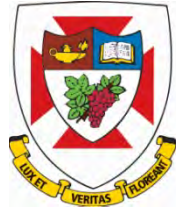


St. James-Assiniboia School Division: An Urban Futures Study

1988

The Institute of Urban Studies





THE UNIVERSITY OF
WINNIPEG

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ST. JAMES-ASSINIBOIA SCHOOL DIVISION: AN URBAN FUTURES STUDY

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**ST. JAMES-ASSINIBOIA SCHOOL DIVISION
AN URBAN FUTURES STUDY**

APRIL 1988

**Institute of Urban Studies
University of Winnipeg
515 Portage Avenue
Winnipeg, Manitoba
R3B 2E9**

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

1. Content of the Report

This Report examines the decline in enrollments in the St. James-Assiniboia School Division over the period 1971-1986. School enrollments in the Division are compared with those in other school divisions in the province and in the City of Winnipeg, factors which have contributed to the decline are identified, future enrollment scenarios for the School Division are presented and their implications assessed.

2. Catchment Areas and Enrollment Decline

For the purpose of this report, the School Division has been divided into four areas based upon the catchment boundaries of the St. James, Silver Heights/Sturgeon Creek, Westwood and John Taylor collegiates. An historical overview indicated that these areas developed during different time periods from the early part of this century to the mid 1970s. As a result, there are demographic and other differences between the catchment areas. Therefore, although all four catchment areas have experienced enrollment declines, there are significant differences in how the decline is distributed among the three levels of schools and what prospects there are for future enrollments in each catchment area.

3. Comparative Perspective on Enrollment Decline

The study has found that 50 of the province's 59 school districts and divisions have experienced a decline in enrollments during 1976-1986. However, with the exception of the Norwood School Division, no other school division in the City of Winnipeg has experienced as sharp a decline as St. James-Assiniboia which also ranks ninth in decline among the province's school divisions.

4. Demographic and Neighbourhood Change and Enrollment Decline

This report suggests that although some of the decline in enrollments in St. James-Assiniboia may be explained as resulting from the larger national trend toward ageing and smaller child populations, the intensity of the decline during 1971-1986 is rooted in the special demographic characteristics of the School Division's population and neighbourhoods. For instance, in 1971, the School Division had a disproportionately large number of school age children compared with the metropolitan area as a whole. This excess was the consequence of larger families choosing to locate in the newly developed areas of the School Division and the very rapid and extensive growth of the St. James area in the period 1951-1971. The parents of many of these children have continued to live in their homes and have "aged in place" thus preventing younger families to move into the area to replenish the stock of school age children.

5. Housing Characteristics and Enrollments

The average selling price of homes in St. James-Assiniboia is not a deterrent to young families from locating in the area. Rather, it may be the moderate turnover in some areas that prevents young families from locating. Also, there does not appear to be a direct relationship between the condition of the housing stock and the propensity of young families to locate in the area.

There appears to be a direct relationship between the presence of relatively high proportions of the 20-34 cohort and the major period of construction of an area. The contemporary design and other features of newer areas, along with availability tend to attract larger numbers of young families with school age children provided that homes are in the mid price range (\$85,000 to \$95,000 in 1988). If new development north of Saskatchewan Avenue is in the mid price range, it could attract young families with school age children.

6.0 The Moderation of Decline

Since 1981, redevelopment in the older areas of the School Division and the construction of apartments and multiple units in two of the catchment areas has resulted in an increase in the 25-34 cohort and consequently an increase in the 0-4 cohort. This activity can be expected to continue over the next five years and could further moderate the decline in enrollments. In addition, it would appear that the conservation and rehabilitation policies of the city of Winnipeg which resulted in the improvement of neighbourhoods in the eastern part of the School Division, may well have encouraged redevelopment activity and contributed toward improving the enrollment scenario.

Emphasis upon suburban planning along with the adoption of specific strategies to encourage housing intensification can provide a viable means of increasing school enrollments in existing neighbourhoods of the School Division. At the present time, *Plan Winnipeg* is deficient in this respect.

7. Urban Development and Enrollments

In exploring the relationship between residential development and school enrollments in Winnipeg, the study found that enrollments increased between 1981 and 1986 in several Winnipeg school divisions including Assiniboine South, Fort Garry, St. Vital, Seven Oaks and to a lesser degree Winnipeg #1 and River East. All of these divisions experienced an overall increase in population due to new development/redevelopment during the period. Student enrollments declined in all of those Winnipeg school divisions where there was little or no recent development. Winnipeg school divisions with only limited room for expansion, such as Norwood and St. James-Assiniboia have had the most significant overall enrollment declines.

It should, however, be pointed out that new development within a school division does not necessarily lead to increased student enrollments. For example, in the Transcona-Springfield School Division the population increased during 1981-1986, yet student enrollments declined marginally. Similarly, despite

considerable residential development and population growth between 1971 and 1981, Winnipeg school divisions such as St. Vital, Fort Garry, and River East all experienced a decline in student enrollments during the period.

Population growth does not always prevent school or wing closures either. Winnipeg school divisions such as River East, Fort Garry and Seven Oaks experienced both school closures (or conversions) and school openings during the 1976 to 1986 period.

8. Future Enrollment Scenarios and Implications

The report presents two alternative future enrollment scenarios for the School Division. The first scenario assumes the Urban Limit Line will be relocated to allow residential and industrial development north of Saskatchewan Avenue. The mandate of the report did not include an assessment of the planning implications or economic feasibility of allowing development in this area but the report does assess the impact of possible residential development on the School Division.

In this first scenario, residential development north of Saskatchewan Avenue could result in a wide range of enrollment possibilities for the School Division. A low enrollment from such development, assuming that the development captures 15% of the total market for new homes in Winnipeg during 1991-1996, could provide an estimated 545 pupils of whom 261 could be elementary school pupils. If the most optimistic estimates materialize and the development captures 30% of the market, the Division could be looking at 2,199 pupils of whom 1,053 could be elementary school pupils. If development continues in the 1996 to 2001 period and the same market capture rates are maintained the more conservative estimate would result in an additional enrollment of 468 of whom 258 would be elementary students. The more optimistic estimate results in 1892 students of whom 906 are elementary.

Should the low estimates materialize, the Division could be bussing about 260 elementary school pupils to older schools in the Division for 3 to 5 years. If the high estimates materialize, new schools will have to be built but older schools

may still have to be closed prior to 1996. In either case, there is no significant or long term solution to the problem of declining enrollments in existing schools. However, one advantage for the School Division would be that by opening new schools in new areas, it would be possible to redeploy a portion of the existing staff who could otherwise stand to lose their jobs as a result of school closures in the older areas.

Assuming that residential development proceeds north of Saskatchewan Avenue up to 40% of the buyers may come from existing residential areas of the School Division as was the case with recent contiguous residential areas near the Lindenwoods development. An estimated 884 to 1,770 homes vacated by these buyers will then come on the market for new households in the period 1991-2001. The most desirable scenario from the School Division's perspective would be that these older homes are bought by young families with school age children and they will help in moderating the declining enrollments in existing schools.

The second enrollment scenario presented in this report has been constructed on the assumption that there may not be any new residential development north of Saskatchewan Avenue and that school enrollments over the next 10 years will most likely be determined by the processes of continuing demographic and suburban change in the School Division. According to this scenario, by 1996, the enrollment decline in elementary and junior high schools in St. James and Silver Heights is likely to abate and net increases may occur. In the two other catchment areas - Westwood and John Taylor, elementary and junior high school enrollments will continue to decline. The decline in elementary schools is expected to be moderate while the decline will be almost 50% in junior high schools. Senior high school enrollments in all catchment areas will continue to decline. St. James and Westwood would each have fewer than 300 students in senior high school, although by revising the grade configuration and adding junior high school students to senior high schools (grades 9 to 12) enrollments have been kept above that level and this has helped to maintain program viability in these schools. This, however, is only a shifting of enrollment from one level to another and does not address the overall ratio of enrollment to installed capacity.

At the present time, there is considerable duplication in the service areas of elementary schools and there are more secondary schools per elementary school than required on the basis of the ratio of elementary to secondary school population. Significant rationalization will be required both in the distribution of elementary schools and in their ratio to high schools, in order to achieve better utilization of installed capacity.

Section 1.0

INTRODUCTION

1.0 INTRODUCTION

In June 1987, the St. James-Assiniboia School Division requested the Institute of Urban Studies (IUS) at the University of Winnipeg to prepare a proposal for a study to examine enrollment scenarios in the School Division over the next 10 years.

The study proposal prepared by IUS was discussed with members of the St. James-Assiniboia School Division and suitably altered to reflect the needs of the School Division. Subsequently, IUS developed a detailed task description to clarify the study process and its components.

This section sets out the objective of the study, the issues to be examined and describes the study process and components. In addition, the structure of this report is explained to guide the reader.

1.1 Study Objective

The objective of the study is to undertake an analysis of the St. James-Assiniboia School Division with a view to:

- (i) comparing the decline in enrollments in the St. James-Assiniboia School Division with enrollment trends in other school divisions in the City.
- (ii) examining anticipated decline in enrollments, i.e. interpreting the effect of factors such as demographic trends, housing characteristics and urban development policies on population growth or decline.
- (iii) identifying factors which will influence future enrollments in the School Division and constructing future population and enrollment scenarios.
- (iv) Identifying the Implications of (iii) above for the School Division.

1.2 Issues to be Examined

After a review of related literature and in consultation with the School

Division IUS identified the following as the main issues to be examined in the study:

- (i) the effect of demographic and suburban change on enrollments, i.e. the effect of the Canadian demographic trend toward smaller child populations and ageing of population along with the effects of suburban processes such as ageing in place, redevelopment, etc.
- (ii) the effect of housing characteristics on school enrollments, i.e. the effect of home prices on location decisions of young families along with the effect of age of housing and housing conditions on location decisions.
- (iii) the effect of urban development policies of the City of Winnipeg on enrollments, i.e. the effect of the Urban Limit Line of Plan Winnipeg which seeks to contain urban growth within the existing serviced areas of the City and the effect of rehabilitation and conservation policies.
- (iv) enrollment scenarios for the School Division taking into account the possibilities for contiguous residential development outside the currently urbanized area.

1.3 Study Process and Components

Figure 1 (p.5) provides an overview of the various steps in the study process and the components of each step.

At the outset, IUS delineated the units for which data were to be collected and identified the various data sources and components. Data were collected from sources such as census publications, planning reports, real estate records, enrollment records, etc., as well as through interviews with real estate agents, officials of school divisions, municipal and provincial government officials.

Data collected through records, published sources and interviews were analyzed to compare enrollments in different school divisions, to provide a historical perspective on change in the School Division, and to construct and analyze demographic, economic, household and dwelling unit profiles of catchment areas. These analyses helped in identifying important similarities and differences between catchment areas and factors which constitute such similarities and differences.

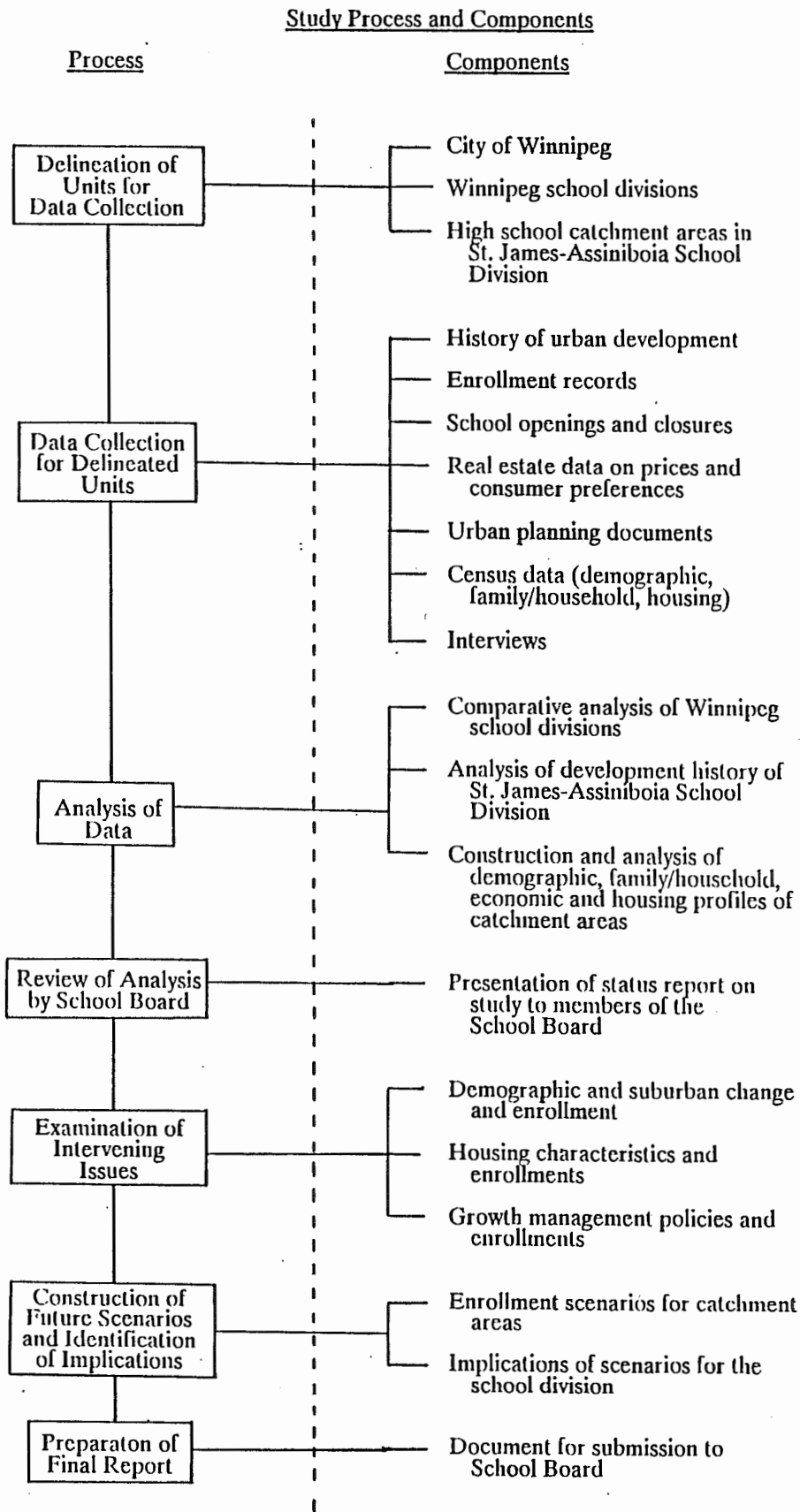
A status report on data analyses was presented to members of the School Board and major findings were reviewed.

The three major issues set out in 1.2 above, were examined in the light of the analyses to identify factors which are likely to influence school enrollments over the period 1986-2001. These factors, along with the profiles of catchment areas were then used to construct enrollment scenarios for the School Division over the period 1986-2001 and the implications of the scenarios for the School Division were identified.

1.4 Structure of This Report

In addition to this section, this report consists of four other sections. Section 2 compares the enrollment change in St. James-Assiniboia with change in other school divisions in the City. Section 3 discusses the demographic, economic, household, dwelling unit and physical profiles of catchment areas in the School Division and points out the similarities and differences. Section 4 examines the intervening issues in enrollment decline and identifies factors which are likely to influence school enrollments in the School Division over the period 1986-2001. Section 5 provides the likely enrollment scenarios for the various catchment areas of the School Division and identifies implications of these scenarios for the School Division.

FIGURE 1



Section 2.0

**ST. JAMES ASSINIBOIA SCHOOL DIVISION:
A COMPARATIVE PROFILE**

2.0 ST.JAMES-ASSINIBOIA SCHOOL DIVISION: A COMPARATIVE PROFILE

2.1 Background

Bounded by Saskatchewan Avenue and Brooklands to the North, the Assiniboine River and the city boundary to the South, St.James Avenue to the east and the City boundary to the west, St.James-Assiniboia is geographically the largest school division in the City of Winnipeg (Figure 2 p.21). The product of the January 1 1969 amalgamation of the St.James and the Assiniboine North School Divisions, St.James-Assiniboia accounts for almost 11% of Winnipeg's kindergarten to grade 12 student population and, with the exception of Winnipeg #1, St.James-Assiniboia operates the largest number of schools in Winnipeg's public school system (Table 6 p.19).

For the purpose of this study, the St. James-Assiniboia School Division is considered to be comprised of two areas (Figure 12 p.65):

- (i) the urbanized core which lies north of the Assiniboine River bounded on the east by St. James Street and on the west by the Perimeter Highway. All but one of the schools operated by the School Division lie in this area.
- (ii) the rural part which binds the urbanized core on the north and on the west and within which lies the community of Headingley where the School Division operates one elementary school.

Since the emphasis of this study is upon enrollments in the urbanized core, the core has been divided into four areas - St. James Collegiate, Silver Heights Collegiate, Westwood Collegiate and John Taylor Collegiate. Each of these four areas represents the catchment area for the four senior high schools operated by the School Division. The Silver Heights catchment area also includes the Sturgeon Creek Regional Secondary School which serves the entire School Division for certain specialized programs such as adult education and vocational education (Figure 2 p.21).

2.2 Historical Perspective on Change in St. James-Assiniboia School Division

2.2.1 The Beginnings

About 150 years ago, the Hudson's Bay Company granted lands lying on the north banks of the Assiniboine River to a depth of 4 miles between the then western boundary of Winnipeg (approximately Arlington Street) and Headingley. The grant was incorporated in 1880 as the Rural Municipality of Assiniboia. Within this grant, the area between Omand's Creek to the East and the present Sturgeon Road to the west had been granted to the Church of England. This grant, called the Parish of St. James, included the present catchment areas of the St. James Collegiate and Silver Heights Collegiate as well as the area in which the Sturgeon Creek Regional Secondary School is located (Figure 2 p.21).

As Winnipeg grew and thoroughfares developed, the north east corner of the R.M. of Rosser (the present Brooklands area) and the eastern part of the parish of St. James (the catchment area of the St. James Collegiate) were urbanized (Figure 3 p.22). At the turn of the century, St. James-Assiniboia had a population of 614 (Table 1 p.14).

2.2.2 The Pre World War II Period

By 1911, the population of St. James-Assiniboia had grown to 6016 and doubled by 1921 to 12,769 (Table 1 p.14, Figure 3 p.22). Almost all of this growth was accommodated in Brooklands and in the eastern part of St. James - in the St. James Collegiate catchment area. During this period, five schools were built - Butterworth in Brooklands, Britannia, Linwood and Assiniboine in the eastern part of St. James and St. Charles in the R.M. of Assiniboia (Table 2 p.15). St. James became the largest organized area in the Winnipeg Metropolitan region. Its share of Winnipeg's population quadrupled from 1.4% in 1901 to 5.6% in 1921. The urbanization of St. James created the need for separate service facilities and in 1921, St. James separated from the R.M. of Assiniboia and was incorporated. In that same year, Brooklands also separated from the R.M. of Rosser and was incorporated as a village.

After incorporation, St. James and Brooklands continued to develop as residential suburban areas while Assiniboia remained essentially rural. By 1931, the growth had slowed down and during the following decade the population of St. James-Assiniboia actually declined. In 1931, the population stood at 18,100. Of this, some 2,000 resided in the rural part of the area.

One of the important developments during the period was the acquisition in 1928, of 160 acres of land in the northern part of St. James to establish the Winnipeg International Airport. In 1939, when World War II broke out, the airport was extended by another 175 acres and a Royal Canadian Air Force Base was established.

2.2.3 A Quarter of a Century of Growth: Post War Period to 1971

During the post war period, extensive residential development took place in St. James-Assiniboia. Prior to 1950, most of the eastern part of St. James was built up and homes were built in the southern part of the Silver Heights Collegiate catchment area and in the northern part of Woodhaven. These developments tended to cluster along Portage Avenue because there was no major thoroughfare in the northern part of the School Division. In 1950, the St. James Collegiate was built to provide high school education for children in St. James-Assiniboia (Table 2 p.15).

During the post war period leading up to 1951, the population of St. James-Assiniboia had increased by 38.9% over the 1941 population and stood at 25,138. St. James-Assiniboia grew at twice the rate of the Winnipeg metropolitan area, indicating that it received a large share of the metropolitan growth.

During 1951-1961, St. James experienced a period of tremendous growth. Its population grew by 76.8% to 44,434 compared with the metropolitan growth rate of 34.4%. Most of this growth was in the Silver Heights and Westwood catchment areas although some homes were also built near Portage Avenue in the John Taylor catchment area and in the northern portion of the St. James catchment area. During this period, ten new schools were added - one in St.

James (Deer Lodge), one in John Taylor (Kirkfield Park), two in Westwood (Lincoln and Birchwood), four in Silver Heights (Strathmillan, Woodhaven, Jameswood and Golden Gate) and two collegiates - Silver Heights and Westwood (Figure 4 p.23). This period witnessed a large number of additions to existing schools (Table 2 p.15).

One of the important events of the 1951-1961 period was the development of the present industrial area east of the airport which links St. James with Brooklands. It is believed that this development provided the impetus for continued growth in St. James-Assiniboia despite a slowdown in the metropolitan area.

Although during the period 1961-1971, the metropolitan area grew by only 13.5%, St. James-Assiniboia grew by 57.8% and received almost a third of the metropolitan growth. Growth was more rapid during 1961-1966 than during 1966-1971. In 1971, the population of St. James-Assiniboia stood at 70,110. During this decade 21 new schools including the John Taylor Collegiate and the Sturgeon Creek Regional Secondary School were built in Silver Heights, Westwood and John Taylor catchment areas. The St. James catchment area acquired the Stevenson Elementary Junior High School and Brooklands acquired the Brooklands Junior High Collegiate. Several additions were also made to existing schools.

In 1971, the school enrollment in St. James-Assiniboia peaked at 20,679 or 29.5% of the population of the Division (Table 3 p.16). An important event during the sixties was the amalgamation of St. James and Brooklands in 1967 to form the City of St. James. Also, in 1969, the amalgamated City of St. James merged with the R.M. of Assiniboia which contained the urbanized areas of Westwood and John Taylor Collegiate, to form the Municipality of St. James-Assiniboia. The two school divisions which served these areas, the St. James and the Assiniboine North Divisions, were also amalgamated to constitute the present St. James-Assiniboia School Division.

2.2.4 The End of Growth

By 1971, most of the land in the urbanized core of the School Division had been developed except for small portions east of Sturgeon Creek and pockets in Westwood and John Taylor catchment areas. Most of these areas were developed during the first half of the 1970s. Although enrollments declined 10% during 1971-1975, two new schools were built - one in Silver Heights/Sturgeon Creek (Spring Valley Junior High) and one in John Taylor (Alexander Ross). Five additions to existing schools were also made. In 1976, the population of St. James-Assiniboia was 70,340 representing a growth rate of only 0.3% compared with 4.8% for the metropolitan area.

Between 1976 and 1981, the population of St. James-Assiniboia declined by 3.7% to 67,720 although the Winnipeg metropolitan area grew by 0.6%. School enrollments declined dramatically during this period to 13,909 or 20.5% of the population. The School Division closed 2 schools and 5 wings of buildings during this period (Table 2 p.15, Figure 2 p.21).

Two important events took place during 1971-1981. First, in 1972, the Municipality of St. James-Assiniboia, and other municipalities in the Winnipeg metropolitan area were amalgamated to form the City of Winnipeg. Second in 1981, the City of Winnipeg adopted Plan Winnipeg - a development plan to guide its growth to the year 2001. One of the policies of Plan Winnipeg is to contain urban development within areas which are already serviced by municipal utilities. These areas are contained within the Urban Limit Line which runs along the northern and western boundaries of the urbanized core in the St. James-Assiniboia School Division.

During the period 1981 to 1986, St. James-Assiniboia's rate of population decline moderated from 3.7% over the previous 5 year period to 1.5% for a 1986 population of 66,685. Winnipeg grew by 5.3% during this period. School enrollments in St. James-Assiniboia declined by 14.6% to 11,875 or 18.49% of the population. The School Division closed 5 schools and 2 wings during this period and the utilization of the remaining schools is only 67.5%.

2.3 Enrollments: A Comparison Between St. James-Assiniboia and Other Winnipeg Divisions

In recent years, the Board of the St.James-Assiniboia School Division has become concerned with the division's declining enrollments. From a peak of 20679 in 1971, St.James-Assiniboia's student population declined to only 11875 in 1986 (Table 4 p.17). This represents an average annual decline of about 587 students. Only in 1976 did the division's student population show an overall increase from the preceding year.

In 1971, when the St.James-Assiniboia student population peaked, the School Division operated 37 schools, most (23) held between 500 to 1000 students. By 1976 when both elementary and junior high enrollments had started to decline, the School Division maintained 39 schools. By this time however, most schools (22) contained fewer than 500 students. Although the School Division's current student population is almost 43% less than the 1971 peak, it maintains 30 schools, the overwhelming majority (25) contain fewer than 500 students. In fact, 1986-1987 enrollments indicate the School Division is utilizing only two thirds of its existing classroom capacity (Table 4 p.17).

The board of the St.James-Assiniboia School Division has taken measures to address the School Division's declining student enrollments. Between 1976 and 1986, the Board closed a total of 14 schools/school wings (Figure 5 p.18). Most closures occurred in the oldest sections of the School Division i.e. the original St.James School Division. However, the Board also closed a number of schools in Westwood - a relatively new area of the division (post 1960). Board actions in Westwood resulted in the closure of schools built between 1963 and 1969.

