



# MARKET LANDS

URBAN DESIGN FRAMEWORK

MARCH 2018



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development corporation

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Culture Days / Nuit Blanche Winnipeg

Downtown Winnipeg Business Improvement Zone

Eastview Community Church

Economic Development Winnipeg

End Homelessness Winnipeg

The Exchange District Business Improvement Zone

Folk Festival

Fringe Festival

Heritage Winnipeg

Jazz Festival

Manitoba Technology Accelerator

Metis Economic Development Organization

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Manitoba Museum

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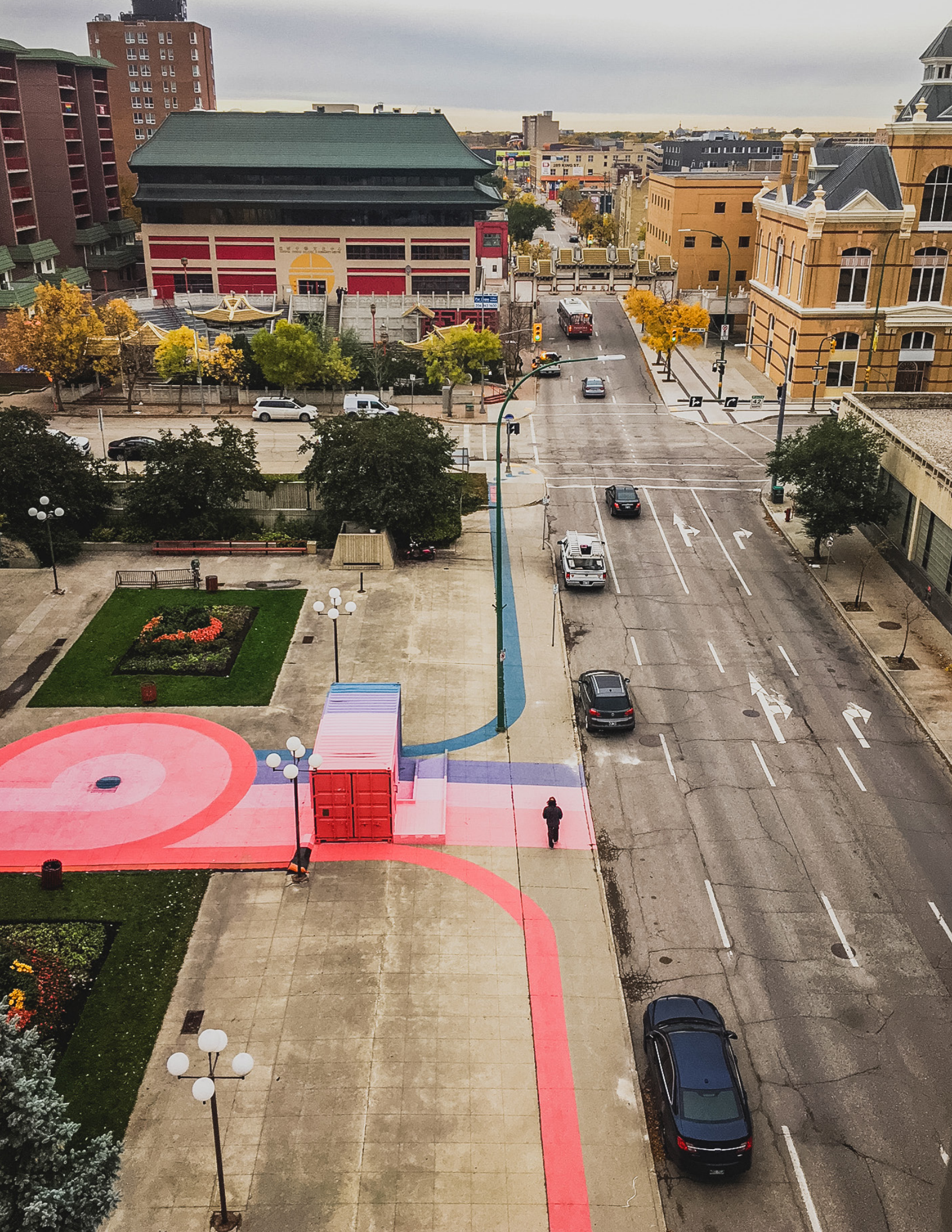
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**Nuit Blanche**  
Market Lands hosted the finale of the Wall-to-Wall Mural and Culture Festival and Nuit Blanche 2017 with the unveiling of a new mural, live performances, building projections, and a bike valet.

## EXECUTIVE SUMMARY

Winnipeg's downtown and Exchange District are attracting investment and renewal at a pace we haven't seen in decades.

The Market Lands site has a rich history in our city. From the early 1870s, the site was home to Winnipeg's public market and was a major commercial hub. These lands have played a significant role in our city's past, including as the location of the Public Safety Building and Civic Parkade since 1965.

Public input on the future use and design of the site, garnered via a robust public engagement campaign carried out in 2017, have informed the Urban Design Framework presented here. The key themes, or 'five big moves' illustrated in Section 2, provide direction for future development on the site. These ideas demonstrate the myriad of possibilities to be considered, including the type of uses and physical scale befitting a high profile urban block.

Whatever is ultimately built on the site should be something that draws people to the area and celebrates the area's history as both a creative hub and a centre for local commerce. It should be something that connects communities and reflects the diversity of the surrounding area.

One of the challenges with any development is finding the right balance between public aspirations and market conditions of the environment in which it is planned. The ideas presented have been developed with the feasibility of redevelopment in mind.



**"Public Safety Bubbles"**  
Mobile public engagement station featuring a bubble maker and created in the likeness of the Public Safety Building.



**City Hall (b. 1886, d. 1962)**

Collage showing the former (demolished) City Hall and the City Hall complex that stands today (as viewed from Main Street).



**Market Avenue**

Collage showing the former (demolished) public market and City Hall, and what was once Market Avenue extending from Main St. to Princess St.



**Public Market (b. 1890, d. 1962)**

Collage showing the former Public Market Building (demolished) where the Public Safety Building stands today.



## 1.0 BACKGROUND

### 1.1 INTRODUCTION TO MARKET LANDS

It is a rare moment that a city gets the opportunity to reinvent an entire downtown block. The former Public Safety Building and Civic Parkade site in Winnipeg's historic Exchange District presents such an opportunity.

In April of 2016, Winnipeg City Council approved the intent to redevelop this city block. In keeping with its mandate to provide leadership in the planning, development, coordination and implementation of projects and activities in downtown Winnipeg, CentreVenture was tasked with designing the public engagement program with directive to involve key stakeholders and the general public to inform the planning and redevelopment process. The site has since been named the 'Market Lands' to invoke its history as home to the city's public market and commercial trading hub from the late 1800s.

The site presents significant opportunities and challenges for future development. The Market Lands is surrounded by a vibrant and growing neighbourhood that is home to many of our city's artists and innovators. Redevelopment would allow for the creation of new connections to the east Exchange and Chinatown and the restoration of old connections such as to Market Avenue or the underground tunnel connecting to City Hall, Concert Hall and the Manitoba Museum. A unique attribute is that the southern portion of the site is bound by an historic caveat with a reversionary interest, requiring the land to be used for a public market or public purposes and purposes of the City of Winnipeg corporation. Any redevelopment on this portion of the site must conform to the legal obligations of this caveat. As a result, and consistent with public input, affordable housing and a pavilion-style building to house a public market are being proposed.

