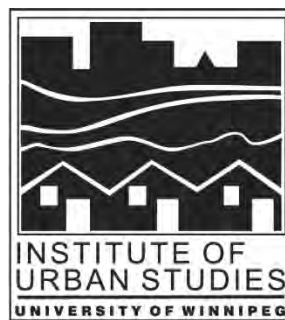


Winnipeg inSight: Compendium of Winnipeg Planning Literature

Bibliographica No. 8

by Nancy Klos, Christian Douchant & David Jopling
1996

The Institute of Urban Studies





THE UNIVERSITY OF
WINNIPEG

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WINNIPEG INSIGHT: COMPENDIUM OF WINNIPEG PLANNING LITERATURE

Bibliographica No. 8

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The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

WINNIPEG *in*SIGHT
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Bibliographica 8

Nancy Klos, Christian Douchant and David Jopling

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FOREWORD

I was delighted to learn that an attempt to catalogue City of Winnipeg publications was to be made by a group of young Urban Studies professionals.

I was even more delighted with the outcome of their effort.

Since its incorporation as a city 122 years ago, Winnipeg has been particularly prolific as a publisher (I should know; I've read most of that work). Until now, no one had studied this body of work.

This "municipal autopsy," if you please, poked, prodded and thoroughly examined the many reports, studies and inquiries the City of Winnipeg has commissioned and received. What is most remarkable about this operation is the fact that it was completed in such a short period of time.

I congratulate Nancy Klos, Christian Douchant and Dave Jopling on this document review for the City of Winnipeg, and I encourage everyone to read both the review and the documents listed within its pages.

Bernie Wolfe

ACKNOWLEDGEMENTS

We would like to acknowledge the contributions of various individuals and organizations in the preparation of this document and to extend our sincere gratitude for their co-operation and participation in this endeavour: to the staff of Manitoba Urban Affairs, Manitoba Culture, Heritage and Citizenship, Historic Resources Branch, Winnipeg Land and Development Services, Winnipeg Parks and Recreation, Winnipeg Community Services, Winnipeg Transit, Heritage Winnipeg, Social Planning Council of Winnipeg, Manitoba Historical Society, Downtown BIZ, The Forks North Portage Partnership, I.D.G. Stanley Inc., and the International Institute for Sustainable Development for their assistance in locating reports to include in this document and for their willingness to allow their respective collections to be searched; to Pat Moses, Manitoba Urban Affairs, for her support of the IUS Library, thereby facilitating the preparation of such a document; to Graham Hart and Gord Courage, Winnipeg Land and Development Services, for all of their assistance in uncovering and searching the former Planning Library resources and providing advice and regular work space; to Mary Ann Beavis, Institute of Urban Studies, for her patience and invaluable assistance in preparing this document for publication; to Tom Carter, Institute of Urban Studies, for his support of this document and work towards its promotion among the community; to Bernie Wolfe, Heritage Winnipeg, for his much appreciated encouragement and enthusiasm over the project; and to the Institute of Urban Studies, the City of Winnipeg, Manitoba Urban Affairs and the Winnipeg Real Estate Board for their generous financial support of our efforts. Without the above support and assistance, the preparation and publication of this document could not have been accomplished. Responsibility for errors and omissions, however, remain ours.

INTRODUCTION

Urban planning remains one of the biggest challenges and opportunities for cities and citizens alike, with broad implications for living conditions and the surrounding environment. The City of Winnipeg has been confronted by many of the same planning concerns faced by other North American cities, although there have been a number of innovative and sometimes unique local planning efforts. Among the more important concerns faced by this city are a growing suburban area and an increasingly deserted downtown, neighbourhood decay and an aging inner core housing stock, increasing poverty and community distress, housing affordability and the need to preserve the city's inventory of heritage buildings and satisfy transportation demands.

In the post-war period, a variety of reports and studies have been produced by public and private sources (including academic and student researchers) related to urban planning in Winnipeg. They focus on topics such as community renewal and revitalization, downtown development, heritage districts, housing, land use, parks, the Winnipeg region/fringe and transportation. During this period, planning moved from a technical land use function to a greater focus on community based participation and concern for the environment. This growing mass of documents has much to offer to professional planners, government decision-makers, students and community groups both in the city and elsewhere. As present and future planning initiatives are debated, these documents are a valuable legacy.

A variety of planning-related literature reviews relevant to Winnipeg have appeared. However, only a handful of publications have attempted to create a comprehensive bibliography or listing of documents that pertain to urban planning in Winnipeg. This publication is the most recent attempt to create a Winnipeg planning bibliography. It recognizes the scope of urban planning and the vast quantity of documents related to urban planning that exist. Each document represents a contribution to the larger picture of planning in Winnipeg and to varying degrees, each provides important information and insights.

This publication's goal is to identify reports and other literature over the last three decades, although there was some attempt to locate documents dating back almost 50 years to the immediate post-war period. It is intended for use by government departments, planning practitioners/professionals, community groups, academics, students and the general public. As it builds on past efforts, this publication also opens the door for similar future efforts.

METHODOLOGY

In practical terms, the creation of a comprehensive urban planning bibliography required a number of specific decisions relating to content, sources to consult and technique. From the start, there was a consensus that many different fields within planning must be included, as well as Winnipeg-specific initiatives like the Core Area Initiative and its spinoffs. There was also agreement that documents and other literature beyond the 1960s should not be overlooked, although the focus remained on those documents produced during the time period covering the Metropolitan Corporation of Greater Winnipeg and Unicity. There was little problem in

selecting sources except in drawing the line on where to stop. Many other government departments and community groups have library collections that contain still more documents on planning in Winnipeg. Additional efforts should be made to include such collections in future lists.

The presence of automated library catalogue systems at several of the larger local collections was particularly helpful in the preparation of this bibliography. The majority of the other institutions did not have comparable automated systems or resource staff. In some cases, collections were searched manually. Those collections used to compile this bibliography are listed below, along with codes used throughout the publication to identify the location of each entry, with the exception of magazine and journal articles, which were not sourced (newspaper articles were excluded). To assist potential users, attempts were made to identify more than one location for most of the documents in each section. We acknowledge that there may be documents and other literature that we missed at any one of these sources. We likewise tried to provide complete citations for each entry, but admit that there are numerous documents where this proved to be an unrealistic goal, given time constraints.

