

THE PROPOSED OSBORNE STREET BRIDGE AND

ITS EFFECT ON ST. VITAL, MANITOBA

A THESIS

Presented to

The Faculty of Graduate Studies and Research

of the University of Manitoba

In Partial Fulfilment of

the requirements for the Degree of

Master of Science in Community Planning

by

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PREFACE

Since the submission of the thesis topic, the bridge has been officially named 'The St. Vital Bridge' by the Metropolitan Winnipeg Council but shall herein be referred to as the proposed Osborne Street Bridge.

On choosing the thesis topic, it so seemed that the Osborne Street Bridge was to be the leading item of discussion. Meanwhile it has proven necessary to place much more emphasis than originally intended on the City of St. Vital and its development early in the thesis. Consequently, it has been suggested that St. Vital should be mentioned first in the thesis title. Due to the difficulties involved in changing the original title after its initial acceptance, it was deemed necessary to mention a possibly more appropriate one.

This new title as it would have been amended is:

ST. VITAL, MANITOBA AND HOW IT WILL BE
AFFECTED BY THE PROPOSED OSBORNE STREET BRIDGE

ACKNOWLEDGEMENTS

I would like to express my thanks to Dr. D. Styliaras for his constructive criticism and guidance throughout the development of this thesis.

I would also like to thank the Traffic Department and the Planning Department of the Metropolitan Corporation of Greater Winnipeg for their co-operation and assistance.

William De Vries.

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INTRODUCTION

The future development of St. Vital is largely dependent on Metropolitan Winnipeg's plans for expansion. One provision of the Metropolitan Corporation of Greater Winnipeg, as outlined in its Draft Development Plan of 1963, is a new bridge at the south end of Osborne Street across the Red River into St. Vital. The proposed Osborne Street Bridge is expected to be of benefit to both St. Vital and Winnipeg, but is not expected to change the relationship between them.

The first part of this thesis will endeavor to investigate the effects, good and bad, which will probably result from the construction of the proposed bridge. The last chapter has been devoted to a specific proposal, which it is felt would improve the bridge project and would allow the City of St. Vital to create a center of activity for its citizens.

CHAPTER I

THE CITY OF ST. VITAL

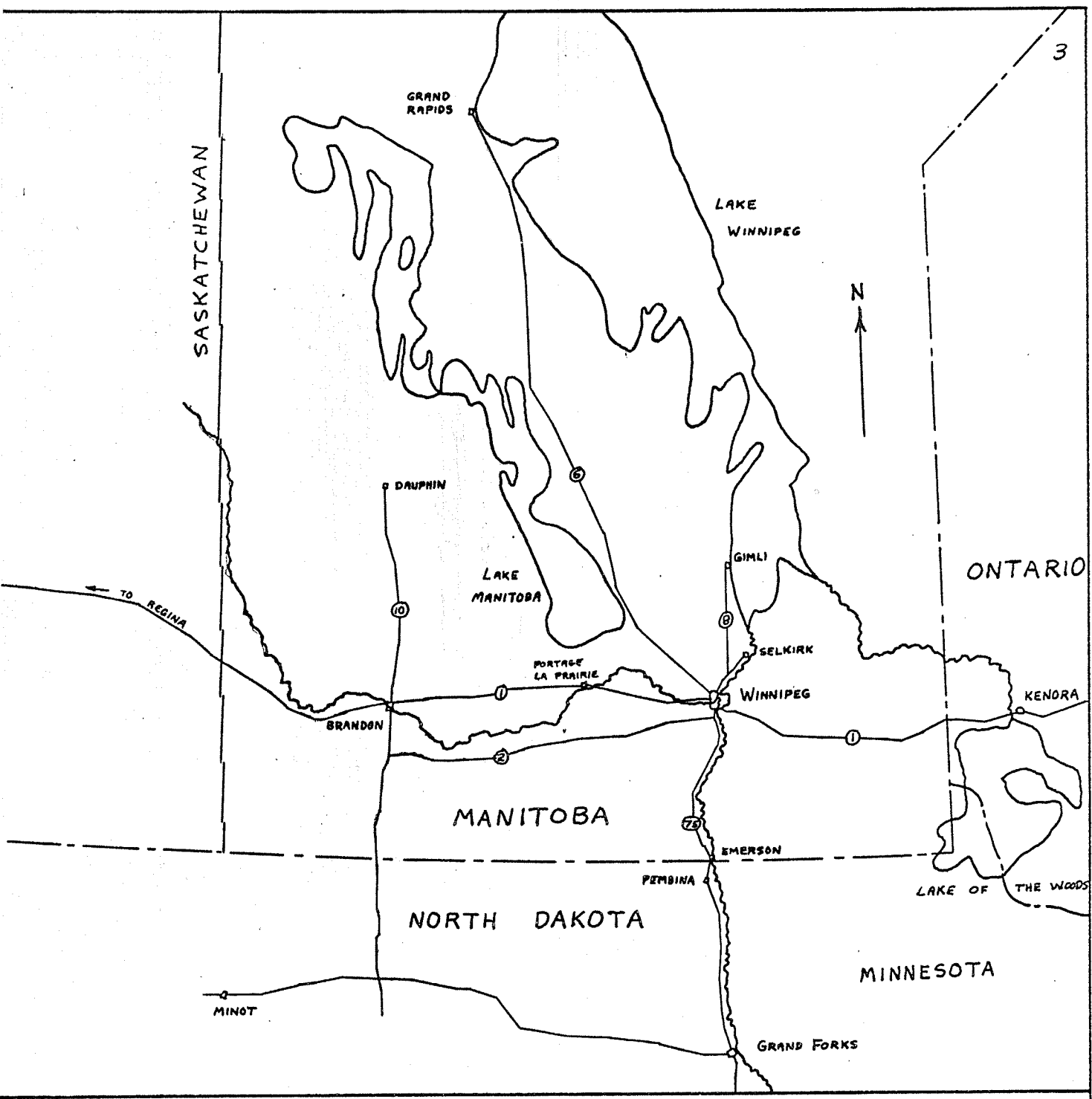
CHAPTER I
THE CITY OF ST. VITAL

HISTORICAL BACKGROUND

The community of St. Vital dates back to 1822 when the first permanent homes were established. This was just ten years after the original party of Selkirk settlers established an agricultural village at Point Douglas, east of the present Canadian Pacific Railway station. These first St. Vital residents, who were buffalo hunters, started their own community as they were French and did not wish to live with the English at Point Douglas. They had been driven north by the Sioux Indians from the Pembina area, south of the border in North Dakota. (Figure 1, page 3). The buffalo they killed provided food and clothing and the leftover meat and skins could be traded in at the Hudson's Bay posts for such luxuries as tea, sugar and tobacco.

RELATIONSHIP WITH WINNIPEG

Growth was slow for either settlement. By 1869 the Red River colony at Point Douglas consisted of approximately 100 persons, as did the area now known as St. Vital. There was a trail connecting the two settlements, but the Red River, which could only be crossed by boat, prevented easy access between the two. Two dozen small stores clustered together



GEOGRAPHIC LOCATION OF WINNIPEG

LEGEND

PROVINCIAL BOUNDARY ————

MAJOR HIGHWAY ———— ① ————

RIVER ————

SCALE IN MILES
0 10 20 30 40 50 60

FIGURE 1

near the Hudson's Bay post formed the business district in what is now Winnipeg.

Manitoba was admitted into Confederation in 1870 and this move seemed to attract immigrants. The business community grew and by 1873, with a population of 3,500, the settlement was incorporated as the City of Winnipeg.⁽¹⁾ By 1890, it had reached a population comparable to that of present-day St. Vital. The houses, barns and sheds of the people covered a large tract of land in which a definite commercial district had been established which could satisfy the needs of the urban area itself and of the expanding agricultural area beyond. By this time St. Vital had reached a population of 250 and had become a well established village, four miles to the south.

In the meantime, another settlement had developed immediately across the river from Winnipeg and had assumed the name of the Town of St. Boniface. Because of the confusion that resulted, in 1903 the latter was changed to the Rural Municipality of St. Vital. It was not until 1962, however, that St. Vital became a city. There was no real relationship between the two villages in the past other than the fact

1. Greater Winnipeg Investigating Commission, Report and Recommendations, (Winnipeg, 1959), p.56.

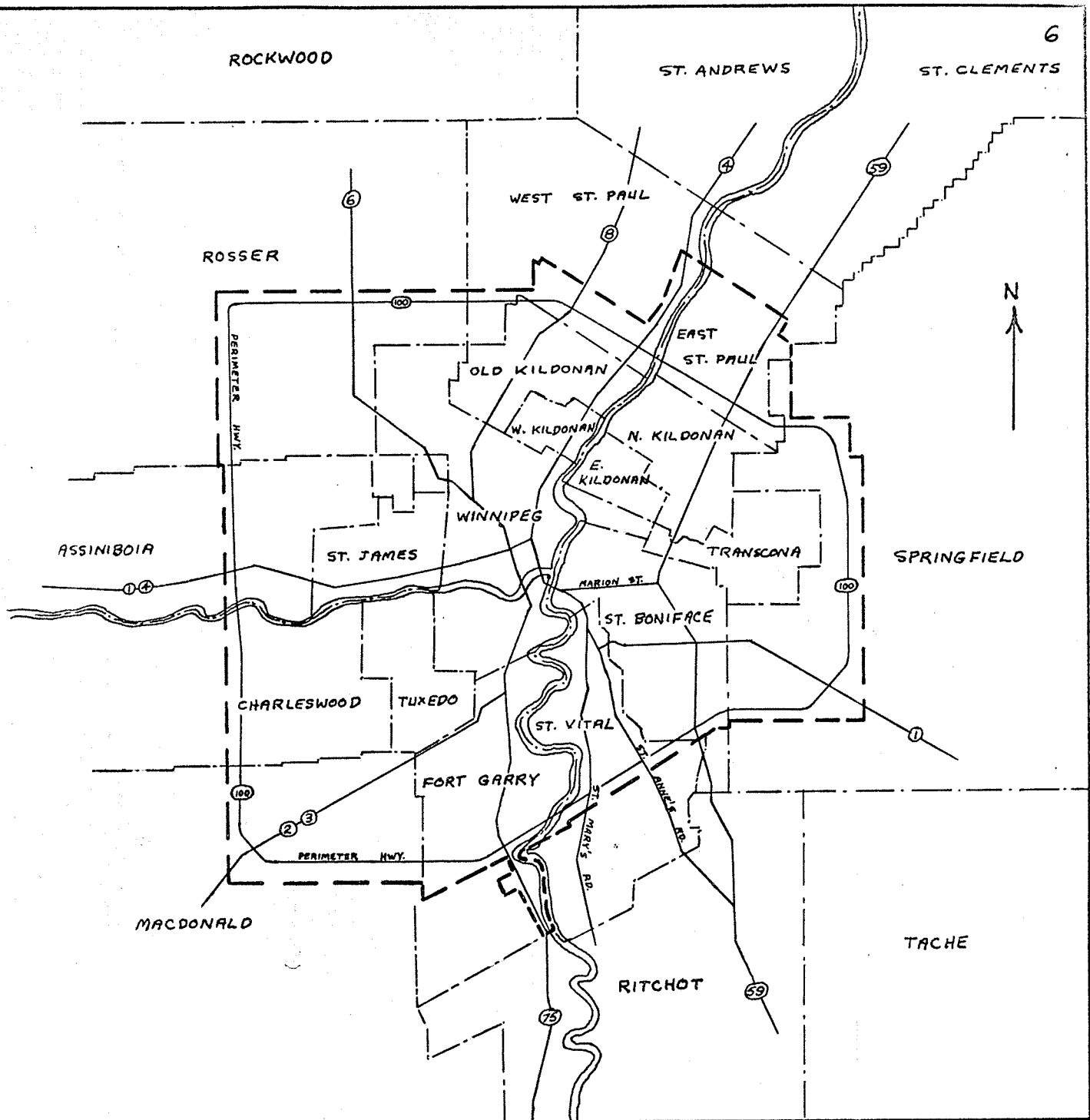
that their inhabitants were both French speaking. At present, even this small connection has faded away as St. Vital has become predominantly English speaking.

A bridge was built in 1880 directly linking St. Boniface to Winnipeg. This bridge was located approximately 200 feet upstream from the present Norwood Bridge site. (Figure 3, page 7). The chief modes of transportation, at this time, were by wagon or horseback and it was necessary for the St. Vital citizens to pass through St. Boniface on their way to Winnipeg.

The growth of the metropolitan area was quite steady after the turn of the century and St. Vital became less independent and more reliant on Winnipeg for its goods. The status of the municipality was gradually changing from rural to urban.

In 1903 the Elm Park Bridge was built providing an alternate access to the city. (Figure 3, page 7). It was built by a private individual in order to gain revenue by charging a toll for the use of the bridge. It is not known why such a peculiar location was chosen for this crossing.

In 1913 the electric streetcar made its first run into St. Vital along St. Mary's Road. With the advent of this quicker and more reliable means of transportation, people acquired jobs in Winnipeg and commuted to and from work.



METROPOLITAN WINNIPEG - 1963

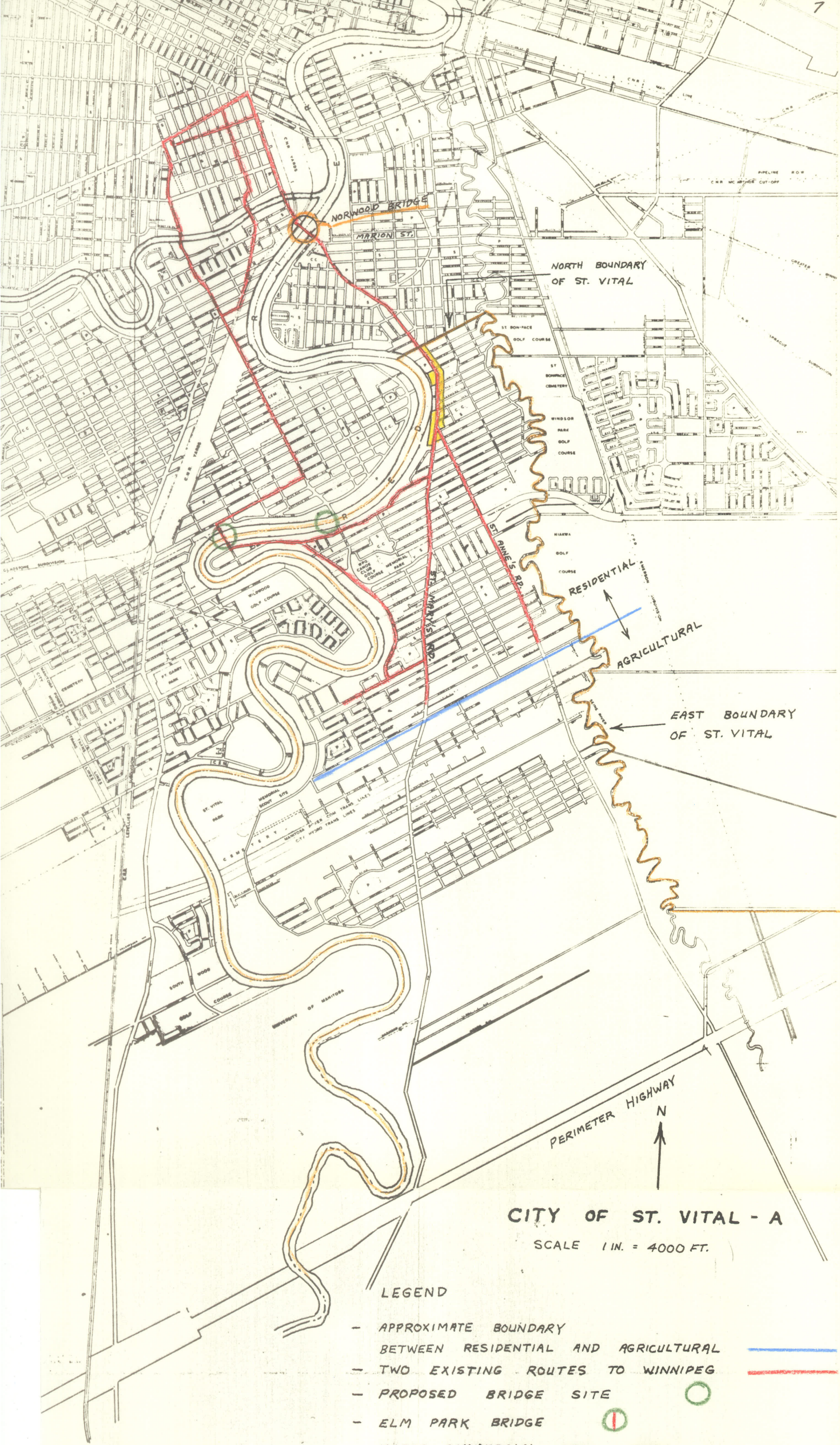
LEGEND

- METROPOLITAN BOUNDARY
- MUNICIPAL BOUNDARY
- MAIN TRAFFIC LINES ①

SCALE IN MILES



FIGURE 2



CITY OF ST. VITAL - A
 SCALE 1 IN. = 4000 FT.

