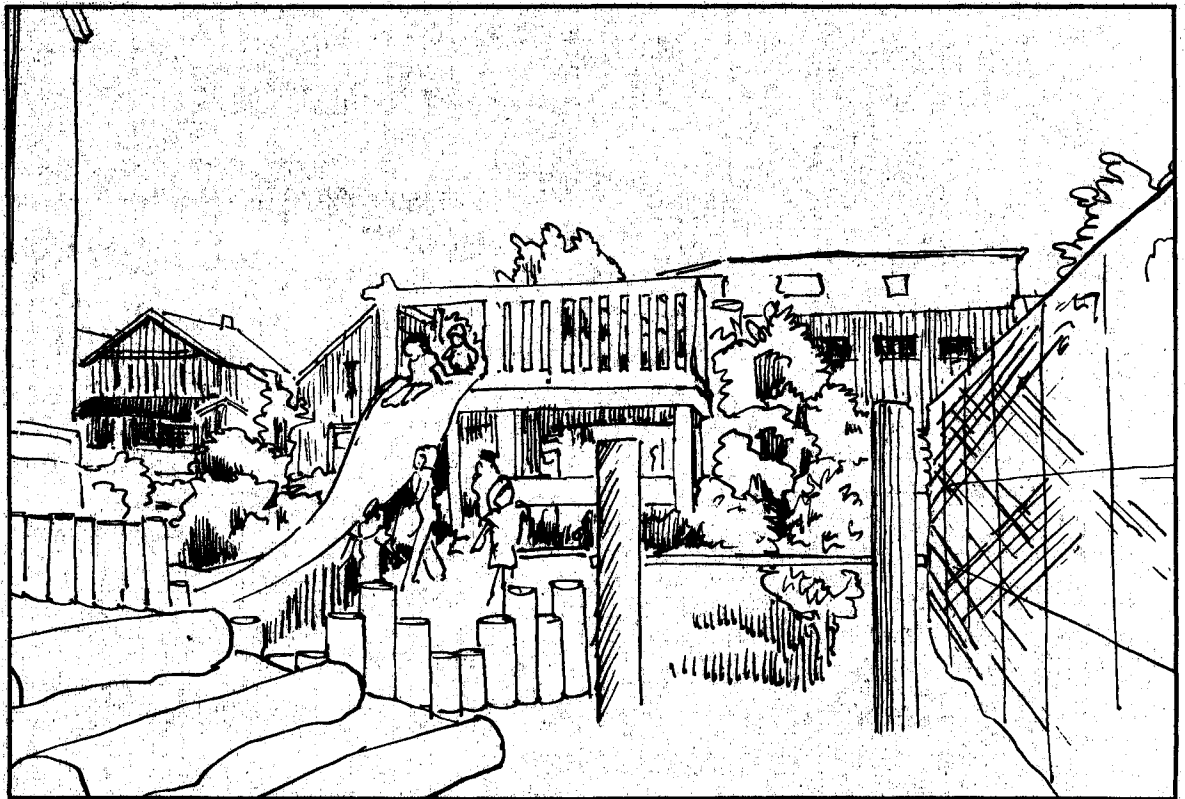


# The Impact of the Neighbourhood Improvement Program in British Columbia

---



The Neighbourhood Improvement Program was a Federal program administered by Canada Mortgage and Housing Corporation

# The Impact of the Neighbourhood Improvement Program in British Columbia

A Summer Youth Employment Project  
June to September, 1980

ISBN 0-662-11404-3

Cat. No. NH15-25/1981E

# TABLE OF CONTENTS

---

	<u>PAGE</u>
Acknowledgments.....	V
I. Introduction.....	1
II. Summary.....	3
III. Methodology.....	5
IV. NIP Study Areas.....	7
Vancouver Municipality.....	8
• Cedar Cottage.....	9
• Mount Pleasant.....	26
• Riley Park.....	36
• Oppenheimer (Downtown/Eastside).....	48
• Kitsilano.....	64
• Kensington.....	84
• Grandview-Woodland.....	99
Mission Municipality.....	114
• Mission Central and Mission East.....	115
North Vancouver Municipality.....	133
• Ridgeway.....	134
Richmond Municipality.....	144
• Burkeville.....	145
• Steveston.....	149
Surrey Municipality.....	154
• Crescent Beach.....	156
• Bridgeview.....	165
New Westminster Municipality.....	172
• Connaught Heights.....	174
• Queensborough.....	179
White Rock Municipality.....	185
• White Rock.....	186
V. Conclusions and Recommendations.....	199

# ACKNOWLEDGMENTS

---

The project leader and researchers would like to extend their thanks to all those who kindly gave their time and expertise. Their special thanks go to the following municipal planners: Larry Beasley, Dan Cornejo, Rick Elligot, Marvin Friesen, Rick Gates, Greg Giles, Jeanette Hlavach, Kathryn Holm, Gabrielle Hunken, Kari Hutala, Sol Jackson, Jim LeMaistre, Ben McAfee, Percy Perry, Tom Phipps and Verna Sematuk.

## PROJECT PARTICIPANTS

Project Leader - Vancouver, B.C.	Jan Runnels
Project Researchers - Vancouver, B.C.	Ted Dixon, Mary Evans, Frank Lowe, Brock MacDonald, Roman Pinto and Nancy Suzuki
CMHC Resource Person - B.C. Region	Tom Green
CMHC Project Co-ordinator National Office	Ollie Crain

## FINANCIAL ASSISTANCE

CMHC commissioned the study and Canada Employment and Immigration Commission provided the major portion of the funding through the 1980 Summer Youth Employment Program.

## PROGRAM INTERPRETATIONS

The views expressed in this study are not those of CMHC. The study was done quite independently with CMHC providing the initial program orientation and making available to the students the Neighbourhood Improvement Program delivery documentation from which they could extract background program information and become familiar with the program administrative process. The interviews with the planners, municipal officials and neighbourhood residents were carried out by the students. The conclusions on the impact of Neighbourhood Improvement Program as well as the program recommendations are those of the students.

For a copy of the study please contact Ollie Crain, Residential Improvement Division, CMHC National Office, Ottawa, Ontario K1A 0P7 or Richard McAlary, B.C. Regional Office - CMHC, Crown Life Place, Suite 800, 1500 West Georgia St., Vancouver, B.C. V6G 3A1

# I. INTRODUCTION

---

Through the sponsorship of Canada Mortgage and Housing Corporation and the funding from Employment and Immigration Canada, a six-membered team of researchers were chosen to complete a pilot study on the impact of the Neighbourhood Improvement Program in British Columbia.

NIP was enacted by Parliament in June 1973, and administered by CMHC in a response to the curtailment of urban renewal activity during the 1960s. It was designed to encourage and support the efforts of municipalities and neighbourhood residents to improve the physical environment of areas that are in a state of decline. Its emphasis was on conservation and rehabilitation of existing neighbourhoods and the provision of amenities in these communities. The program was designed to provide resources in accordance with both financial planning and continuous planning for the area. It provided for resident participation in the planning and implementation of neighbourhood improvement activities.

Perhaps the most important aspect of the organization and administration of NIP is the fact that it operated at many levels: federal, provincial, municipal, and neighbourhood citizenry - each engaged in the day-to-day activities that made the program work.

Generally, the federal/provincial/municipal cost-sharing formula was broken down as follows: 50%/25%/25% respectively. Another formula - 25%/12.5%/62.5% - applied to 1) contributions made towards improving municipal and public utility services, or 2) acquiring and clearing land that does not qualify under the previous formula.

Numerous studies have been completed to date on various aspects of NIP particularly the measurement and analysis of organizational processes: timing, budgeting, administration and program monitoring. These aspects provide extremely useful information, but NIP was designed to improve neighbourhoods. Thus this study must go beyond organizational processes and attempt to ascertain program effectiveness at the neighbourhood level.

The purpose of the evaluation, as put forth by CMHC, is to: 1) determine how the program was interpreted by those who were most involved at the local level; their expectations and aspirations when the program was first introduced and how they related to the final results, 2) determine how the program changed the neighbourhood socially and physically, if at all, and 3) determine what was implemented and done with the funding and other resources that were made available through NIP. It is hoped that providing this information will promote the design of similar programs which

---

would maintain the positive aspects but eliminate those aspects that hindered NIP's complete success.

Criteria for selection of neighbourhoods to be included in the study was dictated mainly by an attempt to attain a sample that represented a true cross-section of NIP areas. One individual NIP area was not chosen over another on a specific basis but rather at random from the various municipalities. As a result, areas from Vancouver, Richmond, New Westminster, Surrey, White Rock, North Vancouver (to represent densely urban areas) and Mission (as an example of a smaller municipality) were selected as samples.

## II. SUMMARY

---

Those NIP areas that we were able to include in our study varied drastically in many respects. Some neighbourhoods only just fitted the eligibility criteria. However, in terms of quality of life, many of the areas were extremely substandard in certain respects. As much as eighty per cent of the housing was in need of some repair. Some communities were lacking in sidewalks, adequate sewer systems, storm drainage and/or recreational and social facilities. Unemployment at its worst was close to 60 per cent with some average annual incomes dipping below \$3500. The level of education achieved was mainly around the Grade 12 level but at its lowest, in the Downtown/Eastside Oppenheimer area, 17 per cent of the population had no formal education whatsoever.

On the whole, community members regarded the NIP program as being essential to their neighbourhood but their willingness to provide input varied considerably. Some of the response was so enthusiastic that NIP committees remained active even after the program had ended; the opposite was found in Burkeville where the NIP committee membership dwindled from eight to two.

Generally, every effort was made by the planners and NIP committees to inform the public about the availability of NIP funds and to obtain opinions of their needs. Meetings were held, flyers distributed, surveys made, and articles were printed in local newspapers. In a few cases, some municipal officials used the program to obtain changes that reflected their own personal objectives.

In all areas surveyed, improvements of a recreational nature were made. Many communities took advantage of the funds to construct parks; some of these included playgrounds of an ingenious design; some were geared towards various sports interests and physical fitness. To provide for social needs, a few neighbourhoods opted to build new community centres and most made improvements to existing structures. Of course, a substantial number of the improvements were unique to the individual needs of the community, such as daycare in Kitsilano, a library in Grandview Woodlands, a community health clinic in Downtown/Eastside and so on.

Post-NIP continuance of activity generated by the program appeared in the majority of the areas studied, either via collective effort or on an individual basis. The level of community awareness was raised with respect to planning and political processes. Conversely, there were many of the local citizens in some areas who were totally unaware of the program or the existence of the local NIP committee.



---

Those citizens who had, on some occasion, made use of, or had at least seen physical improvements made, were very pleased with the results; most projects were very successful in terms of maximum use.

It was often expressed that NIP provided improvements that the municipality could not normally finance completely or even partially. Thus, the majority of projects built are useful and important improvements to the community.

The conclusion as to the success of the Neighbourhood Improvement Program revolves around two basic areas:

- 1) Change in the visible character of the neighbourhood.
- 2) Change in the social character of the neighbourhood.

Most municipalities were able to achieve category 1) but success in category 2) was much more limited.

### III. METHODOLOGY

---

The following pages describe the course followed and problems encountered by the study team in arriving at their final report.

Considerable preparation was required before the team felt ready to begin actual fieldwork. Familiarization with NIP background information from previous publications, review of CMHC Branch files on NIP areas under consideration, and extensive discussion with CMHC staff constituted the initial orientation. Instructional Manuals had been compiled by CMHC, wherein major concerns and variables, along with sample interview questionnaires were provided as guidelines. Each member, on an individual basis, redesigned the various questionnaires to achieve clarity, specificity and concreteness.

Ultimately, a core interview questionnaire was developed for those who were intimately involved with the program. This was developed according to the order of priority of each of the major concerns provided in the manual. A few additions or deletions were made at the discretion of each individual on the team, depending on the respondent's role. Other interview questionnaires were designed for those having more specific roles (such as a building inspector) or those having no role at all (such as a proprietor of a neighbourhood business establishment).

#### RESEARCH METHODS: Interviews

The principle methodological problem was to secure useful and comparable data from many diverse sources using several researchers and different techniques. Our major resource for data were of course, those people who carried out the day-to-day business of the NIP program. Not only would they provide the best insights into its difficulties and problems, but their activities and views of the program constituted the most important kind of data for evaluating program effectiveness.

The specific questions chosen were designed to obtain four levels of data:

##### 1) Program characteristics

These data are related to the program in general, its objectives and content, guidelines and regulations.

##### 2) Procedural characteristics

These have to do with organizational processes and role relationships as well as the processing and circulation of information and forms.

---

3) Project characteristics

These data focus on the particular NIP project, budgeting, planning, participation and implementation. The changes that have occurred and the effects of NIP on the area are also considered here.

4) Neighbourhood characteristics

These data are concerned with the neighbourhood description.

A detailed outline for the NIP area was developed around these four levels. It was hoped that these would enable us to collect an appropriate balance of both qualitative and quantitative data. Because of the broad nature of the program we decided to employ a number of open-ended questions and unstructured (or structured, depending on the person involved) interviews.

Within each NIP area, sampling was strategic. For each case study the list of prescribed respondents included: the NIP co-ordinator, the planner, leaders of the participating citizens and those that the researcher felt had contributed to the delivery of NIP or that might provide valuable input into the assessment of project effectiveness.

To avoid investigator variation that could occur as a result of the independence of the researchers, full and careful reporting of the details of each study was ensured through the use of tape recorders (especially during lengthy interviews).

Systematic  
Observations

Another valuable resource came from observations of some administrative practices and community dynamics. Any opportunities to attend a community function (NIP committee meetings in particular) were taken advantage of. Walking through neighbourhoods, obtaining pictures of projects, preparing maps, and interviewing citizens of the area at random, provided first-hand knowledge.

Local, Provincial  
and Federal  
Statistics

Additional quantitative data that was required but difficult to obtain on an interview basis was provided by public and municipal libraries, the Regional and Branch offices of CMHC and the B.C. Ministry of Housing.

In order to make powerful comparisons in the section on Conclusions and Recommendations, those features which were unique and those which were common among the case studies were identified. The main focus was on those things that represented or constituted problems and difficulties in the operation of the program so that our recommendations could be established.

## IV. NIP STUDY AREAS

---

### VANCOUVER MUNICIPALITY

## VANCOUVER MUNICIPALITY

---

### INTRODUCTION

Vancouver, British Columbia's major city and the urban hub of the Lower Mainland, is located on a peninsular land mass between the Fraser River and Burrard Inlet. It dominates the neighbouring municipalities (Richmond, Delta, Surrey, New Westminster, Burnaby, and North Vancouver) in terms of urban population density, economic and industrial development, and cultural and political activity.

Vancouver's population in 1976 was 410 945. The city contains a varied mix of ethnic origins, including particularly large segments of Chinese (7.8 per cent), Italian (2.6 per cent), German (3.3 per cent), Slavic (3.3 per cent), Hispanic (1.3 per cent), and Indo-Pakistani (1.5 per cent) descent, as well as British (69.6 per cent). The city's average income in 1971 was \$10 443.

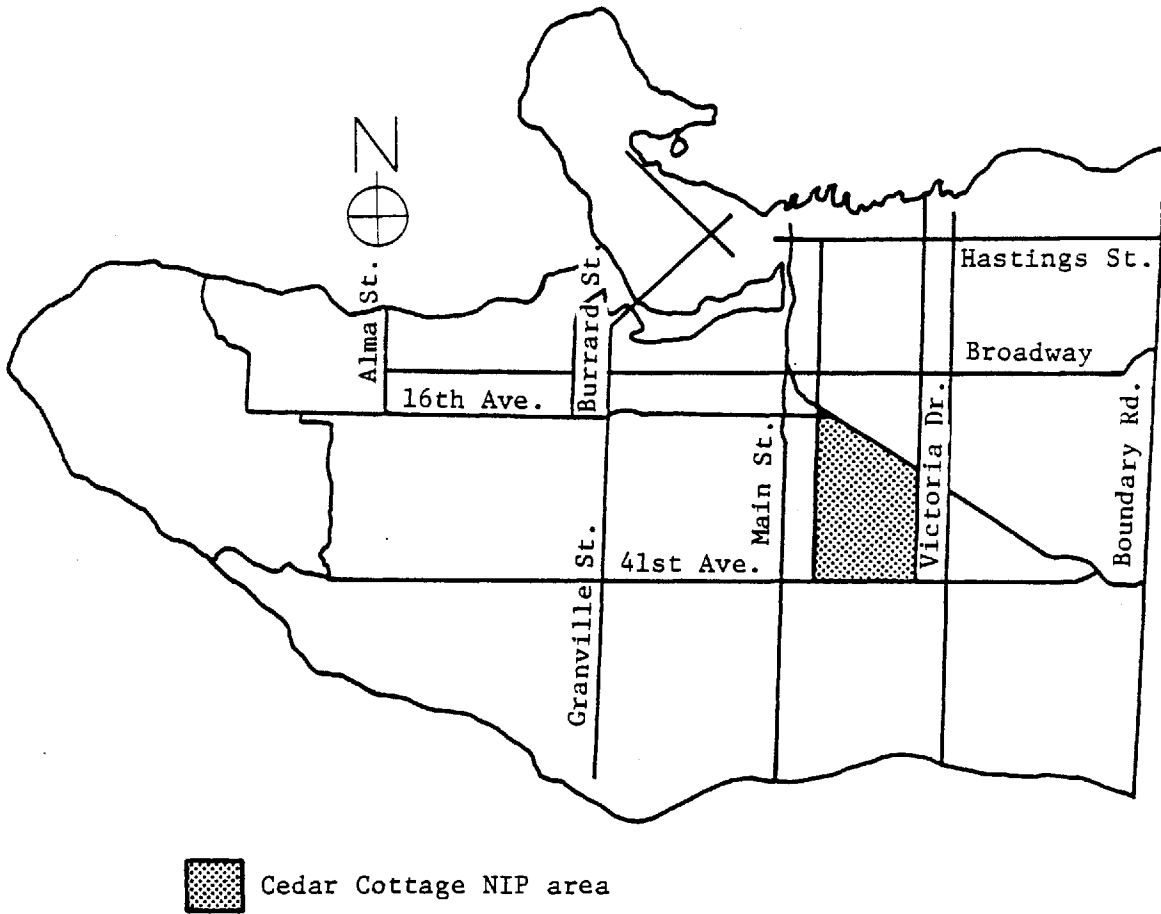
After the discontinuation of the Urban Renewal Program in 1969, Vancouver developed a new approach - rehabilitating older neighbourhoods, rather than rebuilding them - exactly the same strategy as NIP. The city's Strathcona neighbourhood was the site of an experimental program of this new type, and became a laboratory and testing area both for the city and for the new federal NIP program.

Thus, Vancouver was aware of the new CMHC program before many other Canadian municipalities. The City Planning Department prepared a study, Neighbourhood Improvement in Vancouver (1974), as an "appreciation" of the possibilities of NIP. This amounted to Vancouver's in-depth selection stage for NIP areas.

Data was collected on several variables pointing to the need for rehabilitation: building age and condition, family incomes, community facilities, and municipal services, and these were plotted on transparent maps. When these maps were laid over a map of the city's neighbourhoods, the priority areas for NIP were immediately obvious - the areas of maximum deficiency in the majority of variables.

Thus Kitsilano, Mount Pleasant, Cedar Cottage, Riley Park, Kensington, and Grandview Woodlands were all selected at the same time, and over the next four years NIP projects were initiated in all of them.

# CEDAR COTTAGE



---

#### NEIGHBOURHOOD CHARACTERISTICS

Size, Location, Topography	The Cedar Cottage NIP area comprises 102 odd-shaped city blocks, bounded by Broadway and the Grandview Highway on the north, Nanaimo Street on the east, the Kingsway on the south, and Clark and Knight Street on the west. It is located slightly east of the geographic centre of the city. The community's topography is quite varied; much of it is hilly, the southern portions in particular, giving many area residents fine views of the North Shore mountains. The neighbourhood also boasts Trout Lake, the only body of fresh water in Vancouver.										
Land Use	<p>Land use in the NIP area break down as follows:</p> <table><tr><td>Residential</td><td>70%</td></tr><tr><td>Commercial</td><td>7%</td></tr><tr><td>Light Industrial</td><td>3%</td></tr><tr><td>Parkland</td><td>8%</td></tr><tr><td>Miscellaneous (schools, churches)</td><td>12%</td></tr></table>	Residential	70%	Commercial	7%	Light Industrial	3%	Parkland	8%	Miscellaneous (schools, churches)	12%
Residential	70%										
Commercial	7%										
Light Industrial	3%										
Parkland	8%										
Miscellaneous (schools, churches)	12%										
Zoning	Most of the area is zoned RS1 or RS2 (single-family dwellings). A small portion was rezoned to RS1-A in 1976 to permit legalized secondary suites on an experimental basis. The commercial zoning (C2) is mostly concentrated along Broadway, Kingsway, and Commercial Street. A section of Commercial Street, between 18th and 22nd, was rezoned to CD-1 in 1975 (comprehensive development), to encourage a gradual shift away from light industrial and commercial activities to further residential development. No other changes in Cedar Cottage's zoning are anticipated in the near future.										
Housing Stock	The greater part of the housing stock in the NIP area is quite old (30-40 years or more), as identified in the City's selection study, <u>Neighbourhood Improvement in Vancouver</u> (1974). It was estimated that approximately 67 per cent of the local housing was in need of rehabilitation, and 15 per cent urgently so.										
Types of Housing	In keeping with the area's zoning, most of the housing in Cedar Cottage is single-family dwellings. There are a small number of duplexes and conversions. The area has hardly any apartments, and only one major social housing project - Brant Villa.										
URBAN INFRASTRUCTURE: Streets	A large percentage of the neighbourhood streets were in very substandard condition, approximately 65 per cent having no curbs, poor surfaces, and frequently no sidewalks. These deficiencies were especially pronounced in the southern parts of the community. Many of the residential streets were well shaded by mature trees, but an equal number were										

---

	not; the major routes, such as Kingsway, were almost completely lacking in greenery. City Engineering's pre-NIP estimate of the cost of upgrading Cedar Cottage's streets (surfaces, curbing, walks, and trees) ran to \$2 540 000.
Traffic Problems	Owing to the commercial and industrial development in the area, there had long been concern among residents over heavy traffic on neighbourhood streets. Trucks on Commercial Street and on Victoria Street were a source of danger to pedestrians, especially schoolchildren; there was a need for more traffic signals and crosswalks on these routes. Bus shelters were needed on several transit arteries; this had long been a source of resident complaint.
Watermains and Sewers	A half-dozen major watermains in the NIP area were antiquated and in need of replacement; the estimated cost of replacement was around \$65 000.  The area's sewage system was also largely quite old (many parts dating back to the 1930s and 1940s); City Engineering estimated that \$2 150 000 would be needed to bring it up to municipal standards.
Parks	Cedar Cottage contains an adequate amount of parkland by City standards (hectares per 1000 population: approximately 0.8; city average 1.0), mostly in four major parks: John Hendry Park (the largest, containing Trout Lake), Clark Park, Brewer's Park, and Brock Park. However, these parks were in need of facilities and development to secure full use by the neighbourhood residents. They lacked playing fields, tennis courts and litter containers. They were also poorly lit at night, which was reflected in a high rate of vandalism and delinquency.  Small, local mini-parks and play-grounds were almost completely lacking.
SOCIAL AND RECREATIONAL FACILITIES: Community Centre	A well-attended community centre existed in John Hendry Park but this Grandview Community Centre was quite old, rather dingy, and sadly lacking in facilities. There was no games room, little gym equipment, no attractive lounge or eating areas and no provision for roller-skating. The community also lacked adequate swimming facilities, as Trout Lake was in need of major rehabilitation to make it clean and safe.
Neighbourhood House	The local Neighbourhood House was able to provide some social and recreational activity for the area, but it needed renovating and was hampered by the lack of equipment and space.



Daycare Centre	Three daycare facilities were in operation in Cedar Cottage: the Grandview Nursery School, located in the community centre, and the Brant Villa and Boat Daycare centres, located in their own buildings. All three suffered from chronic shortages of funding, staff and equipment, yet were providing adequate daycare for almost the entire community.			
Schools	Cedar Cottage's schools - Lord Selkirk Elementary, Queen Alexandra Elementary, St. Joseph's private school, Gladstone High School, and the Tyee Alternate School - are mostly quite old facilities, built when acres of tarmac was the rule in schoolyards. They were almost entirely lacking in playground equipment of all kinds, not to mention greenery and night lighting.			
DEMOGRAPHIC INFORMATION:	The population of the Cedar Cottage NIP area is approximately 10 000 people, slightly less than 2.5 per cent of Vancouver's total population.			
Population				
Age Structure	0 - 4 years	10%	Approximate figures	
	5 - 14 years	17%		
	15 - 24 years	16%		
	25 - 59 years	42%		
	60 + years	15%		
	The age-group breakdown shows that Cedar Cottage is above the Vancouver average percentages in the 0 - 4, 4 - 14, and 25 - 59 year brackets (City percentages are 5.9, 12.2, and 38.2 respectively), and below average in the 15 - 24 and 60+ groups (City percentages are 18.6 and 25.1). This reflects the neighbourhood's orientation towards families: lots of children, lots of people in the middle years of life.			
Sex Structure	In Vancouver as a whole, the female population slightly outnumbers the male (48.8 per cent to 51.2 per cent). Precise figures are not available for the NIP area, but are quite likely to be close to the City averages.			
Marital Status	Single	45.8%		
	Married	45.9%		
	Widowed	5.9%		
	Divorced	2.4%		
	Figures for marital status are also quite close to those for Vancouver (approximate figures: Single 48 per cent, Married 42 per cent, Widowed 7 per cent, Divorced 3 per cent). Cedar Cottage appears to have a higher-than-average number of married people, again in keeping with its emphasis on families.			

---

Ethnic Groupings	British	35%
	Asiatic	20%
	Portuguese	12%
	Italian	8%
	Slavic	8%
	Austro-German	6%
	Others	11%

The varied ethnic mix in Cedar Cottage's residents gives the neighbourhood much of its distinctive character. A large percentage (as high as 40 per cent, according to some estimates) of the area's citizens speak English as a second language.

The ethnic breakdown for all Vancouver,		
British	52.9%	
Asiatic	9.9%	
Austro-German	7.6%	
Italian	5.6%	
Slavic	8.8%	
Others	15.2%	

shows that Cedar Cottage has relatively large numbers of people of Asiatic and Portuguese descent, and a below-average percentage of British-Canadians.

Education	Grade 8 or less	28%	
	Grades 9 - 13	66%	Approximate
	Some University	5%	figures
	University Degree	1%	

The educational levels of Cedar Cottage residents, as shown above, are close to the averages for the entire city, save for lower numbers in the University or College brackets, and correspondingly higher figures in the high-school level.

The Vancouver-wide breakdown is:

Grade 8 or less	31.4%
Grades 9 - 13	51.5%
Some University	6.7%
University Degree	10.4%

#### Occupations and Incomes

Income levels in the NIP area are in the low to moderate range for the most part, reflecting the education levels and the predominance of "blue-collar" occupations. A large number of senior citizens with fixed incomes and persons on welfare also has its effect on the average family income. This ranged (in 1971) from \$7 303 to \$8 419 in different census tracts in the neighbourhood, as compared with the Vancouver average of \$10 442.

---

## COMMUNITY DYNAMICS

### QUALITY OF LIFE: Sense of Community, Neighbourhood Image

Most people interviewed in connection with NIP in Cedar Cottage felt that the quality of life and sense of community in the neighbourhood were on the poor side. There was widespread belief that this was a "forgotten neighbourhood", ignored by City Hall, a place where people lived in some degree because they hadn't much choice. The sad lack in public works and social/recreational facilities, the "run-down" appearance of many of the area's streets, and the tendency of many of the ethnic groups in the community to "stick to their own kind" socially (i.e. going outside the immediate neighbourhood), all worked against the sense of community. It is difficult to estimate, but certainly most "Cedar Cottage residents" did not think of themselves as such. Those who did were mostly members of the British-descent group--older residents of the area for the most part.

### Social Problems

Negative perceptions of the neighbourhood (both within it and in Vancouver as a whole) were also fueled by the community's social problems. The crime rate in Cedar Cottage, especially for vandalism and other kinds of juvenile delinquency, was very high. Certain parks, particularly Clark Park, were widely held to be unsafe after dark; they also had a sinister reputation in connection with drug trafficking. The social housing project, Brant Villa, was considered a slum and an eyesore in the community.

### Social Organizations

Somewhat offsetting these problems, a fair number of social organizations and citizen's groups did exist in the neighbourhood, providing various activities and services for the residents.

The Grandview Community Centre served as base for a variety of social gatherings, such as a senior citizens' club, a drop-in for area teenagers, the daycare centre, and so forth.

The Neighbourhood House offered a wide range of programs and activities, educational and recreational: crafts classes, young people's clubs, self-help programs, and the like. It also provided a centre for the co-ordination of such groups as the local Tenants' Association, and later, the area Team Police.

Church groups and Parent-Teacher Associations provided for social interaction in other parts of the community, although limited in membership and in the scope of their activities.

---

## THE PLANNING PROCESS

Organization of NIP	<p>Cedar Cottage was designated a NIP area by City Council in June 1974, during the first year of the program. "Terms of Reference" for the NIP Planning Committee were included in the Council's resolution: it was to consist of 13 members (12 volunteers from amongst the area citizens, plus the Director of the Community Centre), and was empowered to develop a Concept Plan for the neighbourhood in collaboration with the City Planning Dept.</p> <p>Publicity brochures were mailed out to alert the public to the initial, open meeting, at which volunteers were called for.</p>
Site Office	<p>A neighbourhood planning office was established in August 1974 to serve as the centre for NIP and related activities. Staff consisted of one full-time planner, a part-time planning assistant, and a clerk-typist. Later, staff was expanded to include RRAP promoters as well.</p>
Committee Workload, Turnover	<p>Members of the committee worked very hard to plan and promote the program, often putting in between 40 and 60 hours a week. Close to 200 committee meetings took place over the course of NIP in Cedar Cottage, a record for Vancouver. Many of the citizens involved were committee members for the entire duration of the program; those who left over the years (all told, there was about a 50 per cent turnover) did so because of changing personal commitments, not because of any disappointment with the program.</p>
Citizen Participation	<p>Every effort was made to secure the involvement of the entire community in the planning process: monthly public meetings, advertisements and articles in local newspapers, contact with neighbourhood organizations, and door-to-door surveys of citizen opinion. The area planning office was invaluable, giving citizens and planners an informal meeting place for daily discussion, and a clearing house for suggestions and ideas.</p>
Development of Priorities	<p>The most important tool in setting up NIP's priorities in Cedar Cottage was a questionnaire, distributed to all the area households by committee members. The volunteers also went round to pick up the completed forms, to ensure the largest possible return. A total of 423 questionnaires were filled out, representing about 23 per cent of the neighbourhood households - quite a respectable return for a survey of this kind.</p>

---

Citizens were asked to choose among a selection of general objectives, ranking them by importance. The compiled data showed the following order of preference:

1. to improve the parks and recreational facilities in the area
2. to improve the safety of the area (in terms both of traffic and crime)
3. to upgrade the general appearance and the living environment of the area
4. to provide better social facilities for the area (daycare, seniors citizens' places)
5. to provide some social housing in the area

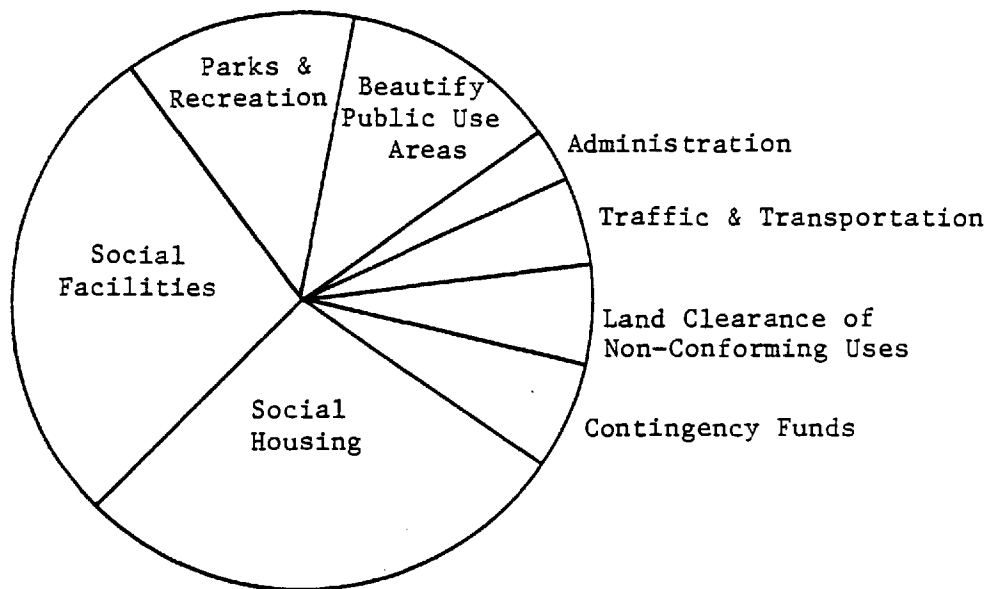
Choosing Specific Projects

Citizens were also given a number of specific projects from which to choose in the light of their general priorities; among the most popular ideas were:

- cleaning up Trout Lake
- providing a library
- providing bus shelters
- providing traffic signals at Victoria and 22nd
- planting boulevard trees on Kingsway
- providing washrooms in certain parks
- enlarging the existing ice-rink.

Concept Plan

Based on these questionnaire results, the committee prepared a Concept Plan for the NIP area, which was passed by City Council in November 1974. The total NIP allocation of \$1.78 million was divided up as follows:



**Social Facilities:** the major use intended for this allocation was the construction and equipping of a two-storey addition to the Grandview Community Centre in John Hendry Park, intended to provide space for daycare, a senior citizens' lounge, meeting and dining rooms, and a games area.

**Social Housing:** the committee hoped to use these funds to purchase land and build non-profit community housing for senior citizens, crippled civilians, and other needy persons.

**Parks and Recreation:** money for improving park areas (provide playing fields, tennis courts, playground equipment) and making them safer (chiefly by installing better night lighting).

**Beautification and Public-Use Areas:** to improve schoolyards, vacant city land, and boulevards; to provide mini-parks and rest areas.

