

# **Innovation Inner-City Program**

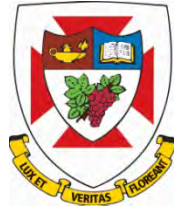
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**The Institute of Urban Studies**





THE UNIVERSITY OF  
WINNIPEG

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Published 1971 by the Institute of Urban Studies, University of Winnipeg  
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Note: The cover page and this information page are new replacements, 2015.

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

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INNOVATION INNER-CITY PROGRAM

Institute of Urban Studies

University of Winnipeg

November 1971

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P.N. 008

UNIVERSITY OF WINNIPEG  
PORTAGE & BALMORAL  
WINNIPEG, MAN. R3S 2E4  
CANADA

## INNOVATION INNER-CITY PROGRAM

The Institute of Urban Studies has been working in several areas of the City of Winnipeg for 2 years discussing local problems with residents and doing research on possible solutions to these problems. Through working with one group, they were able to move a small apartment building, slated for demolition, onto a vacant lot in their neighbourhood and rehabilitate it. Another group is interested in designing and building their own houses. Some local residents of this area, known as Roosevelt Park, have also expressed interest in forming a local repair company and preliminary discussions have taken place. The contents of this proposal are based on actual work, discussion and experience in these areas.

The basic parameter of this package is that it is capable of implementation in a short period of time and that it provides employment over the winter months. The program should demonstrate some new ways to approach the problems of developing the inner city core. There are other ideas and proposals presently under study which have not been included as implementation time was too short.

The program package falls into 3 categories:

1. residential small-repair program
2. extensive residential renovation
  - Part A: experimentation with construction and design techniques
  - Part B: testing of cost-ceiling theory
  - Part C: wrecking of houses and salvaging of material.
3. new housing - "infill"

Each of these aspects of the program is directed at the growth of older inner-city residential areas. More specifically it is related to housing - attempting to retain good, old housing as well as injecting new housing. The worth of these ideas cannot be truly assessed until they are tested.

The residential small repairs program is aimed at eliminating the nuisances in an old house. This work can be done with minimal inconvenience to the resident. The extensive renovation involves the testing of methods of internal re-organization and construction, the cost-ceiling concept, and the salvaging of used material. Finally the new "infill" housing requires the acquisition of various single or double vacant lots and the testing of a variety of unit types and configurations.

All of the above-mentioned programs would be sponsored by existing local resident groups. These groups, if not specifically capable of carrying out the task would turn it over to special interest groups of individuals with expertise in that particular field. Within Urban Renewal Area II there are 4 possible sponsoring groups. The Institute would work with these groups in an administrative capacity regarding the project. These administrative costs have not been specified.

These programs could form the base for a continuing summer works project and the development of other types of projects in this area. The programs described in detail following could, in principle, be implemented in any area of the city.

1. RESIDENTIAL SMALL-REPAIRS PROGRAM

- Intent:
- A. To do small construction and appliance repairs inside houses (whether resident owned or not) which would not require the relocation of the resident.
  - B. To provide jobs and on-the-job training for unskilled, semi-skilled and skilled unemployed workers.
  - C. To utilize men from the area where work is to be done in order to lay the groundwork for a future permanent company. Interest in this idea has been shown by residents.

Concept: The basic concept is to facilitate the repair of those items within a house which are not necessarily critical to the life-expectancy of the house but which frame the everyday life of the occupants. It is often these factors (broken windows, no kitchen cupboards, drafty rooms) which bother and thus affect the resident most. This program would be carried out in an area or areas where people are in the poorest conditions and can ill afford these repairs.

- Repair Priorities:
- 1. poorest houses (regardless of owner)
  - 2. resident-owned poor houses
  - 3. absentee owned poor houses

Organizational Sequence - Parallel Timetable

- |   |   |
|---|---|
| 1. Meeting with sponsoring resident group.  |   |
| 2. Area meeting of unemployed and employed construction workers and unskilled men.  | 2. Set up advisory board of residents, government officials, etc.   |
| 3. From meeting and personal contacts establish relative level of competence of men via references re: type of work done.   | 3. Rent office and hire full-time clerk/secretary   |
| 4. Select supervisors as men with most experience and skill (if not available hire from elsewhere).<br>End of November 71.  | 4. Distribute literature about program in target area   |
| 5. Based on response from literature do a door-to-door survey of houses needing repairs to elicit interest in the program - done by supervisors or local people.  | 5. Based on response from literature and door-to-door survey, budget drawn up for salaries (established earlier) and monies for materials, rent, etc.                                       |
| 6. Hire semi-skilled and unskilled men based on response from literature, door-to-door survey, personal contacts.   | 6. Rent warehouse and small workshop space (local storage shed) to facilitate materials storage and small repair jobs able to be done in shop - cabinets, cupboards, appliance repair, etc. |
| 7. Gain contractual agreement with owner of house for work to be done - no liability, etc. no increase in rents. End of Dec./71.  | 7. Purchase tools and equipment necessary, inventory kept in office, crews made responsible for tools.  |
| 8. Supervisors begin taking crews of men to jobs and begin work. Supervisor itemizes work to be done on sheet, estimates cost, submits to office, copy is kept on job and each house is numbered as a separate project. |   |

9. Each supervisor controls 10-20 houses and is responsible for job speed, training, quality, budget, etc. Each supervisor must keep his houses within average budgeting limit. Any contracts signed with sub-trades are responsible to government.
10. Each crew working in a house will have one man to act as foreman of job, he should have some experience, workmen responsible to him.

