

Faculty of Graduate Studies and Research

University of Manitoba

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AN URBAN RENEWAL SCHEME IN WINNIPEG



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## DEDICATION

To my parents, whose continued encouragement and unselfishness has made this study possible.

## PREFACE

This report is respectfully submitted in partial fulfillment of the requirements leading to the degree Master of Architecture in Community Planning.

This study is divided into six parts. In Part One the subject and purpose are defined. This involves a general introduction to Urban renewal along with the definition of the physical boundaries of the area under study. Part Two consists of an investigation into the historical, physical, social and economic aspects of the Main-Osborne area. In Part Three, the findings and conclusions of Parts One and Two are assessed and a Master Development Plan is proposed. In Part Four a particular district within the Main-Osborne area is selected and its projected development within the limits of the Master Development Plan is illustrated in detail. Part Five summarizes the findings and conclusions of this study, while Part Six includes the appendices and bibliography.

## ACKNOWLEDGEMENTS

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**PART ONE**

**INTRODUCTION**

## BACKGROUND

The subject of this report is An Urban Renewal Scheme in Winnipeg. The area to be considered is bounded by Main Street on the east, Broadway Avenue on the south, Osborne Street - Memorial Boulevard on the west and Portage Avenue on the north.

Before commencing work on this study, the questions of practicality and economic feasibility arose. Since this is basically an academic study as opposed to the type which must be carried out in the real world of a Civic Planning Commission, I feel that certain restrictions which reality imposes on the civic body are not as binding on the author of this study. If we are to prevent the imagination from becoming stagnant or warped, it must be allowed to go beyond the limits of practicality and current economic conditions. If the imaginative spirit and the inquiring mind are forever held in check they may well lose their ability to go beyond that which we already have, and so halt any form of progress.

Therefore, although careful consideration has been given to the economic feasibility of executing all of the proposals included in this study, where the situation demands, these bounds have been transcended in keeping with the opinion expressed in the preceding paragraph. Therefore, this report should be treated as a guide rather than a hard and fast rule.

Because of the limitations imposed by the time available and the physical size of the

study area, a complete investigation of the downtown district was not possible. Therefore, certain assumptions and projections regarding the possible development of the surrounding land have been made. These are, however, not based entirely on official information, but rather they have been arrived at after visual observation of existing development facts and discussions with interested persons.

## URBAN RENEWAL

The slow processes of growth have given our cities a commonly recognizable pattern. At the centre there is the business district in which most of the city's activity and wealth, both economic and cultural, are concentrated. The central zone of the city is the principal meeting and exchange point for the surrounding districts. The size and number of the districts which this central area serves vary widely according to its geographic location, topographic conditions, and ease of communication. The proximity and relative size of other cities, each with its own central district, will also contribute to the size, content, and sphere of influence of a particular central zone.

Each central area is, to a varying degree, at the centre of a radial system of roads and is the scene of the most intense land use and highest land and rateable values within the city boundaries. Particular trades or activities tend to be grouped together within certain streets or districts, although there are no hard and fast boundaries set up. There is definite overlapping and mixing of activities as well, but to a lesser degree.

Between cities, great differences exist in the make-up of their central districts, in the proportions of land used for particular purposes and in the size of the central district in relation to the total area of built up land.

The function of being the locality's major exchange point has led to the growth within every central zone of a most complicated pattern of land uses, many of which are inter-dependent.

In general the central area embodies most of the commercial activity as well as the cultural centre, the theatre, art gallery and concert hall. The facilities available for these cultural activities may vary greatly from city to city, but in some degree they exist in the central district of most cities. Also in the central zone we generally find the administrative buildings of the city, and perhaps the Province.

Immediately adjacent to the central core is a rather loose, ill-defined ring which includes the original residential districts of the city. This is a zone in which time has caused serious erosion. Commercial and Industrial land uses have penetrated to the point of suffocation into these original residential blocks. Open spaces have been built over. Streets, originally designed for the horse-drawn carriage and the man on foot, are now choked with fast moving automobiles and trucks. In fact these central areas, which contain the most archaic road system in the city, now carry the highest concentration of vehicular traffic.

As a result of this penetration of commercial and industrial functions into the older residential districts, and because of the age and generally run down condition of many of these 19th century residences, this fringe area between the central core

and the new residential districts has lost its attractiveness as a desirable residential zone. This is especially true when speaking in terms of the single family residence which is an almost non-existent commodity in this fringe area.

Because this is generally a rented space district with an ever decreasing percentage of owner-residents, property becomes neglected and decay sets in.

Property values fall and overcrowding is rife. A residential slum is forming.

Beyond this fringe lie the predominantly residential areas. These zones or rings have developed in two waves. The first boom occurred during the years 1920 to 1929 and the second since the end of the second world war. This latter residential development is distinguished from that which occurred in the fringe zone by a lower density of land coverage and smaller homes. Zoning has also separated the various land uses in the newer districts. The post World War II zones reflect the changing pattern of our lives.

The automobile plays a major role in new subdivision design, in the street widths and their layout. We now have freeways, perimeter routes, limited access routes, underpasses, overpasses and any number of methods for relieving traffic congestion. However, the central core, the nucleus or meeting place for the whole city and its environs is still operating on a framework of streets and services as obsolete as the horse and buggy itself.

Because of time limitations, it has not been possible to investigate one very important and interesting aspect of the decaying central core, and that is the immense cost of its inefficiency. It represents a large tax burden while realizing only a small revenue. In addition, the wasted man hours, the gallons of fuel, the depletion of nervous energy, the high budgets required by the police, health, building safety, and fire departments, the private and public welfare agencies: all these result from urban blight, and its effects soon spread to surrounding districts.

As the dilapidation and undesirability of the central core, both as a place of residence and as a place of commercial activity increase, the revenue decreases, yet the same services must be maintained. As the heart of the city falters these costs increase and the mounting burden of taxation moves outward towards the suburbs to be borne by home owners and businessmen there in ever increasing amounts. It is a vicious cycle which will eventually find the central core bankrupt, as far as property tax return is concerned, and the rest of the city paying for its upkeep.

Fortunately, Winnipeg has not sunk to this level of deterioration as yet, but studies by the Metropolitan Planning Commission reveal that certain sections of the city are in the crisis period already. These districts are ripe for urban renewal. That portion of the central core covered in this report does contain

an area which the Planning Commission denoted as being "ripe for redevelopment".

An observational trip through Winnipeg's central district during rush hours will immediately reveal the crying need for re-study and replanning of the traffic systems in this area. I believe that Winnipeg's central core has reached the stage in its development where no piecemeal expediencies can be substituted for an overall development program. It would constitute a moral, social and economic failure to avoid this fact.

Although the problem of replanning may appear to be very complex, in general the planning goals facing most central business districts are very few and can be simply stated.

1. The most productive use of the land.

This includes the gradual up-grading of the area, with respect to its cultural or social influence as well as its economic value; the flexible grouping of uses to minimize distances and servicing difficulties; the stimulation of private enterprise and the discouraging of deleterious uses.

2. A free flowing, non-conflicting circulation pattern.

This would include a road system, with primary, secondary, and throughway, routes capable of handling a free flow of public, private and service vehicles to and from, as well as around, the central business area. This also involves separation of truck, pedestrian and auto movements with provision for vehicle

storage, convenient access and egress, minimum walking distances and compact servicing facilities.

3. Successful integration of the activities being carries on in the Central Area.

The central area should provide a commodious and compatible environment for the several activities carried on within its bounds.

In this urban renewal study, I wish to present a Master Development Plan by which these goals may be realized in the Main-Osborne district of Winnipeg.

## THE AREA TO BE STUDIED

As previously noted, the area under study, which is located in the heart of the Central Business District of Winnipeg, is bounded by Portage Avenue, Main Street, Broadway Avenue, Memorial Boulevard and Osborne Street.

In the Metropolitan Planning Commission Report, "General Study to Establish Areas for Redevelopment, Rehabilitation or Conservation", which sought to "define areas that require Redevelopment, Rehabilitation and Conservation and to prepare a program and schedule of priority for a more detailed study of these areas", a major portion of the land covered in this study was reported to be in need of redevelopment.

The area in need of redevelopment as defined by the Planning Commission is Area No. 6 on the accompanying map No. 1.

This report chose to extend the boundaries as defined by the Metropolitan Planning Commission's report for several reasons which will be discussed later.

At this point it will suffice to define briefly the three degrees of urban renewal.

They will be discussed more extensively in Part Three of this report. Redevelopment consists of total renewal. The razing <sup>and</sup> rebuilding of an entire district, with changes in allowable land uses, is carried out. Rehabilitation implies limited

redevelopment. Some structures are removed and replaced while generally a repair and maintenance program is implemented. Conservation suggests that a district is in need of neither renewal nor repair. The continued maintenance of existing property and the adherence to the present land use pattern are all that are necessary.

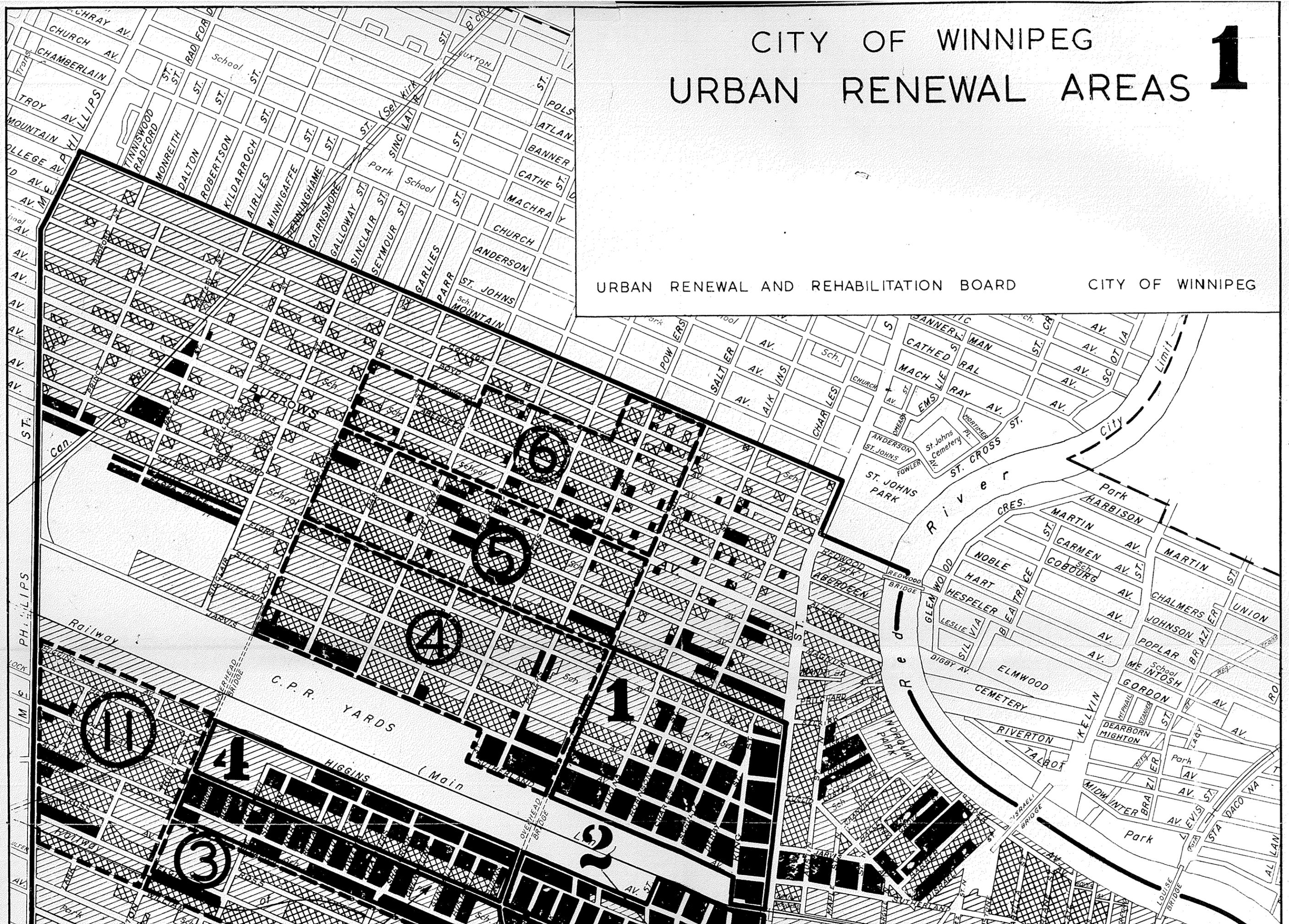
In proposing an area for redevelopment, great care must be taken that the blight does not survive in any way and so reappear at a later period and destroy the redevelopment work carried out. After careful study of the area defined in the Planning Commission Report, it was felt that the boundaries selected were of too arbitrary a nature. They existed, not because of any functional or geographic pattern, but because no great degree of blight existed beyond these boundaries. However, time alone was the reason for this absence of blight as an intermixing of land uses leading to blight exists throughout the entire Main-Osborne district.

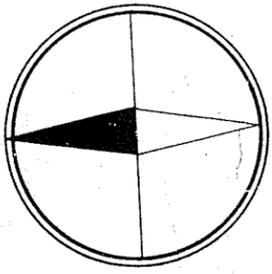
As noted in Map No. 1 the zone to the east of the boundary line of Area No. 6 is, to a large degree, in need of rehabilitation. Project this condition ten or twenty years, and unless an overall program affecting the whole area has been implemented, the blocks to the east will require redevelopment in the form of total renewal.

# CITY OF WINNIPEG URBAN RENEWAL AREAS **1**

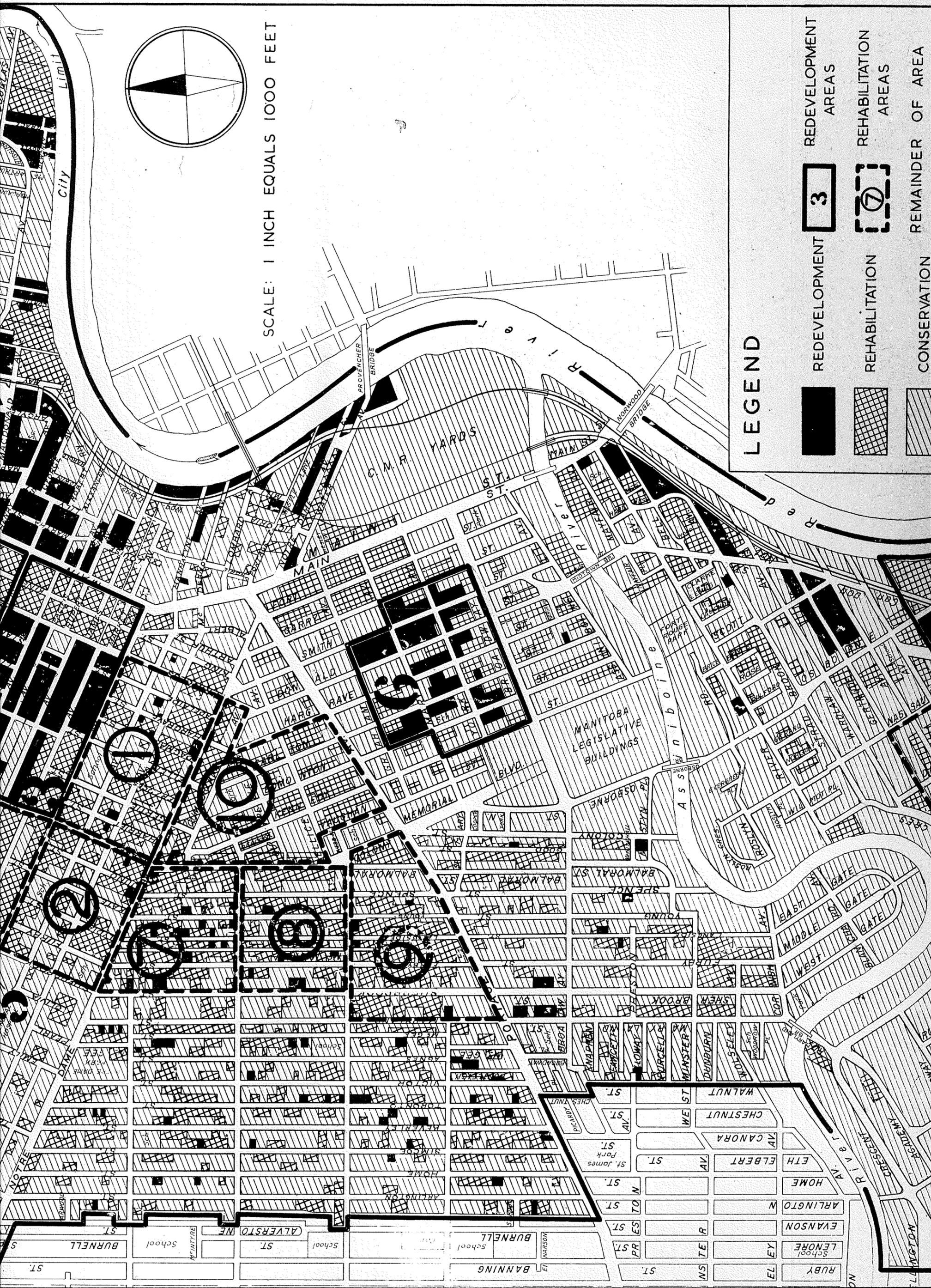
URBAN RENEWAL AND REHABILITATION BOARD

CITY OF WINNIPEG





SCALE: 1 INCH EQUALS 1000 FEET



LEGEND

- REDEVELOPMENT AREAS
- REDEVELOPMENT 3
- REHABILITATION AREAS
- REHABILITATION 7
- CONSERVATION
- REMAINDER OF AREA



The major traffic arteries, Main Street, Broadway Avenue, Osborne Street, Memorial Boulevard and Portage Avenue, act as boundary lines. This is especially true of Portage Avenue and Main Street, as their excessive width makes it almost impossible for both sides of these streets to act as visual units. The Canadian National Railway Station and Yards act as a further visual stop to the district along its eastern boundary. Broadway Avenue's tree-lined boulevards and centre-strip help to enclose the area along its southern limit. Also, the land to the south of Broadway Avenue stands apart from the district under study because of the difference in land use. The former is almost totally residential, while the latter includes an intermixing of residential, commercial, industrial and civic. The massive character of the Hudson's Bay Company Store, along with the Auditorium and proposed city hall act as a visual wall preventing the Main-Osborne area from spilling across Osborne Street and Memorial Boulevard.

Therefore, it was felt that the limits of the study area should be as have been defined in this report. However, this does not mean that the activity carried on in the adjacent zones along with their architectural massing need not be considered further. Rather, the new central zone should enhance and be in harmony with its surroundings.

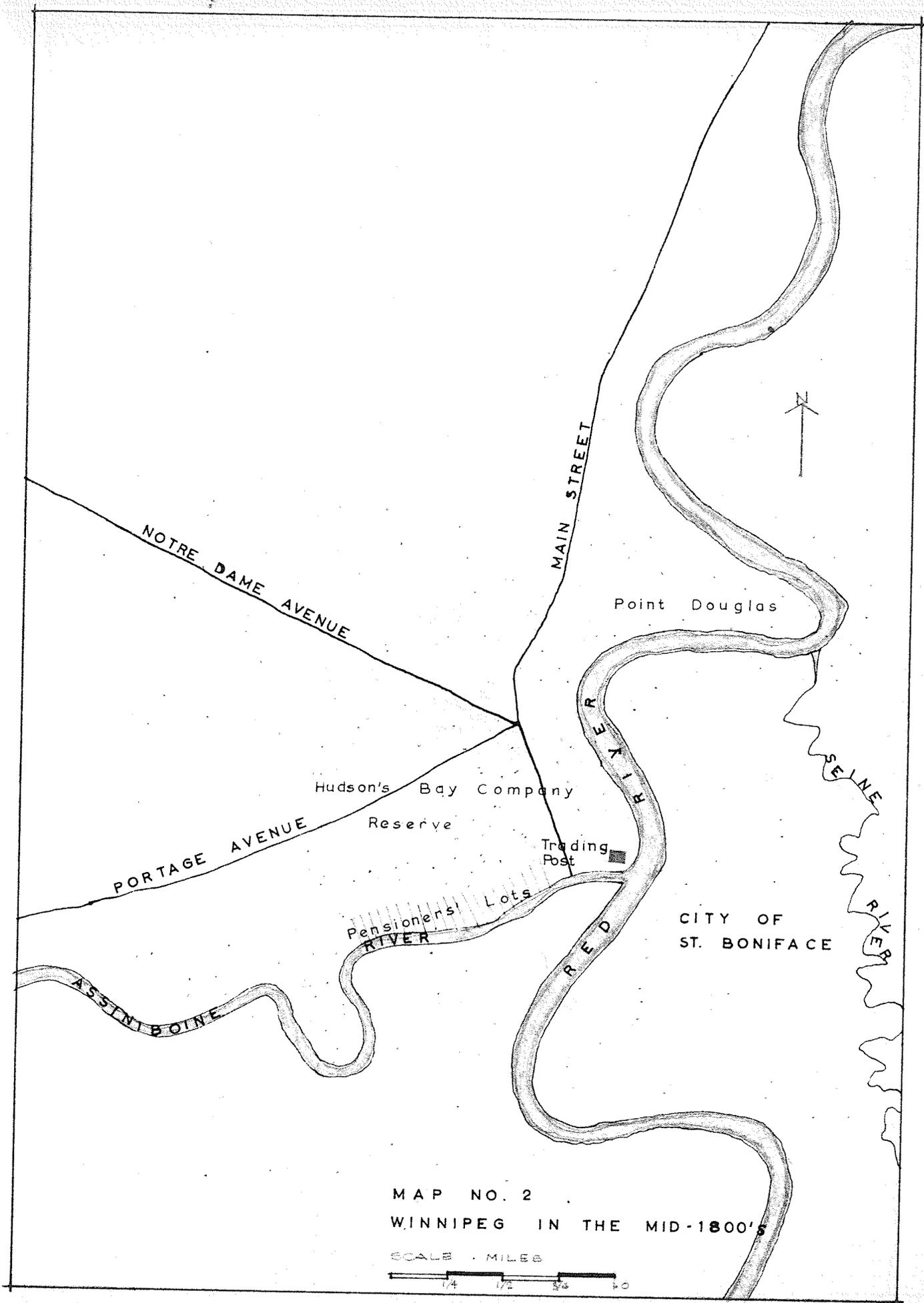
**PART TWO****CHARACTERISTICS OF THE MAIN-OSBORNE AREA**

## HISTORICAL

Winnipeg originated as a meeting place, at the junction of two rivers, the Assiniboine and the Red. The trappers and voyageurs, with the help of the Hudson's Bay Company, used this junction point as a place to sell furs and buy supplies.

The accompanying map No. 2 shows, with a minimum of detail, how the territory occupied by the city of Winnipeg and surrounding municipalities appeared in the mid 1800's.

The existing Main-Osborne district was then part of the Hudson's Bay Company Reserve. This Reserve served as a camping ground for the trappers while they were stopping off in the area. After 1849, the north bank of the Assiniboine River was divided into long river lots and reserved for the use of pensioners from the army. The nomenclature of the streets in this area still reflects the influence of the Hudson's Bay Company as the names of Hargrave, Smith and Donald recall the early directors of the Company. The building shown near the junction of the Red and the Assiniboine Rivers indicates the location of the Hudson's Bay Company trading post. Finished goods were distributed to the north, south and west from here. Also, raw materials were shipped to the east and to Europe from here. Notre Dame Avenue served as the northern



NOTRE DAME AVENUE

MAIN STREET

Point Douglas

Hudson's Bay Company Reserve

Trading Post

PORTAGE AVENUE

Pensioners' Lots

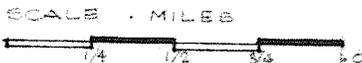
CITY OF ST. BONIFACE

ASSINIBOINE RIVER

RED RIVER

SELKIRK RIVER

MAP NO. 2  
WINNIPEG IN THE MID-1800'S



boundary of the Reserve while Portage Avenue bisected the area.

The first town-like settlement, originally situated on the east side of the Red River, relocated itself around the Point Douglas area. This constituted the first good residential district in Winnipeg.

Main Street was divided into lots on either side, and served as the major traffic artery in Winnipeg's early days. It was along this street that the city's first business district located itself. This development came to include warehouses and office buildings along with the stores and shops of the thriving retail trades.

With the passage of time, the Point Douglas area became infested with non-residential enterprises and a limited amount of heavy industry settled in this district.

In the early 1900's, Portage Avenue near Main Street developed into the principal retail and professional centre. The heavy industries, such as the Iron Works and packing plants, formerly located only in the Point Douglas area, emerged in the westerly part of the city.

Due to the boom years which Winnipeg experienced from 1900 to 1914, the residential area spread outward from the central business district. Prior to 1900, the bulk of Winnipeg's population was contained between the C.P.R.

tracks on the north and the Assiniboine River on the south. Between 1900 and 1914, with the population increasing four-fold to 150,000, the tide of population flowed across the C.P.R. tracks to form the North End and across the Assiniboine River in the south to form the districts of Fort Rouge, Riverview, Crescentwood and River Heights.

With the increased services offered by the public transit system, in the form of new street car lines, radiating outward from the city centre in all directions, small suburban subdivisions came into being. These developments were almost exclusively residential in character. Unfortunately, this housing was generally of an inferior quality. Although there was sufficient vacant land available within the boundaries of the city of Winnipeg, this was overlooked in the rush to suburban areas. A leap frog, patch-like type of land development ensued. Suburban industrial development occurred in St. Boniface and Tuxedo.

With the advent of World War I, expansion ceased. The three decades following 1914 were characterized chiefly by depression and war. Following the end of World War II, activity increased. Construction resumed on a scale which, though substantial, was much smaller than that which had been carried out during the "Golden Era" prior to 1914.

Vacant land within the city was built up to the extent that by 1956 practically no unused land remained within the city limits.

Large scale housing construction was carried out in the suburbs at this time. Again the leap-frogging process was in evidence. Most of the suburban development was carried out on the land nearest the city, but some occurred in the more distant municipalities, despite the fact that land was available closer in. In contrast to the suburban growth of a generation before, the more recent expansion was not exclusively residential. In St. Boniface and St. James particularly, a considerable influx of wholesale and industrial firms occurred. Some of these had previously been located in the Central Business District of downtown Winnipeg.

Within Winnipeg itself a shift began, during the 1950's, of financial firms from the old, established district around Portage and Main, to a new strip developing on Broadway Avenue between Main Street and Osborne Street.

Wholesale and warehouse buildings, vacated by firms which moved to new premises in West Winnipeg or St. James, were taken over by the city's enlarging light manufacturing industries.

At present the Main-Osborne district includes the widest diversification of land uses, from residential to industrial. The northern boundary boasts the busiest retail sales area in the city, while there is a definite movement to establish Broadway as a financial centre away from the Portage and Main district. As a location for single family residential units, it has lost out to the more desirable

districts south of the Assiniboine River and the several other newer residential zones.

## PHYSICAL

The topography of the Main-Osborne area is for all practical purposes, flat.

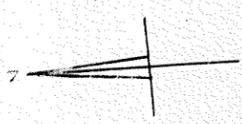
Whatever slight changes in elevation there may be have in no way affected the land use development.

