

no name™: redefining a commercial marketplace in Osborne Village

By Shaun Finnigan

A practicum submitted in partial fulfillment  
of the requirements for the degree of

Masters of Landscape Architecture.

Department of Landscape Architecture  
University of Manitoba  
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**NO NAME™: REDEFINING A COMMERCIAL MARKETPLACE  
IN OSBORNE VILLAGE**

**BY**

**SHAUN FINNIGAN**

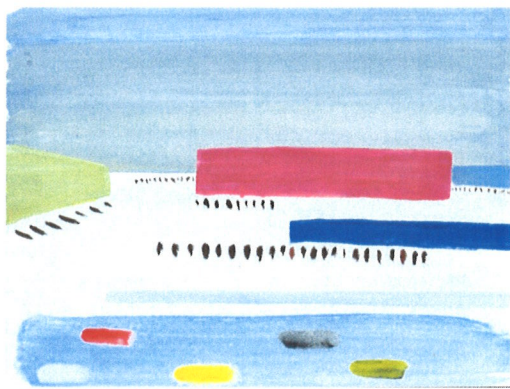
**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University  
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of  
Master of Landscape Architecture**

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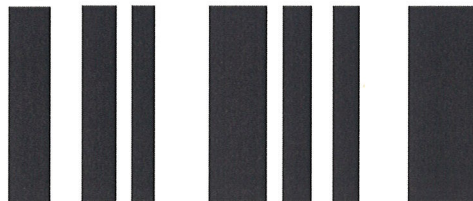
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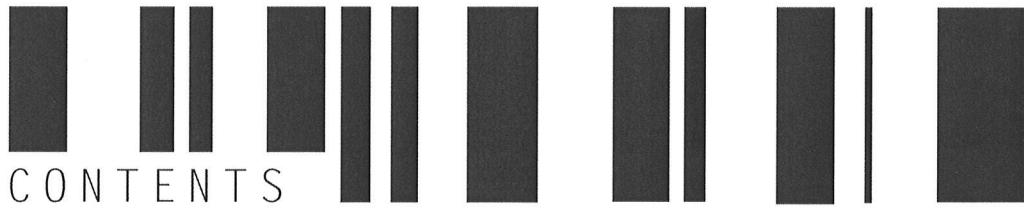


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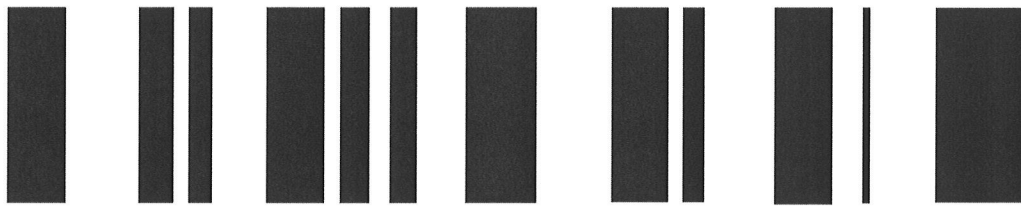




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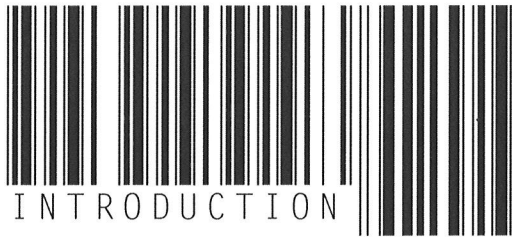


A C K N O W L E D G E M E N T S

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### **Reasons for study**

The idea to pursue this topic of study resulted from my desire to better understand the concept of 'place' and its role in an urban context. I am also fascinated by the consumer culture of North America and the profound affect it has in shaping our cities. I chose to focus on a highly politically charged development proposal for a new supermarket in the Osborne Village neighbourhood in Winnipeg for two main reasons. Firstly, the development proposal for Osborne Village provided an excellent opportunity to test a theoretical concept commonly referred to in the disciplines of City Planning and Landscape Architecture with a 'real world' challenge. Secondly, the planning process associated with the Osborne Village proposal provided an opportunity for me to learn from this complex situation. My proposed design represents a solution in response to this conflict while, at the same time, challenges the standard form of the 'big box' architectural type<sup>1</sup> that is predominant throughout North American cities and towns.

This study explores the potential for a Landscape Architect to intervene in a public matter and attempt to resolve a community conflict through design. The approach taken involves examining the urban environment as a landscape, taking into consideration an array of contextual issues prior to the proposal of a specific designed intervention. The nature of this study touches upon issues associated with other professional realms including Architecture, City Planning, Fine Arts, and

<sup>1</sup>Big box development is a term used to describe commercial development predominantly found in suburban areas of cities. This type of development can typically be described as large box shaped buildings fronted by a surface parking lot.

Geography.

Finally, as a design study, creativity has remained a priority through all stages of this study. The politics, program, and chosen approach, have served as a set of parameters that have enabled me to test the limits of my own creativity. This study has also served as an opportunity to explore a personal and creative process, a process that I have attempted to illustrate in the 'Process' section.

### **Methodology**

The structure of this study is presented in a specific linear order, however, the process followed involved working through several of these stages simultaneously. This work is presented as a story intended to be followed as a plot of a novel or movie, with many twists and turns.

I begin by examining the concept of 'place'. In my attempt to define the term, I examine its history and the various interpretations held by theorists and philosophers of this subject. I proceed to assess the factors affecting 'place' and the act of 'placemaking'. This section is to be read as a discussion regarding a term that continues to serve as a focus for theoretical debate. I briefly examine the issue of private versus public space, a topic that serves as the focus for current debate. This section concludes with a summary of common themes found among existing literature.

The conflict in Osborne Village surrounding the proposed development of a new big box supermarket serves to illustrate how the issues associated with place become relevant to everyday life. This conflict serves as a departure point for an exploration of alternate designs for a specific site in the area. An extensive neighbourhood and site analysis, as well as research of the grocery industry are included as part of this stage of the study. These sections provide the background for informing my final proposed design.

The design process stage is much more abstract and reflects my personal creative process. This part of the study is presented in a less linear manner in order for it to be understood as 'ordered chaos'.

From the chaos of the process comes the order of my final proposed design which represents the final stage of this study. The design represents the culmination of my research.



### **What is place?**

The concept of 'place' is a term associated with the postmodernism movement but it has been a subject of philosophical debate since the age of ancient Greece. I will examine various interpretations of this term, starting with the philosophers of the classical era and, consequently, with early phenomenologists in order to derive a personal definition that may be applicable in influencing the design of a site in Osborne Village.

In classical times, debate regarding place was based on the essential nature of the concept of space and was tied to the nature of creation itself. Both Plato and Aristotle refer to place as a receptacle in relation to a specific body. Aristotle focuses on the immediate environs that surrounds a particular body. As Casey notes, for Aristotle, "place is actively *circumambient* rather than merely *receptive*" (Casey, 1997, p.55). The work of both Plato and Aristotle established the foundation for subsequent theoretical debate.

A commonly held belief during the Roman Empire was in the *genius loci* or the 'sense of place' one feels in a particular location, such as a city or town. It was believed that a particular locality "derived much of its unique quality from the presence or guardianship of a supernatural spirit" (Jackson, 1994, p.157). This belief in place was not formally argued as theory but, rather, was shared knowledge and a part of the cultural exchange of ideas and beliefs that occurred during this time.

Following the classical era, place theory disappeared until the late 1700s, when it reappeared in the writings of the phenomenologists. Writers associated with this movement are concerned with how things appear in order to understand the essence or meanings of the surrounding world (Lacey, 1996, p.251). The writings of Husserl and Merleau-Ponty will be the focus of this section.

Husserl and Merleau-Ponty were the first phenomenologists to address the question of place. The premise of the arguments presented by both philosophers is that there is an integral link between the body and the places that an organism occupies. Their ideas challenged the traditional concept of space established by philosophers such as Descartes and Newton. The phenomenologists broke the conventional view of the concept of space as a collection of points, a conglomeration of sheer relations, or as a matter of containment. For Husserl and Merleau-Ponty, the relationship between the body and space is holistic in its nature and not didactic.

Husserl was a German philosopher who worked during the late 1880s and one of the founders of the phenomenology movement. In his writings, he refers to 'the life-world', or the surrounding world of life (Casey 1997, p.217). For an individual to neglect the life-world is to neglect the role of the 'lived body', which Husserl considered essential to our experience of the natural environment. Husserl does not specifically use the term place in his writings, however, his radical concept of space profoundly influenced succeeding theorists, such as Heidegger.

The French philosopher Maurice Merleau-Ponty wrote about place during the 1940s and 50s (Bullock, 1983, p.508). Like Husserl, he confirms that it is the interaction of the body and its environs that affirms the phenomenon of space, however, he argues that the body is "the origin of space" (qtd. in Casey 1997, p.229). With regards to place, our sheer familiarity of the places we inhabit and our corporeal habituality of interacting with these places, confirms our understanding of places in space.



figure 1. Overlay #1.

The breakthrough theories of place by early phenomenologists established new ways of thinking about the human relationship to time and space. In many respects, philosophers like Husserl and Merleau-Ponty, reset the foundation from which further discussion regarding place could continue. Martin Heidegger, a student of Husserl, is one of the primary philosophers who continued this tradition.

Unlike Husserl and Merleau-Ponty, who focus on the body as the basis for understanding place, Heidegger bases our understanding of place on the physical world around us and our relationship to that world. Space is inextricably bound to our 'Being-in-the-world', a central concept to Heidegger's theory of place. In order to explain the concept of 'Being-in-the world', it is also important to understand the closely linked concept of *Dasein*. A person's relationship to place within space lies in *Dasein*, a term used by Heidegger to describe the experience of 'Being-there'. The term 'Being-in-the-world' is the essential state of *Dasein* and

is "a way in which *Dasein*'s character is defined existentially" (Heidegger, 1962, p.92). His analysis of place and space is also closely linked with the concept of dwelling. Dwelling is defined as "the manner in which mortals are on the earth" (Casey 1997, p.283). Heidegger determined that people's need to dwell is specifically linked to a particular region and, therefore, people's connection to a particular region or place profoundly defines our own sense of being.

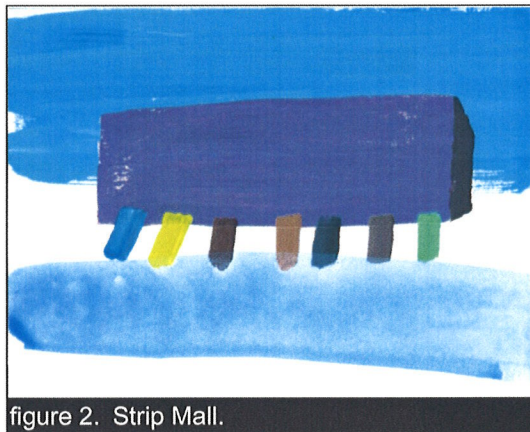


figure 2. Strip Mall.

Heidegger's preoccupation in determining the significance of the relationship between humans and physical environments, enabled participants in other disciplinary fields, such as Landscape Architecture, Architecture, and Planning to relate place theory to their respective disciplines. For those involved in these disciplines, the relationship between people and the natural or built environment is of utmost concern and the recognition of place affects how we make decisions. The overriding difference in their respective disciplinary writings lies in the basic understanding of what determines a place. For some, place is based solely on the physical characteristics of a particular locale or, for others, it is the social and behav-

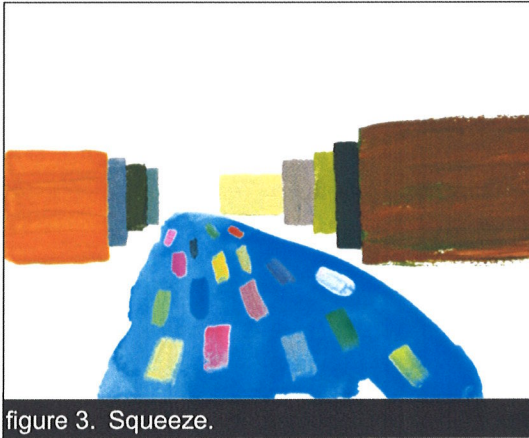


figure 3. Squeeze.

ioral patterns that result within a specific locale that matter. Currently, this debate continues and there is no clear definition of this term. I will review some of these theories in order to establish a context for my conclusion.

The architect, Christian Norberg-Schulz who wrote the influential Genius Loci, was greatly influenced by Heidegger. It was Heidegger's concept of dwelling that helped to inform Norberg-

Schulz's definition of place as "a totality made up of concrete things having material substance, shape, texture and colour" (Norberg Schulz, 1979, p.6). A fundamental concept that determines a place is "environmental character". Norberg-Schulz explains environmental character as "determined by how things are, and gives our investigation a basis in the concrete phenomena of our everyday life-world" (Norberg-Schulz, 1979, p.10). The preservation and the enhancement of place through design is fundamental to the preservation of a regional cultural identity. For Norberg-Schulz space is interpreted as something outside of ourselves that can be understood through the intellect, whereas, place is to be understood through the senses.

Other writers, like the geographer Yi-Fu Tuan, interpret place as a manifestation of both the social and physical factors that contribute in determining a particular location. Tuan's definition of places are as, "centers of felt value where biological needs, such as those for food, water, rest and procreation, are satisfied" (Tuan, 1977, p.4). His definition is closely linked with Heidegger's concept of dwelling. For Tuan, space and place are integrally linked and space is essentially the background that provides the setting for places. Unlike Norberg-Schulz who places emphasis on the physical character of a place, Tuan explains that the identity of place is achieved "by dramatizing the aspirations, needs, and functional rhythms of personal and group life" (Tuan, 1977, p.178). His definition is one based on a person's sense of familiarity with a certain locality. Place, Tuan points out is also something that is experienced at different scales and, therefore, place can be

considered at the scale of a specific locale, such as a park, or can encompass an overall region, such as a country.

John Jakle’s interpretation of place is one that maintains an affinity to Tuan, however, his approach in understanding place emphasizes the physical characteristics of an environment. According to Jakle, “a place is an object or entity conceptualized in two-dimensional geographical space and it has three-dimensional spatial form, but, above all, it is a focus of meaning, character, identity” (Jakle, 1987, p.31). Jakle recognizes the cultural significance a place has for people, however, argues that, for those who are sighted, a place is visually recognizable first and foremost. From this standpoint, he goes on to explain and dissect the visual structure of our built and natural environments.

As part of his three components of urban design theory, Roger Trancik identifies the essence of place theory as a basic difference between space and place. Space, according to Trancik, is “a bounded or purposeful void with the potential of physically linking things” (Trancik, 1986, p.112). Space becomes place when “it is given a contextual meaning derived from cultural or regional content” (Trancik, 1986, p.112). Trancik’s definition does not favour either the built over the social and acknowledges both aspects of the argument contribute in creating place. Trancik deviates from the theories of the phenomenologists, by treating space more as a container, outside of our bodies, in which places are located.

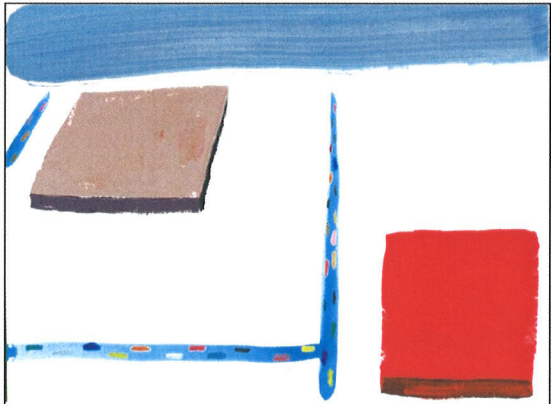


figure 4. Two boxes.

Other writers, such as John Birkenhoff Jackson and Doreen Massey, do not recognize the importance of the physical character of an environment whatsoever in defining a place. For these two cultural geographers, place is a phenomenon entirely reliant on the social interactions that occur in certain locations.

Through his intensive study of North American culture, J.B. Jackson argues that “a sense of place is something that we ourselves create in the course of time. It is the result of habit or custom” (Jackson, 1994, p.151). A place is not, how-

ever, a phenomenon that occurs anywhere and Jackson does acknowledge the importance of recognizing that places are embodied within a physical location. He explains;



figure 5. Lot lines.

*“So one way of defining such localities would be to say that they are cherished because they are embedded in the everyday world around us and easily accessible, but at the same time are distinct from that world. A visit to one of them is a small but significant event. We are refreshed and elated each time we are there”* (Jackson, 1994, p.160)

Massey argues that space itself should not be viewed as part of a dialectic and that it must be seen, “as constructed out of interrelations, as the simultaneous coexistence of social interrelations and interactions at all spatial scales, from the most local level to the most global.” Her argument looks at space as the setting from which places occur. For Massey, places are unfixed, contested and multiple and that places should be considered within a system of relations. The close connection between people and place is evident when she states, “just as personal identities are argued to be multiple, shifting, possibly unbounded, so also, it is argued here, are the identities of place” (Massey, 1994, p.7).

Lucy Lippard’s definition of place is similar to Massey in that she believes the concept has different meanings to different people. Lippard, an art and cultural critic, focuses on American culture and she recognizes that place is reflected by the ‘multicentered’ nature of western societies. Her definition of place is as follows:

*a portion of land/town/cityscape seen from the inside, the resonance of a specific location that is known and familiar. Most often place applies to our own “local” - entwined with personal memory, known or unknown histories, marks made in the land that provoke and evoke. Place is latitudinal and longitudinal within the map of a person’s life. It is temporal and spatial, personal and political. A*

*layered location replete with human histories and memories, place has width as well as depth. It is about connections, what surrounds it, what formed it, what happened there, what will happen there. (Lippard, 1997, p.7)*

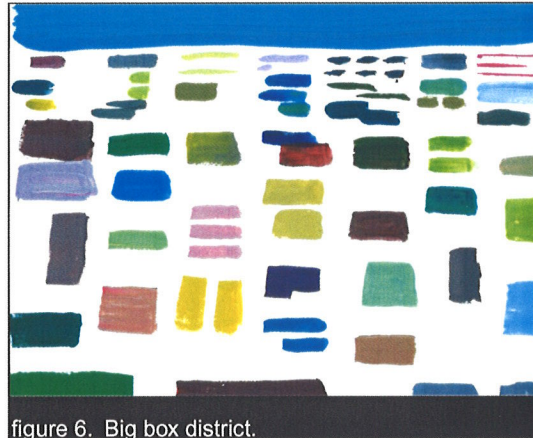


figure 6. Big box district.

From this definition, she explores the connection between the culture of the local and the everyday and how this relates to various conceptions of place held by individuals.

Debate regarding the precise definition of place continues and may never be resolved. What is evident in reviewing all of these writers works is that definitions of place are based on our observations of either the physical characteristics of a locale, the social interactions and behaviors that occur in these locales, or both. These writers acknowledge that place is a term based on the presumption that in all cultures, there are locations in space that hold special significance to a group(s) of people. The basis for the arguments of all of these writers lies in the work of early phenomenologists whose concept of space enables one to distinguish a place.

*Factors affecting Place.*

Most writers who focus on the topic of place recognize that this concept has been continuously threatened as a result of the development and introduction of social, technological, and cultural change. An exception to this generalization is Doreen Massey.

Writers such as Relph and Norberg-Schulz believe the urban landscape has adopted the character of 'placelessness' as a result of unabashed development from centralized organizations, mainly big businesses, who view land strictly as a commodity to be exploited, without any consideration for social or cultural consequences. During the late 1970s, Norberg-Schulz described the challenge of cities to maintain their *genus loci* in face of the changing functional demands of the times as an 'environmental crisis'. Relph targets an overall sense of 'inauthen-

ticity' in all aspects of contemporary life, including social, economic, and physical planning, as the fundamental source from which all evidences of 'placelessness' occurs. Both of these writers specifically refer to the suburban commercial landscape found in North American cities as examples of 'placelessness'. For both Relph and Norberg-Schulz, the problems facing the urban environment need to be addressed in a way that would require fundamentally restructuring the Western economic system.



figure 7. Depot.

In *the Postmodern Condition*, David Harvey targets the influence of the global market as the direct factor affecting the sovereignty of places. Despite this seemingly irreconcilable division between place and the market economy, Harvey goes on to defend the validity of place in the face of the capitalist framework. He notes a central paradox in that "the less important the spatial barriers, the greater the sensitivity of capital to the variations of place within space, and the greater the incentive for places to be differentiated in ways attractive to capital" (Harvey, 1989, p.295). Harvey argues that the distinct differences between places have fuelled competition of various markets in the global economy where image, novelty, and simulacra are important to its overall success. An example of Harvey's argument could be found in small towns, such as Niagra-on-the- Lake, Ontario, a place that maintains a historic image and, in turn, attracts and generates tourism revenue that helps fuel the town's local economy.

Doreen Massey argues space and place from a strongly feminist perspective. Massey also critically examines the effects of our market economies on our environments and sees the changes spurred by market forces as potentially positive since these changes represent the dismantling of old structures of oppression. She states, "The hegemonic spaces and places which we face today are not only products of forms of economic organization but reflect back at us also - and in the process reinforce - other characteristics of social relations, among them those of gender" (Massey, 1994, p.183). She challenges the Marxist based arguments of Harvey as appealing to a narrow demographic and pleads for a sense of place,

“which is extraverted as well as having to deal with and build upon an inheritance from the past” (Massey, 1994, p.142). For Massey, cities themselves are social constructs that have resulted from a tradition of male dominance. Any opportunity to reinvent new ways organizing spaces in response to the needs of women and minorities should be seen as positive.

In response to Massey, Ali Madanipour argues that the dynamism she encourages happens at varying speeds, in various parts of the world (Madanipour, 1994, p.23). The ever-changing dynamism that occurs in cities such as Los Angeles does not occur at the same rate in a small town in the rural areas of a third world nation. In these types of areas, a slower pace of change leads to a slower pace of identity change and greater coherency between social and physical space. As a result, her concept of place must be approached cautiously in a way that remains responsive to the speed of which these changes occur.

Regardless, most of these writers acknowledge that our traditional places are succumbing to the changes associated with market forces. Madanipour makes an important point by noting that, often, change is not something that

happens overnight and occurs gradually over the course of many years. Discussion regarding place could very easily change twenty years from now. It is therefore important to acknowledge and address the immediate changes affecting place but still remain open and flexible, in anticipation of any unpredictable future occurrences.

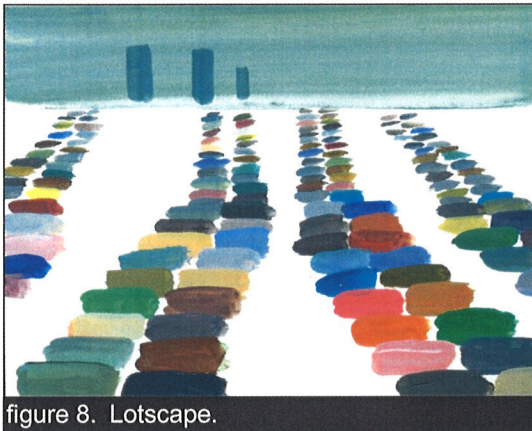


figure 8. Lotscape.

### *Placemaking*

Place has served a vital role as a central concept in the theories and writings of most postmodern urban theorists. As mentioned earlier, the way in which place has been interpreted through the designs and plans of geographers, planners, and designers has varied and it is important to recognize some of these differences.

Through her early writings, Jane Jacobs became an early proponent of place in the planning and design of cities. During the 1950s and 60s, Jacobs,

a writer and political activist based in New York City, openly criticizes the urban policies and practices associated with modernism. Her encouragement of diversity, mixed use development, building preservation, and the maintenance of higher urban densities was in direct opposition to the praxis of the modern movement. For Jacobs, diversity is a major key in ensuring the health of the city. She states, “In our American cities, we need all kinds of diversity, intricately mingled in mutual support. We need this so city life can work decently and constructively, and so the people of cities can sustain (and further develop) their society and civilization” (Jacobs, 1961, 241). From this position, Jacobs discusses the major factors that influence the decline and regeneration of the North American city. It is evident that the principle values inherent in place theory, the recognition and maintenance of local identity, are complementary to Jacobs’ vision of a ‘healthy’ city. Despite the changes that have since occurred in our societies, Jacobs views on urbanism continue to influence the works of subsequent urbanists, such as the New Urbanists.

Kevin Lynch devised a system of visual elements that helped structure the urban environment. For Lynch, a strong environmental image improved one’s sense of orientation within a city or town, strengthening one’s sense emotional security. As Norberg-Schulz argues, a strong sense of orientation is also linked with the human need to dwell (Norberg-Schulz, 1979, p.19).

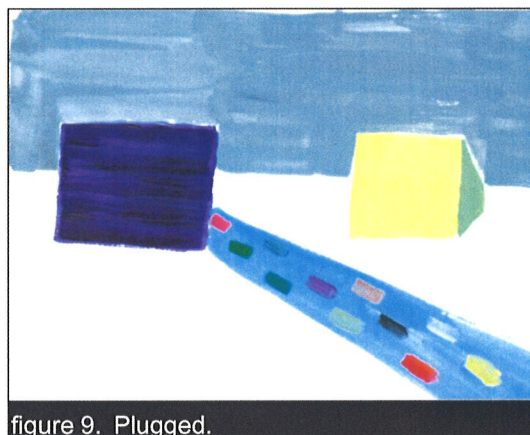


figure 9. Plugged.

Gordon Cullen stressed the importance of creating a strong townscape. For Cullen, urban planning and design are about “the art of relationships”, and design should respond to the local character inherent in the built environment of a city or town. Like Lynch, Cullen devised a method of determining the structure of an urban environment by recording the sequence of views that one experiences moving through a town or city.

Besides creating buildings that “help man to dwell” (Norberg-Schulz, 1979, 23), Christian Norberg-Schulz believes that the role of architecture in the urban environment is to “concretize the *genius loci*” (Norberg-Schulz, 1979, p.23). The task

of the architect is to create buildings that strengthen the bond between humans and place. Norberg-Schulz promotes design that responds to the 'character' of a region, stressing a link between place and physical elements in the urban environment.

The designers and planners associated with the New Urbanism movement see urban sprawl as a definite negative force that is contributing to the social and

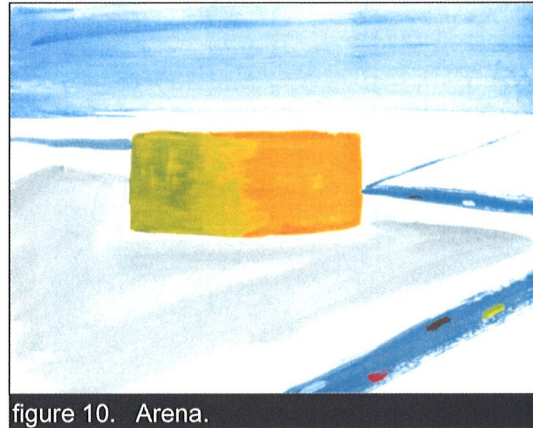


figure 10. Arena.

environmental problems facing our societies. The principles and strategies promoted by architects and planners such as Elizabeth Plater-Zybek, Andre Duany, and Peter Calthorpe are aimed to address problems such as crime, pollution and, most significantly, a lose of our fundamental 'sense of commonality'. This sense of commonality is integrally linked with the concept of place which Calthorpe refers to as a primary premise for his arguments for slow growth and infill development strategies (Katz, 1994, p.xii). The concept of 'character', with a focus on visual character of the built environment, is often referred to by these writers. The connection between visual character and the concept of place is acknowledged by Duany and Plater-Zyberk, who, in reference to urban districts, explain that "attention to the character of the public spaces creates a sense of place for its users" (Katz, 1994, p.xx). These references to place and character are the main reasons for the promotion of the establishment of design guidelines for various neighbourhoods.

Lynda Schneekloth and Robert Shibley approach the issue of placemaking in a direct, proactive manner by clearly explaining the process of working with the members of a community in order to strengthen a sense of place. Through their own personal experiences working as Landscape Architects on specific projects, Schneekloth and Shibley determine that, "placemaking is not just about the relationship of people *to* their places; it also creates relationships *among* people in places" (Schneekloth and Shibley, 1995, p.1). The professional 'placemaker' should act by opening the dialogic space among concerned parties, confirming

and interrogating contexts, and by framing action. Place is something that can be reinforced through the involvement of various stakeholders in collaboration with the designer, planner, or developer. They explain that the actions of a professional placemaker are inherently political and moral acts.

Michael Hough relates place theory to the profession of Landscape Architecture. The potential role of the Landscape Architect is to work towards strengthening the relationship between place and the geographical context of place through planning and design. Hough believes

that, “landscape is an expression of a place’s regional context especially in the absence of distinguishing architectural styles” (Hough, 1990, p.15). He criticizes traditional design as following utopian ideals and design doctrine instead of responding to the vernacular traditions and natural processes that differ from region to region. He states, “as a discipline dedicated to fitting man (sic) to the

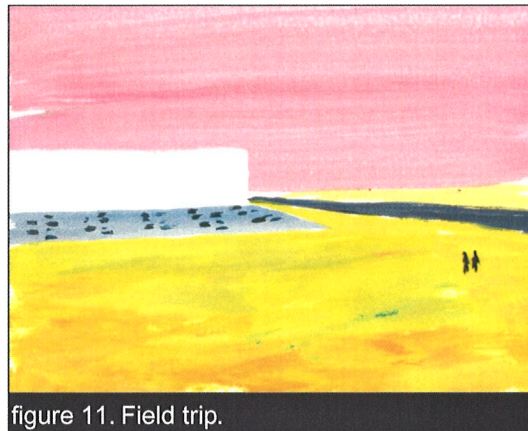


figure 11. Field trip.

land and to giving it form, contemporary design is faced with solving problems that have traditionally not been a part of the agenda in the creation of vernacular places” (Hough, 1990, p.179). He believes new ways of thinking about design must occur in order to deal with the economic, cultural, and environmental challenges facing our cities and regions.

For all of these writers, place is something that is directly impacted by members of design and planning professions. Their arguments are ethical and their concerns are based on what an individual or group of individuals deem to be right for the occupants of a place. An underlying assumption that all of these writers share is that humans have an inherent need to identify and remain attached to a particular region. In essence, the role of the professional is to pay close attention to the context and then respond by working towards some form of intervention.

#### *Private vs. public space.*

Recent focus by theorists such as Rem Koolhaas, Lars Lerup, Dana Cuff and Margaret Crawford has been on the relationship between private and public

space. Their theories are in response to the cultural changes occurring in industrialized societies as a result of the factors associated with globalization. Factors such as cultural perception of our environment and the nature of consumer culture are changing, thus affecting how we live.

