

**The St. Boniface Stock Yards Area:
A Study of Land Use Suitability**

By

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A Practicum
Submitted to the Faculty of Graduate Studies
In Partial Fulfillment of the Requirements
for the Degree of

Master of City Planning

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Abstract

The St. Boniface Stock Yards Area prospered as a livestock receiving and products region from the early twentieth century until the early 1970's. Technological innovations in the last 20 years, however, have contributed to the decline of the Stock Yards Area and, ultimately, to the closure of the Union Stock Yards and two major meat packing plants (Canada Packers and Swifts). The result of these closures is that a major portion of the Stock Yards Area is currently vacant and a number of its buildings stand derelict. This practicum addresses the problem, what is a suitable land use for the Stock Yards Area?

In order to determine suitability, an extensive investigation of relevant factors is conducted and a list of criteria developed. The list of criteria is then used as a guideline to assess the suitability, from the City of Winnipeg's point of view, of three potential land uses (industrial, residential and park land development) for the Stock Yards Area. Examination of the three land uses reveals a high degree of suitability with respect to industrial uses in the Stock Yards Area and a low degree of suitability with respect to residential and park land uses. Although this practicum evaluates only three possible land uses for the Stock Yards Area, criteria developed in the practicum may be used to assess the suitability of any potential land use considered for the study site.

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Introduction

Rationale

The St. Boniface Stock Yards Area has been an important part of Winnipeg's economic make-up since the early 1900's. Initially dominated by the large meat packing and food products industries, the Stock Yards Area soon attracted many businesses that offered services related to, or that could benefit from a location proximate to the Stock Yards. However, the 1980's saw a change in the economic make-up of the Stock Yards Area.

Technological advancements in transportation and meat packing operations which had occurred since the end of the Second World War finally rendered the older Canada Packers and Swifts plants obsolete.

The Union Stock Yard facilities also suffered from technological advancements. Livestock shipping in the 1970's and 1980's was conducted more and more by the trucking transportation network which was far more flexible than rail transportation. This change resulted in the decline and ultimately the closure of the Union Stock Yards, a livestock holding and distribution area which received livestock by rail.

The result of the withdrawal of Canada Packers, Swifts and the Union Stock Yard facilities was the dereliction of a large section of the Stock Yards Area. Furthermore, several businesses in the area which had previously benefitted from the presence of a healthy meat packing industry became subject to potentially significant detrimental ramifications. The future of the Stock Yards Area is a question of importance for the community of St.

Boniface and indeed for the city of Winnipeg. What land use(s) would be most suitable to the Stock Yards Area and its vacant lands and buildings? This question poses a particularly interesting planning problem considering the Stock Yards Area remains home to a number of viable businesses.

Process

The practicum is an examination of all the relevant factors which should be considered when assessing the suitability of potential land uses in the Stock Yards Area from the City of Winnipeg's point of view (theoretically the interests of city residents). It should be noted that suitability does not include demand. There was no analysis as to whether demand exists with respect to potential land uses for the Stock Yards Area. From the examination of all relevant factors a list of criteria was established and subsequently used as a guideline in assessing the suitability of potential land uses. Finally, three possible land uses (industrial, residential and park land) were analyzed using the developed criteria as a basis for discussion. Each of the three land uses were evaluated and ultimately their suitability as a potential land use within the Stock Yards Area will be determined. Although the practicum evaluates only three potential land uses for the Stock Yards Area, the criteria developed to conduct an examination of suitability may be used to evaluate any potential land use considered for the study site.

Time Frame

All research within this Practicum was conducted between September 1989 and December 1989. Therefore, any propositions or positions stated in the Practicum are based on the situation which existed within this time frame.

Many of these propositions and positions may have changed or evolved since the research period.

Chapter Breakdown

Chapter 1 is an examination of important site specific factors which are relevant when considering potential land use plans for the Stock Yards Area. The study area is defined and its history is examined in depth. Other important factors examined are the zoning pattern which dictates permissible development of the site; the land use pattern of the site; and the current level of water, sewer and drainage available at the site.

Chapter 2 is a broad range examination of factors concerning the community surrounding the Stock Yards Area. Examined are a number of community level factors, rather than site specific factors, which are relevant in determining the suitability of potential land uses for the Stock Yards Area. Historical and demographic analyses provide the essential nature and social characteristics of the community; a discussion of activity areas and traffic flow demonstrates how the Stock Yards Area fits in with the larger urban fabric; and an examination of the Union Stock Yards' decline and ultimate removal reveals the direct effects on surrounding business operations.

The removal of a large installation involves enormous changes for the land use, population, government and economy of a surrounding community and urban centre. Chapter 3 examines the theoretical implications of the loss of these facilities as well as how similar problems of building and land site dereliction have been addressed in other urban centres. An examination of case studies is used to establish a pattern of success when dealing with

industrial abandonment.

Chapter 4 is an examination of relevant City of Winnipeg policies and their application towards potential development of the Stock Yards Area. Plan Winnipeg, the city's bylaw adopted development policy guideline, is reviewed and specific policies potentially applicable to the Stock Yards' situation are identified. Important Plan Winnipeg policy classifications include residential, industrial, commercial, and parks and recreation development. Past policy towards the revision of Plan Winnipeg designations is reviewed in order to establish the likelihood of attaining an amendment to designations. Finally, a case example of Linden Woods is examined to determine what valuable lessons may have been learned from previous amendments to Plan Winnipeg designations.

Chapter 5 begins with an examination of site associated strengths and weaknesses. In chapters 1 to 4 a number of factors associated with the Stock Yards Site are highlighted which may be viewed as either strengths or weaknesses to any potential land use plan for the study area. As a generalization, the greater the number of strengths that can be taken advantage of, the greater the chances are of implementing a land use plan which is appropriate, compatible and successful. Conversely, the lesser the degree to which a land use conflicts with any of the site's weaknesses, the greater the likelihood of its appropriateness. With the above in mind, both site associated strengths and weaknesses must be viewed as additional criteria in establishing a guideline to the suitability of potential land use planning schemes for the Stock Yards Area. Following an examination of site

associated strengths and weaknesses chapter 5 presents a wider perspective emphasizing the merits of the Stock Yards Site within the context of the City of Winnipeg.

Chapter 6 evaluates the suitability of various potential land use possibilities for the Stock Yards Area. Analysis is heavily weighted on relevant criteria established in previous chapters of this practicum. The evaluation is carried out by means of a table of criteria. Although the table of factors provides a solid foundation on which to assess the suitability of potential planning schemes it does not necessarily contain all of the relevant factors and criteria necessary for determining suitability and therefore must be viewed as a guideline to decision making. Furthermore, it must be recognized that criteria listed in the evaluation are all unique and carry different weights in terms of their importance in determining the degree to which a land use is suitable for the Stock Yards Area. Consequently, no attempt is made to quantify the value of any particular criterion. Examining each potential land use by way of the matrix system elicits discussion as to the benefits, disadvantages and implications of each land use.

Chapter 1 The Stock Yards Area

1.0 Introduction

Chapter 1 is an examination of important site specific factors which are relevant when considering potential land use plans for the Stock Yards Area. The study area is defined and its history is examined in depth. Other important factors examined are the zoning pattern which dictates permissible development of the site; the land use pattern of the site; and the current level of water, sewer and drainage available at the site.

1.1 Location and General Description

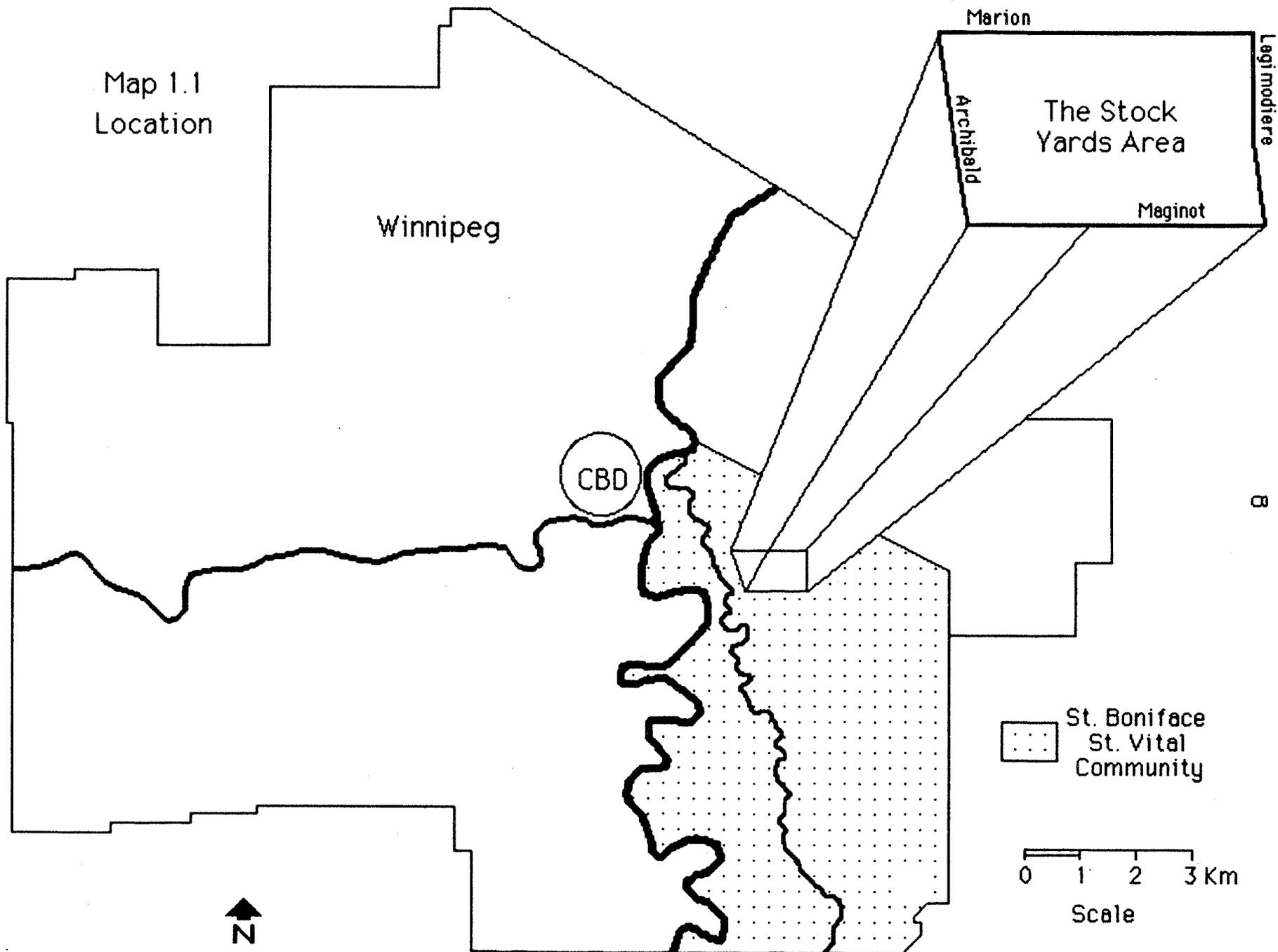
In this practicum the term "Stock Yards" will refer to the stock yards proper and all related installations bounded by Maginot Street, rue Archibald, Marion Street and Lagimodiere Boulevard (Map 1.1, pg. 8). The term "stock yards" refers to the "Union Stock Yards", a specific installation once located within the study area. Located in the east central section of the city of Winnipeg the Stock Yards dominate a large portion (over 300 acres) of the St. Boniface/St. Vital community. It is of great importance throughout this practicum to differentiate the Stock Yards Study Area from the general use of the term stock yards.

Until recently, actual stock yard facilities (The Union Stock Yards) were a dominant function within the study area. However, it was only one of several functions and services provided within the boundaries of the Stock

Yards Area. Presently, there are no longer any stock yard operations located at the Stock Yards Site.

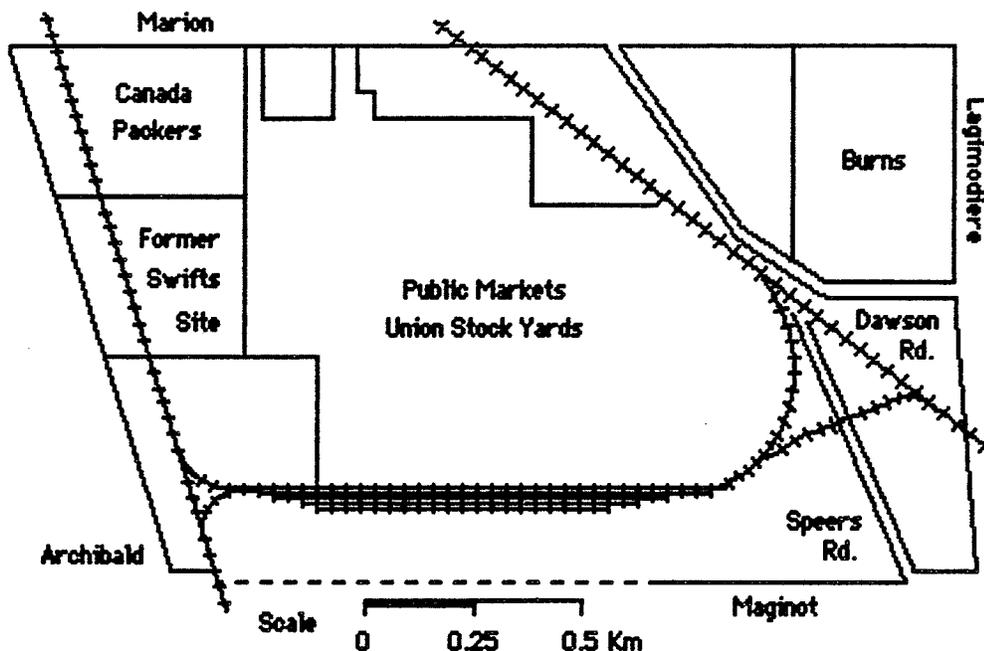
The Stock Yards Area is currently a huge portion of underutilized land occupied by a variety of businesses and land owners. The largest land holder within the Stock Yards boundaries is the Public Markets Corporation which is a company jointly owned by the Canadian Pacific (CP) and Canadian National (CN) railways. Together CN and CP operated the Union Stock Yard facilities which were the centre of Winnipeg's meat packing and livestock related industries. Although Burns Packers remain, with the closing of Swifts and Canada Packers Limited in the 1980's and the Public Markets subsequent removal of the stock yard facilities, the Stock Yards Area has experienced a dramatic change in its economic make-up. Although it has lost its main function, the Stock Yards Area is still home to a host of viable small businesses and services (Map 1.2, pg. 9).

Map 1.1
Location



Map 1.2

The Stock Yards Area: Major Land Owners

***1.2 History of the Stock Yards Area***

As Winnipeg entered into the twentieth century the city's position of dominance in the new and expanding western agricultural region of Canada became a valuable asset. The opening of the west provided an expanding market for Winnipeg to ship agricultural goods, as well as manufactured goods, to the west. Of greater importance, however, were eastern destinations which depended on huge volumes of grains and livestock products from the west.

The rapid development of the meat packing industry in Winnipeg was greatly affected by its ideal geographical location. Destined for eastern markets of Canada and the United States or overseas all western livestock and meat products had to pass through Winnipeg.¹

Shipping such products over long distances had become a reality in the late 1800's and early 1900's with the completion of the trans-continental rail connections and the development of the refrigerated rail car. Due to the opportunities that were present in the early 1900's the CN and CP railways formed a joint company, known as the Public Markets Limited, which had a mandate to setup and operate stock yard facilities next to major CN and CP rail lines in St. Boniface.

Designed primarily to furnish Manitoba producers with a marketplace, in an area where there was a need for selling and handling facilities to meet the demands of a growing industry, the stock yards came into being by an Act passed by the government in 1911 incorporating the Public Markets, Limited.²

Officially opened in 1913, the Union Stock Yards became "of paramount importance to the Winnipeg economy".³ The St. Boniface Union Stock Yards, at the time of its opening, was the second largest facility of its kind in North America covering 200 acres. Only Chicago could boast a larger facility than that of St. Boniface. As a consequence of its large size and

¹ T. J. Kuz (editor), R. Parliament, "Winnipeg Livestock and Meat Processing Industry: A Century of Development", in Winnipeg 1874-1974: Progress and Prospects. (Winnipeg, 1974) p.76.

² Government of Manitoba, Saint-Boniface, Manitoba: Centennial Year 1967, p. 51.

³ Kuz (editor), Parliament, op. cit. "Winnipeg Livestock and Meat Processing Industry: A Century of Development". p.77.

huge scale of operations, including shipping, feeding, inspecting, processing and the sale of livestock, the Union Stock Yards and adjacent meat packing industries became a vital component of the economic well-being of St. Boniface.

The Union Stock Yards and the packing house industry which surrounds it have combined to provide St. Boniface with not only its largest single source of employment but one of the province's most vital forces in its agricultural economy.⁴

Also of great importance to the St. Boniface community and to the livestock industry, were the two major rail lines located on the site which facilitated transportation of livestock to the Union Stock Yards.

Further economic benefits developed as a direct result of the stock yard facilities with many related businesses commencing operations in the vicinity of the stock yards. Other than a number of large and small meat packing operations, businesses such as hide and wool companies, tanneries, animal feed dealers, equipment distributors and wholesale meat dealers became a part of the economic fabric of the Stock Yards Area. This type of related development increased the position of the Stock Yards Area as a site of major economic importance for both St. Boniface and the Province of Manitoba.

⁴ Winnipeg Free Press, "Stock Yards Beefing Up Employment". (Newspaper article: April 30, 1968).

The general era of prosperity which existed in Winnipeg in the early 1900's was boosted to even greater heights with the onset of the First World War. Increased demand for livestock products was created due to a reduction in European supplies and the ever present immigration into Canada. In order to meet increased demand the Union Stock Yards were expanded. With the conclusion of World War 1, however, overseas needs dropped and livestock product prices soon fell causing a serious decline in, and a blow to the stability of, many Manitoba meat packing industries.

During the depression era, scaled down operations continued at the stock yards, yet, the facility did remain open and continued to supply many St. Boniface residents with a place of employment during the depression.

The outbreak of the Second World War stepped up demand and production of livestock products from the Union Stock Yards and surrounding livestock industries. At the conclusion of this conflict, unlike that of World War 1, there was no decline in demand for livestock products. As did most other industries of the time the livestock industry continued to prosper after the Second World War . Post war rebuilding efforts coupled with the return of Canadian and American military personnel and a subsequent baby boom provided the basis for a strong North American economy throughout the 1950's and 1960's.

The early 1970's marked a new and final era of decline for the Union Stock Yards. Technological changes of the post industrial era were rendering a number of meat packing operations within the Stock Yards Area obsolete. Livestock shipments, which had traditionally been received by way of rail,

were being switched to semi-trailer truck which offered a flexible transportation pattern and a vast, ever expanding, road and highway network. In 1987 the Union Stock Yards received "an all time low of 141 rail car loads of cattle"⁵, or approximately 7000 head, "a drastic decline from the 1950's and 1960's period when the stock yards received in the order of "300,000 or more cattle and calves annually".⁶ Technological improvements in livestock processing also contributed greatly to the decline of the Union Stock Yards. Processing was being switched to a more efficient single story assembly line type operation. Stock yard packing plants such as Canada Packers (1925) and Swifts (1938) were multi-storied structures which operated with an outdated processing sequence. As a result of these changes, transportation and plant orientation, both Canada Packers and Swifts reduced production and eventually completely closed down operations. Swifts shut down operations in 1982 while Canada Packers ceased its operations in 1988. This situation left the Stock Yards Area with only one major meat packing operation (Burns) and a few small scale processing facilities.

Following the closure of Canada Packers, the Public Markets Ltd. decided in 1988 to discontinue all operations at the Union Stock Yards. Livestock pens and corrals were dismantled as part of a deal made with a group of Hutterites to remove livestock holding facilities. Currently, the Stock Yards Area is in a transitional phase. A number of companies which had been substantial contributors to the livestock based economy in the past, have

⁵ Government of Manitoba, op. cit. Saint-Boniface, Manitoba: Centennial Year 1967, p.51. Based on 50 cattle per rail car 141 rail car loads would be 7050 cattle.

⁶ Government of Manitoba, op. cit. Saint-Boniface, Manitoba: Centennial Year 1967, p.51.

withdrawn interests or intend to withdraw interests entirely from the Stock Yards Area. In 1987, the Swifts property was purchased by a consortium and has since been transferred to City of Winnipeg ownership through tax sale; in 1988, Winnipeg Livestock Sales Ltd. relocated to a new site, better serviced by the trucking industry; and finally, both Canada Packers and the Public Markets Ltd. indicated their intention to put their respective land holdings up for sale in the fall of 1989. Major CN and CP rail operations remain an active principal component of the Stock Yards Area.

As of the fall of 1989, the situation of the Stock Yards Area was one of transition and uncertainty. The primary catalyst of economic success in the Stock Yards Area throughout most of the twentieth century, the stock yard facilities, have been removed and only one major meat packing plant (Burns) remained. However, a number of businesses, many of which developed as a direct result of the adjacent livestock holding and processing facilities, still remained viable operations within the Stock Yards District.

1.3 Zoning

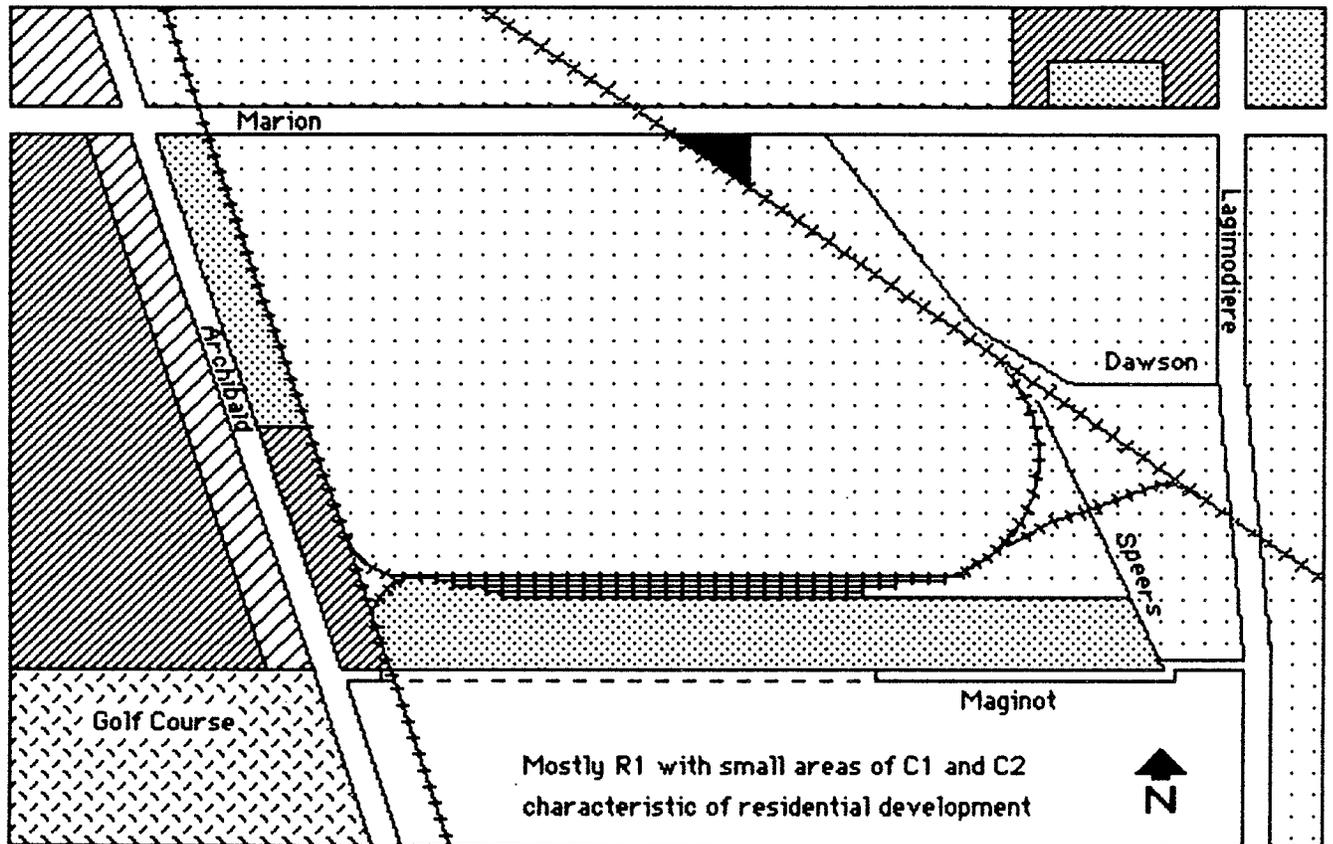
In assessing the compatibility of any potential planning scheme for the Stock Yards Area, it is essential to review zoning designations in both the study site and the surrounding community. Directly within the Stock Yards boundaries, the zoning designation is primarily "M3" which allows for a general industrial use district. Stock Yards land west of the CN Emerson Subdivision is separated into two differently zoned districts. In the north the zoning "M2" allows for light industrial operations as well as "C1" and "C2" uses, while in the southern section an "R2" designation permits single

family and multiple dwelling residential development. All land on the Stock Yards Site located between the Paddington Interchange and Maginot Street (and right of way) is also designated "M2". One final deviation from the "M3" zoning pattern within the Stock Yards is a small parcel of vacant land (0.46 acres) located just east of where the CN Sprague Rail Line intersects Marion Street. This small parcel of land is zoned for "M1" industrial use which includes "C1" "C2" and "R3" uses.⁷

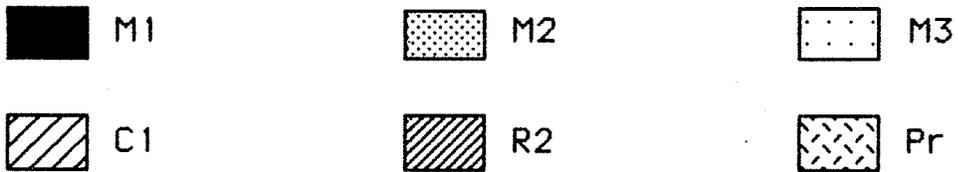
Surrounding the study site to the north of Marion Street and east of Lagimodiere Boulevard the prevailing zoned use is industrial. To the west of Archibald Street and south of Maginot Street the predominant uses are residential and recreational (Map 1.3, pg. 16).

⁷ See Appendix A for definitions of pertinent zoning districts.

Map 1.3
The Stock Yards and Surrounding Area: Zoning Pattern 1989



0 0.25 0.5 Km
Scale



1.4 Land Use Inventory

An analysis of the study area reveals a concentration of industries, businesses and public services along the periphery of the site, as well as along the only two internal access roads, Dawson and Speers. As a generalization four major categories of land use can be identified including livestock related businesses, non livestock related businesses, public service related land and vacant land (Map 1.4, pg. 19).

1. Livestock Related Businesses

More predominant in the past, there are still a number of viable businesses in the Stock Yards Area which were established and remain dependent on the livestock industry for their survival. Of greatest prominence is the large Burns Meatpacking Plant located on the northeast corner of the study site. A number of smaller abattoirs, wholesale meat operations and other livestock related businesses are located in the vicinity of the northern strip of Dawson Road. Feed Rite Mills Ltd., which manufactures livestock feed is located on Speers Road and the Manitoba Hog Marketing Commission is located on Marion Street .

2. Non Livestock Related Businesses

Business establishments unrelated to the historical livestock function of the Stock Yards Area are scattered along Marion Street, Speers Road and Maginot Street. The greatest concentration of small business is situated at the Winfield Realty Development Site. Located just west of the CN Sprague Subdivision and Marion Street intersection, the Winfield development is a

three building project which offers 75,000 square feet of leasing space. Currently about 20 small businesses are located at the Winfield site.

Another important business function unrelated to the livestock industry is the joint CN and CP Auto Compound located in the southwest corner of the Stock Yards Area. The Auto Compound is a parking lot where the railways store motor vehicles, shipped into Winnipeg by rail, before they are dispersed to dealers located throughout the city.

