

SELKIRK WATERFRONT  
DEVELOPMENT PLAN

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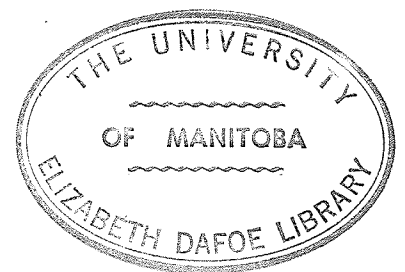
A Thesis  
Presented to  
the Faculty of Graduate Studies  
University of Manitoba

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of City Planning

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by  
Howard R. Wong  
April 1971



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I N T R O D U C T I O N



## INTRODUCTION

Aristotle believes that one of the basic aims in life is to use leisure rightly.

"... there ought to exist in man the virtues of leisure: for peace is the end of wars and leisure of toil." <sup>1</sup>

This observation of Aristotle is becoming more and more significant in our times. The struggle for survival occupied most of man's time and energy in the past, but this is no longer so. A combination of forces such as population increase, technological change, more income, etc., has increased leisure time, placing spiralling pressures on recreational facilities - where people can find "re-creation" of the body and spirit in the midst of the pace and demands of modern civilization. Therefore, high priority in potential land uses must be given to outdoor living and recreation.

Outdoor recreation spans a wide scope of activities; among the most popular today are those which are water-based. Indications show that water-based activities, especially recreational boating, will be growing at an accelerating rate in the foreseeable future. <sup>2</sup> However, spokesmen for the boat industry and recreationalists feel

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<sup>1</sup> R. McKeon, ed., The Basic Works of Aristotle (New York: Random House, 1966), VII, 14. 1334a15.

<sup>2</sup> ASPO Planning Advisory Service, Information Report, No. 147, Recreational Boating Facilities, 1961; Outdoor Recreation Resources Review Commission, Outdoor Recreation for America (Washington, D.C.: Government Priority Office, 1962); B.W. Crow and Associates, A Study of Leisure Needs in Canada, 1968.

that the continued growth of pleasure boating may be inhibited by the lack of access points to water areas and the shortage of berthing, mooring and launching facilities.

#### Intention of Plan

The purpose of this thesis is to develop a plan which will establish guidelines for the redevelopment of the waterfront of the Town of Selkirk, which emphasizes water-based activities. It is intended to provide a framework for more detailed proposals. The plan is based on the recognition that recreation is a fundamental ingredient of the community environment.

Selkirk's location on the riverbank offers exciting opportunities for redevelopment. The public sector under local government auspices should take the initiative and provide the necessary catalysts to encourage private development in boating installations and necessary facilities. A comprehensive waterfront development plan will provide the most feasible and effective framework and direction for both private and public programs.

The opportunity of residing in a community where much water-based activity is occurring cannot help but appeal to the existing population as well as attract and hold new residents. The Selkirk Waterfront Development Plan offers this.

### 3 Goals

The goals of the Plan are as follows:

1. to respond to the recreational needs of the community;
2. to attract and hold new residents;
3. to promote the tourist industry of the Town;
4. to revitalize the wharf area of the waterfront;
5. to develop the recreational potential of the site;
6. to promote optimum use of the natural setting; and,
7. to maintain the historical identity of Selkirk.

### Methodology

In order to meet the foregoing goals, the following approach is taken. The three steps are:

1. The study area is described in terms of Physical, Social, and Economic characteristics. After looking at the regional setting and historical background of the waterfront, the existing conditions and problems are examined. The population is also studied, with respect to growth, density, ethnic background and socio and economic composition.
2. In order to analyze the recreational potential of Selkirk's waterfront, the concepts of leisure and recreation are studied, as well as human needs, and the forces affecting recreational demand. Other areas of consideration are suitable lands for recreation and discussion on general waterfront redevelopment. Then, the waterfront resources are examined in conjunction with the availability of, and demand for, recreational activities.
3. The final approach is the development of the plan, which incorporates the findings of the foregoing steps. The design concepts are presented as well as suggestions regarding the implementation of the plan.

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<sup>3</sup> These goals are the result of a Preliminary Study by the Regional Development Branch, Industry and Commerce, Government of Manitoba.

## SUMMARY AND CONCLUSIONS

The waterfront area of Selkirk has reached a transitional stage which presents an excellent opportunity for redevelopment. The success of this redevelopment will depend upon the vigorous community action to restore attractiveness and maximize the potential of the wharf area.

The plan for future redevelopment consists of these elements:

- special committee to direct detailed development proposals
- site development with the following uses:
  - commercial
  - light industrial
  - residential - multi-family
  - quasi - public
  - and, park and recreational

Industries are encouraged to locate in Selkirk by incentive grants from both levels of government, provincial and federal, and also by the recent development of an industrial park.

Industrial needs and facilities are, of course, important considerations in locating an industry; but perhaps just as important a factor is the living and working environment for its employees and their families. A community with good schools, adequate hospitals, pleasant homes, and good recreational facilities, would be a desirable place to live and work.

Wharf area redevelopment would have to be integrated with the overall planning and recreation programs of Selkirk rather than considered a thing apart. Recreation, an important aspect of the living environment, must be considered from the early planning stages.

Selkirk, a growing community, has a waterfront which is not being utilized to full advantage. Comprehensive land use planning, involving recreation, will revitalize this resource and offer the residents a variety of leisure time activities as well as attract residents and tourists.

In conclusion, the Town of Selkirk should;

- consider a plan of this type with emphasis on recreation - a vital part of its overall planning,
- seek the greatest measure of interest, support and involvement in the development and seek out experienced people to guide its detailed planning (i.e., on such facilities as the marina),
- look upon the development as both direct and indirect source of revenue that can benefit the entire community,
- and, bring to life some of the history of Selkirk which is unique to the Prairie Provinces.

PART I

## PART I

### DESCRIPTION OF STUDY AREA

#### A. Location and Regional Setting

The Town of Selkirk is located on the west bank of the Red River, midway between Lake Winnipeg and Metropolitan Winnipeg. Two points of interest which are significant in relation to the town are the historical Lower Fort Garry, two miles up-stream, and the Lockport locks, five miles up-stream. A four lane highway and a C.P.R. railway line, serving the west shore of Lake Winnipeg, pass through the town (Figure 1). Selkirk is also located at the southeast<sup>4</sup> corner of the Interlake Region.

#### B. Historical Sketch of the Waterfront<sup>5</sup>

The town bears the name of the fifth Earl of Selkirk who sponsored the migration of Scottish settlers to the Red River Valley. In 1812, this first settlement was established and subdivided into<sup>6</sup> riverlots. This settlement, on the present townsite, was partially settled by the Pequis Band, whose descendants still form a significant part of the community.

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<sup>4</sup> See Figure DI; the location of Selkirk in relation to Interlake Region, a special rural development area set up under the Mand for Rural Economic Development (MRED) agreement in 1963.

<sup>5</sup> Underwood McLelland Associates Ltd., The Town of Selkirk Urban Renewal Study, 1968.

<sup>6</sup> Riverlots: Subdivision system used in the 1800's whereby parallel lot lines were established perpendicular to the flow of the river awarding each property owner access to the water.

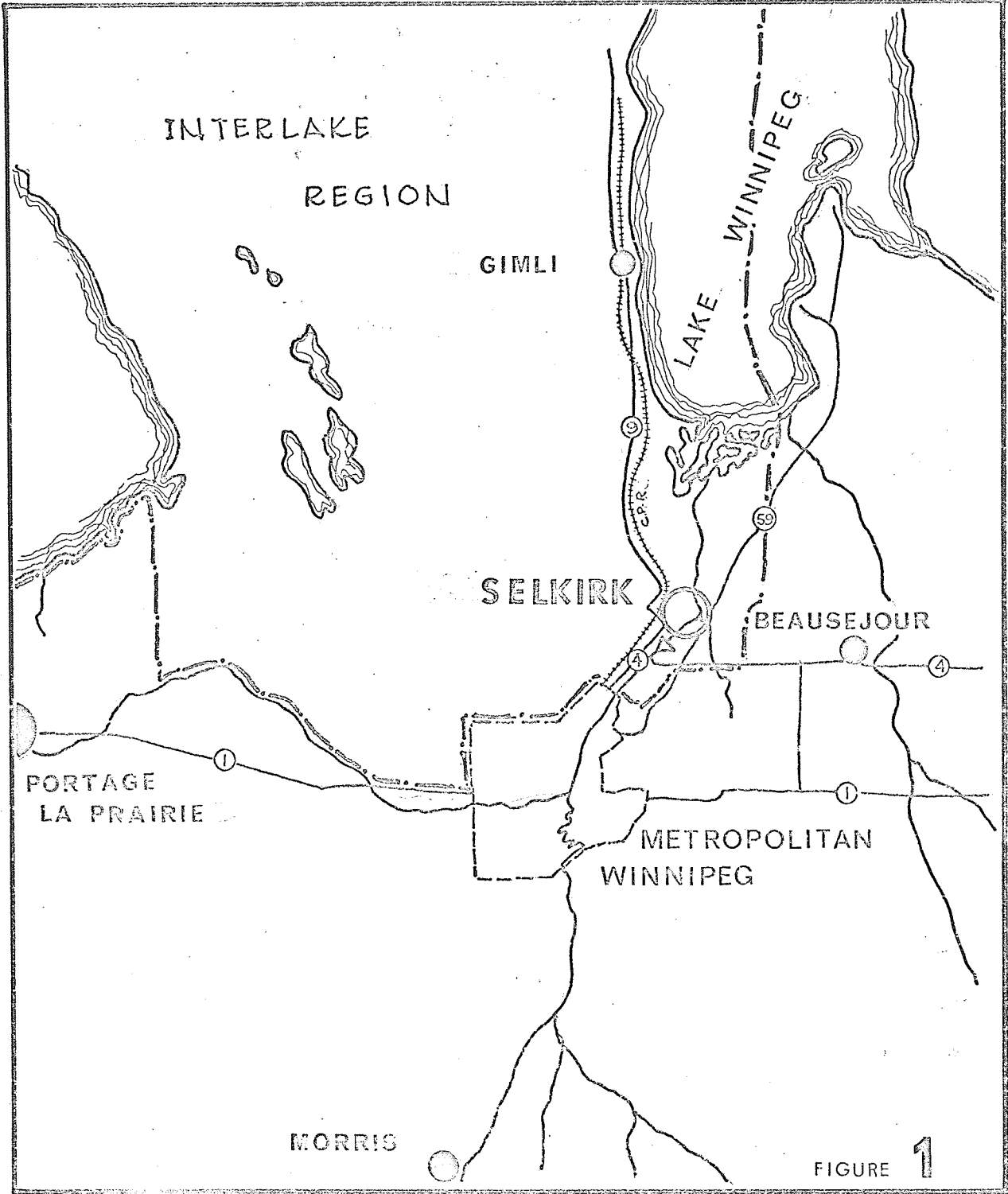
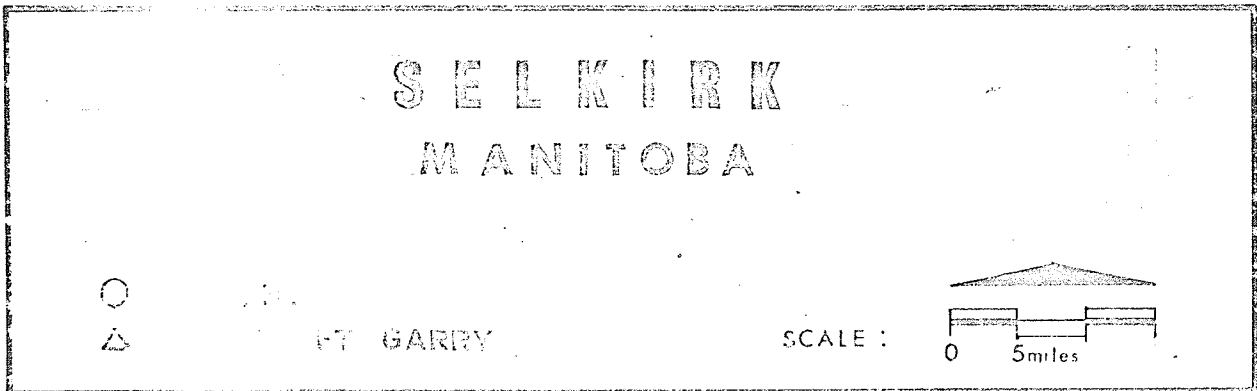


FIGURE 1





Selkirk, strategically located on the banks of the Red River, became the head of navigation for a vast area which included Lake Winnipeg in the north, and Saskatchewan River in the west, and as far south as Grand Forks, North Dakota. Various boats and barges plied the lakes and the Red River, using Selkirk's waterfront as their major northern depot. St. Andrew's Rapids, presently provided with lock facilities, was a barrier to most heavily laden boats.

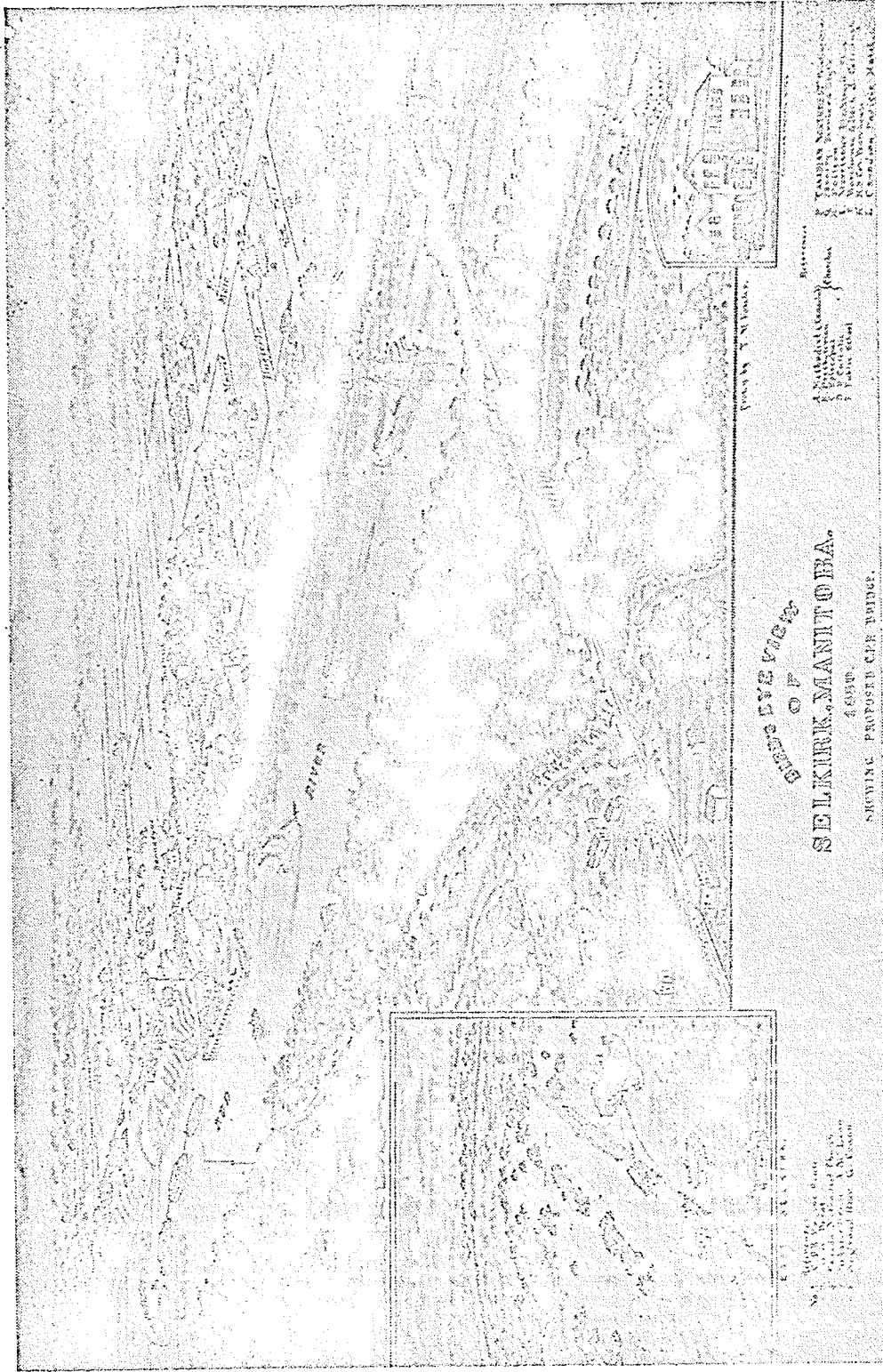
The fishing industry, established by the Icelandic immigrants in the 1870's, added to the importance of the town. The economic base of Selkirk was further enhanced by the establishment of saw mills and boat building.

In 1879, the decision to locate the C.P.R. railway crossing in Winnipeg, instead of Selkirk as originally intended, meant the relative decline of the town's function as a transportation center. The dependence on waterborne commerce decreased with the advent of the railway (Figure 2).

### C. Existing Conditions and Problems

The term "waterfront" as envisaged in this plan, includes the wharf area and Selkirk Park (Figure 3).

1. Wharf Area - The wharf area (approximately 2 $\frac{1}{4}$  acres) is bounded by the bridge on the south, Queen Avenue on the north, Eveline Street on the west, and the Government Docks and the Red River on the east.

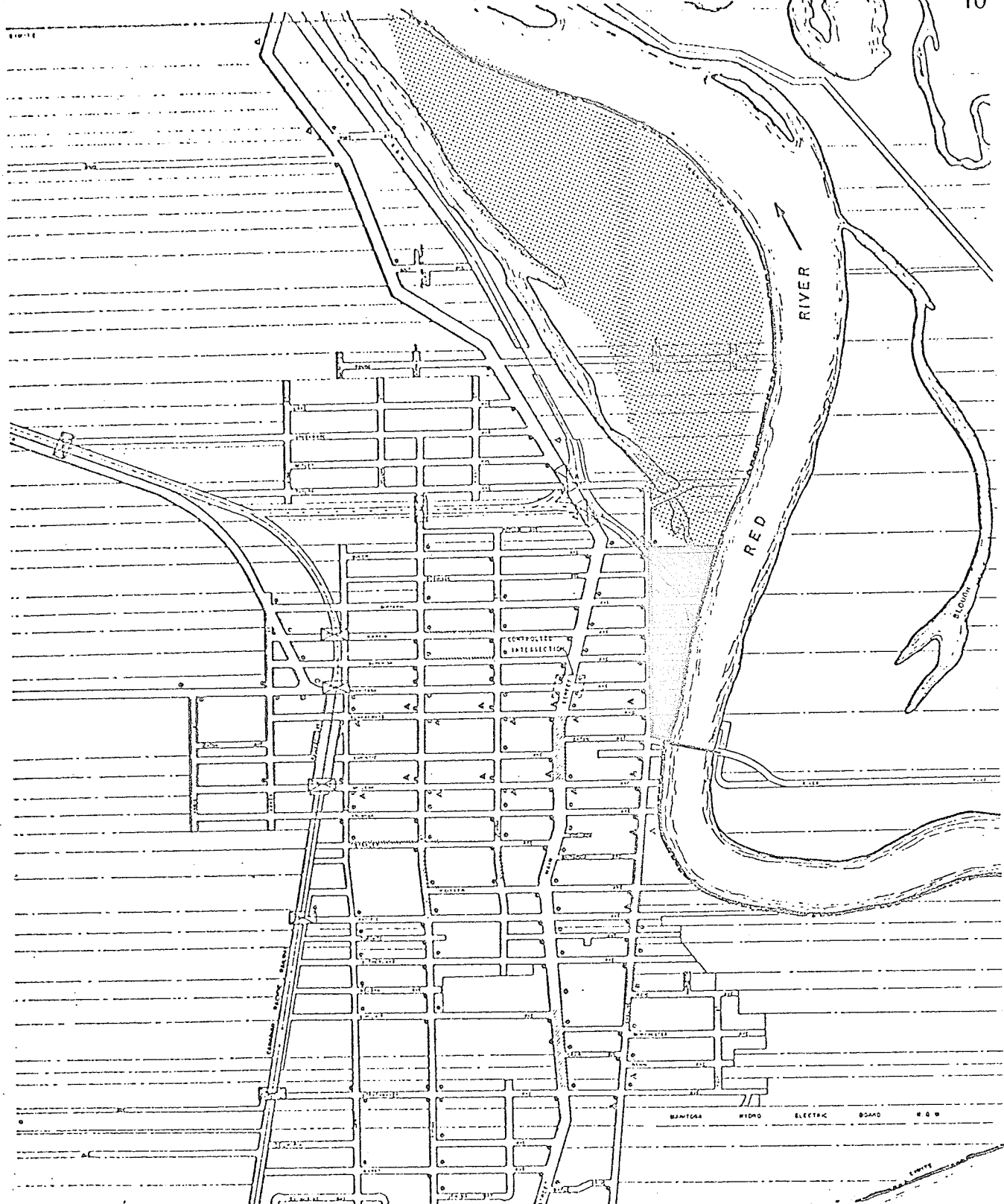


# BIRD'S EYE VIEW OF SELKIRK - 1880

PROPOSED C.P.R. BRIDGE

FIGURE

2

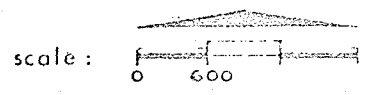


# STUDY AREA

FIGURE 3

## WATERFRONT

-  WHARF AREA
-  SELKIRK PARK



Over the past ten years, the role of the wharf area in commercial navigation has become nearly obsolete, since few freighters now ply Lake Winnipeg, the saw mills have disappeared, and the fishing industry has suffered from pollution of the lakes.

A main cause of urban waterfront problems has been the difficulty in reponding to change. Consequently, the oldest section of the town is in a state of decline and makes no positive use of the water. There is trash littering the area and weed grown vacant lots in the midst of grey dingy buildings. Most of the activity is confined to the Freshwater Fish and Processing Plant, while other buildings are either abandoned or being used as warehouses. Unfortunately, indications are that this maritime sector,<sup>7</sup> once an important part of the town's economy, will occupy a relatively minor place in the community's future. However, this waterfront offers new kinds of opportunities if redeveloped.

The spring floods exert a blighting influence on this area. This is evidenced by the cheaply constructed buildings and the overall low maintenance of properties. Fear of flooding discourages property owners from undertaking needed improvements. Water pollution, mainly from municipal sewage and industrial wastes, is another problem limiting the usefulness of the water to the public, especially for recreational purposes.

Government Dry Dock - The government dry dock, adjacent to the wharf area, has been in operation since 1914. In 1967-68 a

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<sup>7</sup> The term 'maritime sector' includes those industries dependent upon lake or river navigation.

considerable amount was spent in its reconstruction, with the installation of a railway drydock. Presently, the dry dock is solely used by larger commercial vessels.

2. Selkirk Park - Selkirk Park is north-east of the wharf area and immediately adjacent to the Government Dry Dock. It is an area of approximately 240 acres, bounded by the Red River on the east and the slough on the west (Figure 3).

Well wooded with elm and maple, only about one-third of this area is developed; the remainder is in its natural state.

The park presently provides a variety of recreational facilities:

- an outdoor swimming pool
- picnic grounds
- agricultural building
- ball diamond and recreation areas
- campsite
- rodeo ring
- small boat launching area

Like the wharf area, the park suffers from annual floodings, and the low flat terrain, causing poor drainage, magnifies the problem. It seems that sections of the present dyking system are inadequate.

In general, the park provides adequate recreational facilities for the adult. However, the outdoor swimming pool is the main feature

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<sup>8</sup> Refer to Appendix B. Development would expand the use of the dry dock.

<sup>9</sup> Refer to Appendix C for other existing recreational facilities of the Town of Selkirk.

for children and teenagers. It seems that this one facility cannot fully meet the recreational needs of this age group. The park offers little for the aged, and the inaccessibility also presents a problem for them.