Note: Transportation for supervisors will have to be provided as they will have houses in scattered sites. Mileage or rental of trucks.

Special Project Area, Work Type, Organization and Costs

The target area would be part of Urban Renewal Area II known as Roosevelt Park. The extent of it is hard to determine and could be based on initial budgetary limitations or response to publicity program. There are 600/800 houses in the area. It would be reasonable to assume working in about 200 of these houses.

Type of Work: By virtue of climate, most of it will be limited to indoor work.

Exterior hoarding techniques could be tested. Work categories are as follows:

- A. Crew Work
- B. Sub-Trade Work

It would be a mistake to limit work to that which could be done by only the crews as walls will be open so that plumbing, electrical, and heating repairs can be done at the same time.



A. CREW WORK

- build vanity, shelving and medicine cabinet in bathroom
- add new kitchen cupboards, counter and shelves
- re-tile bathroom walls
- add soap and towel racks
- add bedroom closets and linen cupboards
- clean up generally
- add new basement stair
- pour concrete finish over old basement floor
- jack up centre beam and put teleposts and pads in
- insulate roof
- repair windows and doors
- repair walls, ceiling, and floor
- repair stairs
- add new wood trim
- wash and paint

B. SUB-TRADE WORK

- add new bathroom/kitchen fixtures and repair plumbing
- upgrade electrical capacity of house
- new catch basin in basement
- repair furnace and ducting or piping
- new registers or radiators
- insulate exterior walls

The material cost @ \$800 per house for 200 houses = \$160,000.

Contingency Sum: \$ 5,000.

Gross Cost.....	\$216,500 labour
	\$ 5,000 Inventory
	\$ 2,000 publicity
	<u>\$160,000 materials</u>
Total Cost.....	\$383,500

The Institute of Urban Studies would be responsible for the organizing of the initial group meetings with the sponsoring resident group, the setting up of an advisory board and initial publicity. We will help monitor processes and act as daily liaison for any problems that develop. As well, we will carry out an assessment of the project at its completion.

Note: In order to effectively co-ordinate this project, we would have to hire one man for 6 months to work on this project alone @ \$600 per month = \$3,600.

#### Program Advantages and Disadvantages

- A. Advantages:
- can begin immediately
  - provided employment and training for a significant number of people
  - doesn't require relocation or inconveniencing of occupants
  - gives people of lower incomes a better place to live and alleviates in some small way some pressure on them
  - is not too costly per house
  - can identify greater repair needs via the survey and job experience
  - establish groundwork for future permanent company

- B. Disadvantages:
- landlords who can afford repairs "let off the hook"
  - houses may be sold for price advantage
  - subject to hue and cry over favouring one area
  - much of small repair work is finishing which unskilled workers cannot do
  - may be premature in some houses in which far more extensive work may be required
  - are not using existing small companies with job expertise and tools, etc.
  - assessment may go up

## 2. EXTENSIVE RESIDENTIAL RENOVATION

PART A - Experimentation with Design and Construction Techniques

PART B - Testing on Priority #1 Cost-Ceiling Theory

PART C - Wrecking of Poor Houses and Salvaging of Material

### PART A

Concept: To purchase a limited number of houses of varying types, re-locate families, and experiment with a variety of materials and construction techniques, as well as concepts of internal reorganization. The purpose of this work is to in some way shed light on materials and techniques better geared to rehabilitation and on various ways to reorganize the interior of an existing house to accommodate different living situations. In a word, how to maximize the renovation of an old house.

The houses purchased under this program would be "savable" and not close to collapse so as to make the experiment somewhat reasonable. After repair, the houses could be run by the Manitoba Housing and Renewal Corporation (MHRC) or by a local community group. Our experience with a public housing unit run by a local resident corporation has shown that the stigma of public housing is non-existent in this situation.

Job Organization

1. Meet with local sponsoring group
2. Assessment of houses in one area to determine possibilities (URII)

2. Renting of an office and hiring architect to do drawings

architect: \$3,000.00

office: \$ 750.00

office  
material: \$ 200.00

3. Contacting of owners and occupant families to determine their reaction to purchase of house.
4. Negotiations with owner, purchase of 5 houses - \$45,000.

3. Drawing plans

4. Hiring of work force for job based on purchase of 5 houses
  - 1 supervisor for 5 months: \$ 4,500
  - 5 teams of 2 carpenters: \$ 7,000
  - 5 teams of 2 helpers: \$ 4,500
  - tool inventory \$ 300

5. Re-location of families to new accommodation:
  - allowance of \$200 per family
  - = \$1,000.00
6. Commencement of work once plans approved by January 1972.
7. Completion of work, selling or renting of houses and assessment of project. Monies allotted for materials/house = \$7,000 = \$35,000.

NOTE: For this type of experiment it was thought best to hire labour for job rather than utilize a contractual agreement with a local builder. This allows far more flexibility in terms of labour, cost, time, changes and experimentation.