The list of sources covers the government and non-government sectors. Those sources with automated library systems and/or full-time resource staff on hand to answer questions include The University of Winnipeg Library, The University of Manitoba library system, the Winnipeg Public Library system, Manitoba Legislative Library, the Canadian Housing Information Centre and the Intergovernmental Committee on Urban and Regional Research. For the remaining sources, however, available staff and library space vary. Due to the range of sources contacted, *it is important that prior contact be made with each source regarding access and borrowing privileges* (if applicable) before seeking any document in their collection taken from this bibliography. The sources are:

Canadian Housing Information Centre, Canada Mortgage and Housing Corporation	[CHIC]
Downtown Winnipeg Business Improvement Zone (BIZ)	[DBIZ]
The Forks North Portage Partnership	[TFNPP]
Heritage Winnipeg Incorporated	[HW]
I.D.G. Stanley	[IDG]
Institute of Urban Studies Library	[IUS] [IUSCC]†
Inter-library loan‡	[ILL]
Intergovernmental Committee on Urban and Regional Research	[ICURR]
Manitoba Culture, Heritage and Citizenship, Historic Resources Branch	[MHRB]

Manitoba Historical Society	[MHS]
Manitoba Legislative Library	[MLL]
Manitoba Urban Affairs	[MUA]
Social Planning Council of Winnipeg	[SPC]
The University of Manitoba Library system	[UML]
The University of Winnipeg Library	[UWL]
Winnipeg Community Services Department, Neighbourhood Planning	[WCSD]
Winnipeg Community Services Department, Heritage Planning Office	[WHPO]
Winnipeg Land and Development Services Department, Land Development Services	[WLDS] [WLDS*]‡
Winnipeg Parks and Recreation Department	[WPRD]
Winnipeg Public Library system	[WPL]
Winnipeg Transit Department	[WTD]

†Refers to the Institute of Urban Studies Winnipeg Core Area Initiative Collection.

‡A handful of documents listed in this bibliography are not available at local sources but make an important contribution to urban planning in Winnipeg that should not be overlooked.

‡Refers to the Departmental Rare Book collection.

The various collections represent a tremendous resource for planners and those interested in planning in Winnipeg. We hope that this bibliography highlights that combined resource, and informs more people that such a resource exists for the most part within the city.

THE SECTIONS

This bibliography contains sixteen sections relating to the different planning fields and local initiatives. The sections contain reports and other literature that are primarily concerned with that field or initiative, but there are many instances where documents could have been placed in more than one section. Cross-listing documents in several sections was avoided to avert potential confusion, and due to space and time limitations. A number of documents that were broader in scope, however, were placed in a "general" section. The sections are not unfamiliar to those in the planning or related professions. They include:

- Community/Neighbourhood Planning;
- Downtown Planning;

- The Forks/East Yards;
- Heritage/Conservation Planning;
- Housing;
- Land Use/Zoning;
- North Portage Redevelopment;
- Parks/Recreation/Open-Space/Riverbanks;
- Sustainable/Fringe Development;
- Transportation Planning;
- Urban Design;
- Winnipeg Chinatown;
- the Winnipeg Core Area Initiative (WCAI);
- the Winnipeg Development Agreement (WDA);
- Social Planning;
- General.

Each section is introduced below, and briefly highlights important programs and/or reports, dates and time periods.

Community/Neighbourhood Planning

Community/Neighbourhood planning has an extensive history in the City of Winnipeg, dating back at least to the late 1950s with the creation of the Urban Renewal and Rehabilitation Board by the then-Winnipeg City Council. Neighbourhood planning became a major part of the City of Winnipeg planning function in the early 1970s with the creation of the Neighbourhood Improvement Program (NIP) in 1973. Neighbourhood planning and revitalization came to the forefront across the country with the creation of NIP, which combined funds from the three levels of government to halt the decline of older residential neighbourhoods and to improve municipal living conditions. Under the program, each participating metropolitan area would select certain neighbourhoods for the improvement of community amenities. Other programs, such as the Residential Rehabilitation Assistance Program (RRAP) were promoted in conjunction with NIP and were favourably regarded. After funding ceased for NIP in 1979, the City of Winnipeg initiated the Community Improvement Program (CIP) from 1980 to 1981.

Following NIP and CIP, the City of Winnipeg entered into a cost-sharing agreement with the Province of Manitoba for the Manitoba/Winnipeg Community Revitalization Program (M/WCRP), which was to assist the revitalization of older neighbourhoods, mainly through expenditures on municipal services and community facilities. The Winnipeg Core Area Initiative adopted a much broader approach to neighbourhood/community revitalization and spent millions of dollars on programs and projects in core area communities between 1981 and 1991 (See **Winnipeg Core Area Initiative Section [WCAI]**). A great many documents on neighbourhood/community planning in Winnipeg over the last several decades were published during the time

period from NIP to the WCAI (See Appendix).

Downtown Planning

Downtown Winnipeg at the turn of the century was the focus of great economic activity and booming conditions. The population of the city grew very rapidly during the late 1800s and early 1900s, driving development outwards from the central business district. Decades later, however, there were many signs of decay in downtown Winnipeg, which prompted a number of efforts designed to address the decline. Among the early major attempts by the city government at revitalizing the downtown was the construction of the new Civic Centre begun in the early '60s, and the construction of the Centennial Centre across the street, followed by Winnipeg Convention Centre in the 1970s.

The 1980s saw the creation of the Downtown Winnipeg Zoning By-law, which helped to co-ordinate design guidelines and zoning matters throughout the downtown area, as well as the creation of a Business Improvement Zone to attract people downtown. Most recently, the downtown's own plan, *CentrePlan*, was prepared, mandated through *Plan Winnipeg 2010* (see **General Section**). The *CentrePlan* process brought people together to determine a desired future for downtown Winnipeg. *CentrePlan* provides visions and strategies for downtown, and includes an action plan that was developed from priorities derived from public consultation. It builds upon the strengths of downtown, which include a large historic warehouse district, Chinatown, the Provincial Legislature, indoor walkways, a river walk, tourist attractions, as well as a number of arts and cultural venues (See Appendix).

The Forks/East Yards

The Forks is one of the key sites in downtown Winnipeg, covering 56 acres (almost 23 hectares) at the historic junction of the Red and Assiniboine Rivers (see Appendix). The site dates back over 6,000 years, originally a gathering place for Aboriginals, then European traders and explorers, before the arrival of the railroad. For decades, the junction of the two rivers was an important railroad hub and the location of the Canadian National East Yards. The redevelopment of the site proceeded under the Winnipeg Core Area Initiative, which supported a multi-purpose site involving park space as well as institutional, commercial and residential uses.

