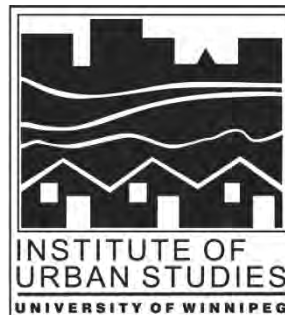
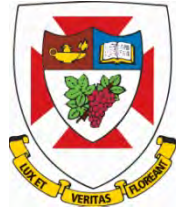
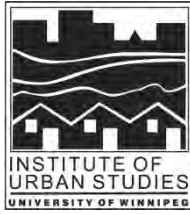


Inner City Housing Study: Section V: Recommendations and Policy Options

1979

The Institute of Urban Studies





THE UNIVERSITY OF
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INNER CITY HOUSING STUDY: SECTION V: RECOMMENDATIONS AND POLICY OPTIONS

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The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

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INNER CITY HOUSING STUDY
SECTION V
RECOMMENDATIONS AND POLICY OPTIONS
JANUARY 9, 1979

OUTLINE OF SECTION V

1. IMPLICATIONS OF BARNARD'S FINDINGS TO INNER CITY.
2. THE BUSINESS AS USUAL OPTION: IMPLICATIONS FOR INNER CITY.
3. RESTATEMENT OF MAJOR POLICY ISSUES.
4. SPECIFIC PROBLEMS AND RECOMMENDATIONS.

1. IMPLICATIONS OF BARNARD'S FINDINGS TO INNER CITY

AMONG SEVERAL OTHER THINGS BARNARD'S RESEARCH HAS INDICATED:

1. THAT ALTHOUGH HOUSING DEMAND IN THE LONGER TERM WILL BECOME STRONGER FOR FAMILY ACCOMMODATION, DEMAND IN THE SHORT RUN WILL REMAIN GREATEST FOR NON-FAMILY HOUSING TYPES.
2. IN THE SHORT RUN THE CITY IS STRONGLY COMMITTED TO SUBURBAN DEVELOPMENT THROUGH EXISTING APPROVALS AND PROPOSED PUBLIC CAPITAL OUTLAYS.
3. FEW, IF ANY, TECHNICAL BARRIERS EXIST TO MAINTAINING TRADITIONAL PATTERNS OF DEVELOPMENT.

THESE FINDINGS INDICATE THAT ESTABLISHED TRENDS IN HOUSING DEMAND AND THE BEHAVIOUR OF THE DEVELOPMENT INDUSTRY ARE LIKELY TO REMAIN UNCHANGED FOR SOME TIME.

IUS RESEARCH HAS NOTED THAT THESE FORCES HAVE TENDED TO OPERATE TO THE DISADVANTAGE OF THE INNER CITY LEADING TO A HIGHLY POLARIZED POPULATION AND EROSION OF CERTAIN INNER CITY NEIGHBOURHOODS.

BARNARD'S FINDINGS SIMPLY SUGGEST THAT ANTICIPATED PATTERNS OF DEMAND AND DEVELOPMENT ACTIVITY WILL SUPPORT THE CONTINUATION OF CURRENT FORCES IN THE INNER CITY.

THEREFORE CAREFUL CONSIDERATION SHOULD BE GIVEN TO THE IMPLICATIONS OF A "BUSINESS AS USUAL" POLICY OPTION ON BEHALF OF THE CITY.

2. BUSINESS AS USUAL OPTION

THE INNER CITY WILL CONTINUE TO LOSE POPULATION THROUGH THE PROCESSES OF OUT MIGRATION, REDUCTION OF HOUSEHOLD SIZE AND GENERAL AGING OF THE FAMILY STRUCTURE. USING THE HISTORIC GROWTH RATE OF -1.7% ANNUALLY, THE ANTICIPATED POPULATION LOSS IN THE INNER CITY BETWEEN 1976 AND 1981 WILL BE 9,500 PERSONS. AT THE SAME TIME THE TOTAL CITY POPULATION WILL INCREASE BUT AT A DECLINING RATE.

WITHIN THE POPULATION STRUCTURE OF THE INNER CITY TRENDS IN HOUSEHOLD GROWTH ARE EVIDENT. THE NUMBER OF FAMILIES HAS DECLINED IN THE INNER CITY WHILE THE TOTAL NUMBER OF HOUSEHOLDS HAS INCREASED. THE RATIO OF NON-FAMILY HOUSEHOLDS TO FAMILY HOUSEHOLDS HAS INCREASED SUBSTANTIALLY. AT THE PRESENT RATE, IT IS EXPECTED THAT THE PROPORTION OF NON-FAMILY HOUSEHOLDS WILL GROW TO SURPASS THE PROPORTION OF FAMILY HOUSEHOLDS BY 1981.

OUR PREVIOUS RESEARCH HAS SHOWN THAT NOT ONLY IS THE OVERALL INNER CITY POPULATION DECREASING IN SIZE BUT THERE ARE ALSO INTERNAL CHANGES IN SUB-GROUP POPULATIONS WITHIN THAT UNIVERSE. OVER THE NEXT 5 YEARS WE CAN EXPECT TO SEE A PROPORTIONATE INCREASE IN YOUNG ADULTS, THE ELDERLY, AND RELATIVE STABILITY IN THE FAMILY FORMATION AGE GROUP. THE SINGLE PARENT FAMILIES WILL FORM A GROWING SEGMENT OF THE INNER CITY POPULATION.

ASSUMING THAT FUTURE OCCUPANCY PATTERNS WILL BE MOST INFLUENCED BY THE CHANGING NATURE OF HOUSEHOLD GROWTH AND THAT THERE IS AN IDENTIFIABLE RELATIONSHIP BETWEEN HOUSEHOLD AGE, TYPE AND OCCUPANCY PATTERNS, THERE WILL BE AN INCREASING NEED TO PROVIDE THE FORM OF HOUSING WHICH BEST ACCOMMODATES NON-FAMILY HOUSEHOLDS, THE ELDERLY, YOUNG ADULTS AND SINGLE PARENT FAMILIES.

THESE SAME GROUPS ARE THE ONES EXPERIENCING THE MOST SEVERE AFFORDABILITY PROBLEMS.