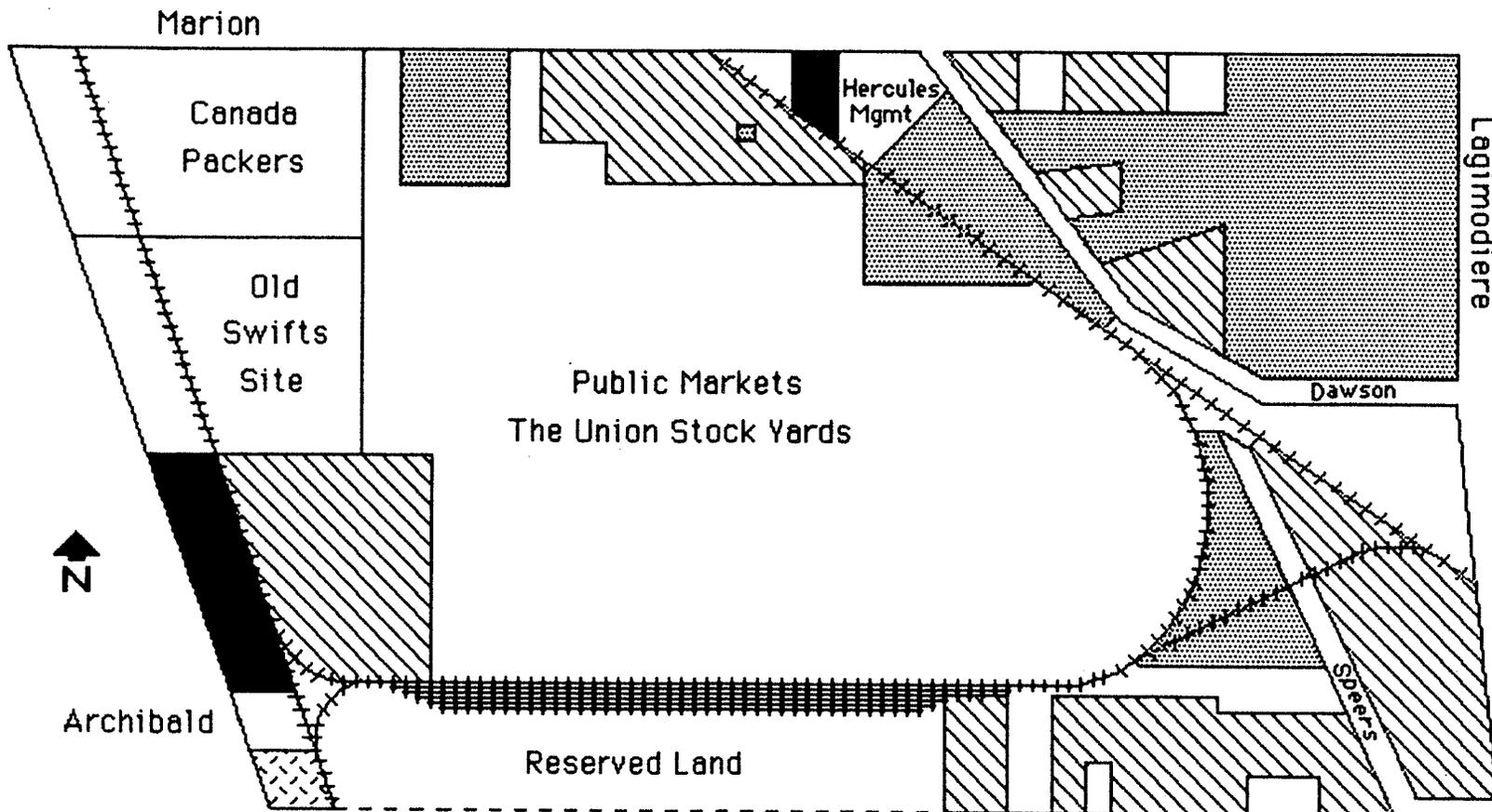
3. Public Service Related Land

Three public related services are present within the Stock Yards Boundaries. A fire hall is located on Marion Street and a church and elementary school are located along Archibald Street.

4. Vacant Land

Of primary importance in terms of vacant land in the study area are the Union Stock Yards Site and the smaller but very significant Canada Packers site and the former Swifts property. The large vacant land site south of Paddington Interchange is reserved for future transportation expansion and is also intended as a buffer between residential development and the transfer trackage. A number of smaller less significant properties are also located within the study area.

Map 1.4
The Stock Yards Area: Land Use Inventory 1989



- | | |
|--|---|
|  Livestock Related Businesses |  Public Service Related Land |
|  Non Livestock Related Businesses |  Vacant |
| |  Residential |

0 0.25 Km
Scale

The following is a list of properties, located within the Stock Yards Area, divided into the four categories of livestock related businesses, non livestock related businesses, public service related land and vacant land.

1. Livestock Related Industries

Manitoba Hog Marketing Commission	H. & K. Packers Company Ltd.
J.R. Livestock Consultants	Ludwig Kahan Meats
St. Boniface Hide and Wool Company	Feed-Rite Mills Limited
Maple Leaf Mills Ltd. (Mid-West By-Products)	Burns Meats Ltd.
Custom Abattoir Ltd.	St. Boniface Abattoir Ltd
Best Brand Meats Ltd.	Foderaro's Wholesale Meats Co. Ltd.
Friendly Family Farms Ltd.	J.V. Wholesale Meats
Jack Forgan Wholesale Meats Ltd.	Fleisher Wholesale Meats Ltd.

2. Businesses Unrelated to the Livestock Industry

CNR/CPR Auto Compound	<i>Winfield Realty Development</i>
Toronto Dominion Branch Bank	Bear Automotive Sales and Service
Petro Canada Gas Station	Paulmar Cycle Inc.
Frontier	Whole Language Consultants Ltd.
Domo Gas Bar	Windsor Park Automotive Repair Centre
Quality Construction Co. Ltd.	ABC Fire and Safety Equipment
Rainbow Day Nursery	Bathtub King Refinishing and Bath Centre
Davco Pet Food Processors	Edmond Siding and Roofing Co.
Sterling Homes	The Deli Stop
Star Building Materials	Phoenix Eye Wear
Northland Fisheries Ltd.	Washex Cleaning Systems
Greco Brothers Texaco	The Closet Specialists
Trimac Transportation Service	Winnipeg Panthers Gymnastics
Manitoba Hydro Substation	Antrim Floor Covering
A to Z Signs	Winnipeg Alloy and Industrial Ltd.
St. Boniface School Division Bus Garage	Robbco Ltd. Design
Better Buy Food Supply	Railway Auto Compound

3. Public Service Functions

Archwood Elementary School
Holy Family Roman Catholic Church
City of Winnipeg Fire Hall #9

4. Vacant - No Present Use

Canada Packers
The former Swifts Site
The Union Stock Yards (Public Markets)
Reserved Land South of Paddington Interchange
A number of small properties- owners unknown
Hercules Management Property

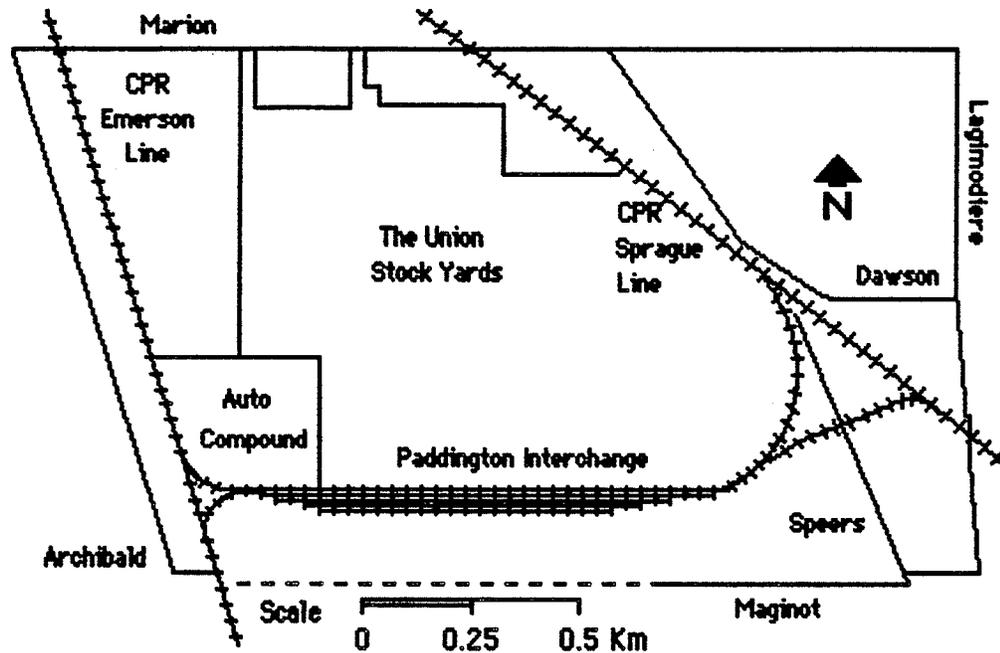
5. Railway Owned Lands

A fifth classification of major land uses in the Stock Yards Area is railway owned lands and right of ways including, the Union Stock Yards, the CP Emerson line, the CN Sprague line, Paddington Interchange and the auto compound, all of which will influence potential planning schemes for the Stock Yards Area. The Union Stock Yards have been removed and land is currently for sale. The two major rail lines on the site (the Emerson and Sprague lines) will remain for the foreseeable future. The Paddington Interchange and auto compound are jointly owned and operated by CP and CN and are also expected to remain for the foreseeable future. A CP spokesman revealed the cost of moving the Paddington Interchange and Auto Compound is estimated at \$5 million for CP and approximately \$10 million to \$15 million for CN⁸ In order to justify the removal of the Interchange and Auto Compound CP and CN would have to sell their land for an unrealistically exorbitant sum. As a result any planning scheme for the Stock Yards site must incorporate into its thinking the location and continued existence of the Emerson line, the Sprague line, the Paddington Interchange and the Auto Compound (Map 1.5, pg. 22).

⁸ Interview: Dave F. Lightheart, Manager, Properties Division, C.P. Rail.

Map 1.5

The Stock Yards Area: Railway Owned Land

*Vacant Properties*

Assessing a site's potential for future development requires an examination of vacant lots and buildings which have futures that are currently in question (Map 1.4, pg. 19).

The Former Swifts Site

The former Swifts site is currently vacant and boarded up, yet, the building remains in good structural condition. Defaulted to the city through tax sale the future of this property is one of uncertainty in the Stock Yards. The Swifts plant is outdated and therefore of no real industrial use. Adaptive reuse is a possibility. However this would require Considerable sums of private investment and, as yet, no real interest has been shown. Demolition

is a final and very expensive possibility. Demolition estimates have approximated \$1 million.

Canada Packers Land

Canada Packers owns two adjacent parcels of land in the Stock Yards Area which are separated by the Canadian Pacific Railway Emerson Line. The smaller parcel of land was used as parking space for employees and visitors to the Canada Packers meat packing plant, which is located on the larger parcel of land just east of the parking lot. Four separate buildings built between 1925 and 1944 combined to house the functions of the meat processing industry but have since become outdated. Inefficiency of operations resulted in a \$13 million operating loss over the plant's final five years of operation and the plant's subsequent closure. Canada Packers has no plans for the reuse of either of its two properties and listing them for sale was expected in the fall of 1989.⁹

Any planning proposal for the study area would have to consider the opportunities presented by the availability of Canada Packers properties. The buildings are still solid structurally and can feasibly be adapted to a new function. This option is desirable considering the historical significance of the building to St. Boniface and indeed the economy of Winnipeg and the livestock industry in Manitoba. Alternatively, redevelopment may be achieved through the costly process of demolition (estimates range from \$1 million to \$5 million).¹⁰

⁹ Interview: Murray Stewart. Public Relations Manager (Toronto head office), Canada Packers Inc.

¹⁰ Interview: Murray Stewart. Public Relations Manager (Toronto head office), Canada Packers Inc.

The Union Stock Yards

The Union Stock Yards is a large tract of land with very little structural development. Livestock holding pens which used to cover most of the site have been removed, leaving only the Union Stock Yards offices, the powerhouse, and a water tower. The Public Markets (owners of the Union Stock Yards) have no use for the stock yard lands or buildings and are, therefore, were intending to offer them up for sale. Both the administrative building and the power house stand vacant and boarded up. They are in excellent structural condition and can be easily adapted to a new use. This factor, along with the building's historical significance, make it desirable to maintain the buildings on the site. The water tower is structurally stable but no longer of any use, its removal would be easy and inexpensive.

Hercules Management Ltd.

A small property (1.89 acres) owned by Hercules Managements is located at the southwest corner of Dawson Road and Marion Street . Also situated on this site is a small building (formerly a diner) in fair condition, which is currently vacant and boarded up. The structure can easily be adapted to some small business use or, if required, could be torn down very inexpensively. Acquisition of land is necessary to incorporate this site as part of a development proposal. All remaining vacant properties within the Stock Yards Area have no development within their boundaries.

Map 1.6 (pg. 25) indicates the location of all the properties on the study site and Table 1.1 (pg. 26), which indicates the location key, specifies additional information pertaining to individual properties.

Map 1.6
The Stock Yards Area: Site Properties and Location 1989

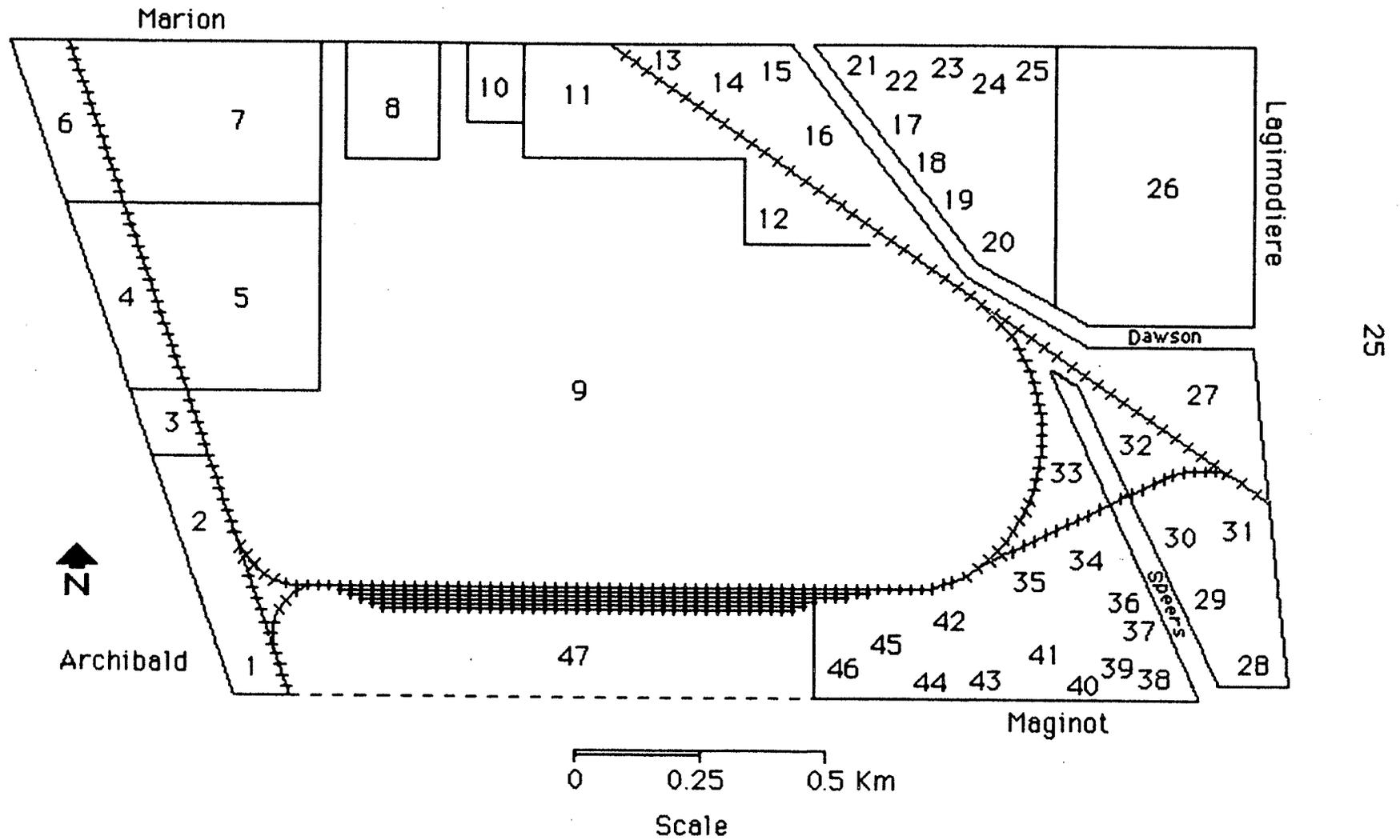


Table 1.1
 The Stock yards Area: Site Properties and Location
 See Map 1.6 for corresponding properties

No.	Land Owner	Business	Address	Zoning	Acres	Type of Business	Condition
1.	Residential						
2.	Norwood School Div. 8	Archwood School	800 Rue Archibald	R2	4.46	Elementary School	Good
3.	La Co....De St. Boniface	Holy Family Church (RC)	774 Rue Archibald	R2	1.44	Church	Good
4.		Vacant Lot		M2			
5.		Vacant Buildings		M2	17.32		
6.	Canada Packers Ltd.	Canada Packers Ltd		M2	3.44	Parking Lot	
7.	Canada Packers Ltd.	Vacant Bldgs.	660 Marion Street	M3	13.30	Vacant (Boarded Up)	
8.	Mb. Hog Prod. Mkt. Board	Mb. Hog Mkt. Commision	750 Marion Street	M3	3.00	Marketing Commision	Good
9.	Public Markets Ltd.	Vacant	736 & 780 Marion	M3	180.11	Vacant (Boarded Up)	
10.	Toronto Dominion Bank	TD Bank	800 Marion Street	M3	0.60	Bank	Good
11.	Winfield Realty Ltd.	3 Multi-tenant Bldgs.	850 Marion Street	M3	5.63	Small Businesses	Good
12.	St. B. Hide and Wool Co.	St. B. Hide and Wool Co.	Marion Street	M3	2.10	Hide Processors	Fair
13.			860 Marion Street	M1	0.46	Storage Shed	Good

No.	Land Owner	Business	Address	Zoning	Acres	Type of Business	Condition
14.	City of Winnipeg	Fire Hall #9	864 Marion Street	M3	1.46	Fire Hall	Good
15.	Hercules Mgmts. Ltd.	Vacant	874 Marion Street	M3	1.89	Boarded Up Bldg.	Fair
16.	Best Brand Meats Ltd.	Multi-tenant Bldg	500 Dawson Road	M3	4.10	Several (same as 1983)	Fair
17.	St. Boniface Abattoir Ltd.	Multi-tenant Bldg	505 Dawson Road	M3	5.78	Several	Fair
18.	Nestle Enterprises Ltd.	Davco Processors	555 Dawson Road	M3	1.24	Pet Food Manufacturer	Good
19.	Maple Leaf Mills Ltd.	Mid-West By-Products Ltd.	607 Dawson Road	M3	2.75	Meat By-Products Manu.	Good
20.	Nestle Enterprises Ltd.		611 Dawson Road	M3	1.39		Good
21.	Petro Canada Inc.	Petro Canada Inc.	493 Dawson Road	M3	0.96	Gas Station	Good
22.		Vacant		M3			
23.	V E V Holdings Ltd.	Frontier	Marion Street	M3	0.92		Good
24.		Domo Gas Bar	Marion Street	M3		Gas Service	Good
25.		Vacant		M3			
26.	Burns Meats Ltd.	Burns Meats Ltd.	870 Lagimodiere Blvd.	M3	34.57	Meat Packing Plant	Good
27.		Vacant		M3			
28.	Quality Const. Co. Ltd.	Quality Const. Co. Ltd.	30 Speers Road	M3	1.47	Construction Co.	Good
29.	2162130 Manitoba Ltd.	Rainbow Day Nursery	24 Speers Road	M3	6.17	Child Day Care	Good
30.	2162130 Manitoba Ltd.	Sterling Homes	16 Speers Road	M3			Good

No. Land Owner	Business	Address	Zoning	Acres	Type of Business	Condition
31.	Star Bldg. Materials	14 Speers Road	M3		Construction Supplies	Fair
32. Northland Fisheries Ltd.	Northland Fisheries Ltd.	2 Speers Road	M3	2.15	Storage Yard	
33. Feed-Rite Mills Ltd.	Feed-Rite Mills Ltd.		M3		Storage Yard	
34. Feed-Rite Mills Ltd.	Feed-Rite Mills Ltd.	17 Speers Road	M3	3.43	Feed Manu. Plant/Offices	Good
35.	Vacant		M3			
36.	Vacant		M2			
37. R.A. & E.F. Greco	Greco Brothers Texaco	29 Speers Road	M2	1.86	Service Station	Good
38.	Vacant		M2			Poor
39.	Vacant		M2			
40.	Vacant		M2			
41. Trimac Trans. Services	Trimac Trans. Service	955 Maginot Street	M2	6.58	Trucking Company	Good
42. Manitoba Hydro	Manitoba Hydro	Maginot Street	M2	1.12	Substation	
43.	Vacant		M2			
44.	A to Z Signs	911 Maginot Street	M2		Signs service Supply	Good
45.	Vacant		M2			
46. St. B. School Div. #8	St. B. Sch. Div. Bus Garage	901 Maginot Street	M2	1.73	Bus Garage	Good
47.	Vacant					

1.5 Infrastructure

Water Service

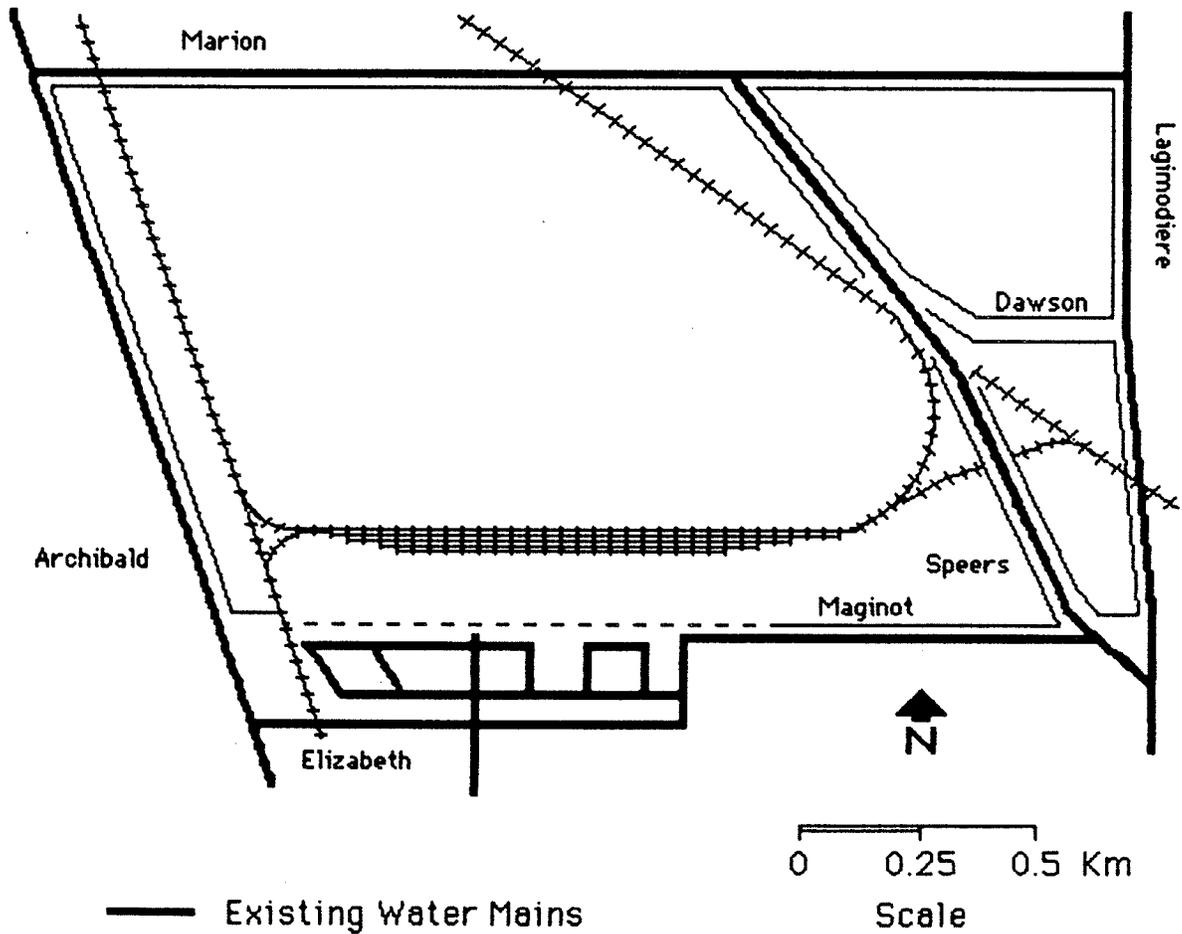
City water mains surround the Stock Yards Area along its western, northern and eastern boundaries (Maginot, Marion and Lagimodiere) and along the existing section of Maginot Street on the site's southern edge. Where the Maginot right of way exists, water lines are diverted south to Elizabeth Road where they connect to establish a full circuit of available water mains to service the Stock Yards Area (map 1.7, pg. 30). Internal municipal water lines within the site exist only along the northern stretch of Dawson Road and along Speers Road. Virtually all businesses located in the Stock Yards Area are peripheral to either the boundary roads or the two internal access roads and receive water via lines connecting them with the main line. The only exception to this is the St. Boniface Hide and Wool Company which has access by way of a private road located beside the Winfield Realty development.

There are currently no municipal water lines servicing the huge area of vacant lands on the site's interior. Technically and physically, however, this is not a problem for future development of the Stock Yards Site. City Operations Engineer Paul Kowalyk confirms water capacity of lines surrounding the site is ample to provide for all types of potential development and connecting lines may be installed at virtually any location.¹¹ Unfortunately the reality of the situation is there are likely to be huge difficulties with respect to land ownership and obtaining right of ways. This will depend on the format of any development proposal.

¹¹ Interview: Paul Kowalyk, Engineer, City of Winnipeg Operations Department.

It should be noted that, although there are no municipal water lines servicing the Stock Yards interior lands, there is a well water system which was used extensively during the time of the Union Stock Yards operations.

Map 1.7
The Stock Yards Area: Existing Water Service 1989



Sewer and Drainage

The Stock Yards Area is located within the Mission Combined Sewer District. Currently the system is already overloaded and the capacity of the Dawson Road combined sewer is inadequate¹².

Hydraulic analysis of the existing combined sewer system indicated that the overall current level of protection for the Mission District is not adequate for a one in five year storm event which is the minimum criteria within the City of Winnipeg. Some areas do not have protection even for a one in two year storm event. Sewer discharging during a one in five year return frequency storm is due to two factors; lack of capacity in the Dawson Trunk Sewer, and lack of lateral sewer capacity in some areas.¹³

Much of the system is in excess of 75 years old and is in need of repairs. "Extensive replacement is not required for structural reasons but some repairs will be necessary to prolong the useful life of the sewer."¹⁴ The Dugas Area, an older residential area located just south of the west side of the study area "has been plagued with combined sewer surcharging and subsequent basement flooding coincident with major rainstorm events".¹⁵ As a result, the City of Winnipeg Waterworks, Waste and Disposal Department confirms that no major development will be permitted on the Stock Yards Site without an accompanying storm water retention pond.

There is virtually no internal sewage or drainage system within the Stock Yards Area (Map 1.8, pg. 33). The only internal access to the study site is by

¹² Note: A combined sewer system handles both sanitary wastewater and land drainage.

¹³ City of Winnipeg, Mission Combined Sewer District. Waterworks, Waste and Disposal Department; Operations Department - District, May 1987. p.2.

¹⁴ Ibid., p. 2.

