 16).

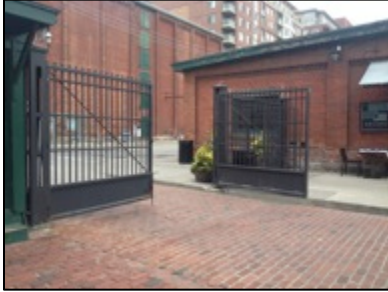
Located east and south of this area is *Mixed Use Area 3*. It contains mainly one-storey buildings with larger footprints. A mix of uses occupy the space, including "offices, studios, light-industrial and institutional uses [and is] intended to accommodate a wide variety of emerging economic sectors such as media ... publishing [and] design" (City of Toronto, 2006, p. 16). It appears the main intention for this section is for it to expand as

an employment sector, especially for creative occupations. Much of this space has yet to be redeveloped and occupied by tenants (Toronto planner, Nov. 19, 2014).

Two new high-rise residential towers have been placed, which is permitted in the area marked as section 'A' in Figure 15. Footprints of new developments are limited to that of existing heritage buildings and must have non-residential uses occupying the main floor (City of Toronto, 2006, p. 16).

The last district is labeled *Park and Open Space Area*. It is the location of a former rail line and currently provides the only vehicular access to the site. Its use is limited to cyclists, emergency vehicles, and to those with mobility difficulties (City of Toronto, 2006, p. 18).

EDGES: Edges are “the boundaries between two phases, linear breaks in continuity” (Lynch, 1960, p. 160). These are strongly defined in the Distillery District as it functions similar to a gated community. The most easily read edges are that of the District’s outer boundary. Walls of mainly inward-facing buildings on the north and east encase its sides along Mill Street and Cherry Street, marked in only a few locations by gated entries. The buildings on the north side of Mill Street are technically a part of the District but appear to be separate. This is due to the strong visual division, the barrier created by Mill Street and because the buildings are mainly boarded up and not currently containing a draw for pedestrians. Should economic and residential uses expanded to this area, the City could choose to close the section of Mill Street in front of the buildings to vehicles, making it only accessible to pedestrians (like the rest of the District). If this were to be done,



Figures 17 & 18: Eastern gate, looking out from the Distillery District (left) (Elias, 2014) and northern edge along Mill St looking southwest (right) (Google Maps, 2014).

creating defined edges of Mill Street where it is closed to vehicles would be helpful in communicating the distinction.

Two new buildings define the western edge and a berm defines the length of the southern. This berm acts as a visual, audio and physical boundary between the Distillery and the CN Rail Lines and Gardiner Expressway beyond. It also provides protection from flooding as well as southerly winds coming from Lake Ontario, making outdoor spaces more enjoyable. Interior edges are employed throughout the space through changes in grade and fencing to indicate exterior business space, such as restaurant patios from pedestrian space.

PATHS: Pathways maintained, are by in large, the same ones used when the site functioned as a Distillery, as required by the Secondary Plan (City of Toronto, 2006, p. 19). Distillery Lane, Trinity Street and Tank House Lane are main pathways, with Case Goods, Brewery and Market Lanes acting as secondary paths. These paths do not merely function as circulation routes for pedestrians but provide an integral component to the creation of the Districts unique sense of place. The pathways and the open squares they lead to provide high quality public space. The streets provide the best vantage points for

appreciating the industrial heritage of the District. The texture of the old red brickwork of the pathways immediately distinguishes the District from the surrounding area. Attention has been made to make the pathways feel more like outdoor rooms defined by buildings. Numerous additions such as planters, sitting areas and public artwork enhance its charm. Other items, such as the display of industrial artifacts, like beer casks, add a decorative heritage layer.



Figure 19: Case Goods Lane, facing eastward (Elias, 2014)

In a number of instances, such as along Distillery Lane, changes in grade are used to divide pathways into more comfortable scales and define different possible uses. Some interior pathways exist from building to building but are limited. The most successful connection between the Distillery District and the surrounding area is from Distillery Lane west to the Esplanade, which edges a linear park. From observation, this appears to be the most common access point into the District.

LANDMARKS: A variety of landmarks are present on site. The gates located at the entries on Mill Street and Cherry Street act as one type of landmark, indicating where the Distillery District begins and ends. Large-scale art installations, notably one on Distillery Lane and another in Gooderham Square act as landmarks, as well as gathering areas.

Other landmarks include the new residential towers and the historic chimneys. Their height over the lower buildings is easily visible.

All of these elements stand out and help visitors easily navigate their way through the space. In some cases, such as the large-scale artwork, they entice one further into the site.

NODES: Lynch describes nodes as “strategic spots in a city into which an observer can enter and which are the intensive foci. ... They may be primarily junctions, places of a break in transportation, a crossing or convergence of paths” (1960, p. 161).

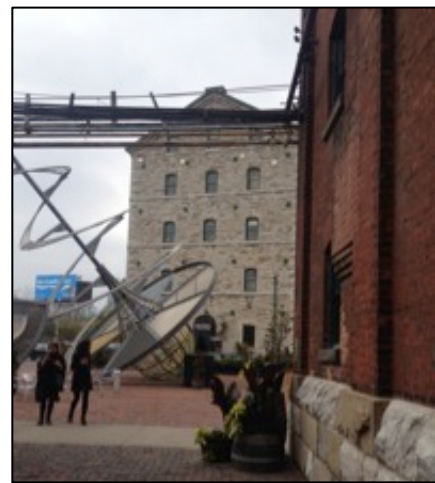
The main entryways into the site create nodes, points where the Distillery District and the surrounding areas meet. The areas squares and

courtyards; Gooderham Square, Rackhouse Court and Farewell Court, also act as nodes.

These sites provide public places for rest and reflection, vantage points to take in the heritage elements of the Distillery District and allow room for special events such as art and craft shows and live performances (Distillery District, 2014).

The design of the Distillery District lends itself to being read as a cohesive, historic place, while still allowing individuality to be apparent and avoiding monotony.

This is done in part through signage. The Secondary Plan requires the retention of



Figures 20 & 21: Public artwork (Elias, 2014)

historic signage and for new signs to be have a consistent character with the old” (p. 25).

This is done through scale, content and material. Not all materials used are historic in natural. Some incorporate modern materials that are industrial, highlighting an openness to mixing heritage and contemporary. Building numbering is similar in style and street names used, such as Case Goods Lane, recall historic uses.

In addition to the heritage buildings, historic artifacts such as alcohol casks and machinery are dispersed throughout the Distillery District, reinforcing the area’s historic past and helping the site to read as a historic place. Plaques relaying heritage information also feature throughout. The texture of the uneven red brick pathway offers additional consistency and distinguishes the Distillery District from surrounding areas.

4.1.4 Lessons Learned

In general, the vision for the Distillery District appears to go beyond a heritage tourist attraction and commercial draw. By allowing mixed-uses, including residential, commercial, light industrial and institutional, and by taking into account the



Figures 22 & 23: Entry sign on west side of Distillery District (left) & example of artifact on display (right) (Elias, 2014).

neighbourhood's broader needs, the District acts almost as a complete community. Certain amenities like better public transit access and grocery stores required by residents are lacking (Toronto planner, Nov. 19, 2014). This suggests current attention is focused on meeting the needs of visitors more than residents. Regardless of this, the Distillery District has successfully used industrial heritage as a means to creating a distinct sense of place. Lessons gleaned from this are based on written documents, interviews and personal observations.

PARTNERSHIPS: Being only one parcel, with a limited ownership has likely made the redevelopment process simpler. When Cityscape bought the property, the City already had in place a framework, background studies and tools that helped inform and direct the project. Together, Cityscape and the City refined a vision for the District (Toronto planner Nov. 19, 2014). Creating a partnership with a large flagship tenant, such as Artscape, early in the process was an important step towards creating momentum and attracting attention. Artscape credits success to having a shared vision among all involved, the involvement of a mass of creative people from diverse sectors, collaborating together and development know-how (Artscape, 2014, n. p.).

ATTENTION TO DESIGN: The sites design benefits from a clearly defined boundary, marking it as a separate entity from the surrounding and somewhat less inviting area. Entry points are few and controlled in nature. Indicators of industrial heritage beyond the Victorian buildings are dispersed throughout and include industrial artifacts and materials. This along with similar signage, building numbering, uniform cobblestone

pathways and informational plaques provide cohesion, reinforcing the site's ties with industrial heritage, using smaller scale details. The District has crafted a brand as an arts, culture and entertainment district. This theme is easily readable on site. Closing the District to vehicles has been influential in making the site's outdoor space enjoyable. This has provided room in which to appreciate building exteriors, as well as uses such as patios and events like festivals, markets and artistic performances.

Allowing for the construction of contemporary buildings provides contrast in styles and scales creating additional layers of interest. Requiring these buildings to be at the periphery of the site ensures the site's heritage feel is not disrupted, while providing accommodation for over 2500 onsite residents (Barnard, 2014, n. p.).

ACTIVITY: One interviewee stated the site's substantial and diverse programming was a key attribute to the site's success. Different events are scheduled for most days throughout the year (Toronto developer, Nov. 5, 2014). The provision of a mix of uses, ranging from retail, restaurants, office, manufacturing, institutional and office draws different people to the site at different times of the day for different reasons. Local residents and employees benefit from this diversity by having a lot of nearby amenities. Business owner's benefit from increased traffic generated by neighbouring shops and restaurants. Local artists also benefit from the ability to have workspace and retail scape within close proximity.



Figure 24: Lachine Canal facing southeast (Elias, 2014)

4.2 CASE STUDY II: GRIFFINTOWN, MONTREAL QUEBEC

The neighbourhood of Griffintown in Montreal, Quebec provides a much different example of underutilized industrial redevelopment than Toronto’s Distillery District. Its 84 acres is located south of Downtown Montreal in the borough of Sud-Ouest. It is bound by the raised Bonaventure Expressway on the east, Boul Georges Vanier on the west and Rue Notre-Dame, its main commercial street, to the north. The Lachine Canal runs the length of its southern border.