**Traffic and Transportation:** to provide bus shelters, traffic diverters, and stoplights.

---

	<p>Land Clearance: intended chiefly to eliminate certain specific "nuisance" business establishments disliked by residents due to noise, litter and traffic disruption.</p> <p>Contingency, Administration: to pay staff and rent in the site office, to provide for emergencies in implementation.</p>
Changes in the Concept Plan	<p>It must be remembered that the Concept Plan was only a blueprint: many changes were made between the Plan and final implementations. The most important departure from the Concept Plan budget was the eventual elimination of the Social Housing allocation. In spite of solid support from the committee and the public (a large number of seniors were willing to commit themselves to moving into a social housing development, if it was built), problems of cost and logistics proved to be too great for a project of this kind. One planner speculated that another full-time staff member would have been needed to co-ordinate all the government agencies and organizations involved in carrying out such a project; there just wasn't enough money. Therefore, it was dropped, and the funds channelled into more social and recreational projects.</p>
	<p>PROGRAM CHARACTERISTICS</p>
Objectives	<p>Those involved in Cedar Cottage NIP at the municipal level had a high opinion of the program's objectives; it was generally regarded as one of the best programs the federal government has ever had, in-so-far as municipalities are concerned. The objectives were felt to be clear, specific and achievable; what small problems of interpretation did occur were easily cleared up in consultation with CMHC personnel.</p>
Criteria for Eligibility	<p>No objections were raised to the selection criteria: in fact, as has been pointed out in the Introduction to Vancouver Municipality above, the city's own Local Area Planning program was based on much the same set of variables in the selection stage.</p>
Guidelines	<p>Some slight problems were reported regarding the program guidelines: NIP's strict limitation to capital costs was felt to be a hindrance in some ways, as for example, in the matter of community vans. Their exclusion was thought to be somewhat arbitrary. In general, however, the guidelines were accepted as justifiable and effective in securing program benefits.</p>

---

Citizen's Opinions      At the neighbourhood level, awareness and understanding of the program objectives and guidelines was low. Most committee members had only a vague idea of their existence. NIP was "intended to improve neighbourhoods", obviously, and that was that. As a result of this lack of information, some decisions made at the governmental level were not understood. For example, some Committee members never knew quite why NIP was restricted to capital costs.

#### BUDGETING AND ECONOMIC ASPECTS

Funding Formulae      The differing financial formulae for "hard" and "soft" facilities did not cause any problems in Cedar Cottage. The main emphasis in the Concept Plan was on "soft" projects anyway: in spite of the large number of substandard streets in the neighbourhood, citizens felt that other areas of concern were more important, and that street upgrading should be left to proceed at the present gradual pace.

Number of Draws in Implementation      One municipal respondent complained about the large number of draws in the three years of the program's implementation phase. It was argued that this cost the program a considerable amount of money, owing to inflation and rising costs. If the implementation funds had been put in trust to earn interest, more might have been accomplished in the end.

Paperwork Amount, Cash Flow Flexibility      The financial arrangements for NIP were generally thought to work quite smoothly. No problems were reported with regard to the paperwork involved or the cash flow. The total funding amount was considered by all to be sufficient to accomplish change in Cedar Cottage; in spite of the restriction to capital costs, the program was praised for its flexibility and the wide variety of projects which could be done.

---

Composition	CMHC	Province	Municipality	Total
Planning	\$ 55 982	\$ 27 991	\$ 27 991	\$ 111 965
Implementation				
• Social/Recreational	773 960	386 980	386 980	1 547 920
• Streets/Services	19 229	9 614	48 074	76 918
• Administration	46 706	23 353	23 353	93 412
Total	\$895 877	\$447 939	\$486 398	\$1 830 215

---



---

## INTER-RELATIONS

### NIP/RRAP

Members of the NIP committee and site office staff were heavily involved in RRAP in the early days of the program; the two were promoted and publicized jointly. The heaviest RRAP takeup was in the first two years: thereafter the restrictive eligibility criteria of the program slowed it down.

Total RRAP expenditure in Cedar Cottage to date is over \$2 million. A total of 351 homeowner units and 289 rental units had received RRAP by the end of 1979. Despite the slowdown in the last few years, it has been a great success and an important compliment to NIP. Citizen awareness of RRAP is generally greater than knowledge of NIP; almost everyone in Cedar Cottage knows someone who took RRAP; almost every street has a few RRAP'd houses.

### Inter-Governmental Relations

Interrelations among the three levels of government involved in NIP were characterized by co-operation and easy co-ordination. Municipal staff and NIP committee members found CMHC officials to be most helpful and informative. Contact with the Province was minimal, but no problems were reported.

### Municipal Politics

Some major obstacles in the implementation of the program arose out of interdepartmental politics on the municipal level. There was a tendency in the Parks Board and the Engineering Department in particular to regard NIP funds in their jurisdictions as replacement of normal budgeting, rather than as a special supplement. Policy conflicts also occurred over project details and cost overruns. With the passage of time, greater co-ordination amongst these departments was achieved (for example, an engineer was assigned full-time to NIP activities involving his department) but not before considerable time (and therefore money) had been wasted.

## EFFECTS OF THE PROGRAM

### Projects Built

Projects built in Cedar Cottage with NIP funds range from tiny tree-plantings to the renovated Trout Lake Community Centre, and are scattered over the entire neighbourhood. On virtually every couple of blocks there is some kind of "improvement".

---

SOCIAL/RECREATIONAL  
FACILITIES:

Trout Lake  
Community Centre

The largest single project is the renovated Trout Lake Community Centre (re-named from the old misnomer, Grandview Community Centre). Over \$700 000 was spent on the centre, including a \$203 000 Provincial Recreational Facilities Grant and about \$200 000 from Vancouver's Parks Board budget.

The centre has been completely renovated, inside and out, and a new two-story addition built. A furnished senior citizens' lounge has been provided, a dining room and kitchen, a daycare area, a referee room/first-aid centre, and over \$12 000 worth of recreational equipment for the gymnasium.

Renovations included insulating the gym, enlarging the ice rink and providing an electronic score-board, and expanding and improving the centre's offices.

John Hendry Park

Extensive landscaping was done around the centre, including the installation of new lamp standards, directional signs, and a bronze plaque commemorating NIP's role in the renovations.

John Hendry Park, the centre's location, had two new racquetball courts and a baseball diamond built with NIP funds. Landscaping work and improved lighting were further improvements.

Trout Lake

NIP provided \$25 000 to pay for a special consultant's study on rehabilitating Trout Lake; since then, the Province has spent over \$1.25 million on cleaning up and restocking the Lake, making it one of Vancouver's most remarkable recreational resources. This is one of the finest examples of NIP acting as a catalyst to further neighbourhood development.

Brewer's Park

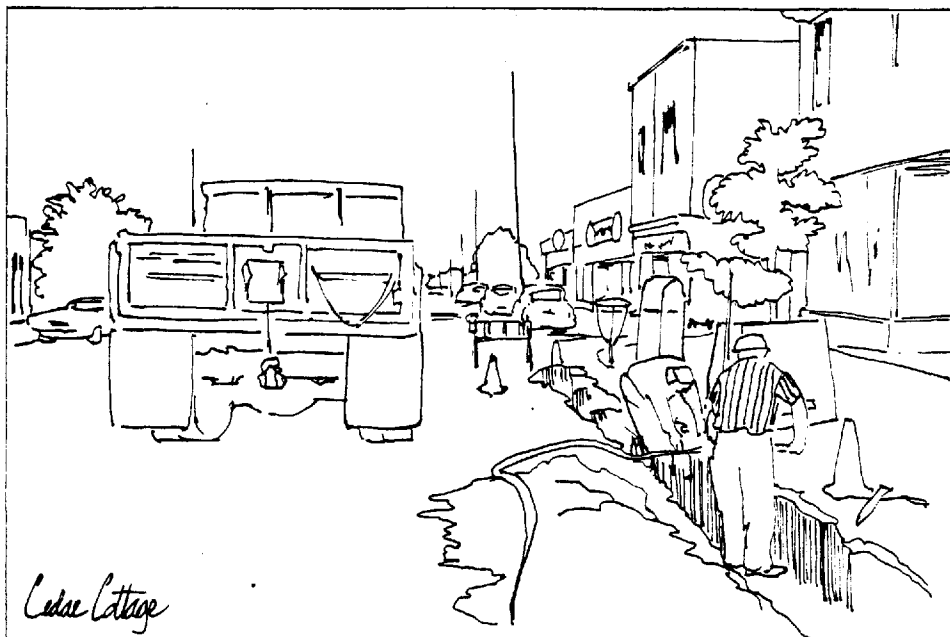
One of Cedar Cottage's smaller parks, Brewer's, was transformed by \$170 000 from NIP. What had been a bare area of 1.2 hectares is now attractively landscaped and well-lit, providing two tennis courts, a wading-pool, a playground, a horseshoe-throwing pit and a baseball diamond for the use of local residents.

Cedar Cottage

This park, named after the community by the NIP committee, was also little more than an empty lot. Now it also is equipped with tennis courts, a picnic area, and attractive greenery, at a cost to NIP of \$103 000.

---

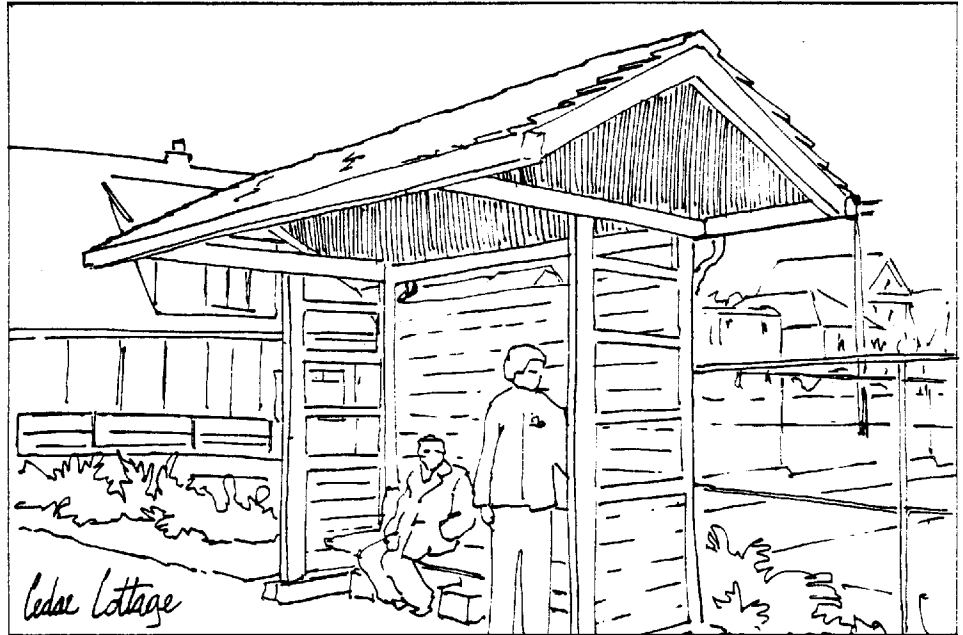
Clark Park	One hundred and ninety-five thousand dollars was spent upgrading Clark Park, the neighbourhood's largest park after John Hendry. Funds were spent clearing the undergrowth out of the large stand of timber in the park; removing a number of huge boulders scattered about; planting new trees; installing games courts and picnic equipment; and improving the park's lighting, to make it safer at night.
Brock Park, St. Margaret's	A total of \$45 000 was spent on these two small parks, providing better landscaping, play areas and rest benches.
Neighbourhood House	Six thousand dollars was provided by NIP to improve the Cedar Cottage Neighbourhood House. Landscaping was done, interior and exterior renovations were carried out, and a variety of furniture and equipment was purchased, including a dishwasher in connection with the House's free hot meal program.
Area Schools	Cedar Cottage neighbourhood schools used NIP funds to improve their grounds and supply play equipment. A unique feature of this part of the program was that the school-children themselves chose the types of playground equipment to be installed. Five thousand seven hundred dollars was spent at the Tyee School; \$9 200 at St. Joseph's School; \$36 000 at Queen Alexandra; and \$49 000 at Lord Selkirk. Of particular note is the development at Queen Alexandra School; an unusual outdoor classroom has been built there, which can be used for teaching, theatricals and community meetings.
Daycare Facilities	Three neighbourhood daycare centres were granted a total of \$24 000 to purchase equipment and undertake a variety of renovations. Although NIP couldn't provide funding towards staffing, the efforts of the NIP committee have been instrumental in involving more volunteer workers and attracting financing from the Provincial government.
Traffic Control	NIP funds were used to install new traffic signals at two problem intersections; Victoria and 22nd, and Victoria and 18th. The latter intersection, long a source of complaint in the neighbourhood, has been completely redesigned to slow down the traffic at the Victoria-Commercial diversion. A new sidewalk has been built, landscaping carried out, and the pedestrian crosswalk shortened from 27 metres to only fourteen.



Tree planting and street repair

Street  
Beautification

Extensive tree-planting projects were done on Commercial Street and Drive, the Victoria diversion, Kingsway, Broadway, and Nanaimo Street. Some \$50 000 of NIP money was spent in planting over 200 trees, which will beautify the main roads in the area for years to come. Area residents are particularly proud of the improvements to the Kingsway, which will in future be a much pleasanter route into Vancouver from points east.



Bus shelters

#### Bus Shelters

Seventy-three thousand dollars were spent on designing and building ten unique wooden bus shelters, based on a plan developed by neighbourhood school children. The "Cedar Cottage Bus Shelter" has been used by other areas of the city, and met with approval by all.

#### LONG-TERM EFFECTS: Community Awareness Stimulated by NIP

Everyone who was connected with NIP in Cedar Cottage emphasized that the projects built are only part of the total success of the program. The physical improvements to the neighbourhood have been an enormous success, in most people's opinion; but even more remarkable results have been generated by NIP in terms of community action and continuing involvement.

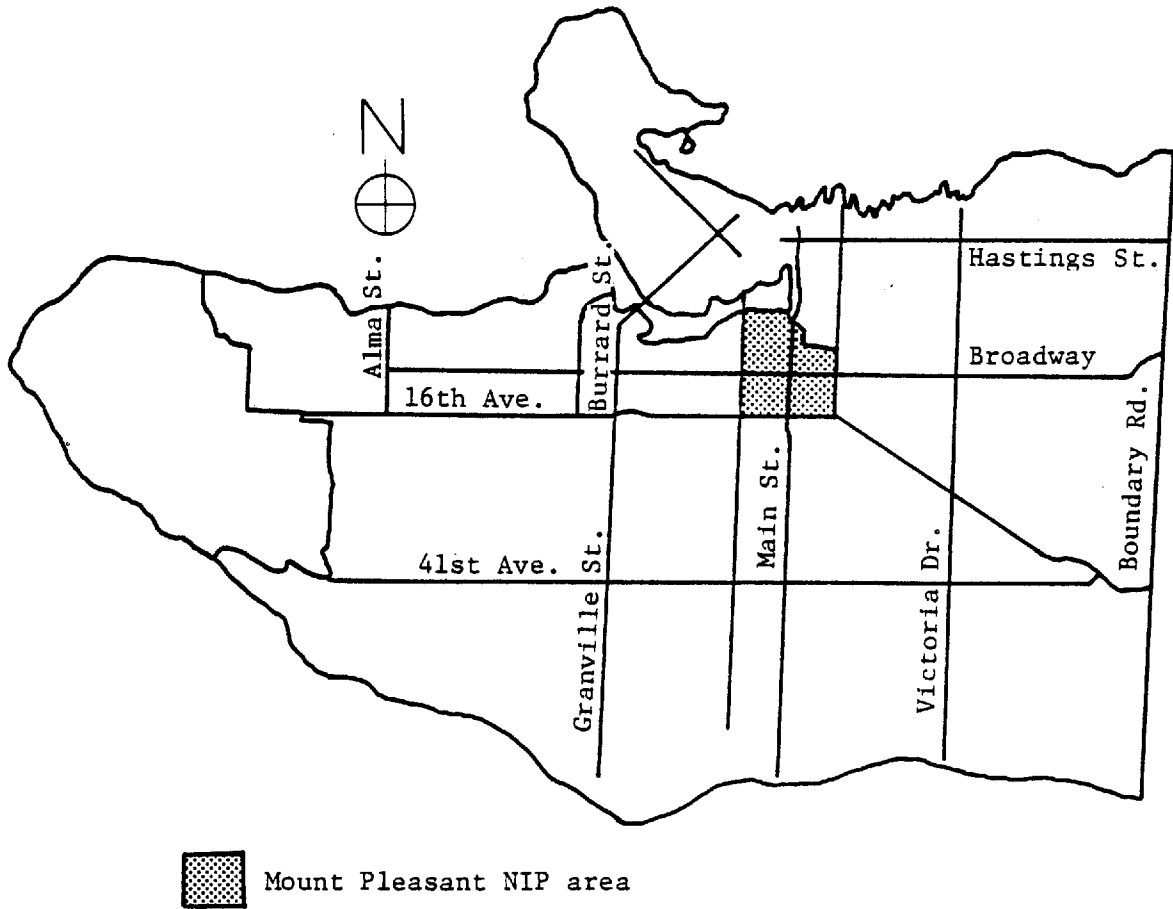
The Cedar Cottage NIP Committee have not stopped meeting, even though the program is now over. They are resolved to continue their involvement in area planning issues indefinitely, so that the bureaucratic expertise and contacts NIP developed will not go to waste.

---

Post-NIP Effects	Pressures exerted by members of the old NIP committee have already resulted in several neighbourhood improvements. Businesses have been persuaded to renovate their premises; developers have been persuaded to alter their building plans to include open green space and play areas; and the Province has been cajoled into renovating the Brant Villas housing project, and spending more money on its upkeep. Recently a member of the NIP committee played a very active part in ensuring that the city would issue a permit for an ethnic community centre, to be built on the site once intended for NIP social housing.
Changes in Municipal Awareness	Cedar Cottage, along with Kitsilano, acted as a laboratory for the NIP program in Vancouver. Members of the city staff found that the experience gained in NIP in these first two areas was applied again and again in the Municipality's other NIP projects. Most of them express enthusiasm over NIP's success in Cedar Cottage, and are firmly committed to the concept of citizen participation in future undertakings in local planning.
Effect on Quality of Life	While no government program can hope to reach and involve <u>all</u> a neighbourhood's citizens, a random sampling reveals that most people in Cedar Cottage feel that NIP definitely led to an improvement in the quality of life in their community. Many believe that their image in the city as a whole has greatly improved, and NIP can take a good deal of credit for this.

# MOUNT PLEASANT

---



---

## NEIGHBOURHOOD CHARACTERISTICS

Size and Location	The Mount Pleasant NIP area consists of some 86 city blocks, comprising a total of 96 hectares, bounded by Kingsway on the southwest, Clark and Knight Streets on the east, and Broadway on the north. It is immediately adjacent to the Cedar Cottage and Kensington NIP areas, and shares some of their characteristics.										
Land Use	<p>Mount Pleasant's land use breaks down as follows:</p> <table><tr><td>Residential</td><td>70.0%</td></tr><tr><td>Parks and Open Space</td><td>7.8%</td></tr><tr><td>Institutional</td><td>6.0%</td></tr><tr><td>Vacant Land</td><td>1.0%</td></tr><tr><td>Commercial, Industrial, Other</td><td>15.2%</td></tr></table>	Residential	70.0%	Parks and Open Space	7.8%	Institutional	6.0%	Vacant Land	1.0%	Commercial, Industrial, Other	15.2%
Residential	70.0%										
Parks and Open Space	7.8%										
Institutional	6.0%										
Vacant Land	1.0%										
Commercial, Industrial, Other	15.2%										
Zoning	Most of the area is zoned either RT-2, duplex and conversion housing, or RS-1, single-family dwellings. A small section is given over to apartments (RM-3), and the commercial areas along Broadway, Kingsway, and at Clark and 12th are zoned either C-3A, C-2 or C-1.										
Residential Types	Of the area's total of 2 407 dwelling units, 1 141 (47 per cent) are single-family detached; 186 (8 per cent) are duplex units; 722 (30 per cent) are conversion suites; 324 (14 per cent) are apartment suites; and 34 (1 per cent) are institutional suites.										
Housing Stock	An estimated 45 per cent of the area's housing stock was in need of rehabilitation, and about 5 per cent was considered to be beyond saving.										
URBAN INFRASTRUCTURE: Streets	Approximately 65 per cent of the neighbourhood's streets had neither curbing, complete sidewalks, nor boulevard trees. Many were also in need of paving. City Engineering had estimated that the cost of completely upgrading Mount Pleasant's streets would be about \$1.9 million.										
Traffic, Bus Shelters	<p>Twelfth Avenue had long been known for very severe traffic problems; its one-mile stretch between Kingsway and Clark Drive was the scene of 111 reported accidents in 1975. Pedestrian traffic - particularly area children - was endangered by the lack of crossing signals at several main intersections. Other traffic problems in the NIP area were created by truck traffic cutting through residential streets, especially in the northeastern corner of the neighbourhood near the Broadway-Kingsway junction.</p> <p>There was a shortage of bus shelters throughout the neighbourhood, long a source of resident complaint.</p>										



---

**Parks** Three parks existed in the Mount Pleasant NIP area: Robson (1.6 hectares), China Creek (1.3 hectares), and Sunnyside (1.0 hectares). The total parkland area per 1000 population was about 0.6, well below the City average of 1.0. Of the three, only Robson Park had any facilities to speak of: two tennis courts, two baseball diamonds, a soccer field, a bowling green, and a fieldhouse.

**Social and Recreational Facilities** The Mount Pleasant Community Centre, built some years prior to NIP, is located outside the boundaries of the actual designated NIP area; it is too far from the NIP area to be of great use to the residents, especially the many senior citizens.

The major social/recreational facility within the NIP "triangle" was the Kivan Boys and Girls Club, which had been operating out of an old firehall leased from the City since 1937. It provided a variety of activities and programs for children aged 9-15, and was well-regarded by all in the community. Shortly before NIP, the Kivan firehall burned down, leaving the organization temporarily without a base of operations.

There was no Neighbourhood House facility in the NIP area, and this was widely felt to be a major deficiency.

**Daycare** Provision of daycare was hindered by the lack of available social use space, as outlined above.

**Schools** Mount Pleasant is served by two elementary schools: Florence Nightingale and Charles Dickens. Both institutions were in need of improvements to their grounds and play areas.

**DEMOGRAPHIC INFORMATION:**  
**Population** The population of the Mount Pleasant NIP area is approximately 7 500 people. The area's structure is close to the Vancouver averages, with slightly higher percentages in the 0-14 and 20-34 years brackets, reflecting the number of young families in the neighbourhood.  
**Age Structure**

**Ethnic Groupings** Mount Pleasant contains sizeable groups of virtually all ethnic groups found in Vancouver, with particularly large French, German, Portuguese, Slavic, Greek, Indo-Pakistani, and Chinese communities.

**Education Levels** Education levels in Mount Pleasant are lower than the City averages:

Grade 8 or less	19%	
Grades 9-13	68%	Approximate
Some University or College	8%	figures
University or College degree	5%	

---

Occupations and Incomes	Most NIP area residents are "blue-collar" workers; some also work in sales or in clerical occupations. Unemployment is slightly higher than the City average, and many area senior citizens live solely on the Canada Pension. The area's average household income (1971) was \$7 300, much lower than the city average of \$10 442.
-------------------------	--

#### COMMUNITY DYNAMICS

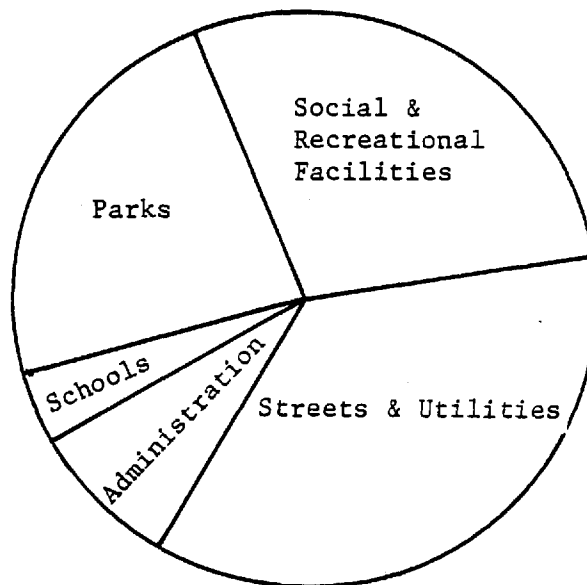
Quality of Life	Mount Pleasant's sad deficiencies in social and recreational facilities, the dilapidated condition of much of the area's housing and streets, and the prevailing low-income levels, made this a neighbourhood ripe for rehabilitation. All respondents agreed that the quality of life here was "poor" - some said " <u>very</u> poor".
Social Problems	Like the neighbouring areas of Cedar Cottage and Riley Park, Mount Pleasant was afflicted with a high crime rate: vandalism and delinquency-related problems were endemic.
Sense of Community, Social Organizations	Although some social organizations were operating in Mount Pleasant, the level of citizen activism was low. The local Tenants' Association and various special interest groups and church/school organizations had little impact on the life of most area residents (the varied ethnicity of the neighbourhood may have contributed to this lack of community spirit).
Image, Attitude towards City Hall	Mount Pleasant's image was that of a "forgotten neighbourhood"; local citizens felt that they were ignored and abused by City Hall, or passed over in favour of the wealthier, west-of-Cambie areas of the Municipality.

#### THE PLANNING PROCESS

Area Designation; Formation of Committees; Site Office	City Council designated Mount Pleasant a NIP area in December 1975. A citizens' Planning Committee of 14 members was set up at a public meeting in March 1976. In May 1976, a local site office was established in the area, staffed by two planners, a RRAP promoter, and a clerk-typist.
Citizen Input	The techniques developed by the Vancouver Planning Department in other NIP areas were applied here without significant modification. Public meetings, publicity through local groups and newspapers, questionnaires, neighbourhood walks, and suggestions received at the site office, all contributed data towards the area Concept Plan, which was approved by City Council in September 1976.

---

## Planning Priorities



**Streets and Utilities:** the largest allocation (from the three levels of government) of \$710 000 went towards the upgrading of streets and utilities. It was to be spent on extensive street curbing, paving, and tree planting, on pedestrian safety and traffic control measures, and on bus shelters.

**Social and Recreational Facilities:** \$490 000 was allocated for the construction of a new Kivan Boys and Girls Club, and the selection and renovation of a Neighbourhood House.

**Parks improvements:** \$369 000 for landscaping and provision of equipment for all three area parks.

**School improvements:** \$50 000 for playground development.

**Administration** received an allocation of \$155 000.

### Other Initiatives

The Concept Plan also contained several policies related to the area's social problems but not involving expenditure of funds, such as assisting Vancouver Police with Operation Identification, exploring the possibility of creating new parks in the area by closing certain streets, and maintaining the existing zoning in the area.

---

#### PROGRAM CHARACTERISTICS

Objectives, Selection Criteria	No problems or objections were reported with regard to NIP's objectives. However, some dissatisfaction was expressed by respondents at the neighbourhood level over the selection criteria. The actual Mount Pleasant neighbourhood was split by the boundary of the NIP area; the apartment-dominated zone north of Broadway was ineligible under the CMHC criteria. Respondents resented this, terming it "unfair" and "unrealistic".
Program Guidelines	No significant problems were encountered with the program guidelines. All respondents were very happy with the variety of uses NIP funds were put to; no major desiderata were unfeasible.

#### BUDGETING AND ECONOMIC ASPECTS

Amount, Flexibility, Cash Flow, Funding Formulae	The amount allocated by the three levels of government to Mount Pleasant NIP was felt to be adequate to bring about significant results. Funding was considered flexible, cash flow presented no problems. No objections were raised over the two funding formulae; since area residents emphasized street improvements in their Concept Plan, City Hall went ahead, bearing 62.5 per cent of the cost cheerfully.
--	--

Composition	CMHC	Province	Municipality	Total
Planning	\$ 22 912	\$ 11 456	\$ 11 455	\$ 45 823
Implementation				
• Soc./Rec. Facilities	344 317	172 158	172 158	688 633
• Kivan Club	71 428	35 714	142 858	250 000
• Streets/Utilities	141 491	70 745	353 729	565 965
• Administration	77 349	38 674	38 674	154 697
Total	\$657 497	\$328 747	\$718 874	\$1 705 118

---

---

It should be noted that these figures are not final: implementation is still taking place on several projects in Mount Pleasant.

The funding formula for the new Kivan Club was a special case that was worked out (the money being treated as a capital grant to the Club, a private organization): the City paid 57.1 per cent, CMHC 28.5 per cent, and the Province 14.4 per cent.

#### INTER-RELATIONS

##### NIP/RRAP

Over 300 households received RRAP in the first two years of NIP in Mount Pleasant; a total of \$1 609 443 in RRAP funds had been disbursed as of December 1978. Take-up since then has been limited, owing to the income ceilings in the eligibility criteria. RRAP is considered to have admirably complemented NIP; several respondents believed it had stimulated private citizens to undertake their own rehabilitation projects, an important catalytic effect.

##### Other Government Programs

NIP in Mount Pleasant was not as successful as other Vancouver areas were in using the program to "seed" funding and get actions from other sources. The only important examples of such "seeding" are the municipality's commitment to extensive street improvements in the area, and the Neighbourhood Services Association's provision of staff and equipment for the new Neighbourhood House.

##### Federal, Provincial, Municipal Relations

Relations between the three levels of government were characterized by respondents as "easy" and "good". Information was well provided by CMHC, and project approvals were quickly processed at both the federal and provincial levels.

##### MUNICIPAL INTERRELATIONS: Implementation Problems

Difficulties and delays were caused in several instances by conflicts between municipal departments and the NIP committee. The Kivan Club project's complexity created much frustration; there were conflicts of policy with the Social Planning, Engineering, and Parks departments over various specific social/recreational, street, and park improvements. Compromise solutions were reached eventually in all cases, but not without costly implementation delays and the generation of much hostility and cynicism amongst the committee members.

---

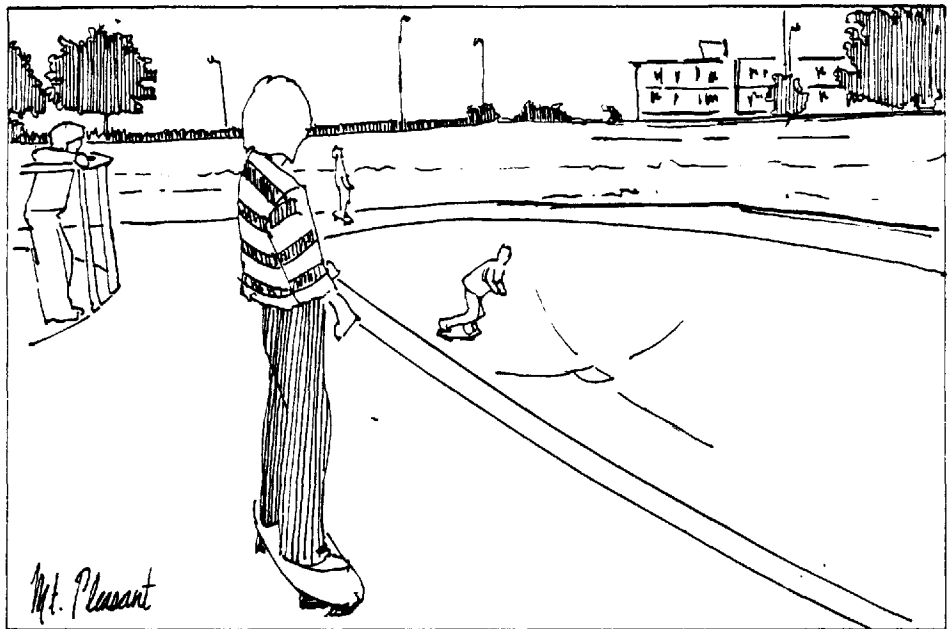
#### EFFECTS OF THE PROGRAM

##### Kivan Boys and Girls Club

Two hundred and fifty thousand dollars in NIP monies were spent on the construction of a beautiful new building for this important neighbourhood organization. An additional \$40 000 was provided by the club itself. The new club's facilities include a completely equipped gymnasium, a games-room, a kitchen and dining area, office space, and rooms and equipment for crafts classes ranging from photography to Kung Fu to candle-making. The range of activities offered by the club is quite extraordinary: there is nothing comparable in the whole of Vancouver.

##### Neighbourhood House

NIP provided \$195 274 for the purchase of the new Neighbourhood House, and \$895.31 to supply it with a pool table. The Neighbourhood House offers Mount Pleasant citizens a wide range of services and activities: daycare referral, a senior citizen's club, self-help programs, a "family place", and so on.