SIGNIFICANT PROFITS CANNOT BE MADE FROM THE SUPPLY OF LOW-INCOME HOUSING, THEREFORE IT IS ANTICIPATED THAT UNITS BUILT BY THE PRIVATE SECTOR IN THE INNER CITY WILL BE FOR A LIMITED CLIENTELE; THOSE PERSONS CHOOSING TO LIVE IN CONDOMINIUM OR LUXURY APARTMENT BLOCKS IN THE MORE HIGHLY ACCESSIBLE, AESTHETICALLY PLEASING AND REDEVELOPING AREAS WITHIN OUR INNER CITY BOUNDARIES. THOSE PERSONS AND THOSE AREAS OF THE INNER CITY SHOWING THE GREATEST NEED FOR HOUSING INTERVENTION WILL NOT AND CANNOT BE SERVED BY THE PRIVATE SECTOR UNDER THE PRESENT CIRCUMSTANCES. THE CONSEQUENCES OF NON ACTION WILL BE A CONTINUATION OF THIS DISEQUILIBRIUM.

3. POLICY ISSUES

IN OUR PREVIOUS PRESENTATION WE IDENTIFIED TWELVE MAJOR ISSUES OR PROBLEM AREAS RELATED TO THE INNER CITY AND INNER CITY HOUSING. AS A BASIS FOR ORGANIZING DISCUSSION OF OUR PRELIMINARY RECOMMENDATIONS, THESE ISSUES HAVE BEEN REGROUPED INTO THE FOLLOWING SUBJECT AREAS:

GROWTH REDISTRIBUTION

STRATEGIES FOR SPECIFIC TYPES OF NEIGHBOURHOODS

AFFORDABILITY

LOSS OF LOW INCOME HOUSING

CONDITION OF THE HOUSING STOCK

CONSTRAINTS ON PRIVATE SECTOR INVESTMENT

SPECIAL HOUSING PROBLEMS OF NATIVE POPULATION

FRAGMENTATION OF HOUSING RESPONSIBILITY AT THE MUNICIPAL
LEVEL - THE ISSUE OF FRAGMENTED ADMINISTRATION

FRAGMENTATION OF RESPONSIBILITY AMONGST LEVELS OF GOVERNMENT

4. SPECIFIC PROBLEMS AND RECOMMENDATIONS

4.1 GROWTH REDISTRIBUTION

ISSUE OR PROBLEM

HOUSING POLICIES FOR THE INNER CITY AND WINNIPEG AS A WHOLE ARE CLEARLY INTERTWINED.

DURING THE PAST TWO DECADES HOUSING AND DEMOGRAPHIC PROCESSES HAVE LED TO AN INCREASINGLY IMBALANCED POPULATION STRUCTURE WITHIN THE INNER CITY AND BETWEEN THE INNER AND OUTER CITY.

THIS HAS LED TO POLARIZATION OF INNER/OUTER CITY INTERESTS, A SITUATION WHICH HAS TENDED TO OPERATE TO THE DISADVANTAGE OF INNER CITY RESIDENTS, AS WELL AS, TO INEFFICIENCIES IN THE PROVISION OF MUNICIPAL AND SOCIAL SERVICES.

HOUSING POLICY IN THE LONG RUN SHOULD SERVE TO ACHIEVE A MORE BALANCED MIX OF DEMOGRAPHIC AND SOCIO-ECONOMIC GROUPS THROUGHOUT THE URBAN AREA.

SOLUTIONS AVAILABLE TO THE CITY IN THIS REGARD INCLUDE:

1. BROADENING THE HOUSING OPPORTUNITIES FOR LOW INCOME HOUSEHOLDS IN SUBURBAN AREAS.
2. REDIRECTING A GREATER PORTION OF EXPECTED FUTURE GROWTH TO THE INNER CITY WHILE IMPROVING EXISTING INNER CITY NEIGHBOURHOODS TO MAKE THEM MORE ATTRACTIVE TO A WIDER RANGE OF POPULATION SUB-GROUPS.

THE PREFERRED IUS OPTION IS A SLOW REDISTRIBUTION STRATEGY CONSISTENT WITH THE SECOND ALTERNATIVE OUTLINED ABOVE AND COMPATIBLE WITH BARNARD'S POSITION.

THIS STRATEGY WOULD IMPLY AN EXTENSION OF THE BUSINESS AS USUAL OPTION WITH PLANNED INTERVENTION TO FACILITATE NEIGHBOURHOOD IMPROVEMENT AND UP TO 5,000 NEW UNITS OVER FIVE YEARS BEING ALLOCATED TO THE INNER CITY.

ALLOCATION STRATEGIES WOULD INVOLVE:

1. SENSITIVE INFILL.
2. SMALL MICRO-ENVIRONMENTS WITH AN EMPHASIS ON NON-PROFIT APPROACHES.

4.2 STRATEGIES FOR SPECIFIC TYPES OF NEIGHBOURHOODS

IF IUS NEIGHBOURHOOD TYPOLOGY IS USED, SPECIFIC STRATEGIES ARE SUGGESTED FOR THE FOLLOWING TYPES OF AREAS.

REDEVELOPING NEIGHBOURHOODS

CHARACTERISTICS

TWO PROCESSES ARE UNDER WAY IN SUCH NEIGHBOURHOODS, RENEWED CONSTRUCTION ACTIVITY, WHICH HAS INCREASED LAND USE DENSITY AND EROSION OF OLDER, ESTABLISHED HOUSING STOCK.

STRATEGIES

RE-ASSESSMENT AND ADJUSTMENT OF ZONING TO ENSURE THAT AREA DOES NOT BECOME OVER DEVELOPED WITH HIGH DENSITY HOUSING AND TO AVOID OVERTAXING BOTH HARD AND SOFT SERVICES IN THE AREA.

RELOCATION STRATEGIES WHERE DISPLACEMENT OCCURS.

DEVELOPMENT CONTROL TO ENSURE A BALANCE IN SCALE, FORM AND AESTHETICS OF NEW CONSTRUCTION AND ENSURE COMPATIBILITY BETWEEN NEW AND EXISTING BUILT FORMS.

USE OF ZONING AND DOWNZONING TO PREVENT ENCROACHMENT OF UNDESIRABLE USES ON CONVENTIONAL LOWER DENSITY AREAS.

TO ENCOURAGE A BALANCED SOCIO-ECONOMIC POPULATION MIX BY ENCOURAGING COMPATIBLE FORMS OF PUBLIC NON-PROFIT AND CO-OPERATIVE HOUSING.

TRANSITORY NEIGHBOURHOODS

CHARACTERISTICS

TRANSITORY NEIGHBOURHOODS ARE CHARACTERIZED AS HAVING HIGH TENANCY POPULATIONS, SHORT-TERM OCCUPANCY, HIGH PERCENTAGES OF ETHNIC MINORITY POPULATIONS, HIGH NUMBERS OF SINGLE YOUNG AND ELDERLY PERSON HOUSEHOLDS, HOUSING IN FAIR CONDITION AND A PREPONDERANCE OF BOARDING HOUSES AND DUPLEXED DWELLINGS.