In reference to the state of the architecture profession, Lerup has stated, “the decline of the ideological importance of modern architecture as expressed in urban organization is in part the result of the architect’s profound isolation from capitalist development.” (Lerup, 2000, p.25). He believes that, in order for architecture to become better integrated in our cultures, a greater link between design and the global market should be established. He states that, “global euphoria must be coupled with local energies” (Lerup, 2000, p.28). Lerup draws attention to the culture of Houston Texas, an enormous city, dominated by car drivers.

Margaret Crawford has written extensively on malls and the impact these types of development are having on North American culture. She states, “the world of the shopping mall- respecting no boundaries, no longer limited even by the imperative of consumption- has become the world” (Sorkin, 1992, p.30). Crawford argues that the culture of consumerism, dominant in North America, has increased to such a level that it challenges the traditional role of public space in our cities and towns.

Recently, the architect and theorist Rem Koolhaas worked in collaboration with professors and students of Harvard University to produce the Harvard Design

School Guide to Shopping, a book that examines the culture of shopping. The premise of the study is to critically examine the culture of shopping and understand its relation to various design disciplines. In the book it is stated;

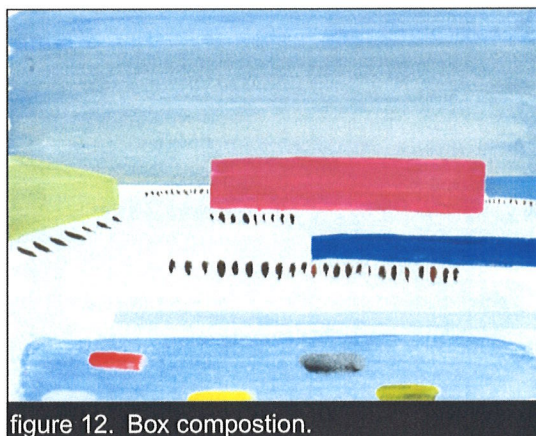


figure 12. Box composition.

*Shopping is arguably the last remaining form of public activity. Through a battery of increasingly predatory forms, shopping has infiltrated, colonized, and even replaced, almost every aspect of*

*urban life. Town centers, suburbs, streets, and now airports, train stations, museums, hospitals, schools, the Internet, and the military are shaped by the mechanisms and spaces of shopping. The voracity by which shopping pursues the public has, in effect, made it one of the principal- if only- modes by which we experience the city.* (Chung et al. 2001, p.1)

This statement remains in accordance with Crawford and acknowledges that newer commercial developments, such as malls and big box outlets, are generally the places where people of industrialized nations congregate. Koolhaas has proceeded to focus his firm's attention on shopping environments, including a Guggenheim museum addition to a Las Vegas Casino as well as a series of Prada shoestores.

Besides Koolhaas, recent focus by other Dutch urban theorists has been on the relationship of public and private space. Bart Eeckhout and Steven Jacobs note that, "places that continue to be publicly accessible to large parts of the urban population are increasingly turned into sites of consumption" (DeMeyer and Versluys, 1999, p.97). They draw attention to the European trend of increased commercialism in pedestrian precincts of the older areas of European cities as an example.

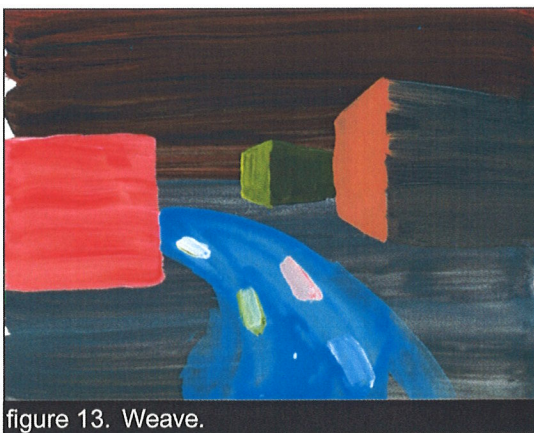


figure 13. Weave.

Hajer and Reijndorp refer to the concept of place in their attempt to search for new public domain. Unlike public space, space that is accessible to all, public domain is defined as, "the sphere where we encounter the proverbial 'other' and where we must relate to 'other' behavior, other ideas, and other preferences" (Hajer and Reijndorp, 2001, p.12). Hajer and Reijndorp recognize the similarity in the set of issues associ-

ated with the concepts of place and public domain. Both of these terms refer to locations where different groups become attached and can potentially become the focus for political conflict. They state, "the dynamism in the meaning of places, and the battle fought over it, is very important for determining what can be considered

public domain at the level of the urban field” (Hajer and Reijndorp, 2001, p.40).

Dana Cuff examines the issue of the relationship between public and private space from a legal perspective. Cuff explains that property rights, as they relate to American law, are associated with the fundamental rights of the individual. She refers specifically to ‘contentious developments’ where a political dynamic is established between developers and community advocacy groups. In general, she argues that property relations and property rights are inextricably bound, obliging developers to build in a manner that respects the constraints set by members of ‘outside’ advocacy groups, such as neighbours. Cuff relates the debate to the profession of architecture and concludes that, “if architecture as a profession is to survive, its visionary proposals should prioritize public interest over the local demands of contentious development” (Leong and Bell, 1998, p.138). She does, however, state that the architect should not act as a mediator, but rather, assume an autonomous role that does not necessarily take one side completely.

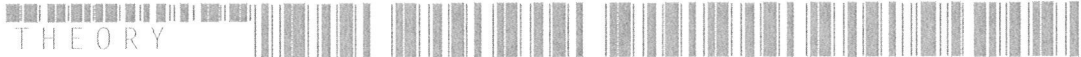
All of these writers’ criticisms are based on the close link between public and private space. Writers such as Lerup recognize the need for the various design professions to respond to the changing condition of capitalism. One way of embracing this theory is to reexamine the role of design in relation to the culture of shopping. As Cuff explains, members of design professions, such as architects, are indeed in a position to work towards strengthening the bond between public and privately owned space through design.



figure 14. Sunset over parking lot.

### Summary

Place is a contentious term that continues to serve as the focus for theoretical debate. Place is generally argued for based on either the physical characteristics or the social behavior that occurs in a specific location. The question of the preservation of place becomes an issue for discussion in response to factors associated with economic or cultural change. In the design and planning professions,



the term 'placemaking' refers to an approach or method where close attention is paid to the context prior to implementing some type of intervention that contributes in establishing a place that is in some way significant for individuals.

An effective way to illustrate how discussion regarding the issues of place and private versus public space is by way of a case study. I have chosen to focus on a community conflict concerning a specific site in the Osborne Village area of the City of Winnipeg, Manitoba.



### **Crisis as catalyst for change**

A crisis occurred in Osborne Village between a group of area residents and the Safeway corporation concerning the development of a new supermarket. The positions held by the two primary parties involved reflects an opposing set of values concerning the area's character and its future. I believe that the issue of place lies at the core of this conflict.

In any region, city, town, or neighbourhood, the desire to preserve place arises in response to external forces representing change. Lynda Schneekloth and Robert Shibley refer to 'Crisis as Catalyst' and identify the role that a conflict can have in spurring the process of placemaking. Rather than suppressing the issues revealed in a crisis, they believe placemakers can help to mediate between all sides in order to ensure action takes place (Schneekloth and Shibley, 1995, p.153).

### **Politics and the media**

Safeway first publicly announced its plans to redevelop their existing store in Osborne Village in September of 1997 (Pelletier, 1997, B7). Initially, the grocery chain's intentions were well received by many who viewed the store as a neighbourhood amenity, needing improvement. A local architectural firm assigned to the project by Safeway pursued developing several schemes, while

meeting regularly with members of the Osborne Village Neighbourhood Coalition (OVNC), an organization of area stakeholders. This meeting marked the first of a total of five between the company and the OVNC. Safeway held its first public open house in June of 1999, at which many residents voiced their disapproval of the proposed plan. In spite of this initial backlash, the company opted to continue to pursue changes to the plan.

A year later, the company unveiled a new plan at a second open house: on June 21 of 2000. A number of presentation boards were displayed including the site plan, several sections, a rendered drawing, and figures of the total land area covered by the various programs. The purpose of this meeting was to publicly present Safeway's design prior to its submission to the City of Winnipeg Planning, Property and Development Department, where it would be reviewed for purposes of zoning clearance. In order for Safeway to go ahead with the plan, the City would have to change the existing zoning designation given to the property from "C1.5" and "RM-7" to "C2" (see appendix) as well as permit the demolition of the Clifford Arms apartment building and Campbell house on Roslyn Road. The Villa Cabrini meeting was more informal and the opportunity for public input of the proposal was provided by

**SAFeway heating things the village again!**  
Safeway is once again imposing its considerable weight on the residents of Osborne Village.  
Last June Safeway presented their new management scheme to an angry and unaccepting about 400 people.  
A coalition of residents and business under the leadership of Councillor C... tiate changes to that scheme that v... appropriate to the Village.  
The Coalition asked that the store to the corner of River & Osborn... trude upon the residential sect...

figure 15. OVNC brochure.



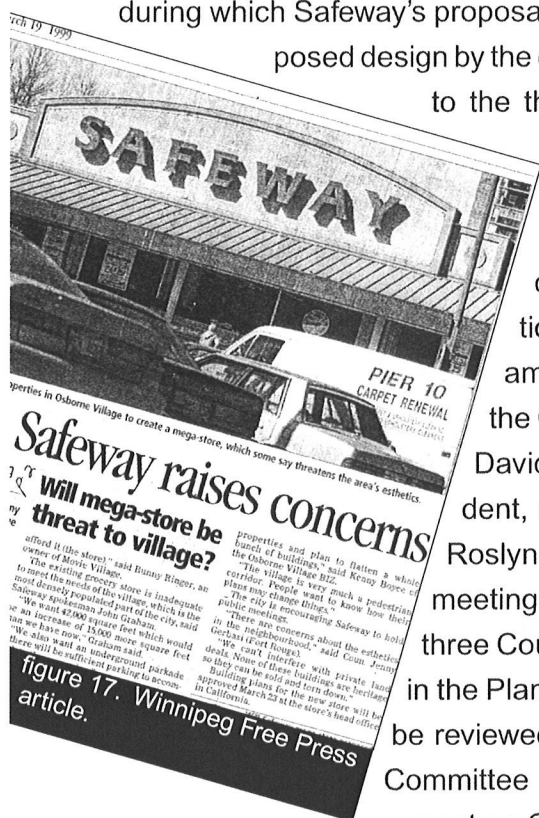
figure 16. Winnipeg Free Press article.

the company in the form of a suggestion box.

The City of Winnipeg's Planning Department subsequently produced a report rejecting the commercial zoning changes as well as the proposal to demolish the current residential properties. The

basis for the recommendations resulted from the policies set in the Plan Winnipeg 2020 Vision, a document that represents the overall vision for Winnipeg's downtown. This report was produced prior to a Community Committee meeting held on October 3rd, 2000.

The Community Committee meeting marked the first of three Civic meetings during which Safeway's proposal was reviewed. A presentation of the proposed design by the company's lawyers and architect was given



to the three City Councilors. Besides representatives of the company, a large number of individuals attended this meeting, many of whom came to voice their criticisms of the proposed plan. Presentations in opposition to the plan were given by, among others, Kathleen Leathers, Chair of the Osborne Village Neighbourhood Coalition, David Rice, a local business owner and resident, and Richard Muller, representative of the Roslyn West Neighbourhood Association. The meeting lasted for three hours and, in the end, all three Councilors agreed with the conclusions made in the Planners report. The matter was scheduled to be reviewed by the City of Winnipeg Standing Policy Committee (SPC) on Planning, Property and Development on October 24, 2000.

Councilors on the SPC agreed with the recommendations made by the Community Committee and once again rejected Safeway's proposal on October 24, 2000 and again on March 6, 2001. Both Civic Committee meetings received intense media attention and, at the time of writing, the matter remains at a standstill.

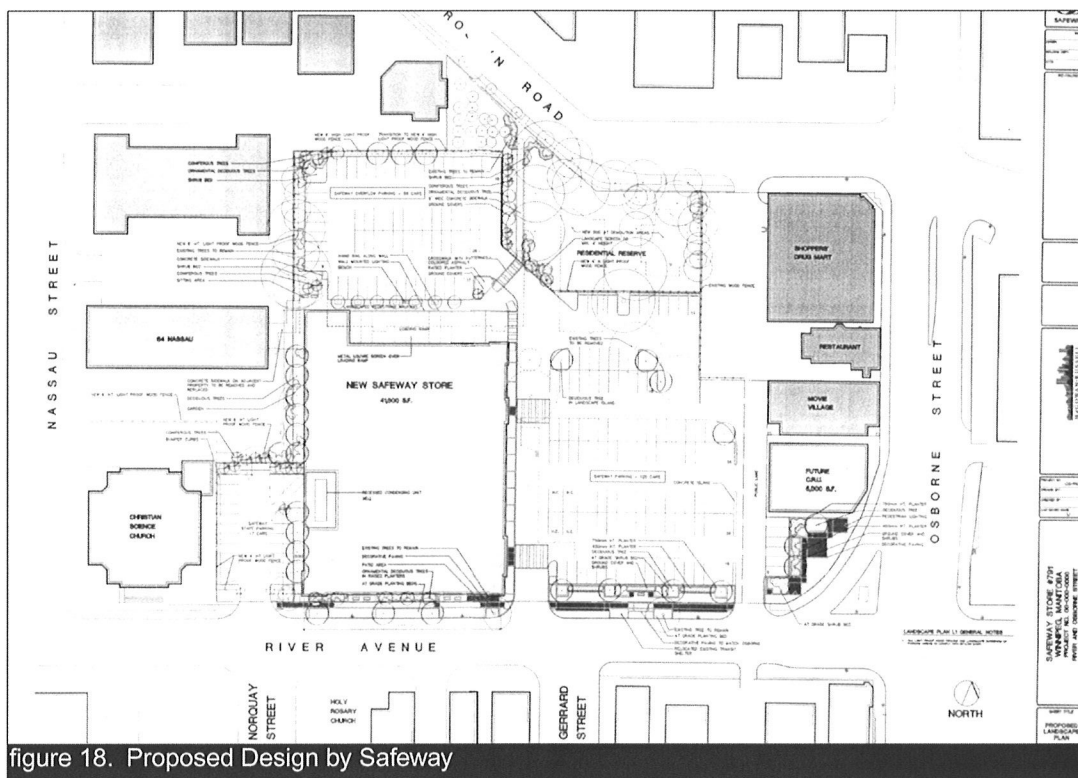
**Issues**

The arguments presented by the company, the residents, and the City touch on a number of issues.

The first issue relates to zoning and the property ownership versus quality



of environment and overall character of the neighbourhood. Safeway has owned the property on which the current store sits since the 1950s. The zoning for the property at that time was “C2”, however, in 1985, the City of Winnipeg ‘down zoned’ many of the commercial properties in Osborne Village to the “C1.5” zoning code as part of By-law 6400 (see appendix). The purpose of the change in zoning was to ensure that businesses in the area did not expand to a size that would cause damage to the overall character of Osborne Village, a neighbourhood in which both residential and commercial co-exist in close proximity and in relative harmony. Safeway acquired the properties adjacent to their existing store site in order to be able to expand their operation, anticipating that the City would agree to change the zoning designation for the property. When the City refused, Safeway argued that it was an inappropriate decision and that the City was violating the company’s right to continue to operate a retail food supermarket on a site that has been under the company’s ownership since the 1950s. The other issue pertaining to the re-zoning relates to the change to the code for two properties- currently designated as ‘residential’, to ‘commercial’. The arguments presented by the City and many





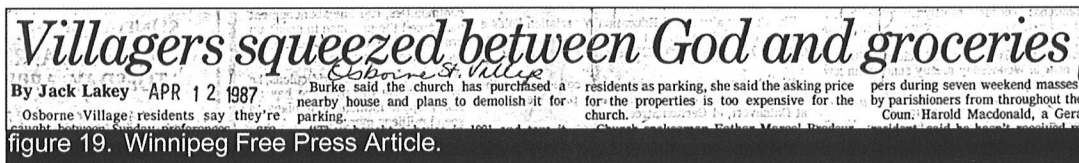
residents against this change in zoning emphasized that Osborne Village is not an area appropriate for a 'big box' development, a type of development in which a large area of land is used for a single purpose. This model is one frequently found in the suburban areas of the City of Winnipeg and one inappropriate for a dense urban area like Osborne Village.

The second issue is the physical design. Ensuring a design that respects the existing character of the area as well the needs of those who live around the store are criteria that Safeway felt were addressed in the proposed design. Consideration was given to pedestrian and physically disabled users by including elements such as access paths as well as sitting areas and ensuring the protection of existing vegetation were examples of some of the considerations given to the design by the architect/planners. Safeway's plan also proposed to 'compartmentalize' the parking lot into two distinct areas. Despite, these claims, both the residents and the Planning Department criticized several aspects of the physical design. Concerns listed in the Planning Report include those pertaining to vehicular and pedestrian circulation, parking, development 'buffering', mechanical elements, garbage enclosures, store siting and orientation, and building appearance. During this meeting, it was acknowledged by all parties that the majority of customers coming to the store were travelling on foot. A particularly outspoken group, were the residents at 64 Nassau Street who were uncomfortable having the supermarket so close to their apartment block.

Another issue related to the demolition of Campbell House, a historic home along Roslyn Road. Campbell House was seen by some to be a significant architectural remnant representing a part of the history of Osborne Village. They argued that this building would be representative of 'the wrecking ball mentality' that had led to the demise of so many other important architectural landmarks in Winnipeg.

**Other affected parties**

The Holy Rosary Church, located on River Avenue, is another organization





directly affected by Safeway's plans. Safeway's parking lot has functioned as a shared lot with the members of this congregation. During Sunday mornings, members of the Holy Rosary church park in the Safeway parking lot. Given that the store would open at noon on Sundays, this arrangement was sufficient for both parties. Conflict arose when other events in the church, such as weddings, occurred during Safeway's hours of operation. During these particular events, all 150 stalls in the parking lot would be occupied by Safeway customers together with a large number of churchgoers, thus having a negative effect on the business. For this reason, the Holy Rosary church purchased several residential properties along Gerard Street and along River Avenue during the 1980s. In order to accommodate the parking demanded by its congregation, the church initially proposed to demolish several single-family dwellings and build a surface parking lot. This plan received much opposition from many of the area residents. In October of 2000, the church unveiled its plans to develop a 'brownstone' style condominium complex with two levels of parking, one that was entirely underground. The members of the OVNC as well as those who attended the meeting approved of the church's proposal. As a result, the City of Winnipeg responded by changing the zoning of the property to RM-7, thus granting permission to go ahead with the development. Currently, though approved, this development remains unbuilt.

Another major party directly affected by this conflict, is the congregation of the Church of Christ Science. Their building, no longer used for religious ceremonies, is a recognized historic landmark and is protected by the City of Winnipeg Heritage building list (see Osborne Village Character Inventory Study appendix). This structure is also for sale. The Church of Christ Science owns the lands to the east of their church; lands currently leased by Safeway and used as surface parking.

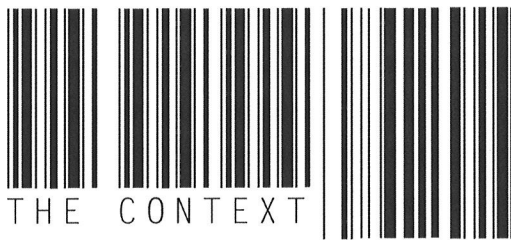
**How place theory relates to this conflict.**

The conflict between area residents, Safeway, and the Holy Rosary Church reflects a group of people's struggle to maintain and enhance their place. The people making decisions on behalf of the Safeway company and the Holy Rosary Church do not share the same values and vision for the area as the residents and their decision to redevelop their respective sites is based on economic factors rather than the contextual factors that characterize Osborne Village. The question

CONFLICT

of what makes a place is not easily answered, even for those who are very familiar with an area. I will therefore attempt to determine what makes Osborne Village a place. My approach involves considering both the physical and social factors that are characteristic of this neighbourhood.

The proposed supermarket would be a privately owned, semi-public space. Writers, such as Margaret Crawford and Rem Koolhaas, recognize the importance that these types of spaces have in our culture. My intention is to examine if and how this form of commercial development, a semi-public space, can be designed for a site in Osborne Village.



What is it about Osborne Village that makes it an area where the standard big box commercial development is considered inappropriate? The answer to this question lies in understanding the ‘character’ of the area. Numerous times throughout this debate, reference has been made to the existing character of Osborne Village. Both those opposed and those in favor of Safeway’s plan referred to this term as a major factor influencing the overall success of the design. My objective is to attempt to make explicit what the character of Osborne Village is and how this contributes to establishing the area as a place of significance.

### **The city**

Winnipeg’s development trends are characterized by the loss of the city’s middle and upper class residents from central neighbourhoods to suburban neighbourhoods such as Lindenwoods and Whyte Ridge, subdivisions located on the outskirts of the city. Many have rejected the city entirely in favour of satellite communities, such as Headingly and East Saint Paul. Emphasis on the reliance of vehicles has increased as a result of this changing urban landscape, transforming Winnipeg into an increasingly car-oriented city. Efforts to minimize this uncontrolled growth have been undertaken by the City. Documents such as CentrePlan and Plan Winnipeg 2020 Vision have been produced in order to establish guiding principles aimed at minimizing sprawl and making Downtown Winnipeg an attractive place to live, work, shop and play for people of a variety of social and economic



figure 20. Aerial view of Winnipeg

backgrounds. These principles have been agreed upon by many and much has been done to ensure they are achieved. However, due to an array of other economic, social, and cultural factors, Winnipeg's downtown continues to maintain an appearance as a place of neglect, particularly during the evening hours. Like the City, businesses too have

responded to Winnipeg's changing demographic and the City's commercial landscape has become predominantly one characterized by wide one-way roads, big box architecture and expansive parking lots.

### The neighbourhood

Osborne Village is recognized as having the City of Winnipeg's highest urban densities and, indeed, one of the highest densities in all of western Canada (Statistic Canada, 1996, p.22). This centrally located area is an anomaly among the vast urban fabric of the city. It is a pedestrian scale environment and one that is based on an older model of development, reflective of a time when cars played a relatively minor part in people's everyday lives. Osborne Street and the businesses along this thoroughfare reflect the

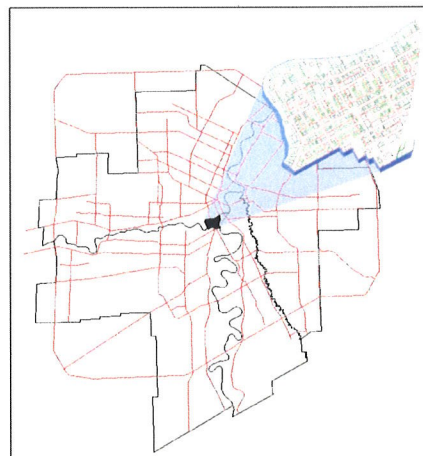


figure 21. Osborne Village in Winnipeg.

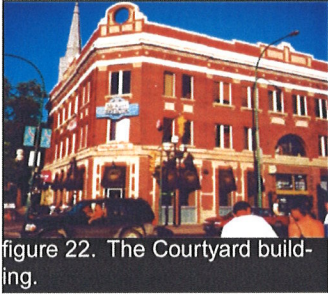


figure 22. The Courtyard building.

traditional 'main street' found in most North American cities and small towns during the early 1900s. Despite operating according to an older economic pattern of settlement, Osborne Street continues to thrive and, as of 2002, the area maintains a relatively low vacancy rate among businesses and residences.

### Why is Osborne Village important?

Osborne Village is comprised of a population of approximately 8,000 who live within an area of 231 acres. Based on the compact pattern of settlement that characterizes the area, Osborne Village serves as Winnipeg's most environmentally sustainable neighbourhood. The amount of land area needed to sustain a population of its size is less than any other in Winnipeg and of most neighbourhoods in Canada. Osborne Village has also evolved slowly, reusing existing building stock and readapting, sometimes in very creative ways, to external economic pressures.

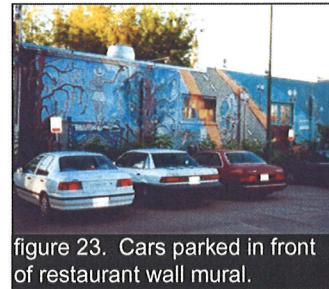


figure 23. Cars parked in front of restaurant wall mural.

The demographic of the area is unique as well, represented by a mix of ages, ethnicities, and socio-economic backgrounds. The two predominant age groups are seniors and youth and the socio-economic status of these residents are represented at both ends of the spectrum. As a result, an intermingling of young and old, affluent and impoverished occurs within this neighbourhood. Besides having a complex residential base, the smaller restaurants, shops, and bars along Osborne Street are amenities that appeal, not only to locals, but also to Winnipeg's broader population.

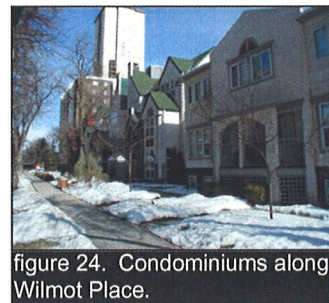


figure 24. Condominiums along Wilmot Place.

The need to use alternative means of transportation is important to many of the area residents. Convenient access to several bus routes and an overall pedestrian scale makes Osborne Village an attractive alternative for those who cannot or choose not to use a car as their primary source of transportation.

Despite interest and speculation in developing Winnipeg's downtown as a



figure 25. Main entrance to the Wardlaw Apartments.

mixed-use environment, neighbourhoods like Osborne Village, remain the predominant alternatives for persons choosing to live in a dense, mixed, urban environment.

### Change

Recent events and developments have led to change in the neighbourhood. Many pressures placed on the area, largely from external sources, have raised local awareness, forcing many to reevaluate the area's future. The incident between Safeway and the area residents is one of several events that have stirred controversy. In 1999, an arson attack resulted in the destruction of one of the areas older commercial buildings creating a void among an otherwise consistent streetscape along Osborne Street. This incident along with the speculation surrounding the Holy Rosary Church Development, the Church of Christ Science and a proposed residential development near Roslyn Crescent have forced many in the area to reevaluate the significance and future of their community.

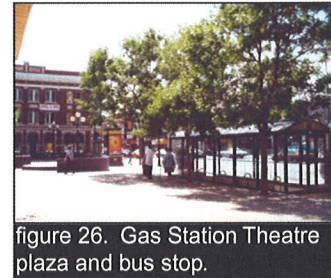


figure 26. Gas Station Theatre plaza and bus stop.

### Fort Rouge Neighbourhood Management Plan

City Council adopted the Fort Rouge Neighbourhood Management Plan in June of 2000. This report, which resulted from a series of planning workshops, was structured according to the input received from various participants. The general structure is broken down into three main principles; local governance, community and diversity, and heritage and design. The intent of this document is to preserve and enhance the dense, urban qualities of the area, and to encourage social diversity.



figure 27. Pedestrian in winter.

In reference to commercial development, the authors of the report acknowledge that there have been pressures to invest in Osborne Village in order to capitalize on the area as a magnet for commercialization aimed at a wider urban market. The report also indicates the danger of allowing uncontrolled commercial expansion in the area by stating, "commercial encroachment into adjacent residential areas and

the related impacts of parking, traffic and non-resident activity (especially late-night) can disrupt and destabilize the residential environment” (City of Winnipeg, 1998, p.12).

As part of the overall vision endorsed by the plan, Osborne Village is seen as an ‘urban village’, characterized by “features reminiscent of small towns” (City of Winnipeg, 1998, p.3) such as a central main street, a grided street layout, and a variety of architectural types and styles. These are



figure 28. Author's sketch of the Courtyard building.

the aspects mentioned in the report that are fundamental in describing the overall character of the area. The report also expresses the need for a ‘Character Inventory’ or “an inventory of character features for the Corydon and Osborne villages” (City of Winnipeg, 1998, p.22). The participants at the workshops agreed that there was a need to establish design guidelines that respond to “reoccurring or unifying themes and characteristics” in the area.

**Osborne Village Character Inventory Study**

The Oxford Dictionary defines character as “the aggregate of the distinctive features of anything” (Oxford English Dictionary, 1989). Christian Norberg-Schultz defines character as “the basic mode in which the world is ‘given’” (Norberg-Schultz 1980, 14) and is both a result of time and the material and formal constitution of a place.

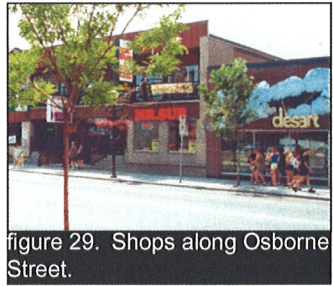


figure 29. Shops along Osborne Street.

Over the course of a year, beginning in the fall of 2000, I undertook work in an attempt to understand the physical character of Osborne Village. The Osborne Village Character Inventory Study is intended to assist the members of the OVNC and the City of Winnipeg’s Planning, Property,



figure 30. Intersection of Osborne Street and Stradbrook Avenue.

and Development Department to establish design guidelines for the neighbourhood. My approach involved a methodology where I observed the neighbourhood and recorded any distinct physical traits or attributes.

As part of this neighbourhood analysis, I examined the area's history, demographics, boundaries, land use, architecture, and circulation. From these social and physical categories, it became evident there exists

some predominant trends that inform the overall physical character of the area. The recommendations of this report suggest ways new development can potentially respond to the existing context of Osborne Village. This report was adopted by the City of Winnipeg (see appendix).

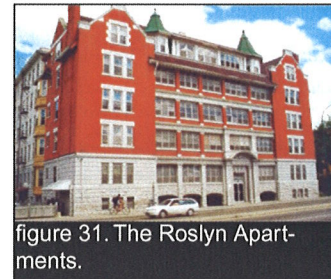


figure 31. The Roslyn Apartments.

### Osborne Village as place

Many geographers refer to the concept of place without strict limitations of scale. All of Osborne Village, therefore, could be argued to be a place within the region. The qualities that make Osborne Village a place are not easily defined through quantifiable methods and the area may be significant to individuals for various different reasons. According to the place theories reviewed in this document, writers will either stress the importance of the physical factors or social factors in determining a place. My approach is less definite and I have chosen to consider both the physical characteristics and social characteristics in my attempt to better understand this neighbourhood.

My analysis and evaluation of the area's physical characteristics are based on my own senses as to how things appear. There are predominant types of physical elements that contribute in defining the character of Osborne Village. Elements such as historic buildings, mature elm trees, the river, and the various amenities, like restaurants and churches, exist and contribute to define the physical structure of this area.