- LEGEND**
- APPROXIMATE BOUNDARY BETWEEN RESIDENTIAL AND AGRICULTURAL —
 - TWO EXISTING ROUTES TO WINNIPEG —
 - PROPOSED BRIDGE SITE ○
 - ELM PARK BRIDGE |
 - MAJOR COMMERCIAL AREA ▭

FIGURE 3

The business center of St. Vital had already been established north of the junction of St. Anne's Road and St. Mary's Road, (Figure 3, page 7 and Figure 4, page 9), and in 1944 one of the first steps in actual planning in St. Vital was taken. The council voted to set aside all vacant property on the east side of St. Mary's Road from Carriere Avenue to the St. Anne's Road junction for the construction of commercial premises only. Nearly all the development, up to this time, was in this area while the southern part remained agricultural. In 1948 two-thirds of St. Vital was taken up by farming and now, sixteen years later, urbanization is rapidly spreading southward. The two respective areas can be seen in Figure 3, page 7. The designated agricultural area has large amounts of idle land and a scattering of houses while the residential area has little idle land and no agricultural features. The street layout shown in the diagram in the agricultural area is in plan only as development has not yet reached this stage.

The City of St. Vital is defined by exact legal boundaries enclosing a total of 22.6 square miles. (2) For the purposes of this study, any reference to St. Vital will

2. From the statistics of the City of St. Vital, St. Vital City Hall.



CITY OF ST. VITAL-B
 SCALE 1 IN = 2000 FT.

LEGEND







- MAJOR ROUTES 
- COMMERCIAL CENTERS 
- PUBLIC PARKS 
- PUBLIC BUILDINGS 
- SCHOOLS 
- CITY BOUNDARY 



FIGURE 4

include only the northern portion within the confines of the Red River, the Seine River, and the Perimeter Highway which lies just within the Metropolitan boundary. It is felt that the area of St. Vital south of the Perimeter Highway will not be directly affected by the construction of the proposed Osborne Street Bridge. St. Vital, as defined above, is shown in Figure 3, page 7, and its geographical situation with respect to the rest of Metropolitan Winnipeg can be seen in Figure 2, page 6.

During the development of St. Vital it was the aim of those interested to keep the community as a purely residential locality. The people wanted freedom from smoke, noise and unsightly factories and commercial enterprises. The steady growth was largely due to these policies and the result is a quiet city with virtually no industry.

The trend of moving to the suburbs has also contributed to the growth of St. Vital. The deconcentration of the downtown part of Winnipeg began about 1948. With everyone wanting single-family dwellings, much land was required to house them and presently this expansion radially outwards is continuing. With the only two direct routes into Winnipeg already overtaxed, the need for a third within the very near future has become obvious.

NECESSITY OF A THIRD ROUTE TO WINNIPEG

The population of St. Vital is presently very close to 30,000 and the majority of the working force is employed throughout the metropolitan area, but mostly in the City of Winnipeg. Although there is a scattering of small shopping areas, many of the people prefer to carry out these functions in downtown Winnipeg. This only serves to add to the existing traffic problem.

The necessity for a third, more direct link to Winnipeg is most evident in the rush hours in the early morning and the late afternoon. Traffic congestion is inevitable on both existing routes to the city. (Figure 3, page 7).

Elm Park Bridge is barely wide enough to accommodate one lane of traffic each way, resulting in very slow movement. Smooth flow onto the bridge is impossible due to the fact that the approaches from each direction result from ninety degree turns within 200 feet of the bridge.

The only other route to Winnipeg is along St. Mary's Road through St. Boniface and across the Norwood Bridge. Vehicular traffic converges onto this bridge from St. Vital and St. Boniface and its maximum capacity has been reached. The situation on both bridges would be greatly relieved with the construction of a third.

BRIDGE PRIORITIES

In developing comprehensive long range plans for traffic facilities, it is necessary to assess future population and land and vehicle use, and to relate these factors to present traffic patterns. There is much demand for bridges in various other locations in the metropolitan area, but priorities for construction must be based on these assessments.

The City of Winnipeg Planning Commission in the past had done a great deal of research on the traffic problems in Greater Winnipeg. With the birth of the Metropolitan Corporation of Greater Winnipeg in 1960 came further intensive study which resulted in the Draft Development Plan for Metropolitan Winnipeg. The main purpose of the Plan is "to promote orderly growth and economic development of the metropolitan area."⁽³⁾ The primary aspect on which the Plan is based is population growth and it is to be revised periodically in order to keep in step with changing conditions.

The now completed St. James Bridge was first on the list of twelve bridges planned for Metropolitan Winnipeg for the next twenty-five years. The proposed Osborne Street Bridge has been given second priority and construction of the

3. Planning Division, Metropolitan Corporation of Greater Winnipeg, Draft Development Plan, (Winnipeg, 1963), p.3.

new Winnipeg-St. Vital link is scheduled for the spring of 1964.

The primary reason for construction of this bridge is to give the people of St. Vital an easy access to central Winnipeg, however there are at least two secondary reasons. There is a small minority of St. Vital residents who commute daily to western parts of the metropolitan area and the bridge will enable them to reach their destinations with a minimum of difficulty. There is also a Sunday evening mass of cars returning from the resort areas in the eastern part of Manitoba. An approach is planned connecting the bridge with the Trans Canada Highway, so that this traffic can bypass central Winnipeg in order to reach the western parts of the metropolitan area. This east approach is shown in Figure 5, page 15.

BRIDGE SITE

The proposed site, (Figure 3, page 7), was first considered in 1912. In 1911 St. Vital had formed a Town Planning Commission, one of the first in North America. Plans were made with Winnipeg for a Cross-Town Highway which included the proposed Osborne Street crossing extending the route through St. Vital. These plans did not materialize, however, due to the outbreak of World War I and later due to the depression. In 1935 the proposed crossing was thought to be a

certainty as the Elm Park Bridge had been condemned by the respective engineers of Winnipeg and St. Vital. At this time it was thought to be economically unfeasible to build a new bridge. With a few minor repairs and a new coat of paint, the Elm Park Bridge was re-opened to traffic and now, twenty-nine years later, it is still in use.

The Osborne Street site was thought to be a good location for the crossing although no alternative studies had been done to determine this. The possibility of getting a new bridge became much better with the setting up of the Metropolitan Corporation of Greater Winnipeg. The necessity of having a new route from St. Vital to Winnipeg was realized and studies were begun to determine the best possible location.

In 1961 a reassessment program was carried out over the entire metropolitan area in which every home was visited and reassessed. At the same time each home owner was interviewed as to his driving habits and those of everyone else in the family. In St. Vital a one hundred percent survey was carried out and the result was information as to where each resident worked, what time he went to and returned from work, and which direction he preferred to travel. The results of these Origin-Destination studies are shown in Figures 6, 7 and 8 (pages 17, 18 and 19). They indicate that approximately sixty-four per-

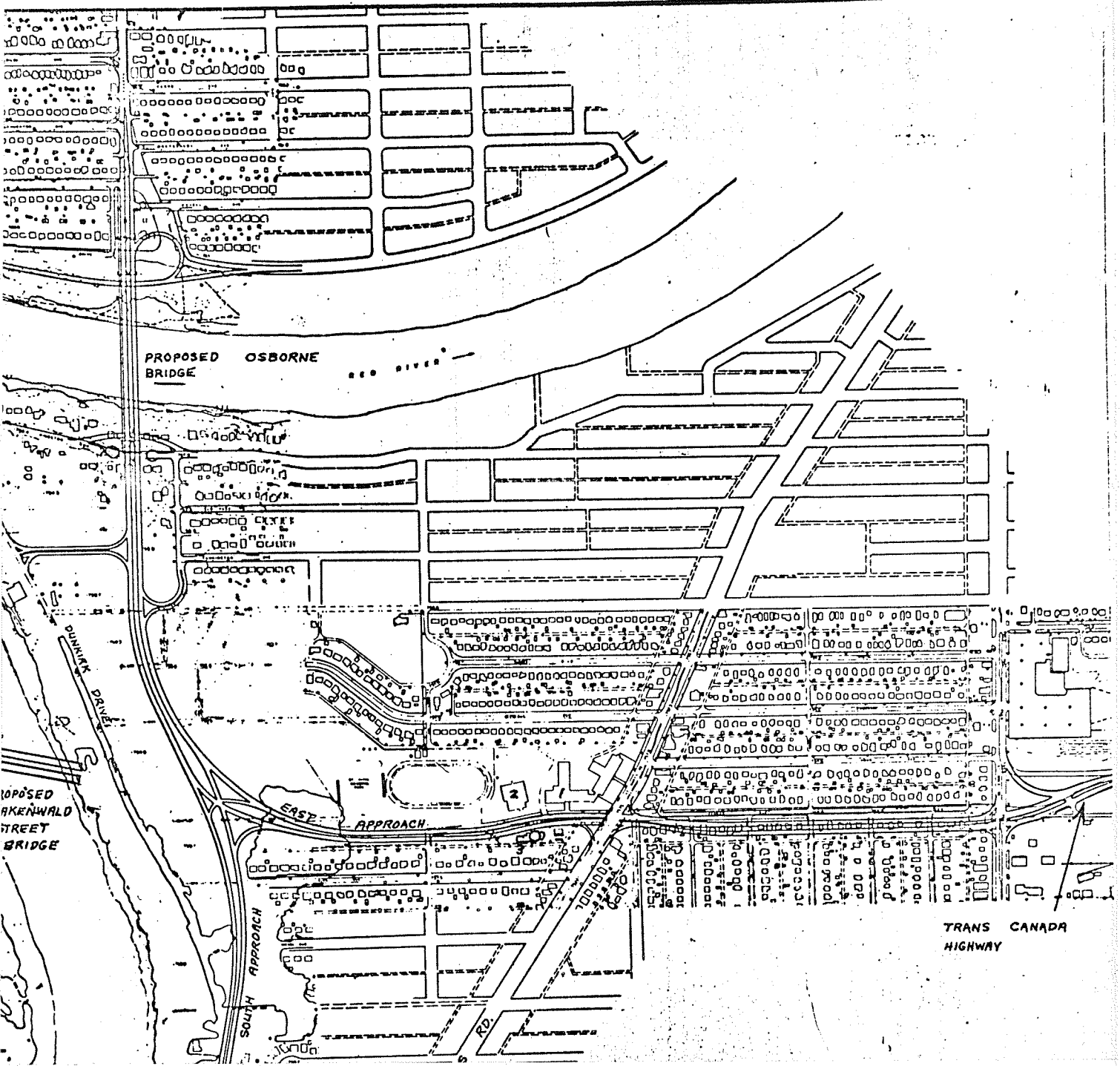
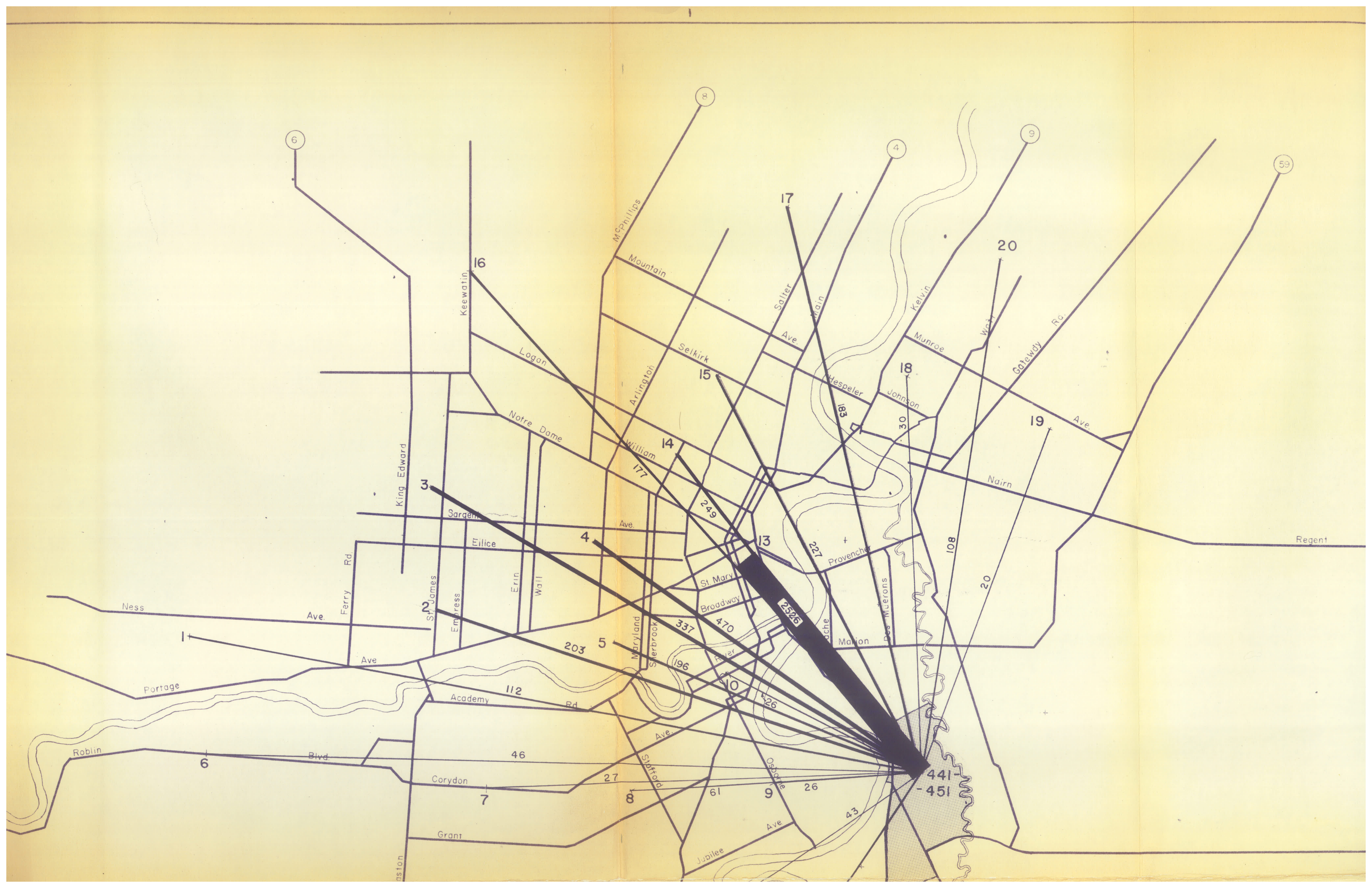
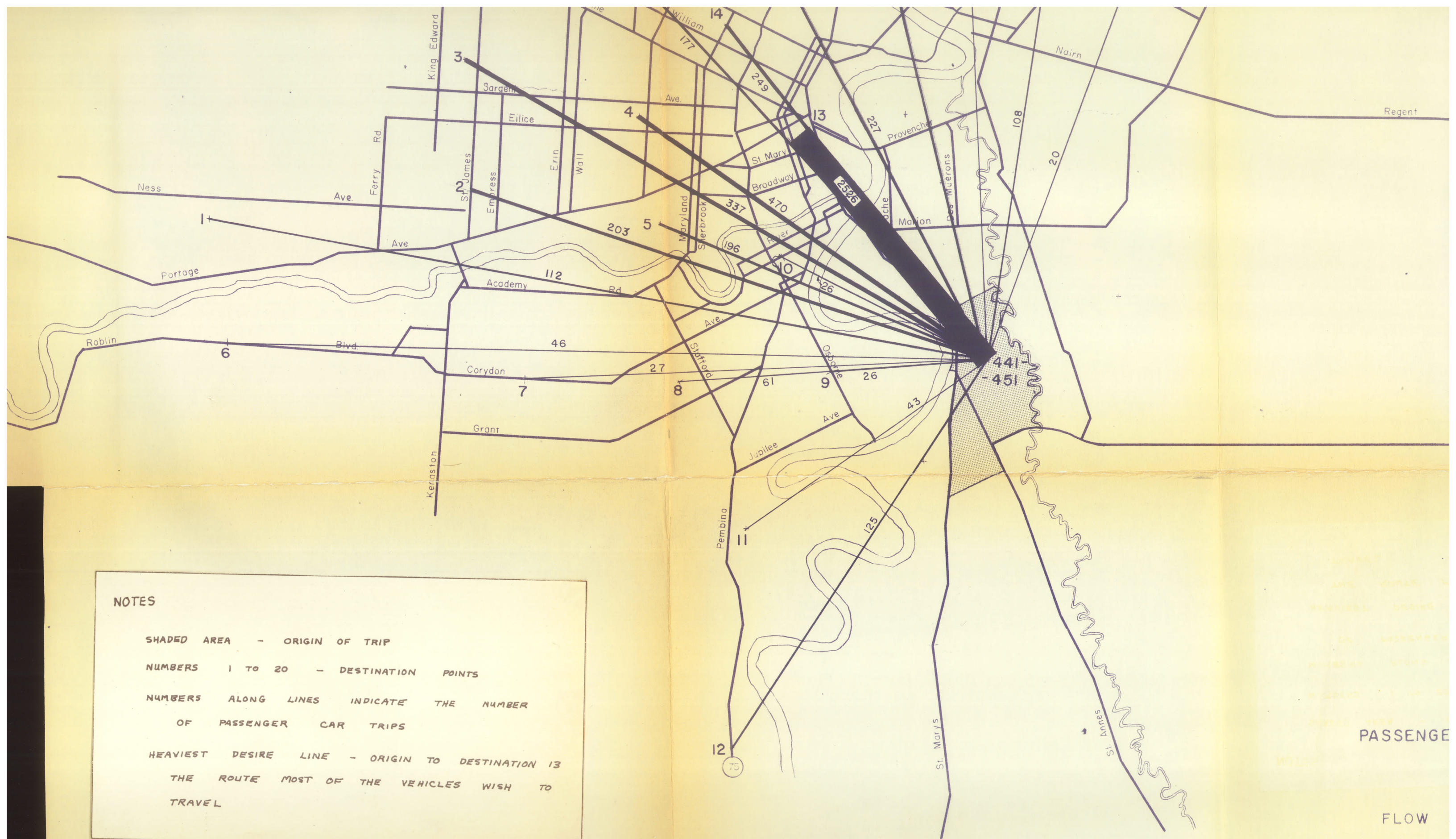