TOTAL JOB COST:	\$19,000	labour
	\$45,000	purchase of houses
	\$ 1,250	inventory
	\$ 2,000	miscellaneous
	\$ 1,000	moving allowance
	<u>\$35,000</u>	materials
	\$103,250	

TYPE OF WORK

Note: See "Rehabilitation Report"  
June 30/71, p. 12/13.

- redesigning of internal layout

1. Develop self-contained, family or bachelor units in different combinations
  - A. 1 family on second floor, 2 boarder units on main
  - B. 1 family on main, 1 family on second
  - C. 1 large family
2. Remove or change walls to make better use of space.
3. Experiment with vertical flexibility of house, removing second floor ceiling, stacking beds and storage space.
4. turning rear sheds into livable spaces.

Experiment with New Construction Techniques

Note: See "Rehabilitation Report", pg. 37/38.

1. new electrical wiring techniques (tape)
2. heating systems geared to renovation
3. efficient means to run new plumbing - plastic pipe
4. using component bathroom units
5. urethane foam insulation for walls and filling cracks
6. pour-on floor finish
7. movable wall partitions
8. spray-on wall finish

Especially in the realm of rehabilitation, theory is on shaky ground.

Experiments must be undertaken to test theories against real circumstances.

Rehabilitation is an area which up until now has been a "stop-gap" process undertaken by handymen to expand the usability of a house. The economics of this type of job are critical not allowing much room for innovation or testing.

## PROGRAM ADVANTAGES AND DISADVANTAGES

- Advantages:
- releases rehabilitation from economic constraints to allow experimentation
  - provides working knowledge of a variety of construction techniques
  - provides an opportunity to discover the possibilities of what can be done with a house

- Disadvantages:
- costly process
  - more money spent on houses than in hiring labour
  - time consuming negotiation process before work can be done
  - government approval required of plans
  - requires re-location of families

2. PART BTesting of Priority #1 Cost-Ceiling Theory

Concept: The intent of this program would be to test a cost-ceiling concept in rehabilitation. The cost-ceiling concept is a technique whereby the total renovation inside and out is divided into priorities.

(Note: See "Rehabilitation Report", p. 8-15.

Priority I: The repair of those factors critical to the life of the house

Priority II: A: The repair of smaller, irritating but not crucial problems in a house  
B: The internal reorganization of the house

Priority III: The repair of the exterior of the house and yard.

An approximate cost figure can be attached to each priority. This program would test this concept related to Priority I.

It is felt that in any rehabilitation program for an area, rather than repairing all the houses completely, time and money can be spent more efficiently by repairing a number of houses only to the first priority rather than a few completely. Thus, we have provided more people with a basically sound house.

The cost ceiling idea is based on the fact that in priority #1, if all the factors critical to the life of the house were faulty, the cost of repairs alone would be between \$6,000 - \$7,000. Thus a cost ceiling of \$3000 per house is established to avoid repairing a house past the point of repair. If after a cost estimate is completed, the cost is \$4,000, the house



is rejected. This whole theory is based on the view that it is ridiculous to spend even near the amount on an old house that could be used to build a comparable new unit. The old house must justify its existence. It is thought that after the completion of this critical work, the occupant with help, could repair the other problems, saving himself money.

PRIORITY #1 Work

- repair roof, insulate
- repair windows
- repair exterior walls, insulate
- repair structural walls and floors
- repair foundation
- repair heating system, chimney
- repair plumbing system
- rewire house, upgrade capacity

Note: The work should be done with the family remaining in the house even though it makes work difficult. If the program is to succeed, families cannot be feasibly relocated on an extensive basis.

PROJECT ORGANIZATION - Target Area - Urban Renewal Area II

1. Meeting with local sponsoring group.
2. Hire supervisor, assess houses in a given area for possibilities, interview families and explain what is going to happen.
3. Do complete cost take-off of work required. Select 3 properties. An agreement between owner and government would have to be established so as rents do not increase. December 15/71.

4. Hire 1 supervisor and 3 carpenters and 3 helpers. Cost: Supervisor \$ 5,000  
 No office or tool inventory required. Carpenter \$10,500  
 Period of employ - 5 months (supervisor 6 months) Helpers \$ 7,500

5. Begin work opportunities, January 1/71. Cost  
 of \$3,000 per house. Cost: \$ 9,000  
 Contingency: \$ 500  
 \$ 9,500

Gross Cost: Labour \$23,000

Material \$ 9,500

\$32,500

The Institute of Urban Studies would work with the local resident sponsoring group in Urban Renewal II to set up a liaison committee between government, the project, and the families affected. This group would hire a supervisor and conduct the assessment of possible houses and interviews. It would be the responsibility of the supervisor to hire labour and control the job quality, budget and speed. The supervisor would submit periodic budgeting and progress reports to the committee. An attempt would be made to hire local labour. The committee would in no way interfere but would oversee the project solving any problems between government, the supervisors and the families.

PART C: The Wrecking of Poor Houses and Salvaging of Used Materials

Concept: The utilization of unemployed to wreck poor houses in order to free land for development and salvage used materials from the houses to use in either new construction or renovation. This material could be stored with easy access to a workshop for the refurbishing of this material for future use. Older houses were often sturdily built and offer a wealth of lumber, plumbing pipes and fixtures, doors, windows, etc.