The area is known for its gritty, working class mythology. It was first cultivated by an Irishman named Thomas McCord in 1791 for farmland. A fellow Irish immigrant named Mary Griffin and her husband Robert illegally obtained the land in 1799 from an associate of McCord’s and began developing it, attracting more Irish immigrants who found employment in nearby industries. They built the “Lachine Canal, the Victoria

bridge, the Railway or in local factories” (Mayrand-Fiset, 2013, n. p.). It has been said Griffintown was the first industrial neighbourhood in Canada (Doyle-Driedger, 2003, n. p.). Accounts, perhaps romanticizing, suggest early life was challenging for most families, with low wages and difficult working conditions, but happy with strong community ties centered on the Catholic Church (most notably St. Ann’s) and the local taverns (Doyle-Driedger, 2003, n. p.; Mayrand-Fiset, 2013, n. p.).

French Canadians and Jewish, Italians and Ukrainian immigrants began settling in Griffintown at the beginning of the 20th century, increasing the population to 60,000. This population began to decline after World War II, as families moved to the suburbs and industrial jobs relocated with the opening of the St. Lawrence Seaway in 1959, making the Lachine Canal redundant and reducing local employment opportunities (Mayrand-Fiset, 2013, n. p.).

The community received further blows in the 1960s, when the city rezoned the area to ‘light industrial’, causing residential demolition and population displacement in favour of industrial development. A large section of the neighbourhood was also lost during this time when the Bonaventure Expressway was constructed. In 1970, the beloved St. Ann’s Catholic Church was demolished due to lack of attendance, marking the loss of a key piece of the community’s built heritage (Doyle-Driedger, 2003, n. p.).

Renewed interest in the declined neighbourhood surfaced around 2006 when Devimco, a local developer began purchasing property in the area. In 2007, the group announced plans for a major redevelopment scheme including thousands of new condo units, offices and commercial space, including big box stores, totaling a \$1.3 billion

investment (CTV Montreal, 2010, August 30). Referred to as *District Griffin*, the project is located just west of the Bonaventure Expressway.

Many residents, concerned the new project would negatively impact the neighbourhood's character, opposed the plans. This led to the formation of the Committee for the Sustainable Development of Griffintown. The group, containing around 100 members, “created an online petition and drafted a forty-four page memorandum that outlines the problems they have with the development project” (Griffintown: Yesterday & Today, 2010, n. p.). This, along with the downturn in the economy, led to the redesign of the plan and reducing its scale to a \$850 million investment. Even with this reduction, it is still one of the largest developments in Montreal (Devimco, 2013, n. p.). Phase I of construction is currently underway.

4.2.1 Planning Framework

The planning and development of District Griffin is required to follow the direction provided by Montreal’s Master Plan, released in 2004. It places specific attention on the importance of the Lachine Canal, designated a National Historic Site, as well as on Griffintown. For both areas the City highlights the significance of existing industrial heritage, stating “the preservation of the numerous industrial buildings and engineering works ... is essential to the area’s enhancement” (City of Montreal, 2004 (Part I), p. 232).

The Plan lists guidelines for Griffintown, with the goal of preserving the neighbourhood’s sense of place fostered mainly by its industrial built environment and



Figure 25: Land Use Designation of Sud-Ouest Borough (City of Montreal, 2013, n. p.)

historic mythology. Guidelines require developers to “preserve and enhance buildings of heritage value [and] maintain the character of the built environment in each part of Griffintown, by favouring appropriate design and architectural vocabulary (City of Montreal, 2004 (Part 1), p. 235).

As seen in Figure 25, the Master Plan moves the area away from industrial zoning. A large portion is designated residential; with the District Griffin development area (located north of the Lachine Canal and in the eastern corner of Griffintown) as well as others blocks dispersed throughout designated as mixed use. Green space is provided along the length of the neighbourhoods Lachine boundary (City of Montreal, 2004 (Part II), p. 35). Although the Master Plan lists the majority of Griffintown as having significant built heritage, the character of which it encourages to be maintained, the Plan allows for significant increases to both density and height, with the highest levels afforded to the District Griffin development (City of Montreal, 2004(Part II), pp. 39-40, 42). Special attention would be required to ensure the change in scale and density does not work against the existing character.

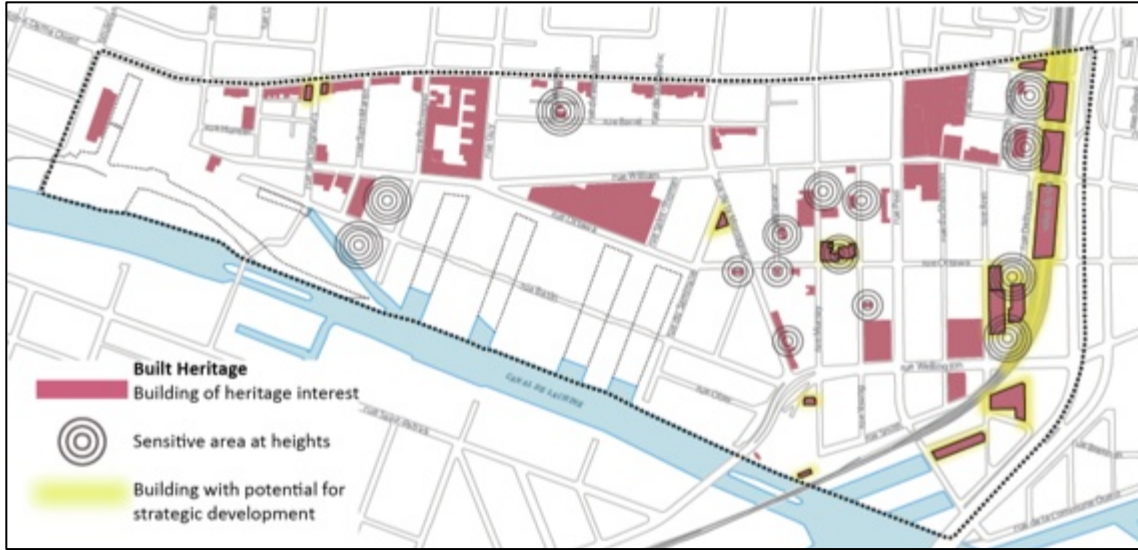


Figure 26: Buildings of heritage interest & reuse potential (City of Montreal, 2013, p. 31)

The Master Plan required a Special Planning Program (SPP), essentially a Secondary Plan, to be created for Griffintown (City of Montreal, 2004 (Part IV), p. 1). This was completed in 2013. Based in part on public consultation, the SPP provides a vision for the community involving fostering a creative and innovative community that “capitalize[s] on the added value of heritage in neighbourhood revitalization (City of Montreal, 2013, p. 12).³ The vision for the neighbourhood is one where the community “preserves and enhances its history and specificity” (City of Montreal, 2013, p. 16).

A list of seven strategies directs heritage matters, including: developing a commemorative heritage strategy, excluding preserved heritage from density restrictions and putting in place “measures to protect, document or highlight archaeological resources” (City of Montreal, 2013, p. 6).

³ Original document translation provided by Google Translate. Slight discrepancies may exist.



Figure 27: Griffintown's sub-districts (City of Montreal, 2013, p. 31)

The SPP lists specific buildings and spaces of important heritage value, differentiating those with heritage interest (shown in red in Figure 26) from those with greater redevelopment potential (highlighted in yellow). The City also divides Griffintown into nine smaller sub-districts, seen in Figure 27. These areas, similar in the smaller sub-districts in the Distillery District, were determined based on differing characteristics and history. Each section has its own extensive set of key components and heritage features as well as actions recommended to highlight the neighbourhood's industrial heritage and the sense of place drawn from it.

Through the City's planning documents, it appears to be committed to preserving the area's unique heritage and taking steps towards that direction. But many media reports and expressed opinions of residents are skeptical if this is, in fact, the case and there is speculation regarding how much the City is willing to concede to appease a large developer.

4.2.2 Development Boom and Sense of Place

A number of concerns have been raised regarding what impact Griffin District will have on Griffintown's character and the processes conducted. Media reports have quoted individuals, in response to District Griffin development, as saying:

it's a pretty unique area of the city and it would be a shame if things changed. It's part of this history, the rich cultural history of Montreal

and

There have been no consultations, not for their first project and not for the second project ... We've just been told what they want to do, and they seem to have carte blanche (CTV News, August 30, 2010, n. p.).

The general attitude conveyed regarding this topic is that there is fear that the new, large-scale developments proposed threaten Griffintown's existing sense of place based on their industrial heritage. There is also concern proper procedures between the City and the developer have not been followed (Magder, Feb. 6, 2008, n. p.), that City guidelines have been ignored (Aubin, April 17, 2008, n. p.), and that the developers involved are not to be trusted to do what they promise (Scott, March 4, 2014, n. p.). As well, there have been claims consultations have been only tokenist in nature (CSRG, 2012, p. 4).

The Committee for the Sustainable Redevelopment of Griffintown (CSRG) formed in response to these issues, especially the threat of losing the neighbourhood's identity (CSRG, 2012, p. 5). The organizations mission is to encourage:

- Respect for the neighbourhood's history, drawing upon it for inspiration
- Respect of the existing and historically significant street grid
- Respect for the architecture and construction materials specific to the neighbourhood

- Encourage redevelopment based on the City of Montreal's 2004 urban plan guidelines for Griffintown (CSRG, n. d., n. p.)

From this one can draw the significance the organization places on the area's history and that they view Griffintown as currently have a strong sense of place based on existing industrial remnants.