Presently, the park is lacking in accessibility to the river, providing only one small boat launching facility.

#### D. Traffic Circulation

In general, there are few serious traffic congestion problems with the proposed site.

The width of Eveline, a collector street, is reduced by the parallel parking permitted along the curbs; several accidents have been attributed to this fact.

Presently, traffic is collected from the wharf area and the commercial establishments in the region, and increasing traffic in future years could result in serious congestion. This applies particularly to the intersections of Eveline and Manitoba, Eaton and the entrance and exit to the park, all located within the proposed site (Figure 4).

The streets within the area consist of gravel or oiled-gravel surfaces, except for Eveline Street which is paved.

Manitoba, Superior, Morris and Dufferin Avenues cross Eveline Street and provide access to the government wharf.



# TRAFFIC

FIGURE 4

- ..... ARTERIAL
- COLLECTOR
- - - CIRCULATION
- STOP SIGN
- YIELD SIGN



### E. Municipal Utilities

With the completion of the new water treatment plant, the excessive hardness in the water has been eliminated. The water supply from the ground water source at McLean and Jemina is adequate. However, the present water distribution system within the study area is insufficient, particularly in fire-flow requirements. Future extensions and upgrading will have to be made if development is to take place (Figure 5).

It can be assumed that the Provincial Sanitary Control Commission will soon require the town to treat sanitary sewage prior to discharging directly into the Red River. The basic question that must be resolved is the type of treatment facility and its location. This will alleviate some of the pollution presently affecting the riverfront of Selkirk.

### F. Zoning and Land Use

The waterfront area is zoned M<sub>2</sub> - heavy industrial, with some C<sub>2</sub> - central commercial. The remainder of the waterfront north of Queen Avenue is zoned P - public open-space (Figure 6).

It would be advisable to relocate all downtown industries in the Industrial Park to free these lands for more desirable uses. However, special consideration should be given to industries which are dependent upon lake or river navigation for their existence (Figure 7).

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<sup>10</sup> In the past, this poor quality of water has had a detrimental effect on potential industrial development.






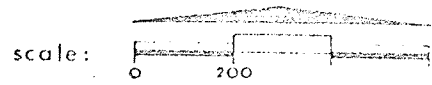


# MUNICIPAL UTILITIES

FIGURE 5

EXISTING

-  WATERMAINS
-  SEWER MAINS
-  STORM DRAINS

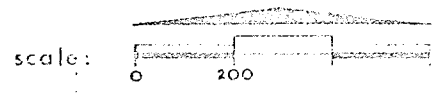


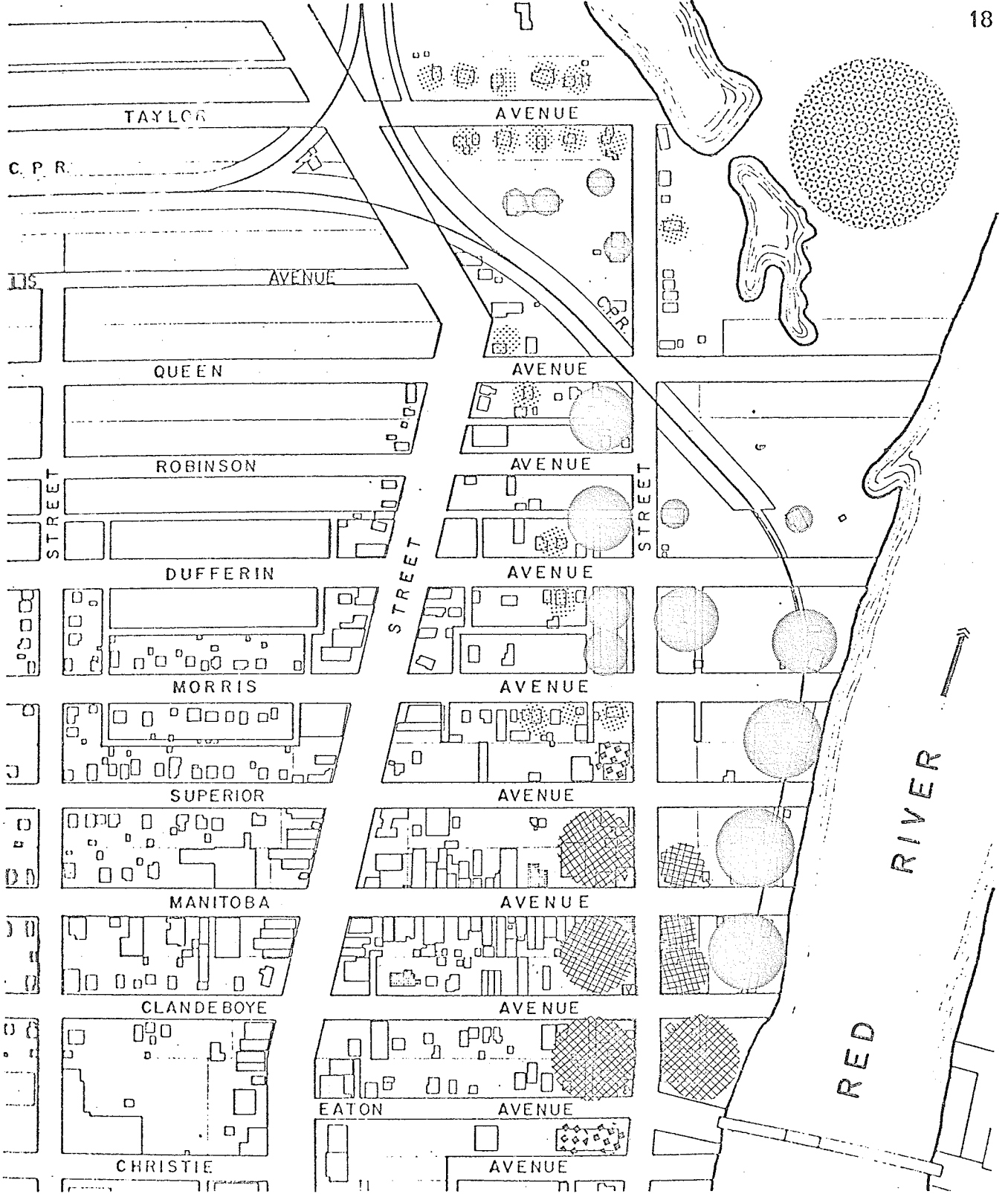


# EXISTING ZONING

FIGURE 6






- P PUBLIC OPEN SPACE
- C CENTRAL COMMERCIAL
- M<sub>1</sub> LIGHT INDUSTRIAL
- M<sub>2</sub> HEAVY INDUSTRIAL
- R RESIDENTIAL





# EXISTING LAND USE

FIGURE 7

-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC BUILDING
-  PARKS & RECREATION
-  RESIDENTIAL



## G. Population Characteristics

1. Population Growth and Density - Since 1961, the population increase of Selkirk has been moderate, with rather a high rate since 1945; for example, the 1951-61 increase was 38 per cent (see Table 1).

Table 2 indicates that the Interlake is experiencing a loss of people, associated with the national trend toward rural depopulation.

In 1968, there were 9,790 people living in the Town of Selkirk.<sup>12</sup> These people comprised 2,497 households with an average family size of 3.9.

2. Age-Sex Pyramid - The age-sex pyramid, shown in Figure 8, indicates larger distributions in the 0-14 and 45-64 groups, approximately 37 per cent and 20 per cent respectively, of the total population for 1968 (see Table 3).

3. Ethnic Origins - The population of Selkirk reflects a mixture of ethnic backgrounds. The dominant groups have their origins in the British Isles and the Ukraine. Table 4 indicates the ethnic composition of the Town of Selkirk.

Appendix F contains tables of statistics for incomes, labor force, occupation, size of households and education.

4. Population Projection<sup>13</sup> - Future population of a community plays an important role in the preparation of a development plan; although it is impossible to project this growth with a high degree of accuracy.

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<sup>11</sup> Dominion Bureau of Statistics, Census Division and Interlake Fact, 1968, were the major source for the population data.

<sup>12</sup> Exclusive of those people resident in the Mental Hospital.

<sup>13</sup> Municipal Planning Branch, "Selkirk General Development Plan," 1969.

TABLE 1

SELKIRK POPULATION GROWTH  
1901-1968

	Y E A R									
	1901	1911	1921	1931	1941	1951	1956	1961	1966	1968
Town of Selkirk	2188	2977	3726	4486	4915	6218	7413	8576	9157	9790
	Average Population Growth (per annum)									
Town of Selkirk	79	75	66	43	43	130	239	233	116	166

Source: Dominion Bureau of Statistics  
and Interlake Fact - 1968

TABLE 2  
POPULATION DATA

	1961	1966	1968
Selkirk	8,576	9,157	9,780
R.M. of St. Andrews	14,941	15,681	15,760
Interlake	60,706	61,896	N.A.

Source: Interlake Fact - 1968

TABLE 3  
POPULATION BY AGE SEX GROUPS  
Selkirk - 1968

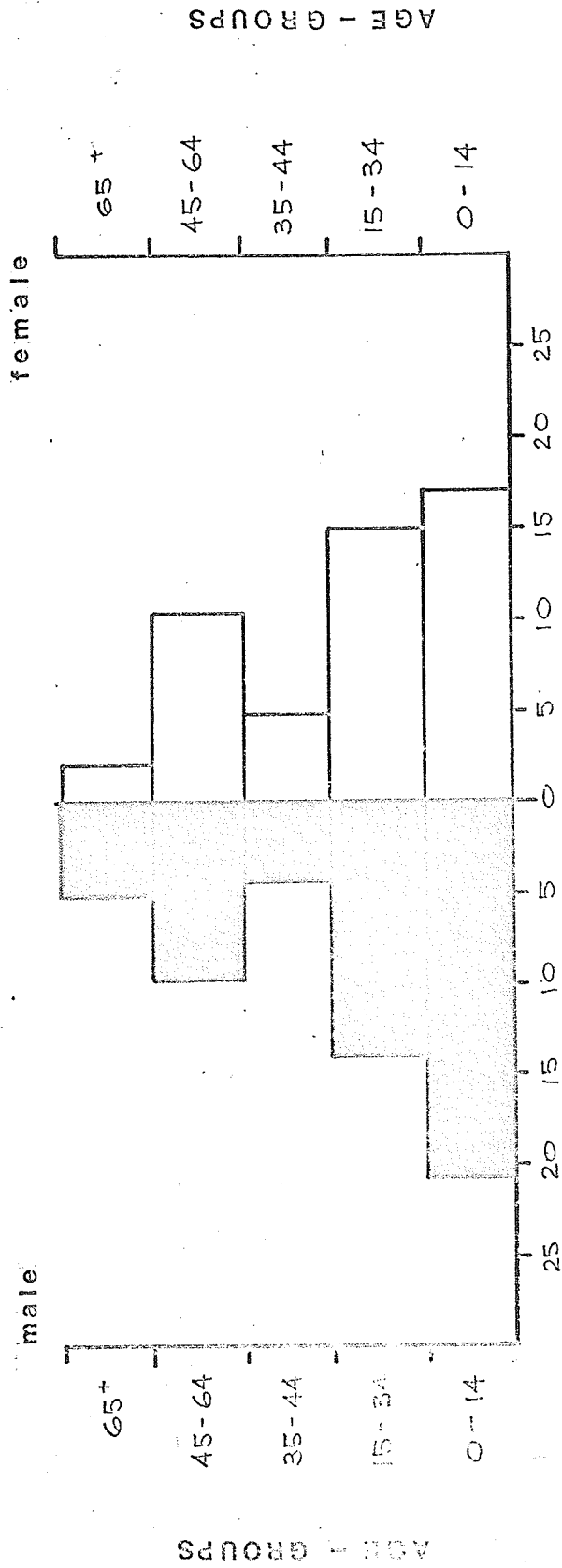
	0-14	15-34	35-44	45-64	65+	Total
Male	1971	1314	394	920	460	5059
Female	1643	1446	460	986	197	4732
Total	3614	2760	854	1906	657	9791

Source: Interlake Fact - 1968.

# TOWN OF SELKIRK

## AGE - SEX PYRAMID

1968



PERCENTAGE OF TOTAL POPULATION

TABLE 4\*  
(1961 Census)

ETHNIC GROUPS

Ethnic Groups	Percent
British Isles	48.0
Ukrainian	14.2
Scandinavian	10.2
Polish	7.1
Indian-Eskimo	2.2
Others**	18.3

\* Source: Department of Industry and Commerce Community Data Sheets.

\*\* From observation, there is a large proportion of Metis people living in Selkirk, which is not recorded in census.



Basically, the approach is to evaluate both past trends and future potential, in the light of the projected growth of the region, the Province and country.

By projecting past trends, the population of Selkirk in 1991 should reach 13,000. This estimate, based on a steady growth pattern is a straight projection, and is the lowest population figure likely to occur. However, a population of 20,000 by 1991 could result because of several influencing factors.

15

#### H. Economic Background

The labor force of Selkirk is employed primarily by the Steel Mill and Foundry and by Government Agencies. Their relative importance to the town's economy is indicated in the following analysis of its employment orientation.

##### Iron and Steel

Rolling Mills	650	
Abex Industries (Foundry)	159	
Selkirk Machine Works	20	
Total	<u>829</u>	27%
Other Industrial	194	6%

##### Maritime (Highly Seasonal)

Fisheries and Plants	591	
Freight and Passenger	134	
Boat Building	10	
Maintenance and Administration	50	
Other	<u>24</u>	
	809	26%

<sup>14</sup> Factors which could result in a more dynamic growth are: influence of the Agricultural Rehabilitation and Development Act (ARDA) program; improvements in town to attract people; increase in hospital facilities and future growth of area between Winnipeg and the Town of Selkirk.

<sup>15</sup> Planning Division, Underwood and McLellan and Associates Ltd., Op. Cit., p. 12.

Public Institutional

Mental Hospital	530	
General Hospital	124	
Steam Generating Plant	64	
Government Offices - General (approx.)	200	
Total	<u>928</u>	30%
<u>Commercial</u> - estimated	350	<u>11%</u>
		100%

The employment of the maritime sector is highly seasonal with much of its work force on a part-time basis. With virtually no fishing on Lake Winnipeg now, the majority of the work force is employed by the Fresh Fish Processing Plant, in the summer and fall.

In the winter, between 300-350 find other employment, such as cutting plywood and the women return to their duties as housewives.

The most significant development on the economic scene has been the recent eligibility of the Town of Selkirk for federal government grants, under the Area Development Agency (ADA) designated area program.<sup>16</sup> In addition, a 150-acre industrial park has been developed with financial assistance from the federal and Provincial Governments under the Fund for Rural Economic Development (FREED) program for the Interlake area.

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<sup>16</sup> New industries locating in Selkirk are eligible for grants towards cost of new machinery, equipment and buildings, and existing industries are eligible for grants for expansion of existing facilities.

PART II

## PART II

### THE ANALYSIS OF THE RECREATIONAL POTENTIAL OF SELKIRK'S WATERFRONT

#### A. Concept of Recreation in the Waterfront Plan

The demand for recreation and tourism is growing. Dominion Bureau of Statistics for 1970 indicate that visitors to the Province of Manitoba increased 13.4 per cent, totaling 871,395, and spent an estimated \$135 million, an increase of \$15 million in the tourism industry's income. Under the broad heading of cultural and recreation, the government plans to increase its spending by \$33.5 million in the 1971-72 fiscal year to a total of \$298.1 million.

The future of recreation is bound up with the forces which are shaping the metropolitan civilization, towns and communities. New problems and challenges have emerged, some inherent in the nature of recreation, others related to urban living. These new challenges and problems call for planning that is creative, comprehensive and based on a new perspective of "recreation."

How should problems of this nature be approached? Experience has pointed out that the processes of planning by piecemeal and crisis can achieve little. A number of approaches have evolved to cope with the problems as well as to expand and deepen the understanding of recreation, such as the goal oriented approach and the systems

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<sup>17</sup> Refer to H. Gans, Recreation Planning for Leisure Behaviour: A Goal Oriented Approach, PhD. Thesis, University of Pennsylvania, 1957.

approach.

To deal with all issues in recreational planning is beyond the scope of this thesis. Consequently, only the most significant elements are discussed, such as, the definition of leisure and recreation, forces affecting demand, new dimensions of recreation, and more specifically, waterfront development.

Doxiadis points out some interesting facts when he states: "Man spends 75 per cent of his lifetime at home and 25 per cent away from it. He spends 36 per cent sleeping, 20 per cent working and 10 per cent eating, dressing and bathing. He is left with 3 $\frac{1}{4}$  per cent or one-third of his life for leisure, pleasure, thought, etc. It is this one-third which constitutes the basic difference between man and animal."<sup>19</sup>

Perhaps this is an appropriate time to look into the definition and meaning of leisure and outdoor recreation as a basic analysis.

1. Meaning of Leisure and Outdoor Recreation - There are varied<sup>20</sup> opinions about the meaning of the terms "leisure" and "recreation", but

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<sup>18</sup> Refer to W.J. Hart, A Systems Approach to Park Planning (Morges, Switzerland: International Union for the Conservation of Nature and Natural Resources, 1966).

<sup>19</sup> C.A. Doxiadis, "Human Settlements: Challenge and Response," Main Currents in Modern Thought, 1968.

<sup>20</sup> Refer to C.K. Brighthill, The Challenge of Leisure (Englewood Cliffs, N.J.: Prentice-Hall, 1960); C.K. Brighthill, Man and Leisure: A Philosophy of Recreation, 1961; S. Degraza, Of Time, Work and Leisure (Garden City, N.J.: Anchor Books, 1964); M. Kaplan, Leisure in America (New York: John Wiley & Sons, Inc., 1960); E. Larraber and R. Meyersohn, Mass Leisure (Illinois: The Free Press, 1958); Miller & Robinson, The Leisure Age (Calif: Wadsworth Publishing Co., 1963); T. Sellin, Recreation in the Age of Automation (Philadelphia: The American Academy of Political & Social Science, 1957); S.R. Slawson, Recreation and the Total Personality (New York: Association Press, 1948).

most writers define leisure as discretionary time - time to use as one chooses in which feelings of compulsion should be minimal, and recreation as the behaviour patterns occupying this time.

The Dictionary of Sociology defines Leisure as:

"... free time after the practical necessities of life have been attended to ... conceptions of leisure may vary from the arithmetical one of time devoted to work, sleep and other necessities, subtracted by (from 24 hours) - which gives the surplus time - to the general notion of leisure as the time which one uses as he pleases." 21

and Recreation as:

"... any activity pursued during leisure, either individual or collective that is free and pleasurable, having its own immediate appeal, not impelled by a delayed reward beyond itself or by any immediate necessity. Recreation includes play, games, sports, athletics, relaxations, pastimes, certain amusements, art, forms, hobbies and avocations. A recreational activity may be engaged in during any period of the individual, the particular action being determined by the time element, the condition and attitude of the person and the environmental situation." 22

Some writers define recreation in terms of emotional and intellectual experience, and their highly personal nature; others, like Gans, prefer to focus attention upon activity - upon what people do, in observable ways and to use the term "experience" to describe the activity.

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<sup>21</sup> M.H. Neumeyer and E. S. Neumeyer, Leisure and Recreation, p. 14, Quoted from Dictionary of Sociology (New York: Philosophical Library, 1944), p. 175.

<sup>22</sup> Ibid., p. 17, from pp 251-252.

<sup>23</sup> H. Gans, "Outdoor Recreation and Mental Health," Outdoor Recreation Resources Review Commission Study Report, No. 22 (Washington, D.C.: 1962).

Recreation is the activity or activities (including inactivity if freely chosen) engaged in during leisure time. Leisure is time, recreation is activity. The two are closely related but not synonymous.

Individuals who have the choice in the use of leisure also have the choice in recreation activity. Their choices are conditioned by their social environment, and individuals choose their recreation within the range of knowledgeable opportunities, physically and economically available to them. (Refer to Appendix F(1)).

Age and sex influence recreation choices heavily; what one chooses as a child or youth may no longer appeal or may be too strenuous as one grows older.

Perhaps it should be noted that most of the working man's leisure today falls into one of four categories:

- on weekends
- on work days after work
- on annual vacations, and
- when one retires

In our basically ordered society and within certain limitations, one of the appeals of recreation is the freedom of choice both in activity and time.

2. Forces Affecting Demand - The demand for recreation, resources, and space is expanding at an unprecedented rate chiefly because of increasing population and leisure time. When this is compounded with the growing influence of the leisure age factors, of rising incomes, and of greater mobility, the demand for recreational activities in

the years ahead will reach astonishing magnitudes. Since changing "tastes" are eminent, it is difficult to say exactly how these leisure-age factors will affect demand.

Studies related to the areas of economics and human behaviour have only begun; thus, these predicted variables are useful as guides only. There are other aspects of the accelerating demand trend that call for consideration. Because of the regional concentration of people, intense demand pressures will be sharply felt in the surrounding areas and more so in the holiday regions.

The growing youthfulness of the population will further increase demand for recreational space suited for more active outdoor pursuits, such as skiing, swimming, camping, picnicking, and boating.<sup>24</sup> Also, surveys of the expanding older age groups indicate increased demand for certain recreational activities such as swimming, camping, and nature walks.<sup>25</sup>

Growing productivity in the form of more personal income and more leisure time will further complicate the nature of the demand for outdoor recreational opportunity. Suitable surroundings and amenities will be required as the demand grows and changes.

A 3-day, 12-hour-a-day work week has recently been announced by a Winnipeg company and there is every indication of its being

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<sup>24</sup> Refer to Table FII.

<sup>25</sup> Eva Mueller and Gerald Gurin, "Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults," Outdoor Recreation Resources Review Commission Study Report, No. 22 (Washington, D.C.: 1962).



successful. Such an eventuality could be the beginning of a trend which would greatly expand the leisure-recreation travel range of the workers. The surrounding areas would be within the reach of the recreationalist and within the scope of regional planning.

Technological changes and increased mobility also have a bearing on recreational demand. The automobile has had the greatest impact on recreation - in range, variety and intensity.

In recent years there has been an increase in such activities as boating, water skiing and camping, which cannot be entirely attributed to the demand factors of population, income, leisure time, and mobility, but also to improvements in equipment.

Surprising surges of demand for special types of terrain are being felt today from camping and boating enthusiasts. In general, opportunity for recreation experience is directly related to the availability and quality of land and water areas.

The demand for recreational activities and facilities seem endless, but the precious lands and waters are not. Proper utilization and planning over the next few decades may well govern the welfare and enjoyment of all future generations.

3. Land Capability for Recreation - Socio-economic progress, with its pressures of urbanization and growing leisure, has forced man to consider more intensely the recreational value of natural resources.

The resources must be viewed in terms of suitability for particular types of recreational activity, and also in terms of the changing

supply caused by natural phenomena such as soil erosion, floods, disease, fires, and economic exploitation, for example, through depletion, pollution, and water development projects.

The recreational development of public lands should reflect the needs of the people for all types of recreation. However, the type and extent of such development should also consider capabilities of the land and the total needs and opportunities of the respective area. This is to ensure that future needs are fully met and the <sup>26</sup> quality of the physical resource base maintained.

In the past, the value of land and water resources has not received much serious attention. There are two main reasons for this neglect. The first reason is that the vastness of Canada's natural resource base has led to a widespread confidence in its inexhaustibility. Because of this, recreational development has been a low priority as compared to industrial expansion or other profit-making forms of development. The other reason is that the evasiveness of the benefits incurred by recreational activities has placed scepticism in this type of development. The real value of non-priced recreation is vague and has made recreational development difficult to justify in economic

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<sup>26</sup> The word quality is usually thought to be related to the physical characteristics of the site, location factors, and to the nature and level of development. The ONRRC in 1962, established a classification scheme dealing primarily with quality, but recognized the important roles that economics and social factors played.

terms; often its value is implicitly regarded as zero.