In 1987, the responsibility for redeveloping the site was given to The Forks Renewal Corporation, created as a wholly owned subsidiary of the North Portage Development Corporation, another WCAI spinoff. From the start, there were competing visions for the Forks site and nearby areas, and both proponents and opponents of the development. The responsibility for the Forks site now rests with The Forks North Portage Partnership, which was created in 1994 as a result of the merger of The Forks Renewal Corporation and the North Portage Development Corporation.

Heritage/Conservation Planning

In the heart of the downtown is the Exchange District, one of the most historically intact turn-of-the-century commercial districts on the continent. For over 20 years now, active efforts to protect and promote the built heritage in the Exchange District and buildings of historical and architectural significance throughout the city have been an important part of the local planning scene. The most famous success was the 1978 struggle to save the regal Main Street branch of the Bank of Commerce and the neighbouring Bank of Hamilton. These successful efforts helped to galvanize the heritage movement in Winnipeg. Since then, the challenge has become greater, and the number of individuals and groups interested in heritage conservation has grown, especially for environmental reasons.

Some of the biggest supporters of heritage conservation are private entrepreneurs and small-scale developers who have demonstrated the economic viability of restoring older buildings. The three levels of government have also been active in supporting restoration through the WCAI (1981-1991) and now the WDA. In 1990, the City of Winnipeg established an Ad Hoc Committee to recommend a strategy to preserve and promote the economic viability of heritage buildings listed on the city's Building Conservation List. In the past two decades, a large number of other strategies and literature on heritage conservation in Winnipeg have been released by both the public and private sectors. A variety of popular publications on past and present architecture in the city have also been published, featuring a sizable number of buildings that have architectural or historical significance, including commercial, industrial, financial, cultural, religious, residential and governmental structures.

Housing

Winnipeg has a very diversified housing stock. In the post-war period, there has been a continuing expansion of new home construction in suburban areas and a large number of social housing projects constructed in the inner city, as well as a growing need for the rehabilitation of older homes. The three levels of government have been active in the provision and maintenance of housing in the city, alongside private and non-profit organizations. At the federal level, housing has been primarily the responsibility of the Canada Mortgage and Housing Corporation (CMHC), which has provided funding to meet housing needs, and for housing research on a wide variety of topics, including infill housing, housing rehabilitation, seniors' housing, Native housing, rent controls, housing co-ops, market analysis and housing quality and construction. Much of the housing research has been produced for the public sector or non-profit organizations by private consultants, academics, graduate students, research organizations, institutions and other government organizations. Over the past three decades, reports have covered various government incentive programs for first-time home buyers, as well as inequities that exist in the market system; dwelling affordability; the need to provide housing for select groups in Winnipeg such as the physically challenged and single mothers; and housing rehabilitation. Many of the reports on housing rehabilitation deal with programs such as the federally sponsored Residential Rehabilitation Assistance Program (RRAP) and other programs supported by the Winnipeg Core Area Initiative

(see **Winnipeg Core Area Initiative Section [WCAI]**). Of particular interest are those documents which refer specifically to physical design of homes, for example, to basementless homes and barrier-free designed homes.

Land Use/Zoning

Decisions made over the use of land in Winnipeg have had an important effect on the shape of the city and the nature of its various neighbourhoods. Over the last 50 years, there have been many land use/zoning reports and studies concerning Winnipeg and specific neighbourhood areas, but only a few comprehensive city-wide development plans. Between 1946 and 1950, the Metropolitan Planning Committee and the Winnipeg Town Planning Commission prepared a series of reports on a "Metropolitan Plan for Greater Winnipeg." The *Metropolitan Development Plan* was finally adopted in the 1960s by the Metropolitan Corporation of Greater Winnipeg, to guide new and existing policies relative to their impact on urban growth and to express the Corporation's opinions on growth-related matters. The *Plan* was updated in 1980 with the release of *Plan Winnipeg*, which was adopted in 1986 by Winnipeg City Council. While the new *Plan* reflected changes in the city over the previous decade, it was still a land use plan and was focused on physical development.

In June 1993, the City of Winnipeg released its new plan, known as *Plan Winnipeg ... Toward 2010*, which was broader than its predecessors, and an attempt to focus on important social, economic and environmental issues besides urban development (see **General Section**). As prescribed under *Plan Winnipeg ... Toward 2010*, the City of Winnipeg introduced its new *Airport Vicinity Development Plan* in 1994. Exactly 20 years before, the Winnipeg Area Airport Systems Study (WAASS) was established to develop a long-range plan for airports and airport facilities for the Winnipeg area.

Other notable reports related to land use planning and zoning in Winnipeg over the last three decades include the *Report and Recommendations of the Winnipeg Land Prices Inquiry Commission* which was published in 1977 under the chairmanship of Ruben Bellan, and "City History and City Planning," a Ph.D. Dissertation by Earl Levin (1993).

North Portage Redevelopment

The redevelopment of the area north of Portage Avenue had obvious implications for land use in the downtown. With the establishment of the WCAI in 1981, there was renewed interest in Portage Avenue and the residential area to the north, which had once been one of Winnipeg's most desirable neighbourhoods in which to live, work and shop. In December 1983, the North Portage Development Corporation was created to manage and guide the development in co-operation with the private sector and the community. The North Portage development strategy involved a combination of commercial, residential, educational, cultural and entertainment facilities, and physical and environmental enhancements. Among the key components of the development was the Portage Place retail complex, the neighbouring seniors' housing residences, the renovated YM/YWCA and a skywalk system extending across Portage Avenue (see Appendix).

Over the past decade, the development north of Portage has experienced tough economic conditions and competition from other downtown attractions as well as the suburbs. It has had an important, though at times controversial, impact on downtown revitalization in Winnipeg, and faces new challenges and opportunities following the merger of the North Portage Development Corporation and The Forks Renewal Corporation.

Parks/Recreation/Open-Space/Riverbanks

The development of parks and recreation facilities has a long history in Winnipeg, dating back over 100 years. Some of the earliest parks in the city were created by the commercial elite in the late nineteenth century. The first public parks board was created in 1893 to provide parks in the crowded city core. Among the first urban and suburban parks established by the board were Assiniboine Park and Kildonan Park, which were the largest of all the parks. Early recreation was not limited to park space, but included bike paths, the rivers and riverbanks.

Over the past few decades, there have been numerous studies on the direction of the parks and recreation system in Winnipeg, and a renewed interest in the recreational and tourism potential of rivers and riverbanks. Part of this interest was the result of the Canada-Manitoba Agreement for Recreation and Conservation on the Red River Corridor (ARC), approved in 1978. Within the city, the ARC program proposed several projects along the Red River, including the development of the CN East Yards/Forks site. In honour of the Winnipeg Parks Department centenary, a new vision for a cohesive corridor was presented for the stretch of riverbank between the Forks and Kildonan Park. A comprehensive history of the Department and a *Strategic Plan* were similarly released.