FIGURE 5

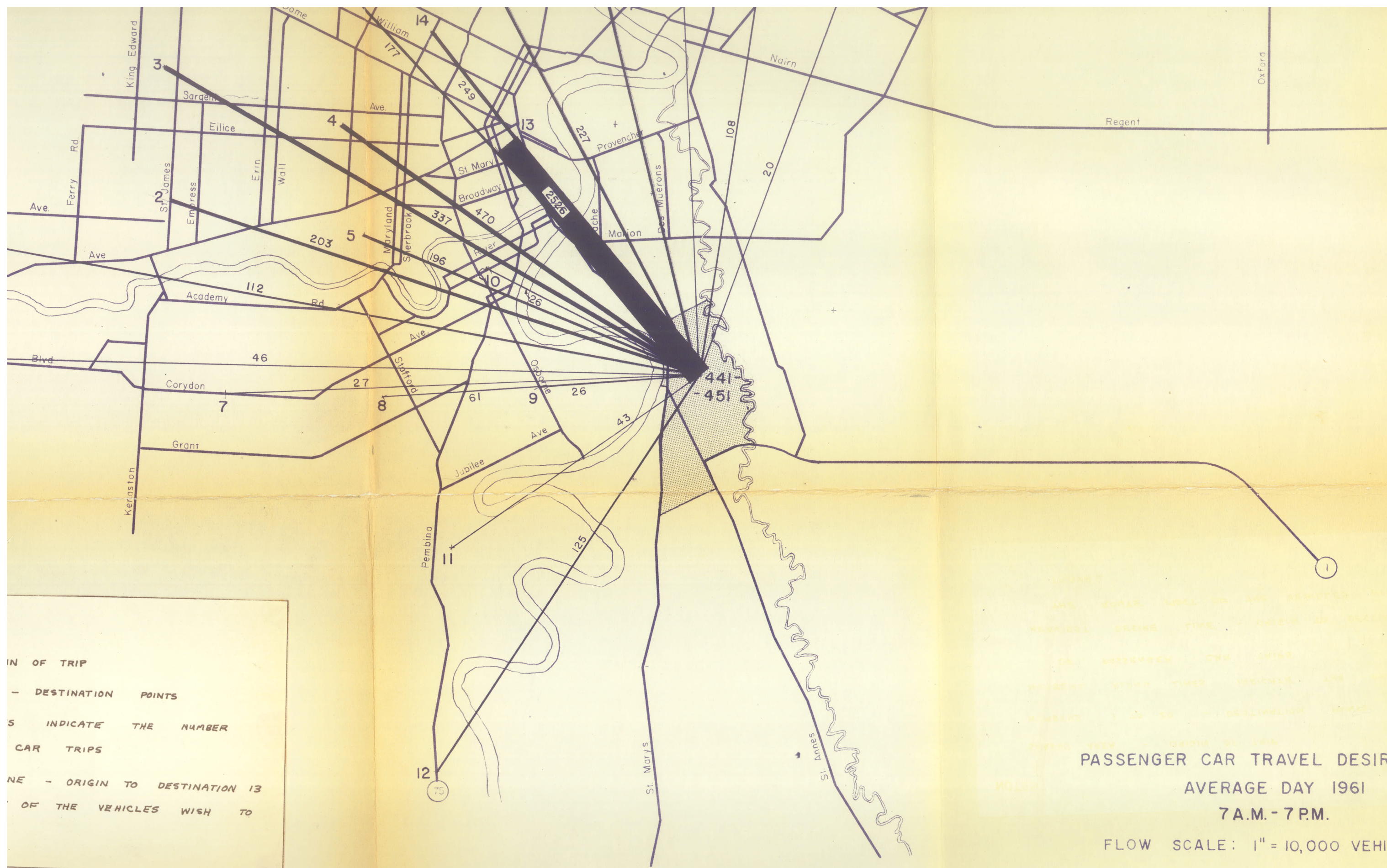
RESULTS OF ORIGIN-DESTINATION STUDIES

FIGURES 6, 7 and 8





PASSENGER
FLOW



IN OF TRIP
 - DESTINATION POINTS
 S INDICATE THE NUMBER
 CAR TRIPS
 NE - ORIGIN TO DESTINATION IS
 OF THE VEHICLES WISH TO

PASSENGER CAR TRAVEL DESIRE LINES
 AVERAGE DAY 1961
 7 A.M. - 7 P.M.
 FLOW SCALE: 1" = 10,000 VEHICLES

FIGURE 6



NOTES

SHADED AREA - ORIGIN OF HEAVIEST DESIRE TRAVEL

NUMBERS 1 TO 20 - POINTS OF PASSENGER TRAVEL

6

16

10

4

9

59

17

20

Logan

McPhillips

Mountain

Salter Ave

Main

18

Johnson

Gateway Rd.

Selkirk

15

Hespeler

Notre Dame

William

14

19

Nairn

King Edward

3

Sargent

30 Ave.

4

Eilice

St. James

Empress

Erin

Watt

95

Maryland

Sherbrook

192

St. Mar

Broadway

179

River

10

69

Ave.

73

Staford

15

27

19

Jubilee

452

Provencher

75

Tache

Marion

Des Marais

32

26

25

Ness

Ave.

Ferry Rd.

Ave

Portage

1

Roblin

Bld.