## LAND USE

## LEGEND

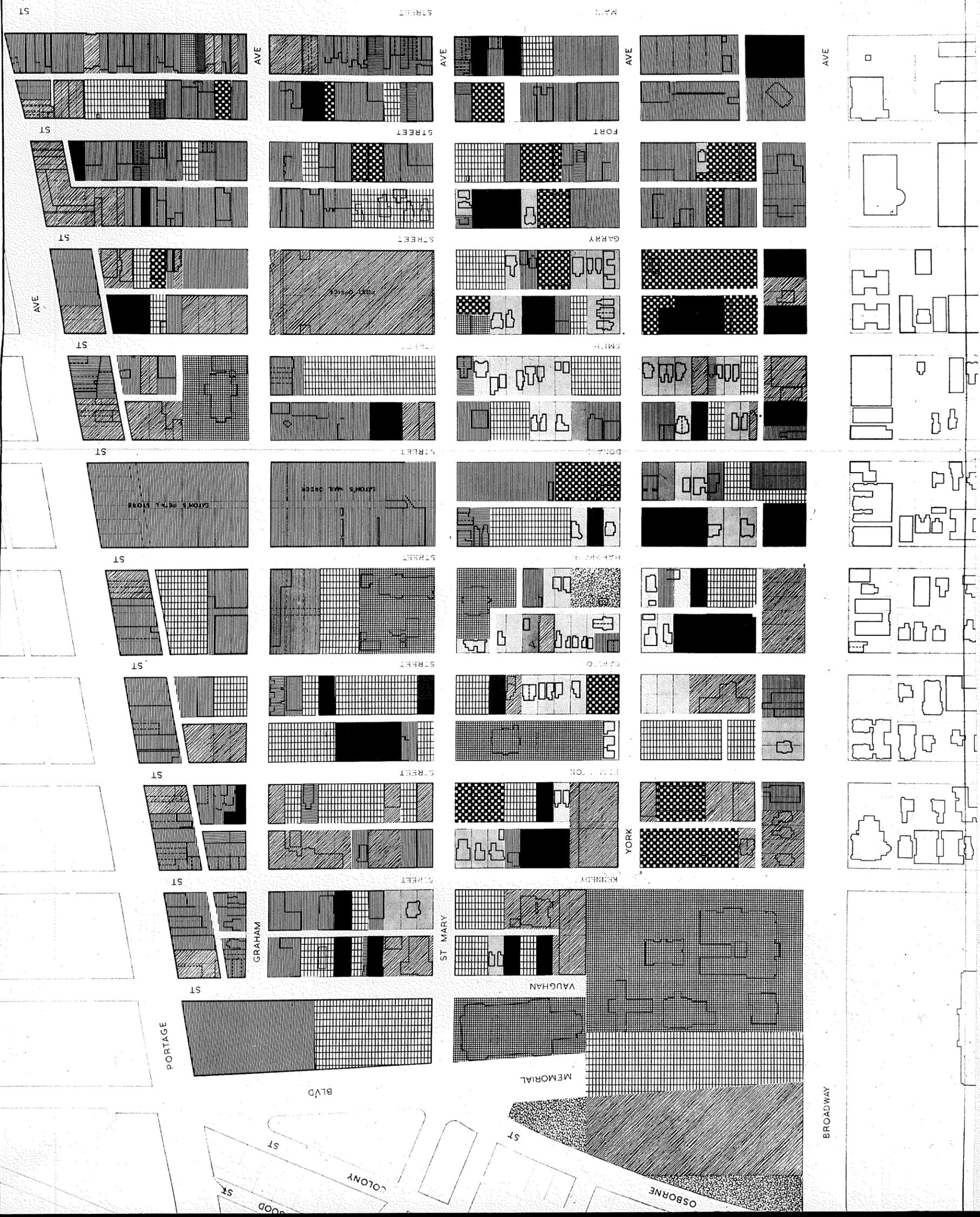
The following legend refers to accompanying Land use Map No. 4:

<u>Type</u>	<u>Description</u>	
A	Single family residential (low density housing)	- Individual dwellings.
B	Multiple family residential (medium density housing)	- duplex - triplex, etc. - apartments - converted dwellings - row housing
C	Apartments (high density housing)	- apartments - hotels - motels
D	Residential - Commercial	- apartments with stores - stores and dwellings
E	Commercial	- stores - banks - multiple storey stores - department stores - automobile service stations - garages
F	General Business	- office buildings
G	Public Buildings	- schools - churches - public buildings - meeting halls
H	Recreation Area	- parks - playgrounds



SYMBOL	LETTER	DESCRIPTION
[Diagonal lines /]	A	RESIDENTIAL (LOW DENSITY)
[Diagonal lines \]	B	RESIDENTIAL (MEDIUM)
[Diagonal lines / and \]	C	RESIDENTIAL (HIGH)
[Cross-hatch]	D	RESIDENTIAL - COMMERCIAL
[Vertical lines]	E	COMMERCIAL
[Horizontal lines]	F	GENERAL BUSINESS
[Grid]	G	PUBLIC BUILDINGS
[Stippled]	H	RECREATION
[Checkered]	I	INDUSTRIAL
[Dotted]	J	PARKING
[Vertical lines with dots]	K	BUS TERMINAL

MAP NO. 4  
 LAND USE MAP  
 Scale 0 50 100 150 200 FEET



- |   |            |  |
|---|------------|--|
| I | Industrial | <ul style="list-style-type: none"> <li>- warehouse</li> <li>- factory</li> <li>- industrial buildings</li> </ul> |
| J | Parking    | <ul style="list-style-type: none"> <li>- street level</li> <li>- multi-level</li> </ul>                          |

## GENERAL

There is no single, predominant land usage which over-shadows all others. It is definitely not primarily a residential district although there is a general distribution of residential property over the whole area. In the population density map it is readily apparent that the major residential zone is located in the south half of the site, between St. Mary Avenue and Broadway Avenue. The overall area embodies a wide variety of land usages. It contains residential neighbourhoods of varying intensities, as well as districts devoted to commercial, general business, educational, public, recreational, parking and light industrial activities.

No set pattern of land use separation exists, and therefore industrial and residential properties are seen to exist side by side.

## COMMERCIAL

Generally, the retail commercial enterprises have established themselves along the periphery of the area, especially along the Portage Avenue side and to a lesser degree along the Main Street boundary. Another interesting general observation with respect to the commercial land use pattern is seen in the types of commercial

activity existing along Portage Avenue as opposed to the type which has grown up along Main Street. Along Portage Avenue are found the better class of store, dealing principally in dry goods, jewellery and household articles, and using the very latest techniques of advertising and display; whereas along Main Street are found the used car lots, the new car showrooms, insurance agents, real estate offices - those retail trades, in short, which do not rely on impulse sales for their livelihood.

The Portage Avenue retail establishments act as the city's major shopping district with Eaton's and the Hudson's Bay Company being the principal attractions. Since population and business activity are increasing, the demand for additional shopping space is also increasing. Graham Avenue is beginning to absorb the overflow from Portage Avenue.

An automobile centre is establishing itself along Main Street. On both sides of Main Street are large new and used car dealerships with a car servicing area growing up along both sides of Fort Street and the eastern section of Graham Avenue.

#### RESIDENTIAL

The residential districts are of secondary importance as this is not primarily a residential area. There are no good examples of single family occupancy

dwellings. In fact, there are a minimum of single family dwellings being used as such. Most of these dwellings are now being used as rooming houses or have been converted into duplexes and triplexes. Many have been converted into office space for use by both government agencies and private enterprise. The blighted condition of the existing housing, excluding apartment buildings, precludes their rapid disappearance as it would prove to be too expensive to rehabilitate them to meet to-day's demands.

The area also includes a few examples of row housing up to three storeys in height. Examples may be seen along Edmonton Street's east side just north of St. Mary Avenue.

High density housing in the form of apartment buildings and hotels has occurred in a very chaotic pattern. There is a greater occurrence of this type of housing on the western and south-eastern boundaries and, to a lesser degree, along the north-eastern edge, than along the northern edge or in the central blocks.

Major hotel accommodation is very limited, with the St. Regis Hotel serving the north eastern section, the newly built Charterhouse Hotel located in the south-western corner, and the Aberdeen Hotel in the central zone. However, the Marlborough and Fort Garry Hotels are located just outside the study district to the north and south respectively.

In general, the high density residential accommodation is of pre-World War Two vintage with the existing major apartment building boom locating itself in the area south of Broadway Avenue.

#### GENERAL BUSINESS

A general business or office building district is locating itself along Broadway. With the building of two new Dominion Government office buildings, the south-west sector is gaining in importance as an office building zone. The eastern portion of Portage Avenue is also an office building district but it is losing its desirability as such, because of the outdated office facilities available and the lack of parking space. From an employee standpoint, it does, however, have some definite advantage over the southern area, with respect to public transit facilities and proximity to the Portage Avenue shopping district.

The new Post Office building occupying the block bounded by Graham Avenue, Garry Street, St. Mary Avenue and Smith Street, although designated as a general business activity on the land use map, is in reality a combined general business building, public building and distribution centre. However, its character as a general business building seems more correct than any other available classification.

#### PUBLIC BUILDINGS

This building type is almost entirely located in the south-western corner, just

opposite the Parliament Buildings. The Auditorium which houses a diversity of functions, including the Winnipeg Art Gallery, some Canadian Broadcasting Corporation studios, the Winnipeg Museum and various committee rooms, acts as the most used public building of this group. Activities ranging from wrestling matches to symphony concerts can be enjoyed in this building.

The Law Courts Building, as well as the detention block, are also included in this public buildings area. The new Winnipeg City Hall has been tentatively assigned a site along the west side of Memorial Boulevard. Although this location was approved by the city's voters, there is considerable discussion amongst the city's aldermen and other civic minded persons as to the desirability of this location. However, as there is no definite plan under consideration by the city council which might select another more desirable location for the city hall, it is assumed that the new city hall will be located on the Memorial Boulevard site.

#### CHURCHES

The area contains two churches, St. Mary's Roman Catholic Cathedral on St. Mary Avenue between Hargrave and Carlton Streets, and Holy Trinity Church which is located on Graham Avenue between Donald and Smith Streets.

#### SCHOOLS

Two schools, both elementary, are located in the Main-Osborne district.

Alexandra Public School is located at the corner of St. Mary Avenue and Edmonton

Street. The other, St. Mary's, a privately supported school, is located directly opposite St. Mary's Church on the south side of St. Mary Avenue at Hargrave Street.

It appears obvious that a school built in 1902 or 1903 is probably inadequate to satisfy today's requirements as an educational centre and these two schools are not exceptions to this rule. Both should be replaced. They are fire traps. Their teaching facilities are limited; and their playground area critically small. Alexandra School and playground occupy 1.24 acres, while St. Mary's School occupies .97 acres. Their location with respect to major traffic arteries is very poor. This is especially true of St. Mary's School which fronts directly onto St. Mary Avenue, a major east-west traffic artery.

Ideally, St. Mary's church and school should function as a unit. They form an important religious, educational and social centre, not only for the residents of the Main-Osborne area, but also for the City of Winnipeg and environs.

#### PARKS

Park and recreational space is almost non-existent. Of the 1.38 acres of park space indicated on the land use map, 1.0 acres is usable, as the balance bordering on Osborne Street is covered with billboards.

This leaves a .4 acre park located in the south central portion of the Main-

Osborne site. A memorial park of approximately .6 acres is located on the triangle of land running south from the intersection of Osborne Street and Memorial Boulevard.

There are no equipped playgrounds in the district. Therefore, no organized recreational programs can be carried out except on a very limited scale in the .4 acre park at York Avenue and Hargrave Street.

This lack of recreational space is a major contributing factor in the decline of this district as a desirable residential neighbourhood. Besides this lack of space for recreational purposes, there is a general absence of landscaping throughout the whole district. It is a pleasant relief to leave this area via Broadway Avenue with its landscaped boulevards and centre strip.

#### INDUSTRIAL

The industrial development is generally centred in the south-east sector of the site. There is a scattered development appearing in the south-west section. However, the heaviest concentration of light industrial and its related activities, such as automobile repair garages, occurs in the east and south-east zone between Main and Garry Streets.

#### PARKING

Exclusive of on-street parking, this land use classification occupies 11.5 percent

of the total Main-Osborne site. These 17.6 acres are evenly distributed over the whole district. Multi-storey car parks occur on Hargrave Street opposite the Eaton's store and between Memorial Boulevard and Vaughan Street immediately south of the Hudson's Bay Company store.

The off-street parking facilities can accommodate approximately 4500 cars. The need for parking accommodation north of St. Mary Avenue is urgent as it is in this district that most of the commercial and general business activity occurs.

An interesting percentage figure concerns the land area devoted to traffic movement and automobile parking. Streets, lanes and parking facilities occupy 41.5 percent of the 160 acre Main-Osborne district.

The higher efficiency of the one-way street system along with an increase in parking accommodation has failed to satisfy the ever-increasing demand for more traffic lanes and parking space. It is impossible to find a vacant parking space or to move faster than a crawl on a typical Friday evening which has become a major shopping period in the Central Business District. The Main-Osborne area occupies approximately one half to two-thirds of the Central Business District.

In the Wilbur Smith and Associates Report on Traffic, Transit and Parking in Metropolitan Winnipeg, a careful study was carried out to determine the parking

characteristics and requirements of the Central Business District. An interpolation of the results of this study in order to apply them to the Main-Osborne area produces the following results.

On a typical weekday, fifteen to twenty thousand passenger vehicles entered the Main-Osborne district.

Parkers originate in all parts of Metropolitan Winnipeg. However, most parkers have their origin in the zones to the south-west and west of the Main-Osborne district. Twenty-one percent originate in points directly west, twenty percent in regions to the south west. Only two percent originated in the districts directly east of the Main-Osborne site.

Major destinations of parkers in the central business district are grouped closely around the intersections of Portage Avenue and Main Street.

The greatest single traffic generator is the block occupied by Eaton's department store. Ten percent of all trips into the central business district are destined for Eaton's. Another major traffic generator is the Hudson's Bay Company store which is located at the north-west corner of the study area.

Work and business trips constitute over two-thirds of all trips into the Main-Osborne district. Shopping trips amount to 21.6 percent while 11.1 percent are for miscellaneous reasons.

Those parkers, who are employed within the limits of the central business district average five hours and fifty minutes parking time per day; shoppers average one hour and forty-four minutes. The average time for parkers, other than those who are working in the area, is approximately two and one half hours.

The greatest demand lies with the short term parker. This demand reaches a peak in the retail commercial zones, especially in the vicinity of the Hudson's Bay Company and the Eaton's Department stores. There is a definite deficiency in the short term parking space available over the whole site. There is a slight deficiency in long-term parking also.

A combined short term, long term deficiency occurs in the north-east sector of the site extending from Hargrave Street to Main Street. There is a lack of long term parking space along the north side of Broadway Avenue.

There is a positive relationship between ease of traffic movement and the success of the Central Business District of any large city. Attractive parking facilities as well as ease of access are requisite for the continued prosperity of Winnipeg's downtown area. It is estimated that parking demands will be more than tripled by 1970. Any lack of sufficient parking facilities will restrict the merchandising potential of the district and will result in the growth of satellite merchandising centres away from the Central Business District.

## TRAFFIC AND STREETS

The existing street system in the Main-Osborne area is unsatisfactory in terms of the volume of traffic carried and the area of land devoted to pedestrian and vehicular movement.

In 1956 the City of Winnipeg commissioned the firm of Wilbur Smith and Associates of New Haven, Connecticut,\* to carry out a detailed study of the traffic, parking, public transit and highway conditions in Winnipeg and to make recommendation for their improvement. In their report, Wilbur Smith and Associates state that, "it is readily evident that downtown Winnipeg is the most important traffic generator in Manitoba; the major traffic problems of the city are in and on the approaches to the downtown area. This is true even though other areas of the city attract sizeable traffic volumes and circulatory traffic around the central city creates heavy flows on many of the key streets".

In general, the most obvious post-war defect of the central district of most American and Canadian cities has been the inadequacy of their street systems to carry the heavy volume of pedestrian and vehicular traffic. It is obvious that the future prosperity of the central commercial zone lies in the ability of this district, with its myriad of shops and services, to entice a motoring clientele away from the uncongested roads and ample parking facilities offered

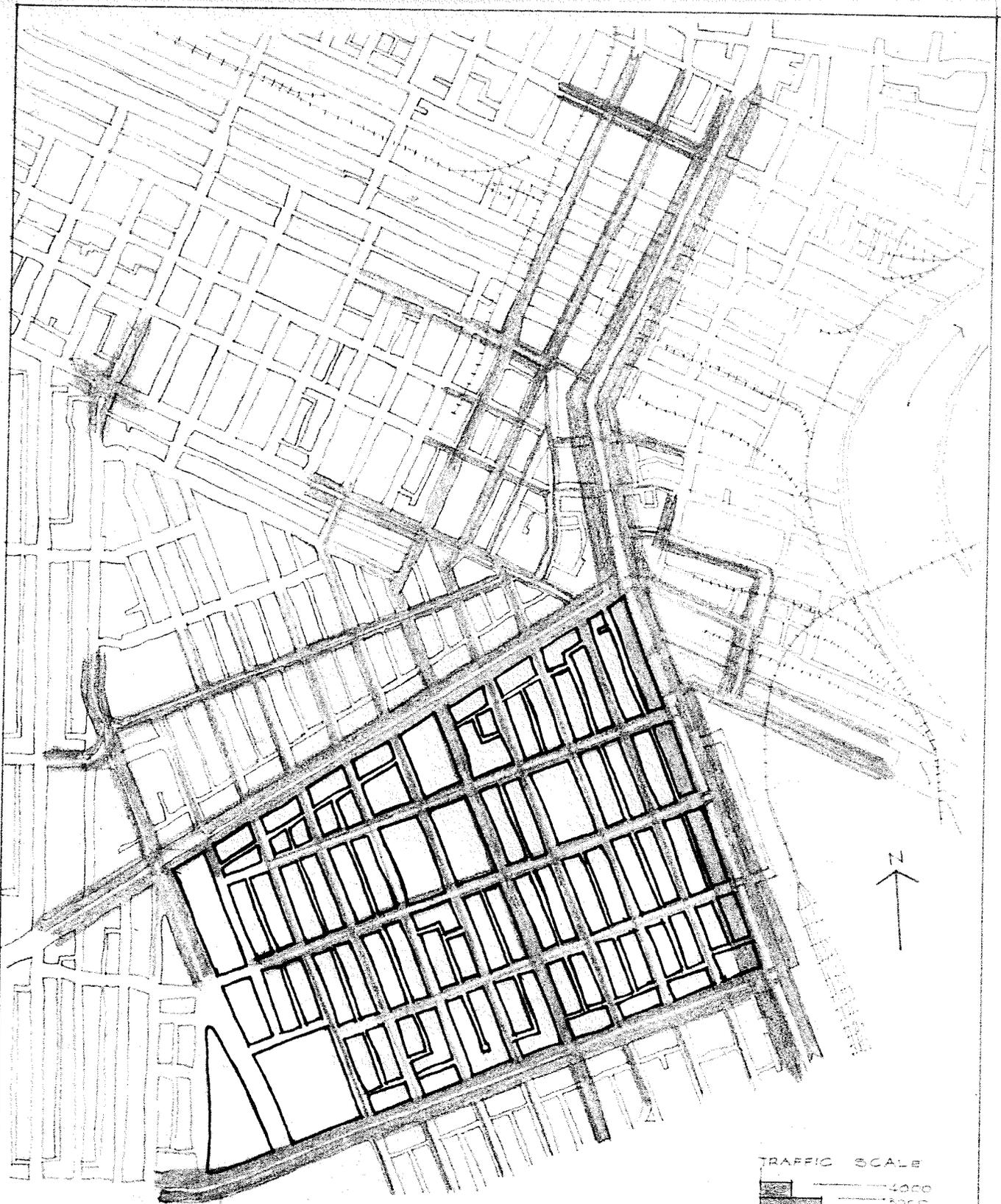
by the suburban shopping centres. Therefore, a solution to the downtown traffic and parking problem must be found.

Winnipeg's traffic congestion has arisen as a result of the following conditions:

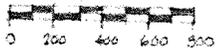
1. The passage through the central area of vehicles whose destination lies outside the central business district.
2. The inefficient layout of streets, with special reference to traffic flow and the numerous intersections and traffic signals.
3. The intermixing of land uses which creates and attracts mutually obstructive forms of both vehicular and pedestrian uses.
4. The inadequacy of existing loading, unloading, waiting and parking space.

The Wilbur Smith and Associates study investigated thoroughly the traffic problems of the entire Central Business District. The Central Business District is defined as the Main-Osborne Area, along with an area on the north side of Portage Avenue bounded by Balmoral Street, Ellice Avenue, Hargrave Street, William Avenue, Louise Street, Rorie Street, Lombard Street, Victoria Street, and the C.N.R. tracks up to Broadway Avenue. Broadway Avenue and Colony Street are the boundaries on the south and west sides. This district is noted on the "Peak Hour Traffic Volume", Map No. 5.

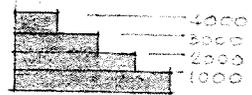
Because of the enlarged area used in the Wilbur Smith and Associates report the quantities used and the estimates arrived at cannot be directly applied in



SCALE - FEET



TRAFFIC SCALE



P.M. PEAK HOUR AVERAGE DAY.

MAP NO. 5  
PEAK HOUR TRAFFIC VOLUME

this study of the Main-Osborne zone. That is, there is a difference in intensity of vehicular and pedestrian traffic between the districts to the south and to the north of Portage Avenue. The greater volume of shoppers, the various medical offices and clinics, the Auditorium, the Parliament Buildings and the new Federal offices south of Portage Avenue all encourage increased pedestrian and automobile traffic. The land uses north of Portage Avenue encourage a greater incidence of truck traffic because of the greater number of warehouses and light manufacturing establishments.

However, because of certain basic similarities, such as the extensive commercial land use pattern in both sectors of the Central Business District, the relatively equal distribution of major and minor traffic arteries, the homogenous age and condition of the buildings both residential and otherwise throughout the whole area, certain aspects of the Wilbur Smith and Associates study are applicable over the entire Central Business District. For these reasons certain conclusions of this traffic, transit and parking study will be considered valid for use in this report.

The Main-Osborne district is surrounded by major traffic channels. Portage Avenue and Main Street carry the highest volume of traffic, with Osborne Street and Broadway Avenue as secondary thoroughfares.

Running through the centre of the site in a north-south direction, and dividing

the district into two unequal sections, are Donald and Smith Streets. These two streets act as the northern access and egress routes for the Midtown Bridge, which spans the Assiniboine River to the south of the study district. Donald Street is a one-way street going south and carries approximately double the peak hour volume of traffic that its northbound counterpart, Smith Street, carries.

The remaining north-south streets alternate in direction as one way streets, with the greater volume of peak hour traffic being carried on those thoroughfares east of Donald Street.

The east-west traffic arteries are two-way streets. Individually the three internal east west arteries of Graham Avenue, St. Mary Avenue and York Avenue carry a constant volume of traffic between Main Street and their western terminal points. Graham and St. Mary Avenue handle a considerably higher volume of traffic than York Avenue.

This smaller volume of traffic on York Avenue occurs for at least two reasons. Firstly, York Avenue does not connect directly with Osborne Street. A motorist would still have to exit from the area via St. Mary or Broadway Avenues. Secondly, the areas serviced by St. Mary and Broadway Avenues are much greater traffic generators than the property bordering on York Avenue.

St. Mary Avenue almost exactly bisects the Main-Osborne study site. The north half of the site area contains the principal shopping district, numerous parking areas, general business facilities and the bright lights and glitter which serve as enticements to city resident and tourist alike. These land uses tend radically to increase the volume of traffic occurring in this segment.

The accompanying 'Peak Hour Traffic Volumes' map illustrates graphically the maximum volume of traffic occurring on many of the streets in this central business district. The critical traffic problems occur during the evening peak hour from 4.30 p. m. to 5.30 p. m. In some cases the peak flows are nearly double those which occur during the mid-day periods. Generally, there is a 50 to 80 percent increase over the mid-day traffic flow during the rush hour period.

Peak hour directional volumes approach 1850 vehicles southbound on Main Street, 1600 northbound on Main Street and over 1200 westbound on Portage Avenue.

The figures available on vehicle accumulation as determined by Wilbur Smith and Associates apply to the whole central business district, as noted previously. However, I believe a factor of one half to two-thirds of the overall figure will result in a reasonable approximation which will be applicable to the Main-Osborne District.

The maximum accumulation of vehicles in the Main-Osborne site on a typical day occurs at 3.00 p.m., at which time there are 9,000 vehicles within the study area. Passenger cars are predominant at all times. They reach a peak volume of over 8,000 at 3.00 p.m. The maximum accumulation of trucks occurs at 9.30 a.m., when approximately 1,000 can be counted. Taxis are fairly constant in number ranging between 125 and 225 most of the day. Buses reach a peak at 5.00 p.m. with a total of 250 in the area at this time.

The data for person trips, interpolated in the manner already described, reveals that approximately 150,000 persons enter, and a like number leave, the Main-Osborne district during an average day. Approximately 65,000 persons enter and leave via private passenger vehicles; over 40,000 use mass transportation facilities; trucks accommodate another 14,000 persons and taxis serve approximately 2,900 passengers.

The maximum accumulation of persons in the Main-Osborne district occurs at 3.00 p.m. at which time there are 44,000 persons within the study area.

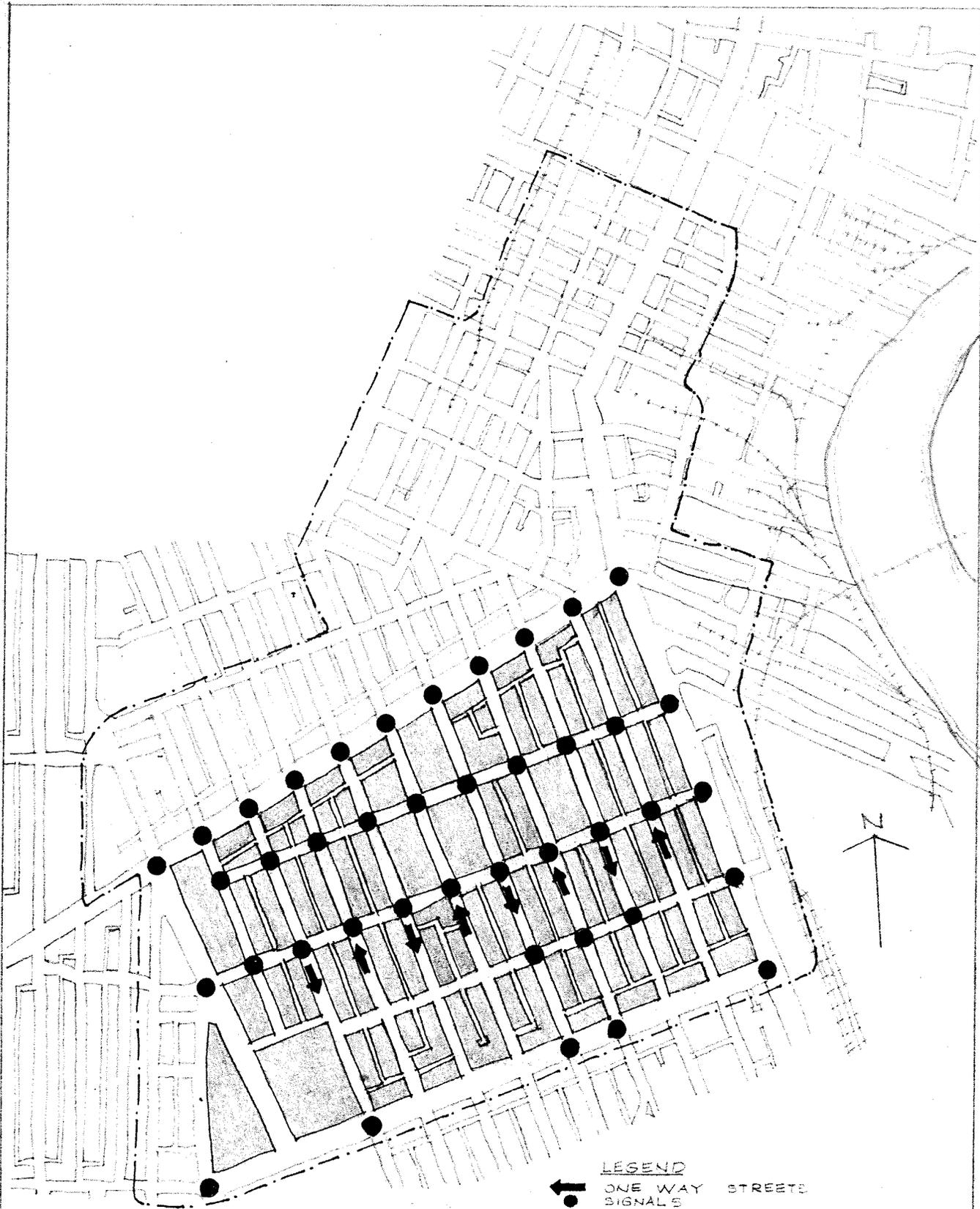
The passenger and vehicle figures quoted refer to the total volume, that is, they are the totals of all those persons and vehicles passing through and around the Main-Osborne site, as well as those having destinations within the boundaries of the study area.

Interpolating the findings of the Wilbur Smith and Associates report again, discloses that only 30 percent of the persons and vehicles entering the Main-Osborne district had destinations within that district, the remaining 70 percent passed through it on their way to some other part of the city. Therefore, it can be concluded that 70 percent of the internal traffic volume of the Main-Osborne area could have been diverted to a by-pass or ring road system if such a route existed.

Map No. 6 illustrates the existing one way street system and locates the existing traffic signals.

The introduction of the existing network of one way streets has helped considerably to relieve some of the traffic congestion. However, the great number of intersections and traffic signals, especially along Portage Avenue, Graham Avenue and St. Mary Avenue contribute little towards the solution of the many traffic problems. The existence of so many traffic signal locations vividly illustrates the complete failure of the existing street system to meet the demands of to-day's fast moving traffic.

Automobile and truck traffic is further delayed along Graham Avenue because this is a major public transit route. The loading and unloading of passengers necessarily ties up one or more traffic lanes, eastbound and westbound.



SCALE - FEET



LEGEND

- ← ONE WAY STREET
- SIGNALS
- ▭ CENTRAL BUSINESS DISTRICT
- ▭ MAIN OSBORNE AREA

MAP NO. 6  
 EXISTING TRAFFIC SIGNALS AND  
 ONE-WAY STREETS

## PUBLIC TRANSIT

As noted previously, public transit facilities accommodate approximately 51 percent of the total person volume desiring access to, egress from or passage through the Main-Osborne area. This 51 percent are carried in vehicles which occupy only 3 percent of the total volume of vehicular traffic passing through the Main-Osborne site. This means that 97 percent of the vehicular traffic carries only 49 percent of the passenger volume.

The Main-Osborne district is a focal point for transit service in Winnipeg. Portage Avenue, between Memorial Boulevard and Main Street, handles more transit vehicles than any other street in the city.

Main Street, Portage Avenue and Osborne Street carry more passengers via public transit into, out of, or through the study area than any of the other streets, with the greatest volume of passengers leaving or arriving via Portage Avenue. Accumulation of the maximum number of transit vehicles within the Main-Osborne district occurs between 3.00 p. m. and 3.15 p. m.

The volume of passengers transported by the public transit system varies throughout the year, from day to day and month to month. Studies reveal that Wednesday is below the average weekday volume, possibly because of the Wednesday closing of some of the retail outlets. Sunday, of course, sees a

66 percent decline in passengers carried over the entire system, with an even greater decline, possibly as high as 80 percent, occurring in the Main-Osborne district. This greater decline results from the low incidence of residential property occurring in this principally commercial, general business district.

