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# The Urban Link



Newsletter of the Institute of Urban Studies [www.uwinnipeg.ca/~ius/](http://www.uwinnipeg.ca/~ius/)

## Viewpoint

Tom Carter, Director



### ***Land Release Provides Innovative Opportunity***

The recent announcement of the release of large parcels of provincially owned land for residential development over the next several years within the city limits has prompted considerable discussion. Some have criticized this action on the basis that it will contribute to “suburban sprawl” and weaken efforts to enhance residential development in the downtown area. Others see it as a positive move that will provide necessary competition to development outside the city boundaries in other municipalities of the Capital Region. There is hope that it will “slow the flow” of moderate and higher income households to surrounding municipalities. The high-value homes such households build in these municipalities represent lost property tax revenue for the City of Winnipeg where many of these people earn their livelihood.

I view the release of this land for development as a positive move. It will be a delicate balancing act to ensure the new suburban development does not compete with downtown and inner-city efforts, but over the next few years we will need suburban residential options in addition to downtown development if we want to slow the migration of residents beyond the city limits. Rural residential living will always remain attractive for some, but if we do not provide a range of options, including suburban locations within city boundaries, we may well see more people moving to other municipalities where large lot development replaces valuable agricultural land, increases energy consumption (longer commutes) and can lead to soil and water pollution.

These issues aside, the release of this property for development provides an opportunity to move to a more sustainable and environmentally sensitive form of residential development often referred to as “smart growth.” Researchers working for the Canada Mortgage and Housing Corporation (CMHC) have completed a

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 Editors' Link 

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With the recent release of the Interim Report of the Prime Minister's Caucus Task Force on Urban Issues entitled *Canada's Urban Strategy: a Vision for the 21<sup>st</sup> Century* (available at <http://www.liberal.parl.gc.ca/urb/ENGurbstrFINAL.pdf>), as well as the April release of the TD Bank Financial Group's study *A Choice Between Investing in Canada's Cities or Disinvesting in Canada's Future* (available at [http://www.td.com/economics/special/db\\_cities0402.pdf](http://www.td.com/economics/special/db_cities0402.pdf)), it is a promising time for those who have argued for both a stronger role for the federal government in urban affairs, and greater financial autonomy for urban governments.

It is also worthwhile and interesting to venture into the archives of the Institute of Urban Studies' Newsletter to see where this issue stood exactly ten years ago. In the Spring 1992 edition, we read that the Institute commissioned Barton Reid of the University of Manitoba to submit a brief to the Special Joint Committee on the Government of Canada's Proposals for a Renewed Canada (the Beaudoin-Dobbie Committee). In this brief, Reid concluded that the then-current proposals for a renewed Canada were fatally lacking any "positive or inclusive" reference to cities, and that any effort to prevent Canadian cities from following the American and British pattern of urban decline and social decay would be hampered by the formal exclusion of the federal government from involvement in urban affairs. Of particular concern was that the federal government would withdraw from research and development into urban and housing issues, and that property rights would be so constitutionally entrenched that they would undermine the ability of Canada to meet sustainability and environmental objectives. The article reports that the resulting Beaudoin-Dobbie report in February 1992 addressed some of these concerns, but that the ongoing Constitutional debate would probably compel the Institute to commission yet another brief from Reid.

Ten years later, the Institute is still contributing to this debate. In October of 2001 Dr. Tom Carter attended the Winnipeg Regional Roundtable of the Urban Task Force. In the capacity of administrator of the Winnipeg Inner City Research Alliance, the Institute facilitated Dr. Jim Silver's *Building on Our Strengths: Inner City Priorities for a Renewed Tri-Level Development Agreement* (see page 14), which argued for a twenty-year funding commitment from the municipal, provincial and federal governments to continue with the progress already made in restoring the vitality to Winnipeg's inner areas. As well, an important upcoming paper from IUS will examine "*Federal Urban Policy: A Comparative Study of Canada and the U.S.*"

Old numbers of the IUS Newsletter reveal that, then as now, the Institute of Urban Studies contributes to important debates regarding urban issues; it will be interesting to see how federal urban policy will be reported in 2012, and what contributions IUS will have made to it.

– Michael Dudley

**The Urban Link** is a quarterly newsletter published by the Institute of Urban Studies. The newsletter serves as a forum for community organizations and other individuals to express views and relay information about urban issues related to the City of Winnipeg and other Canadian cities. The newsletter also disseminates information about the Institute of Urban Studies and major initiatives housed at the Institute. The views expressed in this publication do not necessarily represent those held by the Institute of Urban Studies or the University of Winnipeg. The Urban Link is co-edited by Stephanie Heidenreich and Michael Dudley. Contributions are welcomed on an ongoing basis! Please contact Stephanie Heidenreich or Michael Dudley at (204) 982-1140, or [ius@uwinnipeg.ca](mailto:ius@uwinnipeg.ca). © Institute of Urban Studies, 2001.



### Land Release

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study of residential street patterns, coming up with a new suburban planning model that fuses the best traits of the early 20<sup>th</sup> century grid with the loops and cul-de-sacs of the modern suburb. The model, they suggest, would improve livability, cut infrastructure and development costs by up to 30 per cent, encourage 12 to 15 per cent higher housing densities and provide more park and recreation space (Grammenos et al. 2001). "Smart growth" subdivisions have been developed in cities such as Calgary, Vancouver and Toronto, as well as many American cities, and have proven to be attractive to a wide range of consumers. They may result in a wider range of housing options, less emphasis on the car, better integration of housing, community services and local employment, easier walking access to these services, bicycle paths and better use of open space.

Although there are modest examples of such initiative in Winnipeg, they have not been adopted on a large-scale subdivision basis. The release of the land by the Province and the lead time available for planning presents the opportunity to evaluate models such as those provided by CMHC that focus on more cost effective, sustainable and environmentally sensitive types of subdivisions. It also provides the opportunity to take a careful look at examples elsewhere in Canada and the United States. This city is characterized by an innovative building and development industry which, working in partnership with governments, presents us with a golden opportunity to build a better subdivision.

### Reference:

Grammenos, Fanis, Sevag Pogharian and Julie Tasker-Brown. 2001. "Residential Street Pattern Design" *Wharton Real Estate Review* v. 2 (Fall): 59-69.