China Creek Park - Skateboard project

---

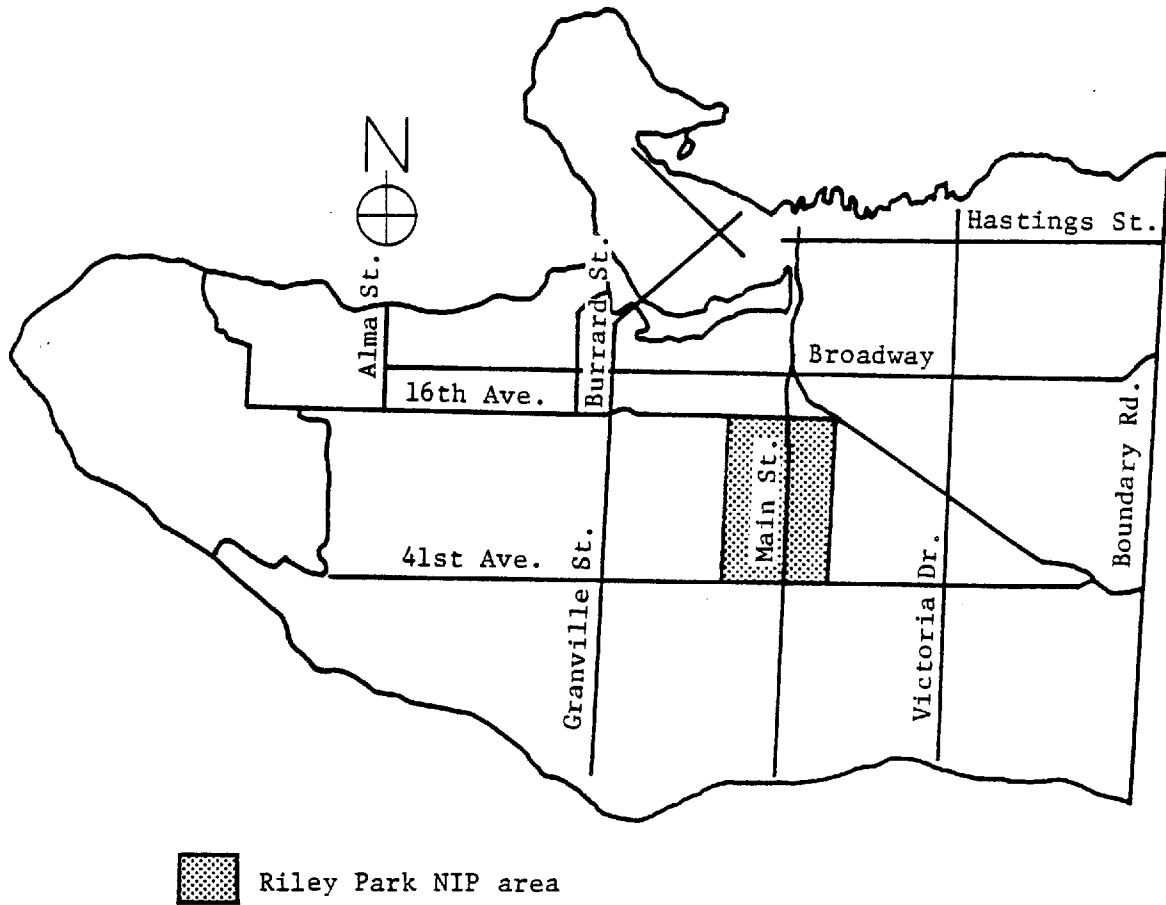
Parks Improvements	Major improvements were carried out at two area parks, Robson and China Creek. New tennis courts, improved field drainage, play equipment (in part designed by area children), picnic tables, benches, garbage receptacles, wading pools, and extensive landscaping have all been supplied by NIP. A unique project is Vancouver's first outdoor skateboard run, built at China Creek park. Robson Park clubhouse is in the process of being renovated, to provide crafts and sports equipment to park users. The total cost to NIP of these park developments (including some work done on Sunnyside Park) was \$416 664.64.
Schools Improvements	NIP funds amounting to \$40 479.55 have been used to upgrade the playgrounds at Dickens and Nightingale Schools, using the ideas of the schoolchildren as a guide. Large wooden "toys" and a unique "maypole" have been installed at Dickens; similar improvements have been built at Nightingale.
Bus Shelters	Monies totalling \$45 000 have been spent for the installation of several bus shelters in the neighbourhood: pressure exerted by the NIP committee is bringing about further action through the Commercial Bus Shelter Program.
Traffic Controls	A traffic diverter and three landscaped intersection circles have been constructed to slow down the flow of traffic at four problem intersections. The cost was \$30 225.
Street Closure	A total of \$22 863 was spent on the closure of 10th Avenue at Keith Street, which was deemed necessary to join the two halves of China Creek Park, formerly split by 10th.
Paving, Curbing, Tree Planting	More street improvements have been carried out in Mount Pleasant than in any other Vancouver NIP area. Hundreds of boulevard trees of many different species have been planted for beautification of major routes (Broadway and Kingsway in particular) and residential streets. Almost every street in the neighbourhood has had some upgrading somewhere along its length, either curbing, installation of sidewalks, or full paving. The total cost of all these projects was \$592 798.50.
Long-Term Effects	It is difficult to say whether NIP will lead to long-term change in the character of the Mount Pleasant neighbourhood. Compared to such areas as Cedar Cottage and Riley Park, continuing committee action has been small. However, several citizens who worked on NIP <u>are</u> maintaining their involvement as individuals in social affairs and planning concerns; thus the expertise and bureaucratic contacts NIP developed will continue to benefit the area to some extent.

---

Changes in Image	Certainly the projects accomplished under NIP have had an immediate impact on the image of the community. The physical environment of Mount Pleasant has been vastly improved, and this has its effect on citizens' attitudes towards their neighbourhood.
Continuing Problems	However the area is still plagued by such problems as crime and unemployment: other initiatives than those NIP provided must be employed to alleviate these conditions, chiefly education and employment.
Changes in City Hall Attitudes	There has been, in some respondents' opinion, some change in the municipality's attitude towards Mount Pleasant as a result of NIP. City Hall's attention has been focussed on the area's problems, and the desires of the residents for change are now better known and understood. It is to be hoped that communication and interaction will be maintained, so that Mount Pleasant does not again become a "forgotten neighbourhood".



# RILEY PARK



---

#### NEIGHBOURHOOD CHARACTERISTICS

Size, Location, Topography	The Riley Park NIP area comprises some 100 city blocks, a total of 161 hectares, bounded by 37th Avenue on the south, 16th Avenue on the north, Fraser Street on the east, and Ontario Street/Dinmont/Midlothian on the west. It is located in the geographic centre of the city of Vancouver. The area is mostly flat, with gentle hills on the eastern side and in its southern portion.								
Land Use	<p>Riley Park's land use breaks down as follows:</p> <table><tr><td>Residential</td><td>61%</td></tr><tr><td>Parks, open space, vacant lots</td><td>12%</td></tr><tr><td>Institutional</td><td>6%</td></tr><tr><td>Others (commercial, cemetery)</td><td>21%</td></tr></table>	Residential	61%	Parks, open space, vacant lots	12%	Institutional	6%	Others (commercial, cemetery)	21%
Residential	61%								
Parks, open space, vacant lots	12%								
Institutional	6%								
Others (commercial, cemetery)	21%								
Zoning	Riley Park is a stable, family-oriented residential neighbourhood. The zoning is mostly single-family dwellings (RS 1, RS 2), with some duplex housing (RT 2), and commercial strips along Main and Fraser Streets (C 2). Other land uses in the area include the Mountain View Cemetery, the Canadian National Institute for the Blind, and the Little Mountain Housing Project (the City's oldest social housing development). No important changes in the area's land use and zoning are anticipated.								
Housing	Most of Riley Park's housing is old (built 30 years ago or more). Out of the total number of 2 650 habitations, some 55 per cent were in serious need of renovation, and approximately 5 per cent were estimated to be beyond rehabilitation.								
URBAN INFRASTRUCTURE: Streets	Prior to NIP, the major deficiency in the area's infrastructure was the poor condition of the streets. Approximately 40 per cent of the neighbourhood's roads were in need of attention, requiring either paving, curbing, gutters, or sidewalks, and sometimes all of these. Street lighting was inadequate in several places, particularly around Riley Park itself.								
Watermains and Sewers	The neighbourhood's water supply and sewage systems were in fair condition; only minor changes and repairs were required to bring them up to municipal standards.								
Traffic Problems, Bus Shelters	Several intersections in the area posed problems for pedestrians, particularly for blind people going to and from the CNIB centre. There was a definite shortage of bus shelters in the neighbourhood.								

Parks	The NIP area contains four parks: Riley, Cartier, Hillcrest and Prince Edward. The area per 1000 population is 0.6 hectares, well below the city average of 1.0 hectares. The parks were well used, but lacked a number of facilities (ie. playground equipment, tennis courts and other game areas, picnic tables and field houses).						
SOCIAL/RECREATION FACILITIES: Riley Park Community Centre	The Riley Park Community Centre housing a gymnasium, a pool and an ice rink, was the major recreational resource in the neighbourhood. The complex was old and run-down, dark and gloomy inside, and lacked facilities such as games rooms, meeting and dining areas, and other social-use spaces. The complex had grown by accretion over the years and had suffered from ad-hoc planning and construction.						
Library, Neighbourhood House, Daycare Services	An essential service missing from Riley Park was a public library. The nearest Vancouver Public Library branch was over a mile away from most of the neighbourhood. Another lack was a Neighbourhood House; although the Neighbourhood Services Society had been active in Riley Park for some years, it had no building. The general lack of social-use space meant that daycare services in the neighbourhood were also inadequate.						
Schools	Riley Park is served by four elementary schools (General Brock, the Brock Annex, David Livingstone and General Wolfe), one large high school (Charles Tupper Secondary), and the Riley Alternate School. Community use of school facilities was low as the schools lacked adequate recreational and craft equipment, and, for the most part, had poor playgrounds and game fields.						
DEMOGRAPHIC INFORMATION: Population, Age Structure	The population of the Riley Park NIP area is approximately 12 500. The neighbourhood has higher proportions of young children and senior citizens than the city-wide averages.						
Marital Status	<p>The marital status of the population over fifteen years old breaks down as follows:</p> <table> <tr> <td>Single</td><td>30%</td></tr> <tr> <td>Married</td><td>55%</td></tr> <tr> <td>Widowed, Divorced</td><td>15%</td></tr> </table> <p>These figures reflect Riley Park's family orientation and the large seniors citizens' population; Vancouver averages are Single - 48 per cent; Married - 42 per cent; Widowed, Divorced - 10 per cent.</p>	Single	30%	Married	55%	Widowed, Divorced	15%
Single	30%						
Married	55%						
Widowed, Divorced	15%						

---

Ethnic Origins	Riley Park has a varied mixture of ethnic groups, and an estimated 35 per cent of its residents speak English as a second language. Major ethnic groups in the area population include British, German, Portuguese, Italian, French, Slavic, Chinese, and Indo-Pakistani; most of these are proportionally larger than the city-wide averages, except for the British-descent segment.
Income Levels	Income levels in the NIP area are in the low-to-moderate range: the average household income in 1971 was \$7 833.00, considerably below the city average of \$10 442.00. Most of the neighbourhood's work force are involved in "blue collar" occupations, clerical work, or sales. The areas has a high rate of unemployment: 12 per cent in 1977, whereas the city average was 10 per cent.
Occupation Unemployment	

#### COMMUNITY DYNAMICS

Neighbourhood Image, Quality of Life	Like such other Vancouver NIP areas as Cedar Cottage, Riley Park was felt by its residents to be a "forgotten neighbourhood", ignored and neglected at City Hall. The quality of life was termed "poor" in most respects by the majority of respondents. Although many streets in Riley Park are green and pleasant, the condition of the housing stock and the general shabbiness of the Main Street commercial strip gave an overwhelming impression of deterioration to the area.
Social Problems	Riley Park was known in Vancouver as a "tough" neighbourhood, with some justification. The crime rate was high, juvenile delinquency and vandalism being particular problems. The high unemployment rate added to this situation. The Little Mountain Housing Project was a poorly-maintained, frequently vandalized near-slum, and the cause of much complaint and resentment (justified or not) among the neighbouring residents.
Social Organizations, Sense of Community	At the same time, Riley Park was well served by a large number of active social organizations. One respondent put it this way: "No-one else was helping us, so we had to help ourselves". An active Tenants' Association connected with the Community Centre, the Neighbourhood House organization and its predecessor, the Red Door Society, and the local school and church groups, all contributed to a strong sense of community and a commitment to citizen action in Riley Park. This enthusiasm was successfully channelled into the area's NIP Committee.

---

## THE PLANNING PROCESS

### Organization of NIP Committee

Riley Park was designated a NIP area by City Council in May 1976. The initial approach to forming a Committee was made through the existing neighbourhood organizations; they were contacted by City Planning and invited to send representatives to the first public meeting. The Committee incorporated these representatives together with interested individual citizens, into a group of 75-80 people in the first year of the program, which was reduced to about 25 people as implementation was carried out and planning activity lessened. The large Committee was broken down into sub-committees, each of which researched a particular area of concern.

### Site Office

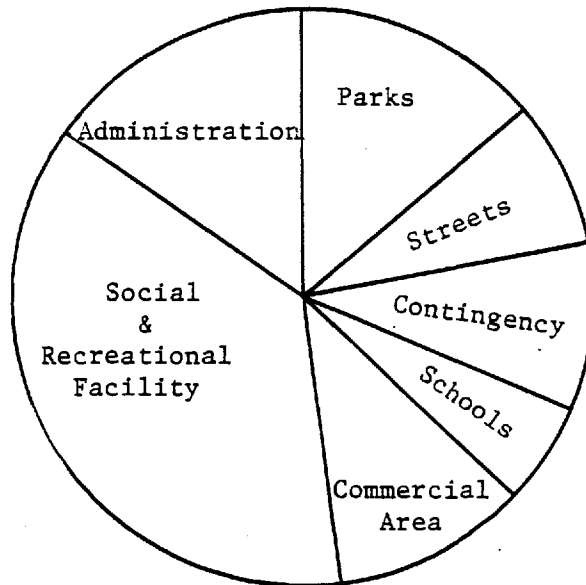
A neighbourhood site office was established on Main Street, sharing storefront quarters with the Neighbourhood House - a very beneficial partnership. Staff consisted of two planners, three RRAP personnel, and one clerk-typist. The site office was open from 1 September 1977 until 30 June 1980. While this meant a considerable expenditure for Administration, all respondents felt that this was justified by the immense benefits of such an office. An accessible, visible, local "nerve centre" for NIP helped maximize public awareness and involvement.

### Publicity, Development of Priorities

Every effort was made to obtain citizen input in the planning stage. Over 100 public meetings were held, flyers and newsletters (called "The Life of Riley") were distributed, questionnaires, surveys, and "design-ins" were used, and neighbourhood walks were organized, all with considerable success. Publicity was also handled by local newspapers and such organizations as the Community Centre and the Neighbourhood House.

### Concept Plan

The results of citizen input and their own research were carefully considered by the NIP Committee in drawing up the area Concept Plan, which was submitted for City Council approval in July 1977.



The basic NIP allocation was \$1.9 million; this was supplemented by \$105 000 of municipal funds for hard-service improvements.

Intent of  
Concept Plan

The "shopping list" drawn up by the NIP Committee was intended to alleviate the neighbourhood's social problems first and foremost. Aesthetic improvements were meant to help the area's image; recreational projects were designed to provide activities and social opportunities for the area's troubled families and unemployed young people.

The "Shopping List"

New and Improved Community Facilities: \$710 000 was spent for the renovation of Riley Park Community Centre and the development of a library, a Neighbourhood House and a Youth Centre (these latter three were later combined into one project).

Parks Improvements: \$267 200 was to be spent on a variety of projects in the four area parks.

Streets Upgrading: \$210 000 for curbing, paving, and sidewalks in certain parts of the neighbourhood, particularly near parks and schools.

	<p>Commercial Area Improvements: \$170 000 for an ambitious beautification of the Main Street shopping district, a major priority in terms of neighbourhood image.</p> <p>Schools' Improvements: \$75 750 for various sorts of recreational equipment.</p> <p>Administration: \$374 040.</p> <p>Contingency: \$198 010 to be spent on smaller projects, or applied to problems encountered with other allocations.</p>
Other Initiatives	<p>The Concept Plan identified several other goals for the Committee to work towards, some not involving actual expenditure of funds, such as:</p> <ul style="list-style-type: none"> <li>• encouraging the formation of a local Merchants' Association</li> <li>• initiating liaison with the Team Police</li> <li>• implementing "Block Parent" and "Neighbourhood Watch" programs</li> <li>• helping Canada Manpower in developing special employment programs for the area</li> <li>• organizing non-NIP Local Improvement Petitions to upgrade streets</li> <li>• implementing a Commercial Bus Shelter Program in Riley Park.</li> </ul>
	<p>PROGRAM CHARACTERISTICS</p>
Objectives, Selection Criteria	<p>All respondents involved in Riley Park NIP considered that the program's objectives were clear, specific and achievable. NIP was considered a genuinely useful approach to the problems of areas like Riley Park, and although problems remain, it did a great deal of good. The selection criteria were thought to be fair by all respondents; most emphasized that Riley Park needed help badly; they were glad that it received it.</p>
Guidelines	<p>Program guidelines presented little difficulty here. The only conflict was over the Community Vans project, which conflicted with CMHC's capital costs only guideline. The vans were eventually pushed through, but the dispute left a certain bitterness and hostility.</p>
	<p>BUDGETING AND ECONOMIC ASPECTS</p>
Amount, Cash Flow, Flexibility	<p>The amount of NIP funding was generally felt to be adequate, enough to deliver genuinely significant improvements. No problems were encountered with the cash flow, the paperwork, or the flexibility of funding (with the exception of the above-noted conflict over Community Vans).</p>

Cost-Sharing Formulae	No objections were raised regarding the two cost-sharing formulae: Vancouver was well able to meet the 62.7 per cent cost of hard-services improvements.
--------------------------	--

Composition	CMHC	Province	Municipality	Total
Planning	\$ 34 484	\$ 17 242	\$ 17 242	\$ 68 968
Implementation				
• Social/Recreational	754 813	377 407	394 991	1 527 211
• Streets/Services	52 027	26 014	130 068	208 109
• Administration	108 084	54 042	54 042	216 168
Total	\$949 408	\$474 705	\$596 343	\$2 020 456

Implementation is still proceeding with the Neighbourhood House/Youth Centre/Storefront Library; therefore these figures do not represent the final accounting.

#### INTER-RELATIONS

##### NIP/RRAP

RRAP take-up in Riley Park was only moderate. A total of \$1 150 000 in RRAP monies had been disbursed at the end of 1978; there has only been a trickle of applications since then, owing to the outmoded eligibility income-ceiling.

Nonetheless, RRAP successfully complemented NIP in Riley Park. The RRAP program provided a stimulus for a good deal of private residential renovation, according to several respondents.

##### Other Government Programs

Riley Park's NIP Committee was singularly successful in "piggybacking" other government programs into the neighbourhood. NIP Committee and/or Planner initiatives led to implementation of:

- several Canada Works Grant projects
- the establishment of Block Parents
- Vancouver Police's Neighbourhood Watch and Operation Identification programs
- Ministry of Human Resources funding for the Little Mountain Youth Project and for an experimental daycare centre for handicapped children
- a provincial grant of \$100 000 towards the renovation of the Community Centre.

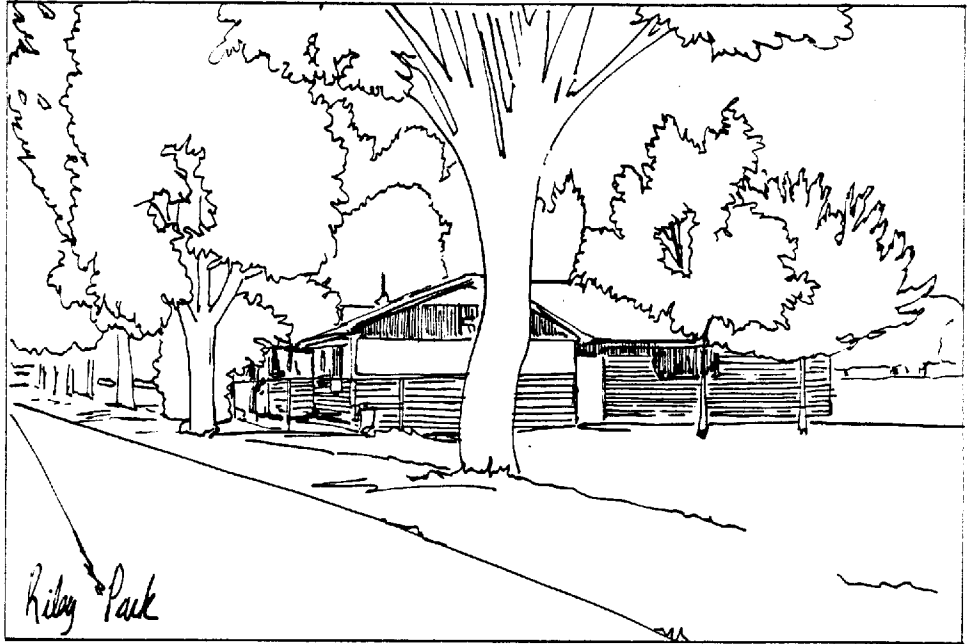


---

Three Levels of Government	Relations between the federal, provincial and municipal levels of government were characterized, for the most part, by easy co-operation and co-ordination. The one conflict arose over the Community Vans project, as already mentioned.
Municipal Politics	Riley Park NIP did not encounter many of the problems at the municipal level which plagued earlier NIP areas. Respondents credited the experience gained in those earlier projects for the lack of inter-departmental conflict in Riley Park.

#### EFFECTS OF THE PROGRAM

PROJECTS BUILT: Riley Park Community Centre	The Riley Park Community Centre has been transformed from an outmoded, ugly, ill-equipped facility into one of the city's finest recreational complexes. NIP money "seeded" additional funds from the Province and the Parks Board: a total of over \$700 000 has been spent on the Centre. Additions to the Centre include a furnished seniors citizens' lounge, a fully-equipped exercise room, a multi-purpose meeting room with its own kitchen, a dining area seating 50 people, a games room, and new lounge areas in the Centre's lobby. Almost the entire building has been repainted and refurnished; a skylight has been put in, and new office space provided for the staff. Use of the Centre is expected to increase to over a half-million this year.
Neighbourhood House/ Youth Centre/Library	Currently under construction, this new facility will fulfill many needs in the community. It will contain space for a storefront library, meeting rooms, a crafts area, lounge areas, multi-purpose rooms and printing facilities. Having all these things under one roof will make this a real action centre in the neighbourhood.
Community Vans	Two vans equipped to carry handicapped people were purchased with NIP funds. They are run by the Community Centre, and maintenance is done in a high school's mechanics shop. The vans are felt to be a most useful asset in Riley Park, helping to tie the community together: the fact that the Community Centre is located in the extreme southwest end of the area makes them particularly valuable.



Renovation and improvements to three fieldhouses

**Parks Improvements**

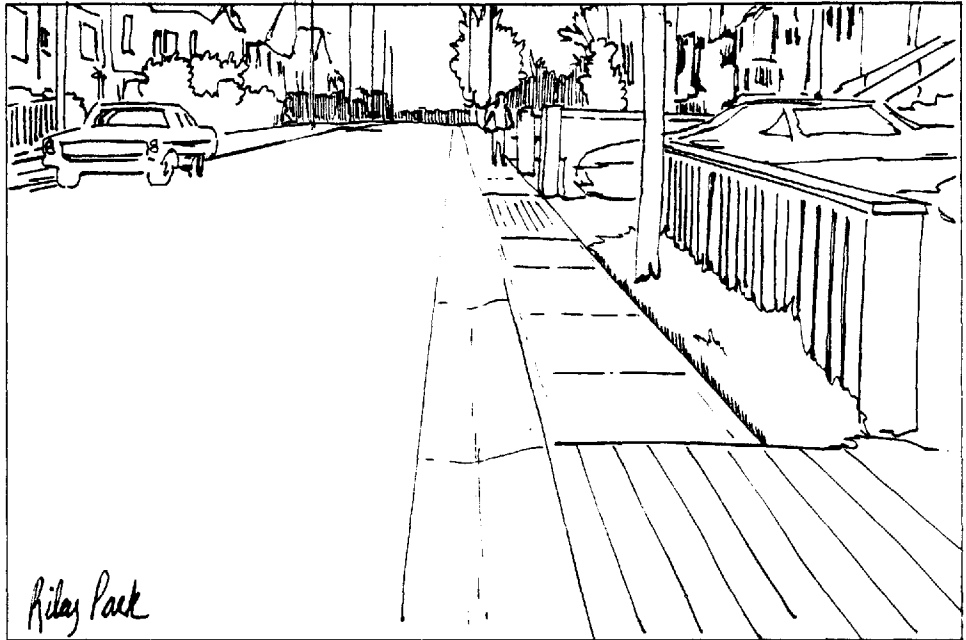
Improvements to the area's four parks include providing picnic tables, garbage receptacles, and improved lighting. Several paved pathways have been built, and improvements made in night-lighting. Play areas have been rebuilt, with much improved equipment. The fieldhouses in Hillcrest, Riley and Prince Edward Parks have been renovated, providing crafts equipment and space for various activities.

**Main Street  
Beautification**

Many respondents feel that the beautification of Main Street's commercial area has been the greatest success of Riley Park NIP. Decorative sidewalk paving, extensive tree planting, installation of special light standards, provision of benches, garbage receptacles, community notice boards and pedestrian signs, have all contributed to a remarkable

**Main Street  
Merchants'  
Association**

"facelift" for this area. The strong Main Street Merchants' Association, formed during NIP, has brought about many private improvements to complement the above: local shops have renovated and redecorated their premises, public clean-up days have been a great success, and sidewalk sales have become community events.



Road paving, curbing and sidewalk installations

Other Street  
Improvements

Extensive paving and curbing has taken place in the NIP area, partly NIP-funded, and partly funded by the Local Initiatives Program and Vancouver's Engineering Department. New and improved street lighting has been installed around Riley Park itself, where there had been a noticeable deficiency in this area. A unique pedestrian-activated crossing signal, with a buzzer for the benefit of blind pedestrians, has been installed at 33rd and Ontario.

Bus Shelters

Four bus shelters were built with NIP funds, and plans are afoot for others under the Commercial Bus Shelter Program.

Bunny Trail

A rather unusual small project, the Bunny Trail is a short-cut between two dead-end streets which has been landscaped, lit, and provided with a paved pathway by NIP funding. The name was bestowed upon it by local schoolchildren.

---

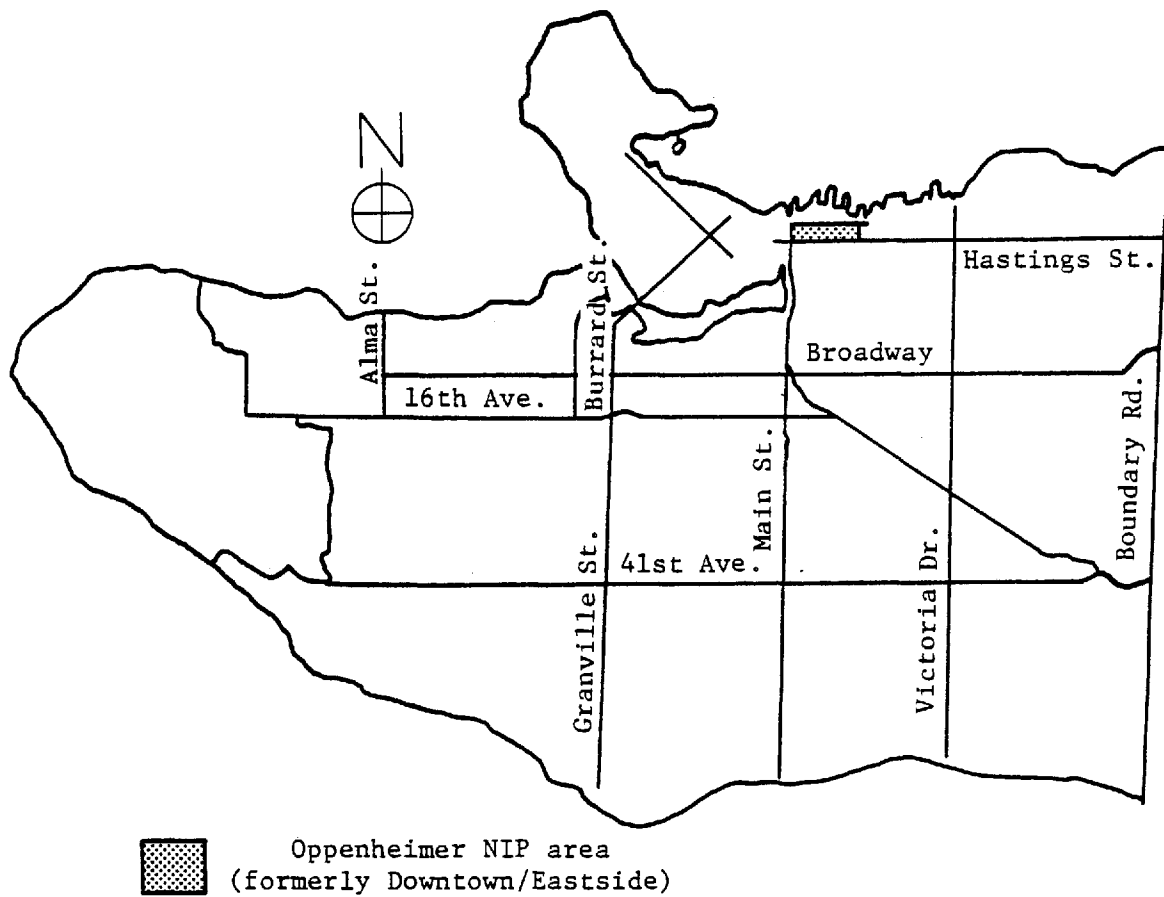
**School Improvements**      Several area schools received aid from NIP. Brock School was provided with up-to-date gym equipment and a new wood-working shop, as well as playgrounds at both the main school and the Annex. It was hoped that the wood-working shop would be used by the community at large, but so far response has been poor. However, the school's principal is of the opinion that the new shop allows him to provide his students with the best shop course of any school in the city. General Wolfe School was provided with a new hard-surface play area, which can be used for different sports all year round. Livingstone School was equipped with a set of security doors so that the gym area of the building can be used after hours for drop-ins and other activities. The Riley Alternate School received funding towards the purchase of much-needed new furnishings.

**POST NIP EFFECTS:**      The actual projects built, successes though they all are, are not the whole story of NIP in Riley Park. The activity and involvement generated by the program among the area citizens will long persist.

Although NIP is now ended in Riley Park, a group of NIP Committee members are continuing to meet regularly to discuss area planning concerns and communicate their ideas to City Hall. They feel that the expertise and contacts developed by NIP should not be allowed to go to waste, and want to strive for continuing community involvement in the future of their neighbourhood. Another group which is carrying on is the Main Street Merchants' Association, similarly trying to perpetuate the goals of NIP.

**On City Hall**      City planners involved with Riley Park NIP found the experience equally rewarding. One said that returning to City Hall after working out of a site office in a neighbourhood was like "leaving a family" - a good indication of the degree of trust and mutual regard achieved through NIP. Respondents at the municipal level are uniformly enthusiastic about the effectiveness and importance of citizen involvement in the planning process - their only regret is that the city cannot afford to continue NIP all by itself.

# OPPENHEIMER (DOWNTOWN/EASTSIDE)



---

Area: 17 city blocks  
Designated NIP: September 1975  
Total NIP allocation: \$685 000

#### NEIGHBOURHOOD CHARACTERISTICS

The Oppenheimer area is one of the oldest residential districts in Vancouver. Located not far from the railway terminus and docks it was an area settled by those coming to Vancouver in the early years of the city. As the city expanded the area became increasingly neglected until it acquired the skid row image that it has today.

Among the more rundown areas of the city, it is populated primarily by adults of low income and education levels. A range of ethnic cultures are represented, with oriental groups predominating and a high incidence of native indians.

#### DEMOGRAPHIC INFORMATION: Population Sex Structure

In 1975 the Oppenheimer population totalled 3425, approximately 8 per cent of Vancouver's total. The male/female ratio shows males representing close to 60 per cent of the population while females only 40 per cent. Most of the residents are single.

#### Age

The age breakdown shows nearly 40 per cent of the residents to be over the age of 65. This is considerably higher than the city's average of 13 per cent.

0 - 14 years	-	11%
15 - 34 years	-	23%
35 - 64 years	-	26%
65 - years	-	40%

#### Education

Just over half the population have had some high school education (54 per cent). Twenty-four per cent of the inhabitants have had only elementary schooling and 17 per cent have had no formal education at all. A very small percentage have had some university (5 per cent).

#### Labour

Under half of the population is active in the labour force (43 per cent) - far below the city's 60 per cent average. This reflects the high number of elderly persons, as well as the disabled, who must live on other means of support. Incomes earned by those at work are less than half the city average.

#### Ethnic Groupings

The area was for many years the centre of Vancouver's Japanese community. During the war, the internment of many Japanese residents broke up the Japanese community located here. Today the area is still the centre for Japanese cultural activity but to a lesser extent than formerly.

---

The Chinese community has also been long established in the local area, with a large population that extends throughout the Downtown Eastside and Strathcona area. Chinatown, their cultural centre, is located just beyond the boundary of the NIP Oppenheimer area.

This area is noticeable for the high concentration of native indians, approximately 70 per cent of the city's total. Anglo-Saxons here are clearly in the minority, forming a much lower average than in the city as a whole.

66%	Chinese
2%	Japanese
4%	Native Indian
19%	Anglo-Saxon
9%	Other

#### Housing Stock

The housing in the area is not typical residential one-family homes - these are very much in the minority. The dwellings here are, for the most part, rental units in hotels and rooming houses. These are generally old and in substandard condition, many being absentee-owned with minimum maintenance being performed. The rents, though amongst the lowest in the city, are not exceptionally cheap. Most rental units are small, averaging two-and-a-half square metres in size. Many have no cooking facilities nor bathroom facilities and tenants must often share a common facility with residents on the same floor. These rooming houses and hotels provide an estimated 3000 units of accommodation for approximately 80 per cent of the area's population.

#### Land Use

There are a large variety of existing uses in the Oppenheimer area, often conflicting and incompatible. The largest land-use area is residential, at 33 per cent. Office and retail combined make up 19 per cent of the total. Industry comprises 7 per cent and warehousing 11 per cent. Social services in the form of churches, clinics and drop-in centres total 8 per cent. Government institutions use 5 per cent of the land. Indoor recreational space, is only 1 per cent while outdoor space in the form of Oppenheimer Park is 5 per cent. Vacant land makes up 3 per cent and a further 8 per cent is of undetermined use.

#### Urban Infrastructure

Traffic is a significant problem in the area. Located at the neck of the downtown peninsula, the neighbourhood is dissected by major traffic routes that lead to the downtown core, creating problems of traffic noise, pollution and pedestrian safety.

Quality of  
Neighbourhood Life

---

Physical services in the form of streets, sidewalks and curbs are in varying degrees of upkeep, being better maintained on commercial strips than in the residential area.

There are no public recreation areas aside from Oppenheimer Park, which has been in a rundown condition for years. The only open space in this heavily developed area, it is a flat, square, and for a long time, bare city block that served the recreational needs of the 3400 residents. Of historic importance during the depression years of the 30s, it was called the Powell Street Meeting Grounds, named for the congregations of the unemployed that gathered there, and for the adjacent Powell Street.

#### COMMUNITY DYNAMICS

The area experiences the social problems related to a 'skid row' environment, such as poverty, alcoholism, malnutrition and high unemployment. It also has a large number of benevolent societies and associations associated with this type of environment. There are numerous missions and goodwill organisations that cater to the spiritual and occasionally nutritional needs of the residents. Along with these are nine bars, an average of one every two blocks.

Together with the traditional Protestant and Catholic churches is the Japanese Buddhist church and the Japanese language school that caters to the Japanese segment of the area and Vancouver at large.

A small health clinic helps to deal with the great need for health care that exists in such an area. And there are a number of organisations that help to find jobs and provide work skills.

