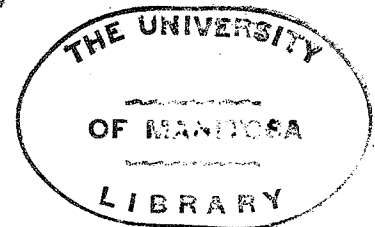


THE IMPLEMENTATION  
OF  
A PROPOSED REDEVELOPMENT PLAN  
FOR  
THE CENTRAL AREA  
OF  
THE CITY OF PORTAGE LA PRAIRIE, MANITOBA

BY  
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Service - September, 1959.

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## CHAPTER I

An introduction to the topic of urban redevelopment and a statement of its aims and objectives.

An account of the experiences in urban redevelopment of two major North American cities.

## CHAPTER I

### INTRODUCTION

The term, "Urban Redevelopment", is one with which most Canadian and American cities are becoming familiar due to the fact that many of these centres are fast approaching a stage in their development where rather elaborate remedial measures are called for to relieve congestion and to restore vitality to their downtown central areas. It is difficult to apply an all-embracing definition to the term, "Urban Redevelopment". In essence it refers to a set of conditions where blighted blocks of buildings are so decayed that they must be razed to make way for new planned business and residential areas in the hearts of cities.

While the conditions prevailing in various cities may be similar in this regard, each city will have its own peculiarities which will make it almost unique. For instance, there are probably few cities whose entire central

areas may be described as totally blighted owing to the fact that there may be a number of recently constructed, modern buildings dispersed throughout the downtown district. A similar situation presents itself where the buildings in the downtown area have become functionally obsolete, but whose structural condition does not justify their demolition. Under these circumstances a more moderate term is used to describe the remedial measures necessary to revitalize the particular district in question. This term is "Urban Rehabilitation" and it refers to a set of conditions where run down areas have not reached the point where wholesale demolition is required, but which can still be rescued from total decay by renovation and repair. Usually it is a combination of these two types of renewal program that is required to deal effectively with the problem of central area improvement.



In order to appreciate more fully the need for redevelopment of the central business district, it is necessary to examine some of the factors other than physical deterioration contributing to its cause. In recent years urban growth characteristics have followed a rather regular pattern in many North American cities and towns. The trend has been towards new residential development on the periphery of the city at an increasing distance from the heart of the downtown area. The "flight to the suburbs" has been prompted by people's desire to remove themselves from the noise and congestion of the city centre. The great majority of suburban dwellers are comparatively younger people with families of school age who are seeking a wholesome atmosphere in which to raise their children. The suburbs offer them more living space, reduced traffic, recreational facilities, and an opportunity to mix with people of a similar age group and financial status. The entire atmosphere of

suburban life is pervaded by a spirit of neighborliness and a return to community living that is often lacking in older residential areas situated nearer the city centre. The high demand for single family dwellings in the suburbs has brought about a remarkable expansion in residential development in these areas which in some cities has been described as "urban sprawl".

Obviously, there are certain changes that must accompany this trend to suburban living. Many services must be provided to accommodate these new communities and they must be situated so that they will afford maximum use to the people they are intended to serve. This means that schools and shopping centres must be planned as integral parts of these new communities. Many of the new residential developments now in existence have thriving shopping centres which incorporate a variety of services, from food supermarkets to drug stores. Very often, professional offices make up part of the shopping centre, with

lawyers, doctors, dentists, architects and engineers following up this trend towards decentralization. As a matter of fact, people living in the suburbs of larger cities are now finding themselves in the position where they no longer depend on the old central business district for their daily needs. Most of the essential services and commodities have been made available to them in or near the community in which they live.

The easy access and adequate parking space offered by these new centres compared to the long drive to the traffic-congested, downtown area has been one of the major reasons why trade and commerce in the central business district has suffered in recent years. Many cities have felt the effect of this phenomenon and have come to the realization that in order to preserve the life of the city centre, steps must be taken to make it a more desirable place for business activities. In order to compete successfully

with newer, more convenient facilities in the outlying districts of the city, the central business district must undergo a complete change to relieve traffic congestion, provide more parking area, create modern, attractive shopping malls and in general restore life and vitality to the heart of the city.

There are several reasons why it is important that the heart of the downtown area should flourish. Since it constitutes the geometric centre of the urban population, the central business district is the logical meeting place for the public. Here is the nerve centre where civics and commerce can operate most effectively. A large portion of the urban population works or conducts business in the city centre. It is therefore essential that a favourable environment be maintained in order to make this busy place an attractive and inspiring one for people to congregate. The environment should be such that it promotes efficiency of movement as well

as being attractive. There should be a minimum of conflict between vehicular and pedestrian traffic so that movement from shop to shop, or from office building to office building, be facilitated and thus, encouraged. Such an environment can have no other effect but to stimulate business activity and promote trade. This, in turn, keeps uptown property values at a high level and thus maintains a high level of tax revenue to the city. It is therefore evident that the whole urban population benefits from a flourishing central business district.

Another argument in favour of preserving the heart of the downtown area lies in the fact that there are many specialized services, essential to the city as a whole, that can logically be located only in the central area. As examples of these specialized services could be mentioned medical clinics, large department stores, utilities offices such as gas, telephone and hydro, jewelry establishments, book stores, large

hotels and, in general, any type of commercial establishment that cannot be duplicated in the suburbs. There will always be a need for these types of buildings in the downtown area and provision should be made for them in any redevelopment program.

Besides those commercial establishments which, by their nature, belong essentially in the core of the city, there exist other elements of our urban society which cannot be denied their rightful position in the city centre. These include the civic administrative buildings that are so necessary to urban life.

All, or nearly all, of our civic buildings are intended to serve the public at large. In order to carry out their purpose most effectively, they must be readily accessible to the citizens of the community. This consideration dictates that such buildings must be located in the city's central district so that they are more or less equidistant from all other sectors

of the city. Included in this category are such civic buildings as the city hall, police station, welfare bureau, public health buildings and other institutions of local and senior governments.

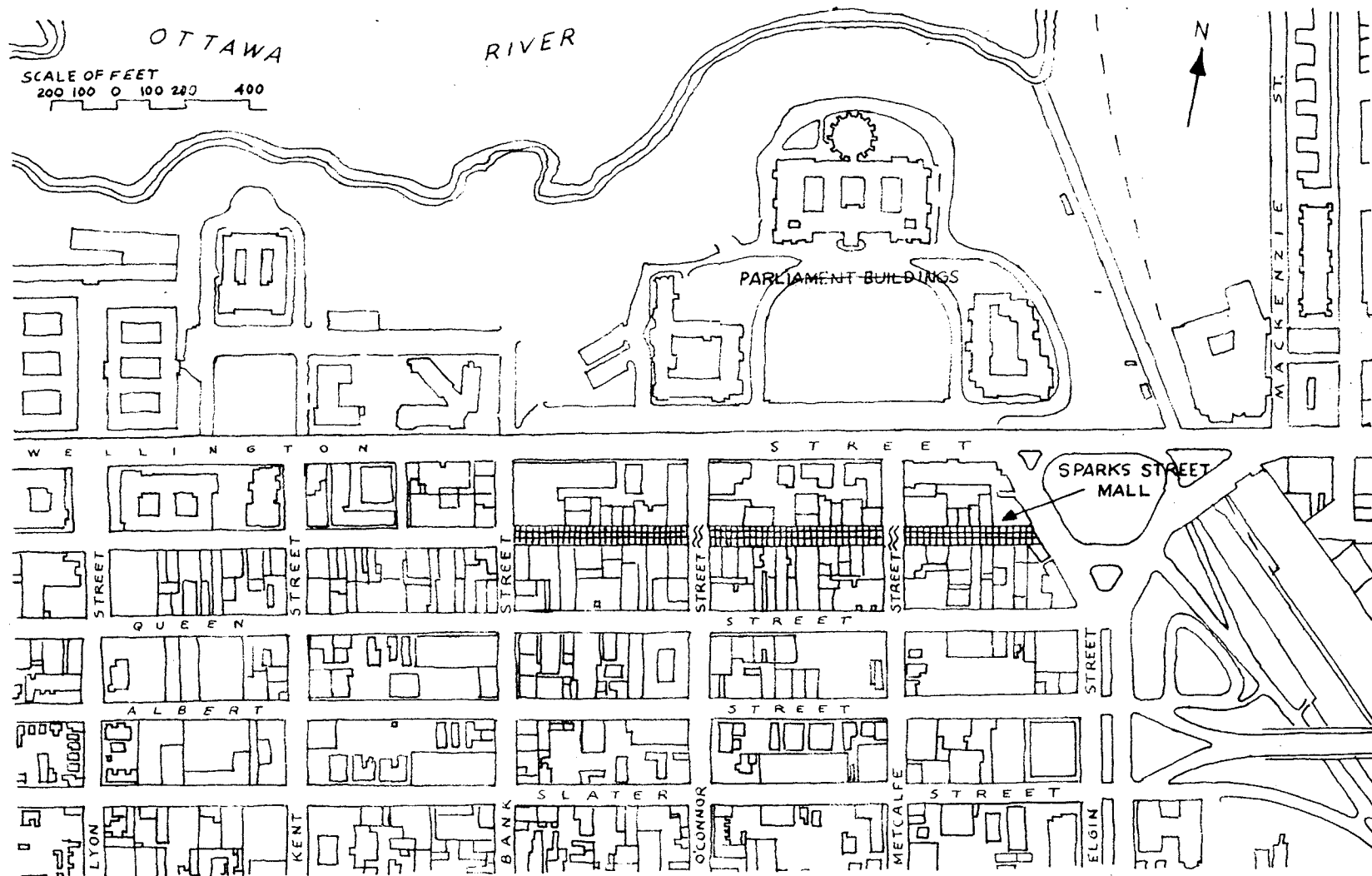
There is one more group of public buildings which, like the civic group, deserves special recognition. This group consists of the cultural centres which provide outlets for the arts. As urban dwellers are becoming more appreciative of the arts, it becomes increasingly necessary to make adequate provision for theatres, auditoria, art galleries, cinemas, libraries, etc. As in the case of the civic group, the cultural group, by virtue of the fact that its purpose is to serve the public at large, must be centrally located.

Therefore, the central business district may be described as that centre of commercial, civic and cultural activity which, due to the degree of specialization of the activities,

must draw on the entire urban population for its being. The complex of buildings that go to make up the central business district and the spaces created by these buildings reflect the character of the city. Therefore, the preservation of the central business district will continue to merit the careful attention of the city planner.

In pursuing further the necessity for urban redevelopment, it would seem appropriate to review the experiences in this field of some other North American cities. The value of such an investigation in relating these experiences to the particular case under study may be questioned on the grounds that these cities do not constitute a valid comparison because of their greater size. However, such comparisons should serve to illustrate the essential features of redevelopment that are common to all urban centres.





SKETCH SHOWING LOCATION OF SPARKS  
STREET EXPERIMENT

### THE SPARKS STREET EXPERIMENT

The City of Ottawa, the national capital, has undertaken some important work in the field of urban redevelopment. Part of this program has been devoted to the Sparks Street Experiment.

Sparks Street, lying at the very heart of Canada's capital, was laid out in 1842, and "pedestrians have been sharing it with horses and vehicles ever since". During the summer of 1960, however, the street was devoted exclusively to people; it became a pedestrian promenade or, in North American terms, a mall.

"This event is significant for three reasons; because this is the first mall in Canada; because Sparks Street lies at the very heart of Canada's capital; and because, unlike most other mall experiments on this continent, the Sparks Street experiment is being carefully evaluated by a research committee set up for the purpose.

"In spring, 1960, Sparks Street looked like many other shopping street in North America - fairly narrow (60 feet between building lines) and lined by buildings averaging 40 feet, but in some cases reaching the city building limit of 110 feet.

"The 10 foot sidewalks were edged by sinuous, eroded, hydro poles, draped with wires, and the south side was lined with parking meters. There were also, of course, fire hydrants, public waste bins, mail boxes, traffic signs and bus stop poles.

"Sparks Street was a one-way street used by westbound traffic only (about 5,000 vehicles per day) and eight city bus routes (about 700 buses per day). It also provided a good deal of casual parking with 53 "one-hour" meters along the south side, as well as curbside truck loading space - necessary because many shops are without rear access - along the north side.

"From the traffic point of view, Sparks Street seemed well suited for a mall experiment. Wellington Street, to the north, Albert Street to the south, provided alternative parallel routes for westbound traffic. The western portion of Sparks Street itself had been closed to traffic by the City of Ottawa, the roadway being incorporated in a proposed federal park.

"There is, of course, nothing new in the idea of pedestrian shopping streets; some civilizations have known no other kind; and mall fever was raging in the United States when Jacques Greber, consultant to the National Capital Commission, suggested in 1959 that Sparks Street should be a pedestrian promenade." (1)

In order to put into effect this proposal, the following steps were taken:

1. The Ottawa Board of Control organized a visit to the temporary mall at Toledo, Ohio in the fall of 1959 to study this experiment.

2. The Sparks Street Development Association, a business group, raised fifteen thousand dollars from its members by contributions based on a proportional scale. The City of Ottawa contributed a similar sum. This money, a total of thirty thousand dollars, was made available for the temporary mall experiment.
3. The eight Ottawa Transportation Commission bus services using Sparks Street were re-routed along Wellington.
4. All traffic was prohibited on Sparks Street in the three blocks lying between Elgin and Bank, except emergency vehicles and service vehicles at specified hours. North-south traffic continued to cross Sparks Street at Metcalfe and O'Connor Streets.
5. A clear lane for emergency vehicles was left down the mall. All fire hydrants remained accessible.

6. 53 parking meters were removed from the three blocks of Sparks Street closed to traffic during the experiment. To create the extra capacity necessary on Wellington Street, (because of the buses and other additional vehicles using it) 39 meters were removed from the north side. Additionally, four parking meters were removed from Metcalfe, four from O'Connor and eight from Bank, to facilitate bus turning movements - a total of 108. Steps were also taken to secure a more efficient use of off-street parking in the various lots available downtown, and in the multi-storey parking garage.

The design of the mall itself was undertaken by a design committee, with representation from the City of Ottawa, the Sparks Street Development Association and the National Capital Commission, with the Ottawa Architectural firm of Balharrie, Helmer and Morin contributing their services as consultants.

Features of the mall included:

1. A large model of proposals for a renewed Ottawa City Centre, of which a permanent pedestrian mall on Sparks Street would be part, prepared by the National Capital Commission.
2. A city tourist kiosk designed by the Mall Design Committee.
3. A pool and fountain with white incandescent spotlights for night illumination.
4. Three sidewalk cafes. These were extensions to existing restaurants and were placed on the street itself, surrounded by box hedges. The sidewalks were kept free so that crowds could circulate close to shop windows.
5. A special events pavilion, consisting of an open canopy with cluster seats around its supports.
6. A supervised children's playground.

7. Landscaping treatment of the mall included the planting of an assortment of young trees in inverted concrete manhole reducing sections. Initial colour was given to the mall by planting 10,000 tulips in the planting areas. These were replaced, as the summer progressed, by petunias, canna lilies, geraniums and salvia.

#### Results of the Sparks Street Mall

Experiment, carried on for three summer months last year, have just been evaluated by a team of statisticians and businessmen not connected with the venture. Their report shows that the mall was an unqualified success.

1. Every category of retail business registered an increase over the year before. Men's clothing sales were up 29%, restaurant business was up 34%.
2. Business was better than Ottawa as a whole and Ontario as a whole.



3. Customers were enthusiastic; 92% said they liked the mall, 98% would like to see it made permanent.
4. Of the 8% who did not like the mall, most had parking troubles. The Committee recommended more off-street parking if the mall becomes permanent.
5. Traffic flow in downtown Ottawa was not impeded by the mall. In fact, accidents were reduced and Confederation Square, the city's hub, benefited from the change.
6. The Ottawa Transportation Commission, with misgivings, rerouted its Sparks Street buses along Wellington Street. The diversion worked so well it has become permanent. (2)

The results of this experiment serve to illustrate the value of rehabilitation in combatting the ill effects of civic decay. It is unlikely that exactly the same program could be used to alleviate the conditions in other cities, but certainly the same approach on a

scale modified to suit the conditions would prove effective.

The most significant feature of the Sparks Street experiment is, of course, the separation of vehicular and pedestrian traffic. This would appear to have the desirable effect of relieving congestion in the street and of encouraging shoppers to take maximum advantage of the facilities made available to them. The cleaning up and beautification of the street itself greatly enhanced the overall atmosphere and made for much more pleasant surroundings than what formerly existed. The increase in sales activity speaks for itself.

The Sparks Street experiment is regarded by many observers as the forerunner of a nation-wide trend towards urban renewal. Following are some statements which recently appeared in a leading Canadian business journal on the subject of urban environment:

"You'll be living in a different kind of community in 1970, and doing business in a different kind of town.

"Particularly in the major cities, the planning experts say, changes must come. Canada's cities are having the breath squeezed out of them by downtown congestion, and their hearts diseased by blight and slums." (3)

"Downtown rehabilitation is the only answer for revenue-poor municipalities. Municipalities must give downtown redevelopment top priority - and enlist the aid of private enterprise." (4)

"Rehabilitation: watch for a trend to refurbish old and rundown downtown areas, to beautify, boost revenue, attract crowds." (5)

"Redevelopment: you will see decaying chunks of city hearts torn down to the ground and rebuilt into money-making beauty spots." (6)

These statements and many more like them provide a good indication of the need for

urban renewal in Canadian cities. This need presents a challenge of monumental proportions to civic administrators, private enterprise and to the citizens at large. A concerted effort on the part of these people, combined with vigorous cooperation and support from all levels of government, will be required to meet this challenge.

#### THE PITTSBURGH EXAMPLE

Another interesting example of urban renewal is provided by the City of Pittsburgh, Pennsylvania. The striking results of this city's redevelopment program are presently being studied by the City of Toronto's Redevelopment Advisory Council. This body, composed of twenty-five top community leaders, regards the Pittsburgh case as "an example of remarkable urban redevelopment progress made in spite of early, disheartening conditions."

In the 1930's, downtown Pittsburgh was stagnant and unattractive. Contributing

significantly to this condition was the concentration of heavy manufacturing industries in the city. The congestion and smoke generated by the many steel mills was largely responsible for accelerating the rate of blight and degeneration of a city which was already deteriorating with age.

One of the most discouraging aspects of the Pittsburgh case was the apparent apathy of the citizens towards the conditions which prevailed in their city. Few people cared that they lived in a dirty, smoke-blanketed city.

While this attitude was responsible in many ways for the state of civic decay in Pittsburgh, there were other factors which further impeded the progress of urban rehabilitation. The concentration of heavy industry in the city led to civic government based on the labor vote. As a result, a traditional atmosphere of distrust existed between the civic government and "big business". Under these cir-

cumstances, the city officials regarded with skepticism any proposals advanced by the large business concerns for civic improvements, with the result that no positive course of action could be adopted. A further complication arose from the fact that community leaders, including influential businessmen, had moved their homes outside the corporate limits and so had no vote. This combination of circumstances had the unhappy effect of thwarting any attempts on the part of big business, the only element of Pittsburgh's society that had the financial power to promote action, to institute a program of urban renewal.

Then in 1935 the Pennsylvania Economy League was formed, largely by business interests, to encourage good, efficient government. This led to the formation, in 1938, of the Pittsburgh Regional Planning Association and, in 1943, the Redevelopment Association emerged. This became the world famous Allegheny Conference on Community Development.

Working within the framework of this new organization, leading businessmen in Pittsburgh set about the task of cleaning up the run-down city. Support for the redevelopment program was enlisted from the ranks of industry. Men such as H. J. Heinz, steel company leaders and chief executives of many giant United States corporations with Pittsburgh headquarters gave support. These men committed their companies to positive courses of action and were wise enough to enlist help from labor and politicians. David L. Lawrence, now Governor of Pennsylvania, became a strong supporter of urban redevelopment. Lawrence was elected Mayor of Pittsburgh and served 3½ terms, giving the Allegheny Conference powerful civic support.

Effective smoke control was the first and most basic project in community improvement. By 1947, industry, railroads, private homes came under regulation and ordinance through the United Smoke Council of Allegheny Conference. Today

Pittsburgh is an outstanding example of what effective smoke abatement can mean in the life of a great industrial community. In the city alone, between 1947 and 1955, there was a reduction of 96.6% in heavy smoke, 88.8% in total smoke. The smoke elimination work is still in progress and Pittsburgh is a clean city now.

In addition to the smoke abatement scheme, Pittsburgh launched a comprehensive redevelopment program to reclaim blighted areas in the downtown district. The Allegheny Conference worked through the Urban Redevelopment Authority of Pittsburgh, which approved plans and enabled land assembly. It is reported that in a period of ten years, the Authority recaptured from the grip of blight and decay 266 acres, constituting about 1% of Pittsburgh's buildable area.

The interesting feature of this remarkable accomplishment is the fact that the major portion of the financing was provided by private enterprise.



"In a city that had experienced no substantial investment for nearly a quarter century, \$197 million in private funds has been spent in eight project areas." (7)

Only lately have federal funds been necessary for Pittsburgh's redevelopment work. Pittsburgh's City Planner said that the main success of Allegheny Conference came because leading property owners were behind it.

"They acted first for the welfare of the city. In the end their public spirit returned profits to them when property values increased." (8)

This does not indicate that public funds are not necessary. It is usually necessary for senior governments to provide "seed" money to promote the initial stages of urban renewal. This money is often used for such matters as preliminary studies, land acquisition and, in some cases, building demolition. However, private enterprise must be prepared to

handle the financing of the major portion of urban redevelopment.

Following are some of the results of Pittsburgh's efforts to revitalize their downtown area.

1. Hundreds of new job opportunities were provided and thousands preserved.
2. When Gateway Centre (the first major project) is completed this year, 15,000 workers will be employed there. The whole project was financed by Equitable Life Assurance Society. It cost \$85 million to acquire 59 acres of commercial blight, demolish existing buildings and rebuild.
3. From the revitalization of the downtown area alone, Pittsburgh real estate tax earnings (adjusted for millage increases) from 1948 to 1960 rose more than \$1.1 million.
4. School boards' income from downtown real estate levies went up by more than \$1 million. Allegheny County's revenue from the same downtown area climbed by \$690,000.

5. Redevelopment has caused the relocation of 2,556 families, most of them into better housing.
6. To enhance the beauty and architectural composition of the downtown area, while at the same time providing relief to a parking congestion problem, Mellon Square Park was constructed in the heart of the midtown triangle. It consists of a one-acre surface park erected above a six-level underground parking garage.

These, and other accomplishments in the field of urban renewal have won for the City of Pittsburgh the admiration of the whole continent. It has been described by those interested in the field of redevelopment as the most striking example in North America of what can be done by far-sighted business leaders to renovate a blighted city centre. There is definitely a lesson to be drawn from the Pittsburgh case for other North American cities, who must eventually come to grips with the problem of downtown

deterioration. The lesson would appear to consist of three main parts:

1. The success of any proposed urban renewal project will depend largely on the degree of public support that it receives. This would indicate that the first step to take, after defining the particular project, would be a vigorous public relations campaign to educate the citizens on the need for redevelopment and the benefits to be derived from it. The purpose of such a campaign would be to instill a spirit of enthusiasm into the citizenry and thus win support for the project.
2. In order to provide a framework within which to plan the various renewal projects, it is necessary to form some sort of civic organization to administer all phases of the program. The functions of such a body would vary depending on the conditions in the particular city under study. However, the

following activities of the organization would be common to most cities:

- (a) To act as an official liason between the city and senior levels of government in matters of planning and cost-sharing arrangements.
- (b) To be responsible for the subscription of private funds for the purpose of plan implementation.
- (c) To carry out planning on a local level in such matters as project priority, phasing, family relocation, etc.

3. The Pittsburgh case provides concrete evidence that urban renewal does pay off. Some of the benefits to be expected include:

- (a) Increased tax revenue to the city due to a general raising of downtown property values.
- (b) Increased profits to all categories of downtown business, due to the revitalization of the city centre.

- (c) A general elevation of employment resulting from the attraction of new business to the redeveloped area.

This chapter was intended to serve as an introduction to the topic of urban renewal. It has pointed up the need for rescuing the city centre from deterioration and indicated some of the benefits to be derived from such action. It is hoped that the discussion of the experiences of Ottawa and Pittsburgh in their urban renewal programs will serve to substantiate the practical value of such projects.

The value of private redevelopment to the community cannot be over emphasized, but it is important to realize that, to attain the maximum benefit to the city, the development must be in accordance with a sound comprehensive development plan, which will ensure that the use of the site, provision for car parking, and the amenities of the city are all given due recognition in the design.

## CHAPTER II

A brief history of the development  
of the City of Portage La Prairie.

An examination of some of the physical  
and sociological factors contributing  
to the need for redevelopment of the  
city's central area.

## CHAPTER II

### THE PORTAGE LA PRAIRIE CASE

#### Historical Background

The first chapter of this study was devoted to a general introduction to the subject of urban redevelopment. In the second chapter an attempt will be made to describe the situation in the City of Portage La Prairie and to analyse some of the factors contributing to the need for redevelopment of its central area.

The City of Portage La Prairie, population 12,500, is situated on the banks of an Oxbow Lake cut off from the meandering Assiniboine River, fifty-two miles west of Winnipeg. Its origin dates back to 1738 when LaVerendrye built Fort Lareine on the Assiniboine near the present site. The name is derived from the French fur traders who "portaged" their canoes across the Prairie from the Assiniboine to Lake Manitoba at this point.



The Hudson's Bay Company built one of its western fur trading posts, in 1832, two miles from the centre of the present city. The first real settlement dates from 1854.

Portage La Prairie has always been an important transportation centre. The river offered the easiest access to the West for the early fur traders and settlers. As early as 1870, Portage La Prairie was a promising village of 130 and a steam flour mill had been erected. The Canadian Pacific Railway mainline reached Portage in 1880 and by the following Spring the population had reached 800 persons.

Portage La Prairie grew rapidly during the latter part of the 19th Century and very slowly up to the beginning of the Second World War. The large military and Air Force training establishments sparked a period of growth which slackened with the cessation of hostilities.

Since 1950 the city has enjoyed a resumption of growth and a prosperity unparalleled in its history.

Portage La Prairie has been mainly a local distributing and trading centre for a wealthy agricultural district. The renowned fertility of the "Portage Plains" has made the area familiar to Canadians from coast to coast. The excellency of the soil in the Portage district affords a wide diversification of field crops. By means of increased mechanization, farms in the area have constantly increased their production. The early completion of a rural electrification program has also contributed significantly to rapid agricultural progress.

Although the principal field crops of the area are still wheat, oats and barley, problems in marketing these grains have encouraged the cultivation of field peas, flax, rye, rape, sugar beets and a variety of grass and legume seeds. Many of these crops are cleaned or processed in local pea and seed cleaning plants.

The diversification and mechanization is not confined to field crops, however. Hydraulic materials - handling equipment for farm use, pick-up balers, forage harvesting equipment and electrically powered dairy equipment - have made it possible to decrease the man hours required in feeding and caring for livestock and poultry which, in turn, makes possible an increase in production.

Whatever future growth the City of Portage La Prairie may experience due to industrialization, it will still remain as an important distributing and trading centre for its rich and progressive agricultural area. This factor alone assures that the population of the city will at least sustain itself and there is every indication that agricultural production will foster population growth through the attraction of industries processing agricultural produce.

Another feature of Portage La Prairie's development which has contributed and which will continue to contribute to its population growth is the comparatively large number of government institutions located there.

There are five permanent institutions presently established in the city. Of these, the largest is the Manitoba School for Mental Defectives, which employs four hundred people on a permanent basis. However regrettable it may seem from a sociological point of view, the fact remains that facilities for the care of this type of patient have had to be increased considerably over the past decade and it is anticipated that further accommodation must still be provided. This does not indicate that mental defectiveness on a per capita basis is on an incline; rather this increase results from a natural increase in our national population, coupled with the fact that our society has become more conscious of this type of disease and

is taking more advanced measures for its treatment and control. Therefore, it is safe to assume that such institutions as the Manitoba School for Mental Defectives can expect to experience further growth in the future. Undoubtedly, there will be a corresponding increase in the number of employees required which, in turn, will generate a proportionate amount of family formation. This process will eventually manifest itself in a net population increase for the city.