6

Corydon

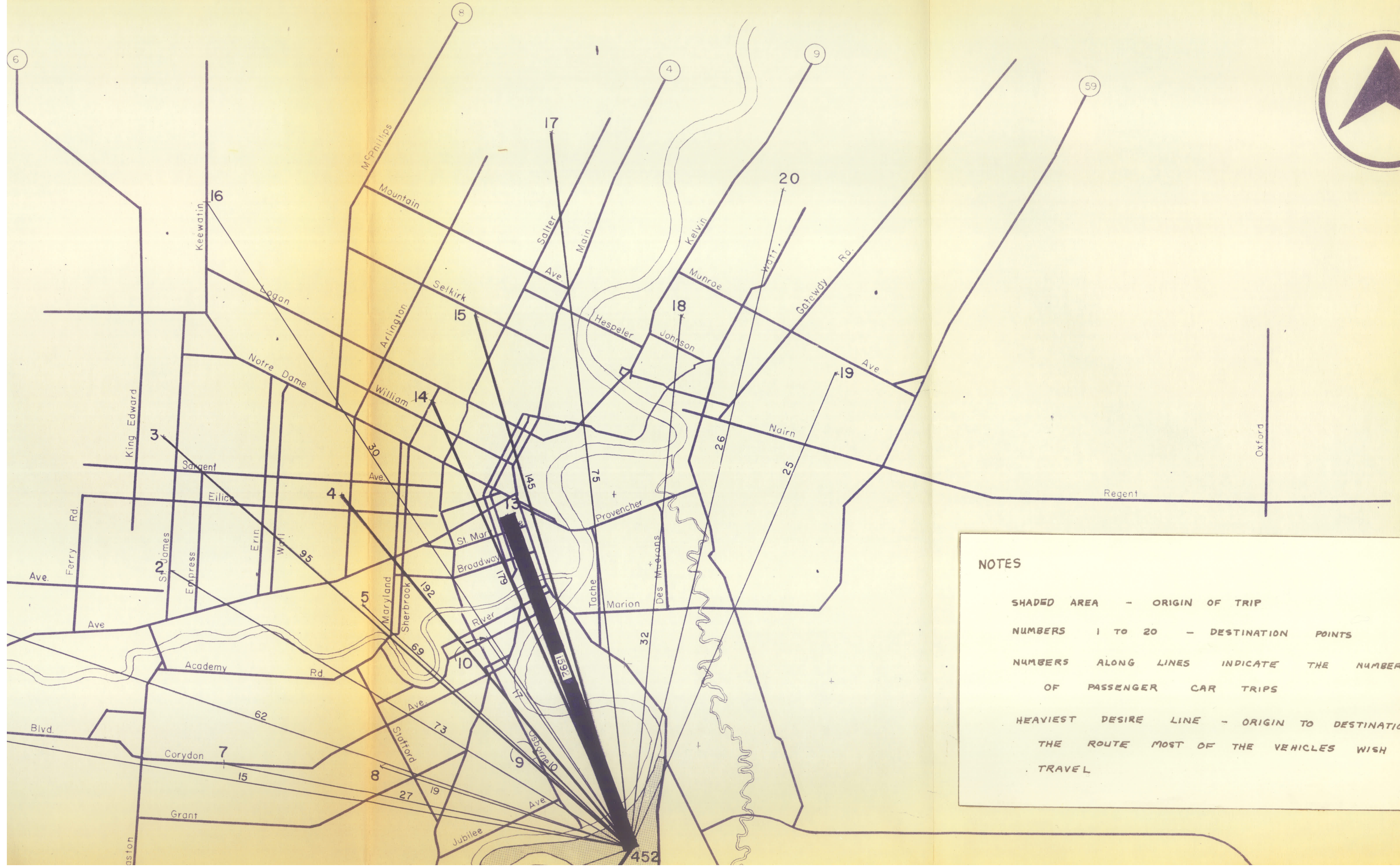
7

15

Grant

Staston

Regent



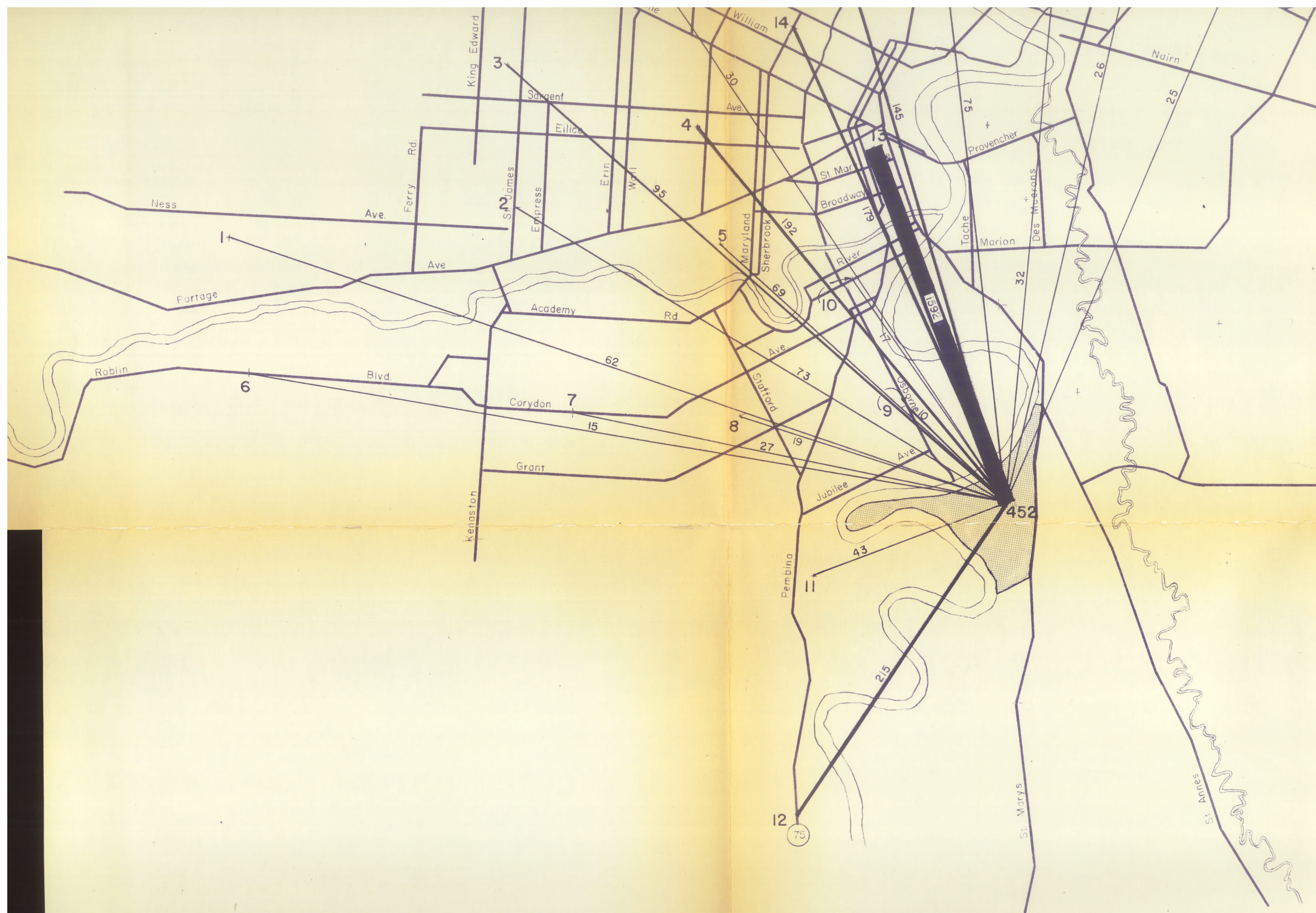
NOTES

SHADED AREA - ORIGIN OF TRIP

NUMBERS 1 TO 20 - DESTINATION POINTS

NUMBERS ALONG LINES INDICATE THE NUMBER OF PASSENGER CAR TRIPS

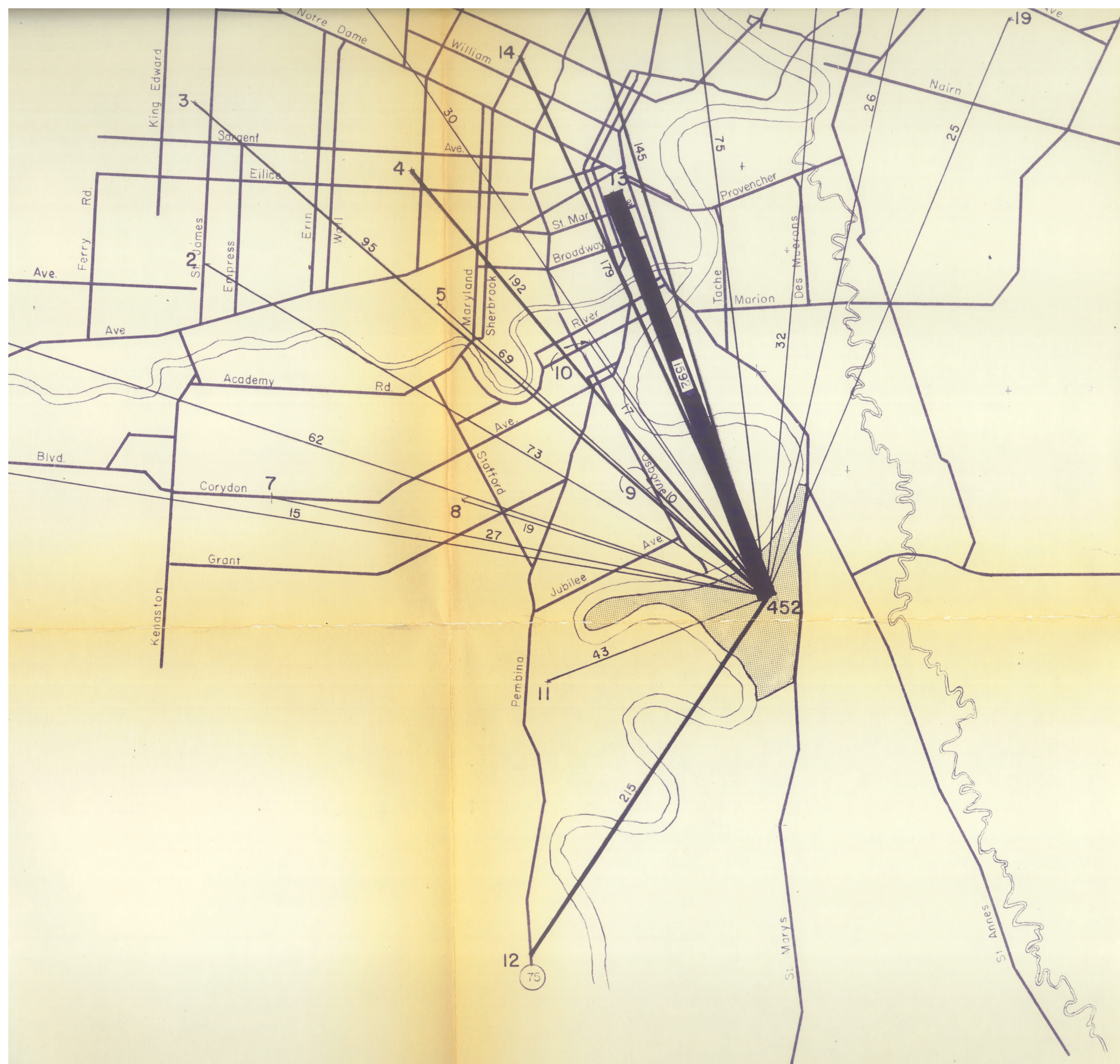
HEAVIEST DESIRE LINE - ORIGIN TO DESTINATION 13 THE ROUTE MOST OF THE VEHICLES WISH TO TRAVEL



NOTES

SHADED AREA - OR
 NUMBERS 1 TO 20
 NUMBERS ALONG LI
 OF PASSENGER
 HEAVIEST DESIRE
 THE ROUTE MO
 TRAVEL

LOWEST
 THE MOST
 HIGHEST
 ON
 HIGHEST
 DIVIDED PASSENGER
 MOLES
 FLOW



NOTES

SHADED AREA - ORIGIN OF TRIP

NUMBERS 1 TO 20 - DESTINATION POINTS

NUMBERS ALONG LINES INDICATE THE NUMBER OF PASSENGER CAR TRIPS

HEAVIEST DESIRE LINE - ORIGIN TO DESTINATION 13 THE ROUTE MOST OF THE VEHICLES WISH TO TRAVEL

PASSENGER CAR TRAVEL DESIRE LINES
 AVERAGE DAY 1961
 7 A.M. - 7 P.M.
 FLOW SCALE: 1" = 10,000 VEHICLES

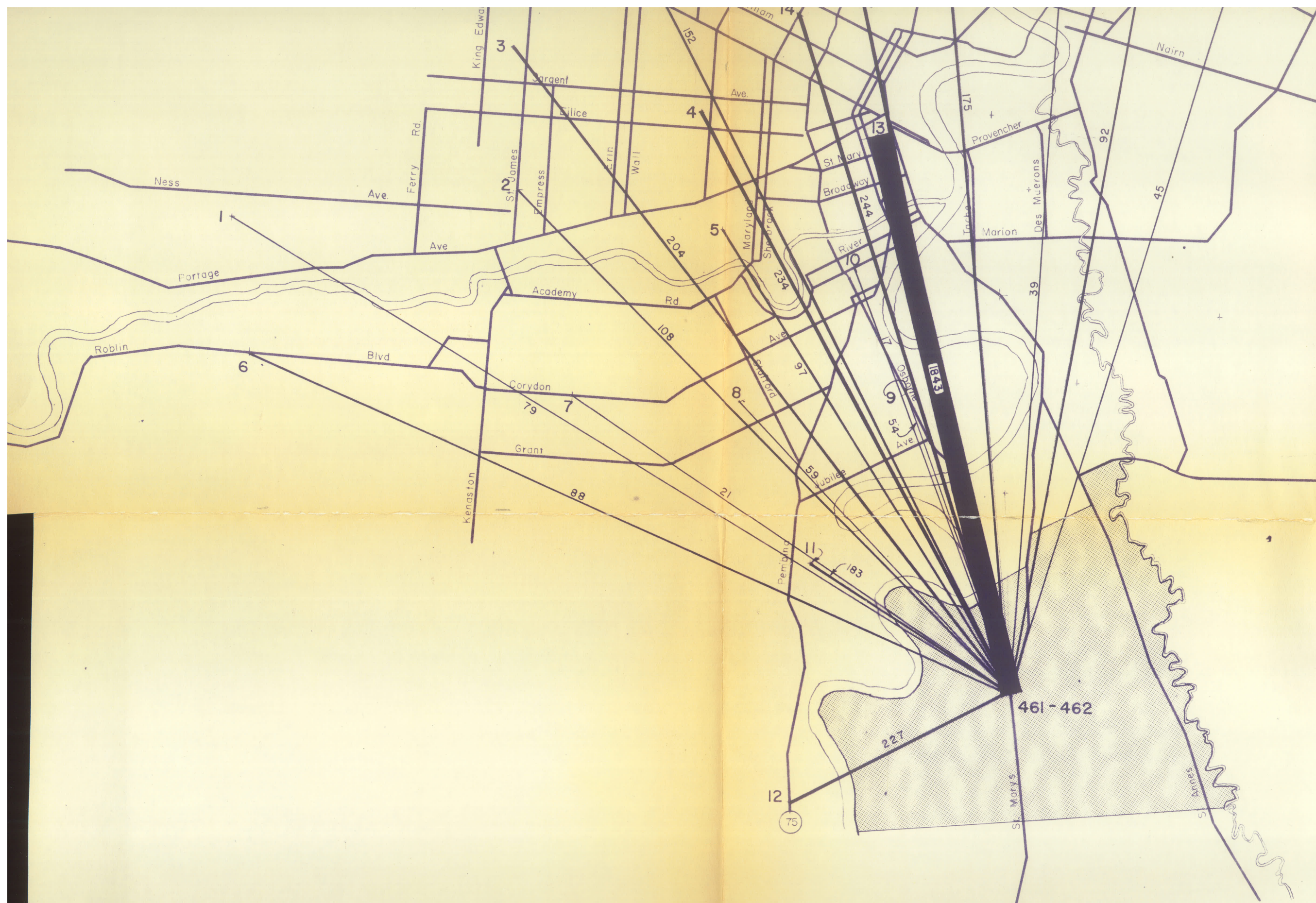
FIGURE 7



NOTES

SHADED AREA - ORIGIN OF HEAVIEST DESIRE TRAVEL

NUMBERS 1 TO 20 ALONG LINES OF PASSENGER TRAVEL



NOTES

SHADED AREA - ORI

NUMBERS 1 TO 20

NUMBERS ALONG LIN

OF PASSENGER

HEAVIEST DESIRE

THE ROUTE MOS

TRAVEL

...LIMATE

...THE MOLE...

...RESIDENT...

...OF WISCONSIN

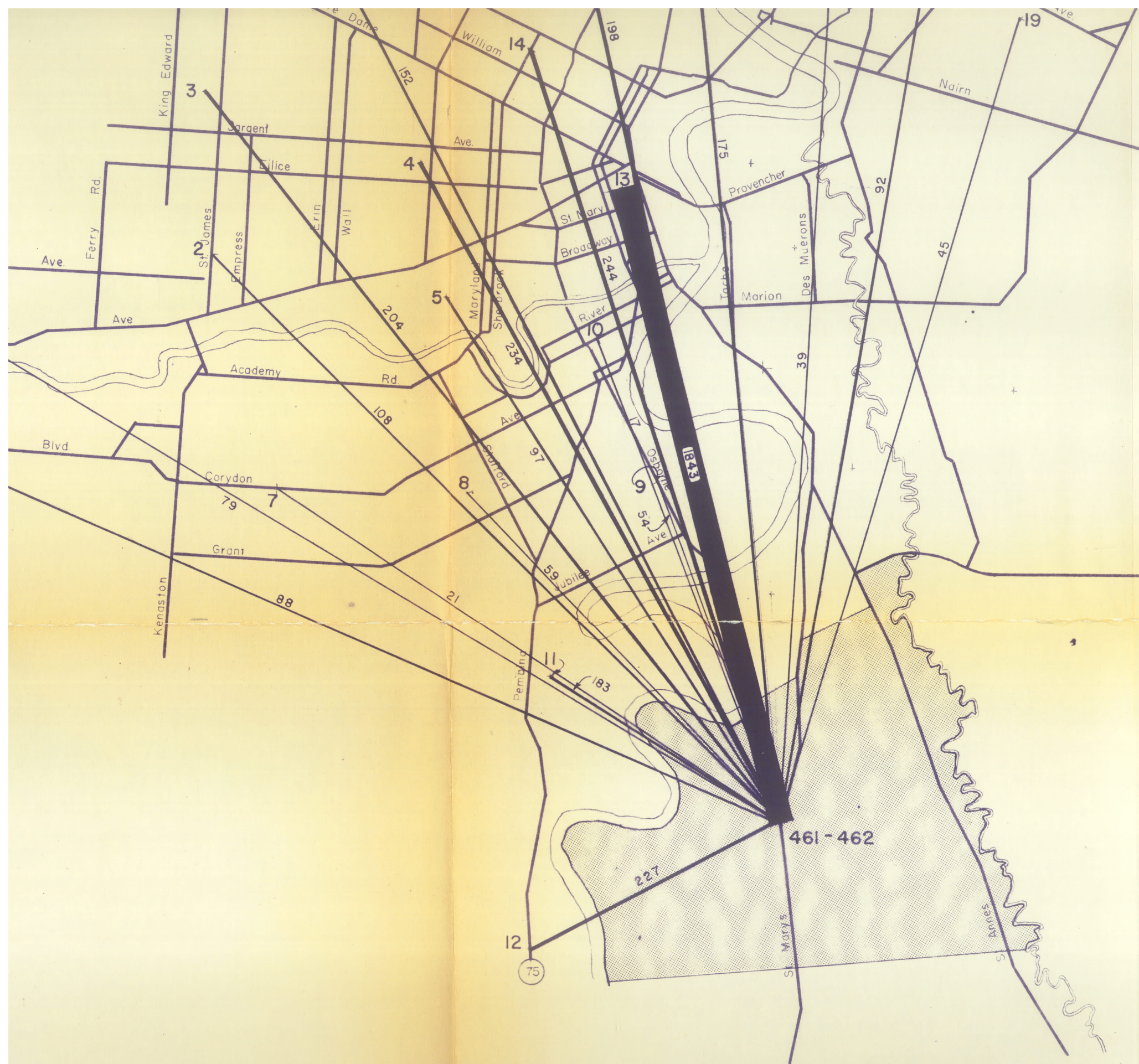
...HOUSE...

...KNOWLED...

...SHADED...

...MOLES

...FLOW S



NOTES

SHADED AREA - ORIGIN OF TRIP

NUMBERS 1 TO 20 - DESTINATION POINTS

NUMBERS ALONG LINES INDICATE THE NUMBER OF PASSENGER CAR TRIPS

HEAVIEST DESIRE LINE - ORIGIN TO DESTINATION 13 THE ROUTE MOST OF THE VEHICLES WISH TO TRAVEL

PASSENGER CAR TRAVEL DESIRE LINES
 AVERAGE DAY 1961
 7 A.M. - 7 P.M.

FLOW SCALE: 1" = 10,000 VEHICLES

FIGURE 8

cent of automobile work trips wish to cross the Red River in a north-south direction. (4)

ANTICIPATED TRAFFIC

As an example of the projected traffic increase, the area of St. Vital bounded by the Seine River, the Red River, the Perimeter Highway and Parkville Drive and Worthington Avenue presently has 390 cars destined downtown and 100 cars destined west daily. In 25 years these figures will become 3,970 cars downtown and 1,200 west, increases of 915 percent and 1,100 percent respectively. (5) It should be noted here that this is the area designated agricultural in Figure 3, page 7. The Desire Line map for this area will be very similar to Figure 8, page 19 with the concentration of vehicles destined downtown and running very close and parallel to Osborne Street.

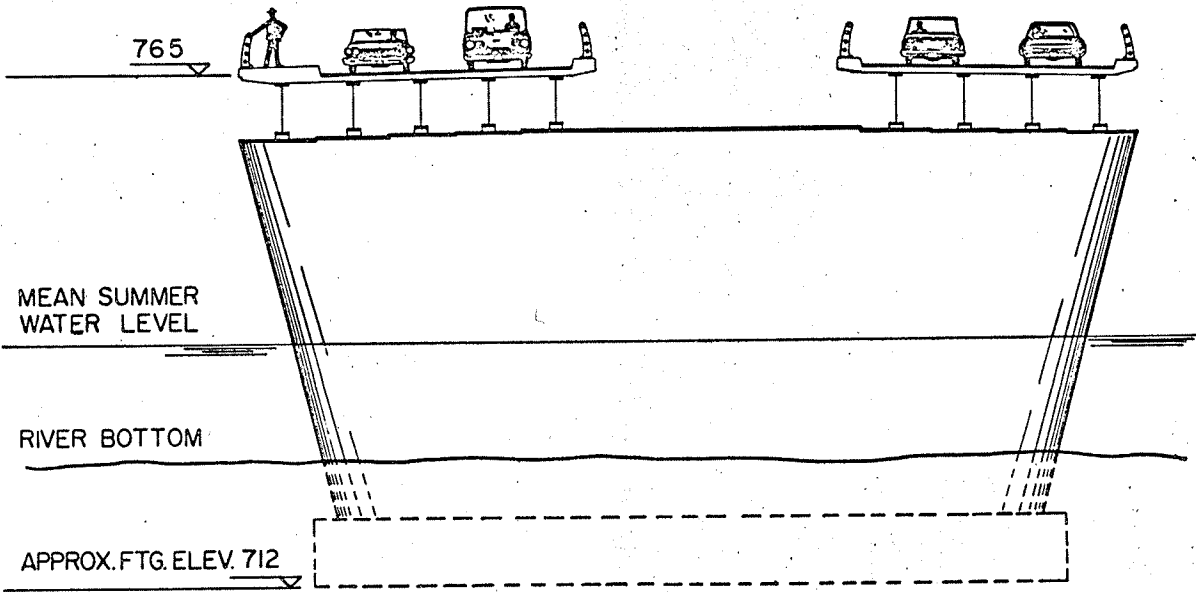
The flow in the westerly direction will be handled by the Osborne Street Bridge for the next ten to fifteen years, at which time another bridge is planned so as to connect the Trans Canada Highway directly to Oakenwald Avenue in Fort Garry. (Figure 5, page 15). This route will then

-
4. From the records of the Traffic Department of the Metropolitan Corporation of Greater Winnipeg.
 5. Ibid.

handle the west-bound traffic.