Sustainable/Fringe Development

The nature of development and growth in the Winnipeg region has been a concern to the City of Winnipeg and the provincial government for many decades. In response, a number of tools and policies were created to address the growth pressures. The Additional Zone was formed in the 1960s to give the Metropolitan Corporation of Greater Winnipeg power over land use and zoning decisions over an area approximately five miles from the city limits. In the 1970s, the Winnipeg Regional Municipalities Committee was established to address concern over the exodus of people moving from Winnipeg to rural residential subdivisions within the commuting area of Winnipeg. The recommended principles established by the Winnipeg Regional Municipalities Committee were used as a basis for developing the *Provincial Land Use Policies* in 1978. The Urban Limit Line was created under the direction of *Plan Winnipeg* and intended to restrict the extension of city services to areas not approved for development.

The Additional Zone and the Urban Limit Line have since been abolished, and the Capital Region Committee has recently been established in response to the need for co-ordinated planning in the Winnipeg city-region (see Appendix). Members from the Capital Region Committee and members from the Manitoba Round Table on Environment and Economy have joined to guide a process for developing a sustainable

development strategy for the capital region.

The concept of sustainable development has grown significantly as a basis for the formation of policy in the last decade. Sustainable development represents the desire for a healthy environment which is essential to the economic and social development in the long term, as well as the present. Sustainable development principles and guidelines are present in the most recent land use policy regulations, academic literature on design guidelines for renewing existing urban areas, and in urban/rural policy and plans. An increasing part of the discussion on sustainability has revolved around the concept of "stewardship" which has been used in relation to the protection of parks and waterways and to energy conservation.

Transportation Planning

The history of Winnipeg's transportation system is highlighted by a number of plans and reports published since the elimination of the electric street cars/trolley buses that once operated in the downtown area. In 1965, a comprehensive study of the transportation requirements for the future City of Winnipeg was conducted as a part of the *Winnipeg Area Transportation Study (WATS)*. In 1978, the *Winnipeg Southwest Transportation Corridor Study* proposed the linkage of the University of Manitoba Fort Garry campus to downtown Winnipeg by rapid transit which would run parallel to an existing rail right-of-way. Also in 1978, a background report on the urban transportation system for Winnipeg was conducted as a supplement for *Plan Winnipeg* which outlined future options, within cost restraints, that the City of Winnipeg may choose to follow. In 1995, the Winnipeg Transit Department completed the conversion of Graham Avenue into a transit/pedestrian mall, nearly 20 years after it was first discussed. The Norwood/Main Street bridges are currently being replaced following a public input process, and the TransPlan 2010 Committee is working to identify attributes and future needs of the Winnipeg region's transportation system, and prioritizing them through an extensive public participation process.

Urban Design

Unlike transportation planning and the other topics covered, urban design is not easily identified, and there continues to be considerable discussion on how it should be defined or categorized. For example, there are questions about how it relates to other disciplines such as architecture and planning, whether it is more process than product and whether it is theoretical or applied. According to those in the field, urban design may be broadly characterized as the "management of the built environment" or "a safeguard of environmental quality," while urban designers may be called "managers or stewards of public spaces."¹

In *Plan Winnipeg . . . Toward 2010*, the City of Winnipeg had made a commitment to the design and

¹Catherine Charette, ed., *Issues in Canadian Urban Design* (Occasional Paper 33; Winnipeg: Institute of Urban Studies, 1995), p. 3; Doug Clark and Gerald H. Couture, "Laying the Ground Rules: Accommodating Architectural Expression within a Integrated Urban Environment," *Plan Canada*, 30,6 (November 1990): 36.

appearance of the built and natural environment (see **General Section**). High quality urban design is promoted and incorporates the design of image routes and scenic drives and designated character areas as well as standards of personal safety and security for new and all major redevelopments. The need for high standards and superior urban design is specifically urged for the downtown which includes both private and public property.

Urban design in the downtown and the rest of Winnipeg has been the topic of an increasing number of articles and public reports by practitioners, students and others. Reflecting the continuing debate over urban design, many more related reports may be found scattered throughout several of the sections.

Winnipeg Chinatown

The revitalization of Winnipeg Chinatown was an important accomplishment of the WCAI, but its foundation actually began a decade earlier in a handful of studies focused on the area's decay. By the 1970s, Chinatown had experienced threatening physical and social decline including poor housing conditions, large numbers of vacant buildings, welfare problems, and a population exodus to the suburbs. A proposal in the early part of the decade identified the need for great efforts toward a modernized Chinatown in the heart of the historic warehouse area of Winnipeg. The establishment of the WCAI in 1981 brought together the growing Chinese community including several new Chinatown organizations such as the Winnipeg Chinese Development (1981) Corporation and a tri-level governmental commitment to socio-economic development in the inner city. Support for the preservation and enhancement of Winnipeg's Chinatown continues, and subsequent reports have provided additional area analysis (See Appendix). Only recently, the need to restore/enhance existing character areas in Winnipeg's downtown such as Chinatown was identified by the City's new downtown *CentrePlan* (see **Downtown Section**).

Winnipeg Core Area Initiative (WCAI)

The Core Area Initiative has been considered one of the most ambitious experiments in planning in Winnipeg, if not North America, because of its comprehensive approach to urban revitalization and its tri-level governmental partnership. The CAI was established in 1981 through the co-operation of the City of Winnipeg and the provincial and federal governments, in response to the deteriorating social, economic and physical conditions in the core area of Winnipeg and the growing disparities between core residents and other residents in the city. Over a five-year period from 1981 to 1986, the three levels of government each contributed \$32 million in direct funding, and millions more in complementary funds, to about a dozen programs including Housing, Community Improvement, North Portage/Ellice Revitalization, CN East Yards Development, Historic Winnipeg Area Redevelopment and Neighbourhood Main Streets Development (see Appendix). With public support, a second five-year agreement was signed in 1986, incorporating many similar program areas and a \$100 million budget that was again cost-shared between the three government partners (see Appendix).

There was no shortage of views on the CAI, although there was some consensus that it did accomplish

a great deal in spite of the magnitude of the problems of the core area. An indication of the breadth of its activity was evident in the numerous program evaluations published throughout both agreements, as well as in other documents such as *Status Reports* released by the CAI office that described specific programs and projects. Besides information reports, there was also a large number of background reports and studies conducted for CAI programs and projects, and an equally large quantity of independent research and public input. Negotiations between the three levels of government beginning in 1990 failed to produce a third CAI agreement.