The Oppenheimer area is part of a larger city sector commonly known as the Downtown Eastside. Present in this sector is the Downtown Eastside Residents Association, an organisation concerned with the needs of the residents. DERA is the most prominent association in the area, representing the concerns of the residents on a political level.

#### THE PLANNING PROCESS

The Oppenheimer area was designated a NIP area in September 1975 by Vancouver City Council. Previously zoned for heavy industrial use, pressure by the residents led to a rezoning for comprehensive development, to stabilize existing residential uses and densities, and encourage all types of residential uses, while retaining the unique mixed-use character of the area.



LAP

---

In February 1976 a local site office was opened to facilitate community involvement. Efforts aimed at stirring up interest in the planning process met with little success. A great deal of apathy exists in this area and little headway was made in trying to reach residents who would benefit most from the program.

However there was sufficient interest shown in local area planning by the various interest groups for a planning advisory committee to be formed. Because of the diverse and often conflicting nature of the area it was felt that the committee formed should be as representative as possible of the whole community.

As in previous local area planning (LAP) committees, the structure of the committee was decided upon by City Council. In May 1976 the committee was elected, with eleven members. These members represented commercial and industrial properties, social organisations, owners and tenants of residential properties, area employees and representatives from the Chinese and Japanese communities.

The committees had a dual function; they had to work together with planning staff to produce a concept plan for land use as well as putting together a NIP concept plan. Here, as in other areas of the city, the committee combined LAP duties with those of NIP.

The committee just undertook a study of the areas present condition and needs. A land-use analysis and industrial report was prepared by the Planning Department. A traffic and pedestrian safety report was done by the Engineering Department and a social and recreational needs study was produced by the Social Planning Department. In addition a comprehensive housing study and a review of health requirements were carried out. The committee used these studies as a basis for determining priority needs of the area and in formulating appropriate policies for the development of the area.

The committee met twice weekly on a regular basis, as well as meeting with other interest groups. Public input was solicited in the form of a public meeting. Residents and other interested parties were allowed to attend all meetings, but the turn-out was generally low.

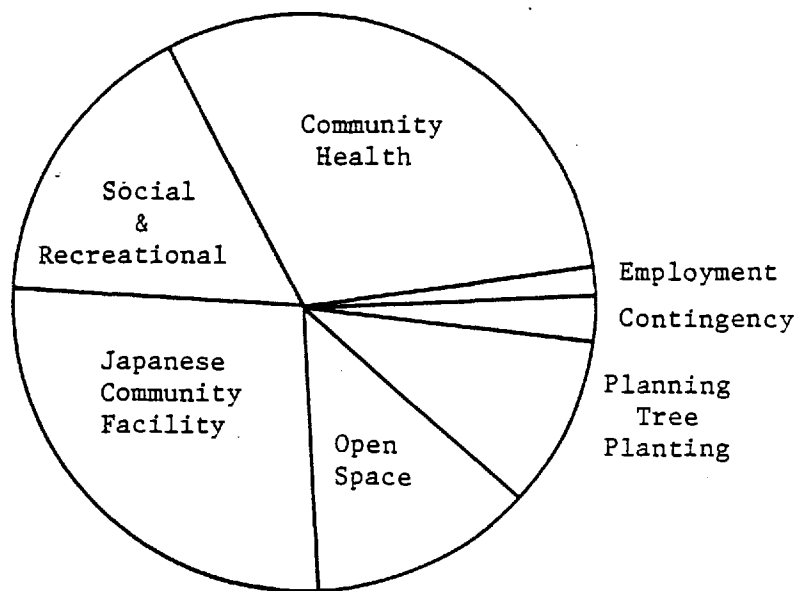
In formulating the concept plan and the appropriation of NIP funds, the committee adopted the principles that NIP should be used, in general, as "seed" money for fairly large

---

projects rather than for a larger number of small projects; and that the area's social problems were of the utmost importance and warranted large NIP expenditures.

The committee therefore decided to divide the funding into four basic allocation categories, because of the limited amount of funding available and the many high priority needs of the area using NIP funds as "seed" money to initiate much needed larger projects.

The concept plan, with its priorities established and funds allocated, was approved by council in September 1976. The priorities and division of funds were as follows:



---

Community Health

The Oppenheimer area has special problems with regard to health care due to the "skid row" environment and its accompanying health problems, e.g. a high incidence of alcohol-related illnesses, malnutrition and lice.

The committee enlisted the aid of a health-planning consultant to prepare a report on the health characteristics of the area. This report made two major recommendations; that the current health service provided should be augmented by home and mobile unit services and that health services that focus on the health problems of women should be developed.

The Downtown Community Health Clinic, located in the Oppenheimer area, is the centre of health services in the Downtown Eastside. It had been experiencing difficulties with respect to space and tenure while serving an increasingly expanding clientele.

In the early months of 1979 the city had been asked by the Provincial Ministry of Health to take over the responsibility for operating the clinic from the Downtown Community Health Society. The city and the province decided on a joint effort to secure adequate facilities for the clinic so that it could continue its operation.

Because of these considerations, it was felt that NIP funds could well serve the community by contributing to the construction of a new health facility. Two hundred thousand dollars were designated to this category.

Social and  
Recreational  
Community Facility

Increased social and recreational facilities were determined as a priority need for residents. The Social Planning Department study undertaken showed the needs for the area to be:

- i) a library and reading room
- ii) a social/recreational centre with multi-purpose activity rooms
- iii) spectator sports facilities at Oppenheimer Park
- iv) specialized recreation facilities such as an exercise room, swimming pool and bowling alley.

No definite plans were drawn up by the committee, but \$130 000 were allotted to this category.

Japanese  
Community Facility

It was felt that the Japanese community, long established in the area, should be encouraged to preserve and expand their culture and facilities.

---

	<p>The original Japanese Buddhist church was old and becoming too small for the congregation. The church organisation had plans for the relocation of the church to a larger site outside the Oppenheimer area - one with less historical importance.</p> <p>Alongside the Japanese church is the Japanese language school, the centre for Japanese learning in the city. The school was old and in need of repairs.</p> <p>It was decided by the committee to allocate NIP funds for the improvement of these two facilities to obtain their goal of preserving and expanding the Japanese community.</p>
Open Space	<p>The only open space in the area is Oppenheimer Park. As mentioned earlier, this park has long been neglected. An area of one square city block, it was a dirt field with a few trees, which became a mud puddle in winter and a dust bowl in summer.</p> <p>Of the 3000 residents in the area, close to 80 per cent live in hotels or rooming houses, in small rooms containing little more than a bed and chair. For these people it is of the utmost importance that there be recreational facilities, particularly considering that close to 60 per cent of them are retired or unemployed. It was therefore high priority that Oppenheimer Park be brought up to standard to provide an outside area for recreation. For this project, \$150 000 was allocated.</p>
Projects to Encourage Employment	<p>Approximately 31 per cent of the labour force, here, is unemployed and 60 per cent of the population over 15 years of age, in the area, do not work for a variety of reasons. Many of these people would like to work. Given these facts, the importance of job-funding is a high priority.</p> <p>There are a number of organisations in the area that help fund jobs and provide skill-training for residents. Encouraging these organisations in providing equipment to facilitate employment opportunities is seen as a priority by the committee, and \$5 000 was allocated for employment expenditure.</p>
Objectives	<p>PROGRAM CHARACTERISTICS</p> <p>The objective of NIP to improve residential neighbourhoods in a manner which meets the aspirations of the residents, was felt to be clear and easily understood. However it was not seen as easy to achieve since over half the neighbourhood was <u>not</u> residential and therefore the other concerns</p>

---

	had to be considered. Zoning became a difficult issue between residents and industrial/commercial concerns.
Program Content	It was felt that the NIP program set up was generally appropriate for its goals, except than here, the minimum \$200 total per capita was treated as maximum and was far too limiting in an area which had such tremendous needs.
M and O Bylaws	<p>The municipality of Vancouver has a standing bylaw for maintenance and occupancy. This is dealt with on a complaint/referral basis. This bylaw is, however, somewhat vague and can be hard to enforce. In an area such as the Downtown Eastside, where much of the residential accommodation is of the hotel and rooming house variety, more specific regulations are necessary than the standard ones in the present bylaw.</p> <p>There is also some hesitation on the part of the city to enforce the bylaw in regard to the rooming-house situation, in that, though many of these buildings are flagrantly sub-standard, they are the cheapest variety of dwelling available to those on extremely limited incomes. Therefore, to close buildings for violation of the bylaw, forces the inhabitants out on the streets in a city where the housing supply is critically short and highly expensive.</p> <p>The city therefore is forced to choose, as one planner colourfully put it, "between the devil and the deep blue sea".</p> <p>At the moment, the city is developing bylaw regulations that deal with rooming houses in this part of the city. The Downtown Housing Implementation Committee has been set up to evaluate the situation and make recommendations.</p>

#### BUDGETING AND ECONOMIC ASPECTS

The allocation of \$685 000 for the area is based on the per capita guideline introduced by CMHC in 1975. This guideline ensures that funding be \$200 per person (\$100 federal, \$50 provincial, \$50 municipal). The Oppenheimer area is small, but its needs are great. In this instance, funding above the minimum could have been put to good use and increased the effectiveness of the program. However, no additional allocations were requested. The funds that were allocated were flexible and could be transferred within the budget with few problems.

	CMHC	Province	Municipality	Total
Planning	\$ 34 250	\$ 17 125	\$ 17 125	\$ 68 500
Implementation				
Parks	40 450	20 225	20 225	80 900
Tree Planting	17 500	8 750	8 750	35 000
Social	500	250	250	1 000
Employment	1 602	801	801	3 204
Japanese	75 000	37 500	37 500	150 000
Not yet spent: Com. Health	165 000	82 500	82 500	330 000
Total	\$334 302	\$167 151	\$167 151	\$668 604

#### INTER-RELATIONS

##### RRAP

Under the original RRAP criteria, privately owned hostels and rooming houses were not eligible. As 80 per cent of the residential accommodation in the area is of this type, most did not qualify. Because of this, RRAP got off to a very poor start. After some pressure by the committee and the city, CMHC agreed to change the criteria to allow the inclusion of these dwellings.

The maximum funds per unit are \$4 000, with \$500 being forgivable. However, this level of financing is insufficient to meet the rehabilitation needs of many of these buildings and as a result, RRAP take-up has been minimal.

Because of the limitations of RRAP for this area, a separate promoter was not hired, all RRAP applications being dealt with by the central, city-RRAP site office.

##### Local Area Planning

In this area, as in some others in the city, NIP and LAP duties were shared by the same committee in order to facilitate total community concerns. The committee was set up to represent residential, commercial, industrial, social and cultural interest groups in the Oppenheimer area. Area residence was a prerequisite for only three out of eleven positions, although, at one time, six residents were members. However, a few of these resident-members felt that the structure of the committee did not allow their concerns to be adequately represented. Upon investigation,

---

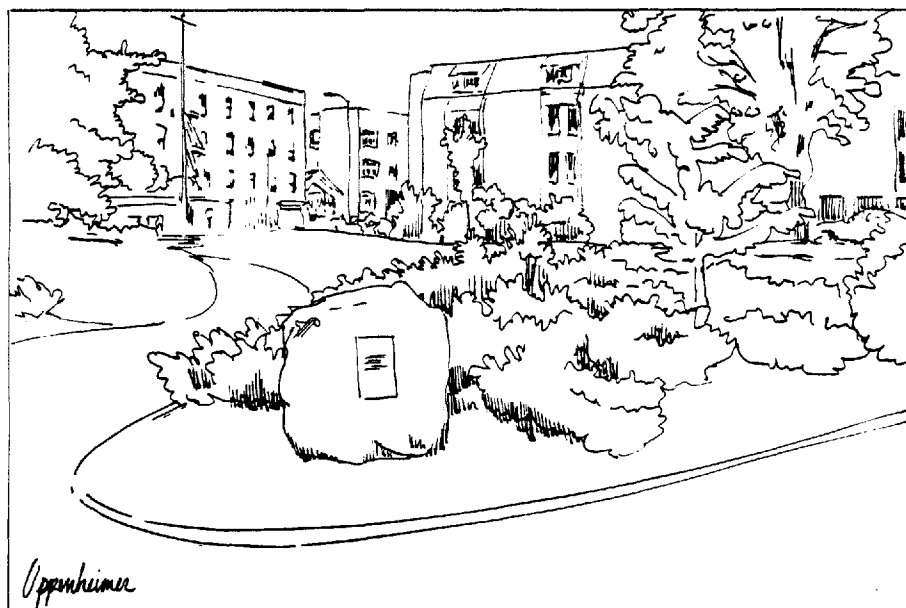
#### Other Agencies

however, conflict was found to be reserved to planning and land-use issues, rather than neighbourhood improvements.

NIP worked with agencies in the Downtown area through the committee and with individual projects. The aforementioned Downtown Eastside Residents Association played a large part in the committee for the first two years. During this time they dominated the committee, holding six positions.

DERA members were in favour of some projects that the rest of the committee were not, and conflict often ensued. Land-use issues were also a bone of contention between this group and the commercial/industrial sectors. In favour of retaining all existing housing and promoting new construction, this group resigned membership when dilapidated houses were demolished for a health clinic site.

NIP in the Oppenheimer area worked with such social agencies as the Downtown Community Health Society and the Franciscan Sisters of the Atonement daycare.



Plaque identifying the Neighbourhood Improvement Program (NIP) and the participation of the Federal, Provincial and Municipal Governments

---

Intergovernmental  
Relations

Relations between the three levels of government were generally good. There were a few problems with RRAP guidelines as mentioned before, and these are still being worked on. CMHC had, in the words of one planner, "an open door policy" i.e. they were available for consultation at any time. This put the onus on the municipality to be aggressive in seeking clarification. CMHC personnel were found to be generally cooperative, such that, if there weren't regulations relating to a proposed project they would give their approval, rather than denying the project on the basis that there were no regulations.

The only interaction between the province and the municipality was in relation to the proposed health clinic. The Ministry of Health agreed to supply funding additional to NIP, for its construction and to take over the maintenance and staffing. There were few problems, and relations were generally good.

Several departments in the municipality itself were involved, in particular, the Engineering Department and the Parks Board. There were no conflicts encountered with Engineering and only a few with Parks.

Oppenheimer Park had long been neglected by the Parks Board, but with the availability of NIP funds and pressure by the committee to upgrade the park, the Parks Board agreed to carry out improvements, adding substantial funding of their own on top of NIP monies (40 per cent of total cost). Minor conflict was encountered here, when the committee wished to have local residents construct park benches, thereby working toward their goal of increased resident employment. The Parks Board maintained that park amenities should be standard Parks Board issue, for reasons of maintenance, and that work carried out on park land should be by union park labourers.

#### PROGRAM IMPLEMENTATION

The implementation of the program has met with a few problems in that the city has overrun its three-year deadline without all projects being completed. This is due primarily to the conflict over the health clinic site - whether it should be a renovated older building or a newly constructed facility. The problem has recently been resolved and construction should begin shortly.



---

#### EFFECTS OF THE PROGRAM

##### NEIGHBOURHOOD IMPROVEMENTS: Community Health

As noted above, construction is just about to start on the health clinic. It will be a facility not greatly larger than the present clinic, but one with much more efficient use of space, modern and easier to maintain. It is felt that the clinic will increase the available health care for the Oppenheimer area, as well as surrounding, low-income areas.

In addition to the clinic, 64 units of housing will be constructed. Clean, modern, self-contained units will be rented for a sum just slightly above government renters subsidies, thereby filling a priority need for low-income, up-to-standard housing.

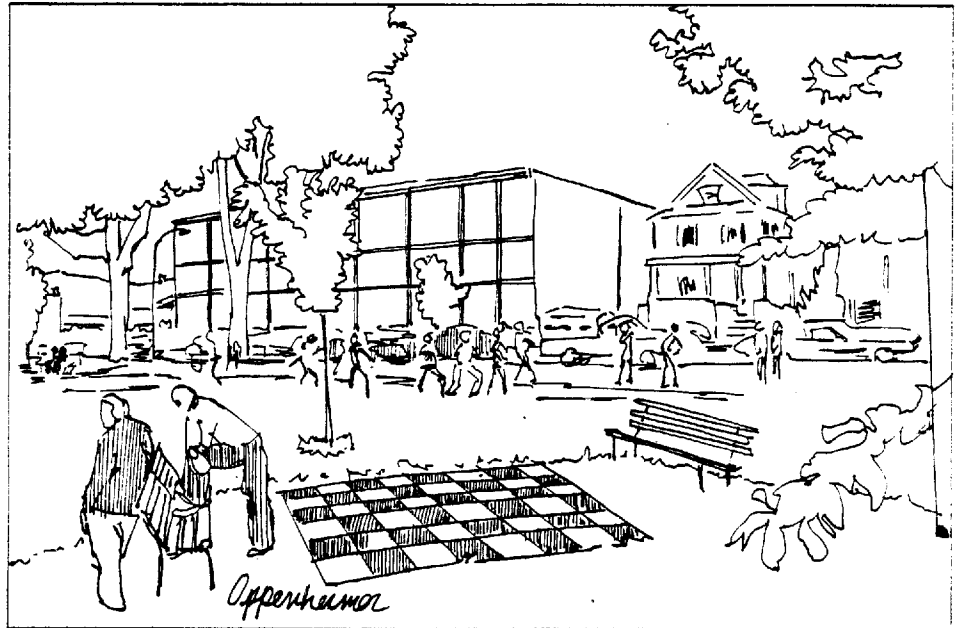
##### Japanese Community

The preservation and expansion of Japanese culture was a priority in the area. NIP monies were allocated to build a gymnasium complex for the church and to renovate the existing language school. The funds given to the church helped to attract substantial donations from the congregation to construct a new Buddhist church in place of the old one. The church construction is not yet completed, but it is expected that the gym will provide much needed recreational space for the neighbourhood.

The language school has been renovated and, in accordance with the CMHC agreement, has made its facilities available to the community for eight years. The auditorium and classrooms are often used for meetings and receptions. Rental rates are generally low, enough to cover maintenance.

##### Open Space

Oppenheimer Park is the only open space in the area and was in great need of regrading as mentioned before. The park has been re-turfed, and transformed from a mud pond to a grassy stretch; a softball diamond has been constructed, trees planted, benches built and a checkerboard installed.



Tai Chi classes and Buddhist Temple (partially NIP funded)

The park is by far the most successful NIP project in the area. It is in constant use by the neighbourhood during the week and heavily used on weekends. It provides a place for the elderly to walk to, sit-in or play chequers; it is a playground for children; and a field for those playing baseball, soccer etc. The park is also used by the Japanese community for festivals and they have arranged to donate flowering trees to the park site.

Projects to  
Encourage Employment

Money was given to two local organisations that aid in funding jobs and providing skills for employment. These monies were used to purchase tools and equipment for further training of residents. The effect of this on the rate of re-employment in the area has been minimal and it was noted that several respondents felt that this had been a misuse of NIP money, and that employment programs should be left to the provincial government.

Street  
Beautification

A number of trees have been planted and benches installed around the area to improve the general quality of the environment and to humanize the rather severe urban landscape. The planting was carried out in the earliest stages of the program to try and stimulate interest in the project, by demonstrating the dramatic impact it could have.

---

Immediate

EFFECTS ON THE NEIGHBOURHOOD:

The immediate result NIP has had in the Oppenheimer area, has been to upgrade the environment and the recreational facilities available to residents through street beautification, park upgrading and expanded Japanese facilities. Health needs and housing needs, in part, will be met by the construction of the new clinic. The availability of NIP funds helped the Japanese community decide to remain in the Oppenheimer area rather than move to another site. In all these things NIP has met the desires and plans of the committee and planner.

NIP had the effect of attracting both public and private investment, with funds coming from the Parks Board, Ministry of Health and the Japanese sector.

In general, NIP has made the area a nicer place in which to live, and work, causing at least one retail owner to move his residence to above his store, located across from the park.



Playground and park.

Some of the houses in the background were renovated with funding from the Residential Rehabilitation Assistance Program (RRAP).

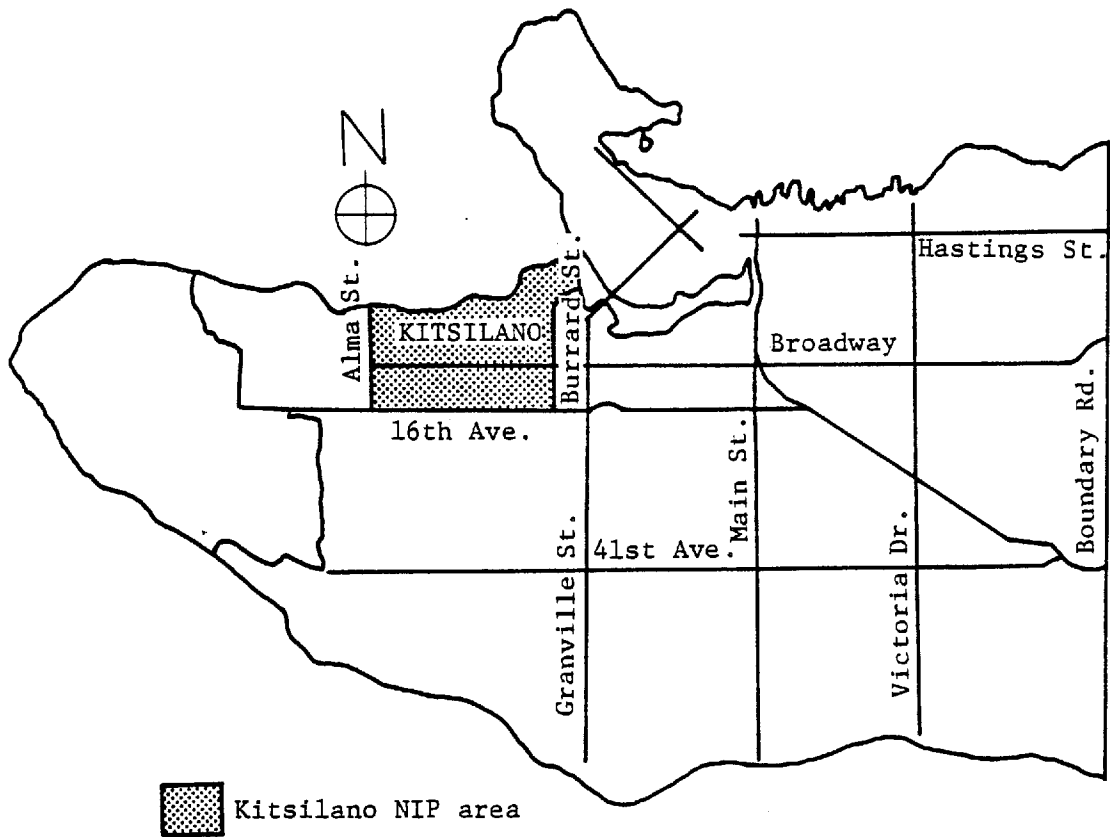
---

Long-Range

NIP will have the long-range effect of establishing the Japanese community more solidly in the area, ensuring the maintenance of their historical position in the cultural activity of the area. As well, NIP should have the effect of providing expanded health care for the area in years to come through the establishment of the health clinic. And the park, now upgraded, will continue to be maintained, by agreement, by the Parks Board, providing open recreation space for the residents in the future.

NIP can be rated as fairly successful in the Oppenheimer area, although the general view is that much more could have been done had more money been available.

# KITSILANO



---

## NEIGHBOURHOOD CHARACTERISTICS

Fronting on English Bay, with a long stretch of beach and a fine view of the city and coastal mountains, Kitsilano is one the newer residential areas close to the downtown core of Vancouver. With its excellent location for transportation and recreational facilities, Kitsilano has become an increasingly popular place in which to live.

### Demographic

The population of Kitsilano is heterogeneous, comprising people of all ages, various ethnic groups, with differing levels of income and education. In 1976, Kitsilano population totalled 31 615 that is, approximately 13 per cent of Vancouver's total population. Females outnumbered males 16 900 to 14 710.

### Age

The age breakdown for the same year shows by far the largest group, 43.6 per cent, to be in the twenty to thirty-four years category, a much higher figure than the city's total of 27 per cent.

0 - 14 years	-	10.4%
15 - 19 years	-	5.2%
20 - 34 years	-	43.6%
35 - 44 years	-	18.4%
55 - 64 years	-	9.8%
65 - years	-	12.5%

### Marital Status

Of residents over 15 years, 38.5 per cent were single and 42.4 per cent were married. (18.2 per cent of those canvassed gave no response).

### Education

A high percentage of the population has had a university education, 38.6 per cent, much above the city's 24.3 per cent. The majority of residents have had only high school, 56.4 per cent, and only 5 per cent have had no schooling or elementary only.

### Labour

Kitsilano experiences a high degree of participation in the labour force (68 per cent), which is 8 per cent above the city's average earned incomes, that vary from the very high to the very low.

### Income

In 1971, the average individual earned \$4 120 and the average family \$9 002. Both are below the city's average for the same year.

### Ethnicity

Kitsilano has always had a wide ethnic mix, but the majority (77.9 per cent) have English as their mother tongue. The remaining 22.1 per cent is composed of a sprinkling of many cultures; Chinese, Japanese, Pakistani, Slavic with Greek and German predominating. The presence of these various groups are responsible for the cultural multiformity of the area.

---

## Housing

Housing was first built here in the 1910s and was only fully developed in the 1940s. In the mid-fifties, Kitsilano began to develop as a district of apartments which, increased to a peak in the sixties. Today zoning bylaws have restricted apartments to three storeys, and the reconversion of existing housing is favoured.

Apartments are the most prevalent type of housing in Kitsilano. They include highrises, three-storey buildings and conversion housing. They are, for the most part, rental accommodation, only 4 per cent being resident-owned. Twenty seven per cent of the dwellings in Kitsilano are single-family; these are primarily owner-occupied, only 25 per cent of them being rented.

The condition of housing within Kitsilano is as mixed as the type of units. In 1971, approximately 450 buildings were in need of some type of major repair. These were generally the smaller homes in the apartment areas and conversion housing in other areas. It has been suggested that the houses deteriorating in the apartment district are in that condition because the owners are making minimal improvement investments. Houses in RS1 and RT1 (one and two-family zones) are usually quite old, (c.1915) and often these are absentee-owned with below-average maintenance being performed.

## Land Use

Land use in Kitsilano reflects its primarily residential nature, with 58 per cent of total land being for residential use, (28 per cent of that is single-family and 30 per cent is multiple dwelling). The remaining area is of varied use; 10 per cent is commercial space, consisting primarily of retail stores and a few offices. Industrial usage comprises 6 per cent of the land total. Close to 15 per cent is used for recreation and open space. Hospitals and churches make up 2 per cent. Another 9 per cent is of unspecified use.

## Urban Infrastructure

Physical services in 1971 were in fair condition. A number of streets were substandard, having unsuitable road surfaces, dirt shoulders, no curbs and few sidewalks. At this time also, many sewer lines and water mains in the area were in need of replacement.

There is a range of social and recreational facilities in Kitsilano, with nine parks, a beach, five schools, a library, a neighbourhood house, a community centre and twelve churches.

The main foci of activity are Kitsilano Beach (12.5 hectares), the community centre and its adjacent park (6 hectares), and the Vanier Park (15 hectares) with its

---

Museum/Planetarium complex and boat-launching facilities. The schools are used for minor recreational use (baseball etc.) and Bayview Community School is used for social purposes as well. There are only a few small neighbourhood parks for such a large area.

#### COMMUNITY DYNAMICS

##### Sense of Community

Kitsilano, with its variety of people, housing diversity and commerce, is like a city in miniature and there is a strong sense of community amongst the inhabitants, who identify themselves as being from 'Kits'. The area experiences a high degree of organisation, with groups that reflect the special interests of the residents - religious, ethnic, commercial, recreational and political.

#### THE PLANNING PROCESS

Kitsilano was designated a NIP area in June 1974 by Vancouver City Council. It was one of Vancouver's two original NIP areas and received a total allocation of \$1.2 million.

The approach to NIP in Kitsilano was to combine NIP committee planning with Vancouver's recently developed local area planning (LAP) program, at its Kitsilano location. In this way, the total concerns of the neighbourhood could be considered together and, in the city's view, work more effectively than as two separate operations.

##### LAP

The desire for local area planning had been evident in Kitsilano for some time. Kitsilano Local Area Planning Program (KLAPP) was initiated in February of 1974. In May of the same year, a site office was established to provide a base of operations for KLAPP, NIP and its complimentary program of Residential Rehabilitation Assistance (RRAP). A planner, a planning analyst, an assistant planner, a RRAP promoter and a secretary were appointed as staff.

##### Committee

A Kitsilano Citizen's Planning Committee was set up by City Council to represent the various interest groups in the area. The committee's role was to be cooperative rather than purely advisory. The original committee consisted of ten members, representing a wide spectrum of viewpoints from ethnic, senior citizens and daycare to those of the Rate-payers Association, the Community Centre, the local Chamber of Commerce and a variety of citizen/residents associations. Four members were directly appointed by council and the



---

remaining six were chosen by memberships of their organizations. The committee met weekly for the first six months and then bi-weekly. Attendance was generally good and there was little turnover.

Handbook

The first step in the approach to area planning and neighbourhood improvement was to produce an information handbook on the neighbourhood, so as to provide a base of understanding about the population and physical nature of Kitsilano.

Information

A flyer was then distributed to every household in the area to make residents aware of the three programs, KLAPP, NIP and RRAP. This was found to be an effective way of informing the public and was continued throughout the program for additional notification, at approximately six-month intervals.

Input

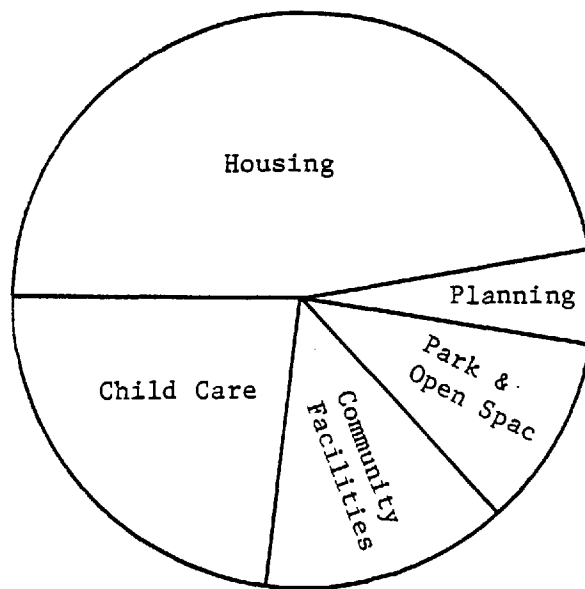
Shortly afterwards, the committee developed a questionnaire that was sent to a select sample of households within the neighbourhood, the results of which, indicated the perceived problems and advantages of the neighbourhood. One thousand seven hundred were distributed successfully (over half the population) and 520 usable responses were received.

Another way of obtaining public input was through individual proposals and public meetings. Three major public meetings were held during the initial planning stages, in each of the three months, August, September and October. The meetings were widely publicized through letters, flyers and advertising via television and radio. Attendance was considered to be good by the planners and much feedback obtained.

A list of proposals was compiled from these sources of input and a concept plan devised by the committee, dividing NIP monies into four categories. This plan was presented and approved by City Council by the required date in November.

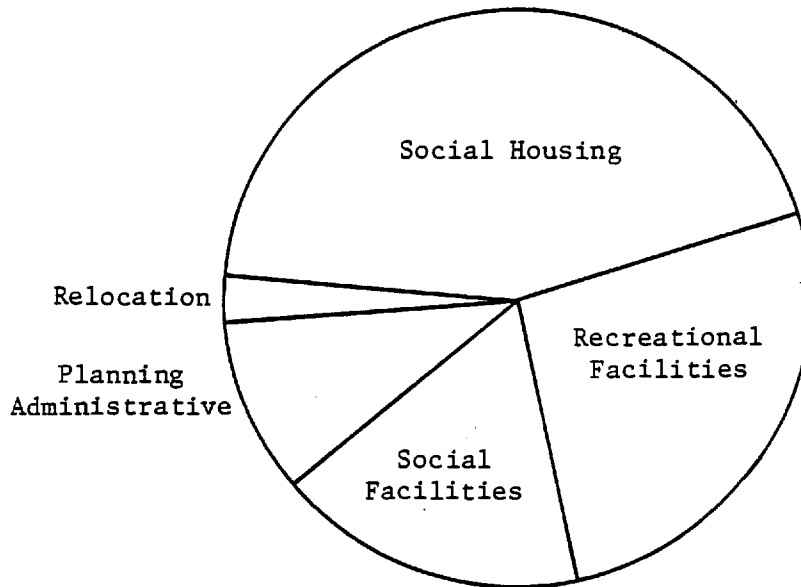
The original November 1974 concept plan was divided in this way:

Housing	\$584 000
Childcare	\$250 000
Community Facilities	\$150 000
Parks & Open	\$123 000
Planning	\$ 93 000



This concept plan was amended in March 1975, again in April 1976, and in October 1979 to its final version:

Land: Social Housing	\$510 300
Social Facilities	\$211 100
Recreational Facilities (com. centre open space)	\$330 600
Planning & Administration	\$138 000
Relocation of Tenants	\$ 10 000



In its final form the concept plan shows the priorities to be basically the same. The amount for Housing has been reduced somewhat, but remains close to the original. Community Facilities and Parks and Open Space are now united under Recreational Facilities. Planning remains the same but has had administrative costs added. Childcare has now become Social Facilities. The cost of relocating tenants due to land purchase is here an additional expense.

For each category, a subcommittee was formed, comprised of one committee member (acting as a liaison) and interested citizens from the community at large. The planning office issued a press release informing the community of the formation of the subcommittees and asking for volunteer members. In this way planning decisions for NIP would include even greater citizen input. The total number of citizens involved varied from 85-100.

The subcommittees had the responsibility of deciding how to make the best use of the allocated funds. They acted as coordinators with other interested parties, i.e. the Parks Board, the Department of Human Resources housing co-ops, daycare societies, etc., and made recommendations to city council on NIP expenditure.

---

Housing: One goal of the committee was to maintain some diversity of population, in age, lifestyles and income through diversity of dwellings. This could be done by developing community housing for senior citizens, families, etc. The emphasis here is on affordable housing and an alternate solution to single dwelling units.

The committee decided to purchase land for development of low to moderate housing by non-profit groups. The committee investigated various methods for getting non-market housing developed on the sites. They felt co-operative housing would best fit their development criteria.

The co-op scheme is unique in that a significant proportion of living space is shared. The committee desired both an age and income mix. For each proposal, the committee requested plans indicating shared accommodation as well as how it could be converted to a standard type of building in case the co-op folds or the living arrangements do not work.