Besides the mental institution, there are four other institutions located in the city, all of which have contributed in varying degrees to its growth and development. These include:

Manitoba Home for Boys	-	40 employees.
Provincial Gaol for Women	-	25 employees.
Indian Residential School	-	15 employees.
Special Crops Sub Station	-	12 employees.

It is not considered likely that any of these institutions will experience any

significant amount of growth in the near future. However, the possibility of this happening cannot be discounted altogether. Should the Government become more concerned with the welfare of the Indian population, for instance, the Indian Residential School could conceivably be expanded. The Indian population in the Portage district is considerably heavy.

During the Second World War, the establishment of two major Air Force training bases at South Port and MacDonald sparked a period of population growth. Most of the people in this category, however, were military personnel and were not permanent residents. When these bases were closed down after the war, many of these people left the city. Only a skeleton crew of civilian maintenance personnel remained. With the reopening of both bases around 1950 for the purpose of training jet pilots for N.A.T.O. Forces, a period of heavy construction was begun which again stimulated population growth and

gave rise to a vigorous increase in commercial activity. This initial boom levelled off after the construction period was over and about 2,000 civilian and military personnel remained at both bases. Their presence accounted for an important part of the city's population up until 1959 when training was discontinued at MacDonald Station. There are now 1,200 civilian and military personnel at R.C.A.F. Station Portage La Prairie (South Port) and it is expected that this station will remain in existence in some capacity for several years.

This summary of the history of Portage La Prairie's growth and development brings us up to the present. The question that must be answered now is, "What does the future hold for the city?" More precisely, is there sufficient evidence to support the assumption that the city will continue to grow? Will the amount of growth be great enough to generate a pressing need for the redevelopment of the city's central area?

What other factors besides population growth have to be considered in evaluating the need for central area redevelopment? An attempt to answer these questions will be made in the remaining portion of this chapter.

## FACTORS CONTRIBUTING TO THE NEED FOR CENTRAL AREA REDEVELOPMENT IN PORTAGE LA PRAIRIE

### I POPULATION GROWTH

The most important single factor to be taken into account in evaluating the need for redevelopment of the city's central area is the population trend. If the city's population is to remain static, which is most unlikely, then there seems to be little justification for the expenditure of funds on a major redevelopment program. If, on the other hand, the population of the city is expected to sustain a substantial increase, then it is imperative that the planners have a reasonably accurate estimate



of the magnitude of this projected population so that steps may be taken at an early stage to make provision for more adequate and modern downtown facilities.

The matter of making an accurate population forecast is, unfortunately, a difficult problem. Population projections are never infallible because of the many intangible factors that cannot be accurately accounted for; such as, industrial expansion, migratory trends, etc. Essentially, forecasting is a matter of judgement, based on assumptions. Obviously, the best projection will result from an informed judgement based upon well founded assumptions.

"The number of people residing in an area can be changed in only three ways: by births, by deaths, and by movement in or out, the result of which is called net migration. In effect then, the problem of forecasting lies in an evaluation of the probable effects of the factors affecting the determinants of population growth



(or decline) in the particular area, and the translation of these evaluations into numerical figures." (9)

In attempting to arrive at a reasonably accurate population figure for Portage La Prairie, consideration will be given to some of the factors mentioned in the above quotation and suitable weight will be attached to each in modifying the estimate.

A. Trend to Decentralization of Industry

There is a rather rigid relationship between urban development and employment that has been borne out by experience. If an urban centre is to sustain permanent growth, it must offer adequate employment opportunities to attract additional population and to retain the younger element of its existing population. In order to accomplish this a program of industrialization is required to provide a reasonable variety of employment opportunities.

The City of Portage La Prairie has already exhibited the capacity to attract a certain amount of industry. The most recent and significant advancement has been the completion of the \$5,000,000 Campbell's Soup Plant in the industrial area in the Northwestern portion of the city. When operating at full capacity, this plant expects to employ 300 people. It will also serve to stimulate the vegetable-growing industry in the immediate agricultural area.

The national atmosphere for industrial growth appears to be favourable at the present time. From the columns of a leading Canadian business journal, an indication is given of the effect that industrial growth will have on smaller centres, such as Portage La Prairie.

"Industrial expansion in the Sixties will go largely to the smaller centres.

"It is true that the big cities are still claiming a considerable share of industrial

expansion, but close observers of the industrial situation believe there will be an increasing trend in the Sixties to locating in small cities, towns and villages. The prospect of substantial savings in operating costs often lures a plant to a smaller centre. More and more industries are finding that their costs for labour, transportation, fringe benefits, plant overhead and utilities are frequently lower in smaller communities than in big cities." (10)

The outlook for future industrial development in smaller Canadian centres can, therefore, be described as encouraging. Just how much this will mean in concrete terms to each individual centre will depend largely on the steps that a community takes in trying to make itself attractive to potential industries. Obviously, we cannot expect that there will be sufficient industrial growth to benefit all our smaller communities. Therefore, the community that has the most advantages to offer will be

the one which can expect to attract the greater share of the industry. Some of these advantages will be in the form of naturally occurring features; such as, mineral wealth, etc. However, since such blessings are rare, the community itself will have to provide many of the items that are considered essential for sound industrial development.

Following is a summary of the basic industrial location factors of the City of Portage La Prairie. An evaluation of these factors will show that Portage La Prairie is in a favourable position to attract further industry. The population growth accompanying this industrial expansion will serve to intensify the need for redevelopment of the city's central area.

1. Location of Production Materials.

(a) Non Metallic Minerals

Clay - suitable for bricks.

Sand ) - suitable for concrete  
)

Gravel) - aggregate.

(b) Non Mineral Products

Cereal Grains, Vegetable Crops, Special  
Crops, Cattle, Poultry, Hogs, Dairying.

2. Labor

TABLE I

Age Groups

Census	0-14 %	15-59 %	60 (Over) %
1951	24.1	62.0	13.9
1956	27.3	59.1	13.6

(Based on a population of 13,000 predicted for 1961, this would mean an available labor force of approximately 7,800 in the age group 15 to 59.)

Ethnic Origins (%)

TABLE II

Anglo-Saxon	French	Ukranian	Germain	Other
50.1	9.3	11.3	7.2	22.1

Prevailing Wage Rates (\$1/hr.)

TABLE III

<u>Class</u>		
Skilled	Male	1.75
	Female	1.00
Semi-Skilled	Male	1.25 - 1.40
	Female	.90
Unskilled	Male	1.00
	Female	.75

3. Industrial Sites

TABLE IV

Industrial Acreage Available -	600 Acres
Industrial Acreage Serviced -	40 Acres
Price per Acre -	\$1,000.00
Municipally Owned Industrial Acreage -	14 Acres
Municipally Owned Serviced Acreage -	14 Acres
Price per Acre -	(Open)
Industrial land is zoned according to a general development plan.	

#### 4. Industrial Fuels

TABLE V

<u>Fuel Type</u>	<u>BTU Rating</u>	<u>Industrial Rate</u>
Souris Stoker Coal	7,200 BTU/lb.	4.80 to 7.80/ton
Bunker-C	180,000 BTU/Gal.	8¢/Gal.
Natural Gas	1,000 BTU/cu.ft.	1st 2 MCF - 2.50 Next 3 MCF - .90 per MCF Next 5 MCF - .75 per MCF Next 20 MCF - .70 per MCF Next 270 MCF - .60 per MCF All Over 300 MCF - .55 per MCF (Monthly minimum charge - \$10.00)

#### Hydro Electric

##### Power

1st Bloc - 30 hrs. use of 80% of  
connected load or established  
demand rated in K.V.A. - 5¢/KWH

2nd Bloc - Same base - 3½¢/KWH

All additional energy each month is  
at the rate of 1¢/KWH  
(Minimum of \$1.50/KVA of 80% of con. load)

##### Lighting

1st 100 KWH - 6¢/KWH  
Next 200 KWH - 3¢/KWH  
All consumption over 300 KWH - 2¢/KWH  
(Minimum of \$1.00 per meter per month)



5. Transportation Facilities

Principal Transport Routes

No. 1 Highway, Trans-Canada East and West

C. N. R. Mainline

C. P. R. Mainline

Highway transportation consists of two local firms providing several daily trips to Winnipeg and return, plus most of the major cross-country carriers.

Rail transportation consists of several passenger and freight trains each way daily including both railroads' crack passenger service.

6. Market

Retail Trading Area - 2,250 square miles

North - 30 miles

South - 20 miles

East - 20 miles

West - 25 miles

See Map

TABLE VI

<u>Year</u>	<u>Retail Sales</u>	<u>Manufactured Products</u>	<u>Agricultural Products</u>	<u>Building Permits</u>
1951	13,032,900	441,438,248	20,563,672	3,891,000 (1958)
1956	14,313,300	471,808,000		1,449,000 (1957)

7. Water Supply

TABLE VII

Source - Assiniboine River

Treatment - S.C.U. Soft (L.S.)

A. C. Chlor. Fi.

Capacity - 2,000,000 G.P.D. (to be increased)

Consumption Peak Demand - 1,900,000 G.P.D.

Mean Stream Flow - 3,040 S.F.

Minimum Daily Flow - 186 S.F.

Maximum Daily Flow - 22,200 S.F.

8. Sewage Disposal

Gravity collection system - pumped into  
sewage lagoon with design capacity for  
population of 50,000. Collection system  
may be expanded.

9. Living Conditions

- Housing standards are generally high.
- Two new housing developments in progress.
- Variety of rental accommodation available.
- One High School - total enrolment 623 -  
modern - grades included 9-12.
- Five Elementary Schools - total enrolment  
1748 - modern - grades included 1-8.
- One Hospital - 87 beds - 13 doctors -  
modern.
- Four Hotels - total rooms 75.
- Five Motels - total units 100.

Fire and Police Protection

- Four fire-fighting units.
- Fire brigade consists of a regular force  
of six men plus twenty volunteers.
- R.C.M.P. policing consisting of ten con-  
stables under the direction of a Staff  
Sergeant.

News Media

- One local daily paper.
- Two local weekly papers.
- Local radio station (C.F.R.Y.).
- Radio and Television reception from  
Winnipeg and United States.

Recreational Facilities

Island Park - 9 hole golf course.

- picnic grounds.
- sports fields.
- race track.
- animal sanctuary.

Delta Marshes - duck and goose shooting.

Delta Beach - swimming.

- boating.
- fishing.
- water skiing.

Swimming Pool (outdoor).

Theatres.

Bowling Alleys.

Curling Rink.

Hockey and Skating Arena.

Tennis Courts.

Flying Club.

Library.

Mixed Drinking Establishments.

10. Tax Structure

TABLE VIII

<u>Classification</u>	<u>Mill Rate</u>	<u>Basis of Assessment</u>
Residential	43	44%
Commercial	43	44%
Farm	43	48%
Industrial	43	44%

Municipal Debenture Debt

Total \$997,000 (Year 1958).

Per Capita \$90.64.

Business Tax - 15% of assessed rental value.

Special Tax - sewer & water - \$5.00 per  
foot frontage.

11. Climate - 44 years on record

TABLE IX

<u>Average</u> <u>Frost-Free</u> <u>Days</u>	<u>Annual</u> <u>Rainfall</u>	<u>Mean</u> <u>Minimum</u> <u>Temp.</u>	<u>Mean</u> <u>Maximum</u> <u>Temp.</u>	<u>Mean</u> <u>Annual</u> <u>Temp.</u>
127	17.68 ins.	25°F	46°F	35°F

An analysis of these basic industrial location factors indicates that the City of Portage La Prairie enjoys a number of advantages that should prove to be attractive to industries in the food processing and light manufacturing categories. There are several industries in these categories already established in the city. Most of these are on a minor scale, employing fifteen people or less, and are not likely to expand to any great extent in the foreseeable future. However, as mentioned earlier in this chapter, the completion of the new \$5,000,000 Campbell's Soup Plant in the city has been a major step forward in its industrial growth and should be instrumental in encouraging other industries to follow suit.

Another important factor in assessing the industrial growth potential of Portage La Prairie is the recent formation of the Portage Community Development Corporation. This organization is made up of a group of interested and public-spirited businessmen in the city and its purpose is to encourage further industrial expansion. Funds for this program are subscribed on an investment basis. The money that is raised by these means is used to assemble and service industrial sites and, if necessary, to construct plant facilities for any worthy industrial endeavour. It is hoped that this progressive scheme will be successful in attracting further industry to the city. Similar programs have proven successful in the Manitoba towns of Carberry, where a potato chip firm is now established, and Morden, which succeeded in attracting a hat manufacturing concern.

It has been estimated that for every ten persons employed in a basic industry, there

\* will be employed twelve additional persons in related service industries. In terms of net family formation, allowing for three persons per family, the total number of people accumulated by the original ten is sixty-six. It has been shown that Portage La Prairie is in a favourable position to attract further industry. Therefore, in attempting to forecast future population growth, considerable weight must be attached to this factor.

#### B. Migratory Trends

The lack of varied employment opportunities in the South Central Manitoba region, has resulted in a migration of young persons from rural areas to larger urban centres such as Winnipeg. This trend has been most pronounced in the rural municipalities of the region and to a lesser degree in the incorporated towns and villages. The net effect of this migration has been damaging to the growth and development of the region as a whole.



However, certain towns and, most noticeably, the City of Portage La Prairie, have shown a net increase in the proportion of younger people making up their populations.

Following are two tables which show a comparison between Portage La Prairie and other rural communities of the effect of this trend.

TABLE XMigratory Trends from Rural Areas (Rural Municipalities)

<u>Municipality</u>	<u>1951 Pop'n. 15-19 Yrs.</u>	<u>1956 Pop'n. 20-24 Yrs.</u>	<u>Gain or Loss (Numerical)</u>	<u>Gain or Loss as % of 1951 15-19 Yrs.</u>	<u>Gain or Loss as % of 1951 Total Pop'n.</u>
Cartier	342	188	-154	-45	-4.7
Dufferin	316	180	-136	-43	-4.2
Grey	380	253	-127	-33	-3.3
Lakeview	75	38	- 37	-39	-3.7
Lorne	380	242	-138	-36	-3.2
Louise	133	93	- 40	-30	-1.9
MacDonald	272	168	-104	-38	-3.4
Montcalm	294	149	-145	-49	-5.2
Morris	385	253	-132	-34	-3.0
North Norfolk	315	167	-148	-47	-4.2
South Norfolk	186	122	- 64	-34	-2.8
Pembina	253	156	- 97	-38	-2.9
PORTAGE LA PRAIRIE	525	784	+259	+49	+3.9
Rhineland	721	422	-289	-40	-4.3
Roland	117	94	- 23	-20	-1.3
Stanley	528	400	-128	-24	-2.3
Thompson	113	61	- 52	-46	-3.0
Victoria	130	85	- 45	-35	-3.4
Westbourne	290	211	- 79	-27	-2.4

Note: Figures for municipalities do not include the figures for the towns shown therein.

TABLE XI

Migratory Trends from Rural Areas (Incorporated Towns and Villages)

<u>Town, Village, City</u>	<u>1951 Pop'n. 15-19 Yrs.</u>	<u>1956 Pop'n. 20-24 Yrs.</u>	<u>Gain or Loss (Numerical)</u>	<u>Gain or Loss as % of 1951 15-19 Yrs.</u>	<u>Gain or Loss as % of 1951 Total Pop'n.</u>
Carman	121	77	- 44	-36	-2.4
Crystal City	36	27	- 9	-25	-1.8
Pilot Mound	46	33	- 13	-28	-1.8
Emerson	55	24	- 31	-56	-3.5
Morris	76	76			
MacGregor	39	38	- 1	- 3	-0.2
Treherne	31	10	- 21	-68	-3.6
Manitou	45	41	- 4	- 9	-0.5
PORTAGE LA PRAIRIE	773	960	+187	+24	+2.2
Altona	77	100	+ 23	+30	+1.6
Gretna	50	29	- 21	-42	-3.5
Plum Coulee	24	21	- 3	-13	-0.6
Morden	127	127			
Winkler	100	101	- 1	- 1	-0.1
Gladstone	57	45	- 12	-21	-1.4
Brandon	1,369	1,867	+498	+36.5	+2.4

As stated earlier, a community must retain a fairly high proportion of its younger generation if it expects to experience substantial population growth. The statistics presented in Table XI show that Portage La Prairie, as a city, experienced an appreciable increase in the number of younger people in its population, while every other South Central Manitoba community, except one, experienced a decline over the period 1951 to 1956. The City of Brandon, while not located in the South Central region, was included in order to provide a comparison between Portage La Prairie and a larger centre.

An analysis of the statistics shown in Tables X and XI indicates that only those centres which have taken positive steps towards community development have been successful in overcoming the trend towards migration of younger people to larger centres, such as Winnipeg.

Included in this group are the City of Portage La Prairie, the towns of Morris, Morden, Winkler and Altona.

The principal reason that the communities in this group have been successful in retaining a higher percentage of their younger people lies in the fact that agricultural production in these areas has been greatly diversified and intensified. Greater emphasis has been placed on the cultivation of vegetable crops with the result that food-processing industries have been set up. This has served to broaden the economic base of each community and has brought about a subsequent increase in economic activity which has provided a greater range of employment opportunities for younger people.

It is interesting to note that every one of the centres included in this group have taken advantage of the planning services offered by the Department of Industry and Commerce.

The progressive nature of these communities is reflected in the fact that they are seeking competent assistance in guiding their development, so that orderly growth will be assured. Many of the other communities listed in Tables X and XI have not, as yet, made use of the Provincial Planning Services Branch of the Department of Industry and Commerce. This agency can be very useful to a community in conducting surveys, outlining programs of community development, and, in general, guiding the growth of the community in a manner which will prove to be most advantageous to all concerned.

A comparison of the figures shown in Table XI for the cities of Brandon and Portage La Prairie would seem to indicate that the latter is keeping pace with a considerably larger centre in providing adequate employment opportunities for younger people. Brandon, with a 1956 total population of 24,796, registered a 2.4% increase in the retention of people

in the age group 15-19 years between 1951 and 1956. Portage La Prairie, with a 1956 total population of 10,525, was only 0.2% behind Brandon, registering a 2.2% increase in the same category. This would indicate that Portage La Prairie should be able to expect approximately the same growth characteristics as Brandon in this regard. Brandon, which is similar to Portage La Prairie, inasmuch as it is primarily a local collecting and distributing centre for a rich agricultural district, has experienced a very rapid rate of growth since the end of the Second World War. It is not unrealistic to assume that Portage La Prairie will experience similar expansion.

Having analysed some of the factors likely to influence its future growth characteristics, a graph may be plotted for the City of Portage La Prairie, showing previous population figures on a curve and a projection of this curve may be used to estimate the magnitude of the population at some future date.

As stated earlier, a reasonable degree of caution must be exercised in arriving at a population forecast, because there is a danger of either over-estimating or under-estimating the figure. Therefore, it has been considered prudent to make the population projection for a period of not greater than twenty years into the future, since there is no reasonable degree of certainty as to what influences may come into play beyond that time. Indeed, with all the advancements in technology that have been made in recent years, it is difficult to even surmise what new and powerful influences may affect population within the next twenty years. One thing, however, seems certain; and that is the fact that there is an increasing trend in our country towards the urbanization of our population. This trend may manifest itself in an unprecedented rate of growth for Canadian towns and cities.



As a means of explaining the population curve and its projection shown on the accompanying graph, a discussion of the factors that were taken into account will now be included.

The curve, where it passes through the figures for the years 1920 to 1946, remained fairly flat. The only significant departures were a population decrease in 1936 which may be attributed to the economic depression which prevailed at that time and a slight population increase in 1941, which was probably made up of mostly military personnel which were trained at Portage La Prairie during the war.

It was not until 1946, then, that a definite trend in the population curve was established. The prosperous years that followed World War Two saw the population curve begin a pronounced incline that increased in slope through the period ending in 1956. The steep slope of the curve remained constant during the period 1956 to 1960 and it was, therefore,

decided that the maximum projection should be shown as a continuation of the curve on this slope.

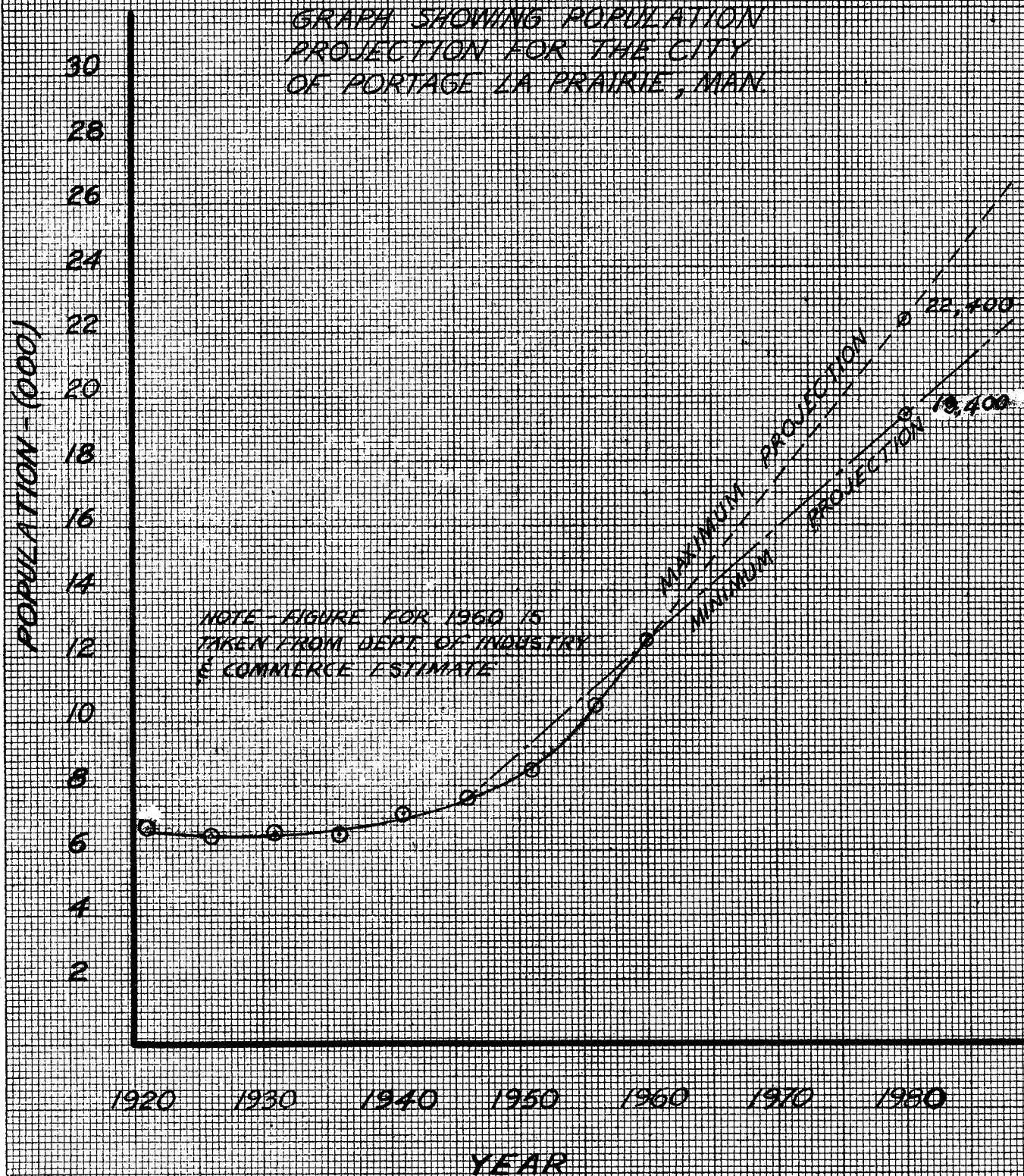
A straight line drawn through the population figures for 1946 and 1960, shows the rate of growth established from the time that the upward trend began (after 1946) to the present. Since a city usually gains momentum of growth after it reaches a size of about 10,000, it is not considered likely that the rate established by this straight line will decrease until the city reaches a size where this momentum will cease to have effect. Therefore, a continuation of this straight line should provide a safe minimum projection.

In arriving at a population figure for the year 1980, then it becomes necessary to strike a weighted mean between the figures indicated by the maximum and minimum projections, which prove to be 22,400 and 19,400 respectively.

Taking into account the advantages that Portage La Prairie enjoys with regard to its strategic location (approximately midway between Winnipeg and Brandon), its desirable industrial location factors, the diversification of its surrounding agricultural area, and its proven capacity to expand, then it is considered necessary to weight the mean population figure for 1980 strongly in favour of the maximum projection.

Therefore, it is predicted that the population figure for the City of Portage La Prairie in the year 1980 will be at least 22,000. It should be noted, however, that the method of arriving at this figure is a conservative one and has been employed in order to avoid over-estimating the future population. A more optimistic estimate might place the 1980 population considerably higher than the one produced by this method. In attempting to justify the need for the redevelopment of the central area

GRAPH SHOWING POPULATION  
PROJECTION FOR THE CITY  
OF PORTAGE LA PRAIRIE, MAN.



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3/23/1960

of the city, it was considered more dangerous to over-estimate the future population, and thus cause a false impression of the need, than to under-estimate it.

## II PRESENT DEVELOPMENT TREND

By way of supplying further evidence to support the need for redevelopment of the central business district in Portage La Prairie, one need only observe the disorganized pattern of existing development. It may best be described as "strip development" or "ribbon development", either of which terms is used to describe the condition where a mixture of commercial, residential and an assortment of other land uses have been allowed to spring up along major traffic arteries, producing the undesirable result of having commercial establishments stretched out over great distances.

The evolution of strip development may be directly attributed to the advent of the

automobile. With increased mobility, greater importance was assigned to the location of commercial establishments adjacent to major traffic routes. The advantages in doing this were considered to be obvious. By locating such establishments on heavily-travelled routes, the owners could expect to attract a major portion of the passing traffic. Maximum advantage could also be taken of outdoor advertising because a high percentage of local and through traffic would be exposed to it.

There is no doubt, of course, that the economic considerations behind this reasoning are substantially sound. However, now that the effects of the development pattern initiated by this reasoning can be evaluated, we find there are a number of disadvantages inherent in it. In the opinion of the author, the following disadvantages may be listed for Portage La Prairie:

1. "Ribbon" or "Strip" development in Portage La Prairie is confined mostly to Saskatchewan Avenue, although it does exist to a lesser degree along Tupper Street North and Main Street North. Saskatchewan Avenue, which is Trans-Canada Highway No. 1, is a traffic route that is very heavily travelled by both through and local traffic. As such, it should have only limited access in order to facilitate the free flow of vehicles. Under the present conditions of strip development, however, with commercial and residential uses lining both sides of the avenue for a distance of about one mile, the number of access driveways leading on and off the avenue have become excessive. This has produced a potentially dangerous traffic hazard.

2. There is a general lack of definition between commercial and residential areas due to the mixture of stores, service stations, etc., and housing accommodation along the main

traffic routes. As a result of this disorganized pattern of development, property values have suffered.

3. Property values have been dispersed due to the fact that commercial properties are not organized in a more compact area. The mixing of residential and commercial uses along the main traffic arteries, precludes the possibility of setting the property value of any one particular segment at a desirably high level.

4. Because of the elongation of the commercial district due to strip development, there is a general distraction from the city centre or central business district. This removes business activity from the downtown area and, as a result, loss of revenue is experienced by downtown businesses, causing a lowering of property values. Since the city has a great deal of money invested in public utilities and services in the downtown area, it does not seem



wise to allow these property values to deteriorate. City tax revenues would certainly suffer.