#### Historical Context

Map showing the former public market building (demolished), former historical blocks (demolished), and site of Brown's Creek which at one time ran through the Market Lands site.



## 1.2 THE NEED FOR AN URBAN DESIGN FRAMEWORK

The City's direction to CentreVenture acknowledged the need for a public engagement process that would involve key stakeholders and citizens in order to meaningfully inform and guide the redevelopment plan. Following the first phase of public engagement, CentreVenture released the Guiding Aspirations Report (May 2017) that captured peoples' conceptual ideas and desires for the site. The second phase of public engagement was designed to reach out again to citizens and key stakeholders to learn how they would like to use the site and how it should be physically reconfigured, resulting in the Urban Design Framework herein.

The Urban Design Framework is to be considered along with the City's Downtown Winnipeg Zoning By-Law (100/2004), which designates the area as the Warehouse Character Sector of the downtown. A variety of uses are permitted in this sector, such as residential, commercial, office, institutional, cultural and parks. The intent of this sector is:

- To encourage a compatible mix of uses.
- To ensure that the built form is contextual and complimentary to surroundings.
- To highlight the importance of urban design review, which further reinforces the existing values of the surrounding built form.
- To enhance pedestrian comfort through urban design.

The Urban Design Framework provides the physical structure for future placement and sizing of spaces and buildings. It establishes key circulation paths through the site and provides direction for how the site should respond and connect to its surroundings.

The Urban Design Framework articulated in this report provides the foundation upon which further analysis can be carried out, while fostering the development of new partnerships that will be required before any redevelopment commences.



### Site Edges:

**North side of James Avenue**  
Harmony Mansion and Chinese Cultural Centre.



**West side of Princess Street**  
Roblin Centre, a surface parking lot, Eastview Community Church and HutK.



**South side of William Avenue**  
Maw Block, Historic Saddlery Block, Miss Brown's Restaurant and Massey Building.



**East side of King Street**  
Winnipeg City Hall and Susan A. Thompson Building.

### 1.3 COLLABORATION AND ENGAGEMENT

#### Approach

Public engagement efforts during the second phase of work, beginning in June 2017, were designed to build on, not duplicate, what had already been done and to solicit more detailed input. Given that the block has been unused for some time, a plan to ‘turn it back on’ was devised to encourage people to return to the site and to think creatively about the possibilities for its future use and design.

In early July, the Market Lands site was painted with wayfinding cues designed to attract people to the area and guide citizens to the project kiosk on site, where they could learn more about the project and engage with staff using unique city planning tools. The vibrant look and feel on the site, especially on the plaza along King Street, created new interest and a revitalized energy in the city block that has remained dormant since the closing of the Civic Parkade in 2012 and the vacating of the Public Safety Building in 2016.

#### Site Transformation

Over 5 days in July 2017, Winnipeggers watched the Market Lands site transform as local artists from Synonym Art Consultation painted the site. The painting featured an iconic graphic from the underground tunnel that connects City Hall, the former Public Safety Building, Civic Parkade, Manitoba Museum and the Concert Hall.



## Public Engagement

Strong stakeholder relationships have been developed and maintained since the outset of engagement to ensure community needs and values were well-understood and reflected in the options presented.

Public and stakeholder input was sought in a variety of ways including:

- Media Launch
- Public Call for partners online
- In-person pop-ups at festivals
- Facilitated workshops
- Design charettes
- Office hours at on-site information kiosk

The engagement process focused on reviewing, testing and building awareness of input submitted along the way. We started by asking general questions about the site (e.g. What is the meaning of public space in 2017? What would you like to see happen here?) As input was gathered and analyzed, a refined set of questions and graphics (e.g. How should the site be re-configured? What connections should be created from the site to existing roads and sidewalks?) were developed to build the design charrettes, a public engagement tool used to inform the Urban Design Framework.

Campaigns and tactics to build public awareness and interaction and encourage participation included:

- Creative site painting and wayfinding
- Staffed on-site information kiosk
- Bike racks and picnic tables installed for public use
- #marketlands on social media
- Instagram video
- Props, such as the mobile bubble box, buttons
- DIY placemats
- 3-D design kits



**Mobile Public Engagement**  
"Public Safety Bubbles" was stationed at various festivals throughout the summer to spread the word about the #marketlands initiative and gather public feedback.

The process generated ideas from over 600 in-person interactions with the engagement team across several popular events and in a multitude of locations within the downtown. In section 1.5 you will find a summary of the ideas and perspectives shared during this aspect of the engagement process.



**Feedback Made Fun**  
Photographs from various public engagement initiatives throughout the summer.

## Partnerships and Invitations

A call for partners was issued to invite organizations and individuals to use the site. This temporary programming allowed the public to test how this site might be repurposed. Some examples of the programming held on the site included:

- Outdoor film screening hosted by Urban Shaman Gallery
- Studio 393/Graffiti Gallery youth art program
- Bike Valet for August's First Friday in the Exchange
- Noon-hour fitness class hosted by Lindsay Somers Fit45
- Wall-to-Wall Mural and Culture Festival
- Culture Days/Nuit Blanche event venue

## Workshops

Five facilitated workshops and design charrettes were held over the course of the summer and fall. Invited participants included City of Winnipeg staff, area residents, people who work in the area, business owners and tenants. Each session gave participants an opportunity to provide detailed input and commentary on what opportunities and constraints should be considered when formulating the design framework for future use of the site.



### On-Site Workshops

Photographs from two on-site workshops that were conducted with community leaders, entrepreneurs and stakeholders.

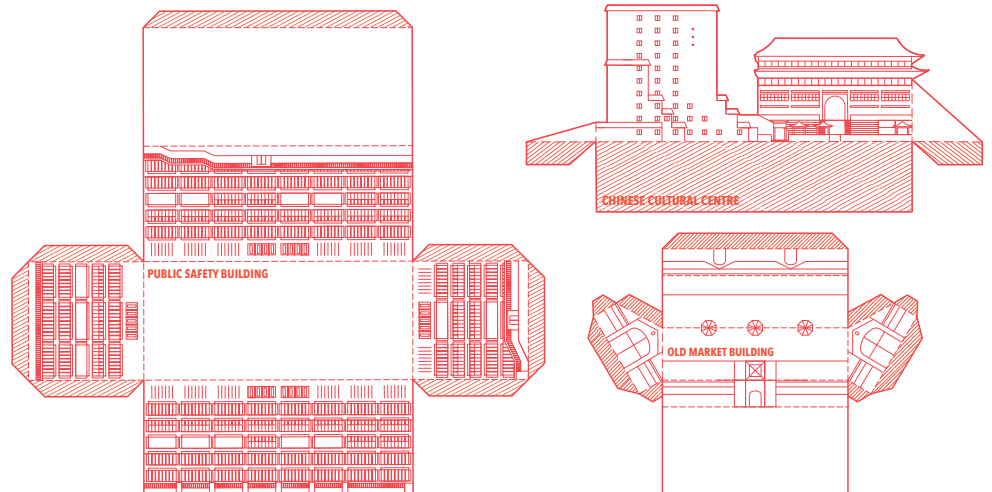
## On-line Engagement

Using the #marketlands hashtag across social media platforms as well as directing the public to CentreVenture's Market Lands web portal were means to engage the public online. Given the eye-catching graphic painted across the block and the onsite information kiosk, posts of images and video of the Market Lands site garnered over 6000 likes on Instagram. Hundreds of people posted and retweeted information about the project and images of the site on Twitter, and the overall social media presence created a widespread and positive buzz.