Photo: Tom Carter

## Manitoba's Provincial Land Use Policies: An Overview

By Elizabeth Fleming

The Provincial Land Use Policies (PLUP) apply to all land in Manitoba with the exception of land within the City of Winnipeg. They are used as a guide in the approval of Development Plans and, where there is no Development Plan, for the review of subdivision applications.

### Why Provincial Land Use Policies (PLUP)?

In Manitoba, it started with the recognition in the 1970's that the land resource was being lost to avoidable land-use conflicts leading to long-term, negative social, economic and environmental consequences. Political support for land use policies grew out of the ensuing Winnipeg Region Study (1). A committee of thirty municipalities, including the City of Winnipeg, and the Province drafted a set of 13 policy statements to guide and direct the management of Manitoba's land resource in a more sustainable manner. The draft policies were tested for two years before being fine-tuned and approved as a Regulation under the Planning Act in 1980 (2). Later, in 1994, a new Regulation, "more educative and less regulatory in character", according to the Province, was adopted (3). Changes included encouraging rural residential (large lot) development and weakening the policies on lands subject to flooding.

### Is it worthwhile to have provincial land use policies in Manitoba?

The 1980 PLUP in particular provided a sensible standard, in what could otherwise be raw bargaining between private landowners and their municipal councils, within a framework of provincial government oversight and veto-power over the approval of new development. As a commonly agreed upon guide for responsible land use, the PLUP are worth having. However, their effectiveness in the sustainable development of the land resource depends on the political will to apply them.

### Are the PLUP capable of being applied?

The application of the policies is largely the responsibility of planning officials in the Provincial Planning section of Manitoba Intergovernmental

...cont'd on page 6



## The Baltimore Experience: Lessons for Winnipeg and the Capital Region

By Michael Dudley

Baltimore is something of a “twin city” to Washington D.C. in that the suburbs and “edge cities” surrounding each blend almost indistinguishably and many people commute regularly between them. While the city has a rich architectural heritage, the gravity of the regional issues there is sobering, and makes problems in Winnipeg and its region – as serious as they are – seem relatively manageable in comparison.

At first glance, both Winnipeg and Baltimore share some commonalities. They are approximately the same size: Winnipeg's 2001 Census figure is 671,274 while in 2000 Baltimore (exclusive of its suburbs) contained 651,154 people. Both cities are historically rich, and capitalize on their spectacular architectural heritage. Both cities owed much of their early growth to their status as transportation hubs, and continue to promote themselves for this advantage. Having suffered decades of decline, both cities have seen attempts to reinvent themselves as leaders in the digital economy. And both are seeking regional solutions to counter metropolitan growth at the city's expense.

Yet the challenges facing Baltimore's leaders and community development agencies are extreme. Since 1950, the city has lost over 31% of its population, either to the outlying suburbs, to Washington D.C., or elsewhere. Most of Maryland's growth occurs in the low-density suburbs between the nation's capital and Baltimore, and, as a result, three of these counties are among 25 of the nation's fastest-growing school districts.<sup>1</sup> Because of this massive depopulation, between 12,000 and 43,000 housing units have been abandoned, leaving large areas of the city vacant and dilapidated.<sup>2</sup> What exacerbates this situation is that much of this housing is in the form of high-density row houses, some of which are scarcely 12 feet wide.

The social consequences of this decline are visible almost everywhere. Drug use in the city has reached such epidemic proportions that it has been estimated that almost 9% of the population – *over 60,000 people* – need treatment for addictions, and, given present trends, it is thought that the city will face “explosive” growth in drug use.<sup>3</sup> It is possible to travel for blocks and see nothing but abandoned, boarded up row houses. As well, the level of racial geographic segregation is shocking: whole neighbourhoods appear to be populated exclusively by marginalized people of colour.

In an effort to counter disproportionate suburban growth and its social consequences, Maryland's governor, Parris Glendening, has instituted a “Governor's Office of Smart Growth.”<sup>4</sup> While smart growth measures are still in their early stages, they have specifically targeted some of Baltimore's more distressed areas.<sup>5</sup> As well, Baltimore benefits from a wide array of citizen-based development, advocacy and environmental organizations, such as 1000 Friends of Maryland, Baltimore Neighbourhoods Inc, People's Homesteading Group, the Neighborhood Design Center and the Citizen's Planning and Housing Association, the latter of which is spearheading a “Campaign for Regional Solutions” (see next page). The successes of these organizations could be seen in the dozens of revitalized 19<sup>th</sup>-century rowhouses on charming streets only blocks from some of the blighted areas referred to above. Some of the neighbourhoods have also developed and implemented innovative strategies to address the need for selective demolition, redevelopment and homeownership programs.<sup>6</sup> The Baltimore experience – especially with regard to housing abandonment and the work of community-based organizations – may be a fruitful source of “best practices” to address some of the issues in the Capital Region of Manitoba.

1. United States Department of Education Website. <http://www.ed.gov/pubs/bbecho98/part6.html>

2. Cohen, James R. 2001. Abandoned housing: exploring lessons from Baltimore *Housing Policy Debate* 12 (3) 415-448.

3. Addictions 1999: An International Research Journal Ending Baltimore's Epidemic Levels of Drug Use, Abuse and Addiction Through Treatment, Prevention and Law Enforcement [http://www.vitanova.on.ca/Addictions\\_1999\\_Baltimore\\_Article\\_5.html](http://www.vitanova.on.ca/Addictions_1999_Baltimore_Article_5.html)

4. Maryland Governor's Office of Smart Growth. <http://www.smartgrowth.state.md.us/>

5. Cohen, 2001.

6. Ibid.





## Community-based organizations in Baltimore:

### 1000 Friends of Maryland

Formed in 1996, 1000 Friends of Maryland is a coalition of business and development companies, architectural and historical preservation organizations, community and environmental groups. Our mission is twofold: to preserve what is best about Maryland and to encourage sensible growth.