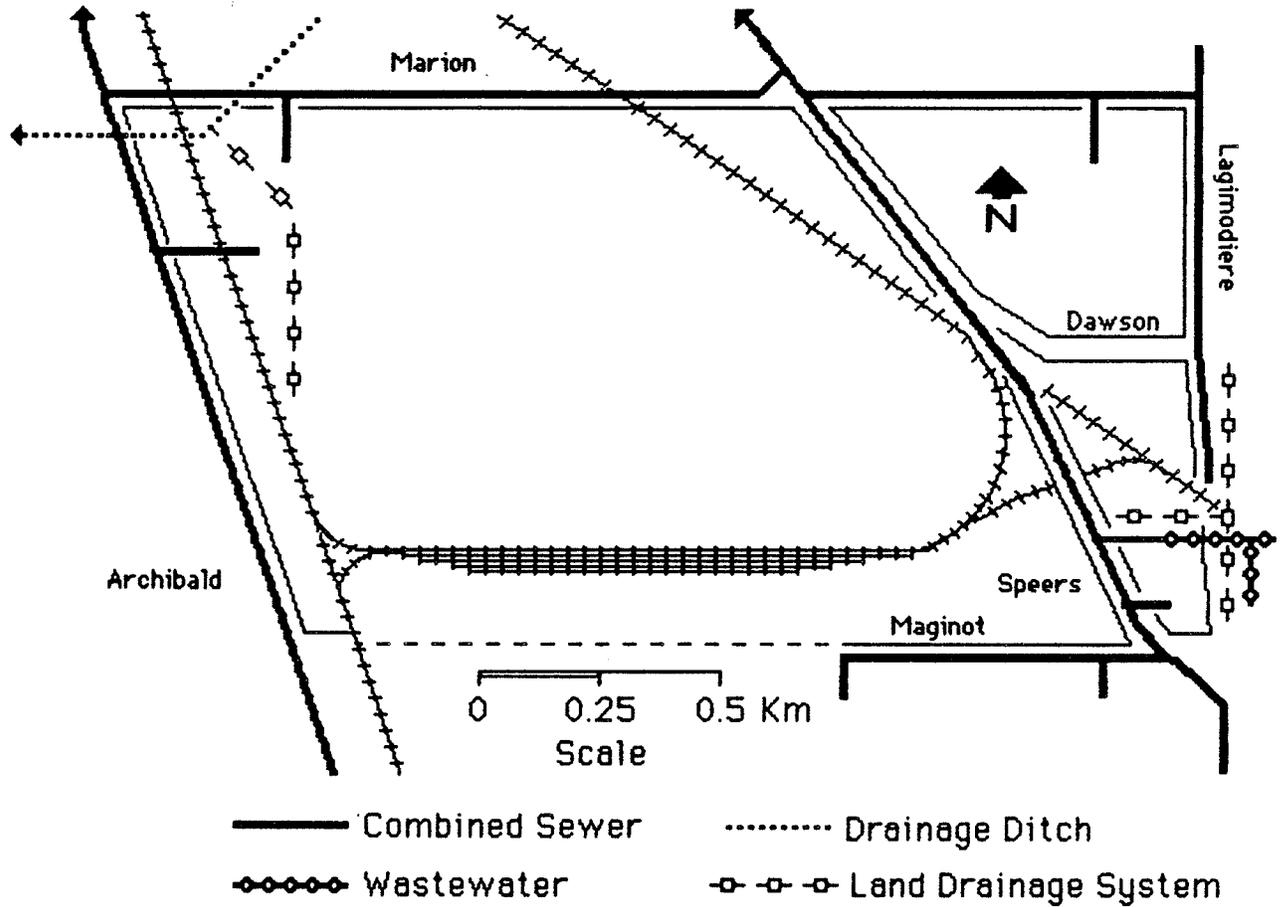
¹⁵ Ibid., p. 2.

way of the city's combined sewer system which runs along Dawson Road and Speers Road . A single private land drainage system services the Auto Compound parking lot. Peripheral to the Stock Yards Site a combined wastewater/drainage sewer offers accessibility along Archibald, Marion, Lagimodiere and the eastern end of Maginot.

The construction of a retention pond in the Stock Yards Area would allow at least partial separation of the Mission Sewer and Drainage System. A retention pond would provide a separate storm drainage system for the Stock Yards and some of the surrounding area and, thereby, reduce the strain on the combined system. Storm drainage outflow from the pond can easily be provided to the Seine River through the very northern tip of the city owned St. Boniface Golf Course. Land use has an important bearing on the run-off characteristics of a given area, therefore, the capacity of the retention pond and drainage system would depend heavily on the proposed development for the Stock Yards Site. Volume of runoff is highly dependent on areas in a development that are impervious to water such as roofs and paved parking areas. "Industrial, commercial and multi-family areas generally have higher imperviousness and greater runoff than single family residential districts"¹⁶ and therefore require greater capacity in the drainage system. The use of a retention pond to service the Stock Yards Area as well as some of the surrounding Mission District would reduce considerably the loading on the sewage treatment plant during summer storm events thereby increasing the capacity of the old system to handle sewage without threat of pollution overflow out of the system.

¹⁶ Ibid., p. 2.

Map 1.8
The Stock Yards Area: Existing Sewer and Drainage System 1989



1.6 Summary

Located in the east central section of the city of Winnipeg the Stock Yards Area is a large section of underutilized land (over 300 acres) occupied by a variety of businesses and land owners. Prosperous as a livestock receiving and meat packing centre throughout much of the twentieth century, the Stock Yards Area fell into decline in the early 1970's. Technological advancements in transportation and meat packing operations eventually rendered the older Canada Packers and Swifts Packers obsolete. In 1988, after many years of declining shipments of livestock, the Union Stock Yards ceased all operations.

The primary zoning designation in the Stock Yards Area is "M3" which allows for a general industrial use district. Other industrial zoning classifications within the boundaries of the study site include two large parcels allowing for "M2" industrial use and one very small parcel zoned "M1". North and east of the study site the zoning pattern is overwhelmingly "M3" industrial. South and west of the Stock Yards Area "R2" residential predominates.

The land ownership pattern within the Stock Yards Area is very diverse with approximately 50 distinct parcels of land. Five main classifications of land can be identified including, livestock related businesses, non livestock related businesses, public service related land, residential land and vacant property. Located on the vacant Canada Packers, Swifts and Union Stock Yards sites are a number of abandoned industrial buildings.

Another significant classification of land, is land which is owned by the two rail companies CN and CP. Included among this are the Union Stock Yards, the auto compound, Paddington Interchange, the CN Emerson line and the CP Sprague line.

Water, sewer and drainage infrastructure surrounding the Stock Yards Site is extensive, however, there is very limited internal access to infrastructure. The only internal access to infrastructure is provided on Speers Road and on the northern section of Dawson Road. Water capacity surrounding the site is adequate to provide virtually any form of development. Sewer capacity on the other hand is strained. Therefore, any significant development in the Stock Yards Area must be accompanied by a storm water retention pond.

Chapter 2 The Surrounding Community

2.0 Introduction

Chapter 2 examines a broad range of factors concerning the community surrounding the Stock Yards Area, which are relevant in determining the suitability of potential land uses in the study area. Historical and demographic analyses provide the essential nature and social characteristics of the community, a discussion of activity areas and traffic flow demonstrates how the Stock Yards Area fits in with the larger urban fabric, and an examination of the Union Stock Yards' decline and ultimate removal reveals the direct effects on surrounding business operations.

2.1 St. Boniface – An Historical Perspective

The early roots of St. Boniface as a French community were established in 1817 by Lord Selkirk who, apparently, decided to designate land immediately east of the forks of the Red and Assiniboine Rivers "to serve as the *pled-a-terre* for future French-speaking settlers and for a Roman Catholic mission".¹ Led by Father Joseph Norbert Provencher, missionaries set out from Montreal in May 1818 to establish a mission on the site designated by Lord Selkirk. By the early 1820's a substantial contingent of French-speaking people began to settle on the east side of the Forks. By the 1850's the French-speaking community was dominated by such institutions as the Roman Catholic Church, Provencher's mission school and *les Soeurs*

¹ Government of Manitoba, St. Boniface. (Historic Resources Branch, 1988) p. 5.

Grises (the Grey Nuns). All three of these institutions have remained important aspects of St. Boniface's unique community right up until present times. The presence of St. Boniface Cathedral still emphasizes the early importance and the continuing strength of the church in St. Boniface. Provencher's mission school transformed with time into the present day St. Boniface College. As well, the first convent of the Grey Nuns currently houses the St. Boniface Museum. The convent served a variety of community needs including the delivery of health services. "Its four-bed infirmary ultimately evolved into the St. Boniface General Hospital, one of Canada's major medical facilities."²

Following Manitoba's creation as a province of Canada in 1870, hundreds of new settlers arrived from Quebec and from expatriate French-Canadian communities in the United States. In 1880 St. Boniface was incorporated as a municipality. At this time settlers were arriving in Manitoba at a rate of over 1000 per month. Many of these new settlers located in the growing community of St. Boniface. The community began to diversify, shedding the characteristics of an early settlers town. "New groups of civil servants, professional and business men as well as industrialists became part of the community."³ By 1908 St. Boniface was incorporated as a city complete with stores, streetcars, hotels, residential homes, fire and police services, a hospital, schools, churches and the establishment of several industries. By 1920 the population was around 12,000 "of which more than half were of French descent".⁴

² *Ibid.*, p. 14.

³ Government of Manitoba, Saint-Boniface, Manitoba: Canada Centennial Year 1967. (Government Publication 1967) p. 12.

⁴ *Ibid.*, p. 12.

As the St. Boniface community continued to grow a definite settlement pattern emerged. The French settled primarily in the northern section of St. Boniface in close proximity to the Cathedral and to other French cultural and commercial facilities. The southern section of the expanding community of St. Boniface was settled mainly by English-speaking people and became known as Norwood. The expansion of St. Boniface continued with the constant flow of immigration that existed in the Winnipeg area throughout the late 1800's and early 1900's. Many English-speaking European immigrants settled in St. Boniface thus creating a diversified bilingual community. Incorporated into the City of Winnipeg in 1971 St. Boniface today remains a distinct community founded on a strong French heritage. Still dominant in the community are the St. Boniface Cathedral, St. Boniface College (an institution of higher learning with all instruction in the French language), and the St. Boniface Hospital. Other strengths in the French culture of the community are a French radio station (C.K.S.B.) and a French weekly newspaper (la Liberté).

While the cultural aspects of St. Boniface are central to its identity, industry has also figured prominently in its historical development. "Ever since the city's official inception in 1908 (population 5,930) and certainly prior to that, St. Boniface has gone to great lengths to persuade all types of industry to locate within her boundaries."⁵ In order to attract industry to the area the St. Boniface Chamber of Commerce authorized the creation of an Industrial Development Committee to try and influence companies to locate in St. Boniface. Further, a publicity program and an elaborate 50 page document were produced with the goal of luring industries to the area. The

⁵ Ibid., p. 74.

project was a success, attracting, in 1910, The Winnipeg Ceiling and Roofing Company. Other noteworthy companies attracted by the publicity include the Continental Oil Company (1913), Western Wheel Foundry (1919), and Dominion Tar and Chemical Company (1925). Of greater significance, however, was the establishment of the Public Markets Livestock Yards which provided the impetus for a large meat packing industry in St. Boniface. The Union Stock Yard facilities soon attracted a host of meatpacking houses including:

Farmers' Packing Company - established in 1917
 St. Boniface Abattoir - built in 1921
 Winnipeg Packers (later Public Abattoirs) - built in 1922
 Winnipeg Rendering - also established 1922
 Harris Abattoirs (later Canada Packers) - moved from Elmwood to a new plant in St. Boniface - built in 1925
 Swifts Canadian - built in 1938⁶

This same policy of attracting industry continued into the post Second World War era. Some of the major industries to come to St. Boniface since World War II include:

Supercrete Limited (Thos. Jackson & Son) - 1946
 Burns Foods - 1964
 New North Star Refinery (new Shell Canada) - 1954
 CNR's Symington Freight Marshalling Yards
 Frontier Packing Company - 1966
 Custom Abattoirs - 1963
 Kildonan Concrete - 1966
 Star Storage - North American Van Lines - 1966
 Shur-Gain Division - Canada Packers Limited (new feed plant - 1965)
 Arnold Brothers Transport Warehouse - 1965
 Standard Chemicals
 Interprovincial Co-operatives - Continental Can. Co.⁷

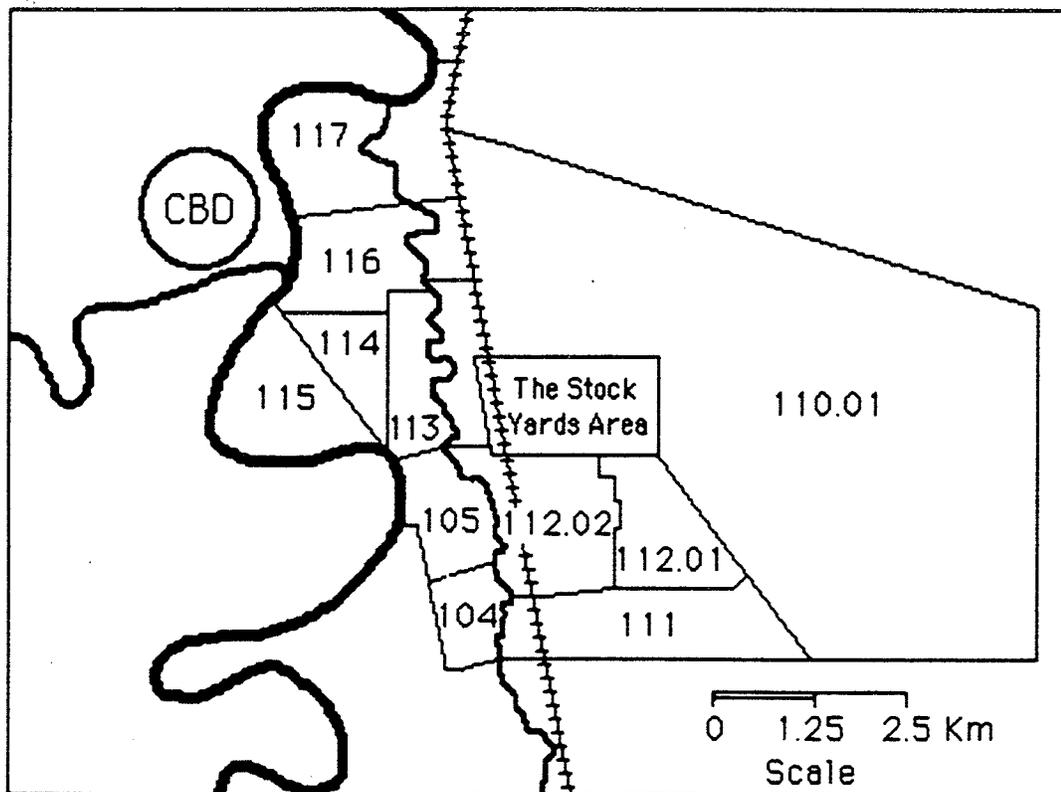
⁶ Ibid., p. 74 and p. 77.

The present day St. Boniface Industrial Park, located east of Lagimodiere, has continued the tradition of attracting industries to locate in the St. Boniface Community.

2.2 Demographics

The demographic analysis of the district surrounding the Stock Yards Area was based on the examination of eleven census tracts (Map 2.1). These eleven census tracts were chosen as they uniformly surround the Stock Yards Area.

Map 2.1
Census Tract Divisions



7. Ibid., p. 74.

Population

An investigation into past population figures for the eleven census tracts being reviewed reveals a very significant trend (Table 2.1). Statistics for the eleven census tracts indicate a consistent trend towards population decline. Only 2 of the eleven tracts show population increases from 1981 to 1986, all other tracts show either moderate or significant population decreases. Examining population as a long term trend, investigation of the past five census years demonstrates population losses in these eleven census tracts have predominated for 20 years. A continual decline in population has been recorded in eight of 11 census divisions since 1966. The remaining three tracts all recorded declines in four out of five census years. Viewed as a conglomerate (all eleven tracts totalled as one) the demographic study area shows a continual decline in five consecutive census years with a total population loss of 12,636 or 24 percent.

Table 2.1: Population⁸

<u>Tract</u>	<u>104</u>	<u>105</u>	<u>110.01</u>	<u>111</u>	<u>112.01</u>	<u>112.02</u>	<u>113</u>	<u>114</u>	<u>115</u>	<u>116</u>	<u>117</u>	<u>Total</u>
<u>Year</u>												
1986	3935	3104	457	4977	3637	5362	2911	3509	3232	5924	2915	40002
1981	3510	3238	470	5417	3953	5555	3068	3667	3352	6148	2851	41240
1976	3776	3648	698	6030	4460	6323	3608	4165	3824	7012	3250	46794
1971	3904	4110	—	6478	4551	6882	4310	4788	4137	7854	3547	51259
1966	4229	4355	—	5792	—	—	4682	5050	4430	7966	4003	52638

— indicates no census data is available

⁸ Statistics Canada: Census Data.

Dwelling Characteristics

An analysis of housing stock by construction period, in the eleven census divisions under scrutinization, reveals heavy periods of construction in the following classifications; before 1946; 1946-1960, 1960-1970; 1971-1980 (Table 2.2). Conversely, the number of dwellings constructed in the 1981-1986 category is, in nine of 11 census tracts, significantly lower than in any previous construction periods. These figures indicate that the community surrounding the Stock Yards Area is, by and large, an older community with little vacant land for developing new housing. Coupled with the previously examined population loss, this situation of scarcity of available land for housing development in the eleven census divisions highlights an important demographic problem for the St. Boniface community. There is little room for housing construction in the St Boniface community and, although there are newer developments to the south in the St. Vital area, the fact that there is limited opportunity for new housing in St. Boniface has likely forced many baby boomers (now of home buying age) to leave the community in search of their own home.

Table 2.2: Dwelling Characteristics By Period of Construction⁹

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117
Before 1946	465	675	45	20	55	20	555	838	615	725	455
1946-1960	605	480	55	505	370	990	555	400	585	615	295
1961-1970	135	70	20	1055	670	730	45	230	60	720	90
1971-1980	280	35	40	55	145	195	40	115	50	655	195
1981-1986	435	20	---	5	---	10	20	30	5	55	160

--- indicates no census data is available

⁹ Statistics Canada: Census Data.

Ethnicity

Statistics concerning ethnicity in the eleven census tracts merely emphasize the unique ethnic mix and heavy French influence (as the historical perspective demonstrated) in the St. Boniface community. Virtually all eleven census divisions are characterized by relatively high percentages of people of French descent (Table 2.3). Whereas the total Winnipeg percentage is 8.9% the eleven St. Boniface tracts examined range in percentage from a low of 12.4% to a high of 53.9%. Calculated as a conglomerate the census study area is characterized by 27.1% French origin.

Table 2.3: Percentage French Origin 1986¹⁰

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117	Total
French	12.4%	18.5%	35.0%	18.4%	19.7%	18.0%	25.6%	37.3%	17.5%	47.4%	53.9%	27.1%

A second statistic that emphasizes the unique French concentration in St. Boniface is population by official language (Table 2.4). In ten of the eleven census divisions reviewed, the percentage of population which reported French as an official language exceeded that of French origin. With reference to French as an official language census tracts revealed figures of between 15.8% and 66.2%. As a single unit the tracts registered a figure of 33.7%.

Table 2.4: Percentage of Population: French as Official Language 1986¹¹

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117	Total
French	15.8%	20.1%	29.5%	25.4%	25.2%	24.2%	29.9%	45.6%	25.5%	57.1%	66.2%	33.7%

¹⁰ Statistics Canada: Census Data.¹¹ Statistics Canada: Census Data.

Employment

An analysis of employment statistics in the St. Boniface community reveals a dramatic increase in both male and female unemployment rates over the past decade of census figures. Examining male unemployment rates (Table 2.5) a substantial rise in unemployment status becomes clear. In ten of eleven census areas the unemployment rate is higher for 1986 than it is for corresponding 1976 figures. Reviewing the census tracts as a conglomerate the pattern of a rising rate of unemployment is further highlighted. In 1976 the male unemployment rate (expressed as an average of the rates of all census tracts combined) was 4.7%. By 1981 the unemployment rate had risen to 6.6%, and by 1986 to 8.4%. This 8.4% unemployment rate is significantly higher than the city average of 7.5% and is a full 78% increase from the 1976 conglomerate statistic of 4.7%.

Table 2.5: Male Unemployment rate¹²

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117	Total
1986	7.0%	4.7%	17.9%	5.6%	6.6%	6.4%	6.3%	10.8%	6.9%	11.9%	8.6%	8.4%
1981	3.8%	4.6%	20.6%	5.9%	3.4%	5.4%	4.2%	5.0%	6.0%	7.0%	7.0%	6.6%
1976	3.1%	6.3%	—	1.8%	3.1%	2.7%	5.8%	5.7%	6.0%	6.9%	5.4%	4.7%

— indicates no census data is available

A review of the female unemployment rate in the St. Boniface community surrounding the Stock Yards reveals much the same results as the male case (Table 2.6). Again, in ten of eleven census areas unemployment rates are higher in 1986 than for corresponding areas in 1976. Viewed as a conglomerate, unemployment figures rise from 4.6% in 1976, to 5.1% in

¹² Statistics Canada: Census Data.

1981, to 7.8% in 1986. The increase in the unemployment rate from 1976 to 1986 is a full 69.6%.

Table 2.6: Female Unemployment rate¹³

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117	Total
1986	7.9%	10.8%	4.2%	5.9%	9.5%	8.4%	11.3%	6.8%	5.1%	8.1%	8.0%	7.8%
1981	4.3%	4.5%	---	4.5%	9.0%	4.4%	6.4%	6.5%	2.7%	3.8%	4.9%	5.1%
1976	3.4%	3.8%	---	5.2%	2.4%	5.4%	6.0%	3.8%	6.2%	4.4%	5.5%	4.6%

--- indicates no census data is available

Due to its historical importance it is apparent that the Stock Yards Area is a major influence on employment characteristics in the St. Boniface community. For this reason it is reasonable to conclude that the closing of the Union Stock Yards and the major meat packing plants of Swifts and Canada Packers has significantly contributed to rising unemployment in St. Boniface. Statistics reveal that the largest increase in unemployment in the past decade occurred between the census years of 1981 and 1986. It is reasonable to assume the closure of the Swifts plant in the early 1980's and the accompanying loss of approximately 650 jobs contributed significantly to this increase in unemployment. Furthermore, as Canada Packers did not cease operations until after the 1986 census was complete, higher unemployment rates are likely to exist in 1989. A Canada Packers representative confirms that closure of the St. Boniface based meatpacking operations resulted in the loss of approximately 800 jobs.¹⁴

¹³ Statistics Canada: Census Data.

¹⁴ Interview: Murray Stewart. Public Relations Manager (Toronto head office), Canada Packers Meat Ltd.

The loss of jobs in the Swifts meatpacking closure is reflected in manufacturing statistics for the 1981 and 1986 census years (Table 2.7). In seven of 11 census divisions the percentage of the total labour force employed in manufacturing declined in 1986 compared to corresponding census tracts in 1981. Viewed as a conglomerate the St. Boniface Community revealed a decline of its residents employed in manufacturing from 16.1% in 1981 to 15.0% in 1986. Unless new employment opportunities are created elsewhere this figure will likely be lower in 1989 due to the Canada Packers' closure.

Table 2.7: Percentage of the Total Labour Force Employed in Manufacturing¹⁵

Tract	104	105	110.01	111	112.01	112.02	113	114	115	116	117	Total
1986	11.5%	17.0%	32.0%	7.8%	15.7%	13.7%	20.9%	8.5%	11.6%	10.4%	15.6%	15.0%
1981	13.5%	16.6%	27.1%	13.7%	15.1%	15.4%	18.2%	16.3%	12.7%	11.2%	17.1%	16.1%

2.3 Activity Areas - Traffic Generators

A number of major activity areas located in, or peripheral to, St. Boniface govern traffic flow patterns within the community. The most significant activity area is the central business district which is located just across the river from St. Boniface. Due to its very nature as a concentration of business, residential, recreational and entertainment opportunities the downtown is a major traffic generator both weekdays and weekends. Traffic flow from the central business district to St. Boniface (and vice versa) is

¹⁵ Statistics Canada: Census Data.

heavy from morning to night but is greatest during weekday rush hours (peak hours are approximately 8:30 AM and 5:00 PM).

The University of Manitoba is a second major activity node which is located outside of St. Boniface yet is a significant factor in traffic flow patterns in the community. The province's largest educational facility, the University of Manitoba is also a major employer and recreational facility within Winnipeg. Vehicular traffic to the University of Manitoba continues year round morning to evening both weekdays and weekends generating traffic flow, particularly on the major north/south arterials (St. Mary's, Archibald, and Lagimodiere) and . However, activity is at a peak during regular session which offers courses commencing in September and concluding in April.

As is the case in all major cities the airport in Winnipeg is an activity centre which attracts traffic flow from all regions of the city. Both airport employees and travellers maintain a daily flow of traffic to and from the airport year round. However, due to the relatively distant location of the airport from the St. Boniface, the airport's affect on traffic flow in the community is minimal. Traffic that is generated as a result of airport operations will be serviced predominantly by Provencher, Marlon and Goulet.

Another classification of activity areas which influence traffic patterns in St. Boniface is the eastern industrial region. A major concentration of industrial working areas (including the Stock Yards Area, the Refinery Area, Symington Yards, Dugald and St. Boniface Industrial Park) industrial regions in St. Boniface induce heavy traffic flow at the beginning and the end of each working day. Industrial trucking activity is characteristic of this

region throughout the workday. Weekend traffic generated by the eastern industrial region is minimal.

Two activity areas that do generate major traffic flows which affect the St. Boniface community during the weekend are the regional shopping centres Kildonan Place and St. Vital Centre. The large concentration of stores, shops and services draws customers from relatively distant communities, including St. Boniface, which do not have a regional shopping centre. Traffic generated by these two activity areas is served mainly by Lagimodiere (Kildonan Place) and St Mary's (St. Vital Centre), and is not of the character of rush hour traffic. Shopping centre traffic is a relatively stable flow pattern. However, evenings and weekends are traditionally times of greatest activity.

Strip mall activity in St. Boniface also contributes to traffic patterns within the community. Concentrations of commercial activity along Provencher, Marion and St. Mary's produce a relatively small amount of daily activity compared to regional shopping facilities nevertheless it is a constant and significant contribution to traffic flow within St. Boniface which is prevalent both weekdays and weekends.

Other local activity nodes are St. Boniface Hospital, the major health care facility in the community and a constant destination of employee and patient activity; and the St. Boniface and Windsor Golf Courses which attract seasonal activity during daylight hours.

2.4 Circulation - Traffic Flow

In order to make a proper assessment of any potential development option for the Stock Yards Area there must be a clear understanding of current circulation patterns in the study area (Map 2.2, pg. 50). Also essential is the current traffic pattern in the surrounding region, as well as future traffic flow routes and expectations (Map 2.3, pg. 60).

Internal Circulation

Internal circulation poses a somewhat troublesome and unique problem for potential development in the Stock Yards Area. Currently Dawson Road and Speers Road are the only two paved city streets which provide internal access to the Stock Yards Area. These roads are located at the eastern end of the study site and therefore provide only minimal internal access.

Dawson

Dawson Road is a two lane paved roadway with gravel shoulders which is used primarily to serve the remaining meat packing houses which are concentrated in the north-east corner of the study site. Dawson Road runs on a north-west to south-east pattern intersecting Marion Street, then running in a southerly direction before veering east. The easterly leg of Dawson eventually intersects Lagimodiere along the study area's eastern edge. It was built as a result of an agreement between CN and the City of Winnipeg. The diverted Dawson Road runs along the northern edge of CN's heavily used Sprague line averting a road crossing over it. A number of private drives also exist within the study area providing business sites

with access to the public road network. The most significant example of this is the road which provides the St. Boniface Hide and Wool Co. with access to Marion Street.

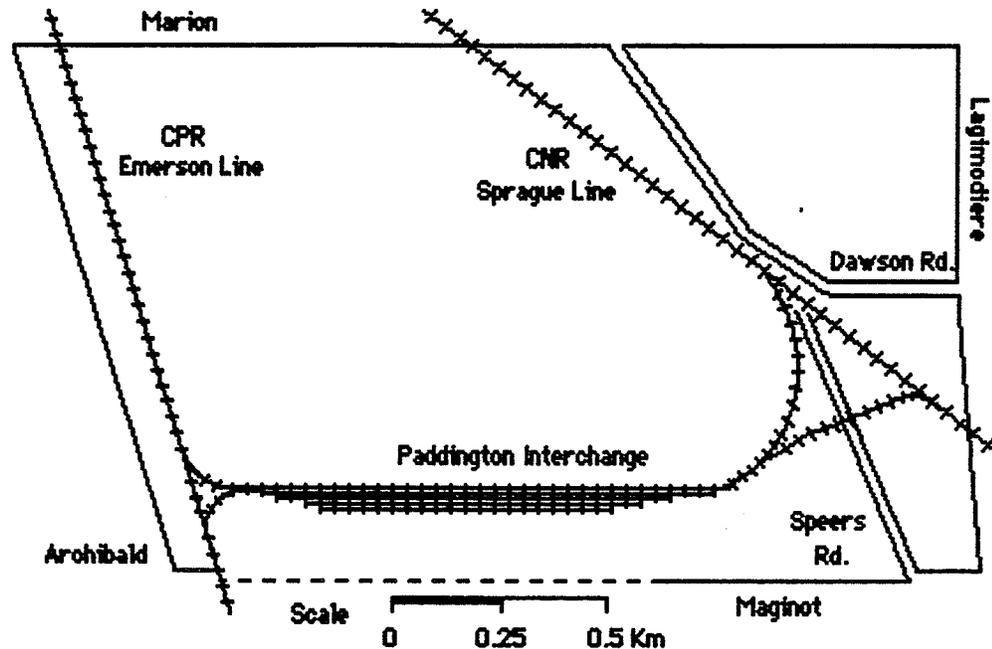
Speers Road

South of the Sprague line, Speers Road provides access to the very south-east corner of the Stock Yards. Speers Road is an apparent continuation of Dawson Road if Dawson had not been diverted east along the northern edge of the Sprague line. A two lane paved roadway with gravel shoulders, Speers is used primarily by trucks servicing the small concentration of businesses located in the south-east quadrant. Intersecting at Maginot, along the southern boundary of the study site, Speers Road runs essentially north until it comes to a dead end just south of the Sprague line. There are no public road crossings of the Sprague line within the study area's boundaries.