The organization is not opposed to development, only in how Devimco and the City are going about it. The group has been vocal about the developer's plans and the processes to date (CSRG, 2012, p. 1). Concern has been expressed that new buildings will be out of character with the old and building heights allowed for new buildings are out of character with the rest of the area. They fear important treasures, such as the Horse Palace, the City's last horse stable, in operation since 1862, will be lost (CSRG, n. d., pp. 1-2).

Amid residual cynicism, Devimco has responded to concerns of CSRG and others by shifting their focus, incorporating more industrial heritage preservation and architectural nods to the past in their plan. This is based on extensive consultation with a wide array of participants and the creation of a committee on public concerns (Delacour, 2012, n. p.). They claim each phase of District Griffin will be "created from [the] visual and architectural history of Griffintown to make harmonious coexistence of the new and old ... to create a neighbourhood in harmony with its past" (McGill Real Estate, 2012, n. p.). The company also claims they will maintain owned buildings of heritage value. They will redevelop on vacant land and existing parking lots. Buildings demolished will be "mainly sheds, garages, warehouses with no historical or architectural value in the eyes

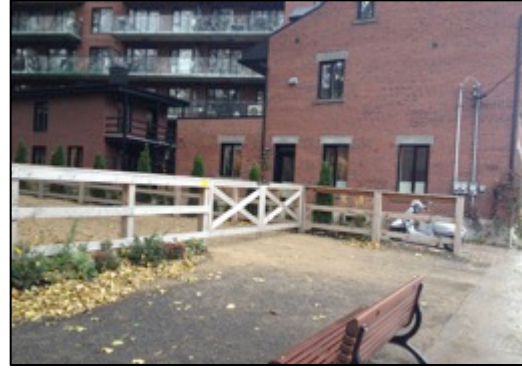
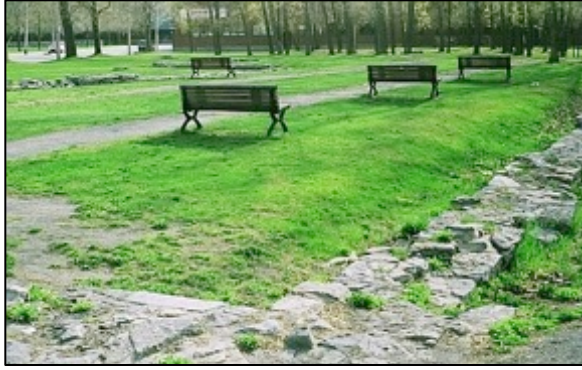
of the population” (McGill Real Estate, 2012, n. p.). Without the public release of a detailed Master Plan, it is difficult to fully analyze the direction that will be taken.

The project's first building, *L'Hexagone*, does demonstrate a commitment to drawing inspiration from the neighbourhood's character and history. In Devimco's words, the building is intended “to reinforce the site's overall atmosphere. This property's architecture and landscape have both been designed to evoke and demonstrate its rich history” (Devimco, 2014, n. p.). This is to be done through paving patterns and type, colour and size of materials used, intended to recall traditional industrial masonry, common in the area. The form of the building will function similar to the area's common historic ones, centered on an inner garden or courtyard. Signage will feature an industrial style (Devimco, 2014, n. p.).

What the final impact this building and the development as a whole will have on the neighbourhood's sense of place still remains to be seen. It is in relatively early stages and the final plan is not fully known. The hope is new development will take into account the concerns of residents, integrating and highlighting the area's history and character, while still providing needed residential units and services.

4.2.3 Examples of Industrial Heritage Showcased

Despite concerns raised around the potential negative impact to the community's sense of place and potential threat to its industrial heritage caused by the Devimco project, industrial heritage is being highlighted through other examples in the



Figures 28 & 29: St. Ann's Church (left) (Neath, 2008) & Horse Palace (right) (Elias, 2014)

community. This is seen through the interventions at the St. Ann's Church, as well as the operating Horse Palace Stables, the conversion of a warehouse into the New City Gas Venue, as well as other examples of adaptive reuse, material remnants and working industrial facilities.

The demolition of St. Ann's Church, formerly located on Rue Basin, in the 1970s was a major loss for the community. Today, it has transformed into a park, as seen in Figure 28. Its history is evident through the presence of the historic buildings' exposed foundations and through the arrangement of park benches, placed in the same manner as the Church pews would have been. A commemorative plaque has also been placed.

The Horse Palace Stables (Figure 29), in operation since 1862, is a series of small buildings located on Rue Ottawa. Once used for utilitarian purposes, today the stable provides horse-drawn carriage rides through the streets of Old Montreal and Griffintown, in stark contrast to the backdrop of rising condo buildings and construction cranes. Devimco, its new owner, has committed to keeping the buildings, investing needed capital, but will not be keeping the horses. Once the current operators retire it is likely



Figures 30 & 31: New Gas City Building (left) (Heritage Montreal, 2014) & Dow Brewery (right) (Elias, 2014)

the horses will as well (Montreal Gazette, April 24, 2008). While this and St. Ann's Church are not industrial in nature, they do provide lingering examples of elements important to daily life in the industrial era.

More apparent examples of industrial heritage preservation include instances of industrial building conversions, such as the New Gas City building, also located on Rue Ottawa, seen in Figure 30. This structure, built in 1861, was once used to convert coal into gas for lighting. It received Heritage status with assistance from Heritage Montreal and Devimco (Heritage Montreal, 2014, n. d.). Today, it operates as a popular avant-garde nightclub and event venue for artistic performances, such as those involved with Blanche Nuit (CSRG, n. d., n. p.).

Similarly, the Darling Brothers Foundry on Ottawa, built in 1890 and closed in 1991, has been converted into an art centre, including art gallery, studios, artist living space and restaurant (Darling Foundry, 2013, n. p.). The Lowney's Chocolate Factory on Rue William has been converted into condos. Remaining buildings associated with the larger Dow Brewery Complex (Figure 31) from 1808 are also being remade into a home

for engineering students from L'École de Technologie Supérieure (ETS) and related business space (Montreal Gazette, August 21, 2010).

The Dow Complex is part of the larger work being done by Quartier de L'innovation (QI). This group includes ETS, McGill University and a host of partners. Formed in 2009, their vision is to foster Griffintown and the greater Sud-Ouest District into a hub for creative innovation, by creating an living environment where members of “industrial, education and research, social and cultural and urban [sectors have opportunity for] multiple cross-collaborations” (McGill, 2014, n. p.).

The idea first emerged due to “concerns people at ETS had about [new] development around their campus...[they] didn't want the neighbourhood to be a place where people only slept” (Montreal educator, Dec. 3, 2014). Specific concern regarded the amount of condos proposed by Devimco and the fear that land use would become more singular in nature (Montreal educator, Dec, 3, 2014).

The group views Griffintown as an ideal location for forwarding their vision of



Figure 32: Building remnant located along the Lachine Canal (Elias, 2014)

creating a *living laboratory* for a number of reasons, including its history of industrial innovation and the presence of an established range of diverse artists (McGill & ETS, 2012, p. 3). The group's conversion of the Dow Brewery, as well as currently

redeveloping as old church, shows an interest in adaptive reuse of the areas industrial heritage (Montreal educator, Dec. 3, 2014).

These examples, along with instances of restored row houses from the 1800s, building remnants scattered throughout the neighbourhood and the presence of working industrial uses, such as the towering Robin Hood Flour Mill on Notre-Dame maintain a strong visual sense of place based on the neighbourhood's industrial heritage.

4.2.4 Breakdown of Site Features

Similar to the process conducted in the Distillery District, I have examined neighbourhood elements Lynch (1960) defines as districts, edges, paths, landmarks and nodes (pp. 160-161). Data was gathered through images and field notes collected during an approximate three hours site visit, conducted on a Thursday afternoon in October.

DISTRICTS: As previously discussed, the City of Montreal has divided Griffintown into nine sub-districts (shown in Figure 27 on p. 97), each with a list of their main components, history and built heritage features and main functional role. The City places heritage preservation as a main theme, present in all of the sub-districts listed in the neighbourhoods Programme Particulier d'Urbanisme (City of Montreal, 2013, pp. 84-93). Common future directions for each of the sections include highlighting archeological remains, further identifying the heritage value of sites and "encourage[ing] recycling, restoration and the development of buildings of heritage interest" (p. 89).

While not all of the districts listed currently have a clear distinction from one another, many of them do emerge. Area's one and two have a mix of uses, with a

number of large-scale repurposed industrial spaces, adjacent to new developments. Development is fairly compact, compared to other areas of Griffintown, with a diverse range of architectural styles and scales. Area's three and six are undergoing the most change, with a large portion of the districts redeveloping.

The built fabric of districts five and eight is comprised of low-storey working and reused industrial buildings with large footprints. This section is not as dense as areas one and two and buildings tend to be in rougher condition. Area seven in the neighbourhood's commercial corridor. Area four, located in Griffintown's southern corner, is most industrial in nature. Here, large-scale industrial buildings and warehouses are still active. Lots, as well, are much larger. Despite the industrial uses, the district is in good repair, with generally tidy buildings and yards.

EDGES: Edges are strongly defined by the Bonaventure Expressway on the northeast side. It appears as a distinct boundary not only because of its width and heavy amount of traffic, but also because it is raised. Its exposed concrete structure creates a wall that is only penetrable by car or foot in a limited number of areas. Tunnels under the Expressway appear dark and uninviting.

The Lachine Canal, shown in Figure 33, also marks an edge. Access over the Canal, to or from Griffintown is available from three bridges or by boat. The majority of the Canal's span along Griffintown is accessible by path or by a park. Interesting spaces, influential to former industrial uses, such as the Lachine Locks and basin areas can be experienced and still maintains a distinct industrial character even though they are no longer used with the same intensity.