[www.friendsofmd.org/friends2.html](http://www.friendsofmd.org/friends2.html)

### Baltimore Neighborhoods, Inc.

Baltimore Neighborhoods, Inc. (BNI), a non-profit fair housing organization serving the citizens of the state of Maryland, works to ensure equal access to housing opportunities and to promote stable, integrated neighborhoods. There are three primary programs which BNI operates to promote these housing goals:

#### *Fair Housing Program*

BNI fights housing discrimination by monitoring federal, state, and local enforcement of anti-discrimination laws pertaining to the sale or rental of housing on the basis of: race, color, religion, national origin, disability, family status, gender, and sexual orientation.

#### *Tenant-Landlord Counseling Program*

BNI works to improve tenant-landlord relations by responding to requests for assistance from tenants and landlords, resolving disputes with information, mediation, and, when required, legal assistance.

#### *Community Outreach Program*

BNI's Community Outreach Program serves as a resource to neighborhoods in the Baltimore region. Through education and outreach, direct neighborhood assistance, policy and legislative work, this program supports neighborhoods diverse in age, race, disabilities, and financial resources.

[www.bni.maryland.org/index.html](http://www.bni.maryland.org/index.html)

### Citizen's Planning and Housing Association – Campaign for Regional Solutions

CPHA's Campaign for Regional Solutions seeks to help define a common agenda around which people and organizations with divergent interests can be brought together as a regional community. Whether seeking to ensure neighborhood stability, economic competitiveness, the quality of our natural and built environments, public safety, workforce development, or racial and economic equity of opportunity, individual jurisdictions can no longer "go it alone" and expect to achieve or sustain a desirable quality of life for their citizens.

[www.cpharegionalcampaign.org/](http://www.cpharegionalcampaign.org/)

### Neighborhood Design Center

Since its establishment in 1968, Maryland's Neighborhood Design Center (NDC) has rallied design professionals from across the State to volunteer their skills and time to help turn distressed neighborhoods into livable communities. Our organization has become an effective catalyst for increasing investment in community preservation and conservation. In creating a pool of over 300 volunteer architects, landscape architects, planners, and other design professionals, working together with neighborhoods and communities that truly need their services, it has become a model of "doing well by doing good."

[www.ndc.md.org/](http://www.ndc.md.org/)



*Baltimore doesn't just look like Winnipeg — it's facing some of the same problems, only greatly magnified. - MD*

### People's Homesteading Group

Vision: To develop Human Opportunity projects that empower low and moderate income families to participate in the development of their neighborhoods; to create or accelerate development momentum through a series of community organizing and community development projects that command resident, public, private, religious, and political support that restores the confidence of these stakeholders in the neighborhood marketplace.

[www.phghouse.org/](http://www.phghouse.org/)

### Smart Growth in Maryland

The 1997 General Assembly adopted several specific programs, which together form the Smart Growth initiatives. Collectively, these initiatives aim to direct State resources to revitalize older developed areas, preserve some of Maryland's valuable resource and open space lands, and discourage the continuation of sprawling development into our rural areas. The Smart Growth legislation allows the State to direct its programs and funding to support locally-designated growth areas and protect rural areas.

[www.op.state.md.us/smartgrowth/](http://www.op.state.md.us/smartgrowth/)



## *Manitoba's Land Use Policies ...cont'd from page 2*

Affairs, senior administrators on the Interdepartmental Planning Board and Cabinet ministers. Application of policies takes place in a politically sensitive environment between applicant, residents, the municipality and the Province, with final approval resting with Cabinet.

A Manitoba Government technical advisory committee analyzing rural residential development in the Winnipeg Region in 1990, concluded that, "In general, the PLUP and policies and regulations contained in development plans and zoning by-laws attempt to guide rural residential development in a positive fashion. The problem is that the policies are not being applied consistently and even-handedly by the various planning agencies." (4). Based on demand trends at that time, the committee's research indicated a potential 32-year supply of rural residential 2-acre lots, outside existing hamlets and villages. The oversupply of lots has led to low-density, fragmented development on the urban fringe, conflicts with agricultural operations and environmental problems. This pattern of development is costly both to remediate and to service.

This situation would likely have been worse without the PLUP. However, significant factors, beyond the PLUP, work against their consistent application:

- lower property tax assessments outside the City of Winnipeg increase the pressure to subdivide;
- some property owners outside the City regard their land as a "nest-egg" for their retirement;
- increasingly, ex-urban municipal politicians organize and press for more development;
- ex-urban municipal voters are the subject of provincial and federal political party aspirations; and
- provincial/federal subsidies for ex-urban roads, water and sewer systems make commutershed living more attractive while keeping property taxes down.

## **What sort of Land Use Policies will Manitobans Want to Apply in 2002?**

An internal review of PLUP which will apply to the whole of the Province, including Winnipeg, is underway. Draft policies are expected later in the year.

*...the oversupply of lots has led to low-density, fragmented development on the urban fringe, conflicts with agricultural operations and environmental problems...*

In the meantime, a committee was appointed by the Manitoba Government in 2001 to advise on a policy plan to guide the development of land and the management of resources in Manitoba's Capital Region. The committee's discussion paper contains a number of conflicting policy suggestions for rural and urban development (5). Shared services and inter-municipal tax-sharing are proposed as ways of servicing urban fringe development. Manitobans have yet to respond to this document. In the past, farmers, residents wanting a rural lifestyle and anti-sprawl advocates have called for well-defined and clearly applied policies while pro-development proponents prefer fuzzier policies, with more latitude to subdivide and more services.

## **References:**

1. Winnipeg Region Study: Land Use Policy Proposals. Winnipeg Region Study Committee. 1975.
2. Manitoba Regulation 217/80 being a regulation under The Planning Act respecting Provincial Land Use Policies. Manitoba Gazette November 29, 1980.
3. Manitoba Regulation 184/94 being a regulation under The Planning Act respecting Provincial Land Use Policies. Registered September 23, 1994.
4. Rural Residential Development in the Winnipeg Region. Technical Advisory Committee on Large Lot Unserved Residential Development in Urban Fringe Areas. Government of Manitoba, 1990.
5. Strengthening Manitoba's Capital Region: general policies and policy directions - A public discussion paper. Regional Planning Advisory Committee. April 2002.