Declining school enrollments are not uncommon to Winnipeg or to Manitoba. As Table 5 (p.18) indicates, most school divisions in the City and the Province are experiencing a decline. Overall student enrollments in Winnipeg have declined by 9.4% since 1976 while provincial enrollments have declined by 11.5%. With the exception of Norwood School Division no Winnipeg school divisions has experienced as significant a decline in student enrollments as St.James-Assiniboia.

In spite of significant overall provincial enrollment declines, grade 7 to 9 and 10 to 12 student populations in Manitoba have increased marginally since 1981 (Figure 6 p.25). Additionally, nursery to grade 6 enrollment declines have moderated during this period. This recent moderation in the provincial trend toward declining enrollments is most probably a result of increased northern student enrollments (particularly in elementary grades) and the migration of persons from Western provinces to Manitoba. The combination of these factors has resulted in a 1981 to 1986 provincial student population decline of only 0.9% compared with a decline of 11.1% over the previous five year period.

Enrollments increased between 1981 and 1986 in most Winnipeg school divisions including Assiniboine South, Fort Garry, St. Vital, Seven Oaks and to a lesser degree Winnipeg #1 and River East (Tables 5 p.18 and 6 p.19). These divisions differ from St. James-Assiniboia in that they all experienced an overall increase in population due to new development/redevelopment during the period (Table 7 p.20). Student enrollments have declined in all of those Winnipeg school divisions where there has been little or no recent development and where populations have declined rather than increased (Tables 6 p.19 and 7 p.20). Winnipeg school divisions with only limited room for expansion, such as Norwood and St. James-Assiniboia have had the most significant overall enrollment declines.

New development within a school division does not necessarily lead to increased student enrollments. For example, in the Transcona-Springfield School Division, the population increased by 9.6% during 1981-1986 yet student enrollments declined marginally by 0.1% (Tables 6 p.19 and 7 p.20). Similarly, despite considerable residential development and population growth between 1971 and 1981, Winnipeg school divisions such as St. Vital, Fort Garry, and River East all experienced a decline in student enrollments during the period.

Population growth does not always prevent school or wing closures either. Winnipeg school divisions such as River East, Fort Garry and Seven Oaks experienced both school closures (or conversions) and school openings during the 1976 to 1986 period (Table 6 p.19).

Table 1

Population Change: St. James-Assiniboia School Division

Year	St.James Assiniboia Population	% Change	Metropolitan Winnipeg Population	% Change	St.James-Assiniboia as a % of Metro Winnipeg
1901	614		44,359		1.4
1911	6,016	879.8	143,518	223.5	4.2
1921	12,769	112.8	229,212	59.7	5.6
1931	18,563	45.4	294,905	28.7	6.3
1941	18,100	-2.5	302,024	2.4	6.0
1951	25,139	38.9	354,069	17.2	7.1
1961	44,434	76.8	475,989	34.4	9.3
1966	59,255	33.4	499,878	5.0	11.8
1971	70,110	18.3	535,233	7.1	13.1
1976	70,340	0.3	560,874	4.8	12.5
1981	67,720	-3.7	564,470	0.6	12.0
1986	66,685	-1.5	594,551	5.3	11.2

Source: Statistics Canada

Table 2

Schools by Year of Construction Showing Year of Additions, Year of Closure and Number of Classrooms

Name of School	Year of Construction	Year of Addition	No. of Classrooms	Year of Closure
1 Butterworth-Krawchuk (now Brooklands)	1911	1955, 1958, 1974	24	Cressy closed late 1960's
2 Britannia	1912	1954, 1961	36	Closed Main Bldg 1978/79, Closed Wing 1981/82
3 Linwood	1912	1954	26	Closed Wing 1978/79
4 St. Charles	1921	1956, 1959	10	Closed 1983
5 Assiniboine	1929	1968	24	Closed JH. 1976
6 St. James Collegiate	1950	1954, 1958, 1963, 1966	45	Annex closed 1972-1981
7 Kirkfield Park	1953	1956	11	Special needs 1967
8 Strathmillan	1953	1954, 1955, 1961	38	Wing closed 1980
9 Woodhaven	1955		7	Closed 1984
10 Deer Lodge	1957	1960	24	Closed 1982
11 Jameswood	1957	1967	22	
12 Silver Heights	1957	1965	35	
13 Lincoln	1958	1970, 1973	31	
14 Birchwood	1959		8	Closed 1977
15 Golden Gate	1959	1960	33	
16 Westwood	1960	1965, 1973	46	
17 Bannatyne	1962	1970	20	
18 Buchanan	1963	1965, 1969	31	
19 Crestview	1963		24	
20 Phoenix	1963		7	
21 Robert Browning	1963		23	
22 Brooklands (on King Edward St.)	1964	1964	12	Closed Senior High 1971-1972 Closed Junior High 1979-1980
23 Athlone	1965	1967	24	
24 John Taylor	1965	1976	42	
25 Ness	1965		29	
26 Sansome	1965		29	
27 Allard	1967		25	Closed 1986
28 Arthur Oliver	1967		14	
29 Heritage	1967		24	
30 Voyageur	1967		24	
31 Bedson	1969		22	Closed 1986
32 Bruce	1969		22	
33 Columbus	1969		11	Closed 1982
34 Hedges	1969		33	
35 Lakewood	1970	1977	24	
36 Stevenson	1970		18	Junior High Closed /82
37 Sturgeon Creek	1970		42	
38 Spring Valley	1974		20	
39 Alexander Ross	1975		23	

Source: St. James-Assiniboia School Division No. 2.

Table 3

Population and Enrollment Change and Proportion of Selected Age Cohorts 1971-1986, St. James-Assiniboia School Division

Year	Population		0-4 Cohort as % of		5-19 Cohort as % of		25-34 Cohort as % of		35-44 Cohort as % of		Enrollments % of			
	Total	% Change	Total	Pop.	Total	Pop.	Total	Pop.	Total	Pop.	Total	% Change	Pop.	5-19
1971	70,110	+18.3	6,060	8.6	22,755	32.4	9,755	13.9	9,445	13.5	20,679	+44.9	29.5	90.8
1976	70,340	+0.3	4,570	6.5	21,080	30.0	9,350	13.3	9,205	13.1	18,620	-9.9	26.5	88.3
1981	67,720	-3.7	3,510	5.2	17,035	25.2	9,205	13.1	8,550	12.6	13,904	-25.3	20.5	81.7
1986	66,685	-1.5	3,545	5.3	13,235	19.8	10,465	15.7	8,585	12.9	11,875	-14.6	17.8	89.7

Source: Statistics Canada

TABLE 4

ST.JAMES-ASSINIBOIA SCHOOL DIVISION NO.2, ENROLLMENT PROFILE

YEAR	ENROLLMENT	DECLINE
1971	20679	
1972	20294	385
1973	19831	463
1974	19184	647
1975	18068	1116
1976	18620	+552
1977	17879	741
1978	16795	1084
1979	15931	864
1980	14631	1300
1981	13909	722
1982	13505	404
1983	13129	376
1984	12663	466
1985	12216	447
1986	11875	341

YEAR	SCHOOLS	STUDENTS	NUMBER OF STUDENTS		
			<500	500-1000	>1000
1971	37	20679	14	23	0
1976	39	18620	22	16	1
1986	30	11875	25	4	1

CATCHMENT AREA	1986 ENROLLMENT	OPTIMUM CAPACITY	1986 % CAPACITY
ST.JAMES	1838	2933	62.7
SILVER HEIGHTS	3942	6222	63.4
WESTWOOD	2098	2913	72.0
JOHN TAYOR	3881	5392	72.0
PHOENIX	116	134	86.6
TOTAL	11875	17594	67.5

SOURCE: St.James-Assiniboia School Division No. 2. Long Range Plan School Accommodation and Staff Requirements: A Five Year Student Enrolment Projection. December 1986.

Table 5

RANKED VARIATION IN OPENING ENROLLMENT PER SCHOOL DIVISION AND DISTRICT (1976-1986)

Division/District	Opening Enrollment (September, 1976)	Opening Enrollment (September, 1986)	Proportionate Variation (1976-1986)	Division/District	Opening Enrollment (September, 1976)	Opening Enrollment (September, 1986)	Proportionate Variation (1976-1986)
Pineimuta #2416	123	66	-46.3%	Souris Valley #42	1411	1163	-17.6%
Shilo #2316	828	456	-44.9%	Dauphin-Ochre #33	3147	2604	-17.3%
Churchill #2264	476	275	-42.2%	Midland #25	2105	1756	-16.6%
Harold Edwards #2340	143	83	-42.0%	Tiger Hills #29	1722	1438	-16.5%
Norwood #8	2384	1413	-40.7%	Flin Flon #46	2092	1756	-16.1%
Lynn Lake #2312	639	381	-40.4%	Rhineland #18	1588	1356	-14.6%
Boundary #16	1324	828	-37.5%	Portage la Prairie #24	4317	3703	-14.2%
Sprague #2439	297	189	-36.4%	Morris-Macdonald #19	1774	1552	-12.5%
St.James-Assiniboia #2	18319	11946	-34.8%	Snow Lake #2309	493	434	-12.0%
Pelly Trail #37	1885	1232	-34.6%	Kelsey #45	2976	2639	-11.3%
White Horse Plain #20	1563	1053	-32.6%	Mystery Lake #2355	4530	4037	-10.9%
Duck Mountain #34	1545	1050	-32.0%	Winnipeg #1	38770	35215	-9.2%
Mountain #28	1808	1234	-31.7%	Lord Selkirk #11	5375	5070	-5.7%
Turtle Mountain #44	2229	1579	-29.2%	Transcona-Springfield #12	8546	8119	-5.0%
St.Boniface #4	8654	6291	-27.3%	River East #9	14036	13636	-4.8%
Intermountain #36	2359	1754	-25.6%	Leaf Rapids #2460	542	522	-3.7%
Evergreen #22	2482	1857	-25.2%	Brandon #40	8054	7904	-1.9%
Turtle River #32	2073	1551	-25.2%	Interlake #21	3372	3359	-0.4%
Fort la Bosse #41	2652	2027	-23.6%	Frontier #48	5668	5660	-0.1%
Pembina Valley #27	1088	832	-23.5%	Gypsumville #2461	79	79	0.0%
Pine Falls #2155	249	191	-23.3%	Fort Garry #5	6544	6782	3.6%
Rolling River #39	2965	2280	-23.1%	Hanover #15	5053	5273	4.4%
Red River #17	1571	1219	-22.4%	Western #47	1291	1409	9.1%
Lakeshore #23	2249	1750	-22.2%	Seine River #14	4155	4549	9.5%
Pine Creek #30	1984	1552	-21.8%	Assiniboine South #3	5661	6408	13.2%
Birdtail River #38	2016	1578	-21.7%	Seven Oaks #10	7346	8347	13.6%
Antler River #43	1577	1249	-20.8%	St.Vital #6	7347	8479	15.4%
Agassiz #13	3559	2821	-20.7%	Garden Valley #26	2175	2681	23.3%
Swan Valley #35	2911	2348	-19.3%				
Whiteshell #2408	645	528	-18.1%	City of Winnipeg	122932	111433	-9.4%
Beautiful Plains #31	2142	1763	-17.7%	Province of Manitoba	224908	199033	-11.5%

Source: Submission to the Government of Manitoba by the Manitoba Teacher's Society Regarding the Cost-Effectiveness of the Manitoba Public School System and the Revenue Capacity of the Manitoba Provincial Treasury. April 1987.

Table 6

Enrollment Change (1961-1986) Winnipeg School Divisions

School Division	Enrollments									Schools			
	1961	1971	% Change 1961-1971	1976	1981	% Change 1971-1981	1986	% Change 1981-1986	% Change 1976-1986	1971	1976	1981	1986
Winnipeg	48,134	45,607	-5.2	38,770	33,806	-25.9	35,215	4.2	-9.2	82	82	80	82
St. James-Assiniboia	11,292	20,869	84.8	18,319	14,084	-32.5	11,946	-15.2	-34.8	37	39	37	31
Assiniboine South	1,995	4,419	121.5	5,661	5,867	32.8	6,408	9.2	13.2	10	13	13	13
St. Boniface	5,014	9,275	85.0	8,654	7,186	-22.5	6,291	-12.5	-27.3	15	18	18	15
Fort Garry	3,891	6,335	62.8	6,544	6,302	-0.5	6,782	7.6	3.6	12	14	16	16
St. Vital	6,041	7,595	25.7	7,347	7,417	-2.3	8,479	14.3	15.4	13	17	17	19
Norwood	2,346	2,975	26.8	2,384	1,625	-45.4	1,413	-13.0	-40.7	7	7	7	7
River East	8,306	13,389	61.2	14,036	13,132	-1.9	13,363	1.8	-4.8	26	27	28	29
Seven Oaks	5,146	6,823	32.3	7,346	7,687	12.7	8,347	8.6	13.6	17	18	19	21
Transcona-Springfield	4,505	8,662	92.3	8,546	8,171	-5.7	8,119	-0.6	-5.0	17	21	22	21
City of Winnipeg	96,670	125,949	30.3	117,607	105,277	-16.4	106,363	1.0	-9.6	236	256	257	254

Source: Manitoba Department of Education, Finance Board Records.

Table 7

Population Change and Periods of Construction, Winnipeg School Divisions

School Division	% Population Change	% Population Change	% Population Change	% Population Change	Pre 1946	Period of Construction (1981) % of Housing Stock		
	1961-1971	1971-1981	1976-1986	1981-1986		1946-1960	1961-1970	1971-1981
Winnipeg	-14.2	-15.6	-4.3	2.9	44.3	26.9	13.4	15.4
St. James-Assiniboia	57.8	3.4	-5.2	-1.5	13.7	26.2	36.9	23.2
Assiniboine South	96.2	89.1	41.3	17.8	4.9	11.8	24.8	58.5
St. Boniface	--	-0.2	-4.9	-1.5	13.1	24.3	35.5	27.0
Fort Garry	49.0	35.9	11.2	9.4	5.5	21.6	22.9	50.0
St. Vital	20.9	32.7	28.4	16.7	15.0	21.6	19.4	44.1
Norwood	--	-23.8	-16.8	-4.3	51.2	34.7	10.2	3.9
River East	25.4	34.3	13.3	5.2	9.3	26.7	23.1	40.9
Seven Oaks	--	53.0	29.1	10.1	11.9	27.2	18.4	42.5
Transcona-Springfield	57.8	15.1	11.9	6.9	13.2	25.1	30.3	31.3
City of Winnipeg	13.5	--	8.1	--	24.3	25.4	21.3	29.0

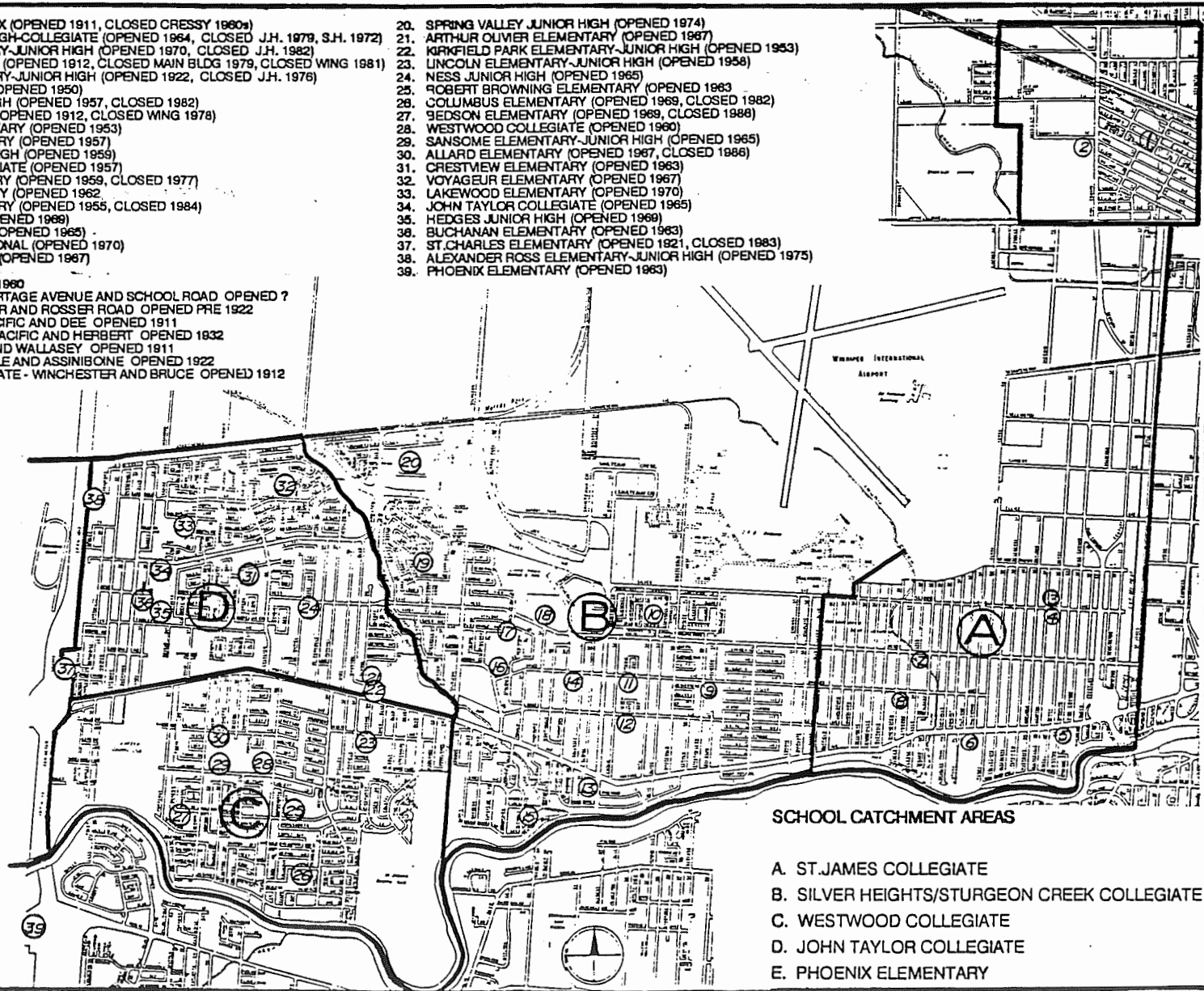
Source: Statistics Canada

FIGURE 2

ST. JAMES-ASSINIBOIA SCHOOL DIVISION NO. 2

- | | |
|---|---|
| 1. BUTTERWORTH COMPLEX (OPENED 1911, CLOSED CRESSY 1960s) | 20. SPRING VALLEY JUNIOR HIGH (OPENED 1974) |
| 2. BROOKLANDS JUNIOR HIGH-COLLEGIATE (OPENED 1964, CLOSED J.H. 1979, S.H. 1972) | 21. ARTHUR OUVIER ELEMENTARY (OPENED 1967) |
| 3. STEVENSON ELEMENTARY-JUNIOR HIGH (OPENED 1970, CLOSED J.H. 1982) | 22. KIRKFIELD PARK ELEMENTARY-JUNIOR HIGH (OPENED 1953) |
| 4. BRITANNIA ELEMENTARY (OPENED 1912, CLOSED MAIN BLDG 1979, CLOSED WING 1981) | 23. LINCOLN ELEMENTARY-JUNIOR HIGH (OPENED 1958) |
| 5. ASSINIBOINE ELEMENTARY-JUNIOR HIGH (OPENED 1922, CLOSED J.H. 1976) | 24. NESS JUNIOR HIGH (OPENED 1965) |
| 6. ST. JAMES COLLEGIATE (OPENED 1950) | 25. ROBERT BROWNING ELEMENTARY (OPENED 1983) |
| 7. DEER LODGE JUNIOR HIGH (OPENED 1957, CLOSED 1982) | 26. COLUMBUS ELEMENTARY (OPENED 1969, CLOSED 1982) |
| 8. LINWOOD ELEMENTARY (OPENED 1912, CLOSED WING 1978) | 27. SEDSON ELEMENTARY (OPENED 1969, CLOSED 1988) |
| 9. STRATHMILLAN ELEMENTARY (OPENED 1953) | 28. WESTWOOD COLLEGIATE (OPENED 1960) |
| 10. JAMESWOOD ELEMENTARY (OPENED 1957) | 29. SANSOME ELEMENTARY-JUNIOR HIGH (OPENED 1965) |
| 11. GOLDEN GATE JUNIOR HIGH (OPENED 1959) | 30. ALLARD ELEMENTARY (OPENED 1967, CLOSED 1986) |
| 12. SILVER HEIGHTS COLLEGIATE (OPENED 1957) | 31. CRESTVIEW ELEMENTARY (OPENED 1963) |
| 13. BIRCHWOOD ELEMENTARY (OPENED 1959, CLOSED 1977) | 32. VOYAGEUR ELEMENTARY (OPENED 1967) |
| 14. BANNATYNE ELEMENTARY (OPENED 1962) | 33. LAKEWOOD ELEMENTARY (OPENED 1970) |
| 15. WOODHAVEN ELEMENTARY (OPENED 1955, CLOSED 1984) | 34. JOHN TAYLOR COLLEGIATE (OPENED 1965) |
| 16. BRUCE JUNIOR HIGH (OPENED 1968) | 35. HEDGES JUNIOR HIGH (OPENED 1969) |
| 17. ATHLONE ELEMENTARY (OPENED 1965) | 36. BUCHANAN ELEMENTARY (OPENED 1963) |
| 18. STURGEON CREEK REGIONAL (OPENED 1970) | 37. ST. CHARLES ELEMENTARY (OPENED 1921, CLOSED 1983) |
| 19. HERITAGE ELEMENTARY (OPENED 1987) | 38. ALEXANDER ROSS ELEMENTARY-JUNIOR HIGH (OPENED 1975) |
| | 39. PHOENIX ELEMENTARY (OPENED 1963) |

- SCHOOLS CLOSED PRIOR TO 1960
- STURGEON CREEK - PORTAGE AVENUE AND SCHOOL ROAD OPENED ?
 - WOODSWORTH - GEYSER AND ROSSER ROAD OPENED PRE 1922
 - BROOKLANDS RED - PACIFIC AND DEE OPENED 1911
 - BROOKLANDS WHITE - PACIFIC AND HERBERT OPENED 1932
 - BANNATYNE - LOUISE AND WALLASEY OPENED 1911
 - WOODHAVEN - GLENDALE AND ASSINIBOINE OPENED 1922
 - ST. JAMES AND COLLEGIATE - WINCHESTER AND BRUCE OPENED 1912



- SCHOOL CATCHMENT AREAS
- A. ST. JAMES COLLEGIATE
 - B. SILVER HEIGHTS/STURGEON CREEK COLLEGIATE
 - C. WESTWOOD COLLEGIATE
 - D. JOHN TAYLOR COLLEGIATE
 - E. PHOENIX ELEMENTARY

