

LORD SELKIRK PARK WINNIPEG, MANITOBA
AN URBAN RENEWAL PROJECT

A Thesis
Presented to
The Faculty of Graduate Studies and Research
of the University of Manitoba

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

by
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A special word of thanks is due to Professor V. J. Kostka, Head of the Department of City Planning, for his encouragement and personal guidance during the preparation of this thesis, and throughout the academic years.

PREFACE

Cities across the entire nation are initiating action to reclaim their slums and fight urban blight. The City of Winnipeg has accepted the challenge and is presently engaged in an urban renewal program in one of the oldest residential neighborhoods in the City, commonly referred to as the Jarvis-Dufferin area, now recognized as the Lord Selkirk Park area.

The objectives of this thesis is to inventory and analyze the causes and effects of blight in the Lord Selkirk Park area, and to relate a workable program proposed by the City of Winnipeg for its restoration.

The study recognizes that planning for the area must be considered firstly in human terms and secondly in physical terms. Facts and figures to justify this are presented.

It is hoped that this report will serve towards a better understanding of the nature and scope of the problems of urban renewal with which the City will be confronted for many years.

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INTRODUCTION

1. THE STUDY AREA

For many years, the press and television have made frequent reports about the living conditions and high degree of anti-social behaviour of citizens in an area commonly referred to as the "Jarvis-Dufferin Area". This area, one of the oldest in the city, is located in north-central Winnipeg, surrounded by Selkirk Avenue in the north, Sutherland Avenue to the south, Salter Street to the west, and Main Street to the east (See Plate 1).

To the passer-by it has been identified as a haphazard conglomeration of buildings and wasted space, characterized by mixed land uses. Public awareness intensified as the more responsible residents of the area complained about the lack of proper municipal housekeeping, the lack of police protection, and the discomfort created by a sense of social stigma reflected on them by the multiple unpalatable incidents occurring in the area.

Presently the area accommodates both obsolescent and good quality housing with light and heavy industry dispersed throughout residential sectors. In spite of its proximity to the central business district and high land values, the potential of the area remained untouched prior to 1963 (See Plate II).

Over the past few years the city's Urban Renewal and Rehabilitation Board has carried out extensive urban renewal

PLATE I

PARISH

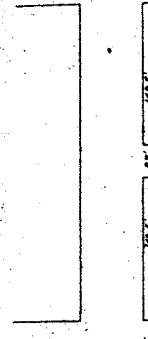
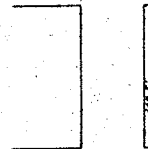
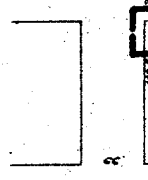
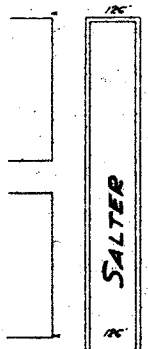
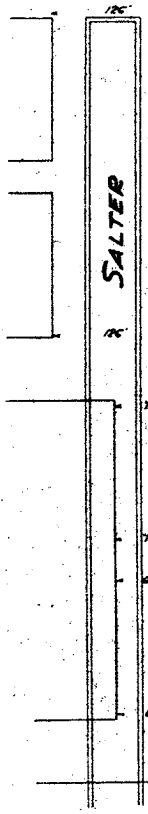
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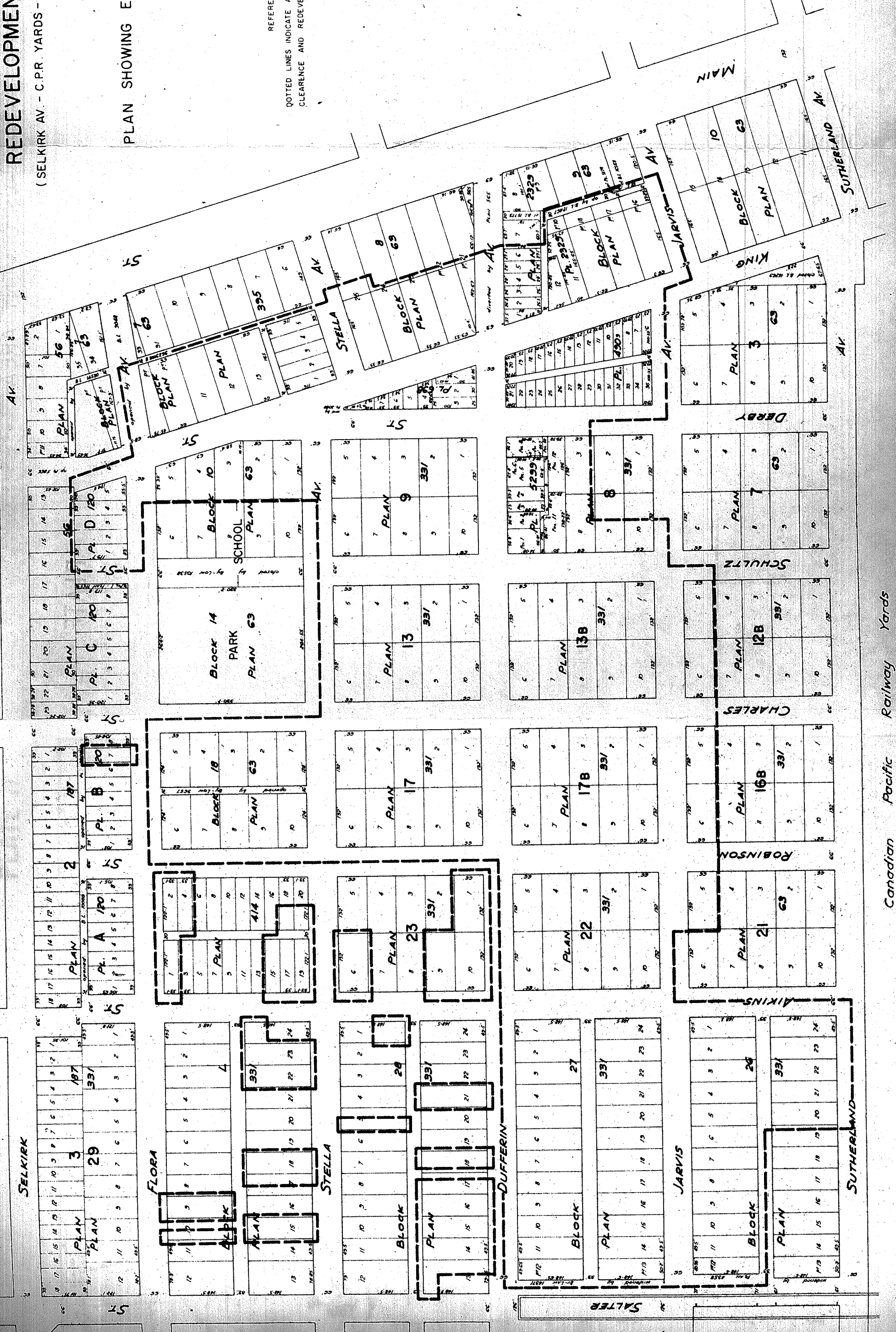


REDEVELOPMENT

(SELKIRK AV - C.P.R. YARDS - M)

PLAN SHOWING EXI

REFERENCE
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CLEARANCE AND REDEVELOP



Canadian Pacific Railway Yards

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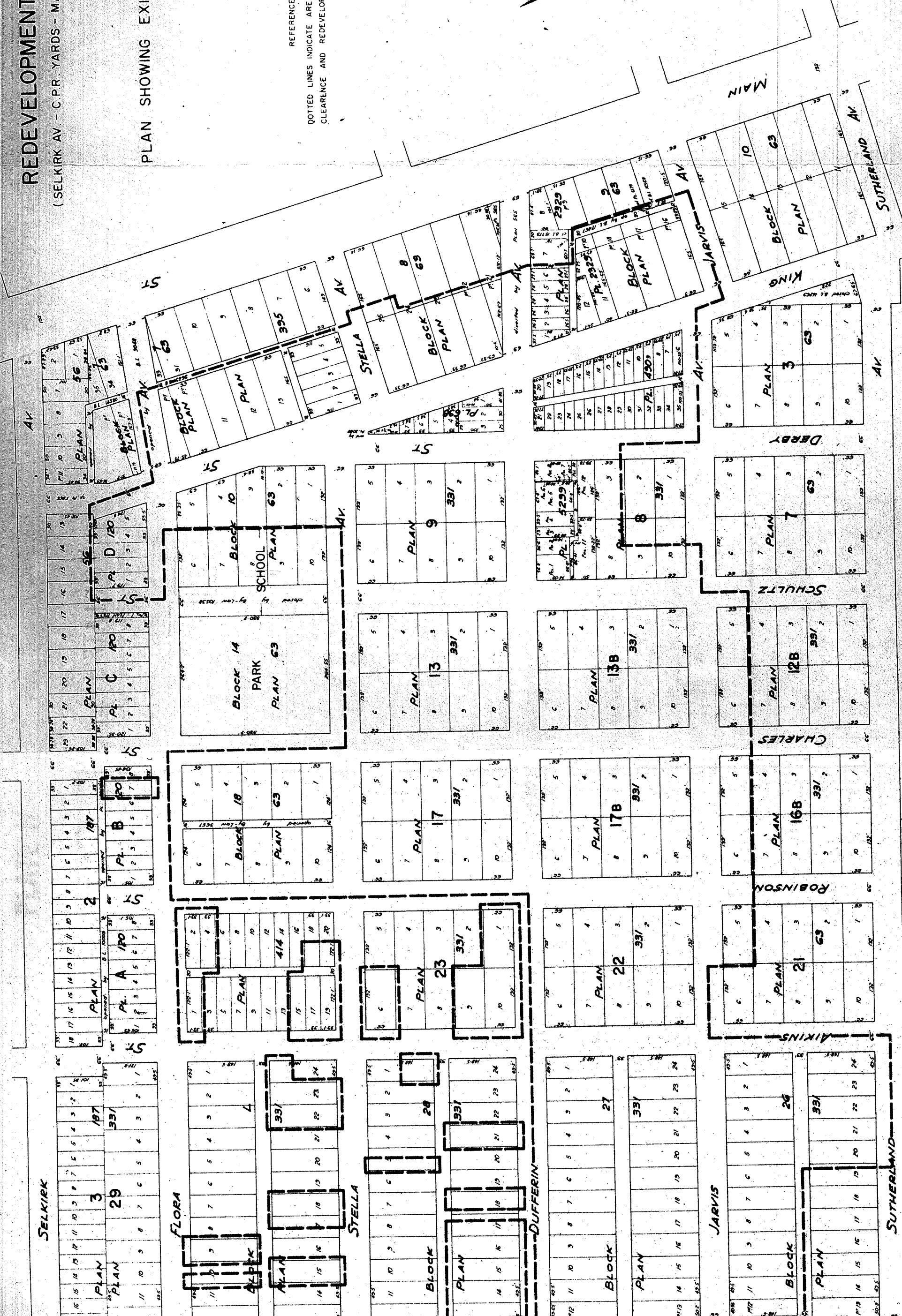
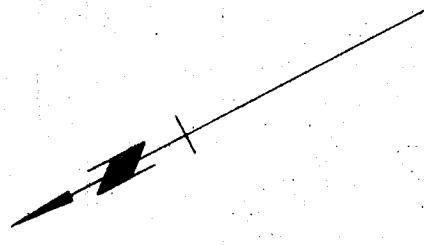
REDEVELOPMENT AREA

(SELKIRK AV - C.P.R. YARDS - MAIN ST. - SALTER ST.)

PLAN SHOWING EXISTING LAYOUT

REFERENCE

DOTTED LINES INDICATE AREAS PROPOSED FOR
CLEARANCE AND REDEVELOPMENT



Canadian Pacific Railway Yards

studies in the City of Winnipeg. The product of the studies included the delineation of the above described area as a portion of Winnipeg ripe for urban renewal. The area was referred to as Redevelopment Area No.1, or better known as the Lord Selkirk Park area.

2. GEOGRAPHIC AND HISTORICAL BACKGROUND

In order to obtain a true perspective of the conditions in the Lord Selkirk Park area, it is necessary to examine the geographic setting and historical background of the City of Winnipeg and to determine the effects these factors had on this older segment of the city.

(a) Geographic Implication

Winnipeg, the capital of Manitoba, is the largest city in the Prairie Provinces, the fourth largest city in Canada. It has some claim to be considered the geographical centre of Canada, being 1409 miles east of Vancouver and 1473 miles west of Montreal. Seventy miles to the south is the United States border.

The Winnipeg region is well defined by physical factors such as land forms, climate and soil. To the east and north is the edge of the Canadian Shield; to the west is the Manitoba Cuesta. Its basin-like form is emphasized by the presence of the Manitoba Lakes, with several thousand square miles of fresh water surface. Circumventing the metropolitan area is a fertile belt of rich textured soil deposited by the ancient glacial Lake Agassiz. The elevation of Winnipeg is

approximately 750 feet above mean sea level. The land slopes an average of three feet per mile towards the Red and Assiniboine Rivers which converge near the central business district. The entire region drains into Lake Winnipeg via the Red River.

History also has helped in regional definition since this basin had the earliest permanent white settlement. Even catastrophes, such as the floods of the Red and Assiniboine Rivers, tend to have regional significance.

The climate is of the inland continental type with intense seasonal variations. Summers are warm with cool nights and winters are cold and dry. The annual mean temperature in January is 3 degrees Fahrenheit and in July, 62 degrees Fahrenheit. Average annual precipitation is 21.19 inches and the prevailing winds, winter and summer, are northwest. The pattern of human settlement and activity mark the Winnipeg area as a true geographic region. It has a strong population nucleus to which all parts are held by a close transportation net. This natural region, however, has not completely prevented the development of smaller local centres, among which are Portage la Prairie, Brandon and Dauphin.

(b) Historical Background

None of the prairie cities can be said to be very old, but Winnipeg, as well as being the largest city, is also the oldest. The first habitation of the white man on this site was Fort Rouge, erected by La Verendrye in 1733.

The real birth of the city, however, was the Selkirk Settlement. Lord Selkirk, concerned over the displaced crofters of the Scottish Highlands, conceived the idea that the Red River Valley offered possibilities for their re-establishment. Securing control of the Hudson's Bay Company, he proceeded to carry his scheme into effect. Beginning in 1811, several hundred immigrants arrived to make their homes in Manitoba, and in spite of incredible hardships, the settlement was established.

The location chosen for these settlers to make their homes was at a point on the Red River known as "Colony Gardens". Fort Douglas, which served as a residence for the Governor of the Selkirk Colony plus a storehouse for the Hudson's Bay Company, was located at the foot of the present Robert and George Avenues. Only after 1816, when the Des Murons arrived, did the area north of Fort Douglas become known as Point Douglas. (The area under study, Lord Selkirk Park, formed the western portion of Point Douglas).

By 1821 log houses had sprung up along the Red River. Fort Douglas on Point Douglas still sat looking south up the broad channel of the Red River and forming the nucleus of the Colony. Around the Fort lived such prominent men as Thomas Thomas, Robert Logan, James Bird, John Pritchard, Thomas Laidlaw and Reverend Picard Detroismuron and Reverend West. This settlement was the foundation of the City of Winnipeg.

As early as 1822, housing problems were recognized. "The Fort itself is the most filthy place imaginable, 25 feet too small, stockades for the most part are rotten and tumbling down, and the buildings with the exception of one, mere log huts, very bad and so full of holes as to be perfectly unsuitable".¹

Prior to 1870, the name of Winnipeg was not known outside Manitoba. It was small and scattered. Fort Garry, on the other hand, was a household word throughout the Dominion. It was where the Governor of the Hudson's Bay Company resided and where traders and hunters met to exchange their goods.

By 1860 great improvements and changes had taken place. The use of brick as building material was introduced and the architectural style shifted from a single storey to a two storey dwelling with an attached veranda. Specialty trades such as bookmakers, watch makers, saddle and harness makers, were established. In 1864 a Board of Trade was formed and the name Fort Garry was changed to Winnipeg.

On October 31, 1871, the first school was opened at Point Douglas. A number of houses were erected the same year; among these were the residences of J. Sutherland, William Logan, Dr. Schultz. Business in the town of Winnipeg began to flourish. Several stores in the Point Douglas

1

Quoted from a letter written by Andrew Bolgar on August 4, 1822 in a pamphlet entitled "The Old Forts of Winnipeg (1839-1927) written by C. Napier Bell and published by Dawson Richardson Publishers Ltd., May 1927.

area were erected; among them were W. G. Fonsecs and B. L. Barber. The above names are prominent streets in the area today. The first well was sunk at Point Douglas in June 1872 and was considered a great boon to the people of the locality. Manitoba College was opened October 16, 1872, with Rev. John Bryce as Principal.

The Bishop of Saskatchewan, while on a visit to Montreal, thus expressed himself in regard to Winnipeg.

In 1866 it was nothing more than a backwards village containing about 200 settlers. Now Winnipeg is a city (1879) of over 6,000 inhabitants. In its seven years of existence dating from 1870, it had increased more in its population than had the city of Chicago in the first ten years of its existence. Now it has churches, banks, schools, manufacturers, and its mercantile men are equal to any in energy, that I had met either in Canada or the United States. I could not but think that it had a great destiny before it, and it could be called with truth the "gateway of the North West". It is destined to become a most prosperous city.²

In 1882, the Red River was crossed by railroad, and on March 1, 1882, the first train ever to steam into the City arrived from Fort William. In that same year, prompted by the railroad, Ogilvie Flour Mills graced Point Douglas and ^{by} by-law were exempt from taxation for 30 years. These two events, together with the building of the incoming traders of the great store houses on the west side of the Red River, spelled the doom of that area as a high class residential district. More and more the influential resi-

2

"Ten Years in Winnipeg", Alexander Biggs-Printed at the Times Printing and Publishing House, Winnipeg, Man.

dents of Point Douglas moved to the area between Portage Avenue and the Assiniboine River, now graced by Victorian mansions with wide sweeping lawns.

From 1881 on, with the advent of the Canadian Pacific Railway, Winnipeg was a blustering, booming city.

As early as 1881 when Marquis of Lorne visited Winnipeg, it was possible to buy a lot for \$6,000 on Monday, sell it for \$7,000 on Tuesday and see the same lot sold on Wednesday for \$9,000. Lots were staked out for miles beyond the city's outskirts. Wages were high and so were building costs.³

Residential building in the Point Douglas area continued after 1882, only to satisfy the requirements of the workers associated with the industries brought about by the railway. By 1910 residential building had almost ceased and the area was being developed more and more by industrial and commercial interests. Industry, with accompanying noise, smoke and smell, encroached on the residential area, preventing its further growth to a stage where it could support desirable community facilities such as parks, schools and shops. Because of this, property values fell, development ceased and deterioration set in. Like other Prairie cities, the building boom in 1914 concluded a period of great land speculation which left many houses stranded without the amenities of normal city life, thereby producing conditions ripe for early obsolescence.

³ Winnipeg Free Press - 1881.

CHAPTER I

EXISTING CONDITIONS

A. PHYSICAL ENVIRONMENT

What constitutes good residential environment? To many architects, engineers and planners, the answer may be a "Broadacre City" or a "Garden City". To the local contractor, it may be the styling of individual homes for beauty. To some families, good residential environment means the choice of the best location within their means. To others, such factors as proximity to downtown, nearness to place of employment or nearness to a particular school or bus route defines good environment.

Regardless of what the determining constituents for good residential environment are, there are several major requirements which contribute to healthy living. These may be summed up as: adequate community amenities, absence of noise, clean air, good municipal "house-keeping", accessibility, and adequate police and fire protection.

An intensive house by house survey was conducted by the Housing and Urban Renewal Branches of the City Planning Department in the summer of 1963. By relating the above factors to the housing and socio-economic conditions, it was possible to evaluate the quality of the residential environment in the Lord Selkirk Park area.

1. LAND USE PATTERN

The existing land use can be described as an unrelated mixture of uses (See Plate II-A). Commerce and industry engulfed residential neighbourhoods, creating islands of housing, left to stagnate and decay. The interior of almost every block presents pictures of decaying buildings and inefficient land use. It is not unusual to see one or two houses sandwiched between heavy industrial plants; nor is it unusual to see a residential building engulfed by junk yards.

Retail, wholesale and manufacturing establishments are scattered throughout the area and are found in a great variety of buildings. Some firms are located in basements, others in two to four storey structures, while others have appropriated old houses. A few new dwellings can be found which have replaced obsolete structures. In some cases, firms have spent large sums of money on renovation of buildings.

Because of low rent, nearness to transportation and markets, the area is inviting to firms. Cheap labour is available at all times as a great number of industries utilize female employees.

(a) Industry

Manufacturing industries are many and varied. Clothing, furniture and food processing (particularly meat processing) find their markets in terms of local buyers,

REDEVELOPMENT AREA

(SELKIRK AV. - C.P.R. YARDS - MAIN ST. - SALTER ST.)

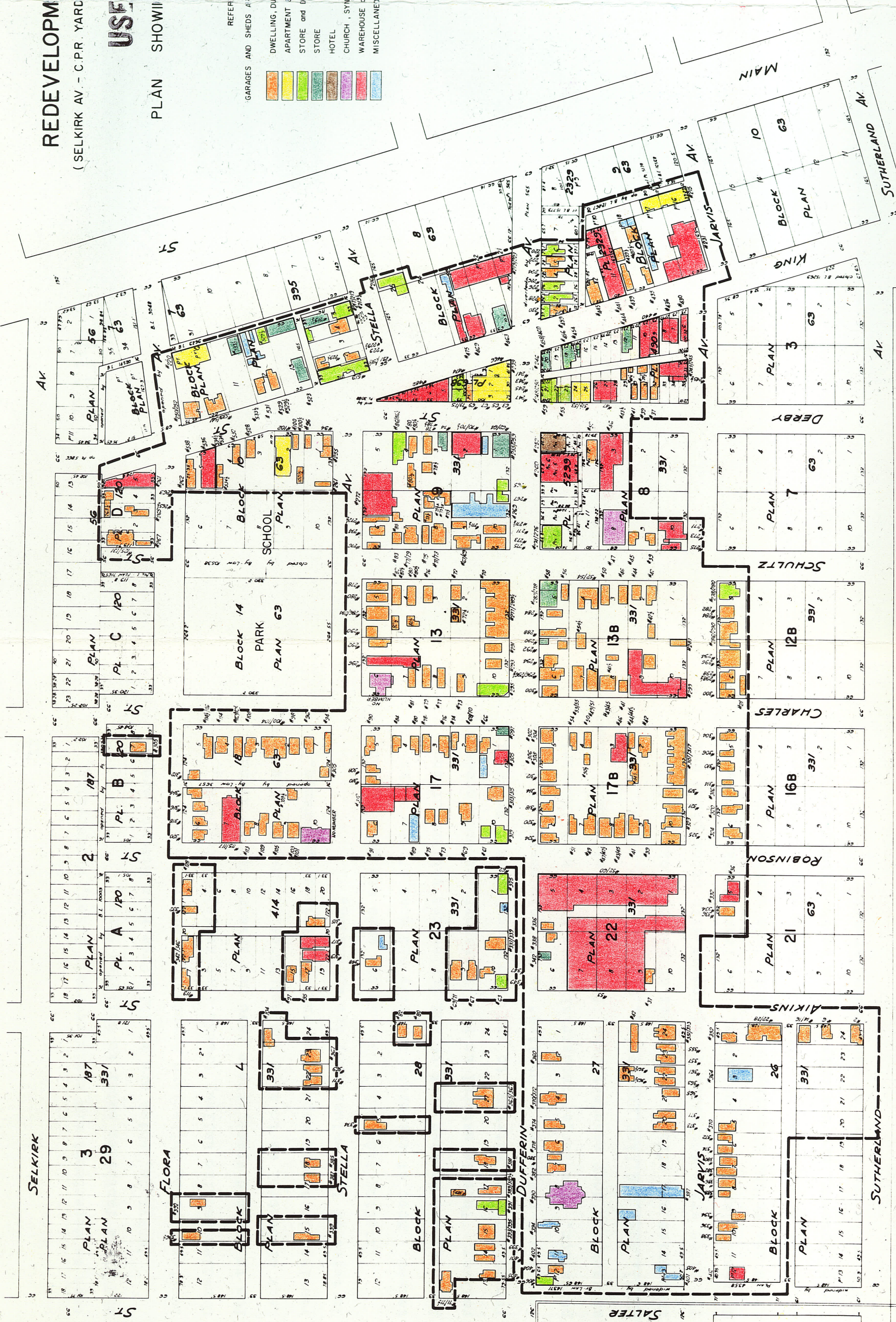
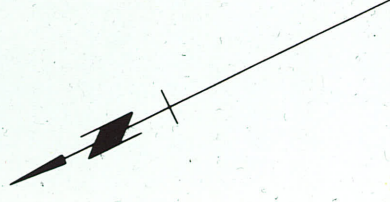
USES

PLAN SHOWING BUILDINGS

REFERENCE

GARAGES AND SHEDS ARE NOT SHOWN

- DWELLING, DUPLEX, TERRACE, APARTMENTS CONVERTED DWELLING
- APARTMENT BLOCK
- STORE and DWELLING
- STORE
- HOTEL
- CHURCH, SYNAGOGUE
- WAREHOUSE or FACTORY
- MISCELLANEOUS



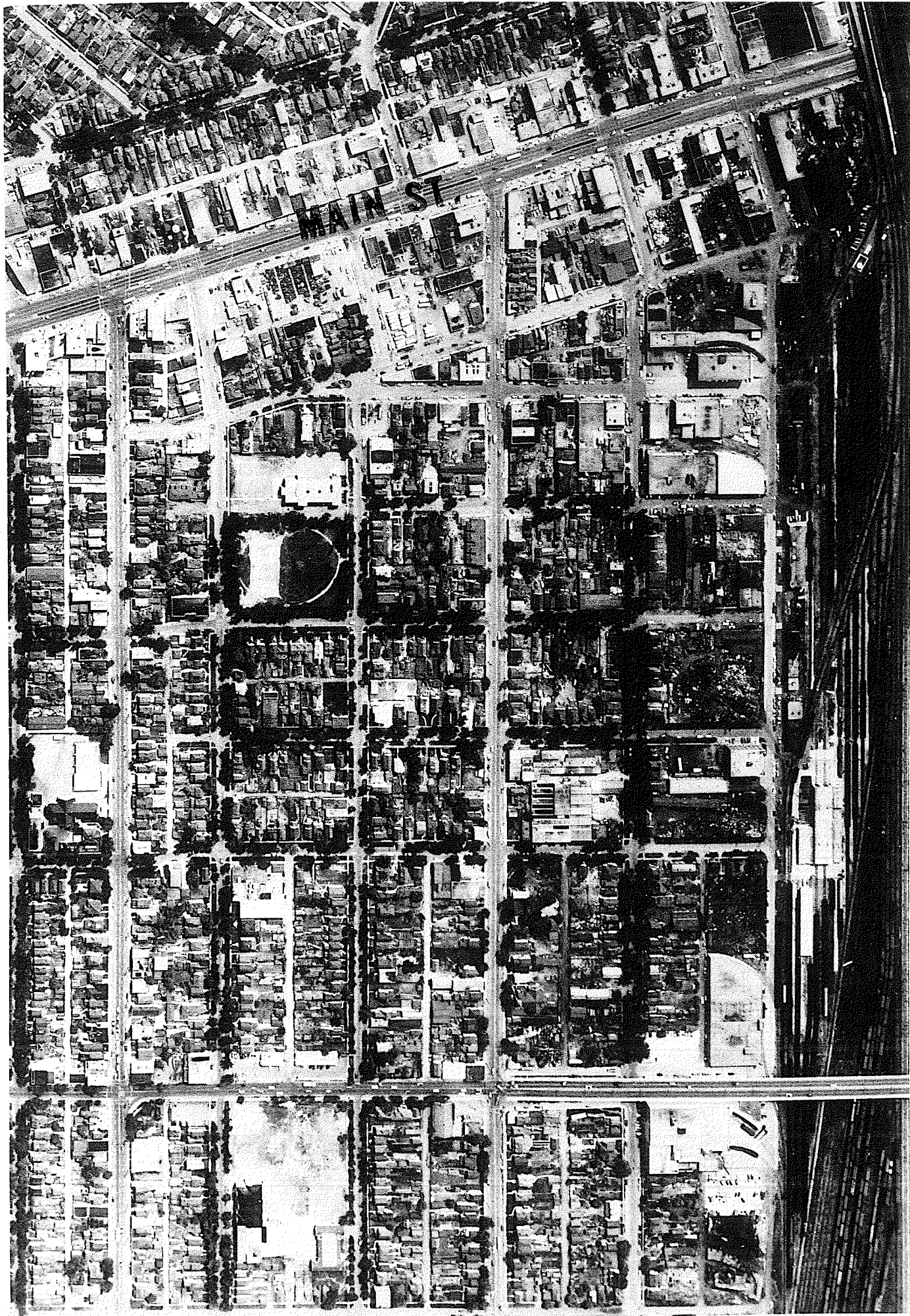
SCALE : 1 INCH = 200 FEET

Canadian Pacific Railway Yards

such as department and chain stores. Paint, woodworking and glass factories cater to building firms.