Also located within the Stock Yard boundaries are a number of dirt roads which were used to serve the old Union Stock Yards. These roadways are basically useless as they can serve only as a very random internal network. Furthermore, for the most part the roads do not lead to any particular location, they merely run through empty internal lands.

Map 2.2

The Stock Yard Area: Internal Circulation

*East West Traffic Flow**Marion*

Marion Street is a main artery serving both the Stock Yards Area and the community of St. Boniface. The northern boundary of the study site, Marion is a heavily travelled four lane thoroughfare which runs east-west providing downtown access to St. Boniface via the Norwood bridge and Goulet Street. The Norwood Bridge-Marion route is heavily travelled as it is one of only two access points to the community of St. Boniface from the city centre (the other is the Provencher Bridge). Running east, Marion continues until it intersects with Lagimodiere, at this point there is a light controlled "T" intersection and Marion Street ends. Two other light controlled intersections are present along the site's northern boundary. One is located

at Dawson Road, the other at the perpendicular crossing of rue Archibald. There are a few other intersections along Marion, between Archibald and Lagimodiere, none of which are light signal controlled. Only a few of these intersections are access points into the Stock Yards Area. However all are only short access roads serving a specific site right along Marion. None of these access roads are actually public streets. Both the northern boundary major intersections (Archibald and Lagimodiere) currently dispense peak hour traffic flow volumes considered acceptable but approaching unsatisfactory levels.¹⁶ Marion is used extensively by trucks serving large industrial areas both north and south of the street; it is a major east-west route which the City of Winnipeg Streets and Transportation Department acknowledges to be at its limit. There is no room to add any more travelling lanes to Marion and there is also no potential for further eastern extension due to the location of the city's eastern water reservoir. A final note of importance with respect to Marion Street is that the two major rail lines on the study site (CP's Emerson line and CN's Sprague line) both cross Marion Street at grade level.

Maginot Street

Maginot Street and its reserved expansion land runs in an east-west orientation forming the southern boundary of the Stock Yards Area. It is a paved two lane roadway with gravel shoulders, but, it does not make a complete extension from Archibald to Lagimodiere. A substantial stretch of the road is not complete and, therefore, there is inhibited travel on this roadway. The western portion of Maginot Street from Archibald allows

¹⁶ Intersection Volume Capacity Relationship (1986 map). Streets and Transportation Department. City of Winnipeg.

approximately 100 feet of access reaching only to the back lane behind the first row of housing on Archibald. This section of Maginot provides access strictly to a small portion of the residential area on its south side. The eastern leg of Maginot Street extends from DeBourmont Avenue to Lagimodiere and is used both to service industries in the south-west Stock Yards Area and the residential community to the south.

Although Maginot Street forms the southern boundary of the Stock Yards Area it must be noted that the street's potential to provide access to the study site is severely limited. Currently the Paddington Interchange, a joint rail interchange facility owned by the Public Markets Ltd., is located just slightly north of Maginot Street and its reserved right-of-way. The Paddington Interchange consists of several lines of parallel trackage that run three quarters of the length of the southern Stock Yard boundary. A CP spokesman confirms that there is no intention of moving this facility in the near future.¹⁷ As a result internal access to the Stock Yards Area via Maginot can be provided only at the far eastern end of the study site, or by way of an over or underpass facilitating the crossing of the Paddington Interchange.

North-South Traffic Flow

Rue Archibald

Rue Archibald is a major four lane thoroughfare that facilitates north-south traffic flow in St. Boniface between Nairn Avenue in the north and the Trans-Canada Highway to the south. The western boundary of the Stock

¹⁷ Interview: Dave F. Lightheart, Manager, Properties Division C.P. Rail.

Yards Area, Archibald has two major light signal controlled intersections along the study site's edge. Archibald intersections at Marion and Gareau Street both dispense heavy volumes of traffic approaching unacceptable levels during peak hours.¹⁸ Several minor intersections between Marion and Maginot provide access to the residential area to the south as well as to Archwood School, The Holy Family Roman Catholic Church and the Canada Packers and former Swifts parking lots to the east. The location of the CP's Emerson line, which runs parallel to Archibald just behind the study site's first row of properties, hinders potential internal access to the Stock Yards Site. Any internal road access to the study area from the west would, therefore, have to deal with crossing the Emerson line.

Traffic volumes currently serviced by Archibald are at a level bordering maximum. This is confirmed by a City of Winnipeg Streets and Transportation Department spokesman who acknowledges Archibald "is pretty well at its limit for an undivided four lane roadway".¹⁹ There is no room for further expansion of the roadway. As a result, alleviating heavy traffic flow along this corridor can be achieved only by providing an alternative transportation route(s) for city vehicles.

Lagimodiere Boulevard

The eastern boundary of the Stock Yards Area, Lagimodiere Boulevard, is a major four to six lane urban highway which provides north-south access to much of Winnipeg east of the Red River. City traffic dispersal along this

¹⁸ Intersection Volume Capacity Relationship (1986 map). Streets and Transportation Department. City of Winnipeg.

¹⁹ Interview: Kenneth A Rosin. Transportation Planning Engineer, Works and Operations Division, Streets and transportation Department. City of Winnipeg.

route is extensive with many outlets ranging from the Perimeter Highway in the south to its counterpart on the northern edge of the city. Along the study site's eastern boundary there are two major light signal controlled intersections. At Lagimodiere and Marion (as noted previously) the traffic dispersal level is approaching a saturation level at peak hours. More congested is the intersection of Dawson Road at Lagimodiere where peak hour traffic dispersal is categorized by the City of Winnipeg Streets and Transportation Department as "unsatisfactory".²⁰ Lagimodiere is not inhibited by the CN Sprague rail line as travel is facilitated by an underpass.

Future Routes

Department of Streets and Transportation plans to develop the Winnipeg road network in the future will influence traffic patterns in the St. Boniface area. As such, any future plans with respect to the street system should be analyzed in an effort to reveal potential ramifications for the Stock Yards Area. Relevant potential changes in this regard are the Provencher Eastern Thoroughfare, the Dugald Extension, the Grant Avenue Extension, and the Bishop Grandin Extension. Planned bridge expansions of the two routes entering St. Boniface from the central business district will also have a major effect on the community's traffic flow capabilities.

Provencher Boulevard Extension

Future plans for Provencher Boulevard call for an eastern expansion and development as an east-west thoroughfare complete with a transit corridor.

²⁰ Intersection Volume Capacity Relationship (1986 map). Streets and Transportation Department. City of Winnipeg.

There are two goals for this plan. The first goal is to facilitate improved traffic flow to and from Transcona and the city centre. Secondly, the plan is intended "to take some of the downtown traffic that's on Nairn and Regent and put it on the Provencher Extension".²¹ Considered a long range plan the Provencher Extension, if constructed, would cause reduced traffic volume along Marion.

The Dugald Extension

Currently in the design stage, the most likely plan to be implemented in the near future (probably mid to the end of the 1990's) is the Dugald Extension. This expanded roadway may be required as a result of expected increases in traffic flow over the Norwood Bridge Red River crossing which is scheduled to be expanded to four lanes each direction. This bridge expansion would provide eight lanes of traffic corresponding with Main Street which feeds and receives traffic over the Norwood Bridge. As such an increase of traffic flow is bound to strain the already heavy traffic flow along Marion, an alternate route may have to be provided to alleviate congestion. A Streets and Transportation Department spokesman says the most likely plan to alleviate congestion on Marion is to construct a roadway linking Marion with Dugald.²² This linkage would occur west of the Marion-Archibald intersection thereby diverting traffic off of the heavily travelled Marion route east of the Marion-Archibald intersection, including the northern boundary of the study site. The Dugald Extension would provide an attractive alternative for many drivers and in particular Transcona residents

²¹ Interview: Kenneth A Rosin. Transportation Planning Engineer, Works and Operations Division, Streets and transportation Department. City of Winnipeg.

²² Interview: Kenneth A Rosin. Transportation Planning Engineer, Works and Operations Division, Streets and transportation Department. City of Winnipeg.

travelling to and from the city centre.

Grant Avenue Extension

A long term plan exists to extend Grant Avenue east over the Red River creating a link with St. Boniface. The proposed route would extend from the Grant/Pembina Highway intersection eventually linking up with Maginot at Archibald. This plan would appear to be somewhat unrealistic as there are a number of obstacles which would likely prevent its implementation. Most significantly, the plan intends to have the proposed Grant Avenue Extension pass through the CN Fort Rouge Yards and residential neighbourhoods on both the west and east sides of the Red River. Due to these obstacles west of St. Mary's Road, the eastern link from St. Mary's to Lagimodiere is likely a shorter range plan.

A further reason why the Grant Avenue Extension is unlikely to occur as planned has to do with limitations of a link with Maginot. One of the intentions of the proposed extension is to provide a major east-west route within the city. A connection with Maginot will only be able to provide eastern access as far as Lagimodiere. The Canadian National Railway's Symington Rail Yards prevent any further eastern expansion thereby limiting the scope of the Grant Avenue Extension. Such an extension would be unable to serve Transcona or any future eastern expansion of the City of Winnipeg. If completed the Grant Avenue Extension would alleviate heavy traffic. However, due to its unlikely implementation as well as its nature as a very long range plan, it should not be considered a factor of consequence in assessing present and future circulation patterns relevant to the Stock Yards Area.

Bishop Grandin Extension

Although located a fair distance from the study site the Bishop Grandin Extension, currently under construction between Pembina Highway and Waverley Street (and eventually to Kenaston Boulevard within the next 5 years), will greatly enhance transportation options for land uses located at the Stock Yards. The completion of this extension will provide a new quick access route to the western side of the city using only freeway type roads with high speed limits and few traffic signals. This additional option, coupled with already good access to Perimeter Highways in the north, west, and south will provide the Stock Yards Area with swift relatively uninhibited access to all highway routes converging on Winnipeg.

Bridge Expansions

Major bridge expansions in the next five to 10 years will facilitate increased traffic flow between the central business district and St. Boniface. A second bridge linking Provencher Boulevard with the western side of the Red River is expected to be completed within the next five year period. This new bridge will accommodate only eastern traffic flow until such time as the older bridge, which will handle western flow, has to be replaced. Replacement of the older Provencher Bridge span is expected to be conducted in seven to 10 years time.

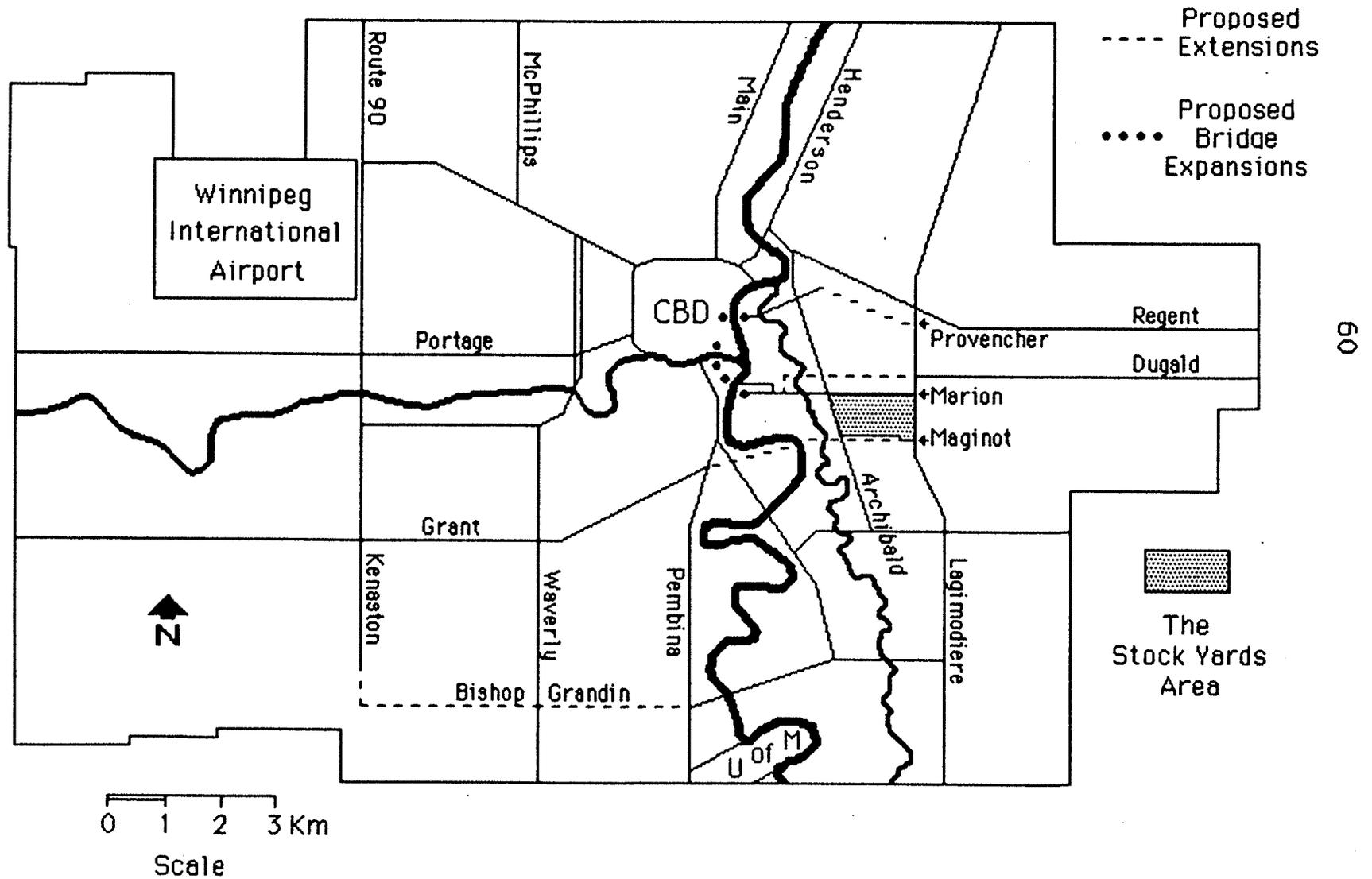
The Main Street and Norwood Bridges which facilitate traffic flow to St. Mary's Road and Marion Street are also scheduled to have twin bridges constructed in order to increase traffic volume capacity. These improvements will not be made until the first new Provencher Bridge is complete. However both are expected to be completed within the next 10

years. The completion of the Main and Norwood Bridges will provide eight lanes of roadway linking the central business district with St. Boniface.

Transit Service

Due to the lack of development in the Stock Yards Area, there is both little demand and little opportunity for internal transit service into the study site. If development were to occur, the flexible nature of transit operations would allow for service to the site provided that an adequate roadway and transit demand were present. The only two internal roads on the site, Dawson and Speers, have no transit service. Currently, transit service bordering the Stock Yards Area is extensive, providing access to major destinations such as the Central Business District, the University of Manitoba and the St. Boniface/Transcona industrial areas. Regular transit service is provided along the study site's boundaries of Archibald and Lagimodiere, while Marion east of Archibald has limited rush hour service to accommodate the needs of the surrounding industrial region. South of the Stock Yards Area transit service into the residential area to the south is provided on Elizabeth Road east as far as DeBourmont Avenue.

Map 2.3
Circulation: The St. Boniface Community



2.5 Demise of the Union Stock Yards - Effects on Adjoining Land Uses

As reviewed in chapter 1.1, History of the Stock Yards Area, the main reasons for the decline of the stock yards were technological changes which affected the stock yards operations and, more importantly, two of the area's major meat packing plants. The consequences of the closure of the Union Stock Yards, Swifts and Canada Packers, however, must also be reviewed so that any planning proposal for the Stock Yards Area does not commit an oversight by failing to consider the current situation within the community. This section of chapter 2 explores the direct effects of the stock yards' closure on surrounding businesses in the Stock Yards Area.

Direct Effects on Business Unrelated to the Livestock Industry

More than 30 businesses located in the Stock Yards Area have absolutely no affiliation with the historic livestock industries of the area. Not surprisingly then, the demise of the stock yards has had no direct effects for non livestock related businesses. This view is supported by a Winfield Realty spokesman who believes that the closure of the stock yards far from having a negative effect on non livestock related business in the area has in fact made the Stock Yards Area more attractive for small business investment unrelated to the livestock industry by reducing unpleasant odours and other impacts associated with the packing industry.²³

²³ Interview: Mark Steiman. Leasing and Sales Agent for Winfield Realty Ltd.

Direct Effects On Livestock Related Industry

In order to ascertain the direct effects of the stock yards' closure on livestock related businesses a number of interviews were conducted and the following information obtained.

Burns

The lone remaining major meat packing plant in the Stock Yards Area, Burns has been affected only minimally by the stock yards' closure. The main effect is one of inconvenience. Livestock can no longer be obtained from the neighbouring handy location of the Union Stock Yards. Livestock must be trucked in from locations outside the city, creating a very minor additional transportation cost previously not incurred. Production figures have been down in the last few years. However livestock is still readily available and, therefore, a decline in production can not be attributed to the Union Stock Yards' closure.²⁴

Jack Forgan Wholesale Meats

Jack Forgan Wholesale Meats is one of a few smaller livestock produce operations located in the Stock Yards Area. A company spokesman says the demise of the stock yards has had no significant effects for the area's meat produce businesses because the yards were being phased out and declining in importance over the last 10 to 15 years. The transition to auction locations outside the city took place slowly. By the late 1980's there was no need for the stock yard facilities. In fact, more recently "the stock yards were just a place to do a little business and meet old friends".²⁵ The only effect of the

²⁴ Interview: Borden Wusaty. Burns Livestock Purchaser, Burns Meat Company Ltd.

²⁵ Interview: Gary Fuller. General Manager, Jack Forgan Wholesale Meats Ltd.

stock yards' demise is a small financial one. It costs more to truck in livestock than it did to go directly to the stock yards to purchase them.

The Manitoba Hog Producers Marketing Board

The Manitoba Hog Producers Marketing Board was created in the early 1960's and financed by Manitoba hog producers to market hogs. Although hogs are not actually located on the premises, auctions are held daily at the Hog Producers Marketing Board. Producers phone the Hog Marketing Board and advise the Board of the quantity of hogs they have available for sale. Hogs that are purchased are shipped directly to buyers from producers or from holding yards outside the city.

The closure of the Union Stock Yards, Swifts and Canada Packers has not had any serious adverse ramifications for the Manitoba Hog Producers Marketing Board. A loss of demand for hogs which would have been experienced by the closing of Swifts and Canada Packers was offset by the opening of other meat processing operations outside of the Stock Yards Area (e.g. Springfield Farms) and an increase in slaughterhouse capacity at Burns. In fact, increased demand has resulted in increased hog production throughout most of the 1980's, including a 5% increase experienced in 1989.²⁶

Feed-Rite Mills

A Company Spokesman reports that the stock yards' closure has had a very limited effect on the Feed-Rite Mills Company as Feed-Rite sold very little feed to the stock yards operation. Most of the company's feed is sold directly to livestock producers. The amount of feed needed for the stock

²⁶ Interview: Rene Chabidon. Assistant Manager, Manitoba Hog Producers Marketing Board.

yards was minimal in relation to the quantity of feed used by livestock producers. This is due to the fact that by the time livestock arrived at the stock yards they were ready for slaughter.²⁷

St. Boniface Hide and Wool Company

According to a company representative, the stock yards' closure has had no effect on the St. Boniface Hide and Wool Company. The Canada Packers' closure has, however, had major ramifications for the St. Boniface Hide and Wool Company's operations. Hides are currently acquired from Burns and a number of smaller meat packing operations in the district. In the past, hides were also obtained from Canada Packers. The loss of this source of hides has greatly affected the St. Boniface Hide and Wool Company. Demand for hide products is very high, yet, the St. Boniface Hide and Wool Company can no longer obtain the quantity of hides it desires to meet demand. Since the closure of Canada Packers there are 60% less hides available. Consequently, production at the St. Boniface Hide and Wool Company is down significantly.²⁸

2.6 Summary

The early settlers of the community of St. Boniface were of French speaking descent. Still prominent within the community are many important French cultural institutions which originated around the time of Father Provencher in the early to mid 1800's. Also very prominent within the history of St. Boniface is the community's policy of attracting industrial development.

²⁷ Interview: Jim Tjaden. Sales Manager, Feed-Rite Mills.

²⁸ Interview: Jack Collett. St. Boniface Hide and Wool Company.

Demographic analysis revealed a number of significant trends in the St. Boniface community including a declining population, a declining number of housing starts and a rising rate of unemployment. The most significant of these trends is an increasing rate of unemployment. Both male and female unemployment rates rose dramatically from the 1970's through the 1980's. The strong French influence in the St. Boniface community was also highlighted by demographic statistics examining French origin and French as an official language.

Within the City of Winnipeg there are a number of employment and activity areas which generate traffic flow in the St. Boniface community. Included among these are the central business district, the east St. Boniface industrial region, the University of Manitoba, St. Vital and Kildonan Place regional shopping centres, Winnipeg International Airport, community strip malls and St. Boniface Hospital.

Internal roadway access in the Stock Yards Area is very limited. Peripheral land sites do have access to boundary routes by way of private roadways, however, there are only two public roadways (Dawson and Speers) which provide internal access to the study site.

Circulation patterns peripheral to the study site experience rush hour congestion characteristic of arterial routeways which facilitate traffic flow to major activity areas. The southern boundary road, Maginot, is split into two sections and as such is used almost exclusively by local industry and the residential area to its south.

Traffic congestion problems prevalent peripheral to the site exist only during peak hours and should be addressed in the future with the construction of new roadways such as the Provencher Extension, the Dugald Extension, or the Grant Avenue Extension and the expansions of the Provencher, Main and Norwood Bridges. Development of these roadways will be dictated largely by the type and extent of future development in the southeast quadrant of the city.

Transit service surrounding the Stock Yards Area is extensive, providing good access to many important city wide destinations. Internal transit access is non existent and unnecessary. However if development of the site were to occur and adequate transit demand were created, internal transit service could easily be provided.

In terms of direct effects of the stock yards' closure on surrounding businesses in the Stock Yards Area, there are very few. Businesses not associated with the livestock industry have apparently not suffered any direct effects whereas livestock related industries have, for the most part, suffered only marginally.

Chapter 3 Industrial Abandonment

3.0 Introduction

The removal of a large industrial installation involves enormous changes for the land use, population, government and economy of a surrounding community and urban centre. Whereas chapter 2 examined some of the specific effects of the Union Stock Yards', Swifts' and Canada Packers' removal, chapter 3 examines the theoretical implications of the loss of these facilities as well as how similar problems of building and land site dereliction have been addressed in other urban centres. An examination of case studies is used to establish a pattern of success when dealing with industrial abandonment.

3.1 A Theoretical Foundation

Economic Effects

The most obvious effect of plant shutdowns is an increase in unemployment and the associated loss of earnings for former employees. This reduction of income is not simply a problem for individuals who have lost their jobs or for their families, but rather, it is a problem which has far reaching negative economic ramifications for the community and for the city. A reduction in personal and family income manifests itself in a variety of reduced spending patterns including entertainment, clothing, transportation and necessities of life such as food and housing. A case study of the town of Geneva, Sampson-Seneca County in New York, revealed the following

about the loss of a large industrial installation which ultimately affected commerce in the community. "Novelty stores started to disappear, one movie picture theatre closed, and another was forced to eliminate one of its daily showings."¹ Also, "food sales in Geneva dropped from \$8,700,000 to \$6,500,000, a decrease of approximately 25 percent".²

A second important economic spin-off of plant closures is the effect that the shutdown will have on other industry related businesses in the community. The loss of one aspect of an industry will create economic ripples throughout the entire industry. Again, also affected are "the support and service industries that accommodate internal consumption needs and which are dependent on the basic industry".³ As a result, unemployment figures will increase not only due to jobs lost as a consequence of plant closure, but also because of jobs lost through economic spin-offs.

Negative economic spin-offs are created as a result of two important aspects associated with plant closures. Firstly, spin-offs are a direct result of reduced spending patterns of former employees and their families. Secondly, plant closures can affect other related industries prompting further unemployment within an industry. This unemployment further contributes to spin-offs created by reduced spending in the community.

¹ G. Breese et al, The Impact of Large Installations on Nearby Areas: Accelerated Urban Growth. (Beverly Hills: Sage Publications, 1965) p. 203.

² Ibid., p. 203.

³ John W. Eleen and Ashley G. Bernardine, Shutdown: The Impact of Plant Shutdown, Extensive Employment Terminations and Layoffs on the workers and the Community. (Ontario Federation of Labour: Research Department, 1971) p. 47.

Table 3.1 presents the findings of a study intended to assess the employment spin-offs of jobs lost due to plant closure. A review of this table, even though it was not formulated based on the Stock Yards' situation, emphasizes the importance of industrial jobs in the St. Boniface community.

Table 3.1: Industrial Spin-off Effects
Every 100 Jobs in Industry Create These Additional Jobs⁴

<u>Jobs</u>	<u>Percentage</u>	<u>Jobs</u>	<u>Percentage</u>
Bus drivers	.42	Architects	.06
Department store clerks	2.50	Electricians	.22
Lawyers and Judges	.44	Miners	2.20
Waitress	1.60	Real estate agents	.16
Plumbers	.13	Nurses	1.00
Doctors	.57	Shoe repairmen	.16
Painters	1.00	Teachers	.50
Firemen	.30	Pharmacists	.25
Dressmakers	.44	Editors and reporters	.25
Bank clerks	.66	Florists	.13
Stenos, typists	2.20	Plasterers	.13
Cleaners, laundrymen	1.60	Mechanics, machinists	2.20
Carpenters	2.60	Postmen	.50
Musicians	.44	Bookkeepers	2.00
Truck and tractor drivers	4.00	Dentists	.20
Gas station attendants	.40	Telephone operators	1.00
Printers	.22	Technical engineers	.14
Beauticians, barbers	1.00	Shoe clerks	.20
Policemen	.57	Photographers	.14
Highway workers	.10	Entertainers	.13
Librarians	.14	Bakers	.33
Food clerks	1.30	Farmers	8.50
Cooks	.66	Tailors, furriers	.40
Newsboys	.09	Hardware clerks	.44

⁴ Delbert C. Miller and W. H. Form, Industrial Sociology. (New York: Harper and Row, 1964) p. 81.

Neighbourhood Problems

Apart from the economic impacts experienced following plant closure, there are a number of social trends which have been demonstrated to be evident within a community. In terms of demographics, plant shutdowns have been associated with two very important trends. A study of cities experiencing abandonment, conducted in the United States, revealed "seventy percent (of cities with abandonment) pointed to increasing minority populations over the previous decade".⁵ Another significant demographic trend associated with plant closures is a reduction in population of people in their working years. "There is evidence, nationally, which indicates a decline in the population in the wage-earning years, i.e., relatively young-to-middle-aged adults, and an increasing proportion of the population forming at the extremes - a growing number of elderly and children."⁶ Finally, a rise in the number of female-headed households has been found to be characteristic of communities suffering from a plant shutdown (Table 3.2, pg 71).

⁵ Robert W. Burchell and others, The Adaptive Reuse Handbook: Procedures to Inventory, Control, Manage, and Reemploy Surplus Municipal Properties. (New Jersey: The Center for Urban Policy Research, 1981) p. 29.

⁶ *Ibid.*, p. 29.

Table 3.2: Common Social Characteristics Of Communities Experiencing
Abandonment

A Survey of 150 Cities in the United States

Issue	Number of Cities Responding "Yes"	Percentage
Increasing Minority Population Since 1970	102	68.0%
Decline in the Ratio of Wage-Earning Population Since 1970	106	70.0%
Increasing Population of Female-Headed Households Since 1970	94	64.3%
Increasing Population of Families Requiring Public Assistance Since 1970	84	56.0%

Source: HUD National Abandonment Survey, Summer 1978.

In general these three demographic trends (an increase in minority population, female headed households and a decline in working age population) are associated with above average social assistance needs. In accordance with this these trends bring with them "a concomitant strain on the city's social and educational services, may very well contribute to higher real property taxes and, as such, negatively impact the structure value in locations"⁷ where they are present. Evidence towards the decline

⁷ Ibid., p. 30.

of public services is presented by the National Abandonment Survey which indicated 40 percent of cities experiencing abandonment believed their local school systems suffered as a result of abandonment. Further, "nearly an equivalent proportion of cities responding pointed to noticeable cutbacks in other sectors of local public service support".⁸

Other negative effects of plant shutdowns manifest themselves through housing characteristics of the surrounding neighbourhood. The National Abandonment Survey indicates a lack of availability of long-term mortgages or short-term improvement loans is evident in communities that have experienced abandonment. As a result, "buildings cannot be financed, neither can they be sold except at drastic markdowns. In turn, their owners find themselves trapped with no way of securing their equity through legitimate, arms-length transfers".⁹

Evidence regarding ownership patterns indicates dwindling owner occupancy is characteristic in neighbourhoods affected by plant closures. This factor is significant as, "generally speaking, owner occupancy is indicative of solid neighbourhoods, in which people have a long term interest in the area over and above the immediacies of short-run investment return".¹⁰ A decline in owner occupancy typically is accompanied by an increase in absentee owners and an associated increase in the ratio of rental property in the area. Studies have shown that absentee land owners may not have as great a concern for the preservation of their building or for the community as a whole.