Once purchased, the sites would be resold to the developer at a reduced cost, enabling lower-income people to live there. Subsequent funds would be re-cycled to other NIP projects.

Social Facilities: The need for daycare was an urgent one in Kitsilano which has a large number of single parent and working households with young children. Different care facilities were desired, that could provide traditional daycare, after-school care and care for very young children.

In the original concept plan, money was allocated to construct three new daycare facilities. It was subsequently discovered that much of the need could be met by upgrading existing facilities as well as renovating space available in local schools. Only one new daycare facility was found necessary.

Letters were sent to all daycare organization and schools informing them of available funds and inviting them to make applications.

Community Centre,  
Community Facilities  
and Open Space

Recreational Facilities: The major priorities established for recreational facilities were to increase the number of neighbourhood parks, renovate the community centre and provide play areas for children and rest areas for adults.

Parks and Open Space: There was clearly a considerable need to develop small park and recreation areas in the neighbourhood, especially in the apartment sector, where land is at a premium and few parks exist. It was hoped that street closures would accompany the establishment of these parks and would act as street barricades to reduce traffic.

---

It was felt that school yards could be developed as play-ground areas serving school children, daycare, and the community at large as neighbourhood parks. In this way, a number of concerns could be effectively combined for versatility and cost savings. In addition, trees, litter containers and bicycle racks were planned for commercial areas and benches placed on steep hills for seniors to rest.

It was obvious that the existing community centre was overcrowded and outdated, and required considerable improvement in order to serve residents properly. In order to determine the recreational needs of the area, a consultant was hired to work with the NIP/KLAPP committee, the planning department, the Parks Board and Kitsilano residents at large, through interviews, work-shops and public meetings. Priorities were established and two plans drawn up, one a basic plan, and the other more elaborate, with respective costs. The total cost proposed for improvements were far beyond what NIP could supply. It was decided that NIP here should be used as "seed" money i.e. to attract further investment.

#### PROGRAM CHARACTERISTICS

##### Objectives

The majority of respondents perceived NIP's objective to be the improvement of residential neighbourhoods in need, in a manner which met the aspirations of neighbourhood residents. The general intent of NIP was clear and it was felt to be an achievable goal.

##### Content

Kitsilano was one of the first NIP projects initiated in Canada, and thus had fewer restrictions than later projects which had to contend with additional criteria and guidelines. All of the Kitsilano area met the required eligibility criteria, so no conflict was encountered. It was felt that the criteria was reasonable for the objectives of the program.

The guidelines that existed were found to be generally useful, although somewhat vague. Further clarification had to be sought on issues such as co-op housing and community vans.

It was possible to include all of Kitsilano as a NIP area because the Kitsilano program was initiated before the \$100 per capita minimum federal commitment was introduced. Had this requirement been instituted before the start of the program only a much smaller area could have been served due to cost considerations.

Another advantage of this early project was their ability to purchase, clear and re-sell any land for social housing. This option was restricted to the clearance of obnoxious use only, in subsequent NIP areas.

A maintenance and occupancy bylaw is a prerequisite for any NIP area. The municipality of Vancouver has a standing by-law of this sort that is enforced on a city-wide basis, on an external inspection and complaint/referral basis. A more concentrated effort for enforcement is made in designated NIP/RRAP areas.

#### BUDGETING AND ECONOMIC ASPECTS

The allocation of \$1.2 million was considered sufficient to meet the most urgent needs of the area. No additional allocations were required. Funds were flexible and could be transferred from category to category as desired.

Composition	CMHC	Province	Municipality	Other Sources	Total
Planning	\$ 24 728	\$ 12 364	\$ 12 364	\$ -	\$ 49 456
Implementation					
Social/Recreational	371 979	185 989	185 989	447 274	1 191 231
Land for Social Housing	164 696	82 349	82 349	486 500	815 894
Administration	32 656	16 329	16 329	-	65 314
Resident Participation	1 459	729	729	-	2 917
Relocation	502	251	251	-	1 004
Surplus	3 980	1 989	1 990	-	7 959
Total	\$600 000	\$300 000	\$300 001	\$933 774	\$2 133 775

---

#### INTER-RELATIONS

##### Programmatic Relations/RRAP

A RRAP promoter for the Kitsilano area was hired to work out of the site office established at the opening of KLAPP\*/NIP. Initial flyers, letters and public meetings for the NIP program also informed residents of RRAP and its function. The RRAP promoter continued to work at the site office until its closure at the completion of the NIP program. At this point, RRAP promotion was transferred to a central office which handles RRAP city-wide.

RRAP was gladly received by Kitsilano residents and over 2 000 units have been served. However, income guidelines established at start of the program quickly became outdated and severely restricted its application. This hampered the program's credibility and led to bad feeling among some residents. Fortunately, income guidelines have recently been revised and it is hoped that this will lead to expanded RRAP activity in the area.

##### Local Area Planning

As stated earlier, NIP worked hand in hand with local area planning in Kitsilano. This had the positive effect of making neighbourhood improvements and neighbourhood planning all inclusive.

The KLAPP committee was organized and members appointed by the city to represent a wide range of interests in Kitsilano. It has been pointed out by a number of respondents that this may not adequately represent the residents of Kitsilano for NIP, residence in the area not being a pre-requisite to membership of local area planning. A number of members on the committee represented vested interests of their organizations, e.g. Chamber of Commerce, Ratepayers, Greek Community etc. and it is felt that this may have interfered with true residential concerns. However, there does not appear to have been any major conflict in this area.

The conjunction of NIP with LAP helped give a focus to planning, by delivering funds that could be directed towards neighbourhood improvements chosen and directed by those residents and organizations concerned with the development of their community. NIP often acted as a catalyst, attracting involvement in planning issues and helping to further a sense of community.

\* Kitsilano Local Area Planning Program

---

Other Agencies

NIP also worked with other agencies outside the LAP committee. These were essentially socially and recreationally oriented, being privately-run charity groups such as the Vancouver Foundation and the Variety Club both of whom donated funds to daycare centres. These charities supply funds on a limited basis, but NIP's initial contribution often drew additional monies from such organizations.

NIP also worked with the non-profit Community Alternatives Society whose sub-group, Nasaika Co-op, constructed the co-op housing on a NIP site. Buying land at reduced cost allowed them to locate in Kitsilano - something it might have been difficult to do otherwise.

Federal/Provincial/  
Municipal

On a larger scale, NIP allowed for interaction on three levels of government. For the most part, these relations worked well. The city and its planning department shouldered most of the load in implementing the program. The federal level, represented by Canada Mortgage and Housing, made itself available for consultation and clarification of regulations and guidelines. Governmental interactions were reserved to primarily these two parties. The province, although contributing 25 per cent of the funds, had little input in the running of the program.

City

Within the structure of the municipality itself, several sectors were involved. The planning department worked with the committee in an advisory role and as a liaison with city council. In a number of projects, such as street, parks and school improvements, other departments, such as the Engineering Department, the Parks Board and the School Board were involved. These departments had to be consulted for any improvements that would normally fall within their jurisdiction. For the most part, there were few problems. The School Board was always most co-operative, glad to see improvements to school grounds that they were not in a position to provide, and taking responsibility for maintaining those improvements. The Parks Board too, seems to have done its best to co-operate.

The most conflict seems to have been encountered with the Engineering Department, primarily over the issue of mini-park/street closures. The committee desired street closures to accompany the installation of such parks so as to divert traffic and make the area safer and more attractive to pedestrians. The Engineering Department, however, felt that street closures would lead to increased traffic on other local residential streets and that the problem of traffic would not be solved in this manner. This became



---

rather a heated issue, causing hard feelings on the part of some committee members. In other areas, such as tree planting, where the Engineering Department had no set policy, there was more co-operation.

#### EFFECTS OF THE PROGRAM

##### Housing Neighbourhood Improvement

Two sites were purchased to be re-sold and developed as low to moderate-income housing by non-profit groups. The first site purchased was in turn sold to Nasaika Co-op, a subgroup of the Community Alternatives Society. A unique nine-unit building with shared living space was constructed. The units vary from a three-bedroom traditional family unit, to units that contain up to nine people.

When city-owned land is leased for non-market housing, the value of the lease is normally set at two-thirds of the full market value. The Co-op preferred to purchase the site, paying two-thirds of the market value. In this way, the average income required to make the co-op viable was reduced, thus making it more affordable to lower-income individuals.

This project met the aspirations of the committee, in that it allowed those of lower incomes and varying ages to live in Kitsilano, in keeping with the diverse nature of the area that the members sought to preserve.

The monies from the sale of the land were returned to the NIP fund, the greater part being used for recreation and the remainder for social facilities.

Several blocks away from this first site is the other property. This site lies on an old tram/railway route, which had been unused for many years. However, recent plans for a light rail transit system in Vancouver proposed reactivating this line. At present, the fate of the site has not yet been determined.

Co-op housing lost provincial support shortly after this land was initially purchased and has made this type of housing extremely difficult to build. Whatever the decision on the transit question, it is extremely doubtful that co-op housing could be built on this site.

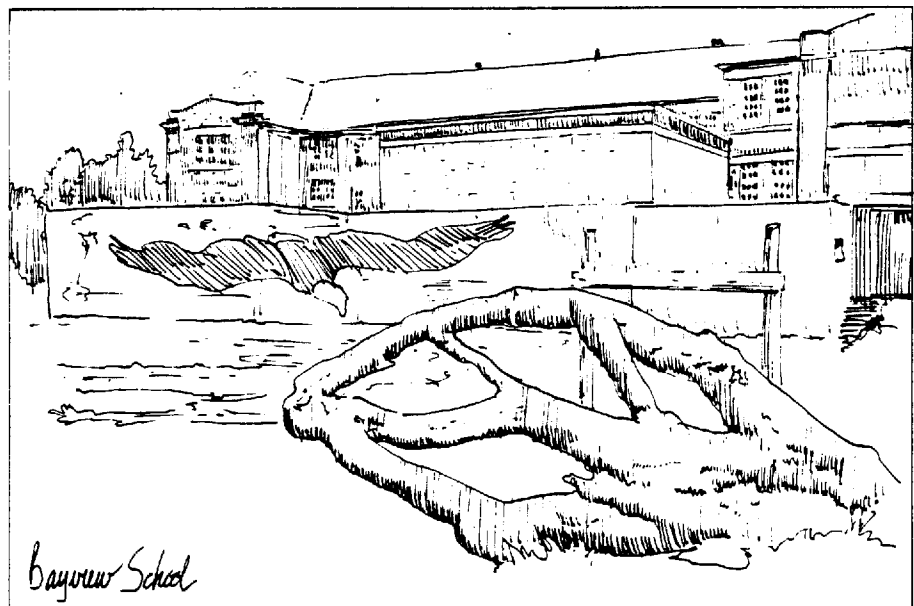
Monies from the Housing fund were also allotted to the Neighbourhood House for improvements. Renovations were primarily to the exterior of the house, in the form of ramps

---

connecting it to the Neighbourhood Hall and to street level. In this way the House, as a community facility, is completely accessible to all residents, seniors, the handicapped, small children, and so on.

**SOCIAL FACILITIES:**

Daycare was established as the priority for social facilities. In response to NIP information letters, many existing daycare groups came forward asking for small amounts of money for various play-equipment purchases. The committee suggested that the groups submit a joint request to cover all needs. Six independent daycare groups, the Neighbourhood House and three schools were served in this way.



Bayview School playground

Larger proposals were dealt with on an individual basis. Renovations, equipment purchases and improved playground facilities were the main concerns. The needs of six groups were met in this manner, including the community centre.

---

One new daycare facility was built on leased city land. A portable building was purchased, playground equipment and landscaping were provided for the exterior, while furnishings and further play equipment were bought for the interior.

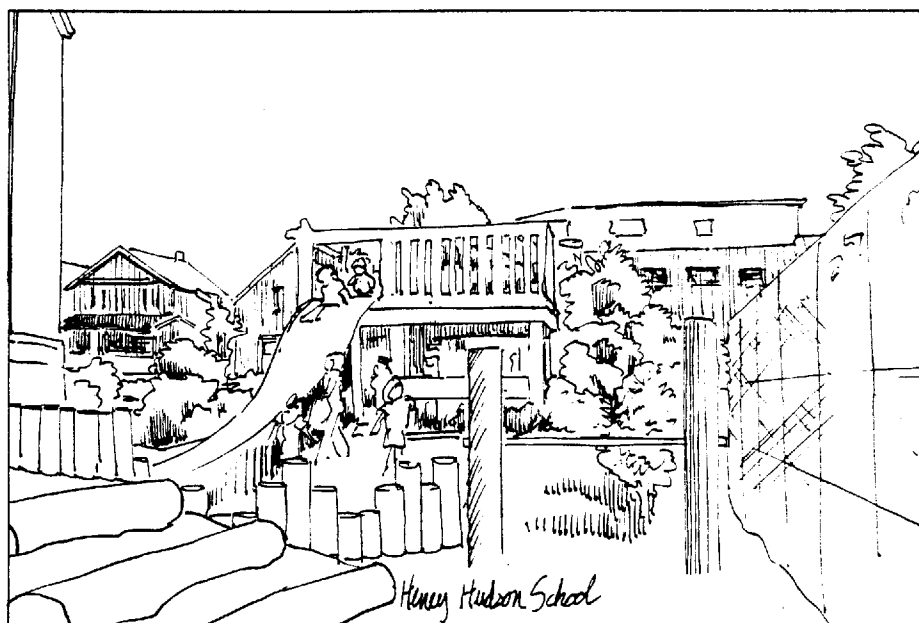
For a similar cost, four local elementary schools were renovated to provide daycare and out-of-school care facilities. Improvements included the provision of rugs, furniture, sound proofing and play equipment.

Daycare was an urgent need for the number of single parent and working households. The additional facilities provided by NIP have greatly expanded the services now available for children. There are a variety of these ranging from traditional daycare, to care for very young children and children with special needs. The schools offer after-school care and special Mums and Tots classes, particularly language/culture classes for immigrants.

Along with physical daycare services, residents desired educational books on parenting skills and child behaviour. Over 1 000 books were purchased with NIP funds. These have been distributed to four community childcare agencies in the neighbourhood (in conjunction with the local library) and are available at no charge to all residents. The books have been very popular and are being well used at their various locations.

RECREATIONAL  
FACILITIES:  
Schools

While Social Facilities funds helped renovate and equip the school interiors, Recreational Facilities built playground structures and landscaped school yards, creating play space for school children and daycare, as well as providing neighbourhood parks for the surrounding community. These concerns were a high priority and the development of school grounds has effectively served needs in terms of versatility and cost.



Henry Hudson School play area

The schools, in designing plans, had input from pupils and parents' groups. A wide variety of playground types are to be found, fitting the differing needs of each school. Some were constructed by volunteers, others by School Board staff and still others by Canada Works.

At some of these schools, community rooms were constructed. The committee sought to respond to the need for decentralized community space, and this was an attempt to fill that need. For projects of this sort, an agreement with the school is required, such that the facility built will be made available to the public for a minimum of eight years.

A number of rooms have been constructed but in some cases, access by the public has been difficult. The School Board originally insisted upon charging their going rental rate, which was simply too expensive for many groups. This has been corrected in a few schools who are making space available to recognized community groups at no charge. The question of availability depends on the attitude of the individual principal which can be, in some cases a great help, and in others, a hindrance.

---

#### Small Parks

The need for decentralized neighbourhood parks was always of prime concern. Due to cost considerations, only three small parks could be constructed. Along with these parks, street enclosures were desired.

Plans were drawn up for a mini-park and street closure at the site of the Neighbourhood House. The Engineering Department refused to give approval for the closure so that a much reduced rest area and playground were constructed. The Neighbourhood House, as a community facility, attracts residents from the entire Kitsilano area. The playground and rest area serve visitors, the local neighbourhood and the adjacent daycare centre.

Another mini-park and street closure was proposed at the intersection of 4th and Arbutus, as a resting spot for shoppers and pedestrians along the business strip. The closure was proposed to reduce traffic through the residential district directly below. This street closure was also opposed by the Engineering Department, and a much smaller plan was put into effect. The park, located at this busy intersection is rarely used. In a random survey of pedestrians at the site, most respondents saw it as an undesirable place in which to sit due to the rush of traffic and its accompanying fumes.

The final mini-park was planned at a site adjacent to a daycare centre, a pre-school and an elementary school, as a playground area for the numerous children that frequent the area. This park, with no accompanying street closure, met with more success than the previous two. A substantial playground structure was erected, along with a number of benches, and it is proving to be a very popular spot for children and adults alike.

#### Street Beautification

Small rest areas, in the form of benches, spaced at intervals, were placed along the steep streets ascending from the beach/shopping area. These have been much appreciated by the elderly and there have been requests for more.

Trees, bicycle racks and litter containers have been placed along shopping and pedestrian routes. They have been well accepted and there have been few attempts at vandalism. These small details have increased the quality of the neighbourhood environment, making it a more pleasant place for pedestrians and cyclists.

#### Community Centre

Kitsilano Community Centre received a large portion of the Recreational Facilities funds. Built over thirty years ago, it badly needed major renovations and additions to meet its increased use.

---

Priorities for the centre were established as: a connector from the Centre to the adjacent ice rink, a health club facility, a kitchen and a lounge in the ice rink, and improvements to sound and lighting in the Community Centre as well as a centralized office space.

The total was a costly undertaking. Here NIP funds were able to get the project underway and attracted monies from other sources i.e. the Parks Board, Kitsilano Community Centre Organization, City Capital Funds and the Provincial Recreation Grant.

The results of the project have been a great success in the eyes of the community. The centre is able to offer more services and is better able to meet the recreation needs of the neighbourhood. The use of the centre has risen considerably, with membership up from 2 000 to 6 000.

#### EFFECTS ON THE NEIGHBOURHOOD

##### Immediate

The immediate impact NIP has had in Kitsilano is the upgrading of the environment and the quality of life through the projects undertaken. These projects, chosen by the Kitsilano community at large, reflect the needs and the desires of the neighbourhood that have been fulfilled through the availability of NIP funds.

In Kitsilano, NIP has supplied the urgent need for daycare facilities encountered by working and single parents. It has fulfilled the recreation necessities for a large residential district in which many live in apartments. NIP funds have allowed low-income people to continue residence in the area and in an alternate manner to the traditional family house or apartment complex. NIP has opened the schools to increased use by the community both socially and recreationally, and has allowed for greater access to the community's Neighbourhood House. Through street beautification, NIP has made the area a more pleasant place to live and move about in.

In most of these instances, NIP funds were used where no other funds were forthcoming, allowing projects to be built that otherwise wouldn't exist. In this manner, NIP also allowed for the continuation and enhanced activity of community organizations such as the Neighbourhood House, local childcare societies, the Community Alternatives Society and so on.

---

In the sphere of municipal facilities, NIP provided funds for services that there were otherwise no provisions for, in terms of school improvements, parks and engineering. In these cases, NIP often attracted additional funds from departments for projects they often could not afford to provide on their own, or that they considered low priority on a city-wide scale. NIP also attracted money other than city funds, acting as "seed" money for contributions by private charities and provincial grants.

Indirect

By upgrading the quality of life and making Kitsilano a more desirable area in which to reside, NIP may have indirectly contributed to, or speeded up the transition of Kitsilano as a low to moderate-income area to one which is becoming increasingly elite. In this instance, lower-priced homes may be sold for profit, to be converted or demolished by developers. RRAP, NIP's complimentary program, has had a considerable effect here, by allowing substantial home improvements, and thereby attracting higher rents and higher incomes.

In this way, NIP may have had the indirect effect of hampering those to whom it sought to cater, - the low and moderate-income residents, by contributing to the desirability of the area for those with larger incomes. The general trend of change, however, is probably due to factors outside NIP's control, such as the ease of transportation, housing costs and the city's general growth.

Catalytic

NIP served as a catalyst for a number of associations and related programs in the Kitsilano area. Foremost of these are LAP and RRAP. With LAP, NIP worked as a drawing agent for interested parties, by giving them an opportunity to spend money in a way that they could direct.

RRAP and NIP worked hand-in-hand to improve the neighbourhood; NIP on the quality of life on the general community level, and RRAP on the individual level of the homeowner. The successful NIP program has added to the effectiveness of RRAP which has had a high degree of take-up.

NIP and RRAP combined have created an atmosphere of neighbourhood upgrading and improvement which has resulted in a great deal of private renovation and improvement taking place without the direct use of either program.

NIP also served as a catalyst for the formation of strong school groups within the neighbourhood. Several of the schools had ineffective, non-involved parents committees when NIP first started. As parents became interested in the

---

NIP projects at their schools, they became more aware of, and involved in, other aspects of the school. The result is the formation of stronger and more active parents' groups.

Another instance of the catalytic effect of NIP is the case of the local daycare groups in Kitsilano. These groups initially met to co-ordinate their requests for NIP funding. This allowed them to recognize their common concerns, and resulted in their forming a permanent association, Kitsilano Intra-Community Daycare Services Society.

#### Long-Range

Formation of the NIP/LAP committee in Kitsilano had the effect of bringing together interest groups in the area. In this manner, the groups were able to work together toward their common interest in improving and directing the future of their community. This co-operation and communication, once organized, has the long-range effect of establishing a base for continued community input on a political level.

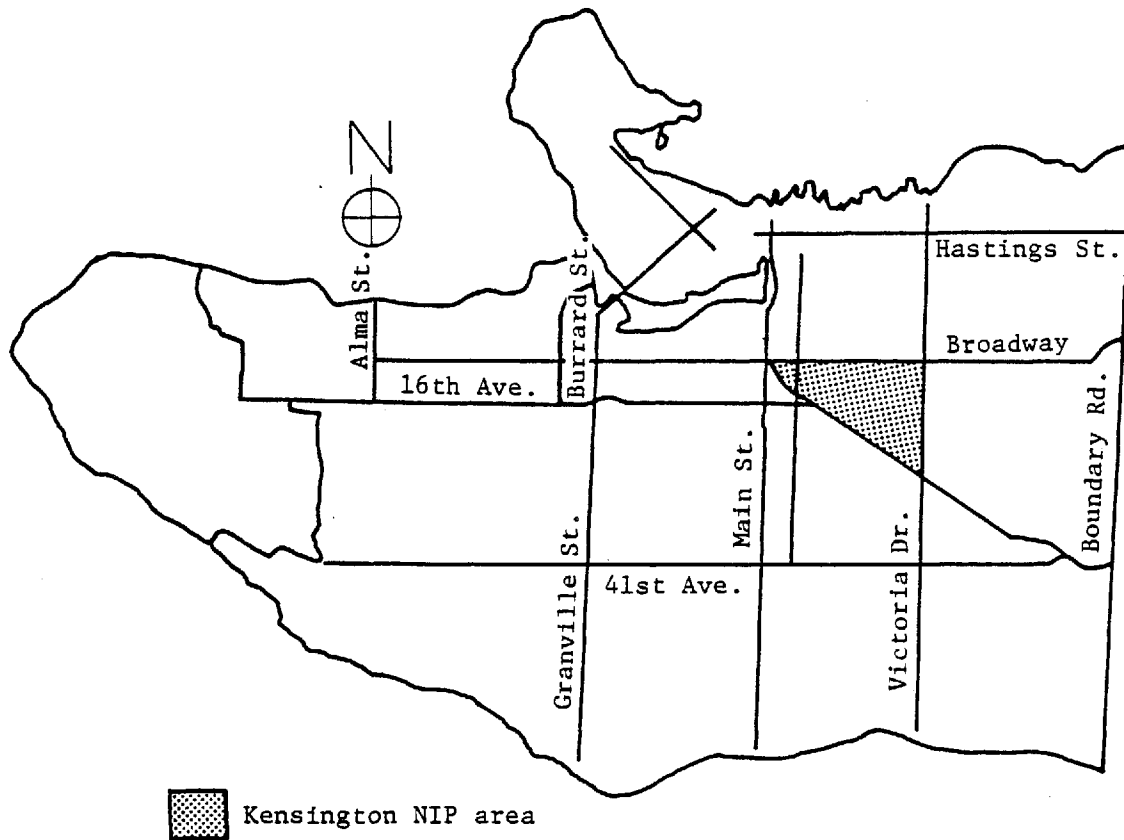
NIP allowed for the involvement of hundreds of people in the area, on all levels of the community, from school children deciding on their playground to community centre members establishing their recreation needs, to the mass feedback of the public meetings. Residents were involved and informed throughout the program and even afterwards through the production of a television series outlining the process and progress of NIP in Kitsilano.

For the residents, NIP has had the effect of demystifying some of the government processes and has helped establish a framework for inter-communication between the municipality and the local community.

All in all, the Kitsilano Neighbourhood Improvement Program has experienced a high degree of success and the reaction from respondents has been unanimously and overwhelmingly positive. NIP allowed residents to have a say in determining the future of their neighbourhood, enabling them to direct their own tax dollars toward the goal of improving their community in a positive and responsible manner.



# KENSINGTON



---

## NEIGHBOURHOOD CHARACTERISTICS

There are approximately 14 000 people living in Kensington and the average family income was approximately \$9 000 in 1976, much below the city's average. The area is stable in terms of population movement. Nearly 43 per cent of neighbourhood residents have lived in Kensington for ten years or more. Kensington is primarily a working-class district with its citizens having at most, high school education or some skills training. Twenty-six per cent of the area's population is under the age of 14, compared to the 19.6 per cent Vancouver average for the same age bracket. Kensington is not an ethnic community, being made up primarily of white Anglo-Saxons. The minority groups are relatively small in the neighbourhood, and are comprised mainly of Chinese, Italian, Indo-Pakistani and Portuguese.

In all, the neighbourhood of Kensington encompasses 210 hectares. The area is in the shape of a triangle in the eastern central corridor of Vancouver. It is bounded on the northeast by Kingsway Boulevard, on the west by Fraser Street and on the east by Victoria Drive. All of these boundary roads are extremely busy commuter and commercial arteries. The southern border consists of residential streets. Knight Street, one of the city's designated truck routes, runs north-south, splitting the community in two. However, as busy as Knight Street may be, it has not created a psychological barrier dividing the neighbourhood into east and west in the minds of the residents. The neighbourhood is hilly in parts, with a clear elevated view of the downtown core from the southeastern corner.

### Housing Stock

Kensington is mainly a single-family residential neighbourhood. Nearly 80 per cent of the area is comprised of single-family dwellings. Commercial establishments account for 7 per cent and duplexes or apartments make up 5 per cent. The rest of the area is comprised of parks, services and schools. Seventy-five per cent of living units are owned by their occupants. One quarter of the neighbourhood's 4 500 dwelling units were built before 1940 and are in need of rehabilitation.

### Commercial Activity

Most of the neighbourhood's commercial activity is located on Fraser Street and on Kingsway. There is also a small local shopping area on the corner of Knight and 33rd. In addition to that, there are many other corner grocery stores scattered throughout the community. The commercial vitality in the area appears to have decreased over the last decade,

---

	<p>especially along Kingsway. Kensington is characterized by an irregular subdivision pattern, particularly in the vicinity of Kingsway as it runs on a 45 degree angle. This irregularity has resulted in unusually located and dimensioned lots; thus, non-local traffic has been discouraged through parts of the neighbourhood.</p>
Recreational Facilities	<p>Kensington is served by four parks totalling 12 hectares. Generally these parks, were in poor condition before NIP's implementation. Their playgrounds were run down and the turf on the playing fields was of poor quality. The community is served by one elementary school, Sir Richard McBride, and four annexes. Due to the lack of a community centre, the city used to contract out community recreational activities to local churches and schools.</p>
Infrastructure	<p>Approximately 47 per cent of the neighbourhood's streets are without curbs, paving or sidewalks. The Engineering Department, in a report to the NIP Kensington committee stated that street lighting was adequate and that two blocks of sewers would need replacing which would be covered by their department's maintenance programme. The area was in need of more pedestrian crossings across Knight Street and more bus shelters.</p> <p>Generally, citizen's attitudes toward their community was always high although many did not even know that they lived in the "neighbourhood" of Kensington before NIP started. The quality of life is generally regarded as good as people seem to be happy living in the area. Little commercial development is taking place as there is little available land, and the establishment of large commercial operations does not seem economically viable in the area.</p>
	<p>COMMUNITY DYNAMICS</p>
Quality of Life and Community Development	<p>As stated above, Kensington citizens are quite happy with living in their community. The area has always remained active in terms of recreation and social activities despite the deficiency of proper facilities. Local youths have always played in organized soccer and baseball leagues in the neighbourhood. Furthermore, Kensington has no fewer than fourteen churches. One of these churches, the Church of the Nazarene, was involved with one of the NIP projects in the area.</p>
Citizen Participation	<p>Over the years, Kensington has had numerous groups formed which have been involved in community affairs such as the</p>

---

Community Centre Committee and various sports organizations. In other words, there have always been citizens willing to give up their time to sit on committees for the betterment of the neighbourhood.

The Kensington NIP committee has been no exception to this rule. The planning committee, towards the closeout of the program, had about 25 members. The terms of reference establishing the NIP citizens' committee were adopted by Vancouver City Council in January 1978. Any member of the public who lived, worked or was interested in the community was eligible for membership on the committee so long as he or she attended three meetings in a row. The committee met once every two weeks, with various subcommittee meetings dealing with specific projects scheduled between regular meetings.

The committee make-up did not really represent the community demographically. The majority of the members were middle-aged financially-secure homeowners. Most of these homeowners were not eligible under the Residential Rehabilitation Assistance Program. Although efforts were made to involve students in the committee, none came forward and participated. Attendance on the committee was very good. It was even compulsory for members to attend a certain number of meetings per time period, depending how many meetings were held each month. Furthermore, the individuals on the committee could be broken down into two groups: those that came and participated at the meetings and those who came, but hardly said a word throughout the proceedings.

The citizens' committee did in fact play the most important role in the implementation of NIP as they alone decided which projects were to be proposed for implementation. In October 1977, the city opened a site office in the area and provided two city planners to advise and guide the committee, but for the most part, it was the NIP members who had the final say before a particular proposal went to council for approval. And, if that proposal was approved by the citizens, and met CMHC guidelines, City Council would never turn it down. Thus, the committee had the specific responsibility of expending allocated NIP funds in the best interest of the community.

#### THE PLANNING PROCESS

The committee was also responsible for putting together a concept plan for the neighbourhood program. This began right after the NIP committee was first formed through a

---

public meeting in November 1977. In order to obtain public input for this plan, the committee held a special public meeting in early 1978. They also sent out a survey to all Kensington households asking people what they would like to see included in the concept draft. Although the response was very small, roughly 7 per cent, the committee still feels that the ideas put forth in the concept plan were in fact representative of the community's feelings.

The original Concept Plan was represented to the Vancouver City Manager for recommendation of approval in March 1978. At the outset of the package, the committee put forth a set of goals from which detailed project recommendations could be developed and proposed. The goals were in order of priority: (1) to provide indoor recreational and meeting facilities (2) to improve recreational facilities on the school grounds and encourage their use by the public (3) to upgrade transit facilities, streets, sidewalks, lanes and boulevards, to provide safe pedestrian routes throughout the community and to promote the concept of rapid transit (4) to encourage services of a local nature including the provision of corner grocery stores in the area (5) to maintain the present pattern of low-density single-family dwellings and encourage rehabilitation while also investigating alternate forms of housing (6) to encourage programs such as daycare and seniors citizens' services and crime prevention, as well as increasing community input into decision-making procedures affecting the community. The committee would have liked to have placed the sixth goal dealing with social services, on a much higher priority level, but found that the program's criteria limiting NIP funds to capital expenses prohibited this. Moreover, outside funding to staff such services as daycare was found to be very scarce.

The upgrading of recreational facilities was a priority, therefore it is no surprise that Neighbourhood Facilities was allocated the most NIP money. The largest project in this category was the Community Gym proposal. The Committee had originally allocated \$400 000 to its construction, and it was to be constructed beside the McBride Elementary School. After long negotiations with the School Board, no agreement could be reached with regard to operating costs, as the School Board could not justify operation of the gym during after-school hours. This meant that the gym would not be used to its fullest. The gym is now planned to be built beside the Kensington Community Centre, with the cost now approaching \$610 000. Two of the major projects proposed and built were the Library and the Community House.

---

The idea of a storefront Library in the vicinity of Knight and Kingsway had been around for some time. Thanks to NIP, the Library was in operation by the spring of 1980. One hundred thousand dollars was allocated to its construction, and it remained within budget. The Community House, the first major project to be completed, had been allocated \$250 000 in the Concept Plan. However, a \$49 000 Canada Works grant helped with construction cost. Thus, city council made an original allocation of only \$101 000. The Community House was to provide cultural meeting space, especially for senior citizens. Therefore, when the Vancouver South Lawn Bowling Club approached the committee to be a part of this project, the committee agreed. Now the House acts as a Club House and community meeting space.

A major project that was not included in the Concept Plan was the Kensington Community Centre. The committee did not include funding for this centre, which was under construction, since it originally appeared that no extra funding was needed. However, by 1979 the centre was short of \$400 000. Without this cash, the whole project would have suffered severely. NIP was able to come up with this money through the deletion of allocated daycare and community van funds. Daycare could not be implemented since the committee was unable to find any agency which would operate a newly built facility, and the purchase of community vans did not fit into CMHC funding guidelines. Also, funds were available from other areas of the original Concept Plan such as contingency. The Community Centre was opened in the spring of 1980. NIP also spent \$115 000 on interior furnishings for the centre.

Parks were also a high priority in the Concept Plan. This category was the second largest in terms of funding. All four parks in the area underwent major face-lifts. Glen Park's grounds and play area were improved, tennis courts and a passive recreation area were installed, at a cost of \$65 000. Gray's Park received an adventure playground, a new lawn bowling green and improved landscaping. This park is also the site of the Vancouver Lawn Bowling Club including the new Community House. Gray's Park had the most spent on it; \$243 155 together with another \$75 000 for a new bowling green. A quarter of a million dollars was spent on replacing the playing fields at Kensington Park. Kingcrest Park originally had \$100 000 allocated to it, but when the final plans were in, the new total came to \$150 000 including \$30 000 for new washrooms. For each park, a public meeting was held so that their input would be included in each park's design. Attendance at these meetings ranged from

---

between 20 to 50. These meetings were held after the original estimates in the concept plan were made. Thus, any cost over-runs could in part be attributed to the plans formulated after the meetings were held.