Junkyards, which are visible from Main Street, are scattered along Sutherland Avenue in close proximity to the Canadian Pacific Railway tracks (See Aerial Photograph). Due to limited space, these have now invaded Jarvis Avenue. Lack of control as to size and height of stock-piles has resulted in a most depressing and devastating appearance. In terms of land values they are appalling.

Existing industrial uses in the area are poorly maintained. Most of the heavy industry and most of the light industry are located next to and follow the pattern of the railway. This is natural as rail transport was once necessary for movement of material to and from these sites. Presently, fast truck transport is utilized as the main source of transportation. The larger industrial sites house such industries as sash and door manufacturers, furniture, paint, glass, sheet metal, meat and fish processing, and auto body shops. These industries are offensive in terms of noise, smoke, and dust. The sites are a confusion of equipment with stock-piles and decrepit, improvised buildings. The less offensive industries are in the minority. These include clothing firms, wholesale establishments, candy manufacturers and bakeries. These, however, are not only located south of Dufferin Avenue, but also in the heart of residential areas.



(b) Commercial

Almost all the commercially used land in the study area is concentrated in a strip along Dufferin Avenue. This strip serves as the community commercial district, for families living north and south of Dufferin Avenue. Located here are such establishments as a barber shop, beauty salon, several restaurants, one hotel, shoe-maker shop, hardware store and manufacturing offices. Numerous shady corner grocery stores are found throughout the residential neighbourhood. Several restaurants are located within the industrial sectors, catering to the employees of the various firms.

(c) Residential

Because of encroaching industry, the residential land is very fragmented. Only a few residential blocks are free from either commercial or industrial uses. It is evident that there are no strong residential neighbourhoods dominating the area.

Housing in the residential districts varies from single family homes and terraces to apartment blocks. Many of the single family homes have been converted to multiple-family dwellings. Lot sizes vary from thirty to fifty feet. It is common to see a "lean-to" built on to a single family dwelling, or two houses built on one lot with one dwelling fronting on the back lane. Delapidated storage sheds and run-down garages have reduced the available back yard space.

A number of the more radically deteriorated buildings have been condemned by the City Health Department. These are vacant and boarded up, adding to the squalor of the area.

(d) Open Space

The incoherent building of industry and commerce, on lots originally laid out for houses, resulted in an astonishing amount of unused space. These spaces are poorly maintained, grown over with weeds, littered with debris, and usually become the resting grounds for wrecked cars.

No areas of natural beauty have been preserved, resulting in the inadequacy of parks, playgrounds and tot-lots. Because of this, children resort to the streets as play areas. Adjacent to the David Livingstone School is a two acre open space known as Lord Selkirk Park. This open space is utilized by students for recreational functions during the day. Lacking landscape and proper maintenance, as a park it is unattractive and uninviting. At night it is exposed to teen-age vandalism and is becoming a place of ill-repute.

Adding to the environmental dejection are the numerous vacant lots created by the demolished buildings previously condemned as unfit for human habitation. These lots, overgrown with weeds and left unattended, soon become dumping grounds for the community.

(e) Public Buildings and Institutions

The study area is not serviced by any public

buildings. Police and fire protection services are provided for other areas. Because of its proximity to down town, the area has no hospital or clinic. Four churches, and one school on Stella Avenue, constitute the institutions of the community.

2. EXISTING ZONING

As illustrated by Plate III, the existing zoning merely reflects the present land use and its purpose is to consolidate these uses and prevent them from harmfully encroaching on each other.

Zoning in the Lord Selkirk Park has grouped similar land uses in specific areas, so that the community has been divided into a number of districts or zones of homogeneous function, character and appearance. The area south of Dufferin Avenue was zoned for light and heavy industry, based on the assumption that industrial uses would move in. Similarly, a strip north of Dufferin Avenue was zoned for commercial uses, the result being that existing residences were invaded by commerce and industry. Due to ineffective enforcement and application of the zoning by-law, many non-conforming uses were allowed to remain. Over-zoning, as was the case here, inflicted a double penalty in the area. It resulted in the neglect of good residential areas close to downtown because the owners hoped to realize the sale of their properties for industrial and commercial uses. It

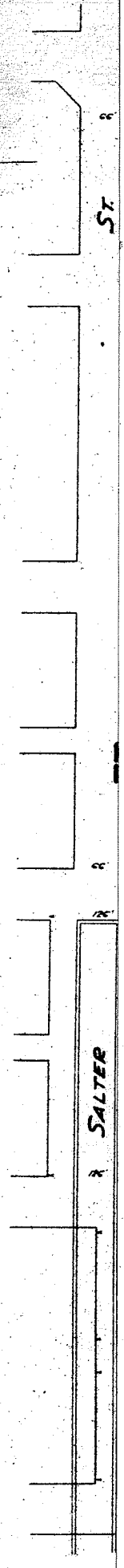
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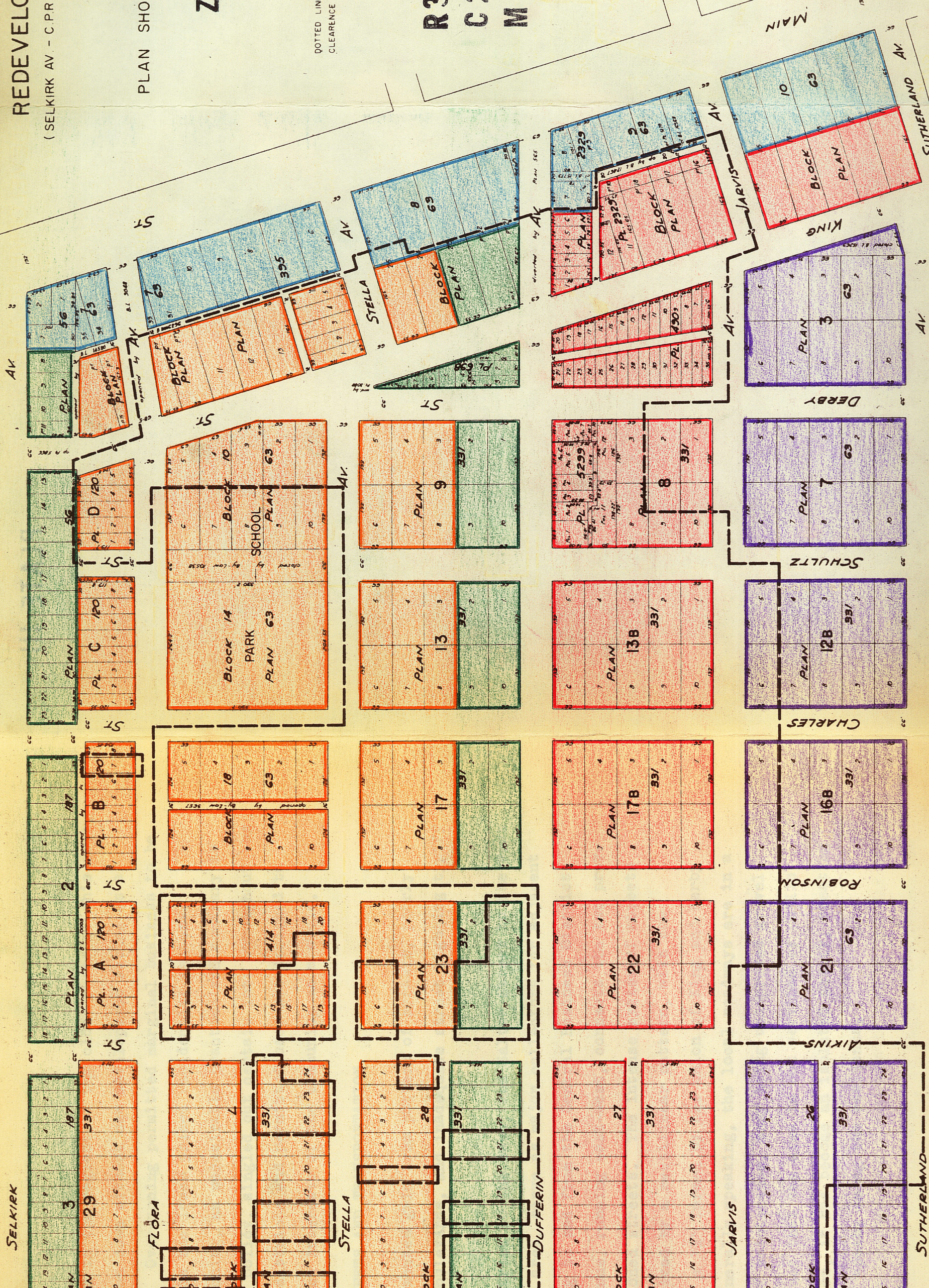
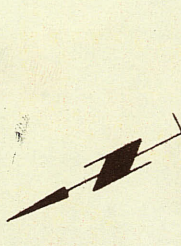
(SELKIRK AV - C.P.R. YARDS - MAIN ST. - SALTER ST.)

PLAN SHOWING EXISTING LAYOUT

ZONING

REFERENCE
 DOTTED LINES INDICATE AREAS PROPOSED FOR
 CLEARANCE AND REDEVELOPMENT

- R3 ○
- M2 ○
- C2 ○
- M3 ○
- M1 ○



SCALE: 1 INCH = 200 FEET

Canadian Pacific Railway Yards

SELKIRK

FLORA

STELLA

DUFFERIN

JARVIS

SUTHERLAND

REDEVELOPMENT

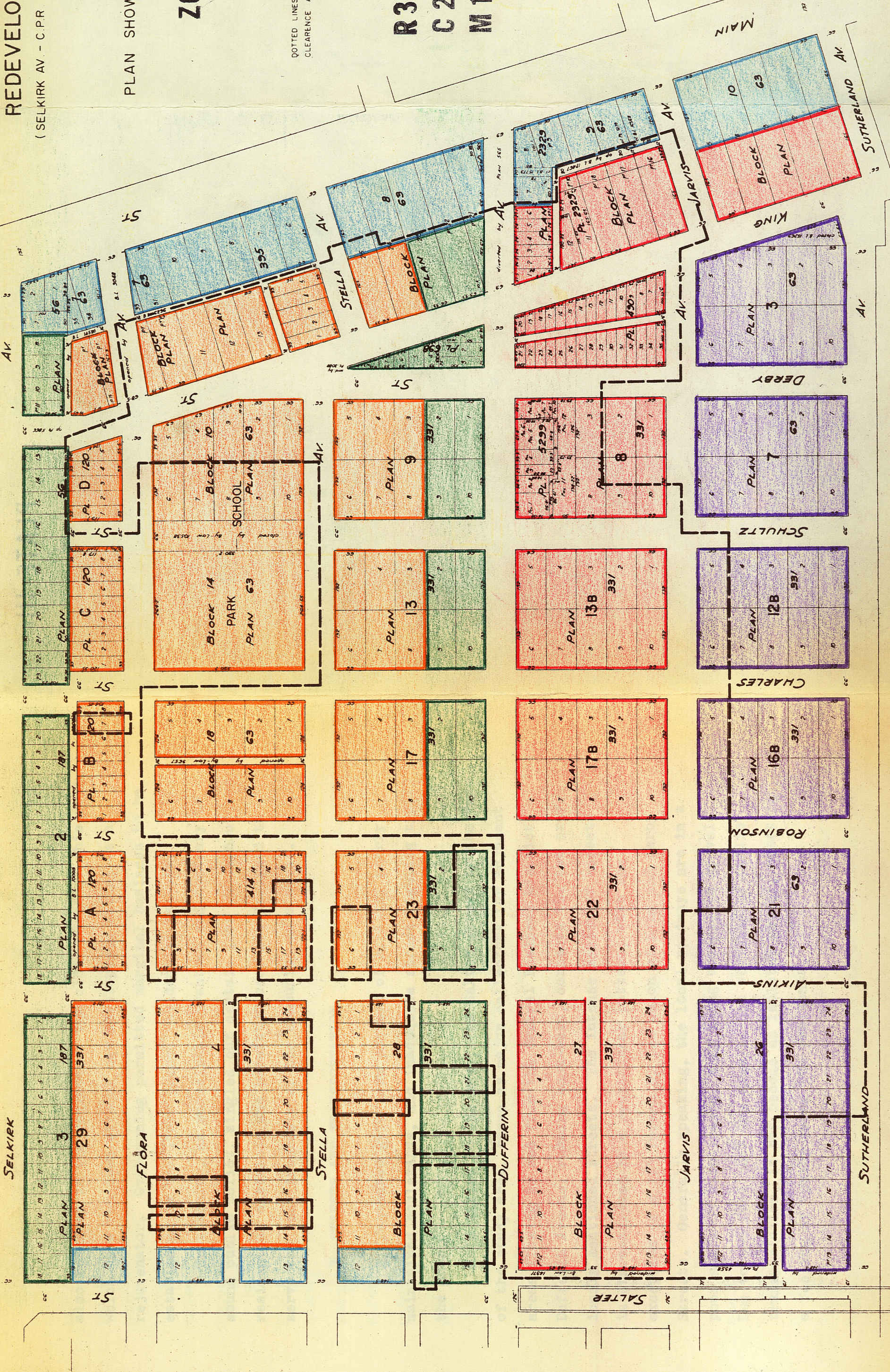
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DOTTED LINES INDICATE A
CLEARANCE AND REDEVE

R3
C2
M1



Canadian Pacific Railway Yards

also resulted in the neglect of the older parts of this area, which have run down without new development acting as a rejuvenator. Over-zoning permitted marginal business to be established in the lower priced residential sectors.

Spot zoning, an undesirable practice and contrary to sound public policy, singled out certain lots throughout the residential districts and permitted uses not designed to serve the best interests of the community as a whole.

3. STREETS AND TRANSPORTATION

A fragmented grid iron pattern of streets, poorly maintained boulevards, and inadequate street lighting typify the area.

Main Street to the east, and Salter Street to the west of the study area, serve as major collectors for adjacent areas flowing to and from the Central Business District. Dufferin Avenue, running east-west, connects the two previously mentioned streets. The intense system of streets is characterized by a rectilinear pattern, with the exception of a "Y" formed by the union of King and Derby Streets. Generally speaking, the local roadways are in a poor state of maintenance, many being unimproved gravel. Due to the fact that the area is not serviced by public transportation, it has become an isolated entity, creating a feeling of apathy among the residents.

The present traffic problem in Winnipeg is centered in the Central Business District. It is in the study area, however, that congestion occurs because of traffic moving through the area. Dufferin Avenue, the major artery, facilitates traffic movement of cars, trucks, and heavy equipment between Salter and Main Streets. The conflicting movement of these vehicles, in conjunction with inadequate off-street parking, contributes to the congestion of traffic during peak hours. The lack of safe arterial streets, the lack of adequate pedestrian traffic, and the improper use of local streets, are deficiencies creating serious dangers to pedestrians and vehicles.

B. BLIGHT - CAUSES AND EFFECT

It is difficult to distinguish precisely between "cause" and "effect", but it is known that there are three underlying factors that pertain to residential blight.

1. The physical environment of the neighborhood.
2. The structural and functional obsolescence of residential property.
3. The social and economic characteristics of the residents.

Processes creating blight can be directly related to the indifference, ignorance, or poor foresight of individuals. Certain cases of blight are due to forces beyond the control of any given person or group. Blight is contagious. When it is found in a few isolated structures it can be quickly cured, but when it infects a whole area, it begins to threaten the

economic base of the entire community; consequently only the most drastic and expensive remedies will restore it. No community should feel that without effort it can control or reduce blight. Responsibility must be exercised to protect what is good, and to insure that present and future action does not destroy the community in the process of its own development.

Comprehensive planning is essential.

1. ENVIRONMENTAL FACTORS CONTRIBUTING TO BLIGHT

(a) Absentee Ownership

Quite often when property owners live in areas removed from their holdings, they are uninformed or misinformed of the changes taking place around their property. The result is a failure to respond or adjust to changing situations. Often absentee owners lack the pride which accompanies occupying one's own home. Lack of pride and transient occupancy lead to neglect of property and its consequent deterioration. In the Lord Selkirk Park area, out of the 602 dwelling units, only 101 were owner occupied, while 501 were tenant occupied (See Table 3, page 53). Of the non-resident owners, a few were former residents of the area who had moved to other parts of the city. The great majority of the owners were investors whose motive was to obtain the highest rental value for the least property value. It was found that owners were responsible for cutting their property into an excessive number of units and giving them little or no

maintenance, which created a mutual distrust between owners and tenants.

(b) Apathy

This is one of the most important contributors to blight. Apathy operates not only among those living within the blighted area, but among surrounding neighbourhoods and the passer-by. The existence of blight is either tolerated or overlooked by those around it and is actually perpetuated by their lack of attention.

When the Relocation Officer began a house by house survey to explain the program and enlist co-operation, he found the prevailing attitude to be one of apathy and distrust. To combat this attitude was in itself a major task and one that required patience, persistence and professional skill.

(c) Housing Shortage

A shortage of housing forces people to seek shelter in substandard housing in lieu of more desirable quarters. As long as there is a shortage of housing in a community, there will be instances of overcrowding, deteriorating structural conditions, neighbourhoods on the downgrade and many inadequacies in terms of family living.

In Canada, housing difficulties of low income groups have been complicated by conditions peculiar to a young country - rapid growth, inflated real estate values, specu-

lative activity, influx of poor immigrants and the lack of planning.

Dr. Albert Rose, addressing the National Conference on Planning in Ottawa, October, 1950, made some reference to housing need in relation to other community factors.

He said:

We can identify need as related to accepted neighbourhoods for urban redevelopment: as related to substandard structures in non-blighted areas: as related to inadequate dwelling units within otherwise satisfactory structures: as related to the imbalance or poor fit of the household to the dwelling unit: and as related to the basic and fundamental dissatisfaction of the household with the neighbourhood and its amenities or with its criteria just mentioned.¹

Housing shortage encourages improper conversion of residential structures, and, in many cases, the lowering of maintenance standards. At times, the urgent need for more housing is met by construction of homes which prove to be of inadequate material and design. Such was the case in the post-war years.

When minority groups are unable to contract for housing on the open market, the result is that more and more people are forced into a limited geographical area, creating densities of dangerous proportions. This congestion leads to increased danger from fires, the spread of infectious diseases, and other harmful and unhealthy conditions.

¹ Dr. Albert Rose, "An Experimental Study of Local Housing Conditions and Needs". A Study undertaken by the School of Social Work, University of Toronto for Central Mortgage and Housing Corporation, 1955, p.144.

(d) Overcrowding

Overcrowding means that large numbers of people live under unsanitary and undesirable conditions, a condition tending to the physical and moral deterioration of whole districts, that is, to slums. Even where the word slum is still not applicable, bad housing conditions inevitably result in most undesirable social conditions.²

In most parts of the City of Winnipeg, high rentals and mortgage payments per unit of floor space compel many families, of limited means and large size, to accept accommodation which is not only too small but frequently in poor structural condition. Often families struggling to make ends meet are forced to rent part of their accommodation and thereby overload the facilities of existing dwellings. There are two basic types of overcrowding.

Technically "overcrowding" is the relationship between the number of persons and the number of habitable rooms in a dwelling. It is also affected by the size of the rooms. In other words, a large room could theoretically be adequate for more than one person.

Physically "overcrowding" is lack of space, cramped conditions, family friction, frayed tempers and above all the lack of privacy for the individual.

For the purpose of the Dominion Census a crowded dwelling is defined as one in which the number of persons

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Dr. Grover - Royal Commission on Dominion-Provincial Relations, op.cit., p.49.

exceeds the number of habitable rooms, i.e., more than one person per room.

There is a distinct difference in terms of hardship between overcrowding caused by multiple family occupancy and that pertaining to single dwellings. It is noted that in single family accommodation:

1. The husband and wife normally occupy one bedroom.
2. It is no hardship for two children of the same sex or two children of opposite sexes (up to the age of puberty) to occupy one bedroom.
3. The problems of privacy are not nearly so acute as the problems of friction created where more than one family shares toilet, washing and cooking facilities.

On these grounds overcrowding in the Lord Selkirk Park was assessed at two levels:

1. For multiple accommodation, the Federal standard of one person per habitable room.
2. For single family accommodation, the following scale was devised:

<u>No. of Habitable Rooms</u>	<u>Maximum Number of Persons Desirable</u>	<u>Tolerance Factor</u>
1	1	
2	2	
3	3	
4	4	
5	6	1
6	8	2
7	10	3
8	12	4
9	14	5

The number of habitable rooms in each building was obtained from the City Assessor's Cards. The number of persons and family units was gathered by the Civic Censors for each of the buildings. By simple correlation of persons to rooms, the extent of overcrowding was calculated (See Table 13, page 61).

The survey showed that of the 602 dwelling units, no overcrowding existed in 452 households, slight overcrowding in 60 households, and severe overcrowding in 90 households. In cases of large families living in 3 or 4 rooms, intolerable conditions prevailed.

It was discovered that overcrowding, doubling up and additional people in each family unit was due to economic need. It is not that tenants do not wish to own their own homes, but that they cannot afford to do so. The proportions of families maintaining their own household would decline sharply if housing was made available at reasonable cost for the lower income families.

(e) Incompatible Uses, Over-Zoning and Spot-Zoning

The need for room for expansion causes commercial and industrial uses to invade residential areas. The problem in many cases is not the failure to zone enough property for business expansion, but rather the practice of over-zoning and spot-zoning residential land for such purposes. Too often in zoning, land is not even required for the purpose for which it is zoned and the houses are permitted to deteriorate in anticipation of business development.

The result of over-zoning in the Lord Selkirk Park area was that during the time lapse between the time land was allocated for a certain purpose, and the time at which such development took place, improvements to homes were withheld. In most cases development only occurred in part and in some areas development did not take place at all, resulting in gradual decay of the area. Spot zoning allowed incompatible uses to locate in selected spots in residential areas thereby creating a blighting effect on the surrounding property.

Zoning to increase densities within an area or within a house, without safeguard to protect adjoining properties, or failure to provide service facilities for the increased densities, can be at odds with a maintenance program.

Zoning must be used as a positive protective force, rather than as an invitation to deterioration.

(f) Ineffective Administration of Codes and Ordinances.

The implementation of sound municipal codes and ordinances is of utmost importance in minimizing and preventing decay. In the determination of a standard of occupancy program, a municipality and its citizens must be prepared to make improvements towards a common goal of making the best of the community in terms of good living. The absence, obsolescence or ineffective enforcement of building, health and traffic codes, and zoning and subdivision ordinances, are some of the major underlying causes of blight today.

The City of Winnipeg Health Department has been a leading force in encouraging the Provincial Department of Health to strengthen rooming house regulations in the Public Health Act. The most important new regulations are those of 1956 and the Amendment of 1960, relating to apartment, lodging houses and rooming houses. These regulations enable the City Health Department to demand that there be additional sanitary facilities, that there be a constant supply of hot water; that defective floors, walls and ceilings be repaired, and that redecoration take place. Enforcement of these provisions has resulted in the notification to more than 500 rooming house owners and operators to remedy violations of the Provincial Health Regulations. After intensive research, the City of Winnipeg has abandoned both the registration and licensing concept of control in favour of inspection and compliance with standards.

How effective was the application of these regulations in the Lord Selkirk Park area? An enforcement program even of the highest calibre would not be sufficient to make significant gains in the standards of living in the area. As a result, many of the homes were labelled as nuisances and even demolished. Home owners living in sub-standard dwellings, because of low incomes, could not meet the proposed requirements. It is evident that this incurable cancerous growth of blight is not due to the present sound legislation being improperly enforced, but rather to the lack of organized, systematic program of blight prevention based upon any long-range neighbourhood planning program.

2. CONDITION OF BUILDINGS

(a) Causes and Effects of Obsolescence

Many structures in the Lord Selkirk Park area, which once performed their functions quite adequately, have now become obsolete because of age, changing technologies and desires. The large homes of fifty years ago were built to accommodate domestics in addition to the family. Changes in standards of heating and air conditioning have rendered these large houses uneconomical. The common practice of dividing these homes into make-shift apartments has hastened the process of blight (See Photos, pages 29 and 30).

In Winnipeg, as in many other Canadian cities, the housing problem arose in a period of swiftly increasing



Multiple-family dwellings



Typical street housing



Conversion and addition

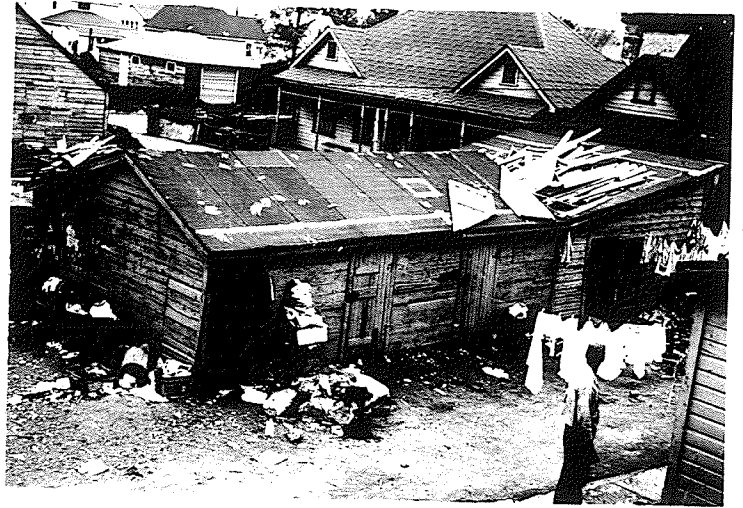


Debris on vacant lot



60

Sordid backyard conditions



60

Apathy



60

Aperture in foundation



SEP 60

Children's playground

population, rapid urbanization and the expansion of agricultural frontiers. At this time, there were important movements of population, and housing accommodation had to be rapidly provided for the growing communities. The conditions of the time led to speculation by real estate and building promoters. Due to the lack of adequate planning by municipal authorities, buildings were erected on the optimistic assumption that they would be replaced by more substantial structures in the future. The results are evident today in the older sections of the city. This is particularly true in the Lord Selkirk Park area. The flimsily built houses are deteriorating much in advance of the normal life span of properly constructed dwellings.

Dominant in the situation has been the fact that many of the people, for whom accommodation was provided in the study area, possessed little capital. Their large number and extreme poverty meant that they occupied badly constructed and overcrowded houses charging low rents.

Scarcely any of the worst houses in the study area are owner occupied. The absentee ownership of these slum houses has been a highly profitable business over the past twenty-five years. These slum houses have low assessments, are more susceptible to fires, and have poorly maintained yards. They are normally located on poorly maintained streets and near a disturbing non-residential operation.

It is obvious that lower neighborhood values are reflected in low assessments and hence a lower return in

taxes, while the demand for services increases with the increase in population. With decreasing revenues many obvious and legitimate needs are unmet. These unmet needs accumulate and become incompatible with a residential area. An environment is created that is not conducive either to community or to individual initiative in improving one's own property.

(b) Introduction of Survey

In order to establish the distribution of building quality in the Lord Selkirk Park area and so define the redevelopment and rehabilitation areas, a survey was made of the physical conditions of the structures along with the socio-economic conditions. The study area was divided into four sectors in anticipation of the four stages of redevelopment (See Plate IV). On this basis the term "stages" will be used rather than "areas". The following is a delineation of each stage.

- Stage I Bounded on the north by Flora Avenue, to the south by Sutherland Avenue, to the east by King Street, and to the west by Robinson Street.
- Stage II Bounded on the north by Flora Avenue, to the South by Jarvis Avenue, the east by the lane running north and south between King Street and Main Street, to the west by King Street.
- Stage III Bounded on the north by Dufferin Avenue, to the south by Sutherland Avenue, to the east by Robinson Street, to the west by Salter Avenue.

PLATE IV

PARRISH

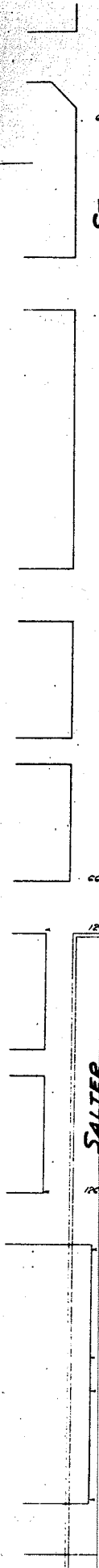
OF

ST.