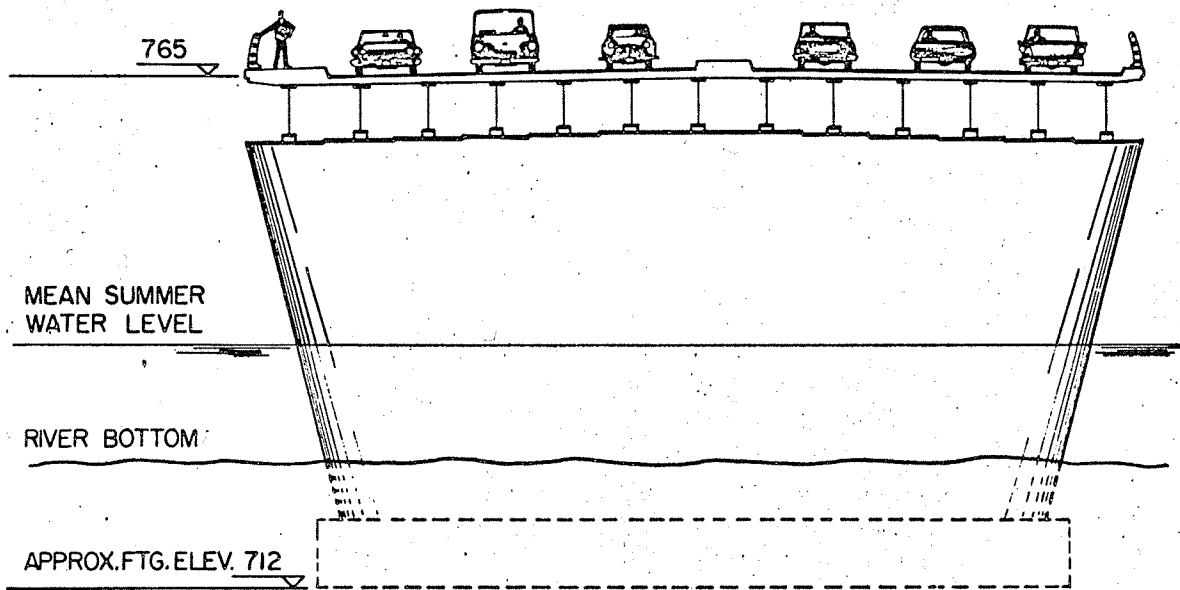
Traffic projections indicate that a bridge of four lanes would have sufficient capacity for approximately ten years if no other bridges were constructed in the general area and if driving habits remained constant. Within fifteen years, however, additional lane capacity will be required. For these reasons the bridge will be constructed with four lanes initially, (Figure 9, page 22), but with provision for two additional lanes when the need arises. (Figure 10, page 23). The bridge is planned as a low level crossing as this type would most satisfactorily fit the surroundings and would not unduly affect the residential character of the area.

In this study there has been no mention of any alternative location for a bridge that will serve St. Vital and the metropolitan area. There is one other possible location approximately one mile downstream along the Red River near the north boundary of St. Vital, but this site would not satisfy the existing needs as well as the Osborne Street site. The alternative location would also cater only to the present situation and future traffic patterns and volumes must be considered in present day planning and construction for Traffic facilities. It is then concluded that the Osborne Street site is the only feasible location for another link between Winnipeg and St. Vital.



CROSS SECTION
PROPOSED INITIAL 4 LANE BRIDGE

FIGURE 9



CROSS SECTION
FUTURE 6 LANE BRIDGE

FIGURE 10

CHAPTER II

BENEFICIAL EFFECTS

CHAPTER II

BENEFICIAL EFFECTS

The primary reason for a third route into Winnipeg from St. Vital is for the movement of vehicular traffic. There are many adverse effects as will be seen in Chapter III, but it is contended that the advantages to traffic and to the metropolitan area will offset these effects.

RELIEF OF TRAFFIC CONGESTION

Presently traffic flow in St. Vital is relatively smooth northbound on St. Mary's Road in the morning rush. It is a six lane arterial road narrowing to four lanes at the northern boundary of St. Vital. Before this there is a convergence of traffic at the junction of St. Mary's and St. Anne's Roads, both four lane divided roadways. With this convergence, however, and with the existing signal light phasing, there is still no traffic problem until the three northbound lanes narrow to two lanes. The road does not widen again until the north end of the Norwood Bridge is reached. (Figure 3). Additional vehicles move into the major traffic stream throughout the 1.2 mile length of the two northbound lanes with a particularly heavy addition at Marion Street immediately before the Norwood Bridge. Marion Street drains most of the St. Boniface traffic and the Norwood Bridge drains nearly the

entire southeast part of Metropolitan Winnipeg. The situation as it stands, considering movement of traffic, is extreme.

With the opening of the Osborne Street Bridge a very large amount of the St. Vital traffic will be diverted away from the present congestion in the St. Boniface area. This will leave Norwood Bridge open to the traffic from St. Boniface and from north St. Vital while the downtown area will be made much more accessible to the many residents in the lower St. Vital area by the use of the new bridge.

The Elm Park Bridge serves those in St. Vital that are westbound and those in south St. Vital that are northbound. Due to the extreme narrowness of the bridge, traffic moving across it is very slow. During the summer months the situation is not too severe as this particular route north is, on the most part, avoided as much as possible. During the winter months, however, the situation becomes critical. After a snowfall the average motorist northbound from south St. Vital can expect a wait in the resulting single lane line-up for at least fifteen minutes. Line-ups can easily be remembered extending east on Kingston Row for as long as one mile. This situation can only be relieved by another access across the river which will take traffic west as well as north.

St. Vital is anticipating traffic increases among the heaviest in Metropolitan Winnipeg. By 1981, 2.8 times the existing vehicular traffic is expected with the bulk originating south of the existing residential areas.⁽⁶⁾ These areas will eventually be developed but it is this writer's contention that the process will be greatly accelerated due to the Osborne Street Bridge and the resulting ease of getting downtown.

EFFECT ON DEVELOPMENT

The area of St. Vital within the Perimeter Highway is about forty percent residential and sixty percent agricultural. The two existing routes to the downtown area have very nearly reached their limit as far as traffic capacity is concerned. Further development in south St. Vital is being hampered by the existing traffic conditions. Future home owners are skeptical in buying a home unless there is quick and easy access to the downtown areas.

With the building of the Osborne Street Bridge will come the approach roads. It is planned to construct the south approach at the same time that the bridge is being built and to extend it as far south as St. Mary's Road. (Figure 5, p.15).

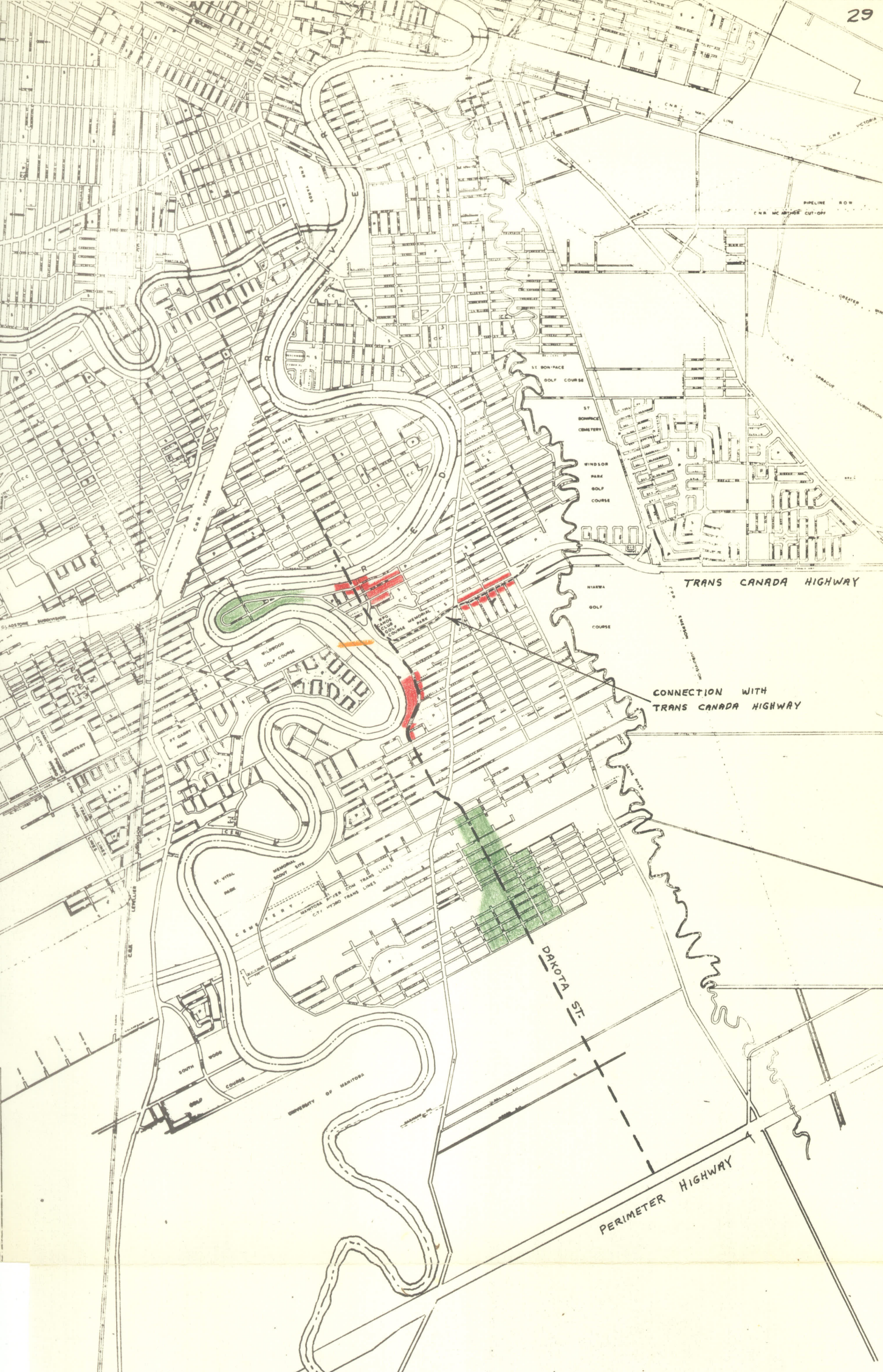
6. Ibid.

The opening of the new bridge and approaches will immediately relieve the congestion on St. Mary's Road and Elm Park Bridge, providing quicker access downtown on all three routes. An extension of the south approach is planned along Dakota Street and, with development, it will eventually connect with the Perimeter Highway. (Figure 11, page 29). The northern portions of the agricultural area will be subjected to development first. From this area it will be only a fifteen minute drive to the central business district of Winnipeg.

With the bridge and the development will come an accelerated population growth. Metropolitan Winnipeg planners expect St. Vital's population to reach somewhere between 60,000 and 70,000 by 1981.⁽⁷⁾ This is double its present population in a period of seventeen years. Considerable expansion of water services is underway to provide for the many new citizens. This program includes new large feeder mains and an entirely new reservoir, the first on the east side of the Red River.

There has always been a tendency for development to

7. Planning Department, Metropolitan Corporation of Greater Winnipeg, Draft Development Plan, (Winnipeg, 1963).



LEGEND

- ROUTE FROM OSBORNE STREET BRIDGE TO PERIMETER HIGHWAY
- EXPECTED RISE IN LAND VALUES
- EXPECTED DROP IN LAND VALUES
- PROPOSED OAKENWALD BRIDGE

FIGURE 11

occur along a major arterial roadway. In St. Vital the development has extended furthest south along St. Mary's and St. Anne's Roads. It is expected that the same will occur along Dakota Street once it is extended, but in a much more orderly fashion.

In 1961 just over one-half of the population of the metropolitan area lived in the City of Winnipeg. By comparison, nearly three-quarters of the people in the area in 1941 lived in the City of Winnipeg. This trend towards decentralization has resulted mainly from Winnipeg's lack of vacant land suitable for residential development, but it is also an indication of the movement of population from the central city to the outlying areas and the growing popularity of suburban living. This is the situation as it exists in Winnipeg today with all signs indicating continuance in the future.

Many apartment blocks have been built in recent years in the downtown area, suggesting a move away from single-family houses back to centralization and apartment living. The high vacancy rate, eight percent, is mainly a result of the low quality of the structures and the inadequate surroundings.⁽⁸⁾ In spite of this move towards centralization,

8. Central Mortgage and Housing Corporation, Winnipeg Regional office, vacancy survey conducted in 1962.

St. Vital will continue to grow just as fast, if not faster than any of the other suburbs in the metropolitan area. It has the necessary sewer and water services and will soon have another essential major collector, Dakota Street, which will move the traffic quickly and smoothly to and from the central business district in Winnipeg. Most important of all, it has available land, one of the most important natural assets.

EFFECT ON LAND VALUES

Although a new bridge, no matter where situated, is always met by protesting delegations, there are also those who welcome this new structure for reasons other than improved accessibility. Amongst those are the landowners who will tend to benefit due to rising land values. There are also those whose land values will tend to decrease because of the crossing but this aspect will be discussed in Chapter III. Figure 11, page 29, illustrates the areas that will be affected by the bridge.

The Kingston Row, Kingston Crescent loop will have an immediate rise in property value with the beginning of construction of the proposed bridge. Presently there is very heavy traffic through this area due to the site of the Elm Park Bridge. The report of the engineers of the Metropolitan Corporation indicates that the traffic on Elm Park Bridge

will be reduced by approximately ninety percent once the new bridge is in operation. It seems unlikely that traffic will be diverted to this extent since persons travelling in an east-west direction will use the older bridge in preference to the proposed bridge, particularly if it is found that traffic over the former is light. Regardless of what the actual figure is, there will be a great reduction in traffic. Kingston Row and Kingston Crescent were never intended to be major traffic carriers but this is the role they have been playing in the past two decades. There will be a greater rise in property values once the Elm Park Bridge is declared unsuitable for vehicular traffic, but this is not expected to come about for some time.

The only other area that will have rising land values due to construction of the new bridge will be that area south of the existing residential part of St. Vital and adjacent to the extension of the south approach. This is the area most suitable for residential expansion and even now, before the start of construction of the proposed bridge, speculation is taking place, causing rising land values.

It is expected that the coffers of the City of St. Vital will be bolstered due to the increased value in some areas. Unfortunately, a rise in land values always seems to bring about a rise in taxes, but this will not be to any great

extent as it will be the land value that has risen and not the house value. The house is taxed the heaviest and this is considered in the assessments.

CHAPTER III

ADVERSE EFFECTS

CHAPTER III
ADVERSE EFFECTS

THE WINNIPEG CANOE CLUB GOLF COURSE

It has been noted in the past that with progress there are always some negative aspects that must be considered before a project is undertaken.

Amongst the few in connection with the Osborne Street Bridge, the one that has perhaps received most publicity is the possible destruction of the Winnipeg Canoe Club Golf Course. (Figure 4, page 9).

The south approach of the bridge will encroach on property leased by the Club for their nine hole golf course. According to Club officials, realignment of the course is expected to be impossible due to the extent of land taken up by the approaches. This could conceivably mean closing of the golf course and would result in loss of approximately forty percent of the Club's membership. It is contended by Club officials that a loss of this size would make it impossible to operate successfully.

Considering all aspects of the problem it appears as if there are three possible situations:

1. If realignment of the golf course is possible, then all that remains is to follow through with this solution.

It seems as though there is a good possibility that re-alignment is possible. The actual right-of-ways for the approaches are estimated to take up approximately fifteen percent of the golf course area. Possibly the total length of the nine holes would be reduced considerably, but it would still satisfy the golfer's needs and would enable the Canoe Club to continue operating. Admittedly many golfers prefer a more challenging course, but there are many others that would enjoy a shorter one.