5. The matter of aesthetics must also be considered when discussing the disadvantages of "Strip" development. The most predominant feature of "Strip" development in this regard is the serious restriction it imposes on architectural composition. Buildings which are arranged along both sides of a long, straight street do not lend themselves to the creation of interesting civic design. In order to produce a pleasing design, buildings have to be arranged so that they are complementary to each other and to the spaces created by them. To accomplish this, it is necessary to work in the dimension of depth as well as in a linear dimension. "Strip" development destroys the concept of depth and limits the arrangement of buildings to a single dimension.

It is visualized that most of these undesirable features resulting from "Strip" development would be eliminated by a comprehensive redevelopment of the central business district. As opposed to the existing conditions, advantage would be taken of "development in depth" whereby commercial and civic activities would be more or less confined to the central section of the city with the understanding that future commercial expansion would be guided in two dimensions.

The proposal for the redevelopment of the central business district (contained in the appendix to this thesis) embodies the "development in depth" principle. Under this scheme the central business district would be given definite boundaries and activity within these boundaries would be properly organized. Instead of having stores and offices merely fronting onto the main avenue, as they do now, the redevelopment project would clear an area

of about 35 acres in the heart of the city where buildings would be arranged in a commercial-civic complex.

### III DETERIORATION OF EXISTING FACILITIES

#### IN THE DOWNTOWN AREA

Besides the necessity of providing for population growth and the need for checking "Strip" development, there is at least one more valid reason for the redevelopment of the central area of Portage La Prairie. In a few years from now, the condition of many of the buildings in this area, both commercial and residential, will have deteriorated to such a low level that they will no longer be functional. Some buildings have already reached this state and many more are fast approaching it. The general condition of the buildings in the area is fair to poor, although some of the commercial establishments fronting onto Saskatchewan Avenue and a few of the residences are in good

condition. (Maps No. 5 and 5A, appendix, show age of buildings and useful life of buildings respectively.)

Throughout the central area the symptoms of "blight" are becoming more pronounced. If no decisive action is undertaken to check this condition, then a time-proven process of urban evolution will see the major portion of the district degenerate to the category of a slums.

One does not have to travel very far to see how this process works. The City of Winnipeg, Manitoba, provides a classic example of how slum districts can develop when urban expansion is allowed to follow its natural course.

The development of the slum districts in the North End of Winnipeg coincides almost exactly with the "Concentric Zone Theory" formulated by E. W. Burgess, a noted authority on the subject of city growth and structure.

This theory conceives cities as a series of functional rings decreasing in density and changing in type outwards from the centre. The innermost circle is the central business district, generally the core of the city and containing the oldest buildings. This gives way successively to a light industrial zone, to residential zones of decreasing density and increasing quality, and finally to outlying heavy industrial areas and residential suburbs.

In a growing city, the process of invasion and succession of land uses operates almost continuously. As a result, when any of the above-mentioned zones is forced to expand it produces a corresponding effect on the zones beyond it. Thus, as the central business district expands into the industrial zone, the displaced uses must in turn invade the poor quality residential zone.

It is through this process that the slums of Winnipeg's North End have come into being. In the early days of the city's development, the central business district was confined largely to Main Street and Portage Avenue. As the city grew, a light industrial zone began to grow up around the central business district, especially north of Portage Avenue and west of Main Street. The most predominant elements in this zone of light industry were the garment manufacturing enterprises which employed large numbers of skilled and semi-skilled workers. Living accommodations for these workers, as well as for other groups employed in the central business district, then began to spread themselves in and around the light industrial zone. As the growth of the city continued, it became necessary for the central business district to expand into the light industrial zone and this zone was forced to encroach upon the existing residential districts. The net effect of this

invasion was a general lowering of the desirability of residential properties close to the downtown area, with the result that residents, seeking to escape from the congested conditions created by the invasion of their residential zone by business concerns, moved further away and established a residential zone of lower population density towards the outskirts of the city.

In the wake of this succession were left many older dwellings which were once quite respectable, but which now were seriously depreciated in value. Consequently, they became the homes of that element of the urban society which could afford no better. Due to the fact that the families which began to occupy these dwellings were largely without extra funds, the upkeep of the buildings was neglected. As more of these people moved in and as overcrowding became more pronounced, the area began to take on a decidedly "blighted" appearance. From this

point the degeneration of the district to a slum condition was a rapid process. Today, Winnipeg is faced with a full-scale slum clearance project that will rehabilitate the people within the district and restore the land to some higher economic use.

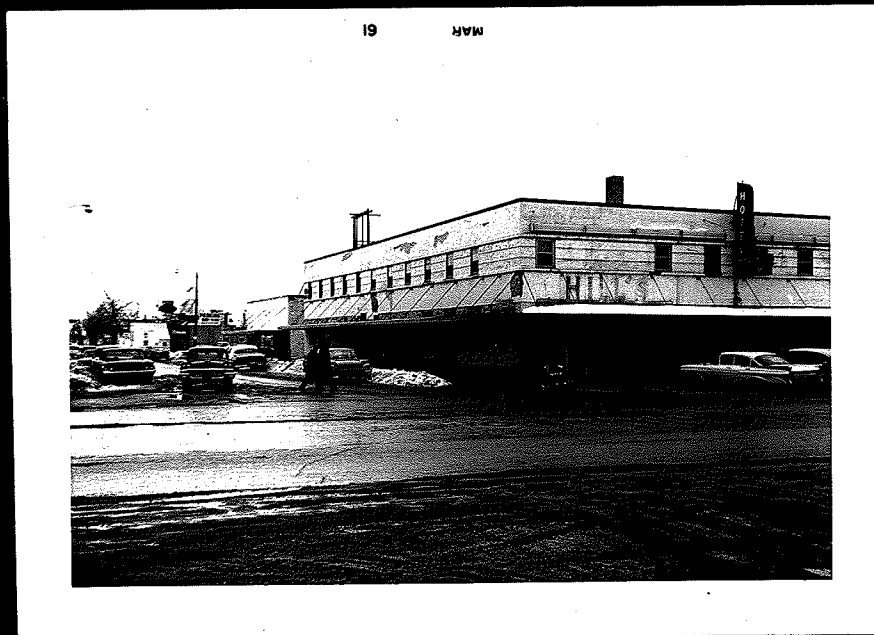
Blight may be condemned on three main grounds:

- (a) Aesthetically, although it may on occasions be picturesque.
- (b) Socially and in terms of human sympathy and dignity, because slums are not conducive to physical and mental health and encourage wastage of human resources.
- (c) Economically, because a blighted area does not function properly. It has been estimated that blighted areas in North American cities contribute only 6% of civic revenue, but absorb 50% of servicing costs.

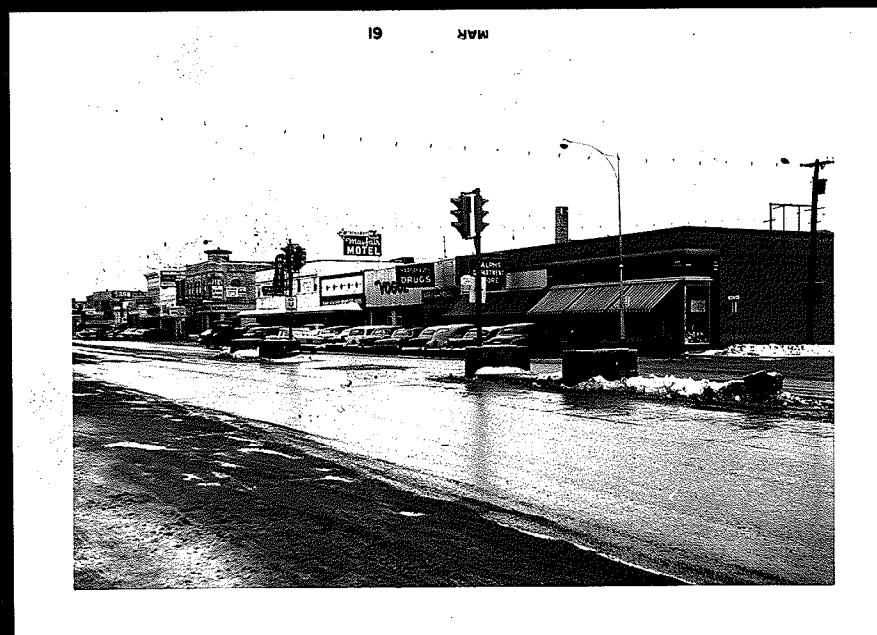


In the light of these considerations and from the experience of larger cities, such as Winnipeg, it is unthinkable that a comparatively younger city like Portage La Prairie should permit the same forces of evolution to transform its central area into a district of blight and slums.

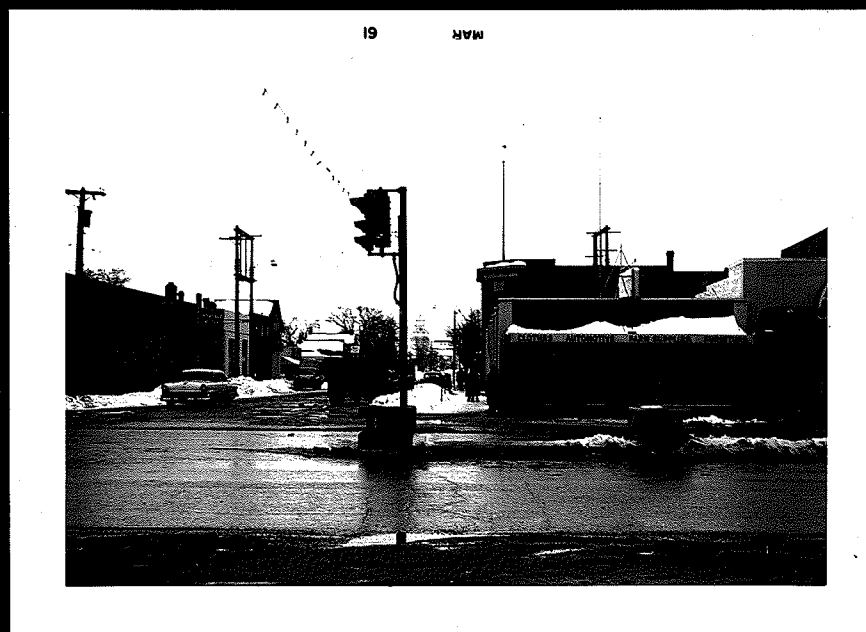
Fortunately, there remains sufficient time in which to check these forces before they can cripple the central area of Portage La Prairie. The city is now in a favourable position to approach a redevelopment project. Rather than disregarding the symptoms of blight which are now present and allowing the central area to degenerate to the category of a slum, steps can now be taken to arrest this process. Therefore, it is abundantly clear that an effort should now be made to initiate the first stages of the redevelopment program recommended by the Province of Manitoba Planning Service.



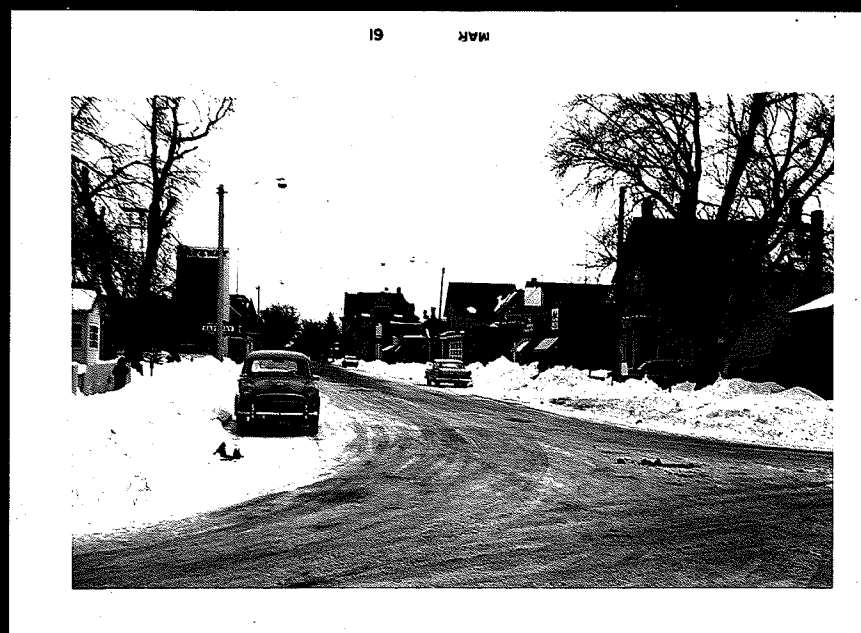
A- S.W. CORNER AT SASKATCHEWAN AVE.  
AND TUPPER ST.



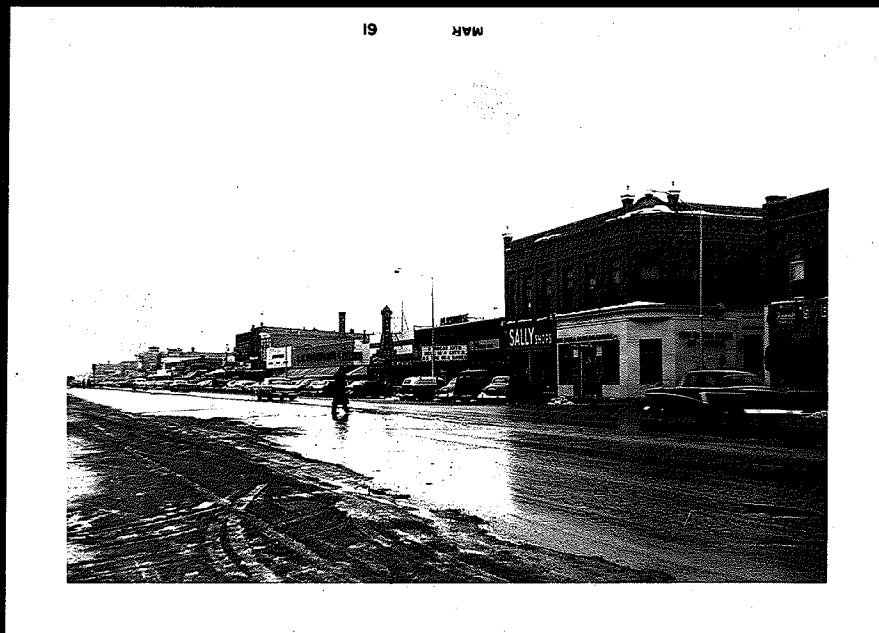
B- S.E. CORNER AT SASKATCHEWAN AVE.  
AND ROYAL ROAD N.



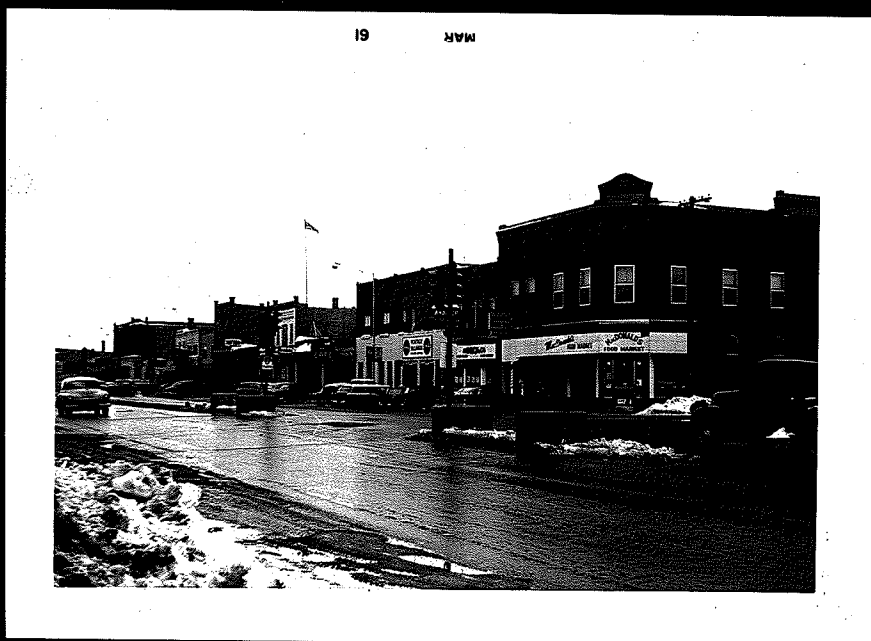
A- N.E. CORNER OF SASKATCHEWAN AVE.  
AND ROYAL ROAD N.



B- VIEW LOOKING SOUTH FROM INTERSECTION  
OF LORNE AVE. AND ROYAL ROAD N.



A- VIEW LOOKING WEST FROM CORNER OF  
SACK AVE. AND SECOND ST.



B- VIEW LOOKING WEST FROM CORNER OF  
SACK AVE. AND THIRD ST.

19 MAR

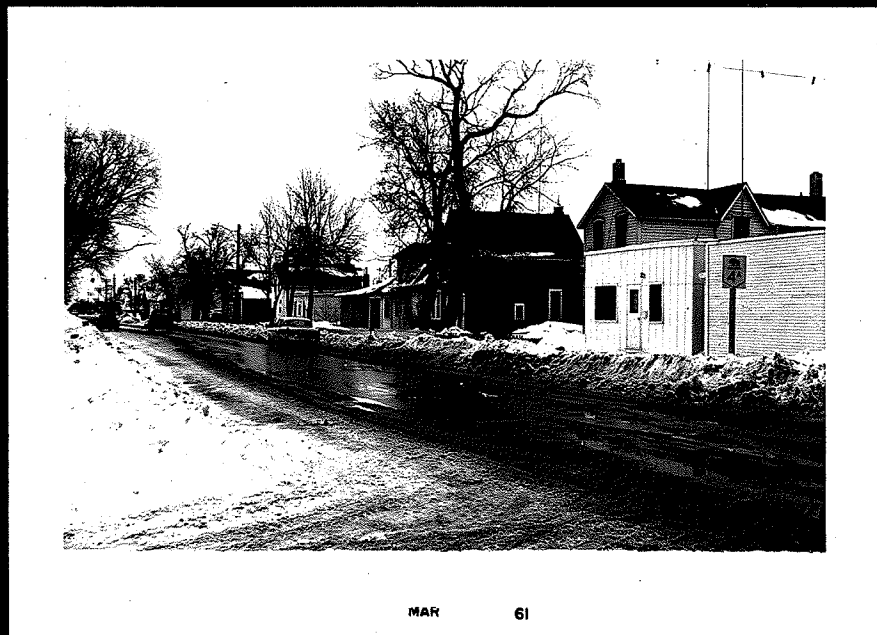


A- TYPICAL HOUSING WITHIN STUDY AREA

19 MAR



B- VIEW LOOKING NORTH DOWN SECOND ST.  
ARENA RINK



A- TYPICAL HOUSING WITHIN STUDY AREA



B- AN EXAMPLE OF DETERIORATION



19

MAR

1. M. LAMONT OF BULLY CREEK, MONTANA  
 IN THE WINTER, 1961



19

MAR

2. BULLY CREEK COLLEGE INSTITUTE  
 BULLY CREEK, MONTANA



A- VIEW OF NEW POST OFFICE -  
SOUTH EAST STUDY AREA

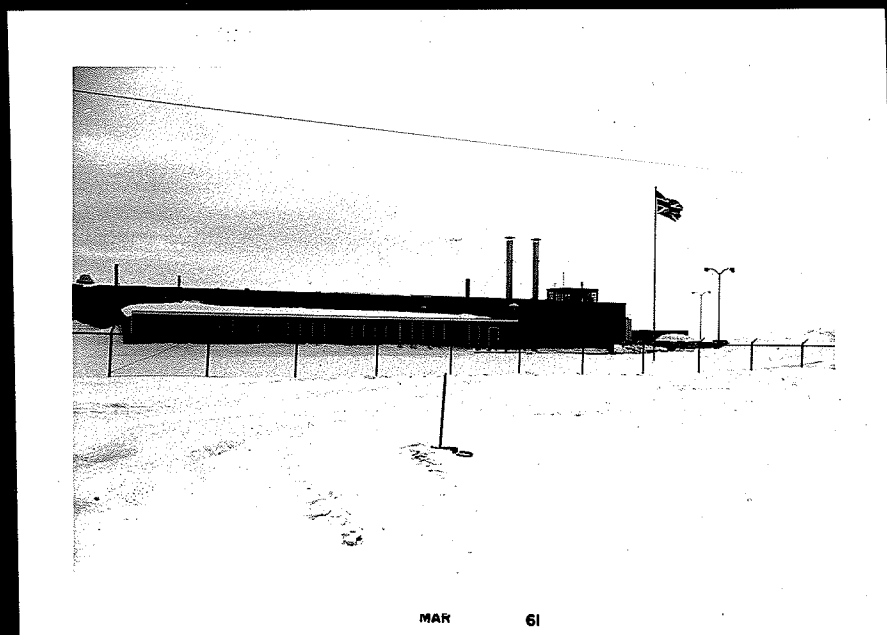


B- AN EXAMPLE OF A MODERN BUILDING  
SOUTH EAST STUDY AREA





A A RECENTLY-BUILT MOTEL HOTEL  
WEST OF STUDY AREA



B THE NEW CAMPBELL'S SOUP PLANT



A - ORIGINAL BUILDINGS AT THE MENTAL INSTITUTION



B - A RECENTLY BUILT ADDITION  
TO THE MENTAL INSTITUTION

### CHAPTER III

CONSIDERATION OF  
~~A treatment of the~~ various aspects  
of implementation of the central area  
redevelopment plan<sup>AS</sup> prepared by the  
Province of Manitoba Planning Services  
Branch for the City of Portage La Prairie,  
Manitoba.

### CHAPTER III

#### PLAN IMPLEMENTATION

The orderly development of a community depends to a very great extent upon the adoption of an official comprehensive plan prepared by a recognized planning agency to guide future community growth. By designating specifically the uses to which various sections of the community may be put, the comprehensive plan assures that future growth will take place in a manner bearing the appropriate relationship to the existing physical features of the community.

The comprehensive plan is, therefore, a means towards an end. It is a graphic representation showing at one particular time the course of action which, in the judgment of the planners, is the wisest one to be followed. While the plan is in this stage it remains flexible and can be changed to suit varying

conditions or, in the event of a more enlightened judgment of its objectives and proposals, it can be reviewed and the appropriate modifications can be made.

In its most refined form the plan is still of little value unless it is adopted as official policy. This step is a most important one in the implementation of any plan for community development. The significance of the official sanctioning of the plan is summed up in the following quotation:

"When the legislative body or appropriate administrative agency places the stamp of approval upon the plan or some element of the plan, it converts the ideas, thoughts and recommendations of the planning agency into official governmental policy. Such action frequently creates new and important legal relationships and gives a degree of finality to planning by establishing certain rights, liabilities and obligations." (11)

The plan for the redevelopment of the central area of Portage La Prairie may be regarded as one element of the overall comprehensive plan for the development of the city as a whole. The implementation of the plan for the central area hinges on its approval by the mayor and council of the city. Before this approval can be given, there must be reasonable assurance that the plan is truly suited to the needs of the community. In arriving at this decision there is no absolute means of determining whether or not the plan, as it is presently constituted, will continue over a period of years to be applicable to the city's needs. There are, however, certain features that can be analysed to give a fairly reliable indication of the plan's validity. Following are some samples of the factors that should be considered in appraising the suitability of the plan:

1. Does the plan take into account future population trends? Does it make an estimate of the size of the city's population after a period of twenty or twenty-five years? Are the proposals in the plan geared to the needs of this future population?
2. Is the plan compatible with the financial resources of the community?
3. Do the proposals for land use constitute the highest and best economic use of the properties to which they are assigned?
4. Are there any areas of conflict between the proposed land uses and those in existence?
5. Is adequate provision made in the plan for traffic and parking facilities?

These are but a few of the questions that must be answered before the plan can receive official approval. After the plan has been tested in this manner and after any

weaknesses have been suitably corrected, then the city would be in a position to approve the plan in principle.

It should be noted, in this regard, that there is danger in either approving the plan prematurely or in devoting too much time to its consideration prior to arriving at a decision. If the city officially adopts the plan without making a proper analysis of its concepts there is a danger of committing present and future generations to a program of development which, in the light of unforeseen circumstances, might turn out to be unacceptable. If, on the other hand, the city postpones indefinitely a decision on approval of the plan, there is every chance that unplanned development will occur in the interim period which may create serious difficulties and result in a more costly program of redevelopment at some future date.



Either of these mistakes would prove to be as expensive as the other. Therefore, a legitimate compromise suggests itself. If, after a reasonable period of study and review, the city is satisfied that the general aims and objectives of the redevelopment plan are substantially valid, then it should approve of the plan in principle, reserving the right to review the plan every five years for the purpose of determining whether or not any adjustments are necessary.

In this manner the danger of committing the central area to an excessively rigid redevelopment plan would be greatly reduced. At the same time, it would give the plan the degree of finality that it needs in order to begin the first stages of its implementation.

## SUGGESTED METHODS OF PLAN IMPLEMENTATION

### A. PUBLIC RELATIONS

If and when the redevelopment plan for the central area is approved by the mayor and council of the city, the first step towards its implementation should be a vigorous public relations campaign to promote the project and to enlist public support for its implementation.

There are at least three effective media through which the campaign could be launched. These include the local daily newspaper, the local radio station and a public display showing models and architects' sketches of the various stages of the redevelopment of the central area.

Financing of this public relations campaign could be shared on an equitable basis by the city and by that segment of the business population which is anxious to win public support for the project. It is visualized that

the Junior Chamber of Commerce, in keeping with its objectives of promoting civic improvement, would be the logical body to solicit funds from businessmen for the financing of the public relations campaign.

The roles of the press and radio in delivering the various elements of the campaign would be similar. Primarily, these media would be used as a means of educating the public by weekly editorials on the advantages of adopting the redevelopment proposal, as opposed to the drawbacks of allowing the central area to continue its course of unplanned development.

As advantages in adopting the redevelopment proposal could be cited some of those already mentioned earlier in this thesis. For example:

1. Preservation of the central area as the centre of civic, commercial and cultural activity.

2. Provision of more modern and adequate facilities to accommodate future population growth.
3. Convenience to the public in having all important civic and commercial buildings grouped in one compact area.
4. Enhancement of the city's appearance and character through redevelopment and rehabilitation, as well as preservation of those buildings and features which will continue to be of value.

As disadvantages in allowing the central area to continue in its present course of unorganized development could be cited the following which are also described in previous chapters of this thesis:

1. The undesirability, from a social and economic viewpoint, of permitting the central area to become permanently blighted.
2. The congestion and conflict that will result due to inadequate parking facilities.

3. The undesirability of the perpetuation of strip development.

An effective means of dealing with these and other topics relevant to the redevelopment program would be to treat each one of them individually in a series of weekly newspaper editorials pointing up all their ramifications for the consideration of the public. As a "follow-up" to each editorial, a weekly radio program could be devised consisting of a half-hour panel discussion, during which a group of well-informed citizens could make comment on particular aspects of the topic dealt with in the newspaper editorial. In this manner, the public would be familiarized with the issues involved and would be capable of making informed judgments on them.

With regard to the public display of models and sketches showing the various stages of the redevelopment program, it is intended that these would serve to stimulate interest

through visual appeal. The most important feature of such a display would be its location. In order to provide maximum opportunity for the public to observe the display, it should be located in a public building, such as the post office, where it would be exposed to the most people.

As a supplement to the display could be included a written description of the redevelopment program, explaining its various phases and objectives. This would further help the public to understand the concepts of the design and to visualize the overall improvement to the city resulting from the completion of the redevelopment of the central area.

#### B. LAND ASSEMBLY

The matter of land assembly in the implementation of an urban redevelopment project is probably the most complex feature of the entire operation. The success of the whole

project depends directly on this phase of its implementation.

As it applies to urban redevelopment, the term "land assembly" may be defined as all those operations that are necessary to prepare the area for reconstruction. Such operations would include:

1. Acquisition of property.
2. Demolition of sufficiently deteriorated buildings.
3. Servicing of the reclaimed area with public utilities.
4. Landscaping.

The importance of land assembly to the success of the redevelopment project is emphasized in the following quotation:

"Urban redevelopment projects can be successfully carried out only if all the real property which is to be cleared or which requires extensive rehabilitation is assembled under a single ownership. The most important

function of the urban redevelopment agency is the acquisition and assembly of the land within the project area." (12)

It should be recognized that, in order to overcome the many difficult obstacles of land assembly, the agency in charge of this stage of the redevelopment project must be equipped with special powers.