Two hundred and sixty three thousand dollars was originally allocated to physical improvements. However, commercial up-grading, (\$150 000), has been abandoned along with tree planting (\$10 000). The committee felt that the local merchants would not be totally supportive of such projects and that the money could be spent more effectively if used to construct the community gym. Nevertheless, the committee did plan for improved pedestrian safety, improved sidewalks around schools and parks, and hold an artwork competition. To date, one pedestrian signal is in operation at 37th St. and Knight and the sidewalks are under construction. Forty-five thousand dollars has also been spent on the art project.

All five schools in the area were included in the original concept plan. Tecumseh Annex received \$20 000 to enlarge its grounds; Selkirk Annex received \$20 000 for improved grounds and an added adventure playground; Charles Dickens Annex underwent improved landscaping and grounds improvement for a cost of \$50 000 and Richard McBride School was allocated \$30 000 for improved landscaping and completion of an adventure playground project.

Ten per cent of the total NIP budget was allocated to administration and 13 per cent was allocated as a contingency fund.

#### PROGRAM CHARACTERISTICS

Clarity  
Achievability of  
Objectives

All those involved with Kensington NIP generally concurred with the objectives of the Neighbourhood Improvement Program, and there were no conflicts over objectives between individuals or the various governing agencies. All objectives were attainable according to the planners and citizens working with the program.

Criteria for  
Eligibility

Everyone involved in Kensington was quite elated that the area was picked as a NIP area; thus, all were happy with the criteria for eligibility. However, aside from the stated eligibility guidelines, it appears also that Kensington was chosen because it is surrounded by other NIP areas: Mount Pleasant, Riley Park and Cedar Cottage. Kensington was the last neighbourhood chosen to be a NIP area in Vancouver, the city having to choose between it and another area called

---

Implementation  
Guidelines

Hasting Sunrise, which is in the northeastern corner of Vancouver. There is little doubt that Kensington's geographical location did play a favourable role in the area's final selection.

Guidelines for the program's implementation were not too highly regarded by those involved with Kensington NIP but they had to learn to live with them and work around them when they were constraining. The most common complaint was that NIP is limited to capital costs and cannot be used for the operating costs of the projects. Many citizen leaders thought that this prevented the committee from implementing projects that would be truly representative of the desires of the citizens. Young couples and single parents in Kensington would have liked to have seen funds go towards daycare staffing. However, as this was not possible, daycare had to be abandoned since no funds from other sources were available.

Furthermore, it was felt that the planning stage was not long enough for the committee members to become oriented with the program. If the time allotted to "education" for the citizens had been a little bit longer, they might have been better prepared and more familiar with the program's criteria. This unfamiliarity left little time to write the original concept plan, which meant the draft was really "rushed".

Although the guidelines at times did seem complicated, the Kensington planners were able to advise the committee on the direction it should take. The guidelines, in the long run, did not actually act as a hindrance to the NIP committee, rather it tended to steer the program's progress.

The City of Vancouver did not feel it was necessary to draw up new maintenance and occupancy bylaws as there did not appear to be any inconsistencies between those of the City and CMHC at the time of the program's agreement.

#### BUDGETING AND ECONOMIC ASPECTS

Amount/Adequacy

Two million six hundred thousand dollars was originally allocated to Kensington NIP. This was generally considered adequate. The city, at present, had allocated an additional \$30 962 due to different cost-sharing formulas for certain projects. As of 1st July 1980, 72 per cent of Kensington's original allocation had been spent. The balance should be exhausted by April 1981. The cash flow has been very good, with no one encountering any problems in this area.



---

In total, the cost-sharing arrangement for the proposed improvements in the original concept plan was as follows:

	CMHC	Province	Municipality	Total
Parks	\$ 341 500	\$170 750	\$170 750	\$ 683 000
Schools	75 000	37 500	37 500	150 000
Physical • Streets	25 000	12 500	62 500	100 000
• Other	81 500	40 750	40 750	163 000
Facilities	470 000	235 000	235 000	940 000
Contingency	177 000	88 500	88 500	354 000
Administration				
• Planning	25 740	12 870	12 870	51 480
• Implementation	102 280	51 140	51 140	204 560
Total	\$1 298 020	\$649 010	\$699 010	\$2 646 040

---

#### INTER-RELATIONS

##### Federal/NIP

The NIP committee thought that its dealings with CMHC usually went smoothly. The committee felt that the Corporation was really helpful in guiding the program through its various stages. Only once was the committee at odds with CMHC and this was over the funding of community vans proposed in the Concept Plan. CMHC refused approval for this project which was to purchase two passenger vans for community use. Nevertheless, the relations between the bodies were fairly simple and straightforward. As a matter of fact, the planners were able to take care of any business that arose between the two bodies. Some committee members were unaware of any business between the committee and the Corporation. They did not even know that Canada Mortgage and Housing Corporation was involved with NIP.

##### Province/NIP

While interactions between CMHC and the committee were relatively minor, interactions between the committee and the Province of British Columbia were almost non-existent. Aside from the original agreement between the city and province, there was no contact between the two throughout the program.

---

Municipality/NIP

When dealing with the city, it seems that interactions were either rough or smooth, depending on which arm of city government they were working with. Whenever the committee put forward proposals to City Council for approval, proceedings usually went quickly. Council dealt with committee business rapidly and they never turned down a Kensington NIP request. However, some city hall departments tended to be less cooperative than Council.

The best example of this in Kensington would be the committee's dealings with the Parks Board. It seems that there may have been a conflict of objectives over local area parks. According to the committee, the board was satisfied with the condition of the parks before NIP was implemented and thus was not willing to spend very much money on park improvements, due to budgetary constraints. Thus, when the committee came up with any plans for park improvements, they were more or less told by the Parks Board that they, the committee, would have to do it alone financially. One example where the committee and the Board were in conflict was over the committee's proposal to install washrooms at Kingcrest Park. The committee was prepared to go ahead and provide the facilities, but the Parks Board did not seem initially prepared to give its approval. However, at the time of this report, planning for the washrooms was continuing and they should be accepted once the final tender prices have been received.

The committee also dealt with the School Board and the Library Board. A community gym was proposed at McBride School, but the committee couldn't come to an agreement with the School Board over the operation of the facility. The board couldn't fit the gym's operation expenses into its budget, especially since Vancouver is currently experiencing declining enrolment. The committee found the Library Board most cooperative in its dealing with them. This Board was most receptive to the idea of a storefront library in the area, and the committee found them to be very helpful.

Community/NIP

During the program's implementation, the committee also had to work with some community organizations. The two most important groups were the Vancouver South Lawn Bowling Club and the Church of the Nazarene. Both of these interactions began fairly early in the program, within the first year.

The Vancouver South Lawn Bowling Club actually had members join the NIP committee in order to present their proposal. This included a club house and improved bowling greens. The club house was agreed upon by all members of the committee.

---

The Church of the Nazarene, on the other hand, formally approached the committee with its proposal and let the committee decide. The church proposed that NIP funds be used to install a hard-surface play area beside the church so that neighbourhood children could use it in the summer in conjunction with the church's daily vacation bible school. The committee agreed with the church's project and funding was passed.

#### NIP/RRAP

Whenever one talks to an area citizen door-to-door, almost invariably the person wants to discuss the Residential Rehabilitation Assistance Program. In Kensington, it seems that CMHC is more closely associated with fixing-up individual homes than entire neighbourhoods. This is probably due to RRAP being publicized so well in Kensington. The Central Vancouver RRAP office is located in Kensington, in the same block as the NIP site office. So far 206 residents and 14 landlords have taken advantage of RRAP. Combined with RRAP's own publication program, the Program was a definite success.

One interaction that was a complete failure was that between the NIP committee and Kingsway/Fraser Street merchants. The committee tried in vain to get some input from the merchants, but they were just not interested. The committee had hoped to implement a street beautification project; however, the storeowners would not cooperate. They were afraid that their taxes would increase which would put some of the more marginal establishments out of business. The committee even pushed for, and obtained, a Young Canada Works Grant to do a commercial evaluation of the Knight and Kingsway area. This study tried to organize the merchants, but there was no response. Therefore the idea of commercial street beautification was dropped in mid-1980.

#### PROGRAM IMPLEMENTATION

The start-up of the Kensington NIP program had the immediate effect of bringing together two dozen keen individuals who formed the Kensington NIP committee. It appears that due to some inexperience, the committee tended to act sometimes inconsistently, although this was not by any means a major problem in the delivery of the program. Nevertheless, a case in point would be the proposal to endorse the idea of a Twenty-Fifth Avenue bus. There had been talk in the community for a number of years of getting a bus service on Twenty-Fifth Avenue running east-west through Vancouver.

---

Throughout the committee's existence they have never really been able to decide whether to support the idea or not. The issue would be brought up and tabled or decided upon, then brought up again. However, overall the committee performed its responsibilities as competently and efficiently as possible.

The committee had relatively little control over the time it took to implement projects, as the projects' completions were dependent on the efficiency of other civic agencies. The committee was very careful and scrupulous when it came to spending. But then again, many estimates and costs were obtained from other municipal authorities with the committee having little control over them.

#### EFFECTS OF THE PROGRAM

Aside from the initial formation of the local NIP committee, the main effects of the program were felt in the projects built.

#### Projects Built

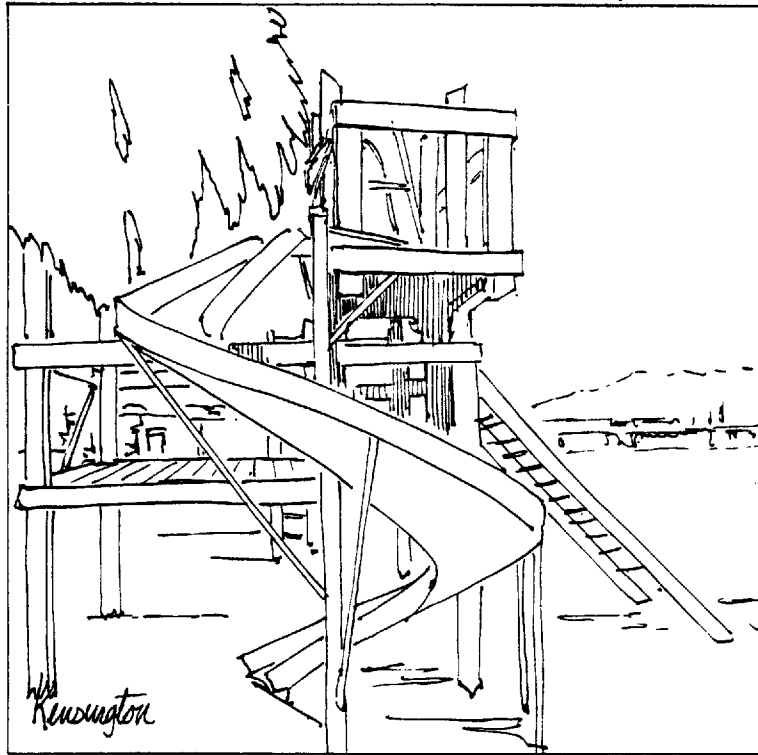
The largest facility completed in Kensington under the program was the Kensington Community Centre. NIP played an important role in its construction, providing \$400 000 towards its total cost. The centre includes an indoor swimming pool, two squash courts, an exercise room and plenty of meeting space. NIP helped publicize the centre and between its unofficial opening in early 1980 to its official opening in June 1980, membership grew from 500 to 2 000. The centre is already used extensively by the public, both by Kensington citizens and those from outside the area. NIP also spent \$115 000 in furnishings for the centre.

Another facility being used by the public and provided by NIP is Gray's Park Community House. Senior citizens especially have benefited from this facility as it serves as a meeting place for them. The Vancouver South Lawn Bowling Club also uses the building as a clubhouse, making that bowling club one of the finest, if not the best, in the city. The community centre also has plans to operate programs from the building in order to decentralize Kensington's activities. Thus, the community house is both serving the public in that area of the neighbourhood and providing a needed recreational facility for local lawn bowlers.

The neighbourhood storefront library, developed through NIP, has filled a long-standing deficiency in the area. This local branch has a limited selection of books and publications, but it has direct access to the Greater Vancouver

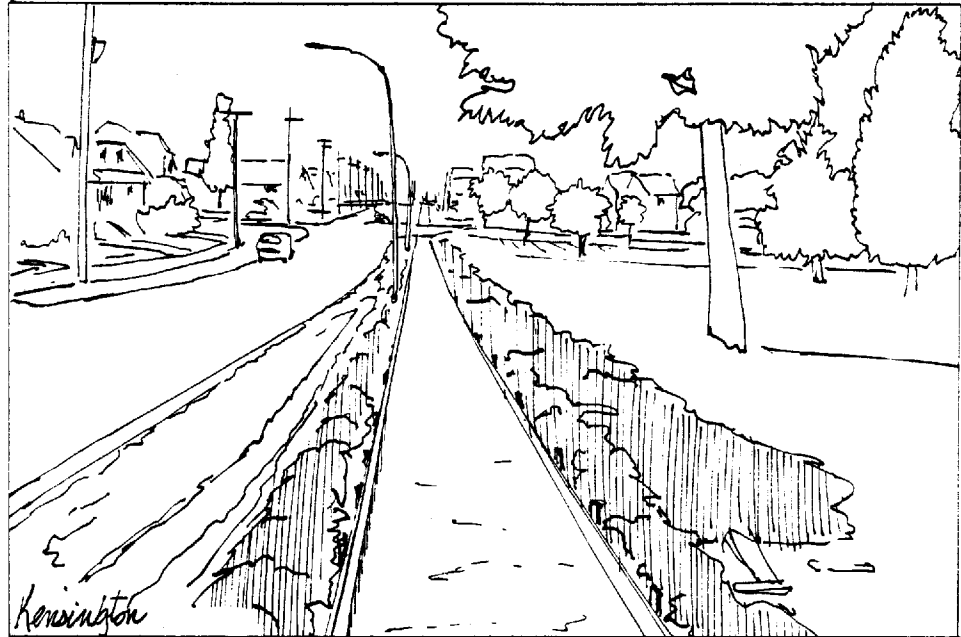
---

Library System so that residents have a huge choice of books from which to borrow. At the present time, it appears that the library has been a big success with line-ups not being infrequent before opening time.



Gray's Park play area

Park improvements have been another real boost to the community. Gray's Park has received a major face-lift with the addition of the new community house, lawn bowling greens, adventure playground and paths. Kensington Park had two new self-draining playing fields installed, worth a total of a quarter of a million dollars. It has been hard to say whether these improvements have increased the use of the parks by the public. Kensington, for example, will not be available for use until 1981, but they have made and will make the green spaces more enjoyable. The two other neighbourhood parks have undergone or will undergo major improvements. A passive recreational area and improved landscaping have been put in at Glen's Park, while the play area is to be expanded and washrooms installed at Kingcrest Park.



Installing a sidewalk adjacent to Glen Park

Other improvements that have been, or are being implemented, are physical in nature. These include \$1 050 worth of trash cans, a pedestrian crosswalk across Knight Street and sidewalks. An art competition where the winners will provide art for the neighbourhood is also underway. Furthermore, all five schools have had their grounds improved and in some cases creative play areas created.

At the time of this report, the only major neighbourhood facility yet to be built is the community gym. It was originally planned to be built at McBride School; however, due to operating costs, it has been found more practicable to build the gym at the community centre. The design of the gym was still being worked out in July 1980.

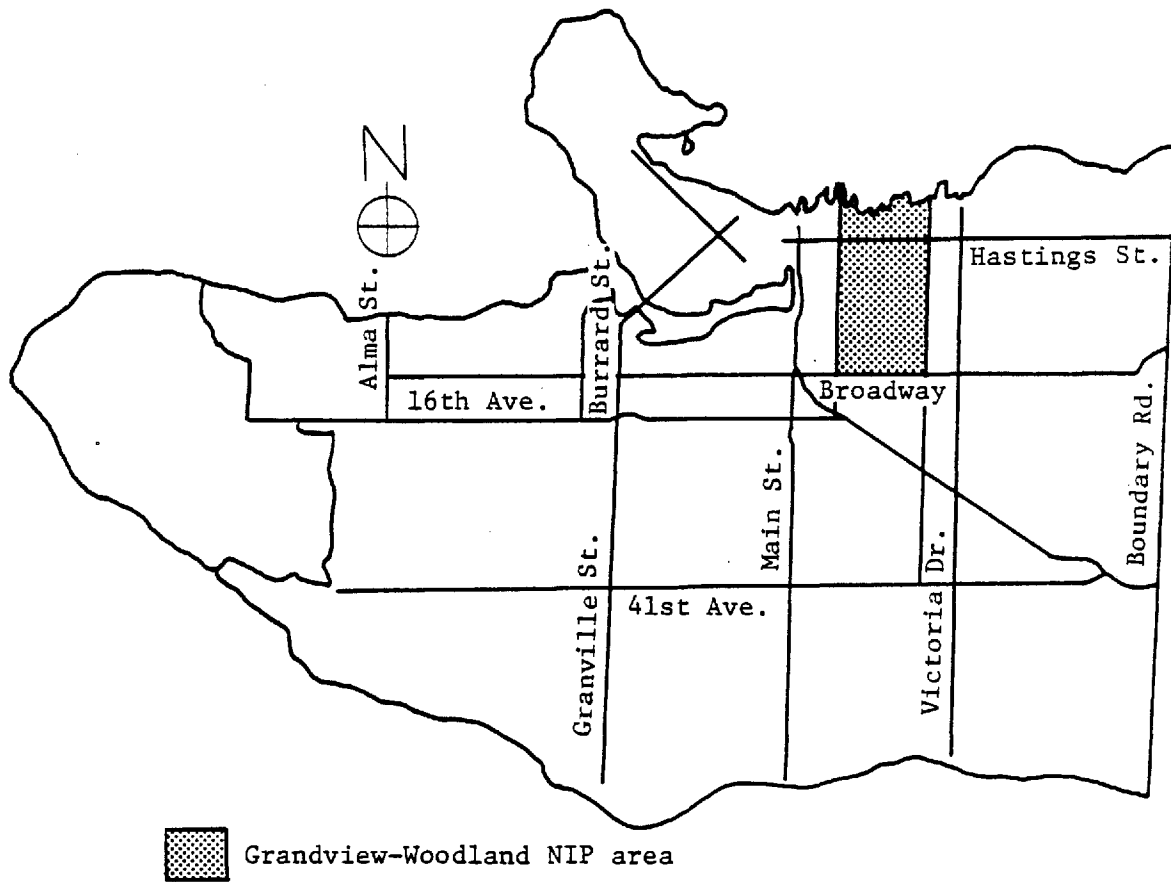
#### Uses

There have, indeed, been many improvements in Kensington as listed above. The committee was able to diversify the projects so that as many age groups as possible would benefit. Those who participate in sports and those who are members of sports associations will benefit the most from the recreational facilities. The project has been a real "shot in the arm" to organized little league teams in the area. Senior citizens who are able to get out to the community house will also benefit from the program in that they now have a place to meet and socialize.

---

Attitudes	<p>The program has had more success than in just the number of people that use the facilities. NIP appears to have made community residents aware that they live in the neighbourhood of "Kensington". Those who participated in the program all felt that they improved their political awareness at the local level and that NIP gained them "bureaucratic" experience.</p>
Catalytic Effects	<p>NIP brought about some catalytic effects as well. Senior citizens received a New Horizons grant to operate programs out of the Gray's Park Community House. Three Young Canada Works Grants were also received directly because of NIP. Two of these grants provided home repair services to those in need, and the other grant funded a commercial evaluation of the Knight and Kingsway area. Citizens on the Kensington NIP also took an interest in city-wide and regional issues. The committee has constantly been involved with groups supporting rapid transit and members have taken an interest in many ad hoc civic issues.</p> <p>Kensington's Neighbourhood Improvement Program implementation was taken very seriously by both the planners and the citizens involved on the committee. The Committee and the Planning Department were totally dedicated to the successful delivery of the program. The projects built appear to be representative of the wishes of the community and committee saw each project through as efficiently as possible.</p>

# GRANDVIEW-WOODLAND





---

## NEIGHBOURHOOD CHARACTERISTICS

### Demographic

The Grandview-Woodland NIP area has a population of about 13 000 residents. The neighbourhood is primarily a working-class district with only 7.2 per cent of the residents holding down managerial or professional occupations compared to Vancouver's overall 19 per cent for the same categories. Approximately 56 per cent of the citizens are of Anglo-Saxon origin, while 18 per cent are Italian. About 8 per cent of the population is of Asiatic decent and 7 per cent Scandinavian. The rest of the population is divided primarily among other Europeans and Ukrainians.

TABLE I

Percentage of Population by Age Group:

Age (years)	Percentage (%)
0 - 19	31.9
20 - 34	25.4
25 - 64	31.7
65 +	11.0

Approximately 17 per cent of Grandview-Woodland's families are single parent compared to Vancouver's 12 per cent. Moreover, families in Grandview-Woodland tend to be larger than in Vancouver as a whole. Nineteen point two per cent of the area's families have three or more children compared to 17.1 per cent for the city.

### Housing Stock

Single-family homes account for 56 per cent of the dwelling units in Grandview-Woodland, while 26 per cent of the neighbourhood residences are apartments and 18 per cent duplexes. About 30 per cent of local homes were in need of rehabilitation before NIP's start-up. Fifty-six percent of housing units are owner-occupied, although the trend now seems to be towards renting out the dwellings. Almost half the buildings in Grandview-Woodland were built before 1930.

### Land Use

Commercial Drive, which makes up the neighbourhood's western boundary, contains most of the area's commercial activity. East Hastings Street, which forms part of the northern boundary, also has some shopping areas. The rest of the neighbourhood is predominantly residential with corner stores and local commercial establishments scattered throughout the community. About two-thirds of the neighbourhood is zoned for single-family use, the remainder being two-family or commercial. Zoning would also permit construction of townhouses and two-storey garden apartments in some areas; however, there appears to be no demand for this type of

---

	housing in Grandview-Woodland. Nevertheless, there does appear to be a demand to legalize basement suites where prohibited by zoning regulations.
Infrastructure	<p>Nearly all of the east-west streets in the neighbourhood were fully paved and curbed before NIP. However, almost 50 blocks of north-south throughways were without curbs and full-width paving.</p> <p>The area also contains eight major commuter street arteries including five designated truck routes. The Metro Transit Authority serves the neighbourhood with three downtown bus routes and one across-town route. Other public works such as sewers, lights and street lamps were all adequate before the program started.</p>
Contextual Factors	It is important to note that the Grandview-Woodland NIP neighbourhood is really half of the local Grandview-Woodland area. The sections that were not included in the NIP boundary were primarily zoned for either apartment or light industrial development.

#### COMMUNITY DYNAMICS

Quality of Life	Grandview-Woodland citizens have always had a true sense of community and residents have, over the years, been involved with efforts to improve the community. In the 1960s residents formed groups to deal with changing development trends. A locally elected community centre board planned, built, and now manages the Britannia Community Centre which provides educational, recreational and social services for Grandview-Woodland and other east end neighbourhoods. As a result of citizen activity and involvement, City Hall introduced a local area planning program with resident input as its concern.
-----------------	--

#### THE PLANNING PROCESS

Citizen Participation	A residents' NIP planning committee was established at a public meeting and given the responsibility for preparing and implementing planning choices for the program. The original Committee had eleven members and its make-up was fairly representative of the neighbourhood demographically, with a good ethnic and occupational mix. The committee met at least every second week. However, most committee members also spent time in various subcommittees which were responsible for individual projects. The subcommittees would
-----------------------	---

---

meet sometimes once or twice a week in between regular bi-weekly meetings. Any member of the public was invited to become a member and the public was invited to every regular NIP committee meeting.

The City Planning Department provided the NIP committee with two planners who were stationed in the site office in Grandview-Woodland. The planners guided the committee and advised it on procedural matters. Overall, there appeared to be a good working relationship between the planners and the committee. The planners didn't tell the committee what to do, but more or less how to go about it.

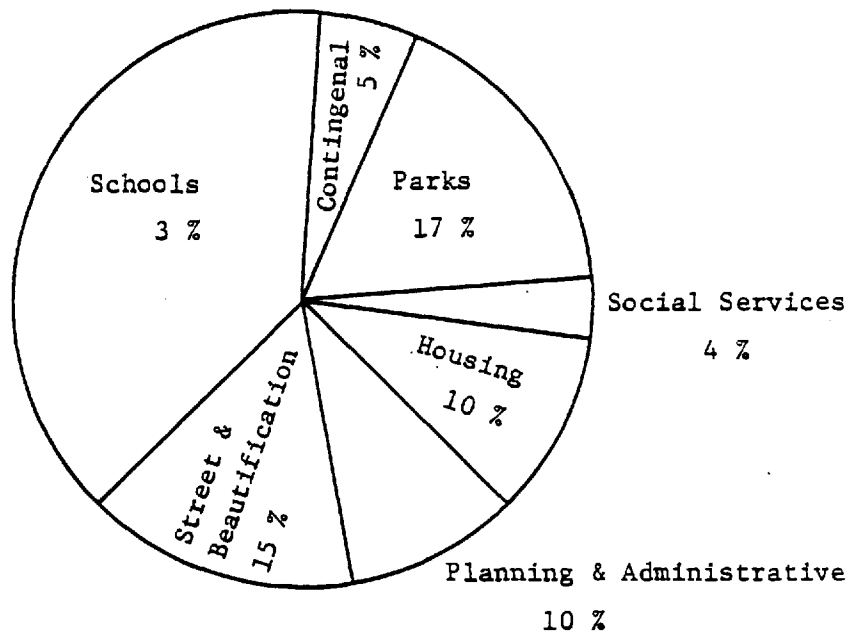
#### Planning Choices

The first task of the NIP committee was to develop a concept plan for the Grandview-Woodland Neighbourhood Improvement Program. They had six months to finish the package, and in that time they formulated eleven objectives:

1. To maintain and upgrade the existing housing stock in the NIP area.
2. To maintain the social character of the NIP area, including the family emphasis, the income mix, and the ethnic diversity.
3. To maintain and upgrade the elementary schools in the area so as to provide better educational, recreational and social opportunities for residents of surrounding neighbourhoods.
4. To reduce parking congestion in the area by opening lanes and requiring off-street parking space to be provided in new residential and commercial developments.
5. To encourage the use of public transit in the area.
6. To improve the appearance of the Commercial Drive shopping district and neighbourhood grocery stores in the area.
7. To discourage the use of residential streets in the area by through traffic.
8. To improve the availability of social services to area residents.
9. To increase the usefulness of existing park space in the area for all age groups.
10. To encourage the improvement of local streets by stimulating local improvement petitions by local residents.
11. To sponsor some NIP projects that would be highly visible and make significant contributions to neighbourhood improvement.

---

From the above objectives, individual projects were proposed. The \$2.5 million budget was divided accordingly:



The upgrading of local school facilities was a major priority with the NIP committee. Four of the five public schools had funds allocated to them under the concept plan. Laura Secord Elementary School was originally allocated \$495 000 for a new gymnasium, improved grounds and a children's play area. However, the lowest bid for the gym alone came in at \$509 140. Thus, the committee, wanting to continue with the project, had to alter the gym's design. The changes resulted in a new price of \$407 702. Despite the time taken for the alterations, the gym was one of the first major projects to be completed. Also, the school received \$75 000 worth of field improvements and a creative playground. Sir William MacDonald School was allocated \$60 000 for a children's playground, enlarged storage space and a facility for morning and lunch meal service. Fortunately, parents and staff volunteered to operate the food facility and the project went ahead at a cost of \$11 385. The storage space was provided at a cost of \$16 000 and

---

construction is now underway on the \$58 000 creative playground and field. The playground is geared toward use by children of all ages and it will be open to the community. Lord Nelson Elementary School was allocated \$125 000 for a childrens' playground and an improved playing field. To date, \$53 295 has been spent on improving the field. Progress on the playground was hampered by opposition from the City Engineering Department. The plan for the playground called for a partial lane closure where part of the playground was to have been built. The Engineering Department did not want the lane closed. Nevertheless, the NIP committee was able to persuade City Council to back the project and it is now going ahead.

Also included in the original concept plan was an allocation of \$355 000 for the construction of a gym at St. Francis School, a private institution. This proposal, however, never really got off the ground as the school and the committee could not arrive at a financial working agreement. Thus the funds were transferred to other projects. One of these projects was the Templeton Pool Expansion. A consultant was hired to develop the planned expansion program which included improved exterior lighting and signs, the addition of a sauna, exercise room, whirlpool and community room, improved street access to the building, public access to the observation room and handicapped access to the pool. The maximum funding originally allotted was \$250 000.

Parks were another priority with the NIP committee. At this time all of the parks' original funding allocation of \$460 000 has been spent. Garden Park received field improvements, landscaping and new tennis courts as planned. The field house at the park also underwent renovations. Grandview Park, like Garden Park, received new tennis courts and renovations to the field house. Changes to Templeton Park went according to plan and included a new grass field, improved drainage and a jogging track. There is a problem with the track, however. The city built it on a slope; therefore, it is not really what the committee had hoped for. McSpadden Park, which is still under construction at the present time, is to receive a new soccer field, two new tennis courts, landscaping and additional lighting.

Street improvements and beautification played an important role in the Grandview-Woodland NIP as well. The largest project in this category is the Commercial Drive beautification. The concept plan called for new trees, pedestrian lighting, benches and litter containers. One hundred and seventy five thousand dollars in NIP funds were committed

---

to the project. The committee spent \$5 280 on tree planting around local schools. This is less than half of the original allocation. NIP also provided 14 litter containers at a cost of \$2 338 to service local corner stores. The concept plan also called for a 25 per cent subsidy for homeowners on the cost of curbing and construction of sidewalks around their homes. However, the committee had some difficulty in getting approval for the plan as the City Manager recommended that the scheme be rejected. Nevertheless, Council, in keeping with tradition, submitted to the committee's appeal and approved the homeowner subsidy proposal.

Two hundred and fifty thousand dollars was made available for co-operative housing. In order to meet CMHC guidelines, Grandview-Woodland's NIP bought two sites on which housing units are to be built. The city will also provide two sites. Four or five dwelling units will be built on each site, producing a "scattered co-op". Furthermore, the co-op will buy the two sites provided by the city, and Vancouver has agreed to spend the purchase money, approximately \$190 000, on neighbourhood improvements in Grandview-Woodland.

Finally, the concept plan designated \$90 500 towards community social services. Although the allocations were small in comparison with some other categories, the social service projects were the first in the program to be completed. The committee planned to generally up-grade social facilities and services in the area. As a result, \$10 000 was spent.

#### PROGRAM CHARACTERISTICS

#### Clarity of Objectives

Everyone involved with Grandview-Woodland NIP concurred with CMHC program objectives and there did not appear to be any conflicts.

Generally, those locally involved were satisfied with the criteria for eligibility, although, some felt that the program did nothing for apartment dwellers (they were excluded due to this criteria), and that those living in apartments in the local Grandview-Woodland area were "left out in the cold".

Other complaints were that the NIP funds could not be used for operating expenses such as expanded daycare staffing, but only for capital projects such as curbing.

There was little problem with CMHC's maintenance and occupancy requirements and the city did not deem it necessary to draw up special bylaws to meet the Corporation's criteria.

---

#### BUDGETING AND ECONOMIC ASPECTS

The three levels of government originally allocated a minimum of \$2.5 million to the Grandview-Woodland NIP project. However, due to funding arrangements with the City on street curbing and bus shelters the final original total came to \$2.59 million. To date, Grandview-Woodland has spent 99.9 per cent of its total allotment and expects to have the balance used up by the end of 1980. The committee encountered no difficulties with the cash flow throughout the program.

The cost sharing breakdown was given at the start of the program:

TABLE II

	CMHC	Province	Municipality	Total
Planning	\$ 34 774	\$ 17 386	\$ 17 386	\$ 69 546
Implementation				
• Schools	517 500	258 750	258 750	1 035 000
• Parks	230 000	115 000	115 000	460 000
• Street Curbing	100 500	50 250	50 250	201 000
• Bus Shelters	45 250	22 625	113 125	181 000
• Social Services	42 250	22 625	22 625	87 500
• Housing	125 000	62 500	62 500	250 000
• Administration	91 366	45 633	45 633	182 732
• Contingency	60 461	30 230	30 231	120 920
Total	\$1 250 000	\$625 000	\$715 000	\$2 587 698

---

---

#### INTER-RELATIONS

Federal/NIP	Relations between CMHC and the NIP committee were at a minimum. There was some contact over the question of co-op housing where the Corporation had to explain its guidelines on the matter. The only other time that CMHC really dealt with the local committee was in the issuing of allocations.
Provincial/NIP	<p>The only provincial agency the NIP committee dealt with was the Ministry of Health. This was for shared funding in the REACH expansion.</p> <p>The province allocated \$20 000 for the project. Aside from this instance, the dealings between the province and the committee were minimal.</p>
Municipality/NIP	The committee did work with many civic agencies. The citizens found City Council to be the most co-operative in the sense that they always responded positively to the committee's proposals. The Parks Board and School Board did not always respond as positively as Council since the two were very budget conscious. Nevertheless, they were both always willing to deal with the committee and solutions to budgeting problems were usually found. The committee encountered more friction with the Engineering Department than any other civic department. Sometimes the department would have different objectives for the neighbourhood than the committee. However, the committee was usually able to proceed with its plans due to some help from City Council.
Community/NIP	The committee dealt with some community organizations. Of these, they found Parent-Teacher Associations and local social service organizations such as MOSAIC to be most co-operative. Unfortunately, there was an instance where dealings between the committee and a community organization, St. Francis School, did not go as planned. The committee wanted to build a gym at the school. St. Francis perceived the committee to be a government agency that would bring nothing but red tape and problems. When an agreement could not be reached, this project was discarded. Unfortunately, it seemed that there was just a lack of communication, otherwise the project might have gone ahead.
NIP/RRAP	The NIP committee was continually promoting RRAP in its frequent publications to the neighbourhood. Because of the publicity received through both NIP and the city's RRAP program, the Residential Rehabilitation Assistance Program was a success in Grandview-Woodland. Up until July 1980, 225 homeowners in the area had taken advantage of the program.