The social qualities of the area are much more difficult to quantify, requiring intensive interviews. In her

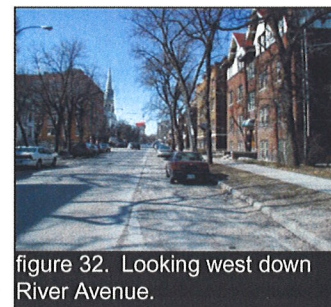


figure 32. Looking west down River Avenue.

attempt to understand older urban neighbourhoods as places, Lippard remarks that the abundant diversity and transient nature that exists in so many older North American urban neighbourhoods makes it difficult to generalize. She explains that, “the real urban communities are tiny microcosms within already small neighborhoods, which are in turn perceived differently by different residents” (Lippard, 1997,

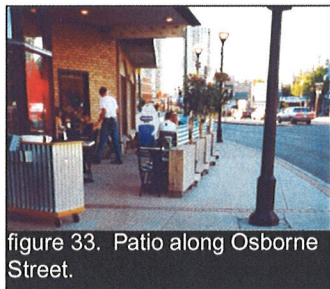


figure 33. Patio along Osborne Street.

p.210). The effort required in understanding this aspect of Osborne Village could prove to be an enormous task, worthy of a separate study. What is clear, however, is that the area is characterized by a large number of residents that, according to Census data, can be divided into general demographic trends. Through my personal observation, it is evident that high levels of social interaction occur both during the day and the night in Osborne

Village. According to the definitions of Jackson and Massey, writers who stress the importance of the routine of social activity, this factor alone would qualify Osborne Village as a place.

### What is the future of Osborne Village?

Based on the principles of the Fort Rouge Neighbourhood Management Plan, many residents of Osborne Village, would like to see the area maintain much of its existing character. The plan endorses maintaining a diverse population and, in order to ensure this happens, new development should reflect a balance between young and old, affluent and impoverished, business owner and resident. For example, the City, residents, and a developer may choose to reinforce the more affluent nature of the sub-districts west of Osborne Street, a developer would respond by building developments such as upscale condominiums, high-rises, and even shops and

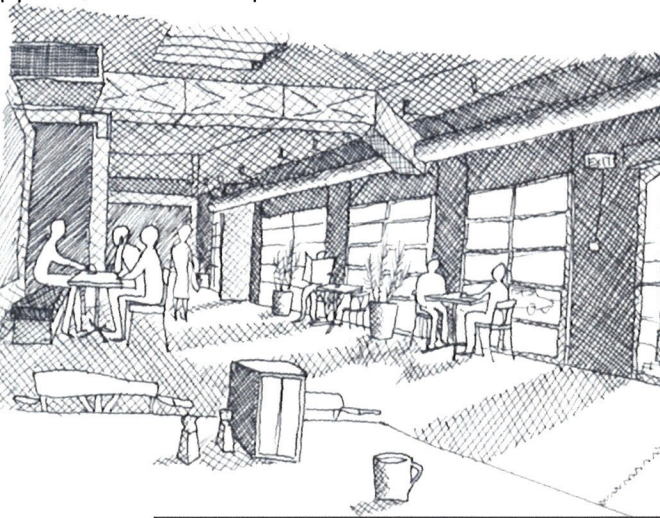


figure 34. Author's sketch of the Village Lane

restaurants. In order to maintain the socio-economic balance existing to the east of Osborne Street, developments like low-income housing projects and the allowance, in some cases, for multiples may be most appropriate. Perhaps, the parties involved would rather ignore this segregated view and examine ways of further integrating both east and west sides of the street. For most, however, Osborne Street remains the identifiable centre and is generally valued as the heart and soul of the area. The streetscape of Osborne Street must therefore, be preserved and enhanced. The spirit of negotiation and open dialogue through a process of local governance is essential for ensuring the future health of this area.

### **Summary**

For those who choose to live in a dense urban environment, Osborne Village serves as an alternative to the car-oriented neighbourhoods found on the urban fringes of Winnipeg. The characteristics that determine what makes Osborne Village a place are not easily measured and are in constant flux. The data collected in this section does, however, provide a basis to better understand the neighbourhood context and will allow me, the designer, to approach the design in an informed manner. Documents, such as the Fort Rouge Neighbourhood Management Plan and the Osborne Village Character Inventory Study are complementary and are indicative of how future development can occur in the area.



The central focus for the recent conflict between Canada Safeway and neighbourhood residents is a highly prominent site located at the intersection of the area's two major paths, Osborne Street and River Avenue. The following is a list of criteria that are critical in considering any future development.

**Is a supermarket development appropriate for this site?**

A grocery store or supermarket is an important part of any neighbourhood. According to the City of Winnipeg's CentrePlan document, grocery stores or supermarkets are deemed a 'needed business', required for establishing a residential population in downtown Winnipeg. These types of businesses are also nodes of human interaction, places where people can go to see and be seen and even meet each other.

Commercial big box developments, such as supermarkets, generally occupy large parcels of land and are located on the outskirts of the city. Most land parcels in Osborne Village are smaller, however the large size, unusual shape, and accessible location of the proposed site render it a suitable location for this type of large-scale commercial development. The typical supermarket development is designed to attract car driving customers. Osborne Village is characterized as a pedestrian scale neighbourhood and the standard big box development would not complement this existing scale. Careful design consideration must be given in order to integrate this type of development into the context.

### Existing condition

The site is centrally located within Osborne Village and directly borders Osborne Street, the area's main street. The overall area of this urban block is 7 acres (3 ha), of which 3.7 acres (1.5ha) is owned by the Safeway corporation.



figure 35. South-east aerial view of site.

The current grocery store is 3251 square meters (35 000 sq. ft.) and is one of the few competitively priced supermarkets in Winnipeg's central area. The store receives high volumes of customers throughout the day and line-ups are not an uncommon sight at store checkout counters.

Many people refer to this store as 'Winnipeg's largest convenience store' since the customers who frequent the store generally come to buy a relatively small number of grocery items or go to do fresh daily shopping.

Currently, there exist few designated pedestrian pathways on this site, forcing pedestrians to contend with the high level of car traffic. Car driving customers are given priority and the safety and comfort of the pedestrian are thus compromised.

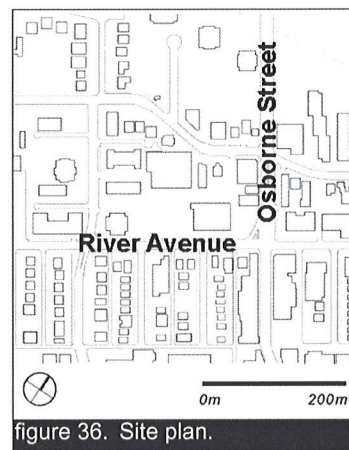


figure 36. Site plan.

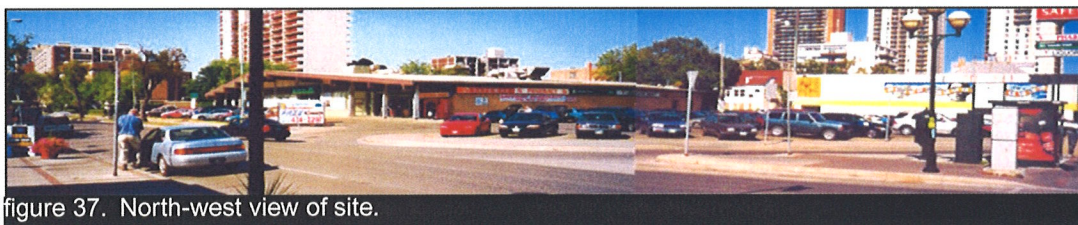


figure 37. North-west view of site.

### History of the site

The proposed site is located within one of the largest blocks in Osborne Village. The existing older single family dwellings are remnants of an earlier era when large private residences surrounded a private tennis court. Most of these



figure 38. Corner of Osborne Street and River Avenue during 1939 royal visit.

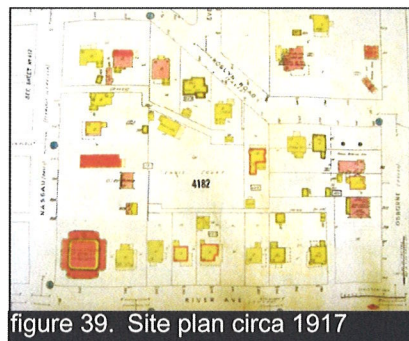








figure 39. Site plan circa 1917

houses were destroyed in order to accommodate the exiting commercial buildings and parking lot. This strong intervention has changed the surrounding context. For example, many patrons of existing businesses in the area rely on Safeway's parking lot, several older single family homes have been converted into multiples, and the other homes have been demolished in order to make way for high rise apartments. An overall increase in the population of Osborne Village since the 1950s has provided a strong customer base for businesses like Safeway.

**Land use**

The site consists of five single-family dwellings, three apartment buildings, five commercial buildings, and a large surface parking lot. The various types of businesses and residences that exist on the site

KEY	
	- Single Family Residential
	- Multiple Family Residential
	- Commercial
	- Parks & Recreation
	- Institutional
	- Vacant

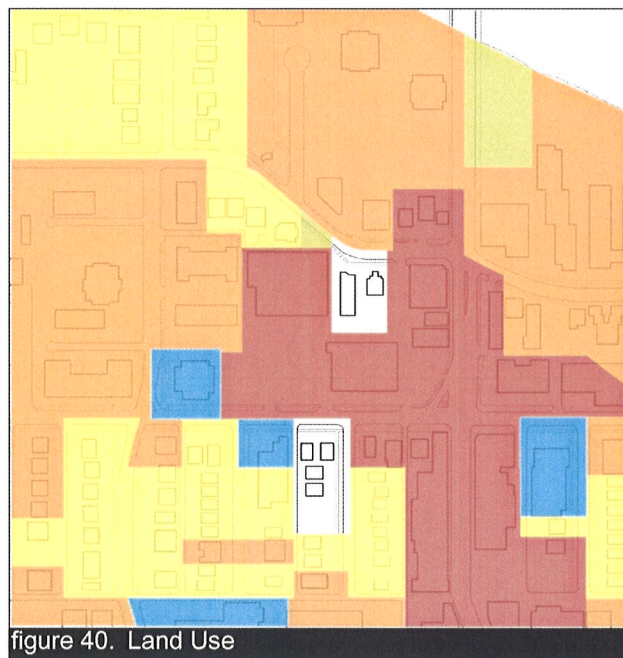


figure 40. Land Use



figure 41. Zoning

reflect the mixed-use nature that is characteristic of the Osborne Village area as a whole.

**Zoning**

The intent of the C1.5 zoning code is to ensure commercial development responds to a neighbourhood context (see appendix). The C1.5 zoning designation permits the existence of a grocery store on this site but inhibits the development of a super-market. According to the By-law 6400, the City is unable to change the zoning of the property to C2

since this particular zoning designation is intended to regulate commercial sites that do not have a neighbourhood component. The RM-7 designation is flexible, allowing most types of residential development, ranging from single family dwellings to high rise apartments (see appendix).

**Sub districts**

Through the research I conducted in the Osborne Village Character Inventory, I conclude that the neighbourhood consists of several sub-districts (see appendix). This site is on the cusp of several of these recognized sub-districts. The ‘Historic Commercial’ and the ‘Osborne West Residential’ subdistricts are generally pedestrian in scale. The

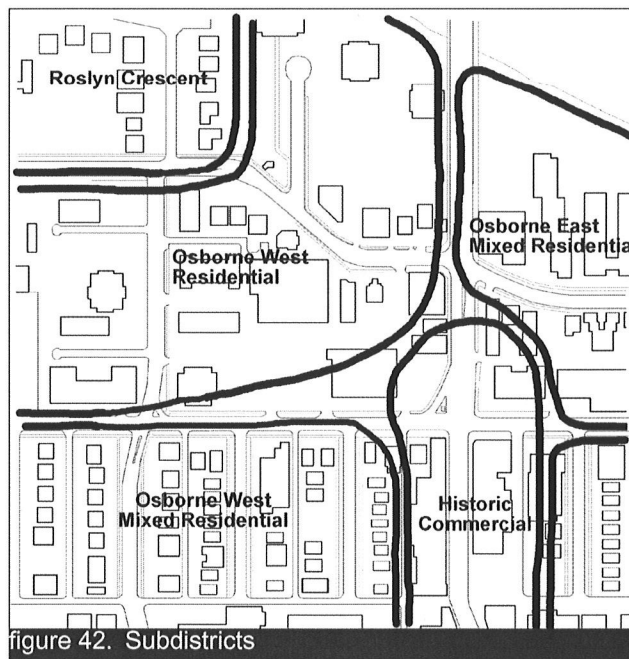


figure 42. Subdistricts

modern subdistrict is less pedestrian in scale, however, the high-rise apartments contribute significantly to the overall density of Osborne Village. In many respects, the dynamic interaction occurring in these subdistricts add to the overall social vibrancy of the area. Any new form of development on the site could potentially reinforce the link between all three of these sub-districts.

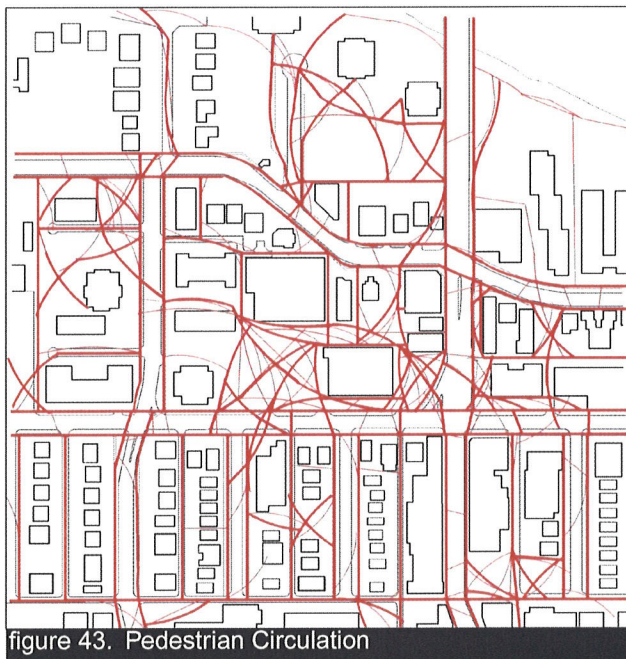


figure 43. Pedestrian Circulation

### Pedestrian circulation

The physical scale of Osborne Village favours the pedestrian. The proposed site is highly integrated within the area's network of pedestrian routes. Based on my personal observation, pedestrians will access the site at various locations and will follow the most direct route possible. A sense of physical safety from vehicles also affects how people choose to travel through this site. The nature of the existing businesses makes this site a

destination for people throughout the area, during the daytime and evening hours and during warm and cold seasons. According to a report, produced by the OVNC, Safeway conducted a user profile that surveyed the shopping patterns of its customers (see appendix). The results of this study found that over half (54%) of the customers who came to the store, came on foot. Only 35% of the customers came by vehicle.



figure 44. Stills from video.



**Car circulation**

The site is bound by four of the heaviest traffic routes in Osborne Village. Osborne Street and River Avenue serve as a major arterial street. The volume of car traffic travelling down these streets is an attractive draw for any business concerned with visibility and convenient customer access. The high volumes of vehicular traffic also puts stress on this environment by increasing noise decibel levels, air quality, and people's safety. Cars do however provide

visual stimulus and are a form of human activity. River Avenue has been designated a one way traffic artery and the peak traffic hours of this route are in the late afternoon from four to six pm. Despite the status as collector streets, Nassau Avenue and Roslyn Road host high volumes of vehicular traffic. In the past, many of the residents living along these streets have expressed concerns regarding the volume of traffic. Their concerns have pressured the City to respond by installing curb bulbs along the portion of Nassau Avenue, south of Wardlaw Avenue.

**Parking**

Safeway's parking lot consists of 153 stalls. In many instances, the parking lot is not used solely by patrons to the store, making this a neighbourhood parking lot that serves the broader community. Given the context of Winnipeg, a car oriented city, Osborne Village has a parking problem, particularly on weekends and during the evening when restaurants and bars are busy. Visitors who come to the area by car often find themselves driving up and down side streets and lanes in an effort to find a parking space. The parking capacity of this site could potentially be expanded in order to accommodate the needs of the surrounding businesses. It may be economical for Safeway to build a parking structure which could be used by its customers at no charge (upon presentation of a cash register receipt) while



figure 46. Trees

others could pay market rates.

### Climate

Winnipeg is known as a 'wintercity'. The cold temperatures and strong winds can prove to be physically uncomfortable for an individual. Any way to prevent wind tunnels from occurring and to create a design that responds to sun exposure will prove to be of value to the inhabitants of this urban environment. Vegetation must also respond to climatic conditions. Shade provided by trees protects individuals from

direct sun rays and helps to cool down temperatures experienced in Winnipeg's urban environment during summer months.

### Vegetation

The City of Winnipeg, Forestry Department, conducted a tree inventory of this site (see appendix). There are several American elm, Green Ash, and Manitoba Maple trees growing throughout the site. The health and condition of these trees vary and factors, such as road construction, have contributed in threatening the health of certain trees.



figure 47. Designated Heritage Structures

### Heritage

Of the fifteen buildings, currently located on the site, three are designated heritage structures according to the City of Winnipeg's Historical Building Inventory (see Osborne Village Character Inventory Study appendix). The Denistoun and Archibald Houses have been given a Grade III conservation status. The Church of Christ Science building is designated Grade II. These buildings have been evaluated by the City to be of architectural/ and or historical significance and are currently occupied.

### Comparison

The following is a comparison of the urban contexts surrounding two grocery stores. Example A is the Safeway grocery store in Osborne Village, an urban area. Example B is a Safeway supermarket in the St. Vital area of Winnipeg, a suburban example.



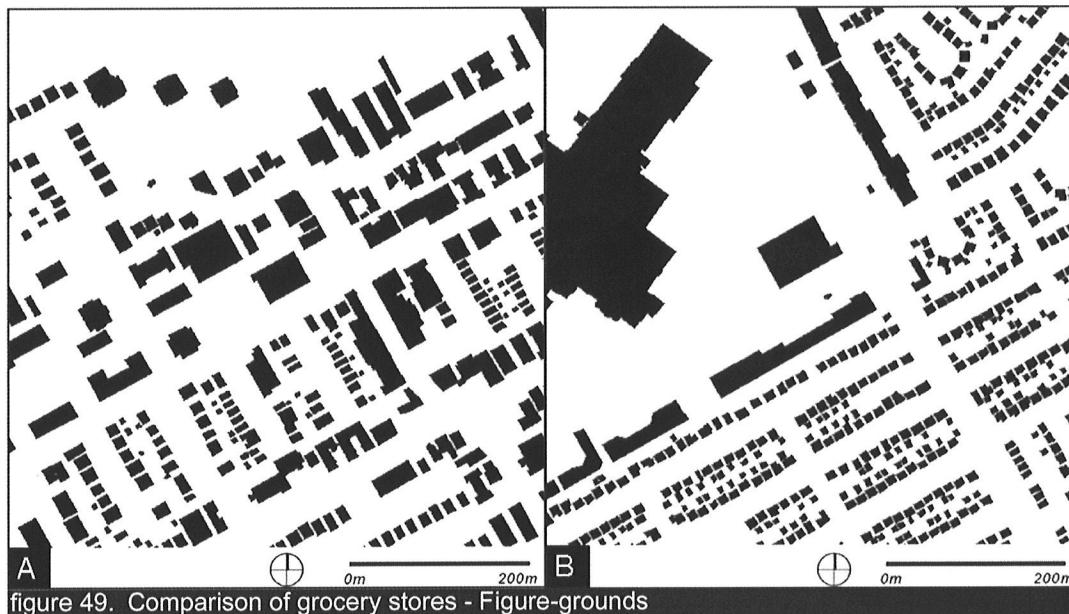


figure 49. Comparison of grocery stores - Figure-grounds

A number of issues are evident in comparing the built fabric surrounding these two stores. The Osborne Village example consists of a greater mix of smaller single family residences and larger apartment buildings, whereas the residences in the St. Vital example are predominantly single family dwellings. The commercial area of the Osborne Village example is more compact and occupies less area than the St. Vital example, where much of the commercial area is occupied by a large shopping mall and surrounded by a surface parking lot. Unlike the Osborne Village Safeway store, which is setback from a major traffic intersection, the St. Vital Safeway store is located directly next to the intersection of Dakota Street and Meadowood Drive. Despite its proximity to the intersection, the orientation of this store is facing away from the intersection and towards the surface parking lot.

### People

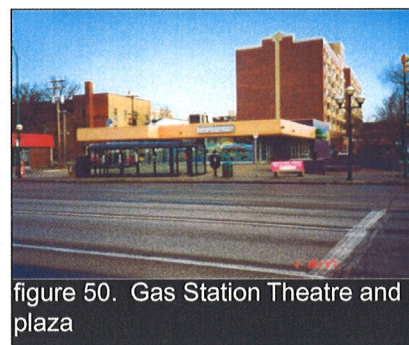
The population of Osborne Village is represented by both old and young, affluent and impoverished. This site is a setting where all of these social groups gather and interact. Although a single company owns the site, it functions as semi-public space.

Professor Geoffrey C. Smith, a geography professor at the University of Manitoba, conducted a study of the urban ambulatory elderly in 1991 (Smith, 1991, p.86). The study examines the grocery shopping behavior of Winnipeg's elderly

living in three neighbourhoods categorized as inner suburb, outer suburb, and central area. The Osborne Village site was chosen as representative of the central area. The results of Smith’s interviews indicated that the seniors in the broader downtown area were deprived of a competitively priced local supermarket. Unlike the suburban counterparts, the Osborne Village Safeway supermarket was located within a half mile of 86% of the sample residents. The author concludes that many of the seniors in the downtown lacked access to automobiles and relied either on public transit, taxis, or foot travel as sources of personal mobility. Aside from grocery shopping, trips undertaken by these people included various other purposes such as visiting the pharmacy and doing personal banking.

**Adjacent properties directly affected by development**

There are several, smaller properties located near this main site that could be integrated into the overall proposed design. For many years, primarily during the 1990s, the public plaza in front of the Gas Station Theatre was a space occupied by street kids. Many of these youth were homeless and they resorted to washing car windows or panhandling as their major source of income. The appearance and behavior displayed by these youth discouraged others from using the plaza, thus, creating a negative social dynamic. Crime such as drug use and drug trafficking pressured the City to set up a surveillance camera directed at the space. The retail storefront fronting this plaza has also changed and has gone from being a Youth Resource Centre to a Subway sandwich restaurant. The resource centre moved to a less prominent location on Osborne Street. The new restaurant has since laid claim to the space by installing a fence and concrete picnic tables. As part of an overall redevelopment strategy, this plaza could be redesigned to better address its status as a semi-public space.



In order to reduce the level of vehicular commuter traffic entering the downtown, the City of Winnipeg has established a river taxi system. The access of to this river taxi is from the Gerald James Lynch Park. Potential to establish a stronger connection between this dock and the commercial establishments in Osborne Village will

improve the overall level of business in the area and, in turn benefiting the quality of life for area residents.

The properties along Gerard Street and River Avenue, owned by the Holy Rosary Church are also affected by the development on the Safe-way site. A major issue for this group is accessible parking.

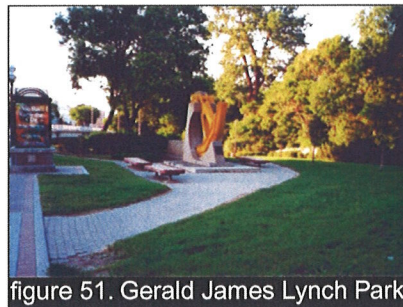


figure 51. Gerald James Lynch Park

### **The site as a place**

The nature of the existing businesses located on this site establish it as a setting where high levels of daily social interaction occur. According to Jackson, places are “a result of habit or custom” and are “embedded in the everyday world around us” (Jackson, 1994, p.194). This site does fit this description, however, the subjective criteria touched upon by Jackson and other writers, such as Massey and Lippard, are less easily understood. Regardless, it is evident that the nature of the land use, the location of the site, and the existing high volume of pedestrian and vehicular traffic make this a central meeting place, attractive for people of varying ages and economic backgrounds.

The current scale and design of the site does not respond to the surrounding physical structure of Osborne Village and is characteristic of suburban developments found on the outskirts of the city. If this site is indeed a place, any physical consideration given to establishing it as such are unintentional and are intended to ensure the functional operation of the current businesses.

### **Summary**

The opportunity to redesign this site to include a neighbourhood supermarket will continue to prove to be of benefit for the residents of Osborne Village. The chosen site is suitable for this type of development and I will explore the potential of designing this type of commercial development in a way that responds to existing cultural and physical factors.



In order to design a commercial development that includes a supermarket, I need to be familiar with several the issues associated with this type of development. The following is a general survey of the issues associated with supermarket developments.

### **Supermarkets and grocery stores**

Food markets have existed in western cities since the age of early Mesopotamia. During the classical era, the Athenian agora was the place where citizens from the surrounding region would gather to engage in commerce as well as where events, such as political rallies, would occur. As Mumford explains, “the agora was above all a place for palaver; and there is probably no urban marketplace where the interchange of news and opinions did not, at least in the past, play almost as important a part as the interchange of goods” (Mumford, 1961, p.149).

The food market continued throughout European and North American history in the form of farmers markets, which eventually led to the grocery store.

The grocery store evolved to become the supermarket and the first supermarket appeared in King Kullen, N.Y in 1930 (Chung et al., 2001, p.35). As Kingston explains, “the supermarket was inevitable, the result of concentrated urbanization, the automobile, refrigeration, vacuum packing, and other technological breakthroughs” (Kingston, 1994, p.62). As cities have changed, so too have supermar-

kets. The typical supermarket in North America is characterized by a large box-shaped building with an expansive parking lot in front. The increasing store size of this type of business has contributed significantly in defining the typical image of the contemporary commercial landscape of North America.

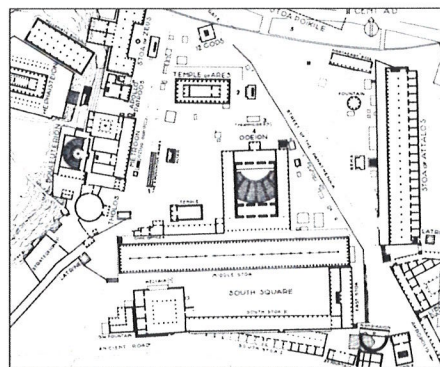


figure 52. Athenian agora

### Food is nature

Grocery stores are an important link between people and the natural world. For most of us, the grocery store can be described as “an anonymous, clinical place, where food is processed, packaged, shrink-wrapped, stickered and shelved - alienated from its natural sources” (Kingston, 1994, p.62). Over recent years, however, issues of health and the environment have been a primary focus for media attention. Issues regarding mad-cow disease, genetically modified foods, and water contamination have led to an overall increase in consumer awareness of how we are physically affected by the foods we eat. Attention to the health of our environment and the effects that the food industry is having on our natural environments has also increased. This increased consumer awareness has forced many grocers to respond by offering an extensive selection of organically grown food as well as bottles of distilled or spring water. Smaller alternative supermarket chains, such as Trader Joe’s in the United States, have maintained strict policies regarding which producers they buy from while maintaining affordable prices.



figure 53. Safeway logo.

### Safeway

The Safeway Corporation is one of the largest grocers in the world with its head offices in Anaheim, California. In 2000, the total annual revenue of the company was 12.4 billion dollars (Chung et al., 2001, p.70). There are currently 1,650 Safeway stores in Canada and the United States ([www.safeway.com](http://www.safeway.com)). Today, in order to continue its need to grow and expand its services, maintain lower prices, and gain a greater

market share, Safeway builds larger stores.

Safeway's roots in Osborne Village lie deep. The company has been present in the area since the 1950s when they first acquired their current property and, later, expanded during the 1970s. Safeway continues to operate its store in Osborne Village but it has expressed a desire to expand its operation in the neighbourhood.

### Precedent

Despite being highly prominent elements that are found in most Western neighbourhoods, supermarkets and grocery stores design is generally not celebrated as high art. These types of establishments are part of people's daily routine and the design of these places are utilitarian in nature. There are however, a number of examples of supermarkets that, to some degree, significantly respond to their context.

There are many examples of supermarkets in dense neighbourhoods in Canadian cities like Toronto and Vancouver where the store is built directly up to the sidewalk and significant attention is paid to the overall design. In many instances, parking is located below the store. These stores represent an exception to the industry standard and are generally designed in such a manner because of high land value and limited available space. Companies, like Safeway, will take all necessary steps to avoid building underground parking in order to ensure their economic concerns are met.

There are other examples in the United States, of supermarkets where careful attention is given to how the building and parking lot responds to the context. Mark Hinshaw gives several examples of supermarkets in Seattle, where this method of development has occurred (Hinshaw, 1999, p.75).

The Sainsbury company of the United Kingdom has developed new stores in which careful consideration is given to a quality design that responds to the sur-

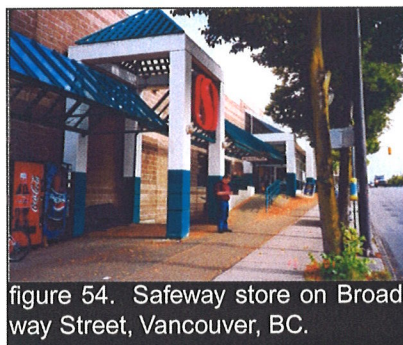


figure 54. Safeway store on Broadway Street, Vancouver, BC.

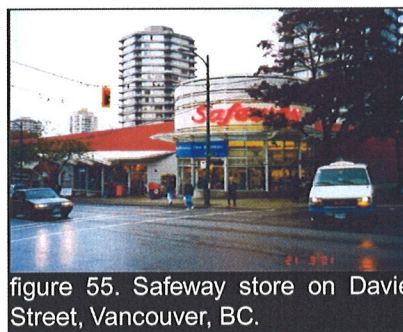


figure 55. Safeway store on Davie Street, Vancouver, BC.

rounding context. During the late 1980s, the company staged a competition as a means to explore alternative supermarket designs (AR, 1987, p.75). Sainsbury continues to build new stores that are progressive and inventive in their design.

**Store design**

Grocery companies, like all businesses, aim to attract customers and increase profit. In their detailed synopsis of the grocery industry, Kahn and McAlister explain the chief variables that determine grocery store patronage as, “location, convenience, low price, fast check-out, friendly courteous service, best weekly specials, and shopping environment” (Kahn and McAlister, 1997, p.95). These variables are important in determining the typical layout of the standard North American grocery store. These general principles are the reason for Safeway’s desire to increase the size of its store and to remain centrally located within Osborne Village. Through their research, they also determines that the design of a grocery store or supermarket is important. They state that, “when atmosphere makes the store environment more pleasant, consumers are likely to spend more time in the store. It is hoped that if consumers are persuaded to spend more time in the store, and are feeling happy, more money will be spent” (Kahn and McAlister, 1997, p.133). In this statement it is evident that it is not clear if the emphasis on a store design will increase profit.