Figure 33: Lachine Canal from the Rue des Seigneurs Bridge, looking north
(Google Maps, 2014)

PATHS: The most apparent pathway is the Rue Notre Dame. This street runs along the neighbourhoods northeast boundary and is it's main commercial corridor, with good permeability into Griffintown. The streetscape is made up of mainly, low rise, older building, in seemingly good repair, with local shops at ground level and residences and offices above. Most of the buildings maintain a historic or industrial character. In a couple of instances along the Rue Notre Dame, building materials, such as chunks of concrete foundation from former structures have been arranged around the edge of vacant lots, reinforcing a sense that the area's past is important.

Rue William, Rue Ottawa and Rue Basin are other main pathways, running mainly parallel to Rue Norte Dame. Rue Basin is currently a bit of an anomaly. The majority of its length, between Rue Richmond to Rue Wellington is vacant, being prepared for planned development. The open expanse of land is unexpected after experiencing the fine-grain urban fabric surrounding it. It will be interesting to see how this develops in the near future.

Rue Wellington, Rue de la Montagne, Rue William and Rue des Seigneurs provide well travelled pathways through the neighbourhood. In general, Griffintown's pathways are comfortable and pedestrian in scale.

LANDMARKS: The Glenora Mills compound, located at the southern entry point of Griffintown on Rue Notre Dame is the most pronounced landmark due to its large footprint and height, as it is one of the largest structures in the community. It marks the southern boundary on the neighbourhood.



Figure 34: Glenora Mills Factory (Pam Elias, 2014)

Large infrastructure projects like the Gabriel Locks and the Bonaventure Expressway are other

landmarks exuding the area's industrial character. The Horse Palace sticks out as a landmark, due to its unique character and the high level of contrast between it and its urban context.

NODES: It was difficult to get a sense of all of the nodes that exist in a short period of time. A couple are apparent, located at intersections along Rue Notre Dame. The busiest is located at the intersection of Rue Notre Dame and Peel. This is where the main ETS campus is, and it has a high level of traffic. Similarly, Rue Notre Dame and Rue de la Montagne is a busy intersection for multiple modes of transportation, and it is lined with

a number of businesses. Rue de la Montagne provides a main entry point in and out of the neighbourhood, contributing to the activity.

In general, the edges, landmarks and nodes are not as well defined as they are in the Distillery District. Strengthening these elements could be key efforts in creating a stronger sense of place using the neighbourhoods industrial character.

4.2.5 Lessons Learned

As the redevelopment of Griffintown is at early stages of massive redevelopment, it remains to be seen how successful the neighbourhood will be at maintaining its industrial heritage as a means to strengthening its sense of place. At present, it appears to have a strong industrial character, but also appears to be very much in transition. A number of lessons from the processes and interventions performed to date are apparent and useful for similar future projects to learn from.

COMMUNITY CONSULTATION: Input from individuals and organizations have been instrumental in directing planned development. The community voiced the value placed on Griffintown's existing character and their preference for maintaining it. Devimco, the area's major developer, provided numerous opportunities for community involvement and, to their credit, adjusted their original plans to better incorporate feedback received. The overall result, though not fully realized, will likely be more respectful of the neighbourhood's heritage. Involving a greater amount of consultation earlier in the process and being more forthcoming with development plans may have aided in reducing controversy surrounding the project.

ARTISTIC INVOLVEMENT: As with the Distillery District, involvement of the arts community has provided valuable drivers of industrial heritage reuse and neighbourhood regeneration. This can be seen in the examples provided by the conversion of the New City Gas and the Darling Foundry. These projects function as active nodes in the community and have helped establish a new reputation for Griffintown as a trendy and artistically emerging neighbourhood.

CREATIVE APPROACHES: Emerging frameworks, such as those displayed at the heart of Quartier de L'Innovation provide a creative approach to community development and heritage preservation. Like the District Griffin development, this project is in its early stages so it is unclear what impact it will have on Griffintown and the communication of its industrial heritage and sense of place. However, it does provide an example of new approaches to regeneration that such an environment lends itself to.

Griffintown's proximity to downtown and large availability of vacant or underutilized land, similar to South Point Douglas, provides room for creative sectors, collaborating with one another, to emerge. Potential exists to create new innovative economic uses in these kinds of environments. Ones that attract complimentary services and businesses, spurring similar patterns of development experienced during the industrial revolution, where one industry would attract supportive businesses, creating mutually beneficial relationships.

4.3 SUMMARY

The Distillery District in Toronto, Ontario provides a positive example of how industrial heritage can be successfully preserved and used in a manner to create a sense of place. This is apparent in the fact, based on figures, that it is one of the City's most visited attractions (Toronto developer, Nov. 5, 2014). Preservation of the site's industrial heritage acts as a draw for visitors, distinguishing the neighbourhood from its surrounding as well as other shopping or entertainment areas. Industrial preservation throughout has been used as a tool to create clearly defined districts, edges, paths, landmarks and nodes, as well as a high level of readability.

Lessons learned from this project can be transferred to similar environments. These include the importance of having strong and diverse set of partnerships, attention to the quality of design at various scales and creating opportunities for a high level of activity.

Griffintown in Montreal, Quebec provides a much different case study. Redevelopment and reuse of industrial spaces and materials have added in maintaining a physical sense of place in conjunction with a shared oral and written understanding of the area's industrial history. Surviving heritage communicating the daily lives of residents during the Industrial Revolution is evident through the design of the St. Ann's Church site and the continued operation of the Horse Palace Stables. Industrial heritage is more clearly displayed through the adaptive reuse of a number of former industrial buildings, such as the New City Gas building and through material remnants visible in Griffintown and the existence of industrial facilities still employed in light industrial use. Unlike in the

Distillery District, new development, such as District Griffin, is seen as a threat to the area's sense of place by some, such as Committee for the sustainable redevelopment of Griffintown. At this stage, it remains to be seen whether new development will subtract or add to Griffintown's industrial sense of place.

Lessons learned from this case study include the importance of community collaboration when attempting large-scale development projects in areas with an established and valued history and sense of place. Also highlighted is the value of involving and attracting the artistic class to heritage re-use projects. Being open to creative approaches to community regeneration and industrial preservation can open up new opportunities to emerge. While the Quartier de L'Innovation project is at early stages and its outcome unclear, it has potential to be a major catalyst for the strengthening of Griffintown's sense of place based on its industrial heritage. Representatives from the Quartier de L'Innovation also act as important liaisons, bringing together representations from the City, University, development community and residents to discuss and move Griffintown forward (Montreal educator, Dec. 3, 2014).

CHAPTER FIVE: OPPORTUNITIES FOR SOUTH POINT DOUGLAS

Exploring the Neighbourhood

Therefore, when we build, let us think that we build for ever.... For, indeed, the greatest glory of a building is not in its stones, nor its gold. Its glory is in its Age, and in that deep sense of voicefulness, of stern watching, of mysterious sympathy, nay, even of approval or condemnation, which we feel in walls that have long been washed by the passing waves of humanity.

*John Ruskin
The Seven Lamps of Architecture (1849)*

Information for this research has been gathered with the intent of gaining an understanding of how industrial heritage may be used as a tool to better Winnipeg's South Point Douglas neighbourhood and strengthen its sense of place. This study comes at an important time in the community's history, as recent interest in the area has precipitated valuable planning work. There is a sense that SPD may be on the cusp of major changes. One interview respondent noted, "once new development is proven [to be successful in the area], others will follow in droves" (heritage professional, Nov. 21, 2014).

The City released a "Pre-Consultation Study" and a "Neighbourhood Inventory" of SPD in April 2008. Prior to these, the last studies of the area were the City of Winnipeg Urban Redevelopment Study Number I (1959) and the Prairie Partnership Group (1982). The latter study provided a number of interesting regeneration suggestions posed by the community, the majority of which involve incorporating the neighbourhood's history. A North Main Street Task Force Study (1997) was also conducted, included SPD, China Town and City Hall (City of Winnipeg, 2008, pp. 39-41).

In conjunction with these recent studies, the City has made a number of presentations and held workshops and open houses. Smaller meetings with local

stakeholders also took place in 2008 and 2009 (City of Winnipeg, 2008a, n. p.). It is hoped the information provided in this research will be useful in adding or maintaining momentum.

This chapter includes a SWOT analysis. It also includes a discussion of the lessons learned from the case studies and literature review that could be relevant and applicable in the South Point Douglas context.

5.1 SWOT ANALYSIS

A SWOT analysis involve determining the strengths, weaknesses, opportunities and threats associated with a project, business, or in this case, a neighbourhood. My analysis is geared towards addressing elements that can help maintain and/or highlight aspects of SPD's industrial heritage and how they may be incorporated in plans. In some instances, ways to address challenges discussed in the analysis are provided. The analysis is based on first hand observations, conducted on a Saturday afternoon in October.

Analysis is also based on interviews and information gained through secondary sources,



Figure 35: Recently erected welcome sign to the Point / South Point Douglas area (north entrance)
(Elias, 2014)

such as research collected by the City during their pre-Secondary Plan process, or *Local Area Plan* (LAP) process, as it is know locally referred to. LAP's, like Toronto's Secondary Plans and Montreal's Special Planning Program, is a document that directs land use, building requirements and infrastructural provisions. An LAP is more specific then a Master Plan. It generally is tailored to a limit area, such as a neighbourhood, major road and adjacent properties or a formal industrial area (Winnipeg Planner, January 7, 2015).

STRENGTHS:

SPD has a well-defined industrial heritage to draw from, in both historical and physical form. Some industrial buildings, such as J.R. Watkins Company Warehouse and the City Hydro-Substation, have been formally recognized for their heritage value and placed on the Historical Building Inventory (City of Winnipeg, 2008, p. 37). A number of others, such as the Ogilvie Mills Building appear, at least externally, to be in good repair. In other locations it is evident that industrial uses have left a lasting mark on the landscape. An example of this is Gateway Industries at the eastern edge of Point Douglas Avenue. Such traces provide opportunities to use industrial artifacts in landscape projects.