### D.I.Y. Kit

A D.I.Y. Marketlands kit was made available by download from the CentreVenture website to encourage public feedback via social media.



### D.I.Y. Cutouts

Cutouts of existing buildings, adjacent frontages and historical buildings were part of the downloadable D.I.Y. Kit.

## 1.4 EXISTING SITE

The existing site is a 2.4 acre property in the downtown bound by James Avenue to the north, King Street to the east, William Avenue to the south, and Princess Street to the west.

Currently on the property is the former Public Safety Building and Civic Parkade at 151 Princess Street, as well as two open public spaces at the northeast and southwest corners.

The site is connected by an underground walkway to Winnipeg's City Hall and the Susan A. Thompson Building, as well as the Manitoba Centennial Centre east of Main Street. South of the site is the Exchange District National Historic Site and Old Market Square. To the north is the Chinese Cultural Centre, the centrepiece of Chinatown. Red River College's downtown campus straddles the site with the Roblin Centre to the west and the Paterson GlobalFoods Institute to the southeast.

Future affordable housing with main floor public spaces and a public market are envisioned for the southern portion of the site in keeping with the requirements of the historic caveat described in Section 1.1.

### Existing Site (Below)

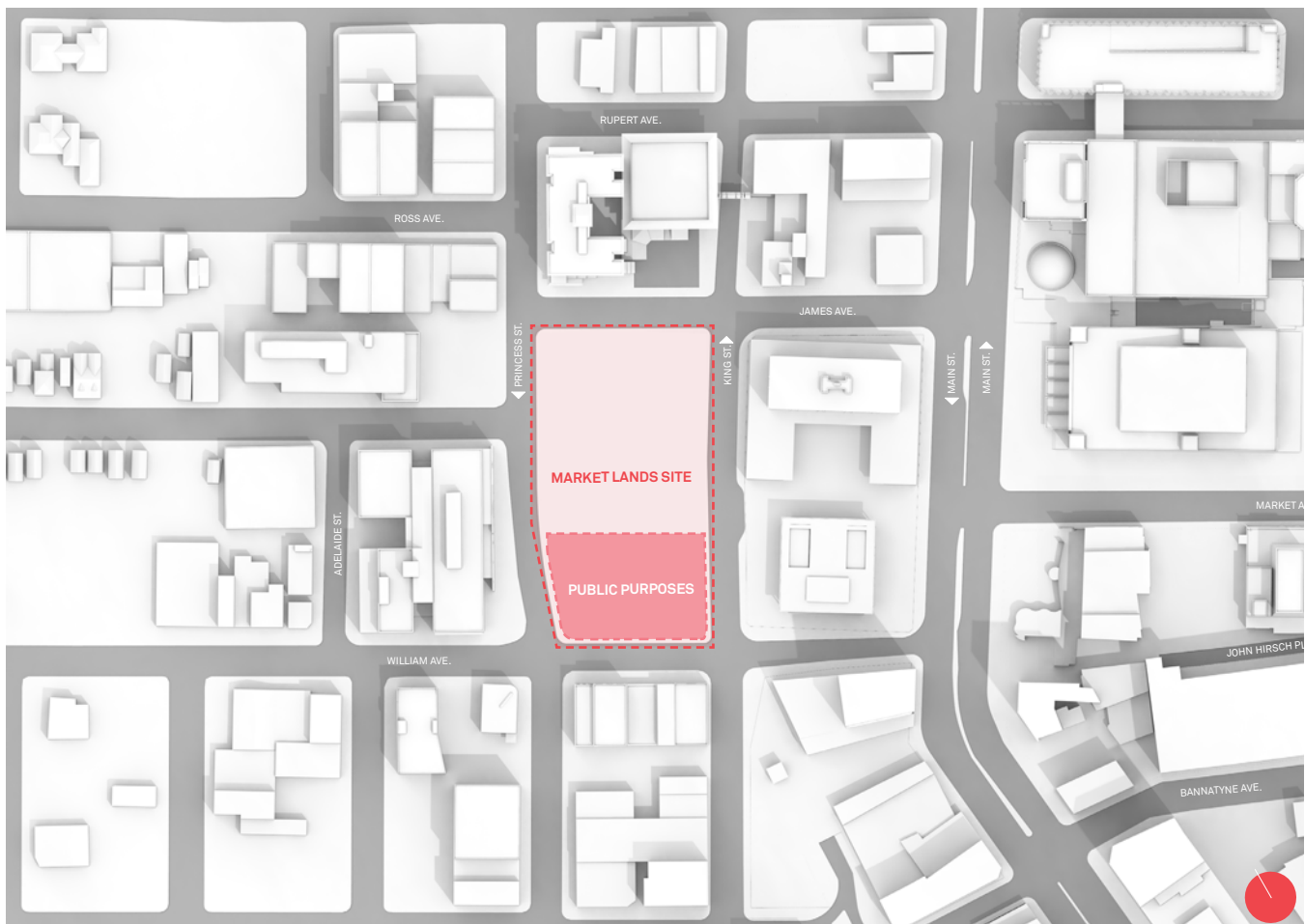
The southern portion of the Market Lands must be dedicated to public purposes, as per the caveat described on page 3.