In order to determine the general criteria currently followed by the industry

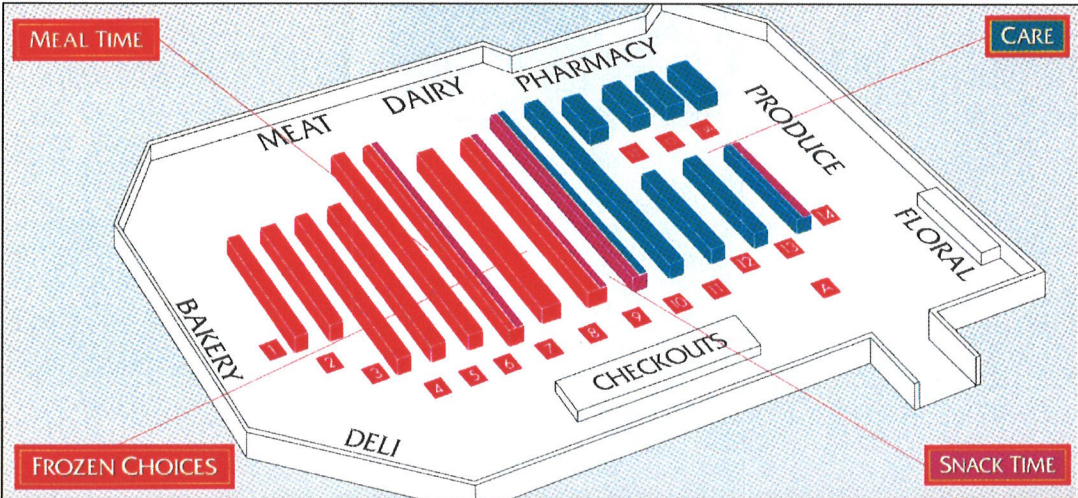
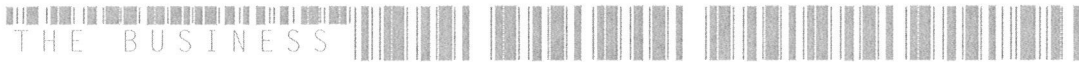


figure 56. Example of store layout



in designing and building new stores, several corporations were approached and asked to participate in an interview. In order to protect the professional interests of the involved parties, the total number of companies contacted and the names of the companies must remain confidential. Only one company agreed to participate, under the condition that their name not be included as part of this study. The results of this questionnaire are included in the appendix.

According to the company contacted, store location is based on a series of economic, social, and physical criteria. The most important factor determining a company's investment in this type of development is the projected return. Convenience, comfort, and safety are significant factors that determine the design of a store.

### **Summary**

The grocery industry is one based on high volume and low prices for the customer, and this principle is reflected in the appearance and function of the typical big box development. Regardless, there are many North American and European examples of large grocery companies that build stores designed in ways that, to some degree, respond to the contextual factors. Based on company research, Safeway has expressed interest in building a new store on a site in Osborne Village.



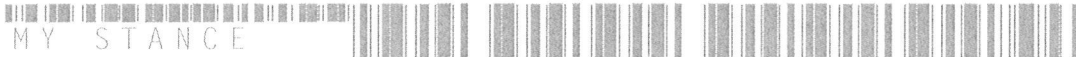
### **What is my role?**

The question that remains to be asked is, “how can a large supermarket development respond to the context of Osborne Village?” I believe that a solution can be achieved. The role of a designer in this process is to not be partisan but rather to approach the design as an outsider who is very aware of the concerns and issues associated with a project.

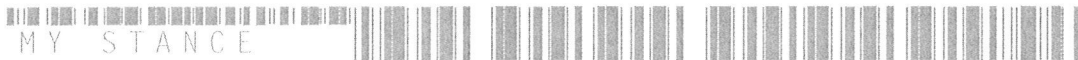
### **The program**

Based on my research, I have determined the following list of criteria as important to this design:

- Design a 4180 square meter (45 000 sq. ft.) grocery store. The existing store is well used and does not adequately accommodate the high level of traffic it receives on a daily basis.
- Accommodate approximately 200 parking stalls. Safeway has acknowledged that most of its current customer base come to the store on foot. For many visitors to Osborne Village, however, parking is an issue. The site could continue to be used as the ‘Village parking lot’.
- Break up the building mass of the store in order to respond to the pedestrian scale of the context. The surrounding built fabric consists of smaller scale structures. The typical block dimensions in the area determine the dimensions of these surrounding buildings.



- Accommodate the needs of loading and garbage vehicles. Allow for two loading docks. The business must be able to conduct its operation as efficiently as possible.
- Retain existing vegetation and introduce new vegetation. Acknowledge that existing trees can enhance the spatial experience of the site by providing shade, minimizing evapotranspiration levels, and improving overall aesthetic appearance and sensation of the environment.
- Respond to microclimate. Design the site in response to sun shadow patterns, prevailing winds, and ensure year round use.
- Respect existing demographic. Acknowledge the needs of all users.
- Design the site in a way that enhances existing street culture. Acknowledge that this type of development can occur on this site and contribute to the area's overall social vibrancy by providing features that respond to pedestrian traffic.
- Ensure signage is clearly visible and respects pedestrian scale of the area.
- Accommodate existing pedestrian activity and explore the potential of allowing new routes throughout the site.
- Given the high level of pedestrian traffic this type of business generates, ensure ease of access to the site for both cars and pedestrians.
- Address the intersection of cross streets.
- Address the parking needs of the Holy Rosary Church congregation.
- Address the need for convenient access for adjacent businesses (i.e. Movie Village, Shopper's Drug Mart).
- Design for a drop off/ pick up area for vehicles.
- Propose a function for the Church of Christ Science building.
- Ensure adequate visibility for all businesses.
- Maintain residential character of Roslyn Street and Nassau Avenue.
- Address the needs of bus users. Integrate bus stops into overall scheme.
- Design to ensure the safety of those using the site. According to the company interviewed, grocery stores attract high crime rates.
- Link development with the City of Winnipeg River Taxi system.
- Redesign plaza in front of Gas Station Theatre.
- Create a mix of uses on site. A mix of uses characterizes Osborne Village.
- Retain as many existing buildings as possible in order to ensure the



- diversity and reinforce density of area.
- Create a design that embodies the principles of environmentally sustainable design. Design according to LEED principles.

### **Conclusion**

By designing according to these principles, a solution can be achieved that will help reinforce Osborne Village as a dense, pedestrian-scale, and socially vibrant area of Winnipeg where commercial and residential uses co-exist. Aside from ensuring the daily operations associated with the program, I have chosen to approach this site in a way that is creative and inventive in order to express the spirit of diversity that embodies this neighbourhood. The design, in the end, should be enjoyable, a place that celebrates the physical and social factors that exist in Osborne Village as well as the social interactions that occur in and around a neighbourhood supermarket.



The following is a series of photographs and drawings that reflect my design process. These images represent various stages of the process that eventually results in a final design proposal. Due to the exploratory nature of this section, I have chosen to present these images in a sporadic and fragmented manner.

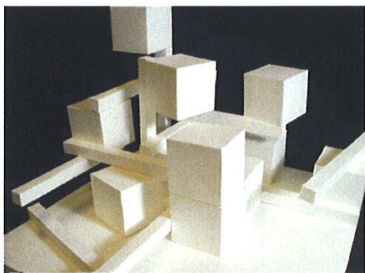


figure 57.

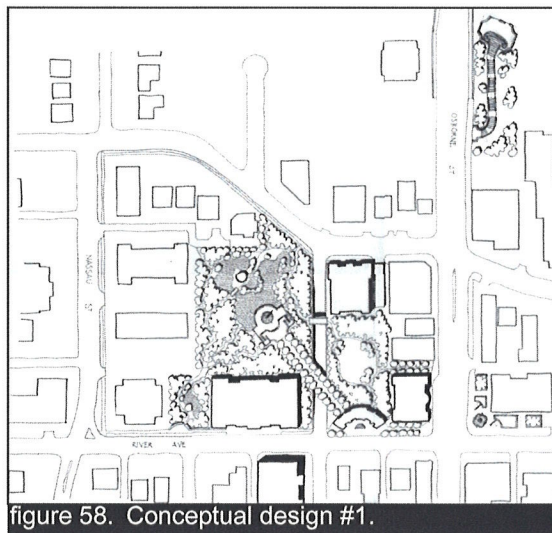


figure 58. Conceptual design #1.

An exploration of possibilities.

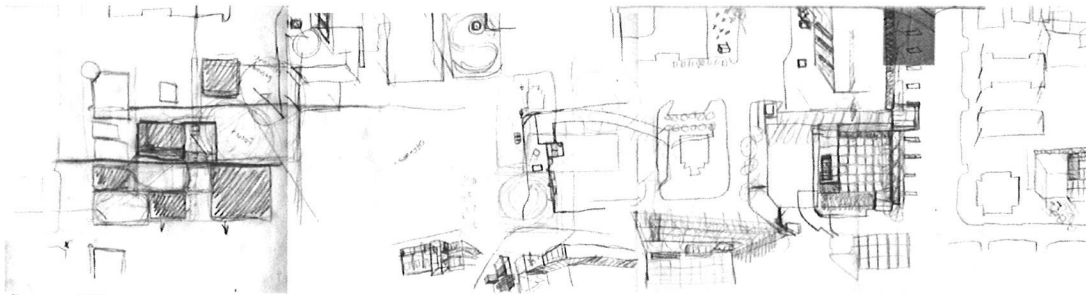


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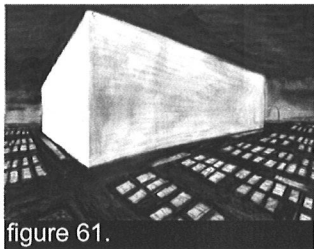


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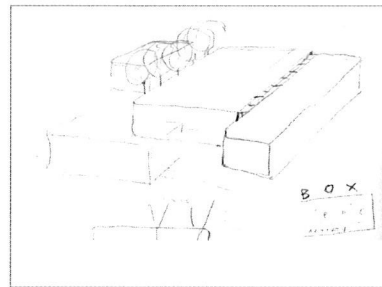


figure 60.



figure 62. Conceptual design #2.

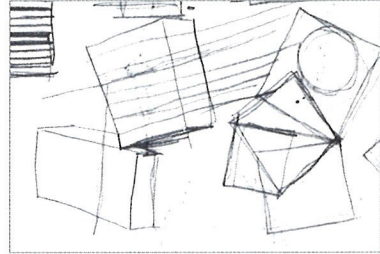


figure 63.

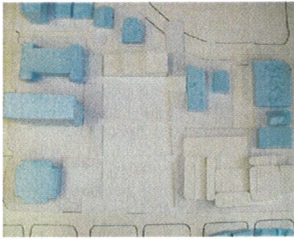


figure 64.

Constant questioning.

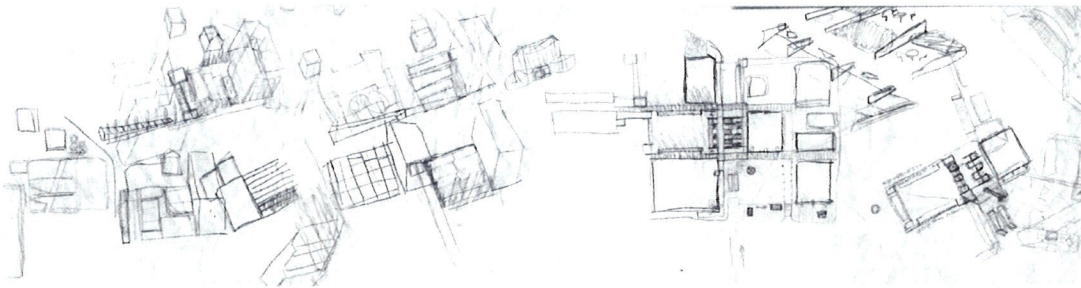


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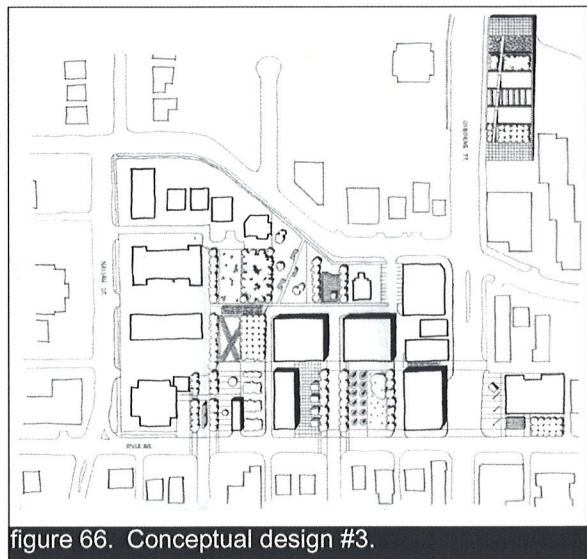


figure 66. Conceptual design #3.

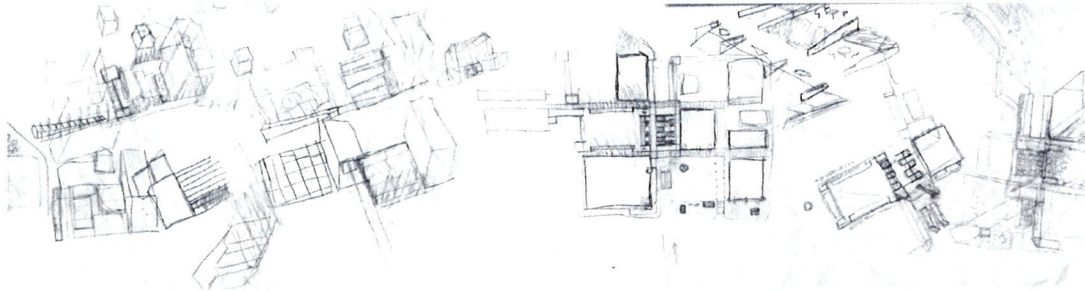


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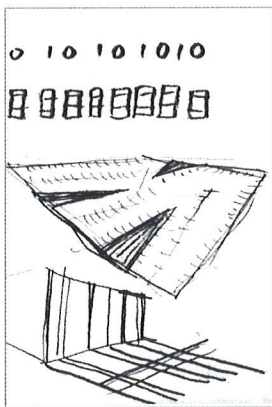


figure 69.



figure 68. SITE.

A visual process.

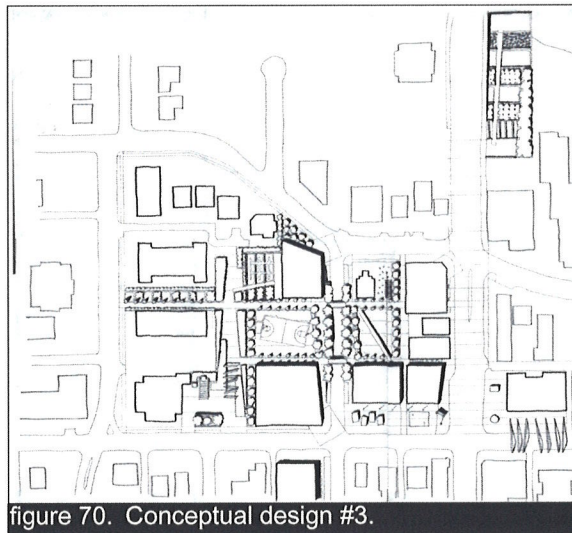


figure 70. Conceptual design #3.

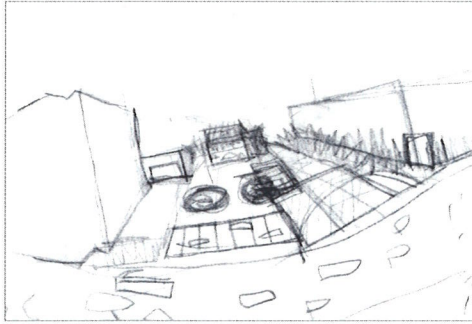


figure 71.

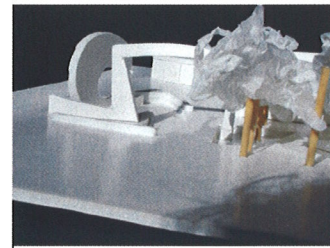


figure 72.

Order from chaos.

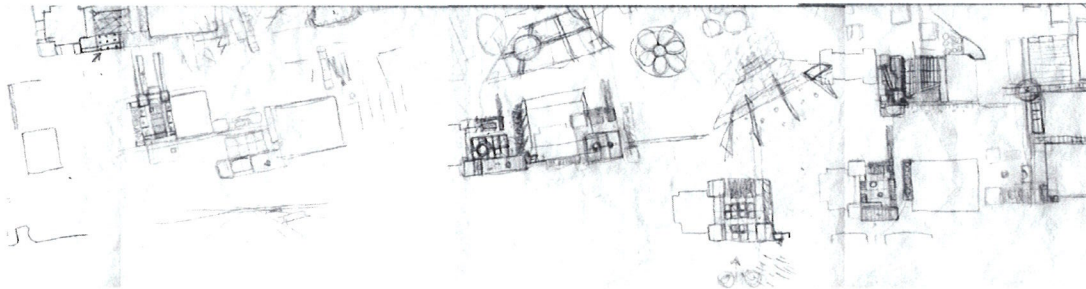
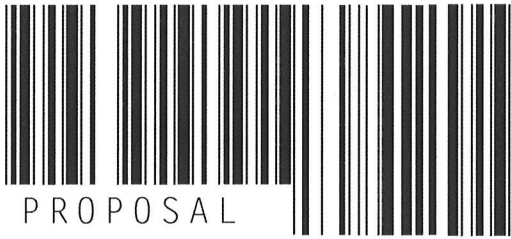


figure 73.



figure 74. Conceptual design #5.



The following is a proposed design solution to the community conflict in Osborne Village. This section represents the culmination of my research in the previous sections.

## Buildings

Fractured building mass reinforces pedestrian scale of area.

Front and back entrances to supermarket address both pedestrian and car driving customers.

Apartment complex reinforces residential nature of Roslyn Road.

Conversion of Church of Christ Science building into neighbourhood spa.

Condominium complex on Gerard Street fronted by commercial storefront along River Avenue.

Retain Campbell house as professional offices.

## Land Use

Encourage diversity and a mix of land uses.

Create plaza and park space adjacent to buildings.

## Circulation

Underground parking lots address needs of car driving shoppers, visitors, and residents.

Dense scale and pathways through site encourage pedestrian activity.

Redesign and integrate bus stops into plaza spaces.

Design Gerald James Lynch Park as boat dock in order to strengthen connection to water taxi service.

Extend axis of Gerard Street through the site to encourage pedestrian flow.

Prioritize pedestrian activity by removing the right turn yield lane at the corner of Osborne Street and River Avenue.

## Diversity

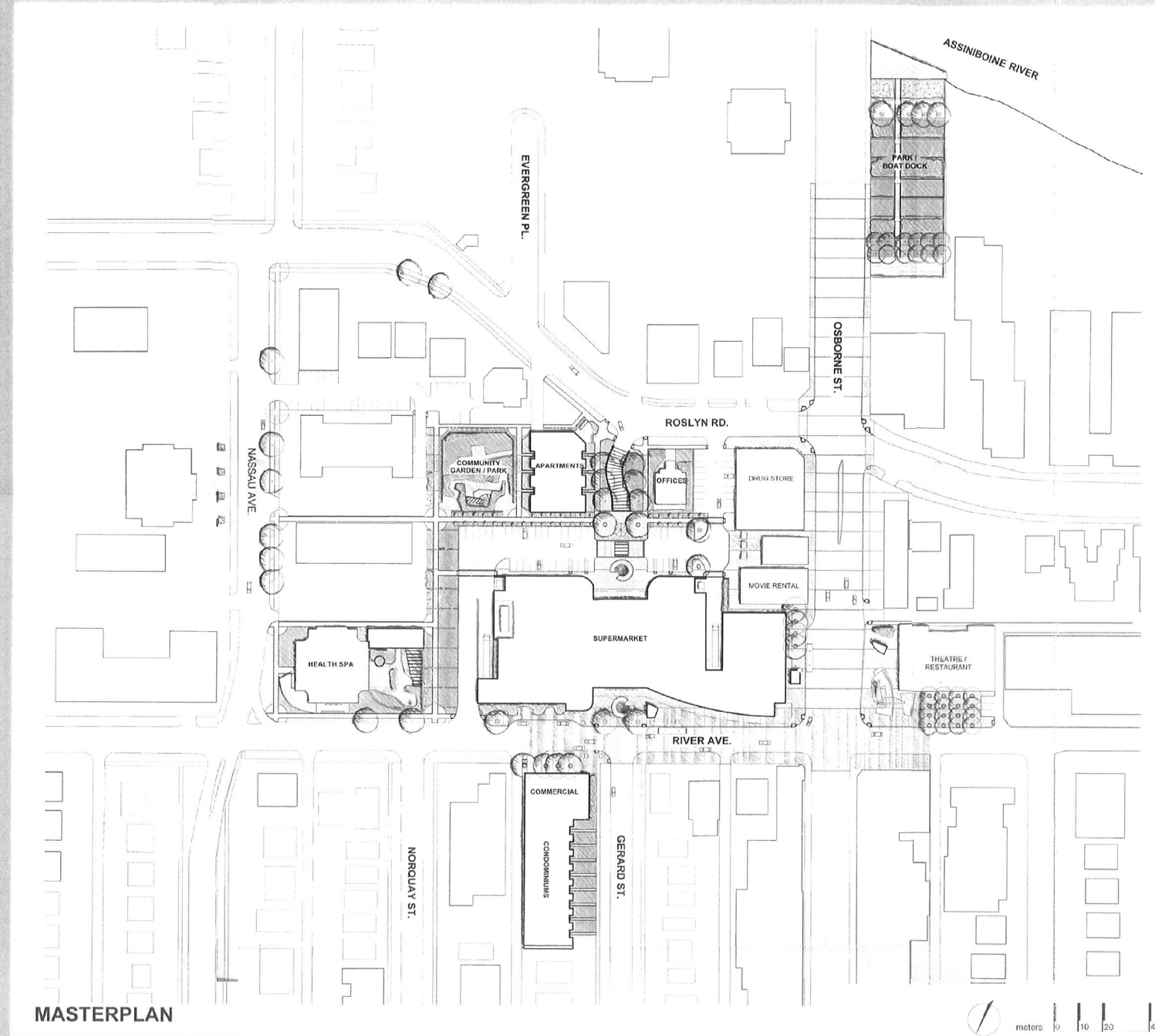
Expressed through form and materials.

## Connection

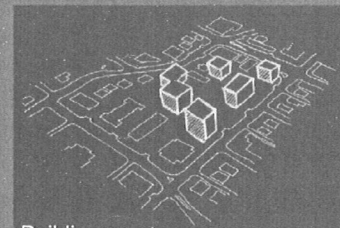
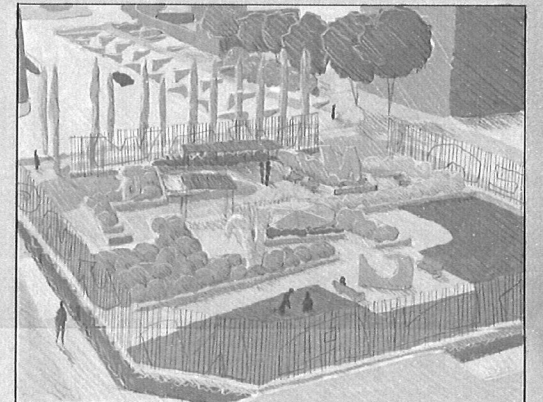
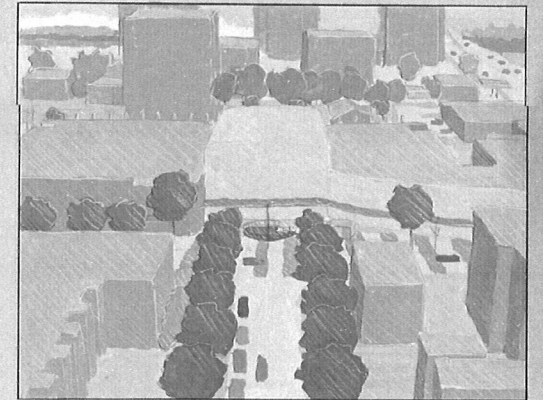
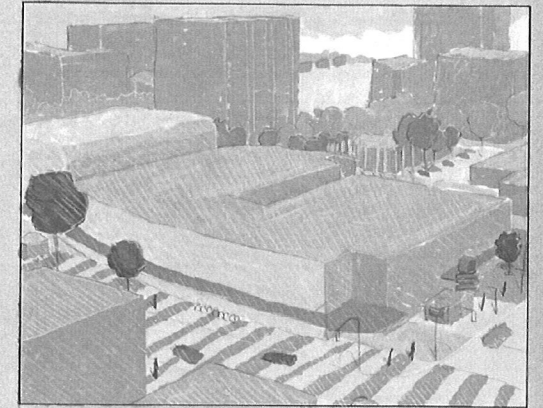
Site to be accessible to all users.

Integrate adjacent public open spaces with semi-public commercial development.

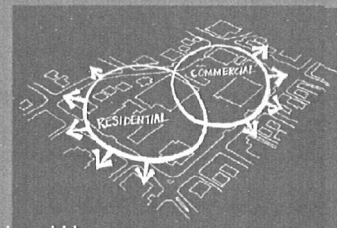
Enhance site as a place of significance for both residents and visitors to Osborne Village.



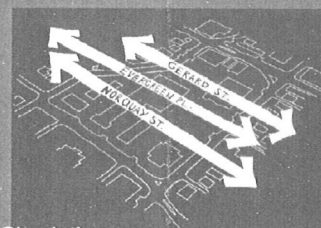
MASTERPLAN



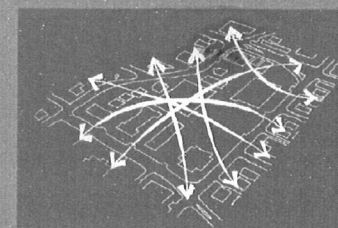
Buildings  
Break up building mass.



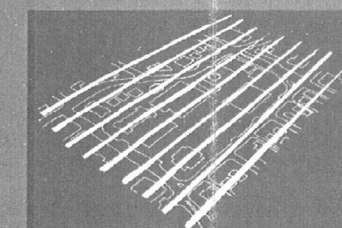
Land Use  
Integrate commercial with residential.



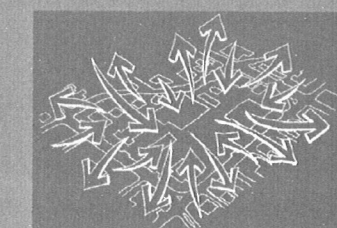
Circulation  
Extend intersecting streets.



Circulation  
Enable pedestrians to circulate through the site.



Diversity  
Geometry emphasizes area diversity.



Connection  
Connect site to broader community.