Winnipeg Development Agreement (WDA)

In the place of a CAI III, the three levels of government announced a new tri-level agreement in December 1994, referred to as the Winnipeg Development Agreement (WDA). The WDA represents a five-year commitment by the three partners, which will each contribute \$25 million towards long-term sustainable economic development in Winnipeg. Unlike the WCAI, the focus of the WDA is on the entire city, but not on large-scale construction or mega-projects such as The Forks or Portage Place. According to the Agreement, programs and projects will be grouped under three components—Community Development and Security, Labour Force Development, and Strategic and Sectoral Investments. The goal is to create a safe, healthy, and environmentally sound community in which to live, work, and do business, assist people to access job opportunities, and help them to prepare for current and future employment and create long-term employment by focusing on future industry growth areas.

The specific programs that will receive WDA funding range from North Main Street Development, Community-Based Crime Prevention and Neighbourhood Revitalization to Employment Equity, the Airport Multi-Modal Cargo Hub Implementation project, Downtown Revitalization, Buildings Preservation and Riverbank Development.

Social Planning

Recent initiatives like the WCAI and the WDA have helped focus attention on the social as well as the physical components of urban planning. Social planning has increasingly been recognized as an intrinsic albeit important part of planning. There have been a variety of local groups and government departments involved directly in social planning over the last three decades, including the Social Planning Council of Winnipeg, which has a long history of community involvement. When it was known as the Community Welfare Planning Council in the late 1960s, the Council was involved in the preparation of the Social Service Audit. Since it adopted its current name in 1973, the Social Planning Council has published numerous reports on social conditions and problems in Winnipeg and has played an important role in searching for solutions and an improved quality of life for city residents, together with other groups such as the Institute of Urban Studies. In 1988/89, the Institute of Urban Studies supported research on a Winnipeg Healthy Communities conceptual model which incorporated a broader municipal approach to health and wellness. At the same time, a Healthy City Students'

Study Group was formed at the University of Manitoba Department of City Planning to research a healthy city/communities project for Winnipeg.

General

The general section contains reports and other literature that are broad in scope and/or not limited to one specific planning field. Among the documents listed in this section is *Plan Winnipeg... Toward 2010*, the city's most recent long-term plan. The need for an updated plan was widely acknowledged by participants in the '92 Plan Winnipeg Review, which had begun a year earlier in 1991. The draft plan that resulted was the topic of discussion by local observers prior to its final approval in 1993. There has been a considerable amount of general discussion on planning in Winnipeg over the past 25 years, and many articles and reports as well as a handful of local bibliographies/catalogues have resulted. Besides these documents, numerous statistical and information reports are prepared on a regular and irregular basis by municipal and provincial departments, including annual reports and population projections. Of particular interest, this section features several reports and articles on citizen participation in urban planning, covering the Unicity era and the advent of Resident Advisory Groups in Winnipeg.