2. Operate with the remaining facilities if realignment of the golf course is impossible.

If this proves to be the case then an attempt should be made to operate with the remaining facilities with the possibility of introducing some new activities. The existing facilities, besides golf, include tennis, paddling, sailing, water-skiing and swimming. Other activities that could be added are lawn bowling, archery and outdoor roller skating. The new facilities could be easily accommodated as there would be sufficient land available.

3. If operation with the remaining facilities is impossible then there is a choice of either disbanding the Club or re-locating.

Replacement value of the Club is estimated by Club officials at over \$300,000 and it is doubtful that there are

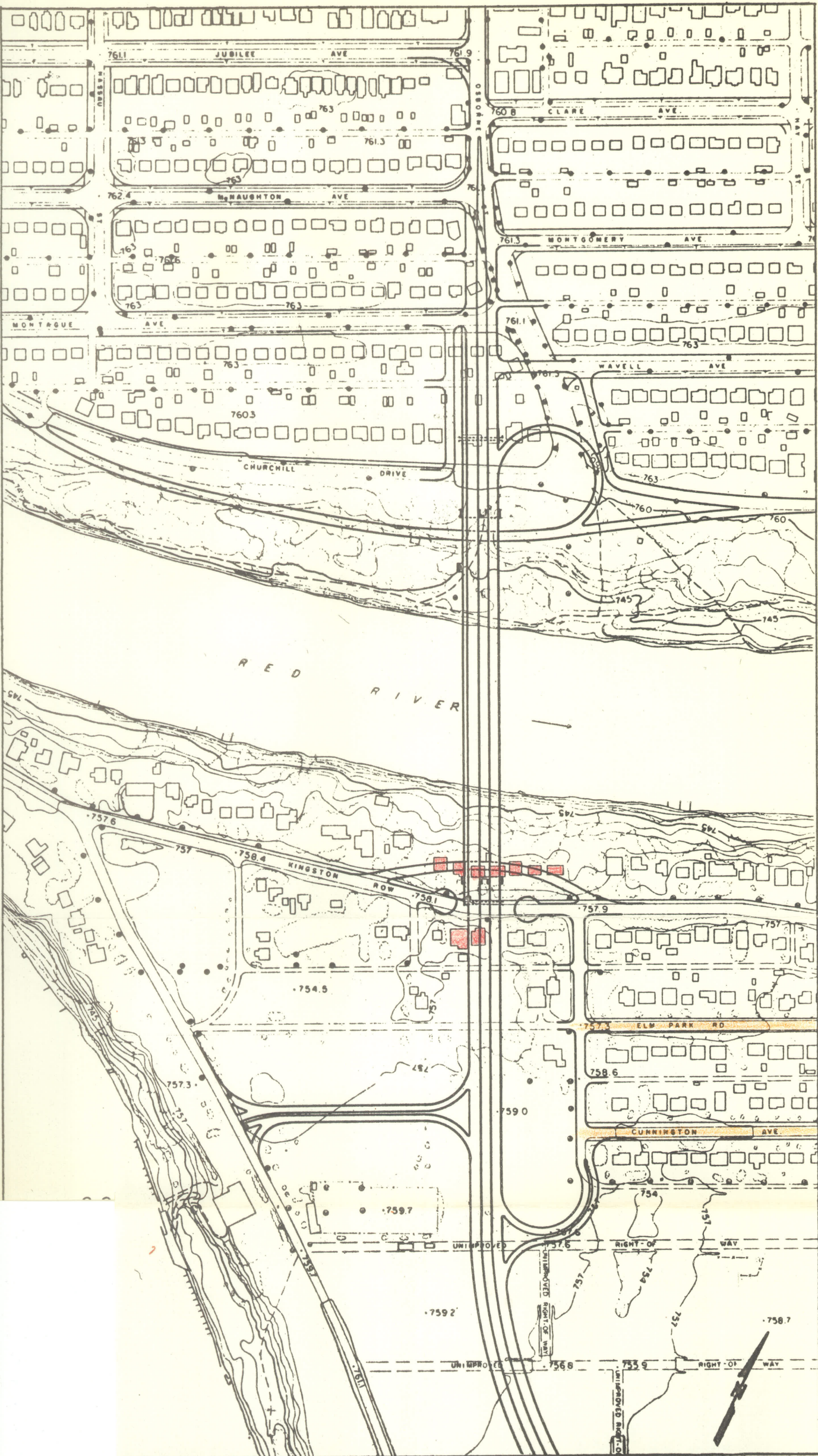
any other sites available which are as readily accessible and meet the requirements for river frontage and golf acreage. Land is available outside the Perimeter Highway but the travelling distance would result in loss of membership. Therefore, it is suggested that duplication of the existing facilities is impossible except at a prohibitive cost.

Every attempt must be made to achieve successful operation on the present site regardless as to whether or not there will be a golf course in the future. If the venture deems unsuccessful then it is likely that there will be no future for the Winnipeg Canoe Club.

EFFECT ON LAND VALUES

Approximately nine homes in the immediate vicinity of the proposed bridge will have to be removed, as can be seen in Figure 12, page 38. Seven of these homes are on river lots and are in the path of the proposed diversion of Kingston Row. This is being done so as to allow traffic to pass under the bridge. The land values within approximately three hundred feet of the bridge on either side of Kingston Row will probably drop slightly because of their proximity to the bridge. Few individuals like to live this close to a major traffic artery.

As can be seen from Figure 12, the approaches are



OSBORNE STREET
CROSSING AND APPROACHES

FIGURE 12

designed such that additional traffic will be funnelled down Elm Park Road and Cunnington Avenue en route to the central business district in Winnipeg. This additional traffic flow will have a tendency to lower the property values on these residential streets. Figure 11, page 29, illustrates the areas that will be affected.

Many of the home owners along Dunkirk Drive, Figure 4, page 9, the extension of the south approach to St. Vital Road, have attempted to sell their homes but have been unsuccessful. Due to the relationship between demand and value it can easily be seen that the resale value of these homes will have to be lowered.

The only other area that will be adversely affected with regard to land values will be the area immediately adjacent to the east connection with the Trans Canada Highway. This approach can best be seen in Figure 5, page 15. The same reasons apply here as for the other cases. Additional traffic brought into an area will have a tendency to lower the property values adjacent to the traffic artery unless this area can be re-zoned commercial.

Due to the connection of the Osborne Street crossing with the Trans Canada Highway, approximately thirty homes will have to be destroyed which could possibly mean a loss in tax revenue of approximately ten thousand dollars to the City

of St. Vital. This will probably not be the case, however, as these people will have to relocate and it is expected that the majority of them will remain in St. Vital. The property values immediately adjacent to this connection will probably have a tendency to drop slightly.

EFFECT ON THE BUSINESS DISTRICT

It has been suggested that the commercial businesses along St. Mary's Road, north of the junction of St. Anne's Road, will suffer due to the decrease in traffic along this route to the central business district in Winnipeg. This would be so if these businesses depended on the rush hour traffic but this is not the case. Businesses dependent on rush hour traffic locate such that they are convenient to the motorists on their way home from work. In the morning most of the motorists have passed through the commercial area, Figure 3, page 7, by the time the shops open at nine o'clock. In the afternoon the St. Vital citizens returning from work pass through the area shortly after the shops have closed at five o'clock. Those that do head south into St. Vital while the stores are open for business are confronted with the problem of crossing the northbound stream of traffic to get to the stores on the east side of St. Mary's Road. After he has finished his business the motorist must then cross the northbound traffic again in order to continue his journey south.

After doing this once, the motorist usually decides to shop somewhere else.

The shop owners are not concerned with the proposed Osborne Street Bridge. It is mostly the housewives that they rely on who do their shopping at any time during the day and who have made a special trip to the area. It is not expected that anyone destined downtown will make an extra stop as any merchandise sold in the St. Vital shops is just as readily available in the central business district of Winnipeg.

From this it can be seen that the new bridge will not have any adverse effect on the business in St. Vital.

EFFECT ON THE FERMOR AVENUE COMPLEX

As can be seen from Figure 5, page 15, there is a complex of large buildings at the corner of Fermor Avenue and St. Mary's Road. In its present state there is a road on the intended location for the new roadway but it acts primarily as a parking lot for Glenlawn Collegiate and the Y.M.C.A. located on the north side of the road, and for the new library which is situated on the south side of the road. There is adequate parking at present and very little, if any, through traffic. No houses are located in this immediate area on the west side of St. Mary's Road.

The new four lane divided roadway is destined to pass between the Y.M.C.A. building and the library. The distance



from face to face of buildings is only 160 feet.

It must be noted here that the Y.M.C.A. was constructed in 1961 and the St. Vital Public Library was built in 1962. The location of each of these buildings had been approved by the St. Vital council and the land for each had been bought from St. Vital. The land for the library was bought at a price of one dollar.

During the time that all these negotiations were being made, the St. Vital council was well aware that there would be a major connection to the Trans Canada Highway on this particular location. Regardless of this, the buildings were still allowed to be built. Actions such as this are against better planning and cannot be condoned.

The resulting situation will have the library and the school bisected by a major roadway. To allow the students to pass safely between the two without interfering with traffic flow, a pedestrian overpass is planned. It is debatable as to whether or not this is a safe way of crossing the road. If used properly it will be but there will be many who will prefer running across the street instead of climbing a set of stairs, particularly in the winter months.

CONCLUSIONS

It has been shown in this chapter that the only adverse effects will be on the Winnipeg Canoe Club, on land values adjacent to the roadways, and on the Fermor Avenue complex. Regardless as to whether or not these factors can be improved upon, it is the opinion of the author that the benefits to St. Vital in relief of traffic congestion, accelerated development and increased land values will greatly offset the detrimental effects.

The lowered land values in the vicinity of the proposed roadways is perhaps the only negative aspect that cannot be resolved as this situation will occur regardless of bridge or roadway location. It is expected that the Winnipeg Canoe Club will not have any difficulty realigning their golf course as the right-of-ways will take up only a small amount of property. The bisection of the Fermor Avenue complex appears to be the most serious aspect of the three and it is felt that an alternative proposal to avoid this situation must be presented.

CHAPTER IV

PROPOSALS

CHAPTER IV

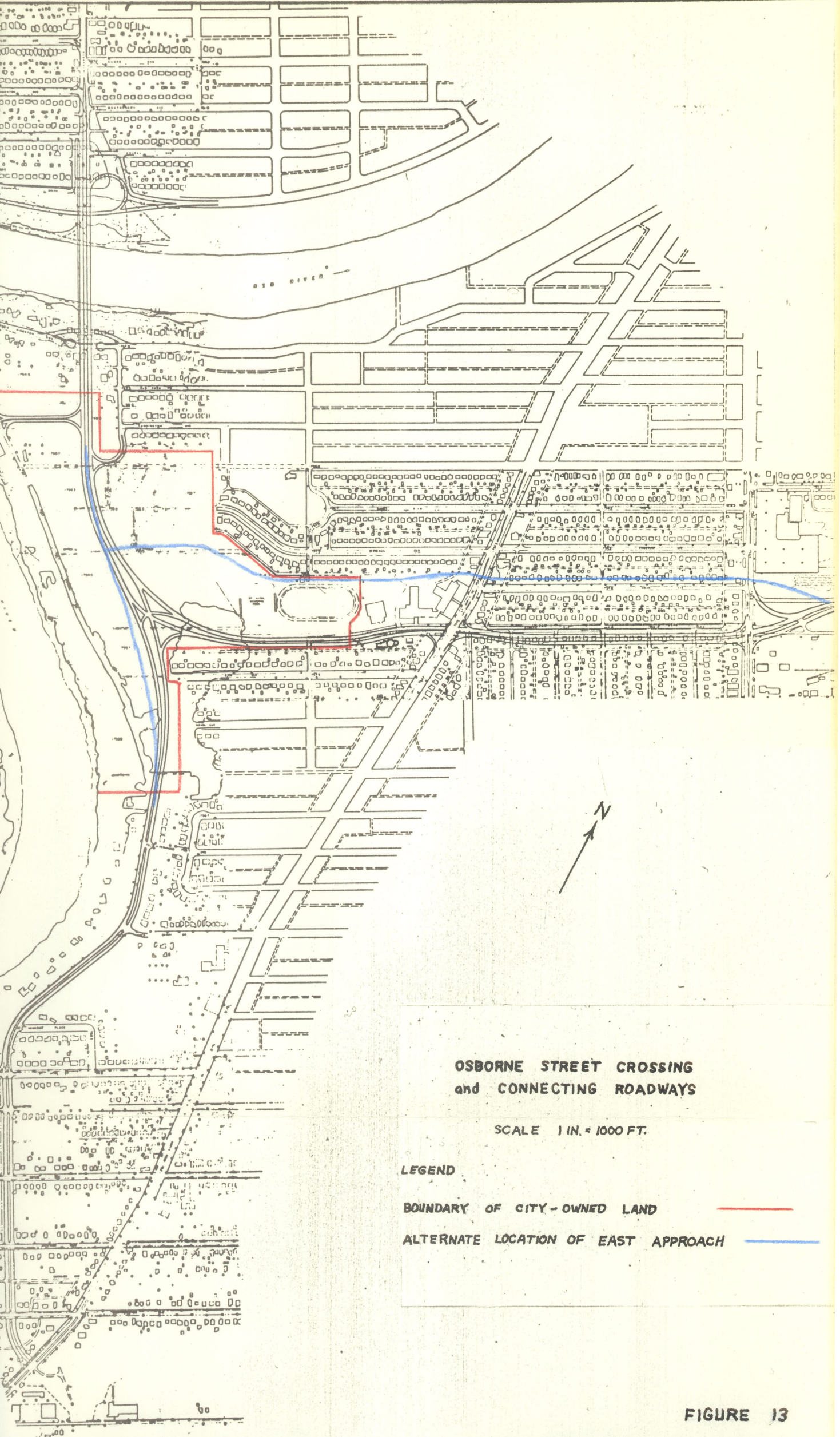
PROPOSALS

The Osborne Street project has been accepted by the writer, in principle, but it is felt that some improvement could be made on the location of the connection with the Trans Canada Highway. It is the intention in this chapter to offer an alternative solution in order that the strongest negative aspect of the project, the bisection of the Fermor Avenue complex, might be avoided. Following this proposal is an example of how the area could be developed in an integrated manner thus giving character and individuality to the City of St. Vital.

EAST APPROACH ROUTE

The east approach, as designed by the Metropolitan Corporation, connects with the south approach as shown in Figure 13, page 46. It then heads east along Fermor Avenue, passes between the Y.M.C.A. and the St. Vital Public Library, and crosses St. Mary's Road at Glenlawn Collegiate. It is then diverted so as to run parallel to, and slightly south of Fermor Avenue. After crossing St. Anne's Road it is diverted north so as to connect with the Trans Canada Highway.

The detrimental effect on the Fermor Avenue complex (page 41) prompted the search for an alternative solution



**OSBORNE STREET CROSSING
and CONNECTING ROADWAYS**

SCALE 1 IN. = 1000 FT.

LEGEND

BOUNDARY OF CITY-OWNED LAND ———

ALTERNATE LOCATION OF EAST APPROACH ———

FIGURE 13

but there is also a secondary reason that has not yet been discussed.

There are six streets running north and south between St. Mary's and St. Anne's Roads which are destined to either terminate immediately south of the east approach or connect with it. Terminating the streets would be undesirable as this would form "culs-de-sac" approximately 1,500 feet long. "In the design of culs-de-sac, the length and the width of the leg, and the dimensioning of the turning space are important. The recommended length for a cul-de-sac with circular turn-around is 400-500 feet, whereas back-arounds should be only 300-350 feet."⁽⁹⁾

Connecting the streets with the east approach is as equally undesirable due to the number of interruptions that would result, reducing the efficiency of the smooth traffic flow considerably. In either case a view north on any of the streets would be of fast moving traffic. This could have a tendency to destroy the relatively quiet residential character of the streets and could possibly result in a reduction in property values.

9. V. J. Kostka, Neighborhood Planning, (Winnipeg, 1957), p. 70.

ALTERNATE PROPOSAL

Figure 14, (located in pocket on back cover), is a detailed drawing illustrating the alternate location of the east approach proposed by the writer. As can be seen from this plan, the complicated intersection of the east and south approaches shown on Figure 13, page 46, has been greatly simplified. It is felt that a "T-intersection" would serve the purpose just as efficiently at a lesser expense considering the fact that control signal lights are essential in either case.