STRATEGIES

ZONING SHOULD BE ADJUSTED TO REFLECT EXISTING LAND USES.

REHABILITATION LOANS SHOULD BE MADE AVAILABLE TO LANDLORDS AND HOME OWNERS.

STRATEGIES SUCH AS INFILL AND REHABILITATION BY PUBLIC SECTOR OF EXISTING PROPERTY FOR RESALE SHOULD BE DEVELOPED TO ENCOURAGE HOME OWNERSHIP.

STABLE NEIGHBOURHOODS

CHARACTERISTICS

STABLE OR STABILIZING POPULATION, INCOME, EDUCATIONAL AND OCCUPATIONAL LEVELS.

MIXTURE OF FAMILY AND NON-FAMILY UNITS AND MIXTURE OF TENURE.

STABLE OR SLOWLY IMPROVING PHYSICAL AND HOUSING CONDITIONS.

STRATEGIES

PROGRAMS SUCH AS RRAP AND AHOP TO STRENGTHEN RESIDENTIAL CHARACTER AND HOME OWNERSHIP OF SUCH AREAS.

PROGRAMS TO MAKE REHABILITATED HOUSING AVAILABLE TO LOW INCOME GROUPS USING NON-PROFIT STRATEGIES.

PLANNING CONTROLS TO PROTECT AREA FROM UNDESIRABLE INTRUSIONS SUCH AS COMMERCIAL USES AND HIGH RISE DEVELOPMENT WHICH WOULD DESTROY VIABILITY OF NEIGHBOURHOOD.

PLANNING CONTROLS TO LIMIT CONVERSION OF SINGLE FAMILY HOMES TO MULTI-UNIT ACCOMMODATION.

DECLINING NEIGHBOURHOODS

ALTHOUGH WE HAVE NOT ANALYZED IN GREAT DETAIL THE PROCESS OF NEIGHBOURHOOD CHANGE, EVIDENCE RELATING TO THE SYMPTOMS OF NEIGHBOURHOOD DECLINE HAVE BEEN PRESENTED. THIS EVIDENCE, WHICH APPEARS IN OUR CLASSIFICATION AND ANALYSIS OF NEIGHBOURHOOD TYPES, INDICATES CLEARLY THAT SOME INNER CITY AREAS EXHIBIT SYMPTOMS OF SEVERE DECLINE.

AVAILABLE THEORY AND EVIDENCE SUGGEST THAT THE NEIGHBOURHOOD DECLINE IS A MULTI-DIMENSIONAL PROBLEM INVOLVING SOCIAL AND DEMOGRAPHIC PROCESSES, AS WELL AS PROPERTY AND HOUSING MARKET PROCESSES.

THE COMPLEX NATURE OF THE PROBLEM SUGGESTS THE NEED FOR A COMPREHENSIVE APPROACH IN DEALING WITH DECLINING NEIGHBOURHOODS.

THE NEED FOR MUNICIPAL POLICY RELATED TO NEIGHBOURHOOD DECLINE IS PARAMOUNT. WITHOUT PUBLIC SECTOR INVOLVEMENT IT IS HIGHLY UNLIKELY THAT THE PRIVATE SECTOR WILL ALTER CURRENT TRENDS IN DECLINING NEIGHBOURHOODS.

RECOMMENDATIONS

- 1) RETAIN AND AUGMENT EXISTING N.I.P. ORGANIZATION BY UTILIZING FUNDING WHICH WILL SOON BE MADE AVAILABLE UNDER THE COMMUNITY SERVICES GRANT PROGRAM.
- 2) DESIGNATE AND TIMETABLE ADDITIONAL INNER CITY NEIGHBOURHOODS FOR PUBLIC ACTIVITY.
- 3) ENCOURAGE AND FACILITATE GREATER PRIVATE AND THIRD SECTOR INVOLVEMENT IN PUBLICLY INITIATED IMPROVEMENT EFFORTS.
- 4) UTILIZE THE NEIGHBOURHOOD DESIGN AND PLANNING EXPERTISE OF THE MUNICIPALITY TO ALTER WHERE NECESSARY OBSOLETE OR UNATTRACTIVE NEIGHBOURHOOD STRUCTURES (e.g. ELIMINATION OR RE-ARRANGEMENT OF BACK LANEWAYS).
- 5) LIMIT THE SPREAD OF DECLINE BY EXERCISING RIGID CONTROL OVER LAND USE CHANGE IN NEIGHBOURHOODS ADJACENT TO SEVERELY DECLINING AREAS AND ESTABLISH BUFFERS TO PROTECT ADJACENT RESIDENTIAL AREAS FROM THE SPREAD EFFECTS OF DECLINE.

ADDITIONAL NOTES

THERE IS A LIMIT AS TO WHAT CAN BE ACCOMPLISHED IN SEVERELY DECLINING NEIGHBOURHOODS THROUGH INTERVENTION IN THE HOUSING MARKET.

THE U.S. EXPERIENCE IN THIS REGARD HAS REVEALED THAT RESOURCES POURED INTO THE HOUSING SECTOR WILL BE WASTED UNLESS THEY ARE COMBINED WITH ADDITIONAL PROGRAMS DESIGNED TO PROVIDE EMPLOYMENT OPPORTUNITIES AND TO UPGRADE COMMUNITY INFRASTRUCTURE.

4.3 AFFORDABILITY

IN SPITE OF SUBSTANTIAL PUBLIC SECTOR EFFORTS AFFORDABILITY REMAINS AS THE MOST SERIOUS PROBLEM OF INNER CITY HOUSEHOLDS. CURRENTLY APPROXIMATELY ONE-THIRD (ABOUT 15,000) OF ALL INNER CITY HOUSEHOLDS ARE EXPERIENCING SOME DEGREE OF AFFORDABILITY PROBLEM.

THE PROBLEM IS BROAD IN SCOPE, AFFECTING A WIDE VARIETY OF HOUSEHOLD GROUPS.

THE ROOT CAUSE OF THE PROBLEM IS NOT SO MUCH EXCESSIVE SHELTER COSTS AS IT IS LOW HOUSEHOLD INCOMES. IN FACT, THE TOTAL ELIMINATION OF HOUSING EXPENSES WOULD STILL LEAVE A GREAT MANY INNER CITY HOUSEHOLDS WITH AN AFFORDABILITY PROBLEM.