## Attachment to Place and the Winnipeg Downtown

By Jino Distasio

The morphological change of the urban landscape is the inevitable outcome of numerous processes (economic, social, political etc.). As cities age, and as economic cycles rise and fall, the built environment adapts as best it can. Historically, the morphology of the urban landscape has been likened to that of the natural process of invasion and succession. Urban change can be positive in terms of the structural rejuvenation of key elements, or it can be negative, resulting in the abandonment of buildings or emergent conflicts in land uses.

In a timely discussion with a former Winnipegger, the topic of urban change came up. My acquaintance was amazed at the amount of change in the city, but interestingly, he mused about the city's consistency. The conversation careened to a discussion about the changing landscape of downtown – the increasing vacancies on Portage Avenue, the talk of arson in nearby neighbourhoods and the pending arena project.

In considering reasons for urban change, the geographical debate of space vs. place arose. My acquaintance talked about recently visiting his childhood home in Riverview after many, many years. He described the visit as spiritual . . . the rain was pouring hard as he rode his bike up streets that were once so familiar but now somewhat forgotten. But there it was, he said, *my* house, and although it had changed quite significantly over the years, it was still *his* place. A flood of warm feelings swept over him as he immersed himself in fond childhood memories. He said he wanted to knock on the door and ask to walk through but instead he stood on the road, drenched, thinking about his past as tears welled in his eyes.

It is evident that the urban landscape holds meaningful significance for its citizens, and that these intangible attributes are woven tightly into the fabric

of the city's collective psyche. A number of questions may be posited around this observation. Are people attached to the physical components of the built environment, or is it perhaps the intangible aspects of space/place that bind us to our cities? In applying this line of thought to the urban landscape of Winnipeg, one must ask these questions in relation to the Eatons building . . . is it the physical place (i.e., the bricks and mortar) that has captured the attention of those seeking to preserve it, or is it the intangible attributes held deep within the spaces of Eatons . . . the experience of shopping, the history, the collective memories of meeting at the statue – or is it the very *soul* of the building that bears so much meaning? If the latter is true, how can one accurately assess the 'value' of *soul* or attachment to place?

This mode of thinking, although simple in structure, becomes more complex as more layers are added. Take for example the Mountain Equipment Coop purchase of three derelict buildings, the demolition of the Capitol Theatre, or the recent redevelopment of the Portage Village Hotel (now A&B Sound). Each of these buildings lies in the shadow of Eatons, yet they failed to capture any significant attention of preservationists. Perhaps a more appropriate example can be drawn from the Red River Campus project. These buildings, too, are historically significant for Winnipeg, yet there was no real challenge to the redevelopment plans which incorporate only a small fraction of the architectural integrity of the original buildings.

These examples, though diverse, require careful thinking as to why people become so attached to certain "fragments" of the urban fabric of cities and not others. In the end, physical places appear to contain so much more than their brick and mortar facades – they contain the suspended collection of the thoughts and feelings that bond many to the past. Yet these immaterial particles of space cannot be altered or reshaped because the idea of place, the concept of place, and the history of place will remain long after the first puck is dropped.



*The old site and the new MEC store which opened in May, 2002.  
Photos: Milestone Project Management; Prairie Architects.*





## **Research Briefs - Ongoing Research at IUS**

### **Homelessness**

#### **Homelessness Governance**

IUS, in conjunction with other strategic partners, has undertaken a national study of governance structures of agencies serving the homeless. The objective is to document and detail best practices and governance structures in the provision of services to homeless persons. The research will include the structural organization of the agencies, financial operations and the delivery of services.

### **Housing Markets**

#### **Survey and Literature Review of Socioeconomic Trends Affecting Consumers and Housing Markets**

IUS, working with the Rural and Small Towns Programme (Mount Allison University), is undertaking a study of current and future trends that are expected to affect consumers in general and housing markets in particular. In addition to an extensive review of national and international literature, the work will also include interviews with key informants across the nation. The study will cover both urban and rural housing markets.

### **Rural Housing Needs**

#### **Housing Needs of Low Income People Living in Rural Areas**

IUS, working with the Starr Group from Ontario and the Rural and Small Towns Programme (Mount Allison University), is undertaking a study for the Canada Mortgage and Housing Corporation of housing needs of low-income households in rural areas. In addition to conducting a review of existing literature, the study will analyse Statistics Canada Data and undertake field work in ten case study areas across the nation. IUS is responsible for all case study work in the four western provinces and the North.

### **Land Use Planning**

#### **Provincial and Territorial Interests in Land Use Planning and Development**

IUS, in conjunction with Urban Aspects Consulting Ltd (Victoria, BC) and the Rural and Small Town Programme (Sackville, NB), is leading a national study on land use planning and development. The study will provide a national overview of planning practices and priorities, evaluating different models and highlighting key issues. The report will be a useful resource which compares different approaches to land use planning and identifies best practices.

### **Manitoba Library Card**

#### **The Manitoba Library Card: A Feasibility Study**

This short-term project (May to July) is being conducted on behalf of the Manitoba Library Consortium Inc., (<http://www.umanitoba.ca/libraries/mlci/>) as part of an initiative to investigate the feasibility of a Manitoba-wide library system (<http://www.manitoba.ca/>). A Provincial library system would permit residents in one municipality to effectively be the member of another municipality's library system, or non-students to belong to a university library. The study itself involves a survey and key informant interviews with library professionals in Manitoba working in publicly-funded libraries.

### **Rooming Houses**

#### **Rooming Houses in Winnipeg: Best Practices for a Viable Low-cost Housing Alternative**

Rooming houses are generally seen in very negative terms and are often targeted for removal in neighbourhood revitalization plans. Yet there is clearly a need for housing that serves the very poorest Winnipeggers. How can this form of housing be made safe, economically viable for both tenants and owners, and a healthy part of a neighbourhood's housing mix? Through surveys, interviews and focus groups with rooming house residents, owners and nearby residents, the study hopes to describe some ways in which this form of housing might be improved.





## Recent IUS Publications

### Gated Communities

#### Common Interest Developments in Canada: Private Communities and the Future of Canadian Cities (Paul Hesse; 2001; Student Paper #14; \$4)

This paper looks at the phenomenon of Common Interest Developments (CIDs) in Canada, comparing them to their counterparts in the United States. Examining commonalities and differences among CIDs (often referred to as gated communities), the paper argues that Canadian developments are in many ways similar to those in the US. The paper also explores potential consequences of CIDs for Canadian cities, including the privatization of basic services, arguing that CIDs constitute an effective political lobbying force and have, in some cases, begun to assume some of the roles of local government.