WINNIPEG
EVOLUTION OF THE
BUILT-UP AREA
1914 - 1987

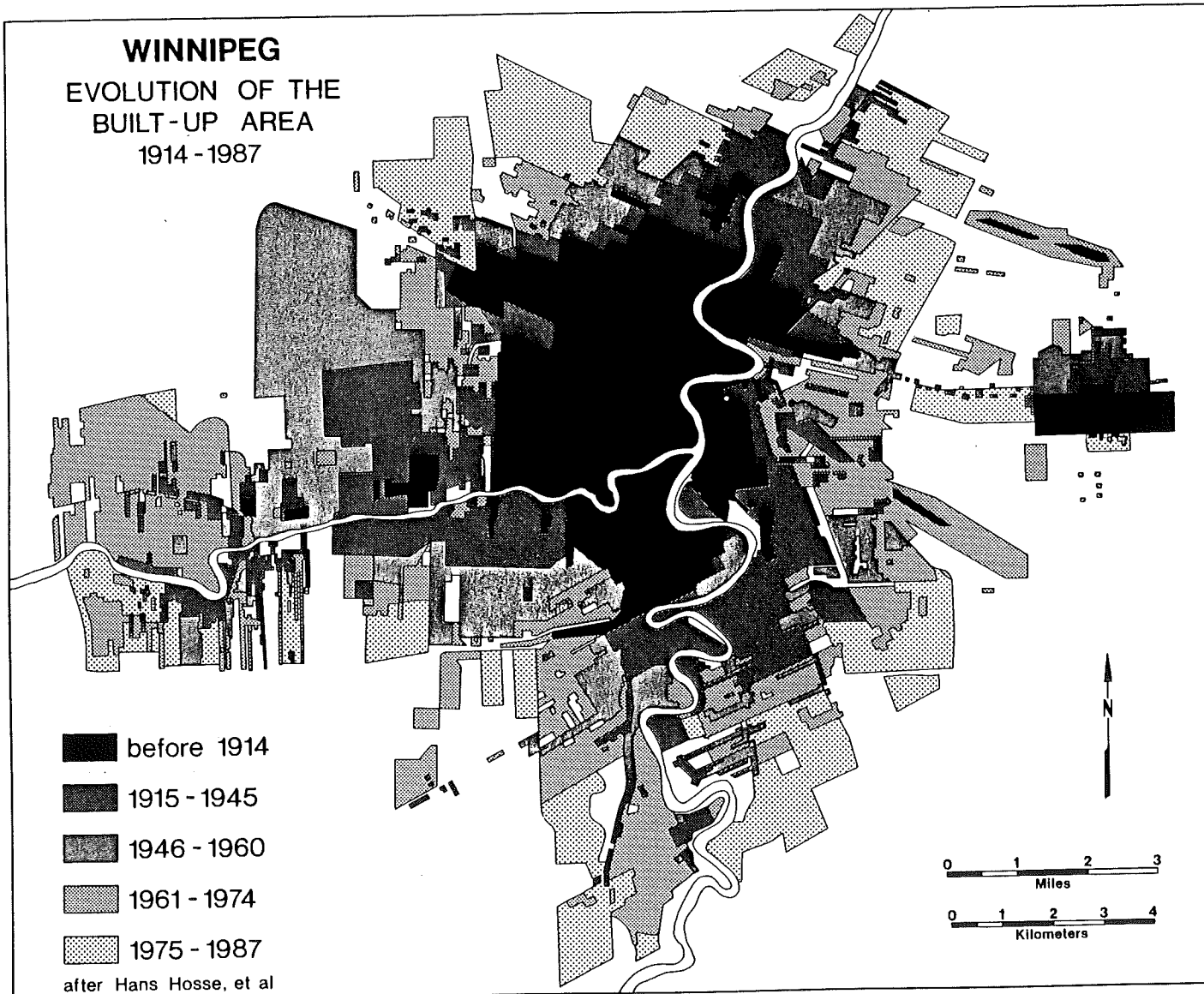
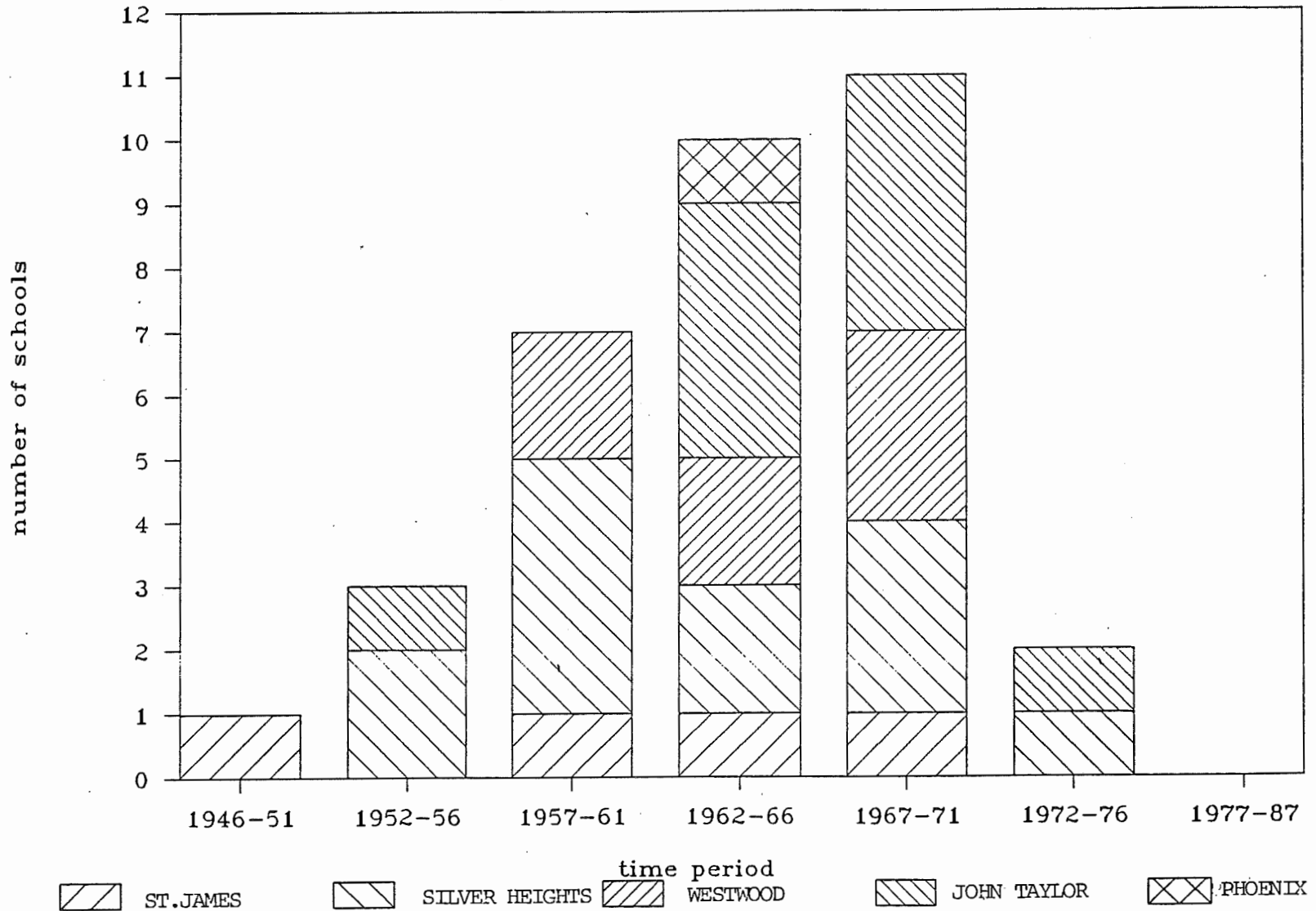


FIGURE 4

SCHOOL OPENINGS IN ST.JAMES-ASSINIBOIA

by Catchment Area (1946-1987)

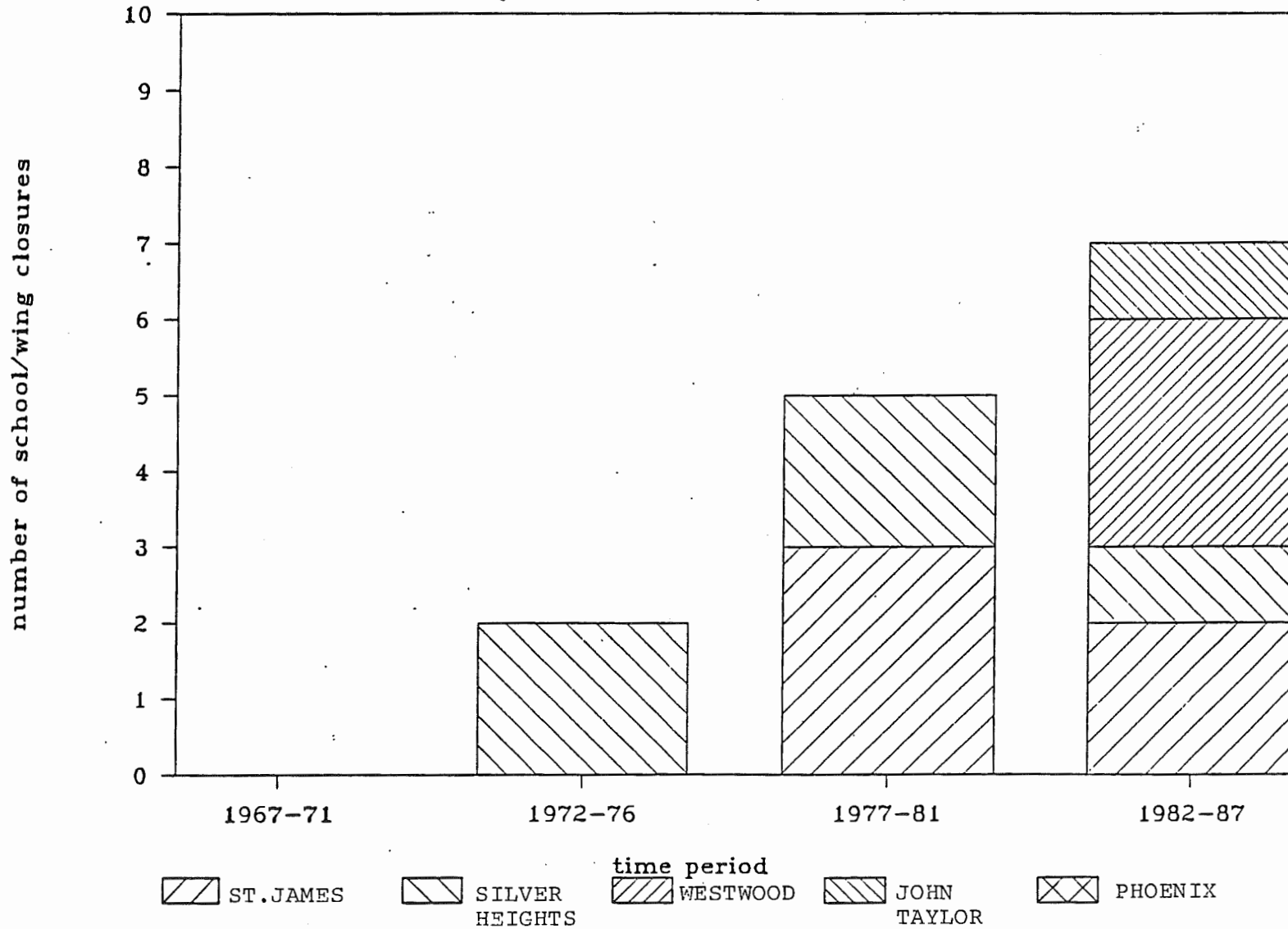


Source: St. James-Assiniboia School Division No.2

FIGURE 5

SCHOOL/WING CLOSURES IN ST.JAMES-ASSINIBOIA

By Catchment Area (1967-1987)

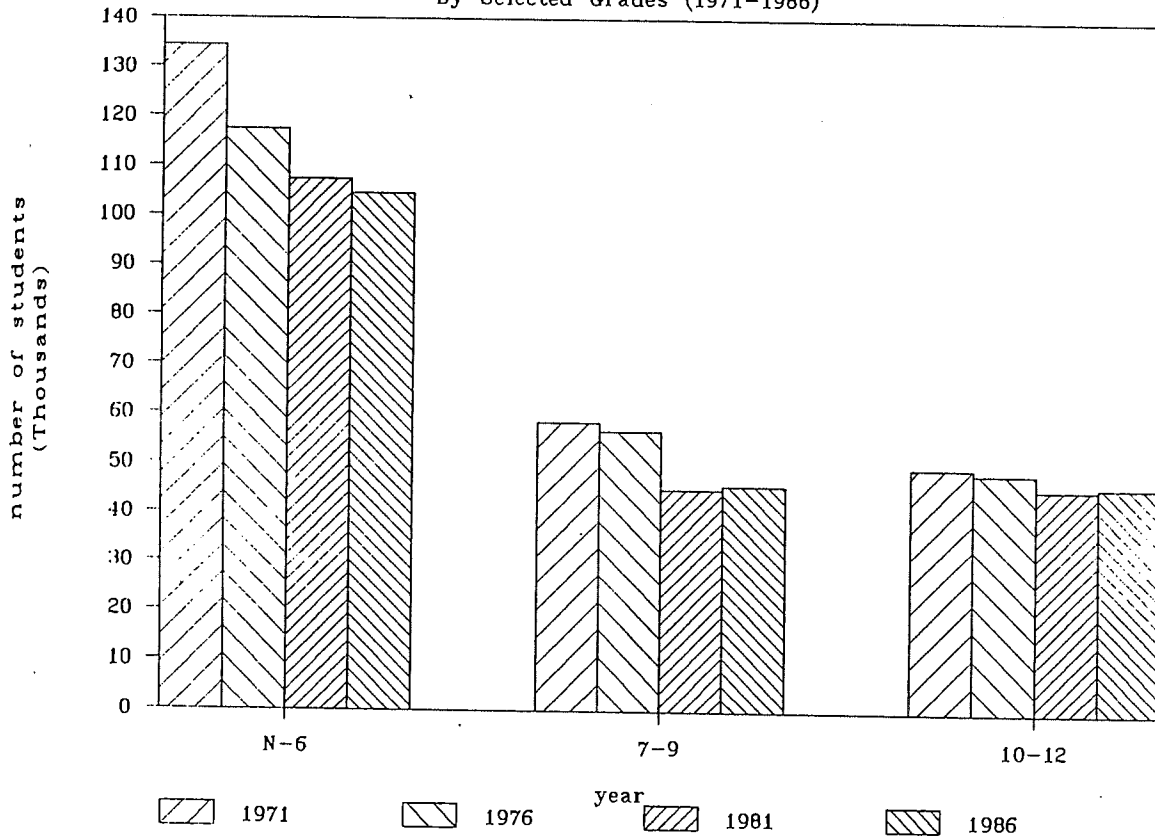


Source: St. James-Assiniboia School Division No.2

FIGURE 6

STUDENT ENROLLMENTS IN MANITOBA PUBLIC SCHOOLS

By Selected Grades (1971-1986)



	1971	1976	1981	1986
N-6	134359	117504	107349	104628
7-9	58329	56712	44931	45683
10-12	49394	48337	45400	45840
TOTAL	245567	225773	200661	198948

Source: Annual Report (for the period January 1, 1985 to March 31, 1986), Manitoba Education.

Section 2.0

**ST. JAMES ASSINIBOIA SCHOOL DIVISION:
A COMPARATIVE PROFILE**

3.0 ST. JAMES-ASSINIBOIA: AN OVERVIEW

3.1 Profile of the St. James-Assiniboia School Division

This section examines the St. James-Assiniboia School Division through an analysis of its four collegiate catchment areas. Details of school, demographic, family and household, economic and housing characteristics are highlighted and similarities and differences amongst the catchment areas are noted. The analysis is supplemented with catchment area profiles and auxiliary data located in Appendix A.

3.1.1 School Enrollments

The St. James-Assiniboia School Division has experienced a significant decline in its student population. Between 1977 and 1987 school enrollments decreased by 5983 students or 33.5% (Table 8 p.33). Most significant were student declines in elementary and junior high schools. The School Board responded to this situation by closing 14 schools/school wings. No other Manitoba school division has closed as many schools as St. James-Assiniboia. School Board projections suggest enrollment declines will continue, particularly for junior and senior high schools.

Enrollment declines in St. James-Assiniboia have not been uniform across the division. In the east, i.e. the St. James Collegiate Catchment Area, enrollment declines have been most significant in junior and senior high schools (Table 9 p.34). Junior high enrollment declines were particularly extreme between 1977 and 1987 when grades 7 to 9 enrollments decreased by 507 pupils or 38.4%. Consequently, most school closures in this part of the division have involved junior high schools. School Board projections suggest elementary school populations will remain stable or increase moderately while junior and senior high school enrollments are anticipated to decline.

Between 1977 and 1987, Westwood experienced one of the most extreme overall enrollment declines (-42.8% or 1560 pupils) in the school division while

Silver Heights experienced the least (-23.5% or 1212 students) (Tables 10 p.35 and 11 p.36). Despite this difference, enrollment declines in both of these areas have been most extreme in elementary and junior high schools, particularly in junior high schools between 1981 and 1987 and in elementary schools between 1977 and 1981. To date however, only elementary schools have been closed in either of these catchment areas. School board projections suggest enrollments will continue to decline in all schools in Westwood except French Immersion Robert Browning. Projections for Silver Heights suggest enrollments will vary according to school rather than grade level.

Despite a 29.4% (or 1618 students) decline in student enrollments, the number of John Taylor pupils in grades 10 to 12 increased by 13.9% (or 132 persons) between 1977 and 1987 (Table 12 p.37). For the period 1981 to 1986 both junior and senior high school enrollments increased whereas in the five year period previous, these enrollments had declined. Projections suggest enrollment declines will be most severe in junior and senior high schools.

3.2.1 Demographic Structure

The population of the St. James-Assiniboia School Division is ageing. Despite an overall decrease in population (3425 persons or 4.8% between 1971 and 1986), the number of seniors (65+ years) has increased significantly (4190 persons or 97.8%) while the number of young people (0-19 years) has declined (12126 persons or 42.1%) (Table 13 p.38, Figure 7 p.43). In recent years however, there has been an increase in the number of persons aged 25 to 35 years (1260 persons or 13.7%) suggesting that moderate increases in preschool populations may be forthcoming. Nonetheless, City of Winnipeg projections suggest that overall, the School Division's population will continue to decline.

Although an ageing population is characteristic to all collegiate catchment areas, there exist significant demographic differences between the areas. Recently, preschool populations have increased in eastern sections of the School Division, particularly in Silver Heights (150 persons or 15.6% between 1981 and 1986) (Tables 14 p.39 and 15 p.40; Figures 8 p.44 and 9 p.45). In St. James,

preschool population increases have been more modest (55 persons or 6.0%), however, there has also been an increase in the number of persons aged 5 to 9 years (60 persons or 7.4%) in this area (Table 15 p.40 and Figure 9 p.45). Increases in the number of persons in early family formation years (25-34 years) in both these areas suggest preschool populations may continue to increase. This corresponds with the School Division's projections (1986-1991) that suggest elementary school enrollments will increase in both St. James and Silver Heights. Declining youth populations (10-19 years) in these areas confirm projections that suggest enrollments will continue to decline in both junior and senior high schools. (Junior High School enrollments are predicted to increase in Silver Heights after 1991.)

Unlike St. James and Silver Heights, preschool populations have not increased in either Westwood or John Taylor despite recent increases in the number of persons in early family formation years (Tables 16 p.41 and 17 p.42; Figures 10 p.46 and 11 p.47). Additionally, although populations in these areas are ageing, senior citizens do not account for as large of a proportion of these total populations in comparison to eastern sections of the school division. Populations in Westwood and John Taylor are middle-aged. Persons aged 35 to 54 years account for almost 30% of total populations in both areas. This contrasts with 19.1% in St. James and 23.2% in Silver Heights (Tables 14 p.39, 15 p.40, 16 p.41, and 17 p.42). Declining youth populations (0-19 years) in Westwood and John Taylor confirm school board projections that suggest enrollments will continue to decline for all grade levels in these two catchment areas except for French Immersion programs.

3.1.3 Family Characteristics

Generally, families in the St. James-Assiniboia School Division are in mature or late stage of the family life cycle; children living with parents are older (proportions of preschool, school age and teenage children have declined while proportions of young adults have increased), while almost one quarter of families have children who have established separate households (Appendix A). Recently there has been a slight increase in the proportion of preschool children in

families indicating young families are establishing households in the division. The average household size (2.6 persons) and the average number of children per family (1.2) suggests families in St. James-Assiniboia are comparable in size to those in Metropolitan Winnipeg.

Families in St. James-Assiniboia differ across the division. In Silver Heights and St. James, families are in formative or late stages (empty-nester) of the family life cycle; some families do not as yet have children or have preschool aged children while others have children who are older (18+ years) or who have established separate households (Appendix A). In fact, almost one-half of all two-parent families in both St. James and Silver Heights do not have children at home (i.e. childless or empty-nester) making the average number of children per family (1.0) and the average household size (2.4 persons) for both of these areas low in comparison to other parts of the division.

Westwood is a middle-aged community. There are few childless families, children in families are older, and almost one-half of all households are headed by persons 45 to 64 years of age (Appendix A). In contrast, only about one-third of all households in either St. James, Silver Heights or John Taylor are headed by persons aged 45 to 64 years. The average number of children per family (1.3) and the average number of persons per household (2.9) in Westwood are among the highest in the school division. Relatively few lone parent families reside in this area.

Families in John Taylor are maturing. Despite the fact that almost one-half of all households are headed by persons 25-44 years, the greatest proportion of children are in their school age or teenage years. Also, proportions of younger children are declining while proportions of older children are increasing. Few families have children who have established separate households and as such, the average family size (2.9 persons) and the average number of children per family (1.3) are among the highest in the school division.

3.1.4 Household Characteristics

Homeownership is high in all areas of the St. James-Assiniboia School Division except Silver Heights where almost 58% of all households rent accommodations (Appendix A). Homeownership is highest for households headed by persons aged 45 years and over, particularly in Westwood where persons aged 45 to 64 years account for over three quarters of all homeowners. Although School Division households most likely to rent accommodation are usually headed by young adults or senior citizens, almost one-half of all Silver Heights households headed by persons aged 25 to 44 years are renters.

Almost 80% of all households in St. James and Westwood reside in single-detached dwellings. Residents in Silver Heights are most likely to reside in multiple family dwellings such as low- and high-rise apartments, row and town houses, and single-attached units. Although young adults and seniors are usually the most likely ones to reside in multiple family dwellings, significant proportions of households headed by persons aged 25 to 44 years in both John Taylor and Silver Heights reside in multiple family dwellings, particularly low-rise apartments and row and town houses.

3.1.5 Economic Characteristics

Generally, St. James-Assiniboia is considered to be an affluent part of Winnipeg. Average household incomes range from \$18,115 to \$37,520 (1981). Western sections of the division such as Westwood, have some of the highest average annual incomes in St. James-Assiniboia while eastern sections, particularly St. James, have some of the lowest. Unemployment and labour force participation rates follow a similar pattern. Areas with the highest proportions of both husband and wife in the labour force and the lowest unemployment rates are usually in western sections of the school division such as Westwood. Low proportions of two income families and higher unemployment rates can usually be found in eastern sections such as St. James.

3.1.6 Housing Characteristics

As discussed in Section Two, development in St. James-Assiniboia commenced early in Winnipeg's history (Figure 3 p.22). St. James, sections of Silver Heights and areas further west along Portage Avenue were the first sections of the School Division to be developed. Construction continued westward and by 1960 almost 40% of the Division's current housing stock was already in place (Table 7 p.20). Almost 77% of the housing stock in St. James-Assiniboia was built prior to 1970. The age and character of housing in the School Division varies considerably and differences between catchment areas are visible.

The oldest, smallest and least expensive housing in the School Division is located in St. James and eastern sections of Silver Heights (Appendix A). Most homes in these areas were constructed prior to 1960 and average 600 to 1000 sq.ft. Lot sizes are small and the housing stock is most likely of all housing in the School Division to be in need of repair. Recently there has been some redevelopment of single-detached units in the area. However, homes continue to be the most affordable in the School Division. (The 1987 average selling price of homes in St. James was only \$61,000 compared with the School Division's average of \$84,000.)

Housing in Westwood and western sections of Silver Heights are among the most expensive in the School Division. Although most homes in these areas are not as new as those in John Taylor, the majority were constructed after 1961 (Appendix A). Homes average 1000 to 2000 sq.ft. and sell for approximately \$95,000. The housing stock is well kept and the incidence of homes in need of repair is low. Recent development activity in the area has involved the construction of both single and multiple family units.

John Taylor was the last area in the St. James-Assiniboia School Division to be developed. The majority of the housing stock was constructed after 1961. The most westerly section of the catchment area is primarily a 1971 to 1981 development. Homes in John Taylor average 1000 to 2000 sq.ft. and sell for approximately \$85,000. In recent years, there has been only minimal development in the area.