Friday is the peak volume day, both because of increased shopping activity and the general trend to go "out on the town" on Friday evening. The percentage increase is higher in the Main-Osborne district than in any other sector of the city because of the concentration of retail stores, department stores and entertainment facilities, as well as the natural attraction of the bright lights and crowds which are a part of the downtown area.

Monthly variations indicate that March is the peak volume month while July and August represent the low volume months. This fluctuation pattern of transit volumes is typical of most North American cities, although there is a slightly higher than average volume of passengers carried during cold winter months because of severe weather conditions, and a slightly lower than average volume of passengers carried during the summer months because of the shorter duration of the vacation or holiday period which we have in Winnipeg.

## ZONING

The following legend applies to the accompanying Zoning Map No. 7:

- R4                    Multiple family uses  
                      Boarding - Lodging House  
                      Hospitals  
                      Hotels  
                      Institutions  
                      Private Clubs  
                      Fraternities
- C3                    Commercial  
                      Stores  
                      Theatres  
                      Department Stores  
                      Restaurants
- C4                    Limited Business  
                      Hotels  
                      Multiple Family Dwellings  
                      Professional Offices  
                      Specified Retail Stores
- CM                    Business District

M3

Heavy Industry

Generally any use except permanent dwellings

In a comparison between the existing land use map and the city's zoning plan it is readily apparent that the latter plan has seen many encroachments and alterations. It no longer serves the purpose for which it was intended. The infiltration of industrial activity, the random location of housing and the spread of the commercial district serve as illustrations of the ineffectiveness of the present zoning plan and regulations, which appear to be easy prey for the persuasive developer.

## HOUSING AND SOCIAL CONDITIONS

### GENERAL

According to the land use survey, 14.64 percent of the Main-Osborne district is residential. An additional 1.46 percent is semi-residential, consisting of combined residential-commercial establishments. Therefore, a total of 30.5 acres of the 160 acre study area is used for residential purposes.

### HOUSING TYPES

There are four classifications of existing housing in the district.

1. Single detached houses: This housing type occupies a major proportion of the residential land, as it does in the city as a whole. In the study district, they exhibit the greatest variety in size, use and adequacy. While they were all originally one family residences they have generally been remodelled to accommodate roomers and subtenant households.
2. Duplexes, triplexes and row housing: In this area there are a number of old row houses, most of them in need of repair. Front and rear yards are very small.
3. Apartments, hotels, motels: This housing classification occupies 3.08 percent of the site. Many of the apartments are poorly sited resulting in insufficient parking space as well as minimum of landscaped area. Even the newer examples, since the second world ware, fail to provide any park space

for their occupants.

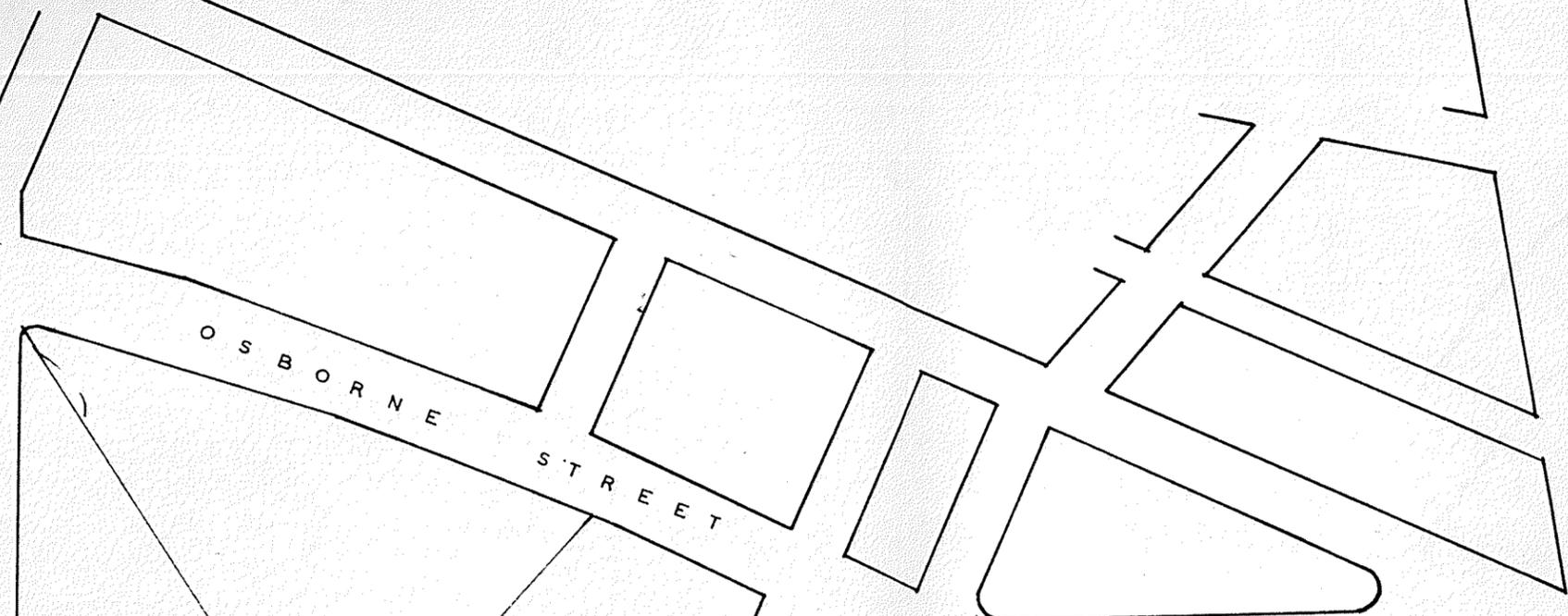
4. Residential-Commercial: In many instances these dwellings were originally wholly residential. As the character of the district has passed from residential to commercial, many residences have their ground floors remodelled and are now used for commercial purposes.

#### POPULATION STATISTICS

The present total population is 2821. Of these, 38 percent are unmarried, a rather high percentage. A large proportion of this unmarried group are renting single rooms. There are 576 families. The percentage of large families is not very high; in fact the average family size in the district is only 3.03 persons. The new residential subdivisions have approximately 4.0 persons per family. Approximately 5 percent of the population are of school age, between the ages of 6 and 16 years. Pensioners comprise a little less than 9 percent while another 4 percent of the total population are children under 6 years of age.

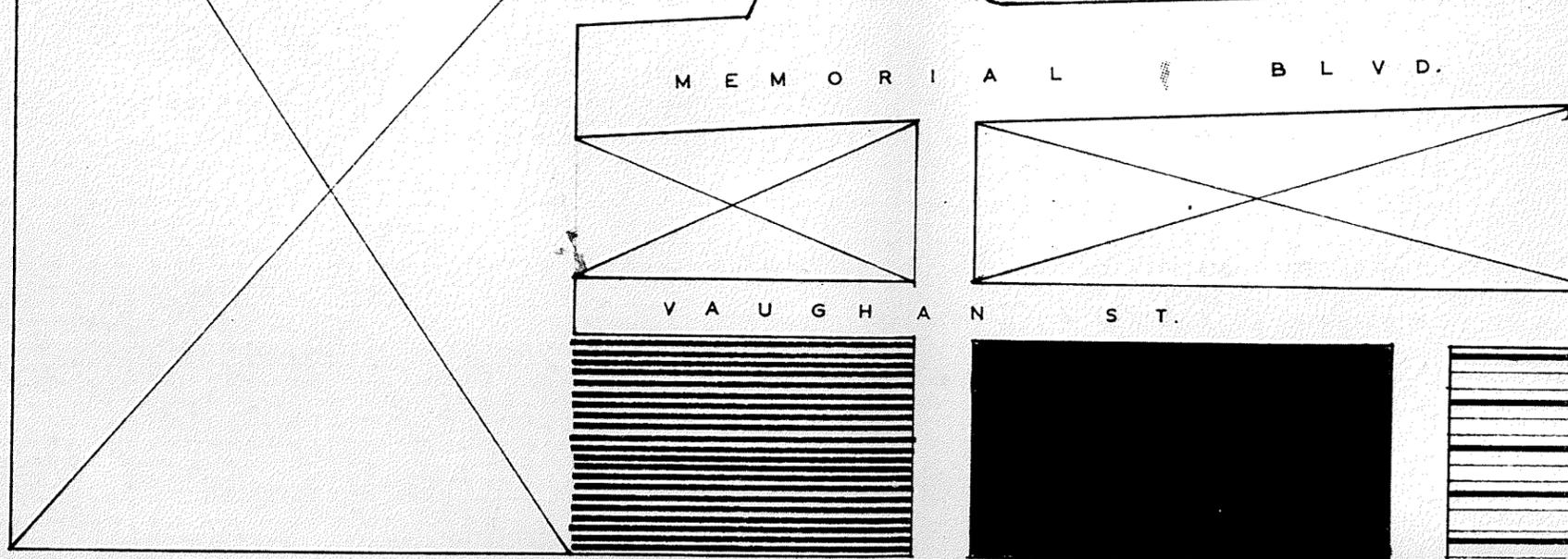
The rather high percentage of single persons in the district deserves special consideration and should affect the type and scope of recreational facilities best suited to this community.

Obviously many of the families with school and pre-school age children would move to the newer residential districts if they could afford the rents in these



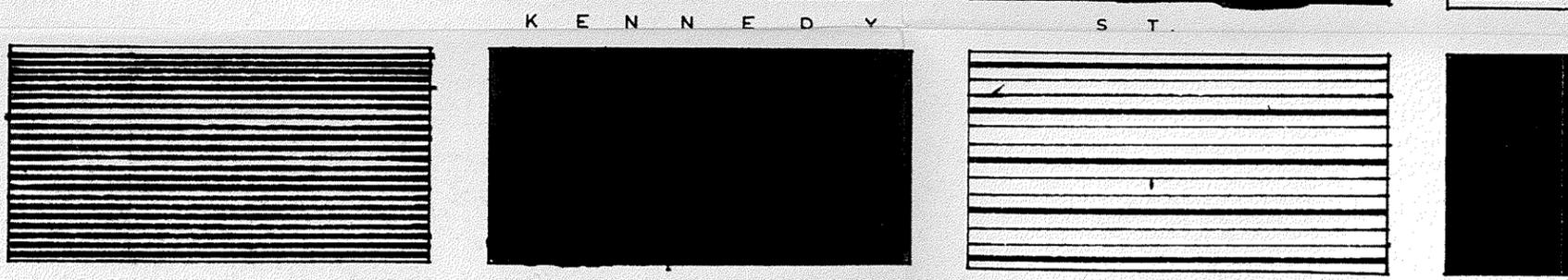
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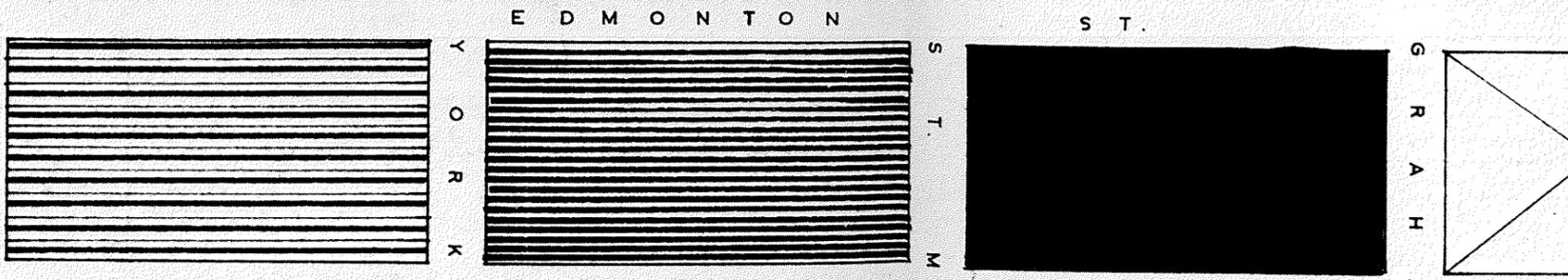


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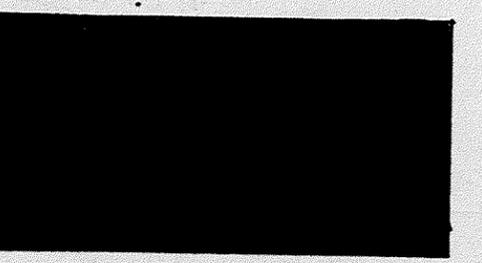
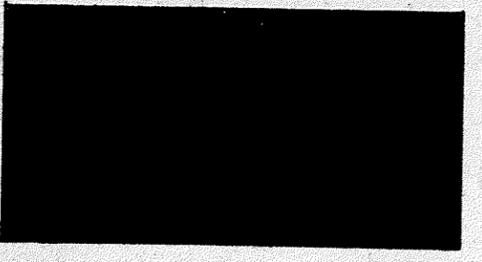
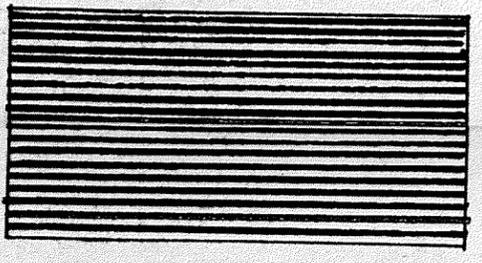
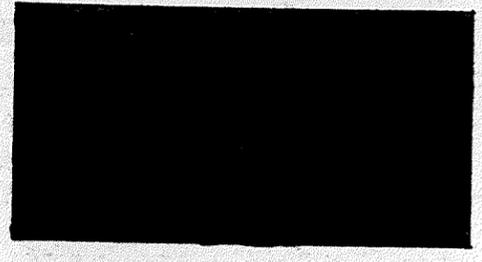
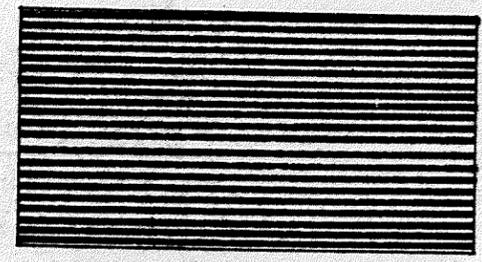
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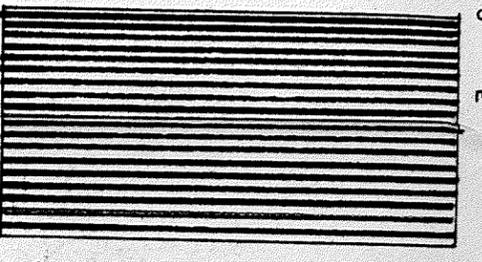
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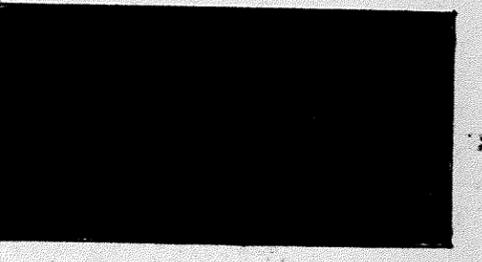
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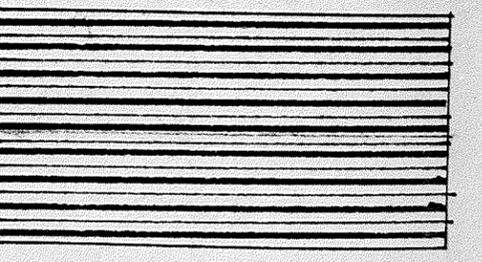
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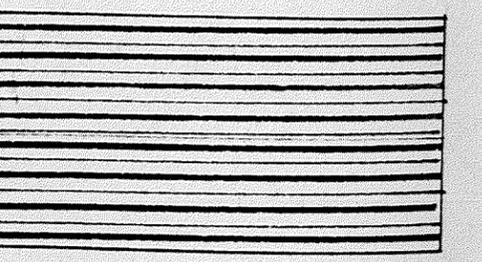
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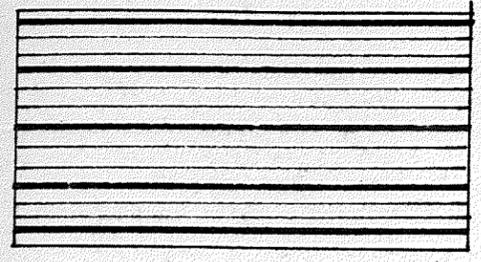


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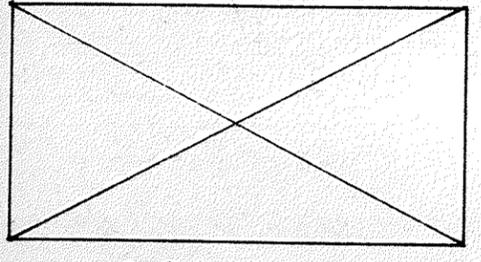


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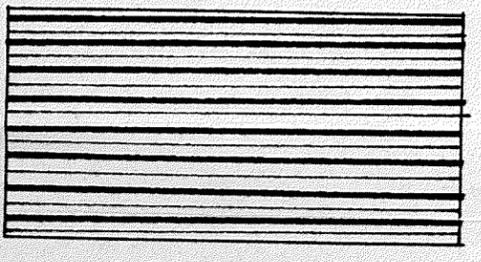
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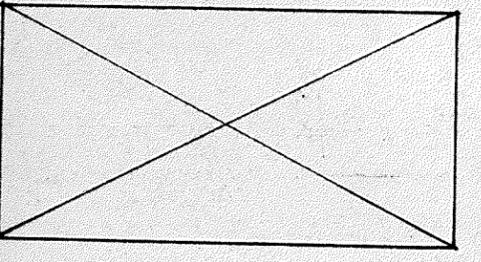
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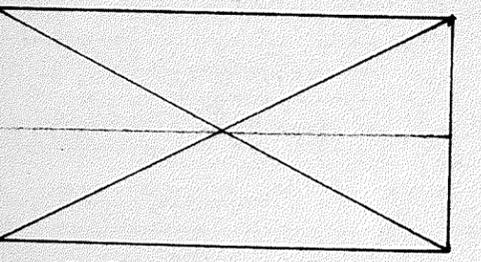
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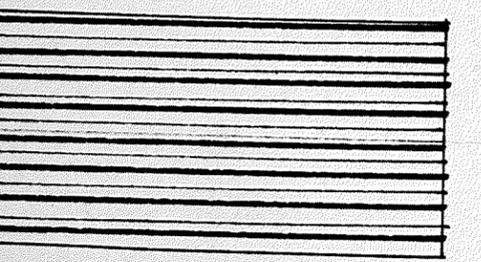
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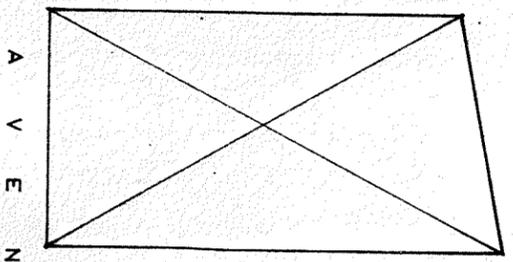


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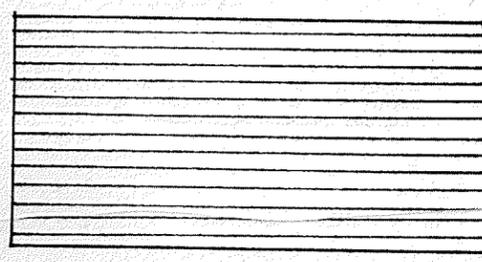
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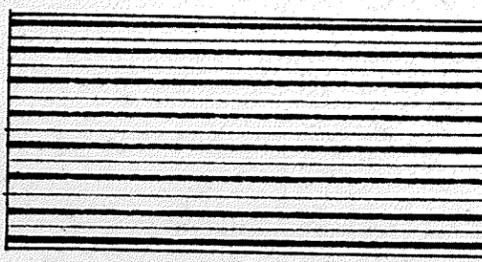
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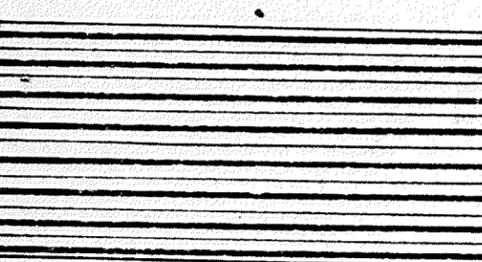
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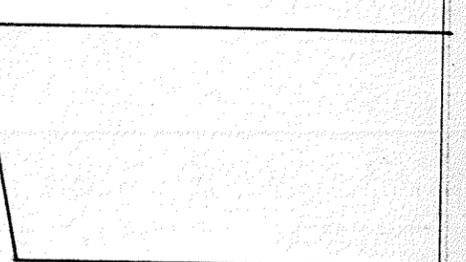
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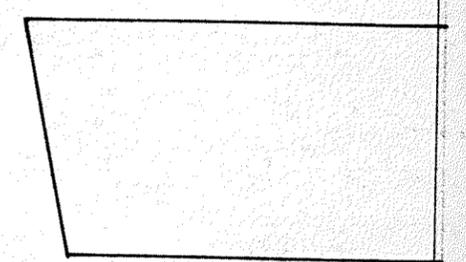
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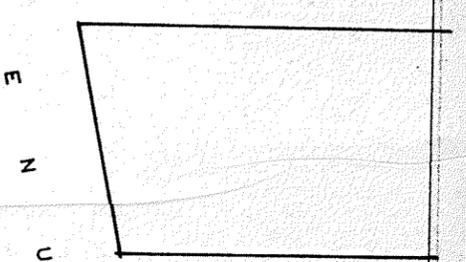
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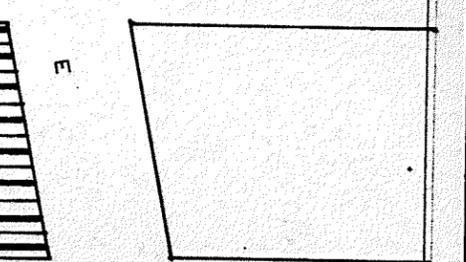
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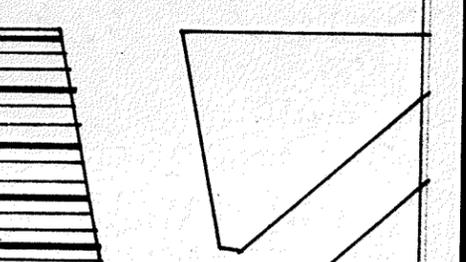
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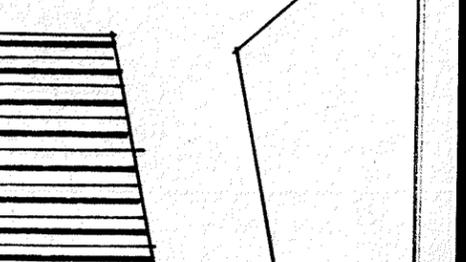
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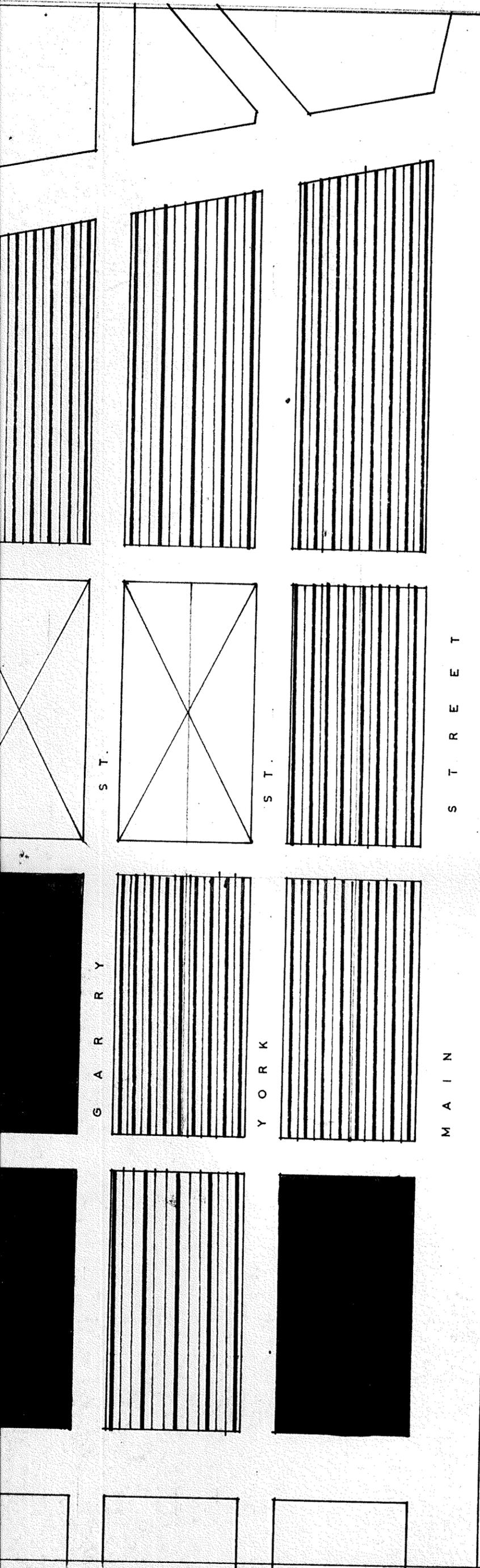


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L E G E N D

SYMBOL	DENSITY : PERSONS PER ACRE
	NONE
	0 - 1
	2 - 10
	11 - 25
	26 - 50
	51 - 100

NORTH



M A P N O . 8

P O P U L A T I O N  
D E N S I T Y M A P

Scale: 1" = 200' - 0"

new developments. However, because of its central location and nearness to the city's principal commercial, general business and entertainment district, it is a desirable residential location for single persons and young married couples without any children.

It is not a desirable district in which to raise children. The heavy volume of traffic, poor housing accommodation and lack of recreational space and facilities can create social problems. In areas of a similar character, the incidence of juvenile delinquency and other social welfare cases, rises well above the city average.

There are a minimum of community or social gathering centres in this district. The two churches and two schools afford the only nuclei about which any community organization can be formed. At present the churches carry out a limited community participation program. Lack of proper facilities curtails any expansion. The churches and community organizations in the districts surrounding the study area attract residents from the Main-Osborne site to their functions.

#### ECONOMICS

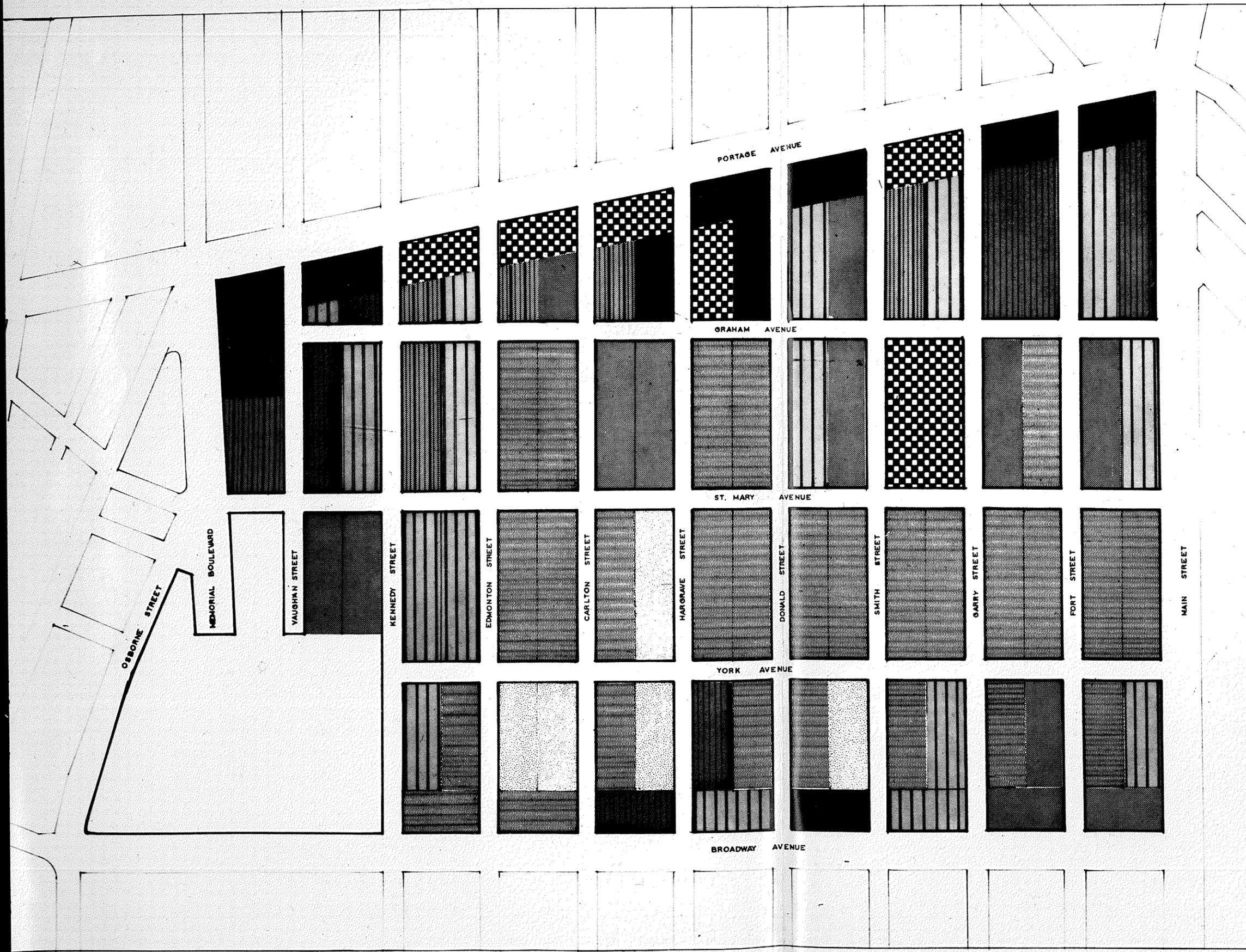
The assessment value of land and buildings serves as a good measure of the condition of a district. The general condition of a district may also be determined by comparing the tax revenue realized, with the municipal costs for services and maintenance.