Community members have expressed interest in incorporating the industrial heritage of the area in future projects. Notes from meetings conducted by the City record participants as suggesting it is important to keep the present pathway of Higgins Avenue in order to preserve the industrial and historic buildings along it and to maintain its historic character. Adaptive reuse of the Vulcan Iron Works Building was also suggested (City of Winnipeg, May 2009, p. 1). Responses to interviews ranked historical

buildings and the neighbourhoods history / heritage as elements most participants wanted to be “protected and enhanced” (City of Winnipeg, Jan. 2009, p. 1). The idea of building upon the area’s history was again raised by resident artists in a meeting with the City (BridgmanCollaborative Architecture, 2008, p. 16). There is an appeal and desire to create new development that is true to the neighbourhoods character. As is having developers, property owners and residents work together (SPD resident, Nov. 21, 2014). These findings suggest a redevelopment scheme focused on highlighting the area’s industrial history may be supported and in line with community ideals.

The neighbourhood’s location, adjacent to Downtown, with connections and opportunity for waterfront views is possibly its key strength. The similar proximity of the Distillery District and Griffintown and the strong interests of developer communities in their cities illustrate potential interest for SPD. Development along Waterfront Drive, running along the eastern waterfront boundary of the Exchange District, has been steadily moving northward, spreading into SPD, towards Higgins Avenue. This suggests that the success of this thoughtfully designed, pedestrian scale street, may attract increased private investment into SPD along this route.

Property values in SPD are significantly lower than comparable properties in other neighbourhoods within the City (City of Winnipeg, 2008, p. 13). This, along with the availability of large parcels of vacant or underutilized land may be enticing to developers or tenants with large-scale aspirations or needs. Such availability of land is difficult to find, especially in a central location.

WEAKNESSES:

A number of barriers exist in SPD that make development challenging. These include high poverty and crime rates and marginalization, existing and potential contamination and riverbank stability issues (City of Winnipeg, 2008, p. 43). There are also multiple landowners with conflicting goals and varying levels of willingness to cooperate (SPD resident, Nov. 21, 2014). The absence of a Local Area Plan has left a number of potential projects on hold. This is due to no new entitlements being permitted under the City's Complete Communities Plan until the Local Area Plan is complete (Winnipeg planner, Nov. 25, 2014). Trying to incorporate an industrial heritage component into future redevelopment and planning schemes can potentially add challenges but can also promote opportunities, interests and direction.

All of these issues must be considered, no matter what future direction is taken in the community because of the impact on the neighbourhood. Increased development, new residential, commercial and studio space can all have a positive impact on poverty levels by creating new job opportunities. Increasing the area's population and number of businesses can decrease crime by having more "eyes on the street" and greater activity, as was the case for the Distillery District (Toronto planner, Nov. 5, 2014). However, any improvements to the neighbourhood and new development can lead to residential displacement of current residents, which is a concern that needs to be factored. As it stands today, increases to the area's population is challenging, since the majority of the land is currently zoned industrial and does not permit residential and many business uses unless pre-existing (BridgmanCollaborative Architecture, 2008, p. 3).

Reuse of industrial buildings and landscapes that improve exterior conditions or take steps to communicate the area's history can be helpful at reducing the stigma attached to the neighbourhood. This is one strategy to addressing one of the weaknesses associated with the neighbourhood. Griffintown has developed a strong identity based on its industrial past and communicates it through the modern reuse of industrial buildings as well as the inclusion of industrial traces throughout the neighbourhood. I argue these elements contribute to its desirability, creating a character attractive to some.

OPPORTUNITIES:

A number of grassroots and local organizations have expressed desires to create large-scale developments, potentially creating a hub of new pedestrian activity. If these projects go forward and succeed, their success could encourage other development, as was the case in the Distillery District.

The Manitoba Metis Federation (MMF) has developed plans to create a mixed-use campus, using a surface parking lot north of their office building on Henry Avenue, just off Main Street. This would create a number of ground-floor business spaces with residential above. Future plans include additional development in various locations of SPD (McNeill, 2011, n. p.).

The Graffiti Gallery at 109 Higgins Avenue has discussed the possibility of expanding to create a \$15 million art and culture centre (Winnipeg heritage professional, Nov. 21, 2014). The Forks North Portage Partnership has also developed a 20-year vision



Figure 36: Vision of South Point Douglas (The Forks, 2014, n. p.)

plan for a large section of the City's centrally located waterfront, seen in Figure 36. This includes developing multiple medium-density residential buildings along SPD's Red River frontage and a linear Provincial Park around the Point. An active transportation bridge would provide a new connection to St. Boniface, as would winter river crossing points. Funds for public amenities along the waterfront would be provided through neighbouring infill developments, made more attractive by the added amenities and more appealing landscape (The Forks North Portage Partnership & City of Winnipeg, 2014, pp. 58, 64).

While these plans do not explicitly involve the inclusion of industrial heritage, they could be adjusted to do so. A Local Area Plan can mandate or encourage this requirement.

THREATS:

The biggest threat to preserving industrial heritage in SPD would be if the City does not take measures to protect it. In order for it to be a theme apparent throughout

the community, it has to be a requirement in the Local Area Plan and permit process. Lack of a clearly defined vision, one understood and agreed to by key parties involved is another threat. In order for such a complex undertaking to take shape, everyone has to work towards a shared goal. One interview participant stated this as one of the key factors leading to the success of the Distillery District (Toronto planner, Nov. 5, 2014).

Difficulty obtaining funding for projects is a potential threat preventing projects from moving forward. Due to contamination or potential contamination, continuing industrial uses, potential waterfront instability and stigma associated with the area, banks are less likely to provide loans for projects in the area (Winnipeg planner, Nov. 25, 2014). A lack of information concerning site conditions can deter investors and developers. Helping to reduce the unknowns involved, Manitoba Conservation has compiled information on neighbourhood contamination levels (see City of Winnipeg, 2008, p. 25).

Additional information on the condition of industrial structures, level of use, the history of individual sites and potential archeological remnants are less clear. Compilation of such information by the City may entice developers and encourage adaptive reuse and communication of the area's history. The City of Toronto did this for the Distillery District, releasing reports on various subjects such as available photographic records and oral histories (Otto, 1994, p. 3).

Lack of support and involvement from the community and grassroots organizations for proposed developments can prevent their progress (SPD resident, Nov. 21, 2014). In Griffintown, community backlash against Devimco's plans for District Griffin

contributed to the company scaling back its original scheme (Devimco, 2014, n. p.).

Whether this is a positive or negative outcome is debatable. While the population of SPD is small, the community has a number of involved and vocal defenders and community organizations.

Future development and positive changes may threaten the community with potential gentrifying forces. While the current population is small, it is important for their needs to be considered and efforts made to ensure displacement doesn't occur.

5.2 CASE STUDY APPLICABILITY

While there are differences between SPD and the Distillery District and Griffintown, it is possible to extract lessons learned regarding industrial heritage preservation and the contribution to their respective senses of place. Key lessons from the Distillery District, applicable to SPD, include the importance of strong partnerships, attention to design and the fostering of a high level of activity through programming. Similarly, it points to the potential to create an arts, culture and entertainment facility in the neighbourhood.

A number of partnerships have developed through work already done. These include the City of Winnipeg, PDRC, MMF, the Graffiti Gallery, Heritage Winnipeg, and the Forks North Portage Partnership. More investigation and consultation would be required to divide the neighbourhood into smaller districts. Potential division could be done as depicted in Figure 37. Once formalized, the uses, history, industrial reuse potential and design guidelines could be crafted based on each district's unique

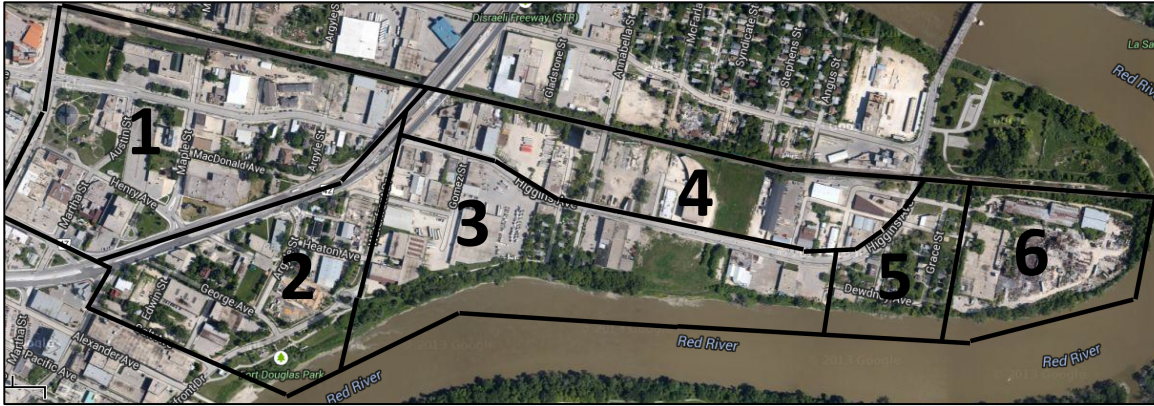


Figure 37: Potential division of SPD into smaller zones (Google Maps, 2014)

character and potential. Appropriate design guidelines for each area are key to strengthening the neighbourhood’s sense of place and highlighting its industrial history. An alternative to focusing on district division, would be to focus on significant landmarks or nodes instead. Planning frameworks could be applied to these individual nodes or landmarks and surrounding area in a manner that could encourage a mutually beneficial relationship.

The most apparent lesson learned from the Distillery District is the idea of using it’s historical backdrop as a setting for an arts, culture and entertainment district. SPD has a concentration of local artists and art organizations. A number of artists were already converged in the largely vacant J.R Watkins heritage warehouse on Annabelle Street, using the space as art studios, though it is unclear if they still occupy the space (BridgmanCollaborative Architecture, 2008, p. 27). There may be potential to use this, or another in the area, as a larger artists hub. This could be similar to Griffintown’s Darling Brothers Foundry Building.