35

JOHN

36



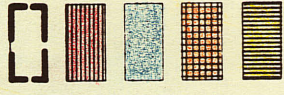
R. SALTER

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLAN SHOWING THE FOUR STAGES OF LAND ACQUISITION AND CLEARANCE

REFERENCE



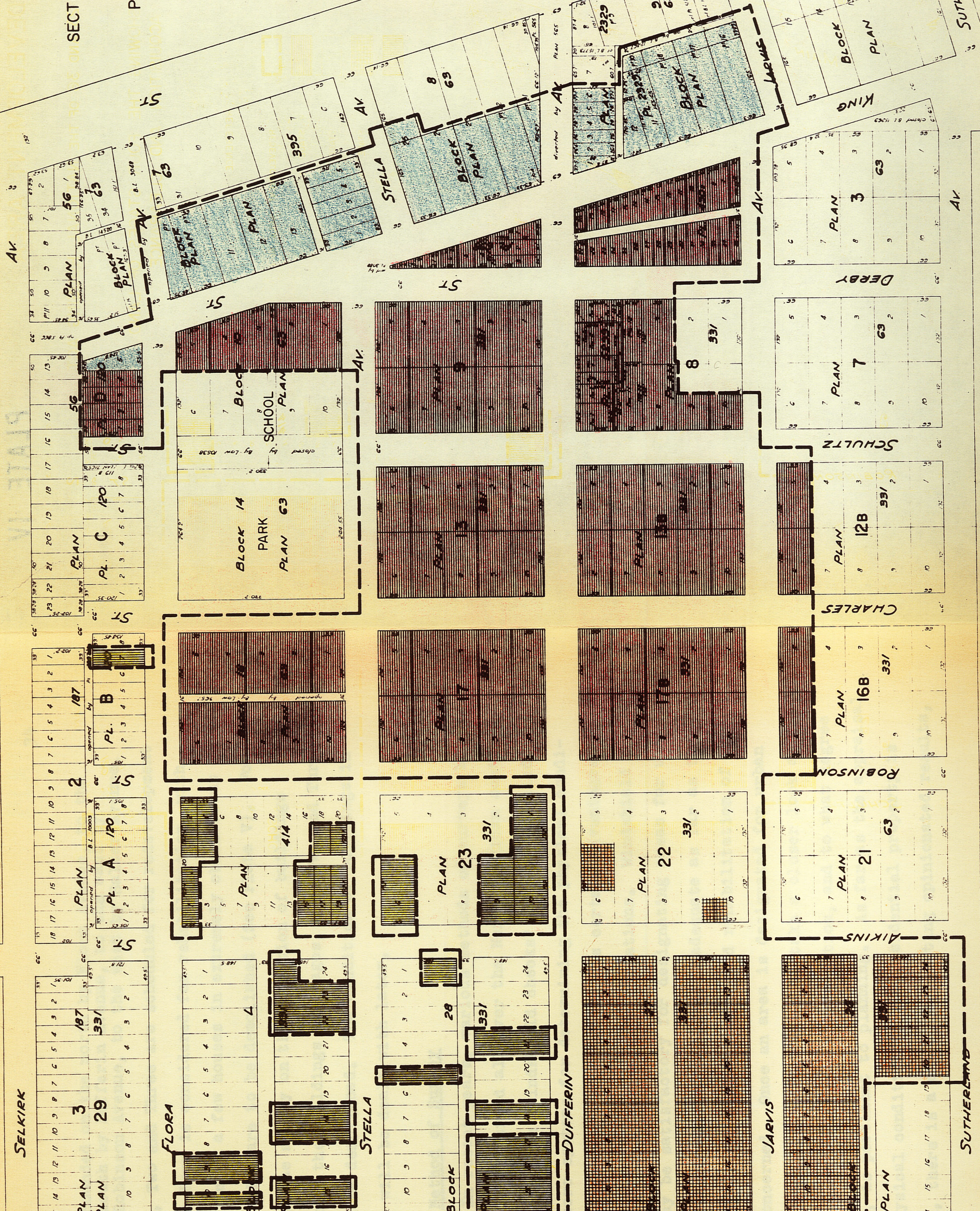
REDEVELOPMENT AREA No. 1.

STAGE 1

STAGE 2

STAGE 3

STAGE 4

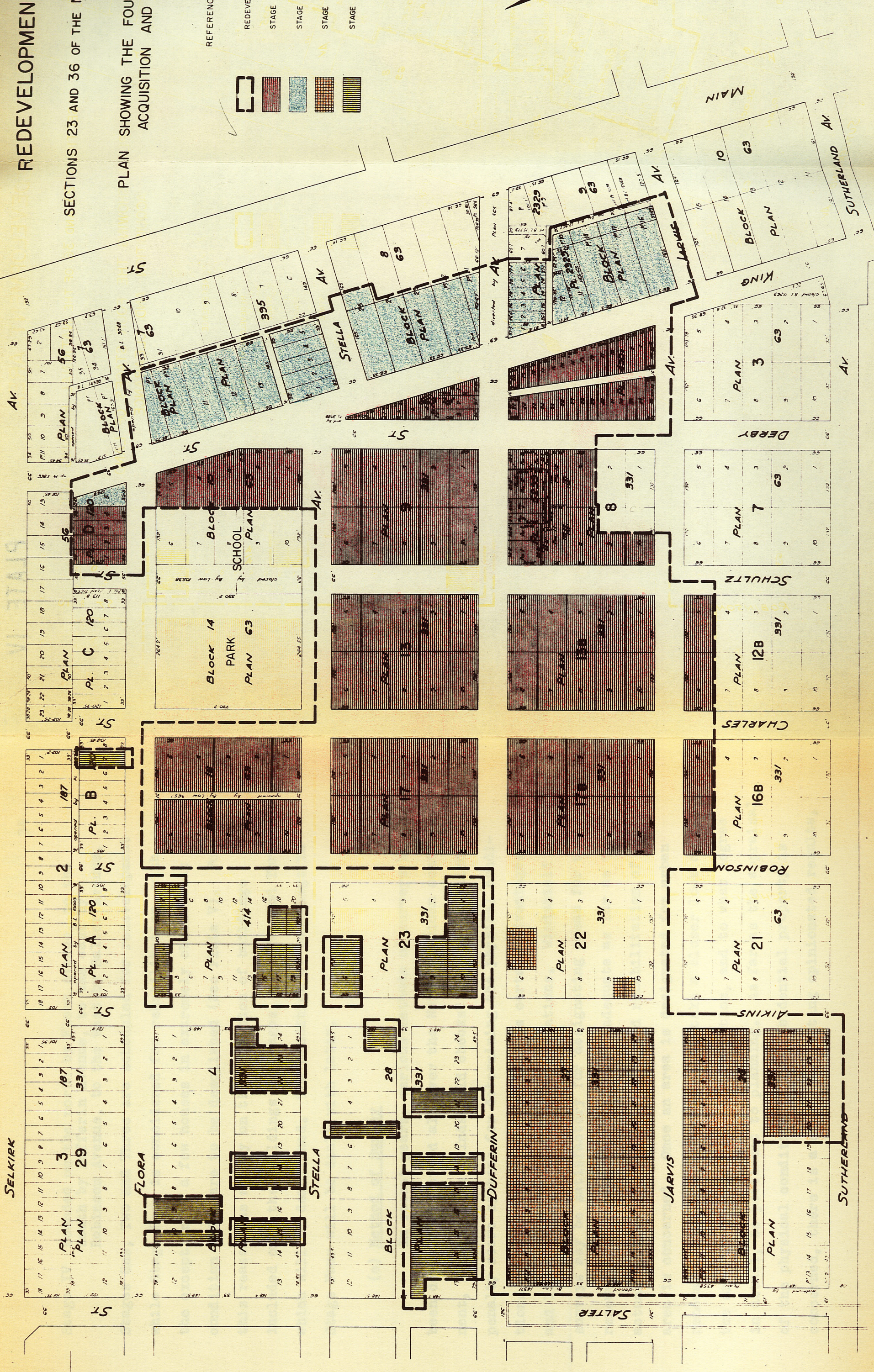
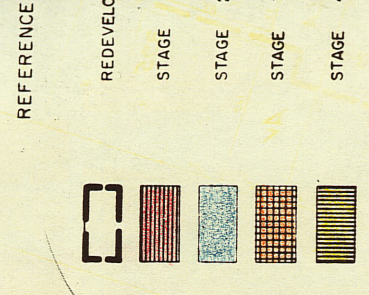


SCALE: 1 INCH = 200 FEET

Canadian Pacific Railway Yards

REDEVELOPMENT

PLAN SHOWING THE FOUR ACQUISITION AND



Canadian Pacific Railway Yards

Stage IV Bounded on the north by Flora Avenue, to the south by Dufferin Avenue, to the east by Robinson Avenue, to the west by Salter Avenue.

Stages One, Two and Three are scheduled for redevelopment while Stage Four is considered for rehabilitation, with the exception of a few houses in extremely obsolescent condition which are to be demolished (See Plate V). For this reason the survey on the condition of buildings included only the buildings in Stages, One, Two and Three which will be demolished. The condition of buildings in Stage Four will be dealt with later.

(c) Method of Survey

In recent years, various methods of surveys have been devised and tried all over the North American continent, ranging from "windshield checks" to very detailed penalty score systems for determining the physical conditions of buildings. Each method has certain advantages and limitations in appropriate situations. Windshield surveys may be satisfactory for designating areas for urban renewal action, but prove highly inadequate as far as the actual work of the redevelopment and rehabilitation of an area is concerned. Once an area is designated for urban renewal action, it is necessary to take a closer look at the area as to what type of information, and to what degree in detail, is pertinent to planning. As far as the appraisal of the physical condition of the residential property is concerned, there is a danger of getting opinionated results,

PLATE V

PARISH

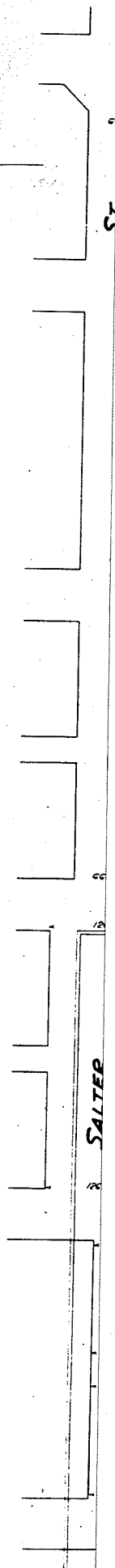
OF

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35

JOHN

36



SALTER

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLAN SHOWING BUILDINGS

CONDITION

- REFERENCE
GARAGES AND SHEDS ARE NOT SHOWN.
- COLOR INDICATES APPEARANCE OF BUILDINGS:
- POOR
 - FAIR TO POOR
 - FAIR
 - GOOD TO FAIR
 - GOOD



SCALE: 1 INCH = 200 FEET



REDEVELOPMENT

SECTIONS 23 AND 36 OF THE

PLAN SHOWING

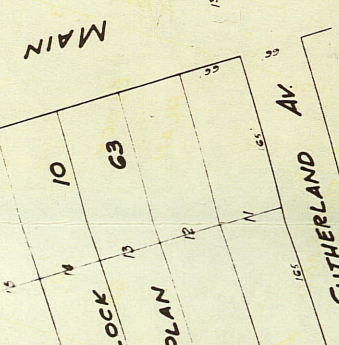
CONDITION

REFERENCE GARAGES AND SHEDS ARE: COLOR INDICATES APPEARANCE

POOR	FAIR TO POOR	FAIR	GOOD TO FAIR	GOOD
[Red Box]	[Green Box]	[Yellow Box]	[Brown Box]	[Blue Box]



Canadian Pacific Railway Yards



reducing the dependability of the information. To avoid misapprehension, the Urban Renewal branch of the City of Winnipeg categorized the buildings surveyed into the following five categories:

1. Good
2. Good to fair
3. Fair
4. Fair to poor
5. Poor

The following definitions of the above categories were employed in determining the status of each individual building.

1. Good Condition - included all buildings in sound structural condition, free from any form of deterioration.
2. Good to Fair - included buildings in sound structural condition, in need of very little repair of minor nature here and there.
3. Fair Condition - included buildings of reasonably sound structure but in need of minor structural repair possessing
 - poorly fitted windows and doors
 - crumbling chimney
 - decaying porch and outside steps
 - deteriorated eaves and flashings
 - poor roof condition
 - poorly constructed lean-to additions
 - insufficient lot size with resultant fire hazard due to crowding of buildings
4. Fair to Poor - included buildings which show some visible signs of structural deficiencies listed under

fair condition. It is not very economical to restore the building to good condition.

5. Poor Condition - included all buildings showing visible signs of structural deficiencies that make major repairs uneconomical - these possess:

- poor building material
- lack of foundation
- cracked and crumbling foundations
- walls out of plumb
- inadequate size of individual structures to the extent that they are already assumed to be functionally obsolete by present day demand for living space, fixtures and appliance
- buildings occupied as permanent living quarters which were primarily intended for a different purpose (that is, garage, sheds and shacks without the necessary sanitary facilities and insulation).

For the purpose of this study it has been presumed that internal conditions of most buildings are usually reflected by external state of repair, and that buildings found to be in poor structural condition require total replacement.

It was found that in many buildings of sound structural conditions, substandard accommodation, health and fire hazards prevailed due to conversion of rooms for occupancy in basements, attics and "lean-tos", which were originally intended for storage space. On this basis, the following deficiencies were considered in determining the internal condition of buildings:

Major Deficiencies:

- low ceiling - where the bulk of any ceiling is under 7.0 feet,
- obvious signs of dampness

Minor Deficiencies:

- no separate water closet,
- no separate bathroom or shower,
- window area less than 10% of floor area,
- ventilation less than 50% of window area openable.

(d) Results of Survey

Of the 330 dwellings within Stages One, Two and Three, 241 or 73.3% were found to be in poor condition. Seventy-three or 22.1% were in fair condition. This means that 95.4% of all the dwellings were either unfit for habitation or in need of major repairs. Only 4.8% of the total dwellings were in good condition requiring no improvement (See Table 14, page 62).

3. SOCIO-ECONOMIC ENVIRONMENT

Blight does not begin in buildings but in human beings. The first sign of an incipient slum, long before visible blight can be seen, is stagnation and dullness. Dull neighbourhoods are deserted by the more opulent citizens, and they fail to draw newcomers by choice. It is the desertion of non-slum population which gives a slum its initial opportunity to form. Signs of desertion such as "For Rent", "To Let", "Vacancy", "Rooms for Permanent and Transient Guests", are common in these neighbourhoods. These buildings spell trouble, drawing occupants whose economic choice is small and whose familiarity with city life is still smaller. This "housing-starved" and "pushed

around" population of various ethnic groups invade this dull and dangerous, already stagnated and low-vitality, neighbourhood. Population densities increase and overcrowding results. Once a slum is formed the pattern of emigration and immigration forms a perpetual slum. This perpetual slum keeps regressing which reinforces other troubles.

Poor housing conditions, particularly where a whole area is affected, becomes a serious social problem with indirect costs that must be paid by the tax-payer. The social results are seen in health, morality, employability and general attitude of the occupants of these houses. The real physical condition of these dwellings, over-crowding, lack of fuel, air and sunlight, inadequate water, and sanitary conveniences, improper facilities for food storage, dampness, vermin and filth, result in a high rate of tuberculosis, infant mortality and illness from infectious diseases. In combination with bad residential environment such conditions conduce to juvenile delinquency, vice, crime and demoralization of family life. In an analyses of social conditions of a slum area in Cleveland carried out by the Metropolitan Housing Authority, it was found that while this area contained 2.5% of the city's population, it contributed 21.3% of its murders, 26.3% of its houses of prostitution, 68% of its delinquent boys, 10.4% of its illegitimate births, 12.5% of its tuberculosis deaths. The evidence from surveys of Canadian cities suggests there is a somewhat corresponding situation here.¹

¹ Royal Commission on Dominion-Provincial Relations, op.cit., pp. 49,50.

(a) Juvenile Problems

Dr. Kenneth Rogers, in his study "Street Gangs in Toronto", revealed the following factors amongst the causes of high delinquency in the Moss-Park district of Toronto.

Bad housing is a basic fault. Many houses have no bathtub and they are dirty and neglected. A tradition has been established in the district for certain forms of delinquency, and a boy has not "graduated" until he has had certain experiences with the police.

Local probation officers list many factors contributing to juvenile delinquency, but the absence of the basic human needs, of "belonging" and of being "acceptable", are the deficiencies most frequently mentioned. Reports of starvation, inadequate physical care, and maltreatment of children come to the police, neighbours and landlords.

Dr. Albert Rose, author of "Regent Park", is convinced that a general improvement in the occurrence of juvenile delinquency can be attributed to the effects of rehousing:

The men and women responsible for policing juvenile court and social work feel very strongly that Regent Park (North) Housing Project has made a tremendous difference in an extremely important area of the City. Improvements in health conditions and family welfare have strengthened families so that many of the factors which precipitated delinquency have been eliminated or reduced in importance. Each child has his own bedroom or shares it with one other person.

(b) Community Concern

For more than a decade, religious and welfare

leaders of the City shared a common interest and concern in the social and physical condition in the Lord Selkirk Park area. These groups had agitated for programs of "prevention" and "community improvement", but the best efforts met with failure.

In 1963, the Multi-Service Agency conducted a survey of the Lord Selkirk Park area. The area under study was approximately 5/8 of a mile in length and breadth and had a population of 3,000. At the time of the survey 287 different cases were being served in the area with an average sized family being 3.5 members. It was estimated that 1,000 persons were in social or economic dependency. Five primary agencies had been working in the area for many years which showed little effect on the numerous and complex problems of these people. A large percentage of the 287 cases seemed to be families of the multi-problem type, as they were known by at least two to four agencies, which were simultaneously extending services.

The study revealed that most residents of the area were desirous of achieving a better way of life despite the probability that their experiences tended to discourage fulfilment of this desire. It seemed that the behaviour of these people stemmed from a variety of causes, among which were hopelessness, lack of education and the essential tools for dealing with environment, rather than absence of potential.



The Multi-Service Agency, consisting of five major social agencies, functioning within a single agency, administered the present scale of welfare payments to needy persons as well as services related to family guidance, child welfare and corrections.

Residents of the areas became concerned about urban renewal and the problems associated with uprooting and relocation. This Multi-Service Agency helped residents think and act constructively in relation to these matters. It was evident that changing the physical habitations of these people would not be sufficient to offset social and economic consequences encountered in any adjustment to new and different surroundings.

The Community Development programme in the Lord Selkirk Park area aimed to develop adult leadership in the neighbourhood, to enable families to see and understand some of their values, attitudes and customs and to prepare families for urban renewal so that they would benefit from it.

Many residents of the area were living under varied social and economic circumstances. A surprising number of rather secure and responsible citizens owned homes, had attended well to their future needs and were enjoying positive family relations. They viewed the coming physical changes in the area and probable departure from it in a different way from those who were transient in the area. To them it had a sense of tragedy, while for the transient,

it meant progress and a hope for better times ahead. There were also individuals and families who regarded the community in their particular and unfortunate frame of reference as being the sum total of repeated failure and despair throughout an entire life's experience.

(c) Indian and Metis Population

"The most difficult problem with the Metis is to urbanize them".²

The majority of the Indian and Metis population in Winnipeg live in the Lord Selkirk Park area or adjacent to it. They come from rural areas or frontier-like communities and are invited to the area because of social and economic reasons. It was found that 10% of the population in the Lord Selkirk Park were of Indian origin.

The Indian enjoys a culture in many aspects contradictory to that of our culture. The Indian is "present oriented" and the essence of life to him is often in "being" instead of "becoming". The Indian has found no need to save because he has known that as long as he lived in harmony with nature things would work out all right. For the Indian hard work was only necessary to satisfy present want. Once his need was filled, further work was unnecessary. These basic cultural elements must be realized,

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Personal Interview - Cam Mackie, Director of Neighbourhood Services.

before discussing intelligently with them their contributions to the new environment.

Since cultural traits are established through specific environment, new responses and behaviour will have to be learned when entering into an entirely new environment. When the Metis enter into a society already established, their behaviour is judged on the basis of the established behaviour of the society. This makes it difficult for them to adjust to the new environment. This transition of the Indian from his traditional cultural background to that of modern society puts additional burdens on the community. During this transition period, the Indians become discouraged and feel lost. Because they are not technically prepared to enter the city environment, they are unemployed, live on assistance from the city welfare agencies, and associate with others (not necessarily of Indian origin) in the same situation around the low rent districts or slums of the city.

It was found that in the Lord Selkirk Park area, 44% of these people were in receipt of some form of public assistance.

In 1958, an Indian and Metis Friendship Centre was established to help, with the many problems encountered in the process of urban adjustment. A survey carried out by the Winnipeg Police Department and the activities of the community Welfare Planning Council, plus various religious

groups, hastened the creation of this centre. The survey of the Police Department pointed out the heavy concentration of Indian and Metis persons who were seen before the courts within a brief period following arrival in Winnipeg.

(d) Socio-Economic Survey

The condition of the housing in the Lord Selkirk Park area reflects, to a large extent, social and economic characteristics of the population in the district. The basic aim of the Socio-Economic Survey has been to find out what kind of people live in run-down and overcrowded dwellings, what the relationship of rent to income is, family composition, the ethnic background and status of occupancy.

In carrying out this survey Form -R.50 (see page 46) was used. Each street address was visited and all owner and tenant occupants were interviewed. The data for each family and unattached adult has been analyzed and the following statistical tabulation reflects a reasonably clear picture of the correlated factors involved in the total population of the area.

The data is compiled on the basis of Stage One and the balance of areas as Stage Two, Three and Four combined. This seems to be a natural division and brings into sharp focus the comparisons and differences which exist in the population.

The factors reflected in the statistical tables are

self-evident: however, the following summary will draw attention to the implications involved in the relocation of families.

Table #1 (page 53) Size of Family-Number of Family Units and Population Total

There are 387 households (64.3% in Stage One areas and 215 households (35.7%) in the rest of the development. The population in Stage One consists of 1,184 persons with 674 persons living in the rest of the development.

Table #2 (page 53) Adults and Boys and Girls Under 18 years of Age.

This population consists of 1,018 adults and 840 children under 18 years of age.

Stage One is to be considered first. The problem of relocating these people was of immediate concern. The Federal-Provincial low-rental housing at Burrows-Keewatin was under construction at this time and the smallest unit in the project had two bedrooms. This meant that the one-person and two-person households would not be eligible for placement there. It was assumed that only 15% of the 165 dwelling units in the project would be available for families in receipt of social assistance. It was further assumed that owner occupants of dwellings expropriated in the Lord Selkirk Park Development would be paid sufficiently for their property that they would be able to purchase homes elsewhere in the city.

This meant that approximately 316 of the 387 households in the Stage One area would be ineligible for the Burrows-Keewatin low-rental project.

	<u>No. of Households</u>
Unattached Adults	160
Two-person households	57
Provincial-Welfare Cases	42
Owners	<u>57</u>
	316

Only 71 households were therefore eligible for the Federal-Provincial project. The relocation office would have to assume the responsibility of finding suitable accommodation for the remainder, at rents they could afford in private housing, in City-owned housing or temporary housing on the site. This may not be as difficult as it appears - see Table 9, page 57 for income of one and two-person households. It was anticipated that the difficulty would arise in the financially handicapped households.

Table #3 (page 53) Residential Occupancy Status

There are 101 owner-occupant households, 314 tenant households occupying two or more rooms, and 183 tenant households occupying one room. The balance is four care-takers.

Table #4 (page 53) Marital Status of Heads of Households

The marital status table is self-explanatory and only relevant on an individual basis from a relocation point of view.

Table #5 (page 54) Age Range of Individuals in Population

There are 1,018 (54.8%) adults, 150 of whom are over 65 years of age. Ninety-four of these have only their Old Age Pension and their choice of accommodation will be determined by this factor.

Table #6 (page 54) Age Range of Children Under 18 Years.

Of the children under 18 years of age:

- 246 (29.31%) are under 5 years of age
- 247 (29.40%) are over 5 and under 10 years
- 117 (13.93%) are over 10 and under 12 years
- 164 (20.0%) are over 12 and under 16 years
- 66 (7.86%) are over 16 and under 18 years.

Table #7 (page 55) Racial Origin of Heads of Households.

This table shows the ethnic structure of the population. Approximately 50% are of Central European stock, 18.6% British, 8% French, 8.6% German, 10.0% Indian and 5.8% others.

A large percentage of long-term residents are predominantly of European and British origin. The table clearly

points out the difference in the ethnic ratios between Stage One and Stage Two-Four. The differences result from economic and cultural factors.

Table #8 (page 56) Income Range and Social Assistance Cases.

There are 354 (58.8%) households which are self-supporting, and 248 (41.2%) receiving some form of social assistance, pensions or unemployment insurance benefits.

The ratios in Stage One are 202 (52.45%) self-supporting households to 184 (47.55%) in receipt of social assistance. This indicates a high percentage of financially handicapped households.

The ratios in Stage Two-Four are 151 (70.23%) self-supporting and 64 (29.77%) dependent households.

Table #9 (page 57) Income Range Re Size of Family Unit.

There is a relatively even distribution of households throughout the income range. However, there is a wide variation of size of household in each \$25.00 step in the range.

The significant factor here is that the one and two-person households constitute approximately 50% of the total households which are self-supporting and will experience little or no difficulty in relocation to adequate accommodation in the community. The balance of the self supporting households will either accept placement in the Burrows-

Keewatin project or elsewhere in the city. There are 13 financially handicapped households consisting of:

2-5	person	households
3-6	"	"
1-7	"	"
3-8	"	"
2-9	"	"
1-10	"	"
1-11	"	"

These earn less than \$225.00 a month and will find it difficult to pay Federal-Provincial rents and operating costs.

Table 10 (page 58) Households in Receipt of Social Aids

There are 215 households consisting of 664 persons in this category; 102 single and 26 two-person households, consisting of 154 persons, will not be eligible for relocation in the Federal Provincial project. The balance of 87 households, composed of 490 persons, will require relocation at rents within provision of the Provincial Welfare rental schedule. This group consists of:

18-	3	person	households
14-	4	"	"
13-	5	"	"
16-	6	"	"
8-	7	"	"
6-	8	"	"
7-	9	"	"
3-	10	"	"
1-	11	"	"
1-	13	"	"
<u>87</u>			

It is assumed that only 15% of the 165 units at the Burrows-Keewatin project will be available to welfare cases. This means that only 25 of the 87 families receiving social

assistance will be eligible. The remaining 62 indigent households will require relocation elsewhere until the Lord Selkirk Park project is completed.

Table #11 (page 59) Rental Re Size of Family.

The table indicates the wide variation of accommodation existing in the Lord Selkirk Park area and the general financial capacity of the households to pay rent. It was shown in Table 9 that the single and two-person independent households are able to pay relatively high rents. However, the dependent one person households cannot do so. One hundred and seventy-five persons in this category pay less than \$30.00 per month rent; a large proportion of these live on Old Age Pension and Old Age Assistance.

There are 10 households consisting of five, six, seven, nine and eleven persons paying less than \$35.00 per month rent. There are 183 households paying from \$50.00 to over \$90.00 rent per month.

Table #12 (page 60) Rental Range Re Size of Dwelling Unit

The table shows the range of rents charged on the area, especially for 1, 2, 3 and 4-room accommodation. The figures are self-evident and need no further interpretation.

Table #13 (page 61) Size of Dwelling Re Size of Family.

This table has been dealt with previously under "Overcrowding" on page 23.