### Neighbourhood Context (Top Right)

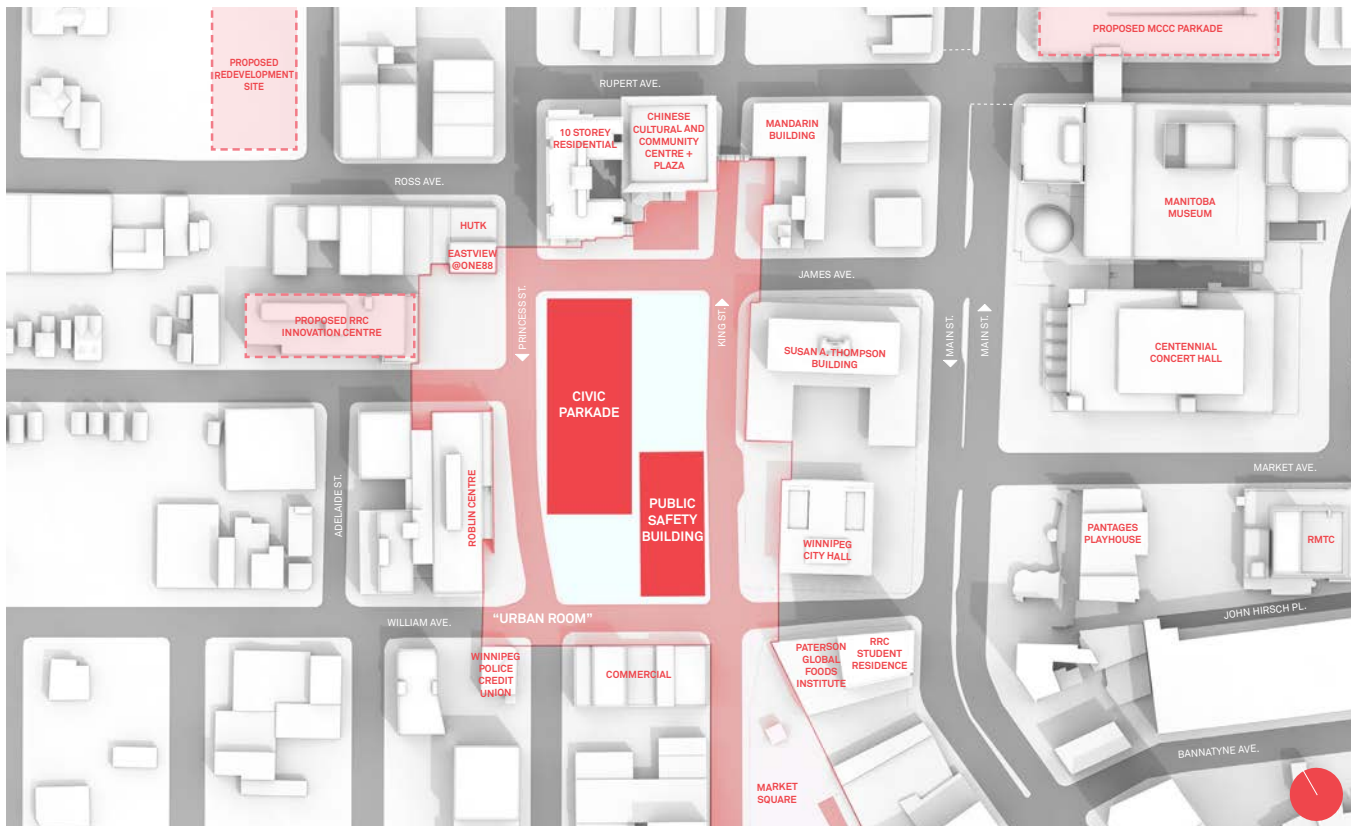
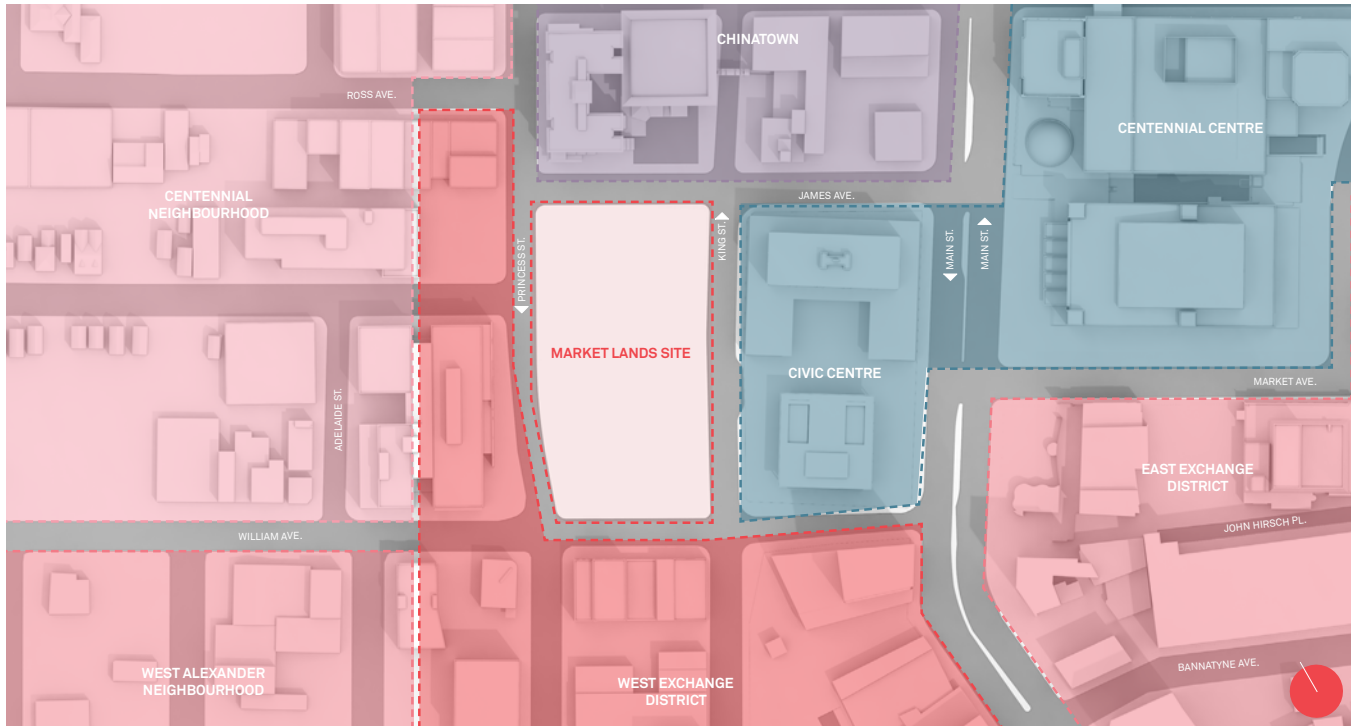
The Market Lands Site is situated at the intersections of many communities within downtown Winnipeg.

### Tenants of the "Urban Room" (Bottom Right)

The Market Lands Site is faced on four sides by commercial businesses, academic institutions, cultural services and municipal facilities.







## 1.5 WHAT WE'VE LEARNED

Over the course of the summer, many people passing by often asked ‘what is this place?’ Similarly, when talking with the people attending events in Old Market Square located across the street from the site, many people stated that they did not know where the Market Lands or Public Safety Building was located. The feedback received throughout the public engagement process made it abundantly clear that the Market Lands is currently disconnected or hidden from the sidewalks, buildings, public spaces, crosswalks and roads adjacent to it, and largely from public experience. Connecting the site back into the neighbourhood is imperative if diverse development opportunities are to be realized and was readily suggested by the public and stakeholders that were engaged.

Visitation numbers at the Market Lands and Old Market Square were dramatically different when there was planned programming on the sites. This highlights that any outdoor public spaces included in the Market Lands redevelopment will only be successful with dedicated programming resources and/or with surrounding main floor uses that draw people to the site. It is also critical that the public spaces be at an appropriate scale, not too large for the density and types of programming likely to happen on the site on a regular basis.

For the most part, the public is split on whether they prefer that the vacant Public Safety Building be torn down or repurposed. This question was not a focus of consultation, but came up regardless. Everyone consulted agreed that the current dormant state of the Market Lands is unacceptable and, in many cases, expressed their excitement and readiness to see something new happen on the site. People expressed their support for the following uses:

In-Person Input	Total	% of Total Response
Mix of Uses	91	14%
Parking	30	6%
Entertainment	48	8%
Programming	38	7%
Residential	54	8.5%
Art-Related	24	4%
Recreation	59	9%
Institutional	10	1%
Park/Green Space	106	17%
Commercial	51	8.5%
Market + Grocery	90	14%
Uses or qualities NOT wanted	20	3%
	621	100

Using this input, as well as the information coming out of the facilitated workshops and design charrettes, we were able to refine public input into two key theme areas: **use** and **design**.

**Use:** Continuing the themes heard in the first phase of engagement, the public continued to articulate interest in seeing the development of a new destination for all of Winnipeg to use via public space, innovation and capitalizing on the existing arts and cultural assets in the neighbourhood. Plugging the block back into the neighbourhood and forging renewed connections to adjacent areas will be possible through the development of a mix of uses including commercial, residential, parking and green space.

**Design:** How these uses are to be realized are what motivated the most detailed engagement in phase two, via workshops and design charrettes. Accessibility through new sidewalks, pathways, lighting and opening the site to the areas around it were frequently cited as important components of both public space and the future configuration of the site. Participants used models, interactive maps and questionnaires to creatively explore which elements would promote the highest and best use of the Market Lands.