### Sports Facilities

#### Subsidizing Professional Sports Teams and Building New Facilities: Flagship Projects for Urban Renewal, or Corporate Welfare? (Kurt Sargent; 2001; Student Paper #15; \$4)

This paper takes a critical look at claims made about the benefits new sporting facilities bring to urban communities, calling into question their viability as a tool for urban renewal. The paper argues that potential benefits to the community, including increased municipal revenue, economic growth, and job creation, are overstated, while the costs of ongoing subsidies and capital investments are downplayed. The paper questions the wisdom of using new sports facilities as tools for urban renewal, particularly in light of rapidly escalating player salaries and ticket prices which jeopardise communities' ability to retain their teams.

### Public Transit

#### Impacts of Discounted University Student Transit Fares on the Public Transit System in Winnipeg (Christa Jacobucci; 2001; Student Paper #16; \$4)

In 2000, Winnipeg Transit implemented a discounted monthly transit pass for post secondary students. The cost savings from this monthly pass has encouraged a small number of students to use public transit more often. However, this study showed that Winnipeg Transit and university students would see greater benefits if a mandatory reduced-rate semester pass was implemented. Such a semester pass would create an incentive for university students to increase their ridership on public transit, and create greater revenue for Winnipeg Transit.

## THE BIG BOX

### IUS Student Paper Award Winner 2002

To order publications, please contact Jillian Golby at tel. (204) 982-1140, [j.golby@uwinnipeg.ca](mailto:j.golby@uwinnipeg.ca).  
Or visit our website for more publications listings at <http://www.uwinnipeg.ca/~ius/publications.htm>

IUS congratulates Tom Janzen, recipient of the IUS Student Paper Award 2002. Janzen's winning submission *The Big Box: Retail Sprawl in Winnipeg* is a timely piece addressing an issue of great significance for Winnipeg, with the development of new 'Power Centres' – such as the one at McGillivray and Kenaston – proceeding apace. The paper substantiates its argument with research detailing retail trends in Winnipeg over the past 10 years and comments on the community and environmental impacts, as well as the City of Winnipeg's response to big box development. Addressing such issues as "Legonomics: Big-Box Transience" and "A Box Can Only be a Box: Homogenous Design and the Reduction of Choice," the message is clear: don't just think outside the box; but think beyond the box.

*The IUS Student Paper Award is bestowed each year on the best student paper from any discipline dealing with a topic related to urban studies. A special thank-you to this year's contest judges, Marc Vachon (UWinnipeg) and Dwayne Rewniak (Province of Manitoba). The Big Box: Retail Sprawl in Winnipeg will be available on the IUS website in August.*



## From the Shelves— New at the IUS Library

Karrow, P.F. and O.L. White, eds.  
***Urban Geology of Canadian Cities.***  
Geological Association of Canada  
Special Paper 42, 1998.  
Library binding, 500 pages.

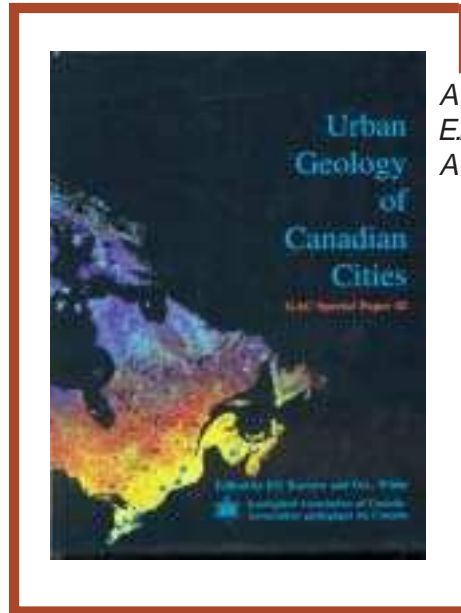
IUS Library (Reference): QE 185 U73 1998

This unique volume – eight years in the making – is the result of a call for submissions intended to revisit and update the urban portion of the 1971 Geological Survey of Canada. The authors were asked to summarize the geology of a particular Canadian city, the engineering problems related to that geology, and the status of relevant databases. The resulting compilation examines 23 cities by region, and is organized from west to east (Cordilleran Region; Western Platform; Precambrian Shield; Great Lakes-St. Lawrence Platform; Appalachian Region). To varying degrees, each paper outlines overall regional characteristics, including general weather patterns; bedrock, sedimentation and deposit characteristics; groundwater; elevations; common hazards (i.e. seismic activity, flooding); and soil quality and stability. With this – literal – foundation, each chapter then relates these conditions to the construction materials and excavation techniques required to cope with these conditions.

While not an exhaustive treatment of the relevant data, each chapter does serve as an introduction to the essential qualities and issues facing each city. What extends the utility of this volume is that additional resources and databases for each city are also identified (unfortunately, as most of these papers pre-date 1995, there appear to be no Web-based sources identified). The book is generously illustrated with maps and black-and-white photographs, and there are some colour plates throughout. A single, lengthy index identifies occurrences of locations, geological terms, hazards, construction terms and locales.

Owing to its origins as a call for papers by multiple authors, the chapters in this volume are of inconsistent length and level of detail, a limitation to which the editors allude in the preface. Nevertheless, the *Urban Geology of Canadian Cities* is an excellent resource that should remain a standard text for some time. As John Scott of the Geological Survey of Canada states in the introduction, the ability of Canadian cities to adapt to ongoing development depends on the how well urban managers can cope with future demands for regional resources (water, building materials) and subsurface construction (sewage, municipal services, transportation) within the context of shrinking financial resources. This book constitutes an essential resource for municipal planners, engineers, policymakers, geographers, students, and anyone else concerned about the development of Canadian cities.