From the intersection the alternate route heads east, passes behind the Y.M.C.A. and Glenlawn Collegiate and crosses St. Mary's Road just north of Inman Avenue. It then runs parallel to Inman Avenue, crosses St. Anne's Road at right-angles and is diverted slightly south to connect with the Trans Canada Highway.

It is planned to convert Inman Avenue, between St. Mary's and St. Anne's Roads, into an access road to serve the houses on the south side of the street. It would be desirable to have a treed boulevard between the access road and the east approach so as to act as a buffer between the houses and the expected flow of heavy traffic.

With the relocation of the east approach, the complex remains unified. It is now possible to develop the area from

St. Mary's Road west to the Red River for the benefit and use of the citizens of St. Vital.

DEVELOPMENT OF THE PUBLIC LAND

The land used by the Winnipeg Canoe Club for their golf course is presently being leased from the City of St. Vital. During the summer months the golf course caters to approximately 400 people. A smaller portion of public land, the St. Vital Memorial Park, lies between the golf course and the building complex farther east.

This proposal advocates expiration of the lease on the public owned land and development of the area for the benefit of the general public. Public owned land should not be restricted for the use of only a few people.

In St. Vital there are great diversities of background, occupation, income, and social stratification. It would be to the benefit of all if some form of unity amongst the citizens was established that would soften the conflicts between individual and group interests. This proposal is aimed at helping St. Vital to become a community rather than merely an aggregate of individuals. The three main features of the scheme are an expanded building complex, an active recreation area, and a passive recreation area.

THE FERMOR AVENUE COMPLEX

The present facilities in the complex already generate activity throughout the day. The high school caters to the 15 to 18 year old age group from nine o'clock in the morning to four o'clock in the afternoon. The Y.M.C.A. and the library are the focal point for physical and mental exercise for all age groups from ten o'clock in the morning until ten o'clock at night.

Figure 14 suggests an expansion of the complex west along Fermor Avenue to Killarney Street. It is not meant to dictate the location and structure of the buildings, but only to illustrate the proposed limits of the complex. It is the contention of the writer that the type of buildings to be added to the complex should be of a cultural character, such as another school, a museum, an art gallery, or a church. Some shops are also proposed to further attract people to the area. Further expansion, if found desirable at a later date, could continue south on Killarney, then east on Glen Avenue back to St. Mary's Road.

It is necessary to point out that an expansion of the complex from its present capacity is only possible with a relocation of the east approach.

ACTIVE RECREATIONAL AREA

The objectives of public recreation are varied, but might be stated inclusively as being intended "to provide leisure time opportunities which contribute to the social, physical, educational, cultural and general well-being of the community and its people."⁽¹⁰⁾ Leisure hours, if dealt with in the wrong manner, can do more harm to the individual than good.

The active recreational area is to extend from the building complex to the south approach as shown in Figure 14. It is beneficial to the community that this area be physically associated closely with the educational facilities. "Playfields may or may not be associated with school properties but if joint usage can be arranged, some objectives can be achieved at lower cost than maintaining additional areas for specialized uses."⁽¹¹⁾

Existing city recreational and social facilities are at present inadequate and too scattered. The only athletic facilities in the immediate area are a running track enclosing a football field immediately west of the Y.M.C.A. They

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10. Irwin T. Sanders, The Community, (New York, 1958), p. 325.
 11. Harold V. Miller, Mr. Planning Commissioner, (Public Administration Service, Chicago, 1954), p. 50.

are both used extensively on most nights of the week but particularly on weekends when the local football teams play to crowds of up to 2,000 people. Due to the proximity of the alternate route of the east approach to the track, it is planned to relocate the latter farther west.

A large parking area will displace the existing track and football facilities adjacent to the alternate east approach. It is expected that this lot will service both the athletic area and the building complex.

As can be seen from the plan, an expansion of facilities is intended to accommodate a variety of uses for winter as well as for summer. The cost involved in developing this athletic center would be minimal as the land is already owned by the City of St. Vital. It would not be optimistic to expect that the completion of this phase of the whole scheme could be within three years of the initial start of development.

PASSIVE RECREATIONAL AREA

"Just as a child needs the care and protection, the love and companionship, of the family if he is to develop fully and freely, so does humanity need contact with nature and with the soil, and the comfort and refreshment of natural beauty in the surroundings."⁽¹²⁾

12. Brenda Colvin, Land and Landscape, (London, 1948), p. 2.

The passive recreational area is located west of the south approach so as to take full advantage of the only natural amenity in the area, the Red River. The land is presently occupied by the Winnipeg Canoe Club Golf Course and is, on the most part, void of trees and shrubs. So as to serve the intended purpose, it is essential that a large number of trees be planted in the area in such a way as to allow people to wander aimlessly, in the shade, amongst them.

The northern portion is to be utilized as a picnic area necessitating the provision of picnic tables. It is expected that much of the activity within the park will take place in this area and because of this, the children's playground and a concession building have been located in close proximity.

The southern portion is to be developed in an attempt to allow people to enjoy natural beauty without the intrusion of man-made structures other than the park benches which are to be scattered throughout. There has been no attempt at introducing formalism into the park as it is felt that natural features would be much more appreciated by the general public. It is also very desirable to keep maintenance costs at a minimum although it is necessary to keep the grounds and buildings well maintained, otherwise respect will be lost for the facilities and the entire scheme may suffer as a result.

Interior roads have been excluded from the area to avoid

unnecessary conflicts between pedestrians and motor vehicles. The parking lots have been restricted to the periphery and are located such that they are no farther than 1,000 feet from any point in the park. It is felt that this area will become very popular within a very short time and a large amount of traffic must eventually be provided for. These parking lots, however, need not be constructed to provide for such a large number of cars until demand shows that it is required.

The major walks shown in the plan connecting the areas should be constructed wide enough so that they could be used in the off-season by vehicles for any maintenance that may deem necessary.

There will be much pedestrian traffic between the sports area and the park area and for this reason an underpass is planned connecting the two. An overpass was considered, but then rejected as an underpass is generally considered safer for the public. A second and a third underpass are planned to allow direct access to the park and the sports field from the populated area north of the alternate east approach. It is advisable to have the three constructed along with the bridge connections so as to minimize costs.

Attempts have been made by the author in an effort to illustrate the basic needs and to acquaint the reader with

the possibilities in development as a result of the relocation of the east approach. In addition, the landscape architect and other specialists should be consulted so as to ensure the necessary beauty and efficiency.

PROVISION FOR THE WINNIPEG CANOE CLUB

As can be seen in Figure 14, a parcel of land has been left for the use of the Winnipeg Canoe Club. Since there will be a loss in membership due to the closing of the golf facilities, it is expected that other activities will be introduced for which adequate land has been provided. Considering the sizeable increase in the tennis membership in the past year, it is felt that these facilities need expanding.

The Winnipeg Canoe Club, in the past, has operated as a club only in the summer season. The new \$100,000 clubhouse remains dormant during the winter months except for the periodic rental to private groups approximately once or twice a week. It does not seem unreasonable that winter activities such as curling and skating could be introduced in order to provide recreation on a twelve month basis.

AID IN FINANCING

To help in financing the development of this plan, the northeast portion of the area has been subdivided into 32 lots. The lots in this area are valued in the neighbourhood of \$3,000 and it is expected that the proposed subdivision

will enrich the City of St. Vital by approximately \$100,000.

The development of this area should be done with the full cooperation of the citizens as it is they who will be using it. The Metropolitan Winnipeg Parks Board should invite views and suggestions in order to ensure that all needs and interests have been considered. Meetings with citizens strengthen interest and would assure additional financial support if needed as it is the informed citizen who can be depended upon to support a good development program.

CONCLUSIONS

CONCLUSIONS

The foregoing study of the location of the proposed Osborne Street Bridge has convinced the author that the site chosen by the Metropolitan Corporation of Greater Winnipeg is the one best suited to serve the needs of the southeast portion of the metropolitan area. Nevertheless, the connecting roadways to the bridge are almost as important as the bridge itself. The south approach is a necessary connecting link that will provide easy access to the central business district of Winnipeg for the rapidly increasing population of St. Vital. The east connection to the Trans Canada Highway is also necessary to provide for the great amount of weekend traffic destined to the resort areas in eastern Manitoba from the western portions of the metropolitan area.

It has been shown that, as usually stems from progress, there will be a number of people adversely affected by the bridge but it is contended that the benefits to the City of St. Vital will overshadow these adverse effects.

The author has attempted to introduce a reasonable solution to the problem that will arise following the construction of the east approach as planned by the traffic engineers. In line with this solution an attempt has also been made to make St. Vital unique in its position as a dormitory city.

The proposal is sound in that there is an integration of

the three major features; the building complex, the active recreational area, and the passive recreational area. The site is very desirable as it is centrally located and the land required is already owned by the city. It also lies close to convenient transportation whether it be by automobile or by public transportation. It is reasonable to assume that there will be regular bus service over the proposed bridge as soon as it is opened to traffic.

It is felt that this proposal would make the urban environment of St. Vital a more complete place in which to live and, in giving the citizens a feeling of personal and communal ownership, would further enrich their lives.

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PROPOSED
OSBORNE STREET
BRIDGE

R E D
R I V E R

KINGSTON
ROW

LAND TO BE UTILIZED
BY THE CANOE CLUB

VINNIPEG
CANOE CLUB

PARKING

PARKING

UNDERPASS

CONCESSIONS

PICNIC
AREA

CHILDREN'S
PLAYGROUND

R
F
D

ELM PARK RD.

CUNNINGTON AVE.

ALTERNATE EAST APPROACH

BLEACHERS

RUNNING TRACK
AND
FOOTBALL FIELD

BLEACHERS

BASEBALL
DIAMOND

HOCKEY
AND
LACROSSE

ATHLETE'S
CHANGEROUSE

CONCESSIONS

BASKETBALL

PLEASURE
SKATING

ST. V
MEM
PA

10

11

32

21

20

PROPOSED
OSBORNE STREET
BRIDGE

R E D

KINGSTON
ROW

DUNKIRK
DRIVE

PARKING

WINNIPEG
CANOE CLUB

LAND TO BE UTILIZED
BY THE CANOE CLUB

PARKING

PICNIC
AREA

CHILDREN'S
PLAYGROUND

CONCESSIONS

PED.

UNDERPASS

R E D

RUNNING TRACK
AND
FOOTBALL FIELD

BLEACHERS

BLEACHERS

BASEBALL
DIAMOND

UNDERPASS

ALTERNATE EAST APPROACH

ELM PARK RD.

CUNNINGTON AVE.

10

11



BY THE CHANGE CLUB

CUNNINGTON AVE.

MANIPEG INNOV CLUB

PARKING

PED.

UNDERPASS

PICNIC AREA

CHILDREN'S PLAYGROUND

CONCESSIONS

PED.

PASSIVE RECREATION AREA

SOUTH APPROACH

PARKING

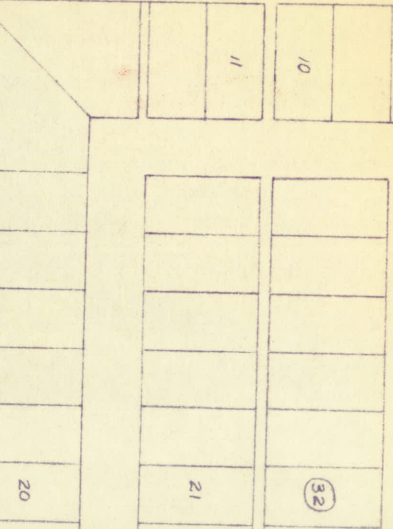
UNDERPASS

RUNNING TRACK AND FOOTBALL FIELD

BLEACHERS

BLEACHERS

ALTERNATE EAST APPROACH



BASEBALL DIAMOND

HOCKEY AND LACROSSE

CONCESSIONS

ATHLETE'S CHANGEHOUSE

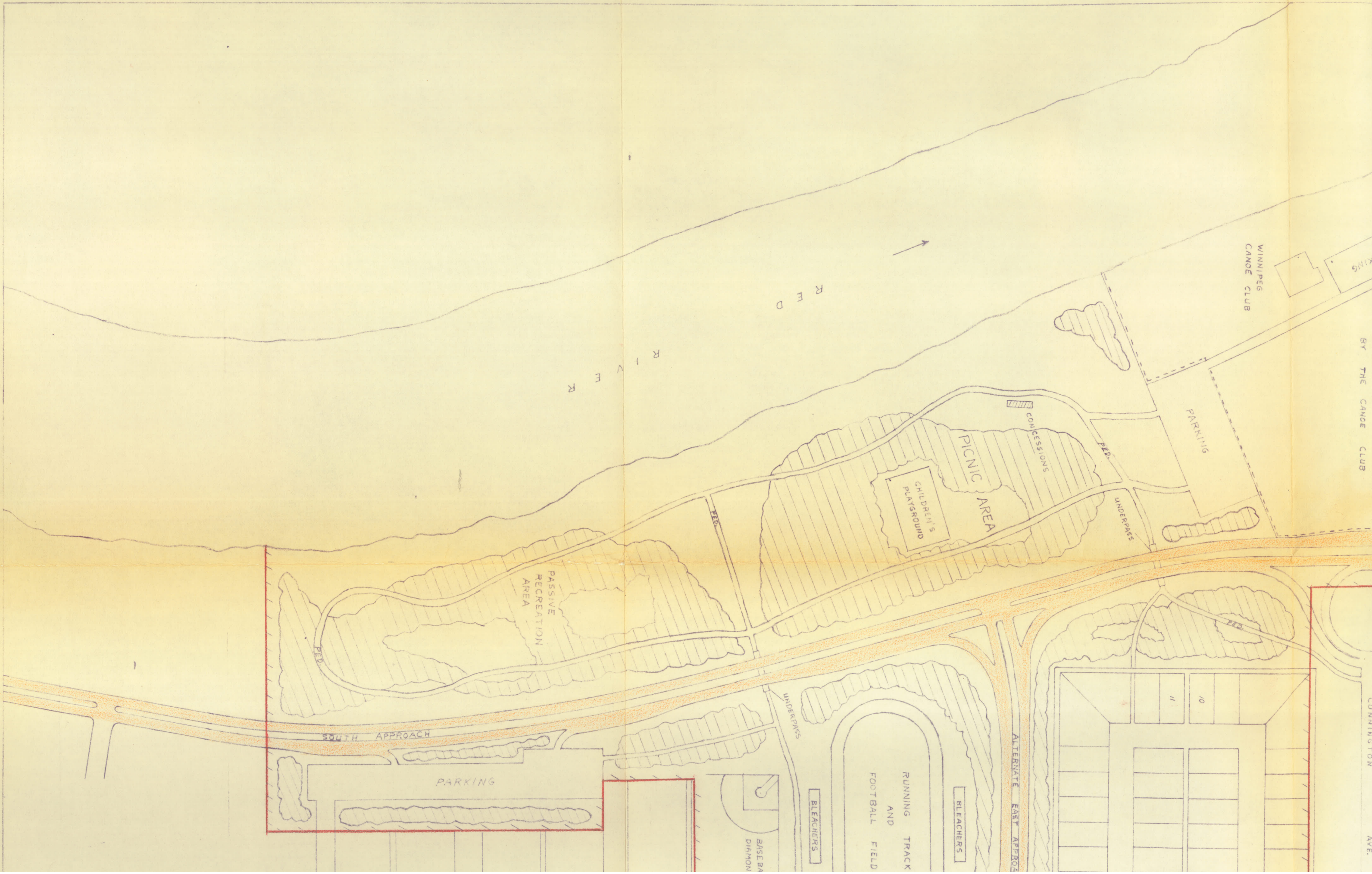
BASKETBALL

PLEASURE SKATING

ST. VIT MEMOR PARK

R F D

R F D



WINNIPEG
CANOE CLUB

BY THE CANOE CLUB

CUNNINGTON AVE.