The most complex aspect of land assembly is the condemnation, and subsequent acquisition, of property that is to be cleared for redevelopment. If a private property owner should decide that he does not wish to release his property to the redevelopment authority, then it is conceivable that his decision could seriously hamper the progress of the project. This type of experience has been encountered in the past by other cities where the redevelopment authority lacked the power to expropriate.



For this reason, it is considered essential that the city of Portage La Prairie itself become the redevelopment authority in charge of land assembly, as opposed to placing this operation in the hands of a private redevelopment corporation. As an official department of the city government, the agency for land assembly would possess special powers which would greatly facilitate the effectuation of the redevelopment project. Those powers which would prove to be of most consequence are those relating to the acquisition of private property.

1. Eminent Domain

"The power of eminent domain is an essential governmental power used for the purpose of taking private property needed for a public use."

"Under the power of eminent domain, the sovereign state may take any private property within its jurisdiction for public use

without the consent of the owner, subject to the condition of payment of just compensation in accordance with the methods prescribed by law." (13)

As it may be seen from these two definitions of the power of eminent domain, the city has the legal authority to expropriate private property for the purpose of converting it to some public use. This, in itself, would ensure that the city would have access to any property which it needed for such public buildings as the city hall, library, police station, fire hall, and possibly, the sports arena, if this building were to be municipally owned. Having the authority to exercise the powers of eminent domain, the city, as the official agency for land assembly, could eliminate the possibility of not being able to secure the most desirable property for its civic buildings.

There are, of course, certain limitations on the extent to which a city may use the power of eminent domain. As a rule, this power is granted to a city only when formal application is made by that city to the Judicial Branch of the Provincial Government. In granting the power of eminent domain to a city, the senior government specifies that this power may only be used by the city to expropriate private property for a public use. Normally included in the category of public use would be land that is required by the city for civic administration buildings, street widening, parks, schools, hospitals, traffic structures, etc. Whether or not a city, such as Portage La Prairie, could use the power to expropriate private property as a means of land acquisition, with a view to preparing the land for sale to a private redevelopment corporation, would depend on the exact nature of the powers granted to it by the Provincial Government. The

acquisition of land for purposes of urban redevelopment could be interpreted as the acquisition of land for a public use, inasmuch as the end result of urban redevelopment is to bring about an improvement to the community as a whole.

Present legislation is not exactly clear on the extent to which the powers of eminent domain may be used. Before reaching a decision on whether or not to grant special powers of expropriation to a city, the senior government must be guided by the regulations that have been established by precedent in other parts of the country.

In the Province of Ontario there are several isolated cases where the powers of eminent domain have been resorted to in matters of land acquisition for purposes of urban renewal. One such incident involved a property owner who would only release his land to the private developer for a price which was far in

excess of its fair value. The particular property in question happened to be of key importance to the successful completion of the project, but the private developer did not agree that the owner was justified in his exorbitant demands. Consequently, the developer filed a petition to the city to expropriate the property on his behalf and was successful in securing the property at a legitimate price.

It must be emphasized that the city would only exercise its powers of eminent domain in those extreme cases where ordinary negotiations failed to reach a settlement between the city and the individual property owner. If these powers were to be used at all, they would be used with discretion.

As a basis to be used in the setting up of a land assembly agency for the City of Portage La Prairie, it is suggested that the city could establish a system whereby negotiations for the purchase of a piece of property

would be continued for a period of one year. If, after this period of time had elapsed, no settlement had been reached between the city and the property owner, then the city would exercise its power to expropriate.

Under such a system adequate time would be afforded during which to arrive at a fair and just price agreement based on the current market value of similar properties. If, at the end of the negotiation period, the property owner still held out for an unrealistically high price, then it would be fairly clear that he was hoping to take advantage of the city and that his interests were purely speculative. If such a case were to arise during the course of the land acquisition, then the City of Portage La Prairie, as the agency for land assembly, would be in a position to act in the public interest by exercising its power of eminent domain.

## 2. Financial Powers

In order to perform its functional responsibilities, a city government must have the power to raise and expend money. The financial powers that a city commonly uses in raising revenue are the power to borrow, the power to incur indebtedness, and the power of taxation. Any or all of these methods of raising revenue may be used by the city, subject to the approval of senior levels of government, for the purposes of public improvement which would presumably include land assembly for urban redevelopment.

The financial powers of a city also permit it to enter into cost-sharing arrangements with senior levels of government for various stages of urban redevelopment. This is an advantage that a private redevelopment corporation does not enjoy. Therefore, the city should be able to administer land assembly at lower cost than could a private redevelopment

corporation, with the result that the total cost of redevelopment would be reduced.

Primarily, there are three phases of land assembly that may be financed through federal-municipal cost-sharing arrangements. These include urban redevelopment studies, land acquisition and clearance.

The first of these, urban redevelopment studies, is generally aimed at identifying blighted areas, determining housing requirements and providing data upon which an orderly program of conservation, rehabilitation and redevelopment can be based. Under the terms of the National Housing Act, Part V, the Central Mortgage and Housing Corporation, with the approval of the Federal Government, may aid a municipality in conducting a city-wide study, or a study within a specific area of the city, and may provide a part of the cost of the study. The Federal Government may contribute as much as 75% of the total cost of a city-wide study



and up to 50% of the cost of studying a limited area. Before such a project can be undertaken, the study must be approved by the Provincial Government.

The Federal Government, under section 23 of the National Housing Act, may also provide financial assistance to the municipality in the matter of land assembly. The federal assistance may amount to as much as one-half of the cost of acquisition and clearance of the area. Again, the approval of the Provincial Government must be obtained before any federal contribution can be made.

Central Mortgage and Housing Corporation is the agency of the Federal Government which administers the National Housing Act. The corporation's responsibilities include the receipt and analysis of applications submitted by municipalities for federal consideration, as well as the negotiations which lead up to the preparation and execution of an agreement between

the Federal Minister of Public Works and the municipality. Before federal assistance for acquisition and clearance may be given, the following conditions must prevail:

1. The area to be acquired and cleared must be substantially blighted.
2. The municipality must possess legislative authority to acquire and to clear the area.
3. The government of the province in which the area is situated must have approved the acquisition and clearance.
4. The municipality, or the municipality and province jointly, must bear the balance of the cost of acquisition and clearance above the federal contribution.
5. If the present use of the area is predominantly residential, the cleared land may be used for any purpose, including commerce or industry. If, however, the existing use is non-residential, then the use after clearance must be mainly residential.

6. All families living in the area to be cleared must be offered satisfactory alternative housing at fair and reasonable rentals.
7. The redevelopment proposed must be in accordance with an official community plan satisfactory to the Federal Minister.
8. The proceeds of the sale or lease of the land for redevelopment purposes, or any other revenue from the project, are to be shared between the municipality and the Federal Minister in the same proportions as their respective contributions to the cost of acquisition and clearance of the land.

This set of conditions which must be satisfied if the municipality is to receive federal aid for urban redevelopment, lends itself more readily to the case where the area to be redeveloped is totally blighted and consists primarily of residential buildings.

However, this is not exactly the case in the City of Portage La Prairie. The major portion of the existing land within the study area is residential, but all the property abutting on to Saskatchewan Avenue between Tupper Street and Main Street (Third Street) constitutes commercial use. The entire study area has been re-zoned under a C-1 classification so that the use after clearance will be primarily commercial.

In order to comply with condition No. 5, it is suggested that the project area be divided up into a number of units which would separate the existing residential use from the existing commercial use, so that advantage could be taken of federal assistance in converting to commercial use the units of land which are now primarily under residential use.

This type of approach would not be without further justification. The separation

of commercial and residential use within the study area is already quite distinct. The commercial use is confined mostly to the strip of property fronting on to Saskatchewan Avenue while the rest of the area is made up of residential use with only a few isolated commercial establishments. Therefore, it would only be necessary to divide the project area into two major zones in order to comply with the condition No. 5. The zone which consists of residential use would then be eligible for federal assistance under the terms of this condition.

As stated earlier, the overall condition of buildings within the project area is not sufficiently bad to justify the immediate acquisition and clearance of all the property inside its boundaries. There are certain areas where preliminary negotiations for acquisition could be begun just as soon as the plan is approved. Other parts of the study area will

not be ready for redevelopment for five, ten, or even twenty years. Working within the framework of the redevelopment plan, the agency for land assembly could devise a phasing system whereby those properties which are becoming obsolete due to physical deterioration, could be acquired in block units and the first stages of the redevelopment project could be put into effect. The phasing system would be planned to extend over a period of years so that units of property which are not yet deteriorated would be acquired as they reached the stage where they were becoming obsolete. This system would allow the agency for land assembly to carry out its program in planned stages so that federal assistance could be employed to the maximum advantage throughout.

According to the condition No. 5, if the existing land use is non-residential, then the use after clearance must be mainly residential. This regulation precludes the possibility

of federal assistance being available for the acquisition of the commercial property along Saskatchewan Avenue, since this property, after clearance, would be restored to commercial use. The acquisition of this property by the agency for land assembly would have to be carried out under a somewhat different program than that for the residential property.

Probably some of the commercial property would have to be negotiated for outright in those cases where the present owners are not interested in relocating their businesses in the redeveloped area. In the case where the present owner wishes to become established in the redeveloped area, the agency could propose that he release his property for redevelopment with the understanding that he would receive a share in the new commercial complex equal in value to the current market price of his present property.

Up until this point the discussion of land assembly has been confined to land acquisition and the ways in which it may be accomplished. There are two more major features of land assembly which should be discussed, but which cannot be treated in detail in this thesis because they require a more thorough knowledge of the exact nature of the proposed reconstruction.

#### Site Clearance

The first of these is site clearance which constitutes the next stage after land acquisition. Site clearance involves the demolition of existing buildings and the subsequent disposal of the debris. Before demolition of a building or group of buildings can be begun, there must be made ready alternative accommodation for the occupants. That is to say, demolition must follow relocation.

Since the project area is zoned for commercial use following redevelopment, it is



not likely that any extensive housing accommodation will be planned in the reconstruction program. Therefore, the displaced residents of the project area will have to be offered suitable accommodation elsewhere in the city. This phase of the program will be discussed in more detail later in this chapter. It should be recognized, however, that before demolition of residential buildings can begin the alternative housing must be available.

The same reasoning must apply in the case of commercial property owners. Before any commercial buildings can be demolished, their replacement in the new commercial complex must be completed. Here the problem of relocation is moderated to a certain extent by the fact that in the first stages of plan implementation some of the existing commercial buildings are planned as integral parts of the new shopping complex. This would suggest that site clearance be started in the residential area so that

a portion of the new commercial complex could be built on this cleared site. Following this step, those commercial establishments which are closest to a state of complete deterioration could be relocated in the new commercial complex and their vacated premises could then be demolished to make way for the next stage of redevelopment. Through phasing of this type it would be possible to carry out site clearance with a minimum of disruption to commercial business.

#### Utilities Servicing

The last major feature of land assembly involves the servicing of the cleared site with public utilities, such as sanitary and storm sewerage, water works, hydro electricity and natural gas. Until the actual details of building reconstruction are known, however, it is impossible to make any specific recommendations as to how these systems should be designed.

Without doubt, some of the existing sewer and water lines will be disturbed during the course of reconstruction. Some of the new buildings may have to be superimposed over existing lines and since access to these lines from the surface would then be impossible, it is visualized that some of them would have to be either abandoned or torn up and re-routed elsewhere. Inasmuch as the project area is located in one of the oldest districts of the city, it is quite probable that many of the existing sewer and water lines in the area are reaching the stage where they will no longer be serviceable anyway. This, in itself, may provide sufficient justification for replacing some of the older lines with new ones. Where it is found that the existing lines are still capable of many years' service, then an effort should be made to locate new buildings so that they may be serviced by the existing sewer and water lines. The matter of priority must be

given some consideration in this regard. If a change in the proposed location of a building were to constitute an unacceptable departure from the architectural composition of the civic-commercial group, then the expediency of using existing sewer and water installations would have to be sacrificed. In the case where a change in the proposed building location was of minor significance to the overall design, then it would seem logical to take advantage of existing installations.

As a general rule, it is recommended that, wherever possible, utilization of existing sewerage and water works should be practised for reasons of economy. Any new lines which are necessary should be planned to connect up with existing lines where the latter are in a good, serviceable condition and have the capacity to handle the new demand requirements.

In the matter of hydro electric and telephone servicing, it is recommended that, within the project area, all hydro and telephone lines be installed below the surface. Again, this could not be accomplished all at once. A program of planned phasing would have to be adopted so that the underground installation of these lines would keep pace with the completion of the various stages of the redevelopment program.

The installation of hydro and telephone lines below the surface is a more costly proposition than the conventional overhead installation. There are, however, a number of advantages in the former method. By using the underground installation, the surface is freed of the unsightliness of tall, stark poles with a maze of cable strung between them. For several years now, architects have rejected overhead wires on the grounds that they are aesthetically unacceptable. Engineers, on the

other hand, reject underground installation of cables on the grounds that it is too expensive. In most cases the latter argument has prevailed, but there are special cases where economy should be sacrificed in favour of aesthetic considerations.

In the case of the Portage La Prairie redevelopment project, there would be sufficient justification for installation of all hydro and telephone lines below the surface in a common utiliduct. In the first place, it would enhance the overall appearance of the finished project and in the second place, the cost would not be excessive because the group of buildings to be serviced are concentrated within a fairly compact area and the distances involved would therefore be comparatively small.

C. Financing the Redevelopment Program

Earlier in this chapter, under the heading of Land Assembly, it was pointed out that the city, as the redevelopment authority, would be eligible for a certain amount of federal assistance in the financing of the various stages of land assembly. This assistance could amount to as much as 50% of the cost of a localized project study and up to 50% of the cost of land acquisition and site clearance. Condition No. 4 of the set of eight conditions regulating the Federal Government's participation states that the remaining portion of the cost of acquisition and clearance is to be borne by the municipality or the municipality and the province jointly.

The Province of Manitoba already is faced with considerable expense in the cost-sharing arrangements that it has with the City of Winnipeg, which is undertaking an extensive

slum clearance program. This project probably has top priority in the province as far as the availability of provincial funds for urban renewal is concerned. This consideration, when coupled with the fact that the recent federal budget has rejected the province's requests for a larger share of federally collected tax revenue, makes it almost certain that provincial aid to municipalities for urban renewal projects will not be very liberal, at least for the immediate future. In the light of these considerations, it seems unlikely that the Provincial Government would be willing to contribute more than 25% of the cost of acquisition and clearance to the Portage La Prairie Central Area Redevelopment Project. Therefore, the land assembly agency may assume that its share of the total cost of land acquisition and clearance will be a minimum of 25%, with federal assistance amounting to a maximum of



50% and that of the Provincial Government a maximum of 25%.

Under this arrangement the land assembly agency would be responsible for 25% of the cost of land acquisition and clearance plus the cost of improvements such as paving and sewerage and waterworks installations that may be necessary. As a means of financing its share of the cost, the city, as the agency for land assembly, could launch an issue of municipal debenture bonds.

Since the implementation of the redevelopment project is to be phased in four stages over a twenty-year period, it may be assumed, for the sake of simplicity, that the debenture issue could be broken down into four five-year periods. That is to say, the first debenture issue could be launched to finance the first stage of the redevelopment project, the second issue to finance the second stage, etc.

If the redevelopment project is to be self-liquidating, then the retirement of the funded debt must be forthcoming from the revenue realized by the city from the sale or lease of the redeveloped properties, plus a portion of the tax revenue generated by the redevelopment of those properties. Amortization, the repayment of the debt and the interest, can be carried out by either of four commonly accepted methods. These methods include:

1. Straight Line Reserve

This reserve, without accretions, is carried as a liability in the balance sheet and is matched by corresponding assets.

2. Sinking Fund Method

Periodic payments are made from revenues or earnings into the fund which, with compound interest accretions, amount exactly to the principal sum at maturity.

### 3. Annuity Bond Method

Equal periodic payments during the life of the debt provide simultaneously for the progressive reduction of the debt itself and the payment of interest on that portion which is still outstanding.

### 4. Serial Bond Method

Bonds are offered with the stipulation that certain blocks of equal size will be redeemed annually. The periodic reductions of debt are equal and the periodic payments in respect of principal and interest combined uniformly diminish with time.

If the plan of debt retirement is faithfully administered, the serial bond arrangement is the most economical to the borrower. Next comes the annuity bond plan, and least economical is the sinking fund plan.

Two considerations point to the serial bond plan as being the most satisfactory method of retiring the debt incurred by the

agency for land assembly. Firstly, it is the most economical method of systematic amortization and secondly, it may be readily geared to the resale of the cleared property. This latter consideration may require further explanation. It was stated earlier that for each of the four stages of the redevelopment program a separate issue of municipal debenture bonds would be required. The sale of each issue would be timed to supply only that amount of capital required to carry out the various phases of each stage. If the debenture issue were to be organized so that the entire amount of capital required to finance the city's share of the redevelopment program was raised in one lump sum then needless interest charges would result because several years would have elapsed before the major portion of this capital could be used.

Under the suggested arrangement, funds that are borrowed for each stage of the

project could be paid back in equal annual blocks using the yearly revenue from the sale or lease of the cleared property.

D. Disposal of Cleared Land and Control of Use

When all the operations of land assembly have been completed, the redevelopment authority offers for sale or lease the cleared land to private concerns who will invest their own capital in the construction of new commercial buildings, business offices or whatever buildings are to be included in the redeveloped area. It is important that in this, the final stage of the program, the redevelopment authority adopt a wise policy regarding the disposal of the land and the subsequent control of its use.

In order to provide a reasonable degree of certainty that the end result of the redevelopment program will be economically, socially and architecturally desirable, then

it is almost mandatory that the redevelopment authority exercise a certain amount of control over the use of the cleared land. Unfortunately, however, such controls may have the adverse effect of discouraging the investment of private capital.

"Where it is intended to dispose of the cleared land for private use, the highest return can be obtained when there are no restrictions on the type of development. The terms of the National Housing Act, however, envisage the use of controls through conformity to the community plan and to building and zoning by-laws, and though these may reduce the attractiveness of the land to entrepreneurs they still allow considerable freedom. If more control is desired, it would be necessary to resort to tenancy-at-will with the title retained by either or both of the governments concerned and leases granted to developers. Such procedure, however, is very unattractive to

private enterprise and is not at all likely to succeed." (14)

Private capital will become interested in acquiring and redeveloping properties only if the venture offers a fair economic return. While control of use after clearance is necessary to ensure a harmonious type of development, it should not impose unrealistic restrictions that will adversely influence the decisions of prospective investors.

There are three workable methods of marketing the cleared land:

1. With the price of the land fixed, entrepreneurs submit development proposals for all or part of it.
2. With the design fixed, developers submit competitive bids for all or part of the land.
3. With the general design considerations provided (e.g., density of development, setbacks, etc.) entrepreneurs draw up

detailed schemes and their bids are considered on both financial and aesthetic grounds.

The three schemes are designed to give varying degrees of freedom to the private developers. The first and third of these alternatives are successful only if the complete project is to be carried out by one organization, otherwise it is almost impossible to achieve co-ordination of design. Since the element of time becomes important to private developers, it is not considered likely that a single redevelopment organization, interested in a rapid return on its investment, would consider sinking its resources into a redevelopment project that is to be completed over a period of years.

Therefore, it is recommended that the redevelopment authority of the City of Portage La Prairie adopt the second of the three alternatives listed for the disposal of cleared



land. Its advantages are twofold in that it allows the city a maximum degree of control over land use, as well as assuring a fair price for the land through competitive bidding. It also lends itself more readily to the implementation of the project in stages, because the redevelopment authority could arrange to let out blocks of cleared land for tender as the assembly of land progresses.

The matter of controlling the use, ownership and operation of the land after clearance is of prime importance to the future well-being of the central area and of the community as a whole. The primary considerations from the public standpoint must be to ensure a type of land use which is compatible with the comprehensive plan of community development, and which will have the least susceptibility to the recurrence of blight. In order that this may be accomplished, it is necessary that the redevelopment authority exercise adequate

control over the design itself, as well as the ownership, operation and the use of the redeveloped properties. This can be done through the intelligent use of zoning, licensing, building codes and by means of covenants which regulate the use of the land at the time of its release by the redevelopment authority.

By placing the assembly of land in the hands of the city, it becomes very much easier to make effective use of covenants. Covenants which "run with the land" are legal promises which establish, at the time the land is sold, the limitations on the new owners with regard to the future utilization of the property. The city, as the redevelopment authority, possesses the legal power to establish such limitations as a condition of sale of the cleared land.

Covenants may be used for many purposes, including, for example, the control of

purchase and lease agreements, special use of premises, alteration of structures, maintenance and repair of buildings, and many details of operation which, if left to the discretion of the property owners, could, inadvertently or otherwise, adversely affect the social and/or economic stability of the redeveloped area.

The use of covenants would enable the redevelopment authority to establish special requirements and higher standards than might be possible under zoning and building regulations alone. It is, therefore, recommended that, prior to the sale of the cleared land, the redevelopment authority retain competent legal counsel for the purpose of drawing up a set of enforceable regulations qualifying the sale of the land by restricting its future use to only those commercial and business endeavours which are compatible with a high standard of social and economic life and which will guarantee a desirable level of public health and safety.

As a result of the experience in urban redevelopment of other cities, strong arguments have been developed in favour of putting the cleared property to use under long term lease, rather than by outright sale. The advantages of this system are claimed to be greater public control over use of the property and ease of recovery of the property in the event that it should again become blighted.

Except where special conditions warrant this practice, it should not be adopted as a policy. It leaves the redevelopment authority open to charges that the entire redevelopment program was designed for the express purpose of taking private property out of the hands of free enterprise and placing it under civic control. The public, as a rule, is quick to reject any scheme that strikes at the roots of free enterprise. This is one reason why outright sale of the cleared property is generally to be favoured over long term leasehold

arrangements. In addition to this, it may be said that greater immediate economic return to the redevelopment authority is assured through outright sale of the cleared property, thus lightening the burden of financing the project.

E. Relocation of Displaced Families

The relocation of persons who will be dispossessed by the redevelopment of Portage La Prairie's central area may well prove to be the issue which will decide whether or not the project is feasible. Before any action can be taken towards the implementation of the redevelopment program, this element of the plan must be thoroughly dealt with. Undoubtedly, an entire thesis could be written on this aspect of the plan alone, but since this study is intended to treat broadly all the main features of the plan's implementation, a detailed analysis of family relocation will

be forsaken in favour of a more general discussion of the subject.

Firstly, it is important to realize that family relocation cannot be dissociated from urban redevelopment. There is a tendency to think of these two subject as comprising two separate operations when, in reality, family relocation is as much a part of urban redevelopment as any other topic dealt with in this study.

In most larger cities where urban renewal projects have been undertaken, the problem of family relocation has been seriously complicated by the fact that the dispossessed persons had been living in slum conditions. Because of this, a variety of sociological problems was presented in attempting to plan for the relocation of these people. Many of the families in these slum districts were incapable of supporting themselves and were living on some form of social welfare. They had no

funds whatsoever to provide alternative accommodation for themselves and their numbers were composed of such a variety of socially maladjusted individuals that the setting up of subsidized housing to accommodate them comprised a task of monumental proportions.

Unlike the conditions that prevailed in these cities, the residential sector of Portage La Prairie's central area is, as yet, outside the category of a slum district. This being the case, the problem of family relocation will be comparatively moderate in terms of sociological complexity. If, however, too much time is wasted in putting the redevelopment program into effect, then the danger of further blighting exists, which could mean that sociological factors will become more complex.

It should be made clear that the first responsibility of relocation rests with the family itself. There is no reason to believe that a family which receives just compensation

for its property at the time of its acquisition by the redevelopment authority should be incapable of providing similar accommodation for itself elsewhere in the city. At the same time, it must be emphasized that the redevelopment authority should be prepared to do everything in its power to facilitate the relocation of these families.

There are two broad classifications that may be applied to the central area residents who may expect to be displaced at some stage of the redevelopment program. There are those residents who are home-owners and those who are tenants. At present there are approximately 140 residential properties within the study area, most of them under single family occupancy. As an estimate, allowing for multiple family occupancy, there may be as many as 200 families affected by the relocation problem. Of these families; at least 50% are home-owners and, as such, should be capable of



providing similar, if not better, housing for themselves by buying houses elsewhere in the city or building new ones. This leaves about 100 families who will be in search of rental accommodation and some of these will be absorbed by existing facilities.

It seems likely then, that new accommodation will have to be planned for about 75 tenant families and a number of other families who, because of displacement from the redevelopment area or because they have disposed of their homes to those families who were originally dispossessed, will be in search of new homes. As a means of supplying the variety of accommodation that these families will require, it is suggested that a new mixed neighborhood be planned for the newly zoned residential district in the North End of the city. Because these families will be made up of a mixture of aged persons, young couples with children, families with the means to

purchase homes and those without such means, it is recommended that the new mixed neighborhood be planned to include a variety of dwelling types to satisfy these various needs. In the correct proportion determined by detailed analysis of the demand, the following types should be used:

Single Family Units	- one and two storey
Duplex Units	- two storey
Row Housing	- two storey
Apartment Blocks	- three storey

Mixed neighborhood developments are now being viewed with a great deal more favour than in former years by the public and planners alike. If the overall design of the neighborhood is carefully executed, paying special attention to street patterns, mixing of dwelling types, distribution of open space, etc., the result can be a very pleasant neighborhood that in many respects is superior to the suburban residential neighborhoods of our larger

cities where the lack of architectural composition in building design and arrangement has produced neighborhoods of an exceedingly monotonous character.

In order to guard against overcrowding in a mixed neighborhood of the type outlined above, careful consideration must be given to the control of population density. The design of the neighborhood should be geared to a desirable density figure established on the basis of the number of persons per square foot of floor area. Previous density controls have been based on the number of persons per net acre of land and this system is satisfactory for housing developments consisting of single family bungalows. However, it does not take into account the use of multi-storey dwelling types and it is, therefore, recommended that the first system be adopted.

Estimated Costs of Land Assembly

TABLE XII

Basis of Estimate

<u>Operation</u>	<u>1% of B,C,D,E,F</u>	<u>3 x Net Total of Tax Ass.</u>	<u>3 x Gross Total of Tax Ass.</u>	<u>10% of B + C</u>	<u>Average Unit Price x Quan.</u>	<u>Average Unit Price x Quan.</u>	<u>10% of Net Total A,B,C,D,E,F</u>
A - Technical Investigations	34,000						
B - Acquisition of Property (Res.)		300,000					
C - Acquisition of Property (Comm.)			2,717,500				
D - Site Clearance				302,000			
E - Utilities Servicing (Sewerage & Waterworks)					25,000		
F - Paving (Asphaltic)						88,000	
G - Contingencies							347,000
<b>TOTAL</b>				<b>3,813,500</b>			

Note: - Net total refers to the cost to the redevelopment authority after federal and provincial contributions - assumed as 25% of gross total.

- Upset factor of 3 based on an average ratio of appraised value to assessed value.

### COST ANALYSIS

Having outlined the role of the redevelopment authority in the implementation of the redevelopment plan for the central area of Portage La Prairie, an estimate of the costs involved can now be formulated. Table shows a tabulation of the cost of various elements of the land assembly operation.

It should be noted that certain simplifying assumptions were necessary in the preparation of these cost figures. The values shown represent the cost of carrying to completion the entire land assembly operation. This operation is to be phased over a twenty-year period, however, so it may be expected that the time involved will alter certain aspects of the cost. The major expense will be in the acquisition of property and in this regard it is reasoned that as the value of existing buildings depreciates with time the

value of the land will increase so that the unit cost of property acquisition will remain almost constant over the years. Since the area is to be devoted to commercial use, the value of residential buildings is low in comparison to the value of the land on which they are situated. Therefore, it is reasonable to assume that whatever value a piece of property has now will not change appreciably as the building deteriorates with time.