IN LIGHT OF THIS FACT HOUSING ASSISTANCE STRATEGIES CAN ONLY GO PART WAY TOWARD ELIMINATING AFFORDABILITY PROBLEMS.

THERE ARE, HOWEVER, BETWEEN 6,000 AND 9,000 INNER CITY HOUSEHOLDS CURRENTLY PAYING RENTS (SHELTER EXPENSES) IN EXCESS OF PUBLICLY ESTABLISHED GUIDELINES. THIS GROUP IS COMPOSED PRIMARILY OF LARGE FAMILIES, SINGLE PARENT FAMILIES, AND ELDERLY SINGLES.

PAST PUBLIC AND THIRD SECTOR ACTIVITY HAS GREATLY EASED THE AFFORDABILITY PROBLEMS OF THE ELDERLY. THE NEED FOR ASSISTANCE IS NOW GREATEST FOR LARGE FAMILIES AND SINGLE PARENT FAMILIES. IT IS ESTIMATED THAT MORE THAN 4,000 FAMILY HOUSEHOLDS IN THE INNER CITY COULD BENEFIT FROM SHELTER ASSISTANCE. CURRENTLY ONLY 600-800 ASSISTED HOUSING UNITS EXIST IN THE INNER CITY.

IN THE LONG RUN THE PUBLIC SECTOR SHOULD PURSUE A POLICY OF INCOME REDISTRIBUTION EITHER DIRECTLY THROUGH MORE PROGRESSIVE TAXATION OR INDIRECTLY THROUGH IMPROVING THE EDUCATIONAL AND EMPLOYMENT OPPORTUNITIES OF LOW INCOME HOUSEHOLDS.

IN THE SHORT RUN PUBLIC SECTOR POLICY SHOULD CONCENTRATE ON EASING THE AFFORDABILITY PROBLEM BY ELIMINATING EXCESSIVE SHELTER EXPENDITURES.

RECOMMENDATIONS

1. DESIGN AND IMPLEMENT A BROAD PROGRAM OF SHELTER ALLOWANCES IN CONJUNCTION WITH UPPER LEVELS OF GOVERNMENT (E.G. MODIFIED 44 1a). *Rental supplements*
2. ESTABLISH AN ADDITIONAL SYSTEM OF SUBSIDIES TO BE LINKED TO NEW NON-PROFIT HOUSING PROGRAM.
3. ENCOURAGE AND ASSIST IN THE DEVELOPMENT OF ASSISTED FAMILY AND ELDERLY HOUSING IN THE INNER CITY BY PRIVATE NON-PROFIT CORPORATIONS.
4. UNDERTAKE THE DEVELOPMENT OF ASSISTED HOUSING THROUGH THE EXISTING PUBLIC NON-PROFIT CORPORATIONS (PROVINCIAL).
5. CONSIDER WAYS IN WHICH THE CURRENT PROVINCIAL PROPERTY TAX AND RENTAL REBATE CREDITS COULD BE ALTERED TO FACILITATE INCOME TRANSFERS TO HOUSEHOLDS INCURRING EXCESSIVE SHELTER COSTS.

4.4 LOSS OF LOW INCOME HOUSING

ISSUE OR PROBLEM

WINNIPEG'S INNER CITY OLDER HOUSING IS REACHING A CRITICAL THRESHOLD IN TERMS OF AGE AND CONDITION.

BETWEEN 1972 AND JULY 1978, 1,941 UNITS WERE LOST THROUGH DEMOLITION. MANY MORE UNITS ARE AT RISK. A GREAT DEAL OF THIS STOCK OFFERED LOW COST HOUSING OPTIONS.

ACCELERATED DEMOLITION ACTIVITY CAN BE PARTIALLY ATTRIBUTED TO IMPLEMENTATION OF THE CITY'S APARTMENT UPGRADING BY-LAW.

THERE IS A SERIOUS SHORTFALL BETWEEN LOW COST HOUSING LOST AND LOW COST HOUSING REPLACED.

POLICY OBJECTIVES

TO UNDERTAKE MEASURES TO CONTROL THE LOSS OF LOW INCOME HOUSING STOCK IN THE INNER CITY.

TO ENSURE THAT NEW RESIDENTIAL DEVELOPMENT IS USED SELECTIVELY AND STRATEGICALLY TO SERVE THE HOUSING NEEDS OF LOW AND MODERATE INCOME GROUPS.

RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

THE POWERS OF THE CITY'S DEMOLITION CONTROL BY-LAW, NOW USED TO CONTROL DEMOLITION OF 'HISTORIC' BUILDINGS SHOULD BE EXTENDED SO THAT CONTROLS CAN BE APPLIED TO OLDER RENTAL PROPERTIES WHICH PROVIDE LOW COST HOUSING UNITS. THIS MODIFICATION SHOULD ALLOW A DELAY IN DEMOLITION UNTIL THE QUESTIONS OF ECONOMIC VIABILITY OF THE BUILDING AND TENANT RELOCATION HAVE BEEN RESOLVED. *How*

THE APARTMENT UPGRADING BY-LAW SHOULD BE APPLIED SENSITIVELY SO THAT UPGRADING REQUIREMENTS MADE OF AN OWNER PROTECT LIFE AND SAFETY BUT WHERE

POSSIBLE ALLOW THE ECONOMIC VIABILITY OF A BUILDING TO BE MAINTAINED.

THE CITY SHOULD PROVIDE ASSISTANCE TO OTHER RENTAL OWNERS FACED WITH UPGRADING ORDERS IN THE FORM OF DIRECT LOANS AS SUGGESTED IN THE CITY'S APARTMENT LOSS STUDY OR BY PROVIDING ACCESS TO PRIVATE SECTOR CAPITAL BY ENTERING INTO AGREEMENTS WITH PARTICULAR PRIVATE FINANCIAL INSTITUTIONS.

IN CASES WHERE AN APARTMENT BUILDING WHICH PROVIDED LOW COST HOUSING IS DEMOLISHED THE VACANT LAND CREATED SHOULD BE TAXED AT PREMIUM LEVELS.

THE CITY SHOULD IDENTIFY LOCATIONS IN THE INNER CITY WHERE THE BUILDING OF NEW, LOW COST HOUSING SHOULD BE BUILT AND ENCOURAGE THE USE OF NON-PROFIT APPROACHES TO PROVIDE NEW, MODERATE COST RENTAL ACCOMMODATION.