Cultural amenities like this can be beneficial because they allow greater opportunity for artistic collaboration and sharing of resources, as is the case at the Cre8ery Gallery on Adelaide Street (Winnipeg planner, Nov. 25, 2014). The Watkins Building has ample room for expansion for additional artists, a theatre, workshops, exhibition space and supportive businesses, in addition to room for housing. Creating an “artists’ colony” with work and living space was an idea suggested in one pre-consultation meeting and in a semi-structured interview as well (Winnipeg planner, Nov. 25, 2014; BridgmanCollaborative Architecture, 2008, p. 19).

Potential may exist to open such a space to the public and host special events. Careful design changes would likely be needed in order to open the building up and make it more welcoming to the public. With the right leadership, funding, framework, tenants, programming and communication, such a project in South Point Douglas could become a hub of activity. It could become a pivotal landmark, influential in conveying the neighbourhood’s sense of place.

Lessons from Griffintown include the importance of collaborating with residents and stakeholders. According to one interview respondent, “community stewardship is key to any future development success” (SPD resident, Nov. 21, 2014). In order to gain this, the community must be on board. Based on work done so far, the City has taken numerous steps to include the community in shaping the future direction of the neighbourhood. Positive feedback reported from participants in pre-consultation work suggests trust has developed between residents and the City. Also noted was a reduced “sense of cynicism about the City’s level of concern for the area and the views of existing



Figures 38 & 39: Examples of public artwork in SPD
(Elias, 2014)

stakeholders about it” (BridgmanCollaborative Architecture, 2008, p. 22). Continuing this positive process and incorporating local interests in future approaches will hopefully reduce opposition to prospective developments, consequently avoiding conflicts between residents and developers as seen in Griffintown.

Regeneration of SPD can also benefit from its active artistic community. In both the Distillery District and Griffintown, this segment of the population has been an influential driver of industrial heritage reuse and neighbourhood regeneration. SPD’s artistic community is already beginning to highlight and reuse the neighbourhood’s industrial heritage. The reuse of the Watkins Warehouse as studio space is one example; murals and public artwork made from reused industrial materials are others.

One emerging potential idea gained from Griffintown is their attempt to develop an innovation quarter, working to attract creative, knowledge-based industries and foster a collaborative and inspiring environment with ample networking opportunity.

SPD's central location, adjacent to Downtown and the large availability of relatively inexpensive land could help attract such development. As marketed by Quartier de l'innovation, this direction builds on the neighbourhood's history of progressive innovation (McGill & ETS, 2013, p. 3). Potential exists to use this model on former industrial sites throughout Canada and elsewhere. Since the QI program is in its early stages it is difficult to gauge how successful it may be and how transferable its ideals are to SPD. More study of the local economic climate would be required as well as other cities with similar, more mature approaches, such as 22@ Barcelona, which helped inspire QI (McGill & ETS, 2013, p. 23).

QI has incorporated some industrial reuse, which is promoted by Griffintown's Programme Particulier D'Urbanisme. The incorporation of industrial heritage, though noted as important, is not the primary goal of this model. Its inclusion would have to be mandated through a Local Area Plan and / or design guidelines to ensure its character is preserved.

5.3 NEXT STEPS FOR SPD

The most influential next step would be approving a SPD Local Area Plan - one in which the neighbourhood's industrial heritage plays a key role. Progress was made towards creating a vision for the Plan in 2008 and 2009, but has since stalled (Winnipeg planner, Nov. 25, 2014). The reason behind this likely involves a number of big questions that have yet to be answered and require further investigation.

The City has expressed interest in constructing a Rapid Bus Transit route through SPD, but has also looked at running this eastern segment through St. Boniface instead. The Louise Bridge, extending from the neighbourhoods northern boundary to Elmwood, is slated to be decommissioned in the next year or two. Presently, it is unclear if a replacement will be built in the same location or realigned adjacent to the rail line bridge. Riverfront erosion is a problem, especially along a section of the south side. In order to provide better access to the shoreline or new development on some waterfront properties, more studies and potential stabilization work may be required. Some parts of the community lie below the water line. This could require a flood mitigation study before investments can be made. More information on existing or potential contaminants and recommendations for remediation may also be a necessary step (Winnipeg planner, Nov. 25, 2014).

The City could commission a series of reports, similar to the work done by the City of Toronto on the Distillery District. The reports could tackle transportation, connectivity, erosion, flooding, and remediation issues. Other reports involving industrial inventory, potential sites of archeological importance, written, pictorial and oral history documentation could also be done. This process would be costly for the City in the short run, but could potentially be offset by long-range economic and social gains.

Developing a strategy to communicate the neighbourhood's industrial history is another important 'next step' towards enhancing SPD's sense of place based on its heritage.

5.4 SUMMARY

This chapter examined the strengths, weaknesses, opportunities and threats associated with implementing a redevelopment strategy based on incorporating SPD's industrial heritage to increasing the neighbourhood's sense of place. How lessons learned from the Distillery District and Griffintown may apply to SPD have also been considered.

Interesting approaches gained from these case studies include the idea of creating an art, cultural and entertainment hub of some form. This could include the reuse of industrial space and draw on the neighbourhood's industrial nature for inspiration. An artistic hub could become an important community landmark and potentially encourage other development, as seen in the Distillery example. This hub could begin as a new project or expand from existing endeavors, such as Graffiti Gallery or MAWA to become a larger presence. Another potential approach could be to create an *innovation district*, as is underway in Griffintown. SPD could prove an attractive location for such an approach, due to its availability of vacant and underutilized space and its proximity to Downtown.

Necessary or helpful steps needed to begin a new chapter in the neighbourhood's history and better develop its sense of place have also been considered. Influential decisions and a number of costly studies will likely be required. However, doing so may lead to much improvement and greater potential for a stronger neighbourhood.

CHAPTER SIX: PROJECT OVERVIEW

Home Sweet Home

The past is not the property of historians; it is a public possession. It belongs to anyone who is aware of it, and it grows by being shared. It sustains the whole society, which always needs the identity that only the past can give.

*Dr. Walter Havighurst
Quoted by Carl Feiss in With Heritage So Rich (1983)*

This study has examined the possibility of basing future development in South Point Douglas, Winnipeg around its industrial heritage as a means to facilitating a stronger sense of place. As the neighbourhood is established and located in a core area of the City, it is believed to be an important area of focus for redevelopment. Focusing efforts in this location may reduce demand for greenfield development on the periphery of the City, thereby reducing environmental impacts and infrastructure costs arising from such development. Similar undertakings have been criticized for creating suburban style structures and failing to relate to surrounding, often poorer neighbourhoods. Exploring the inclusion of industrial heritage as a key factor in neighbourhood regeneration appeared to be a worthwhile avenue of research for the profession of City Planning.

Outcomes of this research are based on a theoretical underpinning gained from a literature review of three areas of study: industrial development and urban planning impact, heritage preservation and planning and place and placemaking. Attempts were made to provide a broad historical overview of each of these sections. In the case of the first two sections, the field of view was reduced to focus on what impact industrial

development and heritage preservation has on South Point Douglas and what development processes and regulatory frameworks are involved.

Research methods included a literature review, case studies, first hand observations and interviews. Three were chosen to create triangulation in hopes of producing a stronger, more reliable set of data. Interviews took place with participants from the case study locations, as well as from SPD. First hand observations were also conducted in all three locations.

The first case study was on the Distillery District in Toronto, Ontario. The second was on the neighbourhood of Griffintown in Montreal, Quebec. Both were chosen because of their industrial heritage and because they represent different approaches and preservation methods at different scales. Industrial preservation is at the forefront of development in the Toronto case. The result of this is that the area has become one of Toronto's most popular tourist attractions. Incorporating a mix of uses into the space has also made it a more complete community, creating a hub of activity for residents both in the District and neighbourhoods surrounding it.

Griffintown differs in that industrial heritage interventions are smaller in scale and dispersed throughout the neighbourhood. Unlike the Distillery District, it is challenged with multiple property owners. It also faces immense pressure from large-scale redevelopments. Since it is in the midst of a building boom, it is unclear what effect new development will have on the neighbourhood's sense of place. The area's major developer has made statements and design decisions supportive of heritage preservation (McGill Real Estate, 2012, n. p.; Devimco, 2014, n. p.). Despite this, it

remains to be seen if these efforts will truly promote a sense of place based on the area's history. The possibility exists that it will be used merely as a marketing tool (Zurkin, 1998, pp. 825-6) and produce a 'Disneyfied' reproduction, failing to capture the area's history and culture, as Bliet and Gauthier (2007, p. 43) suggest is often the case in such projects. If this occurs, it may threaten to detract from the sense of place, based on industrial heritage, currently present in the neighbourhood.

A number of the lessons learned from the case study locations may be transferable or useful within the context of South Point Douglas. An analysis of the strengths, weaknesses, opportunities and threats involved with a context for future development based on the neighbourhood's heritage is also examined. A list of the next steps necessary in achieving this is provided and discussed.

6.1 OVERVIEW OF RESEARCH QUESTION FINDINGS

This research focused on answering three main questions:

Question 1: *How has heritage preservation on redeveloped obsolete industrial sites aided in defining a distinct and positive sense of place?*

Question 2: What lessons can be learned from redeveloped obsolete industrial sites that have incorporated heritage preservation?

Question 3: What strengths, weaknesses, opportunities, and threats would be involved in maintaining / highlighting aspects of industrial heritage in Winnipeg's South Point Douglas neighbourhood and how may they be addressed?