Demolition costs should not be affected by the passage of time, since there is no reason to believe that the cost of demolishing a building ten years from now will be any greater than the cost of demolishing it today. In other words, it costs about as much to tear down an old building as it does a newer one. Therefore, the unit cost of site clearance will remain practically constant throughout the period of implementation.

This cost analysis is intended to provide a guide to the economic feasibility of the redevelopment program. Before entering into such a program, the city must have an indication of how much cost is involved in order to determine whether or not the program will be self-liquidating. By studying the cost estimate it may be possible to determine if the resale value of the cleared land will offset the city's cost of land assembly. This particular aspect involves so many complex factors, however, that it is considered to be beyond the scope of this thesis.

In conclusion, it would seem appropriate to emphasize once more the importance of urban redevelopment to the future well-being of the community. In doing so, the following quotation points up for our consideration some of the benefits to be derived from urban renewal projects:

"Sooner or later the costs arising from waste and obsolescence must be met. Indirectly these costs are already being incurred and compounded in ways which are painfully apparent to municipal authorities. The decay of the business and residential areas of our towns results not only in a decline of municipal tax revenue, but in a disturbing increase in the costs of health, police and fire protection and other municipal services. Furthermore, the growing traffic congestion within our cities and towns and our failure to bring traffic facilities up to date and to renew housing and industrial and commercial facilities leads to a costly decline in the efficiency of the urban economy with resulting loss in national productivity." (15)



## APPENDIX

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CITY  
OF  
PORTAGE LA PRAIRIE

CENTRAL AREA REDEVELOPMENT STUDY

Prepared by: Province of Manitoba Planning Service

September, 1959

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## INTRODUCTION

To undertake a study of and prepare a suggested development plan for the central area of Portage La Prairie.

### Scope

- (1) Relationship of the area to the general development plan for the city.
- (2) A suggested plan for the central area including the stages by which this might be accomplished.

### Aims

- (1) A more efficient commercial development by consolidation of stores and offices into one compact unit.
- (2) Greater revenue to the city than would otherwise be the case with unplanned development.
- (3) Solving of present and future traffic problems by the removal of on-street parking along Saskatchewan Avenue.
- (4) Convenience to the people of Portage La Prairie in having a central location for stores, offices, civic and entertainment facilities.

PART I - OUTLINE

Relationship of Area to the General Development  
Plan for Portage

The area lies approximately at the centre of the built up section of the city.

It is bounded by Saskatchewan Avenue on the south, Tupper on the west, Third Street on the east and a re-aligned Fisher Avenue on the north. It consists of approximately 35.5 acres.

The area itself and surroundings are relatively flat. It is an area of mixed land use, the greater portion being residential. The next major land use is commercial being confined largely to the stores fronting on to Saskatchewan Avenue. Within the area is the present Portage Arena. Generally, the condition of the area is fair to poor.

Map No. 1 shows the existing general physical characteristics of the built-up areas

which can be seen as being reasonably compact; the present population being approximately 12,500. The period of the implementation of the central area plan is seen to cover approximately the next 20 years to 1980 by which time the population will have risen to about 22,000.

Map No. 2 shows a suggested development plan for the city which makes sufficient provisions for residential, industrial, commercial and public areas which are capable of accommodating an ultimate population of 40-50,000.

By that time the following physical characteristics can be observed:

- (1) In general, the functions of the city will be divided by Saskatchewan Avenue; the majority of the industrial and commercial areas lying to the north whilst the majority of the residential areas are situated to the south.
- (2) The proposed central area lies at the junction of two major highways, Saskatchewan

Avenue, which is Trans-Canada Highway  
No. 1 and Tupper Avenue, which is Highway  
No. 4A.

Thus regarding the probable future  
growth of Portage La Prairie, the suggested  
central area will be at the focus of the city;  
i.e., adjacent to the junction of major traffic  
routes and in the buffer zone between the in-  
dustrial and residential sections.

#### The Proposed Plan

The plan provides for the following  
accommodation:

- |                     |   |            |
|---------------------|---|------------|
| (1) Shopping Centre | ) |            |
|                     | ) |            |
| (2) Offices         | ) | Commercial |
|                     | ) |            |
| (3) Motel-hotel     | ) |            |
|                     | ) |            |
| (4) City Hall       | ) |            |
|                     | ) |            |
| (5) Library         | ) |            |
|                     | ) | Civic      |
| (6) Fire Hall and   | ) |            |
| Police              | ) |            |
|                     | ) |            |
| (7) Arena           | ) |            |



Particular importance was attached to the fact that the area will be developed in stages which would be programmed with available resources.

### Design

The commercial development was conceived as a pedestrian mall leading from Saskatchewan Avenue along present line of Royal Avenue. A future connecting mall running parallel to Saskatchewan Avenue would lead directly to the civic centre grouping. In conjunction with the development of stores, would be offices and very possibly a downtown motel-hotel unit. It is suggested that these might be placed above the mall as shown on Plan No. 3. At some date in the future, it is possible that the mall may be fully air-conditioned in line with current commercial practice.

Parking would be mostly on the west, east and north. A certain amount of limited parallel parking would be permitted in the

service lanes proposed along Saskatchewan Avenue. The civic group will include an arena for hockey and curling which would replace present facilities. Also there will be a fire hall, police station, library and new city hall.

Whilst the commercial and civic centre zones are separate, they are architecturally connected; the two groups functioning as one unit.

#### Shopping Mall

The proposed creation of shopping malls is a direct attempt to consolidate into one compact unit the present haphazard commercial development which straggles mostly on the north side of Saskatchewan Avenue. The reasons for consolidation of shopping are these:

- (1) Angled parking on Saskatchewan Avenue is becoming increasingly hazardous to both pedestrian and vehicle alike. This is due to the fact that Saskatchewan Avenue is the Trans-Canada Highway, where the

traffic problem will tend to increase rather than diminish.

- (2) With the increase in population envisaged, coupled with a corresponding increase in commercial facilities, two types of development are likely:

- (a) An extension of the present commercial facilities along the north side of Saskatchewan Avenue with little or no new development in the streets leading off from this thoroughfare. It is obvious that this type would produce an inefficient form of commercial layout for both the shopper and the storekeeper. In actual fact the amount of development foreseen would produce total continuous linear development on the north side of Saskatchewan Avenue between 15th Street Northwest and 14th Street Northeast, a length of some 9,000' or 1 3/4 miles.

These conditions would be worsened if in future any form of stricter parking restrictions were to be imposed on Saskatchewan Avenue.

- (b) As the pressure for commercial development increases, the streets running into Saskatchewan Avenue will be developed for this purpose. This study favours the latter as being the most efficient in that a larger variety of stores can be reached within easy walking distance, enabling a larger variety of goods to be displayed in a smaller area than in the former alternative. Thus the purpose of the establishment of a compact shopping area into one district and at the same time being located at the junction of two major routes through the city.

- (3) Finally, it is generally recognized that the mall type of store layout acts as a stimulus to commercial activity, benefiting both store and shopper alike; providing as it does, stores in close proximity to one another, in pleasant surroundings and free of vehicular traffic.

#### Civic Centre

The location factors governing the position of these public buildings are similar to those governing the location of central shopping districts; i.e., a central location with easy access from all parts of the community. In addition, there is the factor of continuous use of parking facilities. To be successful, a shopping centre must have adequate provision for parking as is proposed by the plan. During the daytime, this parking will be used by office workers, storekeepers, their assistants and shoppers. In the evening, when the commercial activities are normally

closed, the patrons of the arena and library can use the parking, thus ensuring that stalls are used to their fullest advantage.

#### Phasing of Development

The detailed proposals for phasing will be dealt with in Part III, but the general outline is given here.

The period of the plan is seen to be about 20 years; i.e., to be completed by 1980. This would depend, however, on available resources as well as on the actual growth of the city. Based on present trends of growth, therefore, the plan envisages 4 basic stages in development.

The present area is one of highly mixed land use; the two basic uses being residential and commercial. The commercial development is limited to the area immediately adjacent to Saskatchewan Avenue; whilst the housing fills the remainder of the area to the C.N.R. tracks. As the development plan proceeds,

the families removed from the area could be relocated in the new subdivisions proposed in the northern section of the city. It should be emphasized that the stages shown are tentative only and will depend on the availability of financial resources, which in the long term view are linked to the growth of the city. The stages show the degree of probable priority in building needs. Thus, the first stage should see the establishment of the commercial mall along the present line of Royal Road, together with sufficient parking off Saskatchewan Avenue. The succeeding stages would involve the equal development of both commercial and civic buildings.

## PART II - SURVEY

### Existing Land Use

Maps 4 and 5 show the existing land use, age, condition and estimated life of buildings.

Map 4 shows the existing land use in the area. Commercial development is restricted to the blocks abutting directly onto Saskatchewan Avenue. The remainder of the area has largely single-family residential use. Only a small portion of the land is owned by the city as is shown on Map 6.

### Condition & Estimated Life

Map 5 shows the condition and useful life of the property in the area. The majority of the property is of fair to poor quality. As far as possible, new development should be phased with the expiration date of existing property.



### Assessed Value of Property

Maps 7 and 8 show the assessed values in the area. It is clear from the survey that the property directly abutting into Saskatchewan Avenue is the area of highest use and assessed value. In addition, it is evident that even here these are widely divergent real property values. The plan envisages making "break-throughs" to the shopping mall and civic areas at those areas of relatively low assessment values.

### Services

Maps 9, 10, 11 and 12 show the services in the area. These services include water, gas, electricity and sewer and are adequate for present needs. In the final plan suggested, this would necessitate a reorganization and extension of all these services. During the first 2 stages, however, there would be little influence in existing conditions.

Road Conditions

Map 13 shows the road condition in the area. It will be seen that the only paved roads within the area are Princess Avenue and the southern section of Royal Road.

### PART III - PROPOSALS

#### Reasons

The reasons for the project and its particular location can be summarized as follows:

- In the future a prevention of the present straggling growth of commercial development along Saskatchewan Avenue which causes inconvenience and inefficiency from a shopping and servicing point of view.
- The consolidation of commercial and civic activity in one area in the form of a pedestrian mall at the junction of the two major highways through the city, combines to produce an ideal location from both points of view.
- The provision of adequate parking for the proposed scheme away from Saskatchewan Avenue will ensure that the latter can be kept as a major through route with the minimum of interference.

The basic concept behind the design is to provide a suitable environment for civics and commerce, including the necessary parking facilities. It is located so as to be easily and quickly accessible from all parts of the city. The approach to the design of the civic-commercial complex was based to some extent on the feasibility of "breaking-through" the less valuable properties fronting on Saskatchewan Avenue, to produce the development-in-depth principle outlined earlier.

There were two places readily available:

- (1) Four lots east of the junction of Royal Road and Saskatchewan Avenue.
- (2) The majority of the lots lying between 2nd and 3rd Streets.

Since the junction of Tupper and Saskatchewan appears to be the focus of the traffic routes through the city, it was decided to make the western portion of the area

the commercial district, as this would encourage and facilitate the activity in this field.

The other point of break-through would serve as the initiator for the civic buildings grouping. The commercial activities would include stores, restaurants, offices and a motel-hotel. The shopping area is of the pedestrian mall type which has proved so popular and successful elsewhere on the North American continent. Its advantages can be summarized thus:

- (1) With no vehicular traffic passing through, it is possible to plan stores in relatively close proximity to one another, allowing the shopper to make selections within easy strolling distance.
- (2) Because of the absence of vehicles in the area, it permits a safe and unhurried precinct for the purchase of goods. These factors have proved to be a definite stimulus to trade as well as being a much more pleasant and safe environment for commercial

activity. Thus, the plan calls for the closing of Royal Road and its conversion into a pedestrian mall. This mall would eventually connect with a further pedestrian precinct parallel to Saskatchewan Avenue and just south of the present line of Lorne Avenue. At its eastern end this mall would connect directly onto the plaza around which the civic buildings are to be grouped. Above this second mall would be the offices and motel-hotel, providing interest and additional shelter along its length.

It should be mentioned that if present trends continue, it is possible that both malls could be covered over and completely air-conditioned for both summer and winter. Any extra cost of heating the mall would be offset by the gain in an otherwise heating loss through the external walls (mostly of glass anyway) of the stores fronting into the malls themselves.

Parking for the stores, motel-hotel and offices would be immediately adjacent to these areas as shown in plan.

- (3) The civic group of buildings consists of an arena which contains a hockey rink and curling rinks, a fire hall, police station, library and city hall. These would replace existing facilities at such times as the present buildings become obsolete or at such other times as the community sees fit.

Parking for the above activities would be in the immediate area.

As mentioned earlier, an additional advantage of grouping commercial and civic functions together on a common site is the multiple use to which the parking areas may be put. During store hours the parking would be used by shoppers and office workers alike. During the evening when the stores are normally closed, the patrons of the arena, library, motel-hotel, etc., would be able to make use

of the otherwise vacant parking lots. Altogether the final plan envisages a surface parking for 1,570 automobiles. Thus the whole civic-commercial complex would function as a harmonious unit.

#### Road Improvements

Certain improvements of the peripheral road system will be necessary if such an area is to function smoothly from a traffic flow point of view. Saskatchewan Avenue is the Trans-Canada Highway No. 1 passing east-west across the city. At present, through traffic is not separated in any way from local traffic. Angled parking controlled by means of parking meters creates a hazard to pedestrian and vehicle alike. To reduce this hazard to the minimum, it is proposed that a service lane be provided on either side of Saskatchewan Avenue to cater for local traffic only. Parallel parking controlled by parking meters will be permitted in these lanes.



Through traffic will be segregated from these service lanes by means of tree-lined boulevards. With the closing of Royal Road and Second Street, it is possible to have only junctions for through traffic at Third Street and Tupper Street. Tupper Street is the major route to the northern sections of the city and beyond. In the future, it may also provide access to and from a perimeter road circling the city to the north. It is proposed that the road allowance along Tupper Street be increased to 100' and opposing lanes divided by a boulevard strip. In addition, it is proposed that an overpass be constructed over the C.N.R. tracks to facilitate traffic flow as shown in Plan 3.

Fisher Avenue would be widened to a road allowance of 90' to facilitate easy entrance and exits from the parking lot at the north end of the site.

### Services

The services in the area ultimately would have to be completely renewed. In the first two stages, however, little or no changes are envisaged.

In a project of this size and importance, it is necessary that underground electrical and telephone services be the eventual aim.

## PHASING

### General

Any phasing of development must be geared to available financial resources. In the phasing suggested, it is an attempt to show the degree of probable priority of building needs rather than a fixed time schedule attached to each stage. As a rough guide it should be possible to complete the plan by 1980.

Existing conditions are shown on Map 18. This shows clearly that the greatest density of building occurs along Saskatchewan Avenue.

### Stage 1

This should be possible within the first few years of development. Map 14 shows that a break-through on Saskatchewan Avenue and a pedestrian mall along part of Royal Road have been established. In addition, areas on both sides of the mall have been cleared to relieve parking on Saskatchewan Avenue. The

latter is shown as being redeveloped along the lines described in the last section with limited parallel parking along the frontages.

The families removed from the area at this stage could be rehabilitated in the proposed subdivisions in the north of the city.

#### Stage 2

Once the shopping mall has been established, it should be possible to extend the commercial and parking facilities as well as to complete a number of buildings in the civic group. This is shown on Map 15. These latter would include the city hall, first stage of the library and the hockey rink section of the arena. At this stage it should be possible to establish the joint stage of motel-hotel unit and offices.

#### Stage 3

This stage would see the completion of the project except for two office units over the east-west shopping mall and the

remaining high value commercial property along Saskatchewan Avenue as shown on Map 16. By this stage the complete parking facilities should be available with families from the residential section rehabilitated in other areas of the city.

#### Stage 4

This stage (Map 17) constitutes the final redevelopment along Saskatchewan Avenue and the completion of office space over the shopping mall. As mentioned previously, the covering-in of the shopping mall is a distinct possibility at this stage.

#### Implementation:

If the redevelopment plan is approved in principle, it is suggested that a committee be set up to investigate possible ways and means that are available for courses of action, such as:

- (1) Redevelopment under appropriate sections of the National Housing Act.

- (2) Redevelopment by a private developer.
- (3) Redevelopment by an association of local businessmen.

# APPENDIX

In the table below are given areas of new construction in the successive stages of development. In addition, the assessed values of the land are shown at the various stages of development.

	<u>Stores</u>	<u>Offices</u>	<u>Motel- Hotel</u>	<u>Arena</u>	<u>Fire Hall &amp; Police</u>	<u>Library</u>	<u>City Hall</u>	<u>Assessment of Land Acquired</u>
Stage 1	70,000	25,000	12,500	-	-	-	-	\$176,970
Stage 2	79,000	55,000	25,000	48,000	-	6,800	30,000	472,760
Stage 3	91,000	25,000	-	32,000	50,000	6,800	-	292,838
Stage 4	-	50,000	-	-	-	-	-	342,740
<b>TOTAL</b>	<b>240,000</b>	<b>155,000</b>	<b>37,500</b>	<b>80,000</b>	<b>50,000</b>	<b>13,600</b>	<b>30,000</b>	<b>\$1,285,308</b>

General Data: Surface off-street parking = 1,570 cars

Total area of developed land = 35.5 acres (approximately)

# BIBLIOGRAPHY

<u>Number</u>	<u>Page</u>	<u>Source</u>
1	11-13	Community Planning Review, Volume X, Numbers 3 & 4, P. P. 2, 3.
2	17-18	"A Report on Urban Environ- ment", The Financial Post, Jan. 14, 1961, P. 24.
3	20	) "A Report on Urban Environ- ment", The Financial Post, Jan. 14, 1961, P. 24.
4	20	
5	20	
6	20	
7	26	) "A Report on Urban Environ- ment", The Financial Post, Jan. 14, 1961, P. 25.
8	26	
9	41-42	City of Saskatoon Population Study - 1958, P. 1. Directed by Herbert E. Wellman.
10	44	"What Others Are Saying", The Financial Post, May 28, 1960.
11	82	Urban Planning and Municipal Public Policy - by Donald H. Webster, P. 491.
12	92-93	Urban Planning and Municipal Public Policy - by Donald H. Webster, P. 530.
13	94-95	Urban Planning and Municipal Public Policy - by Donald H. Webster, P. 269.



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<u>Number</u>	<u>Page</u>	<u>Source</u>
14	123-124	"Urban Renewal" - a review of the symposium on urban renewal conducted by the Central Mortgage and Housing Corporation in Ottawa, Feb., 1958, P. 37.
15	141	Submission to the Federal Government of Canada on behalf of the Municipal Governments of Canada - Nov. 8, 1960, P. 4.

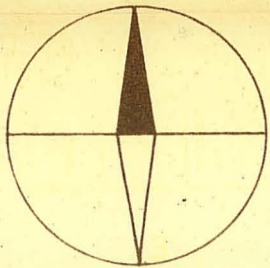
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<u>Table No.</u>		<u>Source of Data</u>
1	)	Regional Development Branch,
2	)	Department of Industry and
3	)	Commerce, Community Data
4	)	Sheet, Sept., 1960.
6	)	
7	)	
8	)	
9	)	
5		Manitoba Power Commission, Power Sales Division.
10	)	Economic Survey, South
11	)	Central Manitoba - prepared by Ebasco Services Inc., Dec., 1960.



CENTRAL AREA  
REDEVELOPMENT STUDY  
EXISTING CONDITIONS

- RESIDENTIAL
- COMMERCIAL
- PUBLIC BUILDINGS
- ARENA
- HOTEL
- CLINIC
- INDUSTRY
- PARKING

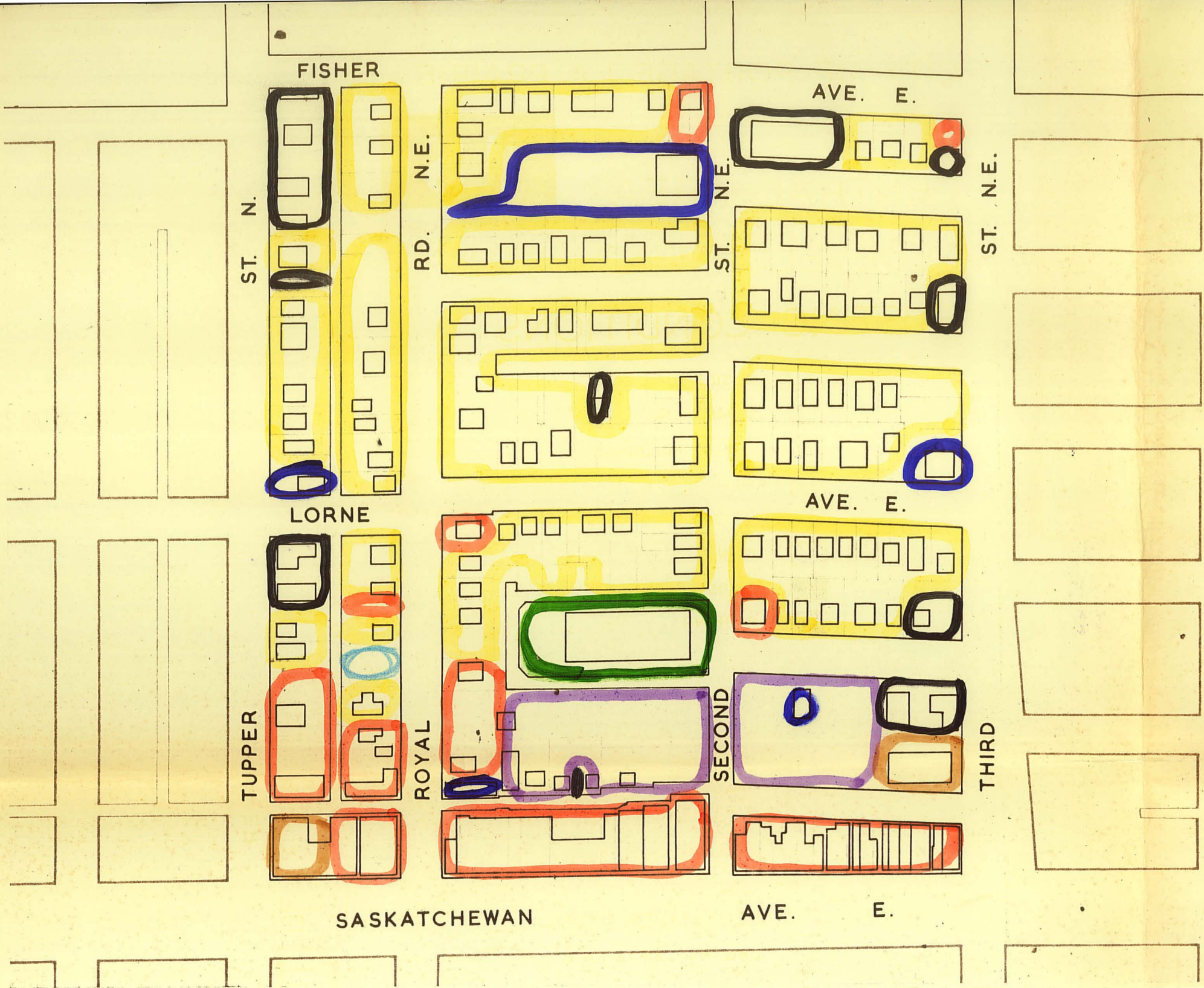


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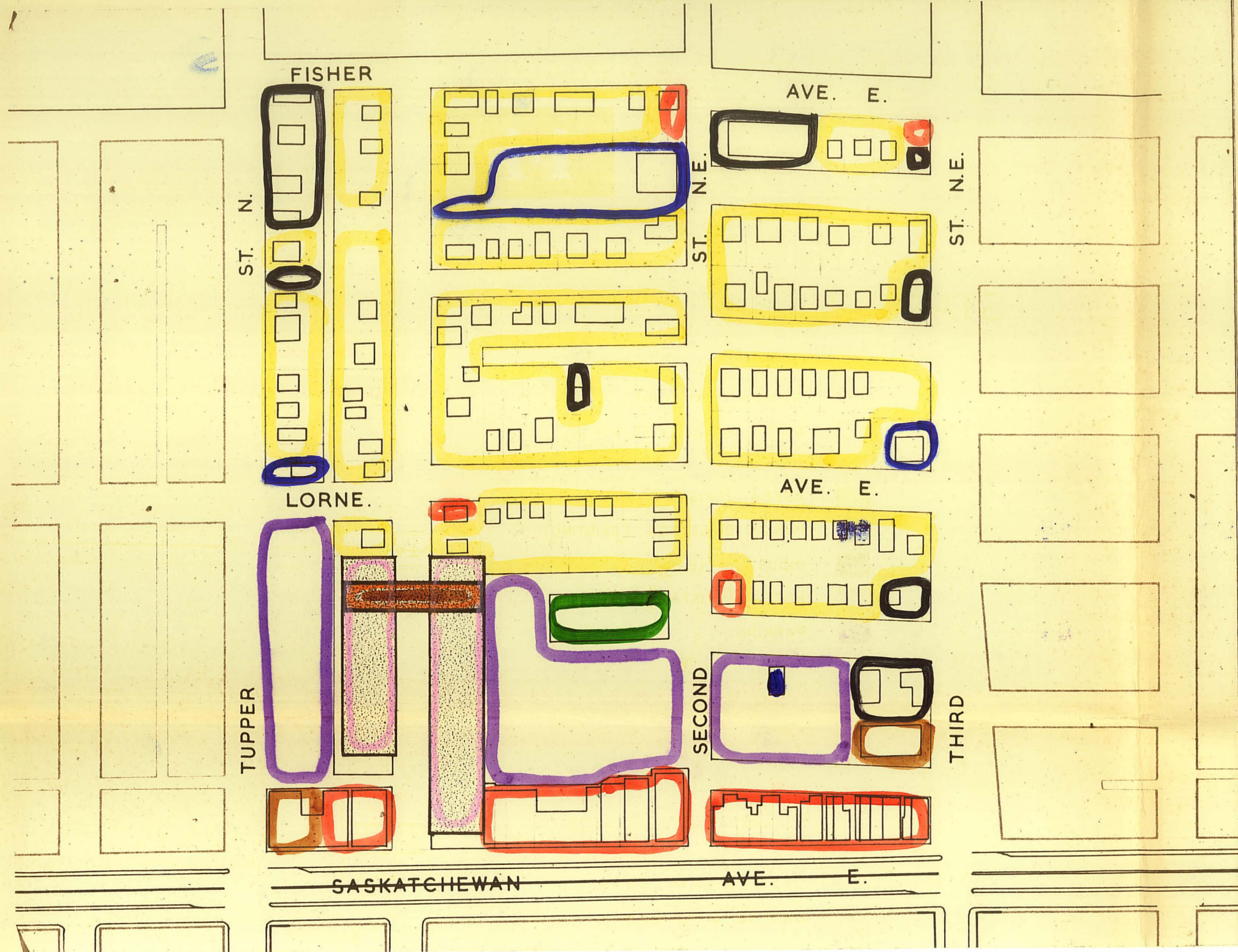
PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. No. 61-13-106 C





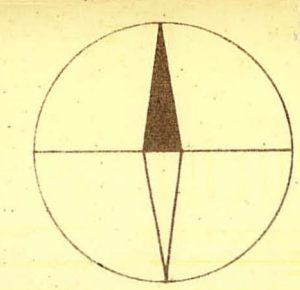


CITY OF PORTAGE LA PRAIRIE

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CENTRAL AREA  
REDEVELOPMENT STUDY  
STAGE I