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*Awarded the  
E.B. Burwell Jr.  
Award, 1999.*

### **IUS Library Hours**

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346 Portage Avenue



# The Canadian Journal of Urban Research

By Stephanie Heidenreich

The *Canadian Journal of Urban Research* was launched in June 1992. This volume of articles on urban studies, which ranged in topic from population trends to metropolitan multinucleation and the "Making of a Global City," filled a need among Canadian urban scholars for a venue to publish their research.

In her inaugural editorial, Principal Editor Mary Ann Beavis expressed her hope that the journal would make a significant and lasting contribution to Urban Studies in Canada. Twenty issues and 82 articles later it would seem that CJUR has indeed become a significant voice in Canadian urban research.

**—a commitment to publishing  
high-quality academic  
articles in the field of  
urban studies—**

A number of changes have taken place as the journal has continued to grow. Denise Piché (Université de Laval) joined as Francophone Editor in 1996, a position taken on by Pierre Hamel (Université de Montréal) in 2000. Most recently, Claire Poitras (INRS-Urbanisation) has joined as the Francophone Book Review Editor.

A new cover design was introduced in 2001, in anticipation of the journal's 10th anniversary. A recently revamped website makes more readily accessible the abstracts of past issues, editorial guidelines and books to be reviewed.

A number of upcoming special issues will focus on important urban topics with contemporary relevance: the international Culture of Cities Project will be highlighted in Summer 2002 (Guest Editor Kieran Bonner, University of Waterloo), and an issue on Montréal is planned for Summer 2003. The most recent issue (Winter 2001) focussed on Urban Quality of Life, and was guest edited by Allison Williams and James Randall (University of Saskatchewan).

CJUR has over the years maintained its commitment to publishing high-quality academic articles in the field of urban studies, and continues to strive for scholarly excellence. The dedication of urban scholars across the country has been and continues to be valued. Lending their time, energy and expertise as authors, referees, subscribers and members of the editorial advisory committee, they are the foundation without which the journal could not continue to thrive. The journal continues to count on their valued support.

## Now Available on the Web...

A list of books to be reviewed is now available on the CJUR website, or contact the book review editor: [j.distasio@uwinnipeg.ca](mailto:j.distasio@uwinnipeg.ca).

## Current Editorial Team

**Principal Editor:** Dan Chekki (UWinnipeg)  
**Francophone Editor:** Pierre Hamel (UMontréal)  
**Consulting Editor:** Tom Carter (Uwinnipeg)  
**Book Review Editor:** Jino Distasio (UWinnipeg)  
**Francophone Book Review Editor:**  
Claire Poitras (INRS-Urbanisation)  
**Editorial Assistant:** Stephanie Heidenreich  
(UWinnipeg)

## New Francophone Book Review Editor

CJUR is pleased to welcome a new member to its editorial team. **Claire Poitras, INRS-Urbanisation**, has agreed to act as the journal's Francophone Book Review Editor. With a background in Art History, Planning and Environmental Studies, her current research interest lies in technology, culture and the urban environment. Her most recent book (2001) is *La cité au bout du fil*. She may be contacted by E-mail at: [cpoitras@uwm.edu](mailto:cpoitras@uwm.edu).

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## What's New at IUS?

### Summer Intern

**Mechyslava Polevychok** joined the Institute in May 2002 as an intern. A graduate student in the Master's program in City Planning at the Faculty of Architecture at the University of Manitoba, Mechyslava has been working on a bibliographic database of articles and publications to support the work of WIRA (see p. 13) and the Centre of Excellence (see p. 16), as well as contributing to the literature review for the Centre. She obtained M.Arch. and Candidate of Architecture Degrees from the Academy of Fine Arts and Architecture, Kyiv. Her previous research experience includes projects on visual impact analysis and aesthetic qualities of the built environment.

### Staff Changes

**Brian Lorch** (Lakehead University) for will be joining the Institute for the Fall term, and will be involved in various research projects.

**Stephanie Heidenreich** will be leaving the Institute in July to pursue graduate studies at the University of Toronto.

### Mayor's Medal

IUS congratulates **Tom Janzen**, Research Assistant at the Institute, for winning the Mayor's Medal 2002. The medal is awarded to a university student whose record combines academic distinction with service to the community. Tom was awarded the medal in recognition of his work with the Spence Neighbourhood Association, particularly in the area of housing. Tom has been investigating the possibility of establishing coop housing in the area, and is conducting research that looks at the inadequacy of social assistance in providing recipients with access to quality housing. Tom graduated this year from the University of Winnipeg with an interdisciplinary degree focussing on urban studies.

### Gold Medal in Urban Studies

IUS congratulates **Christa Jacobucci**, Research Assistant at IUS and recipient of the University of Winnipeg's 2002 Gold Medal in Urban Studies. The medal recognizes the student with the highest standing in the urban studies program.

## IUS Staff – at Large!

### Teaching

Tom Carter and Jino Distasio: "The Urban Environment" (Dr. Carter also taught this course online).  
Jino Distasio: "Introduction to Cultural Geography II"

### Other Activities

In February, Michael Dudley traveled to Baltimore Maryland to speak at a forum on the impact of September 11<sup>th</sup> on city planning. Michael provided historical background on how planners have responded to previous threats to the urban form, specifically during the Cold War (for a brief description of this session, see [www.marylandapa.org/mdplanner0402.pdf](http://www.marylandapa.org/mdplanner0402.pdf)).

Michael also acted as a volunteer facilitator for the Manitoba Professional Planners Institute's, "Kids Can Plan" event, which was held at the Museum of Man and Nature on May 22<sup>nd</sup>.





### Summer Institute 2002

By Stephanie Heidenreich

The Summer Institute 2002 provided approximately 40 students and community participants with the opportunity to participate in a unique learning experience. Through a series of workshops, presentations, lectures and excursions, the group engaged with local inner-city issues in an intense one-week course from June 3<sup>rd</sup> to 8<sup>th</sup>.

Presenters included community developers and academics interested in community-based research, who led sessions on topics ranging from affordable housing and youth to Aboriginal issues, community mobilization and rooftop gardening. The presenters and participants brought to the class a diverse set of backgrounds and expertise, resulting in lively, stimulating discussions. Many connections were made across disciplines, personal and cultural backgrounds and communities.