Both of these obstacles are slowly being overcome. Recent years have witnessed an expansion of research activity into the socio-economic aspects of recreation.

The Canada Land Inventory, under the auspices of the Agricultural Rehabilitation and Development Act (ARDA) of 1961, developed a classification scheme for land, "according to their physical capability<sup>28</sup> for use in agriculture, recreation and wildlife for their present use."

Each classification system comprises seven classes; Wildlife, for example, is based on the natural capabilities of land and water to produce waterfowl and ungulates.<sup>29</sup> Also, an approach was developed for the classification of land according to its natural capability for outdoor recreation.<sup>30</sup>

This technique disregards existing access and other market factors related to any location. It rates land units capable of intense use, such as beaches and good ski hills.

In addition to class capability, types of activities to which the land is suited, are classified. Recreation capability data will

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<sup>27</sup> Problems of intangibility, etc. are discussed in U.S. Outdoor Recreation Review Commission Prospective Demand for Outdoor Recreation, Study Report No. 26 (Washington, D.C.: 1962); Marion Clawson and Jack L. Knetch, Economics of Outdoor Recreation (Baltimore, Maryland: John Hopkins Press, 1966).

<sup>28</sup> Canada Land Inventory, Objectives, Scope and Organization, Report No. 1 (Ottawa: Department of Forestry and Rural Development, 1970), p. 7.

<sup>29</sup> Canada Land Inventory, Land Capability Classification for Wildlife, Report No. 7, ARDA, 1970.

<sup>30</sup> Refer to Appendix E(2).

enable planners to know with considerable accuracy the location, quality, nature, and extent of key recreation resources which could be developed.

"Planning for leisure more specially, planning for a meaningful life style - will call for examination of the total landscape for its inherent natural values ... Health of the human environment depends upon the diversity of its landscapes, which should interlock with communities in symbiosis." 31

4. New Dimension in Recreation - Paul Friedberg says that:

"... the effects of the urban environment today, are probably more pervasive than the effects of any time spent in recreation; the urban environment has the power to desensitize the perceptions, cause an unnecessary physical strain, create a lingering disorientation, intensify a growing apathy, and lack of involvement, limit the capacity to communicate with others, reduce the ability to learn and develop. The environment batters us so devastatingly that no number of basketball games or picnics, etc., can neutralize the impact." 32

Sociologists, psychologists and recreationalists emphasize the psychological and emotional need for recreation. Recreational activities are looked upon as therapeutic - an outlet for the increasing tensions and strains of modern society. It is felt that creative recreation balances life, by satisfying man's activity hunger, and his need for belonging, that in recreation the individual can test his physical fitness and his ability to cope with nature, and that appreciation of recreation will definitely influence attitudes and interests

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31 W.C. Fromans, "Urbanization and Leisure: Regional Reflections," a paper presented before the Community Planning Association of Canada Conference, Winnipeg, Manitoba (September 29, 1970).

32 P. Friedberg, Play and Interplay (London: Collier-MacMillan Ltd., 1970), p. 15.

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in later years.

"'Environment' may be viewed as the sum total of what is met when one goes out into the world; in short, all those things that make up the surroundings."<sup>34</sup>

Recreation is very much part of the total environment. One of the challenges in community development is to use potential recreational resources in ways that are truly 're-creational,' that heighten experience and enjoyment of all residents.

Recreational needs in the environment are not the same for all age groups. Walt Whitman wrote:

"There was a child went forth every day, and the first object he looked upon and received with wonder, pity and love, or dread, that object he became. Part of him for a day or a certain part of day, or for many years or stretching cycles of years." 35

For a child, play is work, and learning, and it follows that his development will be limited by his experiences. Friedberg states, "that a child does half his learning before he is four years old, another 30 per cent before he is eight years, and only 20 per cent during the remaining years of elementary and secondary education."<sup>36</sup>

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33 Sources: B.M. Berger, "The Sociology of Leisure: Some Suggestions," Work and Leisure, pp 21-37; G.D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Book Co., 1959); Outdoor Recreation Resources Research, Study Report No. 22, Trends in American Living (Washington, D.C.: 1962); also refer to Footnote No. , on page , Part .

34 Friedberg, Op. Cit., p. 15.

35 Ibid.

36 Ibid., p. 35.

Playgrounds must be designed to have color movement, people and life. Activities should be challenging and appealing, creating opportunities for a child to express himself, shape his environment and develop wholeness through play and experience.

Friedberg says that, "today's teenager has given the larger society a whole new style in music, dance fashion, political protest; he is participating in and creating in a whole new sexual revolution."<sup>37</sup>

The basic activities handed down from the past are no longer meaningful to him. Today's activities must provide a milieu through which one can create, experience and adapt.

The adult is easier to satisfy in terms of recreational needs.<sup>38</sup> However, Friedberg feels that adults of all ages and families require facilities that not only enrich life on many levels, but also meet the needs of individual life style. Facilities should offer a variety of recreational opportunities during the day and night, from shopping and entertainment to gathering as members of a community, for political rallies, civic discussions and appearances by public personalities.

Regarding the elderly, Friedberg says, "that one of the disturbing paradoxes of modern times is that we take great care to lengthen life but do little to give meaning to the added years."<sup>39</sup>

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<sup>37</sup> Ibid., p. 91

<sup>38</sup> Ibid., p. 95.

<sup>39</sup> Ibid., p. 129.

The elderly do not want to be isolated from the life and activities of the rest of the community. There is a need for more areas that provide social encounters as well as meaningful activities. To involve the elderly in the community, ways must be found to utilize their talents, resources, and experience.

In conclusion, attitudes concerning recreational activities and facilities must change in order to keep pace with the evolution of society. The professional planner can only give guidance and encouragement. Citizen participation is the key to positive community development.

5. Waterfront Development (General) - Waterfront planning considers the uses of the water as well as the land adjacent to it. Waterfronts are suitable for a variety of uses ranging from heavy industrial, to residential, to recreational, and the choice of use must be made within the framework of the plans of a community. The development of municipal waterfronts varies and is complicated by the specific problems of their locations.

a) Problems - However, a study of waterfront redevelopment problems throughout the United States revealed some interesting, <sup>40</sup> general conclusions.

Blighting of waterfronts is often the result of their inability to adapt to the changes required of them to remain viable. Other causes include flooding, storms, pollution and excessive costs of

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<sup>40</sup> Waterfront Renewal, Department of Resource Development, State Wisconsin, 1966.

maintaining shoreline structures.

b) Advantages of Waterfront Location - Sites on the waterfront may offer certain advantages for redevelopment:

- 1) Frequently, waterfront locations offer a spectrum of design potentials which could, if recognized, initiate development efforts;
- 2) Water projects are usually more favorable in the eyes of the public, since they are the owners of the adjacent waters and can enjoy it;
- 3) If public recreation is emphasized as a reuse, the benefits of this amenity are more tangible to the public; and,
- 4) The problem of determining the extent of the redevelopment project site is easier since the water's edge is one definite boundary.

c) Goals - In the formulation of any urban waterfront development plan, certain general objectives should be considered;

- 1) To Promote Greater Public Use - This goal includes providing recreational facilities such as boat ramps and marinas, or merely improving or increasing the view of the river. This would also insure shoreline maintenance as well as enhance the uses of the upland. For instance, apartments with a view of the water utilize this as a positive financial asset in setting rental rates.
- 2) To Realize the Aesthetic Potential - Aesthetic considerations are an important facet of any development plan.
- 3) To Improve the Quality of Surface Water - Pollution abatement should be an important consideration in any water resource or waterfront plan.



- 4) To Provide Efficient Transportation - The plan should provide for adequate passenger-cargo facilities as well as efficient transportation to and from the waterfront.
- 5) To Provide Waterfront Commercial and Industrial Sites - Sites should be provided for port-related uses, and structures must be designed to minimize flood problems.

d) Waterfront Design Principles - In relation to the general objectives, further careful planning is necessary. The Waterfront Renewal, Dept. of Resource Development, State of Wisconsin,<sup>41</sup> points out some basic principles applicable to waterfront design.

- 1) Site Identity - Waterfront design should provide a sense of location and create a certain visual unity in the community environment. This is accomplished through the effective planning of open spaces and utilization of unique aspects of the waterfront.
- 2) Sub-Environments - The waterfront should be a mixture of functions and uses, each with an aesthetic essence of its own.
- 3) Distinctness - Every city or town is different to some degree because of geography, economics, history, etc. Native features, such as a commercial fishing area or the historical value of the waterfront should be examined carefully and their assets put to the fullest use.
- 4) Open Space - Broadening the open space wherever possible is good design. Landscaping the banks enhances the beauty of the water. However, open spaces must be easily accessible physically and visually.

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<sup>41</sup> See Appendix A for considerations in the design of the waterfront.

- 5) Design Potential - Water locations offer excellent possibilities for imaginative design. However, certain natural conditions and limitations affecting the waterfront must be carefully considered in the design.

Some waterfront architectural features designed to improve visual and physical access are:

" Esplanada - a broad, flat walkway which follows the banks of the river or port areas. It provides access to waterfront locations for pedestrians and service vehicles.

Embarcadero - a wharf running parallel to the shore but separated from it except to the access points. Traditionally, it has served as a way of increasing the berth space available on a given stretch of shoreline, but it can also be used to give greater access for pedestrians.

Lookout Towers - towers, perhaps cantilevered over the water, can be used to provide greater visual access to the water. This is especially desirable feature where little waterfront land is available for such purposes.

Bridges - these indispensable features are found on every waterfront, although seldom designed with any consideration of waterfront aesthetics in mind. However, bridges can incorporate observation bays for pedestrians, and possible vehicles.

Artificial Islands - small islands can be created to provide better lookout points for viewing inland activity. However, they must not interfere with navigation nor must they interfere with the view of the water from island points."<sup>42</sup>

e) Strategy for Action - Proposed governmental action for achieving better waterfront use, both private and public, are as follows:

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<sup>42</sup> Waterfront Renewal, Op. Cit., pp 32-34.

<sup>43</sup> Ibid.

- 1) Through an adopted plan, local government should encourage an orderly transition in waterfront land use. It should, through codes and other regulations, discourage certain non-conforming uses to protect its future interests. Although public acquisition of land is a costly investment, this action gives the public greater control over the planning of the waterfront area;
- 2) Local government should provide resources to educate both riparian owners and the public concerning matters of waterfront development. On a long term basis, this will prove an asset in coping with problems and public support;
- 3) The city must improve its share of the waterfront as it expects private owners to do. The community as a whole should make the decision to fight against all sources of pollution; and,
- 4) Certain criteria should be established by the local government to allow selective clearance of structures which are causing waterfront deterioration, both physically and psychologically.

In conclusion, the local government should seek out various programs and experts to assist the development and implementation of their waterfront plan, and utilize existing federal and provincial government resources.

6. Conclusions - A broader understanding of leisure and recreation is needed to promote greater utilization of our recreational resources.

Planning provides the mechanism by which the environment is designed, developed, managed and protected to meet the multiple needs of people.

Urban waterfronts today - in a transitional stage - offer great recreational potential whose redevelopment presents a challenge to communities.

## B. Recreational Potential of Selkirk's Waterfront

1. Availability of Resources - The recreational potential of any area is influenced by the availability of resources. In order to evaluate the recreational potential of Selkirk's riverfront area, it was necessary to examine it in a broader context, namely, that of the Interlake, Metropolitan Winnipeg and the Province of Manitoba.

a) Wharf Area - Although the Selkirk Waterfront has suffered from neglect, water pollution, and recurrent floods, it still holds extensive recreational potential. The waterfront at the foot of the business district of Selkirk is a strategic spot for crowd gathering facilities. Development of the waterfront could spur investment in the central business district to accommodate the large crowds that would be attracted to the waterfront area. However, improving the waterfront and encouraging investment in the central business district are not the only considerations.

As mentioned previously, this section of the town is the oldest, and its historical role, particular its port function, is in danger of being lost. Some of this unique historic character, if restored, could become an attractive and well-known feature of the town and one of its cultural assets.

Another point to be considered is the view that the waterfront offers; not only the river and the natural beauty of the opposite bank, but also an ideal site for a limited variety of living accommodations,

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<sup>44</sup> Refer to Appendix D.

in close proximity to the downtown area.

As indicated in the introduction, the growth of recreational boating in Canada has been limited by the lack of adequate facilities. Indications are that Selkirk has the potential for successful boating accommodations.<sup>45</sup>

Presently, the luxury passenger freight vessel, the MS Lord Selkirk and the Paddlewheel Riverboats, are docking at Selkirk with no facilities to accommodate its passengers or cargo. The dock area offers considerable potential for these facilities.<sup>46</sup>

b) Selkirk Park - Selkirk Park, north and adjacent to the waterfront area and government dry docks, offers aesthetic and recreational potential for the riverfront land. Further development would not only enhance the waterfront, but present recreational opportunities for all age groups who use its natural and man-made features each year.

c) Other Resources - The Interlake district and the regions surrounding Selkirk, play important roles in the recreation of Manitoba at the present. No other section of the Province offers such a variety of recreational uses on such an extensive scale.<sup>47</sup>

Lower Fort Garry, 22 miles north-east of Metro Winnipeg and 2 miles south of Selkirk, is a major historic site with tremendous

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<sup>45</sup> Refer to Appendix D (2)

<sup>46</sup> Refer to Appendix D (3)

<sup>47</sup> Refer to Figure DI.

appeal to tourists and local residents. In July 1970, the Fort received some 75,178 visitors, and there is every indication that future attendance will increase steadily.<sup>48</sup>

Other tourist generators significant to Selkirk are:

- St. Andrews Museum
- St. Clements Church
- Lockport
- St. Peters Church
- Chesley's Park<sup>49</sup>

Along the shoreline of Lake Winnipeg and Lake Manitoba recreational facilities range from private cottages to a provincial park, to numerous picnic and camping areas.

Netley and Delta Marshes play an important role in the overall provincial hunting patterns. Although fishing is only fair, many angling hours are spent in the area.

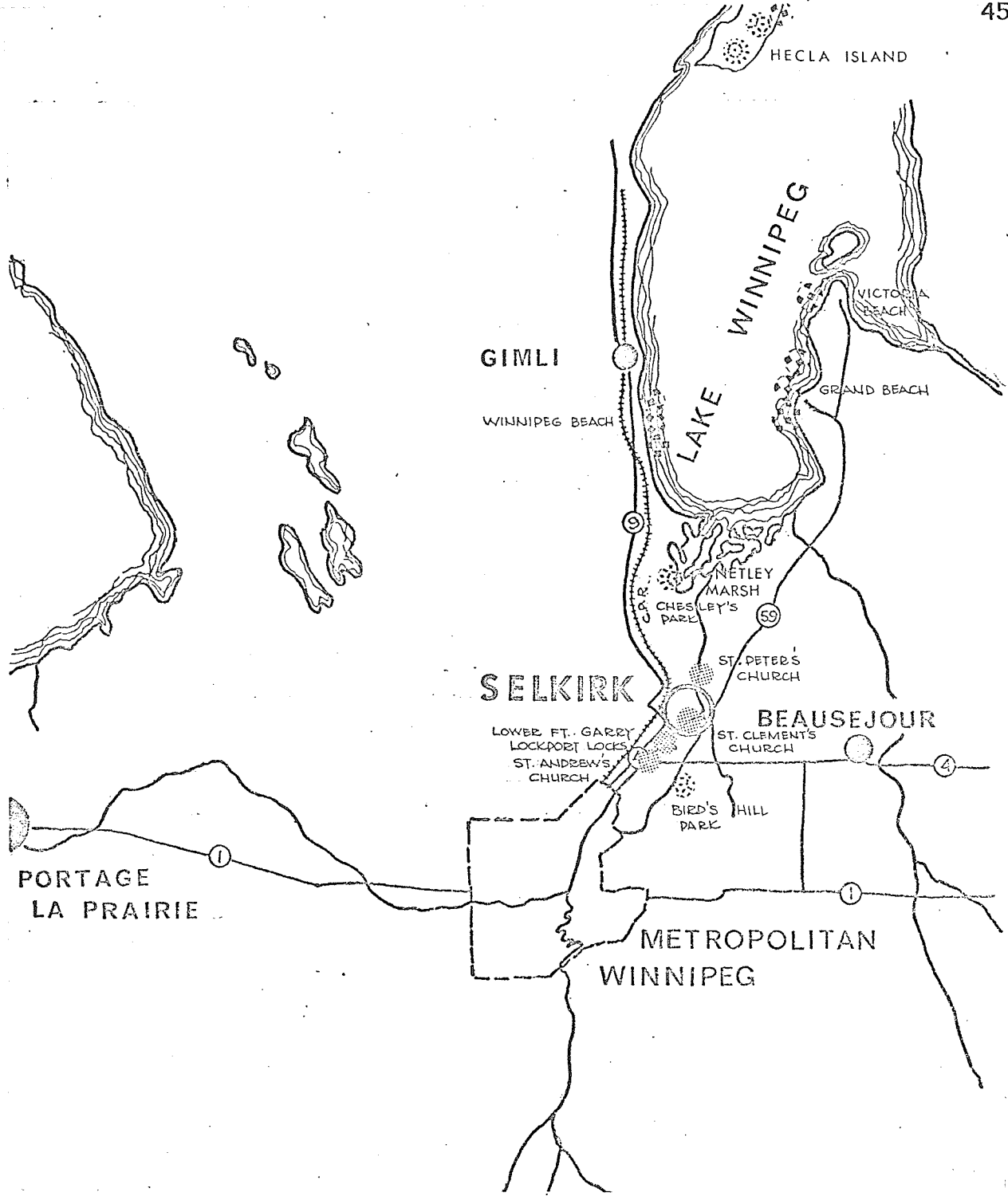
"The Provincial Government proposes to support the development of a major recreational area, along the west shore of Lake Winnipeg. It is expected that this area will serve an existing and rapidly increasing recreational demand for day trips, sight-seeing, camping and cottage facilities. The countryside surrounding the proposed area contains numerous recreational assets and lies within 100 miles of Winnipeg."<sup>50</sup> Hecla Island and Winnipeg Beach are two main elements.

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<sup>48</sup> Refer to Table DI.

<sup>49</sup> See Figure 9.

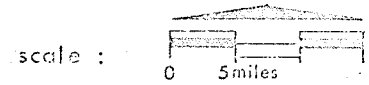
<sup>50</sup> F.R.E.D. - in the Interlake - year 3 (1969-70), p. 30.



# TOURIST ATTRACTIONS

FIGURE 9

-  HISTORICAL SITES
-  PARKS
-  BEACHES



In addition to these, a good start has been made in the new development at Grand Beach, at the south-east end of Lake Winnipeg. Also, shoreline reservations have been made at Patricia Beach, Beaver Creek, and at St. Ambroire, Margret Bruce, Amaranth Beach, Lynch Resort, Lunder and Waterhern Bay on Lake Manitoba.

Possibly one of the foremost factors relating to this recreational potential is the current high demand for land-water based recreation to serve the Metro Winnipeg Area. The significant demands placed upon the foregoing resources by out-of-province tourists is an important economic stimulant but the pressure created by Manitobans is more critical.

Fifty per cent of Manitoba's population is concentrated in Metro Winnipeg with every indication that it will maintain its dominant position in future years. This distribution pattern exerts its influence into almost every aspect of outdoor recreation. Incomes, education and employment are ever-increasing.

While the overall provincial market is modest, conditions within a 100 mile radius of Metro Winnipeg are good to excellent. Metro Winnipeg, a full-scale urban centre, generates and is capable of supporting a wide range of private and public recreational facilities.

Selkirk's proximity to Metro Winnipeg ensures heavy usage by the day-trippers as well as those on an extended vacation period.

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<sup>51</sup> T. Good, Planning Analysis of Outdoor Recreation in the Winnipeg Region, Master's Thesis, University of Manitoba, 1970. See Table FIII.

<sup>52</sup> Refer to Table FIV.

<sup>53</sup> Refer to Metropolitan Winnipeg Parks System and Standards Study, Problems Research Ltd.



2. Studies on Potential - Many studies notably under the auspices of ARDA-FRED in Canada, for example Canada Land Inventory, have been carried out. To assess the recreational "capability" of specified areas. These relate to the supply of rather than the demand<sup>54</sup> of recreational opportunities.

<sup>55</sup> Findings indicate that the Selkirk district (Figure 10) has three very high recreation capability sites and numerous locations ranging from high to moderately high. These are mainly along the western and lower eastern shoreline of Lake Winnipeg. The areas surrounding Selkirk are classified moderately high capability to moderately low.

Metro's Park Systems and Standards Study, 1969 considered a Potential Usage rating for sites within 60 miles of Greater Winnipeg (see Appendix). The best of the sectors examined, in terms of potential<sup>56</sup> or actual use was northeastern Manitoba.

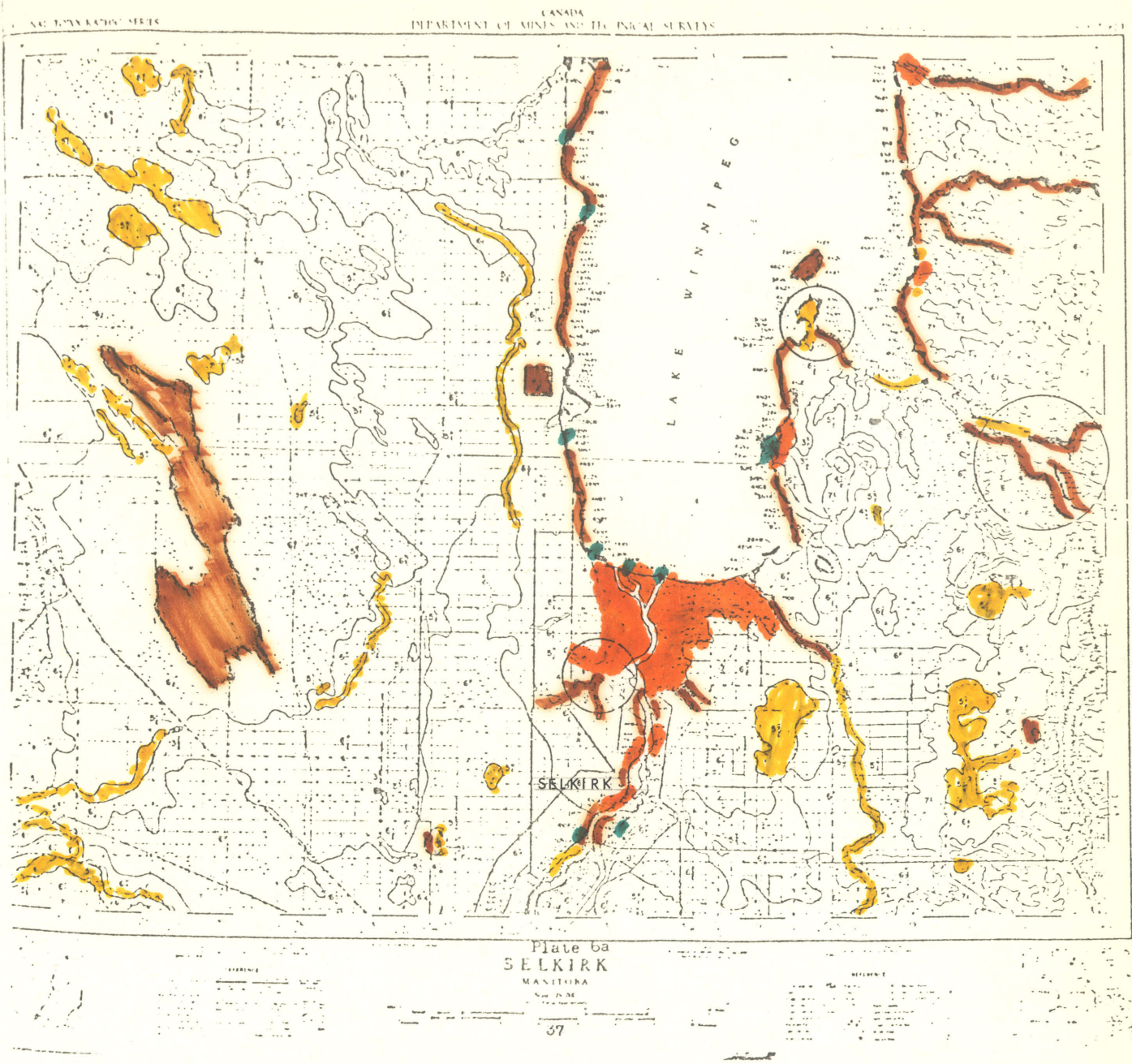
"This area is well serviced by Provincial highways and roads: in addition many sites are located on or near lake shores and rivers and are set in well developed park lands. Another reason for the heavy usage and usage potential may be the 'grouping' of sites. For example, Lower Fort Garry, Rotary Lake, Rendezvous Park and St. Andrew's Locks, which may be considered as one such grouping, would encourage heavier

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<sup>54</sup> Refer to Appendix E (2).