THE CITY SHOULD PROVIDE INCENTIVES TO ENCOURAGE THE DEVELOPMENT OF NEW LOW AND MODERATE COST HOUSING BY THE PRIVATE SECTOR ALONG THE LINES DESCRIBED IN THE PREVIOUS SECTION.

4.5 CONDITION OF THE HOUSING STOCK

THE POOR AND DETERIORATING QUALITY OF THE HOUSING STOCK REPRESENTS A SERIOUS AND WIDESPREAD INNER CITY PROBLEM. A RECENT SURVEY OF THE INNER CITY STOCK REVEALED THAT APPROXIMATELY 23% OF THE DWELLINGS ARE IN POOR CONDITION.

ALTHOUGH THE PROBLEM OF CONDITION IS SPATIALLY WIDESPREAD, IT IS PARTICULARLY SERIOUS IN AREAS BORDERING THE CPR YARDS, THE RIVER/ OSBORNE AREA, AND IN THE MOST NORTHERLY SECTIONS OF THE STUDY AREA.

EVIDENCE ALSO SUGGESTS THAT THE PROBLEM IS ACCELERATING IN SOME AREAS OF THE INNER CITY (CENSUS TRACTS 17, 22, 28, 33, and 43).

ALTHOUGH DETERIORATION IS TO SOME EXTENT DUE TO THE AGING PROCESS, THE CAUSAL LINKAGE BETWEEN AGE AND CONDITION IS WEAK. THE FUNDAMENTAL CAUSE OF THE HOUSING UNIT DETERIORATION IN THE INNER CITY IS LACK OF MAINTENANCE.

SEVERAL FACTORS HAVE BEEN IDENTIFIED WHICH CONTRIBUTE TO UNDER-MAINTENANCE IN THE INNER CITY. THESE INCLUDE:

- a) THE DIFFICULTY OF SOME HOME OWNERS AND LANDLORDS IN OBTAINING LOANS FROM PRIVATE LENDING INSTITUTIONS DUE TO RESTRICTIONS AND CONDITIONS COMPOSED BY LENDERS,
- b) THE WEAK ECONOMIC POSITION OF MANY INNER CITY PROPERTY OWNERS (BOTH OWNER-OCCUPIERS AND LANDLORDS),
- c) THE RESTRICTIONS EMBODIED IN CURRENT PUBLIC REHABILITATION PROGRAMS.
- d) THE INABILITY OR LACK OF INTEREST OF THE PRIVATE CONSTRUCTION INDUSTRY TO ENCOURAGE AND PARTICIPATE IN INNER CITY REHABILITATION.

ECONOMIC ANALYSIS COMPARING THE COSTS OF REHABILITATION TO NEW CONSTRUCTION REVEALS VERY CLEARLY THE SUPERIORITY OF THE REHABILITATION OPTION AS A MEANS OF IMPROVING ACCESS TO SOUND AND AFFORDABLE HOUSING FOR LOWER INCOME HOUSEHOLDS.

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IN SPITE OF THE GREAT NEED FOR AND THE COST-EFFECTIVENESS OF REHABILITATION NO INSTRUMENT CURRENTLY EXISTS TO SUPPORT A BROADLY BASED PROGRAM OF REHABILITATION.

AS SUCH THE CITY SHOULD ADOPT A STRONG POLICY POSITION IN FAVOUR OF REHABILITATION.

TENTATIVE RECOMMENDATIONS

- 1) THE CITY UNDERTAKE TO PLAY A LEADERSHIP ROLE IN REHABILITATION BY ACQUIRING AND REHABILITATING INNER CITY HOUSING UNITS.
- 2) THE CITY EMBARK ON AN AMBITIOUS PROGRAM TO ASSIST PROPERTY OWNERS DESIRING TO REHABILITATE BY OFFERING THE TECHNICAL EXPERTISE WHICH CURRENTLY RESIDES IN THE MUNICIPAL ADMINISTRATION (e.g. BUILDING INSPECTORS).
- 3) THE CITY ENCOURAGE PRIVATE NON-PROFIT CORPORATIONS TO ACQUIRE AND REHABILITATE HOUSING, AND TO ASSIST SUCH GROUPS IN DEALING WITH PROBLEMS ASSOCIATED WITH THIS ACTIVITY. SUCH ASSISTANCE MAY BE IN THE FORM OF PROPERTY TAX CONCESSIONS, TECHNICAL ADVICE, AND ZONING CHANGE ASSISTANCE.
- 4) THE CITY TAKE ACTION TO ELIMINATE BARRIERS TO REHABILITATION LENDING WHICH ARE CURRENTLY IMPOSED BY PRIVATE LENDING INSTITUTIONS. *legislated*
- 5) THE CITY DESIGN A COMPREHENSIVE SPATIAL AND TEMPORAL STRATEGY FOR REHABILITATION SUCH THAT THE IMPACT OF LIMITED FUNDING CAN BE MAXIMIZED IN WELL DEFINED INNER CITY AREAS.
- 6) THE CITY LIASE WITH UPPER LEVELS OF GOVERNMENT TO ALTER CURRENT LENDING AND GRANT PROVISIONS UNDER RRAP AND TO INCREASE SUBSTANTIALLY THE QUANTITY OF UPPER LEVEL FUNDS DEVOTED TO REHABILITATION.
- 7) THE CITY PERFORM AN INTEGRATIVE AND SUPPORTIVE ROLE BY LINKING STRATEGICALLY PUBLIC, PRIVATE, AND THIRD SECTOR REHABILITATION EFFORTS WITH OTHER PROGRAMS AND ACTIVITIES WHICH FACILITATE NEIGHBOURHOOD STABILITY AND IMPROVEMENT. THE USE OF COMMUNITY SERVICES GRANT FUNDS IN THIS REGARD IS ONE POSSIBILITY.

4.6 CONSTRAINTS ON PRIVATE SECTOR INVESTMENT

ISSUE OR PROBLEM

THE ISSUE OF CONSTRAINTS ON PRIVATE SECTOR INVESTMENT HAS TWO MAIN COMPONENTS. THESE INCLUDE RELUCTANCE OF PRIVATE FINANCIAL INSTITUTIONS TO LEND IN SOME OLDER INNER CITY AREAS ON OLDER PROPERTY AND CONSTRAINTS ON PRIVATE SECTOR ACTIVITY IN TERMS OF NEW DEVELOPMENT AND REHABILITATION INVESTMENT.

POLICY OBJECTIVES

TO DEVELOP LINKAGES WITH PRIVATE FINANCIAL INSTITUTIONS TO ENSURE THAT PRIVATE SECTOR CAPITAL IS AVAILABLE FOR FINANCING INNER CITY HOUSING.