⁸ Ibid., p. 31.

⁹ Ibid., p. 31.

¹⁰ Ibid., p. 32.

Effects on Municipal Government

The closure of industrial operations in a community can have far reaching effects for municipal government. The loss of a large industrial plant will immediately result in a decline of the municipal tax base. This reduction in available municipal funds may in turn cause a reduction in borrowing power and a lack of funding to support local projects. In some cases of abandonment, land has been defaulted to municipal governments creating a situation of additional losses incurred through necessary maintenance.

A reduced quality of city services may become evident as a result of a declining tax base. Different departments of the municipal government must compete for a smaller tax base from which to fund projects and programs. City funded services such as schools, libraries, roadways, and police and fire protection will be subject to a potential decline in quality. Furthermore, less financial resources in the public treasury will reduce employment opportunities within the municipal government. Possible austerity measures may result in employment cutbacks.

Both direct and indirect unemployment that is associated with industrial plant closures has other major ramifications for municipal governments. Already suffering from reduced revenues as a result of plant shutdown, municipal governments are subject to increased demands for social services. Paradoxically, abandonment on the one hand is reducing funds in the public treasury while on the other hand it is creating a need for greater public revenues. This produces a situation that puts pressure on municipal governments to increase property taxes in order to fund planned projects, declining services and an increased expenditure for social services.

Personal Effects

Industrial abandonment can have many negative psychological and physical effects upon those who have lost their jobs. The psychological aspect of unemployment has been linked to depression and a general withdrawal from society. Evidence of psychological trauma has been manifested through such indicators as "mental hospital and prison admissions, suicides, homicides and mortality due to cirrhosis of the liver and heart disease".¹¹

Economic deprivation was found to be strongly associated with anomie and dissatisfaction with life, reduced social integration, political alienation, economic radicalism, and destruction of integrated, closely-knit, patterns of life inside and outside of the plant.¹²

Studies aimed at determining the effects of unemployment on health have produced evidence "to suggest that the distress associated with job loss eats away at the body just as it destroys the human Spirit".¹³ Case studies of workers' job loss due to plant closure reveal a number of physical afflictions associated with unemployment. Among these are:

- constant fatigue
- weight loss
- fainting spells
- nervousness
- restlessness
- headaches
- diminished attention span
- tightness of the stomach
- rapid breathing
- slurred speech
- insomnia

¹¹ Stephen S. Mick, "Social and Personal Costs of Plant Shutdowns". Industrial Relations. Vol. 14, No. 1 (February 1975) P. 205.

¹² Sharon Kirsh, Unemployment: Its Impact On Body And Soul. (The Canadian Mental Health Association, 1983) p. 56.

¹³ *Ibid.*, p. 54.

It has also been documented by researchers that there is a causal relationship between the stress of unemployment and several infectious diseases including cancer, heart disease, stroke and ulcers. The diseases can be further aggravated by increased alcoholism and smoking of cigarettes, two more problems exaggerated by unemployment.

3.2 A Review of Similar Land Use Planning Questions

Industrial abandonment is not a problem unique to Winnipeg. The Stock Yards Area is one of many examples of abandoned structures and lands that can be found throughout North America, Europe and other parts of the industrialized world. A review of some case studies of similar problems (both the problem and the remedy) will help to establish the ingredients of success necessary to turn a derelict industrial site into an integrated and viable component of the city. This information, in turn, can be applied to better assess an appropriate land use strategy for the Stock Yards Area.

Two important issues must be addressed with respect to the Stock Yards Area. Firstly, what should be the fate of vacant industrial buildings located on the site (Swifts, Canada Packers and The Union Stock Yards' Offices), and secondly, what land use(s) should be permitted on the huge expanse of vacant land located in the Stock Yards Area. The issue of vacant buildings will be addressed by reviewing two cases of adaptive reuse in England. The issue of land use will be examined by reviewing Vancouver's Granville Island and Toronto's Harbourfront experiences.

The English Experience

A century ago England was a thriving industrial nation at the forefront of the global industrial revolution. Following decades of industrial decline the climate of prosperity changed dramatically. Industrial dereliction has resulted in huge increases in the unemployment rate and is further evident in the vacant, run-down and obsolete state of many industrial premises. The following case studies of Dean Clough, Halifax and Camden Lock, London, will reveal how two abandoned industrial structures were adapted to a new and successful use.

Dean Clough

Dean Clough is a huge nineteenth century textile mill which served the needs of a carpet manufacturing company. The decline of the carpet company in the early 1970's created a situation of industrial vacancy near the city's centre. Left vacant were a few structurally sound industrial buildings constructed in 1840, which varied in number of stories from one to 10 and which, cumulatively, offered 1,250,000 square feet of usable space. Purchased and developed with private finances, Dean Clough is now reused as an industrial estate for small firms. The development is complete with both public and private support services.

From the outset the developer of Dean Clough had a clear picture of the type of development he wanted to achieve.

He had a strong concept of what he wanted to create, an environment in which education, culture and recreation would complement work; a special place with a culture of success in which small businesses could grow, gain confidence and prosper.¹⁴

The first stage of the developer's adaptive reuse plan was to attract potential tenants by advertising. A major strength in this endeavor was Dean Clough's central location which proved beneficial to tenants and their customers. The Dean Clough adaptive reuse project very quickly became a remarkable success.

Within 3 years there were over 140 tenants, including all the main local agencies supporting small businesses, an art gallery and a thriving pub/restaurant. Over 600,000 sq. ft. were occupied. More people were at work in the buildings than in the old carpet factory and triple the amount of rates were being paid.¹⁵

Further, by using an old structurally sound building the developer was able to complete the project far more inexpensively than if he were to construct a new building of comparable size.

Camden Lock

Camden Lock, London is a privately financed adaptive reuse scheme which, in the early 1970's, revived a collection of derelict Victorian stables and an adjacent warehouse. Located in a run down mainly residential area of London, Camden Lock consists of a series of one, two and three story structurally sound buildings with a total of 27,000 square feet of available space. As in the case of Dean Clough, the developer of Camden Lock had a clear vision of what he wanted to accomplish. The objective was to change

¹⁴ Robert W. Burchell and others, The Adaptive Reuse Handbook: Procedures to Inventory, Control, Manage, and Reemploy Surplus Municipal Properties. (New Jersey: The Center for Urban Policy Research, 1981) p.40.

¹⁵ Ibid., p. 40.

the underutilized site "into a place of activity and if possible into a place of excitement".¹⁶ Initially advertising was used to induce interest in the regeneration of the area. A wide range of tenants showed interest and were accepted into the development. One of the reasons for good response was the flexible nature of the development. Tenants were not required to commit to long term stays; sometimes stays were as short as one week.

The Camden Lock development soon began to attract a variety of tenants that complemented the residential nature of the area. Facilities included craft workshops, a market, restaurants, a dance hall and a centre for cultural events. In order to further attract people to the area special group events such as concerts and dances were organized. In the end, "it was energy and atmosphere rather than architecture, that were the key"¹⁷ to the success of the reuse of Camden Lock.

Toronto's Harbourfront

Toronto's Harbourfront development is located on a 100 acre site directly south of the city's central business district. As the name suggests, Harbourfront is located along the edge of Lake Ontario. Formerly an active port area complete with industrial factories and warehousing, the Harbourfront area fell into decline in the 1960's as commercial shipping "moved eastward to newer quays, leaving behind a strip of decaying port facilities".¹⁸ Business operations began a mass exodus leaving behind abandoned factories and shipping warehouses. Following a federal

¹⁶ Ibid., p. 93.

¹⁷ Ibid., p. 93.

¹⁸ Ian Allaby, "The Harbourfront Lands: Revitalizing Toronto's Harbourfront". Urban Land. (Washington D.C.: Urban Land Institute, Vol. 43, No. 9, Sept 1984) p. 22.

government sponsored reclamation program the City of Toronto gained control of the Harbourfront Lands with intentions of redevelopment. The original plan for Harbourfront called for its transformation into public park space. Following considerable review a much more intensive plan was selected for Harbourfront.

To ensure the Harbourfront development would best suit the interests of the public, the Crown owned Harbourfront Corporation was created in 1976 to manage the lands and direct planning. The objective of the corporation as voiced by General Manager Howard Cohen was to create an urban precinct with "all the qualities that people admire in the cities; streets with interesting sights and stores, good scale, and a safe, inviting atmosphere of excitement generated by lots of people".¹⁹ In order to achieve this goal the Harbourfront redevelopment became an extensive mixed use project funded by both the government and the private sector. Aided and "abetted by large capital infusions from all levels of government"²⁰ Harbourfront was initially developed in such a manner as to entice private investment to the site. One aspect of this type of development came courtesy of the federal government which approved, in June 1980, "a seven-year plan for Harbourfront entailing expenses for \$27.5 million, of which \$20 million was designated for infrastructure such as roads and sewers".²¹ Private investment soon followed; by 1986 \$250 million had been invested by the private sector. It is expected that "a total of \$600 million will be spent on development by 1990".²²

¹⁹Joan and Charles Simon, "Update on Toronto's Harbourfront". The Canadian Architect. (Ontario, Canada: Southam Business Publications, Vol. 3, No. 9, Sept. 1986) p. 20.

²⁰ Ibid., p. 18.

²¹ Allaby, op. cit. "The Harbourfront Lands: Revitalizing Toronto's Harbourfront" p.23.

A number of planning problems had to be addressed in order to make the Harbourfront redevelopment a success. A key issue was accessibility to the site. Northern access to the central business district was severely limited by the old railway lands and the location of the six lane Gardiner Expressway. New roadways and a new streetcar line have been planned to create linkages and rectify the problem of access. Internal access at the site has been deemed of major importance. In order to ensure pedestrian movement, virtually all parking has been confined within structures. Furthermore, more than 20 acres of Land "will consist of open space, from intimate courtyards to large parkland, dispersed throughout the site and linked by four kilometers of shoreline promenade".²³

Another important planning problem was the question of how to redevelop Harbourfront in such a manner as to fit in with and complement the surrounding urban fabric of Toronto. In order to ensure harmony with development north of Harbourfront, the Harbourfront Corporation worked closely with the city in formulating a development scheme for the derelict railway lands. In an effort to preserve the nature of the Harbourfront site, buildings of historic interest were renovated and put to use. In fact, the main attraction at Harbourfront has been the Queen's Quay Terminal. When built in 1926 the Queen's Quay Terminal was one of the largest warehouses in North America.

Urban design strategies were also used to meld Harbourfront with conflicting elements of the surrounding area. The most significant of these

²² Joan and Charles Simon, *op. cit.* "Update on Toronto's Harbourfront" p. 18.

²³ Allaby, *op. cit.* "The Harbourfront Lands: Revitalizing Toronto's Harbourfront" p.23.

strategies was the development of a "northern barrier of buildings to ameliorate the air, noise, and visual imposition of the Gardiner Expressway".²⁴ According to Harbourfront Corporation General Manager Howard Cohen, successful development of Harbourfront "depends on how the buildings work with the spaces and streets and with the water's edge".²⁵ The actual architectural design Cohen believes is of far lesser importance.

The culmination of the intensive planning and development at Harbourfront is a mixed use development complete with housing, shops, restaurants and offices. Approval has been granted for the development of over 300 residential units, both rental and condominium, to serve a wide range of income groups. Also approved are 250,000 square meters for nonresidential occupancy. Of this, up to 115,000 square meters may be used as office space. The overall success of the Harbourfront project is evident through statistics which revealed, in 1985, approximately 3 million people visited Harbourfront attending "some 4,000 events ranging from poetry readings to fireworks, from computer camps to ice sculpture competitions".²⁶

Vancouver's Granville Island

Granville Island is an island located just south of downtown Vancouver in the saltwater inlet of False Creek. Originally a sand bar, the site was made into a 40 acre island in the early 1900's and used as an industrial development site. The island's location was highly valued by industry because of its waterfront accessibility to barges which could transport heavy loads of cargo and equipment. By the 1960's changing industrial

²⁴ Joan and Charles Simon, op. cit. "Update on Toronto's Harbourfront" p.20.

²⁵ Ibid., p. 20.

²⁶ Ibid., p. 18.

patterns and technology caused a major decline in the number of industrial operations on the island. Eventually the high degree of economic stagnation on Granville Island called for redevelopment of the area.

In 1972 redevelopment of Granville Island became a reality when the Canada Mortgage and Housing Corporation "was empowered to redevelop the island as a public place and assume its management".²⁷ A five member Granville Island Trust was created to direct the development process. The Trust had a clear set of objectives around which the plan was formulated. "One of its imperatives was to keep the existing industries in operation."²⁸ Another guideline to planning according to project manager Allan Hammond was the Granville Island Trust's vision of developing "the island to be a free zone where things could happen that couldn't happen elsewhere in the city - the mix of industry and culture and the creation of a precinct which accommodated cars but gave pedestrians first priority on the circulation space".²⁹

The development process of government owned Granville Island began with a \$19.5 million capital improvements project which included the construction of a new sea wall, the improvement and burying of utilities, and new street hardware and paving. Following this initial phase of development a public market was established and cultural and recreational amenities were added. Activity areas offered "opportunity for social and aesthetic participation".³⁰ In turn, Granville's emerging reputation as a centre of

²⁷ Sally Woodbridge, "New Goods in Old Tins: Vancouver's Granville Island". Progressive Architecture. (Vol. 63, No. 11, 1982) p.102.

²⁸ IBID., p. 102.

²⁹ IBID., p. 102.

activity attracted an infusion of private investment to the site in the form of retail shops and restaurants.

With the large influx of visitors to Granville Island, accessibility became a major concern for the island's administrative trust. In terms of access points only one road admits cars to the island and parking on the island is very limited. As a result, Granville Island is subject to "monumental traffic jams"³¹ on weekends when visitor participation rates are greatest. In an attempt to rectify this traffic problem a number of potential remedies have been considered including the use of elevators to enhance pedestrian access from the Granville Island Bridge and the implementation of a fee for cars entering the Granville Island site. An increase of on site parking is not considered a possibility.

Retaining the historical nature of the Granville industrial area while integrating a number of new non industrial uses was another important issue which confronted the Granville Island Trust. In order to preserve the industrial character of the island, compulsory guidelines were instituted with respect to the rehabilitation of older industrial buildings. Many buildings had to be totally rebuilt. Still, "it was mandatory to conform to the original footprint of the building if not the exact form".³²

³⁰ Rosalie Staley, "Granville Island's Post-Industrial". Architects Forum. (Vancouver B. C., Canada: joint publication of the associations of Architects in B.C., Alberta, Saskatchewan and Manitoba. Vol. 3, No.1, 1983) p. 8.

³¹ Woodbridge, op. cit. "New Goods in Old Tins: Vancouver's Granville Island" p. 103.

³² Ibid., p. 102.

Since the opening of Granville Island a number of vacant industrial buildings have been adapted for new uses. A number of viable industries, such as the Ocean Construction Supplies Company, still operate and add a vital component to the character of the Granville Island development. Other essential components of the Granville Island plan include shopping, dining and cultural and entertainment experiences.

3.3 Analysis of Case Studies - A Pattern to Success

Although the four case study examples reviewed above are all very successful in their new use, they are not necessarily uses which will be appropriate for the Stock Yards Area. Each case of industrial abandonment of either buildings or land must be analyzed within its own unique setting to determine what use may be appropriate for that particular site. The Stock Yards Area is like no other and must be developed in accordance with factors relevant to its own situation. An analysis of similar case problems which were successfully resolved points to certain essential principles which appear to be important to any recipe for success. The following elements were found to be common in all four case studies and, as such, can provide helpful criteria for determining a suitable use of the Stock Yards land.

Clear Objective

The establishment of a clear objective is crucial to the successful development of any site. In each of the four case studies there was a clear objective of what was to be accomplished on the site before any development actually took place. The establishment of an objective provides

a foundation on which all subsequent decisions regarding any development project must be in concert. Without a clear objective development may be scattered, unrelated and may fail to contribute to an improved urban environment.

Compliance With Other City Objectives

In order for any redevelopment scheme to be deemed a successful addition to the urban environment, from the point of view of municipal government, the redevelopment strategy must not conflict with, if not complement, other city objectives. The two cases of adaptive reuse in England (Dean Clough and Camden Lock), although they were strictly private development projects, were definitely complementary solutions to the cities' overwhelming problem of industrial abandonment. In both cases private redevelopment initiatives led to increased employment opportunities and provided the impetus for community rejuvenation. The two cases of redevelopment reviewed in Canada (Harbourfront and Granville Island) were government controlled projects intended to be unique within their own cities. Government control in the redevelopment process ensured that the best interests of the public were met and that there was a minimum of conflict with other city objectives.

Unique Opportunities

Another commonality between the four successful case studies was that each recognized the unique opportunities offered by its particular site and took advantage of them. In the case of Dean Clough a large abandoned industrial building was used to accommodate small business needs. By

converting the old textile mill to a new use, developers were able to supply a large amount of leasable space far less expensively than by way of constructing a new building. Further, the old mill was already located in a position that was viewed as advantageous by both tenants and customers. Developers at Camden Lock also took advantage of inexpensive, but structurally sound, older buildings in what they viewed as an opportune setting. Buildings in the Camden Lock case study were adapted in such a manner as to take advantage of the surrounding communities residential nature. In the two Canadian redevelopment case studies (Harbourfront and Granville Island) advantage was taken of a number of opportunities presented by the sites. Included among these are proximity to the central business district, the adaptive reuse of existing abandoned industrial buildings and a focus on waterfront location.

Compatibility With the Local Environment

Fitting in with the surrounding urban fabric was vital to the success of all four case studies. The Dean Clough adaptive reuse of an old textile mill provided new jobs in a declining industrial area in a central location beneficial to both tenants and their customers. The Camden Lock adaptive reuse project included restaurants, a centre for cultural events and a market which complemented the residential nature of the area. Toronto's Harbourfront was redeveloped in close communication with the neighbouring railway yards redevelopment. Lastly, Vancouver's Granville Island was developed (as was Harbourfront) to provide a meeting and gathering place for the heavy concentrations of surrounding residents. Any land proposal for the Stock Yards Area must be compatible with the surrounding environment.

Historical Context of the Area

Respecting the historical background of the surrounding community was a key ingredient to the success of all four case studies. In the Dean Clough case example, the old textile mill was adapted to a new use without changing the exterior of the building. Thus the development fit in with the surrounding industrial setting. The mill's new use as a small business centre reinforced the area's historical background as an employment centre. In the Camden Lock example once again buildings were preserved in their original design in order to preserve the historical character of the area. Toronto's Harbourfront was developed in such a manner as to emphasize the area's historical nature as a waterfront industrial port facility. Finally, Vancouver's Granville Island was developed to preserve the island's historical function and nature as an industrial area. Complementing the historical nature of a particular site can be crucial to the success of any redevelopment scheme. Failure to acknowledge the importance of the past is a failure to respect the values and foundation around which a community was developed.

The Importance of Accessibility

Accessibility is an important factor in the success of each of the four case studies. In the Dean Clough and Camden Lock case studies, location and accessibility were viewed as major reasons for the prosperity of the projects tenants. At Toronto's Harbourfront, access from the central business district was severely restricted by railway land and a six lane automobile expressway. To rectify this situation new roadways and a new streetcar line were built to facilitate improved access to the site. Internal pedestrian access was enhanced through the construction of a shoreline

promenade. Vancouver's Granville Island Governing Board, although still confronted with an accessibility problem, recognizes that improved access is a key to continued prosperity on Granville Island. Initially the single bridge access was adequate to handle trips to the island, however, as the popularity of the development increased, frequent traffic jams occurred and parking space problems emerged. A variety of solutions have been considered with the hope that the problem of accessibility can be rectified before island patrons become overly discouraged with congested access to the site.

3.4 Summary

The theoretical implications of industrial abandonment are extensive. Firstly, there are a number of negative economic effects associated with industrial abandonment including increased unemployment and negative spin-offs as a result of a reduction in spending. There are also negative economic ripples through associated industries. Significant neighbourhood problems include an increase in demographic trends associated with higher social assistance needs (eg. single mothers and minorities) and dwindling owner occupancy. Effects on the city government manifest themselves through a decline in the municipal tax base and a reduction in the quality of services provided. Also, as a result of unemployment, there is an increasing demand for social services. In terms of personal effects unemployment has been associated with higher rates of psychological and physical ailments.

In order to provide a practical as well as theoretical foundation of industrial abandonment an examination of similar land use planning

questions was conducted. Reviewed were two large industrial land redevelopment projects in Canada (Harbourfront and Granville Island) and two adaptive reuse projects of abandoned industrial buildings in England. These four examinations revealed the following important aspects to redevelopment.

1. Projects should have a clear objective.
2. Projects should not conflict with other city objectives.
3. Projects should take advantage of the unique opportunities presented by the site.
4. Development should be compatible with the local environment.
5. Development should respect the historical context of the surrounding area.
6. Development should be accessible.

Chapter 4
***Pertinent Policies and Their Application to the Stock Yards
Situation***

4.0 Introduction

Chapter 4 is an examination of relevant City of Winnipeg policies and their application towards potential development of the Stock Yards Area. The policies of Plan Winnipeg are reviewed and those potentially applicable to the Stock Yards situation are identified. Pertinent Plan Winnipeg policy classifications include residential, industrial, commercial, and parks and recreation development. Past policy towards the revision of Plan Winnipeg designations is reviewed in order to establish the likelihood of attaining an amendment to designations. Finally, the re-designation of Linden Woods is examined as a sample case to determine what valuable lessons have been learned previously from amendments to Plan Winnipeg designations.

4.1 Plan Winnipeg

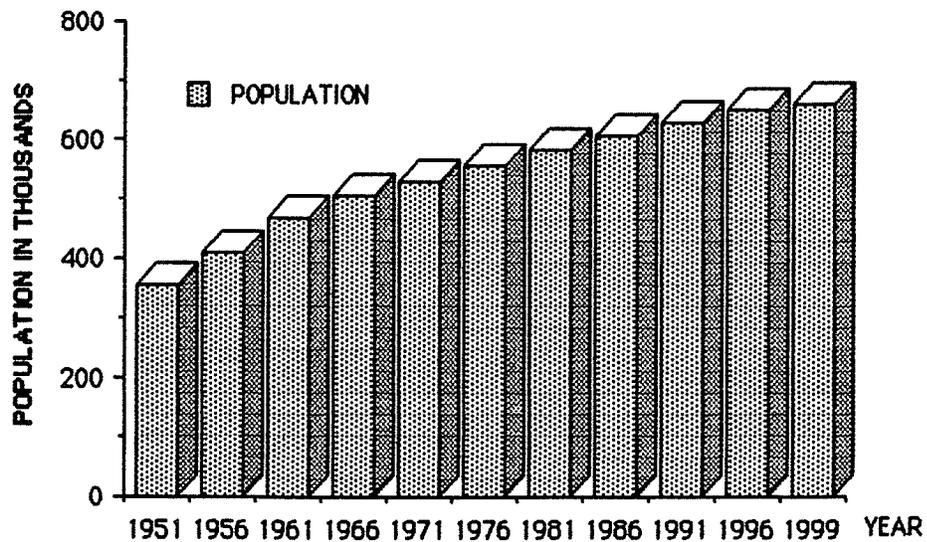
The City of Winnipeg's long range development plan, Plan Winnipeg, is designated, by The City of Winnipeg Act, "to be the approved Greater Winnipeg development plan for the city and the additional zone until it is amended, altered, repealed or replaced".¹ Contained within Plan Winnipeg are a variety of objectives and policies aimed at efficiently guiding future development in the city. Due to its current situation as a primarily vacant land site ripe for development, the Stock Yards Area is potentially influenced by a number of objectives and policies contained in Plan

¹ City of Winnipeg Act, p. 9.

Winnipeg. The following objectives, policies and factors have particular relevance when considering possible future land use in the Stock Yards Area.

Plan Winnipeg's containment policy is of considerable significance to the Stock Yards Area and appears to be a desirable strategy for directing future development. Population projections to the end of the decade forecast the decline of an already very low growth rate. A growth rate of 0.9%, experienced from 1976 to 1981, is expected to fall to 0.4% by the latter half of the 1990's (Graph 4.1).

Graph 4.1: Winnipeg's Declining Growth Rate



Another significant demographic trend projected for the remainder of the century is a dramatic change in the age structure of the city's population. During the 1960's and 1970's a large concentration of people in younger age groups was prevalent as a result of the post-war baby boom. This situation put "tremendous pressure upon educational facilities"² and later "upon the housing market and the economy".³ Towards the end of the twentieth century as the baby boom population becomes older "there will be an absolute decline in the number of people 10-29 while the number of people 30-50 will have increased substantially"⁴ (Graph 4.2, pg. 93). The result of these two major demographic changes (growth rate and age structure) is expected to manifest itself through a corresponding decline in housing demand to the end of the century.

As a result of this decline in housing demand the increase in total housing stock, as projected by Plan Winnipeg, is expected to slow considerably during the 1990's (Graph 4.3, pg. 93). As the century closes "new additions to the housing stock are projected to number only 600 units per year as compared to a present rate (1980) of about 5,000 units per year".⁵ This pessimistic projection may be somewhat harsh as Plan Winnipeg's forecast fails to consider the effects of in-migration.

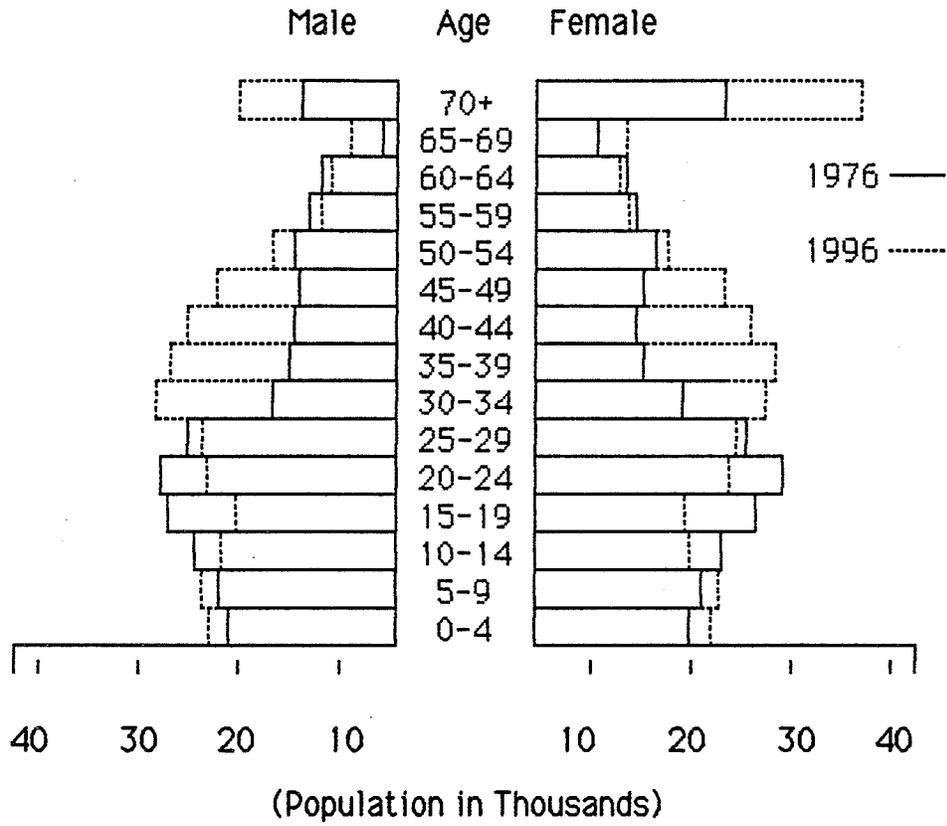
² Plan Winnipeg Environmental Component, p. 12.

³ Ibid., p. 13.

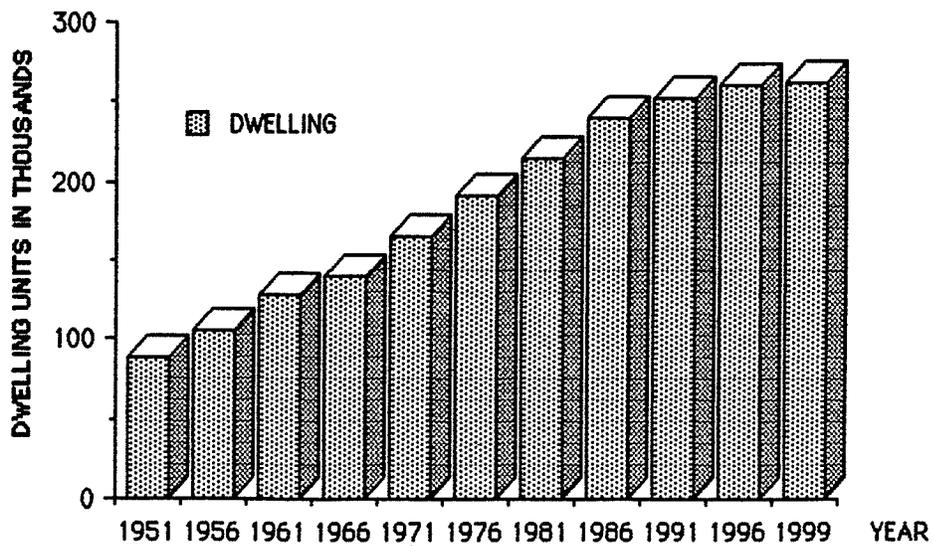
⁴ Ibid., p. 13.