The scope of the project would at first be limited to test the validity of the idea. There may be an economic problem in this method, with tearing down, removing, storing and shipping to a new site. Accurate costing will have to be kept.

Project Organization:

1. Meet with local sponsoring group.
2. Houses are always being torn down for new development and at least 20 houses are presently out for wrecking tenders now. The developer would be approached and an offer to remove the houses for the cost of equipment (tractors, trucks, etc.) would be made. Thus, the only cost to the government is the labour of the men involved. The crews would work all over the city.
3. Hiring of 3 crews of 5 men each for demolition.

Hiring of 3 supervisors for crews

Hiring of 3 men to work at the storage area, 2 labourers and 1 carpenter to repair material.

Renting of material storage space (inside or out) and space nearby for workshop in the central, inner-city area. The workshop could act as an office. Trucks could be rented or hired for transportation of material. This phase could be completed by mid-December 1971 and work could begin. The ratio of supervisors to crews is high as unskilled men must be supervised in demolition to avoid ruining potentially salvagable material. A certain inventory of tools may have to be provided.

4. This type of project is best done with a rehabilitation or new construction program so that the materials salvaged may be able to be re-used in those programs:

Project Costs: Labour:	17 men for 5 months @ \$500 per month	= \$ 42,500
	3 supervisors for 5 months @ \$700	= \$ 10,500
	1 carpenter for 5 months @ \$650	= \$ <u>3,250</u>
		\$56,250

Inventory:	1 workshop @ \$100 per month	= \$ 500
	1 storage area @ \$200 per month	= \$ 1,200
	tool inventory	= \$ <u>500</u>
		\$ 2,300

GROSS TOTAL, , , , , , , , , , = \$58,500

The Institute of Urban Studies would work with a local resident sponsoring group in Urban Renewal II to set up a liaison committee between government and the project. The committee would organize initial meetings of the men involved and get the project moving. This committee would oversee the work as it progresses and deal with any problems that arise. The 3 supervisors would submit periodical reports to the committee on budget and progress.

Note: A by-product of this program might be the construction of items which could be used in the area as part of a public sector improvement program. Part of this program may take place during the winter, part of it during the summer. The program might include:

- construction of benches
- construction of planters
- construction of garbage cans
- pre-fab sidewalk slabs
- elements of street lights
- elements of a playground to be set up in vacant lots

Please see "Urban Colouring Book"

### 3. NEW HOUSING "INFILL"

Note: For description of "infill" idea and one application, please see attached report. "Design Feasibility Study for Injecting an "Infill" Housing System into an Older Residential District"

Addenda: This report is an addenda to the above mentioned study:

Site Location: The above mentioned study was based on work done in a specific area. "Infill" housing could be built in any of several inner-city residential neighbourhoods. The only limitation on location would be that it occur within the inner city area since "infill" housing is based on the premise of maximizing land utilization where it is scarce and expensive as well as fitting into an existing neighbourhood. It is not meant for development on large sites.

Land: As of this writing, IUS or the groups it works with do not have land. Overtures have been made for city owned property in Urban Renewal #2 for the last few months. These requests have been unsuccessful because of the city's concern for an overall area plan. This may be resolved shortly but if it is not, some private property within the area is still available for sale. There is also government and private-owned land in other inner-city districts which could be utilized. This has not been investigated in any great detail as of yet. The MHRC (government agency) owns property all over the city, some of which is single vacant lots.

<u>Resume:</u>	Urban Renewal Area #2	City - 24 lots
		Private - 7 lots
	Point Douglas	MHRC - 8 lots
		Private - unknown

There are undoubtedly other government and privately-owned lots in other inner-city districts. The lot size or street pattern is of no concern as this variable has been anticipated (see report).

Developer: There are two alternatives in this regard:

1. Self-Help Housing Group: This is a group of seven families which has been working together for almost 4 months in an effort to gain financing and land for housing for themselves which they would own, help to build and design. This group as yet has no equity to purchase private land and has been trying to get 7 of the 24 city lots for their project. The subsidy for this project would be in lower interest money over a long-term to offer PIT payments they could afford. This is a clear example of people in a lower-income district trying to help themselves.

This group is in the process of obtaining land at which point they would incorporate as the body responsible for the project. Financial, legal, architectural and building expertise would be available to the group through the Institute of Urban Studies. In addition they could work with the local government public housing agent - the MHRC. The group would own and manage the project upon completion.

## 2. The Institute of Urban Studies

The Institute could act as development co-ordinator for the project with a view to turning the project, once completed, to a local resident group or individual family to own and operate. The Institute would work with a builder/developer on the project bringing available architectural, financial and legal expertise to bear. IUS could also act as a consultant to the MHRC which could implement the scheme once the criteria for the project were mutually agreed upon.

Work Force: In either of the above cases, as time is critical (must start construction in the winter months) it would be advantageous to hire a contractor to work on the project. In this way close touch with cost and construction realities is realized and tendering time eliminated. Once the project is designed, approved by local government and costed a budget can be established. The construction work can begin immediately, perhaps even before the job is completely approved or refined. In other words, almost progressive construction/design with the contractor acting as a salaried co-ordinator for hiring men and sub-trades for the various jobs. This hiring could again, as far as possible, be done locally. If several jobs on scattered sites were in progress experimentation with a mobile field office could be tried. By subing out most of the work, a 10% co-ordination saving is made as well as avoiding the contractor's allowance for unknowns in that the project may be a little different from the usual housing project.