## CONCEPT



no name™: redefining a commercial marketplace in Osborne Village

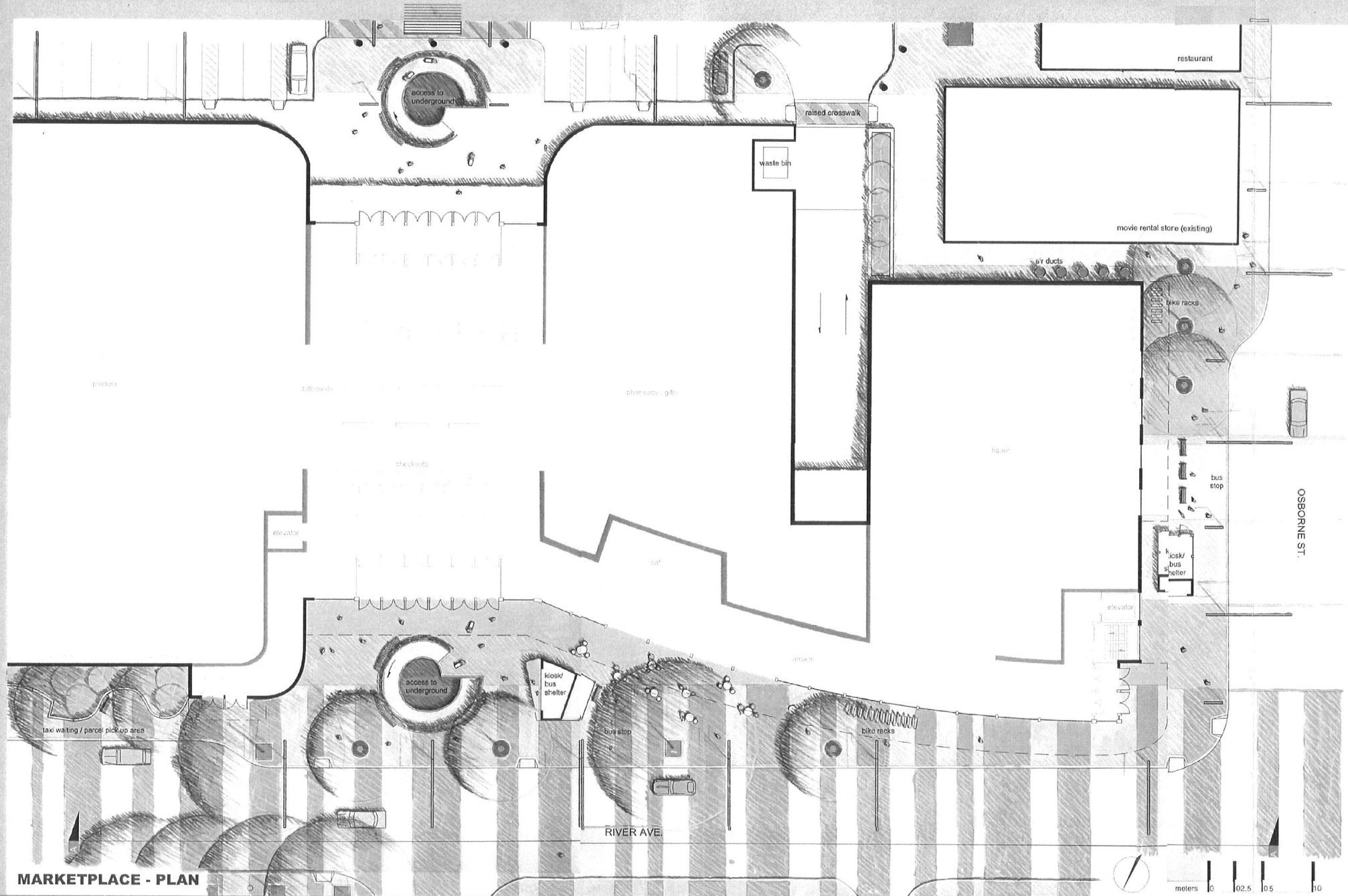
Shaun Finnigan  
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Faculty of Graduate Studies

Advisors:  
Dr. M. Eaton  
B. Yanchyshyn  
T. Monteyne

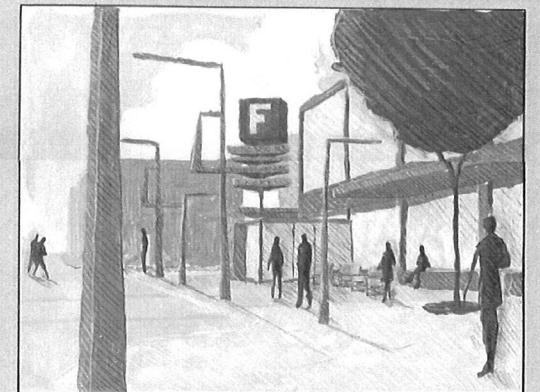
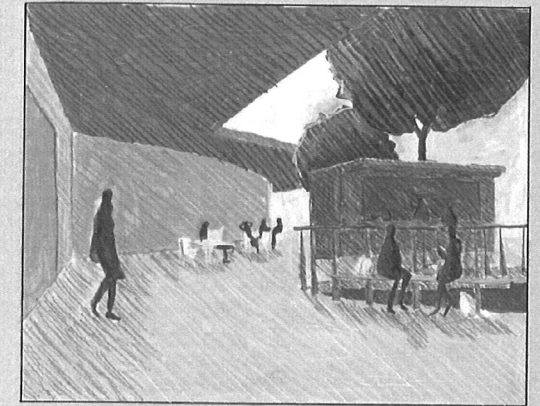
08.15.02

MASTERPLAN /  
CONCEPT

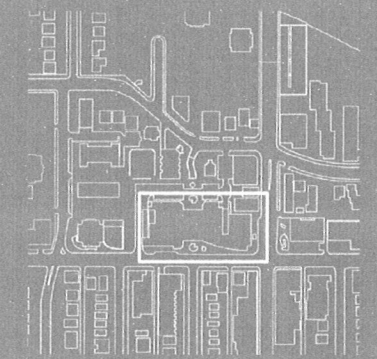
L1



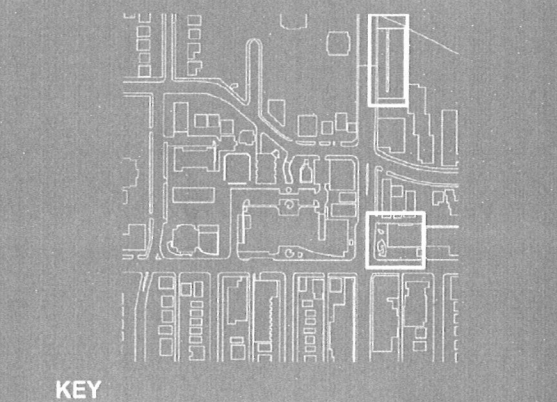
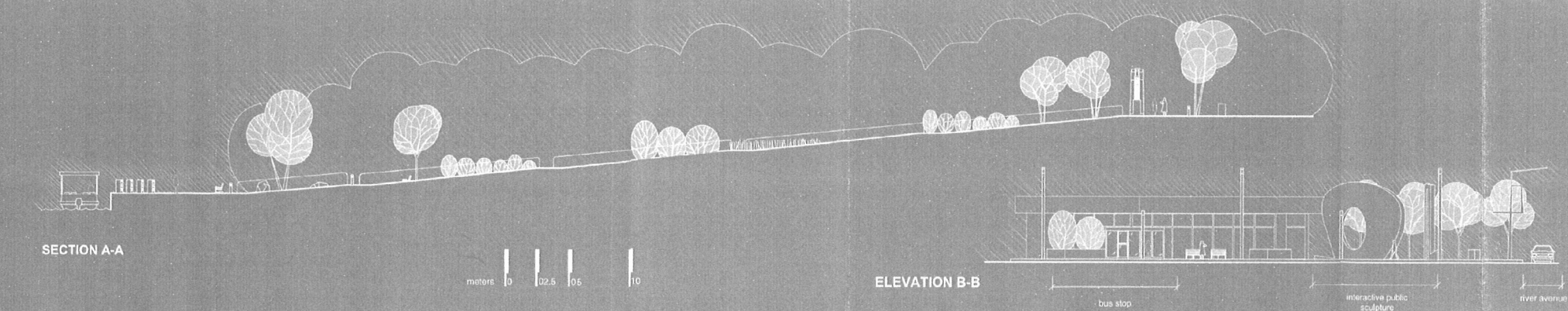
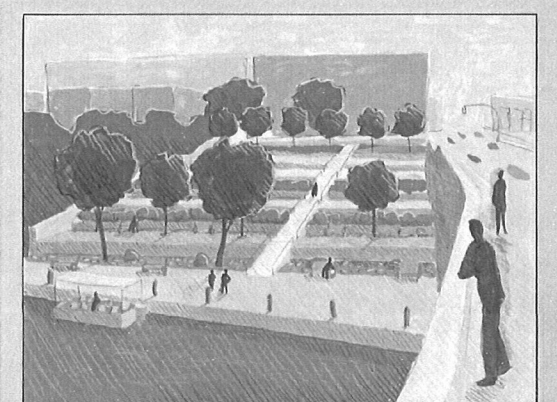
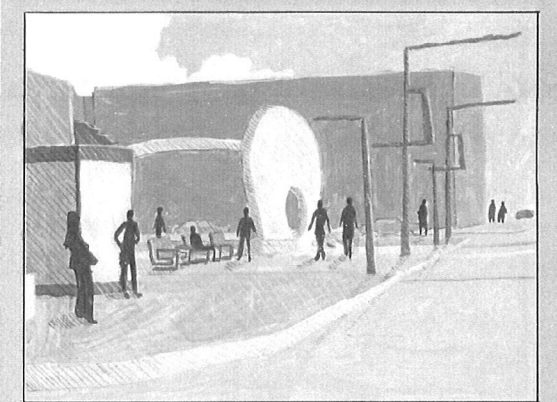
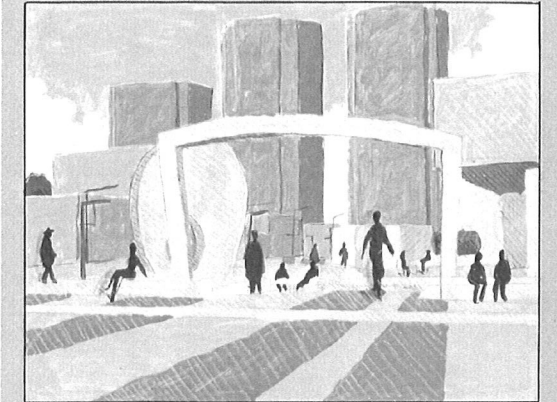
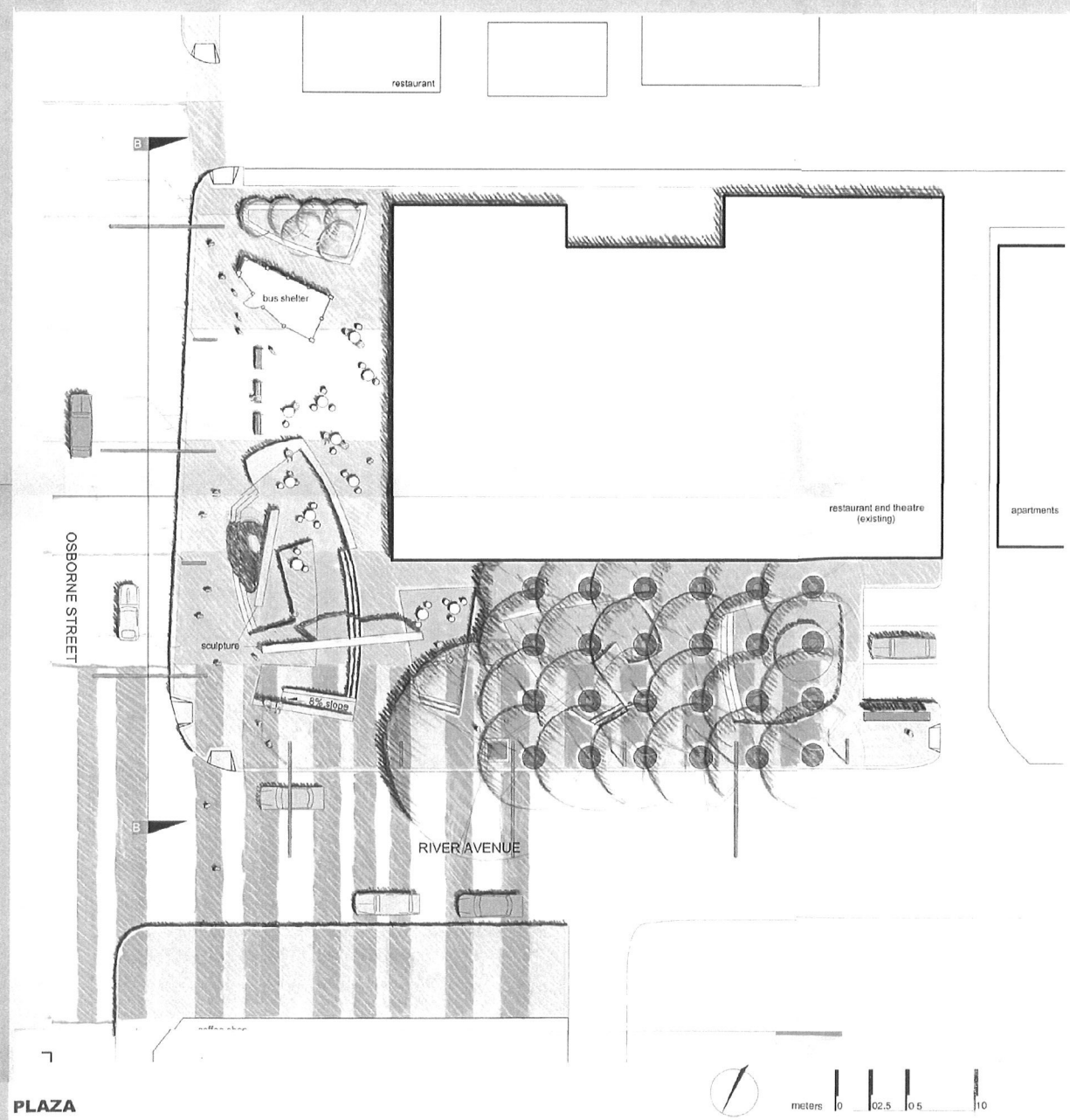
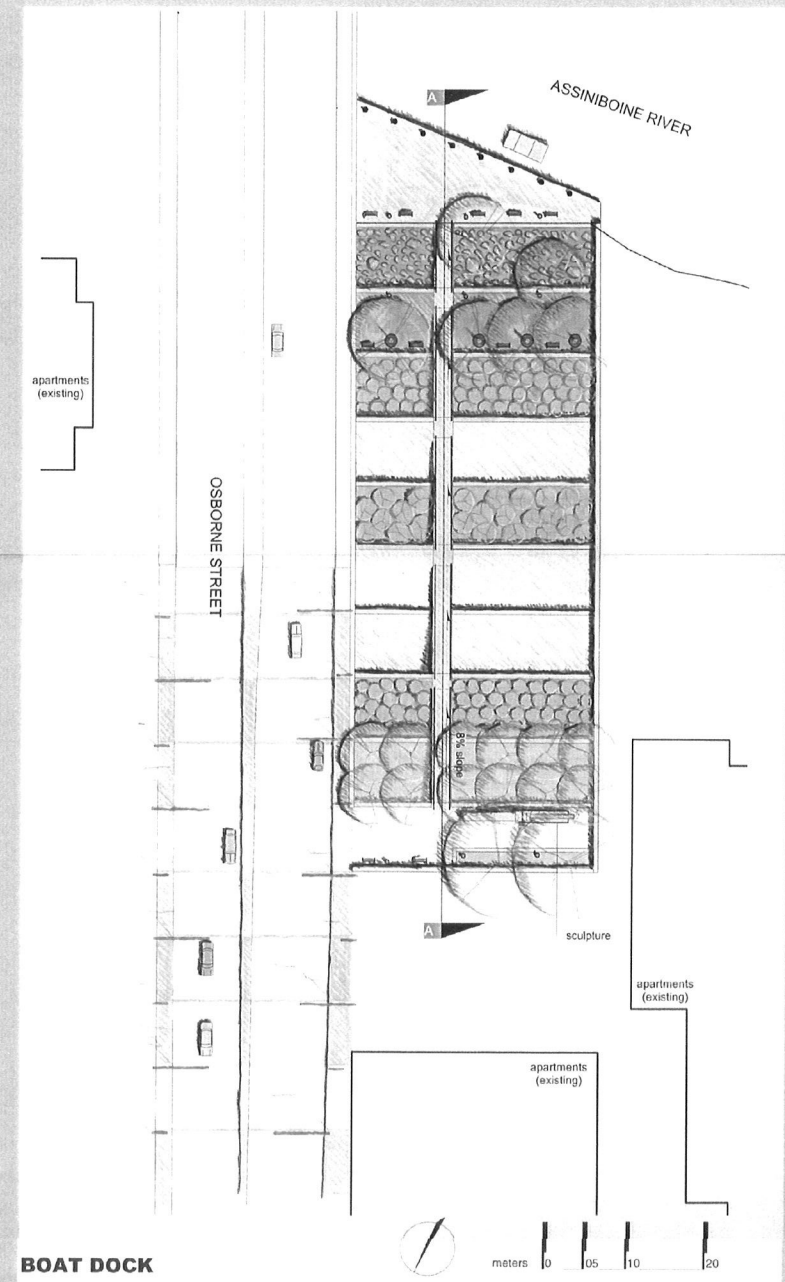
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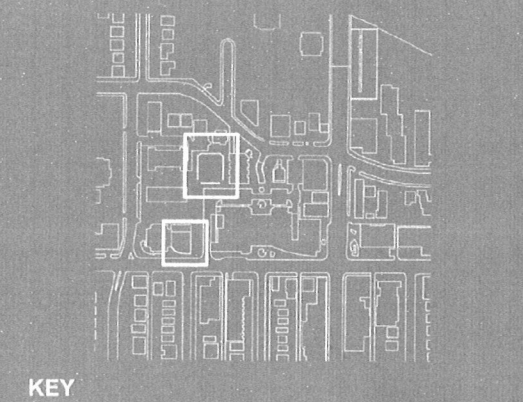
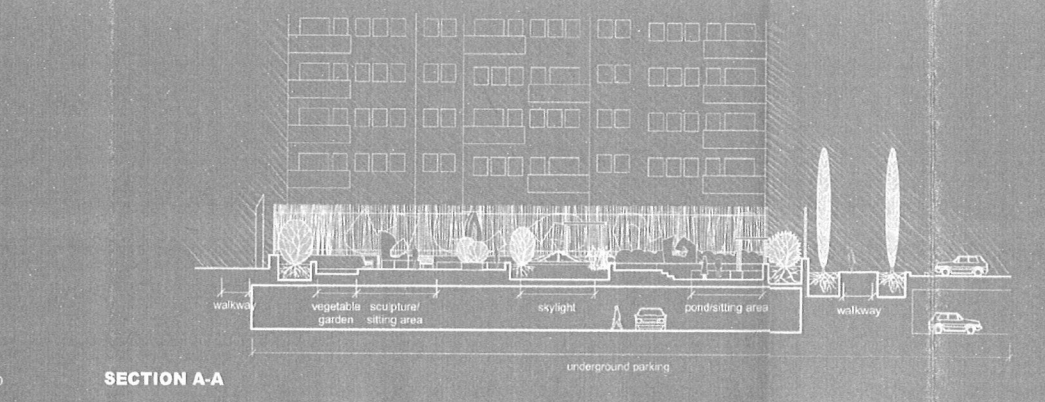
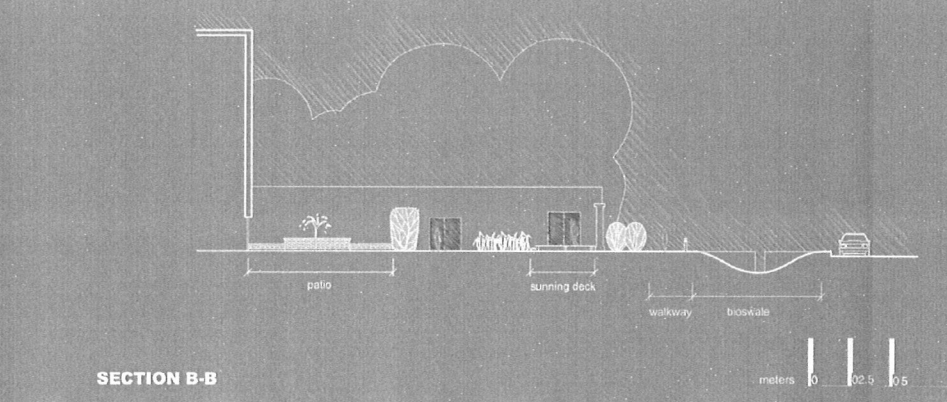
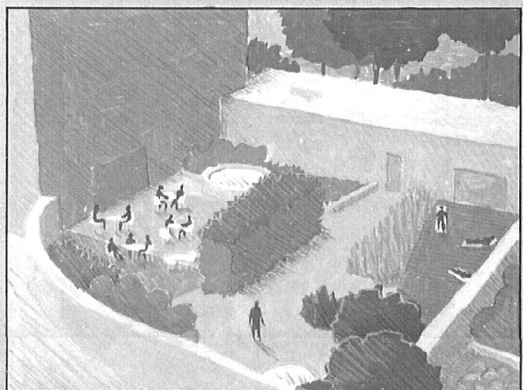
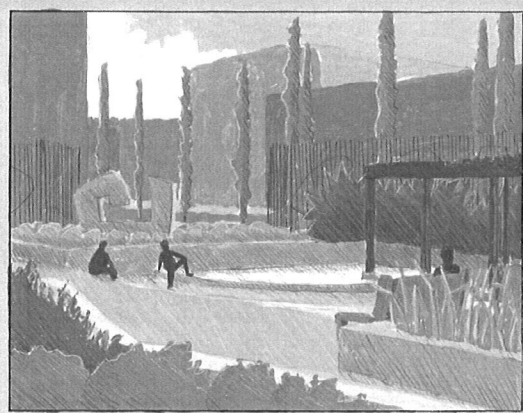
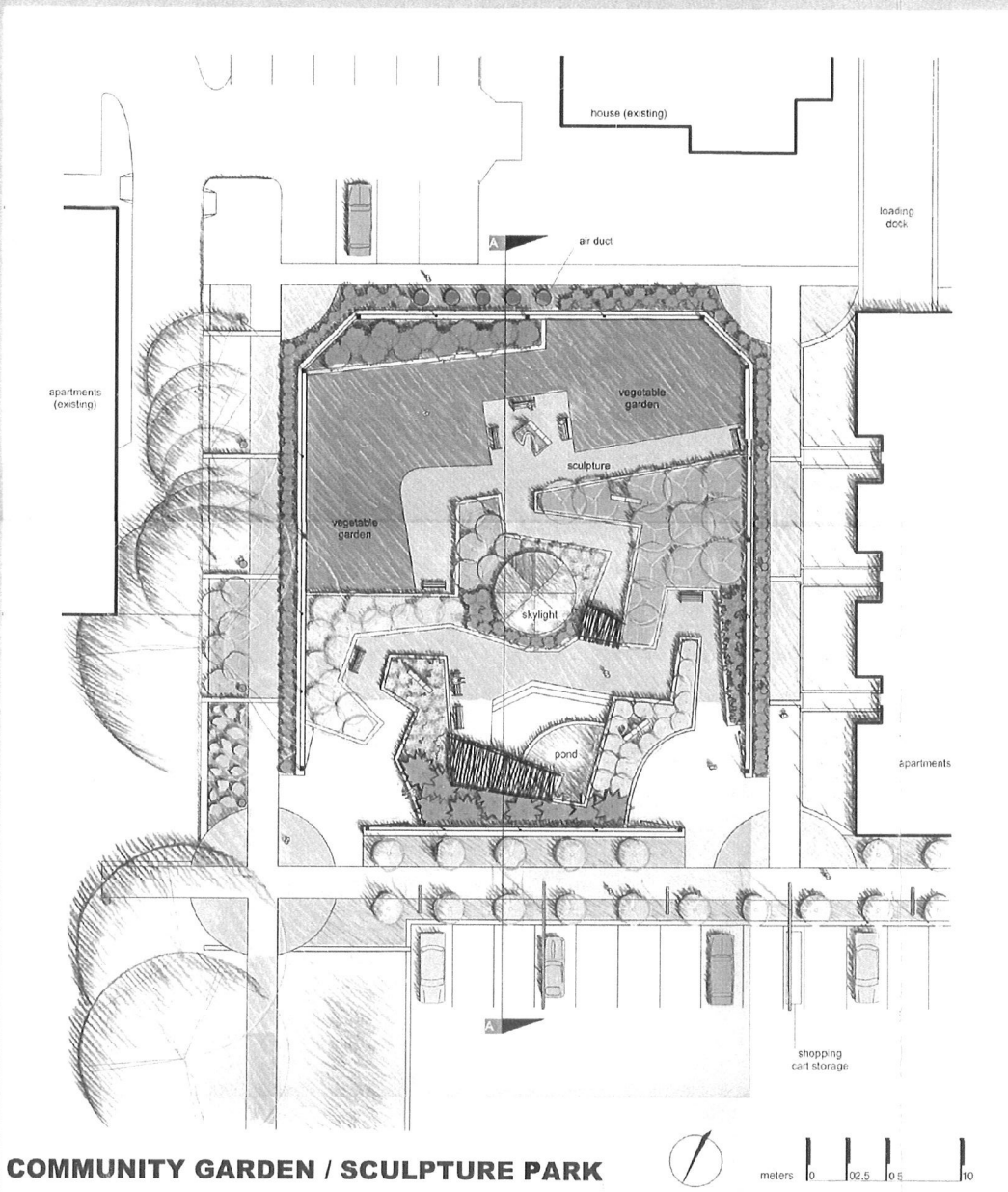
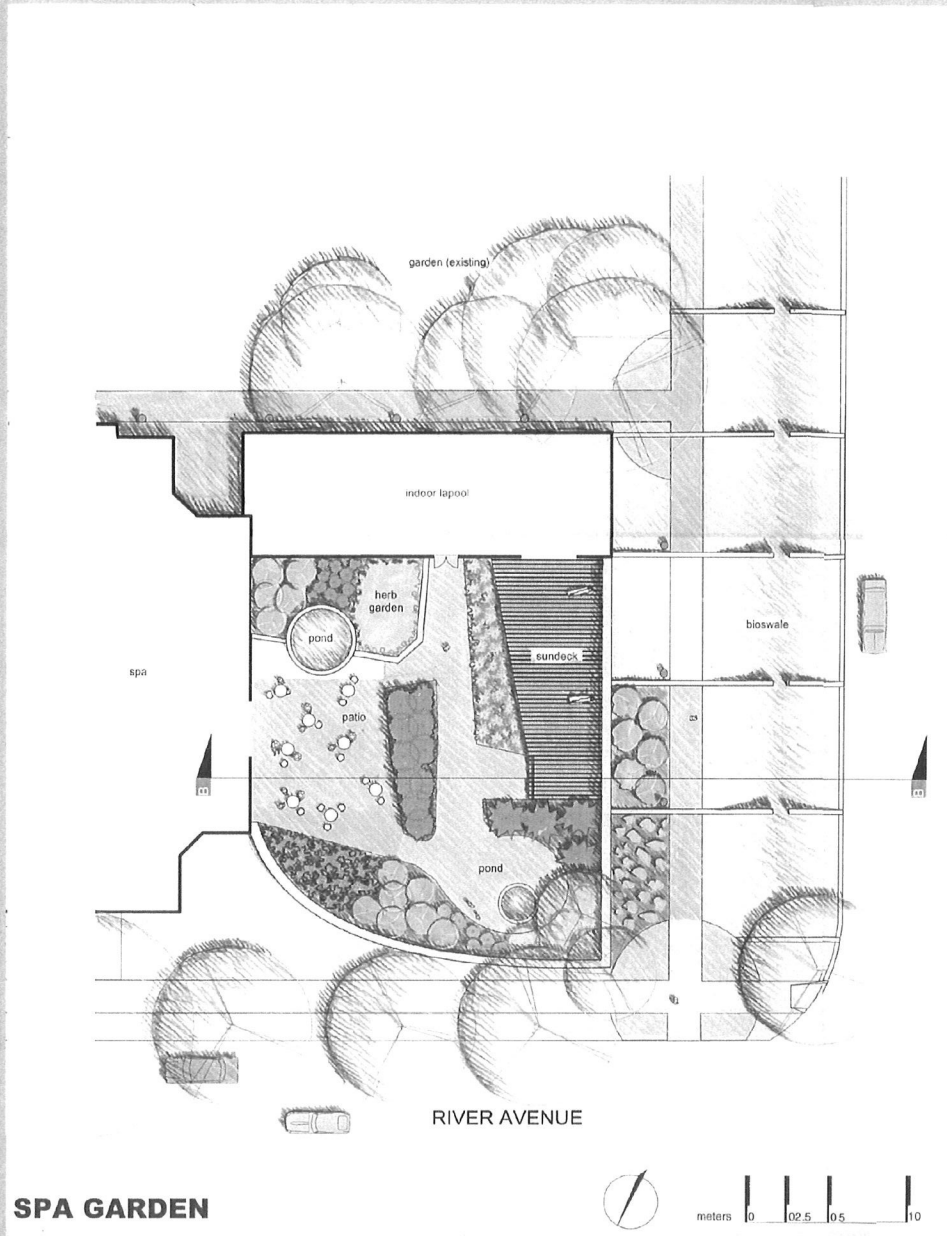


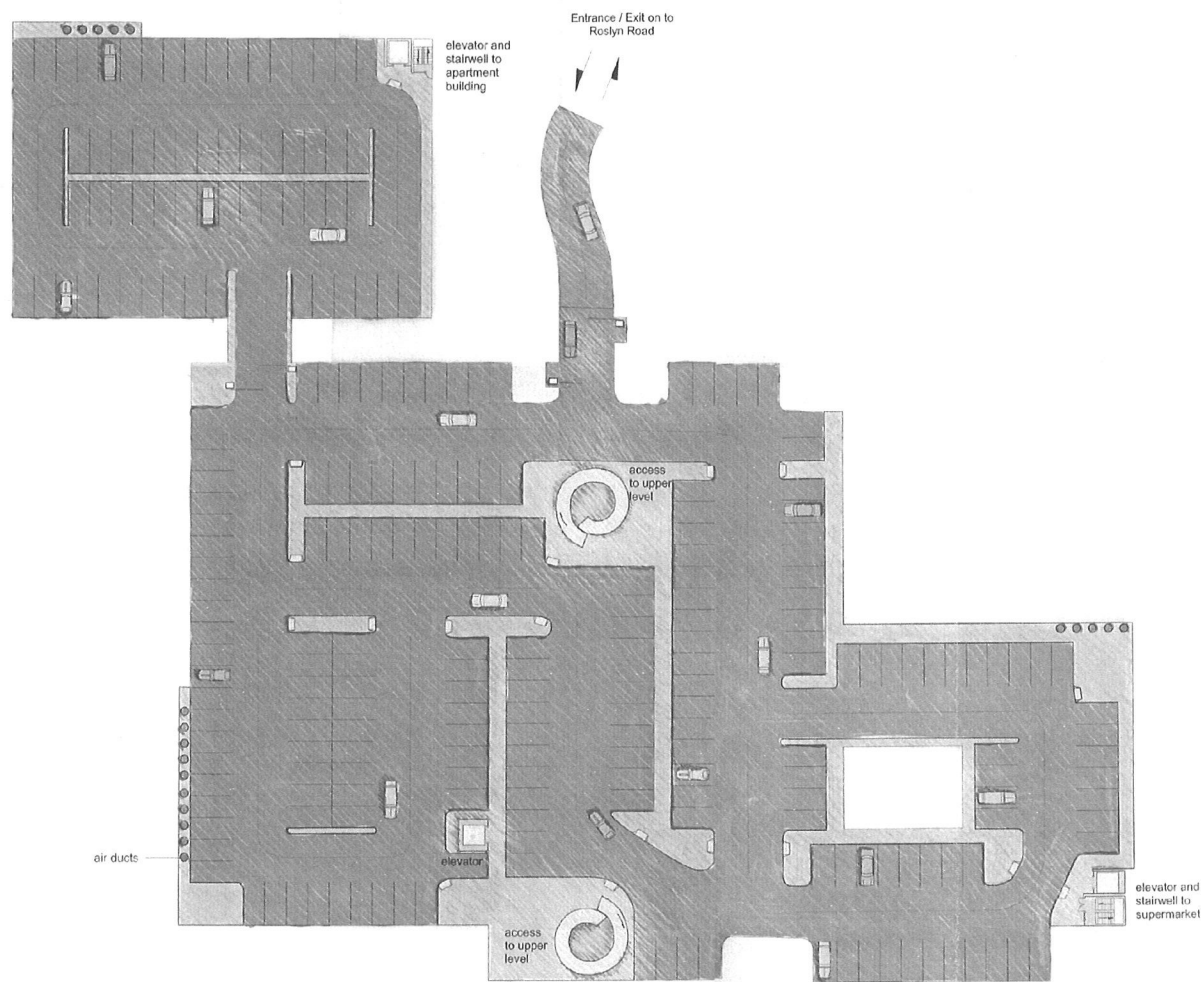
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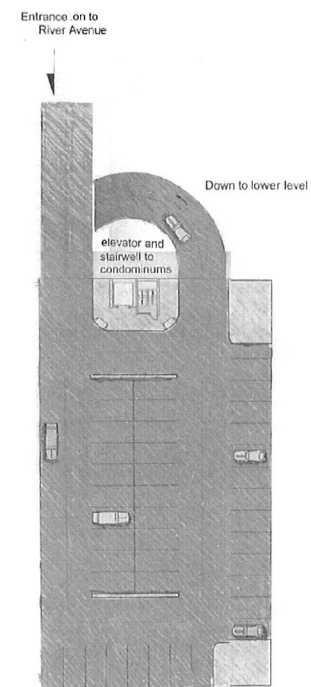
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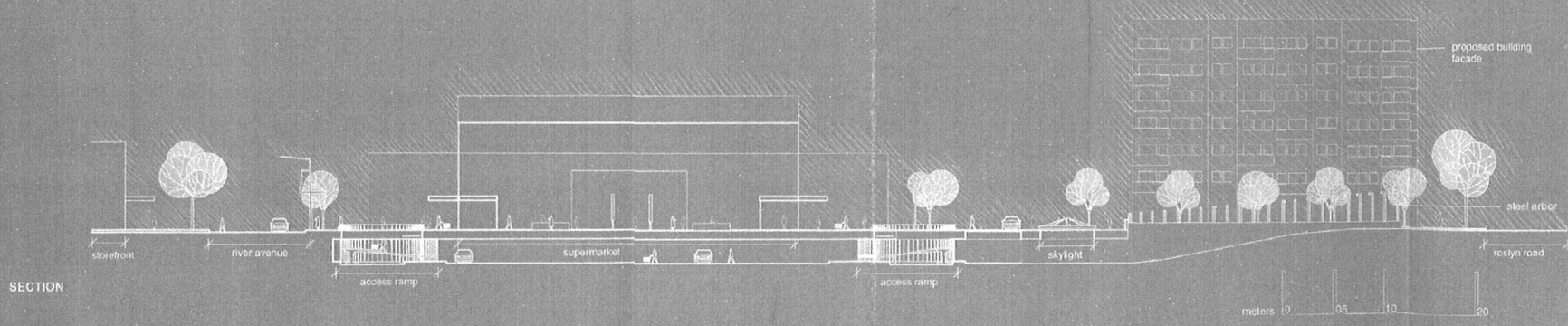
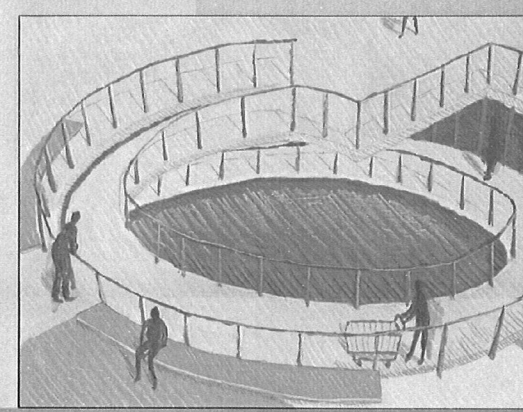
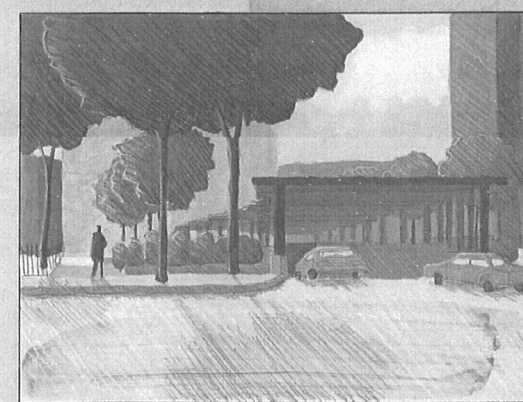
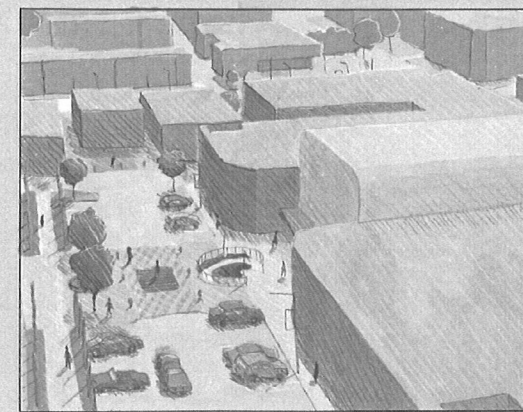




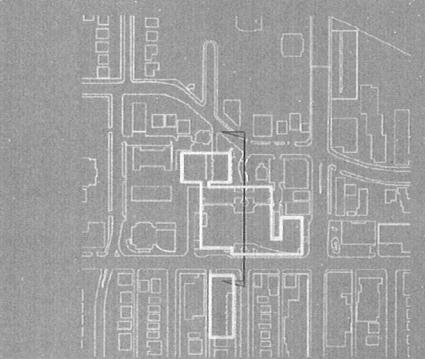
SUPERMARKET UNDERGROUND PARKING



CONDOMINIUMS UNDERGROUND PARKING



SECTION



KEY

no name™: redefining a commercial marketplace in Osborne Village

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 08.15.02

UNDERGROUND PARKING LOTS  
 / SITE SECTION

L5



A P P E N D I C E S

Appendix A - City of Winnipeg. Zoning Bylaw No.6400. City of Winnipeg: Winnipeg. section VI-1, VII-1.