The tabulation of the assessment values of the lots and buildings within this district permits a comparative study of property values. The assessment figure is not the actual value of the land and building. Rather, it is some lesser percentage of the real value, on which municipal property taxes are levied.

The market value is a more realistic appraisal of the value of a piece of property. The market value is slightly more than 1.5 times the one hundred percent assessed valuation. The acquisition cost is some multiple of the market value. This multiple will vary in accordance with prevailing economic conditions.

The accompanying land and building value map No. 9, describes the variations in market values in the Main-Osborne district. From this map, it is easy to determine those blocks which are least profitable to the city in terms of tax revenue. This does not necessarily mean that these low return zones are most in need of redevelopment. High revenue districts can easily be in need of redevelopment. Their high valuation may be a result of location rather than size and condition of structure.

The land and building market value map indicates a higher land value zone on the periphery of the study area. Property fronting on Portage Avenue has the highest valuation. Market values are generally higher towards the western portion of the site, decreasing towards Main Street with an increase for property fronting on Main Street.



L E G E N D

SYMBOL	VALUE (dollars/acre)
	3,500,000
	3,000,000
	2,500,000
	2,000,000
	1,500,000
	1,000,000
	750,000
	500,000
	300,000
	200,000
	100,000
	50,000

NORTH  
↑

MAP NO. 9  
LAND VALUE MAP  
Scale: 1" = 200'-0"

## SERVICES

The peripheral streets of the Main-Osborne district contain major sewer and water installations. Also, a large sewer main runs under Graham Avenue. The other thoroughfares contain facilities adequate for local needs only. Sewer and water piping in the area is generally very old and some sections may require replacement in the near future.

More complete information concerning the size, capacity, location, age and condition of all services in the study district may be obtained from the city's Engineering Department.

When redevelopment within this area takes place, a joint services committee should be organized to discuss common problems and to integrate all services.

## GENERAL IMPRESSIONS

The site does not resolve itself easily into consolidated sections which can be readily classed as areas in need of redevelopment, rehabilitation or conservation. The absence of a master plan with the resultant unco-ordinated land use pattern and spotty distribution of new construction have produced extreme variations in the use, quality, size and condition of the existing buildings.

There are islands of good and sections of bad. New and esthetically satisfying structures exist beside blighted rooming houses and these in turn are adjacent to dirty industrial buildings.

The high volume of traffic and the great number of traffic arteries which literally 'chop' the district into little pieces, along with the growing acreage being devoted to car parks, strike the observer as being one facet of the areas redevelopment program in need of immediate study.

The existing haphazard, uncontrolled land use pattern vividly illustrates the necessity for a Master Development Plan which can act as the framework for the district's future development. The increase in new building activity which is occurring throughout the Main-Osborne district, especially in the western section, further indicates the need for an immediate master plan, before too many compromises are necessary in the plan's development.

The poor quality of existing housing is immediately apparent to the observer. The advantages which this site enjoys, of proximity to the principal transportation and transit routes, make it very desirable as the location for medium and high density residential redevelopment. The availability of open land and non-commercial industrial property on which residential redevelopment could occur would make it unnecessary in most cases to relocate the existing families while new accommodation is being built.

In scattered sectors of the site, especially south of St. Mary Avenue, varying amounts of tree coverage exist and should be preserved. Perhaps they could be used to enhance a new residential neighbourhood.

In a study carried out by the Metropolitan Planning Commission, a downtown plaza was proposed. This thesis study has attempted to retain the central plaza ideas the Planning Commission proposed, while relating it more closely to the problems brought about by the automobile.

PART THREE

REDEVELOPMENT PROPOSALS FOR THE MAIN-OSBORNE AREA

## GENERAL

Urban renewal of any kind is planning on a reduced scale and within narrow boundaries. It implies,

- (a) the removal of certain characteristics from a given part of the city, and,
- (b) the introduction into the fabric of the city of a new physical disposition according to a predetermined design.

Like urban planning in its largest sense, it is an operation intended to introduce into the spontaneous order of the city, a rational explicit order.

This rationality, however, is to be imposed on more than just a few limited factors of production in a section of human activity. Urban planning, as a vital part of the broad field of social planning, will affect the whole fabric of social life. It must be conceived as an effort to understand civilization as a whole to save all the good that has been accumulated and to digest it in a new physical arrangement.

The absence of an integrated land use scheme, thus encouraging and accelerating the incidence of blight and deterioration, combined with an antiquated street system, have curtailed the desirable development pattern of the Main-Osborne district. The basic functions of the city as a place to live, to work and to be entertained, clash violently. Using the three tools of urban renewal, conser-

vation, rehabilitation and redevelopment, the area must be re-organized so that these activities can function together and separately with a minimum of interference.

It has been customary to refer to urban renewal solely as redevelopment, slum clearance, and the razing and rebuilding of depressed sectors. Currently, however, conservation and rehabilitation have become of increasing importance in any renewal program. These three degrees of urban renewal, each with its own social and economic implications, are generally applicable, side by side, in the renewal program of an area such as the Main-Osborne district.

They must, therefore, be co-ordinated into the overall renewal scheme.

Conservation attempts to prevent blight through the establishment and enforcement of minimum standards of:

1. Land usage and development,
2. Buildings and structures,
3. Health and sanitation,
4. Occupancy, and,
5. Safety,

To be effective as a planning aid, the above mentioned minimum standards must be:

1. Adequately related to current needs and constantly reviewed and amended,

2. Understood and accepted by the committee as the positive elements of a healthful living standard,
3. Adequately understood by, and co-ordinated through the various enforcing agents, and,
4. Firmly and fairly enforced.

Total renewal of slum sections cannot by itself stop urban blight. If the gradual deterioration of the transition zones is not held in check by adequate legislation, requiring minimum standards of upkeep, these borderline districts will all too quickly require total redevelopment.

According to the Central Mortgage and Housing Corporation, there are five questions which must be answered before determining whether or not a conservation program should be executed in preference to either rehabilitation or redevelopment. These questions are as follows:

1. Can the economic life of the area be prolonged for a further twenty to twenty-five years ?
2. Are the existing structures in such a condition that with normal care and maintenance they can be preserved for at least another twenty-five years ?
3. Does the present land use conform to a master plan ?
4. Is the existing land pattern sound enough to be retained ?
5. Is the density of land coverage satisfactory or would some clearance be necessary.

These determining factors pre-suppose the existence of a master plan thus indicating the need for such an overall planning scheme in Winnipeg.

Central Mortgage and Housing Corporation further reports that for a planned conservation program to be fully effective,

1. There must be a sound neighbourhood plan. Many older districts suffer from lack of general planning.
2. Demolition must be carried out wherever necessary to correct weaknesses in the original design or to remove structures already in an advanced state of deterioration.
3. There must be effective zoning controls with careful regulation of non-conforming uses.
4. Municipal servicing must be of a high standard.

Rehabilitation attempts to improve the general maintenance standards of an area which is falling into a state of disrepair. It employs the tools of repair, conversion and modernization.

Experience in this facet of renewal has been gained in a residential rehabilitation scheme in Philadelphia. The cost, however, proved to be as high as the estimated cost of a similar total redevelopment scheme. Subsidized rents were also necessary. Because of the uncertainty of final costs which rehabilitation necessarily involves extreme caution must be exercised before a renewal program of this type is

attempted.

The sociological advantages realized by the retention of an existing neighbourhood, its inherent value as a familiar visual experience and its position in the historical development of the city may outweigh the economic disadvantages which rehabilitation rather than total renewal may involve.

Redevelopment involves the total clearance and reconstruction of a district which through obsolescence or economic demand is no longer being used to its greatest advantage, in terms of both revenue realized and its contribution to the community as a whole. Redevelopment is and will continue to be the renewal program most appealing to private developers. A Municipal redevelopment scheme should, therefore, be undertaken only when private enterprise will not meet the demand. It should also be noted that redevelopment need not be confined solely to residential slum clearance. The principles of redevelopment are equally valid in commercial and industrial zones. An existing residential district might be better suited as an industrial or commercial zone. Any changes of this nature, however, would be proposed as a result of studying a Master Plan.

The preceding investigation has revealed many desirable features of the Main-Osborne district. These features could be retained and used to advantage through the careful application of the elements of Urban renewal. The desirable

aspects of the site can be summarized as follows:

1. It is the recognized centre of Metropolitan Winnipeg's commercial activity.
2. Public transit facilities are very good.
3. Although the residential sectors are in a transitional stage, it could become a very desirable residential neighbourhood, because of its proximity to the entertainment, shopping and business districts. It holds a special appeal to single people and young, childless, couples.
4. The nucleus of a pleasant civic centre is present.

The Main-Osborne district is an 'established' district. Municipal services are existing; trees have matured; roads and sidewalks are existing and paid for. Therefore, the movement to the suburbs of those enterprises which were originally residents of the central core can and should be reversed. This can be realized by the implementation of a comprehensive development plan designed to use the existing amenities to their greatest advantage.

From the preceeding investigation, the following conclusions will form the framework for the proposed renewal scheme of the Main-Osborne area.

1. The existing disorganized land use pattern is one of the principal causes of the area's deterioration. Land uses must be consolidated into controlled zones in the new development plan.

2. The increased volume of traffic passing through the district, which has contributed greatly to the blighting process, must be re-organized. Fewer thoroughfares, resulting in increased peripheral routing, should be sought. This would create larger blocks with fewer traffic problems.
3. The use of originally single family dwellings for multi-family purposes should be discouraged as it generally results in substandard accommodation. Overcrowding with a lack of adequate household facilities is prevalent in the study area.
4. With an improved housing program, the social amenities of the district, such as recreation space and community centre facilities, which are almost nonexistent, must be rejuvenated and re-organized. This will be rewarded through lower social welfare costs and higher tax revenues.
5. The high acreage devoted to car parks, which generally constitutes a negative contribution to the area's general appearance, must be consolidated into multi-level parking stations above or below grade.

## LAND USE

### GENERAL

The proposed renewal scheme includes the following eight land use classifications:

1. Residential
2. Commercial
3. Civic or governmental
4. Park and recreational
5. Parking
6. General business
7. Schools and churches
8. Miscellaneous

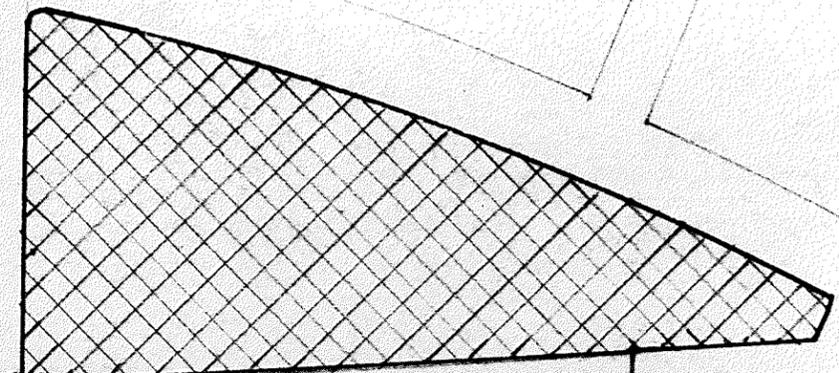
The accompanying 'Proposed Land Use Plan', Map No.16, illustrates the location of the various land use areas.

The general character of the site has been consolidated. There is a minimum of vacant land. Each lot plays a positive role in the integration of the many parts into the whole. This land use proposal puts each lot to its best use according to the findings and conclusions already stated.

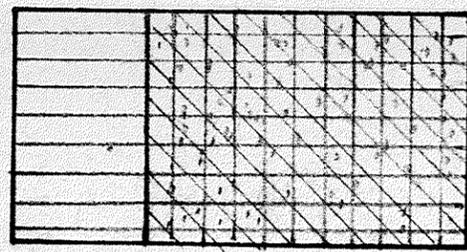
### RESIDENTIAL - GENERAL

The existing residential land use pattern reveals a higher concentration of persons

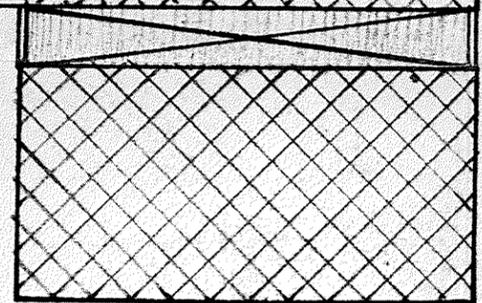
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MEMORIAL



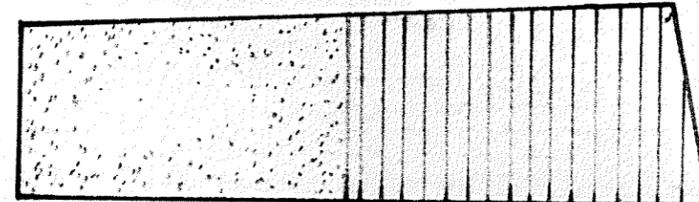
EDMONTON



RES. BLOCK

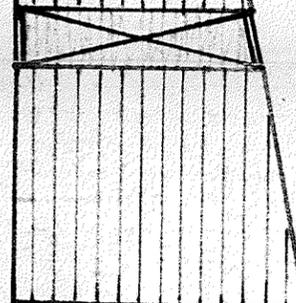
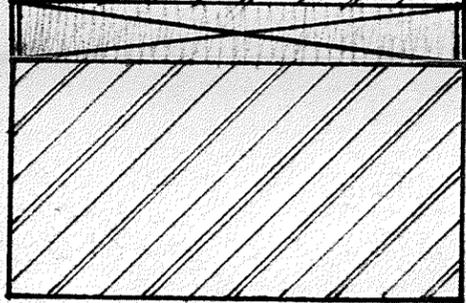
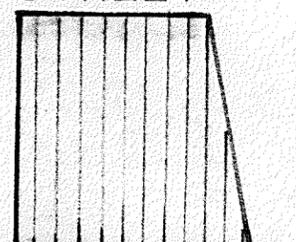
ST. MARY

BOULEVARD

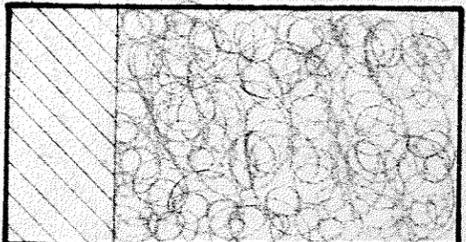


VAUGHAN

STREET

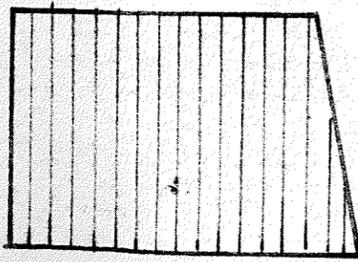


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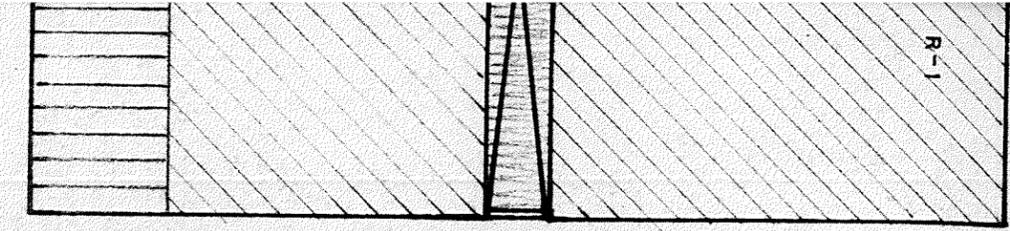
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GRAHAM

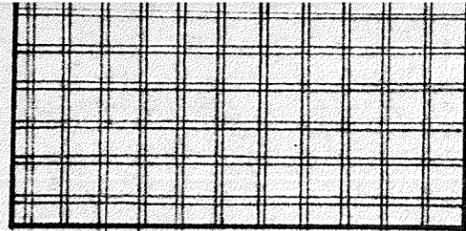


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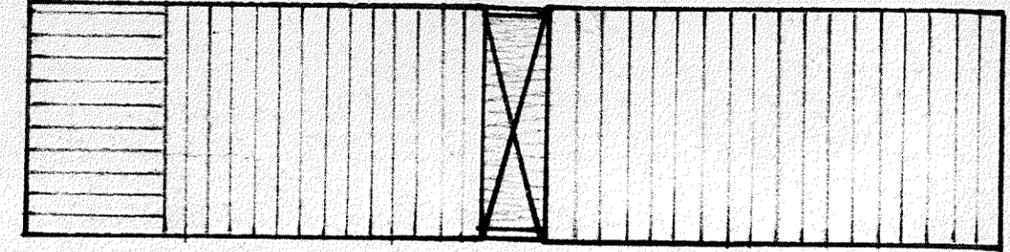
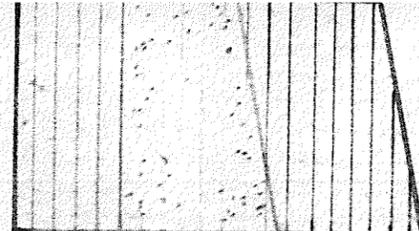
PORTAGE



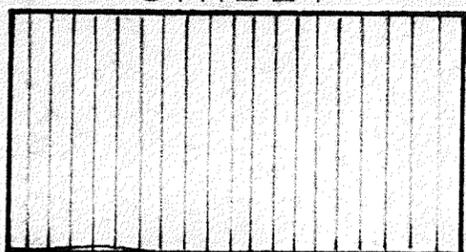
HARGRAVE



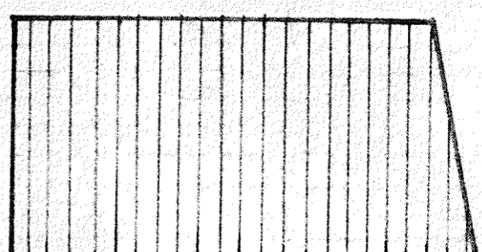
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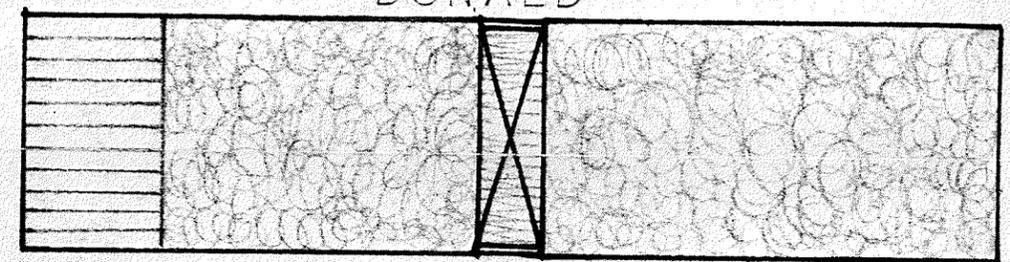
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STREET

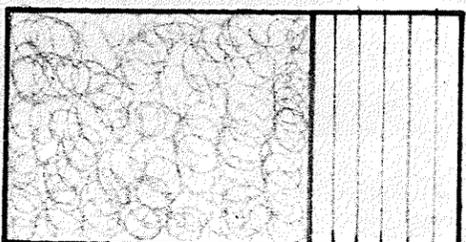


AVENUE



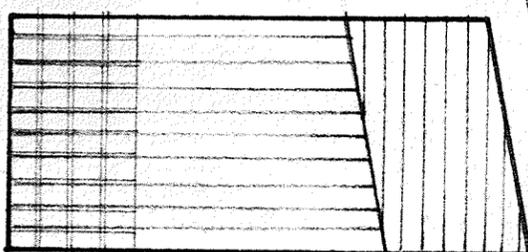
SMITH

AVENUE

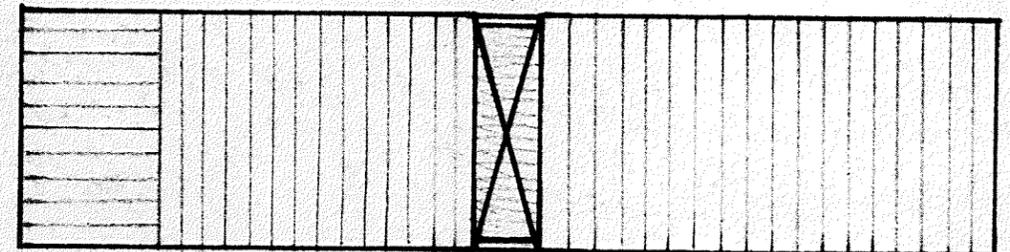


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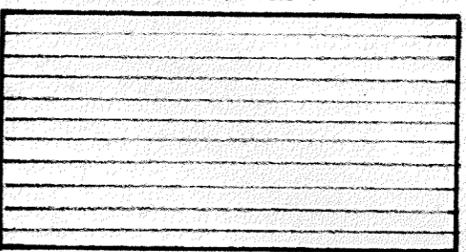
AVENUE



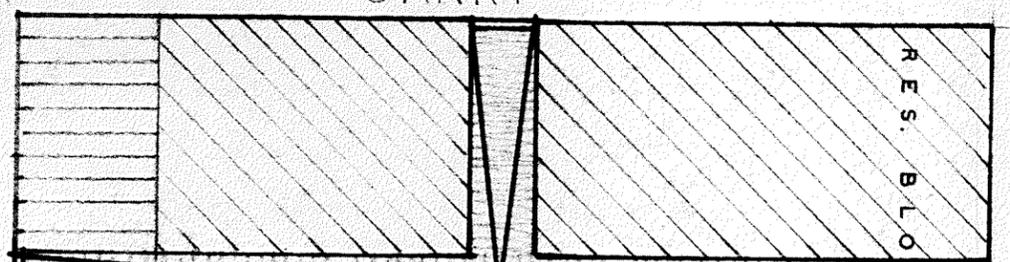
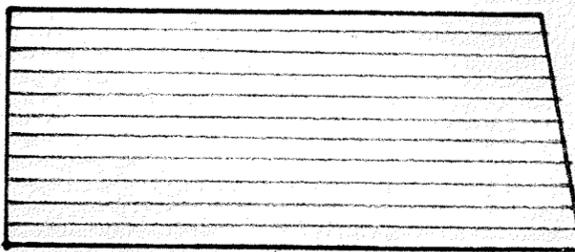
AVENUE



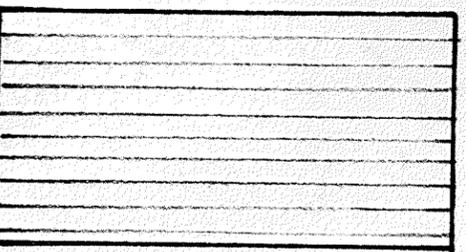
GARRY



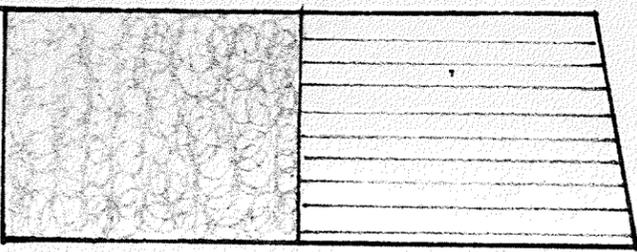
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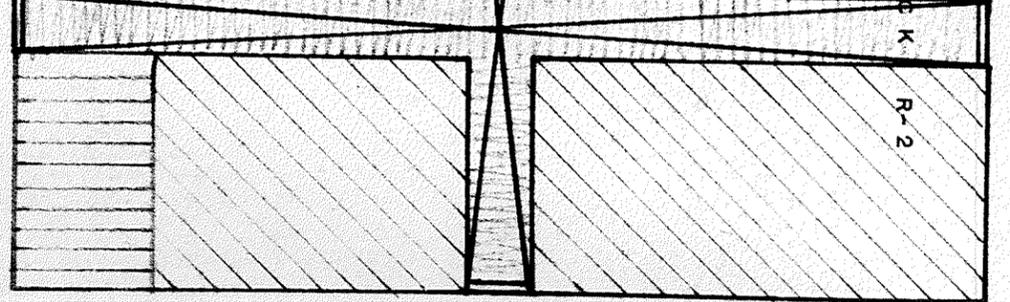
RES. BLOCK



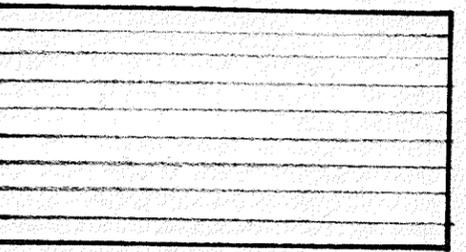
FORT



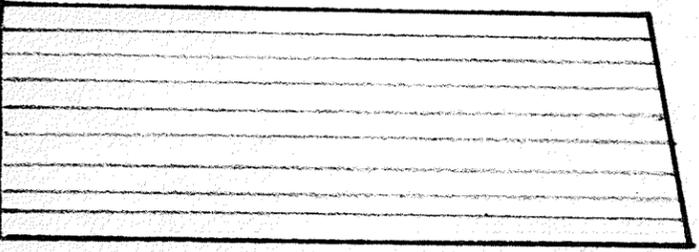
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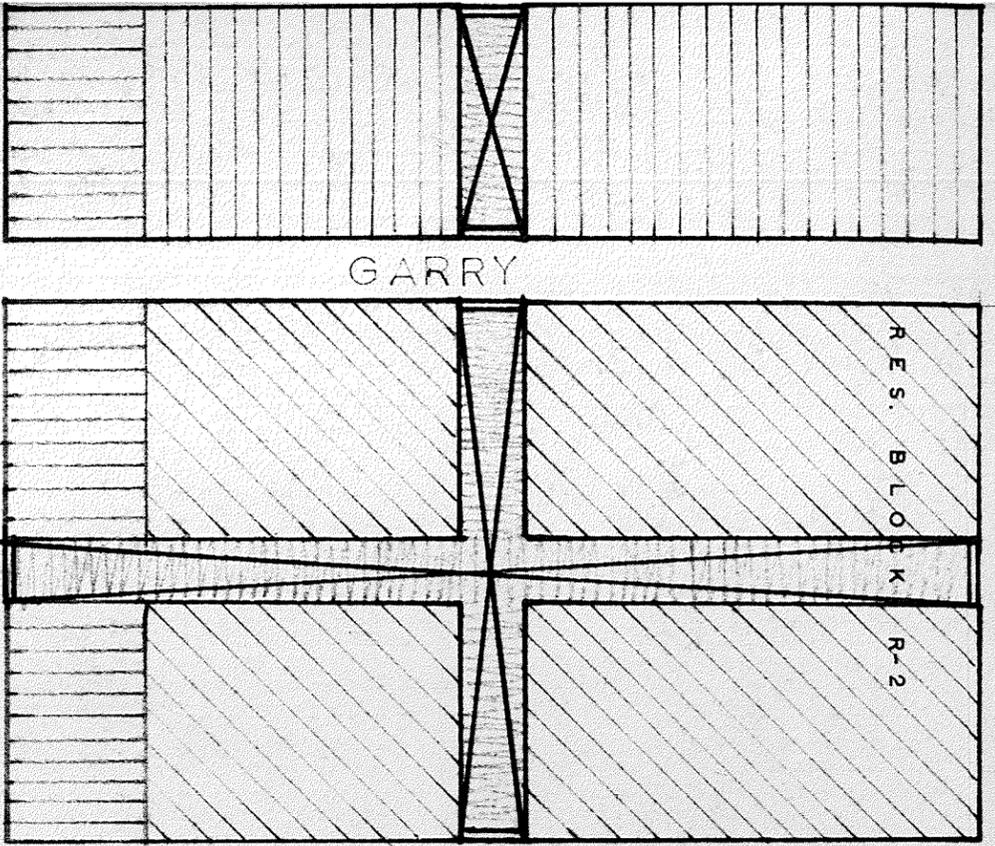
R-2



STREET



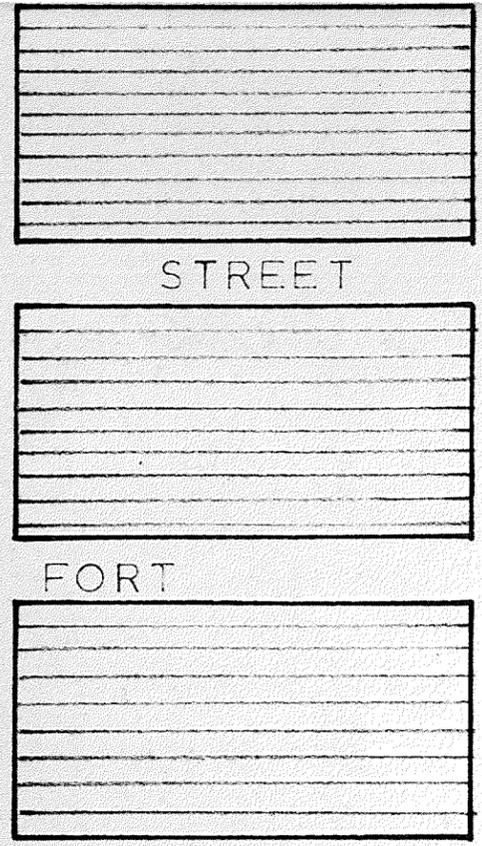
MAIN



GARRY

MAIN

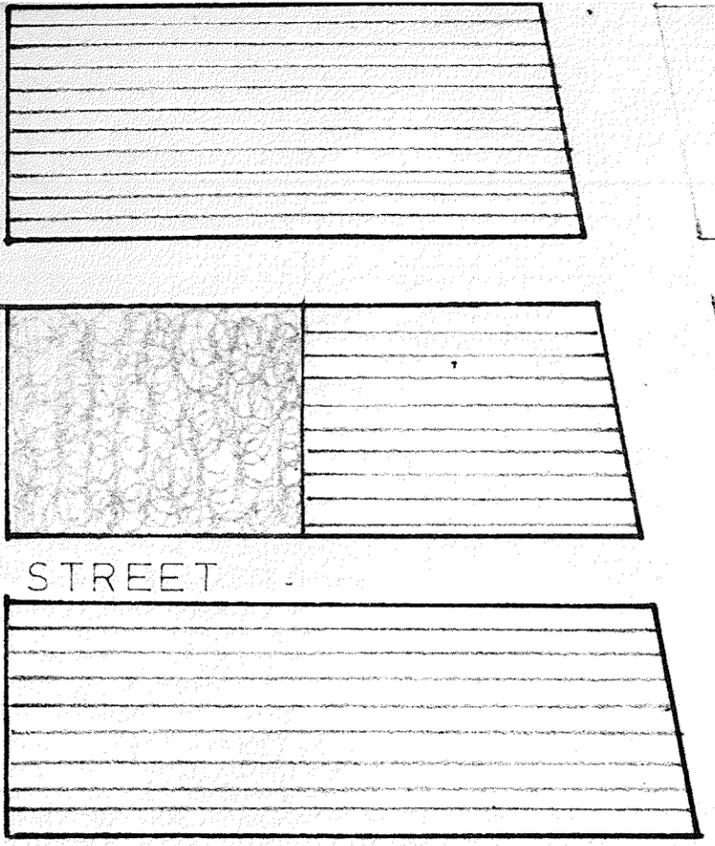
RES. BLOCK R-2



STREET

FORT

STREET

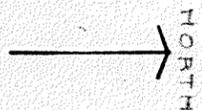


STREET

STREET

	RESIDENTIAL
	COMMERCIAL
	GENERAL BUSINESS
	MEDICAL - PROFESSIONAL
	SCHOOLS - CHURCHES
	PARK
	MISCELLANEOUS
	CIVIC - CULTURAL
	PARKADE
	CLOSED THOROUGHFARES
	OPENED THOROUGHFARES

LEGEND



MAP NO. 10  
 PROPOSED  
 LAND USE PLAN  
 Scale: 1" = 200'-0"

south of St. Mary Avenue. In the proposed land use scheme the residential districts are also in this area, between St. Mary and Broadway Avenues. It provides for two large residential concentrations. These two super blocks are separated by a park and a new commercial district.