---

Program  
Performance

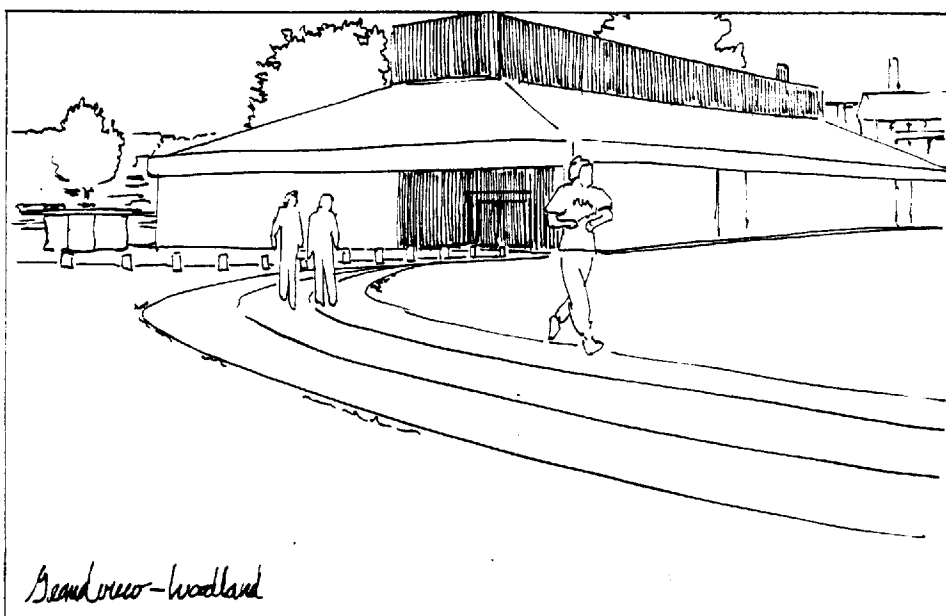
At the committee level, the program was implemented as effectively as possible. The citizens on the committee were dedicated to ensuring that each project was implemented efficiently and responsibly. Each project was watched closely and the various subcommittees had a genuine interest in their individual proposals. Although the committee had little control over civic estimates, they were able to keep some projects as close to budget as possible. For example, the original lowest bid on the Laura Secord Gym was \$12 000 over budget. The committee worked with the contractor and reduced the cost by \$101 438.

One of the biggest problems encountered locally by the committee was trying to communicate with all of the citizens. Aside from the public meetings held in all the schools, NIP sent out information bulletins about every six months in four different languages since many people in Grandview-Woodland cannot read English. There was always a language barrier for those residents that limited their involvement.

#### EFFECTS OF THE PROGRAM

The most immediate, tangible effect that NIP had on the neighbourhood was in the area of social services. This category received a small portion of the budget (4 per cent) and it was the first group of projects to be completed. A needed expansion of medical and dental facilities took place. This has improved the quality of health care in the neighbourhood to some extent. A learning resource centre was established with help from NIP funding. Adults can now use this facility to learn English as a second language in an appropriate learning atmosphere. NIP provided furniture and office equipment for MOSAIC; the organization is now able to serve the public more efficiently due to the new working environment. Daycare facilities have been enhanced by the new toy lending library and one local daycare specializing with handicapped children has especially benefited from new equipment and toys.

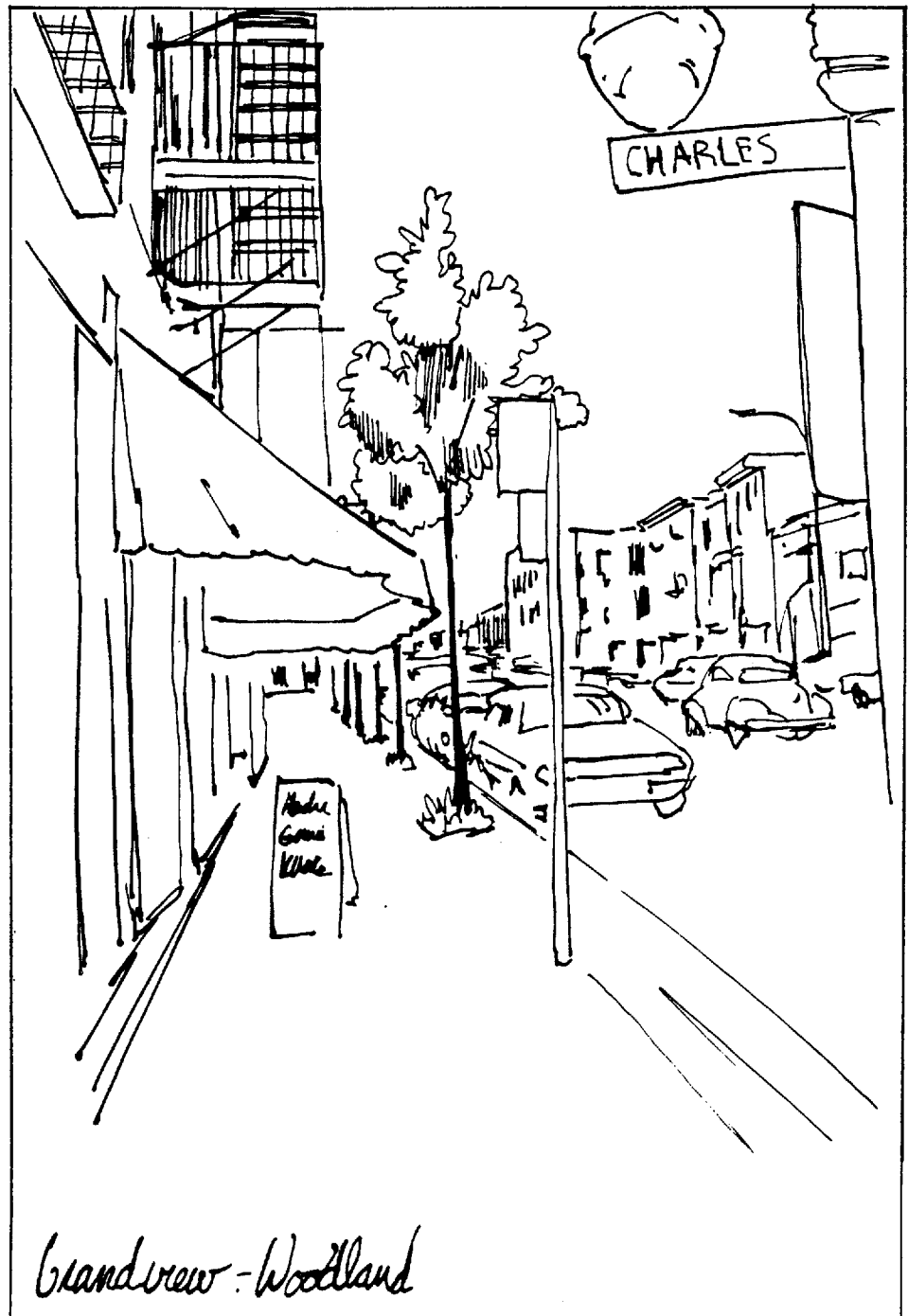
The redevelopment of the area parks have had some noticeable effects. The jogging tracks are used by many area citizens. All the parks which have been completed seemed to have increased the fitness awareness of local residents. Since the park improvements have been completed residents have increased the use of these facilities. Lighting in McSpadden Park is expected to extend the hours of use and cut down on the amount of vandalism as has been the case in Garden Park where new lighting was installed.



Templeton Park - Track and sports field

Local street improvements have been a definite boost to the area. Commercial Drive is now a much "cleaner" place in which to shop. The "Drive" is actually a cultural focal point in the neighbourhood and the \$175 000 spent on its improvements appears to be money well spent. Moreover, the NIP committee designated nine neighbourhood blocks as roads in need of curbing and sidewalks. NIP offered the homeowners on those streets a 25 per cent subsidy on the property owner's share of the cost. Of the nine blocks, the residents of three blocks turned down the offer and six blocks approved the go-ahead of the project.

Tree planting around local schools was a huge success. Students and staff eagerly volunteered to help plant the trees and neighbours around the schools were delighted to see those areas "spruced up". Furthermore, the 14 new litter cans have been a help in keeping parts of the neighbourhood tidy, especially near corner stores where waste paper can be a big problem. All in all, the street improvements have helped make Grandview-Woodland a cleaner place in which to live.



Street improvement: new sidewalks, trees, shrubs and pedestrian lighting

---

Improvements to local schools have been the most significant changes to take place through the program. Not only have the school children benefited from the upgraded facilities, but the public have gained as well. There were public meetings held in each school in order to get the public's input as to what improvements were needed. These meetings were a great success. Interest in the various Parent-Teacher Associations grew and parents were genuinely involved with their specific school NIP project. All schools received improved playing areas and/or fields. This has generally improved the quality of life in the schools. Furthermore, any children who live near one of the schools can use the play facilities. In this way, the improvements are oriented towards the community and not just the students.

The largest single Grandview-Woodland NIP project was the new Laura Secord Gym. Financed primarily through NIP, the \$400 000 gym is the most widely used gym in the city. Thanks to its construction, the building is easy to operate, allowing extended hours of usage (twice the average of any other school gym), and it is cheap to operate, permitting low rental fees for community groups. The key to the gym's success has been that it is open to the community and facilitates and maximum use has been gained at minimum cost. Grandview-Woodland residents are definitely taking advantage of it.

NIP has also been able to stimulate housing development in the neighbourhood. Thanks to the "scattered co-op" plan, Grandview-Woodland will soon have 20 units of low-cost housing. Also, due to the original discussion of co-op housing in the NIP committee, other community groups have also initiated discussion on the topic. This in itself has been encouraging.

Indications of  
Changed Attitudes

Aside from physical and social improvements, NIP has also produced some changes in attitudes. The people on the NIP committee generally felt that the program has increased their level of political awareness. They now know how City Hall and its decision-making process works. Before, most committee members were apprehensive about confronting City Council, but after three years of dealing with the local elected officials, attitudes in this respect have changed. Committee members can now petition City Hall with confidence and with some degree of "know-how".

Catalytic and  
Long-Range Effects

One of the objectives of the concept plan was to use NIP funds as "seed" money for individual projects. The committee hoped to attract as much funding from outside sources as possible. They were fairly successful in this respect. Up to the end of 1979, \$234 422 of funds had been committed from other sources, broken down as follows:

TABLE III

Contributor	Project	Amount
City of Vancouver	Sidewalk installation	\$132 600
School Board	Various school improvements	15 922
School Board	Laura Secord Gym	43 000
Parks Board	Grandview, Templeton & Garden Parks improvements	22 900
*Parks Board	Garden/Grandview Fieldhouses	9 325
Ministry of Health	REACH	20 000
*1980 contributions	Total	\$243 747

Thanks to NIP, a Young Canada Works Project for home repair service was established and it continued throughout the program's implementation. The service provides minor repair work which is not included in RRAP.

NIP has had an impact on municipal services. Due to NIP's sidewalk subsidy scheme, increased paving activity took place. Other areas not included within the boundary lines of NIP area wanted their blocks paved too. Thus, the Engineering Department is being pressured to do some work much earlier than they had anticipated. Due to all the lobbying the committee did, City Hall now fully respects the opinions of the citizens in Grandview-Woodland. In some cases, Council has agreed to the proposals of the NIP committee over competing proposals of other civic bodies such as the Engineering Department.

Overall, NIP, appears to have had a positive effect in the neighbourhood. While people who traditionally use the parks, schools and recreational facilities will benefit the most from the program, the committee has tried to vary its projects so that as many people as possible would benefit. For each planned project, the committee would look at the number of people it would serve in relation to the cost. One committee member made the comment that it was a shame so much money had to be spent on just bringing the parks and

---

schools up to standard. If the parks and local playgrounds had been maintained over the years, NIP funds could have gone to more substantial neighbourhood improvements, such as the Laura Secord Gym project. In reality, some people in Grandview-Woodland felt that the program served more or less to maintain the neighbourhood rather than actually improve it. Nevertheless, the improvements were a "shot in the arm" to the community and they enabled the area to remain a family-oriented neighbourhood.

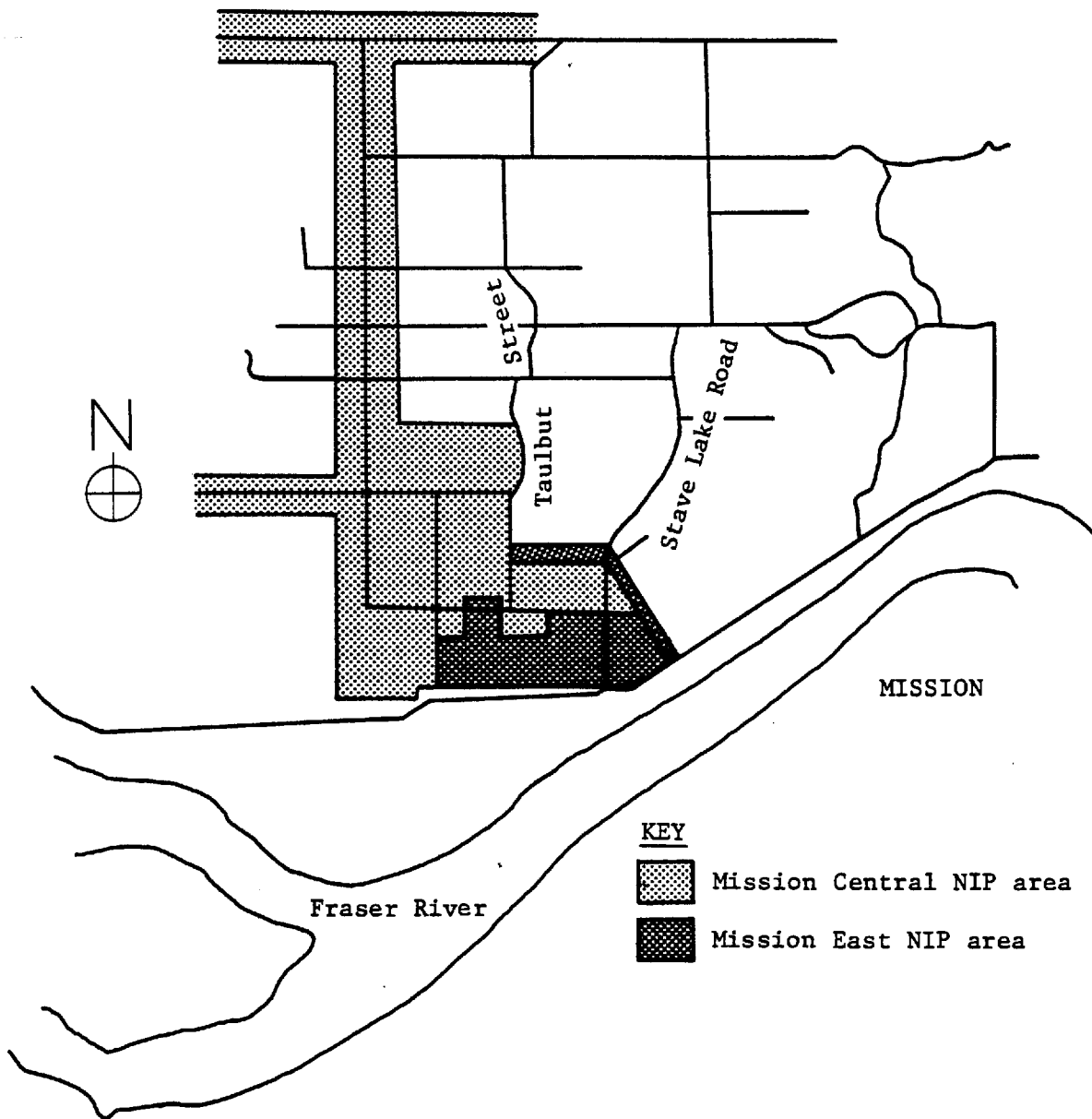


---

## MISSION MUNICIPALITY



## MISSION CENTRAL AND MISSION EAST



## MISSION MUNICIPALITY

---

### DESCRIPTION

#### History

Despite the fact that Mission was an established township as far back as 1861 and served as "the gateway to the north-eastern quadrant of the Fraser Valley" via the CPR, growth was relatively slow. In fact, the transition from a predominantly rural community to an urban one has occurred only in the last 10-15 years. This can be partly accounted for by the gradual replacement of trains by trucks as the major mode of short-haul transport, thereby lessening Mission's function as a rail centre. Another factor was the construction of the Trans-Canada Highway, by-passing the city to the south. This has tended to attract people to those areas with immediate access to the highway. Because of its location, land values today still rival those in adjacent communities, and as a result Mission has experienced a rapid increase in growth, particularly from 1971 to 1976 (7.4 per cent compared to the 3.3 per cent figure for the five years previous).<sup>1</sup>

#### Geography

Geographically, Mission sits above the Fraser River on a three-tiered plateau, tri-sected by ravines running in a north-south direction (total area: 25 833 hectares). The extreme northern section at the base of the foothills continues to be undeveloped, the major residential build-up occurring in the immediate northern and eastern suburbs.<sup>2</sup>

#### Administration

Being such a small urban community surrounded by rural areas, the city found it very difficult to conform to the eligibility requirements set by CMHC. In 1974, they submitted a concept plan to the province for the entire city which was subsequently turned down. It was felt by the municipality that Mission could not be fairly broken down into sub-districts. Eventually two areas, Mission Central and Mission East, were identified as meeting the requirements (designated 12 September 1975 and 22 June 1977 respectively). Once this technicality was satisfied, the approach during the entire program was to carry out the projects without any separation between the two NIP areas. That is to say, there was only one NIP committee set up for both "east" and "central" projects. Consequently, this has made it necessary to present this part of the report in the same fashion.

1. Public Works Canada, Area Screening Canada Fraser Valley British Columbia; Ottawa, 1978
2. Ibid

---

Roles/Attitudes

Despite initial delays the municipality was always very enthusiastic in their approach to NIP. It was felt that the program came at a very valuable time, and the municipality "went after it". The alderman involved was considered to be the major driving force in securing the selection of these two areas by the province for the NIP program.

Once the full time NIP co-ordinator was hired and trained, and the committee formed, the municipality participated mainly on an advisory basis (i.e. the Planning and Engineering Departments) where support and co-operation was required.

## MISSION CENTRAL AND EAST

### NEIGHBOURHOOD CHARACTERISTICS

#### Land Use

TABLE I

	Percentage of Total Land	
	Central	East
Residential	81.0	98.0
Recreational and Cultural	19.0	2.0

#### Housing Stock

As can be seen by the figures in Table I, very few apartment dwellings exist here, the vast majority being of the single-family type. Out of 75 people surveyed by council, 93.1 per cent were homeowners and only 5.5 per cent rented their place of residence.

The housing stock in both areas is some of the oldest in the Dewdney-Alloette District, the average being 23 years old but some dating as far back as the 1880s.

The condition of the housing was described as being moderately well-maintained, with sections that were "run down". At the onset of NIP, approximately 10-15 per cent were sub-standard, the main problem being of a structural nature; many had suffered from neglect as well.

#### URBAN INFRASTRUCTURE: Underground Services

Sanitary sewer systems at this time were in satisfactory condition, as they were put in fairly recently (middle to late 50s). The outstanding problem in underground services was the lack of adequate storm drainage. Some parts of this system have been in use since the 1940s, and are the wood stove type of main. Because of the area's hilly nature, heavy rainfall results in flooding of low-lying properties once storm sewers are overloaded.

#### Roads and Sidewalks

Most of the roads are still in rough condition, experiencing normal deterioration which has accumulated over the 20 years since last being paved. There are very few sidewalks, only gravel shoulders. Upgrading of roads and installation of sidewalks isn't practical unless the water drainage system is replaced. These conditions tend to accentuate the difference in appearance between these areas and the newer subdivisions that have finished streets, grass boulevards, and sidewalks. At present, however, a major drainage study is nearing completion that will allow this work to begin.

Recreation	Developed park area is not abundant, there being only three parks. There had always been so much open space easily accessible beyond the NIP area that there was no real need to promote parks. Those in existence were well-maintained with the exception of what used to be called Gulley Park (now Lane Creek Park). This park had become overgrown but was later refurbished through NIP.
Community Services	An old community hall (Elk's Hall), the Legion Hall, and schools (of which there are a total of three), provided the only available space for meetings, classes, wedding receptions, and the like. There were no teenage drop-in centres, and one treatment centre for alcoholics.
DEMOGRAPHIC CHARACTERISTICS: Income	Figures were unavailable for the average income in the NIP areas. It has been assessed that the gross annual household income was \$9 377 per annum in Mission. However, senior citizens represent about 38 per cent of the population in the NIP areas (see Table II), which would tend to bring the city-wide average down (average annual income for 65+ is \$5 300). Mission household incomes are considered below standard relative to other areas which have large proportions of commercial and industrial employees. There is also a significantly high number of welfare recipients in the city. The total number (in years immediately previous to 1976) has been estimated to be in excess of 15 per cent of the total population.

TABLE II

Percentage of Population

By Age Group\*

Age Groups	Number	Percentage
0-20	2	2.7
20-34	20	26.7
35-49	14	18.7
50-64	11	14.7
65+	28	37.2
Total	75	100.0

\* from a survey of 75 people in the NIP area

---

QUALITY OF LIFE  
AND COMMUNITY  
DEVELOPMENT:  
Sense of Community

COMMUNITY DYNAMICS

Before the influx of new residents in the 1970s, the two NIP areas (or "Old Town" as they are called), were really all of Mission. The ravines tended to separate the residents of Old Town in a geographic sense, but not socially; it was basically a loosely-knit community, having no independent, separate identity groups within it. Once Mission's growth began to escalate and new areas were added, it became one smaller community within the whole. Suddenly, these residents were having to compete with other areas for use of facilities, and were quickly losing their natural recreation areas. These changes gave the residents of Old Town a certain identity apart from the rest.

Social

The residents are very sports-oriented, having organized teams and clubs in soccer, baseball, hockey, curling, and figure skating. Other special interest groups are also prevalent. In fact, one respondent's description was that the area was "lousy with organizations". Volunteers are never lacking whenever needed.

In the past, community events varied from the annual Strawberry Festival to the Soapbox Derby (both discontinued). Presently, local citizens celebrate Pioneer Days (a festival carried out predominantly by local Indian bands) in the summer, and Logger Sports Day in the fall.

THE PLANNING PROCESS

Organization

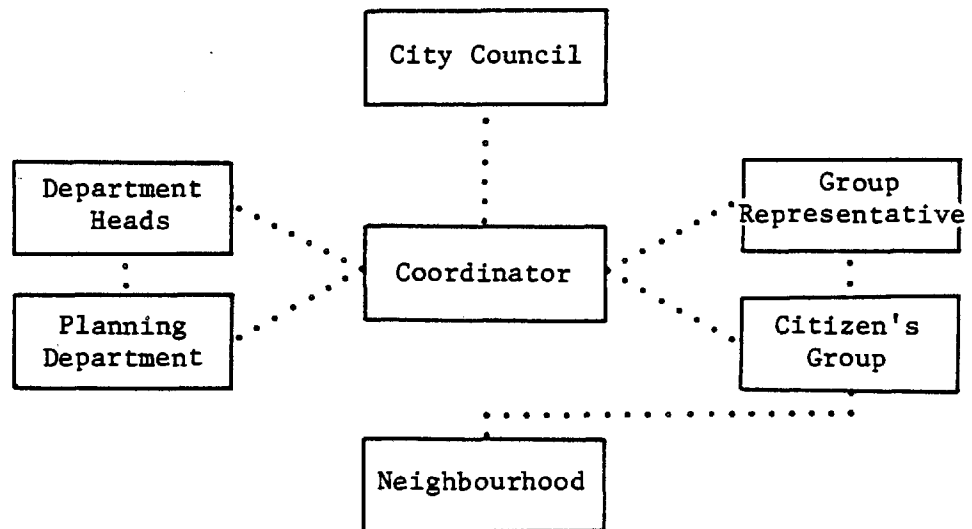
The majority of the citizen participation in the NIP program in Mission came from the senior citizens. All the respondents interviewed expressed admiration for their interest and enthusiasm. A group from the Old Age Pensioners travelled by bus to NIP community centres already built in order to gather information on desirable and undesirable qualities. This contribution was invaluable in the planning of the recreation centre needed so badly in Old Town. Only one respondent felt that these citizens were a little overbearing.

NIP Committee

Qualifications for serving on the NIP committee were simply to have been resident in the area for five years and have some knowledge or experience with the community and/or its needs. Seven citizens were eventually chosen, some volunteering while others were sought after. In addition a planner, building inspector, and an alderman sat on the committee in an advisory capacity.

Attendance was good. Absenteeism on the part of community members was two out of seven at its worst. Meetings occurred frequently during the selection stage (i.e. once a week). During planning, these meetings tapered off to once a month. Once the projects were being implemented there were only two more. The NIP co-ordinator did not feel that citizen input was necessary once the projects were underway. The NIP committee felt that it had better insight into the community's needs and desires than council. If they really "dug in their heels" over an issue, the only real grounds on which council could object was that of economic feasibility.

ORGANIZATION MODEL FOR  
MUNICIPAL/CITIZEN COOPERATION



---

## Planning Process

It was already evident that there was a glaring lack of recreational facilities in the two NIP areas. Present space was not adequate to meet the increasing demand. Therefore, when a survey was circulated to 850 households\* during February 1976, most questions dealt with social/recreational facilities. Complete coverage of every household was an impossibility, but it was felt that the sample selected was an adequate cross-section of the population. Six hundred and fifty Mission secondary students took on the responsibility of the disbursement and gathering of the questionnaires, as well as each filling out one of their own. The program was publicized in local newspapers, bulletins and flyers. The information gathered was compiled and used to establish the following priorities:

### Central

- 1) Renovations to the existing curling/arena complex.
- 2) Construction of a community/recreation building.

### East

- 1) Improvements on Lane Creek Park.
- 2) Third Avenue Park.
- 3) Stairway to school.

The committee had considered many options before these were finally decided on. As various proposals came up, they would be thrown out because they didn't conform, especially economically. Often the committee had to be brought down to what the purpose of the monies was. Once this was clarified, however, every final decision was a unanimous one as the needs were so obvious.

Results from the survey strongly indicated that residents shared the municipality's concern over lack of space for social and recreational activities. Selection of the site for the proposed recreation building was obvious - the fairgrounds. The advantages of this location were numerous, the main one being that the land was already owned by the city. In addition, an arena and curling rink were already located on the site. By building the new facility there, all the social and recreational activities of the community could be

\* An additional 1 000 questionnaires were circulated outside the NIP area.



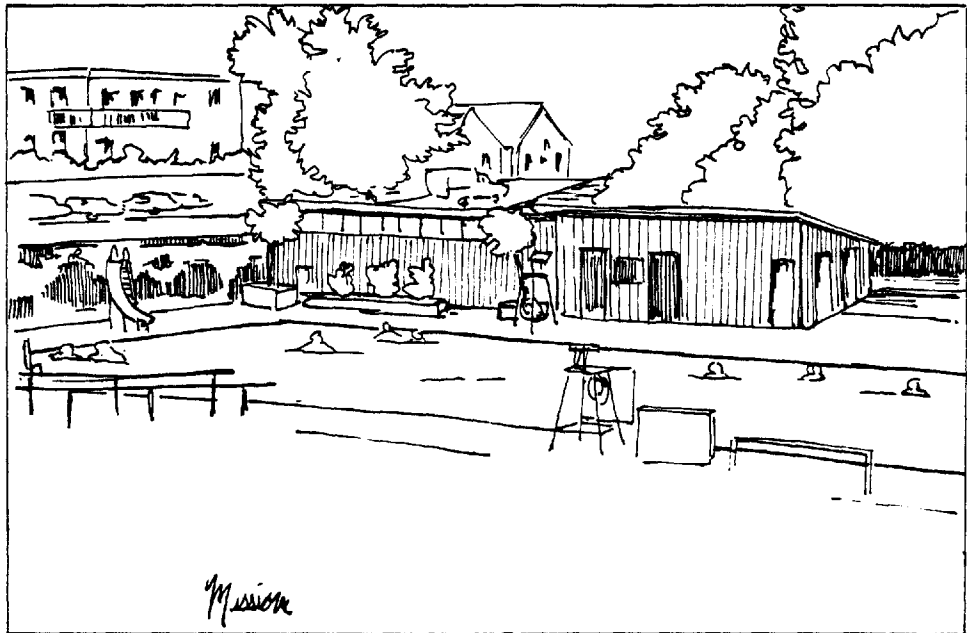
---

tied to one area. At the same time, operational and maintenance costs could be shared between the two buildings. The fairgrounds are centrally situated in Mission, and the residents were already accustomed to going to that location.

As mentioned in the planning priorities, renovations of the curling/arena complex were desired. This item however, had to be finally dropped due to lack of funds.

In Mission East there was no real passive park area. The site required for the new park was one that would have potential for further development, such as the addition of light activities (i.e. horseshoes and tennis courts). There was concern also, with children in mind, that the area be situated centrally and where traffic was minimal. The lot chosen on Third Avenue adequately suited these criteria. It is also a regular walking route to the downtown commercial centre of Mission, thereby providing a place to rest on the way.

It was decided to improve Lane Creek Park, previously mentioned in Neighbourhood Characteristics, rather than develop another park on a new site. As it is part of a ravine that people must travel around to get by, it seemed only logical to make it more appealing as a rest stop.



Mission - 2nd Avenue Park

A common response to the neighbourhood survey was a request for a new swimming pool. As this was not economically feasible, it was decided that a general face-lift to the old pool on Second Avenue would suffice until a new pool could be built.

#### PROGRAM CHARACTERISTICS

##### Objectives

Generally, the impression most respondents had of the NIP objectives was that the funds were meant to provide facilities for the improvement of the quality of life in a specific community in need. This was perfectly compatible with the goals of the municipality. There was no great difficulty understanding or achieving the objectives.

##### Criteria for Eligibility

Many of the respondents felt that the program was biased in design toward larger communities with greater population densities, rather than toward rural communities. In an area of this size and rural location, it is extremely difficult to exclude other neighbouring communities. The two NIP areas are also virtually inseparable, and there is no way to really ensure that one won't use the facilities of the other.

---

	Initially, CMHC had not enough experience with this type of municipality, and at times were at a loss as to how to analyze their situation. Finally (as the alderman put it), "we had to bend over backwards and into a pretzel to make this area fit like Cedar Cottage".
Guidelines	Non-overlapping of funds was also a restriction here. Approval was met on two occasions where transfers were requested, but finally denied on a third. This was not a reasonable guideline in a small community. Otherwise, they were practical and operational.
	<b>BUDGETING AND ECONOMIC ASPECTS</b>
Paperwork, Adequacy/Flexibility Cash Flow	Initially, problems frequently occurred in filling out the required forms, but were very quickly taken care of once CMHC was consulted. Once past the three application stages, with most of the paperwork completed, there was no difficulty.  The allocations for the NIP projects were considered to be satisfactory, in that everything was done that the committee had set out to do. Cash flow never hindered progress, as draws were never delayed beyond a few days of their request. Again, flexibility was questionable for this municipality due to the issue concerning the transfer of funds.
Balance by Stage	Balancing funds between the selection, planning and implementation stages was believed to be appropriate. According to the NIP co-ordinator, this can be attributed to the "small-town community" feeling of the area. Unlike the Planning Department in Vancouver, which is a large autonomous body, Mission's consists of relatively few individuals, everybody knowing everybody else. Co-operation amongst these and other municipal advisors kept planning time and costs to a minimum. Selection also occurred very quickly, the site locations for each project being so obvious.

---

### Composition

CENTRAL	CMHC	Province	Municipality	Total
Selection	\$ 5 000	\$ 2 500	\$ 2 500	\$ 10 000
Planning	19 600	9 800	9 800	39 200
Implementation				
• Soc./Rec. Facilities	271 587	135 793	135 793	543 172
• Resident Participation	7 300	3 650	3 650	14 600
• Administration	8 063	4 032	4 032	16 128
Total	\$311 550	\$155 775	\$155 775	\$623 100

---

### EAST

Planning	\$ 857	\$ 429	\$ 428	\$ 1 714
Implementation				
• Soc./Rec. Facilities	56 250	28 125	28 125	112 500
• Administration	13 343	6 671	6 672	26 686
• Land for open space	18 000	9 000	9 000	36 000
Total	\$ 88 450	\$ 44 225	\$ 44 225	\$176 900

---

### INTER-RELATIONS

#### NIP/RRAP Response

One committee member was designated to inform those residents who might qualify for RRAP assistance. Despite this, it is the opinion of another member that for the most part, the public was not aware of the program. He also added that even though funding was well spent, many of the repairs made to residences were not visible to neighbours, thus reducing their catalytic effect. Up to November 1980, 10 659 units had been approved for RRAP loans.

#### Interaction

The purposes of NIP and RRAP were described as being "diverse" by both the planner and the NIP co-ordinator; they could only fall under the general heading of "Improvements to the Area". In theory, the restriction that the two programs must operate simultaneously might have eliminated a community that is well maintained with respect to housing but

---

	<p>is in dire need of recreational services or other amenities. Furthermore, it was the NIP co-ordinator's feeling that the residents did not understand that the two programs were at all related.</p>
NIP/Community Development	<p>Many of the projects that were implemented were ones that had been needed and talked about for years by the municipality. This community development, then, would have occurred regardless of NIP but perhaps five or six years later. In an older, more densely populated and developed area, new projects usually have to replace existing structures; here, the land was immediately available. No displacement and relocation of residents occurred.</p>
NIP/other agencies, Activities	<p>If any proposal or plan came under the jurisdiction of any other agency, their feedback and involvement was secured from the beginning. It was obvious to everyone involved that they alone were responsible for carrying on after the projects were in operation. If a project couldn't be maintained, it wouldn't be serving the community.</p>
Federal/Provincial/Municipal	<p>Relations with CMHC representatives were characterized as being "excellent" and "smooth". In the early stages, two officials attended a meeting with council and community members in an attempt to familiarize everyone with NIP and RRAP. Any other problems encountered could be solved by phone within a week.</p>
NIP/Area Citizens	<p>Citizen involvement in this program did not create any negative effects. The architect never felt that this aspect interfered with his work, - quite the contrary. The design of the Leisure Centre was a literal copy of a building in Surrey.</p> <p>One of the NIP committee members was chosen because of his interest in art and his desire to see it promoted in Mission. As a result of his input, the centre has an arts display area and a crafts workshop. After the building was completed, he was hired to direct the production of a mural for one of the main halls.</p>

#### PROGRAM IMPLEMENTATION

On the whole, the implementation stage proceeded without any major snags, many respondents reserving most of the credit for the NIP co-ordinator and the alderman.