TABLE 8. Enrollments: St. James-Assiniboia School Division

Schools

K - 6	K-8 / K-9	7 - 9	7 - 12	9-12/10-12
Arthur Olivier	Alexander Ross	Bruce	St. James	John Taylor
Assiniboine	Brooklands	Golden Gate		Silver Heights
Athlone	Kirkfield Park	Hedges		Sturgeon Creek
Bannatyne	Lincoln	Ness		Westwood
Buchanan	Sansome	Spring Valley		
Crestview				
Heritage				
Jameswood				
Lakewood				
Linwood				
Phoenix				
Robert Browning				
Stevenson				
Strathmillan				
Voyageur				

Enrollment

K - 6			7 - 9			10 - 12			Total		
1977	1981	1987	1977	1981	1987	1977	1981	1987	1977	1981	1987
8325	6701	5345	5045	3575	2723	4578	3857	3807	17858	14133	11875
%			%			%			%		
77-87			81-87			77-87			81-87		
-35.1			-20.2			-46.0			-33.5		
			-23.8			-16.8			-16.0		
						- 1.3					

Enrollment/Capacity Projections

	Enrollment Projections		% Change 1987/88-1991/92
	1987/88	1991/92	
Elementary	5259	5140	-2.3
Junior High	2669	2360	-11.6
Senior High	3616	2967	-17.9
Total	11544	10467	-9.3

Notes

Optimum Enrollment 1986/87	17594
Total Actual Enrollment	11875
Percent Capacity	67.5
Projected Enrollment 1991/92	10467
Projected Percent Capacity	59.5
Projected Enrollment 1996/97	10093
Projected Percent Capacity	56.2

Source: St. James-Assiniboia School Division

TABLE 9. Enrollments: St. James Collegiate Catchment Area

Schools

K - 6	K-8 / K-9	7 - 9	7 - 12	9-12/10-12
Assiniboine	Brooklands		St. James	
Linwood				
Stevenson				

Assiniboine French Immersion
 St. James High School Academic, Business Education, Advanced Placement,
 Vocational

Enrollment

K - 6			7 - 9			10 - 12			Total		
1977	1981	1987	1977	1981	1987	1977	1981	1987	1977	1981	1987
1351	1298	1103	1322	815	354	735	461	381	3408	2574	1838
<u>% change</u>											
77-87	-18.4		-73.2			-48.2			-46.1		
81-87	-15.0		-56.6			-17.4			-28.6		
77-81	- 3.9		-38.4			-37.3			-24.5		

Enrollment/Capacity Projections

	Enrollment Projections		Capacity Projections		
	1986/87-1991/92		1986/87	1991/92	Change
	%	%	%	%	%
Assiniboine (F)	+23.2		67	82	+22.4
(E)	+11.5				
Brooklands	-8.6		65	59	-9.2
Linwood	+0.2		41	42	+2.4
Stevenson	stable		74	74	stable
St. James	-14.5		68	59	-13.2

NotesSchool Closures

1960s	Cressy Elementary School
1972	Brooklands Senior High
1976	Assiniboine Junior High School
1978	Linwood School Annex
1979	Britannia building
1979	Brooklands Junior High School
1982	Deer Lodge Junior High School
1982	Stevenson Junior High School (Britannia Annex)

Source: St. James Assiniboia School Division

TABLE 10. Enrollments: Silver Heights/Sturgeon Creek Collegiate Catchment Area

Schools

K - 6	K-8 / K-9	7 - 9	7 - 12	9-12/10-12
Heritage		Bruce		Silver Heights
Athlone		Golden Gate		Sturgeon Creek
Bannatyne		Spring Valley		
Jameswood				
Strathmillan				

Golden Gate	French Immersion
Bannatyne	French Immersion
Silver Heights	High School Academic, French Immersion, International Baccalaureate
Sturgeon Creek	High School Academic, Business Education, Vocational, Adult Education

Enrollment

K - 6			7 - 9			10 - 12			Total		
1977	1981	1987	1977	1981	1987	1977	1981	1987	1977	1981	1987
2192	1792	1566	1021	909	682	1941	1693	1694	5154	4394	3942
<u>% change</u>											
77-87	-28.6			-33.2			-12.7			-23.5	
81-87	-12.6			-25.0			+ 0.06			-10.3	
77-81	-18.2			-11.0			-12.8			-14.7	

Enrollment/Capacity Projections

	Enrollment Projections		Capacity Projections		
	1986/87-1991/92		1986/87	1991/92	Change
	%	%	%	%	%
Athlone	-15.0		44	37	-15.9
Bannatyne	+9.8		78	85	+9.0
Jameswood	+16.4		50	58	+16.0
Strathmillan	+15.9		47	54	+14.9
Bruce Junior High	-46.2		55	30	-45.5
Golden Gate (F)	+317.2		66	118	+78.8
(E)	-15.3				
Silver Heights	+17.5		73	86	+17.8
Sturgeon Creek	-21.5		N/A	N/A	N/A
Heritage	-15.0		76	65	-14.5
Spring Valley	-20.3		43	35	-18.6

NotesSchool Closures

1977	Birchwood Elementary School
1980	wing of Strathmillan Elementary School
1984	Woodhaven Elementary School

Silver Heights projected enrollment 1986/87 - 1991/92	
regular enrollment	-36.6%
International Baccalaureate	-6.8%
French Immersion	+912.5%

Source: St. James-Assiniboia School Division

TABLE 12. Enrollments: John Taylor Collegiate Catchment Area

Schools

K - 6	K-8 / K-9	7 - 9	7 - 12	9-12/10-12
Arthur Olivier Buchanan Crestview Lakewood Voyageur	Alexander Ross Kirkfield Park	Hedges Ness		John Taylor

Kirkfield Park Special Needs
John Taylor High School Academic, Business Education

Enrollment

K - 6			7 - 9			10 - 12			Total		
1977	1981	1987	1977	1981	1987	1977	1981	1987	1977	1981	1987
2873	2282	1592	1676	1100	1207	950	887	1082	5499	4269	3881
<u>% change</u>											
77-87	-44.6		-28.0			+13.9			-29.4		
81-87	-30.2		+ 9.7			+22.0			- 9.1		
77-81	-20.6		-34.4			- 6.6			-22.4		

Enrollment/Capacity Projections

	Enrollment Projections		Capacity Projections		
	1986/87-1991/92		1986/87	1991/92	Change
	%		%	%	%
Alexander Ross	-28.6		69	47	-31.9
Arthur Olivier	-5.7		45	43	-4.4
Buchanan	-4.0		84	81	-3.6
Crestview	-3.9		40	39	-2.5
Kirkfield Park	-21.7		62	49	-21.0
Lakewood	-20.3		43	34	-20.9
Voyageur	-6.4		55	52	-5.5
Hedges	-37.4		62	39	-37.1
Ness	-20.3		43	35	-18.6
John Taylor	-29.1		103	73	-29.1

NotesSchool Closures

1983 St. Charles Elementary School

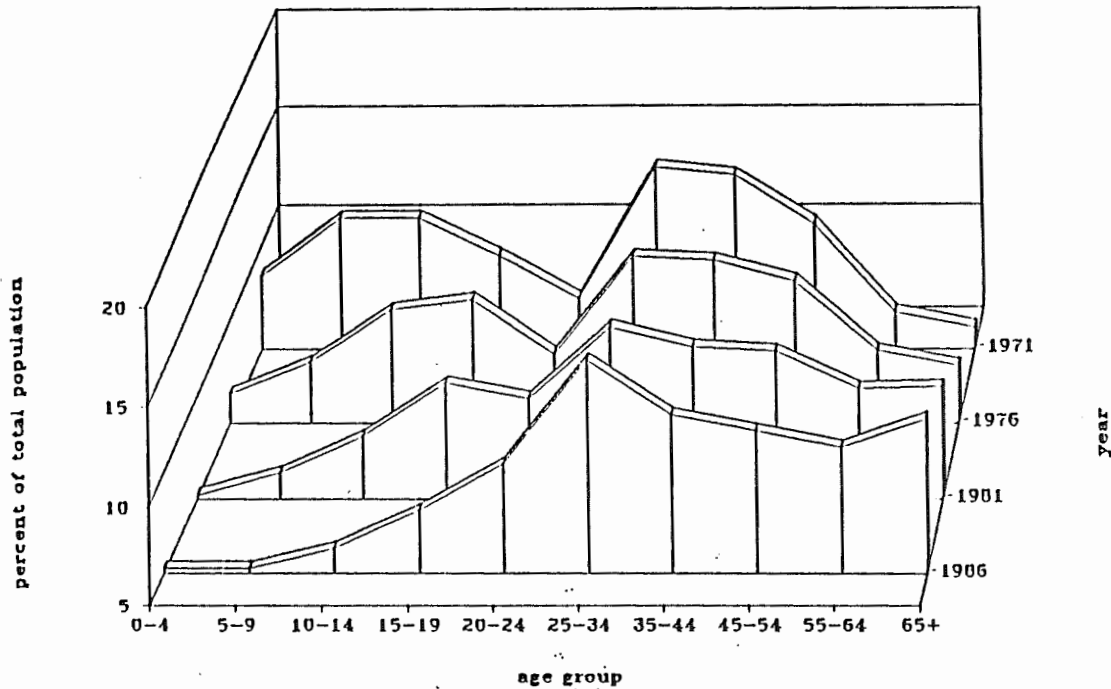
Alexander Ross Junior High 1986/87-1991/92
32.3% projected enrollment decline

Source: St. James-Assiniboia School Division

TABLE 13

ST.JAMES-ASSINIBOIA SCHOOL DIVISION #2

% population by age group (1971-1986)

POPULATION OF THE
ST.JAMES-ASSINIBOIA SCHOOL DIVISION NO.2 *

Age Group	1971	1976	1981	1986
0-4	6060	4570	3510	3545
5-9	8025	5695	4240	3565
10-14	7995	7495	5465	4230
15-19	6735	7890	7320	5440
20-24	5260	6010	6740	6985
25-34	9755	9350	9205	10465
35-44	9445	9205	8550	8585
45-54	7805	8500	8415	8045
54-64	4745	6100	7110	7350
65+	4205	5525	7165	8475
Total	70110	70340	67720	66685

Age Group	1971	1976	1981	1986
0-4	8.6%	6.5%	5.2%	5.3%
5-9	11.4%	8.1%	6.3%	5.3%
10-14	11.4%	10.7%	8.1%	6.3%
15-19	9.6%	11.2%	10.8%	8.2%
20-24	7.5%	8.5%	10.0%	10.5%
25-34	13.9%	13.3%	13.6%	15.7%
35-44	13.5%	13.1%	12.6%	12.9%
45-54	11.1%	12.1%	12.4%	12.1%
54-64	6.8%	8.7%	10.5%	11.0%
65+	6.1%	7.9%	10.6%	12.7%

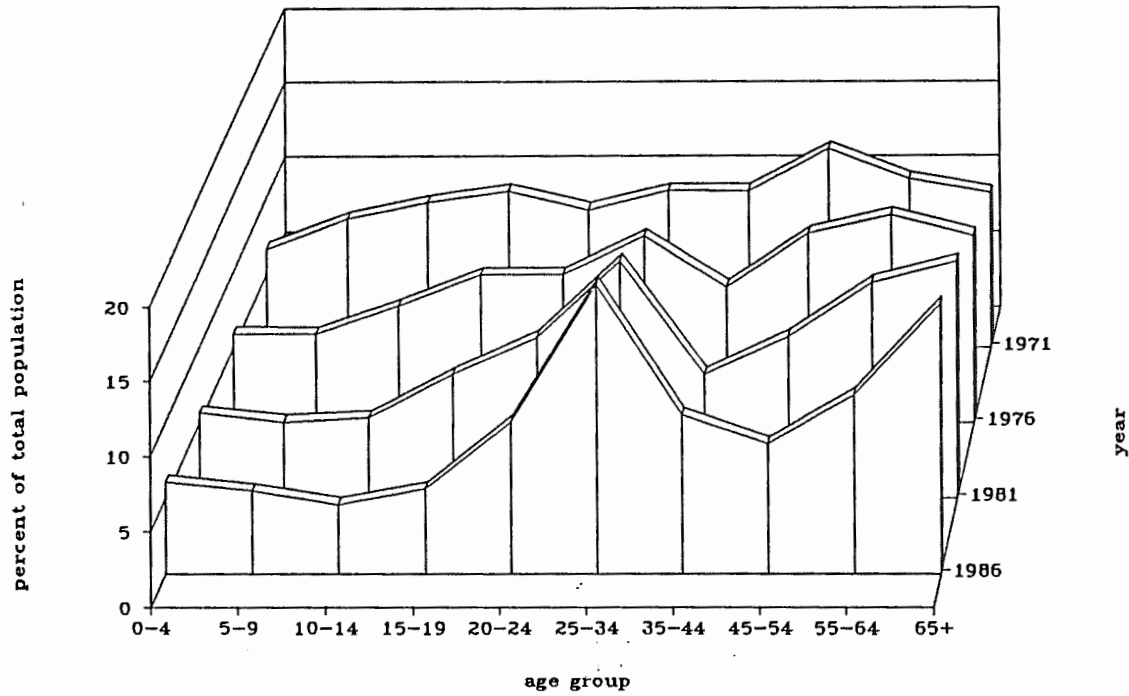
* Population totals exclude Phoenix Elementary Catchment Area.

Source: Statistics Canada

TABLE 14

ST.JAMES COLLEGIATE CATCHMENT AREA

% population by age group (1971-1986)

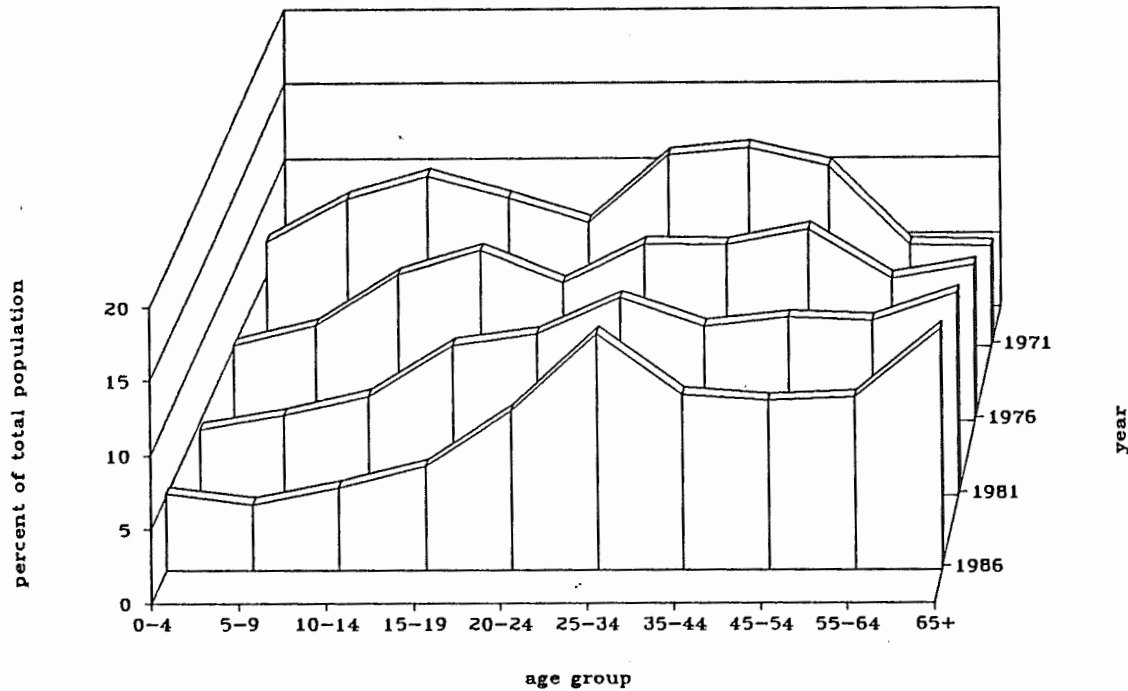
POPULATION OF THE
ST.JAMES COLLEGIATE CATCHMENT AREA

Age Group	1971	1976	1981	1986
0-4	1410	1070	915	970
5-9	1835	1065	815	875
10-14	2060	1400	860	730
15-19	2225	1780	1330	895
20-24	1955	1780	1725	1600
25-34	2230	2230	2550	3060
35-44	2225	1625	1320	1670
45-54	2820	2260	1730	1365
55-64	2395	2480	2315	1885
65+	2195	2230	2540	2850
Total	21350	17920	16100	15900

Age Group	1971	1976	1981	1986
0-4	6.60%	5.97%	5.68%	6.10%
5-9	8.59%	5.94%	5.06%	5.50%
10-14	9.65%	7.81%	5.34%	4.59%
15-19	10.42%	9.93%	8.26%	5.63%
20-24	9.16%	9.93%	10.71%	10.06%
25-34	10.44%	12.44%	15.84%	19.25%
35-44	10.42%	9.07%	8.20%	10.50%
45-54	13.21%	12.61%	10.75%	8.58%
55-64	11.22%	13.84%	14.38%	11.86%
65+	10.28%	12.45%	15.78%	17.93%

Source: Statistics Canada

TABLE 15
 SILVER HEIGHTS CATCHMENT AREA
 % population by age group (1971-1986)

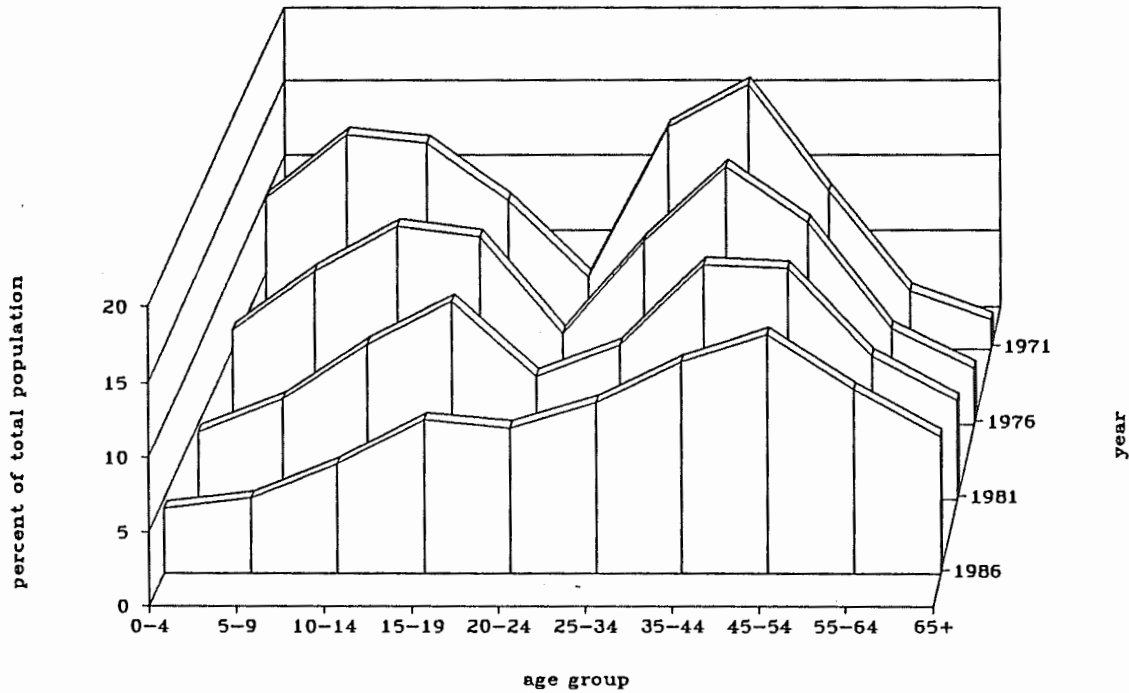


POPULATION OF THE
 SILVER HEIGHTS COLLEGIATE CATCHMENT AREA

Age Group	1971	1976	1981	1986
0-4	1565	1105	960	1110
5-9	2185	1390	1165	950
10-14	2510	2145	1430	1195
15-19	2190	2490	2155	1500
20-24	1830	2015	2315	2285
25-34	2800	2575	2845	3395
35-44	2900	2560	2420	2520
45-54	2635	2785	2550	2430
55-64	1500	2070	2500	2475
65+	1480	2270	2910	3455
Total	21595	21405	21250	21315
Age Group	1971	1976	1981	1986
0-4	7.25%	5.16%	4.52%	5.21%
5-9	10.12%	6.49%	5.48%	4.46%
10-14	11.62%	10.02%	6.73%	5.61%
15-19	10.14%	11.63%	10.14%	7.04%
20-24	8.47%	9.41%	10.89%	10.72%
25-34	12.97%	12.03%	13.39%	15.93%
35-44	13.43%	11.96%	11.39%	11.82%
45-54	12.20%	13.01%	12.00%	11.40%
55-64	6.95%	9.67%	11.76%	11.61%
65+	6.85%	10.60%	13.69%	16.21%

Source: Statistics Canada

TABLE 16
WESTWOOD COLLEGIATE CATCHMENT AREA
% population by age group (1971-1986)



POPULATION OF THE
WESTWOOD COLLEGIATE CATCHMENT AREA

Age Group	1971	1976	1981	1986
0-4	1330	870	600	560
5-9	1900	1405	890	650
10-14	1825	1815	1375	940
15-19	1310	1720	1740	1320
20-24	630	840	1095	1250
25-34	1965	1675	1365	1470
35-44	2355	2370	2065	1810
45-54	1395	1850	2030	2040
55-64	510	885	1270	1580
65+	260	525	880	1180
Total	13480	13955	13310	12800

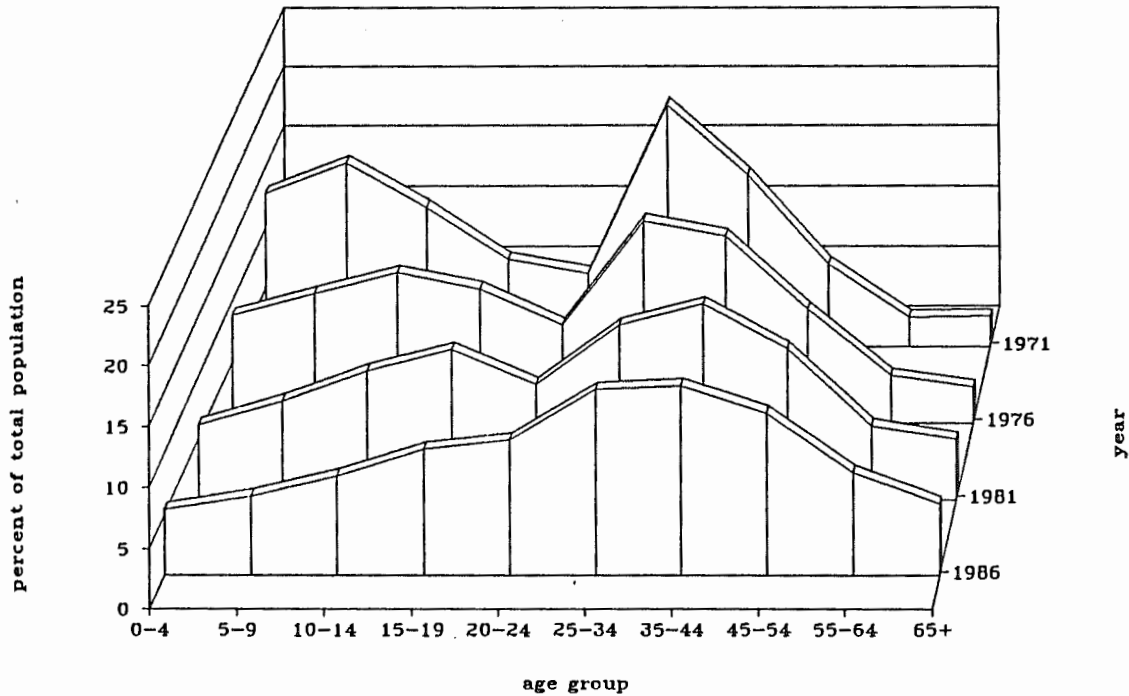
Age Group	1971	1976	1981	1986
0-4	9.87%	6.23%	4.51%	4.38%
5-9	14.09%	10.07%	6.69%	5.08%
10-14	13.54%	13.01%	10.33%	7.34%
15-19	9.72%	12.33%	13.07%	10.31%
20-24	4.67%	6.02%	8.23%	9.77%
25-34	14.58%	12.00%	10.26%	11.48%
35-44	17.47%	16.98%	15.51%	14.14%
45-54	10.35%	13.26%	15.25%	15.94%
55-64	3.78%	6.34%	9.54%	12.34%
65+	1.93%	3.76%	6.61%	9.22%

Source: Statistics Canada

TABLE 17

JOHN TAYLOR COLLEGIATE CATCHMENT AREA

% population by age group (1971-1986)

POPULATION OF THE
JOHN TAYLOR COLLEGIATE CATCHMENT AREA

Age Group	1971	1976	1981	1986
0-4	1755	1525	1035	905
5-9	2105	1835	1370	1090
10-14	1600	2135	1800	1365
15-19	1010	1900	2095	1725
20-24	845	1375	1605	1850
25-34	2760	2870	2445	2540
35-44	1965	2650	2745	2585
45-54	955	1605	2105	2210
55-64	340	665	1025	1410
65+	350	500	835	990
Total	13685	17060	17060	16670

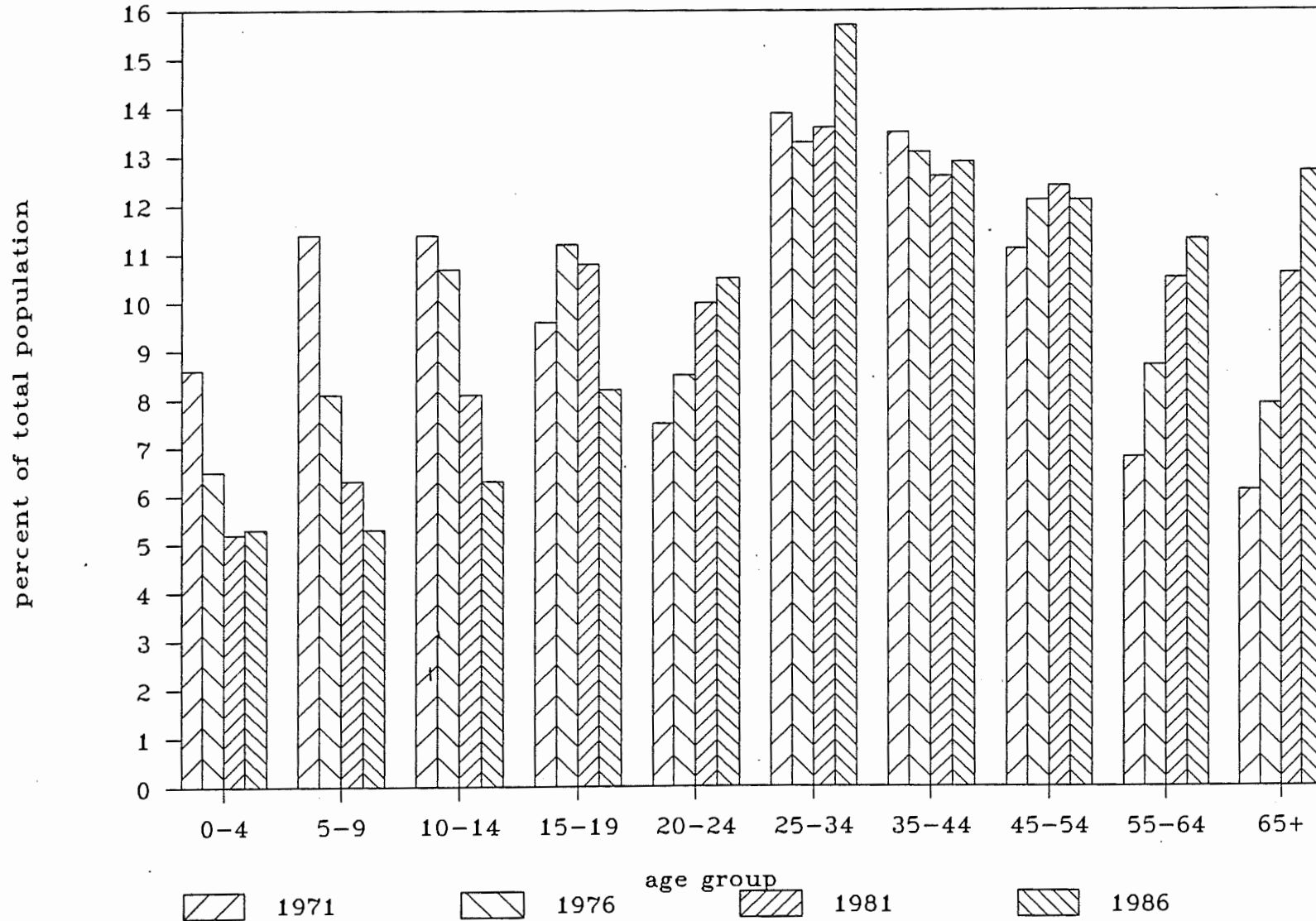
Age Group	1971	1976	1981	1986
0-4	12.82%	8.94%	6.07%	5.42%
5-9	15.38%	10.76%	8.03%	6.55%
10-14	11.69%	12.51%	10.55%	8.18%
15-19	7.38%	11.14%	12.28%	10.35%
20-24	6.17%	8.06%	9.41%	11.09%
25-34	20.17%	16.82%	14.33%	15.24%
35-44	14.36%	15.53%	16.09%	15.51%
45-54	6.98%	9.41%	12.34%	13.25%
55-64	2.48%	3.90%	6.01%	8.46%
65+	2.56%	2.93%	4.90%	5.39%