The Urban Design Framework, informed by public input into desired use and design of the site, is reflected in more detail in the following guiding principles, aka the ‘five big moves.’

- 1. Open up the site to Old Market Square:** Establish a stronger connection from Market Lands to Old Market Square so that there is a view and obvious connection to Old Market Square and vice versa.
- 2. Re-establish the Market Avenue Corridor:** New flow through the site to better connect east and west Exchange, and create an open vista to the Roblin Centre.
- 3. Strengthen movement to and from the north and west:** Create new ways to move through the site to new northern ‘activity generators’, which include new residential developments on Princess Street and the new Red River College Innovation Centre.
- 4. Reinforce urban edges:** Make the pedestrian experience on King, William, and Princess better. Build on what already makes the Exchange a destination for many. Highlight arts and culture. Create a place where people want to be year-round by developing places to live, shop, work, eat and play that are safe, well-lit and inviting to all.
- 5. Focus density northward:** Buildings on the northern part of the site should be similar in scale to the adjacent Harmony Mansion in Chinatown and the City’s Susan A. Thompson Building. Development toward the north will re-establish the historic urban blocks.

## 2.0 URBAN DESIGN FRAMEWORK

### 2.1 THE FIVE BIG MOVES

The Five Big Moves are the conceptual gestures that will redefine the site. These moves help establish an identity for the space, a character that complements the context of the Exchange, while giving Market Lands a character that is distinct. By establishing stronger physical connections to Old Market Square, embracing natural sightlines that mend the seams between areas, providing purposeful movement corridors through the site, clearly defining site edges, and encouraging density where needed, the moves for Market Lands promote a design framework that will help revitalize the site.



#### 1 OPEN THE SITE TO OLD MARKET SQUARE

Establish a stronger connection from Market Lands to Old Market Square so that there is a view and obvious connection to Old Market Square and vice versa. This move was one of the most popular strategies to come out of the public engagement process, and will strengthen movement not only through the Market Lands site, but through neighbouring districts and the Exchange District at large.

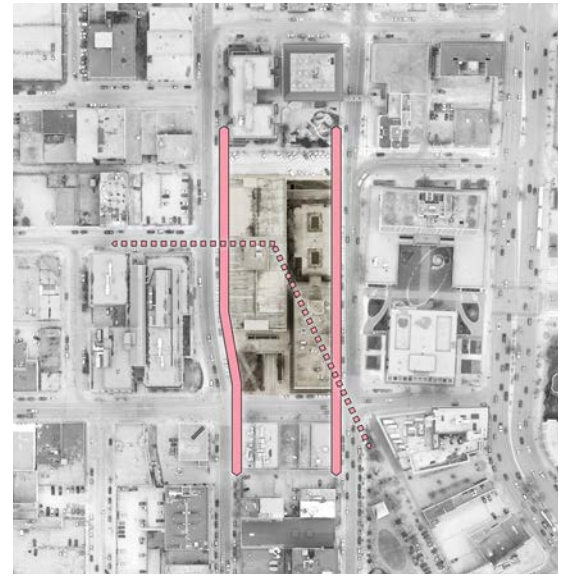


#### 2 RE-ESTABLISH THE MARKET AVENUE CORRIDOR

New flow through the site to better connect East and West Exchange, and open vistas to the Roblin Centre. This move proved popular among respondents who felt that the current configuration of the Market Lands site restricted pedestrian movement through the area and created barriers, both visual and physical. This move also recognizes the orientation of the historic Market Square which once existed on the site.

### 3 STRENGTHEN MOVEMENT TO/FROM THE NORTH AND WEST

Create new ways to move through the site to new northern 'activity generators' including new residential development on Princess and RRC Innovation Centre. This move both anticipates and allows for future district development both on and outside of the Market Lands site.



### 4 REINFORCE URBAN EDGES

Create a better pedestrian experience on King, William, and Princess. Build on what already makes the Exchange a destination for many. Highlight arts and culture. Make it a place people want to be year-round by developing places to live, shop, access services and play that are safe, well-lit and inviting to all. By allowing for "good sidewalks", the pedestrian environment is enhanced and the site in its entirety becomes more welcoming.



### 5 FOCUS DENSITY TOWARDS THE NORTH

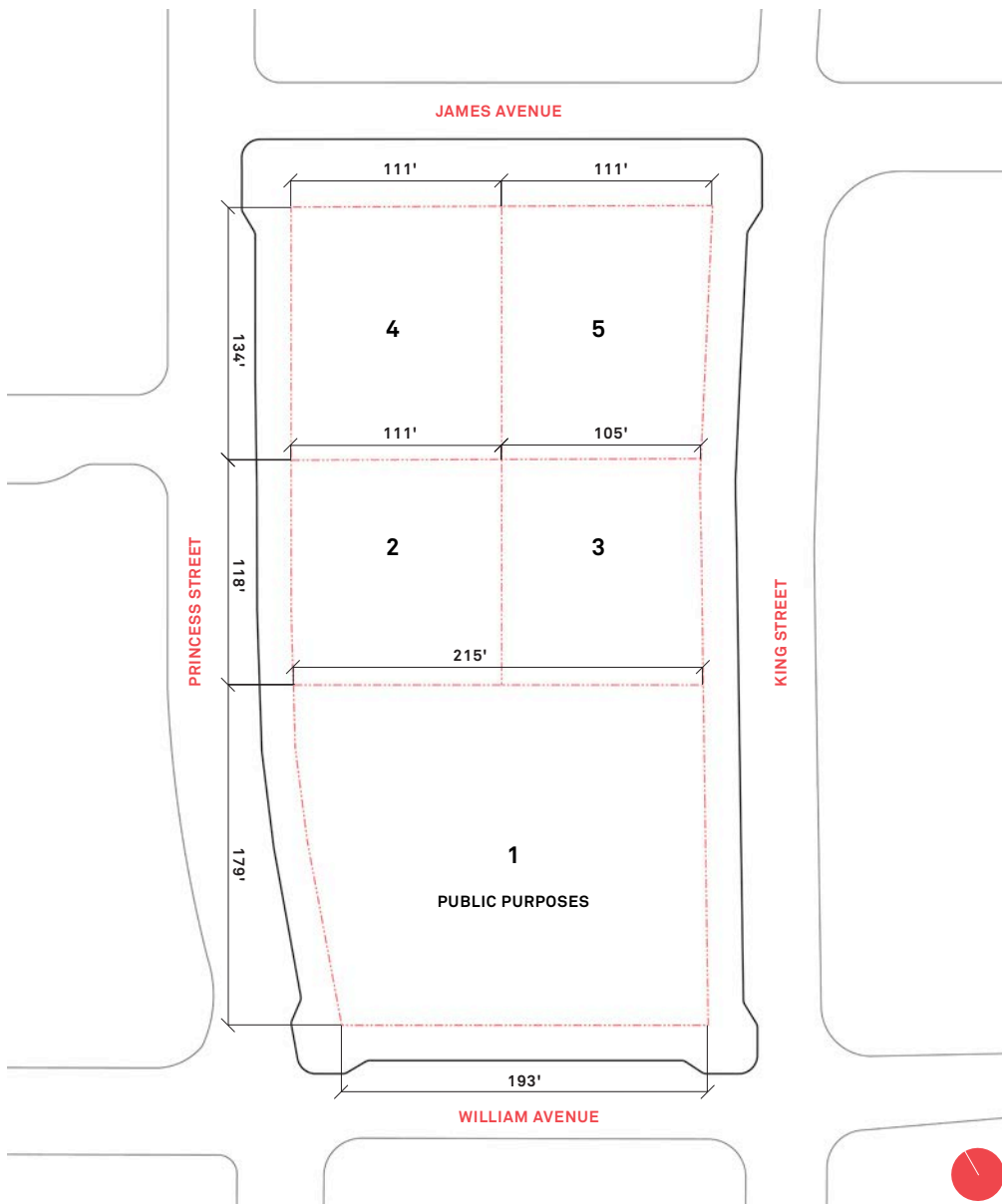
Buildings should be of a similar scale to the Harmony Mansion residential tower and the City of Winnipeg's Susan A. Thompson Building on the north edge of the site to re-establish the historic urban blocks. This move was supported by a large quantity of respondents, and allows for required site densities while maintaining important views, movement corridors to other areas of the downtown, and preservation of natural light throughout much of the Market Lands site.