TIMETABLE

- |   |   |
|---|---|
| <p>1. Work out financing, refine unit types and have rough cost estimate done by the end of November (not related to specific site).</p> <p>2. Hire contractor-co-ordinator of project, set up field office, work on units with architect.</p> <p>3. Supervisors hires labour/sub-trades and begins work.</p> | <p>1. Choose and negotiate for land purchase by the end of November.</p> <p>2. Refine units for lot types acquired, get approvals, do working drawings by Jan. 1/72.</p> <p>3. Foundation work can begin. Budget job and begin construction immediately, underway by mid January.</p> |
|---|---|

Lot Types and Living Units

The specific living units built and site organization would depend on the area the project is in and the specific lot in question.

The other variable is the developer, whether it is the self-help housing group or IUS itself. If it is the self-help group, they would determine the unit type and site configurations within the limitations of site and budget. If IUS developed the properties, different unit types and configurations would be tried within, again, the area, site and budget limitations. This would create a meaningful experiment so that different situations can be compared.

The number of lots ultimately developed in either of the "developer-type" situation would be limited to about 6 lots. This may be less in the case of the self-help group as 2 units can be placed on one site. It would be an idea to try different lot types (no lane and with a lane) as well

as single and double lots variations.

Possible Lot Acquisition Breakdown

- 2 single lots - one with a lane and one without
- 2 double lots - again one set with a lane and one without

Total = 6 lots

This number of lots may accommodate as many as 18 dwelling units or as little as 6.

Project Budget:

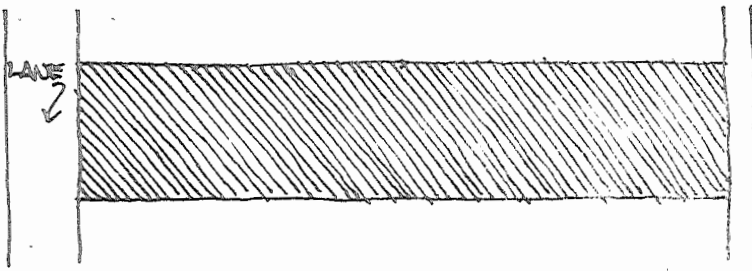
-- architect provided by IUS, hiring of contractor for a period of 6 months @ \$800 per month	= \$4800
-- lot acquisition - 6 lots @ \$3000 per lot	= \$18,000
-- using 12 units developed @ \$14 per sq. ft. @ 900 sq. ft per unit (includes materials and labour for job)	= \$150,000
-- Contingency	= <u>\$ 2000</u>
TOTAL	= \$175,000

### Specific Unit Types and Alternative Site Configurations\*

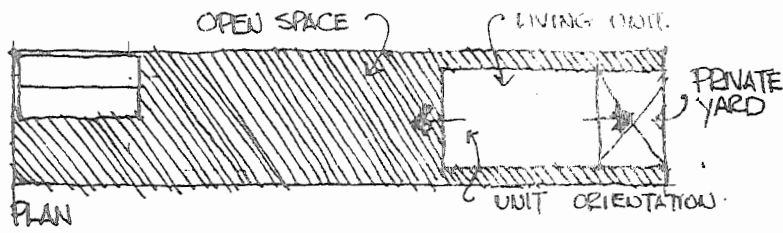
The following is a schematic representation of some different types of units arranged on various sites in alternatives ways. The intent of these diagrams is to illustrate the potential for experimentation and expand on the attached "infill" report which presents only one system. The units diagrammatically shown have been worked out in detail similar to the plans in the attached report.

The presentation is in 2 sections, again related to lot type:

- A. lot with lane
- B. lot without lane



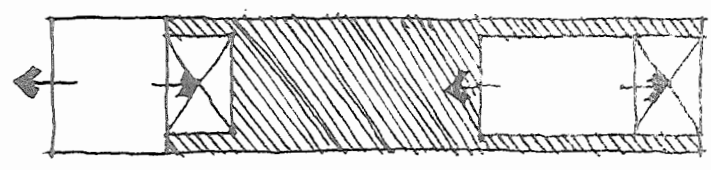
STREET? <sup>1/1/50</sup>  
 LOT WITH A LANE  
 SINGLE LOT.