<sup>55</sup> Good, Op. Cit., p. 41.

<sup>56</sup> For Selkirk and surrounding region, the Total Potential Usage Rating is 144. (See Appendix E (1)).



# SELKIRK DISTRICT

- Class 1 (very high capability)
- Class 2 (high capability)
- Class 3 (moderately high capability)
- Class 4 (moderate capability)
- Class 5 (moderately low capability)
- Class 6 (low capability)
- Class 7 (very low capability)



FIGURE

usage than would any single site because of the diversity of facility and of scenery offered."<sup>57</sup>

3. Transportation - Transportation plays a vital role in the utilization of recreational areas. Selkirk is fortunate to have adequate access by road, rail, air and water. However, since recreational travel in Manitoba is mainly by private car, the highway network has assumed more and more importance.

"An engineering study conducted by the Highways Branch in 1960 indicate the needed mileage of multilane roads for 1980 to facilitate the anticipated increase in recreation traffic."<sup>58</sup>

The study indicates proposed multilane improvements to Highways #4, #9 and #59 which provide access to Selkirk.

4. Conclusions - There is, then, a considerable recreation potential in the Selkirk Region, and in particular, the waterfront area. Also, there is a sizable population concentration, with easy access to utilize whatever recreational facilities the area might develop. The waterfront, if developed, could be a great asset to the Town of Selkirk in terms of local enjoyment and tourist attractions.

#### C. Recreational Demand Studies

The demand for recreation is a function of several interrelated factors such as the range of available activities, the population of

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<sup>57</sup> Problems Research Ltd., Metro's Winnipeg Parks System, Saskatoon, 1969, p. 62.

<sup>58</sup> Good, Op. Cit., pp 48-49.

the Town of Selkirk, and the number of people located within a reasonable distance of the area.

Studies of components of recreational demand have been taken for the Province of Manitoba, Metropolitan Winnipeg and the Interlake because of the scarcity of data specific to Selkirk. A review of these various approaches of forecasting the demand of recreational activities will help establish certain and probable future demand pressures that will be significant to Selkirk.

#### 1. Participation in Recreation: Factors Affecting Demand

a) General - Participation in Outdoor Recreation pursuits are influenced by a number of conditions. Relationships of socio-economic characteristics and population enhance the understanding of current trends as well as identify some of the factors which affect participation. If changes in the relative size of the population subgroups can be examined, these relationships can help indicate the difference between present and future needs and demands for facilities.

What are the major factors influencing the demand for Outdoor Recreation now, which may affect future participation rates? Studies such as the Outdoor Recreation Resources Review Commission <sup>59</sup> and a Study <sup>60</sup> of Leisure Needs and Activities by Ben Crow, Associates, have some similar conclusions concerning the general relationships between population characteristics and participation rates for various recreational activities.

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<sup>59</sup> ORRRC, #20, Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults.

<sup>60</sup> B.W. Crow and Associates Ltd., Leisure Needs and Leisure Activities of Canadians, Vols. I-IV, 1968.

Participation in outdoor recreation rises with income as well as improvements in educational and occupational status.

ORRRC states that in the past the middle and upper classes have been leaders in the trend towards a new life style, characterized by informal living and outdoor recreation. In the next few years, as lower income people become increasingly affluent, it is likely that participation rates will increase in this new way of living.

Breakdown by population characteristics indicate that females have distinctly lower participation rates than males, and that participation declines drastically with advancing age. Marital status and having children do not seem to affect participation in outdoor recreation. In general, population pyramids indicating increases in older people does not necessarily infer that a smaller proportion of the population will engage in outdoor recreation. Rather, surveys suggest that present widespread experience with outdoor recreation will lead to greater participation by older people in the future. <sup>61</sup>

However, there is always the danger that these projections concerning the tastes and desires of population may be wrong. Thus, these predicted variables are useful as guides only.

b) Selkirk - The Dominion Bureau of Statistics and the Interlake Fact provide the basic source of statistical information about the population of Selkirk.

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<sup>61</sup> Derived from data collected by ORRRC, Study Report #20, Op. Cit., and Crow, Op. Cit.

Population growth has been steady and should reach approximately  
<sup>62</sup>  
 13,000 by the year 1990.

As indicated in Section 2, Part I, 37 per cent of Selkirk's  
 population total falls within the 0-14 age group. This infers that  
 growth will be experienced by the 15-24 age group, by far the most  
<sup>63</sup>  
 active.

Education statistics of 1968 indicate that out of the total  
 number of people over 15 years of age and over not attending school;

- 3% had no education,
- 26% had no elementary,
- 60% graduated from high school, and
- 11% had one or more years of technology or university.

Improvements in the level of education and technical and  
 vocational training under FRED-ARDA programs will increase the skilled  
 labor force in the future, thereby placing more demand on recreational  
 activities.

Occupation labor force education, incomes, family size and  
 recreational expenditures, are some of the variables which affect the  
 participation in outdoor recreation.

Tables FII-FX presents statistics to relate these factors.

An interesting aspect of the town's employment should be noted.  
 The total employment of the town as estimated by Municipal Affairs in

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<sup>62</sup> Refer to Population Projection, Part I.

<sup>63</sup> Refer to Table FII.

64

1966 was approximately 2,860. It was further estimated that approximately 300 workers who reside in Selkirk work elsewhere (Metropolitan Winnipeg). Also, there were some 550 non-residents employees in the town who probably spend their wages outside of Selkirk, notably in Metropolitan Winnipeg. Perhaps, this economic loss can be nullified through attractions by recreational facilities as well as improvements in other services.

2. Forecasts of Demands - It is also important to analyze the needs of non-residents who contribute to the demand for recreation activities.

The purpose of this section is to examine various recent demand studies of recreational activities for the Province of Manitoba.

The basis for national resource development planning is formulated from the analysis of the demand of recreation and methods of forecasting it. It is necessary to identify the factors that determine the volume and type of recreation demand and the values generated by recreational uses.

The first approach consists of a single-system, to gauge activity range of recreation availability. A set of ideal types was derived, running from the most individualized, least structured, least site-orientated, least economic investment and least communicative, to the most social, most structured, most particularly site-orientated,

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<sup>64</sup> Total work force for 1966 was estimated by applying 31.3 per cent (total labor force for 1961) to the 1966 population.

<sup>65</sup> Refer to the works of Marion Clawson.

<sup>66</sup> Recreation, West shore of Lake Winnipeg.

most investment required, and most communicative, recreation activities. The central core - the determinant - of the typological definitions is the socio-psychological terms of reference, concerned with the number of persons required to operate the activity.

67

The following is the typology used in this study to gauge range availability.

- "Type I - Singular and individual activities in which the single participant makes all the decisions and is restrained only by the general environmental situation and his own survival
- Examples: Relaxation, sun bathing, swimming, fishing, hunting, trapping, playing, riding, skiing, skating, gymnastics and/or tobogganing.
- Type II - Activities in tandem, in which communications between the participants is only rudimentary, and follows a linear chain. Decisions are horizontal and thus equally weighted.
- Examples: Hiking, canoeing, water skiing, climbing, boxing, dancing, tennis, handball and/or squash.
- Type III - Familiar activities in which communications are diagonally and instinctively structured, and (in the case of instrumental) horizontal. Decisions are governed by societal and psycho-biological survival, or need.
- Examples: Picnicking, camping, trailer camping (boating), cockouts, restaurants, night clubs.
- Type IV - Small group activities in which communications tend to travel over pre-established lines. Decisions are often weighted by tradition and governed by societal survival or goals, pre-determined rules and psycho-biological requirements.
- Examples: Football, hockey, curling, soccer, racing, contests, tournaments, festivals, ceremonies, and religious services.



Type V

- Group activities in which communications travel in all directions, but in which each individual is either the recipient or the sender at any one time (not both). Decisions are weighted by the policy of the situation and governed by

- societal survival,
- unity of the group,
- psycho-biological survival,
- societal goals, and
- policies determined by abstract and often economic-mechanics.

Examples: Bingo, tours and sightseeing, circuses, television, radio, opera, motion pictures, libraries, art galleries, auctions and fashion shows.

Type VI

- Mass activities, in which communications are instantaneous and decisions are always one product of joint consideration on the part of all participating social elements. The most structured by type, and the only type to use and implement plans and programmes.

Examples: Educational surveys, meetings, discussions and activities, arts and crafts, fine arts, ballet, music, and tactical games." 68

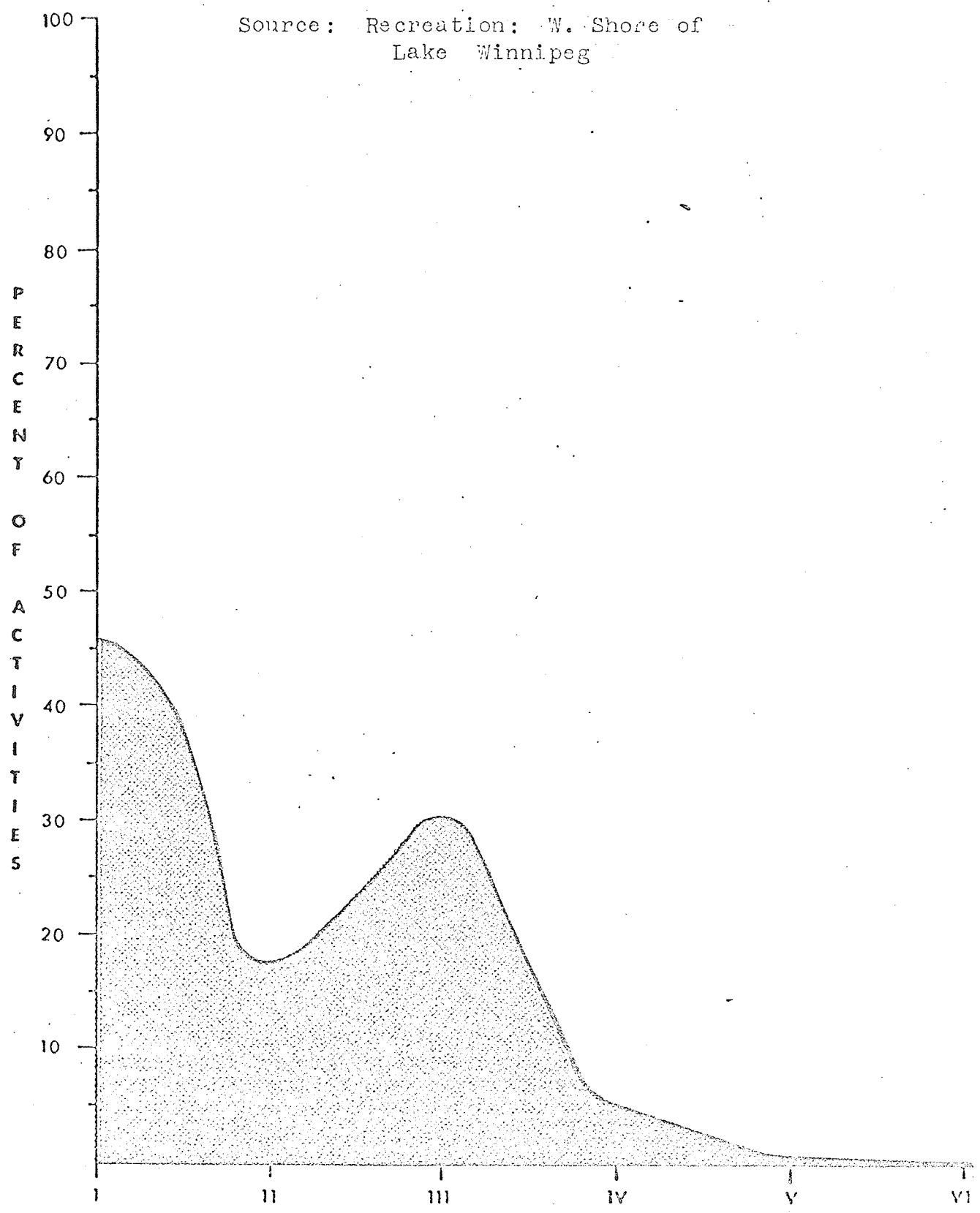
The first graph (Figure 11) in the series is for the Province of Manitoba and characterizes the Type I, II and III activities, while the second graph (Figure 12), strikingly different, typifies the Type III, IV and V activities. The third graph (Figure 13), entitled "Project Area" deals with recreation and accommodations along the west shoreline of Lake Winnipeg from Netley Marsh to Hecla Island. The graph indicates a higher peak at Type III, thus a larger availability range with respect to the proportion of all other selected activities - familial activities in this area, than on the provincial scene.

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68 Ibid.

# PROVINCE OF MANITOBA 1965

Source: Recreation: W. Shore of Lake Winnipeg



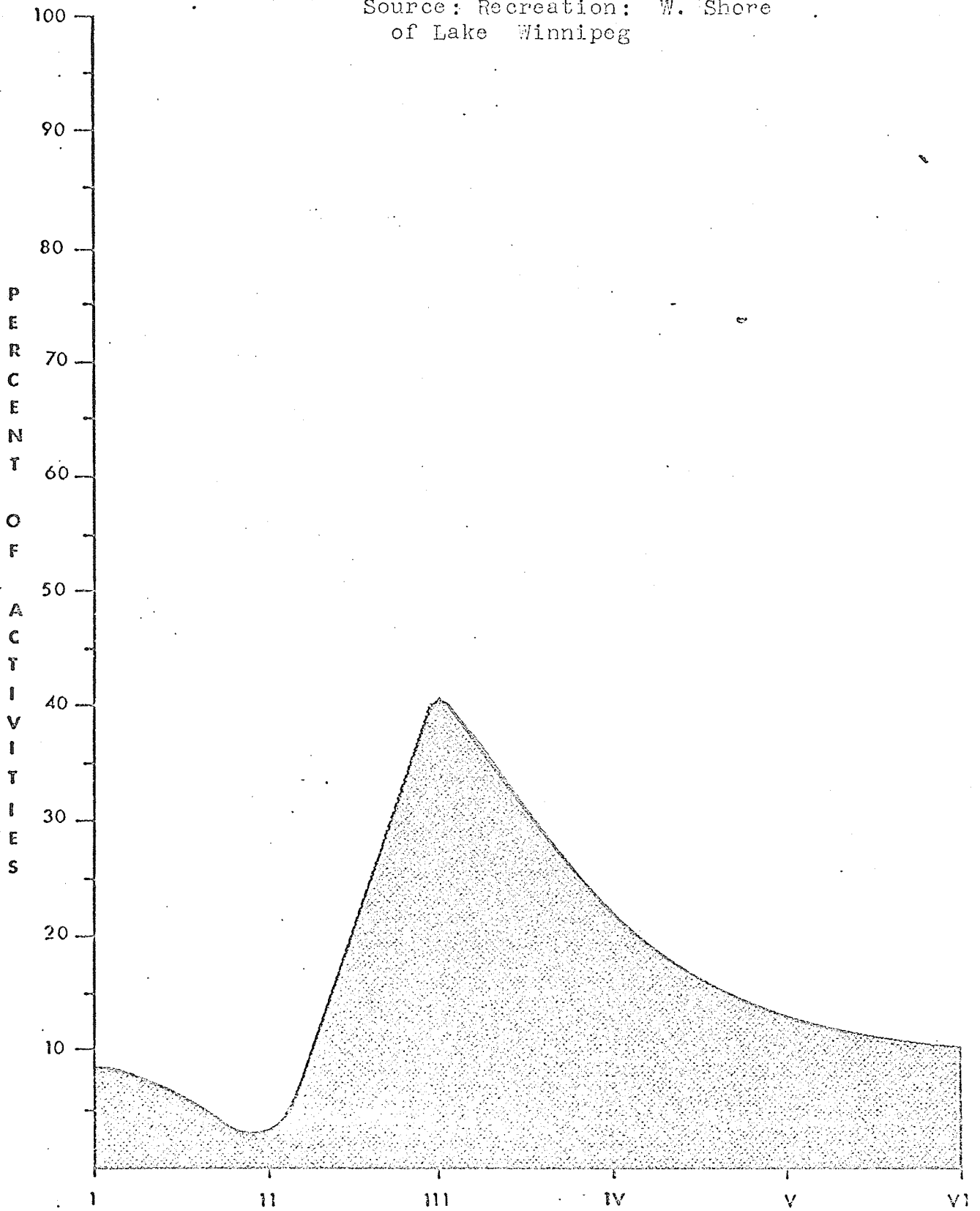
RECREATION . TYPOLOGY

ACTIVITY TYPES

FIGURE 11

# GREATER WINNIPEG 1965

Source: Recreation: W. Shore  
of Lake Winnipeg



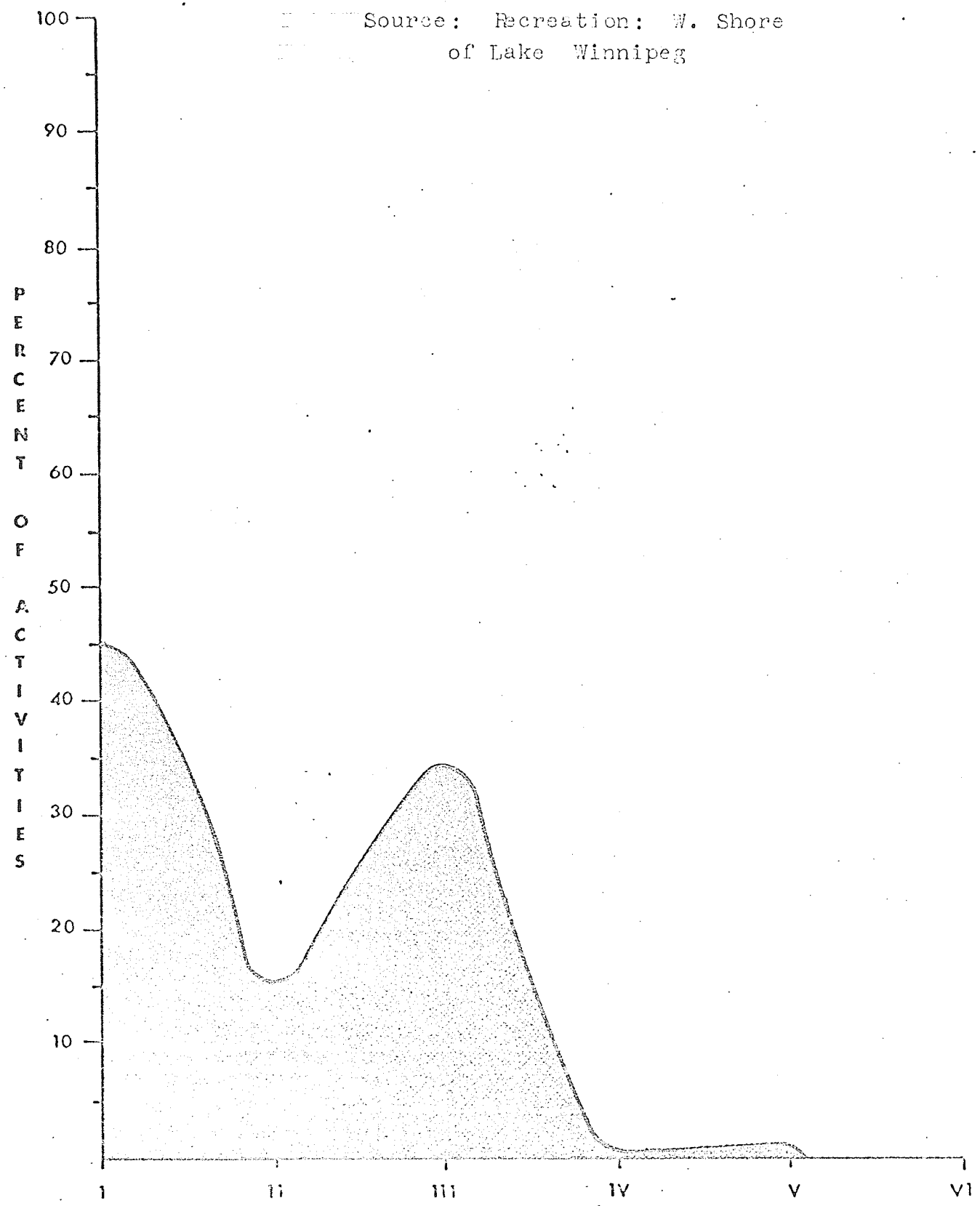
RECREATION TYPOLOGY

ACTIVITY TYPES

FIGURE

12

### PROJECT AREA 1965



RECREATION TYPOLOGY

ACTIVITY TYPES

FIGURE

13

The final graph is concerned with the projected development of activities in the province and Project Area according to established trends and development policies (Figure 14).

The 1985 projection indicates that of the total recreational activities available;

- 5% will be devoted to large group, socio-cultural spectator activities (Type VI)
- 10% will be composed of small group activities such as festivals, tournaments, movies, etc. (Type IV)

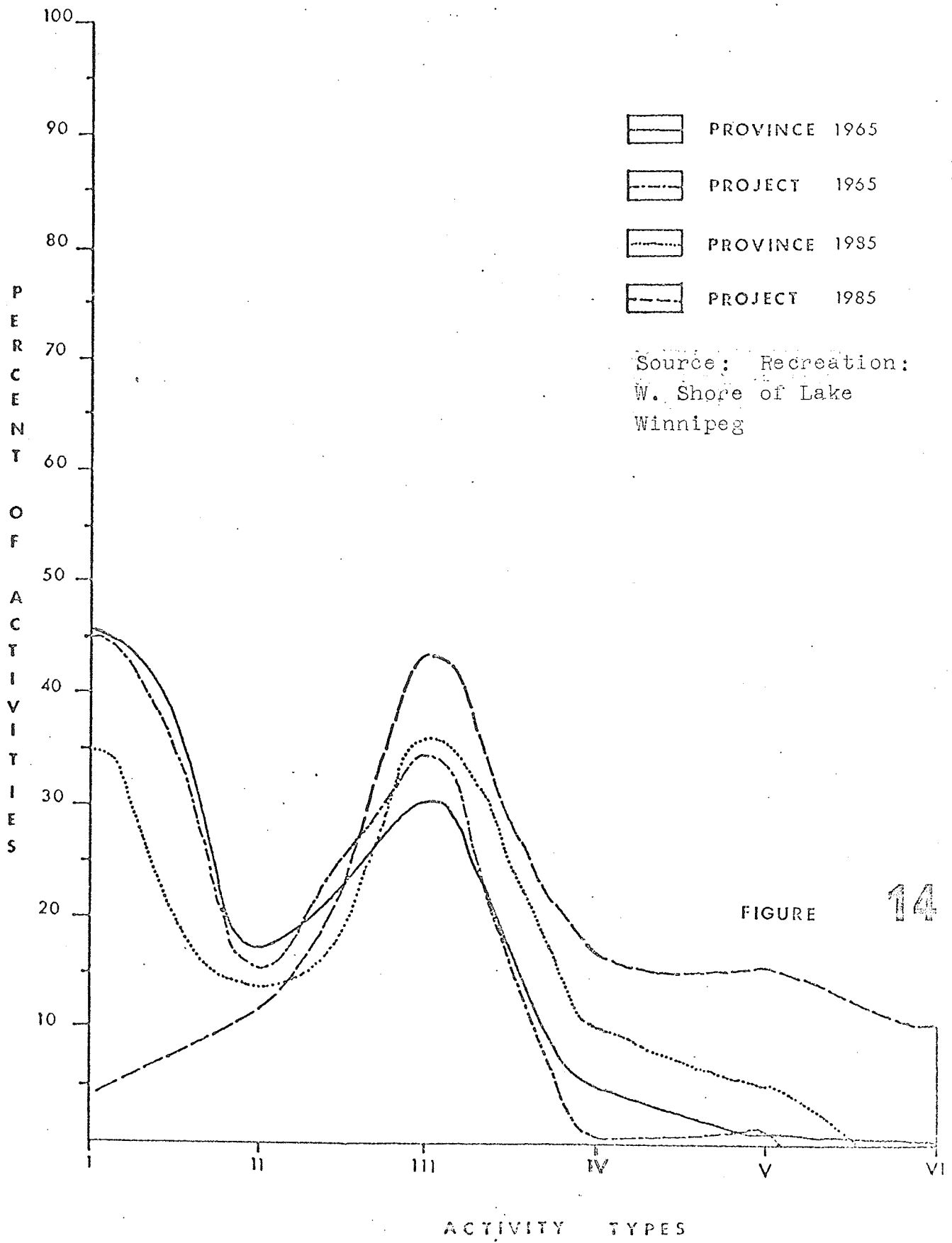
Family activities will dominate the overall scene, such as summer cottages, boating, restaurants, bars and camping.