Findings have been least successful at answering the first question. It has been determined that both case study locations do have a positive sense of place derived from preservation of their industrial heritage. This is based on first hand observation and

information gained through research and interviews. For instance, it appears clear from visiting the Distillery District that is clearly distinguishable from other neighbourhoods, based on its collection of Victorian style, industrial buildings, the materials and textures present, as well as the display of various artifacts and industrial style signage. Visiting Griffintown also gives an impression of a sense of place based on industrial heritage through the conversion of industrial buildings, the use of industrial materials used in various places and surviving industrial infrastructure such as railroad tracks, the Canal and horse stables. Opinions provided in newspaper articles, blogs and websites also provide a strong sense that community members experience and value the neighbourhoods industrial character.

What has been less successfully conveyed is a more scientific reasoning and measuring of such findings. Such an endeavor is difficult, given that a sense of place is an intangible notion, differing from one person to the next based on individual experiences and values.

In terms of questions 2, a number of lessons have been learned from redeveloped obsolete industrial sites that have incorporated heritage preservation. The Distillery District has conveyed the importance of developing strong partnerships, careful attention to design and including programming that encourages a high level of activity. The idea of reusing industrial heritage to create an arts, culture and entertainment district is also presented. Griffintown reinforces the importance of including community participation in large-scale redevelopment plans. It also shows potential opportunities available for creative approaches, such as developing an 'innovative quarter' targeted at

clustering creative professions on former industrial locations. Both examples convey the benefits of including artists in redevelopment schemes, showing their ability to drive heritage re-use projects forward and attract interest.

The last research question, looks at the strengths, weaknesses, opportunities and threats involved with directing SPD's future development based on industrial heritage. Highlights drawn from this are the area's central location, with ample waterfront properties and stated interest from grassroots organizations for large expansion projects. A full answer to this is discussed in Section 5.1. Examining these areas of focus are useful, because it informs what conditions can be drawn on and celebrated, and allows ideas to form on how to address and mitigate negative circumstances.

6.2 POTENTIAL IMPROVEMENTS TO STUDY

A number of improvements could have been made to this study. The most apparent, is the lack of greater scientific findings measuring the sense of place experienced in the case study locations and determination if it is indeed based on the locations industrial heritage. In order to have done this, a greater number of interviews would had to have been conducted, or the inclusion of a questionnaire into the study. Due to the time involved in such an activity and the difficulty in gaining an accurate measurement on how individuals gage local sense of place, unbiased by the construction of questions asked, this stage was omitted from the research structure.

After concluding the research, one thing that has become clear is that a catalog or checklist of industrial heritage elements would have been helpful in better qualifying

and understanding an area's sense of place. This would also be useful if comparing the sense of place of one location and another. While more thought would be required to determine what direction this catalog or checklist would take, it could be developed around Lynch's (1960) five elements of environmental image; districts, edges, paths, landmarks and nodes (pp. 160-161).

Maps illustrating the districts, edges, paths, landmarks and nodes identified in the case study locations of this research would have been useful. More interviews would have also been beneficial to the study. Ideally, a broader range of respondents would have participated. It was hoped that experts from various backgrounds would have contributed, giving a broader sense of perspectives with different goals, risks and motivations. Members from key groups were unresponsive to repeated requests for interviews. Others stated, for differing reasons, that they were unable to provide information not already released to the public. Language barriers also played a role in the lack of a broader base of responses discussing the Montreal case study.

A focus group including residents of SPD, local organizations and select professionals was initially planned and would have contributed to my study. In the end, this didn't occur due to the wealth of information gathered and made available from the City on responses from their own focus group meetings. It was felt the understanding gained from this was sufficient for the purposes of this study. I also felt it would be improper to engage the community, based on a predetermined approach of using industrial heritage preservation as a key component directing future development.

6.3 FUTURE RESEARCH DIRECTIONS

This study brings up a number of possible research avenues applicable to SPD, as well as in a broader sense. In general, research presented here takes a wide view of the issue. One broad issue that was not discussed in detail is the topic of gentrification. Focusing on redeveloping former industrial areas and the impact of gentrifying forces is potentially a worthwhile area of study. Would challenges or opportunities be different than in a redeveloping residential neighbourhood? Another interesting research topic would be examining what would be included in a catalog or checklist measuring a location's sense of place, and why? This type of research, if successful, could potentially make it easier to strengthen an area's character.

Information with a narrower scope, tackling more specific issues would also be useful. For instance, studies examining how design guidelines targeted at incorporating industrial heritage have been constructed, what impact they have created and how possible guidelines may be implemented in SPD may be useful.

More specific information on what buildings and spaces in SPD have the most potential for reuse or are the most valuable examples of industrial heritage would be worthwhile. If I were to take my research further, I would have liked to use one building or space, such as the Gateway Industries property at 2 Point Douglas Avenue, to showcase possible interventions preserving and conveying industrial heritage, to better illustrate the potential of such efforts.

A series of reports could be investigated similar to the ones produced prior to redevelopment of the Distillery District. These could include collecting written, pictorial

and oral stories about SPD to create and catalog a more in-depth understanding of the neighbourhoods history. Little is known about Aboriginal involvement in the area prior to European arrival. Another report could focus on gaining a better archeological understanding. Through my study, I have not come across any information regarding where exactly the original Fort Douglas was located. The luxurious Royal Alexandra Hotel, once located adjacent to the Canadian Pacific Rail Station and now demolished, is another site that could yield valuable understanding and potential resources through archeological work.

One of the greatest barriers to heritage preservation, industrial or otherwise, is the perception that it does not make economic sense to pursue. More research as to how it can be done in a profitable manner would likely be worthwhile, as would investigating how industrial heritage and a sense of place produced from it can be used to create a neighbourhood 'brand'. What processes and techniques would be involved? What benefits would be gained?

6.4 FINAL THOUGHTS

If neighbourhoods, such as the Distillery District and Griffintown, with similar industrial histories, conditions and central locations adjacent to Downtowns are any indication, South Point Douglas will experience vast changes in coming years due to increased development interest. What framework and regulations planners put in place and partnerships develop will dictate the shape, character and quality of life provided by the neighbourhood for years to come.

Most important is having a clear vision, one agreeable to and shared by all parties involved. This study advocates the inclusion of South Point Douglas's rich industrial heritage and unique character, already present, be maintained and used as a source of inspiration moving forward. The hope is that it doesn't become just another generic, placeless new development. It is believed such an endeavor, though potentially more challenging than other paths, can lead to a more meaningful and valued neighbourhood, with a strong sense of place.

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APPENDICES:

APPENDIX I: HUMAN SUBJECT ETHICS PROTOCOL SUBMISSION

Human Subject Ethics Protocol Submission

Pamela Elias

City Planning Master Practicum

1. Summary of Research: My proposed research aims to identify ways of preserving heritage elements in inner-city neighbourhoods with a large proportion of obsolete industrial sites. Through the use of case studies, personal interviews and one or two focus groups, the planning processes, roles of key players, and results of heritage preservation will be examined. The study will gauge how successfully the preservation of industrial heritage contributes to placemaking at the neighbourhood scale, and what lessons can be applied to other communities.

South Point Douglas (SPD) in Winnipeg, Manitoba will be the main neighbourhood of focus. It was chosen because of its large supply of underused industrial buildings, its central location, and its historical significance to the development of the city of Winnipeg. The information gathered in this study will be provided as though the City of Winnipeg was the benefactor and as such, will be tailored with the City's interests in mind.

I will provide an inventory of SPD's built environment. The purpose of the inventory is to illustrate which industrial buildings and spaces are vacant, underused, or in full use. I will identify their location and describe their physical condition. This information will be used, in part, to direct discussion in the focus group(s). My study will conclude with a list of recommended future steps for the reuse of industrial heritage in SPD based on the literature and research collected from the case studies.

The two case study locations will be the Sud-Ouest district in Montreal, Quebec, and the Distillery District in Toronto, Ontario. I will document their historic significance and how they have been reused and examine their successes and challenges faced in redevelopment through interviews with key stakeholders. The interviews will seek to gain the opinions and expertise of local stakeholders regarding the current and future directions of the communities of focus. In particular, interviews will be used to help determine what effect heritage preservation of industrial sites has, or may have, in terms of contributing to placemaking at a neighbourhood scale. All interviews will be semi-structured and the questions asked will vary depending on the interviewee's area of expertise.

In addition to the interviews, one or two small focus groups will be held with SPD stakeholders. The South Point Douglas Residents Committee (SPDRC) and the Metis

Economic Development Organization (MEDO) will be approached to take part in the focus group(s). SPDRC was chosen because it has extensive involvement in the community and MEDO because it is in the process of redeveloping a large section of the neighbourhood. Input received from SPDRC prior to the focus group will determine if any other individuals or organizations will be invited to participate.

This ethics review protocol will be submitted to the University of Manitoba's Joint Faculty REB (JFREB). After receiving ethics approval from the review board, interviews will be conducted.

2. Research Instruments: Interview and focus group questions are listed below.

3. Study Subjects: Study subjects will include stakeholders knowledgeable about the communities of SPD, Sud-Ouest Montreal, and the Distillery District in Toronto. The people selected to interview will be determined with the intent of gaining perspectives from a broad range of people with different viewpoints, objectives, and risks. Experts from the fields of development, politics, planning, and heritage preservation will be contacted, as will community residents. Approximately 6-10 people from each of the case study locations will be interviewed, as well as 3-5 experts involved with the SPD. In addition, 4-8 people knowledgeable on SPD will be asked to participate in one or two focus groups. These meetings will last no more than two hours.

Potentially vulnerable subjects, such as those under the age of 18, or with known mental disabilities, will not participate in this study.