The proposed residential block between Garry and Main Streets is at present a commercial-light industrial zone. The undesirable type and condition of the commercial establishments, as well as the industrial buildings, are justifications for their removal. This district presently includes machine shops, tire storage yards, used car lots and vacant land, which is used as parking space. These activities would be more advantageously located in an area zoned for light industry. This land use type has not been included in the proposed redevelopment plan as an industrial zone would not be compatible with the other land uses in this district, and would promote deterioration and blight. A better site for industrial development is the district north of Notre Dame Avenue where trackage facilities can be readily obtained. Also, the small number of residents in this block could easily be rehoused temporarily in facilities in other sectors of the city while the redevelopment program is being completed.

The proposed residential block between Hargrave and Edmonton Streets will displace some existing residential and commercial properties. Two schools and a large parking lot presently occupy a large proportion of this block.

Therefore, as in the other proposed residential block, a minimum of persons would require relocation while this segment of the renewal program is being executed.

The residential developments will include only medium high and high density building types. There are to be no single family residences. This type of neighbourhood is intended to appeal to the single person or young married couple. As previously noted, over 40 percent of the present population are roomers, and only 5 percent are of school age. This indicates a need for the type of accommodation proposed in this scheme.

Basically, both residential areas will be the same in plan. A 25 foot buffer strip surrounds the area. This strip is to be heavily treed and landscaped to act as an insulator from the major traffic arteries, which surround the residential zones. It also acts as a transition strip between the surrounding land uses and the residential development.

Through careful planning of the residential super blocks, interior courts of various sizes and degrees of enclosure can be developed.

A small elementary school is to be included within the limits of each super block. Because of the low percentage of school age residents, .25 school age children per family, versus 1.0 in the suburban areas, a large school is not required. Also, the close proximity of the two residential districts would

permit the use of only one administrative body to govern both schools.

Both residential areas will have internal parking for residents and guests only.

#### RESIDENTIAL - SPECIFIC

##### Residential Block R-1

This block is bounded by Edmonton Street, St. Mary Avenue, Hargrave Street and the general business zone along Broadway Avenue.

Vehicular access is from Edmonton Street and Hargrave Street only.

The apartment building layout approximates a U-shape about the central park and parking space. The open end of the U will be to the south where the school will be located.

##### Residential Block R-2

This block is bounded by Garry Street, St. Mary Avenue, Main Street and the general business zone on Broadway Avenue. The apartment building layout is basically the same as in Block R-1, however, in addition to the access points on the east and west sides, another access road is located on the south side from Broadway Avenue. Without this access point it becomes awkward for a person proceeding east on Broadway Avenue to enter the internal parking zone. One would have to proceed east to Main Street, turn left onto Main Street and then turn left again at the access point on the east side. This final left turn

across Main Street would prove very difficult during the rush hour period.

Because of this access point being located in the south end of the block, the school will be located along the north boundary.

Both residential areas are to be high rise and high density residential developments.

#### Hotels

At present there are two hotels, the St. Regis and the Aberdeen, and one motor-hotel, the new Charterhouse, located in the Main-Osborne district. The St. Regis and the Charterhouse offer limited convention facilities while the Aberdeen does not provide any. In the proposed new land use scheme, both the St. Regis and the Aberdeen are to be removed as they will exist in areas zoned for other uses. The Charterhouse Hotel-Motel, designed to cater to a motoring clientele will be integrated into the new commercial centre to be developed on the west side of Donald Street.

There is an acute shortage of desirable convention space and hotel accommodation, with good parking facilities, in Winnipeg's downtown area. In the Portage and Main Street district, only the Marlborough and the Fort Garry Hotels offer these services. The only other hotel providing large banquetting facilities is the Royal Alexandra Hotel located at the north end of the central business district.

Therefore, a new convention hotel, to be located in the block bounded by Edmonton Street, Graham Avenue, Carlton Street and St. Mary Avenue is proposed. The hotel will occupy approximately twenty-five percent of this site with the balance being developed as a park. Below grade a two level parking garage occupying the whole site is to be built. The parking facilities would satisfy both the hotel requirements and provide much needed short-term parking space for downtown shoppers.

This is a desirable location for a convention hotel because of the proximity of the civic centre, the medical and professional centre and the commercial district, which all generate a need for convention space and hotel accommodation. Also, excellent public transit facilities are available for this block.

However, additional hotels must be erected beyond the boundaries of the Main-Osborne district if adequate convention space and hotel accommodation is to be realized in the Central Business District.

#### COMMERCIAL

Two major factors concerning the area's commercial redevelopment have been considered:

1. Location and nature of the existing commercial development.

The existing pattern of commercial development is peripheral, with Portage

Avenue, and to a lesser degree, Main Street, being the desirable locations.

The former development centre appeals to the impulse buyer, while the latter location has attracted a variety of real estate, insurance agencies and second hand goods stores along with new and used automobile dealers.

The Portage Avenue frontage between the Hudson's Bay Company store and the Eaton's department store is the most desirable location for a retail sales enterprise.

Graham Avenue has begun to appeal to the specialty shop segment of the retail trades.

The type of commercial development existing between Main and Garry Streets is undesirable in a central business district. As already suggested, the peripheral zone of a light industrial development in the area north of Notre Dame, or in a suburban industrial development would be more suitable.

2. The need for total redevelopment in the central portion of the study area. This need was established by the Metropolitan Planning Commission's Plaza Development Project. It was felt by the Planning Commission that the creation of a central park strip between Donald and Smith Street could entice commercial developers away from the suburban shopping centres, and encourage them to locate in the Main-Osborne area. Commercial development could

occur on either side of the park strip.

With the construction of this new commercial centre, most of the district's residential dwellings would have been removed. Those persons displaced would be housed in the proposed residential development occurring on either side of this commercial zone.

Few changes are anticipated in the Portage Avenue commercial district. Kennedy Street between Graham and Portage Avenues would be closed to vehicular traffic. It could be covered with a translucent vault spanning the street width, thus protecting the shoppers from inclement weather.

#### GENERAL BUSINESS

At present there is a scattered general business development throughout the whole Main-Osborne district. A mild concentration occurs in the north-east sector. This concentration around Portage Avenue and Main Street is an old, established development, left over from the boom period of the early 1900's when Main Street north of Portage Avenue was the centre of Winnipeg as well as the hub of Canada's grain trading activity. New general business centres are beginning to take form in the south-west corner and along the south boundary of the site.

In the plan, it is proposed that general business be restricted to certain areas. One area to be so zoned is bounded by Portage Avenue, Main Street, St. Mary

Avenue and Garry Street. This district has several advantages which would make it a very desirable general business location:

1. It is historically the hub of Winnipeg's financial activity.
2. It has physical proximity to Winnipeg's established office building centre north of the corner of Portage and Main.
3. Many of the city's banks have their main branches in this general vicinity.
4. There are excellent public transit facilities.
5. The general dilapidation of this district has resulted in depressed property values, which should appeal to those with private development capital.

This district is to be developed gradually and by private investment. Only general business land uses will be permitted. Therefore, over a period of perhaps twenty-five years this zone could carry out its own renewal program, according to the principles of supply and demand. As private enterprise desires a new office building site, an old existing structure, not necessarily an office building, could be removed to make way for this new building. If the city's zoning body guarantees the new zoning proposal, then private enterprise will not be averse to locating in this district.

A secondary general business district is located along the north side of Broadway Avenue. This is a continuation of the existing general business strip which has begun to develop over the past five years. This zone would also be reserved for

private development. The municipal government would guarantee the new zoning proposal and private funds would gradually replace the existing non-conforming properties as the demand arises.

The new government office buildings which are located in the south-west corner of the study area will be integrated into the proposed civic-administrative-cultural zone.

#### CIVIC

The limits of the proposed civic area are Osborne Street, Broadway Avenue, Kennedy Street, York Avenue, Edmonton and St. Mary Avenue.

The following existing buildings are to be retained in the proposed civic development:

1. The Land Titles Building
2. The Law Courts Building
3. The Power House
4. The New Federal Offices Building
5. New Income Tax Building
6. Winnipeg Auditorium

Vaughan Street, between St. Mary Avenue and Broadway Avenue, would be closed, while Kennedy Street would be closed between York Avenue and St. Mary Avenue.

Assuming that the new city hall is to be located on the Osborne Street site, this

district could become the cultural, governmental and administrative centre of the city, perhaps even for the whole of southern Manitoba.

The following new buildings are to be introduced into the civic area:

1. Art Gallery
2. Theatre
3. Museum
4. Central Police Station
5. City Hall

Parking facilities for the civic area which will be located below grade immediately south of St. Mary Avenue will be discussed later.

#### MEDICAL PROFESSIONAL

This area is bounded by St. Mary Avenue, Edmonton Street, Graham Avenue, and Vaughan Street. This block will be zoned for the erection of offices and clinics related to the field of medicine, and offices offering professional and consulting services.

As noted on the land use plan, Kennedy Street is to be closed to through traffic.

The general development plan for this district is based on the concept of a central landscaped area, with provision for parking, while the buildings are to be located around the periphery.

The existing medical clinics, medical arts office buildings, and the three new office buildings, located on Kennedy Street, St. Mary Avenue, and Edmonton Street, will be included in the final development scheme. Using these existing structures as a nucleus, a very desirable medical professional centre could be created. This development is not intended to clash with the medical centre being developed around the Winnipeg General Hospital, instead it would complement the already flourishing consulting services centre which has developed of its own volition in this location.

It is intended that this centre would be developed largely by private capital as the need arises. The Municipal Planning Commission would regulate the overall planning and private developers would locate their structures in accord with the planning commission's wishes. As with the general business sector, when the demand arises, the existing buildings will be razed and new structures, providing Medical or professional services only, and conforming to the overall site development plan, will be permitted. Therefore, the final development of this centre will be arrived at through a gradual replacement process.

#### CHURCHES AND SCHOOLS

The two existing schools are to be razed and relocated as follows:

1. Alexandra School is to be replaced by a two part school serving both of the new residential blocks. The location of these new school buildings has already

been described in the discussion of the new residential blocks.

2. St. Mary's School is to be replaced by a new school located immediately north of St. Mary's Cathedral. The block bounded by St. Mary Avenue, Hargrave Street, Graham Avenue and Carlton Street is to be zoned for church-school use only. Therefore, the close ties which exist between the church and school in the Catholic religion will be further encouraged by this relocation of the school. The existing bus depot and parking lot which occupy the north half of this block will be removed permitting adequate room for the new school building and greatly increased recreation space.

The two churches already in the Main-Osborne area will not be disturbed.

#### PARKS AND RECREATION

The existing park areas will be replaced by a large landscaped park bounded by Donald Street, the new bus depot on Graham Avenue, Smith Street, and the general business district along Broadway Avenue. This park is intended to act as a focal point about which a new commercial centre will develop. It will afford visual and physical relief to the concentrated commercial activity surrounding it. It is not intended as a recreation centre for the two residential districts within the Main-Osborne area as each of these will have internal park space and recreation facilities.

An additional smaller park will be developed between Edmonton and Carlton

Streets, stretching from the proposed convention hotel to Graham Avenue. This park is to be developed over a proposed two level underground parking garage. The new hotel, as previously described, is to be located in this block also. Therefore, this block will serve a triple purpose. It will provide hotel accommodation, short term parking for the surrounding commercial district, and a pleasant, relaxing, landscaped area for downtown shoppers, workers and visitors. At present, this block is used for residential and parking lot purposes, with two small commercial establishments. Because of its low assessment value, it is a low revenue area for the city.

A second small dual purpose park is to be located in the south half of the block bounded by Fort Street, Graham Avenue, Garry Street and Portage Avenue. Above grade, this will be developed as a foil to the concentrated general business activity surrounding it. It will provide pleasant lunch-period relaxation and recreational space for the large number of office workers in this area. Below grade it will be a two level parking garage which will serve both the workers and visitors in this district. It is centrally located and will, therefore, be within short walking distance for those persons in the general business zone. Access to the parkade will be by ramps located on the east and west sides of the park.

#### PARKING

Provision for automobile parking will be made as follows:

1. Multi-level above grade -

No new parkades of this type are proposed in this renewal scheme. There are two in the study district at present. The Hudson's Bay Company Parkade located immediately south of the Hudson's Bay Department store is three floors high with access from Memorial Boulevard only. The Eaton Company parking garage is directly west of the Eaton's Department store and is connected to the store at the third floor level by an overpass above Hargrave Street.

2. Below grade -

Four parking areas of this type are proposed:

Area One: This one level parkade below the new commercial block in the south central region of the study area will adequately satisfy the requirements which the new commercial development should generate. It will provide accommodation for approximately 2300 automobiles. Access to the stores and park above will be through escalators and stairs leading directly from the parking space. Access to this parking station will be more fully described in the section on traffic and streets. It will suffice to mention here that entry and exit will be made from Donald and Smith Streets which are to be depressed in open cut channels between Broadway Avenue and Graham Avenue. Therefore, the parkade floor level will be the same as the road level of Donald and Smith Streets. The parking zone immediately north of St. Mary Avenue will serve the new bus depot which is to be located on the south side of Graham Avenue between Donald

and Smith. The area below the bus depot building will be developed as a passenger loading and unloading zone.

Area Two: This two level underground parking garage will serve the needs of the surrounding general business district. As already noted, this parkade will provide park and recreational facilities at grade level.

Area Three: As previously described in the section concerning hotels, this two level parking garage will serve the needs of the surrounding commercial, medical-professional and civic areas, as well as the new hotel. Access will be via ramps running in an east-west direction immediately north of the hotel building. The hotel will be located at the south end of the block. Therefore, both hotel and parking lot traffic will enter and leave via Edmonton and Carlton Streets only. Accommodation will be available for approximately 1000 automobiles.

Area Four: This one level underground parking garage, accommodating approximately 780 cars, will be located in the new Civic Centre area. It is to be built below the new cultural buildings in the north-east sector of the civic development and will occupy the land bounded by the new Federal offices and Income Tax buildings, the Winnipeg Auditorium, St. Mary Avenue and Edmonton Street. At grade level, plazas to complement the new Art Gallery, theatre and museum will be developed for pedestrian use only. Access to this underground parkade will be by a ramp located at the south boundary of the parking garage. Access to the buildings above this parkade will be by stairs, elevators, and escalators leading either onto the plazas or directly into the buildings.

A separate underground parking garage has been included in the proposed new city hall design, and therefore parking area number four will not be required to satisfy the parking needs of the new city hall.

3. Grade Level -

Limited grade level parking zones will be provided within the residential blocks.

4. On-Street Parking -

Limited on-street parking space will be available. Parking will be permitted on Memorial Boulevard and Main Street and on all One-Way streets with the exception of Donald and Smith Streets.

No parking will be allowed during the morning and evening rush hour periods on any thoroughfare in the Main-Osborne district. All allowable parking space will be metered, permitting a 30 minute parking period.

On street parking facilities will be able to accommodate approximately 2600 short term parkers.

By prohibiting all parking on St. Mary and Graham Avenues, it is hoped that the congestion presently caused by public transit vehicles detouring around parked vehicles, will be relieved. The curb lane will be free of obstructions permitting faster transit service.

## MISCELLANEOUS

At present the block bounded by Kennedy Street, York Avenue, Edmonton Street and Broadway Avenue, is occupied by a provincial government garage, government offices housed in converted residential dwellings, and a new hydro-electric office building and substation. Because of the desirable architectural character of the garage and hydro buildings it is proposed that they should be retained in the final scheme. The remainder of the block is to be zoned for general business use. Governmental agencies which are presently scattered throughout the city, could be consolidated by relocating them in this block.

## TRAFFIC AND STREETS

The investigation of Part Two revealed that the great number of streets and intersections along with the high volume of vehicular traffic passing through the study area, are principal factors contributing to the blighted condition of the Main-Osborne district.

Two major alterations to the existing street and traffic pattern are proposed:

1. The depression of Donald and Smith Streets between Graham and Broadway Avenues.

Since Donald and Smith Streets are directly connected to the Midtown Bridge which carries a high percentage of the vehicular traffic from South Winnipeg and Fort Garry into and out of the Central Business District and North Winnipeg, these two streets are considered major traffic arteries. At present traffic is slowed because of signal lights which occur at each intersection between Portage Avenue and Broadway Avenue. On-street parking on both sides of Donald and Smith Streets lessens considerably their effective widths. Long traffic tie-ups result from vehicles making left and right turns and, the presence of pedestrians. Because of its higher peak volume of vehicles, Donald Street has more slowdowns, traffic stoppages, accidents, and frayed tempers than does north-bound Smith Street. Further, in the proposed Master Development Plan, both Kennedy and Carlton Streets, now One-Way south bound streets, are being

closed to through traffic. Carlton Street will be closed between St. Mary Avenue and Broadway Avenue, so it will not function as a connecting road between Portage and Broadway Avenues.

In this renewal scheme Donald and Smith Streets will run below grade between Broadway and Graham Avenues. They will ramp down from the north side of Broadway Avenue to a point 15 feet below grade level. After proceeding north to Graham Avenue, they will ramp up to meet the south side of Graham Avenue at grade level. The ramps are indicated on the proposed Master Development Plan.

A bridge, as illustrated, will carry the St. Mary Avenue pedestrians and vehicular traffic over Donald and Smith Streets. Also, three bridges for pedestrian use only are proposed, one of which is a covered walk-way linking the east and west blocks of the new commercial development. The second pedestrian bridge is located midway between Graham and St. Mary Avenues, thereby providing the workers in the Post Office Building and the Eaton's Mail Order Store easier access to the park development. A third pedestrian crossing is located south of the covered walkway.

By depressing Donald and Smith Streets as described, the existing traffic signals at the intersection points on St. Mary and York Avenues are removed for both north-south and east-west movement. This removal of four sets of traffic

signals will greatly facilitate signal synchronization of the Centre Business District which was recommended in the Wilbur Smith and Associates report.

Donald and Smith Streets, between Broadway and Graham Avenues, will be at the same level as the underground parking garage below the proposed new commercial centre and park strip. This will permit easy access to the parking space.

A new inter-city bus terminal, which is to be located at the north end of the central park development with frontage on Graham Avenue, will use the north half of the underground parking garage between St. Mary and Graham Avenue. This underground area will be developed as the passenger loading and unloading zone, as well as providing bus and passenger car parking space.

Employing a seven percent grade, the ramps leading up to grade level, will occupy approximately 215 feet of horizontal run.

2. The closing of sections of Vaughan, Kennedy, Carlton, Fort Streets and York Avenue to through traffic.

Approximately 5 acres of existing thoroughfares are reclaimed in the proposed development plan. The sections closed, and their proposed re-use, are as follows:

i Vaughan Street, St. Mary Avenue to York Avenue. This roadway is to be

incorporated into the plaza development of the new cultural centre.

ii Kennedy Street:

(a) Portage Avenue to Graham Avenue. This section is to be used as a covered pedestrian shoppers' mall.

(b) Graham Avenue to St. Mary Avenue. This roadway is to be used as a parking strip for the new Medical-Professional centre.

(c) St. Mary Avenue to York Avenue. This right of way will become part of the cultural centre plaza.

iii Carlton Street: St. Mary Avenue to Broadway Avenue. This roadway is to become part of a landscaped park for the residential block.

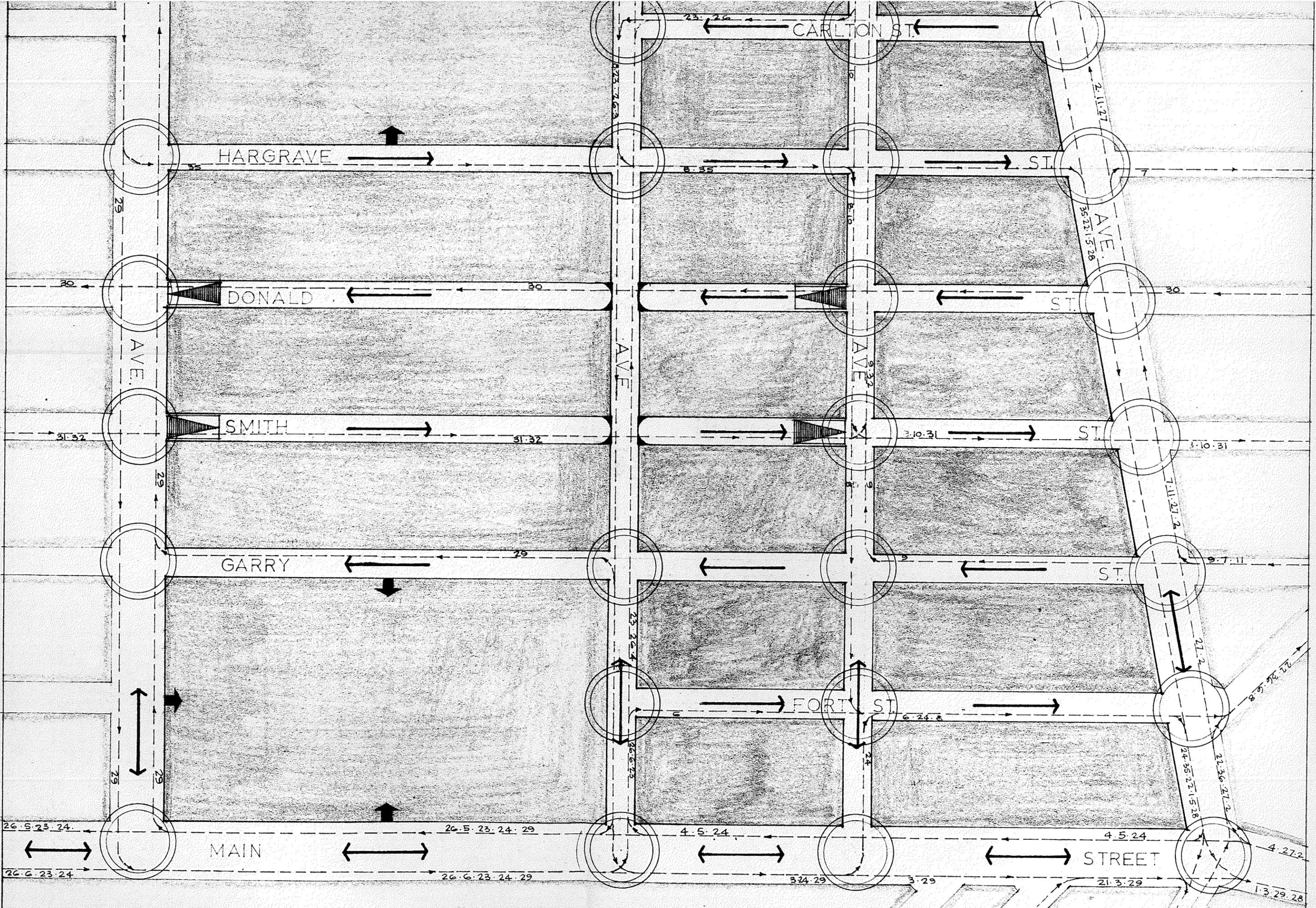
iv Fort Street: St. Mary Avenue to Broadway Avenue. The south half of this roadway is to be converted to a narrower limited access route into the residential block. The north half of the existing road will become part of the park development and school grounds.

The proposed street direction system and the location of all traffic signals are illustrated on Map No. 7.

Additional controls will include the following:

1. No left turns on Portage Avenue, busses excepted.
2. No turns allowed on Donald Street at Graham Avenue; on Smith Street at Graham Avenue, busses excepted.





CARLTON ST.

HARGRAVE

ST.

DONALD

ST.

SMITH

ST.

GARRY

ST.

MAIN

STREET

FORTY ST.

AVE.

AVE.

AVE.

AVE.