TO PROVIDE A DIRECT MUNICIPAL CONTRIBUTION FOR INNER CITY HOUSING ONLY IN SPECIAL CIRCUMSTANCES WHERE FEDERAL, PROVINCIAL OR PRIVATE SECTOR FINANCING IS UNAVAILABLE.

TO PROVIDE INCENTIVES AND ARRANGEMENTS TO ENCOURAGE PRIVATE SECTOR DEVELOPMENT AND REHABILITATION IN THE INNER CITY.

RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

TO ENSURE THAT PRIVATE SECTOR CAPITAL IS AVAILABLE FOR FINANCING INNER CITY HOUSING, REPRESENTATIVES OF THE CITY OF WINNIPEG SHOULD ENTER INTO NEGOTIATIONS WITH MAJOR BANKS, TRUST COMPANIES, CREDIT UNIONS AND REPRESENTATIVES OF THE MORTGAGE LOANS ASSOCIATION TO DISCUSS THE QUESTION OF LENDING IN OLDER AREAS AND ON OLDER PROPERTY.

THE CITY SHOULD CONSIDER ENTERING INTO ARRANGEMENTS SUCH AS GUARANTEEING HIGH RISK LOANS WITH ONE OR SEVERAL FINANCIAL INSTITUTIONS UP TO AN AGREED LINE OF CREDIT. THIS KIND OF ARRANGEMENT HAS BEEN SUCCESSFULLY TRIED IN MANY AMERICAN CITIES TO RESTORE CONFIDENCE IN PARTICULAR OLDER INNER CITY AREAS.

WHERE PRIVATE SECTOR CAPITAL IS UNAVAILABLE, THE CITY SHOULD EXPLORE EVERY POSSIBLE SOURCE OF AVAILABLE PUBLIC SECTOR CAPITAL OFFERED UNDER

PROGRAMS SUCH AS THE RESIDENTIAL REHABILITATION ASSISTANCE PROGRAM, THE NEW COMMUNITY SERVICES GRANT AND THE NEW NON-PROFIT HOUSING PROGRAM TO ENSURE THAT THE MUNICIPALITY RECEIVES ALL AVAILABLE FUNDING WHICH CAN BE APPLIED TO SOLVING INNER CITY HOUSING PROBLEMS.

TO DEAL WITH SPECIAL CASES FOR WHICH ALTERNATIVE FUNDING IS NOT AVAILABLE, THE CITY SHOULD ESTABLISH A REVOLVING FUND TO PROVIDE LOANS AND GRANTS TO ENCOURAGE UPGRADING OF PROPERTY BY OWNERS AND LANDLORDS.

THE CITY OF WINNIPEG SHOULD EMBARK ON A NEIGHBOURHOOD STABILIZATION PROGRAM IN SELECTED TARGET AREAS WHICH WOULD BUILD ON ITS WORK OF THE NEIGHBOURHOOD IMPROVEMENT PROGRAM AND ATTEMPT TO STABILIZE PARTICULAR INNER CITY AREAS. STABILIZATION WOULD MAKE THEM MORE ATTRACTIVE TO PRIVATE SECTOR INVESTMENT.

THE CITY OF WINNIPEG SHOULD DESIGNATE LARGER PARCELS OF VACANT LAND FOR THE CREATION OF 'MICRO-ENVIRONMENTS' IN THE INNER CITY. THIS COULD BE EXPROPRIATED BY THE CITY AND LEASED OR SOLD AT COST TO PRIVATE DEVELOPERS TO ENCOURAGE PRIVATE SECTOR CONSTRUCTION. SUCH MICRO-ENVIRONMENTS SHOULD BE DEVELOPED BY THE CITY IN PARTNERSHIP WITH THE PRIVATE SECTOR AND WITH SPONSORING NON-PROFIT GROUPS TO PROVIDE A MIX OF HOUSING TYPES AND TENURE.

TAX RELATED STRATEGIES SHOULD INCLUDE PROPERTY TAX EMBARGOS OR DEFERRALS FOR THE FIRST THREE YEARS OF NEW INNER CITY PROJECTS OR UNITS AND CONTROL OF ASSESSMENT INCREASES WHEN RENOVATION OR IMPROVEMENT IS UNDERTAKEN ON OLDER PROPERTY E.G. PROPERTY BUILT BEFORE 1946.

4.7 SPECIAL HOUSING PROBLEMS OF NATIVE POPULATION

THE NATIVE POPULATION IN WINNIPEG HAS LONG BEEN RECOGNIZED AS A SPECIAL NEEDS GROUP IN RELATION TO THE DELIVERY OF SOCIAL, HEALTH AND HOUSING PROGRAMS.

CURRENT ESTIMATES PROJECT THE WINNIPEG NATIVE POPULATION TO DOUBLE BETWEEN 1975 AND 1985. MUCH OF THIS INCREASE IS EXPECTED TO TAKE PLACE IN THE INNER CITY.

PUSH AND PULL FACTORS SUCH AS POOR HOUSING CONDITIONS AND UNEMPLOYMENT ON RESERVES ARE IMPORTANT IN MOTIVATING MOVEMENT TO THE CITY FROM THE RESERVATIONS.

THE CHOICE OF LOCATION FOR NATIVE MIGRANTS IS DICTATED BY THE AVAILABILITY OF LOW COST HOUSING.

NATIVES ARE LIKELY TO LIVE IN HIGH DENSITY HOUSING SITUATIONS AND IN CROWDED CONDITIONS.

POLICY OBJECTIVES

TO UNDERTAKE A STRATEGIC PLAN TO IMPROVE THE HOUSING CONDITIONS OF NATIVE PEOPLE LIVING IN THE INNER CITY.

TO LOBBY SENIOR LEVELS OF GOVERNMENT TO DEVELOP PROGRAMS TO MAKE LIVING ON RESERVATIONS MORE ATTRACTIVE AND TO CONTRIBUTE RESOURCES FOR A NATIVE INNER CITY HOUSING PROGRAM.

RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

THE CITY SHOULD UNDERTAKE NEGOTIATIONS WITH LOCAL REPRESENTATIVES OF THE FEDERAL DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT AND THE PROVINCIAL DEPARTMENT OF NORTHERN AFFAIRS TO ENSURE THAT MOVEMENT OF STATUS INDIANS FROM THE RESERVE TO THE CITY IS CAREFULLY MONITORED AND THAT SENIOR LEVELS OF GOVERNMENT ARE FULFILLING THEIR RESPONSIBILITIES IN TERMS OF INCOME SUPPORT PAYMENTS.