Appendix B - Osborne Village Character Inventory Study

Appendix C - Osborne Village Neighbourhood Coalition Report. September 1, 1999. p.3

Appendix D - Tree Inventory. City of Winnipeg. Foresters Department. June 11, 1999.

Appendix E - Interview with grocery company representative.

## PART SIX RESIDENTIAL DISTRICTS

### 600 INTENT AND PURPOSE

- 600 (1) The "RR-2" Rural Residential District is intended to provide for large lot rural residential development in accordance with provisions of Plan Winnipeg.
- 600 (2) The "R1" and "R2" Districts are intended to provide for single and two-family development, respectively, in lower-density neighbourhoods.
- 600 (3) The "R2-T" Transitional District is intended to accommodate single and two-family development and, where appropriate, limited multiple-family development in lower-density transitional neighbourhoods.
- 600 (4) The "RM" Multiple-Family Districts are intended to regulate multiple-family development.

### 610 PERMITTED USES AND CONDITIONAL USES

- 610 (1) No land shall be used or occupied and no structure shall be erected, altered, used, or occupied, except for the following uses:

3/L 7555/00  
X0 01 26

TABLE 610 (1)

Use P: Permitted, C: Conditional, T: Temporary, A: Accessory, -: Not Permitted	"RR-2"	"R1"	"R2"	"R2-T"	"RM"	PARKING GROUP NO. (see Part XI)
ACCESSORY USES, not listed	P	P	P	P	P	n/a
ANTENNAE, non-accessory	-	-	-	-	P	n/a
AVIARY <sup>(1)</sup> , accessory to a dwelling	C	C	C	C	-	n/a
BARBER SHOP, BEAUTY SALON, or similar grooming service	-	-	-	-	A	n/a
BOARDERS or ROOMERS, accessory to a dwelling unit, limited to two (2) persons, living in the dwelling unit	P	P	P	P	P	n/a
BOARDING or ROOMING HOUSE, for not more than 12 persons	-	-	-	-	P	1
BOARDING or ROOMING HOUSE, for more than 12 persons	-	-	-	-	C	1
BOAT DOCKING/LAUNCHING; BOAT RENTAL: MARINA	-	-	-	-	C	n/a

## PART SEVEN COMMERCIAL DISTRICTS

### 700 INTENT AND PURPOSE

- 700 (1) The "C1" Commercial District is intended to provide for local commercial uses typically found within neighbourhoods.
- 700 (2) The "C1.5" Commercial District is intended to regulate commercial development with less of a neighbourhood orientation, typically found along commercial corridors within existing older neighbourhoods.
- 700 (3) The "C2" Commercial District is intended to regulate more intensive commercial sites that do not have a local or neighbourhood orientation.
- 700 (4) The "C3" Commercial Districts are intended to provide for highway commercial-type development, with a significant orientation to automobile and truck-related uses.
- 700 (5) The "C4" Commercial District is intended to regulate shopping centre sites, other than regional shopping centre sites.
- 700 (6) The "CR" Commercial District is intended to regulate development upon the six existing regional shopping centre sites as identified by Plan Winnipeg.
- 700 (7) The "OI" Office and Institutional Planned Building Group District is intended to accommodate civic, institutional, cultural and office buildings through the application of urban design principles.

### 710 PERMITTED USES AND CONDITIONAL USES

- 710 (1) No land shall be used or occupied and no structure shall be erected, altered, used, or occupied, except for the following uses:

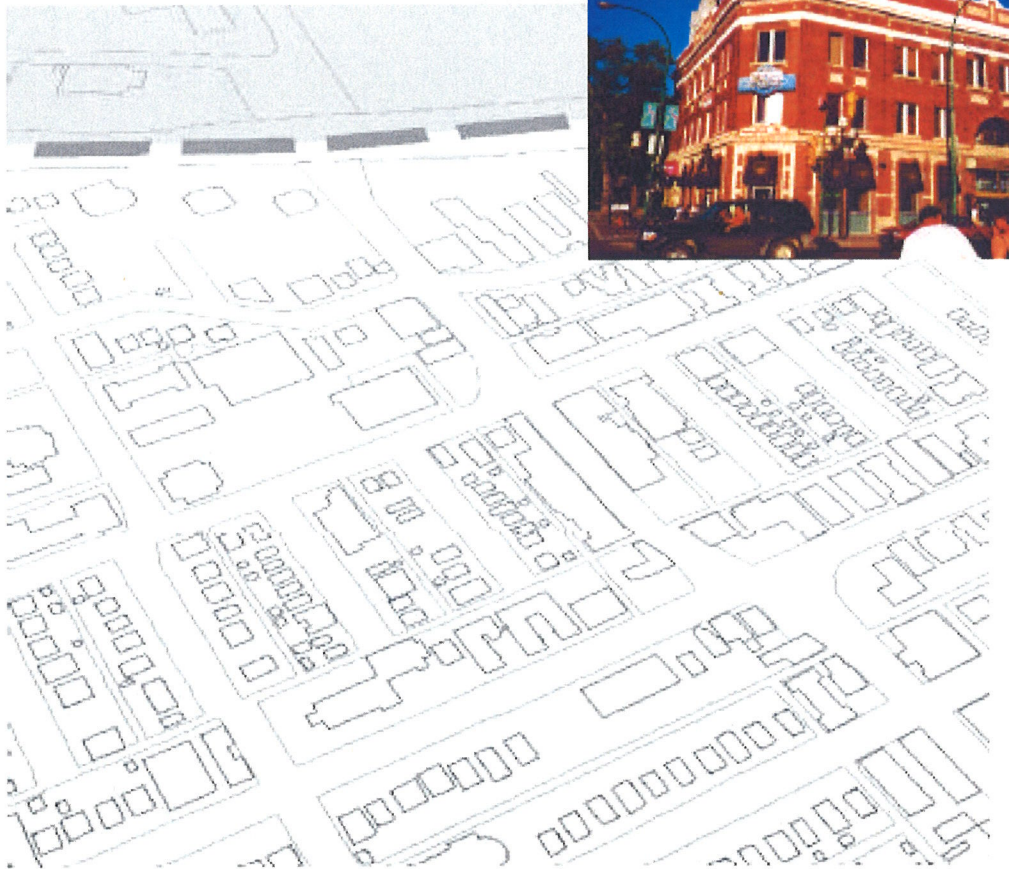
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L 7555/00  
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TABLE 710 (1)

USE P: Permitted, C: Conditional, T: Temporary, A: Accessory, -: Not Permitted	C1	C1.5	C2	C3-1	C3-2	C4	CR	OI	Parking Group No. (see Part XI)
ACCESSORY USES, not listed	P	P	P	P	P	P	P	-	n/a
AMUSEMENT DEVICES, ACCESSORY, limited to one (1) device per 500 sq. ft. of	P	P	P	P	P	P	P	P	n/a
	Max. 2		Max. 4 devices				max.		

Appendix B  
Attached copy of the Osborne Village Character Inventory  
Study.

## **Osborne Village Character Inventory Study**



*Final Draft, October 2001*

*Prepared by: Shaun Finnigan for the City of Winnipeg,  
Planning, Property and Development Department*

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## Introduction:

This document is in response to the *Fort Rouge Neighbourhood Management Plan*, a plan that calls for the establishment of an urban development management strategy for the urban villages of Fort Rouge. The objective of this document is to provide a series of recommendations that will help in establishing a development plan and design guidelines for the area of Osborne Village. This document is intended to be clear and accessible. The information included describes the physical character of Osborne Village. The approach taken in creating this document is primarily based on personal observation; however, other data, such as City of Winnipeg traffic data, historic/heritage building research, and Census Canada data, contribute towards this document. The Character Inventory is to be used in conjunction with the Zoning Overview and Transportation Overview documents.

### *What is character?*

Character of a neighborhood develops from a variety of physical and social elements that coexist to create an overall community dynamic. Osborne Village is a unique community that possesses characteristics that are not found in any other neighborhood in Winnipeg. Osborne Village is structured according to the interaction of a variety of factors that result from its history, boundaries, land-use, zoning, greenspaces, architecture, scale, circulation, and people. Assessing the character of any neighbourhood poses the risk of being too broad or biased. It is, therefore, important to remain objective and focussed in assessing the character of Osborne Village.

### *Context.*

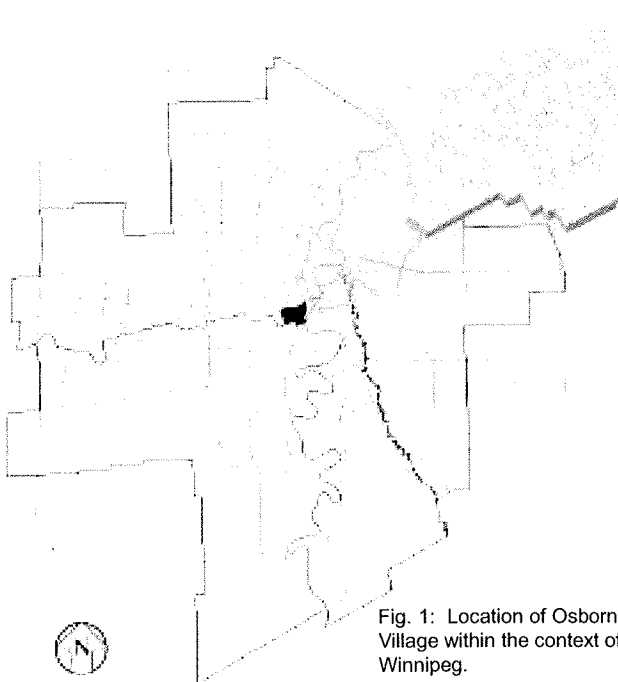


Fig. 1: Location of Osborne Village within the context of Winnipeg.

The neighbourhood of Osborne Village is located centrally within the City of Winnipeg (Figure 1). It is one of the several neighbourhoods that comprise the area of Fort Rouge. Osborne Village is situated across the Assiniboine River from downtown Winnipeg and is immediately adjacent to the Corydon area. The study area of Osborne Village is approximately 231 acres (93 ha), with a population of approximately 8,000. There is a total of approximately 554 buildings in the area serving a variety of functions. These factors establish the area as one of the higher urban densities in Canada.

## History

Osborne Village is one of Winnipeg's oldest neighbourhoods. It has changed greatly over the past 100 years. The layers of this rich history are evident in the smallest architectural detail as well as in the overall pattern of settlement which has come to embody this neighbourhood.

Osborne Village is one of the several neighbourhoods that comprise Fort Rouge (Figure 2), an area that was amalgamated into the City of Winnipeg as Ward 1 in 1882. The population of the area at this time was only 150 but rapidly developed over the years. By 1900, it grew to a population in the thousands and, by 1910, to a population in the tens of thousands (City of Winnipeg 1994).

A number of factors influenced this growth. As a result of the pressure of Winnipeg's booming population during this time, the area developed as Winnipeg's first suburb. The development of new modes of transportation, particularly the streetcar, also contributed to the growth of the area. The first streetcar, known as 'The Parkline', ran down Osborne Street in 1891 and, in 1908, down Corydon Avenue. The third major factor was the construction of three bridges over the Assiniboine River; the Osborne Street Bridge (1882), the Maryland Bridge (1894), and the Main Street Bridge (1897) (Artibise 1977, 70).

Much of the area's population during the turn-of-the-century was English and Protestant, evident in the churches that were built during this time, mostly along Nassau Street. The Victoria Hospital was built early in the century at the corner of Bole Street and River Avenue. The second public park in the City, Assiniboine Park (later Fort Rouge Park) was situated along River Avenue in 1894. The area served mainly as a suburb inhabited by the City's elite.

The area remained much the same until the post World War II years. During this era, Winnipeg expanded even further outward in the form of new suburban communities. Osborne Village began to increase its population with the development of large high-rise apartments that were primarily built on the valuable riverfront properties. The reconstruction of the Osborne Street Bridge (1977) and the construction of the Midtown Bridge (1954) encouraged an increase in traffic flow through the area. Today, Osborne Village has transformed from a quiet upper-class suburb to a central neighbourhood with a greater mix of socio-economic classes. The area is also host to two of the city's busiest traffic thoroughfares, Osborne Street and Donald Street, connecting south Winnipeg with the downtown and areas to the north. Osborne Street also serves as a section of the Trans-Canada Highway alternate route through Winnipeg.



Fig. 2: Map of Fort Rouge  
circa 1881  
(Fort Rouge Through the Years)

## Boundaries

The boundaries of any neighbourhood are defined in both a physical and temporal sense. A physical edge is defined by a single or a combination of physical elements that present a clear demarcation between two areas. A temporal edge is less defined and is a result of people's perceptions. For the purposes of this study, Osborne Village is defined by the Assiniboine River to the west and north, Donald Street to the east, and a series of residential blocks to the south (Figure 3). The river is a linear waterway that acts as a clear physical barrier. Donald Street, on the other hand, functions as both a physical and a temporal edge. As a physical edge, Donald exists as a clearly defined wide linear strip of asphalt and concrete, contrasting sharply with the adjacent residential streets. What further strengthens

Donald Street as an edge is the level of traffic that moves along it at any given time of the day. The third edge is the network of residential streets to the south that separates Osborne Village from the Corydon area. This edge is temporal and less physically distinct than either the Assiniboine River or Donald Street. Gertrude Avenue is the roadway that defines this edge. Although it is well used, Gertrude is not a main arterial road like Donald Street and, therefore, presents itself as less of a physical barrier to those crossing it. This results in a high level of social interaction between the Corydon Village and Osborne Village areas. Another factor that contributes in making this edge less defined is the similarity of the land use on both the Corydon and Osborne Village sides of the Gertrude Street boundary. The residential streets on both sides are also similar in character, thus, further contribute to an overall high level of social interaction.

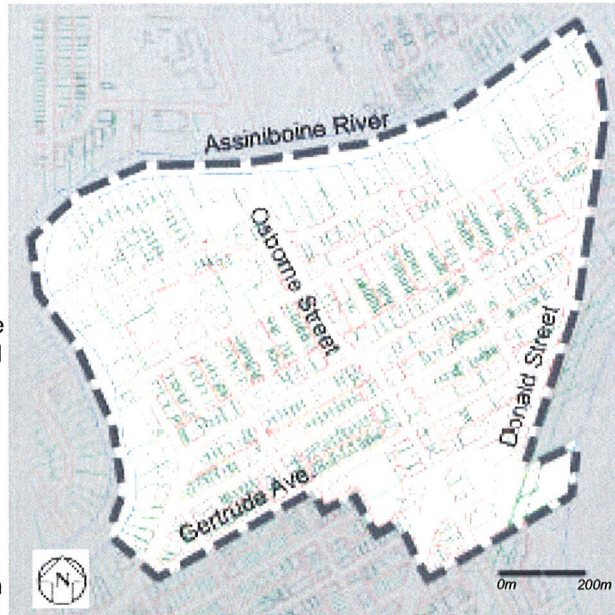


Fig.3: Map of edges that define Osborne Village. For the purposes of this study, areas in grey are considered outside of Osborne Village.



Left: The Assiniboine River serves as both distinct physical boundary and an amenity for the Osborne Village area.



Right: Donald Street functions as the eastern edge of Osborne Village.

*Demographics*

**Census Data** - People are what make Osborne Village an active and vibrant area. The following information is provided by the 1996 Canada Census, based on a survey of 12,630 residents and total of 2,445 Census families. The Census areas surveyed that make up Osborne Village are River-Osborne (4,615), Roslyn (4,255), and McMillan (3,760) (Figure 4). It should be noted, much of the McMillan area is not a part of the Osborne Village study area. The following statistical trends are worth noting:

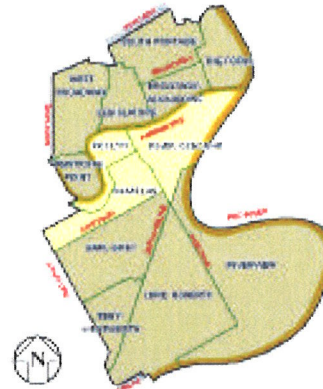


Fig.4: Census neighbourhoods.

- The total population for Fort Rouge has remained relatively constant since 1976 (see Figure 5).
- In McMillan and River-Osborne, the predominant age of residents was between 20 to 34 years (see Figure 6).
- The Roslyn area consists of a high number of resident seniors -- 75+ (see Figure 6).
- All of the areas contained a high level of single residents (see Figure 7).
- Of the Census Families surveyed for all the areas, most tended to be married couples without children (all three areas: 44% vs. City of Winnipeg: 30%).
- Of the Census families surveyed in the River-Osborne and McMillan areas, there were higher percentages of single-parent families in the area, particularly with the parent being female (River Osborne: 32%, McMillan: 23%)

**Population Growth**

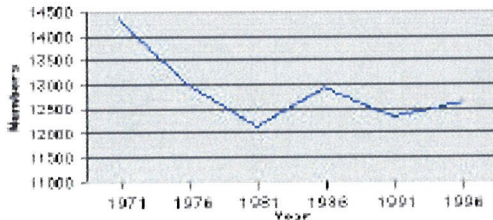


Fig. 5 (above): Graph indicates that the total population for the three areas since 1971.

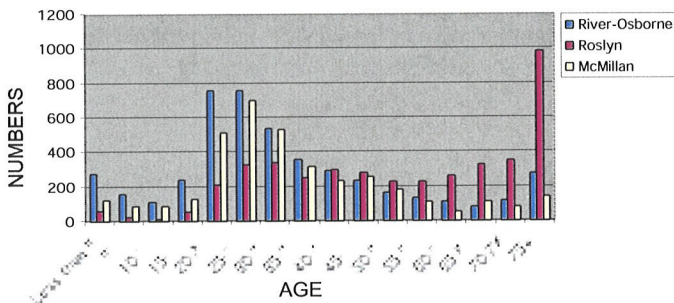


Fig. 6 (above): Graph illustrates the different age groups of the three Census areas.

- The percentage of households earning in the low income category (between \$10,000 to \$30,000 per year) was higher in the McMillan (34%) and River-Osborne (56%) areas compared to the City of Winnipeg average (24%).
- In all three areas there was a high number of people who have attended or were attending university without a degree (all three areas: 19% vs. City of Winnipeg: 13%) as well as a higher number of people with a university degree (all three areas: 27% vs. City of Winnipeg: 15%).

- In the River-Osborne and McMillan areas, there was a lower percentage of people who use cars, trucks, or vans as drivers (River-Osborne: 41%, McMillan: 48% vs. City of Winnipeg 67%) on a daily basis and a higher percentage of transit users (River-Osborne:17%, McMillan: 23%) than the City average (15%).

Overall, there was a higher percentage of people who walk to work (all three areas: 18% vs. City of Winnipeg: 6%).

- The majority of those who resided in all three areas rented their homes (see Figure 8).

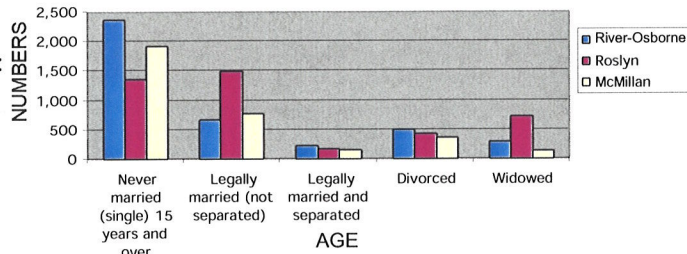


Fig. 7 (above): Graph illustrates the marital status of Fort Rouge residents.

The survey provided by Census Canada does not consider the following:

- The high percentage of renters in Osborne Village suggests that the social make-up of this area is in a constant state of flux (see Figure 9).
- Osborne Village receives a high number of visitors from other areas who come to shop and dine. These visitors come to the area at different times during the day. Their demographic attributes are not represented in the Census Canada samples for Osborne Village.

### Conclusion

Osborne Village consists primarily of a young and mobile population, particularly in the McMillan and River-Osborne areas. This overall demographic is reflected in the building stock of these two areas, which consists of a high number of apartments and multiples, many of which offer affordable rental rates. The large percentage of single parent families and the high rate of low income earners, is also an indication of the type of housing that exists in these two Census areas. The Roslyn area, on the other hand, consists mainly of a series of high-rise apartments and condominiums, appealing to a more affluent population of retirees. All three areas exhibit a high level of residents with post-secondary educations, along with the concentration of 20 to 30 year olds, which indicates there is a high population of university students living in Osborne Village. In general, the McMillan and Roslyn areas are more prosperous than River-Osborne. Due to the proximity of Osborne Village to downtown and the area's employment opportunities, an exceptional number of people commute to work, school, and elsewhere by foot or by bus.

Fig. 8 (right): Graph indicates a proportionantly high number of renters in the area. This statistic is reflective of the high number apartment and rooming house dwelling types existing in the area.

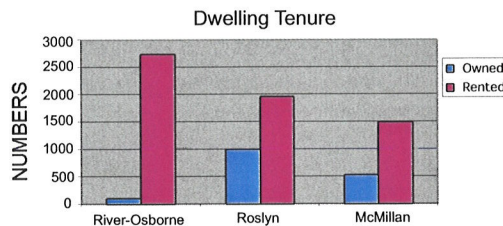
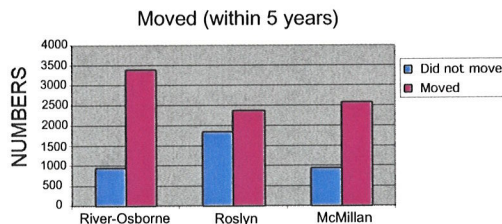


Fig. 9 (left): Graph indicates a proportionantly high rate of transience for all three areas. This graph is a reflection of the younger and more mobile population in the area, especially in River-Osborne and McMillan.

## Observation:

### Land Use

Osborne Village possesses a mix of land uses. The types of land uses in the area have generally evolved over time but many exist as a result of the historic pattern of settlement that first emerged during the early 1900s. For example, since it was first built, Osborne Street has always been recognized as the main commercial street of the area. Today, Osborne Street continues to be lined with commercial establishments, thus, continuing to function in accordance with the original pattern of settlement. As times have changed, so too have land uses. With the introduction of zoning legislation along with changes in social behavior and the development of new technologies, newer forms of land use types, such as condominiums, have developed in Osborne Village. These factors have resulted in the current land use distribution, illustrated in Figure 10. Although the overall pattern may appear fragmented or sporadic, the original pattern of settlement continues to serve as the foundation that influences where new types of development will occur.

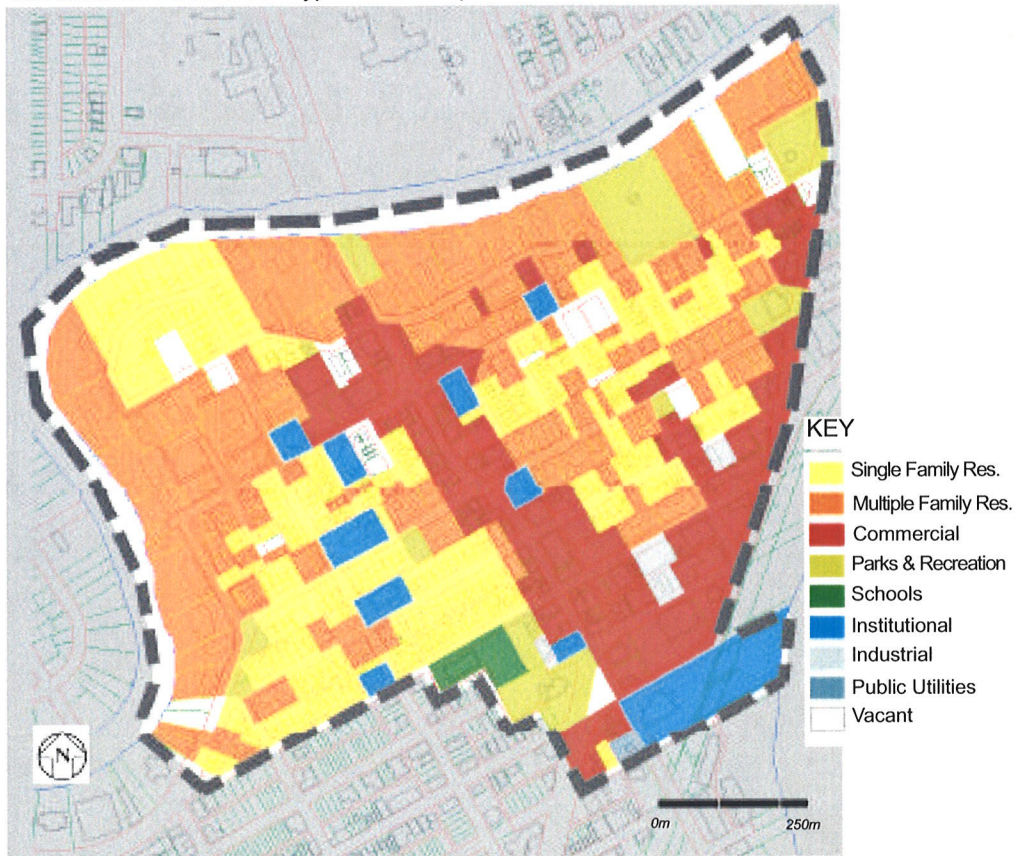


Fig.10: Current land use map. Note map is based on existing data and personal observation. In some instances, land use categories may not accurately reflect actual building use.

The following is an inventory of the various types of land uses that exist in Osborne Village.

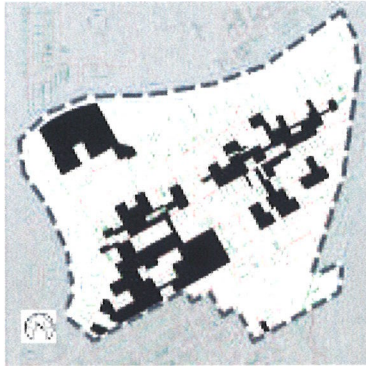


Fig.11: Areas in black indicate parcels of land occupied by single-family dwellings.

**Single family dwellings** - Approximately 16 percent (37 acres, 15 ha) of land within the study area is single family residential (Figure 11). The majority of homes in the area were originally designed to be occupied by single families and continue to be occupied by single families. Very few newer homes in the area have been built to accommodate single family dwellings. Several of these older single family dwellings have been converted to duplexes, triplexes, and rooming houses. Such conversions were made over many years, with some blocks retaining lower densities while others began to exhibit pressure for higher density infill.