## 2.2 FRAMEWORK SCENARIOS

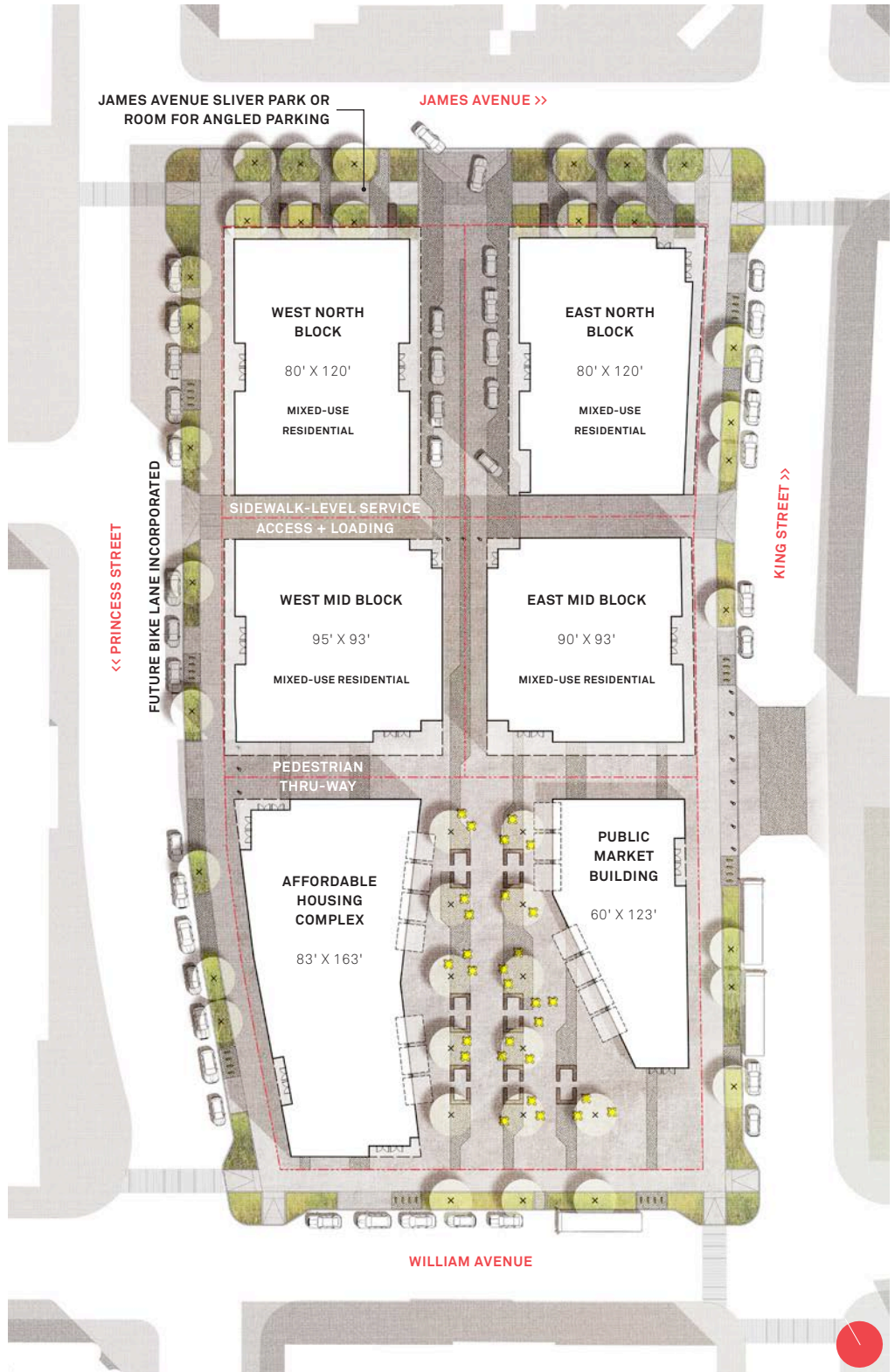
The Five Big Moves allow a number of potential scenarios for configuring future development on the site. The southern block is defined more concretely by the desire to open the site to Old Market Square and to reestablish the Market Avenue corridor, while at the same time reinforcing the urban edges on the block. Whereas the mid and north blocks allow for several different building configurations and flexibility, while strengthening movement to and from the north and west and focusing density toward the north.

The following diagrams exhibit potential future configurations of the site based on an underlying parcel plan. The parcel shapes and sizes were established to allow for efficient and creative building design, as well as options for structured and underground parking where required.