Source: Statistics Canada

FIGURE 7

ST. JAMES-ASSINIBOIA SCHOOL DIVISION #2

% population by age group (1971-1986)

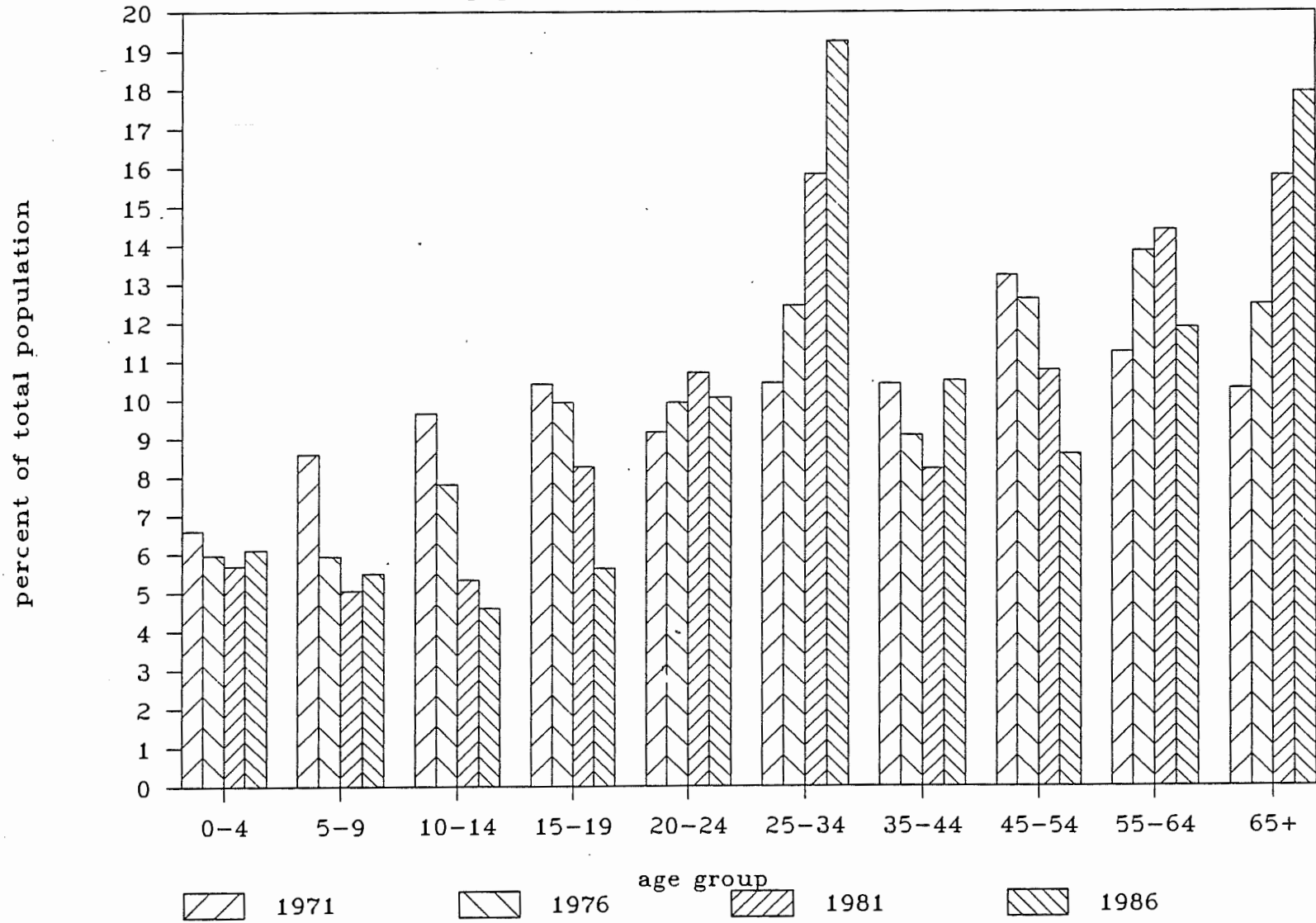


Source: Statistics Canada

FIGURE 8

ST. JAMES COLLEGIATE CATCHMENT AREA

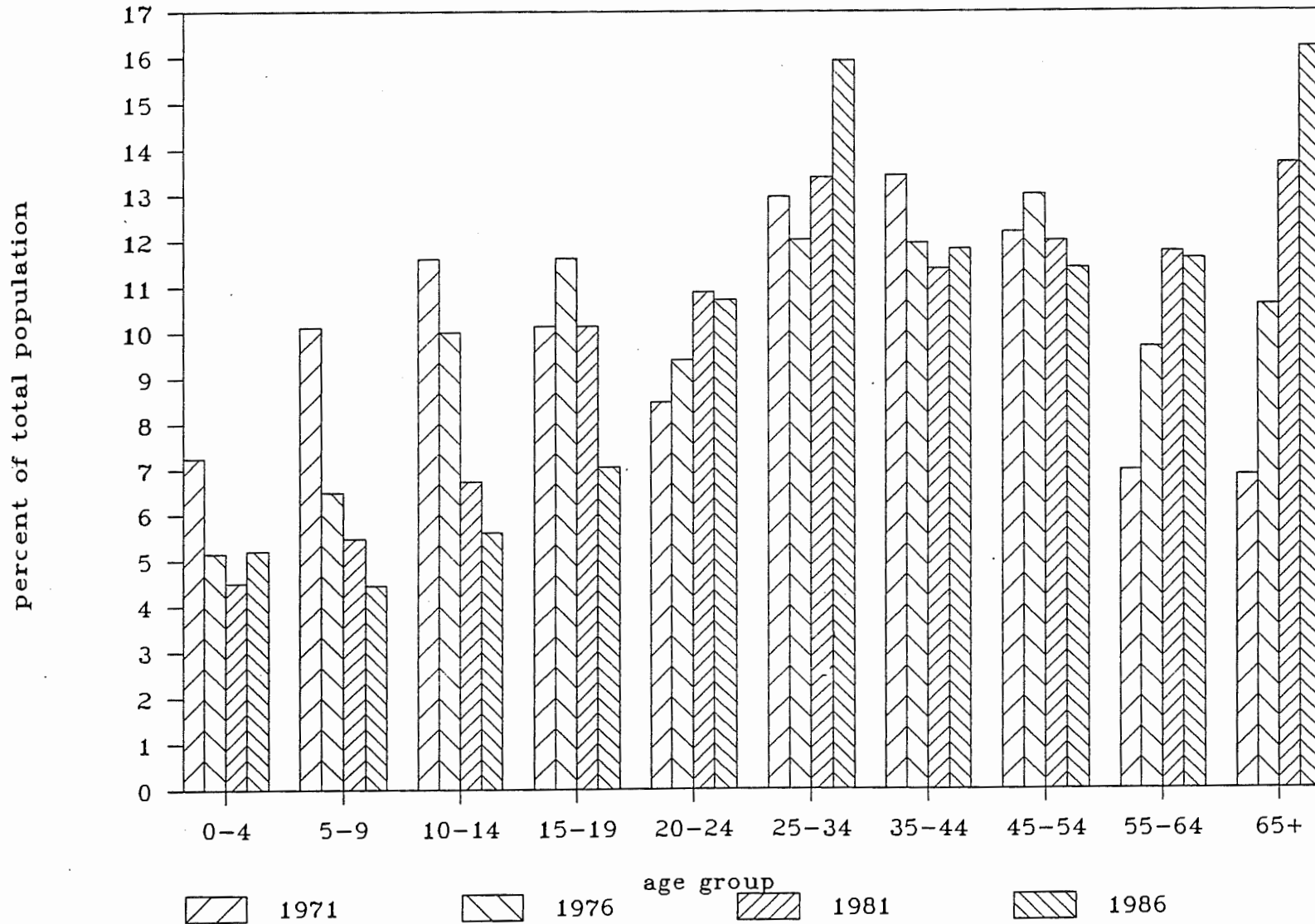
% population by age group (1971-1986)



Source: Statistics Canada

FIGURE 9
 SILVER HEIGHTS COLLEGIATE CATCHMENT AREA

% population by age group (1971-1986)

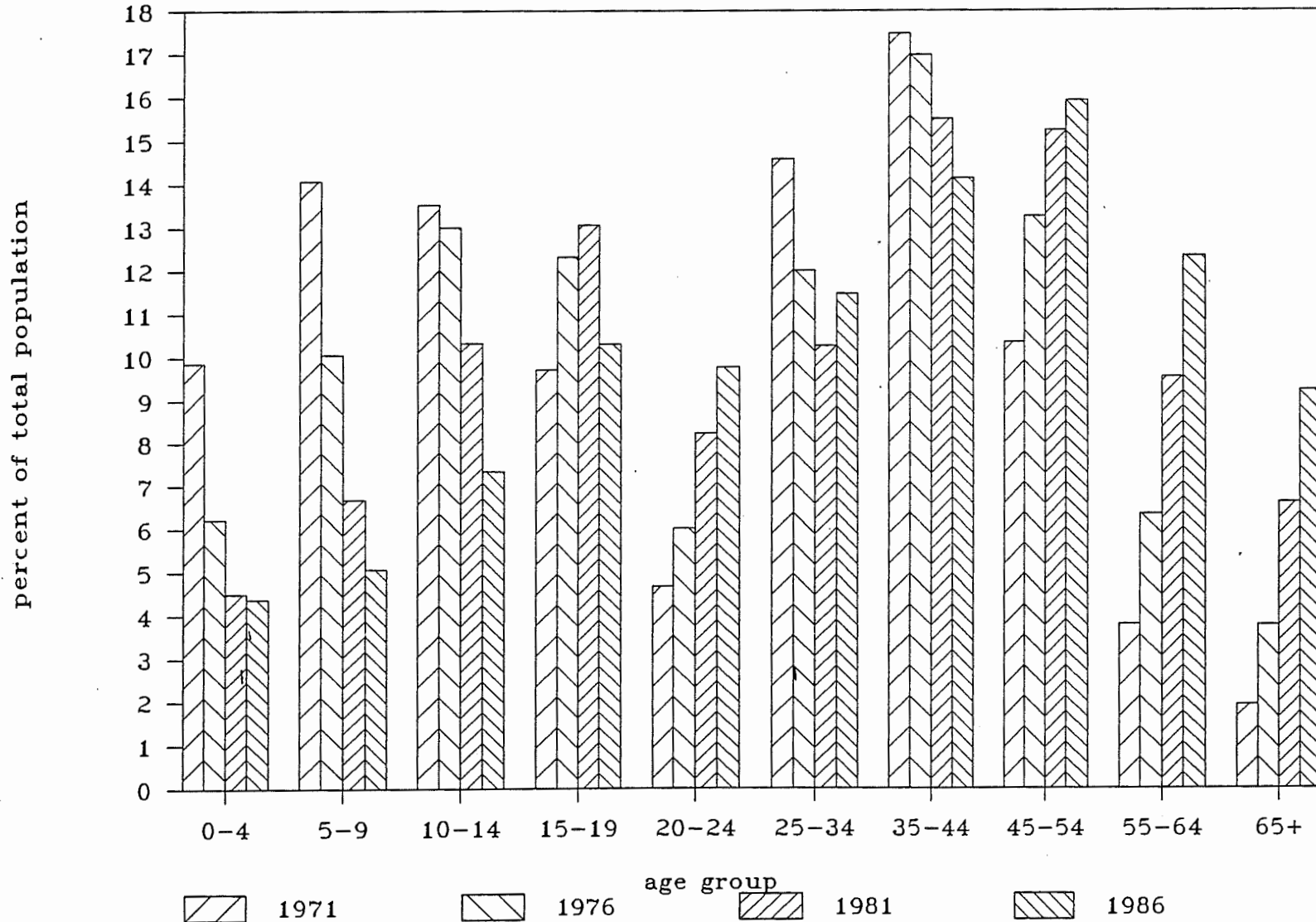


Source: Statistics Canada

FIGURE 10

WESTWOOD COLLEGIATE CATCHMENT AREA

% population by age group (1971-1986)

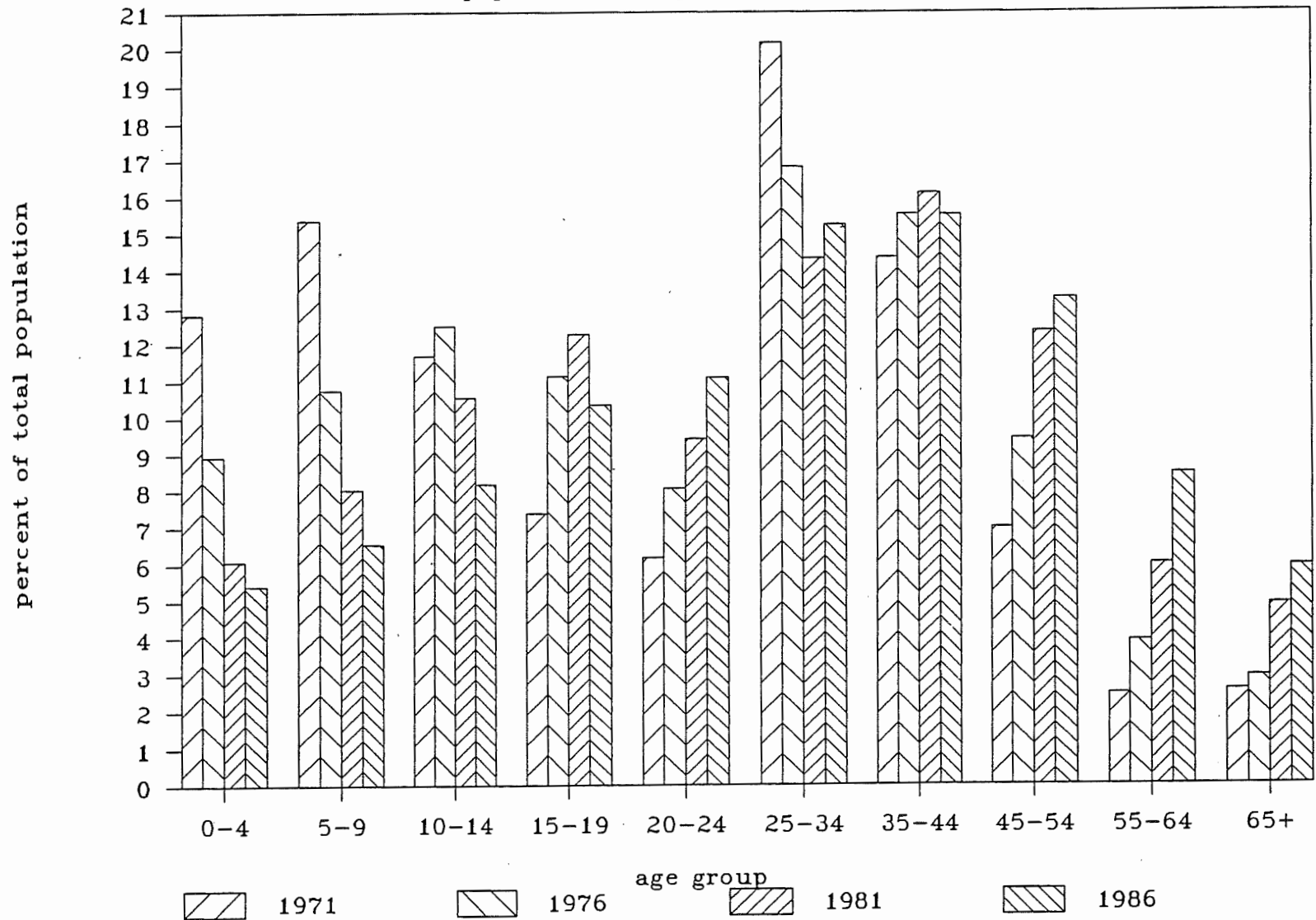


Source: Statistics Canada

FIGURE 11

JOHN TAYLOR COLLEGIATE CATCHMENT AREA

% population by age group (1971-1986)



Source: Statistics Canada

Section 4.0

**SCHOOL ENROLLMENTS:
AN EXAMINATION OF INTERVENING ISSUES**

4.0 SCHOOL ENROLLMENTS: AN EXAMINATION OF INTERVENING ISSUES

Based upon the discussion in Sections 2 and 3, this section will examine the relationship between school enrollments in St. James-Assiniboia and three variables which are thought to influence enrollments:

- (i) demographic and suburban change,
- (ii) housing characteristics, and
- (iii) Urban Development Policies.

The importance of each of the above variables will be assessed and conclusions made about the possible effect of these variables on future enrollments.

4.1 Demographic and Suburban Change and Enrollments

4.1.1 Introduction

Section 3 provided profiles of the St. James Assiniboia School Division and its four catchment areas and pointed out that there are significant differences in population and other characteristics between the catchment areas. Table 3 (p.16) illustrates the sharp decline in school age population during 1971-1981 and the moderation of this decline during 1981-1986.

The historical perspective on change in the School Division (Section 2.3) sheds light on the reasons for the differences between catchment areas. Physical development in the four areas occurred during different time periods. As a result, each catchment area provided different types of housing and attracted different generations and age groups. Thus, different catchment areas are now in different stages of the neighbourhood life cycle.

A comparison of changes in the age structure of the School Division with that of Winnipeg, reveals that there are significant differences between the two and these differences are sharper when individual catchment areas are compared to Winnipeg (Tables 13 to 17 pp.38-42, Tables 18 p.61 and 19 p.62). It is evident that although demographic change in the School Division reflects the larger metropolitan trend toward ageing and smaller child populations, the changes in

the catchment areas are much sharper than those in the metropolitan area as a whole.

Given the foregoing, it may be concluded that although a part of the change in enrollments in the School Division can be explained in terms of the general national trend toward ageing and smaller child populations, the reasons for the sharp change during 1971-1981 and the subsequent moderation in change during 1981-86, lie mainly in the distinctive age structure and other characteristics of the catchment areas.

This section will discuss the relationship between change in age structure and enrollments in the School Division and will assess the effect of selected neighbourhood processes upon age structure. The discussion will focus upon the period 1971-1986 and address three main issues:

- (i) factors which have contributed to sharp changes in age structure and enrollment
- (ii) factors which have contributed to the moderation of change in age structure and enrollment
- (iii) the role which neighbourhood planning policies play in determining school enrollments.

4.1.2 Sharp Changes in Age Structure and Enrollment

In 1971, a third of the School Division's population was in the 5-19 age group compared with a little more than a quarter of the metropolitan population. In 1986, both the metropolitan area and the School Division had about a fifth of their population in this age group. However, there is much variation in the proportion of this cohort in different catchment areas of the division-ranging from a low of about 15% in the St. James catchment area to nearly 25% in the John Taylor catchment area. Also, during the same period, the 55+ age group in the School Division doubled compared with an increase of only 16% in the metropolitan area. The change was greater in John Taylor and Westwood where this group increased by three and four times respectively (Tables 13 to 17 pp.38-42 and Table 18 p.61).

Several reasons can be advanced to explain the variations in the intensity of population change in the School Division:

- (i) In 1971, the newer areas in Silver Heights, along with Westwood and John Taylor attracted larger families than the metropolitan area. The number of children per family in these areas was significantly larger than that for the metropolitan area (Table 19 p.62). On the whole, the average size of the family in the School Division was larger than in the metropolitan area (Section 3). As a result, there was a disproportionately high child population in the School Division and consequently enrollments were disproportionately high. In 1986, the School Division had fewer families with 3 or more children than the metropolitan area (Table 19 p.62) and the average family size was also smaller, leading to a sharp decline in the child population over the 15 year period and consequently to a sharper decline in enrollment than in other parts of the metropolitan area.
- (ii) By 1986, the children of 1971 had grown up and left home and fewer children were born to replace them - partly because of lower birth rates but mainly because many of the parents of the 1971 children remained and aged in their homes. Consequently, there was little turnover in home ownership to permit a replenishment of the young family in this area. This conclusion is supported by the fact that the 45-64 age cohort which accounted for 18% of the population of the School Division in 1971, now accounts for 23%. The corresponding figures for the metropolitan area have remained at about 20%. This ageing in place is most pronounced in Westwood and John Taylor where the 45 to 64 cohort has more than doubled over the 15 year period.

4.1.3 Factors in the Moderation of Change

During the period 1981-1986, there has been a slight increase in the 0-4 cohort in the School Division. This increase is due to absolute increases in this cohort in the two older catchment areas of St. James and Silver Heights. In St. James, there has also been a modest increase in the 5-9 cohort. The increase in the 0-4 cohort is the consequence of an absolute increase, for the first time since 1971, in the 25-34 cohort in the School Division. This increase has been greatest in St. James and Silver Heights, and marginal in Westwood and negligible in John Taylor.

The absolute increase in the 25-34 cohort has resulted mainly from the construction of new dwelling units. In the oldest area - St. James,

redevelopment has resulted in the replacement of about 2% of the single dwelling units. In Silver Heights, although some redevelopment has taken place in the older parts, the increase in dwelling units appears to have resulted mainly from construction of multiple units. In Westwood, the increase may be attributed to the construction of new single and multiple units. In the newest area of the School Division, John Taylor, there has not been a significant increase in dwelling units although the construction of fifty-three new single units may have led to a modest increase in the 25-34 cohort (Table 20 p.63).

It is estimated that in 1987, there were some 190 vacant single family lots in existing subdivisions in the School Division. In addition, there were three vacant sites with the capacity to provide some 310 multiple units. Also, there is some undeveloped land west of Sturgeon on both the north and south sides of Silver which, if developed, could provide an estimated 60 single and 200 multiple units. Another 50 dwelling units can be expected to be added each year for the next five years as a result of infill development resulting from the conversion of larger lots into smaller lots. The combined effect of utilization of vacant lots, development of multiple units, development of undeveloped lands and infill activity would be to provide an estimated 1010 new dwelling units over the next five years - an increase of over 4% in the number of dwelling units in the School Division. Although modest, this increase would be as large as the one during the period 1980-86 which led to the moderation of decline in enrollments.

Housing intensification within the existing neighbourhoods offers a viable means of increasing school enrollments. Such intensification can be achieved through a greater emphasis by the City upon planning in older suburban areas. In contrast, *Plan Winnipeg* has given a secondary priority to planning in older suburban areas and contemplates the perpetuation of low intensity development in newly developing areas which typifies urban development of the 1960s. Although the plan has adopted a "containment strategy" to accommodate urban growth, its containment policies are confined to those which limit new suburbs to already serviced areas. No specific strategies have been articulated to encourage housing intensification. The adoption of such a strategy would be beneficial not only from the perspective of school enrollments, but will also make other regional services such as transit, shopping, libraries and community facilities more viable.

In addition, studies from other Canadian cities indicate that intensification policies can provide the opportunity to achieve greater diversity in neighbourhoods and to break out of the growth-decline cycle which has come to characterize the post war suburbs.¹

Another factor which may come into play to moderate the decline in enrollment in future years, is the fact that the large 45 to 64 cohort will be ready to move as seniors seek more suitable accommodation. Thus, there would be an increase in the rate of turnover of existing homes providing an opportunity for young families to move into the area.

4.1.4 Conclusions

The following conclusions may be drawn from the foregoing discussion:

- (i) Although some of the decline in enrollments in St. James-Assiniboia may be explained as resulting from the larger national trend toward ageing and smaller child populations, the intensity of the decline during 1971-1986 is rooted in the special demographic characteristics of the School Division's population and neighbourhoods.
- (ii) In 1971, the School Division had a disproportionately large number of school age children compared with the metropolitan area as a whole. This excess was the consequence of larger families choosing to locate in the newly developed areas of the School Division. The parents of many of these children have continued to live in their homes and have "aged in place" thus preventing younger families to move into the area to replenish the stock of school age children. This trend will likely change in the future as the 45-64 cohort ages and moves out of single family homes.