Example of older, single-family dwelling on Gerard Street.

**Multiple-family dwellings** - Approximately 29 percent (67 acres, 27 ha) of the study area is occupied by this type of development (Figure 12). There exists a variety of buildings that accommodate this type of land-use in the area. The range consists of new and old three to five storey apartment blocks, high-rise apartment blocks and condominiums. Many of the four and five storey apartment blocks are clustered around the eastern sections of Roslyn Road, River Avenue, and Stradbrook Avenue. Most of the area's high-rise apartment buildings are clustered around the western section of Roslyn Road as well as Wellington Crescent, along the banks of the Assiniboine River.



Example of older five story apartment block on Roslyn Road.



Fig.12: Areas in black indicate parcels of land occupied by multi-family residential.

**Commercial** - A diverse mix of small and large businesses exist in this area, covering approximately 12 percent (27 acres, 11 ha) of the total area (Figure 13). There are many unique small shops and restaurants that make this an attractive area for visitors. Supermarkets, video, and drug stores are businesses that tend to serve local residents and are all conveniently located within walking distance of most residences. The majority of

such uses are located along Osborne Street. There are also businesses, primarily located along Donald Street, catering to flow-through traffic. These types of businesses, including gas stations and a car wash, are interspersed along Osborne Street and Donald Street, the two primary arterial roads of the area.



Left: Example of commercial businesses on Osborne Street.



Fig.13: Areas in black indicate parcels of land occupied by commercial.



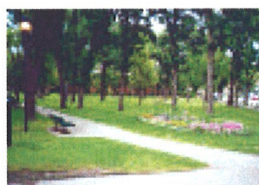
**Institutional** (Figure 14) - There are seven churches in the area, five have been designated by the City of Winnipeg as heritage buildings. Four of these older churches are located along Nassau Street. Other types of institutional land uses in the area include a community medical centre, a Community Police office and a Fire Station. These buildings operate not only to serve the residents of Osborne Village but also residents of adjacent and nearby neighbourhoods.



First Church of Christ, Scientist on River Avenue. An example of an historic church.

Fig.14: Areas in black indicate parcels of land occupied by institutional uses.

**Greenspace and Recreation Facilities** - Osborne Village is a densely built area. Public parks, greenspaces, and recreation facilities are not as prominent as buildings and roadways. This type of land use represents only 4.5 percent (10.5 acres, 4 ha) of the total land area (Figure 15). Fort Rouge Park, Mayfair Park, the Gladstone Schoolyard, and a number of small 'pocket parks' serve the area's population as places of leisure and retreat away from the bustling streets. Despite such a low percentage of open



greenspace, the area does consist of an abundance of vegetation. Many residential yards in the area are bordered by hedges or contain a variety of mature

Left: Fort Rouge Park on River Avenue.



Fig.15: Areas in black indicate open greenspaces and recreation facilities.

tree species. Figure 16 illustrates the overall canopy coverage for Osborne Village. There exist many large mature elm trees in the area. Most of these trees line the boulevards of the older residential streets in the area and contribute greatly to the overall spatial experience of these streets. The Assiniboine riverbank is also lined with vegetation creating a continuous green corridor that defines the north and west edges of the area.



Above: Canopy of foliage over Wardlaw Avenue.



Fig. 16: Map of mature tree canopy in the area.

**Industrial** - Industry played an important role in the early development of the Osborne Village area. The level of industry that occurs in the vicinity of Donald Street and CNR Rivers rail line has declined over the years. However, several properties near Donald Street continue to be used for industrial purposes (Figure 17).



Left: Northern Paint company. Example of an industrial operation.

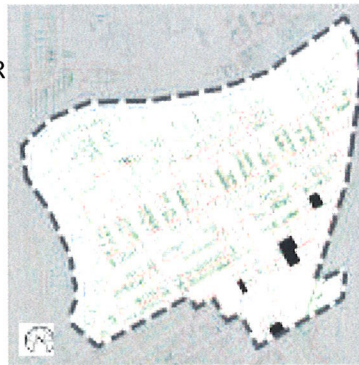
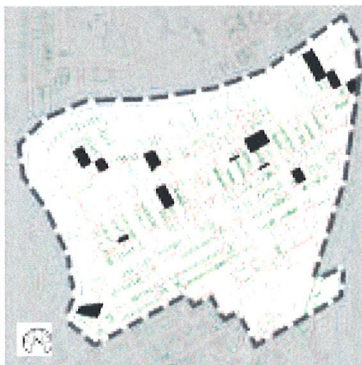


Fig.17: Areas in black indicate land occupied by industrial.



**Vacant lots** - Despite the density that exists in the area, there are a number of vacant lots in Osborne Village (Figure 18). Ideally, it is beneficial for development to occur on these properties. However, until development does occur, these properties serve as neglected greenspaces.

Fig. 18: Areas in black indicate vacant lots.



Above: Example of a vacant lot on River Avenue.

**Conclusion**

It is evident that a mix of various types of land uses make-up Osborne Village. However, it is also clear that the primary land uses in the area are single-family residential, multiple-family residential, and commercial. These three types of land use tend to be clustered within specific areas of Osborne Village. This pattern is reflective of the area's historic development. These three primary land uses are fundamental in defining the character of Osborne Village, an area comprised of both clusters of uses and a mix of uses. Currently, multiple-family dwellings occupy the higher percentage of land in the area, indicating a highly concentrated population. Single-family residential and commercial uses share comparable percentages, with the former showing signs of depletion and the latter showing signs of increase. Despite occupying much smaller percentages of land, institutions, parks, and recreation facilities serve as valuable community resources. The few remaining industrial properties of the study area are located in the historic industrial area, east of Osborne Street and south of Stradbrook Avenue. This area has gradually evolved, with larger commercial buildings primarily oriented towards the flow-through vehicular traffic along Donald Street and a 1960s vintage apartment complex now occupying much of this land.

## Buildings

Osborne Village displays an eclectic mix of turn of the century detached houses, walk-up apartments, and commercial buildings along with newer buildings. The newer buildings include 1950s infill apartment buildings, high-rise apartments along the Assiniboine River, various commercial buildings along Osborne Street and the eastern periphery, and modern "ranch-style" dwellings in the Roslyn Crescent area.

**Landmark Buildings** - The older buildings in this area serve as the physical manifestations of the historic legacy of Osborne Village and significantly contribute to the spatial character of the area. Many of Manitoba's finest examples of historic architecture are found in the area and serve as landmark buildings. Most of these older buildings were built using local materials, including red and blond clay brick and Tyndal stone. The more exceptional examples of historic architecture in the area are found along Nassau Street, Osborne Street, Roslyn Road, Stradbrook Avenue, and Wardlaw Avenue. The following are examples of landmark buildings excerpted from the *Fort Rouge Neighbourhood Walking Tour*.

### A p a r t m e n t s

Roslyn Apartments  
40 Osborne St. and  
105 Roslyn Rd.  
1909 William Wallace Blair,  
architect  
Queen Anne, Neo-Georgian



Wardlaw Apartments  
544 Wardlaw Ave. at Nassau  
St. N  
1905 J.D. Atchison, architect  
Prairie School



### C h u r c h e s

First Church of Christ, Scientist  
511 River Ave. at Nassau St. N  
1910, 1916 Lewis H. Jordan  
and W. Percy Over, architects  
Neoclassical



St. Luke's Anglican  
130 Nassau St. N. and 513  
Stradbrook Ave.  
1904, 1909 C.S. Bridgman,  
1914 Woodman and Carey,  
architects  
Gothic Revival



### C o m m e r c i a l

Osborne River Block  
(The Courtyard)  
450-60 River Ave. and  
100 Osborne St.  
1909 C.S. Bridgman,  
architect  
1977 renovation Stechesen,  
Fredrickson, Katz, architects  
Neo-Georgian, Modern



Adelaide Block  
103-111 Osborne St.  
1906 Hooper and Walker,  
1909 W. W. Blair, architects  
Vernacular Renaissance



**Heritage Building Inventory** - There are 30 buildings in Osborne Village represented on the the City of Winnipeg's Historical Building Inventory, an inventory designed to recognize and protect structures of architectural and/or historical significance (see appendix). The buildings included in the inventory are assessed on an individual basis, based on a set of criteria established by the City of Winnipeg. Most of the buildings in Osborne Village that are on the inventory are located along Roslyn Road and Wardlaw Avenue.

**Building Age** - Figure 19 indicates the number of post and pre-World War II buildings in the Osborne Village area. The map is based on a windshield survey conducted in June, 2001. The buildings surveyed include single-family residences, multi-family residences, commercial, institutional, industrial buildings, and schools.

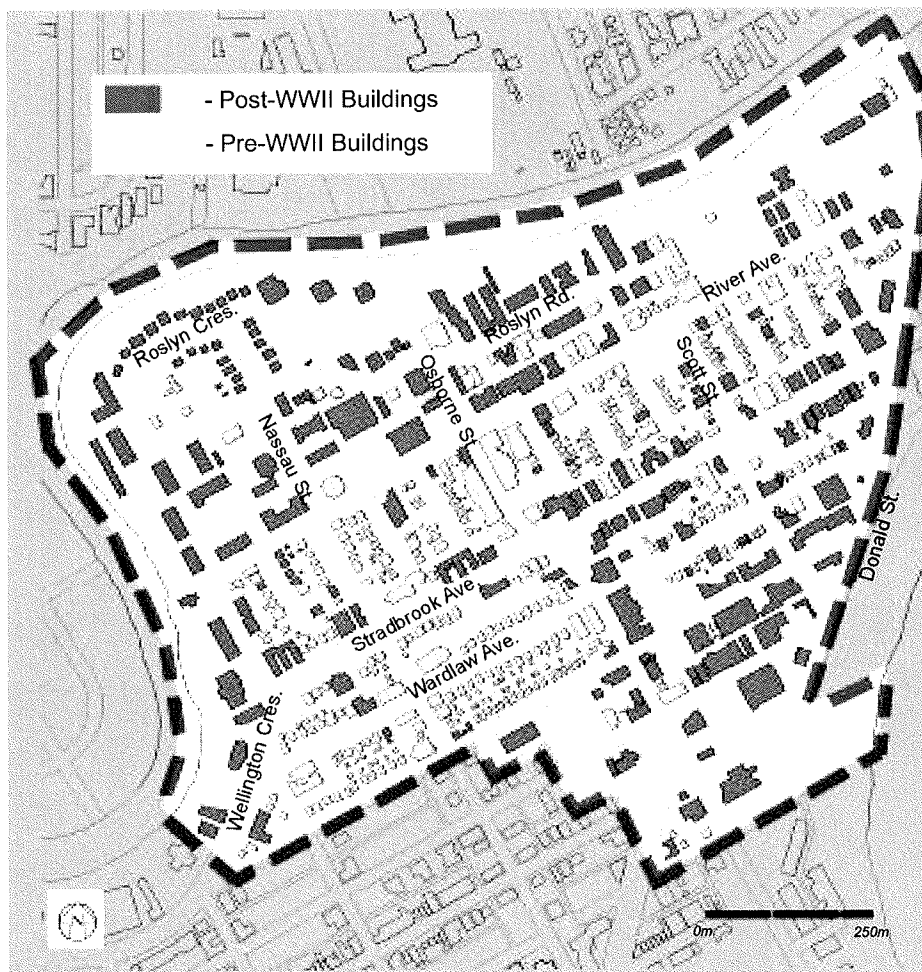


Fig. 19: Map indicating building age in Osborne Village.

Of the 554 buildings surveyed in the Osborne Village area, approximately 209 were built after the World War II versus 345 that were built prior to this era. The styles and sizes of these buildings reflect the era when they were constructed. In looking at the map, it is evident that a greater mix of old and new buildings exist in the area east of Osborne Street. Although the areas west of Osborne Street contain a mix of both old and newer buildings, there is less integration of the two categories. The area north of River Avenue and to the west of Osborne Street is predominantly post World War II construction. The residential area south of River Avenue and west of Osborne Street is mainly pre-World War II construction.

### **Conclusion**

Osborne Village is characterized by a mix of both newer and older buildings. There are a number of buildings, both new and old, that could be considered landmark buildings, however, it is the larger collection of historic examples that contribute in making Osborne Village an area that is truly unique from other areas of Winnipeg. The spatial character of these areas is partially determined by the size, style, and function of these buildings, factors that are also reflected in the age of these building. The spatial character of each of these areas should be recognized and considered when proposals to redevelop arise.

*Circulation*

**Vehicles** - Osborne Village is traversed by a number of high-volume traffic thoroughfares, linking downtown Winnipeg to the southwestern areas of the City (Figure 20). These arterial streets are vital to Winnipeg's overall vehicular transportation system, moving traffic to, from, and through Osborne Village. The challenge that exists for the City and the community is to resolve the issues associated with vehicular traffic while still maintaining and enhancing the character of the area.

According to City of Winnipeg traffic count data (see appendix), the average traffic volumes on the major thoroughfares within Osborne Village have remained relatively constant over the last ten years (1990-2000). However, traffic-calming measures have been undertaken to discourage vehicles from using minor collector routes in Osborne Village as short cuts. Interventions, such as the installation of curb bulbs along Nassau Street and the reconfiguration of the public lanes around Gerard Street and Norquay Street, have been undertaken as a means to encourage through traffic to use the arterial routes of Osborne Street and Donald Street.

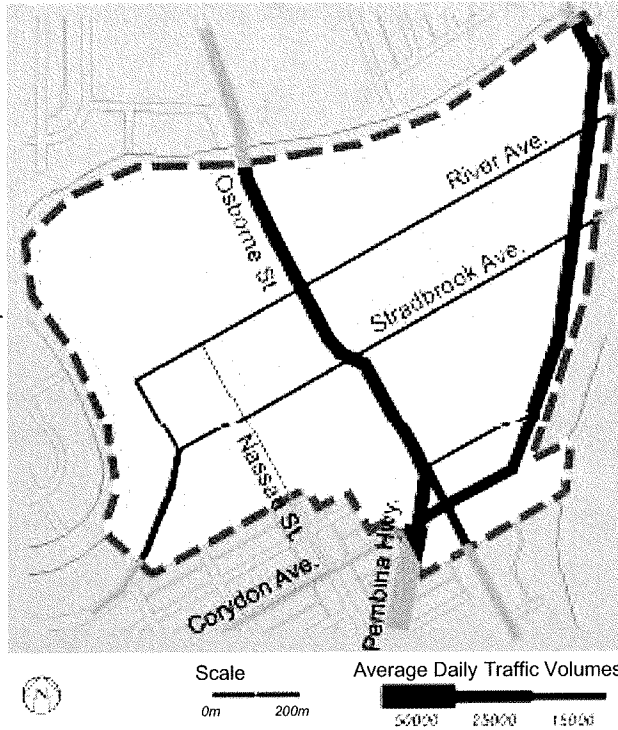


Fig.20: The map above is based on the City of Winnipeg's recent traffic counts. This map indicates the average daily numbers of vehicles that utilize the major arterial streets in the area.



Fig.21: Areas in black indicate surface parking lots.

**Parking** - Due to the inherent nature of Osborne Village, there is very little surface land for automobile storage. Parking is at a premium for residents and visitors to the area. Many of the residents of single-family dwellings in Osborne Village rely on personal garages and driveways located behind their dwellings, with Roslyn Crescent as the exception. Residents of the high-rise and newer walk-up apartment buildings park their vehicles either in above-ground or underground parking lots. Other residents rely entirely on public on-street parking. Visitors to Osborne Village also park on the street, contributing to the overall shortage of on-street public parking within Osborne Village. Although there are a number of large surface parking lots in the area (Figure 21), many are privately owned and are not

intended to be used by the general public. Recent initiatives to increase the number of public parking stalls include the allowance of on-street parking on Osborne Street, during off-peak hours

**Pedestrians** - Much of the street life that occurs in the area is a result of pedestrian activity. Factors such as the design of many of its buildings as well as the overall layout of its streets further contribute in making Osborne Village a pedestrian friendly neighbourhood. The variety of area amenities are located within walking distance for most residents (Figure 22) and pedestrian activity in the area occurs year round. There are, however, primary routes on which higher levels of pedestrian traffic occur (Figure 23).

Osborne Street is not only a major thoroughfare for cars but it also serves as a setting for a high level of pedestrian activity. This is primarily a result of the unique mix of businesses that line the street, most of which are built directly to the sidewalk, with entrances located along Osborne Street. Both Stradbrook Avenue and River Avenue are major east-west pedestrian routes connecting the Midtown Bridge and Donald Street to Osborne Village. Besides residential collector streets, the area's network of backlanes also functions as pedestrian thoroughfares.

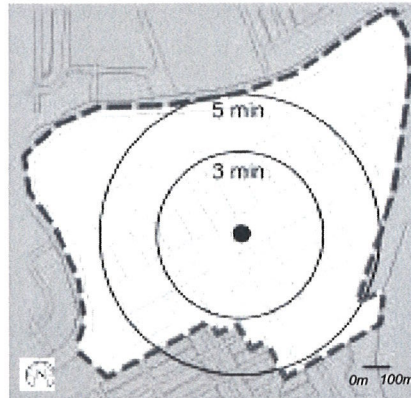


Fig.22: Map indicating distances and approximate travel times for pedestrians from the corner of Osborne Street and Stradbrook Avenue.

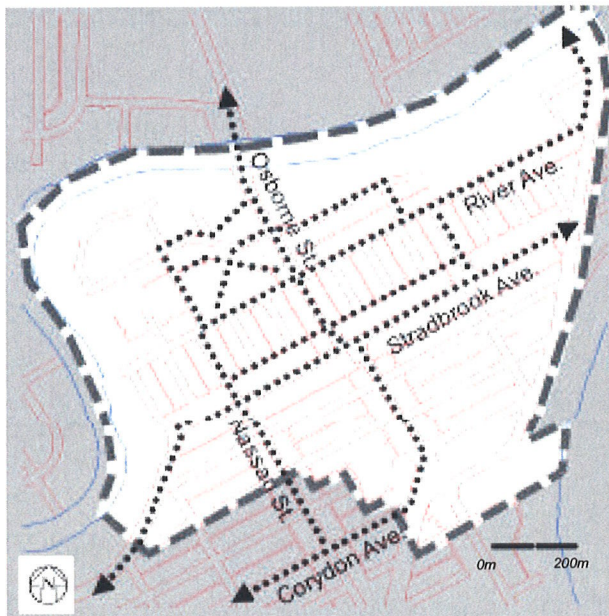


Fig.23: The above map illustrates major pedestrian routes through Osborne Village. Note the routes indicated are determined based on observation and their direct connection to the adjacent Corydon and Downtown areas.

**Other modes** - Alternative modes of transportation besides walking and driving are used by many to circulate in and around Osborne Village. These modes of



Left: Backlane used as pedestrian thoroughfare.



Left: Cyclist and car travelling over the Osborne Street Bridge.

transportation include: bicycles, public transit, watercrafts, roller blades, and skateboards. The use of these various forms of transportation further adds to the high level of social interaction that occurs on the thoroughfares of Osborne Village.

According to the City of Winnipeg *Winnipeg Bicycle Facilities Study*, there are three categories of bikeways: bicycle routes, bicycle lanes, and bicycle paths (see appendix). There are currently no established bike paths in Osborne Village, there is, however, a bike/bus lane effective during peak traffic hours. Despite an overall lack of bicycle facilities in the area, many of the local collector streets, such as Nassau Avenue and Roslyn Road, serve as quieter and safer bicycle routes for cyclists to travel on. Figure 24 indicates the various bicycle routes found in Osborne Village.

Buses are also an important means of transportation for many Osborne Village residents. Convenient access to a number of bus routes is an important reason why many live in the area (Figure 25).

Finally, the Assiniboine River serves as an underutilized year-round transportation route that is currently used primarily for recreational purposes. During the summer months, operators of personal watercraft travel along the Assiniboine River. During the winter months, the river freezes over allowing opportunities for skating and cross-country skiing. A recent initiative to establish a water taxi system will encourage the use of the river as part of peoples' daily means of transportation during summer months.

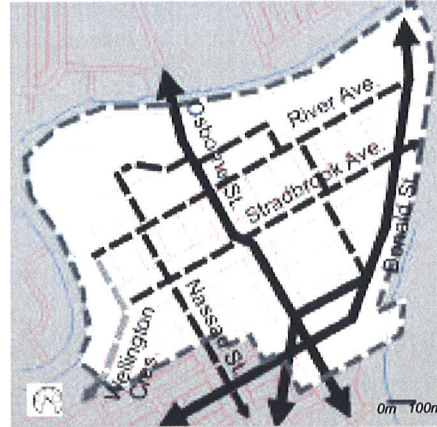


Fig.24: Bike route map. Solid lines indicate faster commuter routes. Dashed lines indicate safer collector street bike routes. The grey dashed indicates Wellington Crescent, a route that connects with Winnipeg's Assiniboine Park and is often used by leisure cyclists.

### Conclusion

People circulate throughout Osborne Village using various means of transportation. The scale and layout of this neighbourhood establishes it as a pedestrian-friendly area, a characteristic that sets Osborne Village apart from other areas of Winnipeg. Although the two main arterial streets of this neighbourhood, Osborne and Donald, cater to high levels of vehicular flow-through traffic, efforts should be made to accommodate and enhance other modes of transportation. Efforts to establish a system of paths will further encourage the continued use of alternative modes of transportation for both daily and recreational functions and will help to relieve vehicular congestion and its associated issues, such as parking.

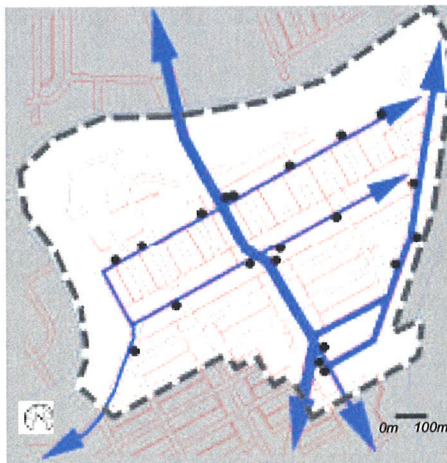


Fig.25: Bus stops and bus routes. Line weights based on number of routes.

## Analysis:

### Imageability

A high level of imageability in a neighbourhood is a significant quality that enables people to move within the urban environment with relative ease and freedom. The imageability of a neighbourhood is based on a person's perception and reaction to the various sights, smells, and sounds that define an urban area. A high degree of imageability also contributes to an understanding of the underlying physical structure, by both residents of and visitors to an urban environment. Ultimately, the ways people perceive and understand an urban area influence how and where future development will occur.

Land use, built structures, and circulation contribute to defining the imageability of Osborne Village (Figure 26). For the purposes of this exercise, the imageability of the area is structured according to five physical elements: nodes, landmarks, paths, edges, and districts.

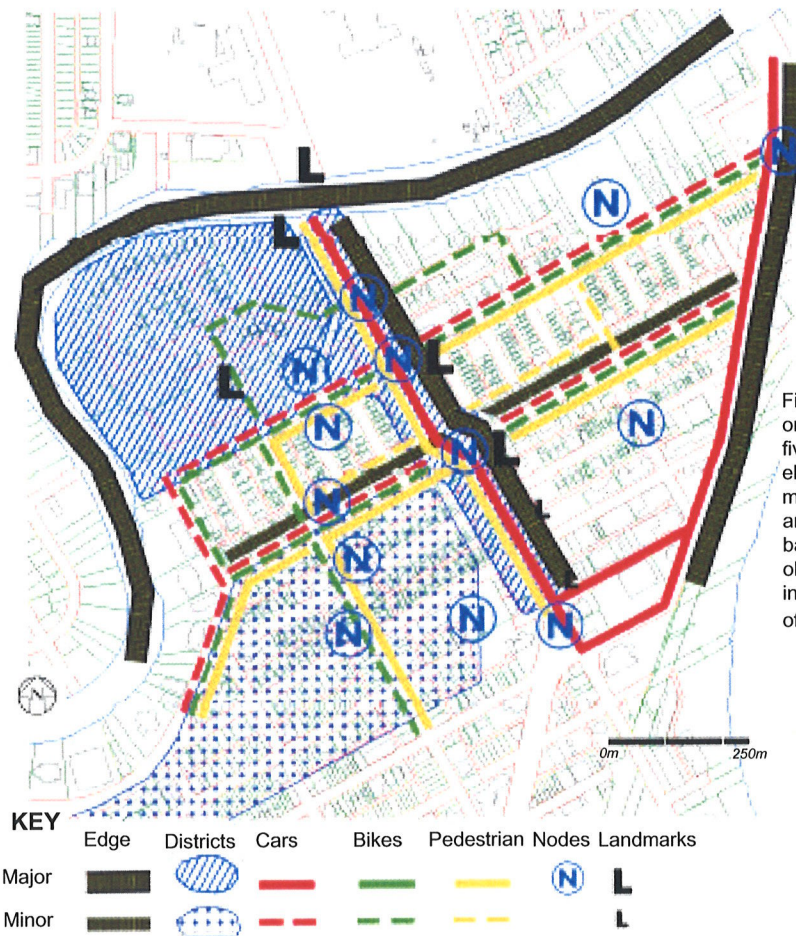


Fig.26: The map is organized according to five basic structural elements: nodes, landmarks, paths, edges, and districts. It is based on the author's observed understanding of the imageability of Osborne Village.

The following is a brief description of the elements that contribute to the imageability of an urban area. Each element is then discussed within the context of Osborne Village.



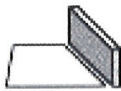
**Paths** - Paths are the channels along which the observer regularly, occasionally, or potentially moves. Paths are defined by the system of circulation that occurs in an area and, for many, are the predominant element that defines their image. Paths, such as streets, roads, sidewalks, and rivers are the elements that enable people to observe

the city and provide a structure or service to all other types of elements, such as building use and land use.

The paths identified in Osborne Village are those most heavily traveled motor vehicle, bike, and pedestrian routes. These paths are heavily used by both residents and visitors to Osborne Village. Osborne Street, River Avenue, and Stradbroke Avenue are the roadways that receive the most use from both vehicles and pedestrians. These are the primary paths from which existing pedestrian-focused development has occurred. Given the high number of users of these routes, these paths also function as the primary elements that define many peoples' image of Osborne Village as a pedestrian scale neighbourhood.



Above: Looking west down River Avenue.



**Edges** - Edges are linear elements not necessarily used as paths by the observer. Edges are the boundaries between two areas, such as the edge of a development, a wall, or a river. Edges may be barriers that clearly demarcate two distinct areas or they may be seams, along which two areas are related and joined.



The three most clearly defined edges that exist in Osborne Village are the Assiniboine River, Donald Street, and Osborne Street. The Assiniboine River is a definite physical edge that inhibits easy access to the area from adjacent neighbourhoods. As a major edge, Donald Street is more permeable since it functions as a vehicular path that pedestrians can cross. Unlike other roads in the area, Donald Street is expansive in scale and is host to high levels of vehicular traffic, thus, discouraging the flows of pedestrian circulation that characterize Osborne Village. In effect, Donald Street serves as an edge separating the pedestrian-friendly area of Osborne Village from the car-oriented Mayfair area and the rail right-of-way that parallels Donald Street on its east side.

Osborne Street is also a permeable edge that functions as a seam between the east and west residential areas of Osborne Village. The mix of businesses that run along this major traffic artery establish it as a street that hosts a high level of pedestrian and vehicular activity. These factors contribute in establishing Osborne Street as a distinct linear zone that serves the dual function of physically dividing two residential areas and as a commercial area that also attracts these residents.



Above: Donald Street as an edge.

Finally, due to the types of buildings and its layout as a major vehicular thoroughfare, Stradbrook Avenue is a minor edge. Four and five storey apartment buildings, many built directly up to the public sidewalk, are the predominant type of buildings found along this street. These buildings are part of long blocks that run lengthwise along Stradbrook Avenue, creating fewer intersections than other streets in the area, such as River Avenue. Together, these elements create a wall effect along Stradbrook Avenue, separating two similar residential areas to the north and south.



**Districts** - Districts are sections of the city in which people can mentally enter "inside of" and are recognized as having a common, identifying character.

At a city scale, the entire study area of Osborne Village could be considered a large district within the City of Winnipeg.

The districts indicated in Figure 26 have been identified at the neighbourhood scale. The two major districts identified within Osborne Village include the area around Roslyn Crescent and Osborne Street.

There are four common identifying characteristics that define the Roslyn Crescent district: the street pattern, the street structure, building type and building style. Unlike the grid street pattern more common to Osborne Village, the street pattern of this district consists of a series of cul-de-sacs with fewer pedestrian sidewalks than other streets in the area. There exist fewer mature trees in this district compared to other areas of Osborne Village, partly due to the fact that there are fewer public boulevards. The second factor is the type of buildings that predominate in the area, consisting of high-rise apartments and ranch-style houses. These types of dwellings dramatically differ from other areas of Osborne Village, which generally consist of a mix of various types of dwellings. The style of buildings found in this district are reflective of the modernist era and contrast with the overall mix of post- and pre-World War II dwelling styles that characterize the rest of Osborne Village.

The other distinct district is along Osborne Street, an area defined by building use, building types, physical street structure and overall street activity. The building use along Osborne Street is mainly commercial, establishing this area as a business district.



Above: Apartments in the Roslyn Crescent area. Massive scale, cul-de-sacs and fewer trees contribute in making this a distinct district.

The types of buildings along this section of Osborne Street tend to be two to four storey in height and designed with entrances opening to the public sidewalk. Osborne Street contrasts with other streets in Osborne Village since it is not bordered by grass boulevards lined with mature elms. The high level of pedestrian and vehicular activity that occurs on Osborne Street contrasts with the surrounding residential streets, further distinguishing this area as a separate district.

The residential area to the south of Stradbrook Avenue and to the west of Osborne Street is a district due the building type, building style, and street pattern. Compared to the other residential streets in Osborne Village, this area consists of a larger number of single family dwelling types. There is higher percentage of pre-World War II constructions in this area compared to other residential areas of Osborne Village. Most of these buildings

have been subject to minimal physical modifications and have retained much of their original appearances. Unlike other residential streets in Osborne Village, which generally run north-south, the streets in this district run east-west and tend to be longer (210 m, 533 ft.). It is a 'minor' district due to its similarity to other residential components of the area, in terms of overall street structure and building use. Like other residential streets in Osborne Village, the street structure in this area consists of boulevards lined with mature elm trees divided into similar lot sizes. As on other residential street in Osborne Village, several of these houses have been converted into multiples. Unlike the previous two districts, this district is not limited to the study area and extends southwest and links with the residences of the Corydon area.