⁵ Ibid., p. 13.

Graph 4.2: Expected Age Composition Change in Winnipeg 1976-1996



Graph 4.3: Winnipeg Dwelling Unit Projections



Residential Development

Due to the nature of demographics and housing market characteristics expected in the 1990's, Plan Winnipeg has adopted the position that "the future of the city now lies in existing neighbourhoods and infrastructure and not in the suburban periphery".⁶ This position has been backed by policies aimed at containing and directing the city's growth in as efficient a manner as possible. By revitalizing older neighbourhoods and choosing optimal locations for new ones the city will be able to make the most efficient use possible of existing hard and soft services within the city. Revitalising older neighbourhoods and restricting new ones to areas currently with physical services will reduce financial burdens on the City of Winnipeg both in the areas of providing new extended services and reduced maintenance costs. Other non physical services will also benefit from a more compact city. For example, the current population trend towards a decline in the younger age groups will result in declining school enrollment and an increasing per pupil cost of education. The containment objective will better concentrate Winnipeg's population and create a more efficient use of non physical services such as education. In order to ensure the containment objective, the following criteria for determining the permissibility of new suburban development were established;

- * availability of existing water and sewer and land drainage at the boundaries of the subject property;
- * traffic access from the subject land to the regional street system or an adjacent collector at the boundary of the subject land; and
- * the availability of recreational and educational services within walking distance of the proposed subdivision.⁷

⁶ Ibid., p. 34.

According to these criteria, and in keeping with the containment philosophy, the most desirable land for development is that which is adjacent to existing neighbourhoods with complete suburban services. Because residential development in the Stock Yards Area would comply with the designated containment criteria for new development, the study area can be considered a potential site for residential development within the parameters of Plan Winnipeg.

Also a major factor when considering a site for residential development is its proximity to existing sources of air pollution. Plan Winnipeg specifies the Union Stock Yards as being a potential limiting factor to residential expansion in parts of south St. Boniface and south St. Vital. However, the removal of the Union Stock Yards has changed this situation dramatically. Firstly, with the stock yards no longer present, the major source of odours in the area has been removed. Secondly, a large vacant land site became available for some form of development. Meatpacking industries located at the eastern end of the Stock Yards Area may still be considered as more minor sources of unpleasant odours. In keeping with the Plan Winnipeg policy "the City shall protect existing and future suburban residential development from adverse impacts of air pollution sources",⁸ potential residential development would have to be adequately buffered from established industrial development along Marion, Dawson and Speers.

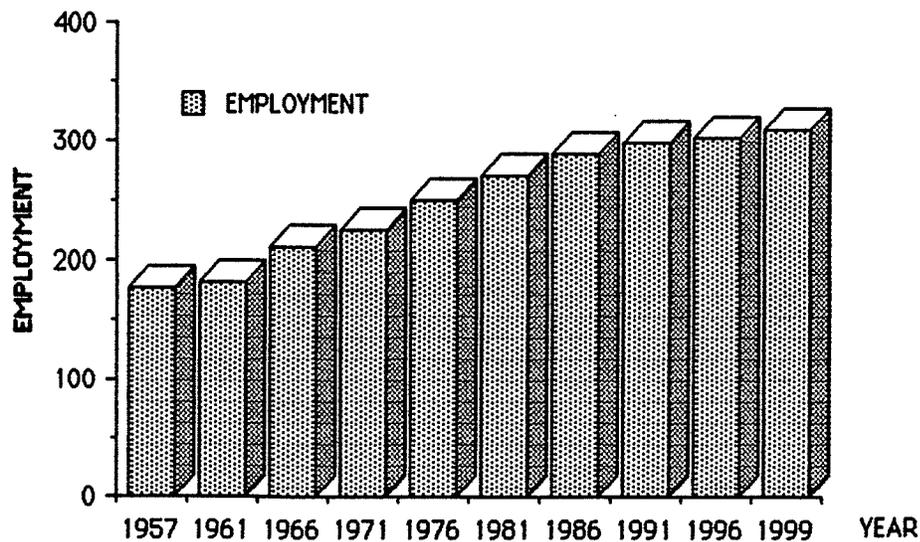
⁷ Ibid., p. 63.

⁸ Ibid., p. 85.

Industrial Development

Many aspects of Plan Winnipeg policies towards industrial development will influence any decision as to future land use in the Stock Yards Area. Due to the forecast declines in employment opportunities (Graph 4.4) the City of Winnipeg has placed an emphasis on future economic growth in the city. Plan Winnipeg calls for the city to "pursue an aggressive approach to industrial promotion, economic growth and job creation".⁹ This policy is expected to result in the attraction and formulation of new industrial investment in the city. As the Stock Yards Area is presently designated and zoned largely for industrial use consideration, based on the policy of industrial promotion, must be given to promoting the merits of this industrial location and, therefore, continuing its present land use designation.

Graph 4.4: Winnipeg Employment Projections 1957-1999



⁹ Ibid., p. 119.

The Stock Yards Area must also be considered a possible site for future industrial development when viewed within Plan Winnipeg's main objective of containment. Currently the availability of industrial land, as projected by Plan Winnipeg, far exceeds forecast needs to the end of the twentieth century (note: the Stock Yards Area was included in this industrial land inventory). In conjunction with Plan Winnipeg's containment goal, industrial development should be in industrial areas "where access to regional services including water, waste water disposal and the regional street system or major arterial streets"¹⁰ are available. Due to the proximity of the Stock Yards Site to the central business district, and the fact that the Yards are currently surrounded by existing municipal street and water systems, the Stock Yards must be viewed as a prime location for industrial development within the parameters of Plan Winnipeg.

Commercial Development

Commercial development policy as it is presented in Plan Winnipeg is intended to accomplish two major objectives. Firstly, the plan is structured to promote revitalization objectives in the central business district by concentrating new shopping and office developments in the city centre. Benefits are expected to be evident through an increased downtown work force and resident population. Secondly, Plan Winnipeg is intended to control and direct commercial development outside the downtown area. "While commercial development policy is designed to enable such development to take place outside the downtown, it also seeks to limit it to an appropriate scale."¹¹ With the above two objectives as guidelines, Plan Winnipeg

¹⁰ Ibid., p. 123.

¹¹ Ibid., p. 131.

states policies concerning commercial development in Winnipeg, two of which are applicable when considering the possibility of allowing commercial land use within the Stock Yards Area.

According to Plan Winnipeg the "city shall permit commercial development only where there are no potentially significant disruptions to the street system and to traffic flows".¹² Viewing this policy within the context of the Stock Yards Area commercial development is a potential land use for the site. The periphery of the Stock Yards Area already benefits from major access routes along three of its four boundaries (Archibald, Marion and Lagimodiere) and future transportation patterns in the area have been planned for significant improvements in traffic flow.

A second significant Plan Winnipeg policy when considering the Stock Yards Area as a potential site for commercial development, is the restriction of "further development of shopping centres, outside the downtown area to a neighbourhood scale necessary to meet the needs of the local community".¹³ This policy precludes the Stock Yards Area as a future site for major retail development.

Parks and Recreation

Plan Winnipeg includes a number of policies regarding the establishment of future parks and recreation areas in and around the city. Only one policy is potentially applicable in determining an appropriate land use for the Stock Yards Area from the point of view of the City of Winnipeg. This particular policy is one that seeks to expand the regional parks system by way of

¹² Ibid., p. 131.

¹³ Ibid., p. 132.

acquiring and developing lands "for inclusion in the regional parks system to offset existing deficiencies and meet projected needs".¹⁴ If analysis of the current regional parks system revealed existing deficiencies in the St. Boniface community or the city of Winnipeg this policy would force consideration of the Stock Yards Area as a site for community or regional park development.

Other Plan Winnipeg regulations with regard to parks and recreation will not influence a decision as to land use in the Stock Yards Area so much as they will influence the design requirements of a chosen land use scheme. Policies, for example, exist with regard to specific parks and recreation requirements in varied land use categories such as residential and industrial development areas.

4.2 Past Policy Toward Land Use Designation Changes

As Plan Winnipeg has been adopted as the official policy plan to guide urban development in Winnipeg, all zoning must conform with land use designations specified in Plan Winnipeg. If a desired zoning change does not comply with Plan Winnipeg, a change in land use designation must be pursued before any change in zoning can be permitted. Such a change can be facilitated by way of a Plan Winnipeg bylaw which designates council as the authority to amend Plan Winnipeg by enacting a development plan bylaw.¹⁵ The ability to amend Plan Winnipeg land use designations is very significant when evaluating potential land uses for the Stock Yards Site. Currently

¹⁴ Ibid., p. 9.

¹⁵ See Appendix B for outline of Plan Winnipeg amendment procedure.

designated overwhelmingly industrial, the land use designation would have to be altered if a new land use proposal did not conform with the present designation.

Since Plan Winnipeg was adopted in April, 1986, a total of 34 petitions have been submitted (as of December 31, 1988) requesting amendments to land use designations set out in the plan. Of these 34 petitions 11 were eventually adopted, six rejected and 17 others have either been withdrawn or a decision is pending. In total only 17 petitions (11 adopted and six rejected) have been pursued to the point of final decision by Council and the Minister of Urban Affairs. Based on these 17 petitions there is a 65% success rate for applications which seek to alter land use designations specified in Plan Winnipeg. Of further significance to the Stock Yards case is the fact that six of seven petitions (86%) requesting a change from an "Industrial" policy area, which have been ruled upon, were granted.

4.3 The Case of Linden Woods

Even though Plan Winnipeg land use designations have in the past been obtained with relative ease it is essential that any future Stock Yards development project have a comprehensive development plan completed before seeking any change in the site's designation. Also, as the Linden Woods case will demonstrate, it is important for a development group to have control of all lands included within the development plans. A lack of control over land, even when accompanied by a comprehensive plan, may result in a piecemeal type of development and the failure to realize a unified development of complementary components.

In the case of Linden Woods, Winnipeg City Council amended Plan Winnipeg permitting a re-designation of lands bounded by Wilkes Ave. on the north, McGillivray Blvd. on the south, Waverley St. on the east and the CPR LaRiviere Line on the west. The designation in this area was changed from a "Present and Future Working Area" to a "Living Area 'A'" as a result of a petition initiated by the Genstar Corporation. Genstar, the predominant land owner in the area, pursued a change in land use designation in order that residential development would be permitted on these lands. The first phase of the Linden Woods residential development was approved in 1981. Between 1983 and 1986 five more applications for development were approved.

- * 1981 - 300 single family building lots
- * 1983 - approximately 219 single family lots
- * 1984 - 59 single family lots
- * 1984 - approximately 350 townhouse units or apartments and a 24 acre commercial/office component
- * 1986 - 417 single family lots
- * 1986 - 313 single family lots

As the Linden Woods development expanded, a problem of conflicting land use in the area became increasingly obvious. The Brockville Dairy, a remnant land use which was established before designations were assigned by Plan Winnipeg, became surrounded by residential development. Residents complained of the dairy farm operation and its associated nuisances such as unpleasant odours and infestations of flies. Concerns were also raised about the presence of heavy trucks passing through the area to deliver cattle feed and remove manure as well as the inevitable pollution of neighbourhood ponds and lakes as a result of runoff from the dairy lands.

The Linden Woods example demonstrates the need to have both a comprehensive plan as well as some form of control over all lands included in a development plan in order to prevent conflicting development such as occurred at Linden Woods. Residential development of Linden Woods was conducted in a variety of stages which eventually led to the enclosure of the Brockville dairy farm. Consequently, a problem of conflicting land uses emerged. Rectifying such problems can be extremely expensive and may not be warranted. Similar piecemeal type development in the Stock Yards Area could result in the loss of a very unique opportunity.

4.4 Summary

Due to its current situation as an overwhelmingly vacant land site ripe for development, the Stock Yards Area is potentially influenced by a number of objectives and policies of the Plan Winnipeg document. Plan Winnipeg's main goal of containment is of considerable significance to the Stock Yards Area. Also very relevant are specific Plan Winnipeg policies regarding residential, industrial, commercial, and parks and recreation development. Land use designations in Plan Winnipeg dictate what land uses are permitted and in what areas of the city.

A review of past petitions to change land use designations and the resulting rulings demonstrate amendments to Plan Winnipeg designations can be obtained with great success. The fact that a potential land use development scheme for the Stock Yards Area may be in conflict with the Area's land use designation does not preclude the possibility of implementing a desired planning strategy. Furthermore, as this practicum seeks to establish a

desirable land use for the Stock Yards Area as interpreted by the City of Winnipeg administration (which in turn theoretically represents the interests of city residents) it is reasonable to assume the present, as well as future, administration would be amenable to any required changes to Plan Winnipeg land use designations in order to realize such a plan. Conducting a change in land use designations should, therefore, not present a great challenge.

Even though Plan Winnipeg land use designations have, in the past, been obtained with relative ease it is essential that any future Stock Yards development project have a comprehensive development plan completed before seeking any change in the site's designation. Residential development of Linden Woods was conducted in a variety of stages which eventually led to the enclosure of the Brockville dairy farm. Consequently, a problem of conflicting land uses emerged. Rectifying such problems can be extremely expensive and may not be warranted. Similar piecemeal type development in the Stock Yards Area could result in the loss of a very unique opportunity.

Chapter 5
Assessment of the Site's Future Possibilities

5.0 Introduction

In the previous chapters a number of factors associated with the Stock Yards Site have been highlighted which may be viewed as either strengths or weaknesses to any potential land use plan for the study area. Chapter 5 extracts these strengths and Weaknesses exposed in examinations of relevant factors conducted in earlier chapters (ie. serviceability, circulation, conditions similar to case studies etc...).

Strengths may be defined as potentially advantageous existing factors from which land use planning scheme can benefit. Weaknesses may be considered factors which potentially inhibit land use development. As a generalization, the greater the number of strengths that can be used advantageously the greater the chances are of implementing a land use plan which is suitable, compatible and successful. Conversely, the lesser the degree to which a land use conflicts with any of the site's weaknesses, the greater the likelihood of its appropriateness. With the above in mind, both site associated strengths and weaknesses must be viewed as additional criteria in establishing a guideline to the suitability of potential land use planning schemes for the Stock Yards Area. Following an examination of site associated strengths and weaknesses this chapter will present a wider perspective emphasizing the merits of the Stock Yards Site within the context of the City of Winnipeg.

5.1 Economic Strengths

Location

Potential land use proposals suitable for an urban environment will benefit from the Stock Yards' proximity to the central business district and peripheral access to the urban highway network via Lagimodiere Blvd. The city offers a large population concentration and, therefore, a huge market which can benefit a number of wide spread land uses. The Stock Yards location adjacent to Lagimodiere Blvd. provides good access to inner city roadways as well as provincial highways. Thus, the Stock Yards Site enjoys the benefits characteristic of land uses located at the city's perimeter while experiencing the advantage of a location relatively close to the city centre.

Available Work Force

Prevailing circumstances in the employment market in St. Boniface over the last two decades have created a surplus of labour within the community. A dramatic increase in both male and female unemployment rates have been numerically documented by Statistics Canada census data. The closure of the Swifts packing plant and the loss of some 650 jobs has contributed to an increase in the male unemployment rate from 4.7% in 1976 to 8.4% in 1986. Similarly, the female unemployment rate rose from 4.6% to 7.8% over the same period of time. The most recent census data was collected before the closure of Canada Packers and the loss of approximately 800 jobs associated with this shutdown. As a result, unemployment rates can be expected to be even higher than reported in the 1986 census. The pool of labour available in St. Boniface must be viewed as a potential strength when

considering possible land use development schemes for the Stock Yards Area. However it must be noted that due to the high degree of mobility characteristic of labour forces, the availability of a labour force in St. Boniface may become less of a factor depending on the time frame of potential development within the Stock Yards Area.

5.2 Site Advantages

Adaptive Reuse

One of the potential strengths available to a land use planning scheme within the Stock Yards Area is the availability of three vacant industrial buildings on the site (Swifts, Canada Packers and the Union Stock Yards offices). The buildings are structurally sound and offer relatively inexpensive accommodation to possible uses. In general it is more expensive to construct new buildings than to adapt old ones to a new use (this is dependent on proposed uses for the building). Adaptive reuse promoted under the right planning scheme should, therefore, be attractive to developers in the city. Case studies of industrial abandonment reviewed in chapter 3 (Dean Clough and Camden Lock) demonstrated the adaptive reuse of derelict industrial buildings can successfully be accomplished and further that adaptive reuse can contribute significantly to community rejuvenation. In the Stock Yards case adaptive reuse would also contribute to the preservation of buildings with historical importance in the community of St. Boniface.

Existing Water Service: Water, Sewer and Drainage

The availability of existing infrastructure peripheral to the Stock Yards Site makes the area a prime location for future development. Water mains surround the Stock Yards Area along its western, northern and eastern boundaries and to the south by way of Maginot and Elizabeth Road. Water service lines internal to the site, located along Speers Road and the northern section of Dawson Road, increase available connection options for future development. Technically water service can be provided easily and relatively inexpensively to any location within the Stock Yards Area (Map 1.7, pg. 30).

The existing combined sewer system peripheral to the study site (Map 1.8, pg. 33) must also be viewed as an asset even though it currently carries a capacity that occasionally strains the system. The Mission Combined Sewer District is an already established municipal facility which is currently in need of some improvements. Development within the Stock Yards, therefore, will minimize municipal expenditures. The construction of a separate drainage system for the Stock Yards and surrounding area would also minimize pressures on the combined system. The relative ease with which this can be accomplished by way of an existing drainage ditch and the proximity of the Seine River must also be viewed as a physical advantage of the site.

Circulation Network

The street system surrounding the Stock Yards Site is experiencing congestion along Archibald and Marion during peak hours. Future road network improvements are expected to alleviate current congestion and

facilitate improved access around the Stock Yards Area as well as to other regions of the city. The construction of the Dugald Extension in conjunction with the planned expansion of the Norwood Bridge to eight lanes of traffic will provide increased access to the central business district while, at the same time, alleviating heavy traffic flows on the Stock Yards northern Marion boundary. By providing an alternate route to Lagimodiere and Transcona the planned Provencher Extension would have the same effect of alleviating heavy traffic volume pressures along Marion. The completion of the Bishop Grandin Extension will provide a new advantage of access to the western side of the city by way of an urban highway network relatively free of intersections. With this addition the Stock Yards Site will benefit from good access to all highways converging on Winnipeg. The realization of the proposed Grant Avenue Extension would also improve access to the southwestern quadrant of the city.

Transit Service

The location of the Stock Yards Area benefits extensively from existing public transit service routeways. Regular service is provided along Archibald and Lagimodiere and into the neighbourhood directly south of the Stock Yards by way of Elizabeth Road. North of the study site Marion Street has rush hour transit service to accommodate industrial workers in western St. Boniface. Existing routes offer excellent access to major destination nodes such as the central business district, the University of Manitoba and industrial areas in western St. Boniface and Transcona.

Existing Railway Service

The presence of two major rail lines (CP's Emerson line and CN's Sprague line) and the Paddington Interchange within the Stock Yards Area provides the site with exceptional rail transportation service.

5.3 Weaknesses

Diverse Land Ownership

A major factor limiting potential development within the Stock Yards Area is the vast ownership interests which presently characterize the study site. If the site were totally clear of other forms of development, options for land use design would be totally uninhibited. However this is not the case. Approximately 50 different land owners hold title to portions of land in the Stock Yards Area (Map 1.6, pg. 25) and there are approximately the same number of businesses and public service operations located on the site. Furthermore, land holdings and their associated development are located in a very scattered fashion thereby limiting the design of any land use development proposal. The only positive factor about the diverse land ownership is that active established land uses occupy only a relatively small portion of the Stock Yards Area (approx. one-third). On the other hand, a relatively small number of vacant properties occupy a much larger share (approx. two-thirds) of the study site.

Expropriation is an alternative available to the City of Winnipeg to acquire land if the city feels occupied lands are necessary to complete a land development project that will benefit Winnipeg residents. In the Stock Yards

case expropriation (depending on the desired number of properties and their value) is potentially an extremely expensive (possibly tens of millions of dollars) and complicated process.

A municipally supported land assembly plan may be another possible method of acquiring development rights to Stock Yards land. The problem of an extremely diversified pattern of land ownership, however, would still be encountered.

Derelict Buildings on the Site

The adaptive reuse of suitable buildings in the Stock Yards Area has been interpreted as a potential strength of the site. This will only be realized if suitable occupants can be found to develop viable operations in the three major vacant buildings (Swifts, Canada Packers and the Union Stock Yards buildings). If viable operations cannot be established in these derelict buildings the buildings will become a hindrance to potential development in the area. Empty buildings occupy land which could otherwise be put to productive use. Demolition is expensive and may not be justified given the value of the land on which the buildings are located. This may depend entirely upon the potential land use proposed for the Stock Yards Site.

Rail Lines, Paddington Interchange and the Auto Compound

While on the one hand a potential asset to development (as noted previously), from a different perspective the location of rail lines and associated operations present a serious limiting factor for potential land uses of the Stock Yards Site. The CPR's Emerson line and CNR's Sprague line have significant stretches of track which cut through the study area.

Potential development will be hampered by the location of these two rail lines which are expected to remain for the foreseeable future. Any attempt to relocate the lines would prove extremely costly. The Paddington Interchange trackage and auto compound, shared jointly by CP and CN, is also expected to remain at its present site for the foreseeable future. Estimates for relocation of these facilities range between \$15 to \$20 million. Land use proposals for the Stock Yards Area must take into account the continued presence of inhibiting rail lines, the Paddington Interchange and the auto compound.

Limited Access to the Site

The peripheral pattern of land ownership which exists within the Stock Yards Area almost entirely surrounds available vacant land at the study site (Maps 1.4, pg. 19 and 1.6, pg. 25). This situation, coupled with the constrictive pattern of rail lines on the site, presents a problem in terms of providing road access and city water services to interior vacant lands. Available access points are limited and can only be increased by land acquisition or by obtaining right of ways through privately owned lands.

Retention Pond

The present sewer and drainage facilities surrounding the study site are a major factor limiting potential development options in the Stock Yards Area. The existing combined sewer which serves the Mission District is overloaded and has been classified inadequate with respect to its current service area. Development within the Stock Yards Area will be strictly limited unless a storm water retention pond is constructed on the study site to alleviate over capacity pressures in the Mission District. The requirement

of a storm water retention pond within the Stock Yards Area will reduce the amount of land available for development as well as restrict design possibilities for the use of the land. However, depending on the type of development considered, a retention pond may also be considered a positive design element.

5.4 Merits of the Stock Yards Area – A Winnipeg Perspective

It is important to emphasize the merits of the Stock Yards within a Winnipeg context as well as a site specific context. Rarely in modern cities is there such an enormous tract of readily serviceable vacant land available within the developed urban environment. Large tracts of vacant land can ordinarily only be acquired at the urban fringe far from the benefits of the city centre. The underdeveloped and underutilized Stock Yards land, however, is located close to the city centre. The very size and location of the Stock Yards Site presents a unique opportunity for a large scale planning and development project within the developed regions of Winnipeg.

Proximity of the Stock Yards to the central business district presents a situation where potential development can benefit from nearby population concentrations of residents and people who work in the downtown. Access to such a large concentration of people is beneficial to business, recreational, service and cultural activities and must be viewed as an opportunity for several potential forms of development at the Stock Yards. From the point of view of the City of Winnipeg, availability of Stock Yards land also presents an opportunity to analyze land use trends in the city and to determine future needs. The Stock Yards Area may provide some relief to

future land use requirements in Winnipeg.

The Stock Yards Area is a site of great opportunity not only locally but also, combined with characteristics of Winnipeg's economic and social climate, on a regional, national and even international scale. The combination of the Stock Yards' assets (ie. transportation network, available workforce etc...) and the city's economic climate may prove enticing to prospective developers. Attractive characteristics include a relatively cheap and abundant source of labour, low startup costs as compared with other major Canadian and American cities and virtually inexhaustible quantities of inexpensive hydro-electric power. The existence of such benefits at the Stock Yards could attract major development interests from around the globe. Whether development interests originate in Winnipeg or elsewhere they will generate economic spin-offs. Development and associated spin-offs can instill economic life into a stagnant economy. The Stock Yards Area presents an opportunity to create such benefits for Winnipeg.

The social setting in Winnipeg is another aspect of the city's environment which may be viewed favourably by development interests when considering the Stock Yards Area as a potential site for development. Winnipeg's reputation as a safe city ideally suited to a family lifestyle represents an opportunity for developers to locate in a stable environment. This type of opportunity may be particularly attractive to businesses looking for a location which can provide them with responsible employees.

5.5 Summary

Highlighted in Chapter 5 are a number of strengths and weaknesses, exposed in earlier sections of the study, which assess the site's future possibilities. Among these are

1. Economic Strengths: including the location of the Stock Yards Area and, to a lesser degree, the available workforce in the community.
2. Site Advantages: including the potential for adaptive reuse of derelict buildings; the existing infrastructure; good access to rail service; the circulation network; and public transit service.
3. Weaknesses: including a diverse pattern of land ownership; restricted development potential due to derelict buildings on the site; limited access; the requirement that a retention pond accompany any substantial site development; and the rail lines, rail interchange and auto compound which inhibit site development.

An analysis of the study site's strengths from a larger Winnipeg context reveals the vast opportunity which is available to the city on a regional, national and international scale.

Chapter 6
An Evaluation of Land Use Options

6.0 Introduction

Chapter 6 evaluates the suitability of three potential land use possibilities (industrial, residential and park land) for the Stock Yards Area. Analysis is heavily weighted on relevant criteria illuminated in previous chapters of this practicum. In order to assist in this evaluation a table of criteria is employed (Table 6.1, pg. 116). Although the table of factors provides a solid foundation on which to assess the suitability of potential planning schemes, different land uses may have unique characteristics which influence a decision regarding suitability. Relevant factors and criteria listed in the suitability study, therefore, must be viewed as a guideline to decision making. Furthermore, it must be recognized that criteria listed in the evaluation are all unique and carry different weight in terms of their importance in determining the degree to which a land use is suitable for the Stock Yards Area. Consequently, the value of particular criteria have not been quantified. Examining each potential land use assisted by the table system elicits discussion as to the benefits, disadvantages and implications of each land use.

Table 6.1
Evaluation of the Suitability of Potential Land Uses

<u>Established Criteria</u>	<u>Industrial</u>	<u>Residential</u>	<u>Park Land</u>
1. Compatibility			
A) compatible with components of the local environment			
- residential	*	*	*
- industrial	*		
- commercial	*	*	
- public service	*	*	*
- CP and CN rail operations	*		
B) compatible with the historical nature of the St. Boniface community	*	*	*
C) compatible with required retention pond	*	*	*
D) high degree of compliance with Plan Winnipeg	*	*	*
2. Advantages/Disadvantages			
A) creates direct employment opportunities	*		
B) expropriation is not required to implement the land use plan	*		*
C) access can be adequately provided	*		*
D) contributes to municipal tax base	*	*	

<u>Established Criteria</u>	<u>Industrial</u>	<u>Residential</u>	<u>Park Land</u>
E) takes advantage of the site's strengths			
- adaptive reuse	*		
- transit service	*	*	*
- existing extensive rail service	*		
- circulation network	*	*	*
- available work force	*		
- existing water service	*	*	
3. Social Trends			
A) addresses negative social trends associated with industrial abandonment (ie. deteriorating neighbourhoods)			
- unemployment	*	*	
- housing	*		
- demographic trends	*		
- declining municipal services	*	*	
- health	*		
4. Opportunity			
A) land use enjoys associated opportunity	*	*	*
<hr/>			
Total out of 24 indicators	24	13	10

* Asterisk indicates positive response with respect to criteria

6.1 Industrial Development

Compatibility

The development of an industrial area within the Stock Yards Study Region can be established in such a manner as to be highly compatible with other land use components of the local environment. The large residential component surrounding the western and southern edges of the study site in the past has been protected from excessive exposure to "M3" industrial uses by "M2", "R2" and "C1" zoning districts which act as buffers. Along the site's southern boundary the retained lands for the Grant Avenue Extension, Maginot Arena and field and Pierre Radisson School have performed the buffer function. The western buffer is supplied by a narrow stretch of land between the CPR Emerson Line and rue Archibald on which Archwood Elementary School and The Holy Family Roman Catholic Church are located. Also contributing to the western buffer is the commercial zoning pattern which runs the length of rue Archibald (on the west side) from Marlon to Maginot. Under a plan to develop the Stock Yards Area for industrial use these buffers should be maintained. Further, due to an over-abundance of "M3" zoned land in St. Boniface and the proximity of the western side of the Stock Yards Area to neighbouring residential areas it is advisable to zone industrial development "M2" in the western regions of the Stock Yards Area.