Nancy Klos, Christian Douchant and David Jopling

COMMUNITY/NEIGHBOURHOOD PLANNING

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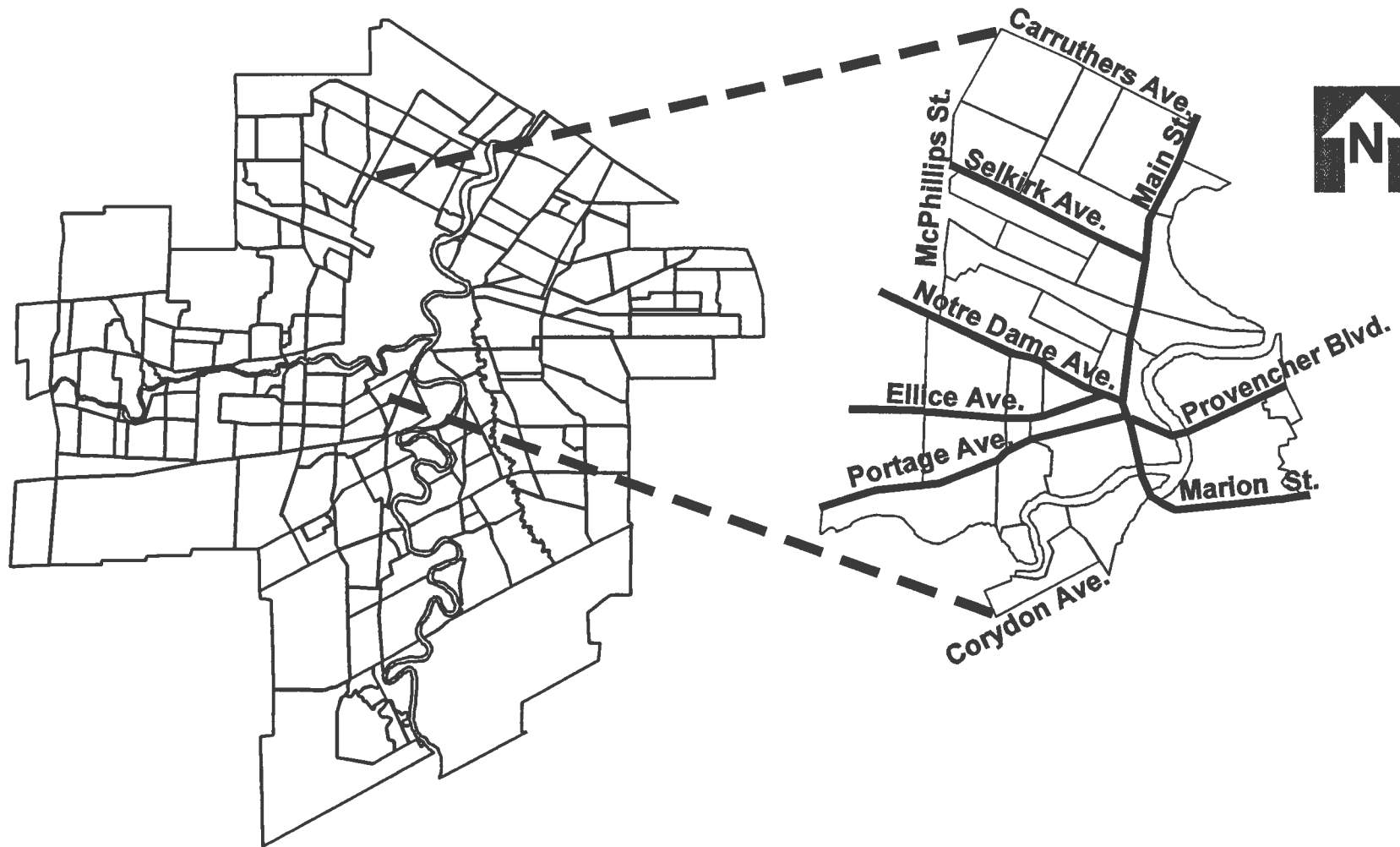
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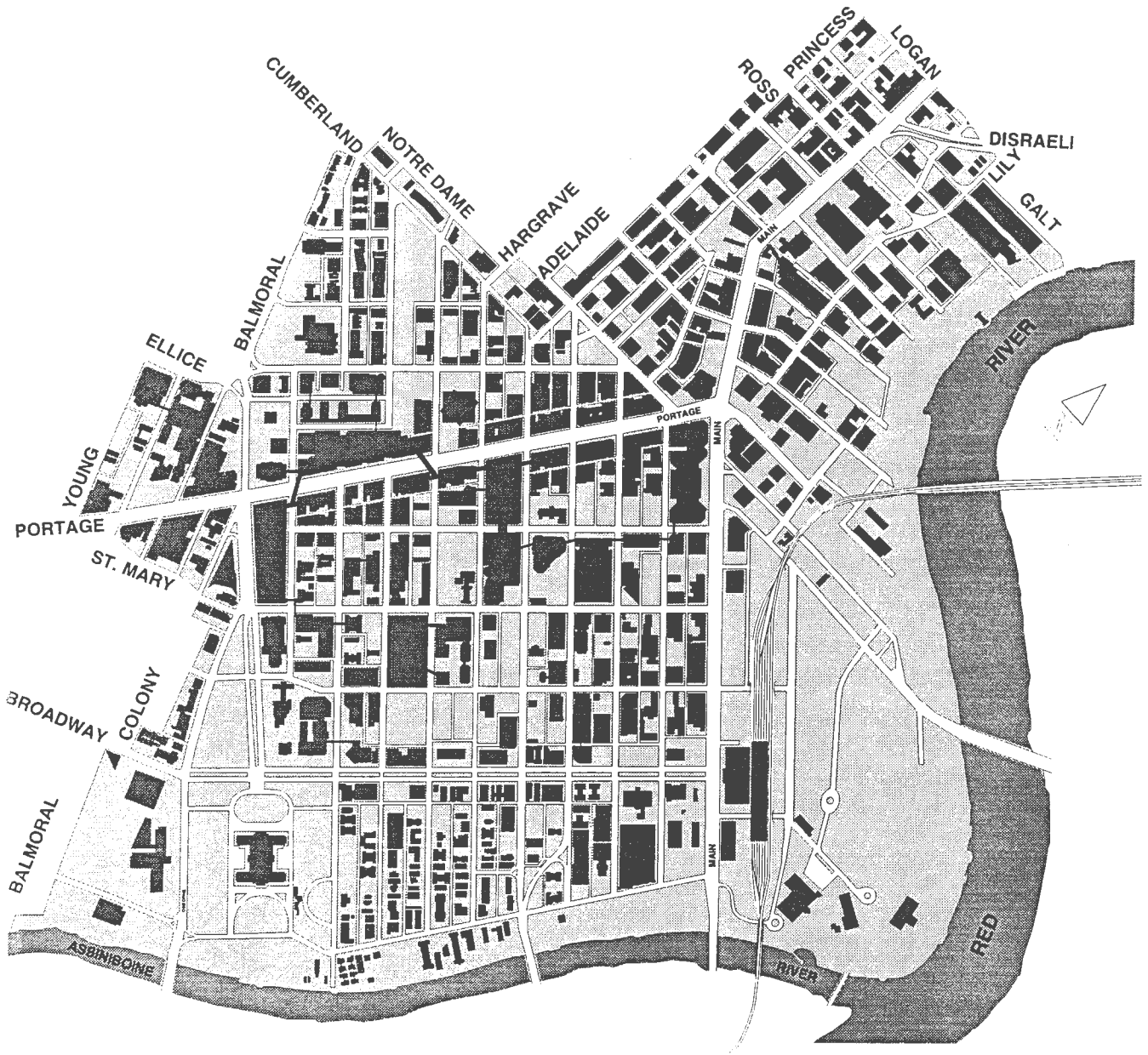
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APPENDIX



City of Winnipeg - Neighbourhood Characterization Map with the Inner City highlighted.

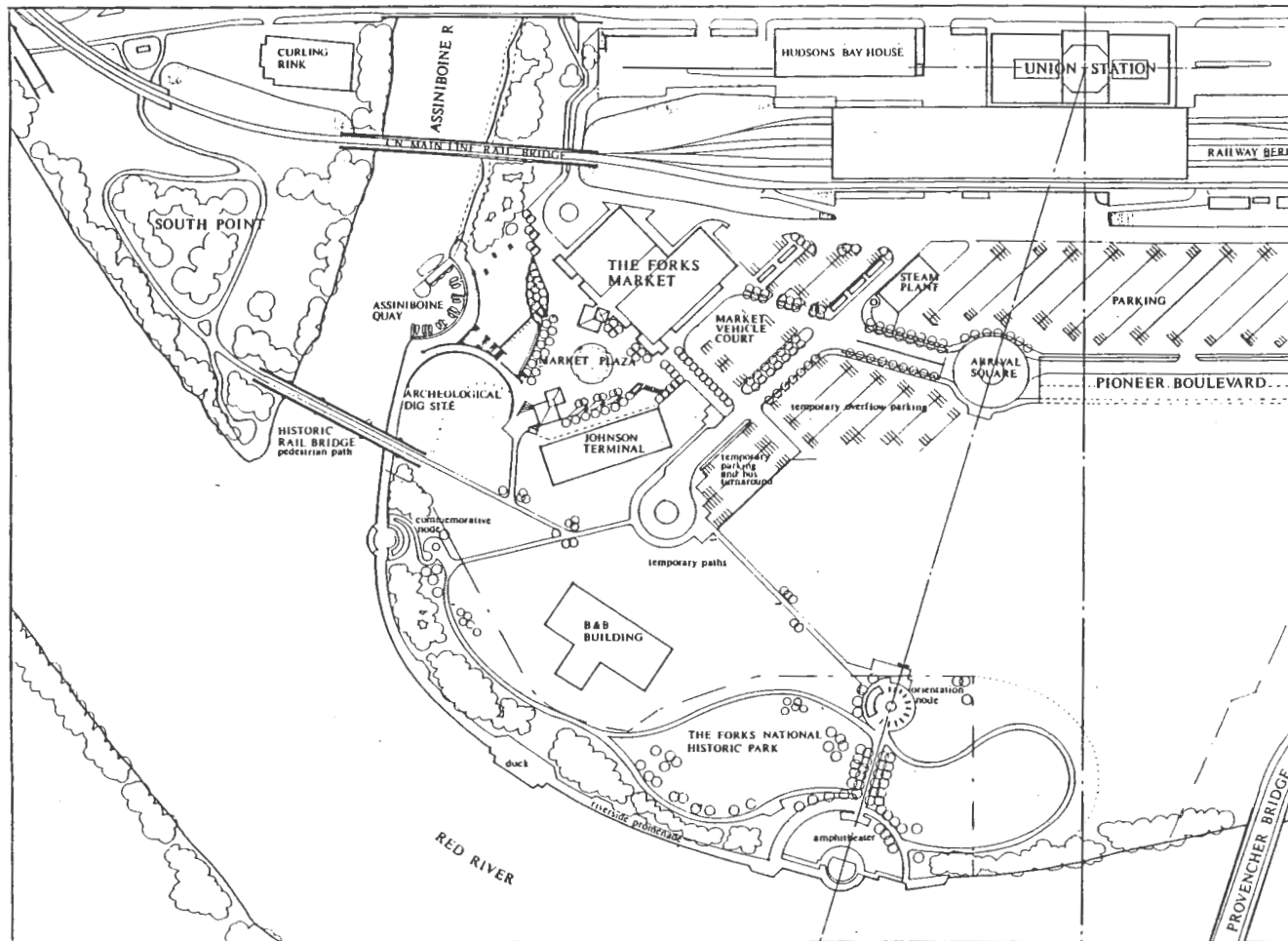
Map produced by the Institute of Urban Studies