26-5-23-24

26-5-23-24-29

4-5-24

4-5-24

26-6-23-24

26-6-23-24-29

3-24-29

3-29

21-3-29

1-3-29-28

4-27-2

22-26-6-8

24-35-21-5-18

21-26-21-2

7-11-21-2

4-10-31

30

35-21-15-28

2-11-27

23-26-3

8-10

9-3-2

8-9

23-26-4

26-6-23

29

29

29

29

29

29

30

31-32

31-32

25

29

23-26

8-10

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31-32

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6-24-8

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7

3-10-31

9-7-11

6-24-8

3-29

7

30

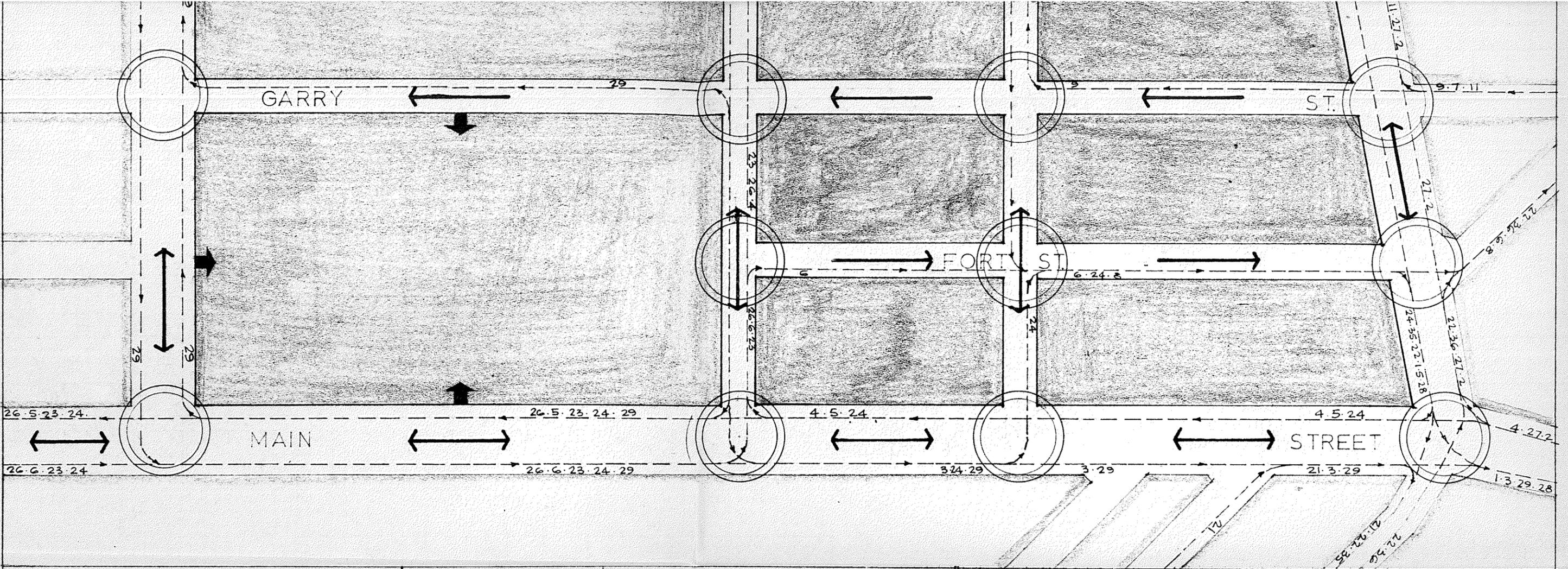
3-10-31

9-7-11

6-24-8

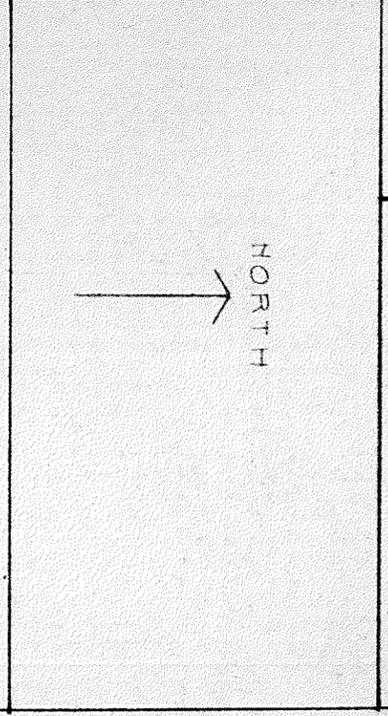
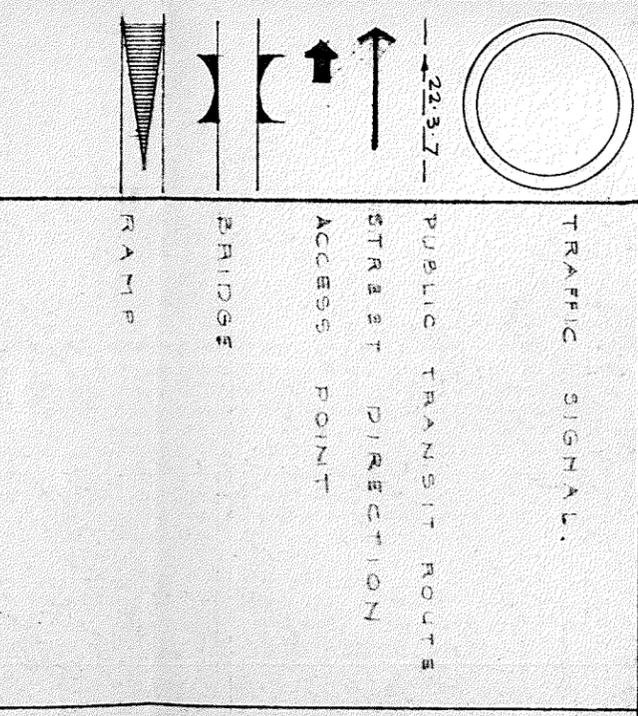
3-29

1-3-29-28



TRANSIT ROUTES	
NO	NAME
1	ACADEMY STAFFORD
2	KILDONAN
3	CORYDON
4	SELYRK
5	ELICE
6	ST MARY'S ST ANNE'S
7	NOTRE DAME
8	OSBORNE
9	MCGREGOR
10	DALTER
11	SARGENT
12	ARCHIBALD
13	ALLENBUI
14	CONISTON
15	CRESCENT RIVER
16	LOGAN
17	MARION
18	PORTAGE
19	N MAIN MOUNTAIN
20	SMERSBROOK
21	TALBOT
22	GRANT
23	UNIVERSITY
24	WILLIAM VALOUR
25	WOLSELE
26	ST BONIFACE

LEGEND



MAP NO. 12  
 PROPOSED STREET  
 AND  
 TRANSIT PLAN

3. No through traffic on Kennedy Street or York Avenue.
4. No left turns for east bound or south bound traffic at the intersection of St. Mary Avenue and Vaughan Street, busses excepted.

In general, the proposed street system and controls are intended to encourage all traffic not having its destination within the Main-Osborne district to use the peripheral thoroughfares, and Donald and Smith Streets.

## PUBLIC TRANSIT

The proposed public transit routes for the study district are shown on Map No. 12. Generally very few changes have been made in the existing transit routes as they pass through the Main-Osborne area. However, the closing of certain streets to through traffic, and the introduction of the new commercial and residential blocks, have necessitated a shift in a few of them. These changes are as follows:

1. Routes 3 and 4: Corydon and Selkirk: Presently proceeds east on Graham Avenue; proposed that it proceed east on St. Mary Avenue.
2. Route 10: Salter: Presently proceeds south on Kennedy Street; proposed that it proceed south on Vaughan Street.
3. Route 23: Coniston: Presently proceeds west on Graham Avenue, south on Kennedy Street, west on St. Mary Avenue, north on Vaughan Street, east on Graham Avenue; proposed that it proceed west on St. Mary Avenue, north on Vaughan Street, east on Graham Avenue, south on Carlton Street, east on St. Mary Avenue.
4. Route 24: Crescent-River: Presently proceeds west on Graham Avenue, north on Smith Street; proposed that it proceed west on Graham Avenue, north on Fort Street.
5. Route 26: Marion: Presently proceeds west on Graham Avenue, south on Kennedy Street, west on St. Mary Avenue, north on Vaughan Street, east on Graham Avenue; proposed that it proceed west on St. Mary Avenue, north on

Vaughan Street, east on Graham Avenue, south on Carlton Street, east on St. Mary Avenue.

6. Route 35: Wolseley: Presently proceeds north on Edmonton Street; proposed that it proceed north on Hargrave Street.

7. Route 36: St. Boniface: Presently proceeds south on Kennedy Street; Proposed that it proceed south on Vaughan Street, west on St. Mary Avenue, south on Osborne Street.

The proposed transit pattern decreases the number of transit vehicles using Graham Avenue and increases those using St. Mary Avenue. The fewer number of traffic signals on the latter will permit easier movement of traffic vehicles along this thoroughfare.

Because of the high concentration of shoppers expected in the new commercial centre, bus shelters, with access lanes, are provided between Donald and Smith Streets on St. Mary Avenue.

## ECONOMICS

It has not been possible to investigate fully the financial problems which would be encountered in the execution of this urban renewal scheme.

In Part Two, an analysis of the market values of the existing properties was presented. Generally, the lowest value blocks have been selected for renewal.

For example, a study of the land value map suggests that if any total development is to occur, it should take place between St. Mary and Broadway Avenues because property values are generally lower in this zone. The south-east sector of the study area is a medium value district. Therefore, rehabilitation rather than total redevelopment or conservation, appears economically more desirable.

The proposed renewal scheme will involve public and private capital. Because of the difficulties which will probably be encountered in trying to entice private interests into this sector, the central park strip and the depression of Donald and Smith Streets should be undertaken by the Municipal authorities. Financial assistance could be sought from provincial and federal agencies. The commercial development and the underground parkade should be undertaken by private interests.

Because the park strip, the depression of Donald and Smith Streets, the under-

ground parkade and the commercial buildings are physically, functionally and aesthetically very closely interrelated and interdependent, this segment of the Master Development Plan would be most efficiently and most economically developed as a single project by a joint commission representing the public and private interests involved.

The residential blocks could be developed by private interests. Assistance should be given by the city in the expropriation of the necessary properties.

The civic centre should be a municipal-provincial undertaking. The benefit derived from the creation of such a centre would be realized by the whole of Manitoba. Assistance could also be sought from the Canada Council.

In general, the remainder of the renewal scheme is best suited to development by private interests, under strict municipal control.

To encourage private development, the municipality, under the terms of the National Housing Act, could apply for Federal assistance to acquire and clear the blighted districts in which total redevelopment is proposed. The city could then rent, lease or sell these properties to private companies who wished to develop it in accordance with the proposed Master Development Plan.

The sections of the National Housing Act, 1954, concerning Federal assistance

relevant to this urban renewal scheme, are listed below:

23. (1) In order to assist in the clearance, replanning, rehabilitation and modernization of blighted or substandard areas in any municipality, the Minister, with the approval of the Governor in Council, may enter into an agreement with the municipality providing for the payment to the municipality of contributions in respect of the cost to the municipality of acquiring and clearing, whether by condemnation proceedings or otherwise, an area of land in the municipality.

(2) The contributions paid to a municipality under this section shall not exceed one-half of the cost to the municipality or the municipality and the province jointly, of acquisition and clearance, including costs of condemnation proceedings, as agreed between the Minister and the municipality.

(3) No contributions shall be paid to a municipality under this section unless

(a) the government of the province in which the area is situated has approved the acquisition and clearance thereof by the municipality;

(b) the costs of acquisition and clearance, including the cost of condemnation proceedings, less the amount of the contributions made under this section in respect thereof, are borne by the municipality or jointly by the municipality and the province;

(c) the families to be dispossessed by the acquisition and clearance of the area are offered at the time of their dispossession housing accommodation in a housing project constructed under section 16, 19 or 36, at rentals that,

in the opinion of the municipality and the Minister, are fair and reasonable, having regard to the family incomes of families to be dispossessed, except where the municipality can establish to the satisfaction of the Minister that decent, safe and sanitary housing accommodation is available to the families to be dispossessed at rentals that, in the opinion of the Minister and the municipality, are fair and reasonable, having regard to the family incomes of the families to be dispossessed; and

(d) a substantial part of the area at the time of acquisition was, or after redevelopment will be, used for residential purposes.

(4) An agreement entered into under subsection (1) shall provide

(a) an estimate of the costs of the acquisition and clearance of the area;

(b) that the municipality will acquire and clear the area;

(c) that the area will be developed in accordance or in harmony with an official community plan satisfactory to the Minister;

(d) for the manner, terms and conditions of sale, lease, retention, exchange or other disposition of the area or any part thereof;

(e) for the times at which the Minister's contributions will be paid to the municipality:

(f) for payment to the Corporation of a share of the revenue from the project or the proceeds of sale or other disposition thereof proportionate to the contributions made under subsection (2);

(g) for the examination, inspection and audit of the accounts of the municipality

maintained in respect of the project; and

(h) for such other things as may be deemed necessary, including the security that may be taken by the Minister by way of joint title or otherwise to safeguard the Minister's rights of recovery out of the project.

(5) The Corporation shall on behalf of the Minister carry out any agreement entered into by the Minister under subsection (1).

(6) Where a project is undertaken under section 36 in a blighted or sub-standard area, for the purpose of calculating the Corporation's share of the capital cost of the project, the cost of acquisition of the land for the project shall be an amount that, in the opinion of the Minister, represents a fair and reasonable price for the land, not including any amount in respect of the cost of clearing the land.

(7) Subject to subsection (8), the Minister may, out of the Consolidated Revenue Fund

(a) pay to the Corporation the money required by the Corporation to meet the Minister's obligations under any agreement entered into under subsection (1), and

(b) pay to the Corporation, pursuant to an agreement between the Corporation and the Minister, the costs and expenses of the Corporation incurred in carrying out the Minister's responsibilities under agreements entered into under subsection (1).

(8) A payment made under subsection (7) shall not be greater than the amount by which the aggregate of

(a) twenty-five million dollars and

(b) any additional amounts authorized by Parliament for the purposes of this subsection

exceeds the total amount of payments made under subsection (7).

(9) Money received by the Corporation pursuant to paragraph (f) of subsection (4) shall be paid by the Corporation to the Receiver General and shall form part of the Consolidated Revenue Fund.

(10) A reference in subsection (7) to an agreement entered into under subsection (1) shall be construed to include a reference to an agreement made under subsection (1) of section 23 as in force before the coming into force of this section.

(11) The Governor in Council may make regulations respecting the manner in which costs are to be determined for the purposes of this section and providing for such other matters as may be deemed necessary and desirable for the carrying out of the purposes or provisions of this section.

33. (1) The Corporation may, with the approval of the Governor in Council,

(b) make arrangements with a province or a municipality, with the approval of the government of the province, to conduct special studies relating to the condition of urban areas, to means of improving housing, to the need for additional housing or for urban redevelopment.

## SERVICES

No major service mains should have to be moved. However, the secondary distribution pattern within the boundaries of the study area would have to be altered to satisfy the new conditions.

The drainage of Donald and Smith Streets and the parkade below the park strip and commercial development will require further study. Pumping stations and radiant heating may be required to prevent flooding and freezing.

All overhead hydro and telephone services should be relocated below grade. This will remove a cause of urban blight.

As stated in Part Two, before proceeding with this renewal scheme, a joint services committee should be organized to discuss common problems and to integrate all services.

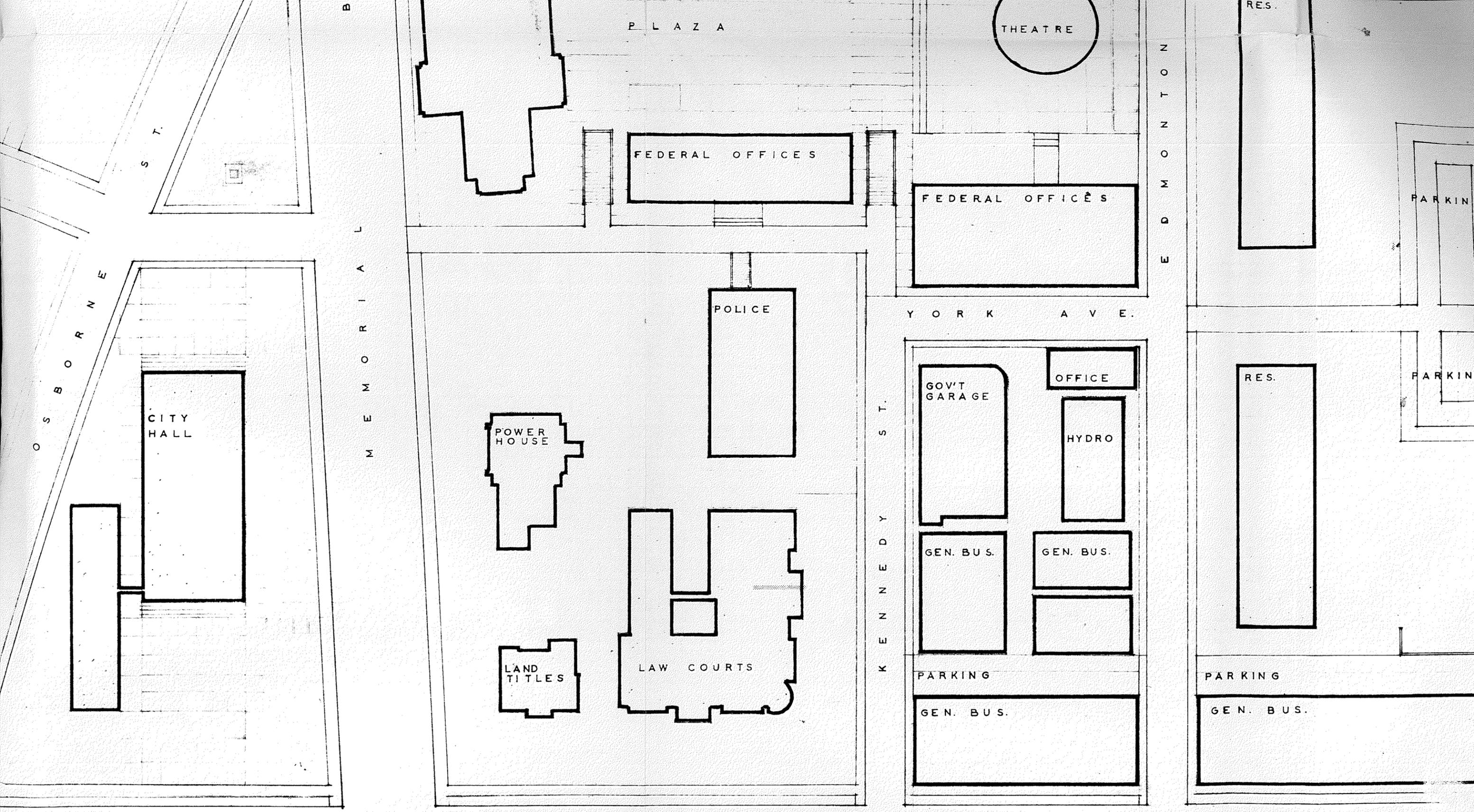
**PART FOUR**

**PILOT PROJECT - THE PROPOSED CENTRAL PARK AND COMMERCIAL CENTRE**

## GENERAL

The enclosed drawings describe the proposed redevelopment of the area bounded by Broadway Avenue, Garry Street, Graham Avenue and Hargrave Street.

This sector has been selected for further study because of its importance in the redevelopment of the whole Main-Osborne district. The central park and the depressing of Donald and Smith Streets form the hub about which the whole renewal scheme revolves. Unless this segment of the Master Development Plan is carried out, it is unlikely that private enterprise could be enticed to undertake the redevelopment of any other sector of the study area.



MAP NO. 11

PROPOSED

SCALE: 1" = 100'-0"

MASTER DEVELOPMENT

BROADWAY

PLAN

RES.

RES.

SCHOOL

H A R G R A V E

S T

RES.

D O N A L D

COVERED CROSSWALK

S T

S M I T H

RES.

RES.

G A R R Y

RES.

P A R K I N G

P A R K I N G

RES.

RES.

RES.

RES.

RES.

GEN. BUS.

R A M P

GEN. BUS.

R A M P

GEN. BUS.

P A R K I N G  
GEN. BUS.

P A R K I N G  
GEN. B

A Y

A V E N U E

S T

S M I T H

RES.

RES..

G A R R Y

P A R K I N G

P A R K I N G

RES.

RES.

RES.

K

R A M P

GEN. BUS.

P A R K I N G

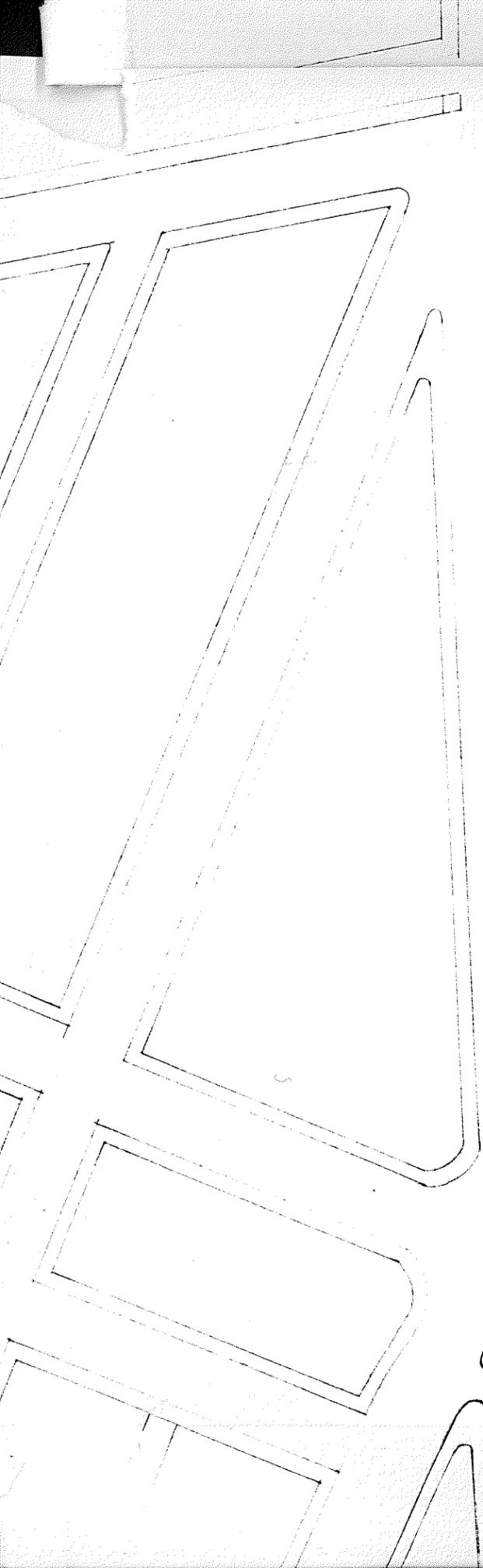
P A R K I N G

GEN. BUS.

GEN. BUS.

U E

Σ



HUDSON'S BAY CO.

PARKADE

COMMERCIAL

COMMERCIAL

COMMERCIAL

COMMERCIAL

COMMERCIAL

COMMERCIAL

V A U G H A N S T.

MEDICAL

PROF.

PROF.

MEDICAL

MEDICAL

MEDICAL

MEDICAL

MEDICAL

MEDICAL

MEDICAL

PROFESSIONAL

PROF.

PROF.

PROFESSIONAL

PROF.

G R A H A M S T.

RAMP

RAMP

HOTEL

C A R L T O N S T.

B L V D.

AUDITORIUM

MUSEUM

ART GALLERY

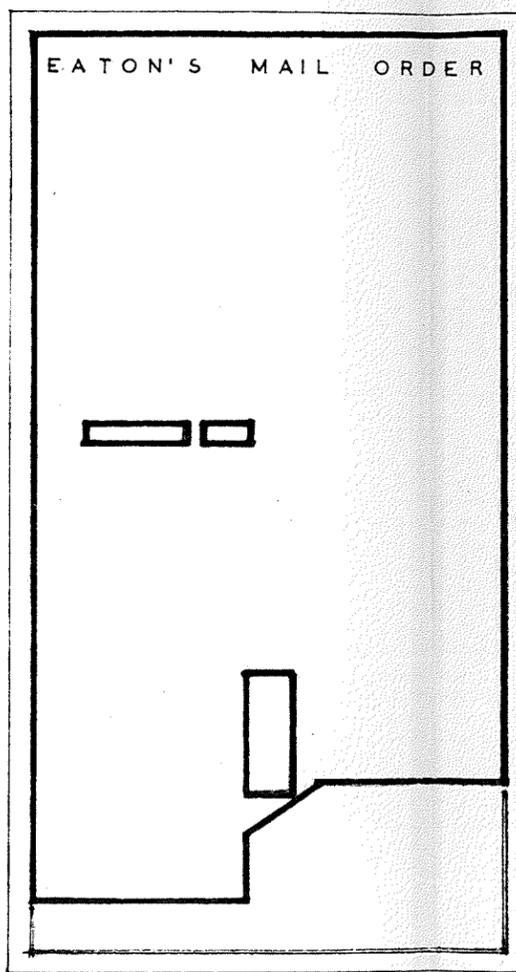
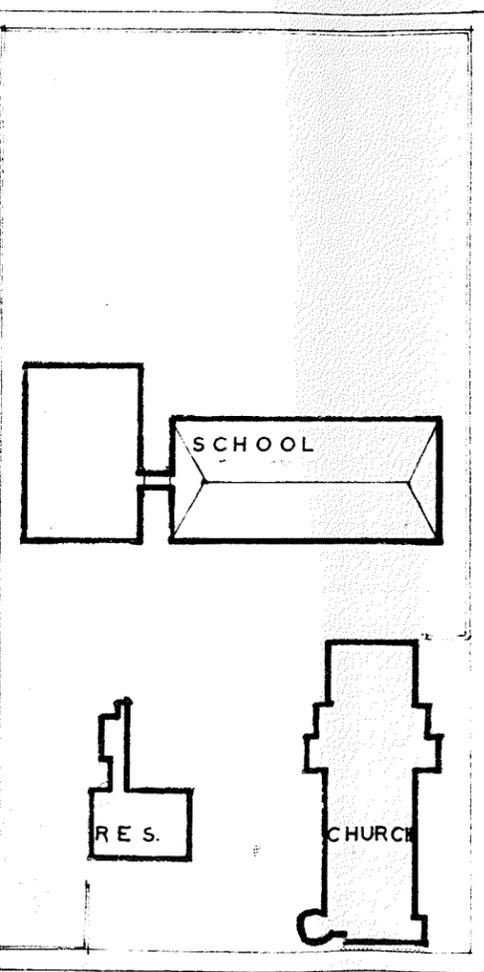
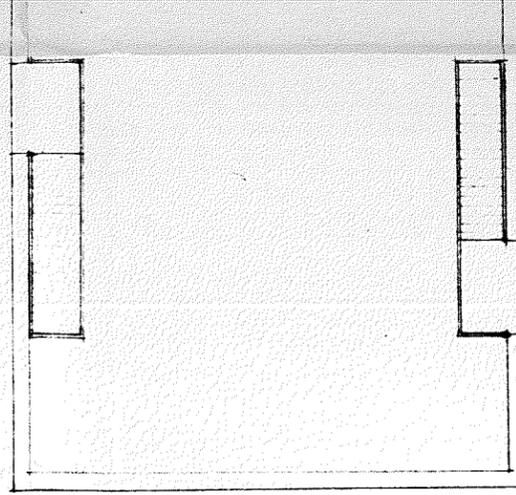
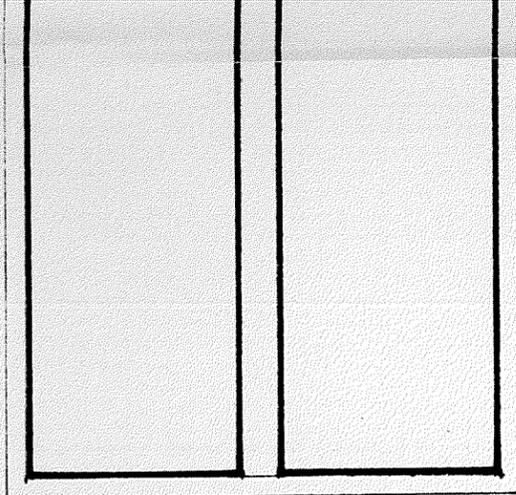
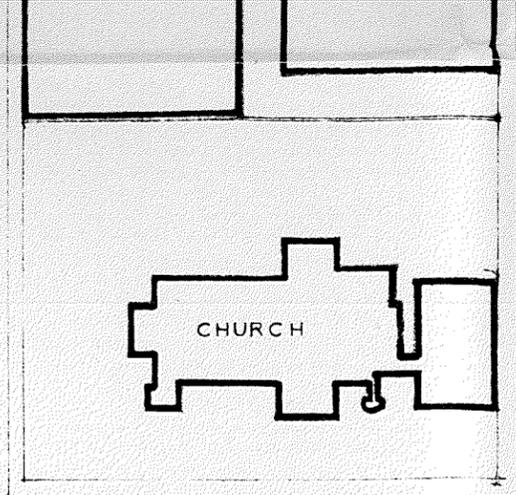
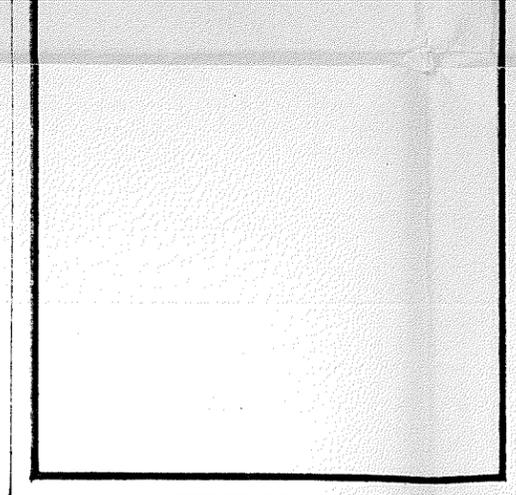
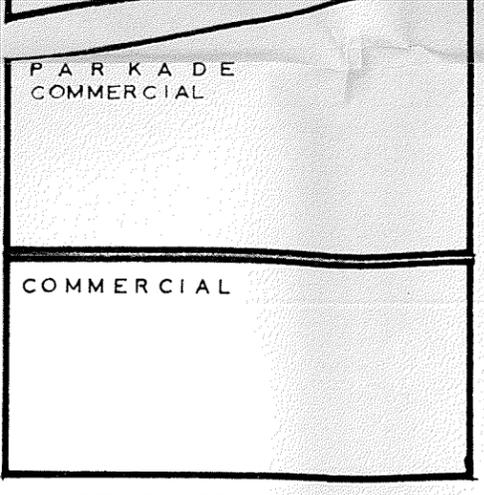
PLAZA