A proposed industrial development area would be bonded on the northern and eastern perimeters of the Stock Yards Site by already established industrial areas. The juxtaposition of industrial areas is very compatible as industrial areas, by nature, share many of the same needs and characteristics. This is not to say, however, that all industrial uses are compatible with one

another. For example, a heavy use factory characterized by heavy truck traffic is not compatible with a highly sensitive optical equipment manufacturer. As a result, performance standard zoning based on environmental impact is advisable as an additional set of criteria to traditional zoning classifications.

Commercial development has been deemed compatible with industrial areas by virtue of the fact it is permissible under current zoning regulations. Therefore, commercial development adjacent to and located within The Stock Yards Area is, by definition, compatible with proposed industrial development in the study region. Again an additional performance standard zoning scheme is advisable in order to govern the exception from the rule.

Public service facilities located on the Stock Yards' western boundary (Archwood Elementary School and the Holy Family Roman Catholic Church) are compatible and would benefit from a change to an "M2" industrial use classification in the western regions of the Stock Yards Area. The current "M3" use east of Archwood School and the Holy Family Roman Catholic Church allows for a certain low level of nuisance factors. Development of a new "M2" industrial area would not permit such nuisance factors and further would require businesses to maintain operations in an orderly fashion more amenable to adjacent public services.

Winnipeg Fire Hall #9, located on the study site's northern boundary and the heart of industrial St. Boniface, is another public service function which is compatible with the development of a new industrial area. Industrial

workers and buildings must receive the same protection from fire as all other areas of the city. In fact, many industrial uses considered potential fire hazards are not permitted in industrial areas where adequate fire protection cannot be provided. Fire Hall #9's location is both compatible with and beneficial for surrounding industrial regions.

Rail line operations which segregate the Stock Yards Area are also compatible with industrial use areas and may in fact provide a beneficial service for many industrial operations.

The development of an industrial area would be compatible not only with components of the neighbouring environments but also with the historical nature of the St. Boniface community. Since the early 1900's St. Boniface has maintained a policy of attracting industrial operations. This policy led to extensive industrial development in eastern and northern St. Boniface including the development of the now defunct Union Stock Yards operation, Swifts and Canada Packers. As a direct result of this past policy the Stock Yards Area is currently zoned almost exclusively for industrial use.

Continued use of the Stock Yards Site as an industrial domain would reestablish sought-after industrial strength which has been lost as a result of the demise of the Union Stock Yards and associated meat packing operations.

The requirement of a retention pond as a necessary component to development within the Stock Yards Area will neither conflict with nor overly restrict design possibilities of a new industrial park. The location of a drainage reserve basin would be located in vacant interior lands where it

has been suggested an "M2" light industrial area would be more appropriate than "M3" development. Common elements in many of North America's light industrial parks, retention ponds are often viewed as desirable elements that provide aesthetic appeal and a park like atmosphere to major working areas. Furthermore, land in the Stock Yards Area is available in a large enough quantity that the presence of a retention pond should pose no significant design problems.

Developing an industrial park within the Stock Yards Area would also comply with policies and objectives stated in Plan Winnipeg. In conjunction with Plan Winnipeg's containment goal industrial development in the Stock Yards Area would make use of existing city services (water delivery infrastructure, roadways, etc.) thereby increasing the efficiency of services and avoiding expensive expansion costs. Another policy of Plan Winnipeg that would be in concert with the creation of a new industrial area is the desire to create job opportunities and economic growth through an aggressive approach to promoting industrial development in the city.

Advantages/Disadvantages

Associated with the development and promotion of a new industrial park is the benefit of employment generation. Attracting industry to the new park will provide job opportunities for residents of St. Boniface and Winnipeg as well as offer an expanding array of choices for those already employed. The nature of industrial operations is such that employment opportunities of both the short and long term variety will emerge.

A second major advantage of establishing an industrial park within the Stock Yards Area is that development can be accomplished without need of expropriation. Canada Packers and the Union Stock Yards' lands are vacant and available for purchase. By purchasing these two land sites and adding them to the former Swifts property (acquired through tax sale) the city can establish a light industrial park site of approximately 167 acres without need of costly expropriation. Remaining land uses in the Stock Yards Area are compatible with the new use and would be permitted to continue in their present state. Industries located northeast of the CNR Sprague line as well as those located in the southeast along Speers Road would continue to be governed by an "M3" general industrial district zoning classification. Stock Yards Land along Maginot would remain "M2" and lands west of the CPR Emerson line would retain "M2" and "R2" classifications. Vacant land south of the Paddington Interchange currently zoned "M2" is compatible with the new "M2" designation of interior lands. However, due to its neighbouring location with the heavy use Paddington Interchange to the north and residential development to the south it should be rezoned to permit only "M1" industrial uses (ie. no residential uses) which require enclosed industrial operations and an orderly appearance. A suitable buffer should be maintained between "M1" industrial and residential land to the south.

Remaining land located within the confines north of the transfer track between the CPR Emerson Line and the CNR Sprague Line would be zoned "M2" industrial. This area would include all city owned lands acquired to create the industrial area as well as the Manitoba Hog Producers Marketing Board, a multi-tenant commercial establishment, a Toronto Dominion Bank, the St. Boniface Hide and Wool Co. and the auto storage compound. Non conforming

uses would be permitted to continue operations. New development would be required to comply with the new "M2" classification.

The creation of a new "M2" industrial area, although it will be largely surrounded by rail lines and transfer track, will be afflicted by limited access. Access to the "M2" industrial park can be facilitated by way of Marion Street through the Canada Packers site and via a narrow strip of Public Markets' land which runs between the Manitoba Hog Producers Marketing Board and the Toronto Dominion Bank. Eventually, as site development within the "M2" area increases, other access points will have to be considered. Possibilities include use of the roadway which services the St. Boniface Hide and Wool Co.; a crossing of the CNR Sprague line creating a link with Dawson Road; and a connection with Speers Road over the CN rail connection which links the Sprague line and the Transfer track. It is undesirable to create access points through residential areas.

Another benefit of "M2" industrial development in vacant interior lands of the Stock Yards Area is an associated increase in the municipal tax base. Currently the three vacant or derelict land areas proposed for the new use (Public Market Lands, Canada Packers and the former Swifts site) generate relatively little in the way of tax funds. The Canada Packers and Public Markets lands continue to generate realty tax. However, the lack of any business occupants precludes the city from collecting business tax. The vacant Swifts site, as it has been defaulted to the city through tax sale, does not contribute to either realty or business taxes in the city. By way of acquiring these three land sites and developing an "M2" industrial area

which promotes adaptive reuse and the location of new industry, Winnipeg would benefit from a substantial increase in the generation of municipal taxes.

Adaptive reuse is one of a number of aspects associated with the Stock Yards Area which have been interpreted as strengths at the disposal of potential site development. Vacant buildings on the site offer relatively inexpensive accommodation when compared with the alternative of constructing new buildings. Developing and promoting an "M2" industrial park would create the means for turning derelict buildings into once again viable business operations.

Industrial development will also take advantage of transportation strengths available in St. Boniface now and in the future. City transit routes servicing the Stock Yards Area are extensive and offer industrial employees alternative access (as opposed to private vehicle) from all regions of the city. The current and future road networks in St. Boniface offer good vehicular access to the benefit of both worker and industry. Major rail service lines located on the site are a potential advantage to industries requiring bulk shipment of goods.

The surplus work force in St. Boniface is a strength that is available and that would be beneficial to industrial development in the Stock Yards Area. The closures of Swifts, Canada Packers and the Union Stock Yards have created above average unemployment rates in the St. Boniface community. Industries locating in the new industrial park will have a readily available supply of labour to meet many of their employment needs. Although it can be

argued that surplus labour is a transient phenomenon, it is unreasonable to assume surplus labour will totally dissipate within the next few years. Furthermore, it is reasonable to assume many of the unemployed will be forced, for economic reasons, to take part time employment positions and positions below their expectations. Therefore, industrial development will benefit from the long term employment situation in St. Boniface.

Existing water service surrounding the Stock Yards Area is a final strength available to potential land uses. There are few underdeveloped land sites of such magnitude with the advantage of readily available main line water service. Locating a new industrial park in the Stock Yards Area would make use of a unique opportunity to promote development without having to provide water supplies by way of expanding main line services.

Social Trends

The creation and promotion of an "M2" industrial park within St. Boniface would address a variety of undesirable social trends associated with communities that have experienced industrial abandonment. Unemployment pressures created by the exodus of industrial installations can be alleviated with the creation of employment opportunities that will emerge as a direct result of industrial development on empty Stock Yards land. Increased employment opportunity will create economic spin-offs due to more liberal spending patterns made possible by increasing levels of personal disposable income. Spin-offs will also be created through associated industries that will be attracted to and benefit from industrial development at the Stock Yards Site. Greater prosperity will filter down to all types of stores and services and from this point continue the economically beneficial

ramifications of the multiplier effect.

Increasing income created by industrial development will also reverse declining housing trends associated with industrial abandonment. Higher disposable income for residents will allow for greater spending on housing accommodations and provide the impetus for a shift from a position of renter to that of home owner. Home owners have a tendency to maintain their property in better condition than do tenants (who receive no equity for repairs) or absentee landlords. The end result of higher disposable income within the community is a shift away from absentee landlord ownership and a move to better maintained private ownership patterns.

Associated with the job creation of a new industrial facility is a reverse in demographic trends associated with declining neighbourhoods. Employment opportunity will diffuse the exodus of working age people and prompt many of those who have left to return. Another ramification of increasing employment rates is a declining reliance on personal social assistance requirements and a shift away from demographic trends of a depressed area that are associated with higher rates of social assistance needs. Renewed employment opportunity will instigate a more stable mix of residents in the community including an increase in family-type households, an increase in the working age population, and a declining ratio of single mothers and the elderly.

Community and city residents will realize the benefits of industrial development within the Stock Yards Area through improved municipal

services and reduced property taxes. New industry will create a substantial increase of municipal revenues in the form of property and business taxes. An expanding municipal revenue base will reduce pressure on property taxes collected from citizens and increase the financial power of the municipal government. The public treasury will have greater financial reserves and increased borrowing power with which to finance public works projects. The end result is improved maintenance and provision of both hard services (including roadways, water and sewage infrastructure, etc...) and soft services (including schools, libraries, transit, and police and fire protection).

Reversal of detrimental health effects experienced by many members of the local community will also be a beneficial by-product of industrial development. Unemployment related to industrial abandonment has been linked to many serious psychological and physical disorders. New employment opportunities created by industrial development will enable many of the community's unemployed to become reintegrated with society. As the depression of unemployment is alleviated the incidence of physical and psychological ailments in the community will decrease.

Opportunity

As discussed in chapter 5 opportunities exist which are specific to different forms of potential land use. The following opportunities have been identified with respect to industrial use of the Stock Yards Site.

Industrial development in the Stock Yards Area would enjoy a number of opportunities associated with the city of Winnipeg which would prove

beneficial in attracting industrial investment to the site. Due to prevailing economic conditions in Winnipeg business start-up costs such as land, construction and employment costs are relatively inexpensive when compared with other major centres in Canada and the United States. Other financial considerations which make Winnipeg an attractive location for industrial investment are an inexpensive and abundant supply of hydro power and, for some foreign investors, the relatively low value of the Canadian dollar.

Winnipeg's location presents an opportunity that only it, of all Canadian cities, can offer. Located almost exactly at the longitudinal centre of Canada, Winnipeg enjoys a transportation and transshipment location which in terms of distances can serve Canada far more efficiently than any other Canadian city. Winnipeg is also the most strategically located Canadian centre in terms of servicing American destinations to the south. This latter factor has become of increasing value given the recent Free Trade Agreement between Canada and the United States which has rendered the huge American market more accessible to Canadian industry.

Certain aspects of Winnipeg's environment may be viewed as a beneficial setting for industrial employees and, therefore, for industrial location within the city of Winnipeg. The combination of relatively small size and a stable economic environment make Winnipeg a highly desirable location for employees when compared with other major North American centres. Major expenses such as housing, transportation and goods and services are relatively inexpensive yet are available in a large enough quantity to present an excellent variety of options. Winnipeg is widely recognized as a

clean and safe city with an excellent atmosphere for raising a family. This factor is attractive to employees who must relocate to the city. Also attractive to employees who must relocate are the advantages of a small city which has many facilities characteristic of relatively large urban centres. Cultural and recreational institutions such as The Winnipeg Symphony Orchestra, The Royal Winnipeg Ballet, professional sports teams and an incredibly diversified variety of dining entertainment provide a cosmopolitan atmosphere, yet, the compact nature of Winnipeg allows for the attractive advantage of minimal travel time to local destinations.

6.2 Residential Development

Compatibility

Residential development within the Stock Yards Area by nature is compatible with neighbouring residential components within the St. Boniface community. Public service components of the local environment (church, school and fire station) are viewed not only as highly compatible additions but as essential facilities to a residential area. Also compatible with residential development of the Stock Yards Area is the commercial component of the local environment which is maintained in an orderly fashion. Many commercial operations are desirable neighbours for residential areas as they offer services which are beneficial to serving the everyday needs of local residents.

Residential development is highly compatible with the surrounding residential, public service and commercial uses of the St. Boniface

community, however it is incompatible with two major uses currently located within and adjacent by the Stock Yards Site. Heavy industrial uses located along the north side of Marion Street and in the eastern regions of the study site are characterized by a number of associated nuisance factors (heavy truck traffic, noise, air pollution etc...). Railway company operations are also, for the most part, incompatible with residential development. The auto compound and Paddington Interchange are visually unpleasant areas of heavy industrial use that would pose a safety threat to the children of a neighbouring residential area. Track lines located on the study site (Emerson and Sprague) are acceptable neighbours for residential development provided an adequate buffer is established.

Despite the obvious incompatibility of residential development with some of the major components of the local environment, residential development is in concert with all remaining aspects of compatibility established as criteria of suitability. Historically St. Boniface is a very united community which has been forced to expand to the south in order to provide new housing options for residents. Residential development in the Stock Yards Area would create new housing options in a St. Boniface community that can currently offer its residents only very limited new housing options.

The requirement of a retention pond within any development of the Stock Yards Area is highly compatible with residential development. Developers employ retention ponds as advantageous design aspects of residential development which offer a park-like setting considered highly desirable by many home buyers.

Residential development within the Stock Yards Area is highly compatible with Plan Winnipeg's main goal (containment and efficient use of existing services) and policies established to achieve the stated goal. As stated in Plan Winnipeg the optimum locations for new neighbourhoods are areas that can be developed in a manner which efficiently uses existing hard and soft services. The availability of existing main line water and sewer service surrounding the Stock Yards Area makes it highly compatible with Plan Winnipeg. Although there is not currently adequate land drainage in the area this should not be considered a factor as a retention pond is already required to alleviate flooding problems in the Mission Sewer District. The location of major thoroughfares on the western, northern and eastern boundaries would ensure the efficient use of the city's vehicle circulation network. The efficient use of such hard services (water, sewer and roadways) would prevent unnecessary costly expansion and maintain lower maintenance costs.

Residential development in the Stock Yards Area would promote the efficient use of soft services provided by the municipal government. Increasing the residential concentration within a community which has experienced population declines over the last 20 years will increase the efficiency of established public services such as schools, parks and fire protection.

Advantages/Disadvantages

The development of a residential neighbourhood within the study area appears to have some merit on the basis of only few of the criteria considered as advantages. Established service infrastructure would be used

very efficiently as is advocated in Plan Winnipeg. The advantage of existing water mains would be employed by residential development making residential development desirable based on this particular criterion.

Municipal property tax increases associated with residential development are a definite advantage of this type of development in the Stock Yards Area. Large portions of either vacant or derelict land located within the study area boundaries currently generate minimal municipal revenues. The residential development of these lands will considerably increase property tax funds directed to the municipal treasury.

Existing transit service surrounding the study site would provide residents with exceptional access to various regions of the city. Furthermore, public transit would not be required to introduce any new major transit routes to service residential development in the Stock Yards Area.

The advantage of the surrounding vehicle circulation network would also be employed by residential development. Major roadways bordering the site would offer quick private vehicle access to the regional street system for residents of a new neighbourhood located on the Stock Yards' Site. Improved access offered by future additions to the road network will also be very beneficial to residents of a new community.

Many advantages as listed in the suitability criteria will not be realized with residential development of the Stock Yards Area. The construction of a residential district will not create direct employment opportunities that are needed as indicated by high unemployment rates in the surrounding

community. Housing construction would likely be carried out by construction companies that already employ workers. The St. Boniface community would receive no direct employment benefits from the Stock Yards development and development would fail to take advantage of the available work force in the surrounding community.

A disadvantage facing residential development in the Stock Yards Area is the necessity of expropriation when considering development of the largely vacant interior lands. The incompatibility of the Paddington Interchange, the auto compound and the St. Boniface Hide and Wool Co. operations necessitates their removal before a residential development can be permitted within the interior lands. All other occupied interior lands are compatible with residential development (Manitoba Hog Producers Marketing Board, Toronto Dominion Bank and the Winfield commercial development).

Vacant or derelict land sites of the interior (the Union Stock Yards, Canada Packers and the former Swifts site) are owned or can be acquired through purchase. The large industrial complexes of Swifts and Canada Packers are incompatible with residential development and must be demolished before any residential development is permitted in the interior regions of the study site. Demolition would destroy the possibility of adaptive reuse of these vacant industrial buildings which are unsuitable for conversion to residential use. Vacant land west of the CPR Emerson line and south of the Paddington Interchange can accommodate a residential land use scheme without need of expropriation or demolition.

Access is another problem which confronts the potential residential development of interior lands. Railway lines and transfer track limit access to locations along the northern Marion Street boundary. Access points on Marion would provide immediate access to the regional street system. Direct western, southern and eastern access out of the interior lands would be non-existent, thereby, forcing travel distances much farther than is desirable. Potential access to the east by way of Speers Road or Dawson Road would be inappropriate as they are industrial setting service roads. Access to smaller sections of vacant land west of the CPR Emerson line and south of the transfer tracks can be easily provided by way of rue Archibald and Drake Boulevard.

A final factor regarding the suitability of residential development in the Stock Yards Area is the inability of residential development to take advantage of existing rail service located on the study site. Major CP and CN rail lines on the site offer exceptional access for receiving and shipping goods in Canada and south of the border. Residential development of the interior Stock Yards land would fail to maximize the use of these facilities.

Social Trends

Although the construction of a residential neighbourhood in St. Boniface is unlikely to create direct employment positions for community residents it will produce economic spin-offs that result in employment opportunities. New residential development will increase the population of the St. Boniface community. With a larger number of people local stores, services and entertainment outlets will benefit from increased business. This increased demand in some cases will result in increased employment needs.

Employment opportunities created by economic spin-offs of a new residential development will be relatively limited compared with the direct employment potential of new industry.

New housing supplied by the construction of a residential neighbourhood will add to the base of good housing stock in the St. Boniface community but will do very little in terms of improving existing housing stock. Residential development will create only limited new employment opportunity through economic spin-offs. Residents of the community living in declining housing stock will not have gained the financial means with which to improve their housing situation. Minimal improvement of the housing stock surrounding a new Stock Yards residential development may result from the attraction of new investment and increased property values associated with desires to locate in or near newer residential developments.

Demographic trends associated with industrial decline will also experience an illusory relief from residential development in the Stock Yards Area. Residential development will add to the total number of residents in the community. In turn demographic trends associated with communities suffering from industrial decline will become less prominent. In absolute terms undesirable characteristics of declining communities (high social assistance needs, high rate of absentee landlords, etc...) will not be alleviated by new residential development.

Health problems characteristic of communities experiencing abandonment will not be addressed by residential development. Residential development will create only relatively insignificant spin-off employment opportunities.

Health problems associated with unemployment in declining communities will not be alleviated.

Opportunity

Associated opportunities exist with respect to residential development which present an argument for its suitability within the Stock Yards Area. Minimal opportunity for growth of the housing market in the St. Boniface community has forced many would-be residents to seek accommodation in neighbouring communities of St. Vital. A new residential development in the Stock Yards Area would permit residential expansion within the older more historic St. Boniface community and facilitate greater opportunity for those desirous of living in St. Boniface to do so.

The location of the Stock Yards land is also a great asset for residential development. Rarely in a city the size of Winnipeg is there opportunity to provide residents with a suburban type residential development within such a short distance of the amenities of the city centre. Proximity to the city's main concentration of a variety of cultural and entertainment facilities and the city's main employment district (while living in a suburban setting) presents a definite urban lifestyle advantage over newer residential developments located on the city's periphery.

6.4 Parks and Open Space Development

Compatibility

The degree of compatibility of park land within the Stock Yards depends on the type of parkland development considered for the area. For this reason it is necessary to define the three classifications of parks: regional parks, community parks and passive parks. A regional park is a large scale park land development intended to address the needs of the surrounding city region. A community park is a much smaller park intended only to meet the needs of the immediate surrounding community. The function of a community park is largely to serve as a recreation area for children in the neighbourhood. Both regional and community parks are characterized by some form of recreational development and possibly a minimal amount of structural development. A passive park has no physical development and is intended to provide a nature/relaxation atmosphere. All three are owned and maintained by the city.

Parks are compatible with residential development. They offer a natural setting for relaxation and recreation activities considered beneficial by society. The location of parks as neighbours to residential areas is highly desirable in terms of both aesthetics and accessibility.

Industrial "M3" areas of the Stock Yards are incompatible with regional and community park land development due to associated nuisance factors such as noise, odour, unsightly appearance and heavy truck traffic. With respect to "M2" industrial areas regional and community park land development is not highly desirable, nonetheless, may be acceptable. Industrial "M2" areas

are maintained in an orderly fashion and do not possess the same nuisance factors characteristic of "M3" industrial areas. Openspace development within "M3" and "M2" industrial areas may be desirable to create a more enjoyable employment area and to provide a small site for employees to relax during break periods.

Small scale commercial development, like "M2" industrial development, is not a desirable neighbour to regional or community park land development yet is acceptable given its orderly appearance. The existence of a small buffer (ie. trees, bushes or roadways) to separate such uses is desirable. Open space is compatible with commercial areas again as a relaxation outlet for area employees.

Public service functions located within the Stock Yards Area are compatible with all three kinds of park development. The orderly appearance of the Holy Family Roman Catholic Church and Winnipeg Fire Hall #9 render them compatible while the nature of Archwood School as a gathering place for the children of the surrounding residential area makes the school a desirable neighbour to park land development.

Rail line operations located within the Stock Yards Area are compatible with some aspects of park development and incompatible with others. The heavy use functions of the Paddington Interchange and the auto compound are incompatible with regional and community park development due to nuisance and safety concerns. Passive parks and open spaces intended for the use of area employees are compatible with the heavy use railway functions.

Single rail lines located within the Stock Yards Area, although not desirable, are compatible with all three kinds of parks. Rail lines are transportation corridors just as are roadways and, therefore, like roadways, rail lines are acceptable neighbours. However, park design features are advisable to create separation from transportation corridors.

The historical nature of the St. Boniface community is compatible with the requirement for a retention pond in the Stock Yards Area. Historically, residential development has been a major component of the St. Boniface community. Park and other recreation areas (examples include the St. Boniface Golf Course, Whittier Park and Provencher Park) have always been developed and maintained as important complementary components to residential development. The retention pond required within the study boundaries to improve water drainage and sewage services in the surrounding community is also compatible with park land development. Retention ponds can be designed in such a manner as to enhance the nature type setting sought in a park development. Combination park and retention pond developments are highly desirable within a community and can have the effect of increasing land values of surrounding properties.

The final criterion regarding compatibility is whether park land development is in concert with the objectives of Plan Winnipeg. Within the framework of Plan Winnipeg there is a specific objective with respect to parks and recreation which is to acquire land if a need or future need is recognized. The intention of the parks and recreation policy is to offset existing deficiencies and meet projected needs. A Department of Parks and Recreation spokesman confirms that, at this time, there is no linkage to

action based on Plan Winnipeg policy due to an absence of guidelines defining adequacy and need.¹ However, a 15 year action plan has been adopted with the goal of acquiring lands while minimizing the cost of acquisition. Based on this current policy of land acquisition the conversion of available Stock Yards land to parks is compatible with the objectives identified in Plan Winnipeg's Parks and Recreation Component.

Although park development within the Stock Yards Area is compatible with specific parks and recreation goals outlined in Plan Winnipeg, it also conflicts with Plan Winnipeg's primary objective: containment and efficient use of services. Park development within the Stock Yards Area would not maximize the efficient use of existing services. Park development will make little, if any, use of existing hard services such as water, wastewater, transit and transportation networks. Furthermore, park development will not concentrate population in a manner that efficiently uses existing soft services such as the educational system and police and fire protection. On the other hand parks offer a certain value to society which is unquantifiable.

Advantages/Disadvantages

Employment opportunities created by park land development within the Stock Yards Area will be extremely limited as parks require very little in the way of development compared to other land uses. Construction, if any is required, will be very limited and will be insignificant in terms of creating employment for the surrounding community. Depending on the magnitude of the proposed park development there may be a few opportunities for long

¹ Interview: Don Armstrong, Planner, City of Winnipeg, Department of Parks and Recreation.

term employment in maintenance and provision of park services. This will do little to provide larger employment needs for the St. Boniface community.

One advantage of park land use within the Stock Yards Area is that it can be accomplished without need of expropriation. There are a number of large and small vacant land sites within the Stock Yards Area which may be considered potential sites for park development. Acquisition of the largest land area, the Public Markets' vacant Union Stock Yards, can easily be obtained through purchase as the land is currently for sale. Unfortunately the neighbouring rail transfer trackage and auto compound render this site undesirable for park land development. The Canada Packers site, currently inappropriate for park development, is available for purchase and may be converted to a park use. Also currently inappropriate for park development is the former Swifts site owned by the city. Both these land areas (Canada Packers and the former Swifts site) are potential sites for park development, however, the cost of required demolition of derelict buildings would likely render this possibility prohibitive. It would require a very large scale regional park development project to justify the cost of transforming these land areas into useable park space. A number of smaller vacant sites also exist in the Stock Yards Area. Acquisition of such lands should not be overly difficult as it does not require the relocation of any established land uses.

In terms of accessibility, virtually all vacant potential park land sites within the Stock Yards Area enjoy excellent access to the surrounding road and pedestrian network. The interior Public Markets land is one of two

vacant land sites which do not have a considerable amount of their peripheries fronting on the existing street system. Two access points to the Public Markets land do exist by way of Marion Street. Given the nature of park land (a limited number of roadways and a maximum amount of open space) two vehicular entrance points connecting with a major roadway may be considered adequate for park land development. Greater pedestrian access can be achieved from the west and east by pathways which cross the CN and CP rail lines. Land south of the Paddington Interchange is the second vacant land area which has limited roadway boundary area. Both vehicular and pedestrian access to this site is hampered by the neighbouring residential area and railway functions. The only established access is afforded by Maginot.

An important disadvantage of park development is its lack of contribution to the City of Winnipeg's municipal tax base. There is no property tax on city parks. Furthermore, park development will not create any significant increases in employment opportunities, therefore, there will be no beneficial financial spin-offs that would ultimately result in increased municipal tax payments. If the potential park development is of a very large scale there may be a few employment opportunities created, nonetheless the resultant municipal tax contributions would be minimal.

Another disadvantage of park land development is its failure to incorporate the advantages offered by adaptive reuse possibilities in the Stock Yards Area. Derelict buildings on the site are not appropriate for park use. Park development in the Stock Yards Area must not incorporate the use of land sites which have derelict buildings unless the buildings are to be

demolished. As a result the potential advantage of adaptive reuse would be lost.

The advantage of the existing circulation network and transit service may be used to some degree depending on the scale of park development proposed for the Stock Yards Area. If park development is of a large regional scale that will attract users from farther away than the immediate community, the road system and transit service will provide transportation options for park users (note: even in the case of a large scale park development, transit use would be characterized largely by weekend traffic and, therefore, maximum advantage of the transit system would not be realized). In contrast to this if development is merely of community park or openspace size, park development will not take any advantage of the existing road system and public transit service which surrounds the Stock Yards Area.

Three site strengths which will not be taken advantage of by park land development are the existing rail service, the existing water service and the available work force in the St. Boniface community. Rail service provides no useful function for park land and is actually a hindrance to park land development in the Stock Yards Area. Park development, whether large or small in scale, will not take full advantage of the existing water infrastructure which surrounds the Stock Yards Site. Community park and open space development are unlikely to incorporate any facilities which require water service. Large scale regional park development would incorporate only limited use of the existing service for washroom, fountain facilities and possibly a few other small park related facilities on the site. As for the available work force in the community, even if park development

is of a very large scale, employment benefits experienced by the surrounding community will be minimal.