Downtown Winnipeg

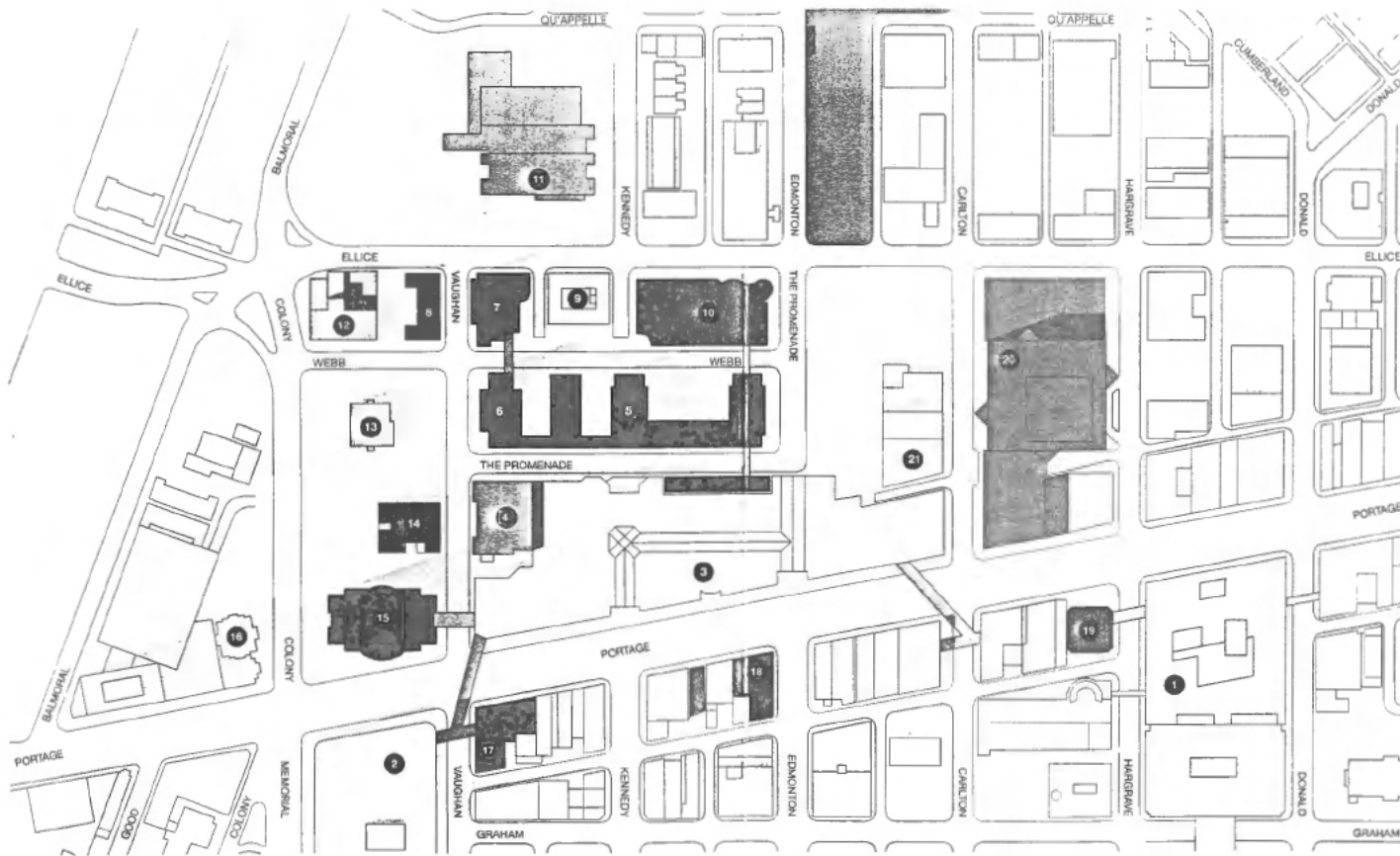
As defined by the Downtown Winnipeg Zoning By-law 4800.