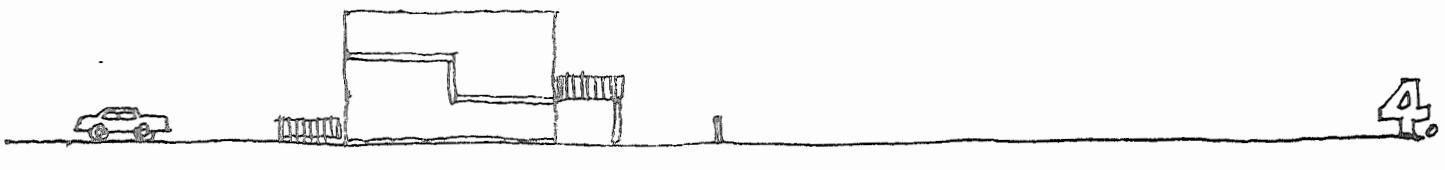
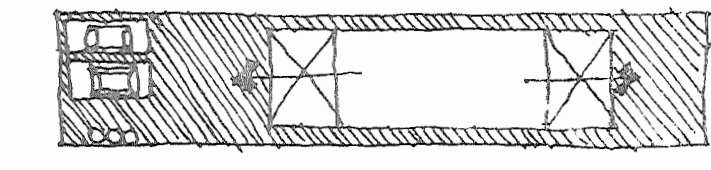
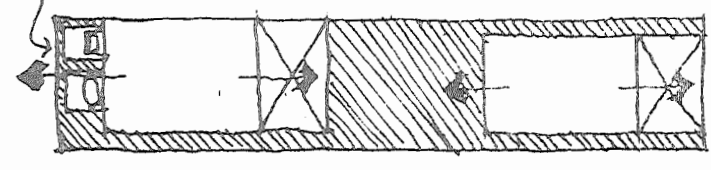
PLAN

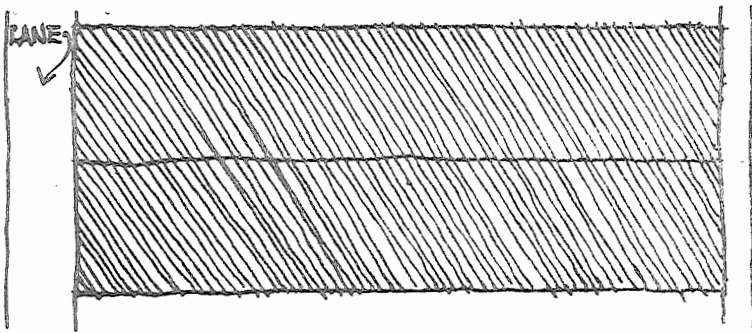


SIDE ELEVATION.



CAR PARKING

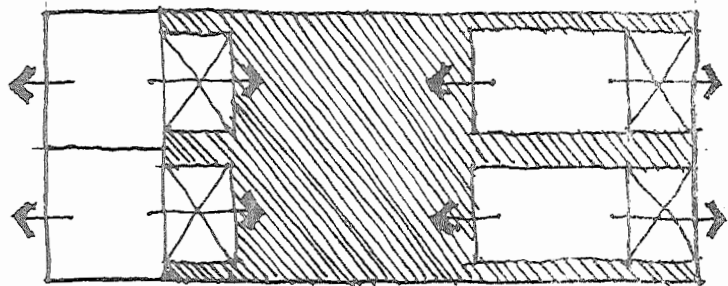




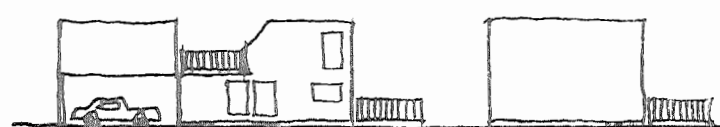
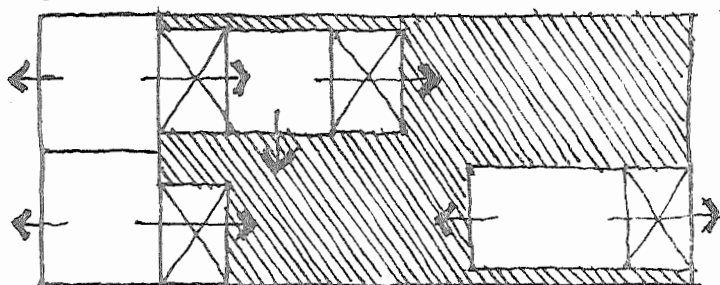
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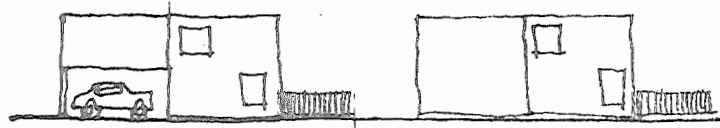
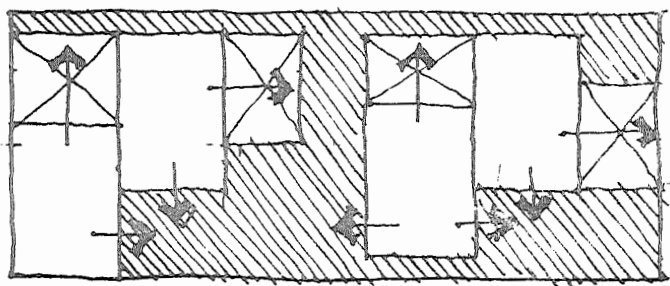
DOUBLE LOT.