The week was enriched by two public lectures: on Wednesday, keynote speaker Gayle Broad (Sault Ste. Marie) addressed the role of community developers and "Creating a Space for Praxis," while on Monday Melanie Nimmo (Edmonton) spoke on youth violence and gang affiliation.

One of WIRA's primary mandates is to "Build Community Capacity." More than anything, the Summer Institute demonstrated just how much energy, dedication and capacity exists in the community already, both among individuals working in the field of community development and among students pursuing degrees in areas such as Geography, Social Work and International Development Studies, to name only a few. By combining classroom and community learning, the Institute sought to draw on the knowledge that exists already in communities, and to bring a critical perspective to community development practices.

We hope to build on these successes next year, with the WIRA Summer Institute 2003!

The WIRA Summer Institute was partially supported by the *Neighbourhoods Alive!* initiative.



*Learning in the classroom and beyond - Summer Institute participants share ideas and get into the community.*

**Next WIRA application intake deadline: September 27, 2002**

### WIRA on the Web

The WIRA website is an easy way to link up with what's happening with WIRA.

[www.uwinnipeg.ca/~ius/wira](http://www.uwinnipeg.ca/~ius/wira)

**New Community Research Coordinator for WIRA and the Centre of Excellence... please see next page.**

*For more information about WIRA, please contact Anita Friesen, Community Liaison Director. E-mail: [a.friesen@uwinnipeg.ca](mailto:a.friesen@uwinnipeg.ca), tel. (204) 982-1152. An overview document outlining the initiative in greater detail is also available upon request.*



## Give Communities the Means to Bring Ideas Into Action!

By Stephanie Heidenreich

UWinnipeg Professor Jim Silver is "cautiously hopeful" about the impact of his recently released report *Building on Our Strengths: Inner-city Priorities for a Renewed Tri-level Development Agreement*. Outlining the results of 100 interviews with key community organizations in Winnipeg's inner city, the document is the culmination of a collaborative research project undertaken through WIRA by Silver and the Urban Futures Group.

The report calls for a new tri-level development agreement, and has enjoyed a positive reception among community workers – many of whom had been consulted during interviews and focus groups. "People... were pleased to be asked because funding is a big issue. They appreciated getting the report." The response at all three levels of government has also been positive, but no commitments have been made to date.

"By far the most significant impact [of past agreements] is that they made possible the flourishing of community-based organizations. In the last 20 years, Winnipeg has been like a living laboratory for innovative, community-based inner-city organizations. Many got up and running thanks to the CAI." Silver sees a renewed funding agreement as crucial to maintaining and improving Winnipeg's inner city. In fact, he would like to see current levels of activity not only sustained, but taken to a higher level.

While the situation in the inner city could be much worse without the programs funded by the CAI and WDA, many problems persist. Poverty was identified in the report as the single most significant issue facing the inner city, and it is rising.



**Winnipeg Core Area Initiative 1981-1991  
Winnipeg Development Agreement 1996-2001**

### Recipe for Success?

*"[T]hings are getting better, visibly better, in those parts of the inner city where community organizations emerge from the bottom up, and are genuinely rooted in the community, and where those community-based organizations receive a reasonable level of funding."*

One respondent said that in the inner city, families are "falling in holes, not just between cracks."

However, there are grounds for optimism. One-half of those interviewed felt that the inner-city is getting better "in spots,

or in some ways, or for some groups of people, or in some neighbourhoods." The question now is how to build on these successes?

The report finds that what while many of those interviewed believe that a new tri-level agreement is essential to maintain the current level of activity, they also felt that a future program would be most effective if the funding structure were revised. In particular, groups felt that a move from short-term, project-based funding to sustained core funding is critical to allow them to build their organizations and engage in long-term planning.

And some funders are beginning to take note. Silver noted that local funding agencies, such as the Winnipeg Foundation and the United Way, are beginning to recognize the need for long-term, core funding.

Silver feels it is appropriate that WIRA, funded through the Community-University Research Alliance initiative of the Social Sciences and Humanities Research Council of Canada (SSHRC), is based at the University of Winnipeg: "We [as an institution] are a part of the inner city, so it's important that WIRA is being run out of the University of Winnipeg." And collaborative efforts to address these problems are one part of the solution.

Copies of the report may be obtained online at:  
[www.policyalternatives.ca/manitoba/urban\\_futures.pdf](http://www.policyalternatives.ca/manitoba/urban_futures.pdf).



## New WIRA Projects

### Mentoring Inner City Youth in Transition to Independent Living

Ken McCluskey, Education, University of Winnipeg  
Loretta Doyle, Winnipeg Child and Family Services  
John Franklin, Sociology/Law Enforcement, University of Winnipeg  
Wendy Josephson, Psychology, University of Winnipeg  
Ellen Peel, Winnipeg Child and Family Services  
Michael Weinrath, Sociology/Law Enforcement, University of Winnipeg

This project seeks to determine whether mentorship of inner-city youth in transition to independent adulthood enhances self concept, self awareness, effective coping and problem solving, life skills, social support. Mentors will be trained to work with youth living in the core area while participating in Winnipeg Child and Family Service's Independent Living Program. It will also be determined whether mentoring increases participants' likelihood of remaining in the independent living program, obtaining and maintaining education or employment, and reduces involvement in substance abuse, violence and illegal activities.

### Evaluative Research: Co-operative Business Development Pilot Project

Jim MacMillan, Agribusiness & Agricultural Economics, University of Manitoba  
Russ Rothney, Community Economic Development, Assiniboine Credit Union

This research will create a record of the Co-operative Business Development Pilot Project. It will furnish an archival assessment of the cause-and-effect relations within, and effectiveness of, the Pilot Project. Components to be considered include costs, activities, and outputs to determine success. The Pilot Project will be compared to a model in order to determine its relative success. Assessments will be made at the level of the three key components of the Project: business self-assessment and readiness; mentorship and apprentice partnerships; and the provision of technical support.