Social Trends

Park Land development within the Stock Yards Area does not address any of the negative social trends associated with communities which have experienced industrial abandonment. With respect to the employment needs of the community only very limited short term and few long term employment positions would potentially be created by a large regional park development. Community park and open space development are unlikely to create any direct short or long term employment for the surrounding community. Furthermore, a lack of job creation associated with park development will ensure that no significant direct economic spin-off benefits are produced.

Park development would result in insignificant income increases within the community. Without needed employment opportunities, associated spin-offs and increased incomes the surrounding community will be unable to alter undesirable housing and demographic trends associated with industrial abandonment.

Declining municipal services will not be addressed as there will be no increase in municipal taxes either from property taxes within the Stock Yards Area or from increased personal income. This inability of park land development to create increases in the municipal tax base prevents the city from improving municipal services.

Finally, park development does not produce increased employment and income necessary to alter detrimental psychological and physical effects that exist within a community which has experienced industrial abandonment.

Opportunity

A limited scope of specific opportunities exist with respect to park development in the Stock Yards Area. The largely vacant interior Stock Yards land presents an opportunity to establish a large regional park close to the city centre. The proximity of the Stock Yards Area to the city centre and its location east of the Red River make it a desirable land site for regional park development for two major reasons. Firstly, there are currently no regional parks located east of the Red River. Development, or preservation for future development, of the Stock Yards interior lands would provide the city of Winnipeg with a prime location (ie. central and accessible given the excellent road network which surrounds it) to meet current and future regional park needs in eastern Winnipeg. Secondly, establishing such a park may address future park needs of Winnipeg's inner city community created as a result of Plan Winnipeg policies intended to achieve a more efficient use of city services by intensifying the city's population concentration.

Although there is some opportunity associated with regional park development in the Stock Yards Area, there are no particularly significant opportunities with respect to community park and open space development. Community park land and open space development require much smaller land sites than do regional parks. As a result, space for such smaller parks can be found in relative abundance fairly easily as demand dictates.

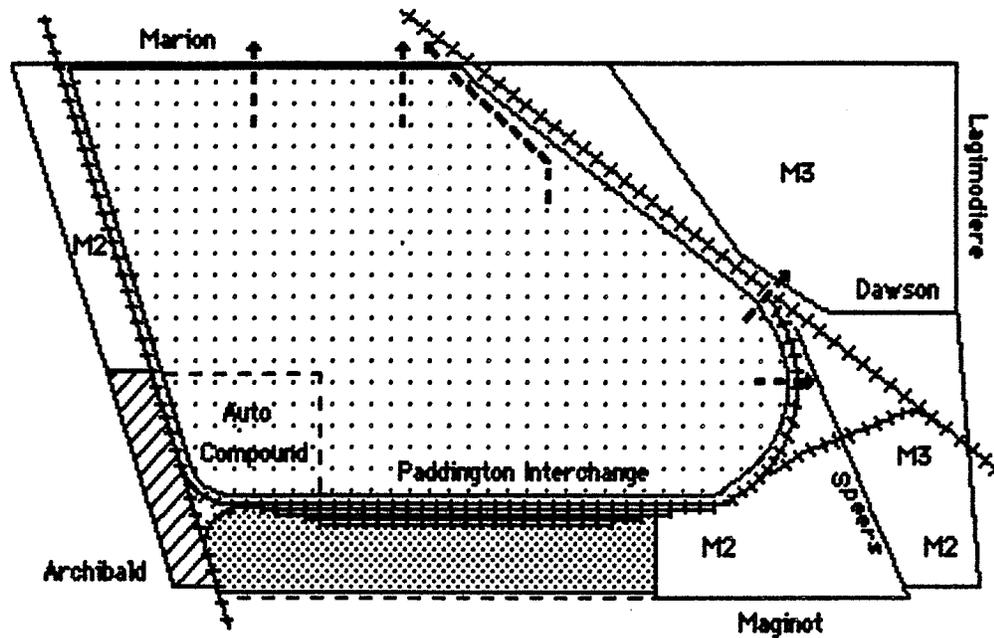
6.4 Summary

Industrial Development

Examination of the suitability of industrial development based on established criteria indicates a very high level of suitability for industrial use within the Stock Yards Area. In total, industrial development ranked positively in all 24 indicators listed in the evaluation criteria. The interior lands are highly suitable for "M2" industrial development. South of the Paddington Interchange zoning should be changed from "M2" to an "M1" non residential classification as there is no buffer to separate this land from residential development directly to the south. All other Stock Yards land should maintain the same development pattern presently governing the site. Limited accessibility to new "M2" development in interior lands can be adequately addressed by a number of potential and future access points along Marion Street and in the west by way of Dawson and Speers Road (Map 6.1, pg. 147).

Map 6.1

The Stock Yards Area: Suitability of Industrial Development



-  Highly suitable for continued industrial land use scheme
-  Highly suitable for a change to "M2" industrial development
-  Highly suitable for "M1" industrial development
-  Unsuitable for Industrial Use
-  Potential access points to interior development

Residential Development

Reviewing the criteria as an indicator of suitability residential development ranked positively in only 13 of 24 criteria. As a generalization this indicates residential development is not a highly suitable use for the Stock Yards Area (Map 6.2, pg. 149).

More specifically, based on compatibility, residential development within the Stock Yards Area is highly unsuitable. Industrial development in the eastern regions of the study site (north east of the CNR Sprague line and along Speers and Maginot) is intensive and there is no way short of extensive acquisition and demolition to even begin to make this quadrant suitable for residential development. The expense of such an operation would be massive and definitely would not be warranted for residential development.

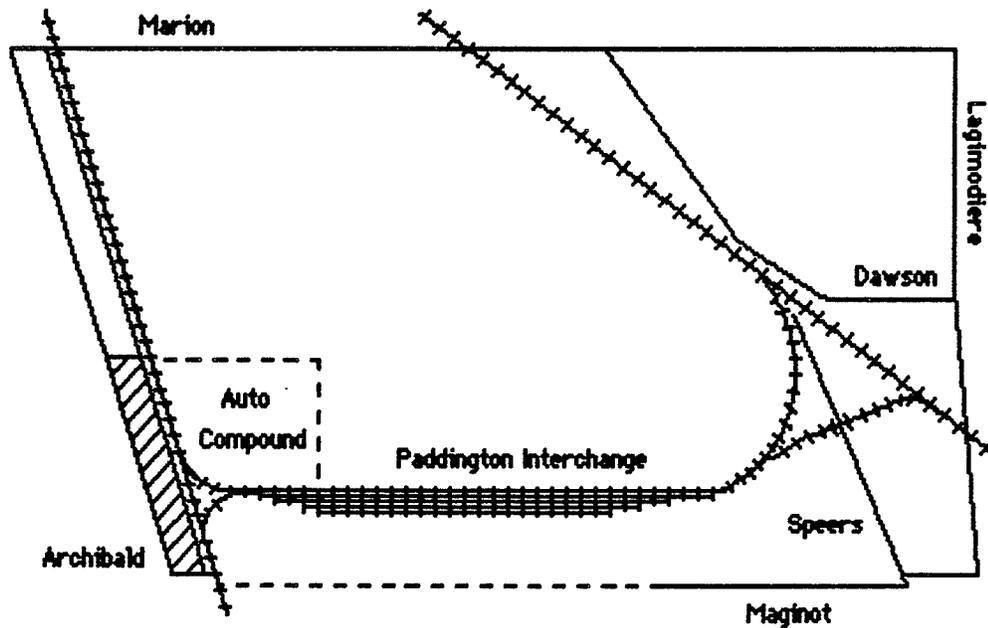
Interior Stock Yards land is also unsuitable for residential development. Problems of accessibility to the surrounding road system and incompatibility with heavy use rail company operations (Paddington Interchange and the auto compound), St. Boniface Hide and Wool Co. and the derelict buildings on the site make the interior lands totally inappropriate for residential development in their present state. Before residential development can be considered suitable for the interior lands, vacant industrial buildings (Swifts and Canada Packers) must be demolished and incompatible uses must be removed. Due to the incredible expense necessary to achieve demolition and removal (approx. \$20 million) residential development within the interior lands cannot be justified.

The narrow parcel of land south of the Paddington Interchange is unsuitable for residential development as long as the interchange remains at its current location. This site is necessary to maintain a buffer between the interchange and the residential development to the south. Land must also be preserved if the Grant Avenue Extension is ever to become a reality.

On the western boundary of the site "R2", residential development currently exists in the southern half of the narrow strip of land located between rue Archibald and the CPR Emerson line. The northern section of this site is a vacant "M2" industrial area which is unsuitable for conversion to residential use. As long as interior lands remain zoned for heavy industrial use the vacant "M2" land site must permit only compatible uses that will act as a buffer for residential development to the west.

Map 6.2

The Stock Yards Area: Suitability of Residential Development



- Not suitable for residential development
- Established "R2" residential area

Parks and Open Space

A review of established criteria has revealed a low factor of suitability with respect to park development in the Stock Yards Area. Park development demonstrated a lack of compatibility with a number of land use components of the local environment; ranked poorly in terms of use of advantages and strengths listed as relevant criteria in determining suitability; and does not address the theoretical needs of the community. In total only 10 of 24 criteria rated positively indicating that, as a generalization, park land development is not a suitable use within the Stock Yards Area. Despite this generalization, however, analysis demonstrates certain smaller areas of the Stock Yards Site are suitable for specific forms of park land development (Map 6.3, pg. 151).

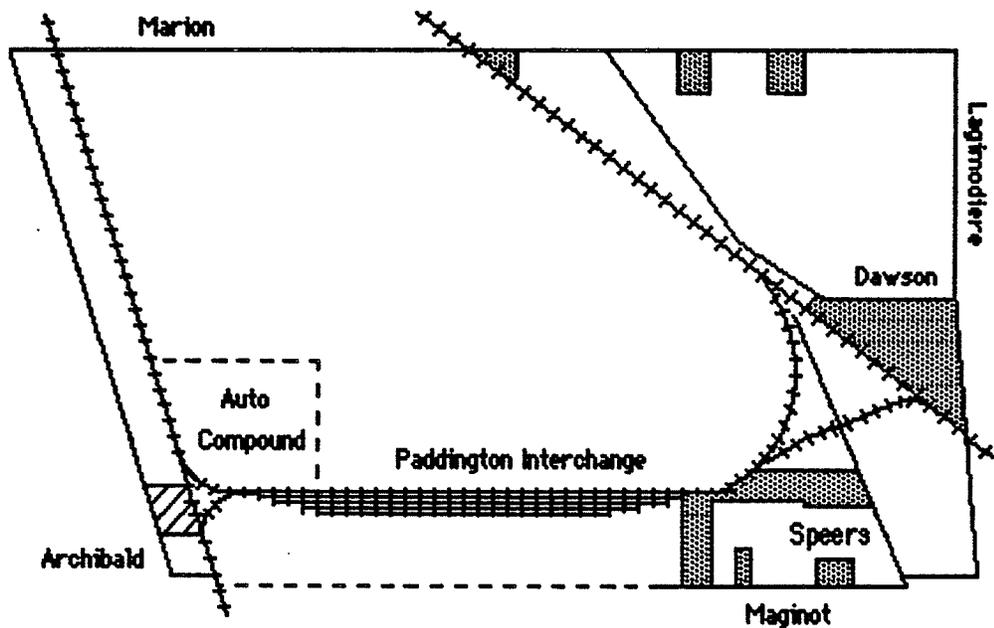
Community park development is suitable in the neighbouring vacant land south of Archwood School. Juxtaposing a community park with a local elementary school is a prime location given the function of a community park as a gathering and recreation area for local children. It is also a beneficial site given its central location between the residential area to the north west and the one to the south east. The only concern regarding this site is the neighbouring traffic corridor, Archibald.

Open space and passive park development is suitable for vacant land sites in the eastern industrial quadrant of the Stock Yards Area. Due to the nature of open space parks in industrial areas there is no conflict with land use components of the surrounding environment. Furthermore, vacant land sites in this quadrant are located within a convenient distance of concentrations of industrial workers.

Community park and open space locations identified as suitable for park land development do not take full advantage of the strengths associated with the Stock Yards Area. However, development in these areas would incorporate an extremely small portion of the total Stock Yards Area and would not render remaining sections of the Stock Yards incapable of benefitting from other land uses considered more suitable. Also it must be recognized that the simple, yet valuable, benefits a park offers can not be quantified. Nonetheless they are very real.

Map 6.3

The Stock Yards Area: Suitability of Park Land Development



- Not suitable for park land development
- Suitable for green space park land development
- Suitable for community park land development

Conclusion

The St. Boniface Stock Yards Area: A Study of Land Use Suitability analyzes three possible land uses (industrial, residential and park land development) for the Stock Yards Area and makes a determination as to their suitability from the City of Winnipeg's point of view. Demand is considered a distinct element from suitability and therefore is not a component of evaluating suitability. In order to facilitate such an evaluation 24 criteria were established by way of an intensive analysis of relevant factors. Analysis was divided into four main classifications and revealed the following.

Chapter 1 - The Stock Yards Area

Located in the east central section of the city of Winnipeg the Stock Yards Area is a large section of underutilized land (over 300 acres) occupied by a variety of businesses and land owners. Prosperous as a livestock receiving and meat packing centre throughout much of the twentieth century, the Stock Yards Area fell into decline in the early 1970's. Technological advancements in transportation and meat packing operations eventually rendered the older Canada Packers and Swifts Packers obsolete. In 1988, after many years of declining shipments of livestock, the Union Stock Yards ceased all operations. The closure of the Union Stock Yards, Canada Packers and Swifts Packers, in the 1980's, left much of the Stock Yards Area vacant and a number of its buildings derelict.

The primary zoning designation in the Stock Yards Area is "M3" which allows for a general industrial use district. Other industrial zoning classifications

within the boundaries of the study site include two large parcels allowing for "M2" industrial use and one very small parcel zoned "M1". North and east of the study site the zoning pattern is overwhelmingly "M3" industrial. South and west of the Stock Yards Area "R2" residential predominates.

The land ownership pattern within the Stock Yards Area is very diverse with approximately 50 distinct parcels of land. Five main classifications of land can be identified including, livestock related businesses, non livestock related businesses, public service related land, residential land and vacant property. Located on the vacant Canada Packers, Swifts and Union Stock Yards sites are a number of abandoned industrial buildings.

Another significant classification of land, is land which is owned by the two rail companies CN and CP. Included among this classification are the Union Stock Yards, the auto compound, Paddington Interchange, the CN Emerson line and the CP Sprague line.

Water, sewer and drainage infrastructure surrounding the Stock Yards Site is extensive, however, there is very limited internal access to infrastructure. The only internal access to infrastructure is provided on Speers Road and on the northern section of Dawson Road. Water capacity surrounding the site is adequate to provide virtually any form of development. Sewer capacity on the other hand is strained. Therefore, any significant development in the Stock Yards Area must be accompanied by a storm water retention pond.

Chapter 2 - The Surrounding Community

The early settlers of the community of St. Boniface were of French speaking descent. Still prominent within the community are many important French cultural institutions which originated around the time of Father Provencher in the early to mid 1800's. Also very prominent within the history of St. Boniface is the community's policy of attracting industrial development to the area.

Demographic analysis revealed a number of significant trends in the St. Boniface community including a declining population, a declining number of housing starts and a rising rate of unemployment. The most significant of these trends is an increasing rate of unemployment. Both male and female unemployment rates rose dramatically from the 1970's through the 1980's.

Within the City of Winnipeg there are a number of employment and activity areas which generate traffic flow in the St. Boniface community. Included among these are the central business district, the east St. Boniface industrial region, the University of Manitoba, St. Vital and Kildonan Place regional shopping centres, Winnipeg International Airport, community strip malls and the St. Boniface Hospital.

Internal roadway access in the Stock Yards Area is very limited. Peripheral land sites do have access to boundary routes by way of private roadways, however, there are only two public roadways (Dawson and Speers) which provide internal access to the study site.

Circulation patterns peripheral to the study site experience rush hour congestion characteristic of arterial routeways which facilitate traffic flow to major activity areas. The southern boundary road, Maginot, is split into two sections and as such is used almost exclusively by local industry and the residential area to its south.

Traffic congestion problems prevalent peripheral to the site exist only during peak hours and should be addressed in the future with the construction of new roadways such as the Provencher Extension, the Dugald Extension, or the Grant Avenue Extension and the expansions of the Provencher, Main and Norwood Bridges. Development of these roadways will be dictated largely by the type and extent of future development in the southeast quadrant of the city.

Transit service surrounding the Stock Yards Area is extensive, providing good access to many important city wide destinations. Internal transit access is non existent and unnecessary. However if development of the site were to occur and adequate transit demand were created, internal transit service could easily be provided.

In terms of direct effects of the stock yards' closure on surrounding businesses in the Stock Yards Area, there are very few. Businesses not associated with the livestock industry have apparently not suffered any direct effects whereas livestock related industries have, for the most part, suffered only marginally.

Chapter 3 - Industrial Abandonment

The theoretical implications of industrial abandonment are extensive. Firstly, there are a number of negative economic effects associated with industrial abandonment including increased unemployment and negative spin-offs as a result of a reduction in spending. There are also negative economic ripples through associated industries. Significant neighbourhood problems include an increase in demographic trends associated with higher social assistance needs (eg. single mothers and minorities) and dwindling owner occupancy. Effects on the city government manifest themselves through a decline in the municipal tax base and a reduction in the quality of services provided. Also, as a result of unemployment, there is an increasing demand for social services. In terms of personal effects unemployment has been associated with higher rates of psychological and physical ailments.

In order to provide a practical as well as theoretical foundation of industrial abandonment an examination of similar land use planning questions was conducted. A review of two large industrial land redevelopment projects in Canada (Harbourfront and Granville Island) and two adaptive reuse projects of abandoned industrial buildings in England revealed the following important aspects to successful redevelopment projects.

1. Projects should have a clear objective.
2. Projects should not conflict with other city objectives.
3. Projects should take advantage of the unique opportunities presented by the site.

4. Development should be compatible with the local environment.
5. Development should respect the historical context of the surrounding area.
6. Development should be accessible.

Chapter 4 - Pertinent Policies and Their Application to the Stock Yards Situation

Due to its current situation as an overwhelmingly vacant land site ripe for development, the Stock Yards Area is potentially influenced by a number of objectives and policies of the Plan Winnipeg document. Plan Winnipeg's main goal of containment is of considerable significance to the Stock Yards Area. Also very relevant are specific Plan Winnipeg policies regarding residential, industrial, commercial, and parks and recreation development. Land use designations in Plan Winnipeg dictate what land uses are permitted and in what areas of the city.

A review of past petitions to change land use designations and the resulting rulings demonstrate amendments to Plan Winnipeg designations can be obtained with great success. The fact that a potential land use development scheme for the Stock Yards Area may be in conflict with the Area's land use designation does not preclude the possibility of implementing a desired planning strategy. Furthermore, as this practicum seeks to establish a desirable land use for the Stock Yards Area as interpreted by the City of Winnipeg administration (which in turn theoretically represents the interests of city residents) it is reasonable to assume the present, as well as future, administration would be amenable to any required changes to Plan

Winnipeg land use designations in order to realize such a plan. Conducting a change in land use designations should, therefore, not present a great challenge.

Even though Plan Winnipeg land use designations have, in the past, been obtained with relative ease it is essential that any future Stock Yards development project have a comprehensive development plan completed before seeking any change in the site's designation. Residential development of Linden Woods was conducted in a variety of stages which eventually led to the enclosure of the Brockville dairy farm. Consequently, a problem of conflicting land uses emerged. Rectifying such problems can be extremely expensive and may not be warranted. Similar piecemeal type development in the Stock Yards Area could result in the loss of a very unique opportunity.

Chapter 5 - Assessment of the Site's Future Possibilities

Following analysis conducted in Chapters 1 to 4, Chapter 5 highlighted a number of strengths and weaknesses, exposed in earlier sections of the study, which assess the site's future possibilities. Important factors associated with the site are

1. Economic Strengths: including the location of the Stock Yards Area and, to a lesser degree, the available workforce in the community.

2. Site Advantages: Including the potential for adaptive reuse of derelict buildings; the existing infrastructure; good access to rail service; the circulation network; and public transit service.

3. Weaknesses: Including a diverse pattern of land ownership; restricted development potential due to derelict buildings on the site; limited access; the requirement that a retention pond accompany any substantial site development; and the rail lines, rail interchange and auto compound which inhibit site development.

An analysis of the study site's strengths from a larger Winnipeg context reveals the vast opportunity which is available to the city on a regional, national and international scale.

Chapter 6 - An Evaluation of Land Use Options

Based on information presented in Chapters 1 to 5 a list of 24 criteria was developed in Chapter 6 as a vehicle for guiding evaluations of land use suitability. Although the practicum evaluates only three land use options within the Stock Yards Area, these criteria can be used to evaluate any potential land use scheme for the Stock Yards Area. Mixed use options can also be evaluated using the formulated criteria provided it is defined, prior to analysis, which land uses are being considered and in which locations they are being considered.

The results of the evaluations conducted in this practicum are as follows.

1. Industrial Development

Intensive analysis based on established criteria revealed a high degree of suitability with respect to industrial uses within the Stock Yards Area. In total, industrial development ranked positively in all 24 indicators. The only section of the Stock Yards Area unsuitable for industrial development is the established residential area in the southwest corner of the study area.

2. Residential Development

A review of criteria revealed residential development is not a highly suitable use for the Stock Yards Area. Residential development ranked positively in only 13 of 24 indicators. Only the established residential area in the southwest corner of the study area is suitable for residential use. A major factor regarding the lack of suitability of residential use is the existing incompatibility with heavy use railway functions.

3. Park Land Development

Park land development ranked poorly in more than half of the suitability criteria. Only 10 of 24 criteria rated positively indicating that, as a generalization, park land development is not a suitable use within the Stock Yards Area. Despite this generalization, however, analysis demonstrates certain smaller areas of the Stock Yards Site are suitable for specific forms of park land development. In particular, community park development is a suitable use for vacant land beside Archwood Elementary School. Also, a number of vacant land areas in the developed industrial region of the Stock Yards Area are suitable for green space park development.

Appendix A**"PR" Park and Recreational**

The intent and purpose of this district is for the conversion of areas of land in public ownership used for park and recreational purposes and to acknowledge and preserve area of land in private ownership that is used for recreational purposes.

"R1" One-family District

One-family districts are reserved for single-family homes and uses usually associated with residential areas, such as schools, parks and churches.

Regulations include

1. Minimum lot width: 40 Feet
2. Minimum lot area: 4,400 square feet
3. Density: 6 dwelling units per acre (approximately)

"R2" Two-family District

This district provides for all the uses permitted in the "R1" districts with exceptions allowing for conversions of older dwellings to two-family units as well as row housing and multiple dwelling units.

"C1" Limited Commercial District

This district is intended for those commercial uses serving the day-to-day needs of persons living in adjoining residential areas.

"C2" Commercial District

This district, in addition to permitting the "C1" district uses, is intended for general retail uses not permitted in a "C1" Limited Commercial District and includes all of the commercial uses usually found in central shopping districts.

"M1", "M2" Limited Industrial Districts

These districts provide for a limited range of light manufacturing and warehousing uses which carry on their operations in such a manner that no nuisance factor is created or emitted outside an enclosed building. Outside storage is permitted provided it is enclosed within a wall or other adequate screen.

"M1" Light Industrial District

Light industrial uses are permitted, provided they are carried on within a building and all outside storage is enclosed within a wall or fence. The district is intended to present an orderly appearance when seen from adjoining thoroughfares, highways and residential areas. The "M1" District also accommodates all land uses permitted in the "C2" District, including residential development at the same maximum density as "R3" Districts. The height limitation in this district is 45 feet.

"M2" Light Industrial District

This is a general light industrial district, which is intended to accommodate very much the same uses as those in the "M1" District, but enclosure within a building is not required. Other similar uses are permitted provided they

are not obnoxious or offensive. No residential uses are allowed except living quarters for watchmen employed upon the premises of an industrial establishment, and their families. There is a height limitation of 85 feet.

"M3" General Industrial District

This district accommodates a wide range of industrial uses where a certain level of nuisance factors must be accepted as characteristics of the use. Wherever practical, it is located as far as possible from residential districts and in such a way as to minimize any detrimental effect on other uses of land.¹

¹ Zoning definitions are those of the City of Winnipeg, Department of Environmental Planning.

Appendix B***Plan Winnipeg Amendments***

Amendments to Plan Winnipeg, including changes to the text and various plates attached to the by-law (By-law 2960/81), may be initiated by the City.

Section 574 of the City of Winnipeg Act grants council the authority to amend Plan Winnipeg by enacting a development plan by-law. The procedure to be followed in order to enact the by-law is set out in Sections 575(1) to 578(11) of the act.

The procedure to be followed for an amendment to Plan Winnipeg (approved by the Executive Policy Committee, December 15, 1986) is as follows:

1. The initial petition for an amendment to Plan Winnipeg shall be filed in writing with the Commissioner of Planning and Community Services.
2. The Commissioner shall cause an administrative report, recommendation(s) and draft by-law to be prepared for consideration by the Board of Commissioners.
3. The Board of Commissioners shall forward the petition and the administrative report and its recommendation(s) to the Committee on Planning and Community Services.
4. The Board of Commissioners shall supply the proponent with a copy of the administrative report and recommendation(s) together with the date and time of meeting of the Committee on Planning and Community Services at which the matter will be considered.

In addition to appearing as a delegation, the proponent will be informed of the right to submit a response to that report in writing to the Clerk of the Committee on Planning and Community Services for inclusion upon the agenda.

5. The Board of Commissioners shall also supply all members of Council with a copy of the administrative report and recommendation(s) together with the date and time of the meeting of the Committee on

Planning and Community Services at which the matter will be considered.

Also, any Councillor so notified may appear at the scheduled meeting of the Committee on Planning and Community Services.

6. The Committee on Planning and Community Services shall upon consideration of the administrative report, comments of the councillor referred to in item 5 above and any written representation by the proponent, make its recommendation to the Executive Policy Committee with respect to whether the relevant policy in Plan Winnipeg should or should not be considered for amendment.
7. The Executive Policy Committee shall consider the petition, along with the report from the Board of Commissioners, and shall forward its report, recommendation(s) and draft by-law to council.
8. Council shall consider the petition, along with the report from the Executive Policy Committee. Council shall either deny the petition or refer the petition and draft by-law to the Executive Policy Committee to consult with Community Committee(s) or Area Municipality(ies). At the same time, Council shall advise the Minister of Urban Affairs of its intent to amend.
9. If the by-law's referred to the Executive Policy Committee, said Committee shall consult with community Committee(s) or Area Municipality(ies).
10. After consulting, the Executive Policy Committee then forwards its report and recommendation(s) to Council along with the draft by-law.
11. Council may give first reading of the by-law and refer same to the Executive Policy Committee to hold a public hearing.
12. The Executive Policy Committee shall hold the public hearing.
13. The Executive Policy Committee shall then submit its recommendation(s) to Council.

14. Council shall decide on its action and reject the by-law or give second reading to the by-law.
15. If the by-law is given second reading, same is then referred to the Minister.
16. The Minister then
 - a) approves or rejects the by-law in writing, or
 - b) approves the by-law subject to conditions in writing, or
 - c) forwards the by-law to The Municipal Board for hearing and for The Board's report and recommendation. The by-law is then returned to Council with appropriate advice.
17. Council may give third reading to the by-law.

Interviews

Armstrong, Don. Planner, Parks and Recreation Department, City of Winnipeg.

Chabidon, Rene. Assistant Manager, Manitoba Hog Producers Marketing Board.

Collett, Jack. Operations Manager, St. Boniface Hide and Wool Company.

Fuller, Gary. General Manager, Jack Forgan Wholesale Meats Ltd.

George, E. A. (Ted). General Manager, Winnipeg Business Development Corporation.

Kowalyk, Paul. Engineer, Operations Department 5, City of Winnipeg.

Lightheart, Dave F. Manager, Properties Division, CP Rail.

Loughren, Pat. Human Resources Department, Canada Packers Limited.

Mainier, Mitch. Technical Services, Operations Department District 5, City of Winnipeg.

Muir, Bill. Development Plan Officer, Department of Environmental Planning, City of Winnipeg.

Pentland, Don. District Planner for St. Boniface, City of Winnipeg.

Rosin, Kenneth A. Transportation Planning Engineer, Works and Operations Division, Streets and Transportation Department.

Steiman, Mark. Leasing and Sales Agent for Winfield Realty Ltd.

Stewart, Murray. Public Relations Manager (Toronto head office), Canada Packers Inc.

Tjaden, Jim. Sales Manager, Feed-Rite Mills.

Wusaty, Borden. Burns Livestock Purchaser, Burns Meat Company Ltd.

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