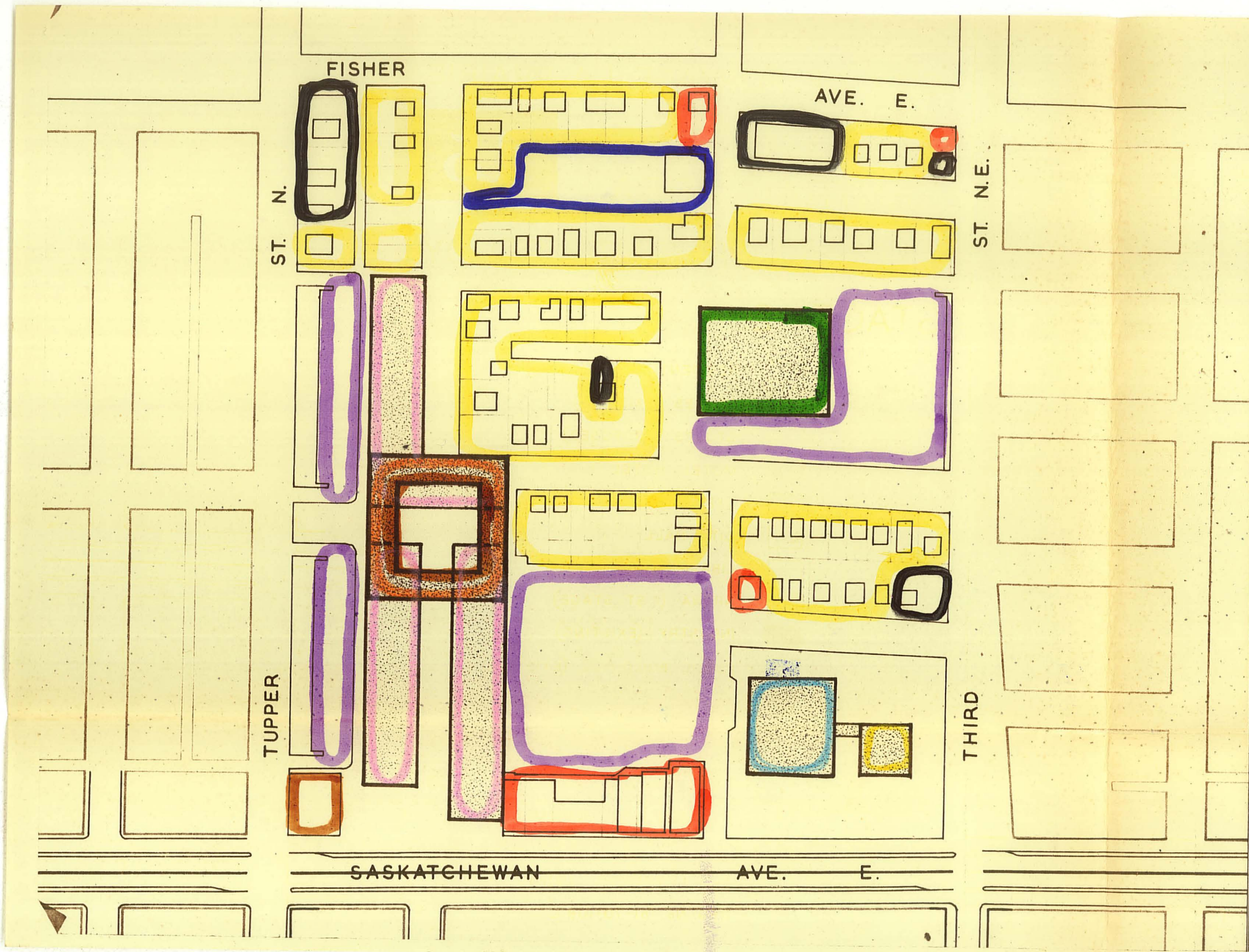
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- STORES (EXISTING)
- MOTEL HOTEL (1 ST STAGE)
- OFFICES
- ARENA (EXISTING)
- PUBLIC BUILDINGS (EXISTING)
- INDUSTRY (EXISTING)
- HOTEL (EXISTING)
- PARKING



SCALE: ONE INCH EQUALS 200 FEET  
PROVINCE OF MANITOBA  
PLANNING SERVICE  
SEPTEMBER 1959  
DWG. No. 61-70-108 B

801-10-108 B  
7





CITY OF PORTAGE LA PRAIRIE

**15**

CENTRAL AREA  
REDEVELOPMENT STUDY  
STAGE 2

- RESIDENTIAL (EXISTING)
- STORES (EXISTING)
- STORES (PROPOSED)
- MOTEL HOTEL
- OFFICES
- CITY HALL
- LIBRARY (1 ST STAGE)
- ARENA (1 ST STAGE)
- INDUSTRY (EXISTING)
- PUBLIC BUILDINGS (EXISTING)
- PARKING

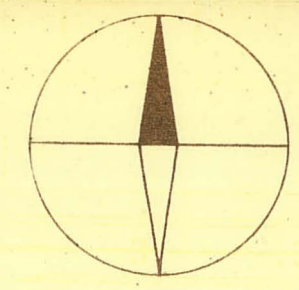
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PROVINCE OF MANITOBA  
PLANNING SERVICE

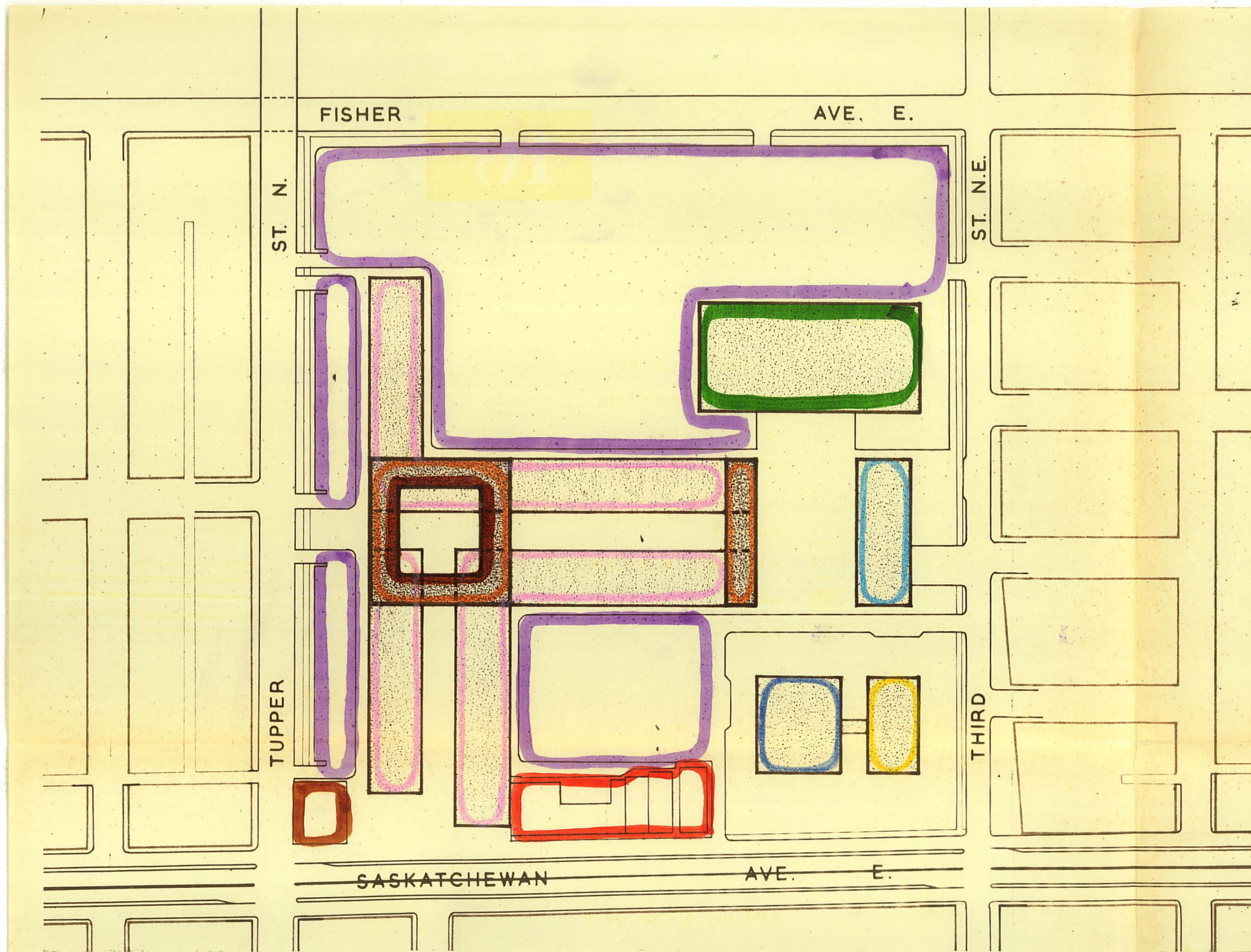
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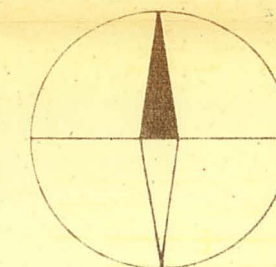


CITY OF PORTAGE LA PRAIRIE

16

# CENTRAL AREA REDEVELOPMENT STUDY STAGE 3

- STORES (EXISTING)
- STORES (PROPOSED)
- MOTEL HOTEL
- OFFICES
- CITY HALL
- LIBRARY
- FIRE HALL & POLICE
- ARENA
- PARKING



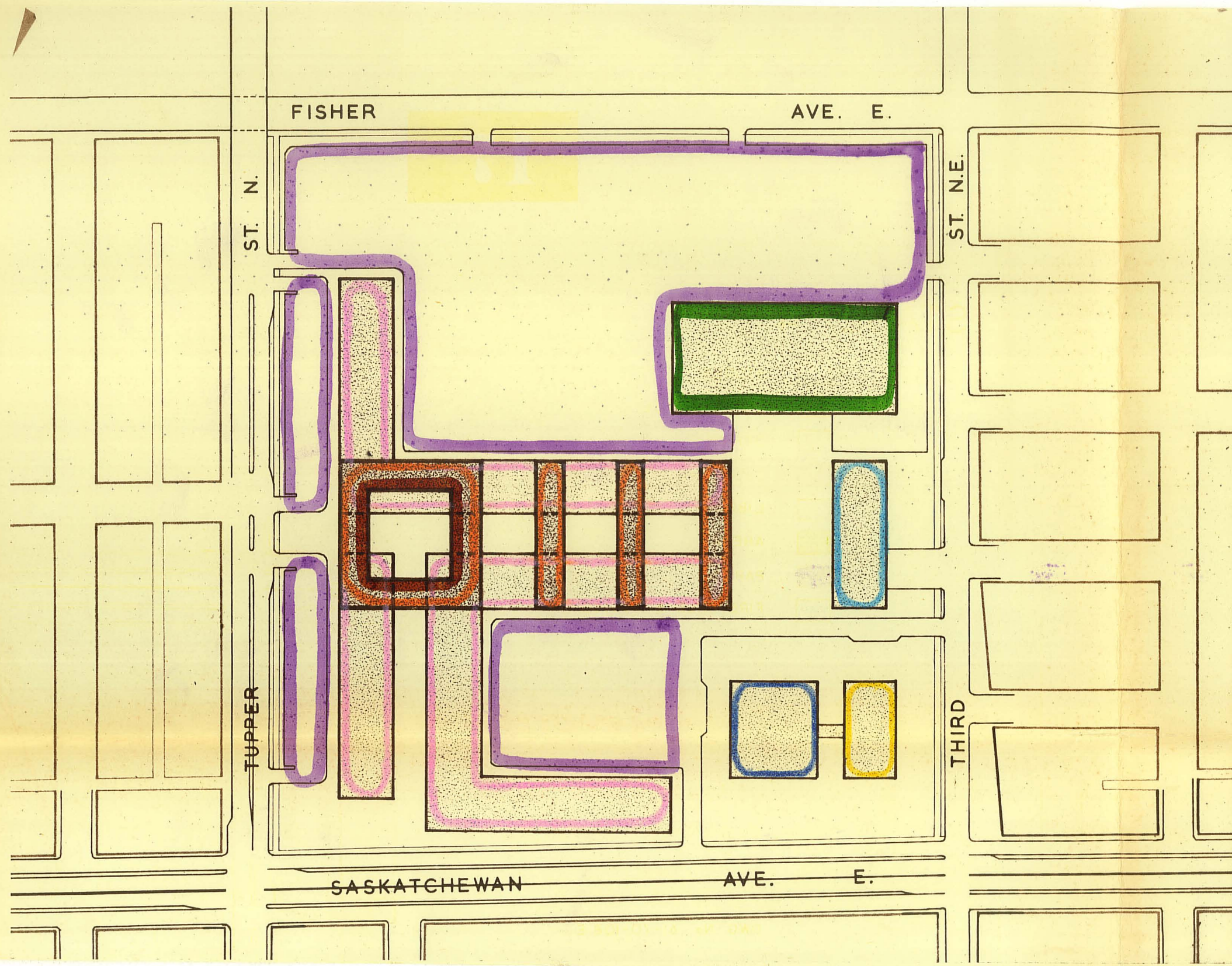
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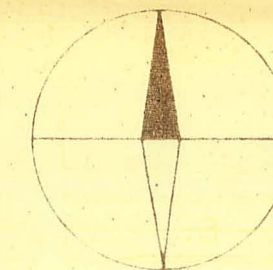


CITY OF PORTAGE LA PRAIRIE

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# CENTRAL AREA REDEVELOPMENT STUDY STAGE 4

- STORES
- MOTEL HOTEL
- OFFICES
- CITY, HALL
- LIBRARY
- ARENA
- PARKING
- FIRE HALL & POLICE



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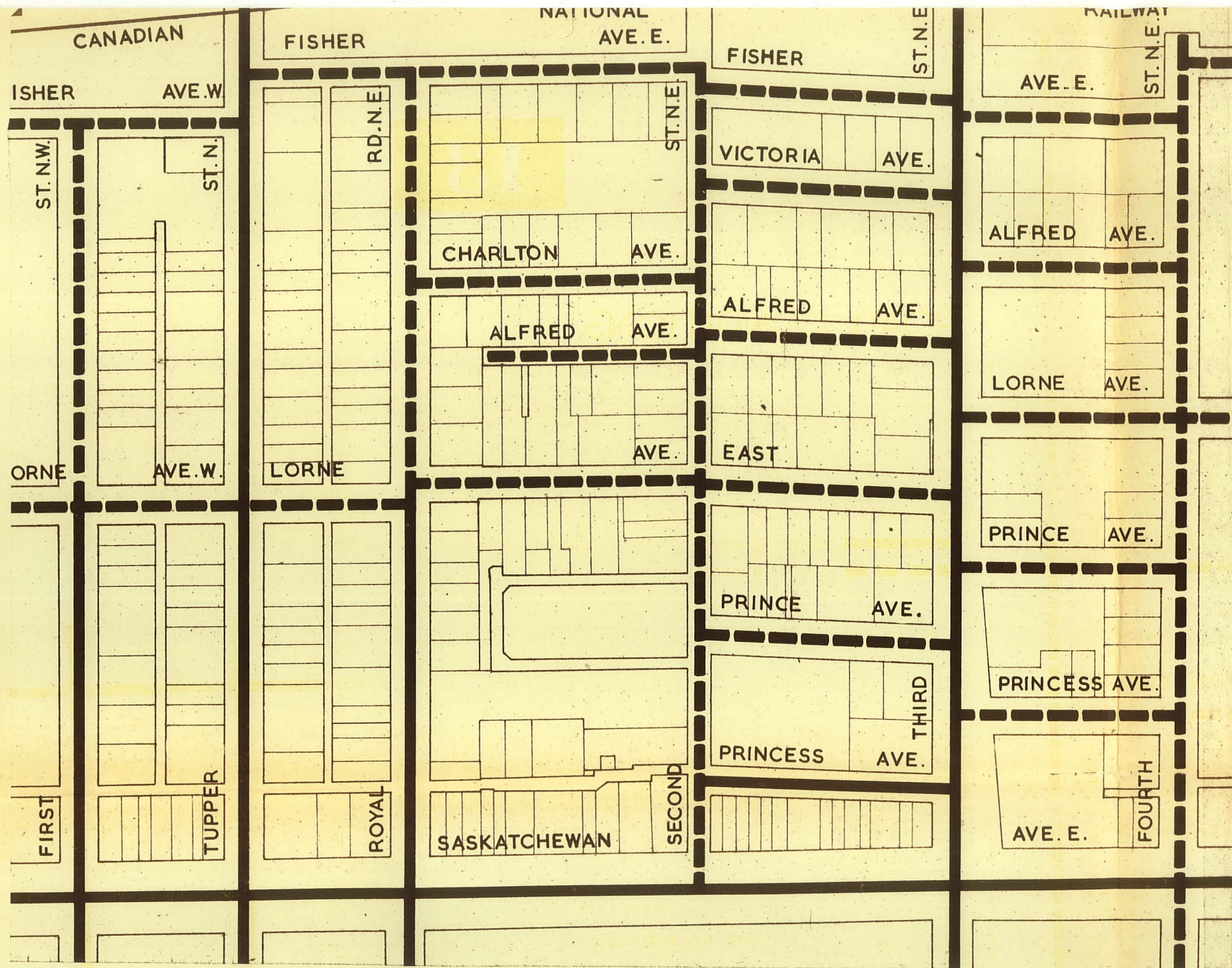
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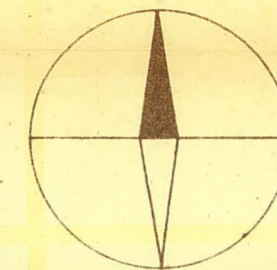
CITY OF PORTAGE LA PRAIRIE

13

CENTRAL AREA  
REDEVELOPMENT STUDY  
ROAD CONDITIONS

LEGEND

-  PAVED ROADS
-  GRAVEL ROADS



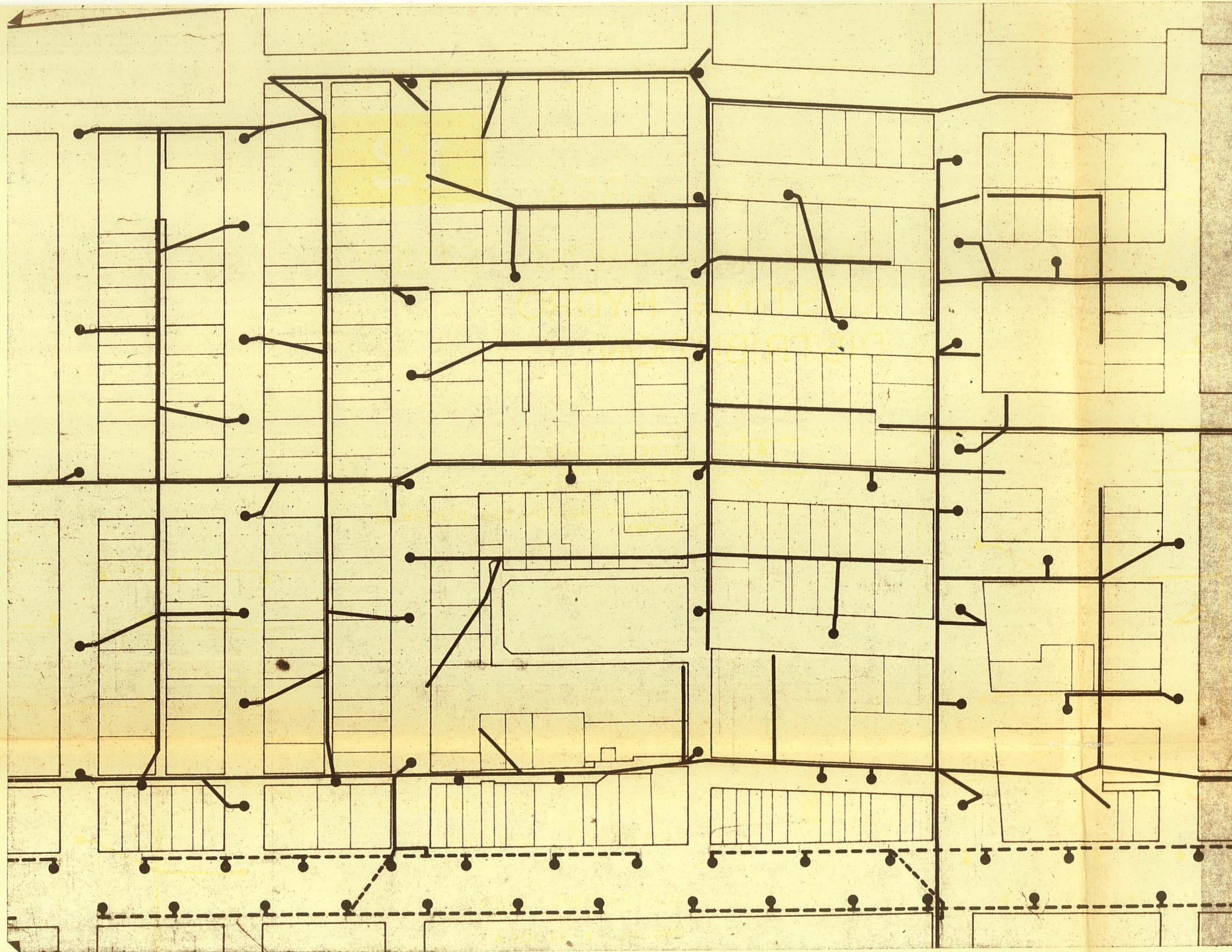
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CITY OF PORTAGE LA PRAIRIE

12

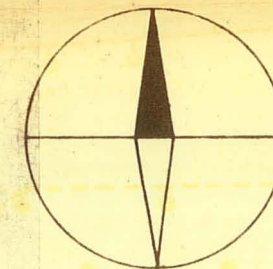
CENTRAL AREA

REDEVELOPMENT STUDY

EXISTING HYDRO  
DISTRIBUTION

—●— HYDRO LINE  
—●— STREET LIGHTS  
- - -●- - - UNDERGROUND LINE  
- - -●- - - STREET LIGHTS

2300 VOLTAGE UNLESS OTHERWISE  
SHOWN



SCALE: ONE INCH EQUALS 200 FEET

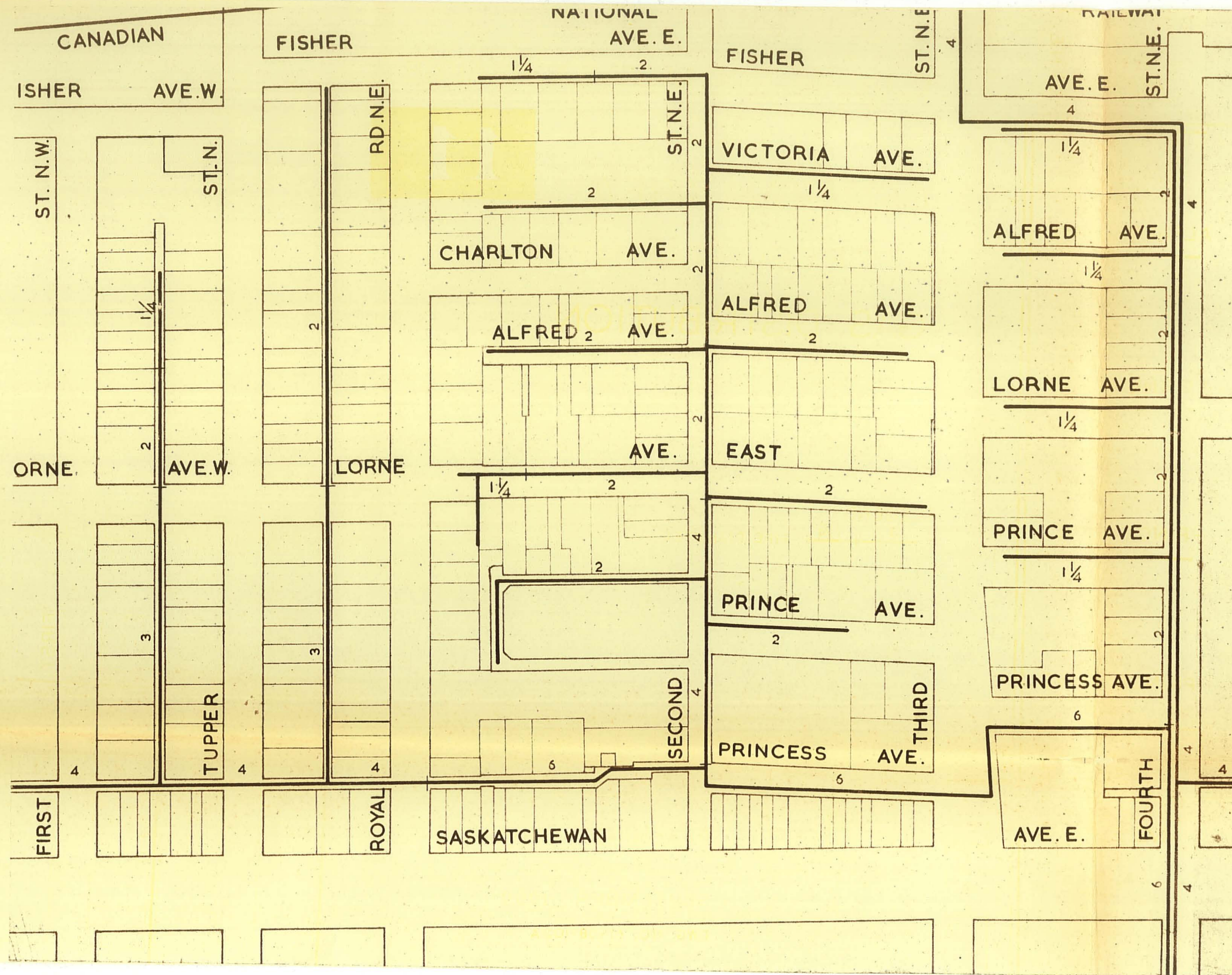
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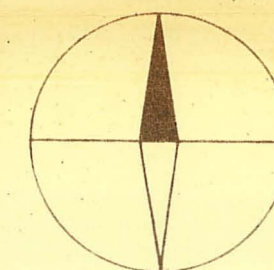


CITY OF PORTAGE LA PRAIRIE

11

# CENTRAL AREA REDEVELOPMENT STUDY GAS DISTRIBUTION

LEGEND  
3 1 1/4 PIPE DIAMETER



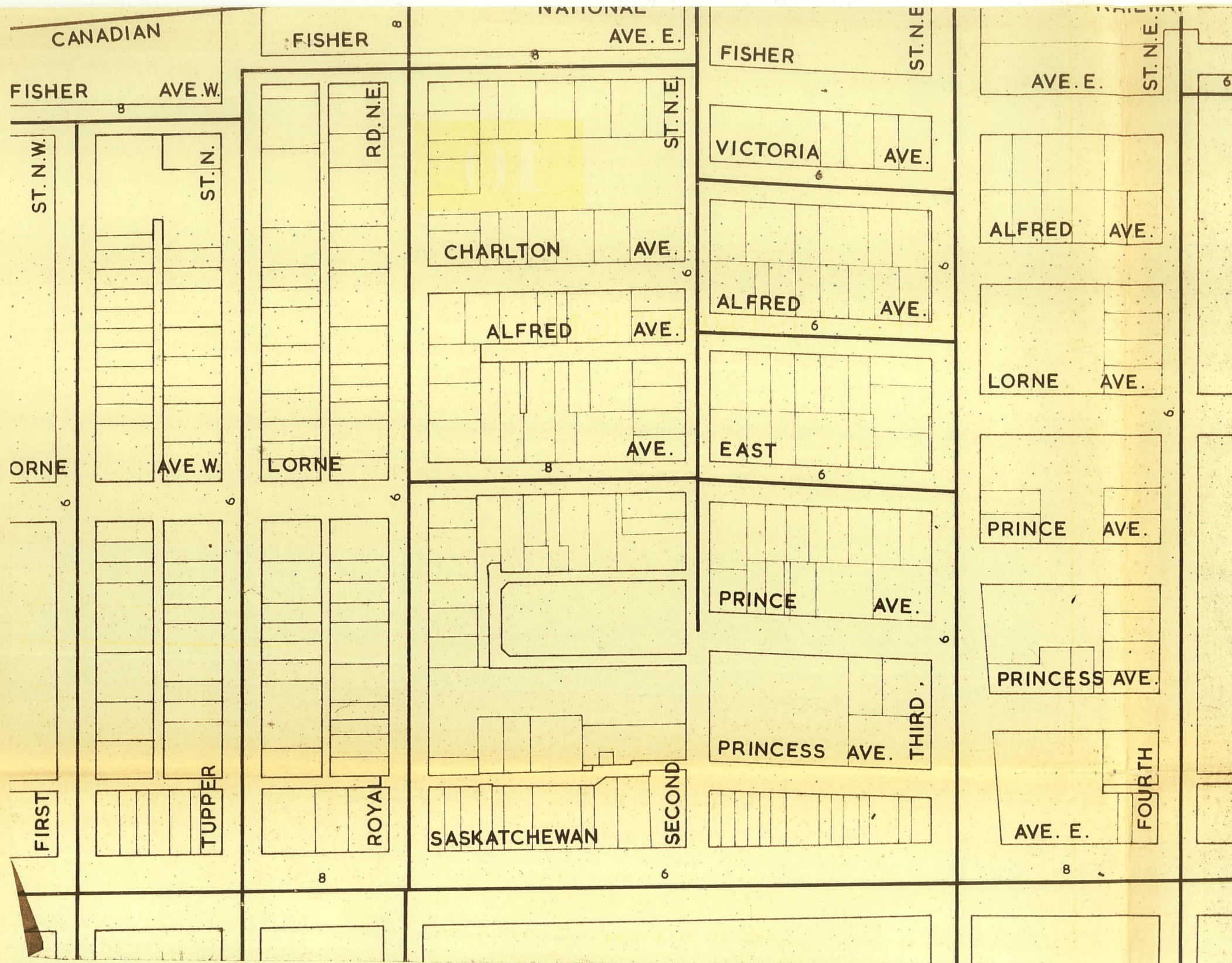
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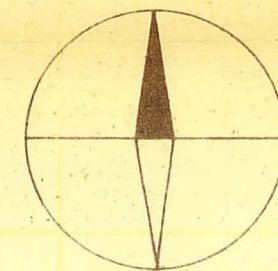