TABLE 1

<u>Size of Household</u>	<u>Total</u>
Unattached Adults	232
2 Person Family	98
3 "	63
4 "	60
5 "	48
6 "	32
7 "	28
8 "	16
9 "	12
10 "	8
11 "	4
13 "	1
<u>Total</u>	<u>602</u>

TABLE 2

Adults	44	101
Boys under 18 yrs.	113	311
Girls " 18 "	56	183
<u>Total</u>	<u>215</u>	<u>602</u>

TABLE 3

Owner Occupants	2	4
Tenant (2 or more rooms)	167	278
Roomers (1 room only)	164	237
Caretaker "	21	29
<u>Total</u>	<u>387</u>	<u>602</u>

TABLE 4

Married	167	111	278
Single	164	73	237
Widow/er	21	8	29
Separated	26	16	42
Common law	8	6	14
Divorced	1	1	2
<u>Total</u>	<u>387</u>	<u>215</u>	<u>602</u>

Number of Units

	<u>Stage</u>		<u>Total</u>
	<u>1</u>	<u>2-4</u>	
Unattached Adults	160	72	232
2 Person Family	57	41	98
3 "	38	25	63
4 "	35	25	60
5 "	26	22	48
6 "	26	6	32
7 "	18	10	28
8 "	12	4	16
9 "	7	5	12
10 "	5	3	8
11 "	2	2	4
13 "	1	-	1
<u>Total</u>	<u>387</u>	<u>215</u>	<u>602</u>

64.3% 35.7%

Population Totals

	<u>Stage</u>		<u>Total</u>
	<u>1</u>	<u>2-4</u>	
Unattached Adults	160	72	232
2 Person Family	114	82	196
3 "	114	75	189
4 "	140	100	240
5 "	130	110	240
6 "	156	36	192
7 "	126	70	196
8 "	96	32	128
9 "	63	45	108
10 "	50	30	80
11 "	22	22	44
13 "	13	-	13
<u>Total</u>	<u>1184</u>	<u>674</u>	<u>1858</u>

63.8% 36.2%

Adults	650	368	1018
Boys under 18 yrs.	264	155	419
Girls " 18 "	270	151	421
<u>Total</u>	<u>1184</u>	<u>674</u>	<u>1858</u>

TABLE 5

AGE RANGE

<u>Adults</u>	<u>Over</u>		<u>Under</u>		<u>Stage</u>	
	18 yrs	25 yrs	2-4	Total	1	2-4
25 "	90	137	47	137		
35 "	105	178	73	178		
45 "	137	226	89	226		
55 "	116	185	69	185		
65 "	96	142	46	142		
70 "	40	118	8	118		
	66	102	36	102		
	650	1018	368	1018		

Sub Total

Stage 1 - 55%

54.78% of total population are adults

Children

Boys

5 yrs	86	148	134
10 "	66	44	110
12 "	40	24	64
16 "	47	30	77
18 "	25	9	34
<u>Sub Total</u>	264	155	419

Stage 1 - 22.30%

22.51% of total population are boys under 18

Girls

5 yrs	64	148	112
10 "	87	50	137
12 "	38	15	53
16 "	59	28	87
18 "	22	10	32
<u>Sub Total</u>	270	151	421
<u>Grand Totals</u>	1184	674	1858

Sub Total

Stage 1 - 22.7%

Grand Totals

22.68% of total population are girls under 18

TABLE 6

Total - Combined Boys & Girls

5 yrs	150	96	246	= 29.31% of child population
10 "	153	94	247	= 29.40% "
12 "	78	39	117	= 13.93% "
16 "	106	58	164	= 20.8% "
18 "	47	19	66	= 7.86% "
<u>Sub Total</u>	534	306	840	

TABLE 7

	<u>STAGE 1</u>		<u>STAGE 2 - 3 - 4</u>		<u>Total</u> <u>Overall</u>
		<u>%</u>		<u>%</u>	<u>%</u>
Anglo Saxon	65	16.8	47	21.86	18.6
French	26	6.72	22	10.23	8.
German	27	6.98	19	8.84	7.6
Central European	198	51.16	104	48.37	50
Jewish	5	1.29	9	4.19	2.3
Italian	7	1.81	2	.93	1.5
Indian Origin	50	12.92	10	4.65	10.
Other or Unknown	9	2.32	2	.93	2.
<u>Total</u>	<u>387</u>	<u>100.00</u>	<u>215</u>	<u>100.00</u>	<u>100.00</u>

TABLE 8

INCOME RANGE	Number of Units		
	Over	Under	Total
\$100.00	17	8	25
150.00	17	7	24
175.00	11	7	18
200.00	23	21	44
225.00	15	13	28
250.00	26	25	51
275.00	18	14	32
300.00	29	18	47
325.00	7	8	15
350.00	6	6	12
375.00	2	-	2
400.00	6	6	12
In Business	12	13	25
Saving & Rent	14	5	19
<u>Total</u>	203	151	354
	52.45%	70.23%	
City-Social Assistance	89	22	111
Prov- " "	7	3	10
O.A. Pension-O.A. Assis.	66	28	94
Other Pension	5	4	9
Un. Emp. Benefits	14	5	19
Not known	3	2	5
<u>Total</u>	184	64	248
	47.55%	29.77%	
<u>Grand Total</u>	387	215	602

111 = 31.35%

158 = 44.63%

41 = 11.59%

44 = 12.42%

Self-supporting units 58.80%

Dependent units - 41.20%

Percentage of total population in receipt of some form of social aid, etc., 35.73%

TABLE 9

INCOME RANGE

Size of Household

Over	Under	Persons											Total				
		1	2	3	4	5	6	7	8	9	10	11					
\$100.00	\$150.00		7														25
150.00	175.00		6	3	2	1	1						1				24
175.00	200.00		2	3	1	1	1										18
200.00	225.00		8	3	7	2	1						2	1	1		44
225.00	250.00		4	4	4	4	1	1					2				28
250.00	275.00		4	6	6	6	4	1					3		1		51
275.00	300.00		4	5	5	1	5	6					2	2			32
300.00	325.00		7	7	7	8	6	4						2	1		47
325.00	350.00		4	3	2	1	2	1									15
350.00	375.00			1	4	4	4	2									12
375.00	400.00								1	1							2
400.00	-		3	4	1	2	2										12
Saving & Rent			14	4	1												19
In Business			2	9	4	7	1	1					1				25
			116	63	43	43	33	15	20	8	4	5	3				354

Rental re Size of Family

TABLE 11

RENTAL RANGE

Over	Under	Number of Persons in Household													Total
		1	2	3	4	5	6	7	8	9	10	11	12	13	
\$ 1.00	\$10.00	2													2
10.00	15.00	14													14
15.00	20.00	73	3												76
20.00	25.00	70	4		1										75
25.00	30.00	16	4	3		1									24
30.00	35.00	11	7	1	1	1	1		1						28
35.00	40.00	4	3	7	2	1	1								18
40.00	50.00	9	14	12	14	7	5	4	4		2				71
50.00	60.00	7	19	11	9	16	14	4	4	6	2			1	93
60.00	70.00	4	7	7	11	7	4	4	2	2	2	2			50
70.00	80.00	1		2	3	2	5	6	3	2	3	1			28
80.00	90.00					1		1		1					3
90.00	-			1	2	2	2	4							9
Free		7		2	1										10
		218	61	46	43	38	32	26	13	12	7	4		1	501

TABLE 12

RENTAL RANGE	Number of Rooms										Total	
	1	2	3	4	5	6	7	8	9	10		
Over												
\$10.00	2											2
15.00	14											14
20.00	74			1	1							76
25.00	71	2	2									75
30.00	12	5	5	1	1							24
35.00	3	13	5	6	1							28
40.00	3	5	7	3								18
50.00	1	4	42	15	8	1						71
60.00		1	38	27	14	11	2					93
70.00		1	11	11	9	9	3	1				45
80.00				9	6	9	6					30
90.00				1	2	3		1				7
Free	5	1	3	1		3	1					8
	185	32	113	76	44	37	12	2				501

Size of Dwelling re Size of Family

TABLE 13

Size of Household
Persons

	1	2	3	4	5	6	7	8	9	10	11	13	Total
1 Room	171	11	1										183
2 Rooms	24	8	4	1									238
3 "	24	42	22	18	11			2	1				138
4 "	4	15	24	16	4		10	3	3	1	1		97
5 "	4	13	7	12	7	6	6	5	2	1	2		65
6 "	3	6	3	10	10	10	3	4	5	4	1	1	60
7 "	1	3	2	2	1		5	2	1				17
8 "	1			1						1			4
9 "													
	232	98	63	60	48	32	28	16	12	8	4	1	602

Number of Rooms
1 Room
2 Rooms
3 "
4 "
5 "
6 "
7 "
8 "
9 "

The severe overcrowding is located primarily in Stage 1.

STAGE 1	STAGE 2-3-4
Cases 1 = 4-Person Family	-
10 = 5 "	4
13 = 6 "	2
11 = 7 "	9
12 = 8 "	3
8 = 9 "	4
4 = 10 "	3
2 = 11 "	2
1 = 13 "	-
63	27

TABLE 14

LORD SELKIRK PARK - PROJECT

- Statistical Breakdown -
Condition of Existing Buildings

Kind of Structure	Poor	Fair	Good	Total
Single Detached House	147	44	9	200
Duplex	31	5		36
Terrace	8	1		9
Apartment Block	2	4	1	7
Store & Dwelling	12	9		21
Store	6	3	1	10
Business Building	28	7	4	39
Other	7		1	8
	241	73	16	330

73.3% 22.1% 4.8% 100%

CHAPTER II

PRELUDE TO REDEVELOPMENT

A. THE CITY UNDER PRESSURE

During the past decade, a number of comprehensive urban renewal studies have been undertaken in the Greater Winnipeg area. The objectives of such studies has been to determine the extent and degree of blight, and, furthermore, to document the need for adequate low-rental housing for families of limited income.

In August 1955, the City of Winnipeg Emergency Housing Department conducted a survey of the area bounded by Main Street, Sherbrook Street, Notre Dame Avenue and the C.P.R. yards. This study was undertaken at the request of the Working Committee of a Housing Conference, which had been established to explore the possible methods of alleviating sub-standard conditions in the City of Winnipeg.

The findings of the survey indicated the need for an additional 500 dwellings within the study area, and by relating this factor to the City at large, it was found that there was a need for approximately 4,000 dwelling units. The study also recommended that there was a definite need for a "Minimum Standards of Occupancy By-Law" to arrest the spread of urban blight.

The Welfare Council Housing Committee, in September, 1957, recommended to City Council that the School of

Architecture, University of Manitoba, be appointed to undertake a study of the area previously mentioned, with the objective of submitting proposals for the redevelopment of the area, and the provision of low-rental housing dwellings to rehouse the families which would be displaced by an acquisition and clearance program. This study was undertaken by Professor W. Gerson, and in its report recommended that an area in the City of Winnipeg, bounded by Keewatin Street, College Avenue, Magnus Avenue and the C.P.R. Right-of-Way, be reserved for the development of low-rental housing to act as alternative accommodation for families displaced by future clearance and acquisition projects. It further recommended that 320 dwelling units be constructed in the area outlined above under the provisions of Section 36 of The National Housing Act, with the capital cost being shared 75% by the Federal Government, 12½% by the Provincial Government and 12½% by the City of Winnipeg.

Following the two studies, the City of Winnipeg recognized the need for a broader approach to the planning of urban renewal activity, and City Council thus established an Urban Renewal and Rehabilitation Board. This Board was given powers to initiate suitable action to deal with problems relating to housing and urban renewal in the city.

The Board immediately initiated a general study of a major part of the City, with boundaries north to Mountain

Avenue, west to McPhillips Street, Alverstone Street and Cambridge Street, south in an irregular line following Jessie Avenue, Stafford Street and the C.N.R. yards and east to the Red River. The purpose of this study was to identify districts requiring redevelopment, rehabilitation or conservation measures, and to establish a priority for more detailed studies of the areas.

The Provincial Government, in March, 1959, requested that an area east of Main Street and south of the C.P.R. Right-of-Way, known as Point Douglas, be set aside for an urban renewal project. Part of this area had been set aside for a civic centre, that is a new City Hall, and an arts centre. Since the Wilbur-Smith Traffic Report recommended that another large part of this land be used for a proposed expressway interchange, it was found that there was not enough land remaining for other types of redevelopment.

In the Autumn of 1959, the Urban Renewal and Rehabilitation Board completed its general study to establish areas requiring either redevelopment, rehabilitation or conservation. In its report, it identified seven areas ripe for redevelopment, and thirteen areas where rehabilitation measures were needed.

The area of immediate concern, which it was decided to schedule for redevelopment, was that area bounded by Main Street, Salter Street, Sutherland Avenues and Selkirk

Avenues; it was described as the Salter-Jarvis area, or Redevelopment Area No.1, later officially designated as the Lord Selkirk Park Development.

The Winnipeg Town Planning Commission, in July, 1959, recommended to City Council and referred to the Urban Renewal and Rehabilitation Board that a study be made of the area between Smith and Donald Streets from Graham Avenue to Broadway, to be known as Downtown Plaza (Study No.3). The proposals envisaged the development of a downtown shopping plaza on the cleared site.

In February, 1960, the Urban Renewal and Rehabilitation Board undertook a study in the area bounded by William and Alexander Avenues, and Ellen and Adelaide Streets, known as the Midland Railway Area. The objective of this study was to determine the feasibility of redeveloping the area for residential use under Sections 23 and 36 of the National Housing Act. Since the Midland Railway created two separate parcels of land, neither was sufficiently large enough to qualify for financial assistance under provisions of the Act.

B. THE CITY TAKES ACTION

In February, 1960, the Urban Renewal and Rehabilitation Board concentrated on a detailed study of the Lord Selkirk Park area with a view to establishing the basis of a working program for the redevelopment of this area.

In its report to City Council, the Board recommended that, as the first step towards the redevelopment of the area, it would be necessary to build a low-rental housing project under Section 36 of the National Housing Act, to serve as relocation housing for these families which would be displaced from Stage One of the acquisition and clearance program. It was suggested that this low-rental housing should be located on City-owned land in the Burrows-Fife district. It also recommended that the area to be cleared should be partially redeveloped with public housing under Section 36 of the National Housing Act, and partially by private organizations. It further recommended that an area in the Burrows-Keewatin district be used for increasing the stock of low-rental housing in the City, to make provisions for elderly persons, and to provide housing for persons displaced by future renewal projects.

Winnipeg City Council reviewed the recommendations, and instructed the Board to prepare a submission to the Provincial Government and Central Mortgage and Housing Corporation, requesting their financial assistance: for the acquisition and clearance of part of Redevelopment Area No.1 (Lord Selkirk Park area) under Section 23 of the National Housing Act; for the redevelopment of the area with public housing under Section 35 of the Act; and for development of a public housing project under Section 36, on City-owned land, in the Burrows-Fife area.

The proposal of establishing a low-rental housing project in the Burrows-Fife area met with considerable opposition from residents in the area. On December 20, 1960, a joint meeting of the Mayor and several aldermen, the Urban Renewal and Rehabilitation Board, and representatives of the Central Mortgage and Housing Corporation, was held to discuss the implementation of proposals recommended in the study. As a result of this meeting, it was deemed expedient to modify certain of these proposals. In March, 1961, the additional study was completed and resulted in the urban renewal area being extended to include an additional 21 acres, making it a total of 50 acres. The Burrows-Fife location for the construction of a low-rental housing project was abandoned, and the Burrows-Keewatin area was chosen as the site for a low-rental housing project to be constructed under Section 36 of the National Housing Act, this low-rental housing being primarily designed to accommodate families displaced from Stage One of the urban renewal area.

C. BURROWS-KEEWATIN PROJECT

Families displaced by implementation of the City's first urban redevelopment and rehabilitation scheme in the Lord Selkirk Park area have begun a new life in the 165 unit Burrows-Keewatin Public Housing Project. The dwelling units built in the north-west suburbs on 11½

acres of city owned land, were fully occupied in March, 1964. The selection of tenants for this project were made by the Winnipeg Housing Authority, based on the social and economic study conducted by the Housing and Urban Renewal Branch. Families eligible for occupancy were advised to make application to the Housing Authority. Those who were not eligible, due to social and economic factors, or those who expressed no interest in relocating in the Burrows-Keewatin development, were offered accommodation elsewhere. Since the relocation of families from Stage One of the Lord Selkirk Park area did not completely fill the 165 units, it was necessary to accept eligible families originating from other sections of the City of Winnipeg.

Furniture for some of the tenants from the Lord Selkirk Park area was donated through a city-wide campaign. "Operation 63" was organized by Winnipeg's major religious organizations when it was realized family possessions were inadequate for normal living requirements.

The new self-contained accommodation is a vast change for several families who had lived in the worst area of Winnipeg. The project, a combination of two-storey row dwellings and corner apartment units, is set in courts and surrounded by green areas and parking spaces (see Plate VI). The wood-frame brick veneer and stucco buildings contain 58 two-bedroom, 90 three-bedroom, 13 four-

PLATE VI

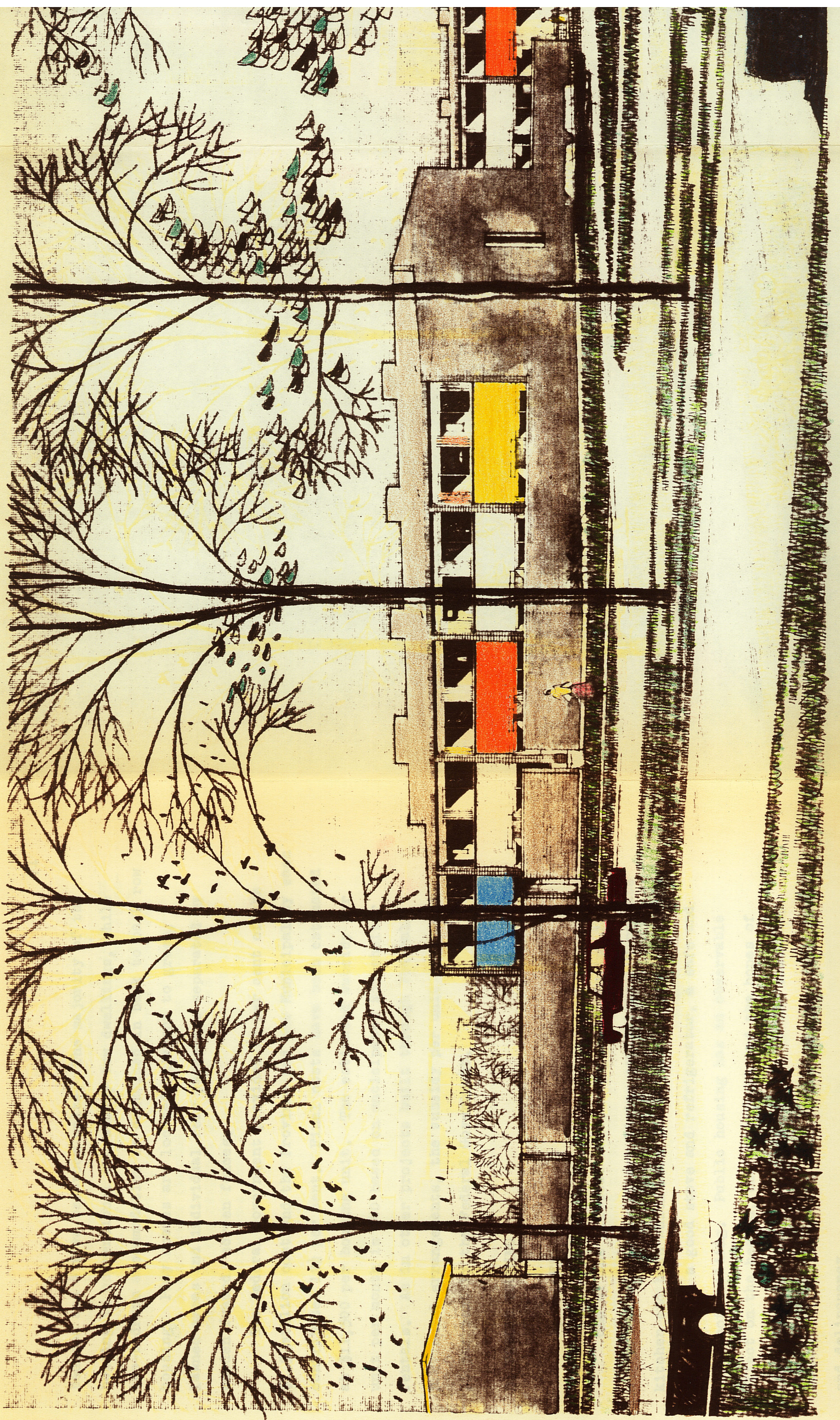
WYANDOTT BRIDGE

TOWNSHIP BRIDGE



BURROWS-KEEWATIN
HOUSING PROJECT





bedroom and 4 five bed-room units. The majority of the housing is conventional two-storey row dwellings, while two-bedroom accommodation is contained in back to back row housing. Play spaces are located adjacent to green, lawned areas and individual rear yards are separated by wooden framed, screen fences.

The Federal Government provided 75 per cent of the \$1.9 million cost and the Province and the Municipality each contributed $12\frac{1}{2}$ per cent. Final costs have been estimated at \$11,500 per housing unit. The estimated subsidy per unit per month is \$40 based on anticipated \$55 shelter rentals. As in other projects built through Federal-Provincial arrangements, the subsidy per unit is shared 75 per cent by the Federal Government.

D. PUBLIC HOUSING

1. VALUES

One of the greatest assets of public housing in adequate, safe and sanitary living conditions - a private kitchen and bath which were shared in a previous dwelling, enough heat, a good stove and refrigerator, a safe and fireproof building. Public housing has an observable effect on the health, the pocketbook and the hopes of its occupants, and a parallel benefit to the community because of its decreased financial burden for fire, health and delinquency.

We have learned most people can and do change. Most of the persons and families admitted to Regent Park from the deteriorated houses in a slum environment, did respond very quickly to the stimulus of new housing accommodation. What Elizabeth Wood has called 'the surge of personal pride and community responsibility' is greatly in evidence in Regent Park (North) as the housing project has been completed. Whether it is by effect or by example, the response of those families whose living conditions were among the poorest in the old housing has been almost entirely satisfactory.¹

In July, 1965, almost two years after the first families moved into the Burrows-Keewatin low-rental housing, the Housing and Urban Renewal Branch conducted a sociological survey in which the occupants expressed their attitude towards public housing. The following statements were made by tenants in expressing their reactions in favour of public housing:

- not handicapped from stores
- my 17 year old son joined a jazz band - he practices in the basement
- thankful for furniture received from the City through "Operation 63"
- we would have moved out of Lord Selkirk Park area in spite of being relocated
- lots of hot water
- health not impaired by move
- we can now see the sky and the distant horizon
- we are now near a church
- children have many friends

¹

Dr. Albert Rose, "Regent Park, A Study in Slum Clearance", p.221.

- we all belong to a Tenants Association
- the men are more apt to hang onto jobs as the rents must be paid
- dwelling is easier to keep clean
- children are behaving better
- likes the quiet atmosphere

2. CRITICISM

Since the purpose of public housing is to improve the housing conditions of people with low income, the projects are apt to include large numbers of families with a variety of personal and social problems, such as elderly people, public assistance families, minority groups and usually the most recent immigrants.

Tenants coming into these housing projects from other parts of the city have little or no relationship with each other or with the immediate neighborhood and its existing services, agencies and institutions. Without neighborhood identification, individual and family insecurity can become a problem. Many of the low-income families bring with them not only their economic and other "many-related" problems, but the other family problems as well. The problem of making friends stems from withdrawing as a result of the strangeness from being surrounded by new faces. This becomes an even greater problem when language barriers and ethnic and racial

differences are present to a high degree.

Forcing people to leave their old neighbourhoods is probably the major source of bitterness and opposition to slum clearance. Slums, after all, are neighbourhoods and communities. They teem with the people who like the place in which they live for simple deep-rooted reasons.²

The following is largely a verbatim and condensed presentation of Dr. Rose's report reflecting his findings and observations on housing experience in the United States:

The problem of slums in the postwar years, however, has become even more complicated with the development of the new public housing projects. For many of these have in their turn become what can be described as "income ghettos", centres for juvenile delinquency gangs, modern "poor farms" institutionalizing social disintegration. Physically sound, the buildings are, as the tenements they replaced often were, the setting for massive social problems, and for a culture of poverty in which the opportunities for the young to escape have not appreciably improved.³

The following statements were made by tenants in the Burrows-Keewatin housing project, expressing dislike for public housing:

- when downtown, I hate to go back
- a feeling of uneasiness
- my daughter became withdrawn

2

J. Anthony Panuch, "Relocation in New York City". A Special Report to Major Robert F. Wagner (Dec.15,1959), p.18.

3

Dr. Albert Rose, "The American Experience in Public Housing", An Appraisal, Good Housing for Canadians, A Study by the Ontario Association of Housing Authorities, p.26.

- my boy needed psychiatric treatment because he always played with fire, which he never did before
- I don't do much except visit old friends
- none of the people are as close as in the Lord Selkirk Park area
- rent that we could afford forced us here
- our large family and low-rent provided here, made us decide to move
- ambivalent feeling towards project
- our car is the big problem in being able to pay rent
- fighting among children
- if my rents keep going up, I'll have to move out
- since rents go up as wages increase, my husband refuses a job promotion

E. URBAN RENEWAL

1. OBJECTIVES

Urban renewal may be described as the total of all public and private action which must be taken to provide for the sound maintenance of built-up urban areas for their redevelopment, whichever produces the most desired results - socially, physically, economically or visually.

Urban renewal programs have two main objectives: economic and social improvement. They are directed at replacing vacant and run down buildings and ill used open spaces with sound housing, commercial and industrial areas, and therefore making more efficient use of urban land and

services. Economies may be realized through increased assessment and reduced welfare costs. Renewal provides a more favourable environment for the adults involved by providing an incentive to improve their way of life, and for the children by offering them better opportunities in their formative years.

2. METHODS OF URBAN RENEWAL

There are three recognized methods of urban renewal:

(a) Conservation - this involves the retention of sound urban areas by implementation of land use controls, enforcement of by-laws concerning buildings, health standards and minimum occupancy. This calls for both private and public action. Private action involves the normal maintenance that most citizens give to their property. Public action involves effective maintenance measures through various regulations and by-laws.

(b) Rehabilitation - deals with the "up-grading" of housing stock that would otherwise deteriorate into slum conditions. It involves repairing of buildings and the raising of maintenance standards in deteriorating areas not yet in need of redevelopment. It also involves private and municipal action in taking positive steps to protect the neighborhood.

(c) Redevelopment - this is the most drastic and most expensive operation in an urban renewal program. This

involves the removal of urban blight by the acquisition and clearance of slum areas and the rebuilding of these areas by public or private agencies. In this process, community services, such as utilities, open spaces, shopping, circulation systems, are provided for.

Urban renewal is a co-ordinated program into which conservation, rehabilitation and redevelopment measures are fused for the purpose of rebuilding and maintaining a neighborhood, or a whole city, as a pleasant, efficient place to live and carry on business.

3. URBAN RENEWAL STUDIES

Before a comprehensive urban-renewal program can be carried out properly, and before any public financing is considered, a study of existing conditions is required. The study is a broad examination of conditions, identifying blight or substandard areas of a municipality, to determine the requirements and to formulate an urban renewal program based on the physical and economic factors affecting renewal.

Under Part V of the National Housing Act, the Corporation may, with Governor in Council approval, agree with a province or municipality to provide financial contribution of up to 75 percent of the cost of the study.

The City of Winnipeg completed several urban renewal studies without financial assistance, including Study No.5

(Lord Selkirk Park area).

4. PREPARATION OF URBAN RENEWAL SCHEMES

Preparation of an urban renewal scheme is the development of a program for renewal of a blighted or sub-standard area through development, rehabilitation and conservation. The preparation includes social, physical and economic studies necessary to support renewal proposals and the programming for implementation.

Under Section 23A of the National Housing Act, the Corporation may, with Governor in Council approval, enter into an agreement with a province or municipality to provide one-half of the cost of the preparation of an urban renewal scheme. The application for such financial assistance must be supported by the following documentation.

1. Evidence of provincial government approval
2. Boundaries of area and reasons for selection
3. Statement that preparation of scheme will provide the following data:
 - a. Plan designating buildings and works to be acquired and cleared
 - b. Rehousing program
 - c. Plan of proposed street pattern and land use
 - d. Installation or improvement to services, schools, parks, playgrounds, community buildings and other public works

- e. Methods of control of land use in area, including zoning, building controls and standards of occupancy and maintenance
 - f. Methods planned for rehabilitation and conservation
 - g. Market analysis and economic feasibility study
 - h. Indication that scheme will be developed in accordance with an official community plan
 - i. Cost of implementing the scheme
 - j. Time schedule and staging of implementation of the scheme
4. Name of designated Director for the preparation of urban renewal scheme
 5. Number and duties of persons to be employed
 6. Detailed cost estimate or budget for preparation of the scheme
 7. Phasing program and estimated final completion date

Under Part III, Section 15, of The Public Housing and Urban Renewal Act, the Government of Manitoba, represented by the Minister, may, with approval of the Lieutenant-Governor in Council, enter into agreement in respect to urban renewal schemes and projects under the National Housing Act, 1954 (Canada), with the Government of Canada, the housing corporation, a municipality, a housing and urban renewal authority or all or any of them

....respecting projects in designated urban renewal areas (i-iii) respecting the preparation of urban renewal schemes in respect to urban renewal areas in accordance with the National Housing Act 1954 (Canada).⁴

⁴

The Public Housing and Urban Renewal Act, Part III, page 8.

5. IMPLEMENTATION OF AN URBAN RENEWAL SCHEME

Implementation of such a scheme involves the undertaking of a redevelopment project or a rehabilitation and conservation project or a combination of all three.

Under Section 23B of the National Housing Act, the Corporation may, with Governor in Council approval, contribute one-half the cost of implementing an urban renewal scheme approved by the provincial government and acceptable to the Corporation.

Costs of implementation include the costs of acquiring and clearing lands and buildings, condemnation proceedings and costs of disposing of acquired land. It also includes the cost of designing and installing municipal works and services, the employment of persons required for acquisition and clearance, and the assistance of property owners in their relocation problems.

Under Section 36 of the National Housing Act, the Corporation may make a loan to a province or municipality for the acquisition and development of land for housing purposes and the construction of housing projects for sale or for rent. Under such an agreement the capital cost of the project and profits and losses are shared 75 percent by Central Mortgage and Housing Corporation, and 25 percent by the government of a province or its agent, a municipality.

Part III, Section 16, of the Public Housing and Urban Renewal Act, sets out the provisions for financial assistance

of the agreement entered under Section 15. The housing and urban renewal authority must by resolution, request the Minister to assist in the matters and with services mentioned in Section 15, subsections (a) + (b).

The City of Winnipeg entered into agreements with The Federal and Provincial Government, under Section 23 of The National Housing Act, whereby the Federal Government has agreed to share equally with the City the costs of acquiring and clearing the land in the Lord Selkirk Park area at an estimated cost of six million dollars. Under Section 35 of The National Housing Act, the City of Winnipeg entered an agreement with the Federal and Provincial Government for the construction of a low-rental housing project in Stage One of The Lord Selkirk Park development area. Under Section 36 of the same Act, the Federal Government has agreed to share 75 percent toward the cost of such construction, while the Province and the City each contribute $12\frac{1}{2}$ percent.

F. PLANNING PROPOSALS FOR REDEVELOPMENT OF LORD SELKIRK PARK

1. EVIDENCE IN SUPPORT OF LOW-RENTAL HOUSING-STAGE ONE

The site chosen for this proposed development is located in the heart of the area where the need for such housing is most pronounced. A publicly financed, low-

rental, housing development in this location would not only offer modern, safe and sanitary living accommodation to low-income families at a rental they could afford, but would provide this accommodation without serious dislocation of the families involved. Since this low-rental housing is being constructed in Stage One area, part of the development when completed could act as relocation housing for families who will be displaced during Stage Two, Three and Four. The redevelopment of this area with a planned building group, such as a Federal-Provincial Rental Housing Development, would almost certainly contribute to the revitalization of the surrounding area, and would perhaps even encourage a certain amount of private redevelopment.