¹ For an understanding of Winnipeg's approach to suburban planning, see *Plan Winnipeg*: Department of Environmental Planning, City of Winnipeg, July 1980. For a discussion of housing intensification in Toronto, see *Housing Intensification Report #4*, 1987 prepared by the Policy Development Division, Metropolitan Toronto Planning Department, The Municipality of Metropolitan Toronto. See also, *Metro's Suburbs in Transition*, April 1979 and *Planning Agenda for the 80's* Sept. 1980, Social Planning Council of Metropolitan Toronto. For Ottawa's policies, see *Official Plan Discussion Paper*, Residential 2.3, Planning Branch, City of Ottawa, 1987. For an overview of housing in Canadian suburbs, see Becker, David A., "Housing in Canadian Suburbs: A Revitalization Problem for the Twenty-First Century." Unpublished term paper for course #3414-5, University of Winnipeg.

- (iii) Since 1981, redevelopment in the older areas of the School Division and the construction of apartments and multiple units in two of the catchment areas has resulted in an increase in the 25-34 cohort and consequently an increase in the 0-4 cohort. This activity can be expected to continue over the next five years and could further moderate the decline in enrollments
- (iv) Greater emphasis upon suburban planning, along with the adoption of specific strategies and policies for housing intensification offer a viable means of increasing school enrollments in existing neighbourhoods.

4.2 Housing Characteristics and Enrollment

Table 21 (p.64) compares the average selling price of homes in the four catchment areas of the St. James-Assiniboia School Division with average selling prices in areas of school divisions where residential development has occurred in recent years.

It appears that there is no evidence that higher home prices by themselves prevent younger families from locating in certain areas. There is a high proportion of the 20-34 age cohort in the higher price ranges in several parts of Winnipeg, e.g. 32.4% of the population of census tract #500.01 in Fort Garry (average prices \$106,762) is constituted of the 20-34 cohort as is 33.8% of Census tract #140.02 in River East (average price \$92,444). These percentages compare with 27.5% for the metropolitan area as a whole. Thus, homes priced at \$94,000 to \$96,000 in the Silver Heights and Westwood catchment areas should not be a deterrent to young home buyers. Interviews with real estate agents have confirmed the conclusion that the price of housing in St. James-Assiniboia does not deter young families from moving into the area. Rather, it would appear that it is the moderate turnover that prevents the young from locating in sections of the division.

There appears to be a direct relationship between the higher presence of the 20-34 age cohort and the major period of construction of an area. For example, both River East C.T.#140.02 and Fort Garry C.T.#500.01 were constructed during the 70s and 80s. As such, the newer designs and features of housing in these areas, along with availability, may have attracted young families despite the high

selling prices of homes. It is also possible that the very presence of younger families attracted other younger families in search of a community of interest.

It would appear, however, that the mere presence of the 20-34 cohort does not necessarily lead to a large school age population - particularly at the bottom and top of the price range. For example, although this cohort constitutes about 30% of the population in St. James (selling price \$61,224) about a third of the population in Census Tracts #'s 500.01 (Fort Garry - selling price \$106,762) and 140.02 (River East price \$92,444) the 0-14 cohort accounts for only 16.2% in St. James, 19.5% in Fort Garry, but 31.5% in River East. It is possible that young families who buy homes at the top and bottom of the market tend to have fewer children or that these families are either in the early stages of family formation or have postponed childbearing for lifestyle reasons. Large younger families on the other hand, may be more inclined to buy homes in the mid price range in newer residential areas.

There does not appear to be a direct relationship between the condition of housing as measured in terms of the need for repair and the presence of the 20-34 cohort. Similarly, there is no direct relationship between the proportion of single detached units and the presence of this cohort.

It may be concluded from the above discussion that selling prices of homes in the School Division which tend to fall in the mid price range are not a deterrent to young families. Rather, the lack of availability of homes in sections of the School Division due to ageing in place, may limit the number of younger families that may otherwise locate in the area. The location of younger families, by itself, may not result in larger child populations because larger families may be attracted to newer residential development in the middle price range in other parts of the city in search of a community of interest. Young families locating in the School Division may tend to have fewer school age children than families in new residential areas.

4.3 Urban Development Policies and Enrollments

4.3.1 Growth Management Policies of Plan Winnipeg

The boundaries of the St. James-Assiniboia School Division include both urbanized and rural areas within the metropolitan boundaries of Winnipeg. Almost three quarters of the School Division's area lies outside the Urban Limit Line - a line established by the City of Winnipeg and the province in 1981 to contain urban development within those areas which are currently serviced by water, sewer and transportation. (Figure 12 p.65)

Almost all of the School Division's area within the Urban Limit Line was developed prior to 1976 and it is in this area that all but one of the Division's 30 schools are located. The enrollment in these schools has been declining since 1971.

It has been suggested that by confining new residential development, the Urban Limit Line has restricted the School Division in seeking to reverse its declining enrollments.

Although it is true that the Urban Limit Line does restrict the development of new residential neighbourhoods in the St. James-Assiniboia School Division and thus limits the overall enrollment in the School Division, it does not cause enrollments to decline in existing neighbourhoods. The Urban Limit Line has been in existence only since 1981 whereas enrollments in the School Division have been declining since 1971. Although there have been no formal applications from developers for development of land outside the Urban Limit Line in the School Division there were requests in 1987 from the St. James-Assiniboia School Board, Genstar Development, Metropolitan Equities Limited, Stradbrook Investment Limited and the Canadian Pacific Railway to relocate the Urban Limit Line to allow residential development north of Saskatchewan Avenue. This indicates that developers feel there may be demand for development in this area.

The mere removal of the Urban Limit Line will not lead to residential development north of Saskatchewan Avenue because formal applications for

subdivision development would still have to be submitted by developers and as well the land is currently unserviced. A City of Winnipeg report estimated in 1981 that it would cost the City approximately \$79.4 million more to service this land with regional services for residential development than to direct development to existing serviced land in the City.² If even a portion of these higher costs is passed on to the homebuyer, new homes north of Saskatchewan Avenue would be more expensive than those in other parts of the city. Although developers suggest housing in this area could span the entire price range of the market expensive servicing costs, if passed on to the homebuyers, may mean the majority of homes would be in the higher price range and perhaps may not attract those young families who have more school age children. Also, more and more of the housing demand in future years is expected to come from move up buyers who do not have young school age children and prospective builders will increasingly target their product to the move up market.

When contemplating upon the possibility of residential development north of Saskatchewan Avenue, it should be remembered that development in Lindenwoods attracted families from existing neighbourhoods of Fort Garry and River Heights. Similarly, development north of Saskatchewan Avenue may attract higher income families from Silver Heights/Sturgeon Creek, Westwood and John Taylor catchment areas providing an opportunity for younger families to move into these areas.³

It is conceivable, however, that residential development north of Saskatchewan Avenue may generate some enrollment for the older schools in Sturgeon Creek/Silver Heights and John Taylor catchment areas provided that bussing can be effectively provided as was done in the case of Lindenwoods during 1983-1987 by the adjacent school divisions. In the long run, however, bussing may not be workable because parents will inevitably demand new schools within their neighbourhoods.

² Plan Winnipeg Review 1987, Department of Environmental Planning, City of Winnipeg, page 23.

³ For example, a 12.5% random sample of residents in Lindenwoods indicated that over a third (38%) moved from Fort Garry or River Heights - the two contiguous areas.

The combined effect of households moving from Sturgeon Creek, Westwood and John Taylor into the area north of Saskatchewan Avenue and of young families moving into these areas from elsewhere could well stabilize or moderately increase enrollments in existing schools. Moreover, given that some of the new households who locate in Sturgeon Creek, Westwood and John Taylor will be move-up buyers from the St. James catchment area, more homes will be available to young families in St. James. New residential development north of Saskatchewan Avenue could thus benefit schools in the entire School Division.

The extent to which the School Division can benefit from residential development north of Saskatchewan Avenue will depend upon the timing of the development, the share of the housing market which the area can capture relative to other parts of the City and the characteristics of the new buyers. The share of the housing market which residential development north of Saskatchewan Avenue can capture is discussed in Section 5.

Normally, there is at least a three year gap between the time that a developer makes an application for land development and the time when the first homes are ready for sale. The gap will be longer in the case of the area north of Saskatchewan Avenue because according to City officials, the City will have to install major trunk lines for water and sewer and undertake major thoroughfare construction. If a development application is made in 1988, the first homes are not likely to be on the market until 1993. By that time, the housing demand in Winnipeg will have bottomed out⁴ and the development may proceed at a relatively slow rate. This slowdown may threaten the very viability of the development. Also, 1993 is too far away to help the School Division with its current problem of declining enrollments.

⁴ See for example estimates by Clayton Research Associates, 1986 and City of Winnipeg, 1987. See also Section 5, Table 27.

4.3.2 Rehabilitation and Conservation Policies and Enrollments

The rehabilitation and conservation policies which the City of Winnipeg pursues in various neighbourhoods are determined by how individual neighbourhoods are designated according to the City's method of Area Characterization.

Area Characterization by the City is based on the premise that all neighbourhoods inevitably pass through the three stages of urban development, i.e. growth, stability and decline. Being an older city, Winnipeg has several areas in the stable and declining stages of the urban development cycle. All of the built up residential areas within the School Division have been designated as being stable. However, within areas of stability, the City's Area Characterization has recognized three types of stable areas in the School Division:

- (i) Stable Areas where growth has only recently been completed, the population is stable, supporting neighbourhood elements are adequate and the area and population are self sufficient. These areas include all of the John Taylor, Westwood and Silver Heights areas. No special public intervention by way of capital works is required in these areas.
- (ii) Conservation Areas where there are signs of initial decline but for the most part the areas are still self-sufficient. Some public capital input is required in these areas to prevent further decline. The western part of the St. James catchment area as well as all of the area south of Portage has been designated as a Conservation Area.
- (iii) Rehabilitation Areas where there is a greater degree of decline than Conservation Areas, usually reflecting greater age and lower standards of dwellings and support services. Public capital input is usually required in these areas for home repair and for upgrading and improvement of support services. The eastern part of St. James, along with Brooklands have been designated as Rehabilitation Areas.

Since 1982, the City of Winnipeg has been pursuing conservation and rehabilitation programs and policies in the St. James catchment area.

In the eastern part of St. James, neighbourhood improvements worth \$2.76 million were undertaken to improve infrastructure; to develop and equip parks, tot lots and school playgrounds; to provide recreational and community facilities; and to undertake other area improvements. Over \$740,000 was spent to build a

community centre in the Deer Lodge area. In addition \$3.5 million was spent to rehabilitate some 500 dwelling units in the eastern part of St. James. Also, expenditures were incurred to provide certain social programs such as day care, the Luncheon After School Program and programming at Children's centres.

In the Brooklands area, some \$5 million was spent to undertake improvements, provide a swimming pool and other community facilities. An additional \$723,000 was spent to rehabilitate 150 dwelling units. The relatively small number of units rehabilitated in Brooklands compared with the eastern part of St. James is due to the fact that assistance for rehabilitation under the federal/provincial/municipal Residential Rehabilitation Assistance Program is limited to low income families and several dwelling units in need of rehabilitation in Brooklands do not qualify for the assistance.

It is evident from the foregoing that the City's efforts to conserve and rehabilitate the St. James catchment area have been significant. It was pointed out earlier in this section that redevelopment activity in the St. James catchment area has led to an increase in the 0-9 and 20-34 age cohorts and as a result, enrollments in elementary schools in this area are expected to improve.

It would be reasonable to conclude that the conservation and rehabilitation policies of the City of Winnipeg may well have contributed toward improving the enrollment scenario.

Most of the capital expenditures contemplated for the St. James area under the City's current conservation and rehabilitation program have been complete and there are no imminent plans to undertake additional works. One exception may be grants to undertake residential rehabilitation if an appropriate program to provide assistance to moderate income households can be negotiated between the three levels of government. Areas in St. James as well as those in Silver Heights could potentially benefit from such a program.

Table 18

Age Group Structure of Winnipeg 1951, 1961, 1971, 1981 and 1986

Age Group	Population					Per Cent				
	1951	1961	1971	1981	1986	1951	1961	1971	1981	1986
0-4	37,713	52,152	43,220	39,605	43,220	10.65	10.95	8.00	6.77	6.91
5-9	27,329	48,208	49,800	40,325	40,920	7.71	10.12	9.21	6.89	6.54
10-14	20,546	42,281	49,980	42,245	41,840	5.80	8.88	9.25	7.22	6.69
15-19	22,790	50,885	53,030	52,575	45,865	6.43	7.01	9.42	9.00	7.33
20-24	28,512	33,470	53,020	58,735	60,280	8.05	7.03	9.81	10.04	9.64
25-34	60,868	66,815	71,895	101,755	114,105	17.19	14.09	13.32	17.40	17.92
35-44	52,245	66,813	60,655	66,610	86,240	14.79	14.10	11.23	11.39	13.79
45-54	38,495	53,288	61,055	58,665	59,015	10.87	11.26	11.30	10.03	9.43
55-64	33,935	35,959	48,525	56,940	58,285	9.58	7.55	8.98	9.74	9.32
65 +	31,030	42,902	51,250	67,395	75,530	8.93	9.01	9.48	11.52	12.07

Source: Statistics Canada

Table 19

Families With Three or More Children, 1971 and 1986, St. James-Assiniboia School Division and Winnipeg

Area	All Families	1971		1986		
		#	With Three or More Children %	All Families	With Three or More Children %	
Winnipeg	132,860	30,910	23.3	164,855	21,460	13.0
School Division	17,275	4,925	28.5	17,705	1,945	11.0
St. James	5,315	1,250	23.5	4,360	375	8.6
Silver Heights	4,680	1,205	25.7	5,850	570	9.7
Westwood	3,240	1,125	34.7	3,620	460	12.7
John Taylor	4,040	1,345	33.3	3,875	540	13.9

Source: Statistics Canada

Table 20

Residential Demolitions and Constructions, 1980-1986, St. James-Assiniboia School Division

Area	Demolitions			Constructions			Total No. of Dwelling Units 1986
	Single	Semi/Row	Apartment	Single	Semi/Row	Apartment	
St. James	109	4	--	132	--	--	6,610
Silver Heights	21	--	--	72	156	240	8,835
Westwood	9	--	--	74	--	320	4,365
John Taylor	15	--	--	53	--	--	4,870
School Division	158	4	--	360	156	560	24,680

Source: City of Winnipeg: Environmental Planning Department.

Table 21

Average Selling Price for Homes (1987), Percentage of Selected Age Cohorts (1986), Major Period of Construction, Need for Repairs (1981) and Percentage of Single Detached Dwelling Units for Selected Areas of Winnipeg School Divisions.

School Division & Selected Area	Average Selling Price of Home in \$	Percentage of Cohort		Major Period of Construction	% of Housing in Need of Repair	Single Detached Dwellings as a % of all Dwellings
		0-14	20-34			
St. James-Assiniboia (St. James)	61,224	16.2	29.3	Pre 1960	29.2	78.8
Transcona (c.t. 120.01)	65,580	32.5	26.4	1971-81	15.5	70.7
St. James-Assiniboia (John Taylor)	84,540	19.1	26.3	1960-80	12.4	64.2
St. Vital (c.t. 102.01, 04)	85,009	25.9	31.0	1946-70	14.2	37.6
Seven Oaks (c.t. 560.01, 02, 04)	85,587	28.8	27.0	1971-81	8.2	51.2
River East (c.t. 140.02)	92,444	31.5	33.8	1971-81	9.4	69.1
St. James-Assiniboia (Silver Heights)	94,777	15.3	26.6	1946-70	17.7	48.7
St. James-Assiniboia (Westwood)	96,377	16.7	21.2	1961-70	12.3	79.2
Seven Oaks (c.t. 552.01, 02)	97,494	15.2	21.6	1961-81	13.7	69.0
Fort Garry (c.t. 500.01)	106,762	19.5	32.4	1971-81	10.9	47.9
Assiniboine South (c.t. 510)	107,000	17.9	20.9	1961-81	10.3	75.9

Sources: Statistics Canada, Winnipeg Real Estate Board.

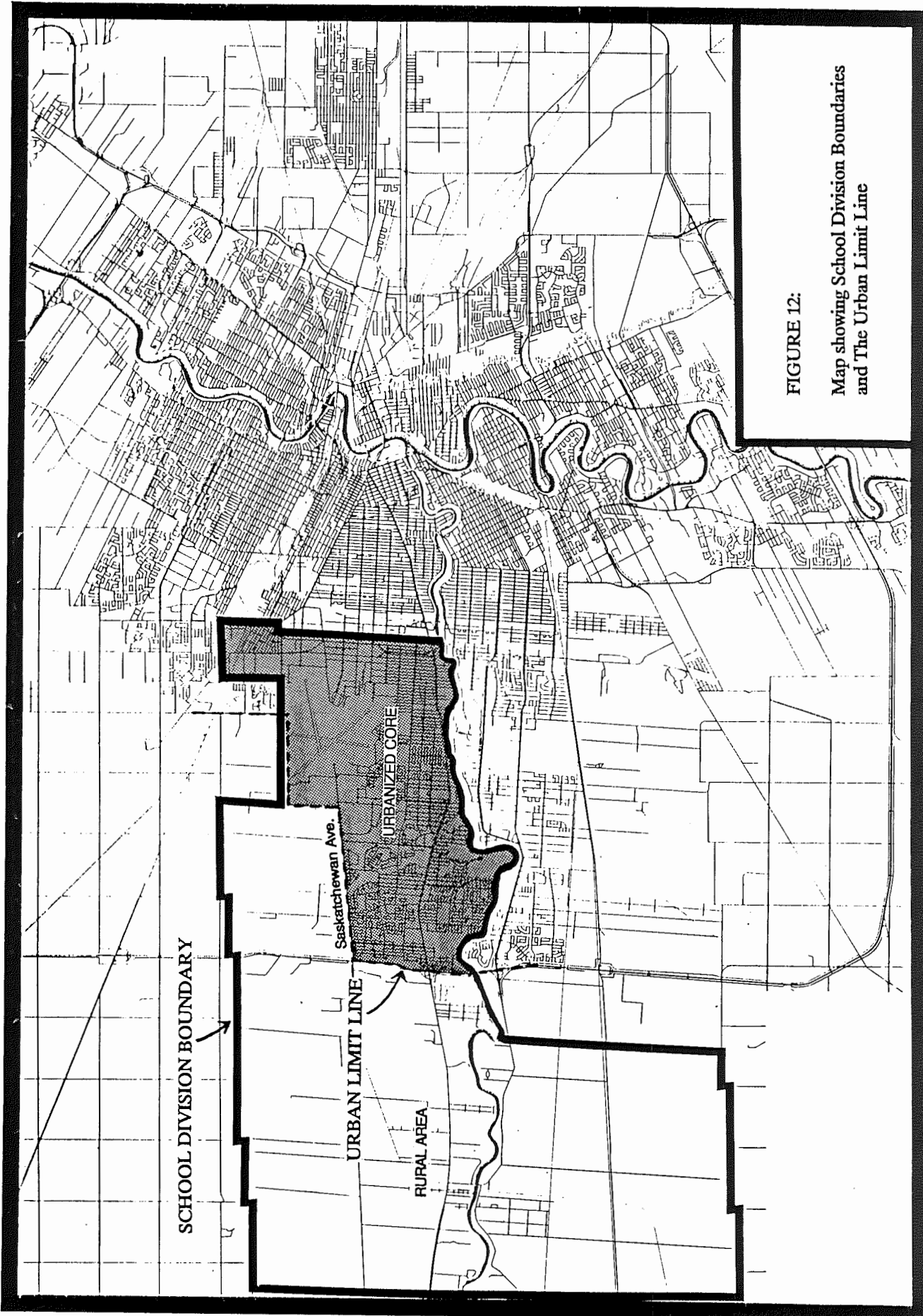


FIGURE 12:

Map showing School Division Boundaries and The Urban Limit Line

Section 5.0

**FUTURE SCENARIOS
FOR
ST. JAMES-ASSINIBOIA SCHOOL DIVISION**

5.0 FUTURE SCENARIOS FOR ST. JAMES-ASSINIBOIA SCHOOL DIVISION

5.1 Introduction

Two enrollment scenarios can be contemplated for the St. James Assiniboia School Division. One scenario can be constructed around possibilities for residential development north of Saskatchewan Avenue. The other scenario can be constructed around the continuing change within the existing urbanized core of the School Division. Each scenario has different implications for the operation of schools by the Division. These two scenarios and their implications are discussed in this section.

5.2 Scenario 1: Residential Development North of Saskatchewan Avenue

There is over 2,400 acres of undeveloped land north of Saskatchewan Avenue. It has been suggested by one developer that this land could be developed for industrial, commercial, mixed and residential uses with about a third of the land being developed for residential use.⁵ Assuming 6 homes per acre, approximately 5,000 new homes could potentially be accommodated on this land.

Although the land north of Saskatchewan Avenue could potentially accommodate 5,000 new homes, there is no realistic possibility of this number of homes being built in the immediate future. The number of homes which can be built will depend upon two factors - the timing of development and the share of the market which this development can capture. The net effect of this development upon enrollments in the School Division will depend upon the household characteristics of the buyers and the numbers of these buyers who relocate from existing residential areas of the School Division permitting greater turnover in the older areas. All of these factors are discussed below.

⁵ *St. James: A Development Opportunity for Winnipeg*: Genstar Development Company, Winnipeg, April 1982.

5.2.1 Timing of Development

At the present time, the land north of Saskatchewan Avenue lies outside the Urban Limit Line established by Plan Winnipeg to restrict new urban development to the existing serviced areas of the City. In Section 4.3.1, it was noted that the development of this land would require the installation of trunk water and sewer lines and the construction of major thoroughfares which would require substantial public expenditures. The proponent of the development has suggested that these expenditure could be justified if two thirds of the area is developed for uses other than residential. The proposal is contingent upon attracting a major industry to locate in the area. Assuming that the developer is able to attract an appropriate industry and the development becomes viable, the development will require approval from the City of Winnipeg.

Applications have been made for an amendment to Plan Winnipeg to permit development outside the Urban Limit Line. Between October 1, 1987 and December 23, 1987 the St. James-Assiniboia School Division, Genstar Development, Metropolitan Equities, Stradbrook Investments and Canadian Pacific Railways all submitted applications requesting the Urban Limit Line be relocated in order to permit residential development north of Saskatchewan Avenue. If this relocation is approved a subdivision application will have to be made and developers will need to negotiate with the City with respect to the costs of the services. Subsequent to the necessary approvals and agreements, trunk services will have to be designed and built. The process of obtaining approvals and designing and constructing services would take at least two to three years-possibly more, because public hearing will be required for amendment of *Plan Winnipeg* and necessary public financings of services will have to be put into place. It seems unlikely that any homes could come on the market before 1993.

5.2.2 Share of the Market

Table 22 (p.79) indicates that the total 5 year demand for single family units in Winnipeg during 1991 to 1996 will be 7,950 or 1,590 units per year. According to the City of Winnipeg, serviced land within the Urban Limit Line currently

exceeds by about 5,900 acres, the land required for residential development during the time period 1988-2001 (Table 23 p.80). This land is distributed in all four quadrants of the City (Table 24 p.81). Thus, any homes built on land north of Saskatchewan Avenue will compete in the market with homes built in other quadrants of the City which may be more competitive given that the lands are already serviced. In particular, Assiniboine South, Fort Garry and St. Boniface/St. Vital, by virtue of their quality of development, are likely to be the major competition. Additional growth between now and 2001 is also expected in Transcona, East Kildonan, West Kildonan and the Lord Selkirk area. As well, new development is occurring, and is projected to continue, in the inner city in response to initiatives under the Core Area Agreement. In addition, with the pronounced decline in the demand for rental housing that is expected over the next ten to fifteen years there may be considerable downzoning of multi family land to accommodate single family lots. City officials confirm that this trend has been evident in the past several years. If this trend continues as expected, additional lots would be made available for single family development in many areas of the city.

Under these conditions, it is conceivable that homes built north of Saskatchewan Avenue may capture between 15% to 30% of the market i.e., 238 to 477 units per year or a total of 1,190 to 2,385 units over the period 1991 to 1996. If the same market capture rates are continued in the period 1996 to 2001 the more conservative estimate would result in a total of 2,210 units in the area by 2001, the higher estimate would yield 4,425 units. This assumes that the majority of the units built north of Saskatchewan Avenue would be single family units although the calculations are based on a density of 6 units per acre which permits townhouse development as well. The demand for rental apartments in this area will be limited given the expected sharp reduction in rental demand and the renewed emphasis on rental development in the inner city area.

5.2.3 Possible Effect of New Residential Development on Enrollment

Assuming that residential development proceeds north of Saskatchewan Avenue and 1,190 to 2,385 homes are built and occupied over the period 1991-

1996 with an additional 1,020 to 2,040 by 2001, up to 40% of the buyers may come from existing residential areas of the School Division as was the case with recent contiguous development in Assiniboine South (Lindenwoods) (see note 2, Section 4.3.1, and Appendix B). An estimated 884 to 1,770 homes vacated by these buyers will then come on the market for new households. The most desirable scenario from the School Division's perspective would be that these older homes are bought by young families with school age children who can help in moderating the declining enrollments in existing schools.