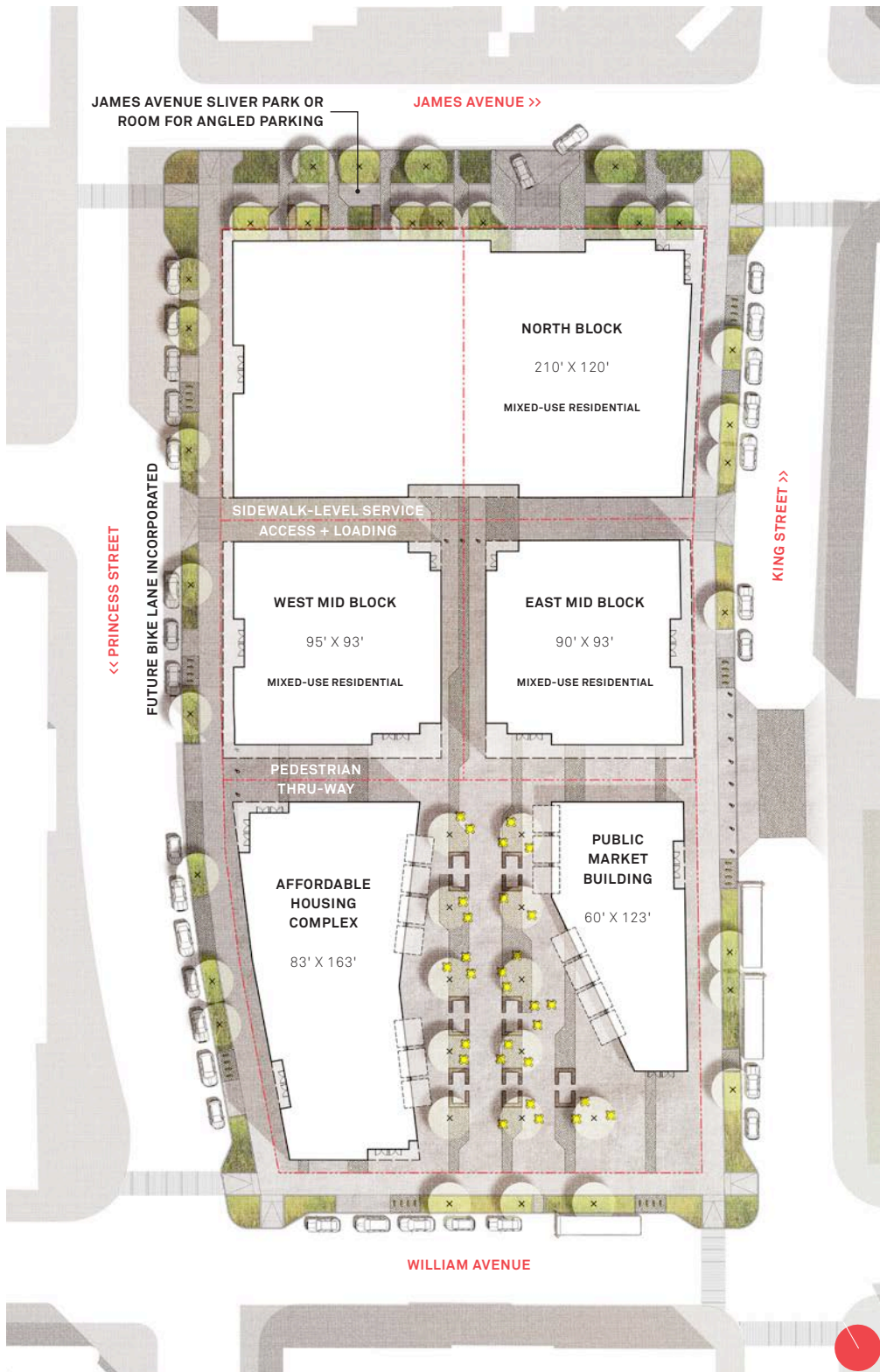


**Parcel Plan**  
Proposed developable parcel diagram.

Scenario 1

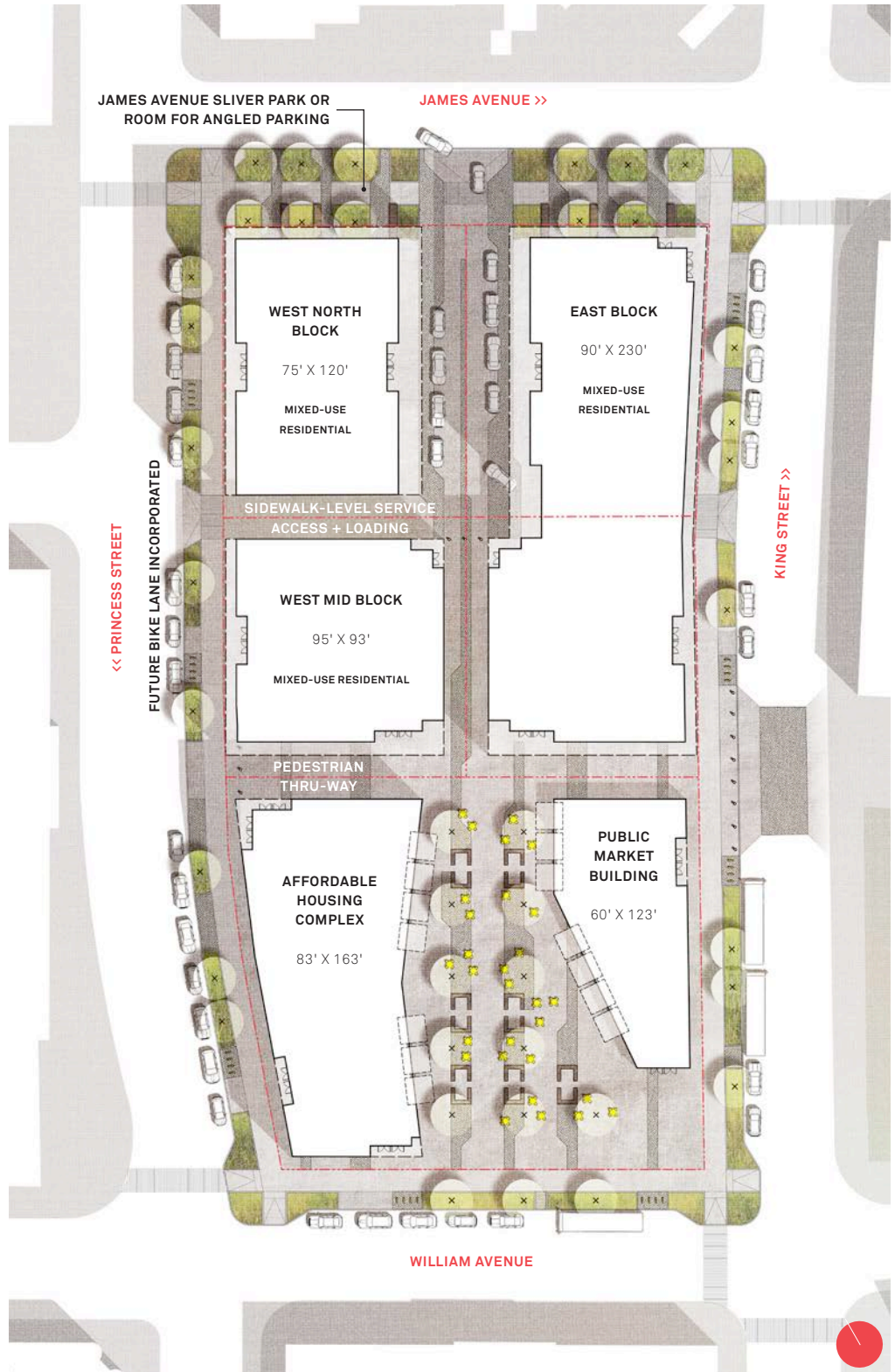


Scenario 2

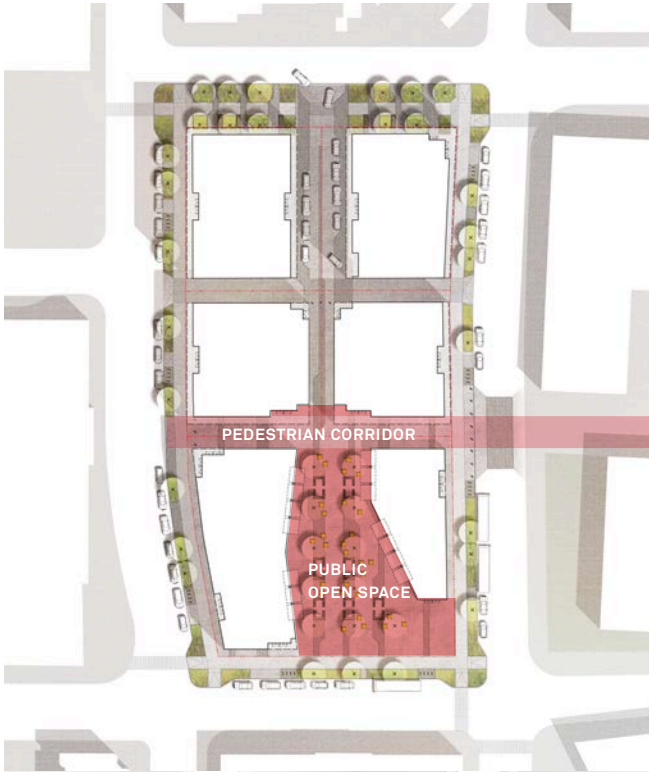




Scenario 3

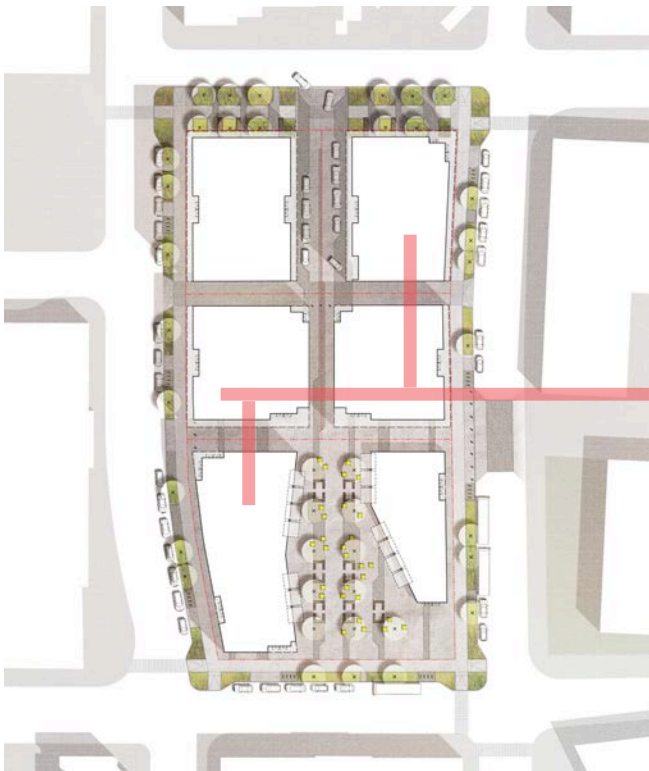


## 2.3 SITE FEATURES



### OPEN SPACE

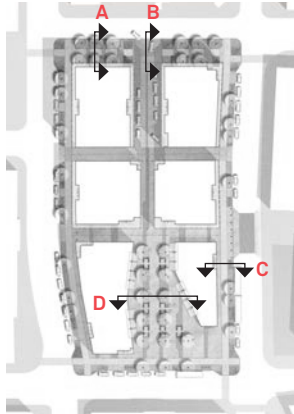
A diverse mix of open spaces across the site will allow flexible use for large and small events, patios, and seasonal programming opportunities (skating rink, markets). The pedestrian corridor aligns with the historic facade at the Roblin Centre and links Market Avenue to the Market Lands site.



### TUNNEL

The existing tunnel from the Manitoba Centennial Centre, under Main Street and City Hall, can be extended to all buildings and open spaces in the Market Lands Development creating a strong weather-protected link between the East and West Exchange.

## Sidewalks + Public Spaces



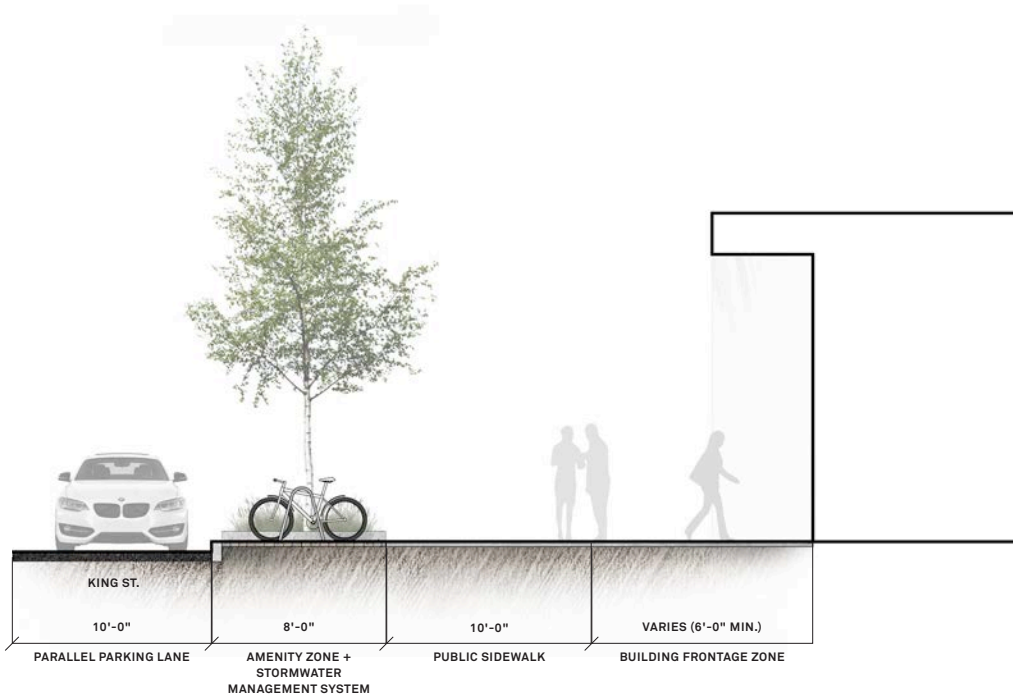
Sections Key Plan

**Section A**  
James Avenue Sliver Park with stormwater planters, street trees, seating nodes, and a generous public sidewalk.