### Pawnshops and Community Development: A Study of Existing and Prospective Financial Services in Winnipeg's North End

Jerry Buckland, Menno Simons College, University of Winnipeg  
Thibault Martin, Department of Sociology, University of Winnipeg  
Kathleen Bremmer, *IDA Project, Alternative Financial Services Coalition*  
Elliot Katz, North End Community Renewal Corporation

The researchers intend to undertake a qualitative study of existing "low-end" financial services (such as pawnshops, but excluding banks and credit unions) and the consumers of these services in Winnipeg's North End. The study will examine consumer motivations and use of these services, and look at the performance of the industry. These findings will be used to assess the feasibility of community owned and operated services, as well as the possibility of new "alternative" financial services that address both the financial needs and social motivations of users.

### Aboriginal Educational Attainment in Winnipeg School Division No. 1

Jim Silver, Politics, University of Winnipeg  
Leslie Spillett, Mother of Red Nations Women's Council of Manitoba  
Ardythe Wilson, *Mother of Red Nations Women's Council of Manitoba*

This study will attempt to determine the reasons why Aboriginal students tend to do less well in school than non-Aboriginal students, through interviews with Aboriginal students, Aboriginal adolescents who have left school, and Aboriginal and non-Aboriginal teachers. The study will look at factors such as socio-economic status, levels of parental support, educational experience of parents and/or siblings, student and parental expectations, educational attainment and expectation of peers, teacher expectations, students' relationship with teachers, and the cultural relevance of the curriculum.





## New Community Research Coordinator for WIRA and the Centre of Excellence



Whew! I am finally able to catch my breath. My introduction into the position of Community Research Coordinator for WIRA and the COE Winnipeg has been a whirlwind of activity; conferences, workshops, meetings, intensive learning, and meeting tons of fascinating people.

I am exhilarated by the energy and enthusiasm of those involved in the work of the Centre of Excellence for Child and Youth Centred Prairie Communities. The staff, steering committee, and other members of the Winnipeg Network share a passion for finding meaningful and effective strategies for enhancing the well-being of children and youth in our communities. I look forward to the challenges that lie ahead in attaining the research and dissemination goals, and in strengthening the Winnipeg Network. Much of my efforts will be spent making the Centre of Excellence and its work more widely known, plus expanding the Network and ensuring that it is an inclusive community; one that shares knowledge and offers opportunities for innovative and collaborative efforts. The hope is that this will contribute to a reduction in duplication of research, an identification of gaps in research and services, enhanced effectiveness of service provision, and increased engagement of youth and children.

My involvement in the Winnipeg Inner-City Research Alliance has been equally inspiring. Through the WIRA-funded projects, the demonstrated benefits of research combining academic and community-based expertise are becoming more visible and are

## Centre of Excellence Update

### Community Research Coordinator Hired

In April 2002, Anita Friesen was hired in the capacity of Community Research Coordinator, a role she also fulfills for WIRA. Anita has a Master's degree in Community and Regional Planning from the University of British Columbia and has considerable cross-cultural community development experience.

### Other News...

A number of related initiatives have also been undertaken at IUS to support the Centre.

- A website dedicated to the Winnipeg Site is now available at [www.uwinnipeg.ca/~ius/coe](http://www.uwinnipeg.ca/~ius/coe).
- A small collection of library materials has been started in the IUS library to support the work of the Winnipeg Site. For more information, see our website at <http://www.uwinnipeg.ca/~ius/coe/library.html>.
- Outreach to promote the Winnipeg Site was conducted at the Healthy Child Manitoba conference in March.
- Our new coordinator, Anita Friesen, attended the Child and Youth Friendly Communities conference in Vancouver, May 15<sup>th</sup>-18<sup>th</sup>.
- In the next few months the Site will be finalizing its research strategy for the coming year. The program is funded to continue until 2005.

### Next Network Meeting

For updates on the next Winnipeg Network meeting, please see the "News" section of the website.

being embraced. I am thoroughly enjoying my role of working to connect people in these collaborative research projects. I look forward to the ongoing rewards of learning about and from community-based organizations.

**- Anita Friesen**





## CoE Projects Funded

In the last issue we announced the January launch of this Health Canada-funded initiative, administered by the Institute of Urban Studies. In its first year, the Winnipeg Site, for which IUS acts as the lead organization, made funds available to four local studies aimed at determining what community factors can make positive changes in the lives of children and youth in Winnipeg:

### Refugee Youth Experience: Raising Community Awareness

Main Contact Person: Glen Norton – The Salvation Army

Researcher(s): Ivan Seunarine

Grant Amount: \$9,000

Project Overview:

This study will examine how the refugee/wartime experiences of war-affected youth impacts their acculturation and their utilization of services upon relocation to Winnipeg. The overall goal of the project is to minimize the mental health difficulties for this extremely vulnerable population. War-affected youth will participate in problem identification, in awareness raising activities in the community, and in identifying and communicating strategies to service providers which would meet the healing needs of these youth.

### Perceptions of Children Living with a Parent with a Mental Illness

Main Contact Person: Elaine Murdoch, UBC

Researcher(s): Elaine Murdoch under the supervision of Dr. Wendy Hall, UBC

Grant Amount: \$4000

Project Overview:

The purpose of this study is to understand children's unique perceptions of living with a parent with mental illness. Children will comment on their experiences in their own voices, leading to explanations that can help other children manage this experience.

### Youth and STD/HIV Prevention: Participatory Data Analysis and Dissemination

Main Contact Person: Margaret Ormond, Sexuality Education Resource Centre

Researcher(s): Margaret Ormond, John Schellenberg, Karin Linnebach, David Gregory.

Grant Amount: \$9,900

Project Overview:

This study will test the feasibility of youth involvement at all levels of the research process, including skills-building, resource development and dissemination. An inner-city youth working group will advise on data analysis, as well as the design and dissemination of a community report about a previous study regarding barriers to STD/HIV prevention service delivery to youth.

### Aboriginal Research Learning Circle

Main Contact Person: John Lussier, Ma Mawi Wi Chi Itata Centre, Inc.

Researcher(s): Two staff members of Ma Mawi

Grant Amount: \$4,800

Project Overview:

This study will involve up to ten community youth in a cooperative learning process utilizing action research methods. A main goal of the ARC is to create an opportunity to build greater research capacity at the grassroots community level.



## CoE on the Web

Please check out the Centre of Excellence Website:

<http://www.uwinnipeg.ca/~ius/coe/>

The website highlights our recently-funded research projects; our library holdings; and how you can become involved in the Network.