It was noted in Section 4.2 that families with young children may be more prone to buy homes in the mid price range (\$85,000 to \$95,000) rather than the top (>\$1,000,000) or bottom (<\$85,000) of the price range. Given the anticipated higher costs of providing services in the area north of Saskatchewan Avenue, the majority of homes may well be near the top end of the price range as was the case with Seven Oaks C.T.552 (average price \$97,494) and Lindenwoods (average price \$107,000). Only a fifth of the buyers in these developments were in the 20-34 age group and the 0-14 age group constituted only 15 to 18% of the population compared with about 26% in Westwood and John Taylor catchment areas. By contrast, a third of the new homes in St. Vital and River East in the mid price range were bought by young families.

If the residential development north of Saskatchewan Avenue provides many homes closer to the top of the price range, buyers will likely not have large families. Household characteristics may be closer to those of new residential areas such as Seven Oaks, (C.T.552), Fort Garry and Assiniboine South, all of which are more akin to Westwood (Table 21 p.64), which provides about 0.22 elementary school pupils per dwelling unit (Table 25 p.82). This ratio is lower than is currently the case in newly developing areas. However, based on the demographic trends described in Section 4.0 related to the aging of the population and declining household size this lower figure may well be a realistic ratio in the future, particularly if these demographic trends are combined with higher priced housing in this area. If, however, the development provides homes in the mid price range (\$85,000 to \$95,000 in 1988 dollars), buyers with larger families may be attracted both from the existing residential areas of the School Division and from other parts of the City. These buyers may be more akin to

those in Seven Oaks C.T.560 and child populations could be about 70% higher than in Westwood yielding about 0.38 pupils per home.⁶ Since most of the movers from the existing residential areas of the School Division will vacate homes in the mid price range (Table 21 p.64), new buyers of these homes could be young buyers with larger families yielding 0.38 pupils per dwelling or they could be move-up buyers with fewer children.

Table 26 (p.83) estimates new enrollment scenarios for the School Division for 1996 based upon high and low estimates of 2,385 and 1,190 new homes north of Saskatchewan Avenue and high and low enrollments of 0.38 and 0.22 elementary school pupils per home. The table indicates that residential development north of Saskatchewan Avenue could result in increased elementary school enrollments of anywhere between 261 to 1,053 by 1996 and an additional 449 to 906 by 2001 depending upon the type of development and the family characteristics of home buyers.

Based upon the estimated elementary school enrollments in Table 26 (p.83) and the average ratio of elementary school pupils to junior high and senior high pupils (Table 27, p.82), Table 28 (p.85) provides estimates of total enrollment change for all levels of schools in the School Division given the high and low estimates for new homes in the area north of Saskatchewan Avenue by the years 1996 and 2001. The more optimistic estimate results in .57 pupils per home for grades K to 12 which is very similar to other newly developed areas in the City such as St. Vital and River East. The table indicates that total enrollments in the School Division could increase by anywhere between 545 and 2,199 by 1996 depending upon the type of development north of Saskatchewan Avenue and the family characteristics of the buyers. These additions represent an increase of between 5.4% to 21.8% over the current enrollment projections for 1996 assuming no new residential development. The projected growth in the area to 2001 would result in an additional increase in enrollment in the school division that would range from 468 to 1,892.

⁶ From Table 21, 0 to 14 cohort is 28.8 in Seven Oaks CT 560 compared with 16.7 in Westwood i.e. 72.45% more. From Table 28, there are 0.22 pupils per dwelling unit in Westwood. If this figure is inflated by 72.45% we get 0.38.

5.2.4 Implications for the School Division

From the above discussion, it would appear that residential development north of Saskatchewan Avenue could result in a wide range of enrollment possibilities for the School Division. A low total enrollment from such development could provide an estimated 545 pupils of whom 261 could be elementary school pupils by 1996. If the most optimistic estimates materialize, the Division could be looking at 2,199 pupils of whom 1,053 could be elementary school pupils. In reality, some in-between scenario may be the most likely should residential development occur at all.

It would be reasonable to assume that depending on the pace of the development, pupils will need to be bussed from the new areas to existing schools in the School Division for at least 3 to 5 years after development begins. If enrollment levels are on the low side and do not approach the threshold for new schools, as in the low estimate of 261 elementary school pupils, bussing could continue for some time. However, enrollments will most likely reach the threshold for a new K-9 neighbourhood school (about 400). At that time, residents will likely want their own school. In the high estimate scenario, two to three new neighbourhood elementary schools could be required by 1996 (enrollment 1053) and perhaps even a junior high school (enrollment 540) and a senior high school (enrollment 606).

Thus, the School Division could be looking at scenarios where, if the low estimates materialize, the Division could be bussing about 260 elementary school pupils for 3 to 5 years and if the high estimates materialize, new schools will have to be built but older schools may still have to be closed prior to 1996 in the residential areas. In either scenario, there is no significant or long term solutions to the problem of declining enrollments in existing schools. However, one advantage for the School Division would be that by opening new schools in other areas, it may be possible to redeploy a portion of the existing staff who could otherwise stand to lose their jobs as a result of school closures in the older areas.

5.3 Scenario 2: No Residential Development North of Saskatchewan Avenue

If no new residential development occurs north of Saskatchewan Avenue, school enrollments over the next 10 years will most likely be determined by the following processes which have determined the current demographic profiles of catchment areas within the School Division:

- (i) A trend toward ageing and smaller child populations. The population of the St. James-Assinibola School Division will continue to age; senior citizens will comprise a greater proportion of the Division's population. Decisions to have fewer children and the postponement of childbearing will continue to contribute to reduced child populations.
- (ii) Ageing and movement. The School Division will experience a turnover in population as persons aged 45 to 64 years retire and move from their homes. This will be particularly evident in catchment areas such as Westwood and John Taylor where a significant proportion of the residents are in their pre-retirement or retirement years.
- (iii) Smaller family size. During the late 1960s and early 1970s disproportionately large student enrollments had resulted from the presence of larger families in areas of the School Division such as Westwood and John Taylor. Recently, the number of large families in St. James-Assiniboia has declined, thereby contributing to a smaller average family size. Smaller families will mean smaller student enrollments.
- (iv) Rehabilitation and Conservation. Rehabilitation activity in older areas of the School Division such as St. James and eastern Silver Heights as well as the construction of multiple family dwellings in catchment areas such as Westwood and Silver Heights have contributed to increases to the 25-34 age cohort and consequently an increase to the 0-4 age cohort. This process will likely continue and contribute toward a turnover in the population in these areas of the School Division.

5.3.1 Enrollment Projections

In 1986, the School Division prepared enrollment Projections for the 10 year period 1986-1996.⁷ These projections appear to be consistent with the processes

⁷ St. James-Assiniboia School Division No. 2 Long Range Plan: School Accommodation and Staff Requirements: A Five Year Student Enrollment Projection. Dec. 1986.

identified in Section 5.1 which are likely to determine the demographic structure of the School Division and its catchment areas over the period 1986-1996. The discussion of enrollments in this section is therefore based upon the School Division's enrollment projections.

School Division projections suggest enrollments will decline in the St. James-Assiniboia School Division by 15.0% or 1782 students between 1986 and 1996 (Tables 29 p.86 and 30 p.87). Decline is anticipated to be severe in senior high schools (-32.3% or 1226 students), modest in junior high schools (-18.8% or 513 students), and only minimal in elementary schools (1.0% or 40 students) (Table 29 p.86). Elementary school enrollments are expected to increase between 1991 and 1996 after declining during 1986-1991 whereas enrollment decline in both junior and senior high schools is anticipated to continue throughout the period 1986 to 1996 (Table 30 p.87).

Enrollment declines will not be uniform across the School Division. School Division projections suggest eastern sections of St. James-Assiniboia i.e. St. James and Silver Heights will experience an enrollment decline in senior high schools and an enrollment increase in elementary schools (Table 29 p.86). A significant increase in junior high enrollments is expected in Silver Heights (44.9% or 306 students) but not in St. James. Rather, junior high enrollment in this catchment area is not anticipated to change (-1.1% or 4 students) (Table 29 p.86).

Elementary enrollment increases and junior high decreases can be attributed to currently increasing preschool populations and decreasing youth populations in both St. James and Silver Heights. As children in these age groups advance through the education system, they contribute to future (1996) enrollment changes. Therefore, if elementary school children remain in the area, it is likely that post 1996 senior high enrollments may only moderately decline or they may actually increase.

In view of the fact that both St. James and Silver Heights catchment areas are experiencing preschool population increases (and increases in the 25-34 age cohort), it is interesting to note the projections for 1996 junior high enrollments in each of these areas. It would appear that unlike increases in Silver Heights, current preschool population increases in St. James may not be sufficient to significantly alter enrollment declines, hence, future junior high enrollments in St. James may at best only stabilize. Additionally, junior high enrollment increases in St. James may be channelled to other areas of the School Division, such as Silver Heights, as home-owners in St. James become "move-up" buyers and relocate elsewhere in the School Division.

Elementary, junior and senior high school enrollments in both Westwood and John Taylor will continue to decline. Junior and senior high enrollment declines are expected to be most severe while elementary enrollments, although declining, will be moderate compared to previous declines (Table 29 p.86). Future enrollments in both Westwood and John Taylor are a reflection of declining preschool populations and ageing child populations; fewer younger children are replacing older children which have advanced through the system.

5.3.2 Implications for the School Division

The foregoing discussion has indicated that by 1996, the enrollment decline in elementary and junior high schools in St. James and Silver Heights is likely to abate and net increases may in fact occur. In the two other catchment areas- Westwood and John Taylor, elementary and junior high school enrollments will continue to decline. The decline in elementary schools is expected to be moderate while the decline will be almost 50% in junior high school. Senior high school enrollments in all catchment areas will continue to decline. St. James and Westwood would each have fewer than 300 students in senior high school.

One major issue which the School Division is likely to face over the next ten years will be to determine how best to distribute school services spatially.

With enrollments projected at near 300 or lower in 1996, senior high schools in St. James, Silver Heights and Westwood will have fallen below the current norm of a minimum enrollment of 350 (Table 31 p.88). With enrollments of about 600, senior high schools in John Taylor and Sturgeon Creek will inevitably face programming problems. All senior high schools will have enrollments substantially lower than the average optimum capacity of the schools (about 1,000 pupils).

The current norm with respect to junior high schools requires a minimum of 3 classes per grade which works out to a minimum of about 250 students. In 1996, only 3 of the 11 junior high schools now operated by the School Division will have enrollments of 250 or more - St. James Collegiate, Golden Gate in Silver Heights and Hedges in John Taylor (Table 31 p.88). All will have enrollments which are substantially lower than the optimum enrollment of 500 pupils.

Among elementary schools, only 7, including Robert Browning French Immersion will have enrollments of 300 or more in 1996 (Table 31 p.88) which, again, is substantially lower than the optimum capacity of 500 pupils.

It is evident from the above that significant rationalization will be required both in the distribution of elementary schools and in their ratio to high schools in order to achieve better utilization of installed capacity. The following discussion may provide some guidance in this regard.

5.3.3 Location of Elementary Schools and Their Ratio to High Schools

At the present time, the average optimum capacity of existing elementary schools and junior high schools in the School Division is about 500 pupils. The average optimum capacity of senior high schools is about 1,000 pupils. On the average, dwellings in the Division currently provide about 0.22 elementary pupils, 0.11 junior high school pupils and 0.15 senior high school pupils per dwelling (Table 28 p.85). Thus, it takes about 2,273 dwellings to provide the optimum number of elementary school pupils, 4,545 dwellings to provide the optimum

enrollment for a junior high school and about 6,667 dwellings to provide the optimum enrollment for a senior high school (Table 32 p.89).

Current norms used to operate schools in the School Division allow schools to operate with enrollments substantially lower than their optimum capacity. As discussed in Section 5.3.2, the minimum enrollment is 300 for elementary schools, 250 for junior high schools and 350 for senior high schools. At current ratios of enrollment to dwelling unit, it takes 1,363 dwellings to support an elementary school at minimum enrollment, 2,272 dwellings to support a junior high school and 2,333 dwellings to support a senior high school. The corresponding figures for supporting optimum capacities in the three levels of schools are 2,273; 4,545; and 6,667. Thus it would take twice as many dwelling units to support a junior high as it takes to support an elementary school and three times as many to support a senior high school.

Given current dwelling unit densities in the School Division, the radius of the service area required to support one elementary school at an enrollment of 300, is about 0.54 kilometre. The corresponding radius to support the average optimum enrollment of 500 pupils is 0.70 kilometers (Table 32 p.89).

The location of elementary schools (except Kirkfield Park) in the urbanized core of the School Division is shown on Figure 13 (p.90), together with service areas of the elementary schools, which are shown as circles of 0.7 kilometre radius, centred on the school. The figure shows the incidence of overlapping among these elementary school service areas. In general, more overlapping is found in the newer areas of the School Division where there is the greatest decline in enrollments. The most desirable pattern would be one in which overlapping of service areas was at a minimum and yet, all areas were served as best as possible. An optimum solution will inevitably require some bussing in the interests of efficiency from a school administration and finance perspective.

It is evident from Figure 13 (p.90) that adjustments will be required in the distribution of elementary schools to achieve efficiencies in the delivery of school services. Corresponding redistribution will also be required for junior high and senior high schools.

In undertaking an adjustment, the important factors to be considered would be:

- (i) population/dwelling unit densities
- (ii) the desired level of enrollment for each level of school i.e. elementary, junior high and senior high.
- (iii) the size of population and the numbers of families and households which would provide the desired level of elementary school enrollment.
- (iv) the number of elementary schools which would provide the desired level of enrollment for a junior high school.
- (v) the number of junior high schools which would provide the desired level of enrollment for a senior high school.
- (vi) the desirable walking distance to school for elementary school pupils.
- (vii) the extent to which bussing is to be used.

The above factors would need to be considered both in the short, medium and long term perspective because adjustments made today must take into account not only the immediate needs but also provide a sound system of schools that will last for several generations in the same way as schools built during the early years of this community continue to serve today's needs.

Table 22

Projected Dwelling Unit Requirements, City of Winnipeg, 1986-2001.

	ANNUAL HOUSING REQUIREMENTS	TOTAL HOUSING REQUIREMENTS		
		Five-Year Total	Singles	Multiple
1986-1991	3,870	19,360	12,570	6,790
1991-1996	2,220	11,120	7,950	3,170
1996-2001	1,820	9,120	6,800	2,320
Forecast Period Totals		39,600	27,320	12,280
% Totals		100%	69%	31%

Source: *Plan Winnipeg Review 1987*. Department of Environmental Planning, City of Winnipeg.

Table 23

Suburban Residential Neighbourhood Policy Areas Land Capacity Analysis.

	SFD	MULTIPLE	TOTAL
Projected housing demand 1986-2001	27,320	12,280	39,600
less permits 1986 and 1987	6,000	4,100	10,100
Net residual demand 1988-2001	<u>21,320</u>	<u>8,180</u>	<u>29,500</u>
Lot inventory (land in all stages of application)	<u>11,678</u>	<u>9,546</u>	<u>21,323</u>
projected future demand above present inventory and applications 1988-2001	9,642	----	---

9,642 single-family units
average 6 units per acre = 1,600 acres of land to accommodate

Present inventory of vacant land = 7,500 acres

excess of present designated lands
for full service residential
development 1988-2001 - 5,900 acres

Source: *Plan Winnipeg Review 1987*. Department of Environmental Planning, City of
Winnipeg.

Table 24

Inventory of Vacant Lands in Existing Suburban Residential Neighbourhood Policy Areas.

Quadrant	Plan Winnipeg Vacant Lands 1978	Plan Winnipeg Vacant Lands 1986
North-west	2,237.0	1,498.0
North-east	2,680.0	1,724.0
South-east	4,361.0	2,847.0
South-west	2,226.0	1,381.0
	<u>11,504.0</u>	<u>7,450.0</u>

Note: Does not include infill lands available in mature established Suburban Residential Neighbourhoods; the majority of such land is located in South Charleswood and it is estimated that in this location there is approximately 350 acres of vacant lands (excluding the Ridgewood South neighbourhood).

Source: *Plan Winnipeg Review 1987*. Department of Environmental Planning, City of Winnipeg.

Table 25

Relationship Between Enrollment and Dwelling Units 1986.

AREA	NUMBER OF D. U.'S	ENROLLMENT (PER D.U.)		
		Elementary	Junior High	Senior High
St. James	6610	1103 (0.16)	3.54 (0.05)	381 (0.05)
Silver Heights	8835	1566 (0.17)	682 (0.07)	1694 (0.19)
Westwood	4365	968 (0.22)	480 (0.10)	650 (0.14)
John Taylor	4870	1592 (0.32)	1207 (0.24)	1082 (0.22)
School Division	24,680	5,343 (0.21)	2,723 (0.11)	3,804 (0.15)

Source: Institute of Urban Studies

Table 26

Estimated Additional Enrollment 1991-1996 and 1996 to 2001 in Elementary Schools from Residential Development North of Saskatchewan Avenue - St. James-Assiniboia.

Time Period	Number of New Homes North of Saskatchewan Avenue	Estimate Elementary School Enrollment in New Residential Area		Estimated Elementary School Enrollment Change in Existing Residential Areas		Estimated Additional Enrollment	
		High Estimate @ 0.38 Pupils per Home	Low Estimate @ 0.22 Pupils per Home	* High Estimate Assuming Movers are Replaced by Families with 0.38 Pupils per Home	** Low Estimate Assuming Movers are Replaced by Families with 0.22 Pupils per Home	High Estimate	Low Estimate
1991 to 1996	2,385	906	524	147	No Change	1,053	524
	1,190	452	261	76	No Change	528	261
.....							
1996 to 2001	2,040	775	449	131	No Change	906	449
	1,020	388	224	65	No Change	403	224
Total to 2001	4,425	1681	973	278	No Change	1,959	973
	2,210	840	485	141	No Change	931	485

* Figures derived thus: (40% of new development x 0.38) - (40% of new development x 0.22)

** Figures derived thus: (40% of new development x 0.22) - (40% of new development x 0.22)

Source: Institute of Urban Studies

Table 27

% Enrollment by Level of School for the Period 1977 - 1997 for St. James-Assiniboia.

YEAR	% ENROLLMENT				
	Elementary	Junior High	Senior High	Junior High as % of Elementary	Senior High as % of Elementary
1977-78	46.61	28.25	25.63	60.60	54.98
1981-82	47.71	25.29	27.29	53.00	57.19
1986-87	45.01	22.93	32.03	50.94	71.16
1996-97	52.56	21.89	25.54	38.02	48.59
AVERAGE	47.97	24.59	27.62	51.26	57.57

Source: Institute of Urban Studies

Table 28

Estimated Percentage Increase in Current Estimates of Enrollment for the periods 1991 to 1996 and 1996 to 2001 Resulting From Residential Development North of Saskatchewan Avenue: St. James-Assiniboia School Division.

Number of New Homes North of Saskatchewan Avenue	Estimated Additional Enrollment by Level of School						Total Additional Enrollment from New Residential Development		Current Estimate of Enrollment Assuming No New Residential Development	Estimated % Increase Over Current Enrollment Estimates		
	High Estimate			Low Estimate			High Estimate	Low Estimate		High Estimate	Low Estimate	
	K-6	7-9	10-12	K-6	7-9	10-12						
1991 to 1996	2,385 (High Estimate) (30% of Market Share)	1,053	540	606	524	269	302	2,199	1,095	10,093	21.8	10.8
	1,190 (Low Estimate) (15% of Market Share)	528	271	304	261	134	150	1,103	545	10,093	10.9	5.4
1996 to 2001	2,040 (High Estimate) (30% of Market Share)	906	464	522	403	207	232	1,892	842	N/A	N/A	N/A
	1,020 (Low Estimate) (15% of Market Share)	449	230	258	224	115	129	937	468	N/A	N/A	N/A

Source: Institute of Urban Studies

TABLE 29.

Enrollment Change 1977-1987, St. James Assiniboia School Division

Area	Total	1977-1978			Total	1981-1982		
		K-6	7-9	10-12		K-6	7-9	10-12
School Div.	17,858	8,325	5,045	4,578	14,133	6,701	3,575	3,857
St. James	3,408	1,351	1,322	7,35	2,574	1,298	815	461
Silver Heights	5,154	2,192	1,021	1,941	4,394	1,792	909	1,693
Westwood	3,666	1,688	1,026	952	2,770	1,203	751	816
John Taylor	5,499	2,873	1,676	950	4,269	2,282	1,100	887
Phoenix	131	131	-----	---	126	126	-----	---

Area	Total	1986-1987			Total	1996-1997		
		K-6	7-9	10-12		K-6	7-9	10-12
School Div.	11,875	5,345	2,723	3,804	10,093	5,305	2,210	2,578
St. James	1,838	1,103	354	381	1,888	1,259	350	279
Silver Heights	3,942	1,566	682	1,694	4,080	1,706	988	1,386
Westwood	2,098	968	480	650	1,314	796	220	298
John Taylor	3,881	1,592	1,207	1,082	2,614	1,326	673	615
Phoenix	116	116	-----	-----	218	218	-----	-----

Source: St. James-Assiniboia School Division No. 2.

TABLE 30.

Enrollment Projection to 1996, St. James Assiniboia School Division

Year	K-6	% Change	7-9	% Change	10-12	% Change	Total	% Change
77-78	8,524		4,798		4,557		1,5001	
78-79	7,859	-7.8	4,283	-10.7	4,653	2.1	1,6795	-6.1
79-80	7,584	-3.5	3,793	-11.4	4,554	-2.1	15,931	-5.1
80-81	6,997	-7.7	3,433	-9.5	4,201	-7.8	14,631	-8.2
81-82	6,713	-4.1	3,321	-3.3	3,875	-7.8	13,909	-4.9
82-83	6,361	-5.2	3,202	-3.6	3,942	1.7	13,505	-2.9
83-84	6,051	-4.9	3,259	1.8	3,819	-3.1	13,129	-2.8
84-85	5,816	-3.9	3,120	-4.3	3,727	-2.4	12,663	-3.5
85-86	5,559	-4.4	2,935	-5.9	3,722	-0.1	12,216	-3.5
86-87	5,345	-3.8	2,723	-7.2	3,807	2.3	11,875	-2.8
.....								
87-88	5,259	-1.6	2,669	-2.0	3,616	-5.0	11,544	-2.8
88-89	5,192	-1.3	2,551	-4.4	3,431	-5.1	11,174	-3.2
89-90	5,137	-1.1	2,486	-2.5	3,175	-7.5	10,798	-3.4
90-91	5,120	-0.3	2,427	-2.4	3,074	-3.2	10,621	-1.6
91-92	5,140	0.4	2,360	-2.8	2,967	-3.5	10,467	-1.4
92-93	5,196	1.1	2,277	-3.5	2,856	-3.7	10,329	-1.3
93-94	5,209	0.3	2,261	-0.7	2,775	-2.8	10,245	-0.8
94-95	5,237	0.5	2,242	-0.8	2,700	-2.7	10,179	-0.6
95-96	5,271	0.6	2,246	0.2	2,615	-3.1	10,132	-0.5
96-97	5,305	0.6	2,210	-1.6	2,578	-1.4	10,093	-0.4

Source: St. James-Assiniboia School Division No. 2.

TABLE 31.