CITY OF PORTAGE LA PRAIRIE

10

CENTRAL AREA  
REDEVELOPMENT STUDY  
WATER DISTRIBUTION



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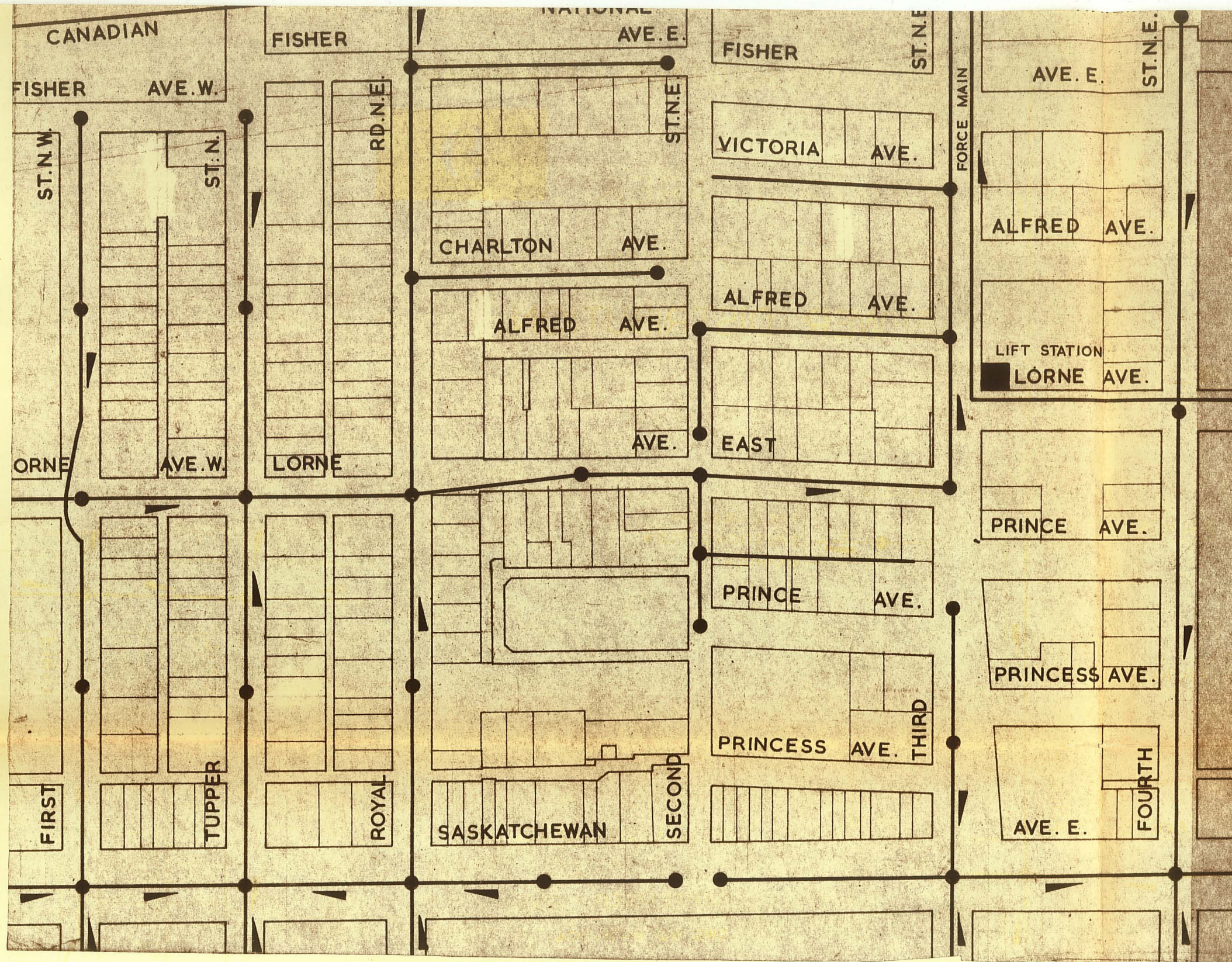
PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. NO. 61-31-109A

APR 15 1960  
7





# CITY OF PORTAGE LA PRAIRIE

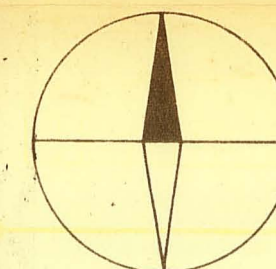
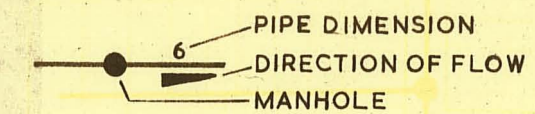
## CENTRAL AREA

### REDEVELOPMENT STUDY

#### SEWER DISTRIBUTION

9

#### LEGEND



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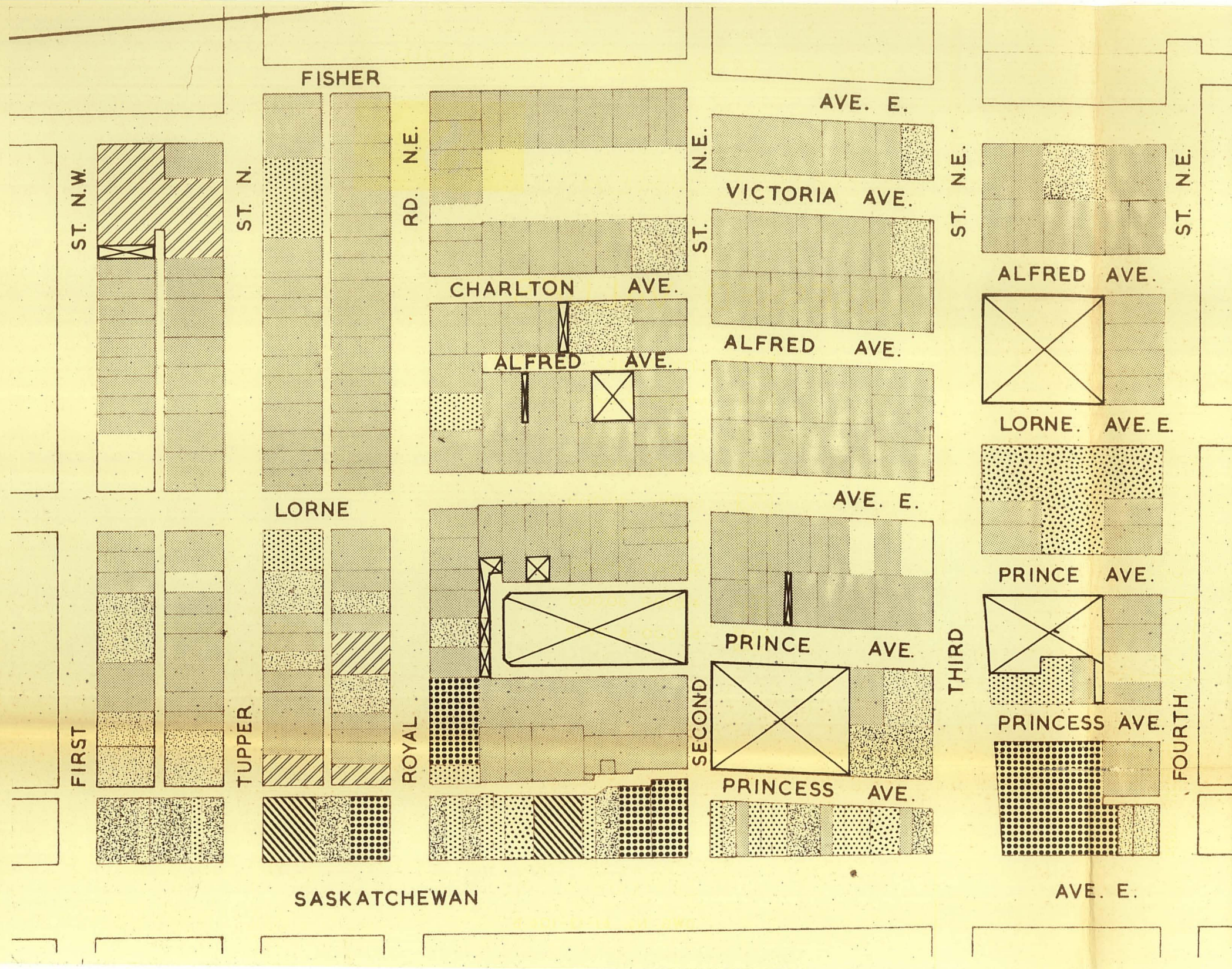
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PLANNING SERVICE

SEPTEMBER 1959

DWG. NO. 61-31-110A

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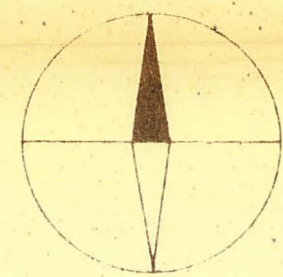


CITY OF PORTAGE LA PRAIRIE



# CENTRAL AREA REDEVELOPMENT STUDY ASSESSED VALUES

-  CITY OWNED PROPERTY
-  UNDER \$ 5,000.
-  5,000. 10,000.
-  10,000. 15,000.
-  15,000. 20,000.
-  20,000. 30,000.
-  30,000. 40,000.
-  40,000. 50,000.
-  50,000. & OVER



SCALE ONE INCH EQUALS 200 FEET

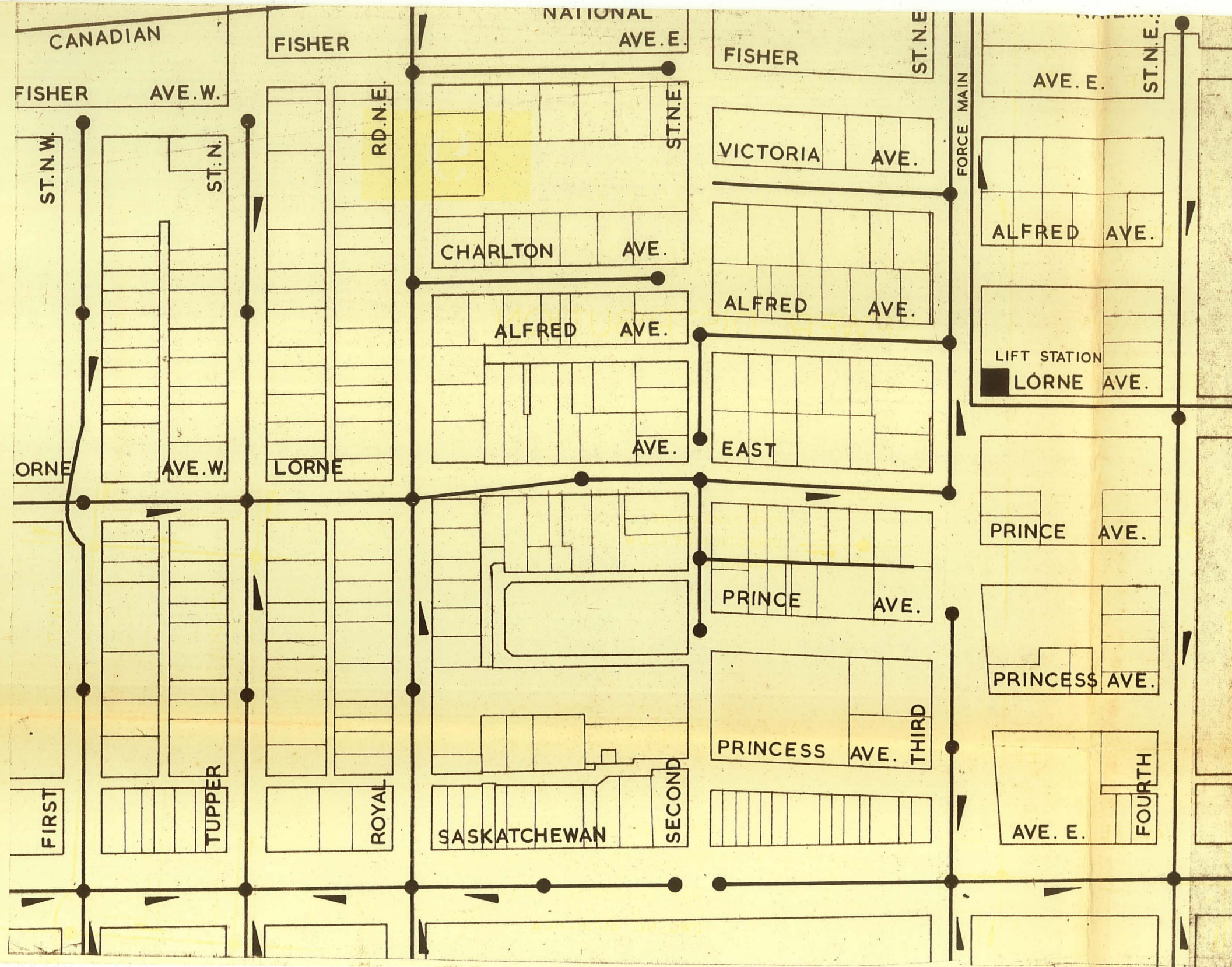
PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. No. 61-13-106 B

61-13-106 B  
7





# CITY OF PORTAGE LA PRAIRIE

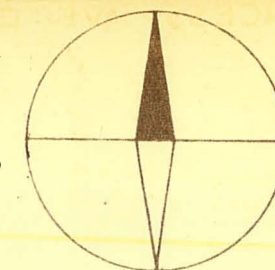
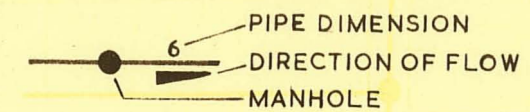
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### REDEVELOPMENT STUDY

#### SEWER DISTRIBUTION

9

#### LEGEND



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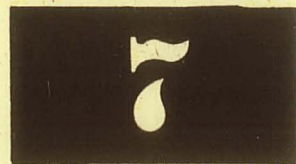
PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. NO. 61-31-110A



# CITY OF PORTAGE LA PRAIRIE



## CENTRAL AREA REDEVELOPMENT STUDY ASSESSED VALUES

### LEGEND

X EXEMPT PROPERTIES

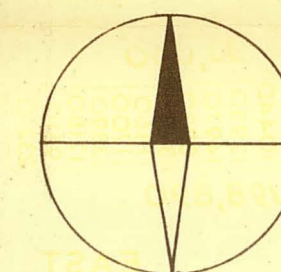
TOTAL ASSESSED PROPERTIES \$1,758,688

SCALE: ONE INCH EQUALS 200 FEET

PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. NO. 61-13-106A



STREET N.W.

FIRST

420	3710
2650	
950	14090
2160	2010
1650	1980
1470	2690
1330	3010
1740	4600
4010	2700
2700	2480
2730	720
3430	3130
X	4340

68,000

3420	3920
2690	X
3300	3560
4050	3700
1420	1530
2420	2520
1140	1600
5670	3000
8190	6100
	1710
	7190

200,380

930	1110
4130	1810
	400
	3210
10680	2850
	4250
4070	2080
	4740
4200	
620	4030
2020	
1810	3130
3350	
2970	2720
	3200
2890	4730
2850	3390
3560	3050
2640	

91,420

12370	4110
5170	2770
4530	6260
3100	2640
7070	19060
3180	
1640	5930
4090	3190
	3770
	5000
18830	16980

308,630

SASKATCHEWAN

FISHER

198	3030	2750	340	2770	3060	1840	340	1580
2030								
1550								
2580								
3970	3540	2300	2840	3230	2780	5540		
2390								

48,658

3190	2190	430	2530	3430	6940	510	
						4110	
3190	2480	210	310	150	1160	X	2710
11250							2510
4960	3140	4350	490	3140	610	1250	4300

69,540

2580	3410	1870	2300	4000	1890	2620	3450	2440
3690							3150	
1840	80	X	70	80	90			
4230								
6200								
2520								

X

41530	1750	2200						
	600	740	910	X	850			
13930								
21120	13570	26870	11610	31480	60460	11600	12980	12440
						46990		43280

413,790

AVENUE

AVENUE

2660	3050	2030	3240	7980
------	------	------	------	------

18,960

3550	3150	2650	2160	540	2330	7680
3750	3660	3120	2630	3560	2840	2870
						2570

47,060

3470	2810	1650	2550	2110	3230	3050
3000	3010	2090	4020	2580	5060	550

39,180

3790	2150	2250	2210	2500	2090	X	3300	X
3090	2560	2420	3040	160	2730	960	2870	

36,120

X	1950	5960
	25150	

33,060

11690	9050	7730	11090	10440	12930	14970	8830	13700	11360	11700	13890	17180	9610	23210
-------	------	------	-------	-------	-------	-------	------	-------	-------	-------	-------	-------	------	-------

198,890

EAST

EAST

2640	1830	5410	3190
2660	650	2860	1830
		590	3060

24,720

X	4180
	3340
	2760
	2370

12,650

21120	4360
3040	3070
4820	3230
	3060

42,700

X	3000
	3230
13210	2590
	X
	2710

24,740

49940	11100	4010
	10000	6400
		8730

80,190

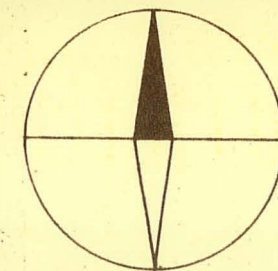
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STREET

FOURTH

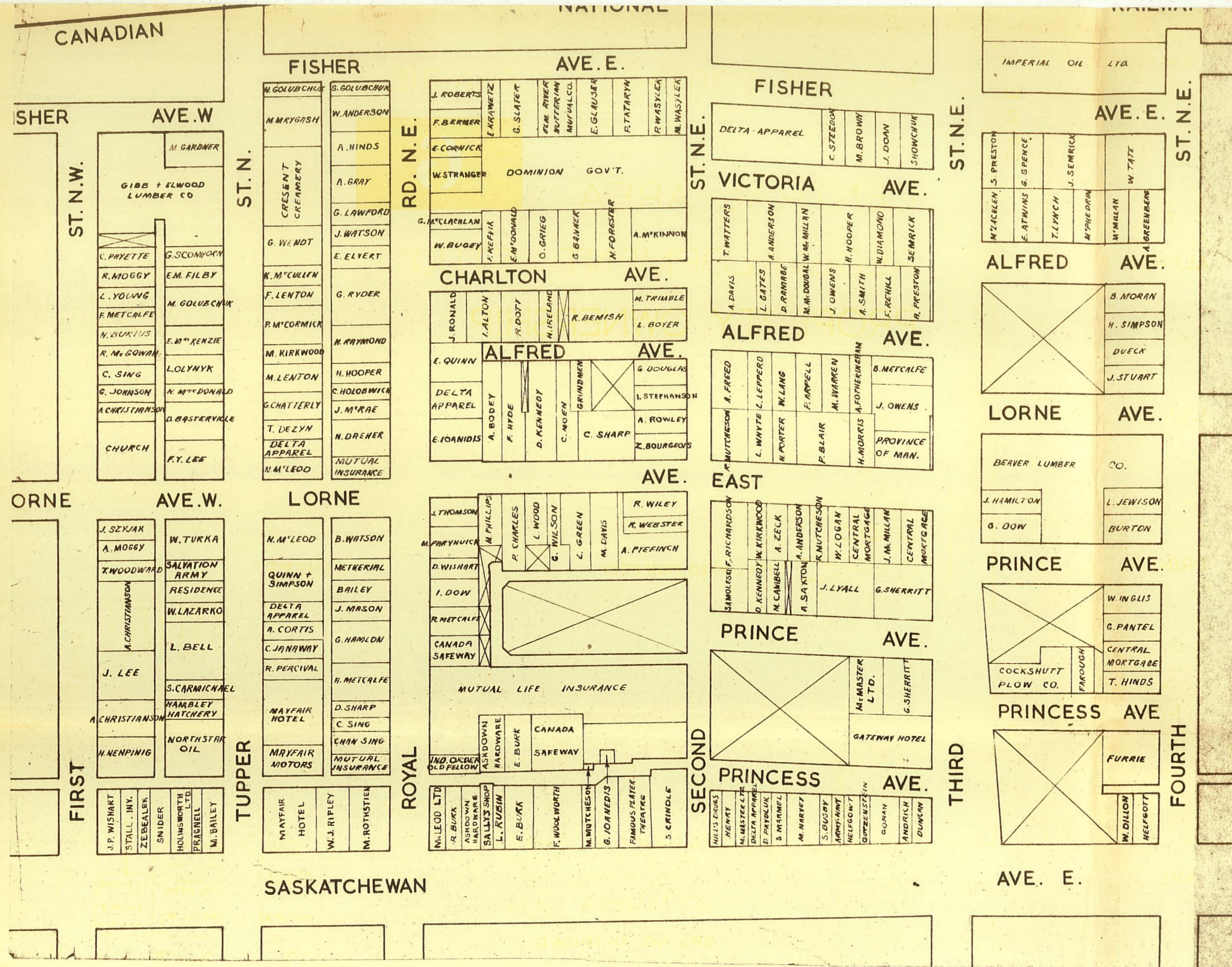


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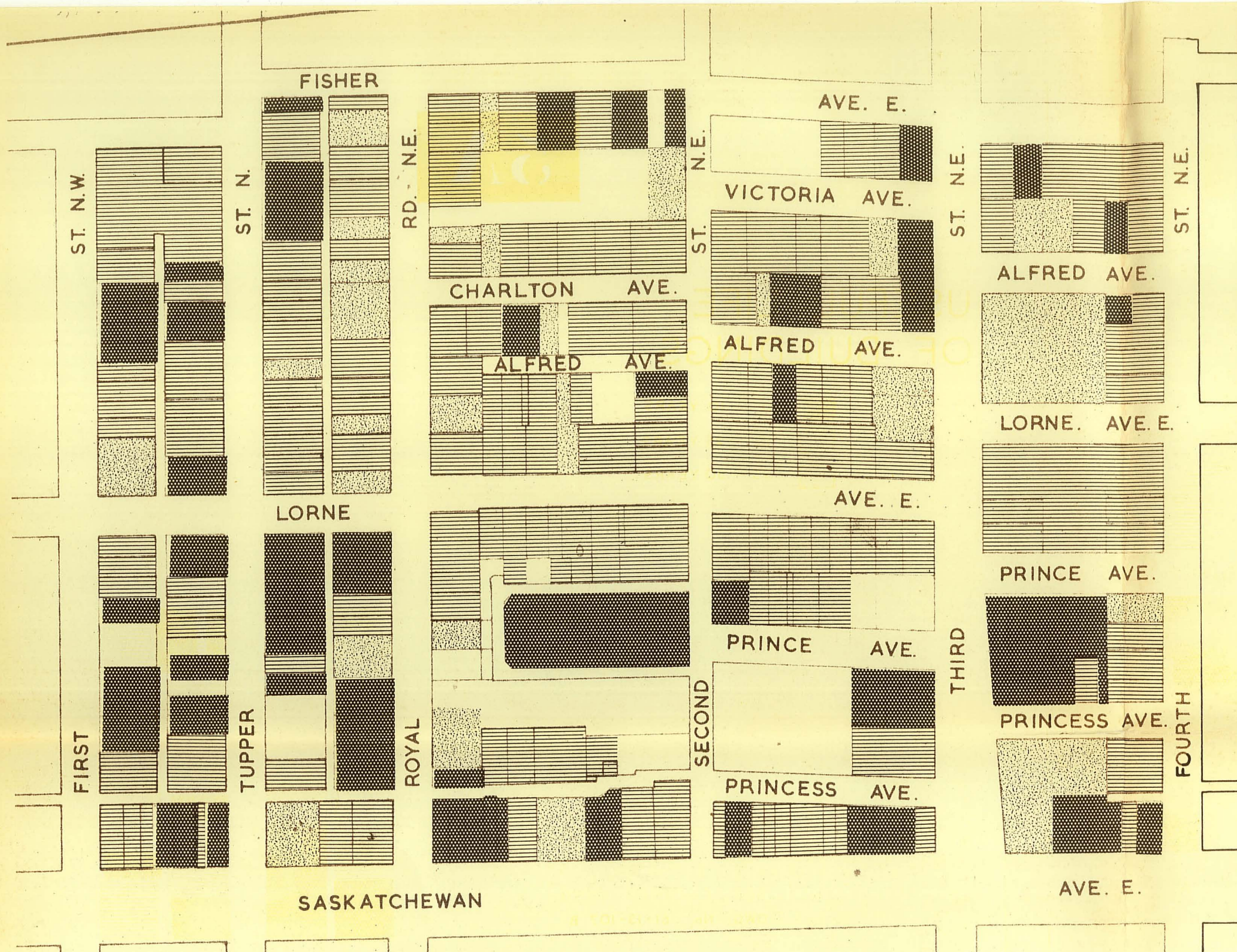