THEATRE

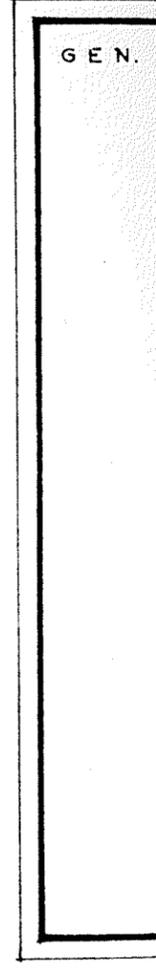
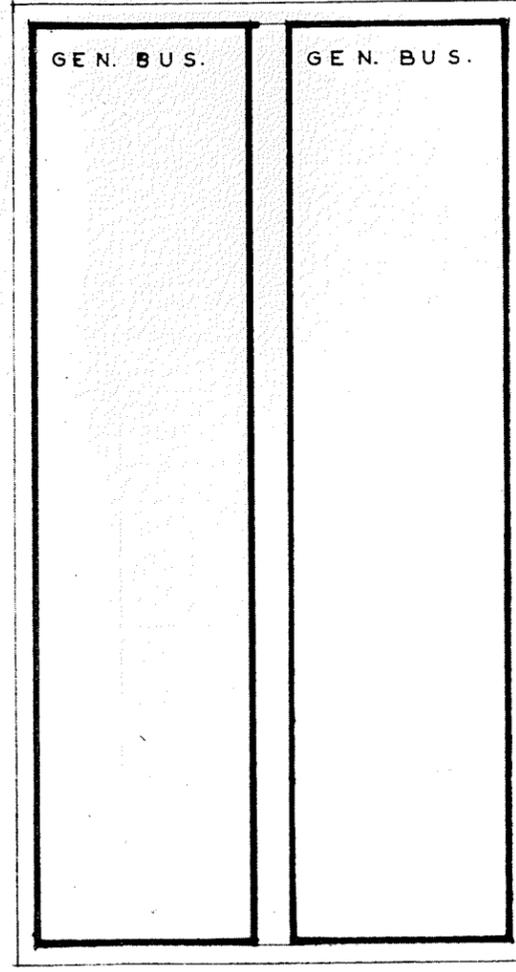
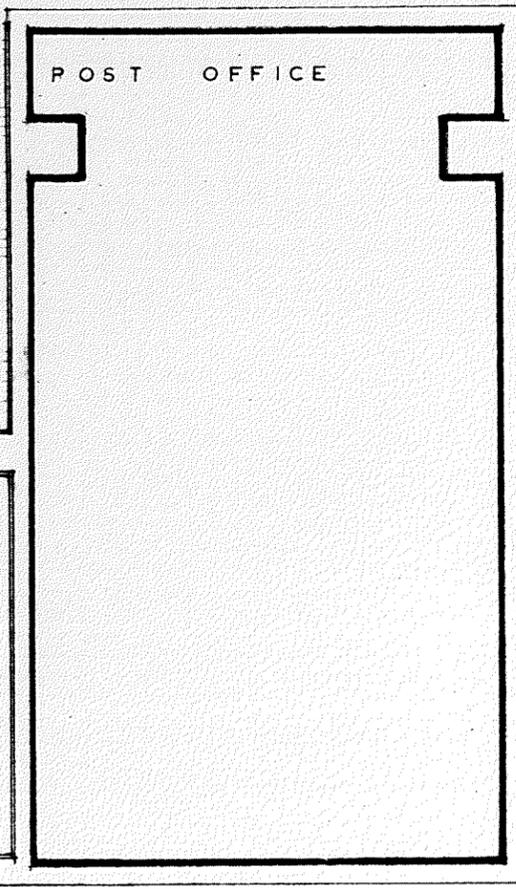
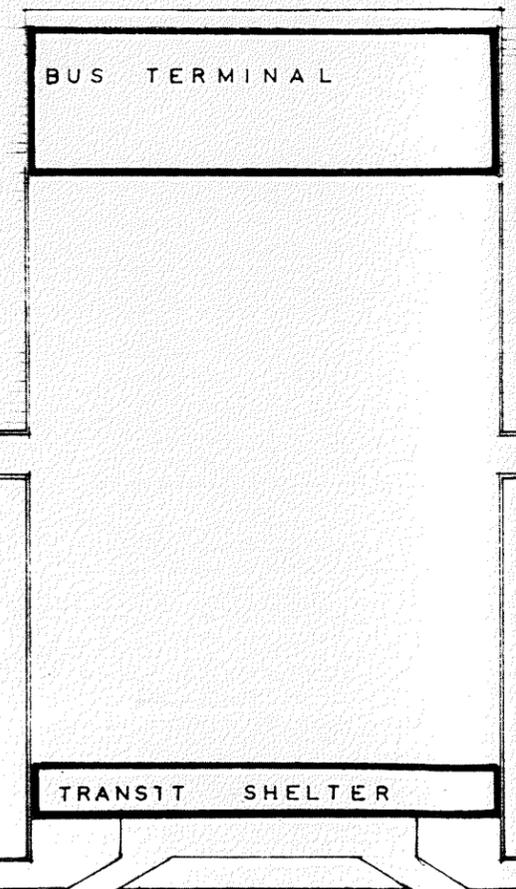
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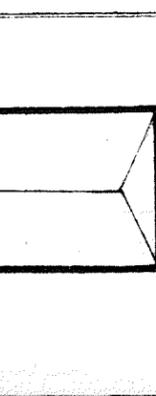
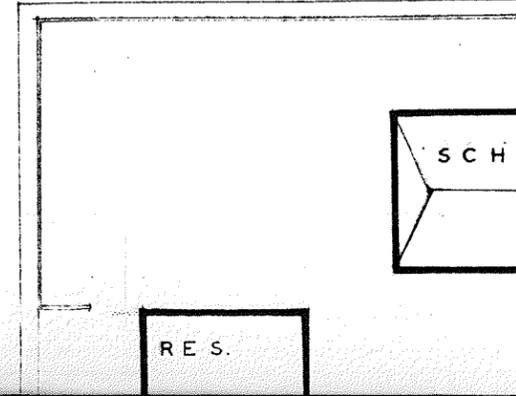
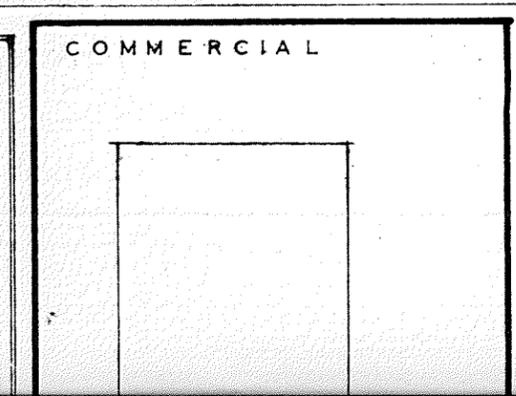
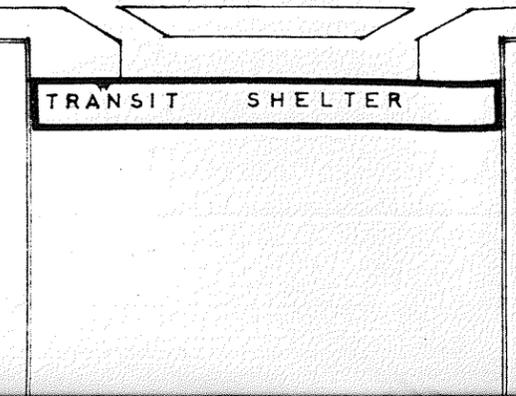
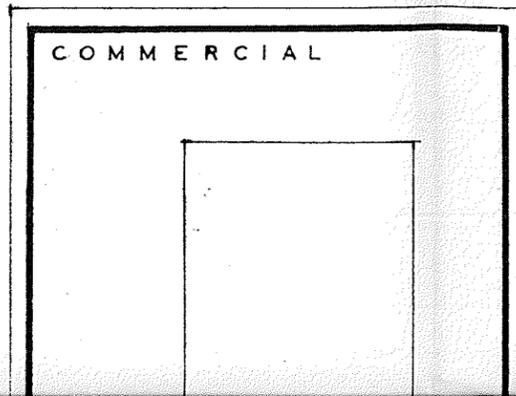
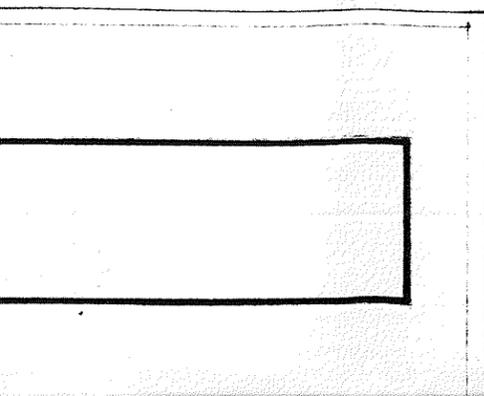
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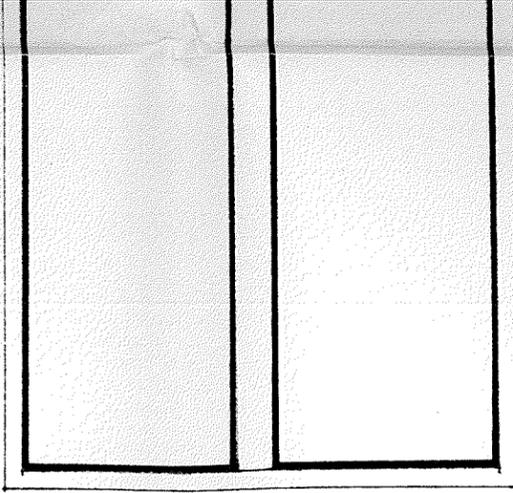
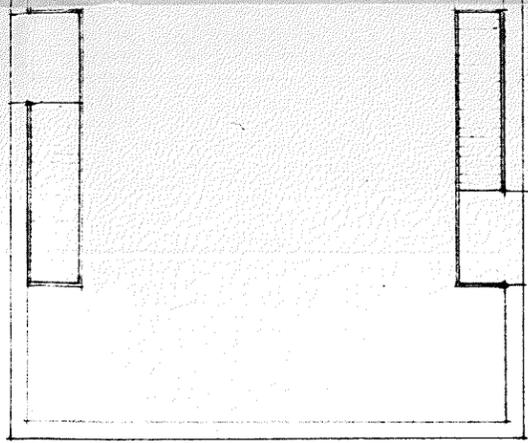
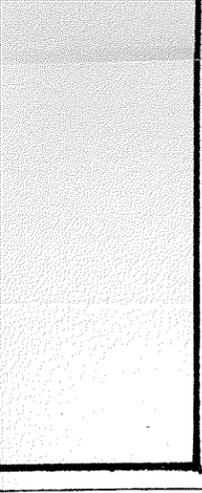
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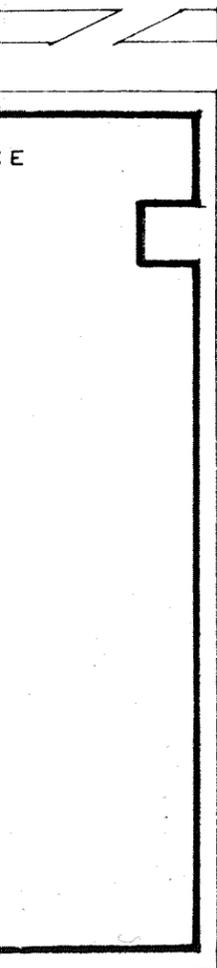
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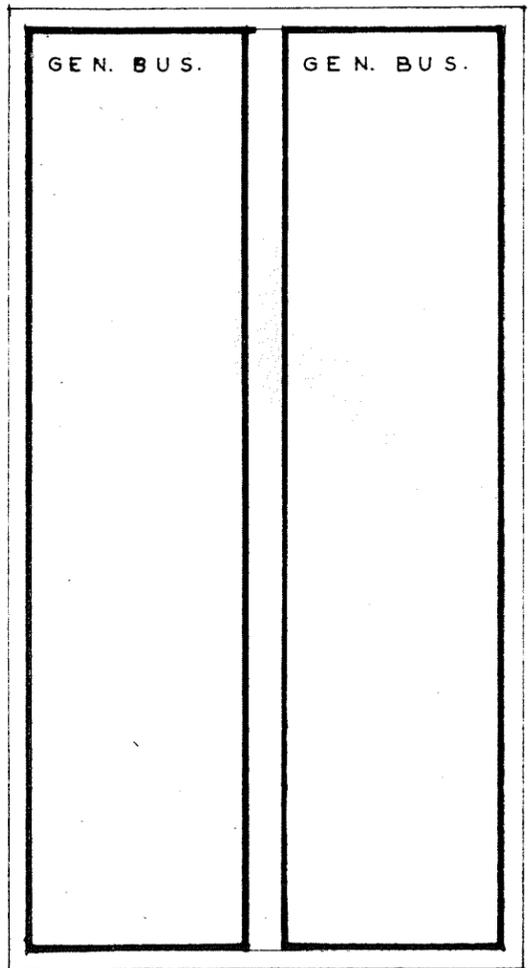




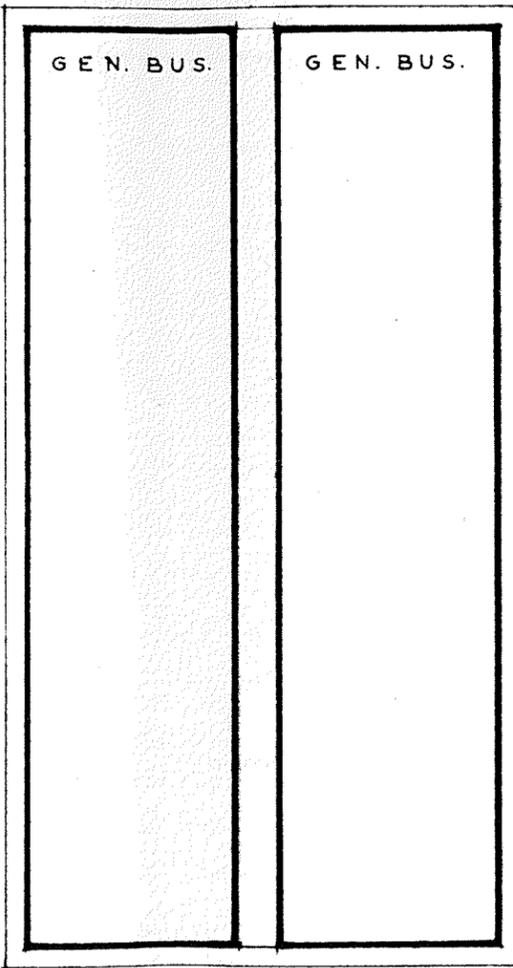
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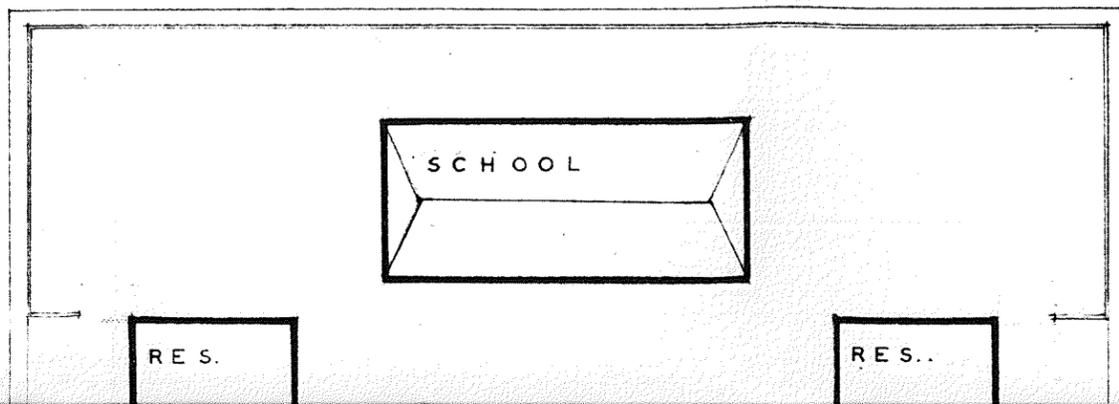
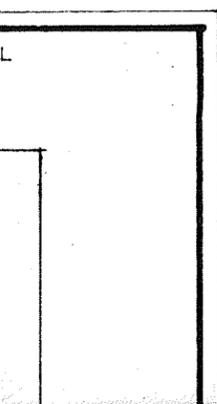
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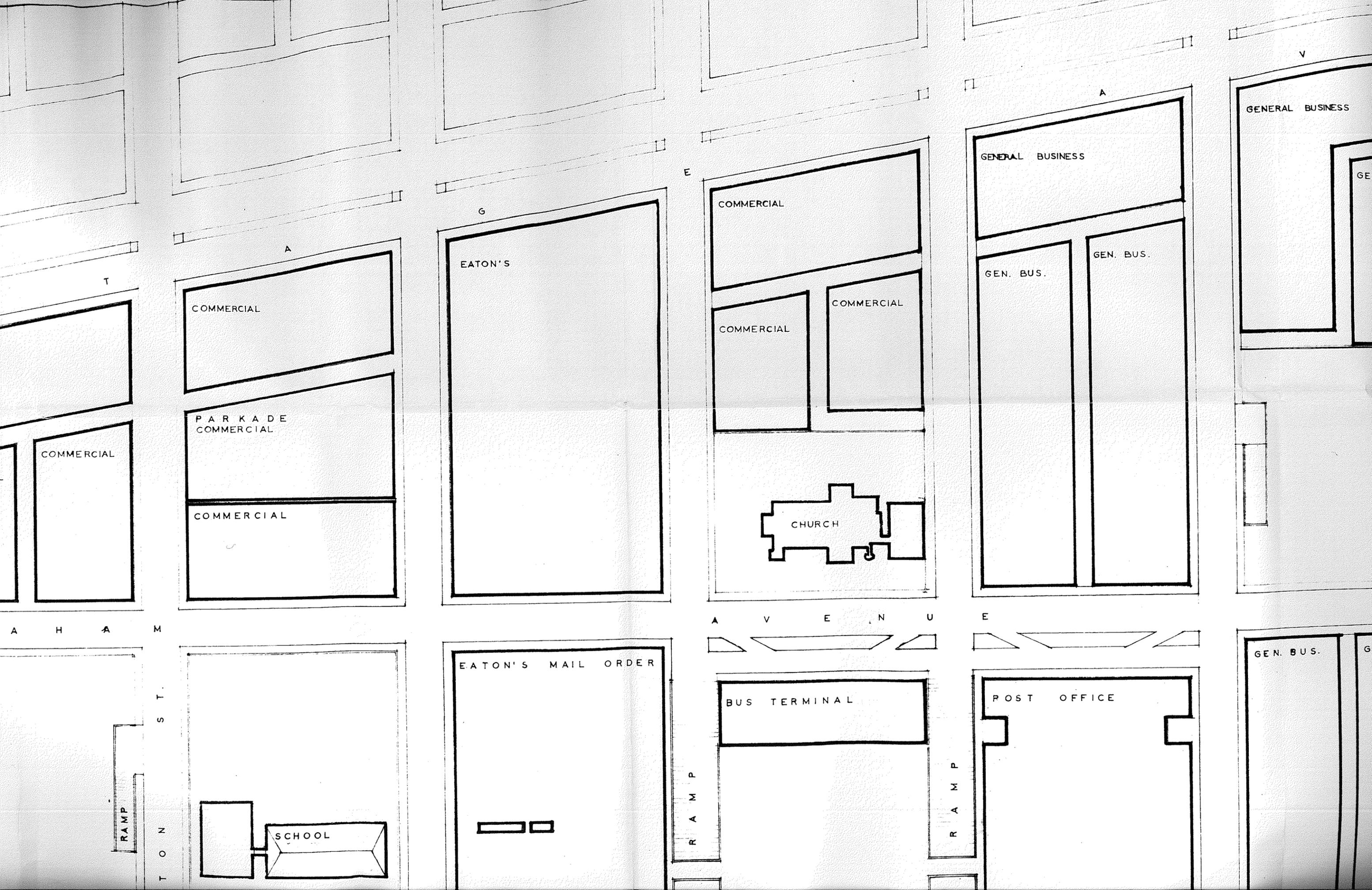
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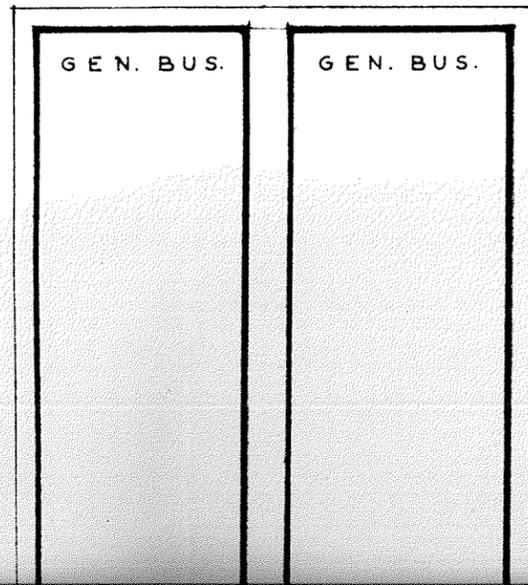
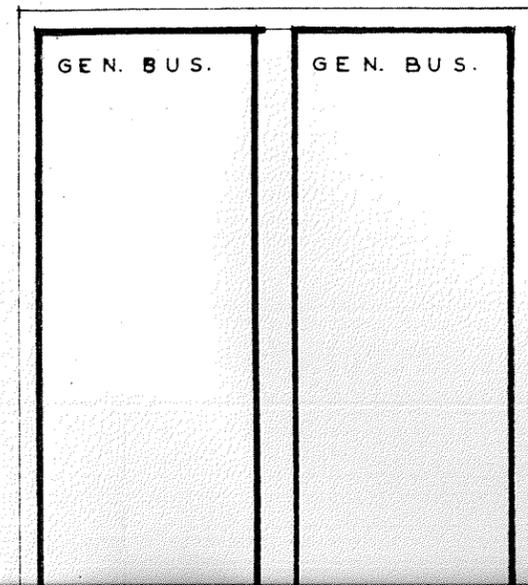
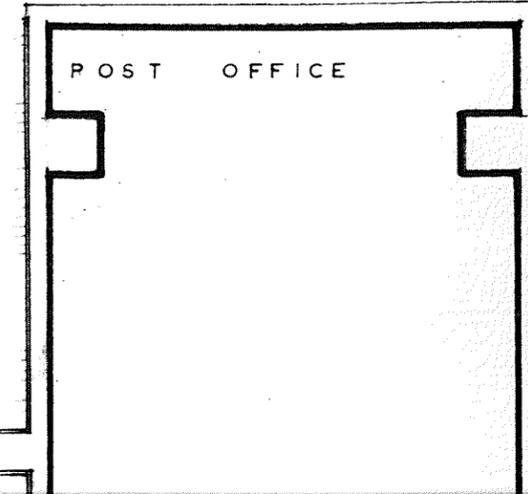
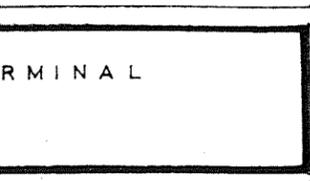
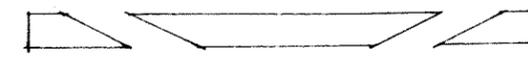
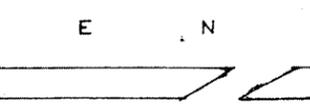
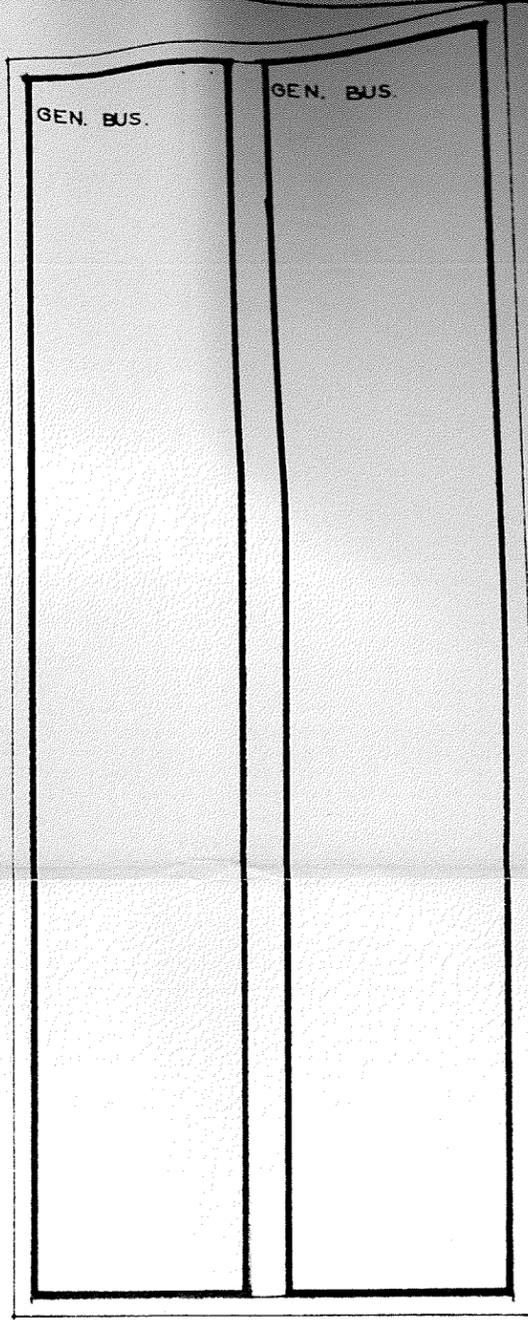
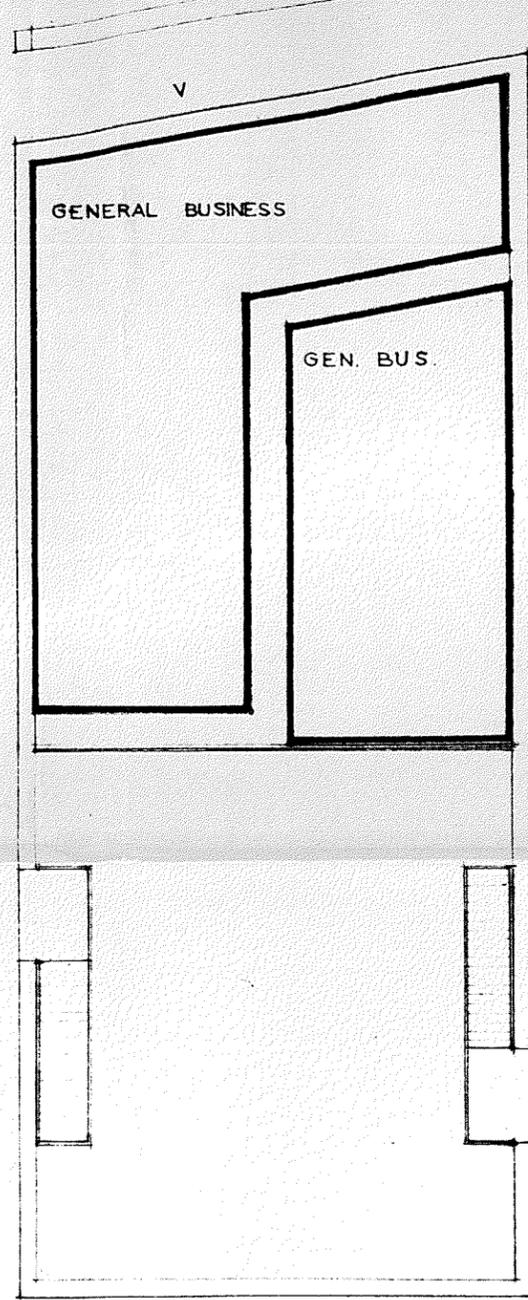
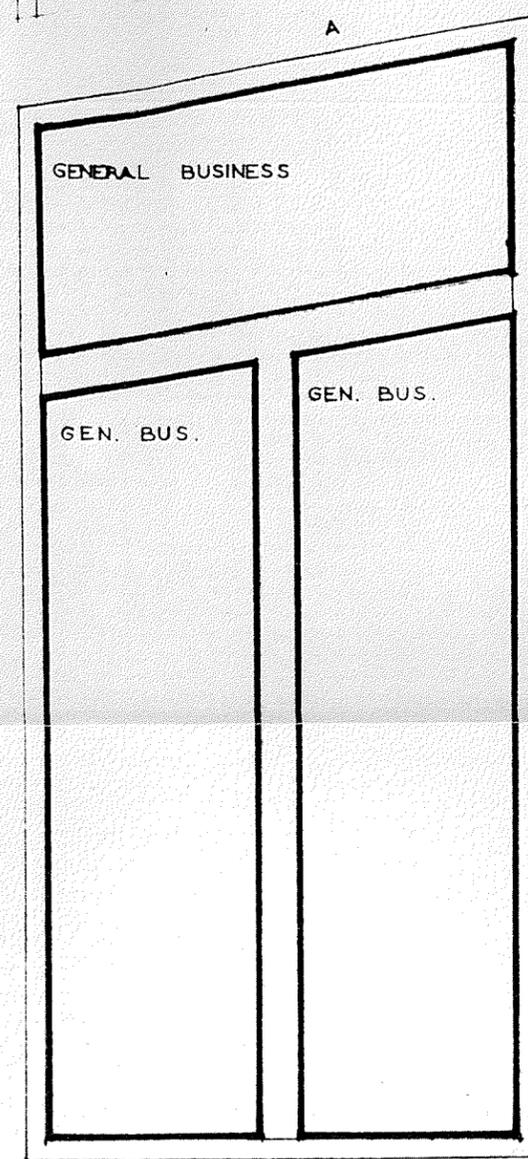
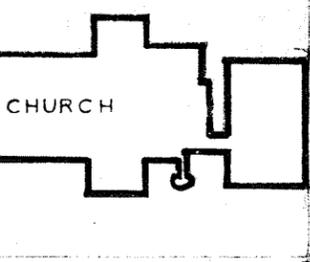
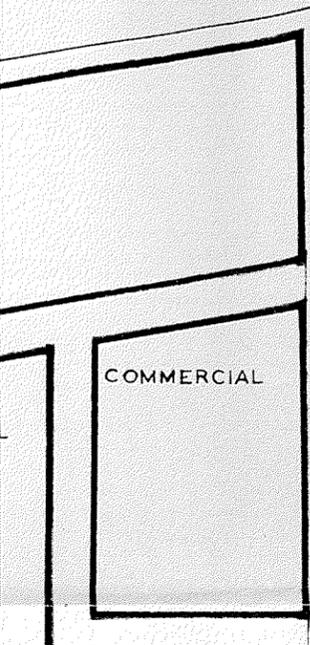
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post office (existing)