Source: CentrePlan



The Forks Site Plan

Source: The Forks Renewal Corporation

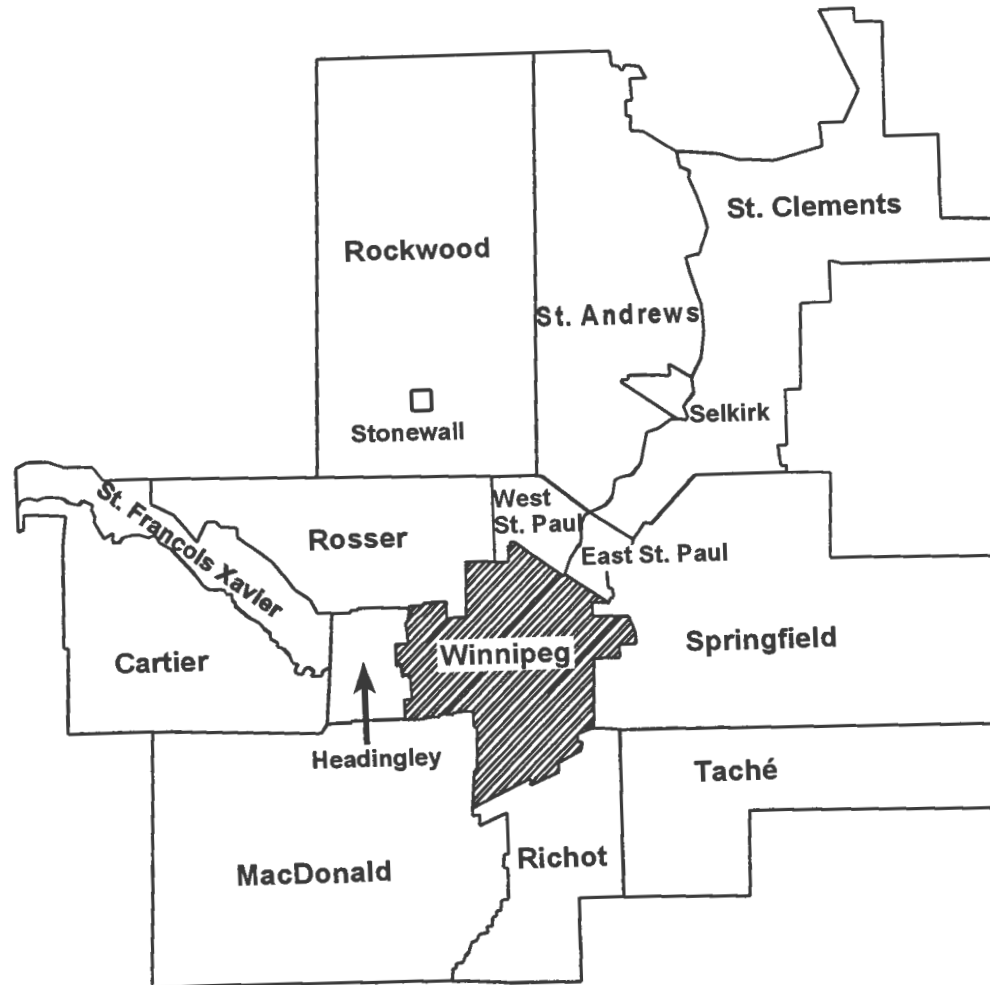


The North Portage Area

Guide to Annual General Report Map

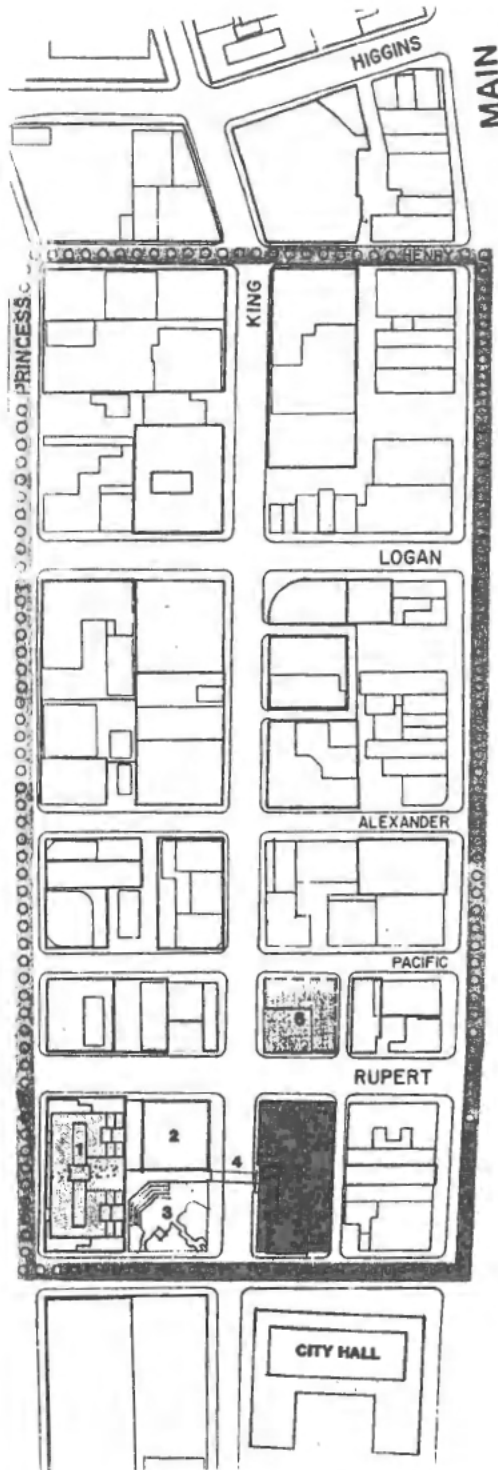
1. Eaton's ○
2. The Bay ○
3. Portage Place Mall
(includes IMAX Theatre and
Prairie Theatre Exchange) ○
4. YM-YWCA ○
5. Place Promenade ●
6. Kiwanis Chateau ●
7. Fred Douglas Lodge ●
8. Raleigh Apartments ●
9. Gordon Downtowner Motel Hotel ○
10. Information Systems Management (ISM) ●
11. National Research Council (NRC)
Centre for Bio-Diagnostics ○
12. Catherine Booth Bible College ○
13. Isbister School
Winnipeg Adult Education Centre ○
14. Public Press Building ●
15. One Canada Centre (Investors Group) ●
16. Travelodge Hotel ○
17. Power Building ●
18. Boyd Building ●
19. Newport Centre ●
20. Air Canada Building ●
21. Free Press Building ○

Source: The Forks North Portage Partnership



The Winnipeg Capital Region: List of Municipalities

Map produced by the Institute of Urban Studies



LEGEND



- 1. Harmony Mansion
- 2. Dynasty Building
- 3. Chinese Gardens



- 4. Chinese Gate
- 5. Mandarin Building



- 6. Cathay Mansion



Private sector developments

Winnipeg Chinatown

Source: Chinatown Revitalization Project



Winnipeg Core Area Initiative | Boundaries

Source: Winnipeg Core Area Initiative



WINNIPEG CORE AREA INITIATIVE

As a result of a decision by Policy Committee in October 1986, the Core Area Initiative boundary was extended to include the area of Elmwood north to Munroe Avenue and east to Gateway Road, following the CP Rail line.

Winnipeg Core Area Initiative II Boundaries

Source: Winnipeg Core Area Initiative