2. DETERMINING FACTORS

The following is an investigation of the factors involved in the determination of the basic requirements for the provisions of low-rental housing in the Lord Selkirk Park Development.

(a) Site Areas

The total area available for residential purposes in Stage One amounts to approximately 18.43 acres. This includes the existing school and park sites which contain 1.5 acres and 2.0 acres respectively.

It is recommended that the existing school site be extended eastward to meet the western boundary of the new alignment of King Street. This would add 0.46 acres to the existing school site, making available a total school site of 1.96 acres. It is further recommended that the western boundary of the existing park site be extended westward to the eastern boundary of Robinson Street. The park site would thus be enlarged by 2.51 acres which would create a total of 4.51 acres. Through the joint use of the school and park sites, a total area of 6.47 acres would be available for recreational and school use.

This arrangement of public open space would leave an area of 11.96 acres available for housing purposes. This net area must accommodate the dwelling structures themselves, the incidental open space surrounding the structures, parking areas, access roads, roadways for on site circulation of vehicular and pedestrian traffic, and tot-lots.

(b) Population Density

The most basic decision to be made in the planning of the low-rental housing project in the Lord Selkirk Park Development involves the selection of an optimum average population density.

The term "optimum density" implies that a density factor can be predetermined which will result in a form of

housing development which offers the maximum social amenity, in terms of living environment at a minimum unit cost.

Basically, density factors are aimed at controlling two factors: namely, the rate of land uses and the standard of living conditions.

Today, more than ever before, urban centres are faced with a problem of enormous and continuing population growth due to their attraction for job opportunities, health, education and recreational facilities. Cities must be planned to accommodate this continuing and accelerated population growth. Redeveloping slum areas reduces existing dwelling stock as well as creating the problem of rehousing displaced families from those redeveloped areas. The rate of land use is to be controlled; however this site is close to the downtown area where the demand for accommodation is high, it is therefore necessary to attempt by every creative means to develop this area towards as high a population as is consistent with the needs of individuals for an attractive, spacious, liberating rather than oppressive, environment.

There is every reason to believe that downtown living, with its concentration of human activities, is a healthy and satisfying way for many people to live. There is a tendency today to a return to the downtown areas from the suburbs. This trend will undoubtedly contribute to

an increased intensity of development in and around the central core of the City and dictates that densities of higher orders should be used.

The cost of providing land, utilities and necessary community facilities, such as schools and hospitals, for low density communities is greater than is the case for high density development. It is advisable economically because of the high cost of land involved as well as from the point of view of returns to the City in terms of taxes, to see that residential redevelopment in the Lord Selkirk Park area takes place at a reasonably high density, especially since public funds are involved in the project.

The answer to high density development, lies in a compromise between the exclusive use of terrace or row housing and the exclusive use of high rise apartments. The blending of these two structural types has the added advantage of allowing more scope in the architectural design and layout of the housing development.

The use of two or more building types permits a more interesting treatment of the spatial arrangement of the buildings with respect to each other and therefore should enhance the aesthetic value of the whole development.

In the Metro Development Plan, this area is designed for multiple dwellings at a maximum density of 450 persons per acre. The type of development required to achieve this

high density is not considered compatible with low rental housing. It is suggested that the area should be developed at a density of 100 persons per acre, keeping in mind good design standards with respect to open spaces.

(c) Need of Smaller Sized Low-Income Families

An analysis of the Income and Rental characteristics of one-and-two-person households in the Lord Selkirk Park area reveals a need for some bachelor and one-bedroom accommodation for the low-income population group below 60 years of age. Within this low-income group, the majority are presently paying rents in the same range which would be attainable under a Section 35-A Federal-Provincial project. Much of the housing presently occupied by this low-income group is substandard and the needs of this group for better housing accommodation could be ignored.

It is recognized that housing accommodation for smaller families is more abundant than for larger families, and it is therefore considered that part of the needs of this group will be met in the open market. It is felt that a limited amount of bachelor and one-bedroom accommodation should be provided to take care of the requirements of that segment of this particular group who will find difficulty in securing decent housing in the open market at rentals they can afford.

The following analysis shows the Age, Sex, Income and

Rental characteristics of the one and two person households located in Stages One, Two and Three in the Lord Selkirk Park area, in relation to the socio-economic factors, as well as to the individual and group patterns reflected in the survey.

(A) Distribution and Basis of Age, Sex and Income of All Ones and Two Person Households in Stages One, Two and Three.

(Tables 15 and 16, pages 93 and 94, combined)

Population-Sex

Heads of Households	331	
Male Heads of Households	267	80.7%
Female Heads of Households	64	19.3%

Occupancy

Tenants of Households	285	89.12%
Owner of Households	46	10.88%

Age

Under 40 years of age	77	23.2%
Between 40 and 60 years	103	30.9%
Over 60 years of age	151	45.7%

Income

Financially independent	169	51.0%
Financially dependent	162	49.0%

Independent Households

Receiving Provincial Welfare Aid	41	13.0%
Receiving Old Age Assistance and Pension	94	28.0%
Receiving Other Pensions	6	
Receiving Unemployment Insurance Benefits	14	

The significant factor of the above analysis indicates an aging population of 78.5% over 40 years of age. These are predominantly male - 80.7%. This is indicative of the fact that male elderly persons resent living in Senior Citizen Homes. The Tenant-Owner occupancy ratio is 6 to 1.

(B) Distribution on Basis of Tenant Households in Relation to Age and Sex in Relation to Rent Paid.

(Table 17 and 18, pages 95 and 96, combined)

Sex

Male Heads of Households	232	81.4%
Female Heads of Households	53	18.6%

Age

Both sexes (under 40 years)	72	25.2%
Both sexes between 40 and 60 years	92	32.3%
Both sexes over 60 years	121	42.5%

Rent

Monthly - less than \$20.00	155	54.4%
Monthly - between \$20.00-\$30.00	59	20.7%
Monthly - between \$30.00-\$40.00	15	5.9%
Monthly - between \$50.00-\$60.00	18	6.3%
Monthly - over \$60.00	3	1.0%
Free rent	13	4.0%

In the tenant group, there is a slightly higher ratio of men to women than is the case when owner-occupants are included. Approximately 81.0% pay less than \$30.00 per month. This is of primary importance when evaluating the need for Bachelor Apartments where the economic rent will be about \$70.00 per month.

(C) Distribution on the Basis of Actual Monthly
Income in Relation to Actual Rent Paid.

(Table 19 and 20, pages 97 and 98, combined)

Tenant Population

One and Two Person Households	285	90%
-------------------------------	-----	-----

Monthly Rent

Under \$20.00	168	59%
Between \$20.00-\$30.00	59	21%
" \$30.00-\$40.00	15	5%
" \$40.00-\$50.00	22	8%
" \$50.00-\$60.00	18	6%
Over \$60.00	<u>3</u>	1%
	295	

Income

Less than \$200.00	40
Between \$200 - \$300	57
Over \$300.00	26
Savings and Roomers	12
In Business	4
Provincial Welfare Aid	42
Old Age Pension and Assistance	81
Other Pension	4
Unemployment Insurance Benefits	19

The analysis shows that, of the 285 tenant households in this category, 80 percent pay less than \$30.00 per month rent. Income analysis indicates that the amount of income, whether earned or unearned, which reveals the ability to pay rent, has little or no bearing on the actual rents paid. The analysis gives a relatively clear picture of this aspect of the socio-economic factors involved and reflects the cultural pulls which tend to tie the individual to the community.

(D) Distribution of One and Two Person Households
Who Have Moved Out of the Lord Selkirk Park
Area:

(Table 21 and 22, pages 99 and 100, combined)

The analysis shows the relation of rents paid in the Lord Selkirk Park in relation to rents paid in their new accommodation elsewhere. These households moved on their own initiative. This "follow-up" research revealed that there are a total of 163 households in this category.

40 households - present whereabouts unknown
7 persons placed in Nursing Homes or Hospitals
5 persons died
14 persons moved to jobs outside the City
8 persons moved out of the Province

Of the remaining 89 households known,

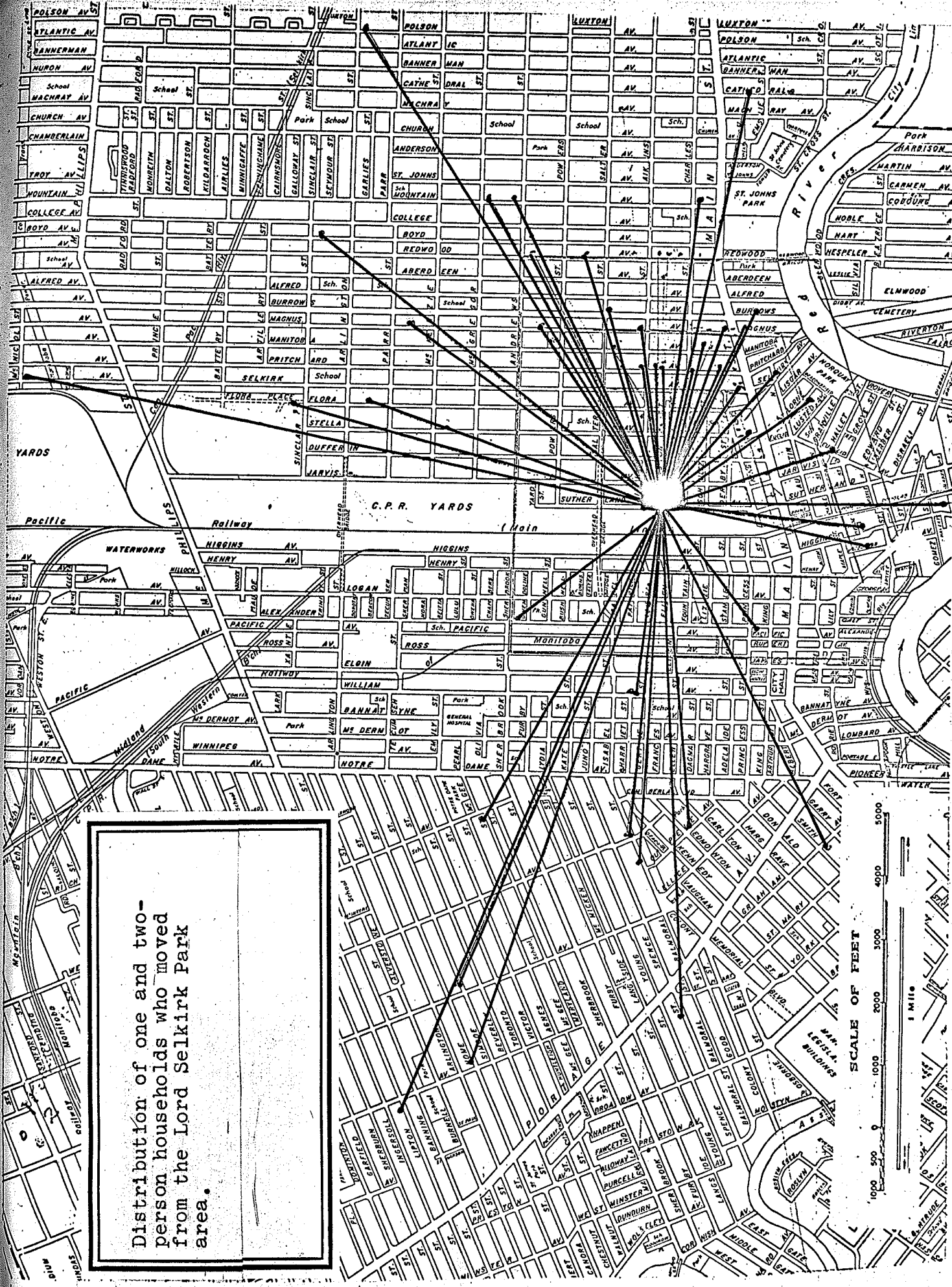
33 paid same rents in new accommodations
10 paid \$5.00 less
2 paid \$10.00 less
13 paid over \$10.00 less
62 (70%) moved less than 500 yards from the boundaries of Lord Selkirk Park area, with a scattering of the balance in the North End and West End of the City (see page 92).
67 (75.2%) secured better accommodation
18 (20.2%) secured some kind of accommodation
4 (4.6%) secured worse accommodation

From the above analysis, it is evident that people in this category generally move to a relatively similar community and pay as much rent as they have been accustomed to paying, regardless of whether they are financially capable of paying higher rents.

There is strong evidence that a large proportion of the One and Two Person Households segment of the population in the Lord Selkirk Park area, from a sociological and

economic point of view, are psychologically not likely to change their ingrained socio-economic patterns concerning the kind of community they will live in or the rents they are prepared to pay. What is true of this population group is likely to be true concerning other similar population groups elsewhere in the City.

To avoid the problem of the spread of blight, resulting from the movement of households, especially one- and two-person households, from the Lord Selkirk Park area, consideration should be given to meeting some of the needs as reflected in the statistical analysis. Special measures should be taken for these households which are at or below the border line of poverty. Their need is for better but similar accommodation at the rent they can afford to pay.



Distribution of one and two-person households who moved from the Lord Selkirk Park area.

Statistical Breakdown - 1 Person Households (Tenant & Owner Occupants)

Income Range - In Relation to Age & Sex

Table 15

INCOME RANGE	Age Range & Sex												Sub Total	TOTAL				
	40		45		50		55		60		65				70		M	F
	M	F	M	F	M	F	M	F	M	F	M	F			M	F		
Over 100.00	1	1															2	
\$125.00	2	2															6	
150.00	2																3	
175.00	3	2			1												10	
200.00	4	4	1		4			1									14	
225.00	3	2	2		3			3									15	
250.00	6	2	2		1			2		1							12	
275.00	6	1	1		1			4		2							15	
300.00	4				3			2		1							10	
325.00	1				1			2		2							4	
350.00	3				2			1		1							8	
375.00	1																1	
400.00	3																4	
Savings & Roomers Business	1				1	1	1	1	2	1	7	2	1	1	1	7	20	
Sub-Total	34	10	12	1	14	1	1	3	11	2	12	2	7	2	1	1	103	
City P.W.D.	4		3	1	1	1	3	1	1	1	5	3					17	
Prov. P.W.D.							1										1	
O.A.P. - O.A.A.													16	2	18	14	61	
D.V.A. & Other Pens.	1	1	1	1	1												80	
U.I.B.	8		3		3			1	1				1				16	
Sub-Total	13	1	7	1	2	2	8	3	2	2	5	3	17	2	18	14	102	
Total	17	11	19	2	16	3	20	6	13	4	17	5	24	4	19	15	205	
Both Sexes	58	21	19	26	17	22	26	64	26	26	64	50	255					

Statistical Breakdown - 2 Person Households (Tenant & Owner Occupants)

Income Range - In Relation to Age & Sex of Head of Household

Table 16

Income Range	Age and Sex of Head of Household														Sub Totals		Total Grand Total
	40		45		50		55		60		65		70		M	F	
	M	F	M	F	M	F	M	F	M	F	M	F					
Over \$																	
Under \$																	
100.00																	2
125.00																	6
150.00																	5
175.00																	12
200.00																	15
225.00																	18
250.00																	19
275.00																	12
300.00																	6
325.00																	9
350.00																	3
375.00																	2
400.00																	11
Savings & Rent In Business																	26
Sub-Total																	8
City P.W.D.																	7
Prov. P.W.D.																	8
O.A.P. - O.A.A.																	15
Other Pension																	1
U.I.B.																	7
Sub-Total																	169
Total																	162
Both Sexes																	76

Stages 1-2-3
Lord Selkirk Park Area

Statistical Breakdown - 1 Person Households - (Tenants)

In Relation to: - Rental Range - Age - Sex

Table 17

Rental Range

Over Under

\$ 1.00 \$ 10.00

10.00 15.00

15.00 20.00

20.00 25.00

25.00 30.00

30.00 35.00

35.00 40.00

40.00 45.00

45.00 50.00

50.00 55.00

55.00 60.00

60.00 70.00

Free

Age Range	40		45		50		55		60		65		70		Sub-Totals		Totals	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F		
Over 40	1																	4
Under 40	6	1	3		2		1		2									47
	20	2	9	1	7	1	8	1	5	1	13	2	14	4	83	14	97	
	12	2	2	1	3		2		1	1			6	1	26	5	31	
	3	1	2		2	3	1	2	1	1	1	1			9	8	17	
	3	1							1	1					4	2	6	
	1	1											1		2	1	3	
																	1	
									1						3	2	5	
															3	2	5	
															3	1	4	
	1														1		1	
	2														3	2	5	
Sub-Total	47	8	19	2	13	2	16	7	15	4	21	5	15	10	193	42	235	
	55		21		15		23		18		19		29		55			

Lord Selkirk Park Area

Statistical Breakdown - 2 Person Households - (Tenants)

Table 18 Rental Range in Relation to Age and Sex of Heads of Households

Rental Range	40		45		50		55		60		65		70		Sub Total	Grand Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F		
Under																
\$ 1.00															1	4
10.00											1				1	51
15.00	1	1											1		3	100
20.00	1									1					5	36
25.00	1	1	1											4	6	23
30.00	2								1					2	5	11
35.00	3		1											3	11	11
40.00														1	4	4
45.00	1	1	1						1	1				5	9	9
50.00			1						1					8	13	13
55.00	3		1						1					3	8	13
60.00			1	1	1					1				5	10	8
65.00	2													2	6	10
70.00	1													2	3	3
Free	1													2	2	13
Owners	1	1	1								1			2	2	25
Sub-Total	10	7	2	1	5	1	4	2	9	1	2	3	7	23	2	not in ttl
Grand Total	72	24	21	27	20	26	32	63						39	11	285

STAGES 1-2-3
LORD SELKIRK PARK AREA
Statistical Breakdown - 1 Person Households (Tenants)

In Relation to Income Range and Rents Paid

Table 19

Income Range	Rental Range												Sub-Total	
	Free	10	15	20	25	30	35	40	45	50	55	60		70
Over \$ 100.00	1	10	15	20	25	30	35	40	45	50	55	60	70	3
125.00			3		2				1					6
150.00			1		1				1					3
175.00	1	2	4		1	2								11
200.00	1	2	5	2	1				1					12
225.00			5	3	2	1	1				1			13
250.00		2	8	1										13
275.00		2	10	2	1									15
300.00	1	1	4	2						1				9
325.00		1	3	1										5
350.00			3	3					1					8
375.00														
400.00														
Savings		2	8							1				4
In Business														
Sub-Total	5	3	12	55	15	8	3	1	3	2	1	1	1	115
City P.W.P.	1	1	9	6	6	2				1				26
Prov. P.W.D.														1
O.A.P. - C.A.A.	3		26	31	6	2				2	3			73
D.V.A.-Other Pens.			1	1					1					3
U.I.B.	1	1	1	5	3	5				2				17
Sub-Total	1	1	38	13	15	9	3	1	4	5	2	2	1	100
Total	9	4	50	98	31	17	3	1	4	7	4	1	1	235

Statistical Breakdown - 2 Person Household (Tenants)

In Relation to Income Range and Rentals Paid

Table 20

Income Range	Rental Range														Sub-Total
	Over	10	15	20	25	30	35	40	45	50	55	60	65	70	
Under \$ 100.00					1										1
100.00															6
125.00									1						1
150.00									1						1
175.00															12
200.00															2
225.00															14
250.00															2
275.00			1												1
300.00															16
325.00															3
350.00															12
375.00															5
400.00															8
Savings															2
In Business															1
Sub-Total															6
															10
															2
															8
															1
															1
															1
															2
															19
															116
															50
															265

City P.W.D.
 Prov. P.W.D.
 O.A.P.-O.A.A.
 D.V.A.-Other Pens.
 U.I.B.
 Sub-Total
 Total

Stages 1 - 2 - 3

Lord Selkirk Park Area

Statistical Breakdown - 2 Person Households Relocated - Outside of Area

And Status of New Accommodation as of August 31st, 1964

Table 22

Rental Range L.S. Park	Relocated											Total	Btr. Same	Premises	Comd. of New	Miscellaneous	Died	Work of Town	Moved of Prov.			
	Under	1	10	15	20	25	30	35	40	45	50									55	60	60
Free																						
10.00																						
15.00																						
20.00					1																	
25.00		1	2												1							
30.00			1																		1	
35.00						1																
40.00																						
45.00		1	1							1												
50.00					1																	
55.00							1															
60.00																						
70.00																						
Sub-Total	2	1	1	4	2	2	1	1			4	1	3			22	14	3	2	1	1	1
Totals						19							3			22	(19)	3				3

CHAPTER III

IMPLEMENTATION AND PROGRAMMING

A. ADMINISTRATION

Redevelopment projects receiving financial contributions from Federal, Provincial and Municipal governments must be administered in an orderly and efficient manner. Urban renewal objectives cannot be carried out by a single agency, such as a Planning Commission or Housing Authority. All executive departments, be they building, housing, redevelopment, fire, police, welfare, planning, water or health, all must be made part of a co-ordinated effort and must be continually conscious of the benefits they will derive from it. Unless there is definite placement of responsibility for co-ordination of program activities, lost motion, poor timing, duplication and waste of funds are likely to occur.

1. PUBLIC RELATIONS

Public acceptance of planning is essential to success. The fostering of public understanding is good municipal management and basic assurance that plans will be effective. One of the important functions of the planning agency is to keep citizens informed of what is being done and why. Opportunity should be given for expression of opinion by the people in the community affected by an urban renewal

project, be it redevelopment, rehabilitation or conservation.

In the minds of the public there exists a relatively distorted and stereo-typed image of a "Jarvis Avenue personality" or a "Jarvis Avenue dwelling" in the Lord Selkirk Park area. True, the neighborhood does contain many disadvantaged families where the absence of social controls has produced behaviour patterns which are in conflict with the rest of the community. There are, however, many disadvantaged families, with social and economic problems, who, when given some help, possess an inherent capacity to adequately cope with their new circumstances. There are also many families who are economically independent with few or no problems.

These three groups of families are vitally concerned about the effects that Urban Renewal will have upon their lives. The property owner, the industrialist, the business man, the tenants and absentee landlords are all affected by this project. For this reason the City has prepared a pamphlet giving in a simple form the questions which were being asked by these people and their answers. This has been done merely to reduce the hostility some people inevitably feel about the City's expropriation procedure. The pamphlet also indicates that City Council wants the people involved to know that it appreciates their problems and that the redevelopment policies are designed to make

Winnipeg a better place to live in, and that these policies will be carried out with a minimum of inconvenience to the citizens and residents in the Lord Selkirk Park area.

Following the Expropriation By-Law, May, 1965, the City Solicitor forwarded a copy of the pamphlet to every household affected by the urban renewal project. It dwelt on three major aspects: Redevelopment, Relocation of Families and Compensation. The following questions were asked and answered:

1. WHAT IS REDEVELOPMENT?

Redevelopment is simply a name for removal of worn out buildings to clear the way for new structures. This process goes on continuously in any large city and is carried on by both private and public enterprise. Redevelopment may be on a small scale, such as the demolition of a single building to make way for a new one, or it may be on a fairly large scale as in the case of the Lord Selkirk Park Development.

2. WHO IS RESPONSIBLE FOR THE LORD SELKIRK PARK REDEVELOPMENT SCHEME?

The City, together with the Provincial and Federal Governments.

3. WILL THE ENTIRE REDEVELOPMENT AREA BE ACQUIRED?

Yes, except the properties unshaded on Map No.1. The program will be instituted in four stages, but the actual dates of the various stages cannot be fixed at this time. The first stage is outlined on Map No.2. (Two maps supplied showed areas to be expropriated and the general redevelopment scheme).

4. WILL ALL THE BUILDINGS IN THE REDEVELOPMENT AREA BE DEMOLISHED?

Yes, with a few exceptions.

5. WHO IS ACQUIRING THE PROPERTY IN THE LORD SELKIRK PARK REDEVELOPMENT AREA?

All property negotiations will be carried out by the City on behalf of itself, the Provincial and Federal Governments.

6. WHEN DOES REDEVELOPMENT START?

Redevelopment began officially when City Council passed its first by-law of expropriation in the area. If you are a property owner, in the area of the first stage of the Redevelopment Program you will have already received or will receive shortly a notice of expropriation from the City. The clearing of buildings will be carefully staged to give you reasonable time to move.

7. WHAT WILL THE CLEARED LAND BE USED FOR?

It is proposed that the cleared land north of Dufferin will be redeveloped for housing purposes and south of Dufferin Avenue for commercial uses as shown on Map No.2.

8. HOW WILL I FIND ANOTHER PLACE TO LIVE?

A Relocation Office will be established in the area to assist you to find suitable rental accommodation. Until this office is open, assistance will be available through the Housing Registry. If you are unable to visit the Relocation Office, a Relocation Officer will call at your home to discuss any problem you may have.

9. MUST I MOVE IMMEDIATELY?

No, the acquisition of property will take time. If you own property in the area and for personal reasons must leave the area quickly, contact the City Law Department and tell them you wish to make an early settlement. If you live in a rented house or apartment, you will be advised when the City acquires the property. If you have any questions, do not hesitate to call or visit the Relocation Office.

10. WHAT CHANCE WILL I HAVE OF MOVING INTO THE NEW PROJECT?

No decision has been made yet as to exactly what housing will be available in the Redevelopment area. However, all families who need relocation will be offered accommodation elsewhere in Winnipeg. If possible, and if you so desire, you will be relocated in the area after redevelopment.

11. WHAT RENT WOULD I HAVE TO PAY IF I WERE ABLE TO MOVE INTO A PUBLIC HOUSING PROJECT?

This will depend on the type of accommodation required and the family income. The relocation office will be able to give you this information on application.

12. WHAT WILL I BE PAID FOR THE PROPERTY I OWN?

To make sure you get a fair price, the City will employ experts to estimate the value of the property for you. If you are not satisfied with the price offered you may have it set by the Board of Arbitrators, appointed by the Provincial Government Municipal Board.

13. I HAVE TWO MORTGAGES ON MY HOME. WHAT HAPPENS WHEN THE CITY ACQUIRES MY PROPERTY?

The normal procedure is for the City to negotiate a settlement with the owner, requiring a conveyance of the property free from encumbrance. In practice, the mortgages are usually paid off in the closing of the transaction, the owner of the property receiving the balance of the purchase price.

14. IF I HAVE A LEASE ON THE PROPERTY I OCCUPY, HOW AM I COMPENSATED.

The City Solicitor will investigate all leases. If the law entitles you to compensation, he will discuss it with you.

2. RELOCATION OF FAMILIES

The relocation phase of the urban renewal program is to discharge the contractual responsibility undertaken by the City of Winnipeg under the terms and conditions of the Agreement signed by the City and Central Mortgage and Housing Corporation on November 28, 1962, wherein

- (a) "The City agrees to ensure that families to be dispossessed as the result of the proposed clearance of the lands are offered housing accommodation satisfactory to the Minister of Public Works, Government of Canada".

- (b) "The City may pay amounts incurred in the relocation of families dispossessed as the result of the clearance of land".

The relocation policy and procedure must conform to the spirit as well as the letter of the Agreement, and so to function that displaced families will not be subjected to undue anxiety or hardship. The relocation operation immediately comes to grips with the human and social problems that are inherent in the population which will be dispossessed in the Lord Selkirk Park Redevelopment area. It will be dealing with socially damaged, multi-problem, disabled and infirm families, and in order to achieve desirable social relocation, maximum liaison and cooperation of the relocation service with the Public Welfare and private social agencies servicing the area must be established and maintained. The relocation service must be tightly synchronized with the acquisition and clearance procedures instituted by the City's Advisory Committee.

A Supervisor of Relocation and Special Services was appointed to be responsible for the administration of the relocation program. This is highly administrative work, performed under the general direction of the Director of Housing and Urban Renewal, involved in the management of City owned Housing Projects; property expropriated by the City; Housing Registry and counselling services to the general public; development and direction of services to

the general public; development and direction of services to assist in relocating families displaced by Urban Renewal, Rehabilitation, City By-Law enforcement and other measures related to housing instituted by the City of Winnipeg.

The relocation officer has close and frequent liaison with high-level staff of Public and Private Social Agencies and Civic Departments, and a wide latitude for independent professional and administrative judgment and initiative within the framework of established policy.

The Expropriation By-law set in motion all phases of the Urban Renewal Scheme, including the acquisition of property, the relocation of displaced persons, the clearance of the site and the Redevelopment Plan. This By-law established the boundaries of the area to be affected. All residents within these boundaries were visited. A list was compiled showing their names and addresses. This list was forwarded to the City Law Department, which in turn forwarded legal notices on all owners and tenants occupying property on the date the By-law was passed. Owners were advised of their rights to payment for their property. Tenants were advised of their rights to relocation services and relocation grants.

The form "Lord Selkirk Redevelopment Relocation Service" (pages 113 and 114) was used to secure more detailed information concerning the family structure, social and cultural characteristics. Interviews were conducted

in a thorough but friendly, unhurried manner. The factual data concerning present and previous housing and rents was not difficult to obtain. However, when such matters such as employer's source and amount of income, were discussed, some resistance was experienced. The relocatee involved was free to express his attitude, frustrations, anxieties, and problems arising from forced displacement and relocation.

The "rating" evaluations of the major family characteristics (Form R51-page 115) are based on objective judgments. The application of a grading procedure based upon these factors is only valid after achieving an insight in depth of the major factors which motivate the family. For example, a normal household with no social or financial problems would be considered a non-problem family and would require only factual information or mechanical referral. By weighing the negative factors, it was possible to rate families in relation to handicaps involved in their circumstances.