THE CITY SHOULD ALSO LOBBY THE APPROPRIATE DEPARTMENTS MENTIONED ABOVE TO ENCOURAGE THEM TO PROVIDE EMPLOYMENT PROGRAMS AND IMPROVE HOUSING CONDITIONS ON THE RESERVES.

THE CITY SHOULD NEGOTIATE WITH LOCAL NATIVE GROUPS AND M.H.R.C. TO IDENTIFY NATIVE HOUSING PROBLEMS AND TO DEVELOP A STRATEGIC HOUSING PLAN FOR THIS GROUP. STRATEGIES COULD INCLUDE:

1. THE ENCOURAGEMENT OF EXISTING SELF-HELP INITIATIVES SUCH AS KINEW.
2. PROVIDING INFORMATION AND RESOURCE ASSISTANCE, IN CO-OPERATION WITH C.M.H.C., TO HELP NEW-NON-PROFIT HOUSING GROUPS GET STARTED.
3. TO EXAMINE WITH THE NEW ECONOMIC DEVELOPMENT BOARD AND LEAP, POSSIBLE JOINT EMPLOYMENT/HOUSING PROGRAMS WHICH COULD TRAIN AND USE NATIVE LABOUR TO PROVIDE NEW AND REHABILITATED HOUSING FOR THE NATIVE COMMUNITY.

HOUSING STRATEGIES USED SHOULD ATTEMPT TO INTEGRATE RATHER THAN GHETTOIZE THE NATIVE POPULATION.

4.8 FRAGMENTATION OF HOUSING RESPONSIBILITY AT THE MUNICIPAL LEVEL
THE ISSUE OF FRAGMENTED ADMINISTRATION

4 MUNICIPAL DEPARTMENTS DEAL IN HOUSING RELATED ISSUES.

1. DEPARTMENT OF ENVIRONMENTAL PLANNING
2. DEPARTMENT OF LAND SURVEYS AND REAL ESTATE
3. DEPARTMENT OF HEALTH AND WELAFRE
4. FIRE DEPARTMENT

OF THESE MUNICIPAL DEPARTMENTS, THE DEPARTMENT OF ENVIRONMENTAL PLANNING HAS BEEN DELEGATED THE LARGEST RANGE OF RESPONSIBILITIES. HOWEVER THIS RESPONSIBILITY HAS BEEN BALKANIZED INTO SEVERAL DISTINCT DIVISIONS.

1. BUILDING INSPECTIONS BRANCH WHICH HANDLES ELECTRICAL, MECHANICAL, PLUMBING INSPECTIONS.

THE EXISTING BUILDINGS BRANCH OF THE BUILDING INSPECTIONS BRANCH LOOKS AFTER THE APARTMENT UPGRADING BY-LAW AND COLLECTS INFORMATION ON BOARDING HOUSES THROUGHOUT THE CITY.

2. THE PERMITS BRANCH ISSUES BUILDING AND DEMOLITION PERMITS.
3. ZONING IS HANDLED THROUGH 3 BRANCHES:
 - i) DEVELOPMENT APPLICATIONS WHICH ISSUES VARIANCE AND REZONING APPLICATIONS.
 - ii) ZONING ADMINISTRATION BRANCH :WHICH EMPLOYS ZONING FIELD OFFICERS AND,
 - iii) ZONING DEVELOPMENT EXAMINATION BRANCH WHICH REVIEWS APPLICATIONS AND PLANS FOR NEW DEVELOPMENT.
4. DEVELOPMENT PROGRAMS DIVISION IS COMPOSED OF THE DISTRICT PLANNERS, THE RESEARCH BRANCH, DEVELOPMENT PLANNING, URBAN DESIGN AND GRAPHICS, THE SUBDIVISION BRANCH AND THE CODES BRANCH.
5. THE NEIGHBOURHOOD IMPROVEMENT BRANCH WHICH ADMINISTERS THE SITE OFFICES OF THE N.I.P. AREAS THROUGHOUT THE INNER CITY.

OF THE THREE OTHER MUNICIPAL DEPARTMENTS,

1. THE DEPARTMENT OF LAND SURVEYS AND REAL ESTATE DEALS WITH THE MANAGEMENT OF CITY OWNED PROPERTIES, EXPROPRIATIONS, APPRAISALS AND ACQUISITIONS.
2. THE DEPARTMENT OF HEALTH AND WELFARE INSPECTS HOUSING UNDER THE MAINTENANCE AND OCCUPANCY BY-LAW, IDENTIFIES HOUSING WHICH IS SUBSTANDARD, FINDS HOUSING FOR MUNICIPAL WELFARE RECIPIENTS AND IS INVOLVED IN THE PLACEMENT AND RELOCATION OF TENANTS WHO HAVE BEEN DISPLACED DUE TO EMERGENCY SITUATIONS OR AS A DIRECT CAUSE OF THE CITY.
3. THE FIRE DEPARTMENT ENFORCES THE FIRE PREVENTION BY-LAW AND CONDUCTS A SYSTEMATIC INSPECTION PROGRAM ON AN ANNUAL BASIS.

FOUND WITHIN THE PROBLEM OF FRAGMENTATION IS:

1. AN OVERSPECIALIZATION OF THE INSPECTION PROGRAM.
2. A MULTIPLICITY OF INSPECTION BRANCHES.
3. THE LACK OF CO-ORDINATED BETWEEN DIVISIONS OVER SIMILARLY RELATED ISSUES, I.E. APARTMENT UPGRADING, INSPECTION, ENFORCEMENT, CLOSURE AND DEMOLITION.
4. AN EMPHASIS ON TECHNOCRATIC SERVICES.
5. A DE-EMPHASIS OF THE INFORMATION GATHERING, RESEARCH AND DEVELOPMENT FUNCTION.

THERE IS A NEED FOR POLITICAL POLICY FORMATION. THEREFORE A CALL FOR A STANDING COMMITTEE ON HOUSING.

THERE IS A NEED FOR AN ADMINISTRATIVE STRUCTURE TO IMPLEMENT THE HOUSING POLICY ESTABLISHED BY COUNCIL. SUCH A STRUCTURE SHOULD BE RESPONSIBLE FOR:

1. CO-ORDINATING THOSE AGENCIES WHICH ARE PRESENTLY DEALING WITH HOUSING.
2. LIASE WITH THE PROVINCIAL AND FEDERAL HOUSING AUTHORITIES.
3. PROVIDE A RESEARCH AND INFORMATION COLLECTION FUNCTION.