SUMMARY OF ENROLMENT 1996-97 (PROJECTED)

SCHOOL	Kgtn	GR-1	GR-2	GR-3	GR-4	GR-5	GR-6	D. E. UNG.	GR-7	GR-8	GR-9	D. E. UNG.	GR-10	GR-11	GR-12	D. E. UNG.	ADULT UPGR. C. V. E.	ADULT BUS. ED.	TOTAL STAFF UNITS	K-6 STAFF UNITS	7-9 STAFF UNITS	10-12 STAFF UNITS	K-12 TOTAL ENROL	
ALEXANDER ROSS	19	19	19	18	18	18	19		23	25	25								16.03	10.27	5.76		203	
ARTHUR OLIVER	22	22	21	21	19	19	17												10.20	10.20			141	
ASSINIBOINE	23	26	26	24	21	21	20												23.64	9.33			161	
FRENCH IMM.	41	41	37	36	32	29	31													14.31				247
ATHLONE	35	30	30	31	31	30	31												14.06	14.06			218	
BANNATYNE FR *	48	50	45	44	68	65	62												21.70	21.70			382	
BROOKLANDS	41	44	38	39	38	33	32		21	22	27								26.70	21.12	5.58		335	
BRUCE									28	31	34	10							11.07		11.07		103	
BUCHANAN	52	55	58	63	62	67	72												24.64	24.64			429	
CRESTVIEW	32	33	32	32	33	31	31	6											15.95	15.95			230	
GOLDEN GATE									94	84	87								47.26		17.06		265	
FRENCH IMM. *									168	155	146										30.20		469	
HEDGES									88	101	102	25							24.19		24.19		316	
HERITAGE	46	51	52	55	56	55	53												22.05	22.05			368	
JAMESWOOD	51	48	41	37	33	32	27												16.73	16.73			269	
JOHN TAYLOR													197	195	199	23	1		37.53			37.53	615	
KIRKFIELD PARK								40											11.20	11.20			40	
LAKWOOD	29	32	32	31	31	30	30	22											16.52	16.52			237	
LINCOLN	30	31	30	31	34	35	37		23	37	0								20.30	16.07	4.23		288	
LINWOOD	37	37	38	35	32	31	30												15.39	15.39			240	
NESS									96	83	100	5							22.00		22.00		284	
PHOENIX	28	30	32	33	33	31	31												14.43	14.43			218	
ROBERT BROWNING																								
FRENCH IMM.	62	60	55	50	45	40	60												20.73	20.73			372	
ST. JAMES									91	98	70		76	80	102			21	41.83		20.14	21.69	538	
SANSOME	28	28	28	28	28	28	28		44	37	0								19.59	13.86	5.73		277	
SILVER HTS.													76	60	68				41.84			12.06	204	
FRENCH IMM													126	94	83							17.91	303	
INT. BACC.													82	64	55							11.88	201	
SPRING VALLEY									58	41	52								13.15		13.15		151	
STEVENSON	49	54	52	53	48	47	43												22.77	22.77			346	
STRATHMILLAN	58	59	63	65	66	67	70	21											28.62	28.62			469	
STURGEON CREEK													133	132	173	0	54	100	46.94			42.09	608	
04 PROGRAM													19	15	16		20					4.85	70	
VOYAGEUR	17	16	17	17	17	18	17												8.82	8.82			119	
WESTWOOD											79		86	87	120			5	25.82		5.41	20.41	377	
TOTAL ENGLISH	597	615	609	613	600	593	588	89	566	559	576	40	669	633	733	31	75	134	576.9	292.0	134.3	150.5	8320	
TOTAL FRENCH	151	151	137	130	145	134	153	0	168	155	146	0	126	94	83	0	0	0	104.8	56.7	30.2	17.9	1773	
TOTAL	748	766	746	743	745	727	741	89	734	714	722	40	795	727	816	31	75	134	681.7	348.8	164.5	168.4	10093	
			TOT	K-6	7-9	10-12													TOT	K-6	7-9	10-12		
ENGLISH ENROLMENT			8320	4304	1741	2275													576.9	292.0	134.3	150.5		
FRENCH ENROLMENT			1773	1001	469	303													104.8	56.7	30.2	17.9		
TOTALS			10093	5305	2210	2578													681.7	348.8	164.5	168.4		
																				ENGLISH STAFF				
																				FRENCH STAFF				

(* Incl Late Entry) Source: St. James-Assiniboia School Division

Table 32

Service Area and Service Area Radius for Desired Enrollment Options in Residential Areas of St. James-Assiniboia By Level of School.

Level of School	Desired Enrollment		Number of Dwellings Required to Provide Desired Enrollment *		Service Area and Radius for Desired Enrollments Assuming 6 Dwelling Per Acre			
	Minimum	Optimum	Minimum	Optimum	Area in Sq. Km.		Radius in Km.	
					Minimum	Optimum	Minimum	Optimum
Elementary	300	500	1,363	2,273	0.94	1.57	0.54	0.70
Junior High	250	500	2,272	4,545	1.57	3.15	0.70	1.00
Senior High	350	1,000	2,333	6,667	2.23	4.62	0.84	1.21

* Assuming 0.22, 0.11 and 0.15 pupils pre dwelling for elementary, junior high and senior high respectively.

Source: Institute of Urban Studies

Appendix A
CATCHMENT AREA PROFILES

St. James Collegiate Catchment Area

The St. James Collegiate Catchment Area has experienced a significant decline in student enrollments (1570 or -46.1% between 1977 and 1987), particularly for junior and senior high schools. Five schools have been closed since 1978; three others were closed prior to 1977. School board projections suggest enrollment declines will continue, however, increases in elementary school populations are anticipated.

The population of St. James is ageing. Despite a decrease in population (5450 or -25.5% between 1971 and 1986), the number of seniors (65 years and over) has increased significantly (655 or 29.8%) while the number of young people (0-19 years) has declined (4060 or -53.9%). Recently, however, preschool populations increased modestly (55 persons or 6.0 between 1981 and 1986). Increases in the number of people in family formation years (20-34) (475 or 11.4%) suggests further preschool population increases may be forthcoming.

Families in St. James are in early family formation or late stages (empty-nester) of the family life cycle; some do not as yet have children or have preschool children while others have children who are older (18+ years) or who have established separate households. In fact, over 50% of husband-wife families in St. James do not have children at home (i.e. childless or empty-nester households). Consequently, average household size in this area is small (2.4 persons) in comparison to other school catchment areas.

Homeownership, particularly for households headed by persons 45 to 64 years, is common in St. James. The proportion of households that rent, although increasing, accounts for less than one third of all households in the area. Most (78.8%) households reside in single detached dwellings. Households headed by young persons (15-24 years) however, are those most likely to live in apartments or other multiple family dwellings such as row and town houses and single-attached units.

St. James is not an affluent part of the St. James-Assiniboia School Division. Average household incomes range from \$14800 to \$25458 and are among the

lowest in the division, possibly as a result of the proportion of young family and senior populations. Male and female unemployment rates are among the highest in the school division.

The population of St.James shows some stability, over 40% of the residents have resided in the area for longer than 10 years. Homes are older (most of the housing stock was built prior to 1960), smaller (dwellings average 600 to 1000 sq.ft.), and sell for approximately \$61000 (making them the most affordable in the school division). Recent redevelopment in St.James has involved the demolition and construction of single detached dwellings.

St. James Collegiate Catchment Area

Education

enrollment change 1977-1987 -46.1%
8 school/wing closures (elementary, junior high)

projected enrollments: stable or increasing elementary school
populations, declining junior and senior high school populations

Demographic

population change 1971-1986 -25.5%
projected change 1981-1996 -8.0%

1971-1986 population change
(age group population as a % of total)

0-4	preschool	decline
5-14	school age	decline
15-19	teenage	decline
20-34	young family	increase
35-54	mature family	decline
55+	senior	increase

- declining proportion of youth
- increase in proportion of population in family formation years
- ageing population

Family/Household

- increase in proportion of preschool and young adults (18+ years) in families (1981)
- decrease in proportion of school age and teenage children in families (1986)
- one third of families have children no longer living at home (1981)
- one in six husband-wife families are childless (1981)
- on average, there are 1.0 children per family (1986)
- over 50% of husband-wife families do not have children living at home (1986)
- on average, there are 2.4 persons per household (1986)
- on average, there are 3.1 persons per household for those households headed by persons 25-44 years of age (1981)
- one in eight families are headed by a single parent (1986)
- almost two thirds of households are headed by persons 45 years and over (1981)
- over two thirds of households are homeowners (1986); over 40% of head of household homeowners are 45-64 years of age (1981)
- slight increase in the proportion of households that rent (1986)
- households headed by persons 45-64 years or age are most likely to reside in single detached dwellings; those headed by persons 15-24 years of age are least likely (1981)
- almost one third of apartment-based households are headed by persons over 65 years of age (1981)

Economic

- average household income is \$21776 (1981)
- average household income is highest for households headed by persons 45-64 years of age (1981)
- average household income is the lowest in the school division (1981)
- 42% of both husband and wife are in the labour force (1981)

Housing

- on average, 42.7% of the population have resided in the area for longer than 10 years (1981)
- proportion of households that rent

1971	29.5%
1986	31.5%
- over 80% of housing stock built prior to 1960 (1981)
- average selling price of dwelling \$61224 (1987)
- average dwelling size 600-1000 sq.ft. (1987)
- purchasers may be first time home buyers
- housing stock projection 1986-1996 -0.4%
- development: demolition and construction of single detached dwellings

Silver Heights/Sturgeon Creek Collegiate Catchment Area

Silver Heights/Sturgeon Creek has experienced one of the lowest enrollment declines in the school division (1212 students or -23.5% between 1977 and 1987). Consequently, few schools have been closed in this area. Although previous enrollment declines have been most significant for elementary and junior high schools, projections suggest future enrollments will vary according to school rather than grade.

The population of Silver Heights/Sturgeon Creek is ageing. Although the total number of people has remained relatively stable (65 or 0.3% decrease between 1971 and 1986), preschool and school age populations have declined while other age groups, particularly those over 45 years, have increased. Between 1981 and 1986 however, preschool populations increased by 150 or 15.6%. An increase in the number of people in family formation years (20-34) (1050 or 22.7%) suggests future preschool populations may continue to increase.

Generally, Silver Heights/Sturgeon Creek families are in formative or later stages of the family life cycle; average household size is small (2.4 persons), proportions of young and teenage children in families have declined, and a significant number of families do not as yet have children or have children who have established separate households. Recently however, there has been an increase to the proportion of preschool children in families.

Of the collegiate catchment areas in the St.James-Assiniboia School Division, homeownership is least common in Silver Heights/Sturgeon Creek. Almost 56% of all households rent accommodation. While the majority of homeowner households are headed by persons 45 years or over, households that rent are most likely to be headed by young or senior persons. Households headed by seniors account for almost one third of households that reside in apartments. In fact, two thirds of the households headed by seniors reside in apartments.

Although Silver Heights/Sturgeon Creek may be considered a middle to upper class area, eastern sections more closely resemble the lower to middle class character of the St.James Collegiate Catchment Area. Average household incomes

range between \$21300 and \$28300 - these are the third highest in the school division.

The population of Silver Heights/Sturgeon Creek is relatively unstable, less than one third of its residents have resided in the area for longer than 10 years. (Changeover in the population in this catchment area is partially attributable to the proportion of households associated with the air forces base.) The housing stock is relatively old, particularly in the eastern section (almost 40% of the housing stock was constructed prior to 1960). Homes average 1000 to 2000 sq.ft. and sell for approximately \$95000. Recent demolition and construction activity in the area has involved single, semi, row and apartment structures.

Silver Heights/Sturgeon Creek Collegiate Catchment Area

Education

enrollment change 1977-1987 -23.5%
3 school/wing closures (elementary)

projected enrollments: depending on individual schools, elementary, junior high, and senior school high populations are projected to either increase or decline

Demographic

population change 1971-1986 -0.3%
projected change 1981-1996 -1.2%

1971-1986 population change
(age group population as a % of total)

0-4	preschool	decline
5-14	school age	decline
15-19	teenage	decline
20-34	young family	increase
35-54	mature family	decline
55+	senior	increase

- declining proportion of youth
- increase in proportion of population in family formation years
- ageing population

Family/Household

- increase in proportion of preschool children and young adults (18+ years) in families (1986)
- 25% of families have children no longer living at home (1981)
- one in five husband-wife families are childless (1981)
- on average, there are 1.0 children per family (1986)
- almost 50% of husband-wife families do not have children at home (1986)
- one in eight families are headed by a single parent (1986)
- on average, there are 2.4 persons per household (1986)
- on average, there are 2.9 persons per household for households headed by persons 25-44 years of age (1981)
- less than one half of all households are homeowners (1986)
- majority of head of household homeowners are over 45 years of age (1981)
- most renters are 15-24 or 65+ years of age (1981)
- households headed by persons 45-64 years of age are most likely to reside in single detached dwellings (1981)
- over 50% of all households reside in multiple family units (1981)
- young adults are most likely to reside in low-rise apartments or other multiple family units (1981)

Economic

- average household income is \$25252 (1981)
- average household income is highest for households headed by persons 45-64 years of age (1981)
- average household income is third highest in the school division (1981)
- 53% of both husband and wife are in the labour force (1981)

Housing

- on average, 33.4% of the population have resided in the area for longer than 10 years (1981)
- proportion of households that rent

1971	46.4%
1986	55.7%
- proportion of households that rent is the highest in the school division (1986)
- one third of housing stock built between 1946 and 1960 (1981)
- average selling price of dwelling \$94776 (1987)
- average size of dwelling 1000-2000 sq.ft. (1987)
- housing stock projection 1986-1996 2.3%
- recent demolition and construction activity included single detached, semi, row, and apartment structures

Westwood Collegiate Catchment Area

Westwood has experienced one of the most significant enrollment declines in the St.James-Assiniboia School Division (1568 students or -42.8% between 1977 and 1987). Student population decreases range from -31.7% for senior high schools to -53.2% for junior high schools. With the exception of French Immersion programs, school board projections suggest enrollment declines will continue for all schools in the area.

The population of Westwood is ageing. With the exception of teenage and young adult populations (20-24 years), there has been a decrease in the number of younger persons and an increase in middle-aged and senior populations (45 years and over). Recent increases in the proportion of persons in family raising years (25-44) (105 or -7.7% between 1981 and 1986) suggests preschool population increases may be forthcoming.

Westwood is a middle-aged neighbourhood. There are few childless families, children in families are older, and almost one half of all households are headed by persons 45 to 64 years of age. The average household size in Westwood (2.9 persons) is among the highest in the school division.

Most (80.1%) heads of households in Westwood, particularly those 45 to 64 years of age, own single detached dwellings. Less than one fifth of all households rent accommodation, the majority of these households are headed by persons aged 15 to 24 years. Multiple family unit dwellers account for one fifth of all households and consist primarily of seniors (65 years and over) in high-rise apartments and persons aged 24-44 years in low-rise apartments and other types of multiple family dwellings.

Westwood is the most affluent catchment area in the St.James-Assiniboia School Division. Average household incomes range from \$21170 to \$38780 and are among the highest in the division. Male and female unemployment rates are among the lowest in the division.

The population of Westwood shows signs of stability, occupancy data suggest Westwood residents do not move often. Homes in Westwood average 1000 to 2000 sq.ft. and sell for approximately \$96000. Generally, purchasers are not first time home buyers. Recent construction and demolition activities in Westwood have been nominal.

Westwood Collegiate Catchment Area

Education

enrollment change 1977-1987 -42.8%
4 school/wing closures (elementary)

projected enrollments: increasing elementary school french Immersion populations, declining english elementary, junior and senior high school populations

Demographic

population change 1971-1986 -5.0%
projected change 1981-1996 -5.9%

1971-1986 population change
(age group population as a % of total)

0-4	preschool	decline
5-14	school age	decline
15-19	teenage	Increase
20-34	young family	increase for 20-24, decrease for 25-34
35-54	mature family	Increase
55+	senior	increase

- declining proportion of youth
- increase in proportion of young adults
- ageing population

Family/Household

- slight decrease in proportion of preschool, school age and teenage children in families (1986)
- increase in proportion of young adults (18+ years) in families (1986)
- one sixth of families have children no longer living at home (1981)
- one in eight husband-wife families are childless (1981)
- on average, there are 1.3 children per family (1986)
- one third of husband-wife families do not have children living at home (1986)
- one in eleven families are headed by a single parent (1986)
- on average, there are 2.9 persons per household
- on average, there are 3.7 persons per household for households headed by persons 25-44 years of age (1981)
- few households are headed by seniors; almost 45% of all households are headed by a person 45-64 years of age (1981)
- over 80% of all heads of households are homeowners (1986)
- most homeowners are 25-44 or 45-64 years of age (1981)
- households headed by persons 45-64 years of age are most likely to reside in single detached dwellings (1981)
- seniors are most likely to reside in apartments (5+ storeys) 1981

Economic

- average household income is \$33689 (1981)
- average household income is highest for households headed by persons 45-64 years of age (1981)
- average household income is highest in the school division (1981)
- 54% of both husband and wife are in the labour force (1981)
- unemployment rates are among the lowest in the division (1981)

Housing

- on average, 30% of the population have resided in the area for longer than 10 years (1981)
- proportion of households that rent

1971	12.9%
1981	19.6%
- over two thirds of housing stock built between 1960 and 1970 (1981)
- average selling price of dwelling \$96377 (1987)
- average size of dwelling 1000-2000 sq.ft. (1987)
- purchasers usually are not first time home buyers
- housing stock projection 1986-1996 1.34%
- development: apartment/single-detached construction 1972-1986; semi/row construction 1972-1979; demolitions nominal

John Taylor Collegiate Catchment Area

John Taylor has experienced one of the lowest enrollment declines in the school division (1618 students or -29.4% between 1977 and 1987). Only one school (elementary) in the area has been closed. Projections indicate continued enrollment declines for all schools, particularly those with junior and senior high grades.

John Taylor was the last area in the St. James-Assiniboia School Division to be developed. It is one of two catchment areas to experience a population increase for the 1971 to 1986 period (2985 persons or 21.8%). Nonetheless, the population of the area is aging. Preschool, school age and young family (25-34 years) populations are declining while young adult (20-24 years), mature family and senior populations are increasing. In spite of an increasing teenage population, a decrease in the proportion of the population in family formation years suggests preschool populations may continue to decline. (Between 1981 and 1986, the number of people aged 25-34 years increased by only 95 persons or 3.9%.)

Families in John Taylor are maturing; although over one half of the households are headed by persons 25 to 44 years of age, the greatest proportion of children are in their school age or teenage years. In fact, proportions of preschool, school age and early-teen children have declined in John Taylor while proportions of older children have increased. Few families have children who have established separate households and as such, the average household size in this area (2.9 persons) is among the highest in the school division.

Homeownership, particularly among households headed by persons 25 to 44 years of age, is common in John Taylor. Less than one third of all households rent accommodation. However, over one half of households headed by seniors reside in rental accommodation. Most households (58.8%) reside in single detached dwellings, particularly those headed by persons 25 to 64 years of age. Households headed by persons 25 to 44 years of age comprise a large portion of low-rise apartment/multiple family unit (rowhouses/townhouses) occupants.

John Taylor is a middle class area. Average household incomes range from \$25400 to \$32000 - these are the second highest in the division. Unemployment rates approximate those for persons in Westwood. John Taylor has the highest proportion of both husband and wife in the labour force.

John Taylor is primarily a post 1960s development, one half of the housing stock was constructed between 1960 and 1970 while an additional third was built after 1970. Homes were built to attract young families or first time home buyers. Currently, the average selling price of a house in this area is \$85000.

John Taylor Collegiate Catchment Area

Education

enrollment change 1977-1987 -29.4%
1 school/wing closure (elementary)

projected enrollments: declining elementary, junior and senior high school populations

Demographic

population change 1971-1986 21.8%
projected change 1981-1996 -7.3%

1971-1981 population change
(age group population as a % of total)

0-4	preschool	decline
5-14	school age	decline
15-19	teenage	increase
20-34	young family	decrease 25-34 years, increase 20-24 years
35-54	mature family	increase
45+	senior	increase

- declining proportion of youth
- decrease in proportion of population in family formation years (25-34 years)
- ageing population

Family/Household

- decrease in proportion of preschool and children aged 6-17 years of age in families (1986)
- increase in proportion of young adults (18+ years) in families (1986)
- most families have children still living at home; only 14.2% of families do not have children living at home (1981)
- few childless husband-wife families (1981)
- on average, there are 1.3 children per family (1986)
- less than one-third of husband-wife families do not have children living at home (1986)
- on average, there are 2.9 persons per household (1986)
- on average, there are 3.7 persons per household for households headed by persons 25-44 years of age (1981)
- one in two households are headed by persons 25-44 years of age (1981)
- over two thirds of all head of households are homeowners (1986)
- most heads of households in single-detached dwellings are 25-44 years of age (1981)
- most head of household home owners are 25-44 years of age (1981)

Economic

- average household income is \$27793 (1981)
- average household income is highest for households headed by persons 45-64 years of age (1981)
- average household income is second highest in the school division (1981)
- almost 60% of both husband and wife are in the labour force (1981)

Housing

- on average, 23.3% of population have resided in the area for longer than 10 years (1981)
- proportion of households that rent

1971	17.7%
1981	33.5%
- over 40% of housing stock built after 1971
- average selling price of dwelling \$84540 (1987)
- purchasers may be first time home buyers
- housing stock projection 1986-1996 3.7%
- development: single-detached construction 1972-1986; semi/row/apartment construction 1972-1979; demolitions nominal

Phoenix Elementary Catchment Area

Phoenix Elementary is the only school located in Headingley. Although student enrollments have declined by 11.5% (15 students) since 1977, the St.James-Assiniboia school board projects significant enrollment increases in the future.

Headingley, particularly South Headingley, is a growing community. The total population has increased from 505 in 1971 to 645 in 1981, a change of 27.7%. City of Winnipeg projections suggest the community's population will continue to increase (from 645 in 1981 to 731 in 2001 or 13%), however, a reduction in the number of North Headingley residents is anticipated (from 255 in 1981 to 238 in 2001 or 7%). Conversely, the population of South Headingley is projected to increase (from 390 in 1981 to 493 in 2001 or 26%).

Headingley is a family-oriented community; most residents are married and as indicated by average size of household (average household size ranges from 3.0 persons in South Headingley to 3.2 persons in North Headingley), most couples have children. On average, there are 1.4 children per family in both North and South Headingley. Few lone parent families reside in the community.

Homeownership is common in Headingley. Almost all residents reside in non-rental dwellings. Additionally, most residents reside in single detached units. Multiple family dwellings are not common in either North or South Headingley.

The socio-economic character of North and South Headingley differ. Residents of North Headingley are employed in clerical, sales, and service positions. Average annual family incomes approximate \$27500. South Headingley residents, in addition to working in sectors similar to their northern neighbours, are also employed in manufacturing, construction, and trade industries. Average annual family incomes approximate \$31000. A significant portion of South Headingley residents have a university education.

The population of Headingley displays some signs of stability. In South Headingley for example, over 25% of the population have resided in the area for

over 10 years. Homes in Headingley are old, small, and are situated on city-sized lots. However, since 1976, there has been a significant amount of construction activity, particularly in South Headingley. (Almost 30% of the housing stock in South Headingley was built between 1976 and 1981.) Newer homes are large and are situated on properties averaging one-half to 5 acres. The average selling price of homes ranges from \$70000 in North Headingley to \$110000 in South Headingley.

Phoenix Elementary Catchment Area

Education

enrollment change 1977-1987 -11.5%
no school/wing closures

projected enrollments: increases to elementary student populations

Demographic

population change 1971-1981 27.8%
projected change 1981-1991 9.0%

Family/Household

- over one-half of residents are married
- on average, there are 3.0 persons per household in South Headingley and 3.2 persons per household in North Headingley
- on average, there are 1.4 children per family
- most households reside in owner-occupied single detached dwellings
- few multiple family units

Economic

- South Headingley, average family income \$27500
- North Headingley, average family income \$31000

Phoenix Catchment Area

Schools

K - 6	K-8 / K-9	7 - 9	7 - 12	9-12/10-12
Phoenix				

Enrollment

K - 6		7 - 9		10 - 12		Total	
1977	1987	1977	1987	1977	1987	1977	1987
131	116					131	116
% change		-11.5				-11.5	

Enrollment/Capacity Projections

	Enrollment Projections		Capacity Projections		Change
	1986/87-1991/92		1986/87	1991/92	
	%	%	%	%	%
Phoenix	+50.9		87	131	+50.6

Source: St. James-Assiniboia School Division

St.James-Assiniboia School Division

Education

enrollment change 1977-1987 -33.5%
16 school/wing closures (elementary, junior high)

projected enrollments : overall decline to elementary, junior and senior high school populations

Demographic

population change 1971-1986 -4.9%
projected change 1981-1996 -5.1%

1971-1986 population change
(age group population as a % of total)

0-4	preschool	decline
5-14	school age	decline
15-19	teenage	decline
20-34	young family	increase
35-54	mature family	slight decline
54+	senior	increase

- declining proportion of youth
- increase in proportion of population in family formation years
- ageing population

Family/Household

- decrease in proportion of young and teenage children in families (1986)
- increase in proportion of young adults (18-24 years) in families (1986)
- almost one quarter of families have children no longer living at home (1981)
- one in seven families are childless (1981)
- one in eight families are headed by a single parent
- on average there are 1.2 children per family
- almost 43% of husband-wife families do have children living at home.
- on average, there are 2.6 persons per household (1986)
- average number of persons per household greatest for households headed by a person 25-44 years of age (1981)
- over 60% of household heads are homeowners (1986)
- almost two-thirds of households reside in single-detached dwellings (1986)
- households headed by persons aged 25-44 and 45-64 are most likely to live in single detached dwellings (1981)
- seniors and persons aged 25-44 account for the largest proportion of households that reside in apartments (1981)
- a significant portion (13.2%) of household maintainers are between the ages of 25-44 and are living in rental accommodations; 24.0% of household maintainers aged 25-44 own their accommodations (1981)

Economic

- average household income is \$26752 (1981)
- average household income is highest for households headed by persons 45-64 years of age (1981)
- 50% of both husband and wife are in the labour force (1981)

Housing

- housing stock projection 1986-1996 1.8%
- proportion of households that rent

1971	29.0%
1986	38.5
- over 40% of housing stock built before 1960; almost 77% built prior to 1970 (1981)
- average selling price of dwellings range \$62,000 to \$110,000 (1987)

Appendix B
LINDENWOODS HOME PURCHASERS BY PREVIOUS RESIDENCE

Lindenwoods Home Purchasers by Previous Residence

Number of Listings	704
Sample Size	143 addresses or 20.3%
Number of Residents Located	86 or 60.1% of sample

Addresses of Lindenwoods Home Purchasers	# of Purchasers	% of Total
City Centre-Fort Rouge	8	9.3
St. James-Assiniboia	14	16.3
Lord Selkirk-West Kildonan	7	8.1
St. Boniface-St. Vital	7	8.1
East Kildonan-Transcona	7	8.1
Assiniboine Park-Fort Garry	42	48.8
Other	1	1.2

Source: IUS Survey of Lindenwood Home Buyers