It was not the purpose of the "rating" process to pigeonhole families in categories, but simply to provide obvious clues that would indicate the degree of need for the professional social services which exist and to help handicapped families make effective use of the total Relocation Services. After determining the nature of the problem, the Relocation worker discussed the matter with

the family, and with its approval contacted the appropriate social agency for an interview with the relocatee. A "multi-service unit" and a "community service unit" were both set up in the Lord Selkirk Park area to provide assistance for persons affected by redevelopment.

Form R52 (page 116) deals with relocation grants. The displaced families and unattached adult tenants residing in premises on the date the Expropriation By-law was passed are eligible for a relocation grant if they agree to vacate the premises voluntarily. Part (2) of the form is completed when accommodation is offered. It records the address, its type, size and rental and whether the offer has been accepted or rejected. If the family relocated itself, this fact was also recorded. This is necessary for a final follow up visit to determine how they have settled down before the case is considered closed. Part (3) is completed when documentary proof is provided that the relocatee has made full or part payment of rent to the landlord of the new premises, and the date he is going to occupy when he vacates his present accommodation. Part (4) records the amount of relocation grant, the voucher number, and dates it was issued and signed by the Relocatee and the Relocation Worker. The signature of the Relocatee is checked against the signature on the form "Lord Selkirk Redevelopment Relocation Service".

The existing Housing Registry, operated by the

Housing and Urban Renewal Branch, which provides a general counselling service to landlords and tenants and refers applicants for accommodation, was incorporated into the Relocation Office service function. Presently it manages

- (a) Flora Place Housing Project - 100 houses.
- (b) 981 Elgin Avenue Project - 16 suites
- (c) Any assigned properties for rental purposes, such as 427 Selkirk Avenue and 1332 Alexander Avenue.
- (d) Houses, apartment blocks, buildings and other properties acquired through the Lord Selkirk Park Urban Renewal Project.

In addition to the above places of accommodation, the Housing Registry has private housing registered by owners. These are inspected by the Relocation Service as to standards. It also refers relocatees to the Housing Authority for placement in the Burrows-Keewatin Project.

3. CO-ORDINATING COMMITTEE

The Committee is made up of a representative from the Department of Municipal Affairs, one from Central Mortgage and Housing Corporation, and the Director of Housing and Urban Renewal, representing the City. This Committee meets regularly once a week. Its function is to offer guidance in carrying out the Redevelopment Project, reviews progress and provides liaison between the three levels of government involved. If need be, the Committee calls on the

services of any other municipal or government departments or agencies and other interested bodies.

4. ADVISORY COMMITTEE

The Winnipeg City Council on March 18, 1963, established an Advisory Committee consisting of one member of each of the following civic departments: Director of Housing and Urban Renewal, Engineering, Health, Finance, Law and Survey. The function of this committee is: to coordinate the work of all city departments involved in urban renewal and public housing projects; to prepare redevelopment schemes; to report to Committees on Finance on all matters pertaining to policy which arise in the course of the work of the Committee.

5. DEMOLITION CONTRACTS

Because of the many factors involved, it is impossible to acquire a sufficient number of dwellings within one stage of the redevelopment scheme for demolition. When approximately twenty buildings have been acquired, regardless of what stage they are in, the City advertises for demolition contracts. The lowest bidder is not necessarily awarded the contract. Periodic inspection by Urban Renewal authorities assures that standards set out in the contract are met.

B. PROPOSED REDEVELOPMENT SCHEMES

The present concept, based upon the existing Section 23 Agreements, was developed by the City's advisory committee on housing and urban renewal. The major elements of the redevelopment scheme, as generally agreed to by the city, the Central Mortgage and Housing Corporation and the Province of Manitoba, consists of an area to be cleared of approximately fifty acres and includes 233 residential and 101 non-residential buildings. It is bounded as is indicated in Plate I. The area to be cleared is divided into four stages (Plate IV), with the acquisition and clearance in each stage being timed in such a manner as to facilitate the implementation of the over-all redevelopment scheme

1. STAGE ONE

All buildings within the boundaries of Stage One are to be acquired and demolished with the exception of 436 King Street. Because of its recent construction and excellent condition, the Partnership acquired the building which will ultimately be resold for a use which will be compatible with the main redevelopment uses in the area.

(a) Resubdivision Design (See Plate VII)

The bulk of resubdivision of land to be acquired and cleared is confined to Stage One of the redevelopment area. Since a Section 36 low-rental housing development is

**LORD SELKIRK REDEVELOPMENT
RELOCATION SERVICE**

Date _____
Phone No. _____

1. Family Name _____ Marital Status _____ Occupancy Status _____ Type of Bldg. _____ Size of Unit _____ Size of Family _____ Self-Cont. _____

Yes No	G. F. P.		
	G.	F.	P.
Shares Bath			
Shares Toilet			
Suff. Furniture			
Suff. H'shd Equip.			
Suff. Beds & B'ding			
Suff. Clothing			
Owms Auto.			

No. of Months	Monthly Rent	INCLUDES					
		H	L	W	L	F	UF

3. Family Composition, Income, Etc.

CHRISTIAN NAME	Age	Sex	Ref. to Head HEAD	School Grade	Place of Birth	HEALTH		Occupation Status	EMPLOYER OR SOURCE OF INCOME	Monthly Earning	Other Income	TOTAL
						G.	F.					
1												
2												
3												
4												
5												
6												
7												
8												
9												
10												
11												
TOTAL												

4. Requests Referral to: F.P. Proj. _____ Priv. Hsg. _____ Temp. on Site _____ Fl. Pl. _____ Other _____ None _____ Debts \$ _____ Mo. payments \$ _____

5. Factors Inhibiting Relocation: _____

6. Social Agencies Interested: Prov. P.W.D. _____ City P.W.D. _____ C.A.S. _____ Fam. Cr. _____ C.G.C. _____ N.S.C. _____ Other _____ P.T.O. → _____

Relocation Worker _____

Signature _____

(1) RESERVE POSSESSIONS
Furniture:—

Beds and Bedding:—

Household Equipment:

Auto owned:—

(2) FINANCIAL CIRCUMSTANCES:—

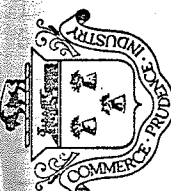
(3) SOCIAL CHARACTERISTICS:—

(4) SUMMARY—Relocatee's Tentative Plan:—

(5) RELOCATION WORKER'S tentative evaluation of Relocatee's need and plan:—

DATE

INITIAL



SOCIAL EVALUATION SHEET

HOUSING & URBAN RENEWAL RELOCATION SERVICE

PERSONAL ASPECTS:-

EVALUATION RE NEED FOR SERVICES

POINTS

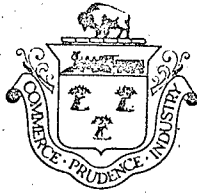
* or - Rate

	YES	NO
A) Does Person Seem * Intelligent Friendly Unusually Nervous Behaviour - Normal Dress - Normal	<input type="checkbox"/>	<input type="checkbox"/>
B) Health - Good Any Disability in Family Who What Disability	<input type="checkbox"/>	<input type="checkbox"/>
C) Reaction of Parents to Children Parents Friendly Parents Abusive Children - Well Behaved Children - Unruly Social Activities Adults - Attend Church Adults - Attend Clubs	<input type="checkbox"/>	<input type="checkbox"/>
E) Do you think Family will present an unusually difficult problem?	<input type="checkbox"/>	<input type="checkbox"/>
F) Housekeeping: Good Fair Poor	<input type="checkbox"/>	<input type="checkbox"/>

HOUSEHOLDS	NORMAL	NON-NORMAL	+	-	+	-	+	-
A) Parents and Children								
B) Married Couples								
C) Blood Relatives								
A) Broken Families With Children								
B) Unwed Couples								
C) Unmarried Mothers - Children 18 yrs.								
D) Composite Family								
A) Housekeeping & Child Care Good								
A) Bad Housekeeping								
B) Acute Marital Conflict								
C) Juvenile Delinquency								
D) Adult Crime								
E) Alcoholism								
F) Wilful Unemployment								
G) Child Neglect								
A) Able to Support Themselves on Income								
A) Inadequate Pension								
B) Inadequate Social Allowance								
C) Record of Recurring Unemployment								
D) Unable to Handle Money								

* NOTE: This to be finished immediately after you complete your interview or when you can make a meaningful judgement - otherwise leave blank.

Determine and deduct Minus factor from Maximum of category. This may indicate nature of problem and need for referral to Social Agency



HOUSING AND URBAN RENEWAL
LORD SELKIRK PARK - REDEVELOPMENT AREA
RELOCATION SERVICE

Ref. _____
Number _____

RELOCATION ALLOWANCE

Name _____ Size of Family _____ Owner _____
 Tenant _____
 Subtenant _____

Present Address _____ Rent _____ No. of Rooms _____
 In _____ R. Single House _____ R. Duplex _____ R. Row House _____ Apt. Building _____
 Furnished _____ Unfurnished _____ Heated _____ Unheated _____

ACCOMMODATION OFFERED () Date _____ 196 _____

Address _____ Rent _____ No. of Rooms _____
 In _____ R. Single House _____ R. Duplex _____ R. Row House _____ Apt. Bldg. _____
 Self Contained _____ Heated _____ Furn. _____ Unfurn. _____
 Accepted _____ Rejected _____ Reason _____

F.P.	_____
Priv.	_____
City Hsg.	_____
On Site	_____
Other	_____

MOVED TO Date _____ 196 _____

Address _____ Rent \$ _____ No. of Rooms _____
 In _____ R. Single House _____ R. Duplex _____ R. Row House _____ R. Apt. as _____
 Located by Registry _____ Self _____ Other _____ Not Known _____
 Suitable Standard Housing _____ Inspected By _____
 Comment: _____

Owner	_____
Tenant	_____
Subtenant	_____
Boarder	_____
Other	_____

RELOCATION ALLOWANCE

Eligible for Allowance of _____ Dollars

Voucher No. _____ For \$ _____ Issued _____ 196 _____

To _____

Certified and Witnessed

Authorized by

Signature of Relocatee

(A/C Mach. No. 100-123-032)

PLATE VII

PARISH

DE

ST

35

DOWN

36






to be built in this Stage One area, it was necessary to design the subdivision of the lands in such a manner as to create a site which would accommodate a housing development of 345 units. This housing development will be located adjacent to the existing school and park sites at the north end of the development area, and would therefore consolidate these into one block of land to form a comprehensive development containing low-rental housing, schools and park sites (see plate VIII).

(b) Streets and Traffic

In order to construct a housing development of this magnitude, the existing grid iron pattern would have to be abandoned and a new system of streets introduced which would allow sufficient area for the proposed units. Traffic therefore would flow around the development area. The new street pattern would improve the general amenity of the area which had come to be regarded as a highly undesirable district by both its residents and the public at large. At the same time, it was recognized that it would be both desirable and expedient to create sites with frontage on a main East-West thoroughfare to act as relocation sites for displaced light industrial and commercial enterprises which, by their very nature, have to be re-established within the general area. A solution satisfying the above requirements

PLATE VIII

ST. NG
ARK SITES AND
S THEREOF

-  EXISTING SCHOOL SITE
-  EXTENDED SCHOOL SITE
-  EXISTING PARK SITE
-  EXTENDED PARK SITE
-  FEDERAL-PROVINCIAL HOUSING

ROBINSON

SCALE : 1 INCH = 100 FEET

was found in the realignment of Dufferin Avenue's right-of-way (see Plate IX), together with the closing of all the street rights-of-way north of the new Dufferin Avenue between Robinson and King Streets.

The site thus created would consist of approximately 11.4 acres, and the curved realignment of the new Dufferin Avenue right-of-way will serve to relieve the monotony of the rigid grid system pattern which formerly existed.

It was found necessary to introduce a slight realignment of Charles Street in order to achieve a right-angled "T" intersection with the new alignment of Dufferin Avenue. This was considered desirable from the standpoint of traffic safety.

Since the sites created south of the new Dufferin Avenue are designed to accommodate light industrial uses, it was considered advisable to close Jarvis Avenue between Robinson and Schultz Streets, in order to create larger sites to accommodate the larger industrial uses anticipated in the area. The section of Jarvis Avenue between Schultz and King Street is to remain open in order to allow access to those establishments which are to remain in the present locations north of Jarvis Avenue between Schultz and Derby Streets.

(c) Zoning Controls

Stage One of the redevelopment scheme, bounded by

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLATE IX

PLAN SHOWING STREETS AND LANES PROPOSED TO BE CLOSED AND OPENED

REFERENCE



REDEVELOPMENT AREA No. 1.



STREETS AND LANES PROP. TO BE CLOSED



STREETS PROPOSED TO BE OPENED

36
JOHN ST
35
57
OF
PARISH

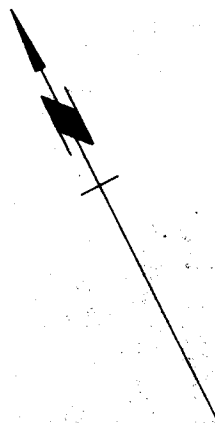
SALTER

10

63

MAIN

LAND AV.



SCALE: 1 INCH ~ 200 FEET

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLAN SHOWING STREETS AND LANES PROPOSED TO BE CLOSED AND OPENED

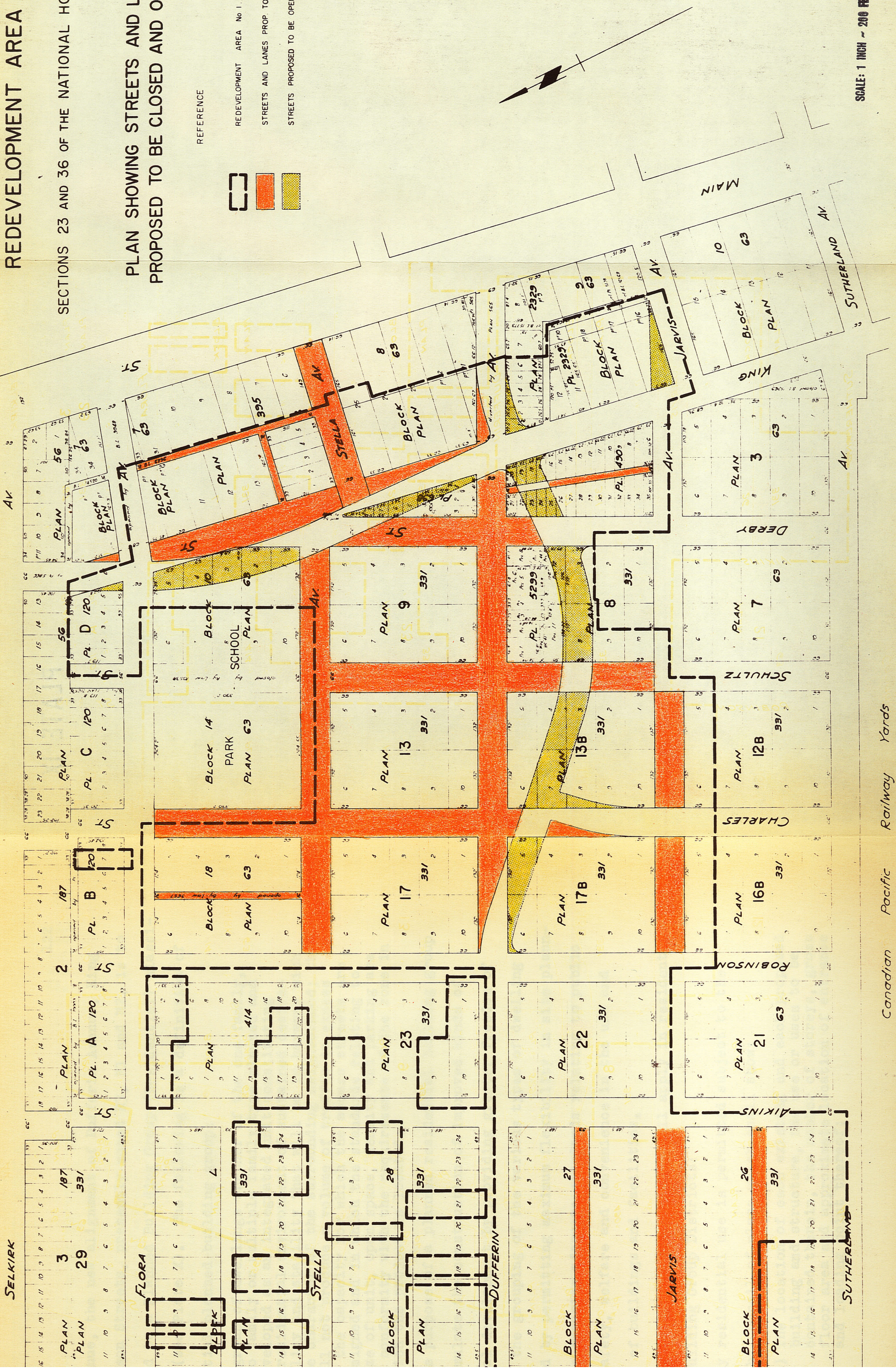
REFERENCE



REDEVELOPMENT AREA No 1.

STREETS AND LANES PROP. TO BE CLOSED

STREETS PROPOSED TO BE OPENED



SCALE: 1 INCH = 200 FEET

JOHN

35

ST

OF

PARRISH

SELKIRK

FLORA

ALPEK

STELLA

BLOCK

DUFFERIN

SALTER

JARVIS

SUTHERLAND

PLAN 3

PLAN 29

PLAN 414

PLAN 331

PLAN 28

PLAN 331

BLOCK 27

PLAN 331

BLOCK 26

PLAN 331

PLAN 187

PLAN 120

PLAN 4/4

PLAN 23

PLAN 331

PLAN 22

PLAN 331

PLAN 21

PLAN 63

PLAN 187

PLAN 120

PLAN 18

PLAN 17

PLAN 13B

PLAN 17B

PLAN 16B

PLAN 12B

PLAN 13B

PLAN 120

PLAN 120

PLAN 14

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PLAN 7

PLAN 3

Flora Avenue, the new alignment of Dufferin Avenue, King and Robinson Streets, presently zoned R3, M1 and M2, is to be rezoned to a Planned Building Group (Residential) classification (see Plate X). The following is a definition of a residential planned building group:

A group of dwellings whether of the one family, two family or multiple family type planned and developed as an integrated unit constituting a residential environment of sustained desirability and stability that will be in harmony with the character of the surrounding neighborhood; that will not produce a volume of traffic in excess of the capacity for which the access streets are designed and in which the standards relating to size of unit, open space, density and parking are in conformity with the requirements of the zone in which the project is located.

The purpose of a planned residential building group is to stimulate the construction of improved kinds of residential development by providing greater freedom of choice in the grouping of the various types of dwelling units, and by permitting maximum flexibility in site planning, while ensuring adequate standards relating to public health, safety, welfare and convenience in the use and occupancy of buildings and facilities.

The following regulations shall apply in residential Planned Building Group Districts:

Any residential use is permitted subject to the approval by Council of plans which shall show:

- (a) The location of each existing and each proposed building and structure, the use or uses to be contained therein, the number of storeys, gross floor area and approximate location of entrance and loading point thereof;

PLATE X

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLAN SHOWING EXISTING HOLDINGS

(IN ACCORDANCE WITH 1962 ASSESSMENT ROLL)

and

PROPOSED RESUBDIVISION OF AREA AFFECTED BY STAGE I OF CLEARANCE AREA AND PROPOSED ZONING

REFERENCE



REDEVELOPMENT AREA No 1



PLANNED BUILDING GROUP (RESIDENTIAL)



R3 (WITH DENSITY CONTROL)



PLANNED BUILDING GROUP (COMMERCIAL)



PLANNED BUILDING GROUP (LIGHT INDUSTRIAL)



M2 (WITH RESTRICTIONS WHERE POSSIBLE)



M3 (WITH RESTRICTIONS WHERE POSSIBLE)



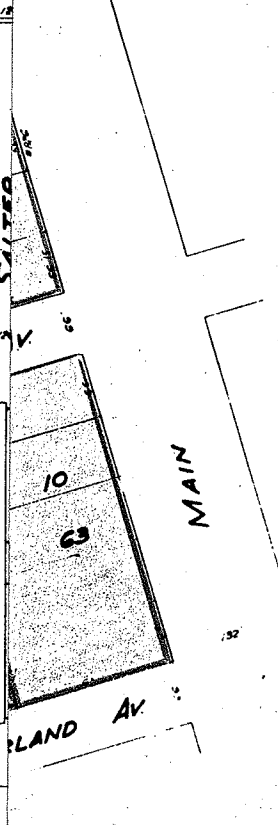
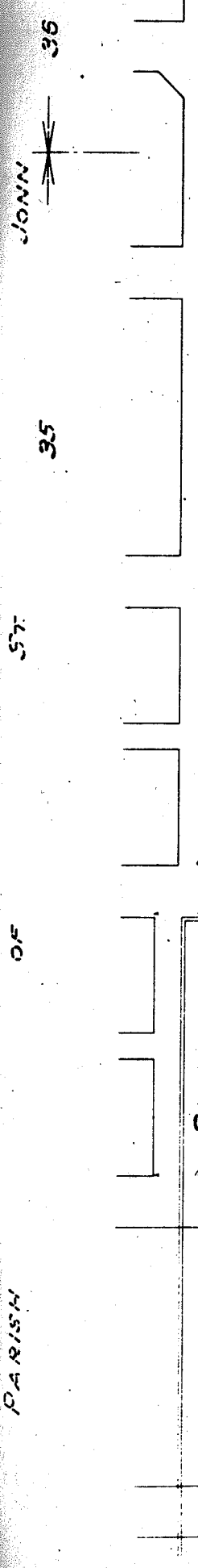
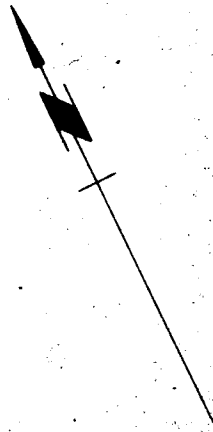
PROPERTY ACQUIRED, BUILDING NOT TO BE DEMOLISHED



PROPERTIES NOT TO BE ACQUIRED



C2 (COMMERCIAL)



SCALE: 1 INCH = 200 FEET

SELKIRK

AV

REDEVELOPMENT AREA

SECTIONS 23 AND 36 OF THE NATIONAL HOUSING ACT

PLAN SHOWING EXISTING HOLDINGS (IN ACCORDANCE WITH 1962 ASSESSMENT ROLL) and

PROPOSED RESUBDIVISION OF AREA AFFECTED BY STAGE I OF CLEARANCE AREA AND PROPOSED ZONING

REFERENCE



REDEVELOPMENT AREA No 1

PLANNED BUILDING GROUP (RESIDENTIAL)

R3 (WITH DENSITY CONTROL)

PLANNED BUILDING GROUP (COMMERCIAL)

PLANNED BUILDING GROUP (LIGHT INDUSTRIAL)

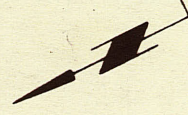
M2 (WITH RESTRICTIONS WHERE POSSIBLE)

M3 (WITH RESTRICTIONS WHERE POSSIBLE)

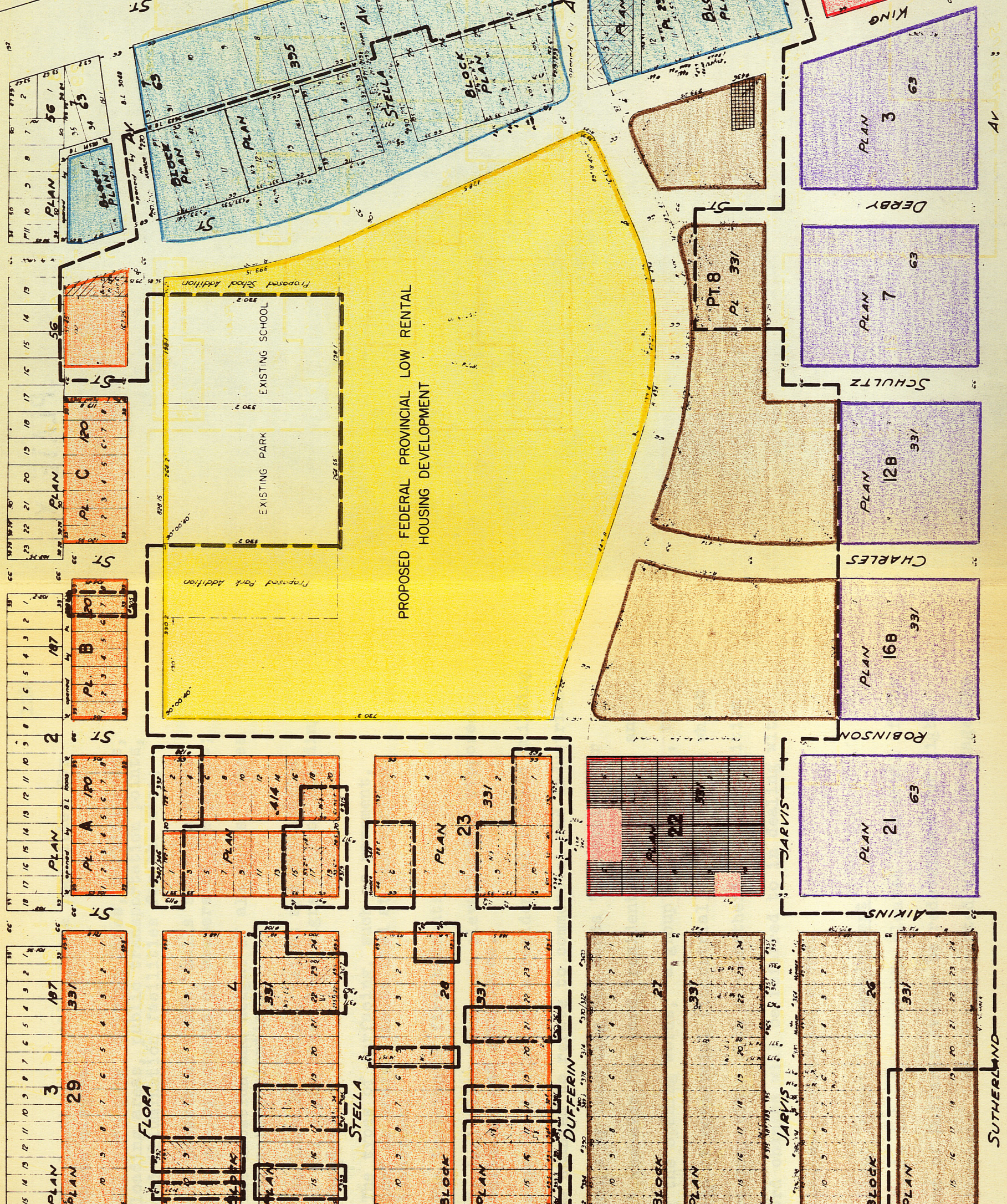
PROPERTY ACQUIRED, BUILDING NOT TO BE DEMOLISHED

PROPERTIES NOT TO BE ACQUIRED

C2 (COMMERCIAL)



SCALE: 1 INCH = 200 FEET



Canadian Pacific Railway Yards

AV

SELKIRK

FLORA

STELLA

DUFFERIN

SALTER

JARVIS

SUTHERLAND

AV

ST

AV

AV

JARVIS

KING

AV

Railway Yards

Pacific

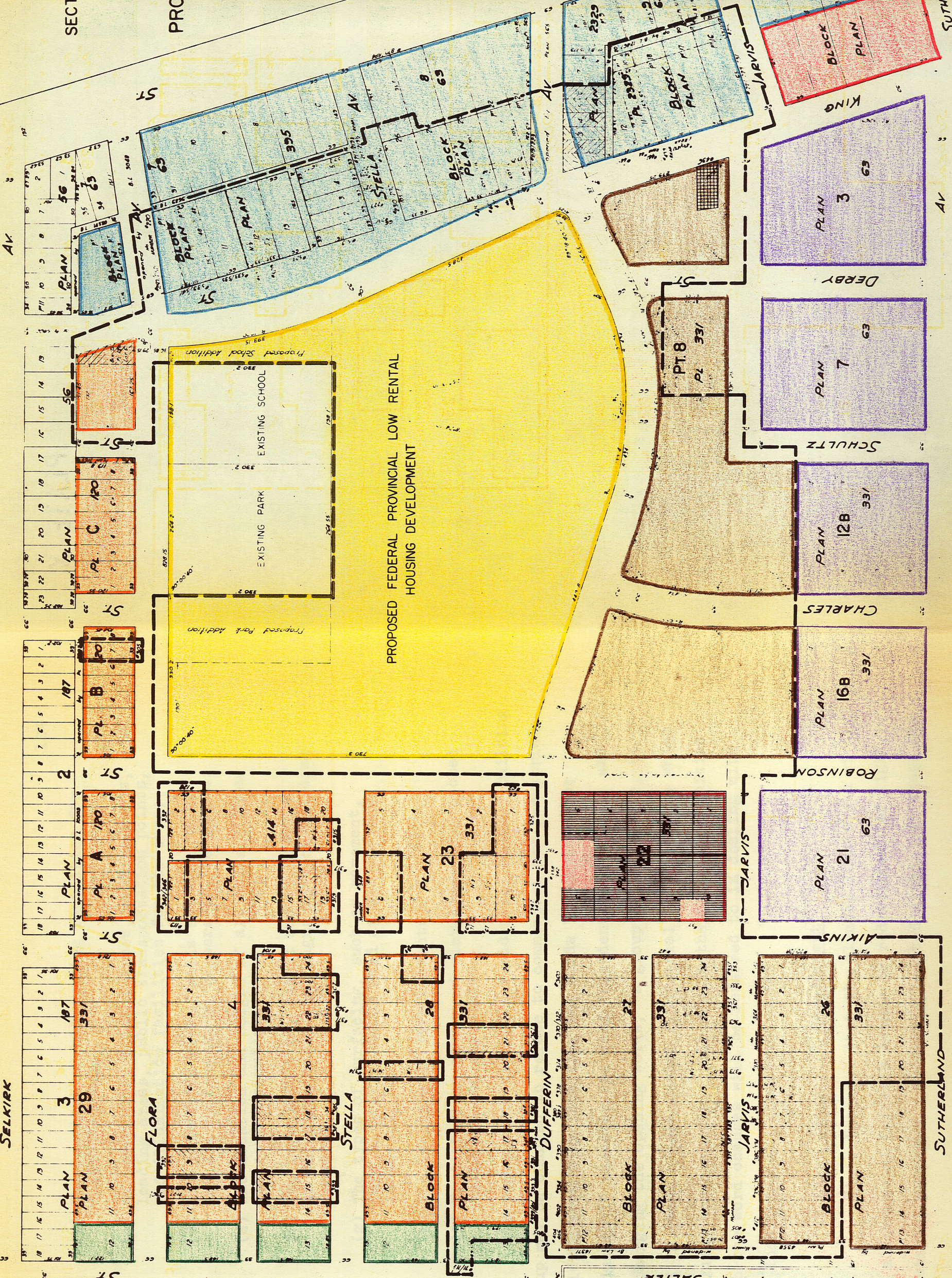
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REDEVELOP

SECTIONS 23 AND 36 OF

PLAN SHOWING
(IN ACCORDANCE WITH)

PROPOSED RESUBDIVISION BY STAGE I AND PARTIAL



PROPOSED FEDERAL PROVINCIAL LOW RENTAL HOUSING DEVELOPMENT

EXISTING PARK

EXISTING SCHOOL

Proposed Park Addition

Proposed School Addition



- (b) The location of all outside facilities for waste disposal;
- (c) All curb cuts, driving lanes, parking areas, loading areas, public transportation points, and illumination facilities for the same;
- (d) All pedestrian walks, malls and open areas for use by tenants or members of the public;
- (e) The location and height of all walls, fences and screen plantings;
- (f) The location, size, height and orientation of all signs other than signs flat on building facades;
- (g) The types of surfacing, such as pavement, turf or gravel, to be used at the various locations;
- (h) The location of fire hydrants;
- (i) Typical floor plans and elevations of proposed buildings and structures.