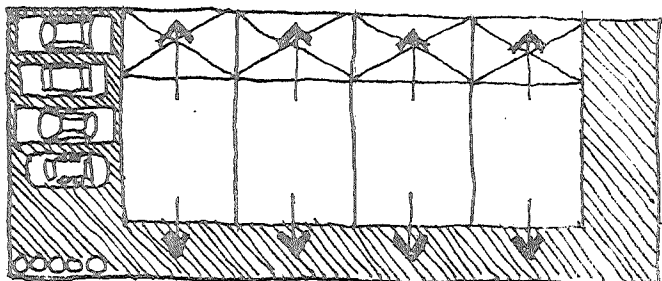
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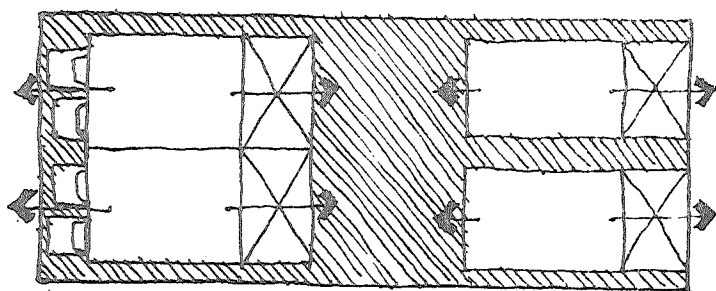
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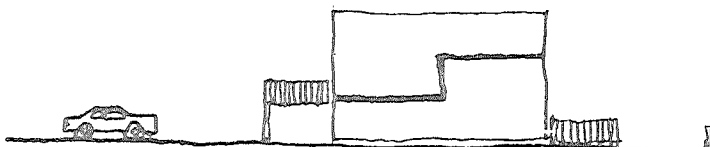
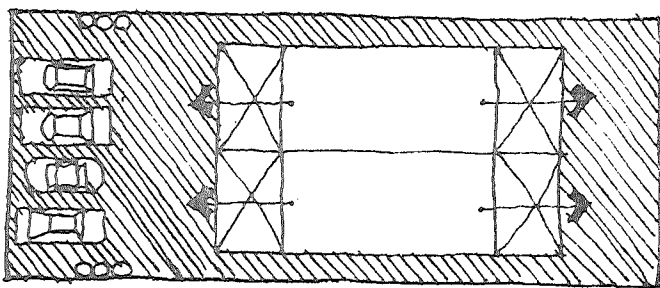
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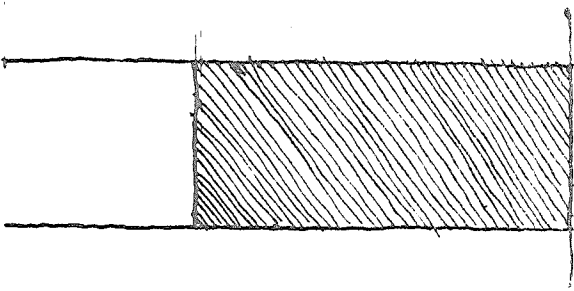
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5.

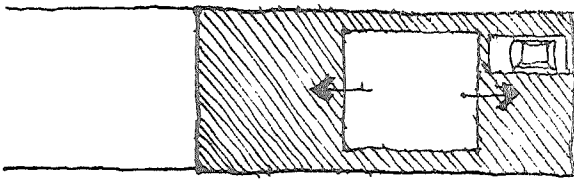


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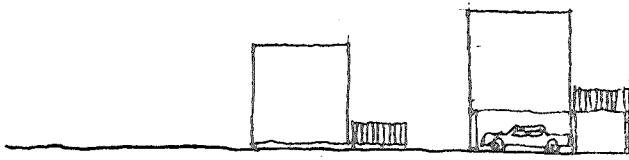
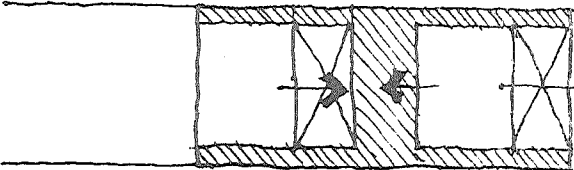


STREET

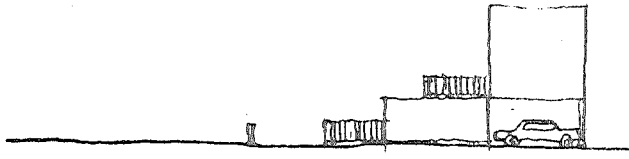
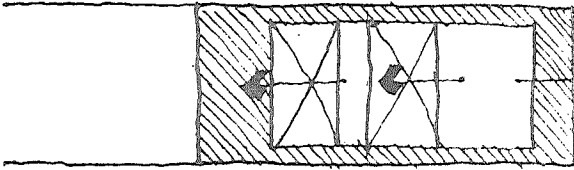
LOT WITH NO LANE <sup>B.</sup>  
SINGLE LOT.



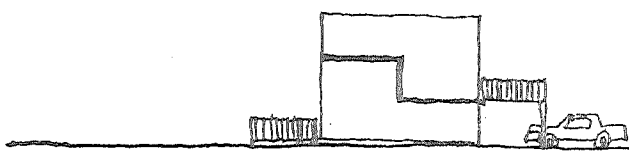
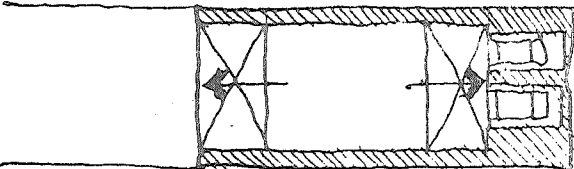
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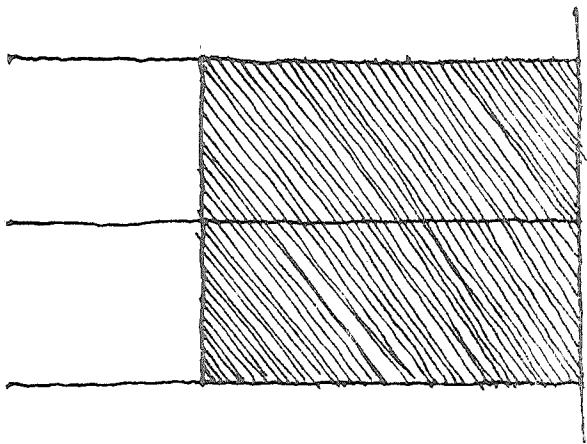
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3.