The report also suggests that there will be "a new concept of family mobility determined largely by new advances in the technology of transport, such as that distance will no longer be a factor in the development of recreational activity; the new factor will unquestionably affect the complete range of activity."<sup>69</sup>

A quite different approach to establishing explanatory relationships for forecasting recreational activity involves analysis of patterns of participation at a point in time. For this technique, sample data must be gathered on recreational activities of individual households during a specified period. Participation rates are observed along with values for each explanatory factor. This kind of analysis can be done simultaneously for a variety of socio-economic and other

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<sup>69</sup> Ibid., p. 76.



Source: Recreation:  
W. Shore of Lake  
Winnipeg

FIGURE 14

MANITOBA & PROJECT AREA SHOWING  
EXISTING & PROJECTED ACTIVITIES

70  
factors expected to be significant in explaining participation. Then, forecasts can be made by applying the aggregate effect to future populations.

Examples of analysis of this type of several kinds of recreation are the ORRRC <sup>71</sup> and a Study of Leisure Needs in Canada, by Crow and Associates. This latter study examined the 1968 relationships between ratio of participation in seventeen outdoor activities and seven factors. The effects of these several factors proved to vary widely among different recreational activities. With forecasts of these factors, their composite effect on each activity can be determined. Per-person forecasts for year 1986 were obtained by multiplying the composite effect for each activity by the observed participation rate in 1967 in the activity. These were then multiplied by the expected populations to yield forecasts of future recreational activity. A number of zones, within a 75-mile radius of Winnipeg, which could conceivably accommodate the facility requirements of Winnipeg residents to 1976 were located.

The designated zones were selected on the basis of the suitability of land for particular activities, and the accessibility of <sup>72</sup> the site. Netley Marsh, some eight miles from Selkirk, was characterized as one of the most favourable zones.

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<sup>70</sup> Refer to Crow, Op. Cit., Vols. I-IV; ORRRC; and Good, Op. Cit.

<sup>71</sup> ORRRC, Op. Cit., #20.

<sup>72</sup> Good, Op. Cit.

The previous discussion has dealt with forecasting demand for recreational activities. Because of virtually no data concerning the recreational facilities in the immediate vicinity of Selkirk, an overall picture of demand studies, in a larger context, was analyzed. Forecasts of demand can best be made by referring initially to the population which give rise to it. The sum of demands that can be expected by individual competitive areas must be consistent with the total market. An analysis of present users at these levels is to be considered a guide only.

3. Conclusions - In conclusion, demand analysis studies offer an indication of the availability of and demand for leisure time activities. They also show how the socio-economic characteristics of the population affect demand for recreation.

73

A study showed that the recreational activities available in the Province of Manitoba are mainly Types I, II and III, such as relaxation, swimming, hiking, boating, picknicking and camping; while for Metropolitan Winnipeg, Types III, IV and V activities predominate, such as competitive sports, festivals, museum and bingo. The west shoreline of Lake Winnipeg provides similar recreational facilities to that of the province as a whole, with stronger emphasis on Type III activities.

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73 Refer to page 54.



Indications are that the present recreational facilities in Selkirk are inadequate to satisfy all age groups.

A recent study of outdoor recreation in Canada established that Canadians as well as Manitobans prefer casual activities such as pleasure driving, picknicking, swimming and visiting parks and historic sites.

Another study predicts that familial activities such as boating, camping and picknicking, will dominate the overall recreation scene.

Recreational demand is affected by population characteristics. Growth is being experienced in Selkirk's 15-24 age group, by far the most active. Selkirk's population pyramid also indicates an increase in the 65- age group; surveys suggests greater participation in recreation by the elderly.

Participation in recreation rises with income, as well as improvements in education and occupational status. Mobility enhances the range of available activities.

The demand analysis indicates that Selkirk does not have the range of activities to satisfy the needs of its residents. Studies and projections within a larger context suggest the direction in growth and range of recreational activities needed.

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<sup>74</sup> Refer to Appendix C, Existing Recreational Facilities.

<sup>75</sup> Refer to page 51, and Table FI.

<sup>76</sup> Refer to page 54.

<sup>77</sup> Refer to page 51.

<sup>78</sup> Refer to Appendix F.

#### D. Summary

This analysis of the recreational potential of Selkirk's waterfront forms a basis for the development.

Due to the forces affecting urban recreational demand, indications are that surrounding regions of Metropolitan Winnipeg will come under intense pressure for recreational land use. This creates a greater need to ensure that land is put to appropriate use, since some areas are sensitive to change and could lose their aesthetic value.

Planning for recreational uses calls for a knowledge of people, their activities and their interactions with each other, and with their environment.

The Selkirk Waterfront offers recreational opportunities for both residents and non-residents. In creating a recreational environment the area must offer something for all age-groups and particularly the family. New activities, unique to the area, should be planned, such as festivals and water-based activities. Of importance, are leisure time activities on a creative level to enhance the cultural and historical development of the area. Programs must be varied and flexible to reflect changing tastes and to serve not only the majority but minority interests as well.

Planning should be done in conjunction with ARDA programs which emphasize vocational and recreational education. Although highly seasonal activities have been discussed, this area is envisaged as the hub of year-round recreation infused in the community environment.

P A R T . I I I

## PART III

### WATERFRONT DEVELOPMENT PLAN

The Selkirk Waterfront has been examined in a fairly comprehensive manner in both social and physical terms, in relation to recreation. The plan is the physical form of response intended to satisfy the recreational needs of the community and to meet the goals as outlined in the Introduction.

The waterfront plan takes fullest advantage of the unique location along the banks of the Red River. This asset is combined with the provision of;

- recreational facilities with emphasis on those which are water-based,
- a spectrum of cultural and commercial facilities,
- and a range of living accommodations, much of it overlooking the water.

The concept of the waterfront as a recreational centre is based on the principle that recreation must respond to the needs of all ages and sectors of the population, for individual, family and group participation. The entire development of the waterfront will be unique offering new kinds of recreation which will be in keeping with the technical and social advances of the people of Manitoba and Canada. The facilities planned on the waterfront propose high rather than

low density activities. Thus, the conception is to provide the best in urban living within the natural setting of the rural environment, and interrelate physical concepts with social needs.

#### A. Design Concepts

This section deals with the design concepts of the waterfront of Selkirk, envisaged in this plan as the wharf area and Selkirk Park, as depicted on Figure 15.

1. Wharf Area - The basic elements necessary to bring the wharf area to its fullest potential are envisaged in this plan as being;

- civic facilities, such as a maritime museum and civic square,
- fresh fish and vegetable market,
- marinas and boat terminal,
- a variety of living accommodations,
- and other recreational facilities.

#### Civic Facilities ( approximately 4.0 acres)

Maritime Museum - The town's historical role, particularly its port function, is in danger of being lost unless a suitable museum is established.

The museum (as shown on the plan) is designed to be above all flood stages. It would contain artifacts related to the early history of the lake with respect to the Selkirk Waterfront. Other exhibits could include a scale model of the waterfront in its prime days with replicas of boats of the era. The museum complex would also have an open space sheltering special exhibits, such as fishing equipment,

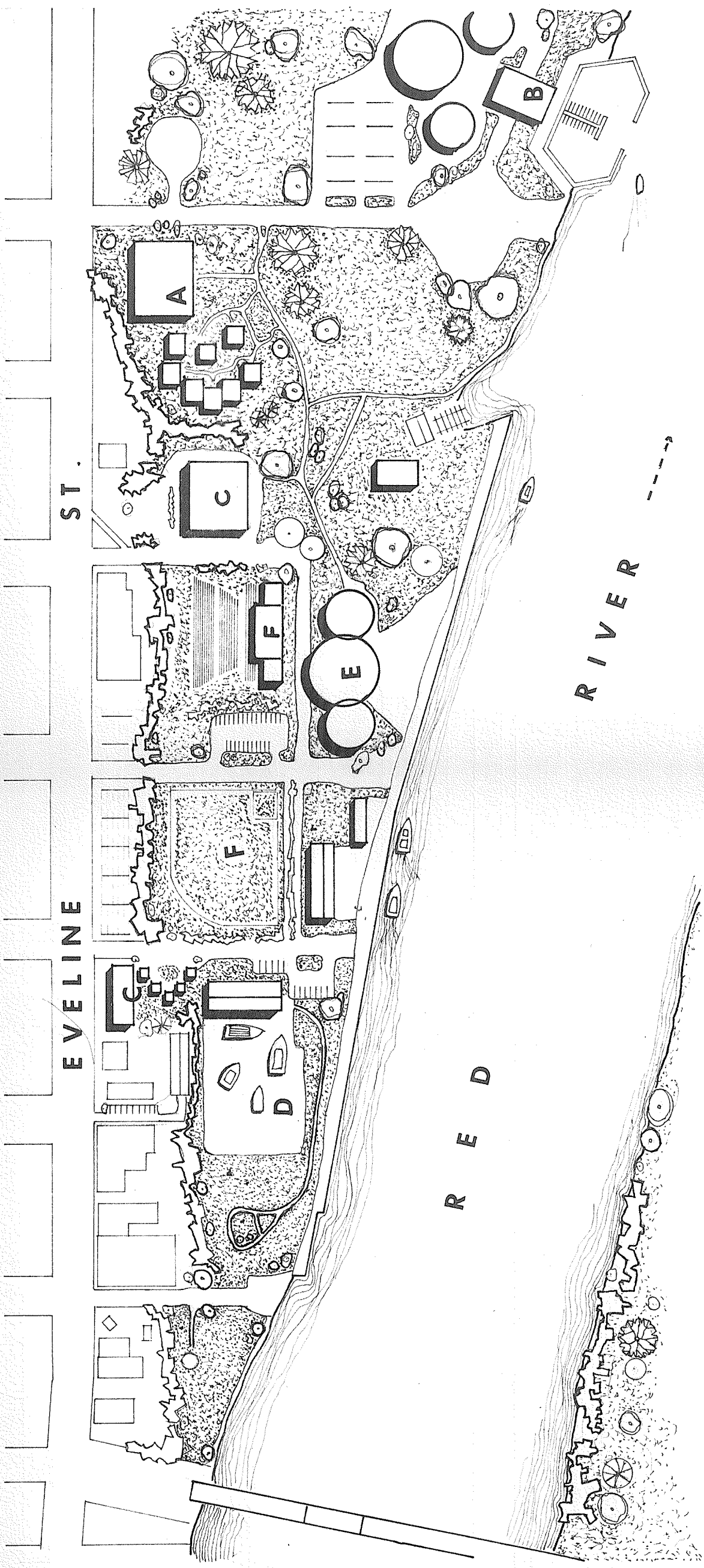
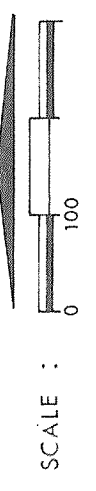


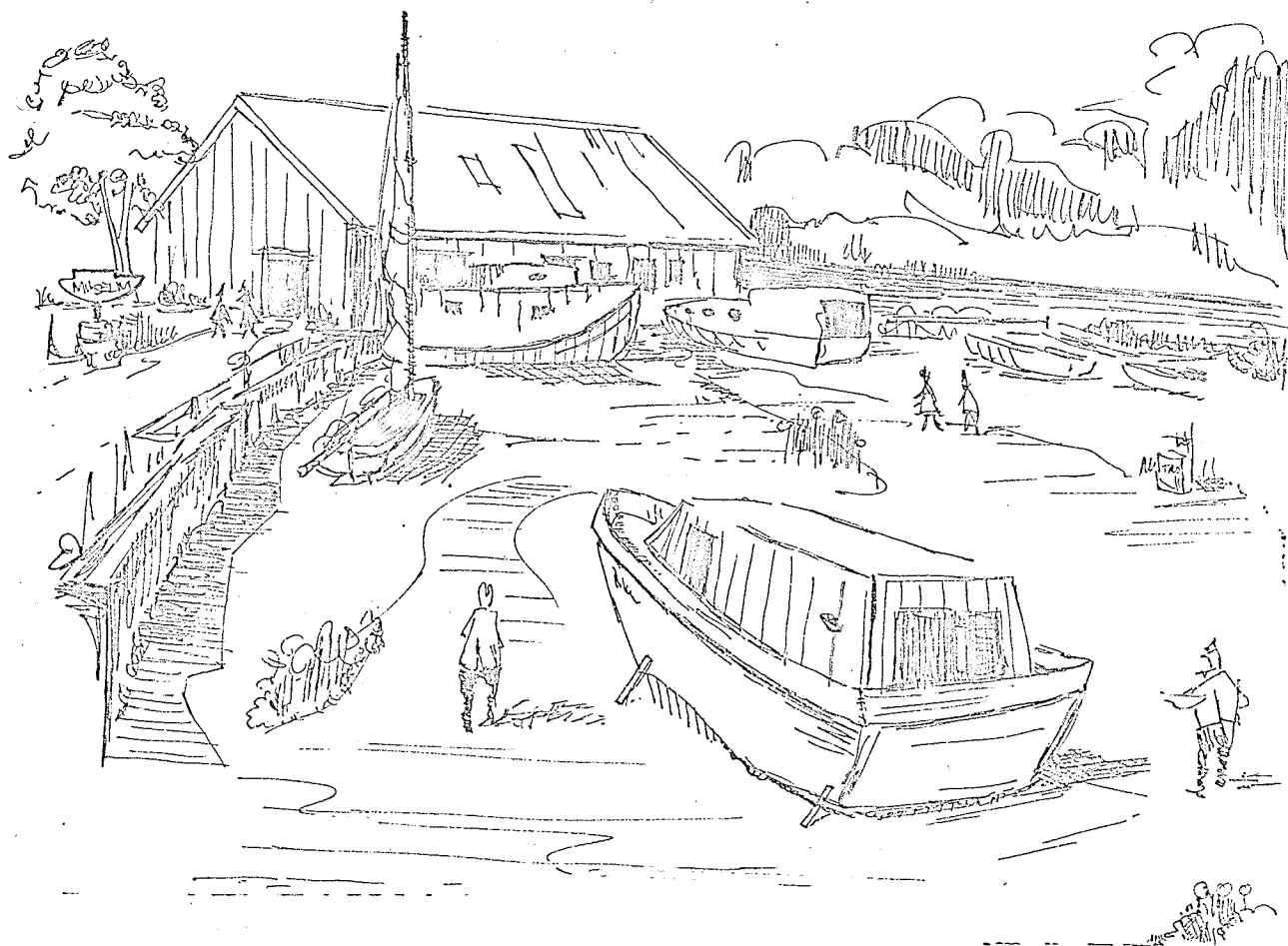
FIGURE 15

WHARF AREA

- A APARTMENT - TOWNHOUSES
- B MARINA - YACHT CLUB
- C COMMERCIAL
- D MUSEUM
- E TERMINAL
- F CIVIC AREA



DESIGN CONCEPT



MARITIME MUSEUM

FIGURE 16

and the vintage boats which are legends of the lake - the "Keenora," and the Granite Rock, museums in themselves.

When time permits, and during the busy summer months, the construction of a boat could take place; and that is slowly disappearing in this area.

The museum, and indeed the entire complex, could become a main attraction of the town and cultural asset that would draw people from far beyond the Selkirk region.

Civic Square - Shown on the proposed plan is a civic square with an amphitheatre, which would host ethnic festivals, dances, drama, exhibitions, and serve as a youth centre for a program of planned activities.

In general, this area is a multi-purpose site, to serve public gatherings of many types.

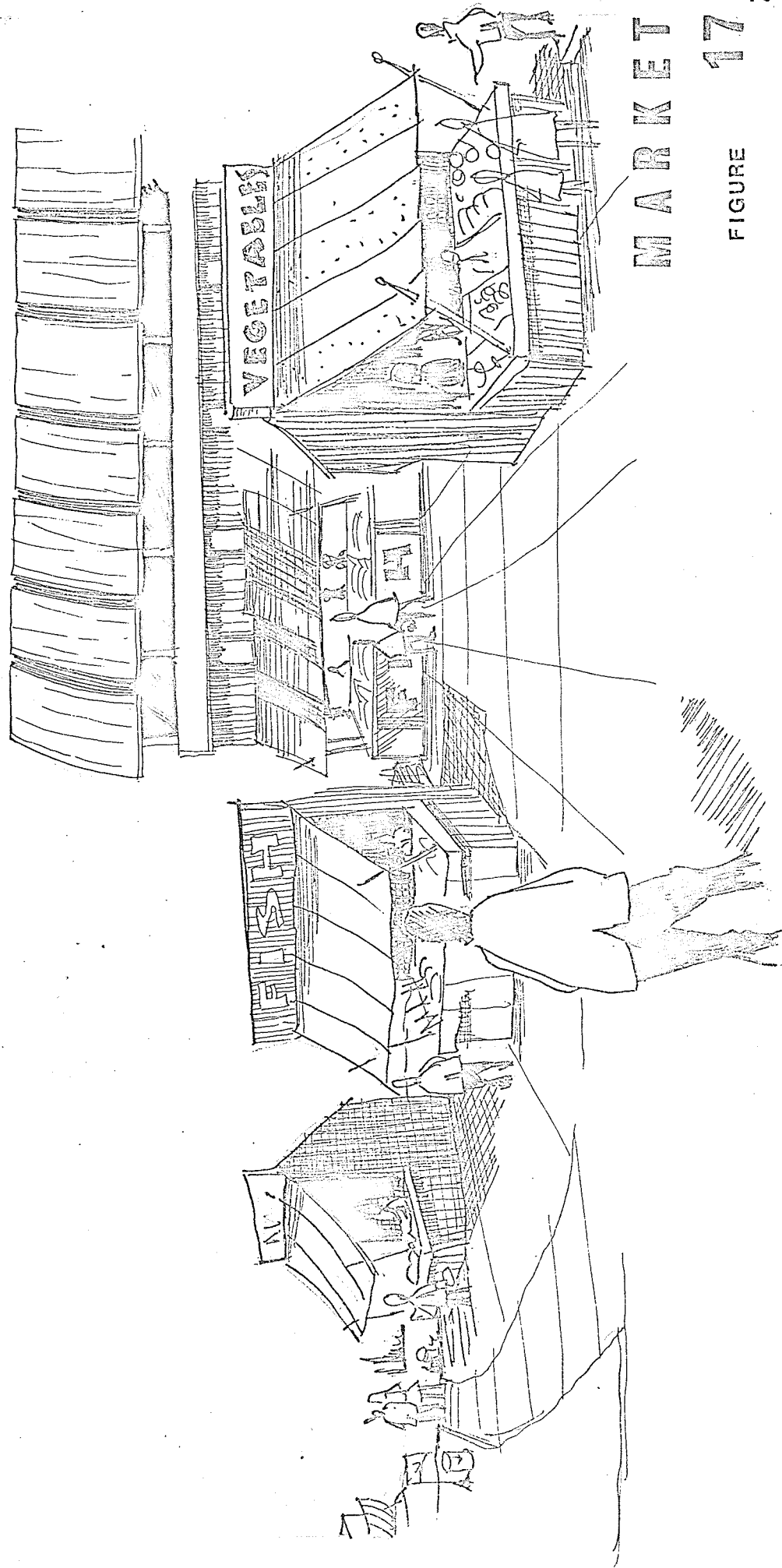
Fresh Fish and Vegetable Market ( approximately 0.4 acres) - An important feature of the plan is the proposed development of a fresh fish and vegetable market. A canopy-covered market could be constructed at minimal cost along the south side of Superior for summer use, which would lead to the construction of a year-round store on the corner of Eveline and Superior in the future.

A number of market gardeners are located in the Selkirk area and would benefit from such a facility.

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<sup>79</sup> Refer to Table DI.





MARKET

FIGURE 17

Marina - The proposed site, approximately 5.5 acres, for the marina and yacht club, is located north of the dry docks and adjacent to the park with direct access by Queen Avenue include such facilities as a seafood restaurant, motor boat inn, club room, tourist and marine shop, launching ramps, and 50 slips.

This complex is designed above flood levels, and the mooring facilities of the marina are docks adjustable to different water levels. (Refer to Boating Facilities and Marina - Appendix D (2).)

The atmosphere of the complex would be informal so that motorists would want to park their cars, or the nautical visitor would feel inclined to dock his boat at the marina, and spend the day, night or weekend amidst the pleasant surroundings of the Selkirk waterfront.

Passenger-Cargo Terminal (approximately 2.0 acres) - The proposed passenger-cargo ship terminal complex would provide comfortable conditions for travellers and have an observatory type waiting room in modern decor for visitors.

The cargo-handling distribution and warehouse facilities would be on the main floor or adjacent to the terminal as shown on the plan. <sup>80</sup>

The proposed development would enhance views of the waterfront functions and could capitalize on this combination of natural beauty and human interest.

A Variety of Living Accommodations - This development could only come about if there is significant improvement to the waterfront area,

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<sup>80</sup> Note: If demand surpasses these proposed facilities, future expansion could take place in the slough, a natural harbor which presently houses industry, such as the Sand Plant.

as previously indicated.

These accommodations are envisioned as completing the northeast corner of the waterfront area (approximately 2.5 acres with 100 units of apartment suites and townhouses). These proposed structures would provide a variety of living accommodations in the form of senior citizen housing, and low rentals. This section would be an ideal location from the standpoint of proximity and accessibility to downtown and the waterfront activities. For the low-income and the aged, the waterfront will open up a vast new world of experiences; a place where a variety of people will mingle as one community.

The should be designed specifically for waterfront living with a marine-like character, using materials which are locally appropriate. All structures and parking area are designed above flood levels.

The mall adjacent to the living accommodations will contain shops, such as a small delicatessen and food store, newstand, dry cleaner outlet, druggist, and barber.

Recreation Areas - Certain areas shown on the plan are designated for recreational uses. Besides the softball diamond, there are several areas for a mixture of activities, such as picnic grounds, tot-lots, and spots to simply relax and enjoy the scenery. These facilities are addressed to the different age groups as well as to the family as a whole.

The plan also shows pedestrian promenades along the waterfront connecting each activity, and parking requirements for approximately 400-500 cars. These are broken down into a series of smaller lots, each surrounded by trees or structures.