The above definition of a residential Planned Building Group may be changed to relate to commercial and industrial building groups by inserting the words "commercial" or "industrial" wherever the word "residential" appears, and by changing the opening words, "a group of dwellings", to read "a group of commercial (industrial) buildings in which the uses are compatible with one another". The definition with the word changes will be referred to in dealing with the industrial and commercial areas.

(d) Light Industrial Development

It is intended that the cleaved land south of the new alignment of Dufferin Avenue be redeveloped for light industrial purposes. Presently located within the Stage One

Area are a number of small industries such as a bakery, sausage manufacturers, metal shop, paint shop and candy manufacturer, which are desirous of being offered alternative locations within the same general area. In many cases these small industries have done business in the area for many years and the continued success of their operations hinges on remaining in the area. It is proposed to accommodate as many of these industries as possible within the cleared land south of Dufferin Avenue.

On this basis the City recommended to the Metropolitan Corporation of Greater Winnipeg to rezone this area as Planned Building Group, light Industrial (see Plate X). This type of classification will ensure a high standard of building construction, site development and industrial performance, so that the industrial uses located there will in no way distract from adjoining uses. The area to the south will remain under its present zoning classification, M3 Heavy Industrial, with the introduction of more stringent controls regarding height of storage and enclosure of sites. This will result in an upward gradation of uses proceeding from the C.P.R. right-of-way to the low-rental housing north of the new Dufferin Avenue.

The existing junk yards presently located within the M3 area will remain. The reasons are twofold: first, the high cost involved in acquiring these businesses is more than the City is prepared to pay; and secondly, the problem

of relocating them would involve a greater expense, as no municipality is ready to accept junkyards within their confines. Since they are to remain, the City has ammended Licence By-law No.19082 Section 34, pertaining to the maintenance of these businesses. The following regulations shall apply:

1. All junk-yards are to be fenced, screened off the contents - the fence to be a solid structure.
2. Fences are to be properly maintained and painted or treated.
3. No junk is to be piled higher than the 4 foot fence.
4. No junk is to be piled within 4 feet from any dwelling, and 2 feet from the fence.

(e) Distribution of Dwelling Units and Types of Dwelling Structures

The suggested proportioning of the various sized dwelling units has been based on three main considerations:

1. Site areas available for housing purposes.
2. Density of development.
3. Distribution of need.

The total site area available for housing purposes (exclusive of public open space) is 11.96 acres. At an overall net density of 100 persons per acre, and assuming an average occupancy rate of 1.0 persons per habitable room a total of 1196 habitable rooms can be provided. It is suggested that the distribution of these habitable rooms in various sized dwelling units be as shown in the following

table:

Dwelling Type	Dwelling No.	Units %	Habitable No.	Rooms %	Building Type and Occupancy
Bachelor	30	8.52	30	2.23	9-storey apartment block with 3 bedroom maisonette suites on lower floors and bachelor and 1 bedroom suites on upper floors
1 bedroom	40	11.36	80	5.95	
3 bedroom	<u>22</u>	<u>6.25</u>	<u>88</u>	<u>8.93</u>	
	92	26.13	198	17.11	
1 bedroom	16	4.54	32	2.98	family dwelling units in various horizontal multiple housing forms, i.e. row housing, maisonette semi-detached, etc.
2 bedroom	80	22.73	240	22.30	
3 bedroom	124	35.24	496	40.14	
4 bedroom	30	8.52	150	13.01	
5 bedroom	<u>10</u>	<u>2.84</u>	<u>60</u>	<u>4.46</u>	
Subtotal	260	73.87	978	82.89	
Total	352	100.0	1176	100.0	

The distribution suggested above results in an overall total of 352 dwellings units containing a total of 1176 habitable rooms. This produces an overall net density of 98.3 habitable rooms (or persons) per acre which is very near the assumed density of 100 persons per acre.

In order to introduce an interesting contrast to the horizontal multiple housing and to help achieve the desired density, it is suggested that a high-rise (9-storey) apartment building be employed which would contain 40 bachelor suites on the upper 5-storeys designed to accommodate single unattached

persons, with the lower four storeys being made up of two storey, three-bedroom maisonette units for family accommodation.

The remainder of the dwelling units would be suitably arranged in various types of horizontal multiple family dwellings such as row housing, back-to-back housing, and three-storey maissonettes. Design and cost considerations may dictate certain modifications in the number of dwelling units and the distribution as suggested above (see Architect's Concept, p.129).

(f) Rentals: Re Lord Selkirk Park

The Winnipeg Housing Authority will be appointed to administer and operate the housing project in the Lord Selkirk Park development.

In the past, the rental scale used in public housing projects under Section 36 of the National Housing Act has been based on the Carver-Hopwood formula, a progressive rental scale. Central Mortgage and Housing Corporation introduced the graduated rental scale to be applied in both the Burrows-Keewatin and Lord Selkirk Park projects.

The basic difference between the Carver-Hopwood rental schedule and that proposed by Central Mortgage and Housing Corporation is that the Carver-Hopwood schedules relate the shelter component of rentals to family income and sizes, while the new schedules relate rentals to family

Architect's Concept
of Proposed Low-
Rental Housing
Lord Selkirk Park
Redevelopment Area.



income irrespective of family size and include a fixed allowance for monthly service charges. Neither of these schedules includes family allowance in the computation of family income.

When these two schedules are reduced to the same terms, that is, the Carver-Hopwood rentals are adjusted to include a monthly service charge allowance of \$15.00, then there is no significant difference between the rentals produced by either schedule for an average size family of five persons.

The new schedule is graduated in such a manner that families in the lower income range, below \$222.00 per month, pay less rent than they would under the Carver-Hopwood schedule, the families whose monthly income are in excess of \$222.00 per month pay slightly higher rent than they would under the Carver-Hopwood schedule. The latter consideration involves an incentive whereby those families whose income structure improves will be encouraged to seek housing accommodation in the market and thus make the low rental accommodation available to families of lesser means. The minimum monthly rental is fixed at \$45.00 per month.

The following examples will illustrate the application of the graduated rental scale.

Example 1

Family in receipt of welfare payments-rental applicable (regardless of family size) -

minimum - \$45.00 monthly.

Example 2.

Family income	\$170.00	
Rental applicable on scale	45.00	since this is the minimum monthly rental

Example 3.

Family income	\$222.00	
Scale rental	60.00	
Less service allowance	15.00	
Rental applicable	45.00	monthly

In this example, the Carver-Hopwood scale would have produced, on the basis of three children in the family a rental figure of \$45.00 monthly.

Example 4.

Family income	\$238.00	
Scale rental	65.00	
Less service allowance	15.00	
Rental applicable	50.00	monthly

The Carver-Hopwood scale (three children) would have been \$50.00.

Example 5.

Family income	255.00	
Scale rental	70.00	
Less service allowance	15.00	
Rental applicable	55.00	monthly

Comparison rental on Carver-Hopwood scale (three children) would have been \$54.00 monthly.

(g) Parking

In order to provide accommodation for the proposed high density housing project, and to retain as much green space as possible, it is highly impracticable to sever the area with undue access roads and intermittent parking spaces. On this basis it is recommended that 25 percent parking be allocated to bachelor and one room apartments with provision for 50 percent in the future, and 50 percent parking for two or more bedroom apartments with provision for 100 percent in the future. Because of the proximity to the downtown area and nearness to public transportation, it is feasible to assume the facilities proposed will supply satisfactory accommodation.

The area designated for parking is along the north side of the new Dufferin Avenue realignment, just south of the housing project. The maximum walking distance to the parking area would be approximately 100 feet.

(h) Pedestrian Pathway

It is recommended that the existing road between David Livingstone School and the proposed housing project (Stella Avenue) be retained as a public pedestrian walk which would be approximately 20 feet wide: Only in cases of emergency would vehicles be permitted to enter this walkway. This would limit the type of vehicles entering to fire trucks only. Both ends of the pathway would be

chained off, in which case fire trucks entering the passageway could break the chains.

(i) Garbage Collection

It is recommended that garbage units be made accessible from inside and outside. The Housing Authority is to be responsible for transferring of garbage to a central collection point. This collection point is to be located adjacent to the parking area, to be screened and properly maintained. The proposed location allows for easy access of garbage trucks by way of the parking area, and as many as 20 to 30 cans may be emptied in one parking space. To avoid unnecessary noise and disturbance associated with garbage collection, it is suggested that garbage be picked up once a week. Garburators and incinerators are discouraged as these constitute problems in a public housing project.

(j) Other Services

It is recommended that all meters, whether gas or hydro, be located outside, thus permitting regular reading and thus avoiding arrears. To eliminate unsightly appearances of meters on walls, these are to be located in a central area, screened and only accessible to the people responsible for reading them. Stoves and fridges are to be supplied with each apartment unit. Central Mortgage and Housing Corporation will be responsible for

deciding whether cooking will be by gas or electricity and the basis on which the tenant will be charged for heating the unit.

The Manitoba Telephone System is to install all underground wiring, but Central Mortgage and Housing Corporation will be responsible for supplying the conduit wires.

It is suggested that a central television antenna be erected with a booster servicing all units. Antenna wires should be provided for each dwelling unit.

(k) Landscaping and Maintenance

Landscaping in a project of this type is as important as the design of the buildings in terms of creating and retaining a desirable environment. Landscaping should be designed bearing in mind the relatively high density of the area. Hard surface materials, and either raised or sunken grass should predominate in the public open spaces.

The success of this project will depend on a good standard of maintenance. It is suggested that permanent materials such as brick, concrete, stone and other types of masonry which require little or no maintenance should be used.

(l) Joint Community Service Centres

The need for greater recreational facilities in

the Lord Selkirk Park area motivated the proposal of a joint use building adjoining the existing David Livingstone School. Having several facilities in one complex would be more economical in relation to maintenance and use than having them all separate, and would allow accessory space for outdoor activity. Included in the proposed building would be a gymnasium and auditorium, locker rooms, health and welfare offices, a library and swimming pool. The closing of Pritchard pool, which had been utilized by residents of the area, prompted the inclusion of a pool in this complex. Design of the building will be such that the swimming pool, auditorium and gymnasium could be used by students during the day, screened off from the remaining building at night and used by the residents of the area or adjacent neighborhoods.

2. STAGE TWO

All buildings within the Stage Two boundaries will be acquired and demolished: Since all properties fronting on Main Street are in relatively good condition it was not deemed economically feasible to acquire and clear that portion fronting Main Street between Flora and Jarvis Avenues. There is, however, a possibility that the owners of commercial property on Main Street will participate in a joint private redevelopment scheme by pooling their resources and developing an exclusive shopping centre. With this as

an objective it was decided to acquire and clear all property between King Street and the lane west of Main Street. This cleared land would thus be available to owners of property on Main Street if they desire to undertake such a scheme. A preliminary scheme for such a development is presently under consideration by the owners and is regarded by the City as an extremely desirable amenity for the proposed low rental housing development and would provide modern and adequate shopping facilities for the families who will ultimately live in the low-rental housing, as well as for the general population in the district.

Should this shopping complex become a reality, then it is the intention to close Stella Avenue between King and Main Streets in order to consolidate these two blocks into a single block, with access to and egress from being provided by means of a service road running parallel to the King Street frontage.

If the present proposals for private redevelopment of the blocks bounded by Flora and Stella Avenues between King and Main Streets, and Stella and Dufferin Avenues between King and Main Streets, do not materialize, then it is intended that the ultimate redevelopment of this area will be of a commercial character compatible with the remainder of the commercial development between King and Main Streets.

The City has recommended that the property between

King and Main Streets from Flora to Jarvis Avenue be rezoned to a Planned Building Group, Commercial classification. This permits an integrated type of commercial development incorporating a variety of commercial buildings arranged in an architecturally pleasing layout which would be difficult to achieve under an ordinary downtown zoning classification (See Plate X).

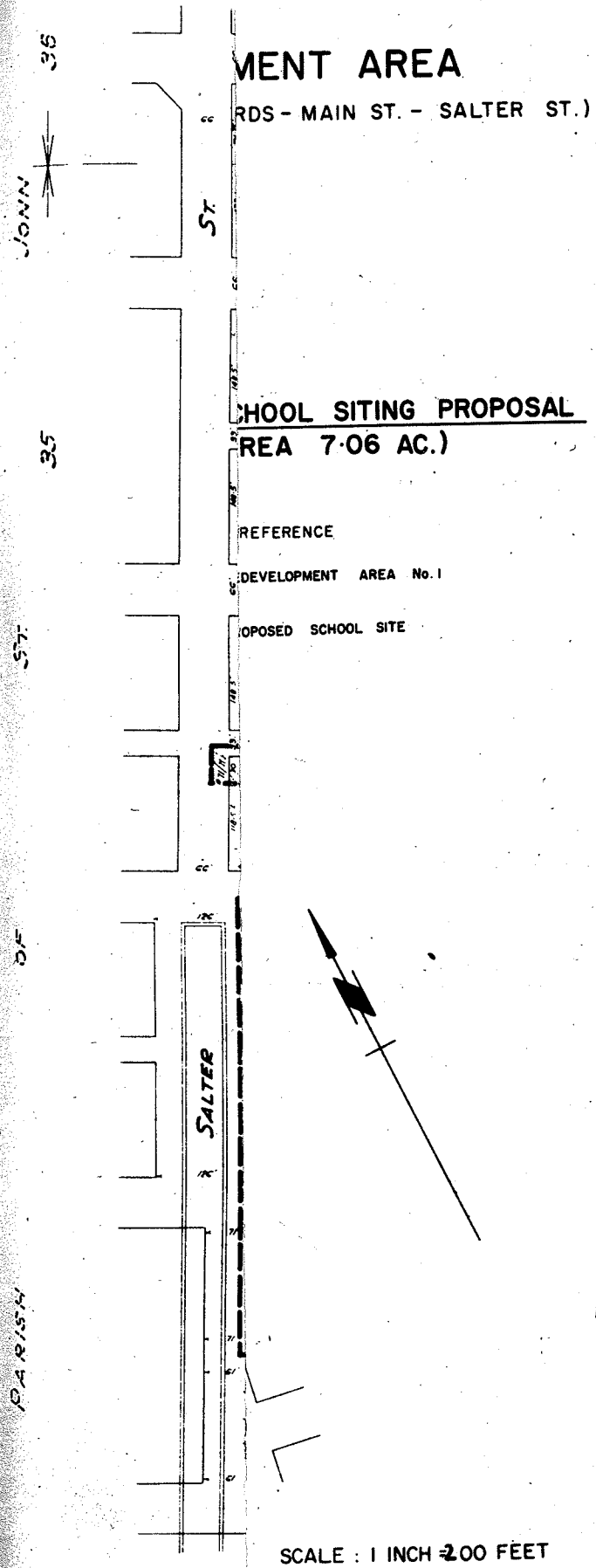
3. STAGE THREE

Within the boundaries of Stage Three, all buildings are to be acquired and demolished with the exception of two industrial plants in Block 22, Plan 331 (See Plate XI). The two buildings were retained for the following reasons:

- (a) A probable acquisition cost in excess of \$750,000.
- (b) The buildings in question are in good condition and it is anticipated the owners can be persuaded to co-operate in refurbishing the exteriors of the buildings so that they will blend in well with the structures to be built in the area.
- (c) The use of these buildings do not constitute a nuisance to adjoining areas, the business being conducted entirely within the structures.
- (d) Many of the 300 employees who work in the two plants live in the adjacent neighborhood.

The Winnipeg School Division No.1 has indicated for several years that it was interested in developing a Junior Vocational in the north end of the City. Would a school of this type be a desirable redevelopment use in the Lord Selkirk Park area from planning, economic and sociological

PLATE XI



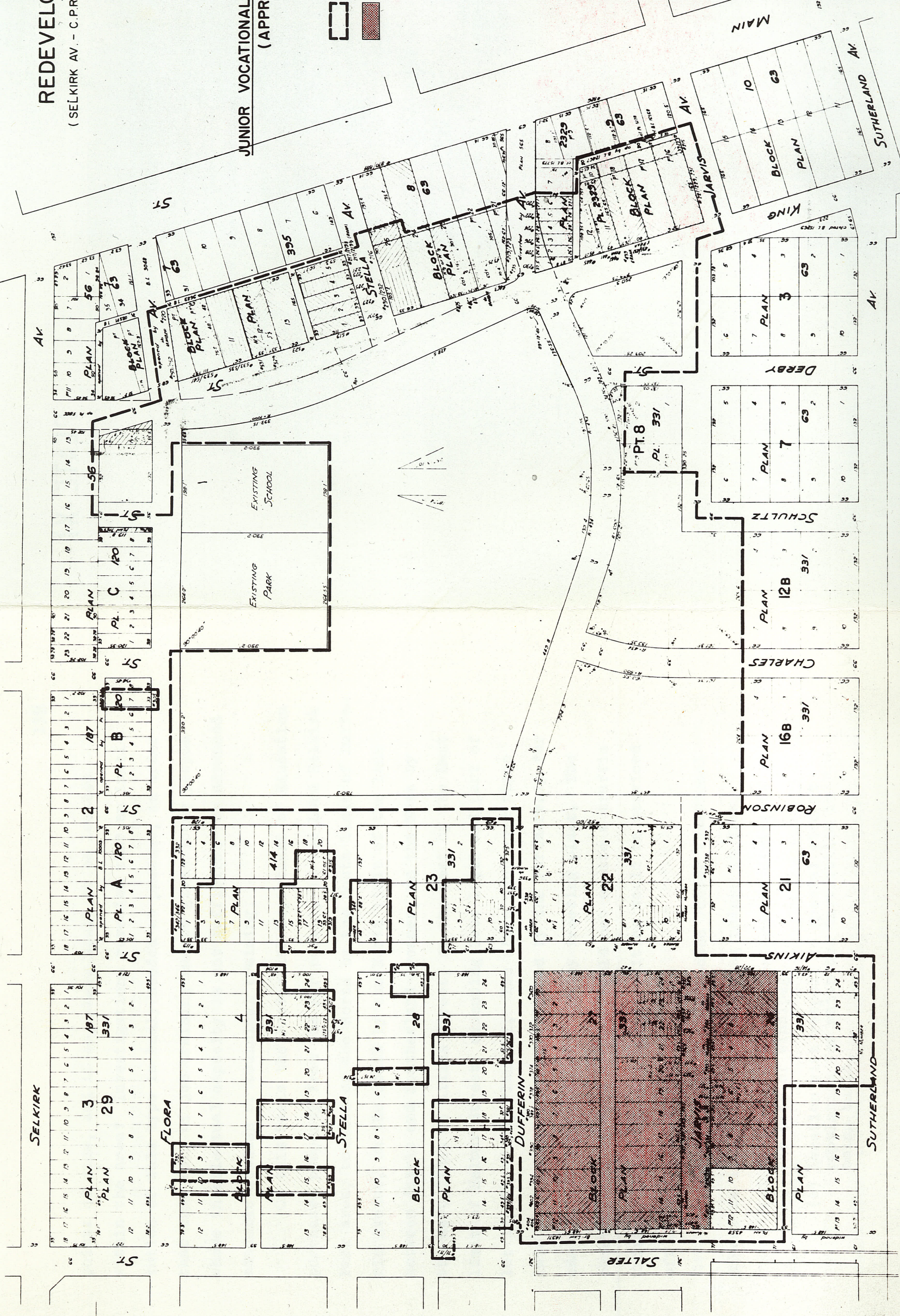
SCALE : 1 INCH = 200 FEET

REDEVELOPMENT AREA

(SELKIRK AV. - C.P.R. YARDS - MAIN ST. - SALTER ST.)

JUNIOR VOCATIONAL SCHOOL SITING PROPOSAL (APPR. AREA 7.06 AC.)

- REFERENCE
- REDEVELOPMENT AREA No. 1
- PROPOSED SCHOOL SITE



SCALE : 1 INCH = 200 FEET

Canadian Pacific Railway Yards

35

JOHN

35

ST

OF

PARRISH

points of view, and if so, where would it be located within the area? Investigations revealed that an institution of this type is badly needed at present, in order that some form of job training can be given young people whose intellectual capacity is not sufficient for advanced academic studies or technical training.

On this basis the Provincial Department of Education purchased property from the Partnership in the Lord Selkirk Park area, bounded on the North by the South limit of Dufferin Avenue, on the South by the North limit of the lane between Jarvis and Southerland Avenues, on the East by the West limit of Aikins Street, on the West by the East limit of Salter Street, excepting lots 10,11 and part of lot 12, Block 26, Plan 331. The above mentioned three lots will be acquired and cleared by the Partnership for the planned expansion of a nearby freezing plant. The construction of such a plant would not create a traffic nuisance as truck terminal facilities would be serviced off Sutherland Avenue.

The location of this proposed Junior Vocational School is ideal from the following points of view.

- (a) Accessibility from residential districts in the City of Winnipeg.
- (b) Location with respect to special student population for which the institution is being built.

- (c) Relationship to existing and future development of a larger community (Metro Development Plan).
- (d) Compatibility with redevelopment scheme for the Lord Selkirk Park Development.
- (e) Minimum site area required is 7.0 acres.

Since the school is anticipated to have a potential of some 200 out of town students, the possibility of a student residence is under consideration.

In addition to providing a job-training program, the recreational functions will become part of such a programme. In keeping with the Federal Government's Health and Fitness Program, and further, the requirements for training of future athletes in the track and field area, it was recommended that the gymnasium should not only include the basket-ball equipment necessary, but should provide seating for spectators, a perimeter track at a high level, plus all the additional health and fitness requirements such as parallel bars, high bars, low bars and climbing ropes.

Should the swimming pool in the David Livingstone School Community Centre Complex not become a reality then the potential of the inclusion of a swimming pool in this program should be considered. A pool integrated in the recreational facilities of this institution would provide for the training of Red Cross Society life guards, who could then seek employment as lifeguards for hotels, motels

and public beaches. The swimming pool could very well be located near the basement of the gymnasium area and could therefore combine the locker room requirements for the gymnasium and swimming pool together with the showers for these two areas, thus producing some economy in building.

It was recommended that the Winnipeg School Board operate and maintain the recreational functions and facilities. It was further recommended that it would be possible for the recreational facilities provided to be utilized by the residents of the area at night.

The City recommended that Blocks 26 and 27, Plan 331 in Stage Three, be rezoned to Planned Building Group, Light Industrial classification. This again would permit an integrated type of industrial development incorporating high standards of building design, layout, site development and industrial performance.

A Planned Building Group, Light Industrial classification for Block 27 does not preclude the construction of the Junior Vocational School in this block. Block 22, Plan 331 in Stage Three, will remain M2 zoning classification, except that certain restrictions will be imposed with respect to performance characteristics.

4. STAGE FOUR

The Stage Four area is bounded by Flora Avenue to the north, Dufferin Avenue to the south, Robinson Street

to the east and Salter Street to the west. It is intended that the residential characteristic of this area be preserved. For this reason the Metropolitan Planning Division placed the entire area under R3, Multiple-Family zoning classification with the exception of the property flanking on Salter Street, which it was felt should remain under its existing commercial C2 zoning classification since the existing commercial establishments located there are basically sound and since Salter Street is a main thoroughfare it is capable of handling commercial development (See Plate X).

C. REHABILITATION

A program of neighborhood improvement is scheduled for the Stage Four area. The program is aimed at the rejuvenation of existing housing to make it more practicable and healthy for the residents. The basic objectives of this program are:

1. To prevent the spread of blight into neighborhoods which are presently in good condition
2. To extend the useful life of buildings and prevent their premature deterioration
3. To preserve or restore the efficiency and amenity of the neighborhood
4. To stabilize property values
5. To upgrade living standards
6. To make the houses and the residential neighborhoods better places in which to live

This comprehensive neighborhood improvement program

is proposed with regard to the age and condition of housing and the need for re-orientation and redistribution of land use to provide a more satisfactory environment.

1. AGE OF BUILDINGS

<u>Year Built</u>	<u>Number</u>	<u>%</u>
1890 - 1899	19	17.85
1900 - 1909	48	45.27
1910 - 1919	27	25.49
1920 - 1929	3	2.86
1930 - 1939	3	2.86
1940 - 1949	2	1.89
1950 - 1959	2	1.89
1960 +	2	1.89
	<u>100</u>	<u>100.00</u>

There are 106 buildings within the Stage Four Rehabilitation area. Of these 19 or 17.85% were built before 1900, and 48 or 45.27% between 1900 and 1909. This later period was the period of the building boom in the area, resulting partly from the influx of Jewish immigrant refugees of the Russo-Japanese War (1904-1905). The opening of the Panama Canal on August 15, 1914 brought all construction to a standstill. This is evidenced by the fact that from 1920 to 1960 only 12 buildings were erected in the area.

2. CONDITION OF BUILDINGS (See Plate XII)

<u>Condition</u>	<u>Number</u>	<u>%</u>
Poor	32	30.18
Fair to Poor	13	12.27
Fair	28	26.43

continued

PLATE XII

MENT AREA

RDS - MAIN ST. - SALTER ST.)

WING BUILDINGS
BETWEEN
- ROBINSON ST. - SALTER ST.

REFERENCE

EDS ARE NOT SHOWN

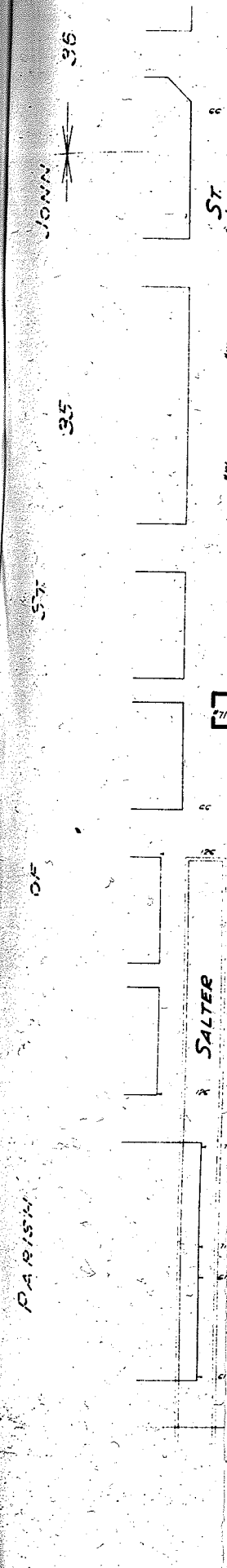
APPEARANCE OF BUILDINGS :

POOR

FAIR

DEVELOPMENT AREA No. 1

SCALE : 1 INCH = 200 FEET



REDEVELOPMENT AREA

(SELKIRK AV - C.P.R. YARDS - MAIN ST - SALTER ST.)