**Section B**  
Vehicular access off James Avenue to at-grade and underground parking





**Section C**

Market Building entrance off King Street with generous public sidewalk, bike parking, and stormwater planters with street trees.



**Section D**

At-grade market building opening up to the public plaza with pop-up style market kiosks, seating and tree planting.

**Public Open Space and  
Public Market Building**  
View looking north from  
William Avenue



**Pedestrian Corridor**  
View looking west from  
Market Avenue



## 2.4 BUILDING MASSING



North and Mid Blocks



South Block and Public Market Building

2.5 DISTRICT VIEWS



**Site Massing**  
Conceptual rendering  
illustrating overall site massing



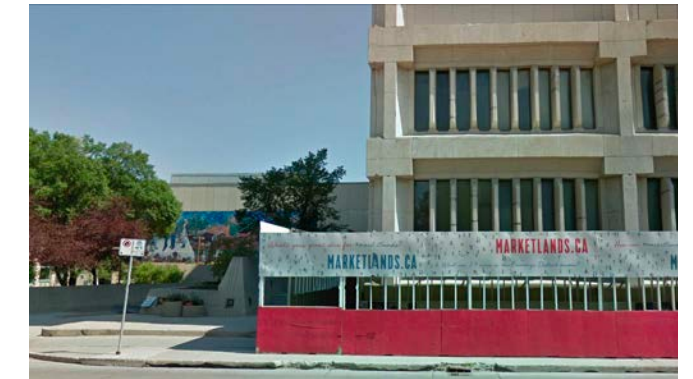
Existing view from Market Avenue and King Street



**Pedestrian Corridor + Market Building**

Conceptual rendering illustrating proposed Market Avenue pedestrian connection and proposed Market Building on the corner of William Avenue and King Street.





Existing view from William Avenue

**Market Building + Outdoor Market**  
 Conceptual rendering illustrating proposed Market Building with pop-up style outdoor market in the public plaza.