In general, the plan for the wharf area proposes a variety of building types and densities contrasted by open spaces, and provides for both the functional needs of the residents as well as visual interests.

2. Selkirk Park - Figure 18 indicates the existing facilities and design concepts for Selkirk Park. The park is an important aspect of the development plan, since it could be linked to the waterfront area, along the shoreline with relative ease.

In general, the plan depicts expansion and development of;

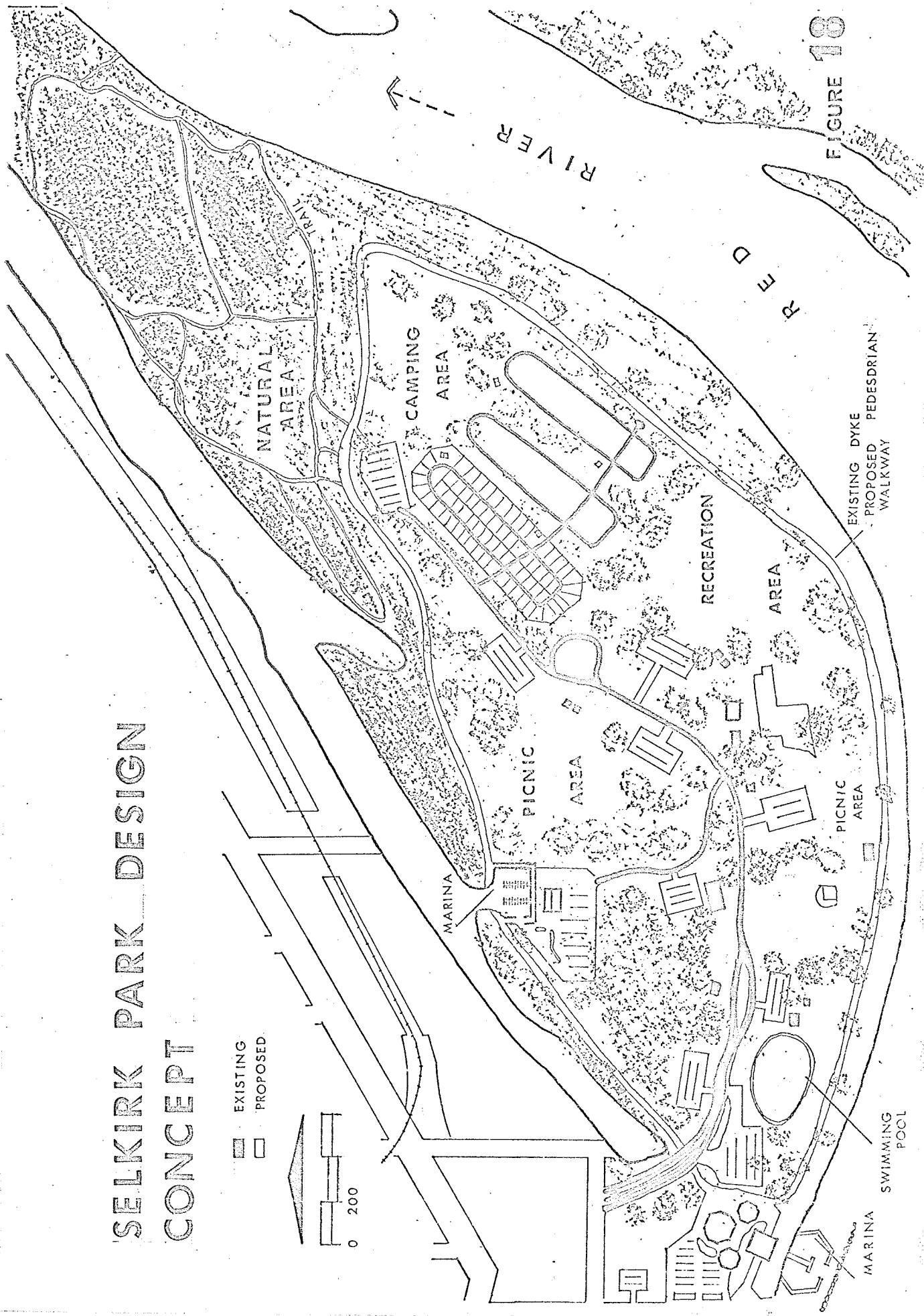
- camping grounds (approximately 300 sites),
- picnic and recreational areas,
- parking accommodations for 400 cars,
- road system and pedestrian walkways,
- marina (with 50 ships) and launching ramps,
- and nature trails.

Vehicular access and exit to the park will be off Eveline and Taylor Avenues, with some overflow parking provided at the entrance. Internally, the proposal suggests a road system linking parking areas, along the main artery, and creating a private road network for the campers. This internal road would extend along the northeast corner of the camping grounds to a parking lot at the entrance of the Wilderness Area.

This area, in its natural state, is very attractive and would require minimal expenditure to facilitate its use for nature hikes.

FIGURE 18

# SELKIRK PARK DESIGN CONCEPT



The plan also proposes a marina and launching facilities at the south end of the slough to accommodate the smaller boats and canoes.

The existing dyke has been transformed into a pedestrian walkway; most of it overlooking the water. The slopes to the water offer substantial open space.

In conclusion, this plan should be considered a guide and not a blueprint. The plan is dynamic and definite proposals are impossible and needless at this point. However, the most important aspect now is the acceptance of the basic concept, which might act as a catalyst in initiating ideas.

This can only be considered a beginning, needing the involvement of the town and experts in their fields, whose timely decisions could ensure that development meets the demands of continuing growth and transition in community living.

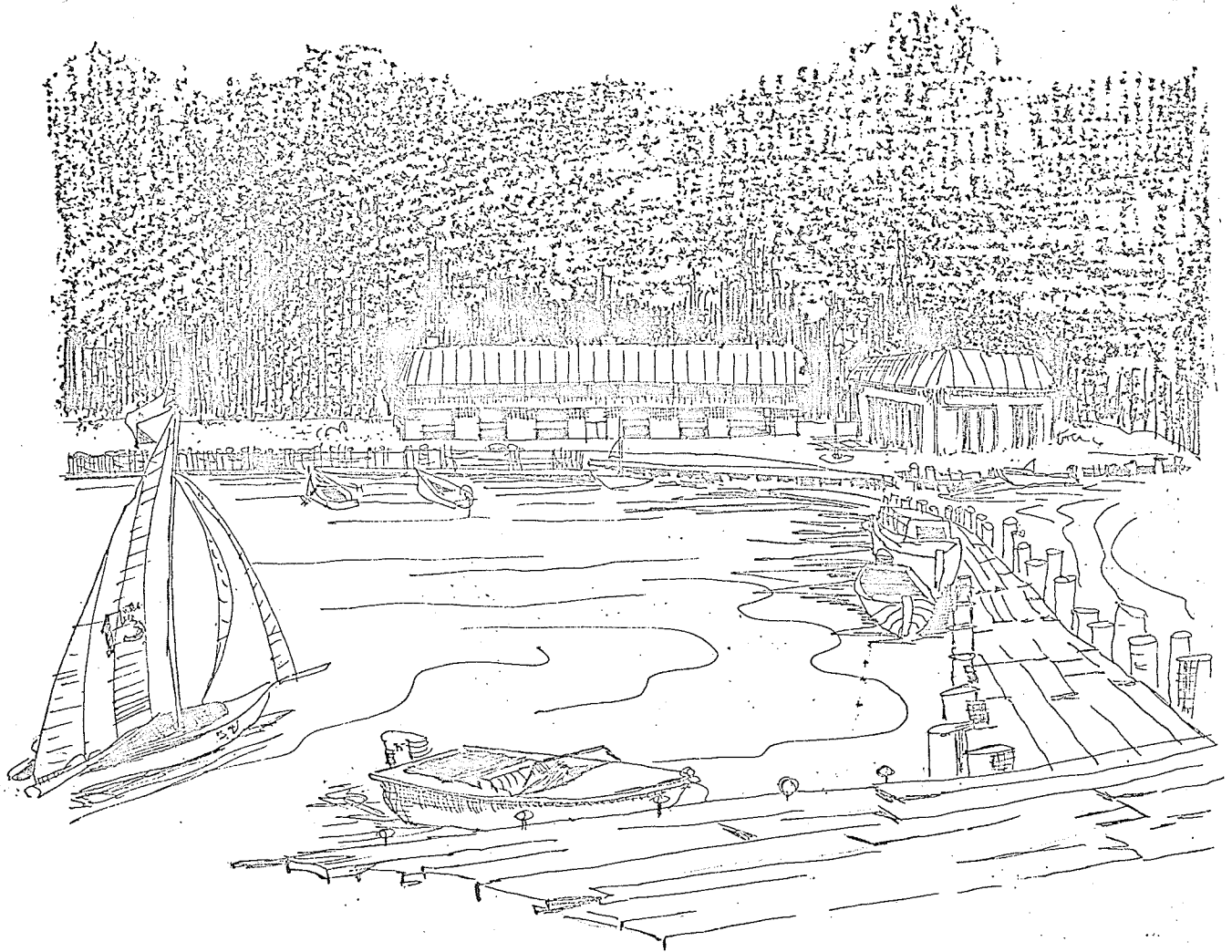
## B. Municipal Resources for Implementation

1. Recommendations on Administrative Resources - Under Section 21 of the Selkirk Planning Scheme, the function of the Advisory Planning Commission is laid down most clearly:

"Before final action shall be taken by council or by any department acting under the authority of council, on the location and design of any public building, park, parkway, boulevard, street, land, playground, public grounds, housing scheme or other similar development, or any change there to such question shall be submitted to the commission for investigation and report. In addition to fulfilling the foregoing

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<sup>81</sup> These craft would mainly be owned by the campers.



M A R I N A

SELKIRK PARK

FIGURE 19

advisory duties, the Authority Planning Commission (APC) shall act in the capacity of a board of adjustment on zoning matters as provided in the scheme." 82

Under this legislation a Waterfront Development Committee should be formed under the aegis of the town council and the Advisory Planning Commission, and charged with the responsibility of preparing and implementing detailed plans for these proposals. Effectuation would include both public and private development.

This Waterfront Committee, responsible to council, should function as a sub-committee of the APC to coordinate and advise other municipal departments such as the Parks Board and Recreational Branch or other interested groups affected by this plan. For example:

- Selkirk Navigation Limited
- Lake Winnipeg Navigation
- Paddlewheel Riverboats Limited
- Federal Government

The Committee should seek out the increasing number of Federal and Provincial programs that could directly affect this development (i.e., ARDA-FRED programs, etc.), as well as utilize the resources provided by the municipal planning services and private consultants. It is envisioned that federal and provincial assistance under the FRED agreement and Urban Renewal could play an important role in implementing the Waterfront Plan. It would be the Committee's responsibility to coordinate such assistance.

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82 "Selkirk Planning Scheme," prepared by Municipal Planning Branch, Municipal Affairs, and Advisory Planning Commission.



The Waterfront Area Committee should consult with developers and encourage private interests.

The Committee should promote the Selkirk Waterfront Plan through open meetings with local organizations, service clubs, and citizen groups interested in improving the waterfront. A slide presentation and preliminary report of the waterfront plan are at the disposal of interested groups from the Regional Development Branch, Department of Industry and Commerce, Government of Manitoba.

The Town of Selkirk has two separate entities looking after the recreational needs of the citizens; 1) the Parks Board, which is responsible for facilities, and 2) the Recreational Branch, which is responsible for programmes. Unfortunately, there is little liaison  
83  
between the two.

In 1967, an attempt was made to close the gap between the two organizations by proposing the formation of the Parks and Recreation Commission. However, because of some legal difficulties and the Municipal Act, the new organization did not materialize.

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<sup>83</sup> The Parks Board, which is set up under the Municipal Act, and is indirectly responsible to council, while the Recreational Branch is in no way directly or indirectly responsible to council. Since there is no legislation for the Recreational branch, the town cannot provide it with municipal contributions; however, the council has verbally agreed to pay the salary of the recreational director. This voluntary association must rely mainly upon voluntary contributions or fund-raising projects.

"Until some form of effective re-organization is achieved, it is an academic exercise to point out the deficiency of present areas in greatest need of improvement."<sup>84</sup> An overhaul of the Parks and Recreational section of the Municipal Act resulting in a single recreational policy would benefit the local taxpayer in the form of more comprehensive recreational services, facilities, and programs.

In conclusion, the realization of this plan will depend on the creative drive of this Waterfront Area Committee in promoting the development and securing and coordinating the necessary resources both human and financial.

2. Planning and Other Controls - Detailed and precise controls concerning the use of redeveloped land are needed, in order to encourage effective planning and justify the investment of public funds.

This section specifies the proposed land use pattern and zoning. Figure 20 indicates that most of the waterfront has been designated for recreational uses. The remaining areas are proposed for industrial, commercial, and residential uses. However, certain areas are zoned for specific uses pertaining to waterfront and are termed "districts" such as waterfront district, industrial district, river terminal district,<sup>85</sup> and marina district.

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<sup>84</sup> Planning Division, Underwood McLellan and Associates Ltd., "The Town of Selkirk Urban Renewal Study," Winnipeg, 1968, p. 40.

<sup>85</sup> Refer to Appendix G (2).



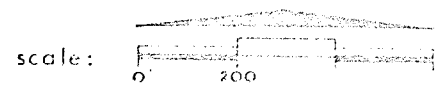
# PROPOSED ZONING

FIGURE 20

## DISTRICTS



- P PARK & RECREATION
- C<sub>m</sub> MARINA
- R<sub>b</sub> RESIDENTIAL- MULTI-FAMILY
- C<sub>r</sub> COMMERCIAL
- M<sub>t</sub> RIVER TERMINAL
- M<sub>w</sub> WATERFRONT INDUSTRIAL



The Commission must also rely on technical organizations to provide building standards which have specific provisions for waterfronts.

These controls will enable the town to protect this study area and insure that improvements to the waterfront will be in keeping with certain standards. Controls will provide adequate access, service, and facilities as well as for open spaces.

3. Continuing Research and Revision of Plan - Because a plan of this type cannot hope to cover all aspects, it is necessary that the Waterfront Developing Committee continue detailed studies in specific areas. Clearly, much remains to be done in the engineering and architectural fields. Such studies as shore protection, utilities, dredging, soil tests, design, waterway entrance, will have to be investigated out as development proceeds.

More studies should examine safe capacities, the number of people/unit of land or water, without diminishing the value of the recreational experience. Furthermore, land assembly will require more survey work and property assessment where private acquisitions are concerned. Also, studies of the tastes and desires for the population with respect to parks, recreational areas, and open spaces are needed, as well as the use of existing parks. This is a long and tedious task and must be approached with patience, wherever and whenever circumstances and funds permit.

The concepts of the plan must not be considered definite or rigid; there must be continued updating and revision to meet the situations and problems. What is important now is that a total concept has been presented, which may set the guidelines for a more detailed and overall plan or program. What is required now is to stimulate the involvement of the entire community. This initiative guided by experts in their own fields will maintain the momentum of the waterfront plan.

#### C. Citizen Participation

Communication with the public is a vital factor in the planning process. The Waterfront Development Committee from the start should promote an understanding among the citizens of Selkirk of the importance and values of recreation. It should seek out the public interest, support, and involvement from the earliest stages through to the actual implementation of the plan.

#### D. Capital Improvement Program

1. Staging - This chapter suggests a sequence of development, as a guide only. The staging program keeps in mind priorities for recreational facilities, assembly of land, feasibility of facilities, and problems of suitable access to the waterfront.

Achievement of the objectives of this plan will depend to a large extent on the ability of the Waterfront Committee's responsibility to the town to purchase, or assure through zoning, the availability of key parcels of property or vacant land for the proposed uses.

Assuming the conditions are favorable for the proposals of this plan to be implemented, a broad staging program is described below:

<u>Stages</u>	<u>Action</u>	<u>Time in Years</u>
I.	Administration: 1) Form a Waterfront Area Committee, plan, organize zone; program for land acquisition; start general clean-up of area	0-5
	Recreational Facilities: 1) Dredge marina basins, install launching ramps and small docks 2) Improve and expand facilities in Selkirk Park (i.e., campgrounds)	
	Cultural Facilities: 1) Salvage vintage boats and artifacts significant to waterfront (Selkirk)	
	Commercial and Industrial Facilities: 1) Canopy-covered fresh fish and vegetable market	
II.	Administration: 1) Continue to seek out more financial resources	5-10
	Recreational Facilities: 1) Expand marina facilities, i.e., yacht club 2) Recreation areas for all ages; i.e., tot-lots and picnic grounds	
	Cultural Facilities: 1) Construction of museum building	
	Commercial and Industrial Facilities: 1) Construction of year-round market 2) Begin boat terminal complex	
	Housing: 1) Begin development	
III.	Recreational Facilities: 1) Expand Selkirk Park 2) Softball diamond 3) Expand all boating facilities	10-15

<u>Stages</u>	<u>Action</u>	<u>Time in Years</u>
	Cultural Facilities:	
	1) Expand museum	
	2) Civic area	
	Commercial and Industrial Facilities:	
	1) Shopping complex	
	2) Complete boat terminal	
	Housing:	
	1) Complete housing development ( 100 units)	
IV.	Recreational Facilities:	15-20
	1) Complete and improve facilities	
	2) Expand and complete marinas	
	Cultural Facilities:	
	1) Amphitheatre	

It is understood that these figures are only estimates to serve as a guide. It is to be expected, however, that the actual development will be flexible in terms of timing.

## 2. Total Estimated Costs

a) Ownership Analysis - The ownership of the lands required to implement the plan is shown in Table 5. The town owns approximately 44 per cent of the land. Private individuals own the next largest amount of land followed by the Federal Government who also own the dry docks, and wharf which extends from Clancboye to Dufferin.

Most of the private properties are small in size. The buildings on the properties are either abandoned or being used for storage. There are no anticipated problems if these lands were to be expropriated.

The assessed value for the wharf area is \$52,220 on buildings and \$44,790 on land, totally to \$97,010.

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<sup>86</sup> Source from assessment rolls - Town of Selkirk.

The following table is a breakdown of the assessment by ownership.

TABLE 5

Owner	Buildings	Assessed Values	
		Land	Total
Town-owned	2,560	14,520	17,080
Private	24,130	22,880	47,010
Federal	<u>25,530</u>	<u>7,390</u>	<u>32,920</u>
Total	52,220	44,790	97,010

Market Value - The investigation of the real estate market revealed little activity during the last ten years between private owners, hence market values will not be used. Thus, to arrive at an estimate of acquisition costs in this plan, private lands were considered to be worth assessed values.<sup>87</sup> The approximate cost to acquire private lands necessary for the implementation of the scheme is<sup>88</sup> \$47,010.

This calculation can only give a rough indication of the acquisition cost of lands, since negotiations with owners may result in higher or even lower prices.

b) Estimated Costs - There are many relevant variables, such as construction costs and acquisition costs, etc. that make it

<sup>87</sup> Anticipated that government lands will be sold to town for \$1.00/.

<sup>88</sup> Also, waterfront has no value in its present condition.






# OWNERSHIP MAP

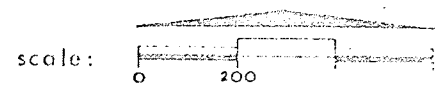
FIGURE 21

## WHARF AREA

-  TOWN-OWNED
-  PRIVATE
-  FEDERAL

## SELKIRK PARK

-  TOWN-OWNED



difficult to forecast the total cost of redeveloping the Selkirk Waterfront. This is further complicated by the flexibility of the time span involved. However, an approximate cost of \$3.7 million was estimated (Table 6).

The estimated total costs does not appear to be out of proportion in respect to the results that can be achieved.

The question of financing and length of time to recover investments and the completion of this development can only be speculated within the framework of the implementation of this plan.

3. Recommendations on Financial Resources - An attempt will be made here to survey the means of financing the Waterfront Development. These potential sources will not only reduce the net cost of the municipality but will ensure that the development will proceed at a reasonable pace or as staged.

FRED Area Division Board for Selkirk district should be considered an important source of funds and investigated. "It was intended that they function as community and regional catalysts involving Interlakers as individuals and members of organizations in development activities both within and well beyond the scope of the FRED agreement" - agreements include programs to improve the physical resources for better agricultural fishing, recreation and forestry.

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<sup>89</sup> FRED in the Interlake year 3 (1969-70) states: "It is the intention to tie the recreational development closely to the manpower training programs, and in particular to the Interlake manpower corps. Administrative arrangements will be made to ensure the closest cooperation in planning between the two programs and to ensure that the phasing of the recreational development will provide optimum benefits for the training program."

TABLE 6  
ESTIMATED TOTAL COSTS

---

Land Costs	
Acquisition of Private Lands .....	\$ 47,000
Building Costs	
Approximately 120,000	
sq. ft. @ \$25/sq.ft. ....	3,000,000
Site Development Costs .....	<u>700,000</u>
Total Estimated Costs .....	\$ 3,747,000

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A project of this type would not only enhance recreation and tourism in the Interlake, but also be a benefit to the Manpower Corporation Program which is strongly emphasized by FRED.

Since an alternative for the living accommodation is low rentals and senior citizens housing, financial participation by federal and provincial governments makes it possible for cities and towns to carry out these projects under urban renewal programs.<sup>90</sup> Also, this can easily include parks.

For the dock, and dry dock, the Federal Department of Public Works is responsible for such costs as new construction and maintenance. Recently, this policy has been extended to include certain works for marinas.<sup>91</sup> The amount of federal expenditures is proportional to what the developer of the marina is prepared to spend. Other federal grants may come from Indian Affairs to assist the Maritime Museum.

Provincial grants for recreation and tourism resources could also come under the Act respecting the Department of Tourism and Recreation. Assistance is also forthcoming under the recent Resources Conservation Districts Act for the rehabilitation or development of any municipal area, within the province, which includes land in relation to land use including water used for recreation.

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<sup>90</sup> See Appendix G (1), Urban Renewal.

<sup>91</sup> Source: Toronto Metro Waterfront Plan.

Private enterprise is important to this plan in two ways. One of these is direct involvement in the development such as the yacht club, commercial facilities, living accommodations, etc.

Private enterprise can also play a key role through their support of the plans proposed. For while the private sector would not construct certain facilities, it would nevertheless benefit by the increased amount that the crowd-gathering activities can be expected to bring to the Central Business District. In addition, festivals, competitions and conventions would be another source of income for shops and restaurants in the downtown area.

There are several private interests significant to the waterfront such as Lake Winnipeg Navigation, with the vessel M.S. Lord Selkirk and the Paddlewheel Riverboats Limited. These boats are prime tourist attractions in Manitoba and could play an important role in the plan.

Other organizations that could contribute to the proposals are the Rotary Club, Kinsmen and Lions Club, the Chamber of Commerce and the Indian-Metis Friendship Centre.

Elsewhere, the tax revenues and receipts from leases from private clubs (i.e., Yacht Club) and concessions can only be considered in the operating budget, having little effect on the capital financing.

Alone, these methods will not solve the problems of financing; coordination would render them useful. Obviously, implementation of the Waterfront Plan will entail the vigorous exploration of all avenues of financial assistance.

### E. Conclusions

This plan is intended to provide a framework for redevelopment of the waterfront area of Selkirk, with emphases on water-based activities. It takes into account the recreational needs of this community as well as recognizes the benefits of attracting non-residents (mainly the population of Metropolitan Winnipeg.)

It is hoped that this plan would help to restore the historical significance of Selkirk's wharf area. This would offer enormous advantages of cultural, educational, recreational, and tourist promotional nature.<sup>92</sup>

Such a plan requires responsible leadership. The Waterfront Committee would guide and coordinate public and private development. Its role would also be to communicate with the general public, and promote an understanding of the impact of urbanization upon their lives and their recreational needs.

The plan endeavours to propose solutions which would stir the imagination and stimulate the initiative. It is also technically feasible allowing for flexibility in design and staging. Implementation of the plan is a realistic possibility in terms of time and resources, both public and private. Above all, the plan is dynamic; leaving the way open for continuing growth and change.