4. PROVIDE TECHNICAL ASSISTANCE TO PRIVATE NON-PROFIT OR COMMUNITY ORGANIZATIONS.
5. ESTABLISH LINKAGES WITH FINANCIERS TO ENSURE THEIR CO-OPERATION IN NEW PROGRAMS.
6. DEVELOP NEIGHBOURHOOD TARGET PLANNING TO ASCERTAIN AND MAKE TRANSPARENT THE PARTICULAR HOUSING NEEDS FOUND WITHIN DIFFERENT NEIGHBOURHOODS WITHIN THE CITY.

THE LACK OF MONITORING OF UPPER LEVEL GOVERNMENT ACTIVITIES IN THE LOCAL HOUSING MARKET HAS SERVED TO COMPOUND THE PROBLEMS CREATED THROUGH FRAGMENTED MUNICIPAL RESPONSIBILITY.

THE CITY HAS A ROLE IN ESTABLISHING THE DESIRED NUMBER OF HOUSING STARTS, THEIR TYPE, LOCATION, DENSITY, AND MIX.

AS SUCH, IT IS RECOMMENDED THAT THE CITY:

1. MONITOR CHANGES IN CMHC AND MHRC HOUSING POLICIES AND PROGRAMS AND REPORT THE NATURE AND LIKELY IMPACT OF THESE CHANGES TO COUNCIL.
2. UNDERTAKE TO CO-ORDINATE ALL HOUSING ACTIVITY IN THE CITY INVOLVING PUBLIC PROGRAMS.
3. MONITOR THE PROGRESS AND ADEQUACY OF HOUSING PROGRAMS IN TERMS OF MEETING THE HOUSING NEEDS OF ITS CONSTITUENTS.

CURRENTLY THERE IS NO DIRECT LOCUS OF AUTHORITY AND ACCOUNTABILITY FOR HOUSING IN THE CITY OF WINNIPEG AT BOTH THE ADMINISTRATIVE AND POLITICAL LEVELS.

A VARIETY OF ADMINISTRATIVE FRAMEWORKS ARE POSSIBLE RANGING FROM HIGHLY DECENTRALIZED NEIGHBOURHOOD BASED ORGANIZATIONS (I.E. SOMETHING SIMILAR TO THE NIP APPROACH) TO A CENTRALIZED ADMINISTRATION.

THE CITY SHOULD INITIATE RESEARCH TO EVALUATE POSSIBLE ADMINISTRATIVE STRUCTURES AND TO IMPLEMENT THAT STRUCTURE BEST SUITED TO CARRYING OUT THE RESPONSIBILITIES OUTLINED ABOVE.

4.9 FRAGMENTATION OF RESPONSIBILITY AMONGST LEVELS OF GOVERNMENT

PUBLIC SECTOR RESPONSIBILITY FOR HOUSING UNDER THE CURRENT ARRANGEMENT REMAINS PARTITIONED AMONGST ALL THREE LEVELS OF GOVERNMENT.

THE ACTIVITIES OF DIFFERING LEVELS OF GOVERNMENT ARE POORLY CO-ORDINATED LEADING TO A NUMBER OF PROBLEMS AT THE LOCAL LEVEL.

THESE PROBLEMS ARISE PRIMARILY FROM:

1. THE DISLOCATION OF UPPERLEVEL POLICY AND PROGRAM DEVELOPMENT FROM LOCAL HOUSING NEEDS AND PROBLEMS.
2. THE LACK OF SUFFICIENT LOCAL INPUT INTO TRI-LEVEL HOUSING NEGOTIATIONS.
3. THE AD HOC DESIGN AND IMPLEMENTATION OF HOUSING PROGRAMS.
4. HIGHLY RESTRICTIVE FUNDING STRUCTURES FOR HOUSING PROGRAMS.

IN THE PAST THE FAILURE TO INTEGRATE THE HOUSING ACTIVITIES OF DIFFERING JURISDICTIONS HAS LED TO:

1. HOUSING PROGRAMS WHICH WHEN OPERATIONALIZED AT THE LOCAL LEVEL FAIL TO PRODUCE DESIRED RESULTS.
2. A WIDE RANGE OF LOCAL NEEDS AND PROBLEMS WHICH ARE NOT ADDRESSED BY UPPER LEVEL POLICY AND PROGRAMS.
3. CONFLICTING PROGRAMS WHICH EXACERBATE RATHER THAN ALLEVIATE HOUSING NEEDS AND PROBLEMS. (e.g. THE APPLICATION OF MUNICIPAL CODE ENFORCEMENT, PROVINCIAL RENT REVIEW, AND FEDERAL TAXATION CHANGES FOR LAND LORDS, CONTRIBUTED TO THE LOSS OF MORE THAN 600 LOW RENT APARTMENTS IN THE INNER CITY SINCE 1975).

IN LIGHT OF THE DEFICIENCIES OF THE CURRENT STRUCTURE IT IS RECOMMENDED THAT:

1. THE CITY NEGOTIATE WITH UPPER LEVELS OF GOVERNMENT TO CLARIFY ROLES AND RESPONSIBILITIES.
2. THE CITY LEASE WITH UPPER LEVELS OF GOVERNMENT TO OBTAIN BLOCK FUNDING TO SUPPORT LOCALLY BASED PROGRAMS REQUIRED TO MEET THE CITY'S SPECIAL NEEDS.
3. THE CITY INITIATE ACTION LEADING TO THE ESTABLISHMENT OF A FORMAL TRI-LEVEL GOVERNMENT BODY RESPONSIBLE FOR INTEGRATING PUBLIC SECTOR HOUSING ACTIVITIES.

WITHIN A TRI-LEVEL FRAMEWORK THE ROLE OF THE MUNICIPALITY SHOULD BE TO:

1. IDENTIFY AND ASSIGN PRIORITIES TO LOCAL NEEDS.
2. ASSIST UPPER LEVELS OF GOVERNMENT IN THE DESIGN OF COMPREHENSIVE STRATEGIES TO MEET NEEDS.
3. ORGANIZE LOCAL HOUSING ACTORS TO FACILITATE THEIR INPUT INTO PROGRAM FORMULATION.
4. PROVIDE ADMINISTRATIVE SUPPORT FOR HOUSING PROGRAMS.
5. ESTABLISH A MECHANISM FOR MONITORING NEEDS AND EVALUATING THE EFFECTS OF HOUSING PROGRAMS.