PROVINCE OF MANITOBA  
PLANNING SERVICE

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

CITY OF PORTAGE LA PRAIRIE

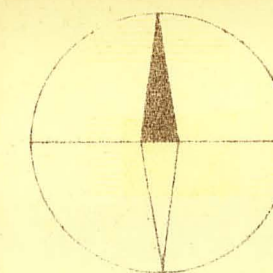
5A

CENTRAL AREA

REDEVELOPMENT STUDY

USEFUL LIFE  
OF BUILDINGS

-  0 — 10 YEARS
-  10 — 25 YEARS
-  25 — 50 YEARS



SCALE ONE INCH EQUALS 200 FEET

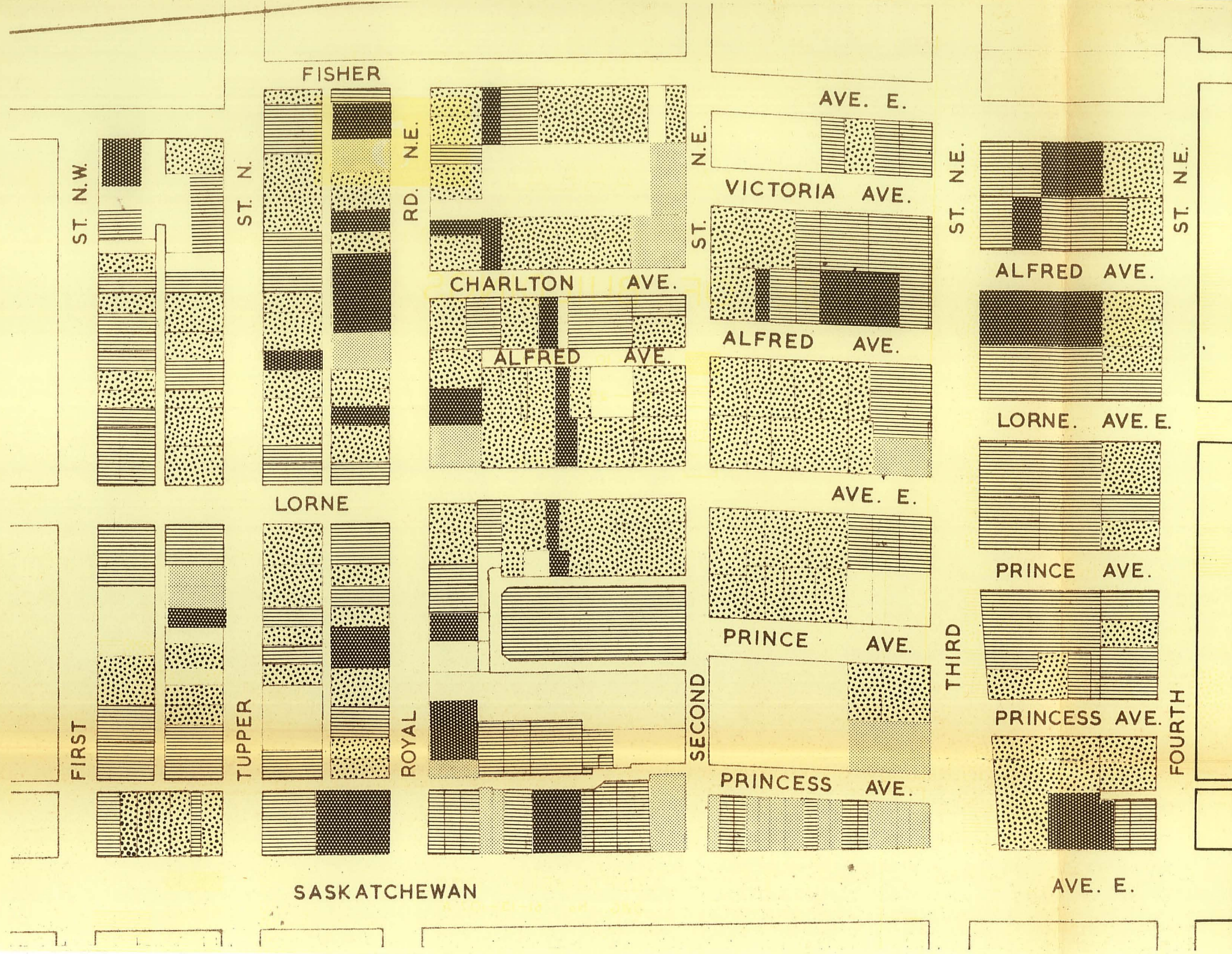
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DWG. No. 61-13-107 B

(17) 7-1-19









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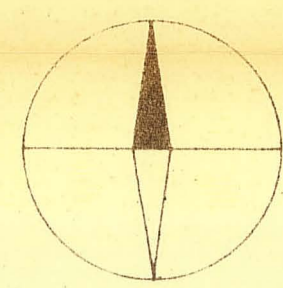
**5**

CENTRAL AREA

REDEVELOPMENT STUDY

AGE OF BUILDINGS

-  0 — 10 YEARS
-  10 — 25 YEARS
-  25 — 50 YEARS
-  50 — 75 YEARS



SCALE: ONE INCH EQUALS 200 FEET

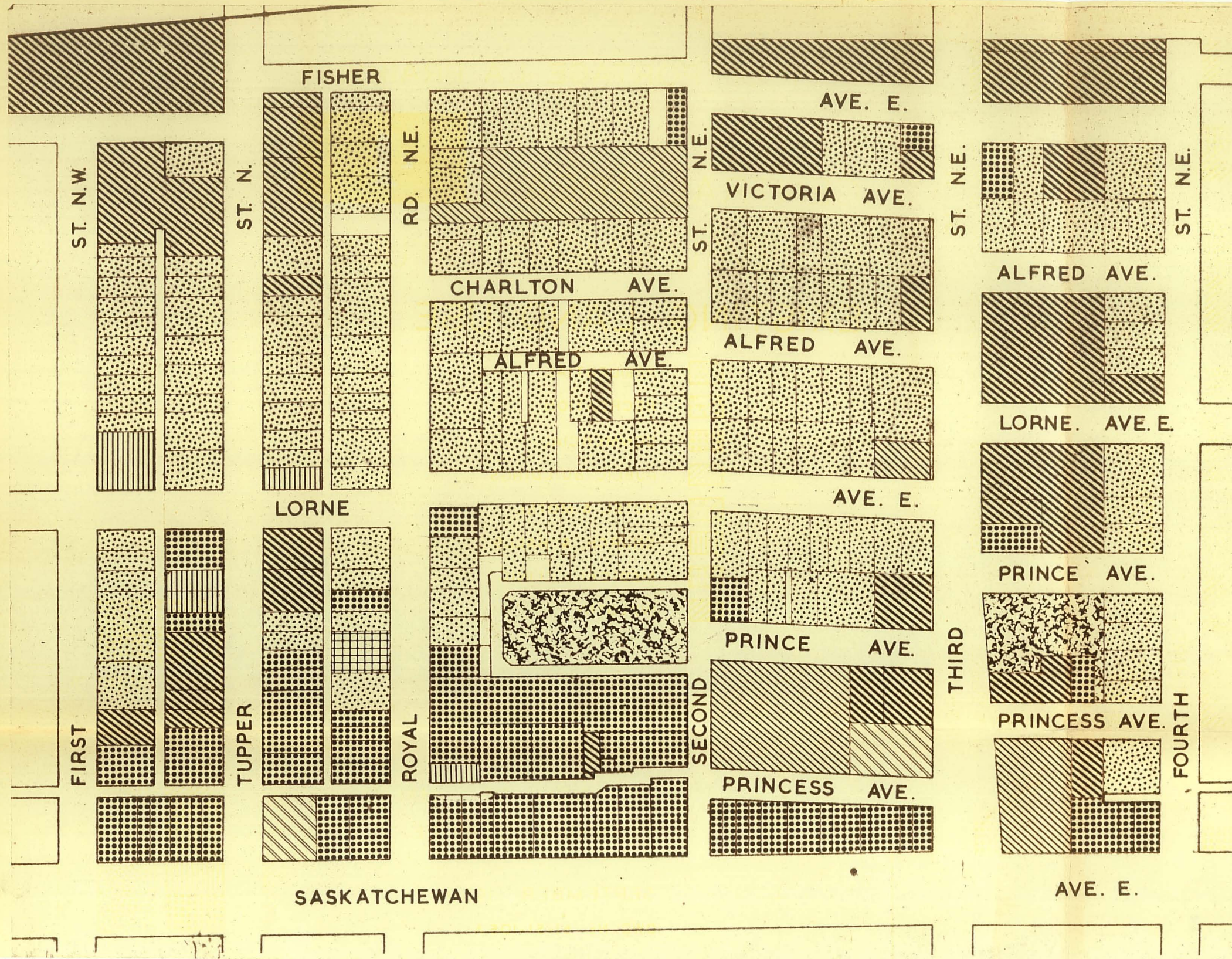
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PLANNING SERVICE

SEPTEMBER 1959

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





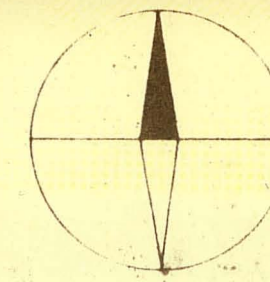


CITY OF PORTAGE LA PRAIRIE

4

# CENTRAL AREA REDEVELOPMENT STUDY EXISTING LAND USE

-  RESIDENTIAL
-  RECREATION
-  COMMERCIAL
-  PUBLIC BUILDINGS
-  HOTEL & MOTEL
-  CHURCH & HALLS
-  MEDICAL CLINIC
-  INDUSTRY



SCALE ONE INCH EQUALS 200 FEET

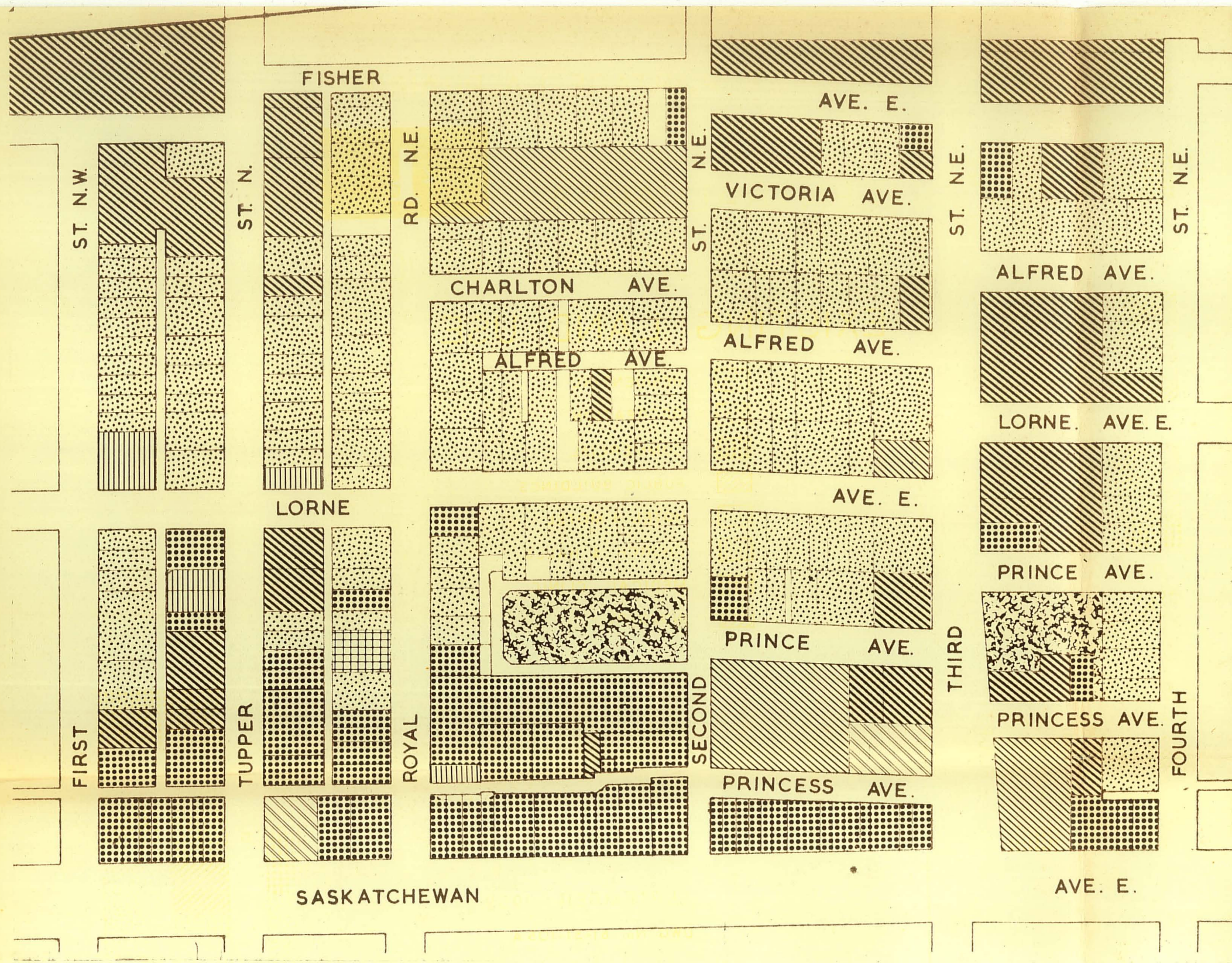
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




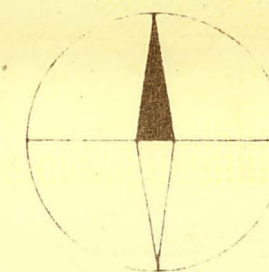


CITY OF PORTAGE LA PRAIRIE

4

# CENTRAL AREA REDEVELOPMENT STUDY EXISTING LAND USE

-  RESIDENTIAL
-  RECREATION
-  COMMERCIAL
-  PUBLIC BUILDINGS
-  HOTEL & MOTEL
-  CHURCH & HALLS
-  MEDICAL CLINIC
-  INDUSTRY



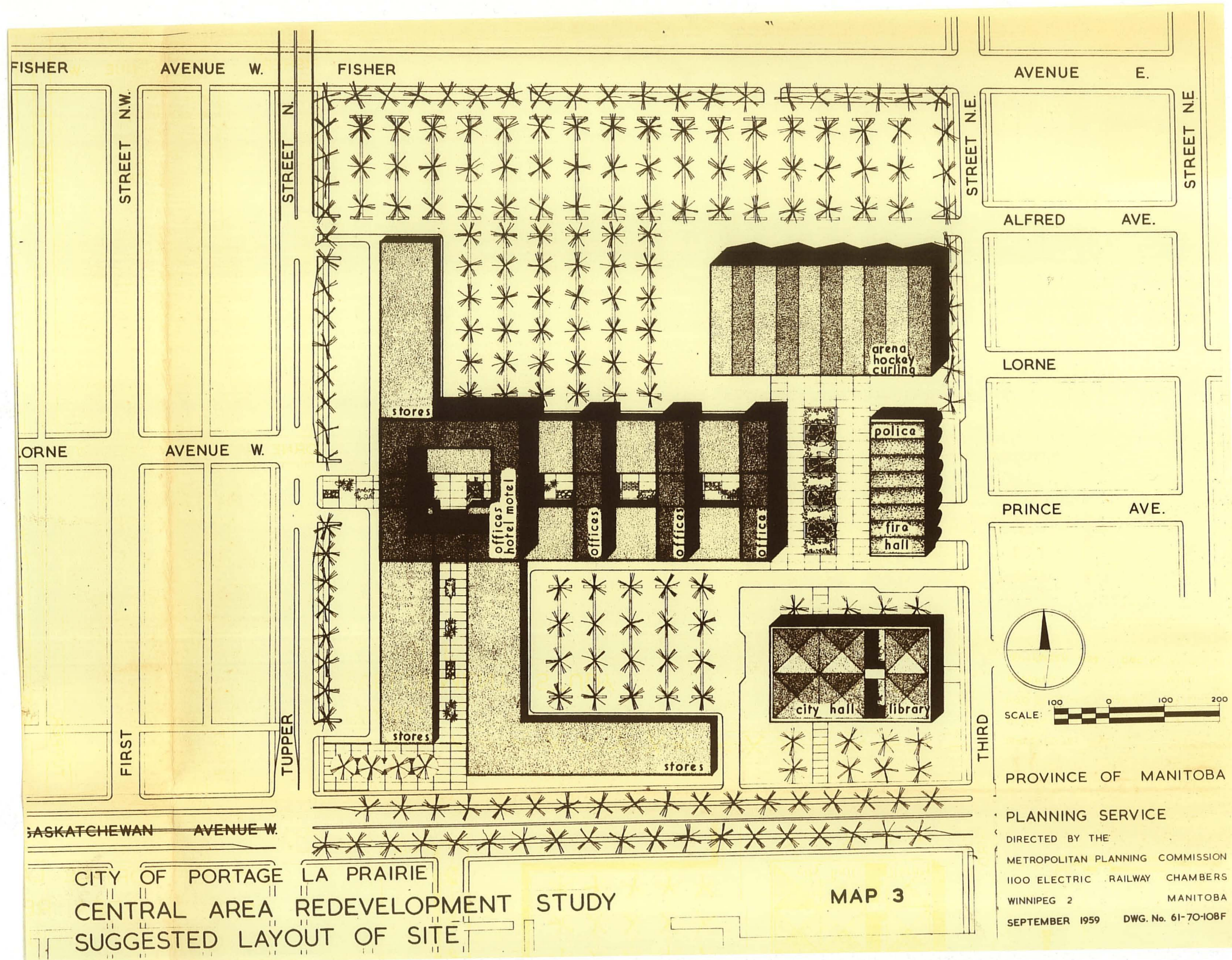
SCALE ONE INCH EQUALS 200 FEET

PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. No. 61-51-105 A







# CITY OF PORTAGE LA PRAIRIE

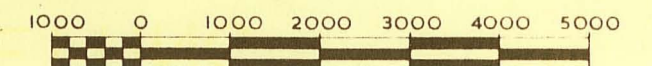
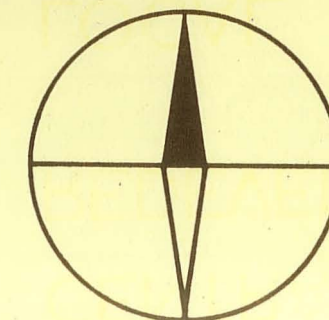
2

## CENTRAL AREA REDEVELOPMENT STUDY

### LOCAL SETTING DEVELOPMENT PLAN PROPOSALS

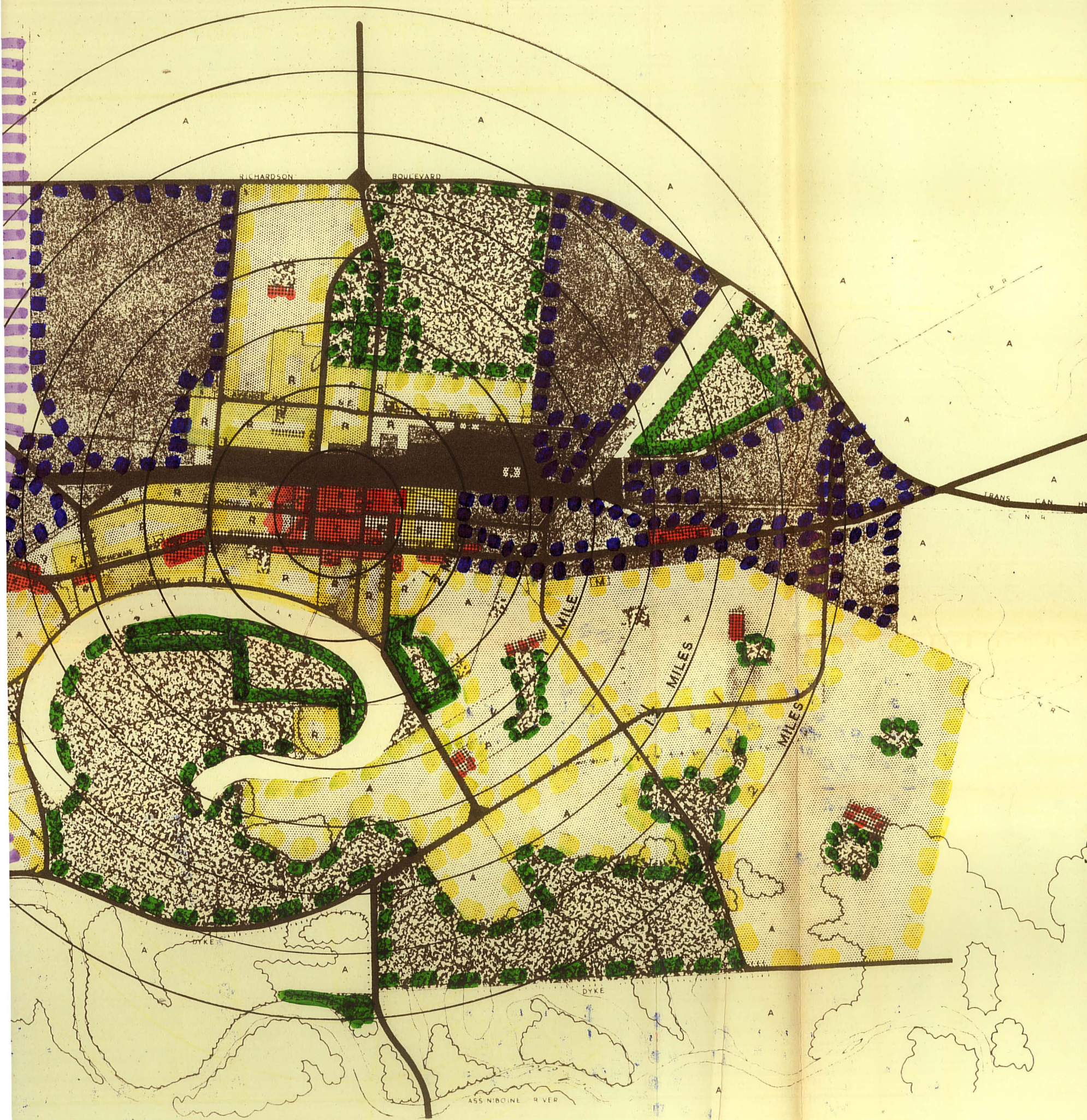
#### LEGEND

- |                  |                                  |
|------------------|----------------------------------|
| V                | VACANT                           |
| A                | GENERAL AGRICULTURE              |
| [Green Swath]    | PUBLIC USES                      |
| R                | RESIDENTIAL                      |
| [Red Swath]      | COMMERCIAL                       |
| [Blue Swath]     | INDUSTRIAL                       |
| [Dark Swath]     | RAILWAY & INDUSTRIAL DEVELOPMENT |
| [Line with Dots] | HYDRO TRANSMISSION LINES         |
| [Thick Line]     | MAJOR HIGHWAY ROUTE              |
| [Green Swath]    | WOODED AREAS                     |
| [White Swath]    | OLD RIVER BEDS                   |
| [Purple Swath]   | AREAS OF FLOODING                |



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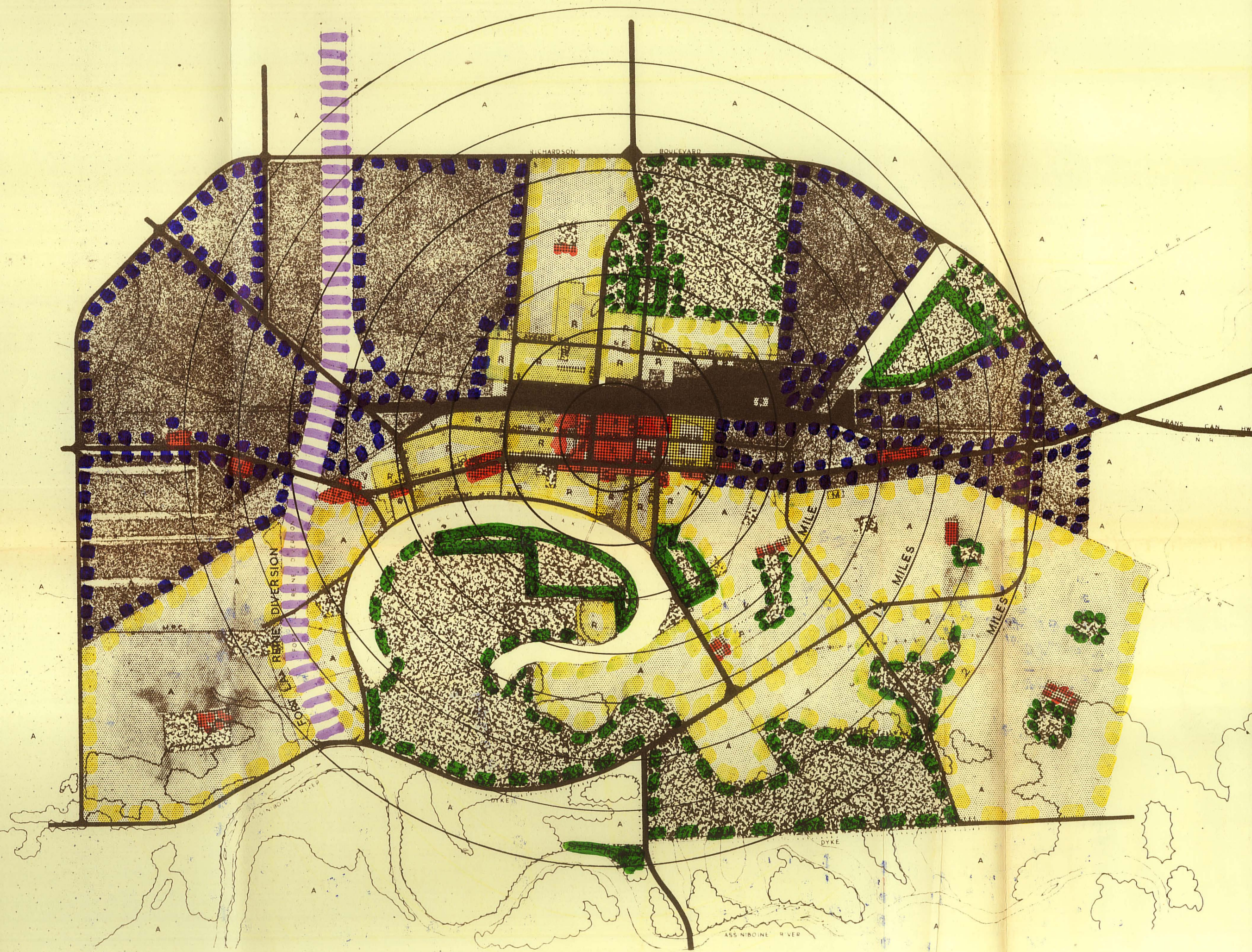
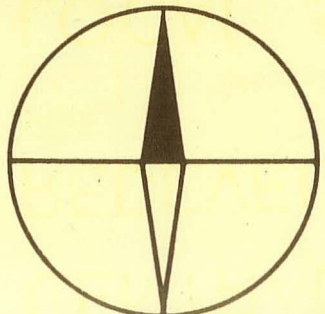
CITY OF PORT

# CENTRAL REDEVELOPMENT

## LOCAL SECTOR DEVELOPMENT PROPOSAL

### LEGEND

- |    |                      |
|----|----------------------|
| V  | VACANT               |
| A  | GENERAL AGRICULTURE  |
| P  | PUBLIC USES          |
| R  | RESIDENTIAL          |
| C  | COMMERCIAL           |
| I  | INDUSTRIAL           |
| RI | RAILWAY & INDUSTRIAL |
| HT | HYDRO TRANSMISSION   |
| MH | MAJOR HIGHWAY        |
| WA | WOODED AREA          |
| OR | OLD RIVER BED        |
| FL | AREAS OF FLOODING    |





# CITY OF PORTAGE LA PRAIRIE

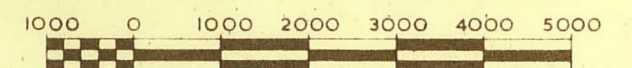
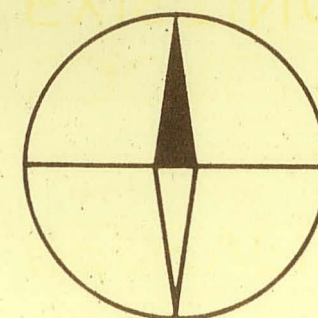
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## CENTRAL AREA REDEVELOPMENT STUDY

### LOCAL SETTING EXISTING

#### LEGEND

- |                                  |                                  |
|----------------------------------|----------------------------------|
| V                                | VACANT                           |
| A                                | GENERAL AGRICULTURE              |
| Public Uses                      | PUBLIC USES                      |
| R                                | RESIDENTIAL                      |
| Commercial                       | COMMERCIAL                       |
| Industrial                       | INDUSTRIAL                       |
| Railway & Industrial Development | RAILWAY & INDUSTRIAL DEVELOPMENT |
| Hydro Transmission Lines         | HYDRO TRANSMISSION LINES         |
| Major Highway Route              | MAJOR HIGHWAY ROUTE              |
| Wooded Areas                     | WOODED AREAS                     |
| Old River Beds                   | OLD RIVER BEDS                   |
| Areas of Flooding                | AREAS OF FLOODING                |



PROVINCE OF MANITOBA  
PLANNING SERVICE

SEPTEMBER 1959

DWG. No. 61-70-108 G