RIVER

RIVER

PARKING

CONCESSIONS

PICNIC AREA

CHILDREN'S
PLAYGROUND

PASSIVE
RECREATION
AREA

SOUTH APPROACH

PARKING

BASEBALL
DIAMOND

BLEACHERS

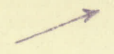
RUNNING TRACK
AND
FOOTBALL FIELD

BLEACHERS

ALTERNATE EAST APPROACH

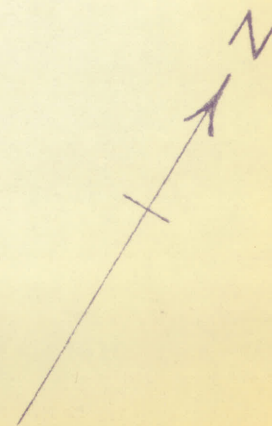
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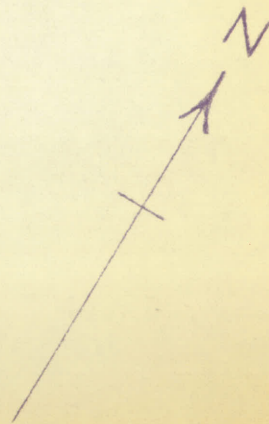
ALTERNATE LOCATIONS
OF EAST APPROACH

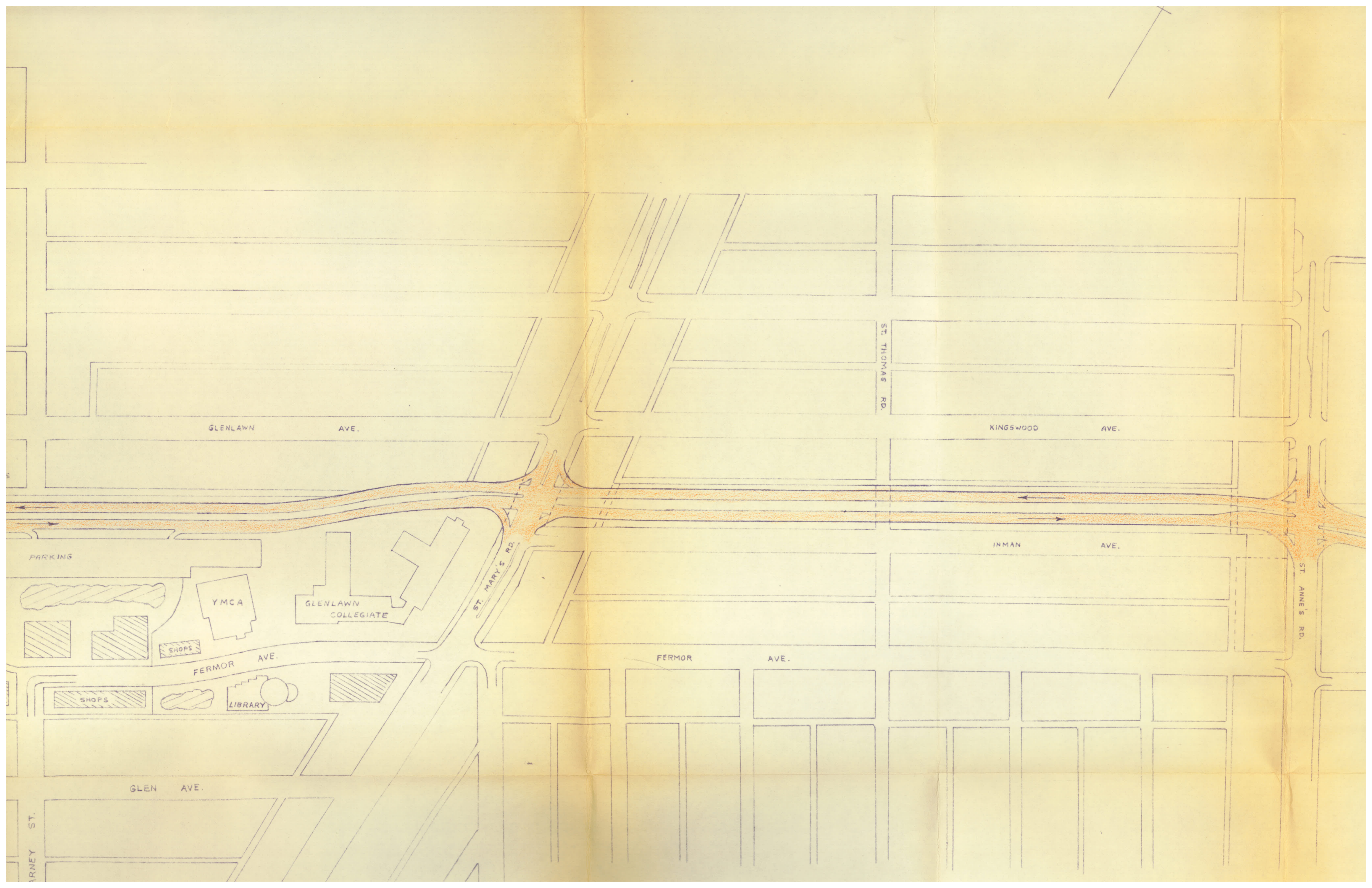
SCALE 1 IN. = 200 FT.



ALTERNATE LOCATION
OF EAST APPROACH

SCALE 1 IN. = 200 FT.





GLENLAWN AVE.

KINGSWOOD AVE.

INMAN AVE.

FERMOR AVE.

GLEN AVE.

ST. THOMAS RD.

ST. MARY'S RD.

ST. ANNE'S RD.

PARKING

YMCA

GLENLAWN COLLEGIATE

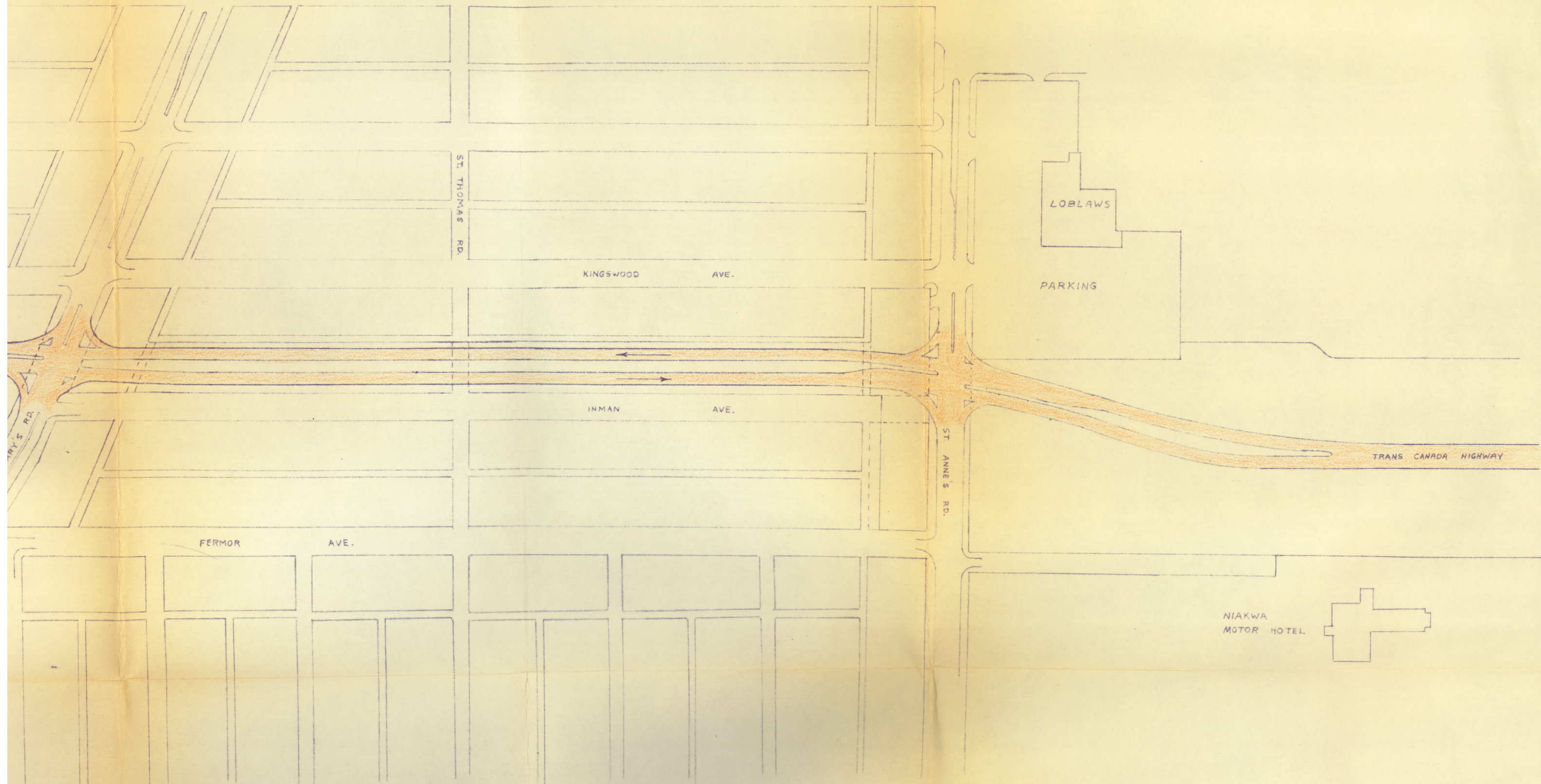
SHOPS

FERMOR AVE.

SHOPS

LIBRARY

ARNEY ST.



ST. THOMAS RD.

KINGSWOOD AVE.

INMAN AVE.

FERMOR AVE.

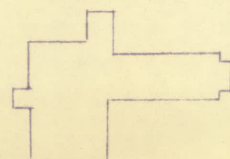
ST. ANNE'S RD.

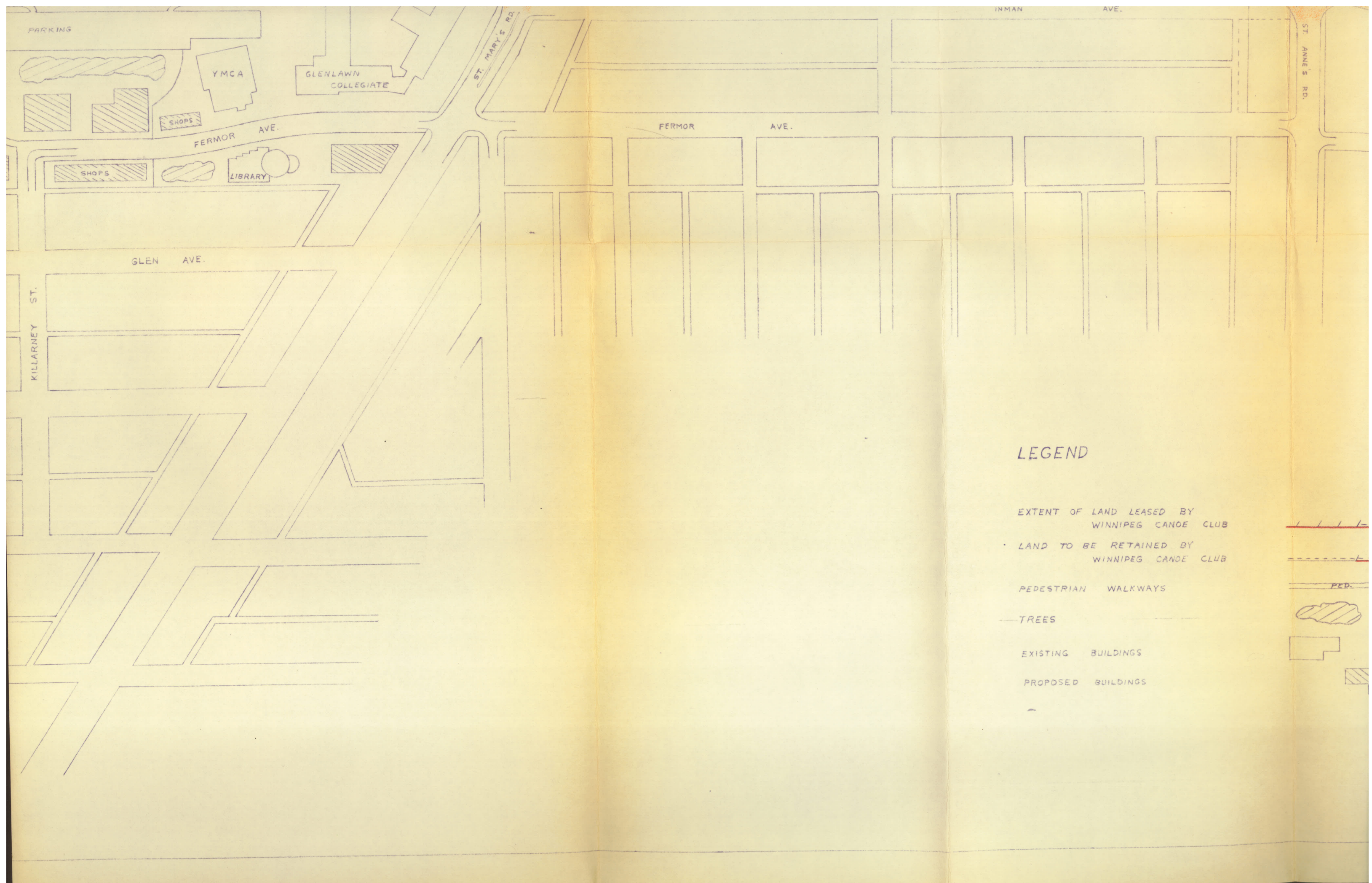
LOBLAWS

PARKING

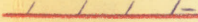

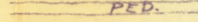


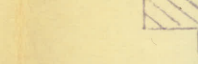
TRANS CANADA HIGHWAY

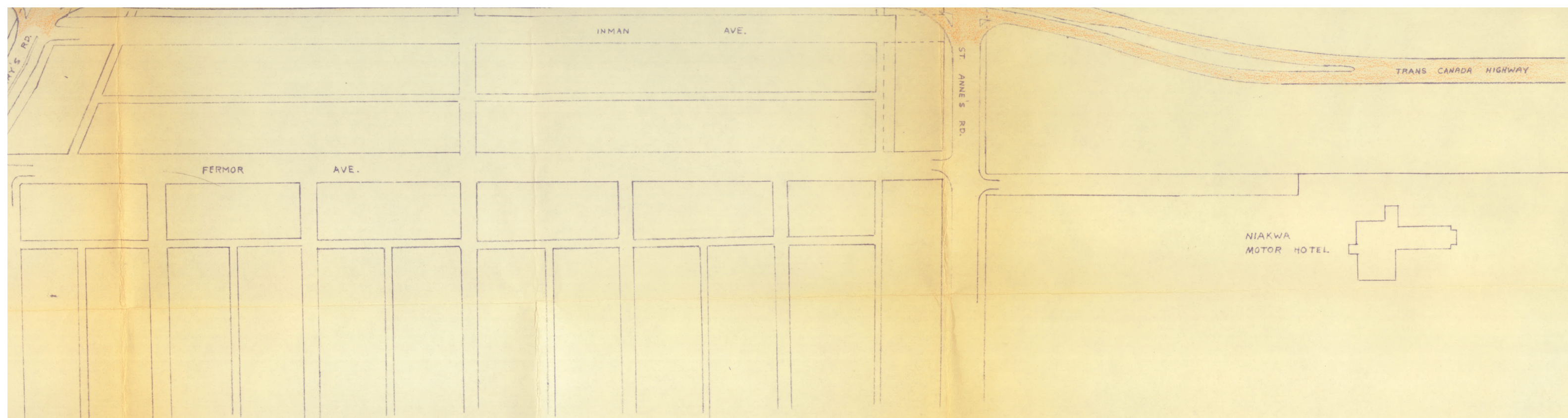
NIAKWA MOTOR HOTEL





LEGEND

- EXTENT OF LAND LEASED BY WINNIPEG CANOE CLUB 
- LAND TO BE RETAINED BY WINNIPEG CANOE CLUB 
- PEDESTRIAN WALKWAYS 
- TREES 
- EXISTING BUILDINGS 
- PROPOSED BUILDINGS 



LEGEND

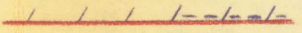

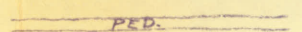
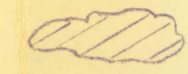
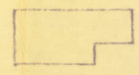
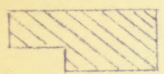
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FIGURE 14