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<sup>92</sup> Refer to Appendix D (1).

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A P P E N D I C E S

## APPENDIX A

### CONSIDERATIONS IN THE DESIGN OF THE WATERFRONT

#### 1. Physcial Limitations

This section deals with certain limiting factors which influence waterfront design. As development proceeds, and individual structures are designed, these factors must be considered by experts in the construction methods (refer to Appendix A.(2)).

a) Water Pollution - Water pollution can make locations on the waterfront a liability, not an asset, limiting recreational use, and causing erosion of boats and structures.

Waterfront development offers an opportunity to reduce pollution by applying pressure in the area to improve or reduce sewage. Development is also a good reason for abating pollution upstream.

b) Flood Problems - The use of stilts is a common means to minimize flood damage to structures. The ground floor can be used for parking, open space, or storage.

The open recreational areas would suffer only minor damages requiring clearing of debris after the flood.

The encroachment of flood plans entails unique designing and these proposals are considered the most favorable ways of utilizing this land.

c) Soil Conditions - Soil stability is an important aspect to consider in construction on river banks; overloading will cause sinking and result in structure failure.

Drainage problems are also common on waterfront property such as low-lying park area.

Shore erosion also limits development potential and should be examined carefully.

i) Climate - Climate affects the use and financing of park or marina development, since most of the facilities can only be used during the warm months.

Flexible design should consider multiple use for year-round benefit.

ii) Waves and Winds - Waves and prevailing winds are factors affecting waterfront development and must be examined carefully in planning strategic location of facilities. Also shore should be protected from erosion.

## 2. Shoreline Protection

Waves and rainfall causing shoreline erosion may affect the upper land as well, by slightly increasing the thrust of the land. Erosion control structures of some sort are necessary to protect banks threatened to slide or wash away.

Rip-Rip stones are often the easiest and cheapest means of controlling shoreline erosion. They not only prevent surface run off and reduce windy current erosion, but also stabilize banks having low angles of repose.

A slope of 2:1 should be used when rip-rip is applied to exposed natural shoreline, and a 1.5:1 slope for a dredged basin.



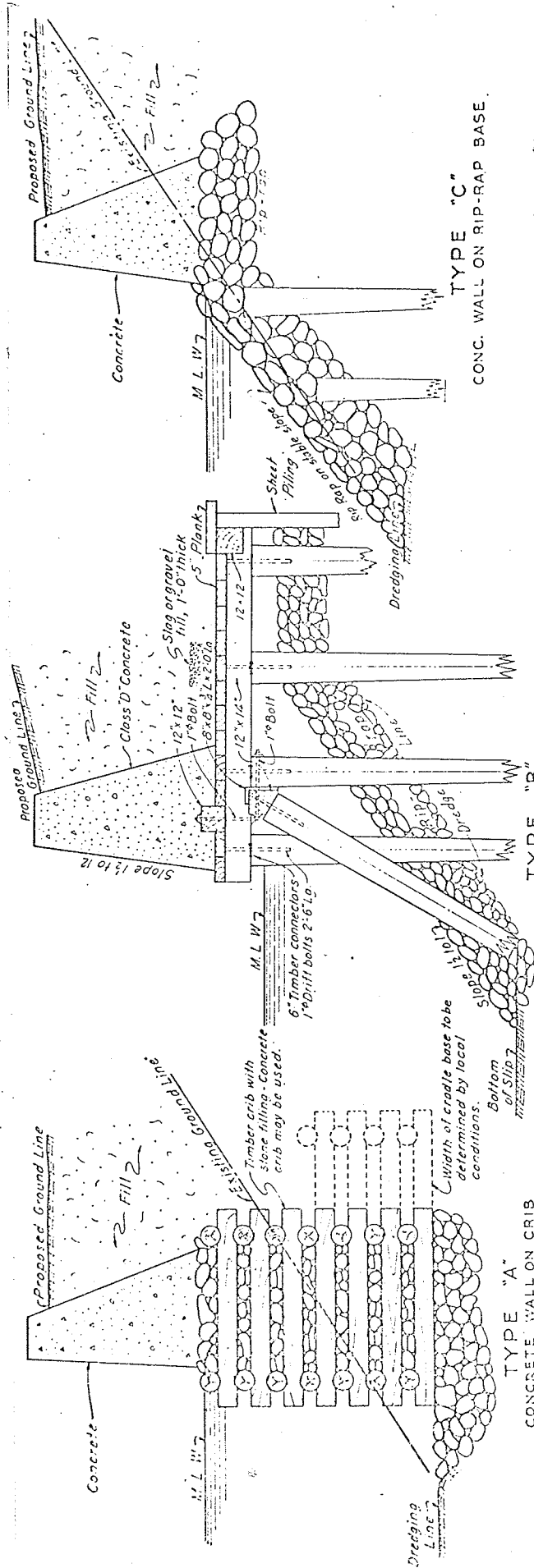
Seawalls, or bulkhead walls, are another structure for shoreline stabilization. Some typical bulkhead walls are illustrated in Figure AI.<sup>93</sup>

The bulkhead wall enlarges the water area within the marina, provides sufficient depth close to the wall, and retains and protects the shoreline.

The selection of any one of these methods would not interfere with the plans for beautification and landscaping; where areas are congested the bulkhead wall would be in keeping with the surroundings, conserving space, while either type would be feasible in the natural outlying districts.

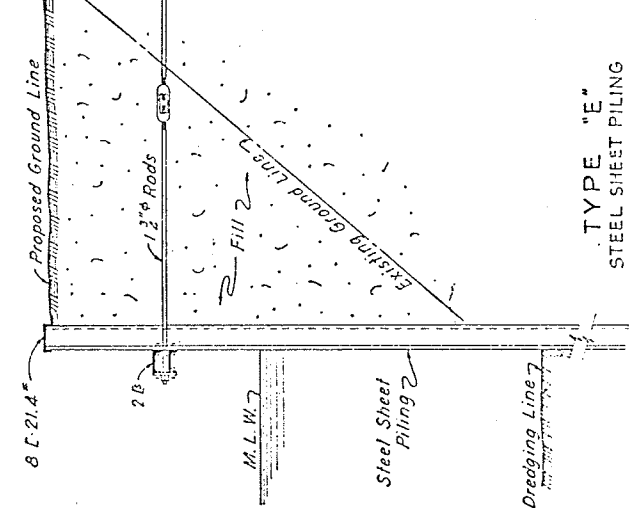
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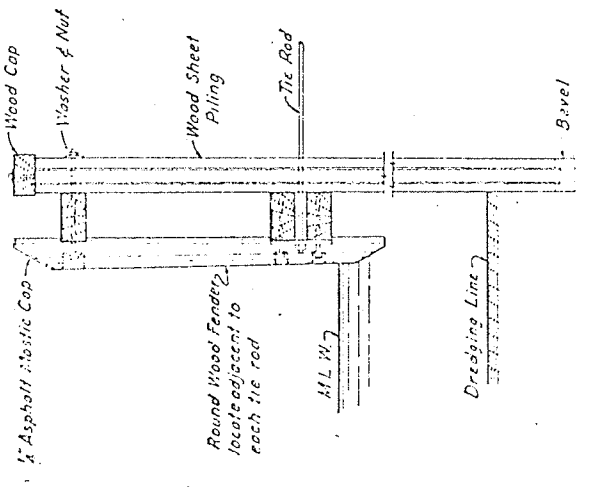


TYPE "A"  
CONCRETE WALL ON CRIB

TYPE "B"  
CONC. WALL ON RELIEVING PLATFORM

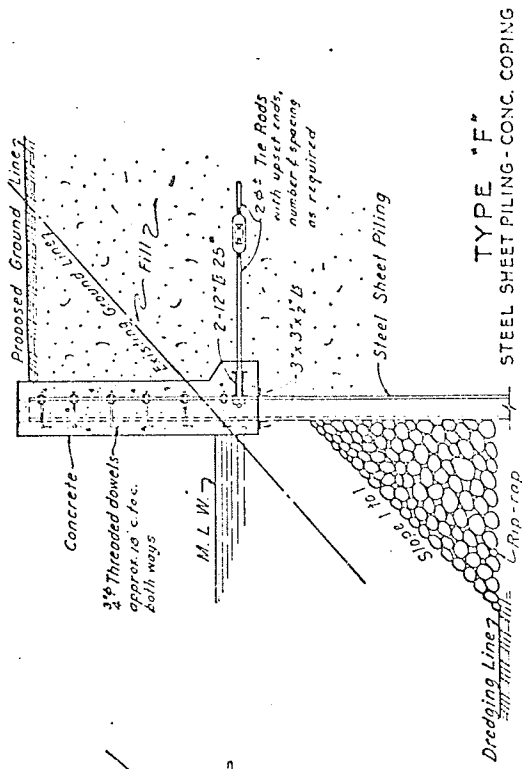


TYPE "E"  
STEEL SHEET PILING



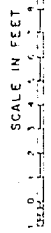
TYPE "D"  
WOOD SHEET PILING

TYPE "C"  
CONC. WALL ON RIP-RAP BASE



TYPE "E"  
STEEL SHEET PILING - CONC. COPING

FIGURE A  
TYPICAL PLEASURE BOAT BASIN  
BULKHEAD WALL TYPES



## GOVERNMENT DRY DOCK

102.

## TABLE BI

## USE OF DRY DOCK - THE LAST FIVE OPERATIONAL YEARS

1963 - Vessels Hauled Out:

<u>Name</u>	<u>Gross Tonnage</u>	<u>Size</u>	<u>Type</u>
M.S. KEENORA	610	155' X 28'	Water Transport - Tourism
M.S. RAPIDS	49	63' X 16'	Water Transport
M.S. TEDDY	23	42'9" X 14'	Water Transport
M.S. KINNAIRD	49	63' X 16'	Water Transport
M.S. RED DIAMOND	122	76' X 16'4"	Fishing
M.S. GOLDFIELD	93	69' X 18'7"	Fishing
Barge D.P. 6	539	179' X 39'11 $\frac{1}{2}$ "	Water Transport
M.S. AMELIA MAC	64	66' X 17'	Water Transport
M.S. SUZANNE E	84	70'9" X 18'2"	Fishing
M.S. LADY CANADIAN	99	66' X 17'8"	Fishing
M.S. BRADBURY	379	151' X 27'6"	Tug-D.P.W.
M.S. SPEAR	71	70' X 16'5"	Fishing
M.S. LUBERC	167	78'4" X 18'6"	Fishing
M.S. AMELIA MAC	64	66' X 17'	Water Transport
M.S. RAMONA	35	46' X 14'	Passenger

1964 - Vessels Hauled Out:

M.S. CHICKAMA	45	60'9" X 16'5"	Water Transport
M.S. HECLA FERRY	75	59'9" X 24'	Ferry (Prov. of Manitoba)
M.S. TEDDY	23	42'9" X 14'	Water Transport
Barge Dyson	473	130'7" X 40'	Water Transport
M.S. JOE SIMPSON	118	71'6" X 20'	Water Transport
M.S. KEENORA	610	144' X 28'	Water Transport - Tourism
M.S. AMELIA MAC	64	66' X 17'	Water Transport
M.S. RED DIAMOND	122	76' X 16'4"	Fishing
M.S. KEYSTONE	209	75'8" X 20'9"	Fishing
M.S. LADY CANADIAN	99	66' X 17'8"	Fishing
Scow D.P.W. No. 221	68	58' X 20'	D.P.W.
M.S. KINNAIRD	49	63' X 16'	Water Transport
M.S. RAPIDS	49	63' X 16'	Water Transport
M.S. J.R. SPEAR	71	70' X 16'5"	Fishing
M.S. KEENORA	610	155' X 28'	Water Transport - Tourism

1965 - Vessels Hauled Out:

M.S. SUZANNE E.	84	70'9" X 18'2"	Fishing
M.S. CHIMAHAW	28.4	45'4" X 14'8"	Fishing
M.S. J.R. SPEAR	71	70' X 16'5"	Fishing

TABLE BI (cont'd)

1965 (cont'd)

<u>Name</u>	<u>Gross Tonnage</u>	<u>Size</u>	<u>Type</u>
Dredge D.P.W. No. 201	297.48	103.7' X 32.6'	D.P.W.
M.S. PEGUIS II	33	59'4" X 16'	D.P.W.
M.S. PADDLEWHEEL QUEEN	417	127' X 31'	Tourism
M.S. SANDY	29	45' X 14'3"	Water Transport
M.S. PADDLEWHEEL QUEEN	417	127' X 31'	Tourism
M.S. RED DIAMOND	118	76' X 16'4"	Fishing
M.S. GOLDFIELD	93	69' X 18'7"	Fishing

1968 - Vessels Hauled Out:

M.S. BRADBURY	379	151' X 27'6"	D.P.W.
Dredge D.P.W. No. 205	351	85' X 33'9"	D.P.W.
M.S. PEGUIS II	33	59'4" X 16'	Tug-D.P.W.
M.S. JOE SIMPSON	118	71'6" X 20'	Water Transport
M.S. HECLA FERRY	75	59'9" X 24'	Ferry (Prov. of Manitoba)
M.S. PADDLEWHEEL PRINCESS	216	72' X 25'	Tourism
M.S. RIVER ROUGE	(329)	112' X 32'	Tourism
M.S. LADY CANADIAN	151	74' X 18'	Fishing
M.S. LADY CANADIAN	151	74' X 18'	Fishing
Dredge D.P.W. No. 201	297.48	103.7' X 32.6"	D.P.W.
M.S. RED DIAMOND	118	76' X 16'4"	Fishing
M.S. GOLDFIELD	93	69' X 18'7"	Fishing
M.S. J.R. SPEAR	71	70' X 16'5"	Fishing
M.S. KEYSTONE	208	75'8" X 20'9"	Fishing
M.S. PADDLEWHEEL QUEEN	417	127' X 31'	Tourism
M.S. TUG BRADBURY	379	151' X 27'6"	D.P.W.

1969 - Vessels Hauled Out:

M.S. LORD SELKIRK	800	176' X 41'6"	Water Transport - Tourism
M.S. BRADBURY	379	151' X 27'6"	D.P.W.
M.S. LADY SELKIRK	260	85' X 22'	Water Transport - Tourism
M.S. KEYSTONE	209	75.8' X 20.9'	Fishing
M.S. TEDDY	28	43' X 14'	Water Transport
M.S. PADDLEWHEEL PRINCESS	216	72' X 25'	Tourism
M.S. LADY CANADIAN	151	74' X 18'	Fishing
M.S. RIVER ROUGE	(329)	137' X 32'	Tourism
Scow D.P.W. No. 220	68.30	58' X 20'	D.P.W.

## APPENDIX C

### EXISTING RECREATIONAL FACILITIES

94

Recreational facilities in Selkirk can be classified into the following four categories:

1) Schools:

- A. Centennial Elementary School
- B. Daerwood Elementary School
- C. Robert Smith Elementary School
- D. Devonshire Elementary School
- E<sub>1</sub> Victoria Elementary School
- E<sub>2</sub> Ruth Hooker Elementary School
- F. Selkirk Collegiate School

2) Local Playgrounds:

- G. Kinsmen Playground
- H. Moody Avenue Playground
- I. Kinsmen Tot-Lot

3) Parks:

- J. Daerwood Park
- K. Cenotaph and Memorial Grounds
- L. Queen's Park
- M. Fairground
- N. Selkirk Park

4) Recreational Buildings:

- O. Selkirk Arena and Memorial Hall
- P. Selkirk and District Curling Club
- Q. Selkirk Golf Course
- R. Selkirk Hospital and Mental Diseases
- S. Commercial Bowling Alley
- T. Movie Theatre

In general, the recreational facilities such as Selkirk Park and the Golf Course serve the entire town and the outlying areas adequately.

However, the town lacks local playgrounds and recreational complexes for teenagers and young people. Recreational programs generally favor the teenage boys rather than the teenage girls. Also, facilities for such endeavours as arts and handcrafts are lacking. Well equipped tot-lots for pre-school children are also scarce. It should be noted that recreational facilities in the northern area of town are absent.

It seems that the lack of coordination of efforts and expenditures are the main contribution factors as pointed out in the section Recreation and Parks in Part III, page 77.

## APPENDIX D

### RECREATIONAL POTENTIAL

#### 1. Museum

The town should carefully consider preserving all interesting artifacts associated with the waterfront's past. Restoring the ships of old vintage such as the "Keenora" and the "Granite Rock" could be the first step in establishing a maritime museum.

Also, such waterfront uses as the fish processing plant need not be a legitimate historical structure but have a definitely interesting flavour.

If the existing fish processing plant is to remain as a subsidiary to the new Winnipeg plant, it should be remodelled. The unloading of fish and the plant itself could give the waterfront yet another feature and guided tours through the different sheds could be conducted. This functional use may or may not be "beautiful," but many would find it exciting to watch.

However, there must be careful coordination of the new structures with the old, trying neither to over-emphasize or to ignore the basic design of the area.

Museums, historic sites, buildings and artifacts, offer enormous advantages of recreational, educational, and tourist promotional nature.

The Baker Report states that in "a real appreciation of history requires something more than the examination of documentary evidence.

There is a vital need to establish direct contact with the natural landscape and cultural objects which formed the setting for past events ... Here they grasp a feeling for the continuity to life, and proposition which deeply enriches human experiences."<sup>95</sup> Studies have indicated that many vacationers give the historic aspect considerable weight in the selection of a holiday area, while thousands of other visitors divert from their main route of travel solely to visit historic sites.<sup>96</sup>

Interest in Manitoba is high and growing attendance at Lower Fort Garry only two miles up stream from Selkirk, provides ample proof of the significance of the historic theme in leisure time activities.

TABLE DI

## VISITATION FOR LOWER FORT GARRY

	<u>1968</u>	<u>1969</u>	<u>1970</u>
May	10,899	18,757	20,191
June	26,276	36,414	47,372
July	34,900	46,544	75,178
August	33,164	44,997	71,855
September	15,877	17,670	19,808
Total	<u>121,116</u>	<u>164,382</u>	<u>234,404</u>

Source: Lower Fort Garry

<sup>95</sup> W.B. Baker, A Study of Manitoba's Outdoor Resources (Winnipeg: The Committee on Manitoba's Economic Future, 1962).

<sup>96</sup> Crow, Op. Cit.



There are a number of churches in the Red River Area (Selkirk Area) that can be considered significant monuments:

- St. Andrew's
- St. Peter's (East Selkirk)

having interesting histories.

The unique and interesting history in the maritime sector of Selkirk and its varied ethnic cultural background provides a wealth of material for exploration.

Providing a tourist attraction is important, there is also a "fundamental force at work in the lives of many which creates a strong desire to establish a personal association or sometimes a positive identification with the roots of their heritage."<sup>97</sup>

## 2. Potential for Boating Facilities

Estimating future needs of Selkirk for boating facilities is difficult because there is little meaningful past data which can be projected as guards for future requirements.

However, spokesman from the major marinas and yards in the Metro Winnipeg, such as the Yacht Club, Redboine, Canoe Club, feel that Selkirk has the potential for successful boating facilities for the following reasons;

- approximately 27,600 (registered) boats (8'-54') are in the vicinity of Metro Winnipeg <sup>98</sup>

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<sup>97</sup> Baker, Op. Cit., p. 58.

<sup>98</sup> The figures for boats in the vicinity of Metro are far from precise, since the Transport Department (Government of Canada) only registers power boats having 10 H.P. and over, and the accumulated total also includes transfer of sales.

- a number of these craft travel north towards Selkirk,
- no fuel stop between Winnipeg and Lake Winnipeg,
- Selkirk considered a "good trip" for Sunday cruisers (approximately 1½ hours travelling time Winnipeg-Selkirk),
- increased interest and activities on Red River since Pan Am Games,
- government dry dock available,
- water access to Lower Fort Garry,
- some 600 boats under 40' passed through locks from June 20-August 20, 1970,
- and attraction to Selkirk Park.

#### Conclusion

However, the success of boating facilities in a community will depend upon their quality and attractions. For example, Selkirk is capable of holding regattas, as indicated by the successful competitions of the past.

#### Boating Facilities

In general, recreational boating facilities include launching ramps, marinas and storage accommodations.

Recreational boating facilities provide "a point of transition for the boatsman from land to water. At one extreme is the Marina, a comparatively elaborate form of development catering to every need of the boating enthusiast as well as interested non-boaters. By contrast a simple launching ramp may be of great value by providing

nothing more than access to the water."

Marina - In the past "marina" was used to describe a place for berthing recreational boats where fuel, water and supplies could be obtained.

Some contemporary marinas now house a restaurant, motel, swimming pool, tennis court, shopping centre, and a multitude of other facilities. The design of marinas are flexible and are as wide as the imagination of the developers.

Marinas generally fall with two classifications; those that are publicly owned or of the municipal type or those that are privately owned.

The municipal marina usually has a large investment in beautification and improvement of the waterfront. The marina can either be operated by the community or leased to private operators.

Private marinas of the yacht club type are basically for the benefit of the memberships. However, these are extremely feasible since members absorb the cost of the constructing the facilities and the upkeeping of the marina complex. These clubs are also an asset to the community, with their activities on the waterfront, such as competition regattas, boat shows and schools for the boatsman.

In the past, the Winnipeg Yacht Club has shown interest in relocating their operations in Selkirk, but lack of appropriate conditions on the waterfront have discouraged them.

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<sup>99</sup> ASPO, Planning Advisory Service: Information Report #147, "Recreational Boating Facilities," 1961.

If the waterfront was developed and improved, perhaps this interest will become a reality.

No hard or fast rule can be given when it comes to evaluation of sites or the selection of a site for a marina since each community of each section of its waterfront offers a special problem.

The proposed marinas are adjacent to and within the park respectively, and on town-owned land which most clubs and occupants of municipal basins prefer.

Many influencing conditions enter in varying degrees into the final verdict of constructing a marina. In general, they are;

- means of convenient access to all municipal utilities and services,
- soil conditions, soil strata and materials to be dredged, soil-loading and pile drawing tests,
- on shore development- provide sufficient area for driveways, parking for autos and boat trailers, boat storage service area, landscaping, future expansion, etc.,
- factors affecting off-shore development - such as winds, waves, currents, the danger of ice floes in winter, etc., and,
- other considerations may include investigating drainage problems, erosion, suitable materials and design.

Piers and slips of the floating type, not fixed, are usually arranged perpendicular to the shoreline. Slip rentals are usually based on boat length and the length of stay.

Table DII contains suggested dimensions for all spaces that combine to make up full slip width allowances and the length of catwalks.

TABLE DII

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DIMENSIONS FOR SLIPS AND CATWALKS

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Length Group For Boats	Slip Dimension	Catwalk Dimension
Up to 14'	8' X 17'	5' X 12'
Up to 20'	11' X 23'	5' X 16'
Up to 30'	14' X 33'	5' X 20'
Up to 40'	16' X 43'	5' X 24'
Up to 50'	19' X 53'	5' X 28'

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It is quite impossible to predict the number and types of slips, although the main traffic in the Selkirk region seems to be from the smaller outboards.

The initial stages of the proposed marinas need not be lavish, for example, a launching ramp and a small dock in order to fulfill existing requirements. Expansion would be a function of increasing demands and the financial ability to support more extensive structures.

Launching ramps, part of the marina, usually include the ramp and parking areas for cars and trailers. Basically, the criteria for

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<sup>100</sup> Charles A. Chaney, Marinas, Recommendations for Design, Construction, Maintenance (New York: National Association of Engine and Boat Manufacturers, Inc., 1961), p. 35.

ramp locations are similar to those for marinas differing only in degree and not in kind. Perhaps the most important aspect of site considerations is the parking area requirement. About 30 per cent of the parking spaces at the ramps should be for both trailer and car, and 20 per cent for cars only. Also, ramps need space for circulation, manoeuvring, landscaping and the ramp itself.