4. Informed Consent: Each participant will be required to sign two identical Consent Forms describing the research. One copy will be given to the participant and I will keep the other. My copy will be kept on file for a period of two years before being destroyed. Should an interview not be conducted in person, a copy of the Consent Form will be either emailed or faxed to the participant. Interviews will not be conducted until the Consent Form has been signed, and returned. The form will provide a variety of information including, but not limited to:

- A description of the procedures involve in the interview
- A description of any recording devices to be used.
- A description of the benefits, if any, for participation
- An indication of whether the data will be anonymous
- Acknowledgment of a participants right to decline any questions and to end the interview at any time without negative consequences
- A description of how and approximately when confidential data (if any) will be destroyed.

The Consent Form to be used is provided at the end of this submission.

5. Deception: At no time will the intent of the practicum and its purpose be knowingly withheld from participating subjects.

6. Feedback/Debriefing: Subjects will receive feedback only by request.

7. Risks and Benefits: There are no particular risks or benefits to the subjects. Possible risks associated with the information and views provided by participants are anticipated to not be an issue due to the omission of participants' names and extension of confidentiality. All interviews will be conducted in a timely manner, not to exceed one hour in duration, as to not take an excess amount of participants' time and energy. They will also take place at an agreed upon time and setting that is comfortable, accessible, and convenient for participants to further reduce possible nuisances.

8. Anonymity and Confidentiality: At no time will the names of participants be made publicly available. Any information provided that the researcher believed to likely identify the participant will be restricted. Identifiers such as age, sex, race, and/or religion will not be required. Participants may be identified either as a resident of a community examined, by their profession, or by the organization they belong to, but only in cases where it is unlikely to cause their identity to be known. Original data will only be available to the researcher and, if needed, the research advisor, University of Manitoba Research Ethics Board(s) or a representative(s) of the University of Manitoba Research Quality Management / Assurance Office.

Audio Taping

Audio taping devices may be used in cases where participants have provided written permission to do. This technology may be used to transcribe interviews with greater accuracy. Recordings will be stored in a secure location and destroyed after transcription. Recordings will be played back using a headset so that they will not be overheard. Any names of individuals stated in taped recordings will be omitted from transcriptions.

Photography

Photographs of community spaces (e.g. streetscapes, buildings, landscapes, etc.) will be used in presentations and in the practicum in order to better convey the current conditions and available opportunities present in the communities examined. Individuals clearly captured in figures used will be digitally removed to protect their identity. Unaltered figures with individuals captured will be stored in a secure location and will not be personally used or released to others.

Use of Data, Secure Storage and Destruction of Research Data

Primary data collected will only be used towards the completion of the practicum project discussed. The goal is to use the information in a clear manner that is not misleading or inaccurate. It will be stored at all times in a location accessible only to the researcher

and may be provided only to the research advisor if required. All original primary data and figures will be destroyed two years after the final practicum has been accepted.

9. Compensation: No compensation will be provided to participants, which will be stated in the Consent Form.

10a. Interview Questions: It is estimated that 6-10 people from each of the case study locations as well as 3-5 people from Winnipeg will be interviewed. Those contacted will reflect a wide range of professions as well as community residents in order to gain a broad range of perspectives. All interviews will be semi-structured and should last no more than approximately one hour. The initial interview may be followed by a brief follow-up should respondents agree and additional questions arise or clarity is required. Respondents will be provided a list of questions a week in advance, in order to allow them time to reflect upon their answers should they decide. They will be informed before the interview that they have the right to decline from answering any or all questions.

APPENDIX II: SAMPLE INTERVIEW QUESTIONS:

Real Estate Developer (Industrial Redevelopment):

- 1) Can you describe the role you played in redeveloping industrial space? How was the project initiated and by whom?
- 2) Did community members play a role in how it was developed? If so, how?
- 3) What, if any impact have you seen redeveloped industrial projects make on the community they are located in? What value has this added to the community?
- 4) Was the area's industrial heritage considered? If so, how?
- 5) What lessons from your experience would be most useful for others attempting something similar?
- 6) What could be done to encourage developers to develop more obsolete industrial spaces?

Real Estate Developer (Heritage):

- 1) Can you describe the role you played in redeveloping heritage property? How was the project initiated and by whom?
- 2) Did community members play a role in how it was developed? If so, how?
- 3) What, if any impact have you seen heritage projects make on the community they are located in? What value has this added to the community?
- 4) What lessons from your experience would be most useful for others attempting something similar?
- 5) What could be done to encourage developers to develop more heritage projects or incorporate more elements of heritage?

Heritage Conservation:

- 1) What role do you typically play in the development of a heritage property?
- 2) How do you normally get involved in such a process?
- 3) What, if any, opportunities do you see to incorporate heritage in new, or remodeled spaces in the community?
- 4) What challenges are most commonly faced when trying to develop a heritage space?
- 5) What could be done to encourage developers to develop more heritage projects or incorporate more elements of heritage?

Planner:

- 1) Can you discuss planning work that has been done in the community within recent years regarding heritage preservation and/or industrial redevelopment?
- 2) How have community members played a role in determining the future of the community? What value has this added?
- 3) What can be done to better encourage industrial redevelopment?
- 4) What can be done to better encourage heritage preservation?

Case Study Community Members:

- 1) What do you like about your neighbourhood? What do you not like?
- 2) Has the redevelopment of industrial sites affected the neighbourhood's character? If so how?
- 3) Do you feel community members have or have had opportunity to play a part in determining how industrial sites are redeveloped? If so, how?
- 4) How important do you feel the preservation of industrial heritage was towards the success of industrial redevelopment projects and neighbourhood improvement? What value did it add?
- 5) How could the incorporation of industrial heritage on redeveloping industrial sites been done in a way that made a more positive impact on the community? If so, how?

APPENDIX III: SAMPLE CONSENT FORM:

Sample Consent Form Provided on Institutional Letterhead

Research Title: (Re)creating place: Preserving heritage in obsolete industrial sites

Principal Investigator:
Pamela Elias

Research Supervisor
Dr. Richard Milgrom

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 understand any accompanying information.

Research Abstract:

My proposed research aims to identify ways of preserving heritage elements in neighbourhoods with a large portion of obsolete inner-city industrial sites. Through the use of case studies, personal interviews, and focus groups, the processes, roles of key players, and results of heritage preservation will be examined. The study will gauge how the preservation of industrial heritage is at contributes to placemaking in neighbourhoods, and what can be applied to other communities.

South Point Douglas (SPD) in Winnipeg, MB will be the main neighbourhood of focus. It has large supply of underused industrial buildings, its central location, and its historical significance to the development of the city of Winnipeg. I will provide an inventory of SPD's built environment to show and discuss what industrial buildings and spaces are vacant, underused, or in full use. I will identify their location and describe their physical condition. This information will be used, in part, to direct the focus group(s).

The historical significance and reuse of sites within SPD and my two case study locations of the Sud-Ouest district in Montreal, Quebec, and the Distillery District in Toronto, Ontario, will also be researched, in part, through consultations with key stakeholders. Interviews will seek the opinions and expertise of local stakeholders in regards to the current and future directions of the communities. All interviews will be semi-structured and the questions asked will vary depending on the interviewee's area of expertise. In addition to the interviews, one or two small focus groups will be held with SPD stakeholders.

Participating in this research involves answering honestly and to the best of your knowledge a list of questions. If participating in an interview, the process should take less than an hour and may be followed at a later date, if consent is given by a brief follow-up conversation should additional questions or the need for clarification arises. If participating in a focus group, the process will be limited to no more that two hours. If willing, you may be asked to contribute to a second focus group. You have the right to decline any questions asked and can withdraw

from the research at any time, without negative consequences. Participation is voluntary and no remuneration will be provided.

To protect your identity, your name, age, sex, religion, and race will not be released. However, for clarity, reference may be made to which profession you are in or you may be identified as being a resident if you live in one of the case study locations. This will only be done in cases where it is unlikely to cause an identity to be known. All original data will be stored in a password-protected computer, accessible only to the researcher. Any hand-written notes will be shredded after electronic transference. The use of a recording device may be used only if you grant written permission. Original recordings will be destroyed once transcribed. Original data may only be shared with the research advisor or the University of Manitoba Research Ethics Board(s) or a representative(s) of the University of Manitoba Research Quality Management / Assurance Office if required. All original data will be destroyed two years after the final practicum has been accepted.

Information provided may be used only in this project. The information may be shared with the practicum committee and/or in the final document. When completed the document will be available online through the University of Manitoba's online library. Following your participation, you will be reminded how your identity will remain confidential. You will also be reminded how the information you provide may be used, how it will be stored, and how it will be destroyed, as outlined in this document.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate as a subject. In no way does this waive your legal rights nor release the researchers, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

The University of Manitoba Research Ethics Board(s) and a representative(s) of the University of Manitoba Research Quality Management / Assurance office may also require access to your research records for safety and quality assurance purposes. If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator (HEC) at 474-7122. A copy of this consent form has been given to you to keep for your records and reference.

I agree to the use of an audio recording device

OR

I do **NOT** agree to the use of an audio recording device

Would you be willing to be contacted by the researcher should additional questions arise or should responses require clarification?

Yes

No

Participant's Signature _____ Date _____

Researcher's Signature _____ Date _____

Thank you for participating.

APPENDIX IV: ETHICS APPROVAL NOTICE:



Human Ethics
208-194 Dafoe Road
Winnipeg, MB
Canada R3T 2N2
Phone +204-474-7122
Fax +204-269-7173

RENEWAL APPROVAL

September 12, 2014

TO: Pamela Elias
Principal Investigator

FROM: Susan Frohlick, Chair
Joint-Faculty Research Ethics Board (JFREB)

Re: Protocol #J2011:158
“(Re)creating Place: Preserving Heritage in Obsolete
Industrial Sites”

Please be advised that your above-referenced protocol has received approval for renewal by the Joint-Faculty Research Ethics Board. **This approval is for one year only.**

Any significant changes of the protocol and/or informed consent form should be reported to the Human Ethics Secretariat in advance of implementation of such changes.