PLAN SHOWING BUILDINGS

BETWEEN

FLORA AV. - DUFFERIN AV. - ROBINSON ST. - SALTER ST.

REFERENCE

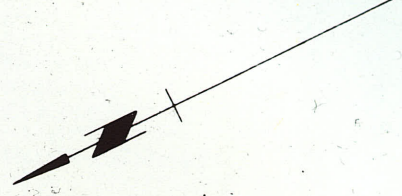
GARAGES AND SHEDS ARE NOT SHOWN

COLOR INDICATES APPEARANCE OF BUILDINGS:

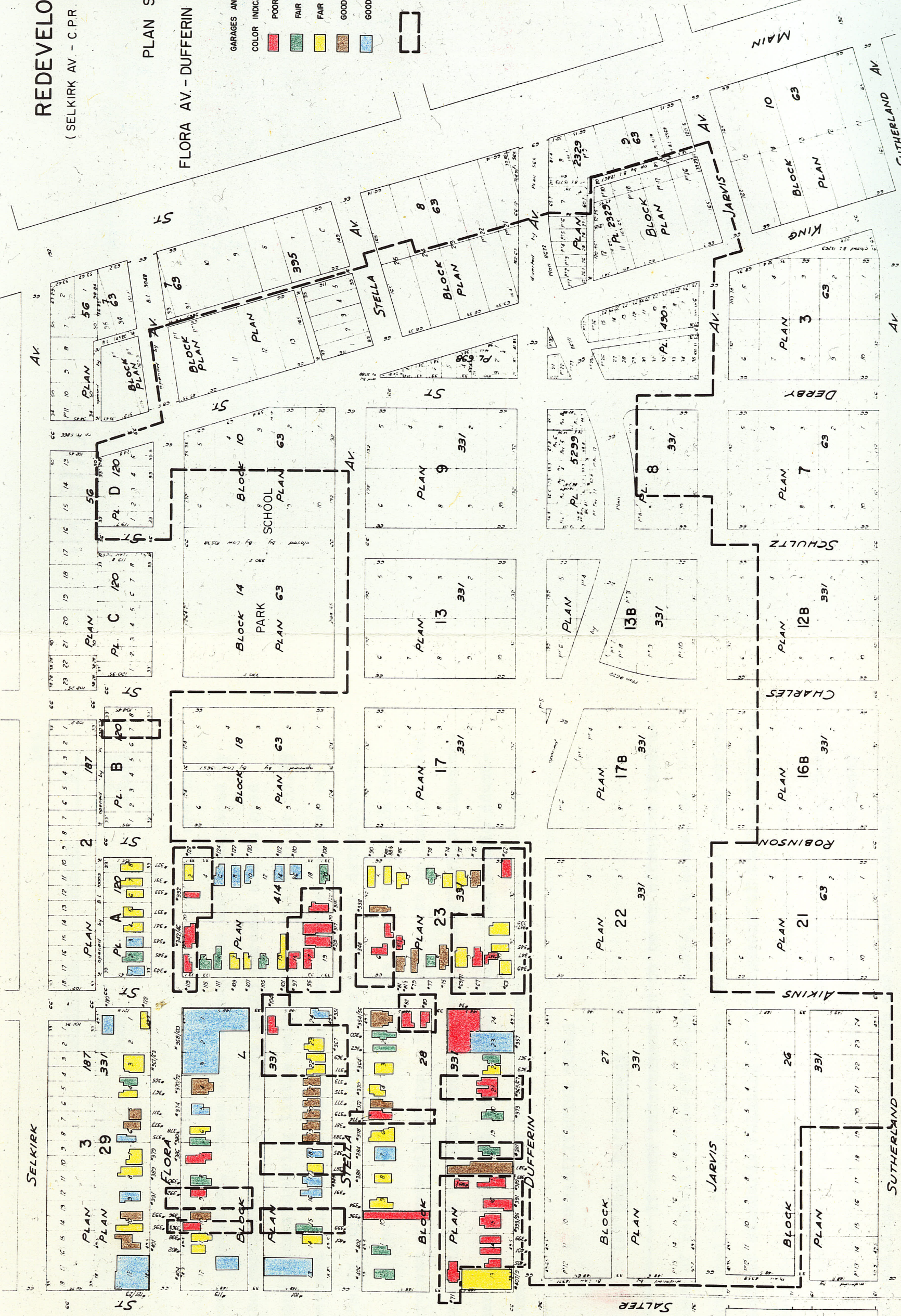
- POOR
- FAIR TO POOR
- FAIR
- GOOD TO FAIR
- GOOD



REDEVELOPMENT AREA No. 1



SCALE: 1 INCH = 200 FEET



Canadian Pacific Railway Yards

<u>Condition</u>	<u>Number</u>	<u>%</u>
Good to Fair	16	15.09
Good	<u>17</u>	<u>16.03</u>
	106	100.0

Of the 106 dwellings, 32 or 30.18 percent are in poor condition. These will be acquired and demolished by the Partnership. Only 17 or 16.03 percent are in good condition requiring little maintenance, while 57 or 53.79 percent will require major renovation either outside or inside, or both, depending on the degree of deterioration.

The City will have a positive role to play in the process of rehabilitation. The measures to be incorporated to achieve a workable program towards neighborhood improvement are varied and complex, and range from public education to enforcement of regulatory legislation.

3. REHABILITATION TOOLS

(a) Code Enforcement

If code enforcement is to be an effective instrument of rehabilitation of neighborhoods, it cannot be confined to factors relating to buildings alone. The enforcement of standards relating to all aspects of the neighborhood must be considered to be the overall objective. These enforcements of regulations must pertain to building, zoning, public health, fire protection, maintenance and occupancy of dwellings, refuse collection and proper municipal housekeeping. Much of the housing in the area was originally

built as single family accommodation according to the standards of the different era. Many of the homes are two and three storeys resting on stone foundations and contain electrical wiring, plumbing and heating not consistent with modern day standards of living. Because of the large size, many of the homes have been converted to two-family or multi-family occupancy. In order to rehabilitate this neighborhood it will be necessary to add greater flexibility to code enforcement, as many of the dwellings within this area will require extensive renovations that go beyond the scope of ordinary preventive maintenance.

(b) The Minimum Standard of Housing Repair By-law

The City of Winnipeg, in May, 1965, passed the By-law No. 19165 to establish standards for the repair and maintenance of the exteriors of residential buildings. This By-law is applicable not only in the Lord Selkirk Park area, but throughout the City of Winnipeg. The buildings subject to this By-law are all buildings, whether used for residential purposes or not, which are situated in a district zoned residential, and all residential buildings except those occupied solely by the owner and his family. The exterior physical conditions affected by this By-law are the structural and protective surfaces, doors and windows, porches, sheds, stairs and fences.

The enforcement of this By-law will be carried out

by the Enforcement Officer, which includes the Medical Health Offices of the City and his assistants. Where a building, structure or appurtenance does not conform to the standards established by this By-law the owner is given notice to repair the building as specified by the Enforcement Officer. Any person aggrieved by this notice may, within fourteen days, appeal to the Better Housing Commission appointed by the City pursuant to The Winnipeg Charter 1956, Upon notice of appeal, the Commission will fix a time for a hearing at which time the appellant will be entitled to be present.

(c) Spot Clearance

As a result of housing inspection in the Stage Four Area, it was discovered that 32 dwellings were found to be in such a deteriorated condition that they no longer can be economically restored to an acceptable standard. These have been condemned by the Medical Health Officer and the property will be acquired and demolished by the Partnership. Removal of these dwellings will result in isolated pockets of open space throughout the area. This condition does not lend itself to a massive redevelopment approach, whereby sites are consolidated, reorientated and redesigned in harmony with themselves and their surroundings. A solution for redeveloping these isolated pockets must be found, one that will consume the least amount of land and yet retain individual impression and identity. On this basis it is

recommended that patio housing replace these older homes. The size of such a terraced dwelling will depend on the lot size. Facilities for healthful family living offered by patio housing are superior to those in apartments or large converted residences. It is therefore conceived as an integral part of an overall housing replacement program, designed to meet a variety of family needs and thus to retain a balanced community structure.

Since Urban Renewal primarily is concerned with replacing worn-out residential buildings and rehousing people of limited means, patio housing can meet these requirements by any of the following four methods:

- (1) in the form of public housing financed under Section 35 of the amended National Housing Act (1964) with economic or subsidized rentals;
- (2) as private rental accommodation on land cleared under Section 23 of the National Housing Act, as part of a neighborhood improvement and leased to the developer;
- (3) as housing for ownership and rental, built individually to replace privately-owned pockets of worn-out buildings;
- (4) as part of a co-operative, non-profit venture for private redevelopment in which the individual families are tenant occupiers, for the life of "blanket mortgage", and then assume full title.

(d) Tax Exemptions

A Maintenance By-law will help to raise the standards of rented accommodation, but some incentive is required if owner-occupiers are to be encouraged to make

similar improvements and thus effectively prevent the continued deterioration of the housing stock. The problem is clearly one of providing an incentive to those who can qualify for home improvement loans, whilst encouraging the sale of property by those who cannot qualify. A precedent for tax exemption was established by the City of Winnipeg whereby property assessments are frozen when improvements take place. This enables the owners who can obtain home improvement loans to repay these fully without being faced with an additional tax burden.

(e) Citizen Participation

In order to encourage owners of private property to invest money and effort in the maintenance of their individual properties, it is essential that an atmosphere of confidence be created in the neighborhood. Constructive citizen participation must be developed by the City through public meetings and close liaison with community organizations and by the preparation of advisory literature on all aspects of urban renewal and planning. The consistent enforcement of building and zoning regulations contributes to the atmosphere of confidence in the neighborhood and stabilizes property values, thus encouraging owners to invest in the preventive maintenance of their dwellings. To support this atmosphere of confidence careful attention must be given to adequate provision of community services,

such as health and fire inspection, refuse collection and weed control. It will also be necessary for the City to concentrate on the maintenance of facilities such as pavements, curbs, gutters, sidewalks, boulevard, street lighting, sewage and waterworks. This will call for co-operation between various municipal departments, and on this will depend the success of a neighborhood improvement program.

(f) Home Improvement Financing

The National Housing Act makes no provisions for financial assistance to municipalities carrying out conservation and rehabilitation schemes. However, certain types of loans are made available to home owners and occupiers under the Home Improvement Loan and Home Conversion Loan. Use of such loans depends upon the initiative of individual owners and occupiers. Loans to assist in financing the improvement of houses and apartments are made available under Section 24 of the National Housing Act. This section authorizes Central Mortgage and Housing Corporation to give a limited guarantee to banks or approved credit agencies, in return for an insurance fee paid by the borrower, on loans made for additions, repairs and alterations. Loans on property may not exceed \$4,000 for a one-family dwelling or \$4,000 for the first unit of a duplex semi-detached or multiple family dwelling, plus \$1,500 for each additional unit. The rate of interest

is 6 percent per annum and loans are repayable in monthly instalments, together with interest, in not more than 10 years.

D. EVIDENCE TO SUPPORT THE NEED FOR ELDERLY PERSONS
HOUSING IN THE LORD SELKIRK PARK AREA

1. NEED

There is a relatively large number of elderly persons presently living in rooming houses in the central area of the City.

Census statistics for 1956 showed that there are 42,902 persons over 65 years in the Metro Area. Of these 52 percent are over 70 years. There are 29,329 elderly persons living in the City of Winnipeg and of these, 54 percent are over 70 years of age.

A study made by the Age and Opportunity Bureau in 1956, of persons 65 years and over, showed that:

- 66.2/3 percent had money, incomes of marginal or less (\$1,000 for single, \$2,000 for couples)
- 50 percent obtained Old Age Security as the primary source of income
- 72 percent reported having no serious disability
- 42 percent were poorly housed.

The following is a breakdown for the number of elderly people in the City of Winnipeg as compared to those in the Greater Winnipeg Area.

	<u>60 Years and Over</u>			<u>60 to 64 Years</u>		
	<u>Total</u>	<u>Single</u>	<u>% of Single</u>	<u>Total</u>	<u>Single</u>	<u>% of Single</u>
City of Winni- peg	38,755	16,272	40%	11,028	3,260	29%
Greater Winni- peg	54,283	21,299	39%	15,674	4,302	27%

	<u>65 to 69 Years</u>			<u>70 Years and Over</u>		
	<u>Total</u>	<u>Single</u>	<u>% of Single</u>	<u>Total</u>	<u>Single</u>	<u>% of Single</u>
City of Winni- peg	10,665	3,764	35%	17,062	9,249	54%
Greater Winni- peg	14,984	4,962	35%	23,625	12,389	52%

Note: 9.3% of total population is 65 years and over.

In Stage One, Two and Three of the Lord Selkirk Park Development Area, there is a relatively high percentage of households consisting of one and two persons over 60 years of age and having annual incomes of less than \$1,000. The following is a statistical breakdown of 331 households in this category in the development area.

Heads	<u>All Households</u>			<u>Households Over</u>		
	<u>1 Pers.</u>	<u>2 Pers.</u>	<u>Total</u>	<u>65 Yrs.</u>	<u>70 Yrs.</u>	<u>Total</u>
Male	205	62	267	27	49	72
Female	50	14	64	5	14	19
Total	255	76	331	32	63	95

Aged Tenant Households (95)

	Rents Paid		Households Over		Total
	Over	Under	65 Yrs.	70 Yrs.	
Single	-	\$15.00	9	26	35
	\$15.00	20.00	15	18	33
	20.00	30.00	2	7	9
	30.00	-	<u>3</u>	<u>4</u>	<u>7</u>
			29	55	84

Couples	-	15.00	2	-	2
	15.00	20.00		1	1
	20.00	30.00		2	2
	30.00	-	<u>1</u>	<u>5</u>	<u>6</u>
			3	8	11

Owners			2	7	9

The significance of the above is that 76 (80%) are males and only 19 (20%) are females and that 90% pay less than \$30.00 per month rent. Need for better accommodation unquestionably exists, but it is seldom expressed as "Demand" by those who are near or below the borderline of poverty.

2. DEMAND

There is more difficult to determine than "Need". The major sources of valid information concerning "Demand" in the Metropolitan area are the actual applications made by elderly people for accommodation in the new elderly persons' housing projects being built under the provisions

of Section 16 of the National Housing Act by Limited Dividend Corporations. Applications of this kind far exceed the accommodation which exists or which is under construction. Limited dividend corporations, after receiving two or three times the number of applications for each dwelling unit in their projects, stopped accepting applications, thus effectively shutting off "Demand".

Current rents of new elderly persons' housing units in Metropolitan Winnipeg are approximately \$48.00 per month for singles, \$62.00 per month for doubles, and \$140.00 per month for hostel type of housing (See Table 23 page 162). On this basis, the provisions of the Income to Rent Ratio Regulations, (i.e. maximum income of five times shelter rent) which determines eligibility for placement in the housing projects, provide for the housing needs of aged persons with incomes up to \$2,880.00 per annum for single persons and \$3,720.00 for couples. It becomes apparent that if the needs of these low income elderly persons are to be met on a realistic basis, housing must be provided at rents substantially below those which presently prevail under conventionally financed forms of Elderly Persons' Housing.

3. TYPES OF DWELLING AND SPONSORING AGENCY

Since it is intended to construct an elderly persons'

housing project in the Stage Four Area of the Lord Selkirk Park, the nature and size of building, the number and kind of dwelling units appropriate to the area, must be determined.

In order to achieve a relatively high density, it will be deemed necessary to consider some form of "High Rise" construction. Presently in the City there are "Medium" and "High Rise" elderly persons' housing projects: two such buildings are the "Cambridge House" project and the Lions Club Project at Sherbrook and Portage. All factors inherent in both these projects concerning land acquisition, financing, construction and operation, including Provincial Grants in aid under provision of the "Elderly and Infirm Persons Housing Act", are applicable in the Lord Selkirk Park Area. Rather than have a private Service Club, Church Group or other charitable organization undertake the financing of such a project under Section 16 of the National Housing Act, it is recommended that the City of Winnipeg incorporate and finance a limited dividend corporation to construct and operate such elderly persons' housing under the provisions of Section 16 of the National Housing Act, in the same manner as is the case in the City of Toronto (See Table 24, page 163).

3. LEGISLATION AND FINANCING

The following is a brief summary of the various schemes under which housing for elderly persons might be provided in Stage Four, Lord Selkirk Park Development.

(a) Sponsoring Agency - Charitable Corporation

Under this scheme cleared land in Stage Four would be made available to a non-profit corporation (e.g. service club), either by sale, lease or donation from the City, who would then undertake the construction and operation of an elderly persons' housing project. As the sponsoring agency, such a charitable corporation would finance the project as follows:

- (1) Land plus 10% of total cost of project would be provided by the sponsoring agency as "debt-free capital".
- (2) The sponsoring agency would be eligible for capital grants from the Manitoba Government under the provisions of the Elderly Persons Housing Act amounting to \$1,700 for single units and \$2,150 for double units or one-third of the capital cost, whichever is the lesser. The grants from the Provincial Government are also regarded as debt-free capital for purposes of calculating amortization of the capital cost of the project.
- (3) The remainder of the capital cost would, normally, be borrowed from Central Mortgage and Housing Corporation under the provisions of Section 16A of the National Housing Act under conditions similar to those of Section 16 for Limited Dividend Corporations. The amortization of this portion of the capital cost, together with the operating and

maintenance costs of the project, forms the basis for the calculation of the rentals to be charged. Recent housing projects for elderly persons financed under Section 16 of the National Housing Act have produced rentals of approximately \$48.00 per month for single units and \$62.00 per month for double units.

(b) Sponsoring Agency - City of Winnipeg

Under the new provisions of the National Housing Act contained in Section 35, D and E, it is now possible for the City to undertake a housing project of the dormitory or hostel type, suitable for elderly persons' accommodation, with Central Mortgage and Housing Corporation financing similar to that offered under Section 16 of the National Housing Act. In addition, the Central Mortgage and Housing Corporation may now contribute up to 50 percent of any operating losses experienced by the agency sponsoring such a project. If the capital grant available from the Province for elderly persons' housing could be combined with the financial advantages of Sections 35, D and E, of the National Housing Act, then this would permit rentals below those obtained under conventionally financed elderly persons' housing projects.

(c) Public Housing

Under this scheme there would be no individual sponsoring agency as such. Instead the accommodation for elderly persons would be built as public housing under

the provisions of the new Section 35A of the National Housing Act. It is now possible under this section to build public housing of the hostel or dormitory type for families or individuals of low income. This would permit the construction of a housing project for elderly persons with the capital and operating costs being shared by the three levels of government as follows:

Federal Government (C.M.H.C)	75%
Provincial Government	12½%
City of Winnipeg	12½%

Average rentals of about \$35.00 per month for bachelor and one-bedroom accommodation may be achieved under this scheme (assuming a maximum average rental subsidy of \$40.00 per month, per unit). Average rentals of this order would appear to be more in keeping with the paying ability of elderly persons whose sole source of income is the Old Age Security Pension.

4. ALLOCATION OF LAND

The choice location recommended for a "High Rise" senior citizen project would be the block bounded on the north by Stella Avenue, to the south by Dufferin Avenue, to the east by Robinson Street and to the west by Aikins Street. The existing housing stock ranges from fair to poor condition. Of the 22 dwellings within the block,

9 are beyond maintenance and are being acquired and demolished by the Partnership. The remaining 13 dwellings are in fair condition requiring major alterations. It is recommended that these also be expropriated allowing for the consolidation of an entire block for the construction of a senior citizens project. From a sociological viewpoint the location is desirable for the following reasons:

(a) Near Dufferin Avenue, a major thoroughfare which accommodates a variety of traffic acknowledged as a source of interest by most elderly people;

(b) No heavy traffic on Robinson Street because it would be a dead end street;

(c) Near to proposed park and community centre and health services;

(d) Near to the Federal-Provincial Housing project, yet separate enough to ensure privacy;

(e) Unhindered by the industry remaining on Block 22, Plan 331 as all industrial activities take place indoors;

(f) No need for elderly people to cross any busy thoroughfare;

(g) Near to the proposed commercial area on Salter Street;

(h) Near public transportation on Salter Street.

5. TOTAL CLEARANCE AREA

The area within Stage Four of the Lord Selkirk Park Development, bounded to the east by Aikins Street, to the west by Salter Street, to the south by Dufferin Avenue and to the north by the lane between Dufferin and Stella Avenues, has created a problem of considerable concern. Within the above defined area there are 17 dwellings, 10 of which, due to their extremely poor condition, are being acquired and demolished by the Partnership. This means 7 dwellings will remain in isolated sectors of the block. The question arises, what will be the nature of redeveloping these cleared areas? Would it be sociologically and economically feasible to sandwich patio housing between the remaining industrial uses presently existing in the area, or should the City expropriate the entire block? Considering the areas west of Salter Street which are scheduled for rehabilitation and in which spot clearance will take place, it is recommended that the entire block be acquired and demolished and replaced by three or four storey apartments to accommodate relocatees affected by the rehabilitation program west of Salter Street. The proposed apartments may be so arranged that they aesthetically blend in with the proposed Senior Citizen Housing Project to the east and

the proposed Junior Vocational School to the south. The area within the block presently zoned C2 would have to be rezoned M3, Multiple Family classification.

Project

- Anatole Park
- Legion Gardens
- Legion Crest Apts.
- Cosmopolitan Homes
- Cambridge House
- Chesterfield Housing
- Lions Club-Sherbrook
- St. Andrews Church
- United Church
- x Kiwanis E.K.
- x Kiwanis F.K.
- x Kiwanis St.J.
- Kiwanis--Ness
- x Kiwanis--Ft. Carry
- St. Phillips-St. Bon.
- x--Not constructed yet

Project	Number of Units		Doubles Single Hostel Ttl.	Rent	
	Doubles	Single		Doubles	Single
Anatole Park	80		80	55.50	
Legion Gardens	40	32	72	46.00	35.38
Legion Crest Apts.	5	39	44	52.00	40.45
Cosmopolitan Homes	32	49	81	52.00	38.40
Cambridge House	24	64	88	62.00	48.00
Chesterfield Housing	42	16	58	55.25	43.25
Lions Club-Sherbrook	21	98	72	60.00	46.50
St. Andrews Church	5	12	17	43.00	23.00
United Church	12	40	60	60.00	45.00
Kiwanis E.K.	12		12	51.25	
Kiwanis F.K.	6	12	18	57.00	48.00
Kiwanis St.J.	88		88	47.50	
Kiwanis--Ness		50	47		49.00
Kiwanis--Ft. Carry	11	49	60	60.00	48.00
St. Phillips-St. Bon.	6	9	15	61.75	48.00
Total	384	470	179		1033

Rental Range	Doubles Units		Singles Units		Hostel Units	
	Units	\$	Units	\$	Units	\$
43.00	5	23.00	12			
46.00	40	35.00	24			
47.50	88	37.75	18			
51.25	12	38.00	8			
52.00	37	39.75	31			
55.25	42	40	36			
55.50	80	43.25	16			
57.00	6	45.00	43			
60.00	44	46.50	98			
61.75	6	48.00	134			
62.00	24	49.00	50			
				140.00		179
	384		470			179

Table 23

Statistical Breakdown - Dwelling Units

Size of Units - Rents

Pathel 1 B.R. 2 B.R. 3 B.R. 4 B.R. 5 B.R. Total						
31	190	562	198	82	34	1397

1. Section 36 N.H.A.

1397

2. Section 16 N.H.A.

a) Completed

Phin Park	24			10		34
McCormick Park	28	38	26			106
Greenwood Park	6	13	48	14		81
Loffman Apts.				24	1	25
Summerville Apts.	38	34	48			120
	20	103	120	112	11	366

b) Under Construction

Moss Park Apts.	195	168	195	33	12	903
Pendrith Apts.		7	30	17		54
	195	175	225	50	12	957

1323

c) Planning Stage
Eastview Park

	41					41
Total	2761					2761

3. Rent- Section 16 (except Moss Park)

73.00	80.00	87.00	94.00	101.00
76.50				86.00 Phin Park

Section 36

Based on Income and Size of Family.

Table 24

CONCLUSION

Much has been written on the subject of "urban renewal" since its introduction into the language of community development. Perhaps no one single term has ever been bandied about so much and understood so little by so many in urban affairs. Planners, elected representatives, public and private agencies alike constantly refer to it as the new cure for all urban affairs.

The term "urban renewal" is generally accepted in Canada as including all those programs and activities, public and private, designed to develop, improve, and maintain the community in all its aspects. The Gordon Commission on Canada's Economic Prospects defined it as "the whole process by which the older parts of urban areas adapt themselves, or should adapt themselves, to changing circumstances".

Urban renewal has developed out of such movements as slum clearance and public housing with an admixture of the "city beautiful" some 50 years ago. Today urban renewal is described as the "new frontier", with the future promising a new vital role for urban communities, a role characterized by higher standards of living; in other words, "A Better Place to Live".

Is there anything new in urban renewal? Do the "master plan", "zoning", "beautification" and "slum

clearance" all have the same goal? To some extent, largely in the components of urban renewal, they do, but a closer analysis reveals some significant trends. These are:

1. A total approach using all possible sources of public and private enterprise.
2. A greater sense of public responsibility through coordinated public programs of guidance and control.
3. Greater involvement of senior levels of Government in providing a growing variety of financial aids to redevelopment and improvement.
4. A growing awareness of the investment and value in the built-up areas, and the need to protect that investment.

Interest in urban renewal has been stimulated by the obvious existence of blight in urban areas. The immediate goal of urban renewal is to remove blight wherever possible, and ultimately to prevent it from affecting other areas. Blight is frequently first recognized in residential areas which become known as "slums". In Canada, urban renewal tends to be exclusively associated with residential blight, mainly because the main source of financial aid from Provincial and Federal Governments is directly related to a "substantial residential content", either before or after a project is commenced.

Studies made in the Lord Selkirk Park Development identified the following as contributing to blight:

1. Poor building construction
2. Poor maintenance
3. Overcrowding
4. Neighborhood changes such as incompatible land use
5. Poor subdivision design
6. Lack of essential services
7. Absence of any development controls
8. Successive changes in social character

Urban renewal is concerned not only with the physical environment of a community, but is also with the human relationships, attitudes and motivations in relation to static or changing environmental forces, and the human reactions, particularly of occupants of residential property, to these pressures. It is almost impossible to obtain precise data in an urban renewal study which is required to evaluate the dynamic socio-economic, psychological and cultural factors motivating the behaviour and decisions of the many individuals and households. Studies tend to become little more than lists of "population" characteristics, head count exercises, which are superficial unless researched in depth. Too much emphasis is placed on methodology with a minimum amount of analysis. These studies generally reflect "surface" conditions and circumstances, which are only the effects of long and

complex processes; however it requires a capacity for genuine imagination to dig beneath the surface for underlying causes. Without an evaluation involving these relationships it is seldom possible to get to the "reality". Cause is more important than effect.

From the study of the Lord Selkirk Park Development the following significant factors may be deduced:

1. The population affected by the renewal and housing project were sufficiently informed of the renewal and rehousing policy and procedures, thus reducing the fears, frustration, anxiety and uncertainty which are normally associated with a project of this nature.
2. There was a strong attachment of families to the area.
3. There was no great opposition of displaced families to public housing and the moderate rentals charged.
4. Every attempt was made to evaluate the elements of strength and weaknesses of family structure and family breakdown.
5. Personal and social factors are the most important aspects of urban renewal.
6. The urban renewal population included a relatively high incidence of disadvantaged families.

7. No provision was made for the needs of unattached individuals or elderly couples.
8. Movement of households into adjacent areas has had a debilitating effect on neighborhoods already blighted.
9. The essential nature of tenant selection and tenure process in a public housing project inhibits the building of a "viable" community.
10. Instead of serving a great social purpose, public housing projects are converted into a sordid real estate operation.
11. The urban renewal program does not necessarily provide for the needs of the existing population, but for a different grouping of individuals and families from elsewhere.
12. The urban renewal process uncovered long standing personal, family and communal difficulties and strong social service and community facilities both in quantity and quality were required to meet successfully the impact of urban renewal on handicapped and damaged households.
13. There is an inevitable "social" stratification of population in the Lord Selkirk Park area, based on economic factors; this results in the existence of strong elements of "social distance" between

groups living in the area. This stratification is characterized by those households who are:-

- (a) economically independent and capable of formulating satisfactory relocation plans when the urban renewal program infringes on their lives.
- (b) marginally independent but at or near the borderline of poverty where urban renewal reveals or creates or intensifies problems inherent in their social or economic status.
- (c) dependent and in receipt of some form of public assistance from Federal, Provincial or Municipal Agencies.

The first category of families occupy those dwellings which are in the least blighted condition. The other two categories overlap in their occupancy of blighted dwellings. The third category, however, is inevitably the long standing hard core of seriously disadvantaged and damaged households. Various kinds of private and public social services have not been oriented towards this particular neighborhood and problem family needs and the success in treatment has been minimal.

14. The socio-economic problems of the rehousing of displaced households has involved factors such as the "Feeling of Community", group mores and folkways, racial prejudices, poverty, cultures, and a multitude of complex social, psychological and community relationships.

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