The marina complex and facilities should be considered a vital part of the Town of Selkirk and the development. It should be looked upon as both direct and indirect source of revenue that can benefit the entire community and surrounding region of this type.

A marina complex is only successful under the formulation of a plan guided by the best and most experienced marina operators and engineers.

### 3. Tourist Attractions

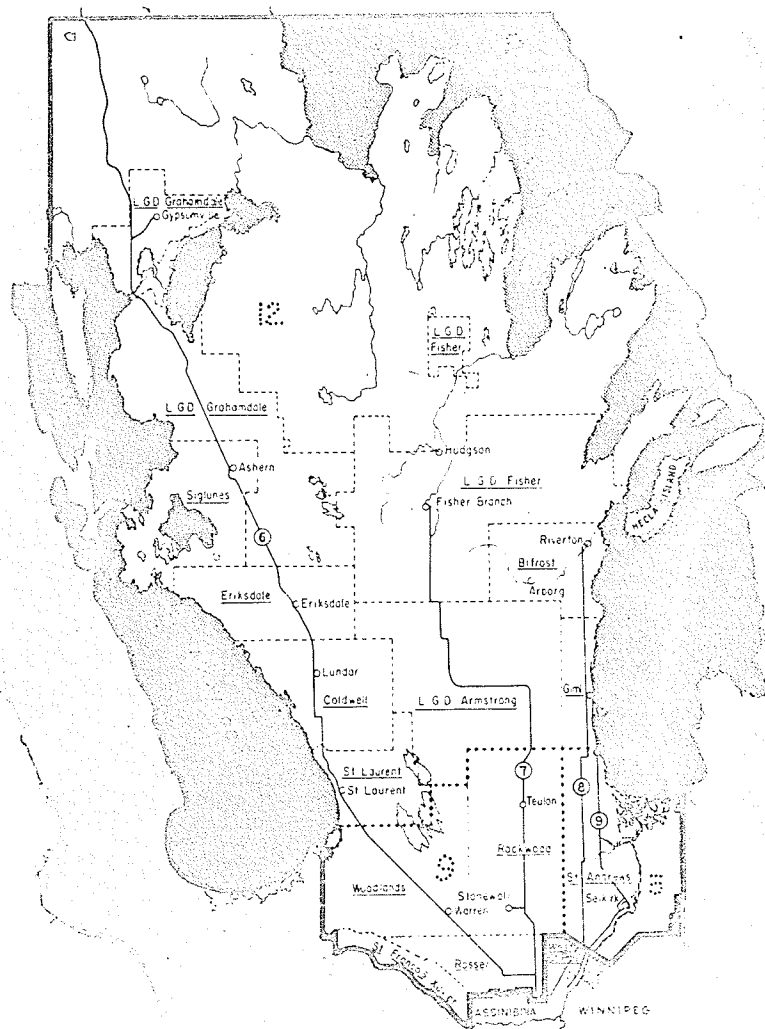
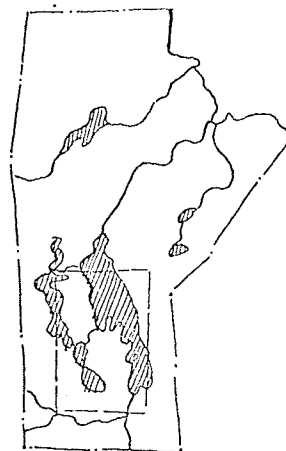
a) M.S. Lord Selkirk - This luxury passenger freight vessel has sleeping accommodations for 182, an excursion room for 450, and has a capacity of over 100 tons. This boat docks in Selkirk (without terminal facilities) and makes scheduled excursions to ports along the shore of the lake, as far north as Norway House. It has been suggested that the boat would be utilized in the winter months, as a winter sports complex, offering hotel, dining, and lounge accommodations.

b) Paddlewheel - The M.S. Paddlewheel Queen and Princess offer tourist a variety of entertainment. Excursions offer scenic cruises along the Red River, taking in Lower Fort Garry and other historic sites

within. The boats also travel south. In the past, a cruise between the Fort and Selkirk was offered, but this has been discontinued because of the lack of facilities for passengers on the wharf area.

These boats attracted well over 100,000 tourists in 1970.

With the FRED-ARDA programs in the Interlake, the movement of cargo to settlements on the shores of Lake Winnipeg should witness an increase. The wharf area of Selkirk as envisioned in the plan could add enormously to the town's attractions as a tourist centre.



SOURCE: "KAH-MISS-AHK" BY  
F.R.E.D., 1969.

# INTERLAKE REGION OF MANITOBA

FIGURE DI



APPENDIX E

SUPPLY ASPECTS

1. Potential Usage Ratings for Sites Within 60 Miles of Greater Winnipeg 101 - Metropolitan Winnipeg Parks System and Standard Study:

"The ratings given for each site refer to the sum of four scores given to the site: two scales, the Distance Scale and the Facilities Scale and two ratings, the Site Proximity Rating and the Lake Proximity Rating.

These ratings and scales are detailed below:

The Distance Scale takes into consideration the decreasing usage potential the farther a site is from Metropolitan Winnipeg.

The scale is as follows:

- 3 - 20 miles or less from Greater Winnipeg
- 2 - 40 miles or less from Greater Winnipeg
- 1 - 60 miles or less from Greater Winnipeg

The Site Proximity Rating takes into account the increase in usage potential when two or more parks and/or recreation sites are in close proximity, that is, within five miles of each other. Where this occurs each site is given a proximity rating of 3.

The Lake Proximity Rating takes into account the increase in usage potential where a site is at or within one-half mile of a lake and is given as rating of 4.

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100 <sup>101</sup> Good, Op. Cit.

The Facilities Scale gives each facility a rating in accordance with its likely impact upon usage potential.

The total potential usage rating of each site is presented as follows:"

<u>Site Name</u>	<u>Total Potential Usage Rating</u>
Whiteshell Provincial Park	15
Otter Falls	28
Nutimik Lake	30
<b>Total</b>	<b>73</b>
Chesley's	33*
Sportsman's Paradise Lodge	27
Petersfield Park	26*
Sandy Hook	25
Grand Beach Provincial Park	23
Gull Lake (polluted)	23
Winnipeg Beach	22
Bison Park	22
Holiday Beach	21
Rotary Lake	21*
Willow Island	20
Hillside Beach	20
Gimli	19
Patricia Beach	18*
Matlock Beach	17
Whytewold Beach	17
Ponemah Beach	16
Lake Riviera	16
Adolphe Park	16
St. Ambroise Beach	15
Norris Lake	15
St. Andrew's Locks	13*
Lower Fort Garry	13*
St. Maie	13
Carmen	13
Kinsmen's Lake	13
The Oasis	12
Rendezvous Park	11
Agassiz Provincial Forest	11
Sandilands Provincial Forest	11
Delta Marsh	11*
Island Park	10
Miami Beach	10

Town of Selkirk	9*
Norquay Beach	9
Stonewall	8
Lee River Provincial Recreation Area	5
Steinbach	4
Morris	4

\* Total Potential Usage Rating for Selkirk Area is 144.

## 2. Canada Land Inventory

Classification for recreation is a comprehensive survey of recreational land capability and use designed to provide a basis for resource and land use planning, rather than for management.

The objectives of the recreation land capability classification program are:

- "1) to provide a reliable and authentic overview of the quality, quantity, and distribution of natural recreation resources within the settled parts of Canada;
- 2) to indicate comparative levels of recreation capability for non-urban lands, based on present popular references;
- 3) to indicate the type of recreation to which land is best suited;
- 4) to identify where possible lands of features possessing outstanding or unique recreational values;
- 5) to provide basic information to aid governments in the formulation of policies and programs related to their functions of promotion, development and regulation of land for recreation; and,
- 6) to provide a mapping framework within which provinces may, within reasonable limits, gather and record (for management purposes) data on the physical characteristics of significant recreational resources." 102

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<sup>102</sup> Appendix I , outline of the more important guidelines for the Interpretation of the Canada Land Inventory Recreation Capability Classification, p. 49.

The seven capability classes ranging from land with very high capability for outdoor recreation to land of very low capability, with their respective color codes are shown on Figure 10, page 48.

"Subclasses indicate the kinds of features which provide opportunity for recreation. They are, therefore, positive aspects of land and do not indicate limitations to use. Features may be omitted from a unit, either because of the imposed three-feature limit, or because of their presence was unknown or unconfirmed. The degree to which these features are judged capable, collectively, of generating and sustaining use for recreation determines the class."

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<sup>103</sup> Canada Land Inventory, "Objectives, Scope and Organization," Report #1, Department of Forestry and Rural Development, Ottawa, 1965.

<sup>104</sup> Canada Land Inventory, Op. Cit., p. 34. The 25 subclasses are: A-angling, sports fishing; B-beach; C-access to water and canoe tripping; D-deep inshore water; E-vegetation; F-waterfall or rapids; G-glacier view; H-historic site; J-opportunities for collecting interesting items; K-organized camping; L-landform features other than rock formations; M-small water bodies; N-shoreline for lodging; O-upland wildlife; P-cultural landscape patterns; Q-topographic patterns, R-rock formations; S-skiing; T-thermal springs; U-yachting or deep water tripping accommodations; V-viewing point; W-wetland wildlife; X-miscellaneous; Y-family boating; Z-man-made features.

## APPENDIX F

### DEMAND ASPECTS

#### 1. Discretionary Income

The Ben Crow and Associates study discretionary income, as an inhibitory factor, to participate in outdoor leisure activity. They conclude that;

- family discretionary income prevents very few Canadians from participating in a variety of outdoor leisure activities,
- fewer than 10 per cent of sample are restrained and few prohibited from visiting provincial and national parks, at least once a year and lack of funds, and
- many families who enjoy travel, camp or use mobile accommodations in order to lengthen the available discretionary funds.

#### 2. Outdoor Leisure Patterns

"The Study of the Leisure Needs and Leisure Activities of Canadians" by Ben Crow and Associates, Ltd., concluded that the most popular outdoor leisure activity are pleasure automobile 'drives' and 'trips' whether for an hour or longer and whether during the vacation period or between vacations.

"The automobile seems to be a mobile extension of the home,  
105  
and most leisure travel is a family affair."

The motivation to travel is strong and the need is as yet, unfilled. The need arises from a desire to escape the everyday duties

of work and home, to obtain a rural environmental or urban of different urban setting, to have an untaxing and perhaps interesting, if not adventurous "change of scene," while concerning if not strengthening the bonds of the family social unit. The popularity of travel by private vehicle is also to the freedom that this mode of travel provides, which by definition, is the essence of leisure.

This study also concluded that visiting a local park is the most widespread outdoor leisure activity aside from pleasure automobile drives.  
106

Table FI of Participator in Outdoor Recreation, substantiates that Canadians as well as Manitobans, prefer casual activities.

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<sup>106</sup> Ibid. Also refer to p. 172, Conclusions of Outdoor Leisure Behaviour Patterns for Canadians.

TABLE FI  
 TRENDS IN SELECTED ACTIVITIES IN  
 CANADA, MANITOBA AND METRO WINNIPEG

Activity	Percentage of Population 16 yrs. and Older who Participate					
	Canada		Manitoba		Metro Winnipeg	
	1967	1969	1967	1969	1967	1969
Pleasure Driving	52	67	48	64	40	58
Picnics	43	54	37	38	31	33
Swimming	39	44	27	42	29	41
Power Boating	15	19	15	11	17	17
Snowmobiling	7	14	8	4	6	12
Hunting	14	13	12	11	10	10
Tent Camping	14	12	11	10	8	11
C canoeing	5	8	3	3	4	4
Water Skiing	7	7	6	4	5	2
Snow Skiing	6	7	2	1	2	2
Trailer Camping	7	6	7	7	8	3
Visiting Historic Sites	16	37	12	27	11	24
Visiting Other Parks	32	41	30	52	40	50

Source: Outdoor Activities - Canadian Outdoor Recreation Demand Study - 1967-1969.

TABLE VII  
 % PARTICIPATION IN ACTIVITIES BY AGE GROUPS  
 OF CANADIANS - 1967

Age-Groups	ACTIVITIES									
	Picnics	Camping Tent	Looking At Scenery	Nature Study	Power Boating	Swimming	Hiking	Skiing	Fishing	None
18-24	43	23	39	6	26	66	24	15	33	4
25-29	51	19	39	5	21	55	17	9	28	7
30-39	54	17	37	7	16	51	13	7	32	7
40-49	45	13	39	7	14	37	13	4	30	8
50+	27	15	34	5	7	12	7	2	18	18

Source: Park Visits and Overview Activities of Canadians: 1967 An Overview of Outdoor Activities.



TABLE FIII

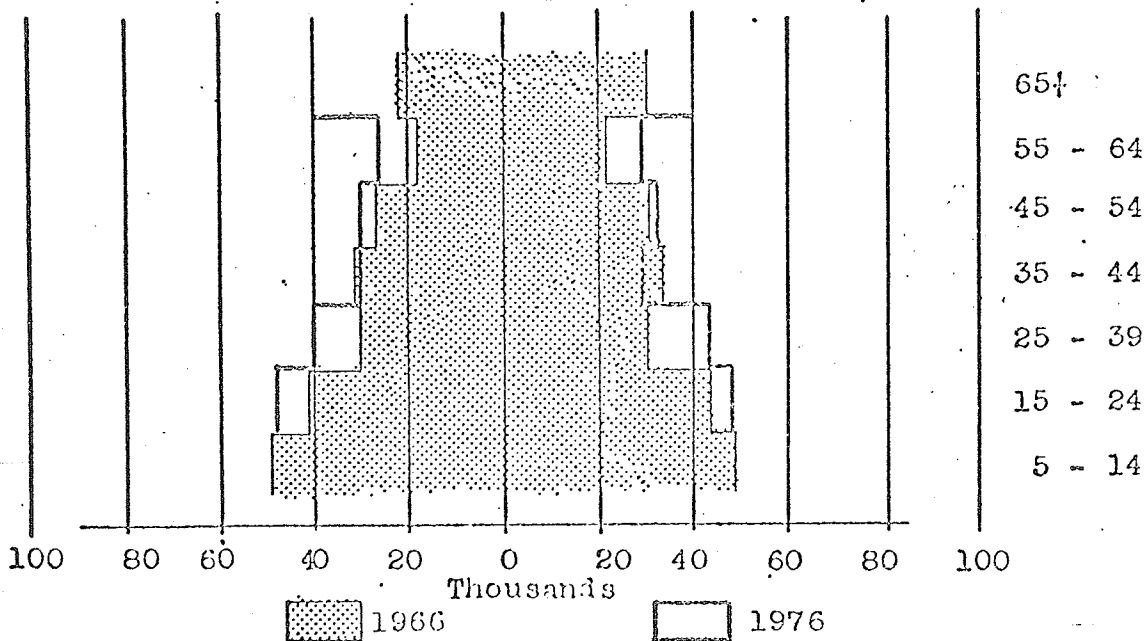
107

METROPOLITAN WINNIPEG POPULATION PROJECTIONS  
1971 - 1986

Projections	1971	1976	1981	1986
High	551,378	603,001	659,455	721,198
Medium	549,206	598,256	651,687	709,889
Low	547,034	593,539	644,000	698,746
Adjusted	547,900	590,400	636,000	685,000

Source: Metropolitan Winnipeg Population Report.

COMPARISON OF NUMBER OF MALES AND FEMALES BY  
10 YEAR AGE GROUPS - METROPOLITAN WINNIPEG  
Males 1966 - 1976 Females



Source: Dominion Bureau of Statistics - 1966

TABLE FIV  
 PER CAPITA DISPOSABLE INCOME FOR  
 MANITOBA AND METROPOLITAN WINNIPEG 1963-75

Year	Manitoba	Metro Winnipeg
1963	1,510	1,780
1964	1,563	1,842
1965	1,618	1,907
1966	1,675	1,974
1967	1,734	2,043
1968	1,795	2,114
1969	1,858	2,188
1970	1,923	2,265
1971	1,996	2,344
1972	2,060	2,426
1973	2,132	2,511
1974	2,207	2,599
1975	2,282	2,690

Note: Increase Calculated at 3.5%  
 Annually From 1963 Estimates  
 by the Financial Post.

Source: Guidelines For Development -  
 The Interlake Region of  
 Manitoba.

TABLE FV  
HOUSEHOLDS BY NUMBER OF PERSONS  
SELKIRK - 1968

Total Households	Size of Households									
	1	2	3	4	5	6	7	8	9	10-
2497	66	591	657	329	460	197	0	131	0	66
Average Number Persons/Household = 3.9										

Source: Interlake Fact - 1968

TABLE FVI  
LABOR FORCE BY OCCUPATION  
SELKIRK - 1961

Occupation	Males	Females	Total
Managerial	172	14	186
Professional	126	129	255
Clerical	98	181	279
Sales	34	63	97
Service & Recreation	186	286	472
Transportation	153	22	175
Farming	39	2	41
Loggers	2	-	2
Fishing & Trapping	9	-	9
Mining	14	-	14
Craftsmen	781	37	818
Laborers	158	7	165
Total	1,830	749	2,579

Source: Dominion Bureau of Statistics - 1961.

TABLE XVII

LEVEL OF EDUCATION FOR POPULATION 15 YEARS  
AND OVER NOT ATTENDING SCHOOL - SELKIRK 1968

No	Schooling 1-3		4-6		7-8		9-10		11-12		Technical		University		Total		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
15-34	0	11	0	0	0	197	328	274	394	800	131	65	197	131	985	1415	
35-44	0	0	0	0	65	77	131	197	65	197	0	0	65	0	328	471	
45-64	23	0	11	65	155	89	209	310	525	286	143	262	11	65	0	65	1068
65+	89	23	65	11	262	89	23	11	101	143	0	0	0	0	0	543	280
All	113	335	143	77	418	178	298	597	1087	901	603	1260	143	131	262	197	3067

Note: Figures Used For Selkirk Were Classified as "Urban" for R.M. of St. Andrews.

Source: Interlake Fact - 1968.

TABLE FVIII

SCHOOL POPULATION BY AGE, SEX, AND GRADE - SELKIRK - 1968

Age Group	No. Schooling		1-3		4-6		7-8		9-10		11-12		Technical		University		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
0-4	669	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	669	0
5-9	275	394	526	394	66	0	0	0	0	0	0	0	0	0	0	0	866	789
10-14	0	66	0	0	263	352	221	275	0	197	0	0	0	0	0	0	484	890
15-19	0	0	0	0	0	0	0	0	275	78	0	24	0	0	0	0	275	101
20+	0	0	0	0	0	0	66	0	0	0	78	0	12	0	0	0	144	0
All	943	459	525	394	328	352	286	274	274	274	274	23	11	0	0	0	2436	1779

Note: Statistics for Household Members Attending School, but for Whom No Age Was Given Have Been Allocated to Age-Group 0-4 Years.

Source: Interlake Fact - 1968.

TABLE FIX  
 WAGE EARNERS AND EARNINGS  
 SELKIRK 1961

Wage Scale	M	F	Wage Earners* by Earnings - %	
Under 3,000			1,072	47.0
3000-5,999			1,092	47.8
6000-9,999			112	4.9
10,000 †			8	.3
Total	1648	716	2,282	100

Average Earnings = \$3,005

\* For Those Wage Earners  
 Reporting Earnings

Source: Dominion Bureau of Statistics - 1961.

TABLE FX

RECREATION EXPENDITURE BY INCOME  
CLASS AND URBANIZATION - SELKIRK

Income Group	Average Expenditure By Household
Under 1500	43
1500-2999	100
3000-4499	143
4500-over	357

	Average Expenditure By Urbanization
Farm	159
Non-Farm	269
Selkirk	299
Metro Winnipeg (1964)	165

Source: Interlake Fact - 1968.

## APPENDIX G

### ADMINISTRATIVE AND LEGAL TOOLS

#### 1. Urban Renewal

Under the sections 35D and 16 of the National Housing Act, there are various methods whereby the Town of Selkirk private developers may provide low income housing.

Section 35D (Public Housing) and Section 16 (Low Rental Housing-Senior Citizen) are based on obtaining 90 per cent and 95 per cent loans, respectively, from CMHC, authorized over a period of up to 50 years.

Under Section 35D, CMHC may make a loan to a province, municipality or public housing agency for the construction or acquisition of a public housing project. However, under Section 16, CMHC is authorized to make a loan to any individual for the purpose of assisting in the construction acquisition or improvement of a low-rental housing.

Also, under Section 35D, the housing project cannot be sold to any private organization, whereas under Section 16, the housing project may be sold and cease to be operated as low rental housing after a period of fifteen years.

The Waterfront Commission can take a number of approaches. They can either attract private interest to initiate a senior citizen project under Section 16 of the National Housing Act or either provide the necessary land to private development. The cost of acquiring and



clearing the needed land may be found under Section 23B of the National Housing Act, also, the town itself may initiate this project under Section 35D bearing in mind the previously mentioned regulations.

Regarding the Public Housing Project, the Commission can request that the town initiate the project.

With respect to the remainder of the waterfront and the proposed facilities, it may be possible to acquire this land under Section 23B of the National Housing Act, with CMHC contributing up to one-half of the cost of acquiring and clearing the land needed.

It should be made clear that expropriation of property is not desirable and should only be used as a last resort.

The cost sharing program as provided under Section 23B of the National Housing Act is shown in the following table.

TABLE GI

	Gov't Share (%)		
	Fed.	Prov.	Mun.
Urban Renewal Study	75%	12½%	12½%
Urban Renewal Scheme	50%	25%	25%
Implementation of Urban Renewal Project	50%	25%	25%

<sup>108</sup> Planning Division, Underwood McLellan and Associates Ltd.,  
Op. Cit., p. 6.

Under Section 23C of the National Housing Act, CMHC may also make a loan to a province or municipality to assist in the sharing of the cost of implementation of an urban renewal project. This loan made under the authority of the Governor General must be secured by the Province of Manitoba debentures and not exceeding two-thirds of the actual cost as determined by CMHC after deducting all federal contributions.

The terms of the loan may not exceed fifteen years with interest rates prescribed by the Governor-in-Council.

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## 2. Proposed Zoning Ordinances for Waterfront Uses

Most studies concerning zoning ordinances for waterfront uses have adopted the idea of special purpose districts; uses that would not be permitted in conventional situations.

Waterfront Industrial (Mw) - All uses permitted for light industry provided that all or part of the raw materials, goods, etc. are port-dependent. Also, includes industry requiring large quantities of water for cooling or processing.

River Terminal (Mt) - Uses which require river terminal locations for loading, unloading, storage, packaging, or trans-shipment of goods received or shipped via river transportation.

- Note: storage facilities for cargo received or to be shipped via river transportation, but not permitting dumps, junk and salvage yards.

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109 ASPD Planning Advisory Service, Information Report #18, "Waterfronts: Planning for Resort and Residential Uses," 1959.

- Terminal facilities for trans-shipment of cargo between river and other transportation facilities.

- Uses not permitted are; slaughter, houses, stock yards, fertilizer plants, scrap metal processing, the reduction.

Marina District (Cm) - Restricted to uses related to boats and boating facilities along a body of water which shall be used primarily for recreational purposes.

- Uses include restaurant, boat and motor hotel, club rooms, retail sales of sporting goods, groceries and gifts, if specifically orientated toward the marina area, fuel facilities for marina use only.

Residential (Rb) - Similar to conventional ordinance. However, residential uses should not be permitted in areas prone to extensive floodings. Structures threatened by extreme high waters must be protected depending on design.

- Municipality must give special attention to unique elements related to waterfront.

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Commercial Recreation District (Cr) - At a distance, back from the river, for garages, filling stations, stores, and other essential commercial establishments which service the recreation industry.

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<sup>110</sup> Waterfront Renewal, Wisconsin Division Department of Resources. Many municipalities have proposed such ordinances refer to ASPO Planning Advisory Information Bulletin #45, "Municipal Waterfronts: Planning for Commercial and Industrial Uses."