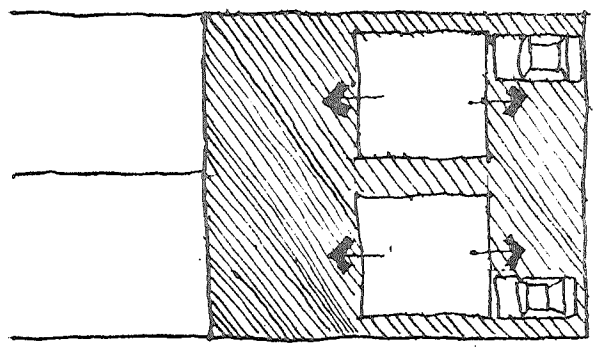
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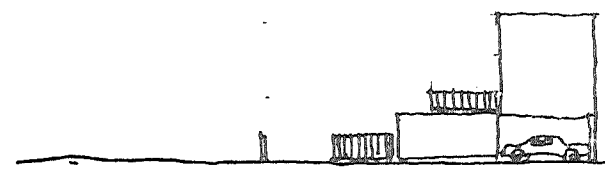
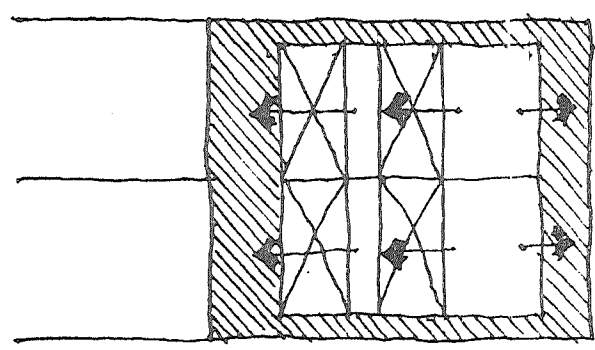
STREET  
↓



DOUBLE LOT.



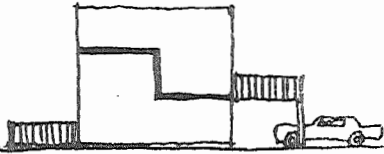
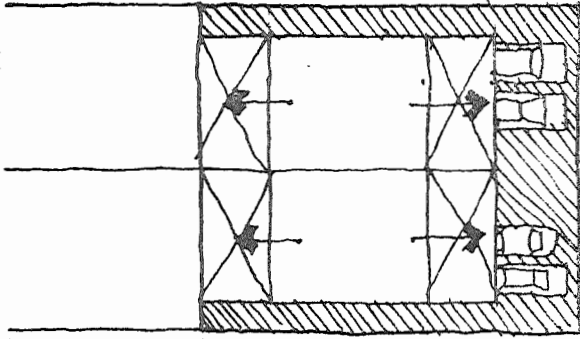
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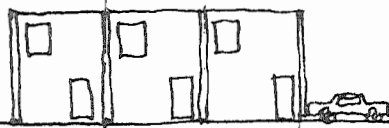
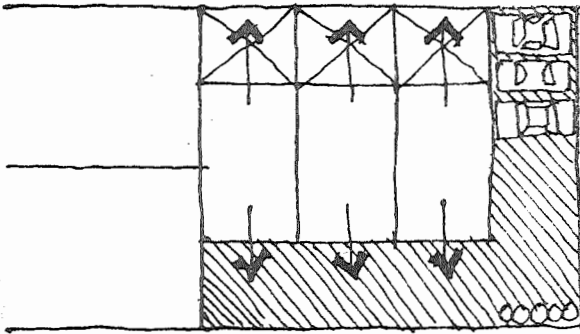
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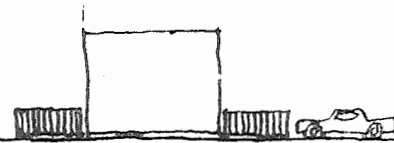
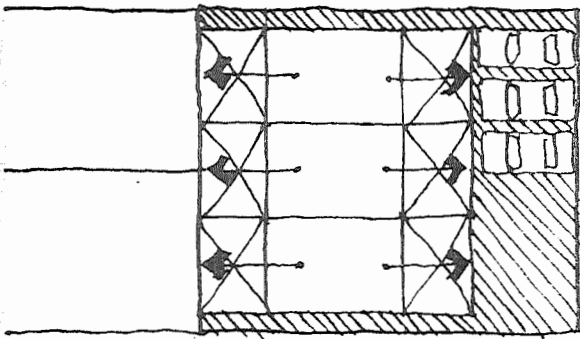
126



3.



4.



5.