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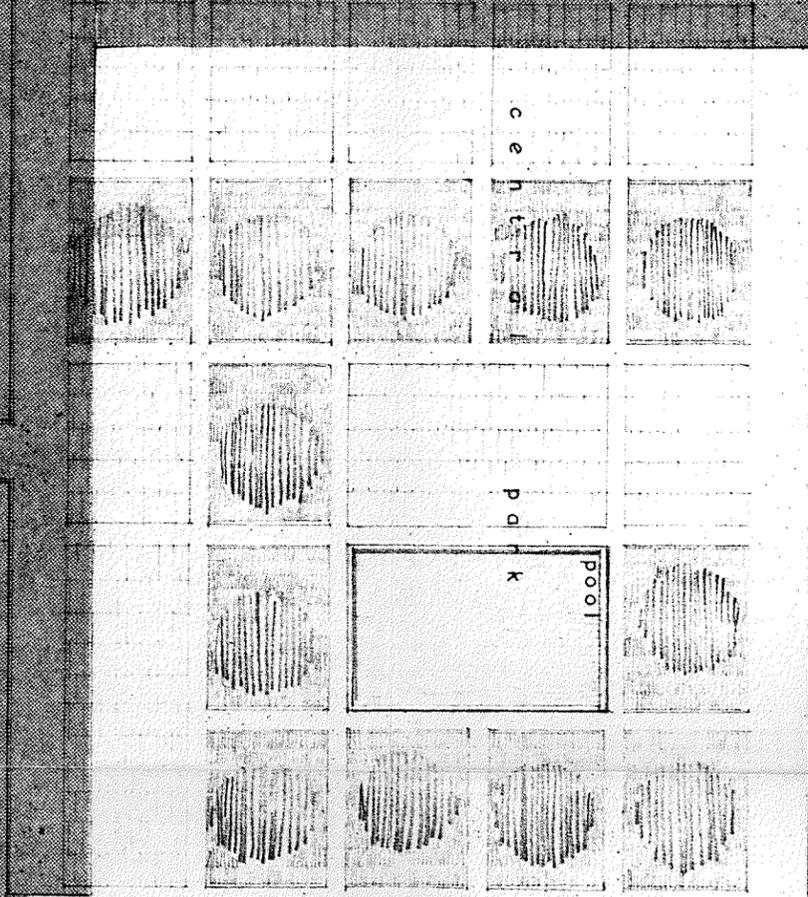
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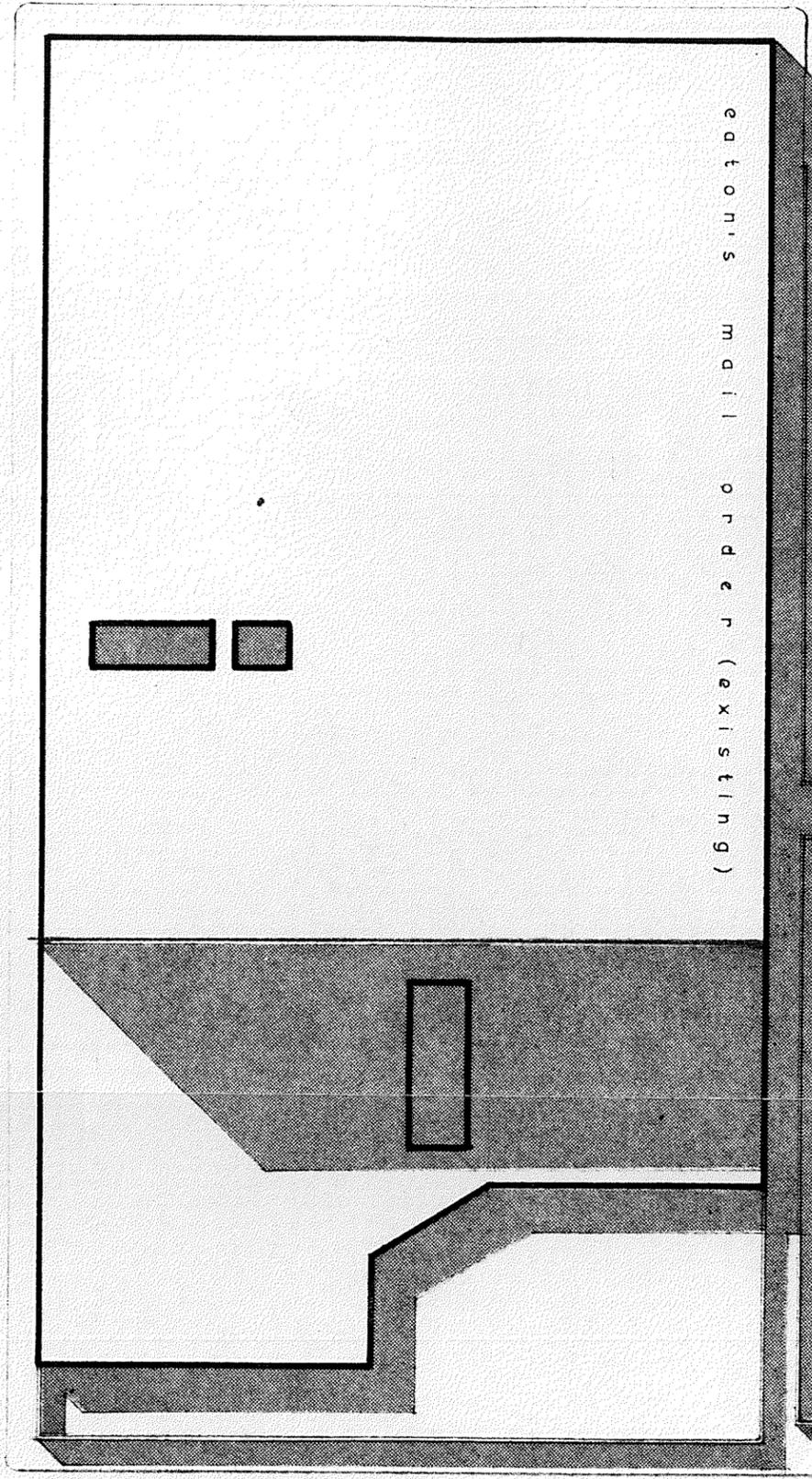
inter-city bus terminal



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edton's mill order (existing)



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s c a l e 1" = 60'-0"

commercial centre

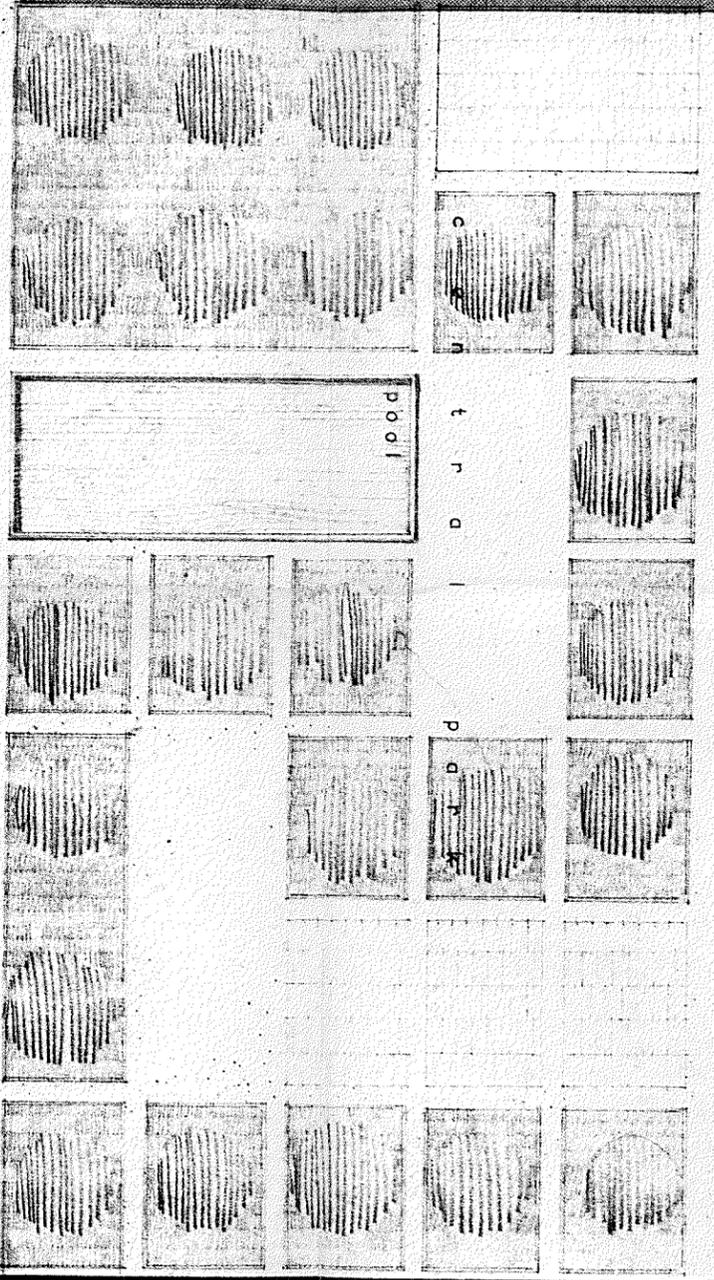
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commercial centre

gardner street

restaurant-lounge  
(covered cross-walk) below



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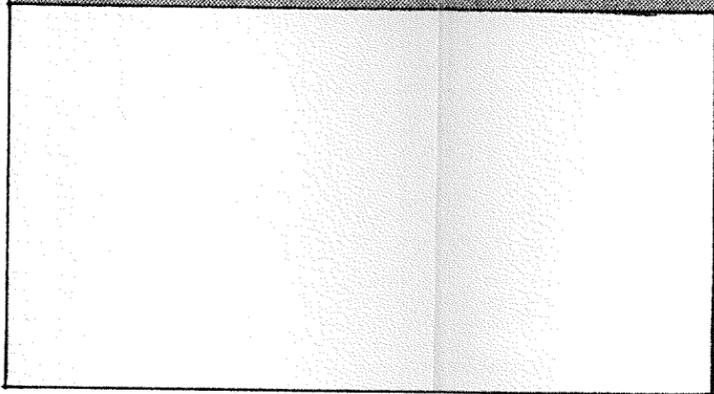
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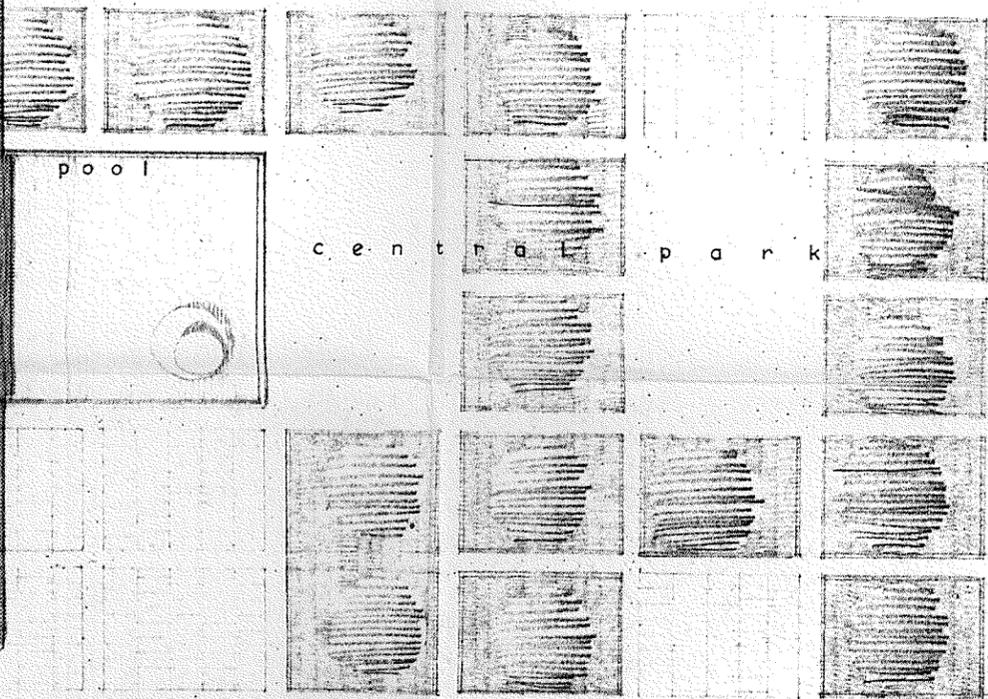
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general business



general business



donald street

general business

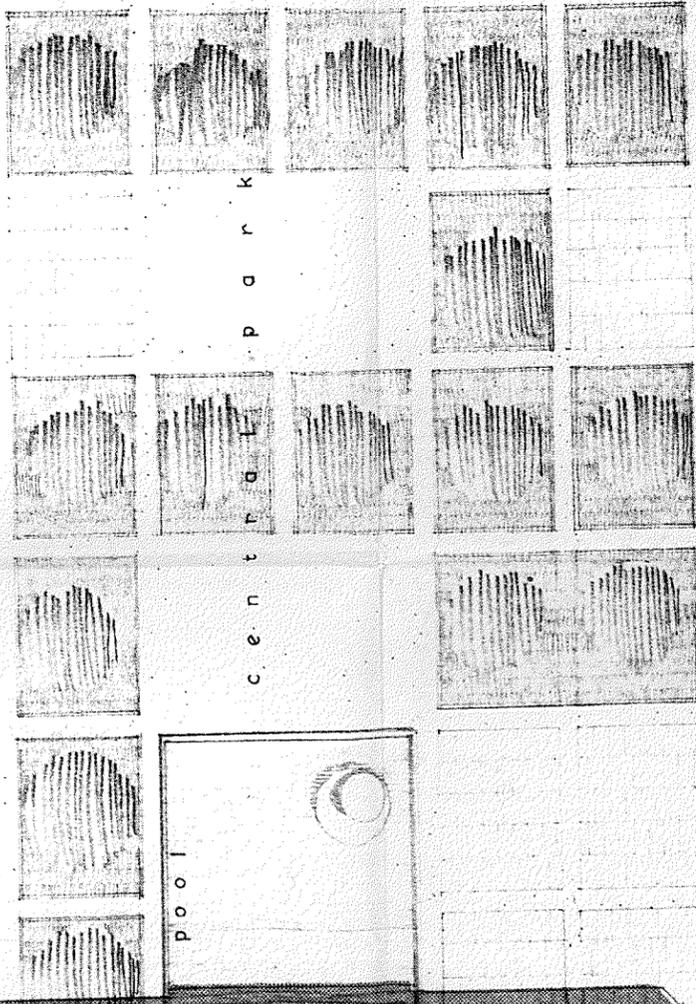
charter house hotel  
(existing)

(covered cross-walk) below

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general business



central park

pool

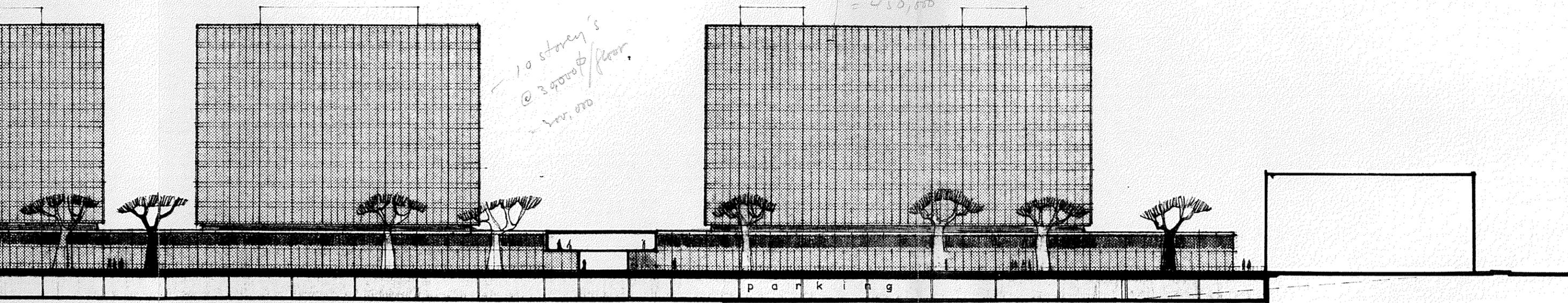


donald street

general business

charterhouse hotel  
(existing)

(covered cross-walk) below



10 storeys  
@ 370000/ft.  
= 370,000

10 storeys  
@ 45,000 ft.  
= 450,000

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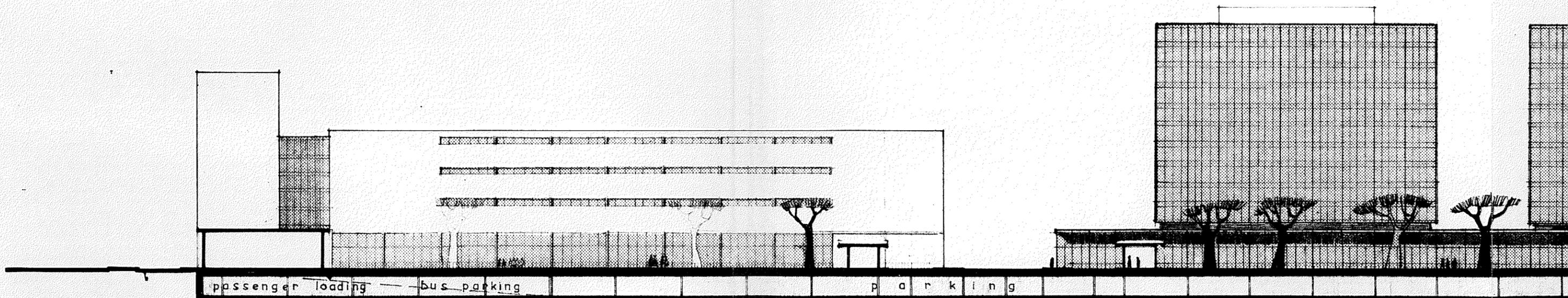
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C E N T R A L   P A R K



graham ave

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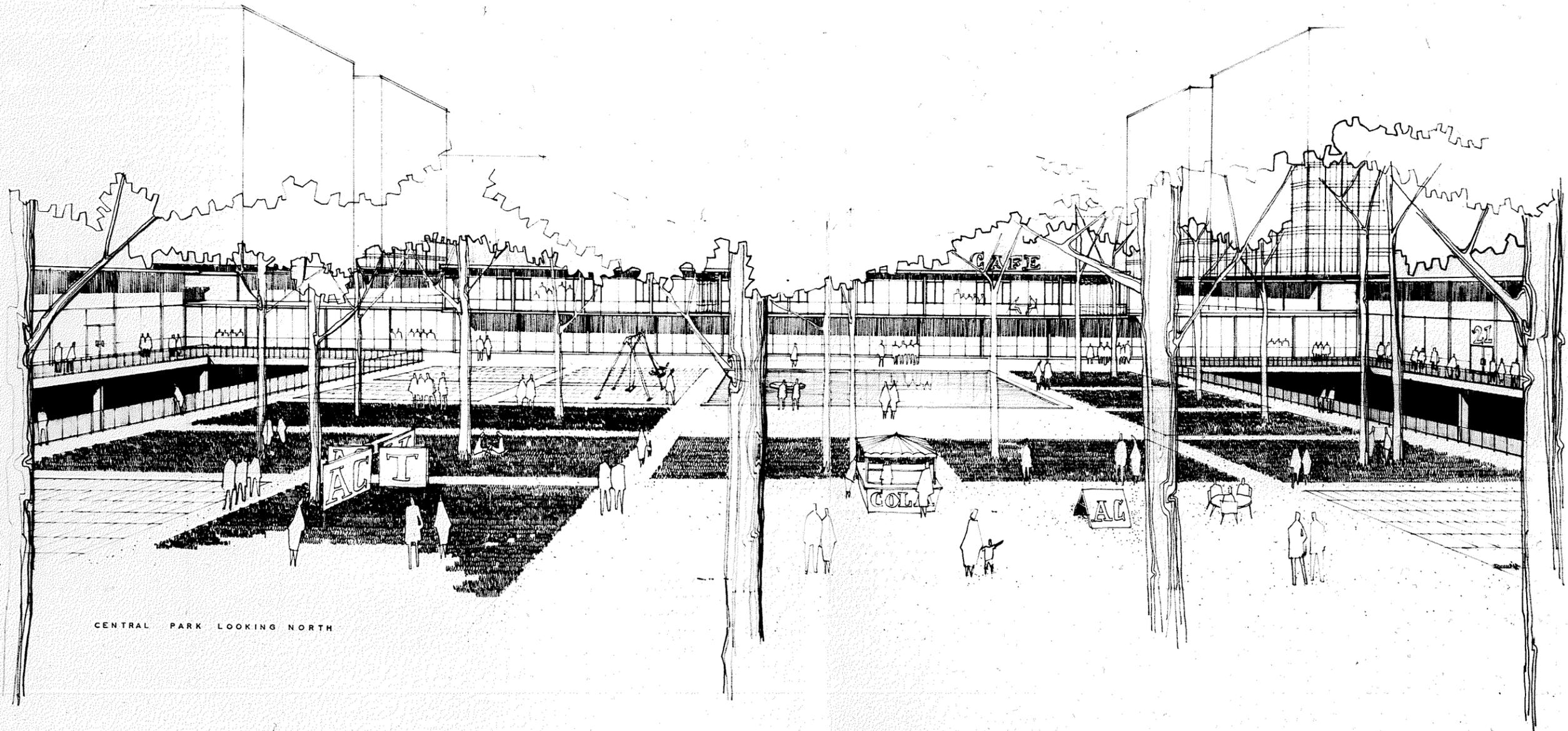
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transit shelter

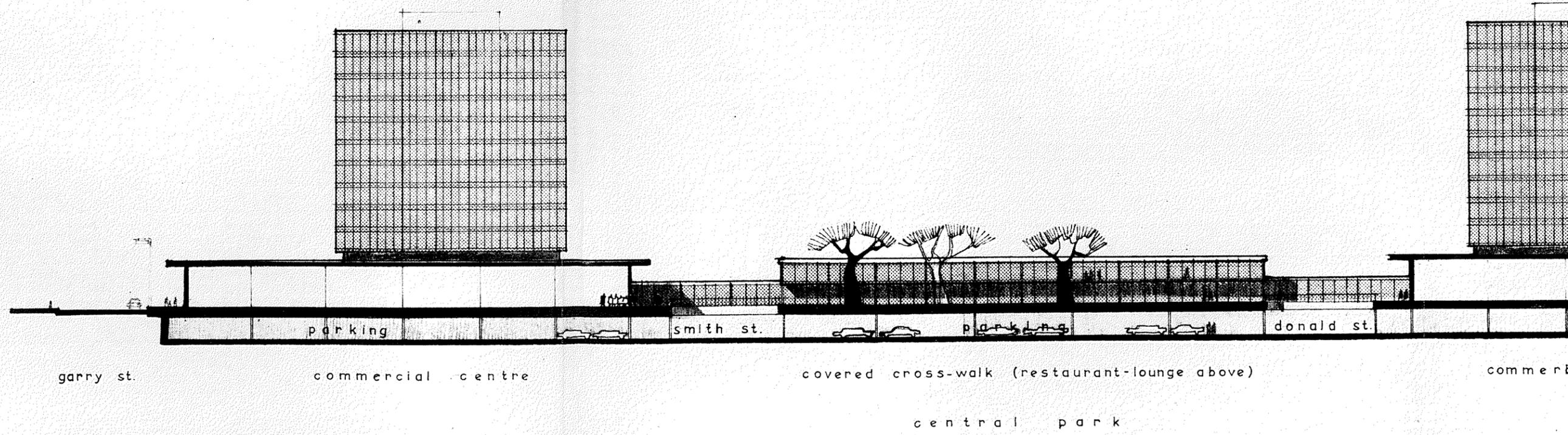
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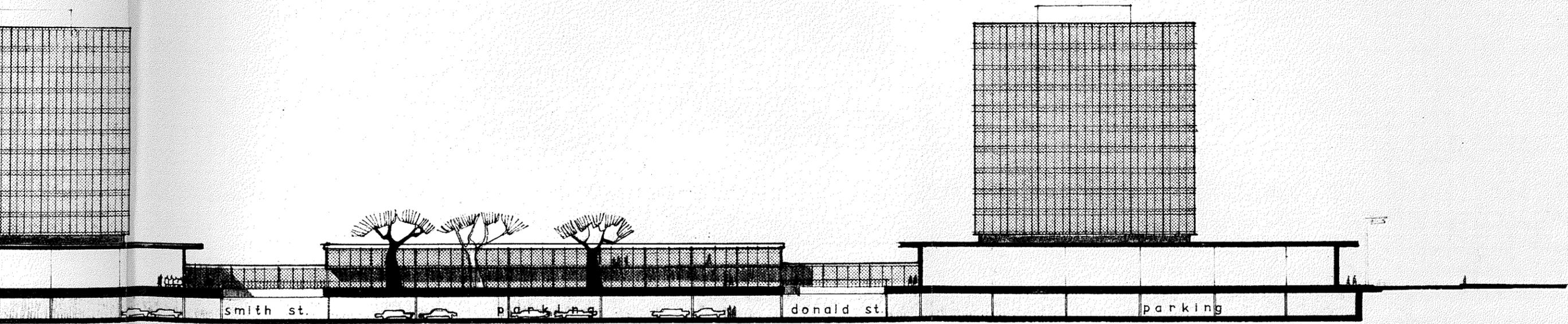
LONGITUDINAL SECTION THRU PROPOSED COMMERCIAL CENTRE AND CENTRAL PARK  
 scale 1" = 60'-0"



CENTRAL PARK LOOKING NORTH



TRANSVERSE SECTION THRU PROPOSED COMMERCIAL CENTRE AND CENTRAL PARK  
 scale 1" = 60'-0"



centre covered cross-walk (restaurant-lounge above) commercial centre hargrave st.

central park

SECTION THRU PROPOSED COMMERCIAL CENTRE AND CENTRAL PARK

PART FIVE

CONCLUSION AND RECOMMENDATIONS

## CONCLUSIONS

"Pride of place is probably the easiest motivation of any to enlist, and when fully realized, the strongest". (Christopher Tunnard).

This study has disclosed the deterioration and lack of co-ordination which exists in the Main-Osborne area. An obsolete traffic system, lack of adequate parking facilities, absence of any land use policy, and substandard residential accommodation have led to the general deterioration of the whole study area. This district has lost its desirability as a place of residence, as a location for new commercial activity and as a cultural and entertainment centre.

If 'pride of place' is to be realized with respect to the Main-Osborne district by all the citizens of Winnipeg, a major renewal program must be undertaken. The Master Development Plan presented in this study attempts to recapture, rejuvenate and protect the existing desirable features of the Main-Osborne district, by incorporating them into a consolidation of the many activities and land uses in the study area.

The proposed renewal scheme attempts to bring together those land use classifications which are closely related; and introduces additional activities which it is hoped will bring about the re-establishment of the Main-Osborne district as a desirable place to live, to work and to play.

## RECOMMENDATIONS

On the basis of the preceding investigation and to facilitate the implementation of the proposed Master Development Plan, the following recommendations are made:

1. That the Master Development Plan, as set out in the study, become the basis for any urban renewal activity within the Main-Osborne district.
2. That a commission, composed of interested and responsible representatives of public administration and private enterprise, be organized for the purpose of obtaining the maximum degree of co-operation and efficiency in the realization of the ideas and ideals of this proposed Master Development Plan.
3. That a Master Plan be developed for the whole of Metropolitan Winnipeg. A land use plan with appropriate zoning ordinances should be developed as soon as possible. This would have a retarding effect on existing urban blight. It would also prevent deterioration of fringe zones which presently fall easy prey to the spread of urban blight.

PART SIX

APPENDICES AND BIBLIOGRAPHY

## APPENDIX ONE

## LAND DISTRIBUTION TABLE - EXISTING

Type	Percent	Acres
A - Residential	8.92	14.72
B - Residential	1.64	2.62
C - Residential	3.08	5.37
D - Residential - Commercial	1.46	2.34
E - Commercial	19.40	30.70
F - General Business	12.30	18.83
G - Public Buildings	7.22	12.10
H - Parks	.86	1.38
I - Industrial	3.62	6.34
J - Parking Areas	11.50	17.60
Streets and Lanes	30.00	48.00
<b>Totals</b>	<b>100.00</b>	<b>160.00</b>

## APPENDIX TWO

## LAND USE STATISTICS - EXISTING

Gross Area - 160 acres

This includes all sidewalks, streets and lanes; it does not include any portion of Osborne Street, Memorial Boulevard north of St. Mary Avenue, Portage Avenue, Main Street or Broadway Avenue.

Net Area - 112 acres

Percentage of gross area used for Transportation - 30 percent

## Churches

St. Mary's	2.39 acres
Holy Trinity	2.75 acres

## Schools

St. Mary's	.97 acres
Alexandra	1.24 acres

## APPENDIX THREE

## POPULATION STATISTICS - EXISTING

<u>Families</u>	<u>Roomers</u>	<u>Pensioners</u>	<u>Under 5</u>	<u>6 - 16</u>	<u>17 - 20</u>	<u>Over 21</u>
576	1076	244	110	147	109	2455
Total number of persons			2821			
Total number of dependent children			593			
Persons per family			3.03			

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