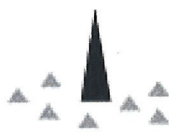
**Nodes** - Nodes are strategic spots or intensive foci that an observer can mentally and physically enter. Nodes may primarily be junctions between two or more structures, such as paths and landmarks, or they may simply be congregation points that gain importance due to their use or physical character. Osborne Village possesses a number of nodes that fall under both categories.

There are several traffic intersections where pedestrians and vehicles cross. In several instances, these intersections become the foci for intense commercial development. These nodes include the intersections of Osborne Street and River Avenue, Osborne Street and Stradbrook Avenue, and the Osborne Street, Corydon Avenue, and Pembina Highway traffic complex. Many of these nodes in Osborne Village are in proximity to a significant landmark.

There are several highly used congregation points in Osborne Village that function as nodes. These are places that focus a high number of users from both the immediate vicinity and from the surrounding region. These nodes include a grocery store, churches, parks, and Gladstone School.



Above: The corner of River Avenue and Osborne Street serves as a node in the area.



**Landmarks** - Landmarks are visual reference points and are defined physical objects such as buildings or signs. These objects stand apart from their surrounding. Distant landmarks can generally be viewed from many different directions and from distant vantagepoints and are, therefore, effective as orientation points for those less familiar with an area. Other landmarks may be primarily local and only visible in restricted localities or from specific approaches. These local landmarks are the objects that help create the environmental map for most observers.

The landmarks identified in Figure 26 are considered 'distant landmarks'. The landmarks identified in Osborne Village include several high-rise apartments, the Osborne Street Bridge, a church spire, a belltower, a communication tower, and a historic commercial building. All of these landmarks are unique physical objects that provide contrast to their physical surroundings. Many of these landmarks are tall and can be seen from



Above: the belltower at the corner of Stradbrook Avenue and Osborne Street serves as a distant landmark.



When it was completed, Fifty Five Nassau stood as the tallest apartment building in Canada.

various vantage points and from other areas outside of Osborne Village and, for this reason, can serve as orientation devices. Since these landmarks are objects uniquely different in form from their surrounding, they also serve a symbolic function and can be observed as icons representing the area.

**Overall Structure** - The elements previously described do not exist independently from each other and do interrelate, creating an overall visual structure to Osborne Village. It is important to recognize how these individual elements operate as a whole in establishing this visual structure. In looking at Figure 27, simply by examining the masses of buildings and open spaces, one will notice the changes in pattern that contribute to this structure. Currently, Osborne Village possesses a strong visual structure and it is recommended that any future development proposed for Osborne Village should occur in a manner that

enhances and strengthens this structure. From this analysis it is evident there are several areas of primary importance in determining Osborne Village's overall imageability. An obvious example is Osborne Street, which is not only a major path for both pedestrians and vehicles, but is also a district and an edge. Along or adjacent to this street are found the only major nodes as well as most of the major landmarks. Osborne Street is the linear spine, critical in defining the image of Osborne Village as a pedestrian-friendly, commercial focussed district. River Avenue and Stradbrook Avenue also serve an important role as paths that present an image of Osborne Village as a residential area with many high density dwellings, several of which are fine examples of historic architecture. These three paths alone communicate the image of Osborne Village as an area characterized by a mix of residential and commercial uses. The intersections of these highly used paths further emphasize the importance of Osborne Street as a commercial district and as the social focus for the entire neighbourhood.



Fig. 27: Figure-ground of buildings in Osborne Village.

## Zoning

It is evident that Osborne Village is a neighbourhood primarily characterized by a mix of both residential and commercial land and building uses. The variety of zoning designations given to these properties reflects this characteristic (Figure 28). The zoning for the area is not only intended to reflect existing land uses, but is also intended to guide what types of development are considered desirable and where this development should occur. Currently, there are three major types of zoning districts in Osborne Village: residential, commercial, and industrial. These districts are generally designated on a block by block basis.

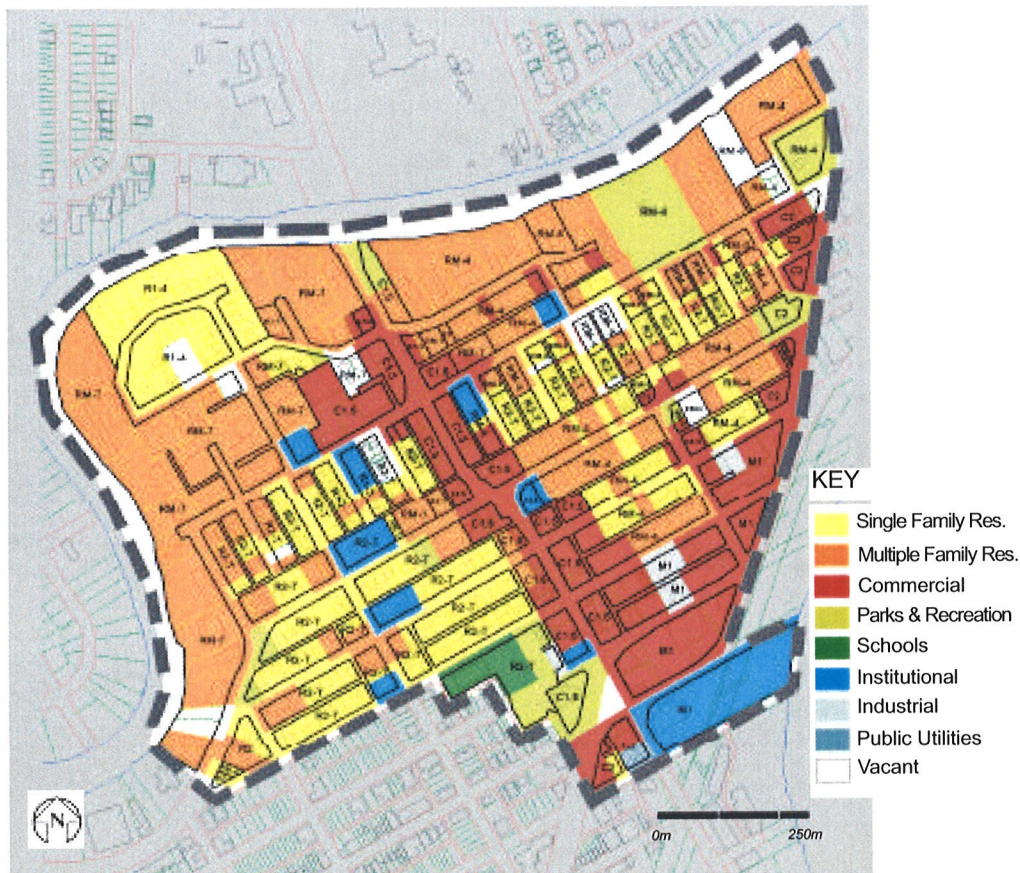


Fig. 28: City of Winnipeg zoning overlaid over existing land use.

**Mixed Use** - There are currently no mixed use zoning districts in City of Winnipeg by-laws, outside the downtown. Regardless, mixed use is very much a part of the urban fabric of Osborne Village and the distinction between residential and commercial is sometimes blurred. There are various examples of buildings, throughout the area, used for both commercial and residential purposes. Many of the older commercial buildings on Osborne Street were originally designed as mixed-use structures and there are other businesses that operate out of buildings originally designed as single-family dwellings.

**Conclusion**

Striking a balance between residential and commercial development is critical in preserving the general character of Osborne Village. An increase in commercial development in the area is most suited along the major commercial streets of Osborne Street and Donald Street, however, existing residential streets may provide an alternative for commercial expansion in the area. A mixed-use zoning category would be a good way to introduce commercial development onto select adjacent residential streets. Since most of the properties along Donald Street are used for commercial purposes, the industrial designation given to these properties should be revised to incorporate commercial. Once again, a mixed-use category may be an appropriate way to enable light industry to co-exist with commercial development. It is important to note that if the overall population density in the area increases, the issue of parking will become increasingly important. Several valued community amenities are located on properties where the zoning is in conflict with the land use. Examples are parks and the various historic churches, both of which occupy land designated as residential.

## Conclusions:

### Sub-districts

The following sub-districts represent a further refining of the minor and major districts identified in the Imageability section. The sub-districts are based on the physical structure of Osborne Village (Figure 29). Each of these sub-districts possesses physical characteristics that distinguish them in some manner from the other sub-districts. The lines drawn should not be interpreted as clearly defined, the edges between sub-districts tend to be somewhat permeable.

**Historic Commercial** - There are a significant number of historic commercial buildings that have existed since the early 1900s, a time when Osborne Street developed into the main commercial centre for the area. The buildings are

generally built directly adjacent to the public sidewalk and do not exceed four storeys in height. These factors contribute in making this area a more pedestrian friendly environment compared to later commercial areas found in Winnipeg's suburbs. Many of these buildings were originally designed to accommodate a mix of uses; for example, commercial space on the main floor with residential or office space above. These historic commercial buildings



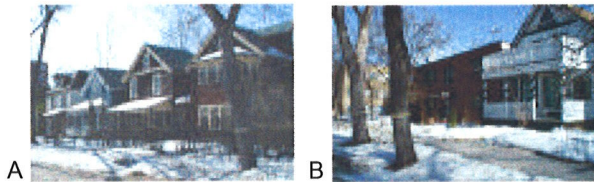
Above: Several businesses located in older buildings along Osborne Street. Note storefronts are located directly adjacent to sidewalk.



Fig.29: Map of sub-districts (as observed by author).

were also built before WWII, when demand for parking was not significant. For this reason, buildings were built to cover entire parcels of land with little or no consideration for parking. The backlanes behind these buildings are the main access routes for deliveries and other services. The backlanes also serve as pedestrian access routes. There are no boulevards along Osborne Street, however, consideration has been given to streetscaping with various small parcels of public open space.

**Osborne East Mixed Residential** - This sub-district consists of a mixture of different types of residential development, including: older homes, older homes converted into duplexes and triplexes, historic and modern style three to six storey apartments, and post-modern style condominiums. The buildings, as well as the layout of the streets and boulevards, define the physical structure of this area. The buildings of the area consist of rows of individual older homes, most of which are faced with wood clapboards and designed with front porches facing the street. The facades of most of the older walk-up style apartments are generally of brick and wood. Houses in this area are setback approximately 4.5 meters (15 feet) from the sidewalk. Most of the apartments are built directly up to the sidewalk and do not exceed six stories in height. The residential blocks in this area consist of grass boulevards lined with large elm trees. Both the streets and backlanes are host to high levels of pedestrian and vehicular activity. The backlanes provide access for services such as telephone lines and sanitation services and also provide access to private driveways and garages for residents. A typical lot size in the area, 10 x 33 meters (33 x 110 feet), is smaller than lots in most suburban neighbourhoods, a factor common throughout Winnipeg's central residential neighbourhoods.



Two photos illustrating the mix of building types found in the Osborne East Apartment District. Photo A is of a series of single family housing dwellings and was taken on Cauchon Street. Photo B was taken directly across the street and shows a modern two-storey apartment existing on a block predominantly consisting of single-family dwelling types.

**Osborne West Mixed Residential** - This sub-district is very similar to the Osborne East Residential subdistrict in terms of the types of houses and the layout of the streets. The area does differ in that the properties adjacent to Wilmot Place consist of a greater concentration of up-scale condominiums, a type of development designed to increase land occupancy. Several of the area's historic churches, located along Nassau Street, physically anchor adjoining residential blocks and function as social nodes. Other prominent community nodes in this sub-district include Gladstone School and the River-Osborne Community Centre.

**Osborne East Apartment** - This area is composed of a series of medium to large apartment blocks along Roslyn Road and River Avenue. Many heritage apartment buildings are located in this area next to modern high-rise apartment buildings. The high number of apartment dwellings makes this sub-district one of the most densely populated areas in Osborne Village. Many of the large modern apartments blocks were constructed with surface parking lots behind the buildings, adjacent to the riverbank. Fort Rouge Park and Mayfair Park, two of the larger public greenspaces in Osborne Village, are nodes within this sub-district. The streets and backlanes in this sub-district are host to high levels of pedestrian and vehicular traffic. A number of professional offices occupy several of the older buildings along this section



Above: Example of diversity of apartment building styles in the Osborne East Apartment district.

of Roslyn Road. Like the other residential streets in this area, Roslyn Road and River Avenue are lined with mature elms, thus forming natural archways over the roadways.



Above: A view into the Osborne West Apartment district.

**Osborne West Apartment** - The physical structure of this area has been determined by development that occurred primarily during the 1960s and 1970s. Of all the sub-districts, this area demonstrates the most significant departure from its original layout. Large high-rise apartments, built in the modern style, characterize this sub-district. Many of the high-rise apartments are located along the banks of the Assiniboine River. The land-use of this area is also comprised of ground level parking lots and underground parking garages that service the residents of these apartments. A commercial area comprised of a large supermarket, drugstore, gas station, restaurant and video store services the surrounding area and serves as a node of activity. There are fewer trees in this sub-district compared to other sub-districts in the area.

**Roslyn Crescent** - This sub-district differs significantly from the other residential areas in Osborne Village. The area is defined by a series of modern houses and the housing types vary from bungalows to two-storey. The typical lot size in this area is 17 x 38 meters (56 x 125 feet), generally larger than those found on the other residential streets in Osborne Village. The only remaining single family dwellings built adjacent to the Assiniboine River in Osborne Village are in this subdistrict. Unlike other residential streets in the area, Roslyn Crescent does not have public sidewalks. There are no backlanes servicing the residents of this area; unique features are the private frontyard driveways that provide access to the street.

**Donald Street Commercial and Industrial** -Industrial and larger commercial establishments, as well as, vehicular traffic characterize this area. The physical structure of the area is based on servicing the car-users travelling on Donald Street. Motor vehicles zoom past large billboards strung along the roadside of this traffic thoroughfare. The commercial buildings in this area do not exceed two storeys in height and are significantly setback in order to accommodate parking. Very few physical elements exist to address pedestrian comfort; there are few trees, narrow boulevards, few pedestrian crossings, and buildings are designed to accommodate car users. Much of the east side of Donald Street is occupied by a rail right-of-way with no sidewalk, further discouraging pedestrian activity. Overall, compared to Osborne Street, there is very little dynamic street life in this area.

## **Recommendations:**

Osborne Village is a complex neighbourhood, manifested in the integration of a variety of social and physical factors. It is essential that these factors be considered when assessing the appropriateness of any new development. One of the strengths and unique qualities of Osborne Village is that it retains elements of a primarily pedestrian scale neighbourhood. In any new development, every effort should be made to preserve and enhance this characteristic. The type of land use, as well as, the design of new development will have an impact on the quality and value of pedestrian activity in the area. Osborne Village is mainly characterized by residential and commercial developments. Recognizing how these two uses affect each other should be taken into consideration with any new development.

There are a significant number of exceptional examples of historic architecture in the area. These examples contribute to Osborne Village's status as a unique area within the City of Winnipeg. Efforts to preserve and protect these significant historic buildings will further strengthen the existing character of Osborne Village. There is relatively little public greenspace in the area. The expansion of quality greenspace would be beneficial for the residents of and visitors to the area. Despite the small quantity of greenspace, there are many large elm trees that provide shade, shelter and add richness to the overall physical environment of Osborne Village. These trees are mainly found along the local streets and at riverbank locations -- such as at Fort Rouge Park. Preservation of these trees will benefit the area.

There is a lack of bicycle paths, routes, and facilities in the area to accommodate and further encourage the use of alternative modes of transportation. Effort should be made to accommodate cyclists when considering new development. There are several surface parking lots in the area. Any expansion of parking should be done in a way that respects the overall pedestrian scale of the area. Alternatives, such as underground parking and shared parking, should be considered when developing in the area.

The current zoning does not respond in many instances to the character of Osborne Village. The zoning for the area should be thoroughly reviewed and adjustments should be made in order to best reflect and enhance the existing character of the area. An integration of residential, commercial, and industrial uses is evident in a number of locations within Osborne Village. Mixed use zoning could better accommodate this mix of land uses where appropriate and contribute to the area's vitality.

There is an existing visual structure or 'imageability' to Osborne Village that should serve as the foundation for future development in the area. The major paths in the area serve a vital role in framing this structure. Of the seven sub-districts, four truly embody the unique qualities of Osborne Village: Osborne East Mixed Residential, Osborne West Mixed Residential, Historic Commercial, and Osborne East Apartment sub-districts most clearly express the unique combinations of physical elements that define Osborne Village. New development should complement and enhance the character of these sub-districts.

Establishing design guidelines for several of the sub-districts will guide how these areas develop in the future. The Character Inventory is intended to assist in establishing these guidelines. The method of identifying the various physical elements that comprise these sub-districts will serve as the basis for these guidelines. Each of the sub-districts links with adjacent sub-districts. In most cases, however, these links are not strong. Any opportunity to further integrate and strengthen these links should be encouraged.

Based on the Census Canada information, the Roslyn area tends to consist of a predominantly older and wealthier population. This demographic differs from the

predominantly younger and less wealthy residents found in McMillan and River-Osborne. The differences between these areas add to the overall make-up of Osborne Village. These differences should be recognized and considered as part of the context for proposed new development. Further study of the social and behavioral patterns of Osborne Village will be beneficial in understanding the character of this complex neighbourhood.

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# ***Appendices***

Appendix A - City of Winnipeg Historical Building Inventory.

Appendix B - Winnipeg Bicycle Facilities Study,  
City of Winnipeg,  
Streets and Transportation Department.  
section 7.2.3.:p.45.

Appendix C - Traffic data. City of Winnipeg, Public Works  
Department.

**City of Winnipeg's Historical Building Inventory.****August 3, 2001****NASSAU STREET**

124  
130                    1904                    St.Luke's Anglican Church  
97

**OSBORNE STREET**

40                    1909                    Roslyn Court Apartment                    Grade II  
265                    Hydro Sub-station  
525

**RIVER AVENUE**

277                    Royal Oak Court Annex

**ROSLYN ROAD**

1                    1929                    Locarno Apartments                    Grade III  
6                    1914                    Lilly Apartments                    Grade III  
36                    1907                    J.C. Falls House  
80                    Rossmore Apts.  
94  
100                    1927                    Blackstone Apts.  
105  
166                    1909                    Dennistoun House                    Grade III  
176                    1909                    Archibald House  
218                    1901                    W. Moss/M.Kantor House  
223                    1901                    Bain Residence  
229                    1900                    Nanton Estate Gates                    Grade II

**SCOTT STREET**

120                    1887                    Forest House  
137                    1902                    John C. Graham House                    Grade III

**STRADBROOK AVENUE**

464                    1905                    Bank of Montreal  
511                    1907                    J.D. Clark House

**WARDLAW AVENUE**

313-317  
339                    1880's                    (Bosworth Cottage)  
363                    1883/94                    Geo. Black House (Bobbie's Restaurant)  
484                    1907                    House  
494                    1907                    House  
525                    1910                    Crescent-Fort Rouge United Church  
544                    1905                    Wardlaw Apartments                    Grade II  
626                    DeBary (Highgate Apts.)                    Grade II

**Appendix A**

### 7.2.3 Classification Scheme

The Winnipeg Bicycle Facilities Study classifies bikeways under three principal categories: bicycle routes, bicycle lanes and bicycle paths. Subcategories are proposed under each type which recognize different characteristics of design and use as shown in Table 7-6.

The bicycle route category includes all roadways, whether specially designated or improved for cyclists. It can be further broken down into the subcategories of Shared roadway - a roadway used by bicycles and motor vehicles - and Restricted roadway - a roadway temporarily closed to most motor vehicle traffic but open to bicycles and other types of non-motorized use. Selective closures of roadways may occur, such as the Sunday closures of streets. For shared roadways, some routes may be of greater interest to recreational as opposed to commuting cyclists.

Some bicycle routes may have some level of improvement whether for shared or restricted roadways, or for recreational or commuting use. The term "non-pavement" facilities is a broad category which includes anything except physical changes to the road surface. Examples are signage of the road to encourage use by cyclists, inclusion on mapping, modifications to signalization or stop signs, and placement of temporary or permanent barriers to restrict access by motorized vehicles. The use of a widened curb lane has been highlighted by a separate subcategory. The advantages and disadvantages of these bicycle route subheadings are discussed further in Section 9.0.

The second major category of bicycle facilities is bicycle lane. This is defined as a lane on the roadway which is separated from motor vehicles. A delineated lane is indicated by a painted stripe, texturing or colouring. A protected lane is separated from the traffic by a physical barrier. Most lanes are unidirectional following the direction of movement of motor vehicles. Two-way travel in a lane adjacent to traffic requires special consideration and has been identified as a separate subcategory of "bi-directional".

A bicycle path is a separated bikeway from which all motorized traffic is always excluded. There are three subcategories. Bicycle Only Paths are paths designated for the exclusive use of bicycles. They are generally designed for higher speed and longer distance travel. Multi-use Recreational Pathways are paths provided for joint use by two or more non-motorized recreation activities including pedestrians. Some recreation activities can be restricted from some or all pathways. They are generally designed for slower speed traffic. A Bicycle Trail is an undeveloped path suitable for use by all-terrain bicycle but not necessarily suitable for use by "road bicycles".



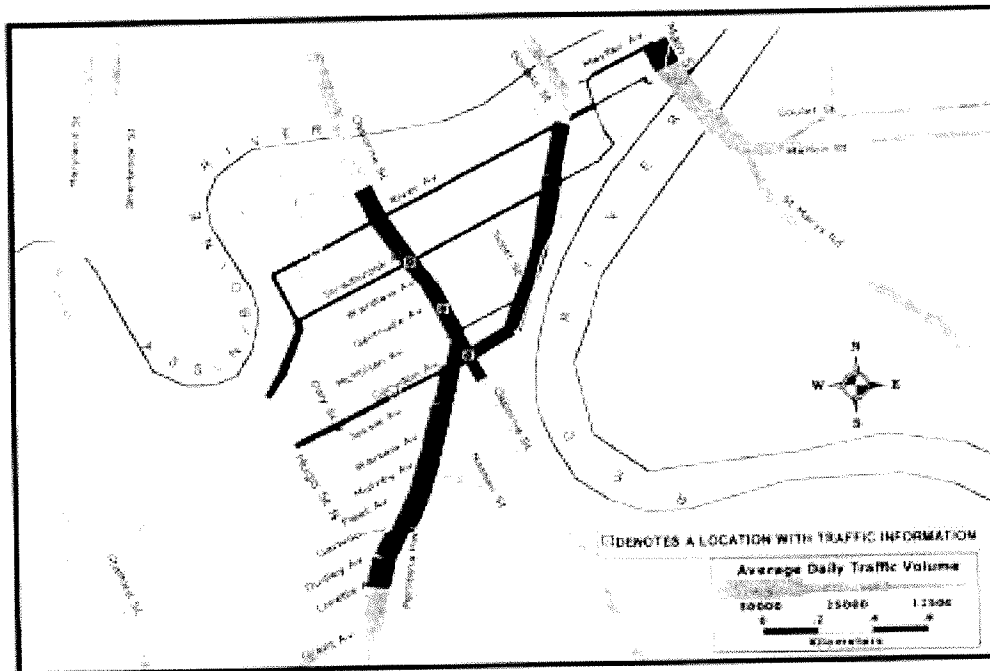


Figure 2-Traffic Volume

Question 1: The most recent traffic counts taken in the area are dated 1999. Because of the sporadic nature of these counts, there is no real trend identified. There has been a slight change in traffic, but this can be attributed to normal fluctuations observed in short-term counts in urban areas.

Location	Count Date	North/South Street (12-hr)	East/West Street (12-hr)
Nassau & Corydon	1999 1990	1750 (-11%) 1929	8222 (-3%) 8476
Osborne & Corydon	1997 1991	28160 (+28%) 21857	24247 (+4%) 23317
Osborne & Stradbroke	1996 1993	29256 (+3%) 28159	7000 (-8%) 7619
Nassau & River	1999	2478	7542
Osborne & Gertrude	1997	11071	1199
Osborne Bridge	1999* 1997*	11667 (-7%) 41080 (+6%)	N/A N/A
	1995*	40555	N/A

Appendix C

## OSBORNE VILLAGE NEIGHBOURHOOD CHARACTERISTICS

- Osborne Village's Commercial streets are Osborne Street and River Avenue at the Intersection
- Osborne Village shops are of varied architectural style and constructed mostly of brick
- Residents of Osborne Village access shops mostly by foot
- Osborne Village shops front right up to the sidewalk
- Osborne Village shops display merchandise for sale in front windows
- Most Osborne Village shops feature colourful canvas awnings at store front

### PROFILE OF RIVER & OSBORNE SAFEWAY CUSTOMER

For a four day period in mid October 1998, Safeway conducted customer intercept research to determine the profile and shopping habits of their River and Osborne store customers.

The following profile is derived from this research:

- 35% came by vehicle
- 54% walked to the store
- 6.4% came by bus
- 4.6% came by taxi or bicycle
- 80% live within a 2 to 3 minute walk from the store
- Customers average 2 to 3 visits per week

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# Tree Inventory

## Safeway Expansion

### River Avenue and Roslyn Road

June 11, 1999

**Codes Used:**

p = Public tree  
 S.elm = Siberian elm  
 M.maple = Manitoba maple  
 sp. = species  
 G, F, P, VP = good, fair, poor, very poor

A.elm = American elm  
 G.ash = Green Ash  
 B.Oak = Bur Oak  
 bc/ac = before construction / after construction

All measurements in Imperial

Our Map #	Species	DBH inches	Height ft.'	Condition	Canopy Height ft.'	Canopy Width ft.'	Protection zone (ft') bc / ac	Comments
1	A.elm	34	60	G	40	52	52/10	prune, no grade changes
2	A.elm	32	65	G	12	50	50/10	prune, no grade changes
3	A.elm	30	70	G	55	60	60/10	prune, no grade changes
4	A.elm	16	45	G	30	30	30/10	prune, no grade changes
5	A.elm	29	65	G	45	50	50/10	prune, no grade changes
6p	A.elm	13	35	F	15	15	15/10	prune
7p	A.elm	16	40	F	20	35	35/10	prune
8	A.elm	48	75	F	45	55	55/10	prune, hollow
9	A.elm	30	70	G	50	55	55/10	prune
10	M.Maple	7	32	F	15	30	30/10	prune
11	A.elm	8x2	50	G	35	30	30/10	prune
12	A.elm	6	35	F	10	20	20/10	prune
13p	A.elm	25	60	F	40	40	40/10	prune
14p	A.elm	36	65	G	25	45	45/10	prune
15p	A.elm	3	-	-	-	-	-	SUCKERS
16p	G.ash	18	65	F	40	25	25/10	prune
17	M.Maple	8	35	F	25	25	25/10	prune
18	A.elm	7	40	F	20	15	15/10	prune
19	A.elm	10	50	F	35	25	25/10	prune
20	A.elm	5	45	F	15	20	20/10	prune
21	M.Maple	7	40	F	20	15	15/10	prune
22	A.elm	12	55	F	25	35	35/10	prune
23	A.elm	4	35	P	5	10	10/10	prune
24	M.Maple	8	45	P	15	15	15/10	prune
25	A.elm	6	40	P	15	15	15/10	prune

The following interview with a representative of a grocery company was conducted on April 18, 2002, 10am. In order to protect the company's interests, the individual chose to remain anonymous.

Q- How do you select the location for your stores?

A- **Interviewee not certain. She does know that the company seeks advice from real estate divisions. There are real estate divisions in each city the company operates stores. Market study evaluation is performed in order to determine where and who the competition is. Study looks at what are the physical edges defining the market area as well as projected sales. It is very important that the company knows how much of the market share they can control. Available market share determines level of sales, which determines size of store. A subsequent return on investment report is done which examines the cost of land and equipment needed as well as determines when store will be built. This report could also include site planning.**

Q- Are there factors that determine the level of investment your company will put into a store?

A- **See above.**

Q- I have seen grocery stores in Vancouver that are designed differently from ones in Winnipeg. Why is it that these stores are different?

A- **Underground parking based on land value. Land cost influences the amount of room devoted to surface parking. Underground parking is seen as a nuisance for grocery stores since shopping carts must be pushed up a level or expensive escalators need to be built. Safety in an underground parkade also becomes an issue. Underground is very expensive to build.**

Q- What is the standard ratio between store size and parking?

A- **Minimum 5 stalls per 1000 square feet of store.**

Q- Based on a 45 000 square foot store, how much space is allocated towards receiving/storage?

A- **Interviewee not certain. Perhaps 5000 square feet (approx.). Company prefers devoting less area for storage.**

Q- What are standard aisle widths/lengths?

A- **60 ft long and 6'6" wide.**

Q- What is the ideal layout? Why?

APPENDIX 3

A- **A layout that makes it easy for customer to shop. Layout should not be complicated. Design store so that customers immediately walk into fresh food areas.**

Q- What will be the expected life cycle of a newly constructed store?

A- **25 years (approx.)**

Q- Approximately how many employees would this store accommodate at a time?

A- **Approximately 100 staff working at a given time.**

Q- Are there any methods implemented by your company to reduce the amount of energy required in operating a store?

A- **Implement a fully automatic energy management system that regulates the amount of energy for refrigeration, lighting, and HVAC.**

Q- What types of mechanical equipment significantly affects the design of a store?

A- **Condensers are normally located on the roof. Louvres have been proven to be too noisy for adjacent residents.**

Q- What forms of recycling does the company practice?

A- **Recycle cardboard and wooden palettes.**

Q- How much refuse per day or per week is produced by a single store?

A- **Varies on sales. Approximately once to twice a week garbage pick-up.**

Q- On average, how many deliveries per day would a 45 000 square foot store receive?

A- **On average, receive every day or every other day.**

Q- Are there any staff change/shower rooms or lunchrooms?

A- **Change rooms as well as lunch and smoking room.**

Q- How many offices are in the store?

A- **One large office, one training office, one managers office, one office for assistant managers, one administrator's office, one file maintenance office.**

Q- Has your company ever considered mixed use development (include residential or other businesses)?

A- **No. They prefer to remain autonomous.**

APPENDIX F

Q- Has your company ever considered expanding the types of services offered?

A- **They are always looking to expand services (e.g. Cafés and Banking).**

Q- How important is outer appearance? Why is it important?

A- **Very important. Level of money spent on outer appearance depends on socio-economics of area.**

Q- How often will company alter the exterior image of their stores?

A- **Depends on store. On average, 15 years.**

Q- Is off-site cart collection a serious problem for the company? What design measurements are used to address this problem?

A- **No, all carts are stored inside.**

Q- What types of safety and security measures are in place in and around a store?

A- **High requirement. Site lighting - 3 to 3.5 candle. Overall grocery stores tend to attract crime.**

Q- What initiative has company taken to accommodate differing levels of personal mobility?

A- **Meet universal accessibility codes for design.**



B I B L I O G R A P H Y

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