---

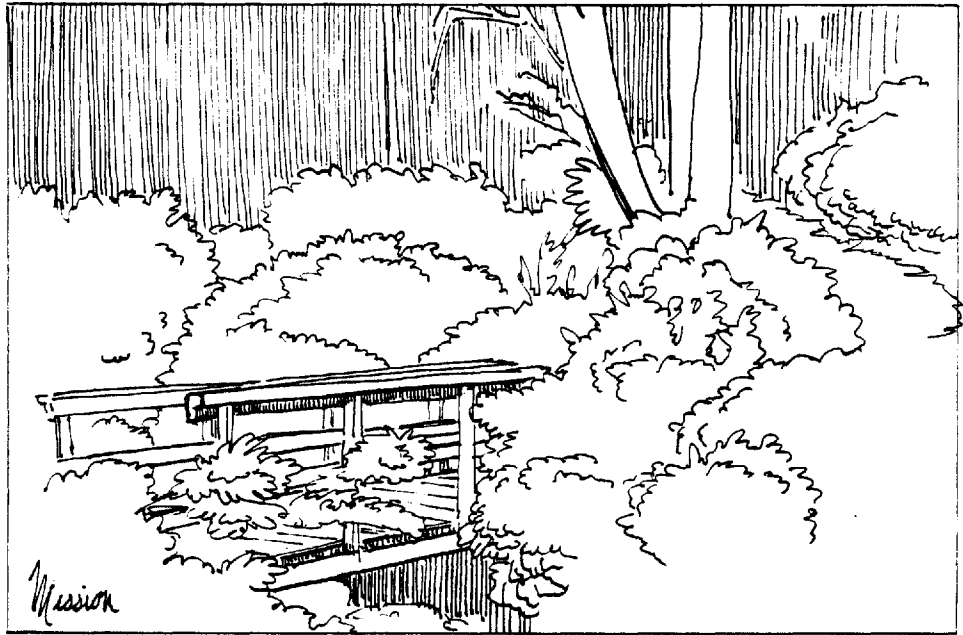
A certain amount of dispute occurred between the architect and the committee over the recreation/community centre. The committee's recreation director felt that many times it was necessary to curb the architect's extravagance. According to the director, the architect considered that the proper placement of the building should be across the fairgrounds from the chosen location (joined to the arena/curling complex) because it looked more appealing. According to the architect, however, the reasoning was based on the functional incompatibility between the two buildings. His impression of the new building's function was strictly community oriented. Other trivial disagreements occurred but in the end compromises were reached leaving everyone satisfied with the results.

#### EFFECTS OF THE PROGRAM

##### Neighbourhood Improvements

All the funds allocated to Mission Central went towards the construction of the Community Leisure Centre (\$623 100). The building provides space for an incredible variety of activities: meetings, games, workshop activities, classes and banquets. Provision was made for kitchen facilities, offices, storage and arts displays. The area immediately surrounding the centre was completely landscaped and pavement was put in providing considerable parking.

In Mission East priorities centred more around recreational improvements. Tennis courts, improvements to the existing swimming pool, and general area clearing constitute the greater part of work done on Lane Creek Park.



Mission - Lane Creek Park

Along with renovations inside the community pool and out, funds also provided slides, lane markers, flags, complete fencing, and safety lighting. Lane Creek Park stretches from behind the pool up to Seventh Avenue where an adventure playground and tennis courts (considered by the Tennis Club to be the best they're ever used) have been installed. The landscape of the park has been left almost totally natural, save for a few cut trails and bridges over the creek. It will be kept this way, the only future development in mind being the addition of a few passive activities, which will act as a buffer zone between the two "heavy" activities.

Another park, Fenn Park, was a completely new addition to Third Avenue. This is extremely small in comparison to Lane Creek Park, being roughly equivalent in size to the average house lot. Facilities include a play area and picnic tables.

---

A concrete stairway that goes up from Third to Fourth Avenue was refurbished with NIP funds. This bank is rather steep and is now safer for use by senior citizens and children. Bark mulch and bushes were added along the sides for beautification.

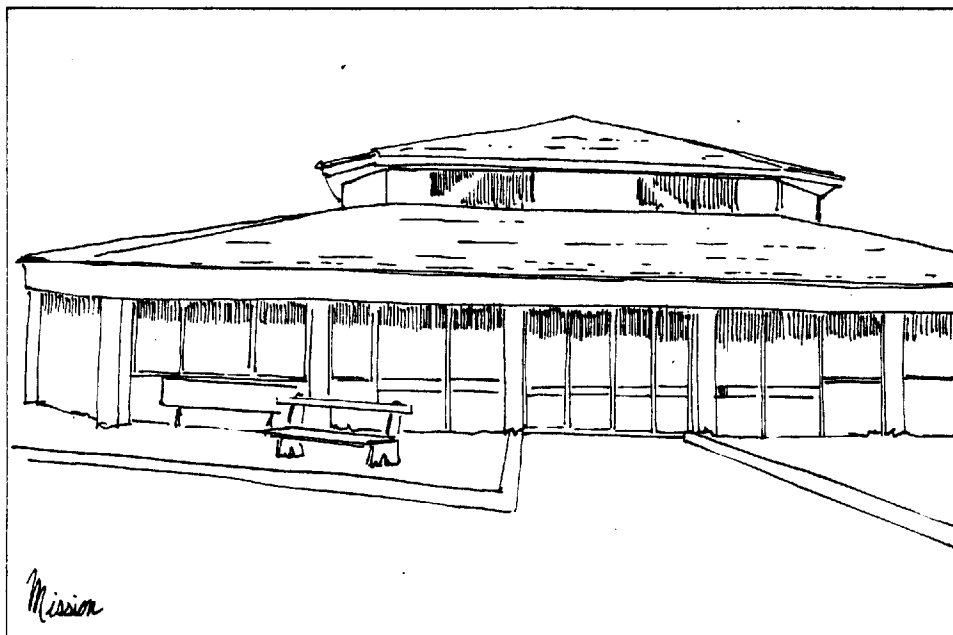
#### EFFECTS ON THE NEIGHBOURHOOD

##### Social

There was such an overwhelming need and demand for social/recreational facilities in the area that there was never any doubt that the Leisure Centre would be used. But no-one was really prepared for the overwhelming, "incredible" response that occurred. In fact, what was seen as a large building very quickly became almost too small. Space for a group to hold regular weekly meetings must be reserved as far back as September to get into the following year's schedule.

Having such a well-designed, functional plan, the types of groups present at any given time are very diverse (for example, girl guides, old-age pensioners, bridge club, senior choir, team sports), providing opportunity for interactions that were not possible previously. Those individuals that do not belong to any particular group have an opportunity to be exposed to what's available. The appealing architecture of the building, its central location and easy access has established it as "the" place to meet in Mission. It is directly responsible for starting up many new groups and also for saving others from folding.





Mission Community Centre

Senior citizens have received the greatest benefit from the centre by far. Their needs were given top priority during every phase of the project, especially the actual implementation. In September, during revision of the year's program, all other activities are planned around the old-age pensioners' schedule, because of their special transportation problems. This attention has given these residents a strong sense of belonging in the community. Now that there is a place close by to go, many of them are able to keep active and socialize with their peers.

Eventually, the municipality hopes to build additional facilities strictly for community functions, in order to devote the centre entirely towards recreational pursuits.

Both parks are also being used frequently. They have benefited from their central locations which were carefully chosen to avoid proximity to heavy traffic.

The general feeling of most residents in Old Town is that the projects provided by NIP were long overdue. They had begun to get the impression that they were being abandoned by the push of new development.

---

INDIRECT EFFECTS:

Economic (external)

Growth in Mission is picking up steadily in response to a trend for economic movement up the Fraser Valley. Outsiders' general feelings are very positive; they appreciate the lower property values, size and topography. Speculators view the area as being a viable market for suburban development. Investment is also increasing with respect to restaurants and stores. Whether NIP has been responsible for these changes is difficult to assess. Certainly, to some degree, but none of those interviewed could pin it down to an actual figure.

Awareness

Mission is still a small enough community that the citizens are not that far removed from council. (It was even faster to go directly to council rather than through a NIP committee member). The impression has never been generated that council members are unapproachable. However, this tends to create individual effort towards change instead of collective effort.

The most prominent feature of the program's effect in the Old Town is the stimulation it brought to promote other things. The parks would probably not have been possible at all without NIP but the improvements to the pool and the new leisure centre have definitely got the ball rolling for other things. "Activity breeds more activity".

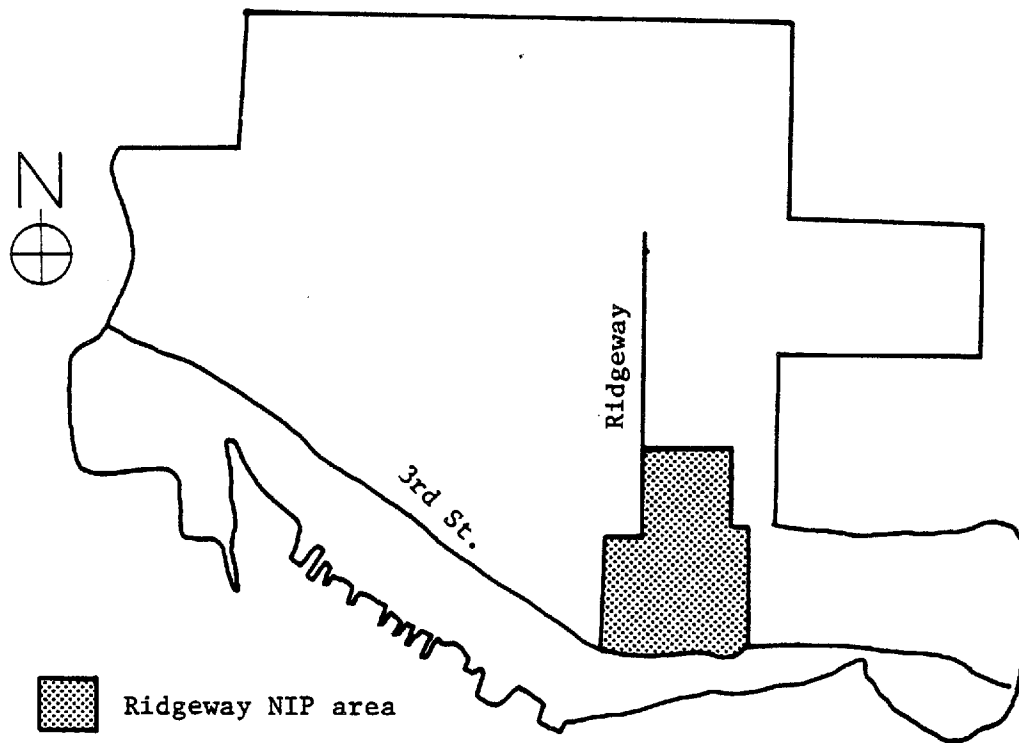


---

## NORTH VANCOUVER MUNICIPALITY

# RIDGEWAY

---



---

## NEIGHBOURHOOD CHARACTERISTICS

### Demographic

Ridgeway is one of the older residential districts in the municipality of North Vancouver. It covers approximately fifty city blocks and houses 3 480 people, over ten per cent of the city's total. This population is predominantly English-speaking and has a below-average family size due to the large number of senior citizens.

The residents have a generally low income base, averaging \$9 000.

9%	-	\$ 0 - 2 999
15%	-	\$ 3 000 - 5 999
34%	-	\$ 6 000 - 9 999
42%	-	\$10 000 - 14 999

### Housing

Many of the oldest homes in the city are located in the Ridgeway area. Most of the dwellings are single-family, with a small number of duplexes, conversions and apartment buildings. Sixty per cent of this housing was in need of rehabilitation. The majority of dwellings are owner-occupied (60 per cent).

### Land Use

Land use in Ridgeway reflects its primarily residential nature, with 93.6 per cent of total land being residential use: 3 per cent is industrial, commercial and unspecified. Institutional usage comprises 2.6 per cent and only 8 per cent is park and open space.

### Urban Infrastructure

In 1977, sewers, lighting, roads and sidewalks were considered substandard; while water, gas and electricity were deemed satisfactory.

Social and recreational facilities in the area were all considered inadequate; these consisted of four small parks and two schools. The schools had small playgrounds and poorly utilized space, and the parks were underdeveloped and had few recreational resources.

## COMMUNITY DYNAMICS

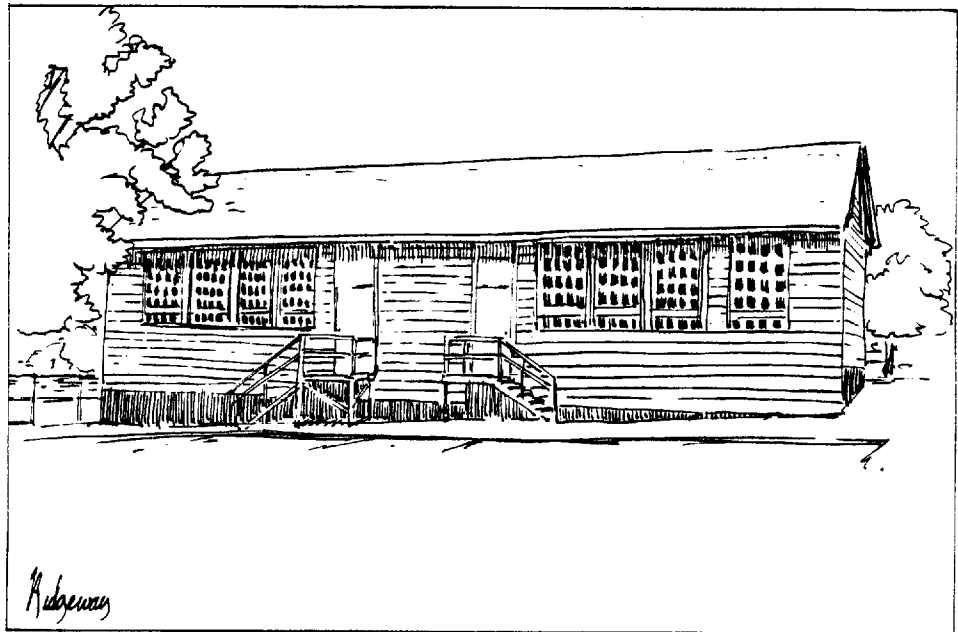
Ridgeway is a quiet, modest neighbourhood and there are few social or recreational associations located in the area. There is not a strong sense of community, inhabitants see themselves as a small number of residents of the larger area of the North Vancouver municipality.

---

### THE PLANNING PROCESS

In January of 1977 a public meeting was held to inform the residents of the availability of NIP and to discuss area boundaries. Over 150 residents attended, and showed strong support for the program; volunteers came forward to form a citizens' advisory committee and in February the city designated Ridgeway a NIP area.

It was the committee's role to help determine the needs of the area and develop a concept plan in conjunction with the planner. As a rule there were seven or eight members on the committee and they met on a weekly basis during the planning stages and then bi-weekly.



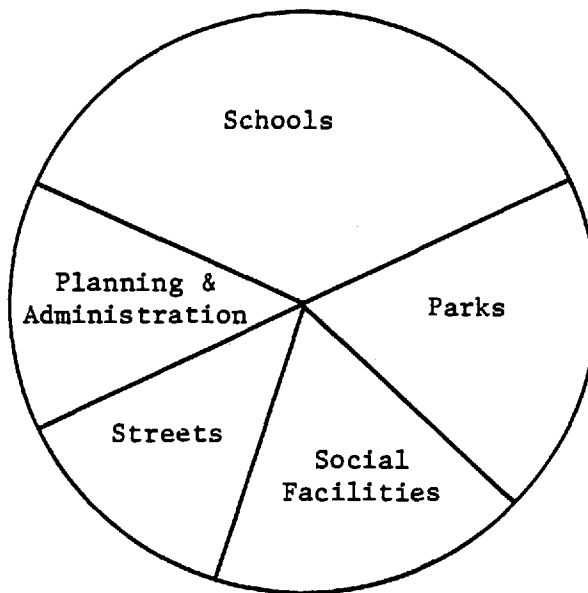
Ridgeway NIP Area Site Office

---

A site office was opened to provide public information about NIP and RRAP and served as a meeting place for the committee. A questionnaire to determine the perceived problems of the neighbourhood was developed and distributed to each household. Eighteen per cent were returned and this was considered to be good by those involved. With this feedback and the results of familiarizing community walks, along with the planners' concerns, a concept plan was formulated to lay out the goals of NIP in Ridgeway and the projects to be undertaken.

Once priorities were established, subcommittees were set up to deal with each goal and report on suggested action.

The original concept plan was divided in this way:



Later in the program the city allocated additional monies towards the renovation of Emerald Park Lodge, under Social Facilities.



---

Schools	<p>There are two schools in the neighbourhood that are considered important elements in the community, particularly Ridgeway School, which is centrally located. Residents were interested in upgrading the grounds for both use by the school and the community at large.</p> <p>Recreational open space is at a minimum in the community and it was felt that upgrading the school would serve the dual purpose of providing a recreation space for the school children and serving as a neighbourhood park for residents.</p>
Parks	<p>As stated earlier, park space is minimal in the Ridgeway area. Due to cost considerations it was not deemed feasible to purchase land for park development. Instead, it was felt that NIP money should be used to upgrade existing parks.</p> <p>Three "vest pocket" parks spotted throughout the neighbourhood were chosen for renovation, as well as the land adjacent to the lodge. Included in this upgrading allocation was a portable building beside the main school that is used for social and recreational events.</p>
Social Facilities	<p>Present in Ridgeway is Emerald Park Lodge, a large house of historic value to the area. At present its condition is deteriorating and the committee felt that NIP funds should be used to preserve and restore it, so that it could be used by the community as a social facility. They have recommended to the municipality that it be designated a heritage building.</p>
Streets	<p>A high priority for Ridgeway residents was street improvements. There were many roads in the area requiring upgrading. The cost of total improvement would be well over \$1 million. It was decided that the greatest benefit from the NIP funds would result from concentrating them in the busiest areas of the neighbourhood. Those that were chosen are well-used pedestrian routes to schools, parks and commercial areas.</p> <p>Marked crosswalks, improved lighting and bus shelters were also concerns of the residents, but it was felt that these should be provided by the municipality.</p>

#### PROGRAM CHARACTERISTICS

Objectives	<p>The Ridgeway planner felt that the objective of NIP, to improve the quality of life in the neighbourhood, was difficult to achieve, in that, being a social concern it was hard to measure and to modify.</p>
------------	--

---

Program Concept

It was felt that the eligibility guidelines, disallowing apartment areas, was discriminatory and that residents in apartments have just as much, if not more need for improved neighbourhood conditions. The Ridgeway area is bounded by a thin strip of apartments on the other side of which is a small commercial area. It is felt that this sector too should have been eligible as it requires extensive upgrading along with Ridgeway.

The planner also felt that there should be more monetary guidelines, as to how much money could be expected. In this instance, only the minimum \$200 per capita was allocated with no explanation from the senior governments.

Other than these two concerns the guidelines were considered reasonable and were flexible enough for implementation of the program.

M and O Bylaws

The municipality of North Vancouver did not have a standing maintenance and occupancy bylaw prior to NIP, but put one together to meet CMHC criteria. This bylaw however is considered very difficult to enforce as the provincial municipal act does not give the municipality the authority to do so. Thus, legally, it is considered very unstable.

BUDGETING AND ECONOMIC ASPECTS

The allocation of \$700 000 was considered to be rather limiting, however no further allocations were requested. Funds were flexible and could be transferred easily.

---

			CMHC	Province	Municipality	Total
Planning and Selection	-		\$ 17 205	\$ 8 602	\$ 8 603	\$ 34 410
Implementation						
complete	Schools	-	24 412	12 206	12 206	48 824
unfinished	Parks	-	82 500	41 250	41 250	165 000
unfinished	Soc. Fac.	-	50 000	25 000	135 000	210 000
complete	Streets	-	45 886	22 944	114 717	183 547
unfinished	Admin.	-	31 720	15 860	15 860	63 440
Total			\$251 723	\$125 862	\$327 635	\$705 220

---

Cost overruns were experienced for engineering, due to modification of plans and inflation expenses.

---

#### INTER-RELATIONS

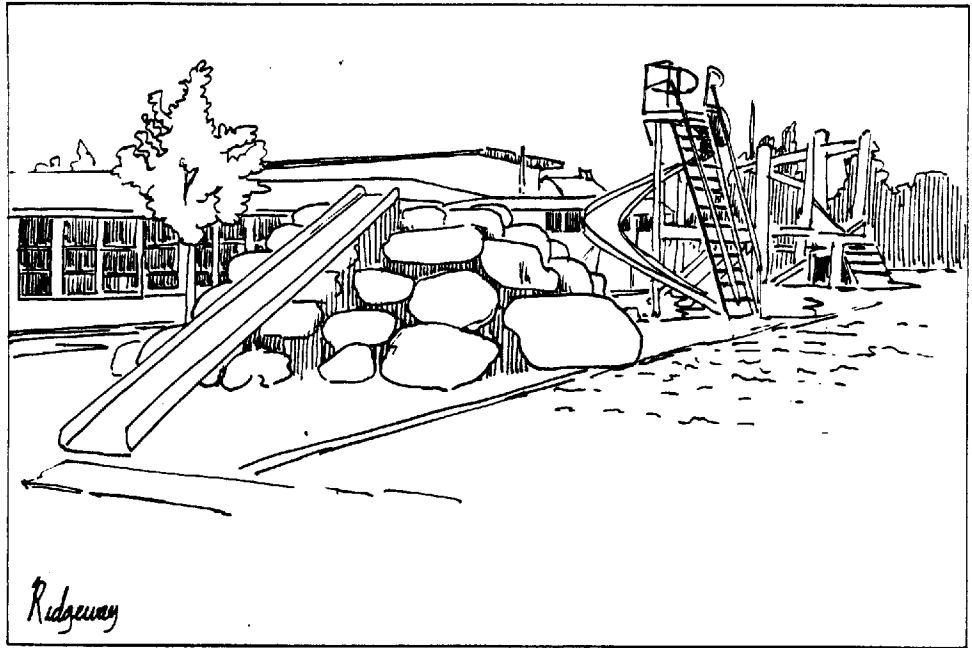
RRAP	The NIP coordinator who worked at the site office was also the RRAP promoter. The area experienced a high degree of RRAP take-up early in the program. This tended to drop off in the later stages of the program as income guidelines did not keep up with inflation. However, many senior citizens on fixed incomes were served.
Federal/Provincial/ Municipal	Interaction between government levels took place primarily between CMHC and the planner. There was considerable difficulty in interpreting the NIP operators handbook and it was found in some instances that the interpretation by local CMHC personnel differed from that in Ottawa. And though clarification was eventually achieved it was almost always verbal and thereby somewhat unstable. Relations were generally good as both parties were very cooperative.
City	Within the municipality, the Parks and Engineering Department worked in conjunction with the planner for projects under their jurisdiction. Relations here were judged to be successful.
Schools	Relations between school staff and the planner and landscape architect do not seem to have been of the best. Teachers opposed a number of play structures chosen by the architect and students because of what they perceived to be greater supervisory needs. On a number of occasions the planner received approval of plans from the staff, who later objected to the projects during and after their implementation.

#### PROGRAM IMPLEMENTATION

There were a few problems encountered in implementing the program. Construction of the projects took longer than estimated due to changes in plans and poor weather conditions. Authorities also had difficulty in determining the use of the lodge and trying to find acceptable tenants. Because of this the project has overrun its three-year deadline.

#### EFFECTS OF THE PROGRAM

Neighbourhood Improvements	Upgrading the schools was a high priority, in particular Ridgeway School, which was perceived as the focus of the neighbourhood. Improvements were to be a creative playground, a fitness track, tennis courts, landscaping and paving, relocation of teachers' parking and a partial street closure to facilitate construction of a regulation - size playing field.
Schools	



Ridgeway Annex playground

Due to cost considerations the playing field and closure could not be attempted. The creative playground plans, established from teacher and student input, had to be cut back to meet budget estimates. All other projects were completed.

These facilities are being used extensively by the school children and to a lesser extent by the community at large. Residents have noted satisfaction with the improved appearance of the school grounds.

The smaller Annex also received improvements in terms of landscaping and better play facilities. The playground structures are imaginative ones but are considered by teaching staff to be too advanced for the age group (5-7) that attend the school. The play area appears to be well used during and after school hours.

#### Parks

Three small parks in the area have received improvements, these being primarily planting, curbing and the addition of benches and signs. As a result they are of better appearance, but their degree of use does not seem to have been greatly affected by the improvements.

---

## Social Facilities

Projects that are still to be completed are the upgrading of Emerald Park Lodge and the renovation of the Green Building beside the school grounds. The Emerald Park development has been delayed due to indecision over the future of the Lodge. The Green Building has been an issue of contention as to who will continue its maintenance. This has now been settled and work is expected to begin shortly.

As stated earlier, the future use of Emerald Park Lodge is still undecided, and thus NIP funds cannot be expended until an agreement is reached between the operators and CMHC that the building will be open for community use for a minimum of eight years. The municipality has yet to come to a decision, but proposed uses are:

1. A multi-purpose community service centre operated by service organisations such as the Jaycees or Kinsmens Association.
2. Headquarters for the North Shore Family Services Society.
3. A heritage building for museum, display and meeting purposes.
4. Headquarters for the Lower Lonsdale Information Centre.
5. A senior citizens' activity centre.
6. An education centre for extension courses.
7. A multi-purpose centre including reading room, historic display, crafts centre, meeting rooms and community offices.

## Streets

Street improvements were a major concern for Ridgeway residents, but due to cost, only a few could be implemented. These were areas of major traffic; curbing, sidewalks, sewers and paving were carried out. These projects were considerably over budget due to delay in implementation (two years), inflation costs and changes in design. An elaborate curving sidewalk design was carried out along Queensbury Avenue, and it was here that most of the additional costs were encountered.

Neighbourhood respondents were generally pleased with the improvements, but homeowners along Queensbury Avenue were mostly indifferent to the changes, displaying this attitude by neglecting to cut the grass along their boulevard.

---

#### EFFECTS ON THE NEIGHBOURHOOD

##### Immediate

The immediate effect on the neighbourhood has been to upgrade the recreational facilities available and increase the attractive appearance of the area. It is difficult to ascertain the immediate effect of NIP on the quality of life in the neighbourhood. The majority of resident respondents noted little change, unless living immediately beside a NIP project.

##### Long-Range

The most substantial effect in the area has come from the high take-up of RRAP. This has had the immediate effect of upgrading living conditions for those in deteriorating homes and has had the long-range effect of allowing those on limited incomes (senior citizens) to remain in the area and thereby preserve the character of the neighbourhood.

NIP has not increased municipal concern in the area, or established any long-range planning. The extent of municipal interest has been to provide funds for an expanded playground on the site of Ridgeway School.

Neither has NIP had much success in increasing the level of community dynamics. Ridgeway has always been a reserved neighbourhood and continues to remain that way.

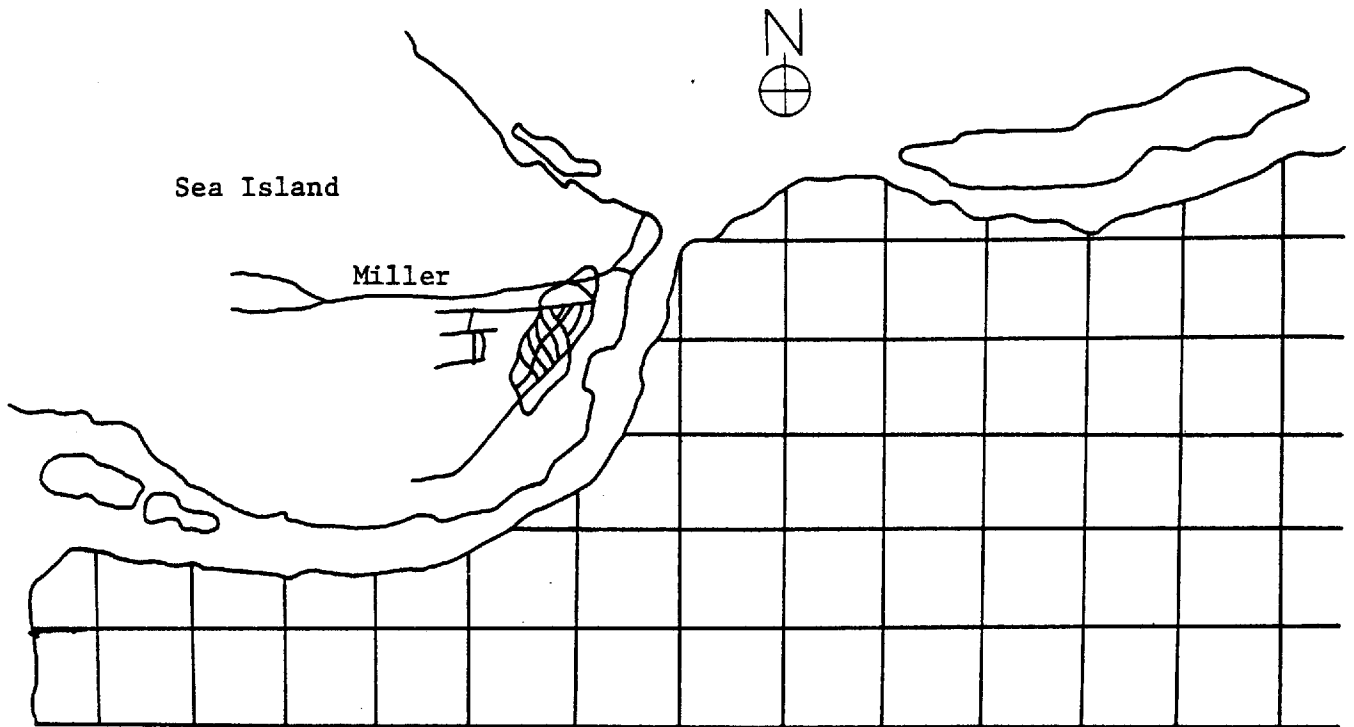


---

## RICHMOND MUNICIPALITY



# BURKEVILLE



Burkeville NIP area

---

Area: 94 hectares  
Designated NIP: September 1975  
Total Allocation: \$180 000

#### NEIGHBOURHOOD CHARACTERISTICS

##### Demographic

Burkeville is a small community in the township of Richmond, located nearby the Vancouver International Airport. Its population numbers 892 and has a low to moderate income base, the average income in 1974 being \$9 488.

##### Income

0 - 4 999	-	14%
5 000 - 6 999	-	12%
7 000 - 9 999	-	38%
10 000 - 14 999	-	30%
15 000 - 19 999	-	4%
20 000 -	-	2%

Most residents have had a high school education and some have had a few years of university.

##### Housing

Of the 284 homes in Burkeville, 196 were in need of some kind of major repair in 1975. Most of these are single-family homes and 60 per cent are owner-occupied, 40 per cent are tenant-occupied.

##### Urban Infrastructure

Physical services were all in poor condition; watermains, sewers, roads, sidewalks, lighting, hydro and electricity were all judged to be inadequate. Social and recreational facilities were provided by the community hall, the school and the local park.

#### COMMUNITY DYNAMICS

The community of Burkeville is isolated geographically from the rest of the township. It has always been an independent neighbourhood with a strong sense of community. There are only a few local associations, the foremost of these being the Sea Island Ratepayers Association that is active in community affairs.

#### THE PLANNING PROCESS

Burkeville was designated NIP in September 1975. A preliminary public meeting was held to inform residents of the allocation and purpose of NIP. At this meeting an Advisory Committee was formed of resident volunteers. The Committee

---

of eight members identified issues and objectives, and indicated priorities for improvement.

The committee and planner established their priorities to be the improvement of social and recreational amenities. The projects in the proposed concept plan were as follows:

- beautify the park entrance to Burkeville
- construct tennis courts, spray pool, horseshoe pitch, adventure playground, open-pit barbecue and washroom facilities on park site
- fence in park area for children's protection
- build bus shelters
- erect a store building

#### PROGRAM IMPLEMENTATION

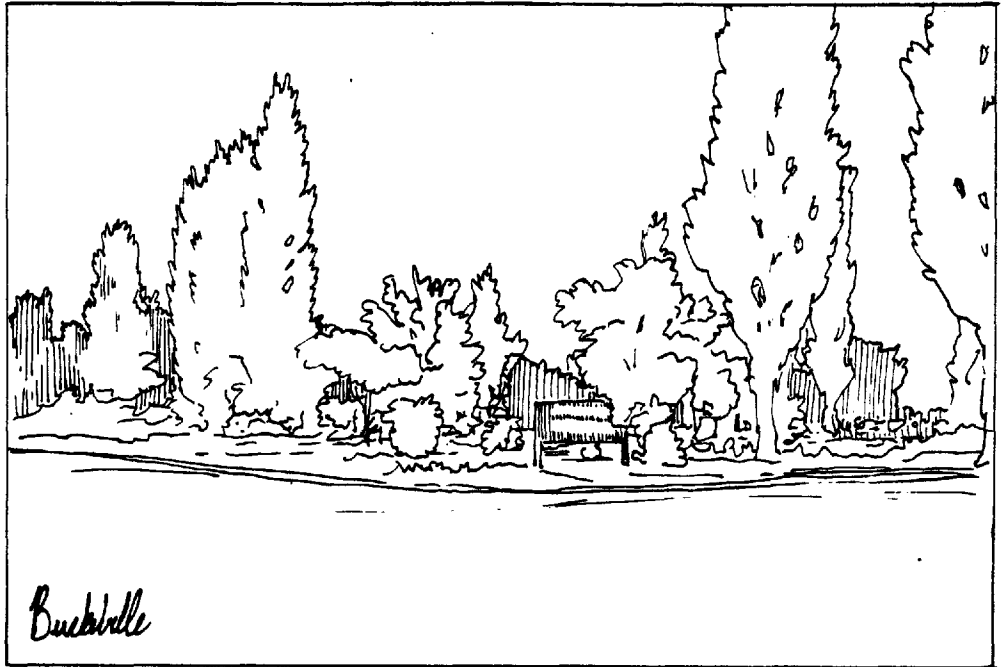
Implementation of the program in Burkeville was severely hampered by the rapid turnover of NIP co-ordinators, four co-ordinators in as many years. The program lacked consistent leadership and as a result took longer to implement, and suffered from financial over-runs. Resident dissatisfaction grew to such an extent that the original committee membership of eight dwindled to two.

#### EFFECTS OF THE PROGRAM

##### Neighbourhood Improvements

##### Park

The Park has received improvements, but not on the scale originally planned. Tennis courts, a horseshoe pitch, spray pool, playground and fencing have been installed. The entrance has received some landscaping. Washrooms were eliminated from the plan due to the high cost of estimates. Those improvements completed receive a high degree of use, in particular the tennis courts and playground area. Problems have occurred with the spray pool and it remains to be fixed.



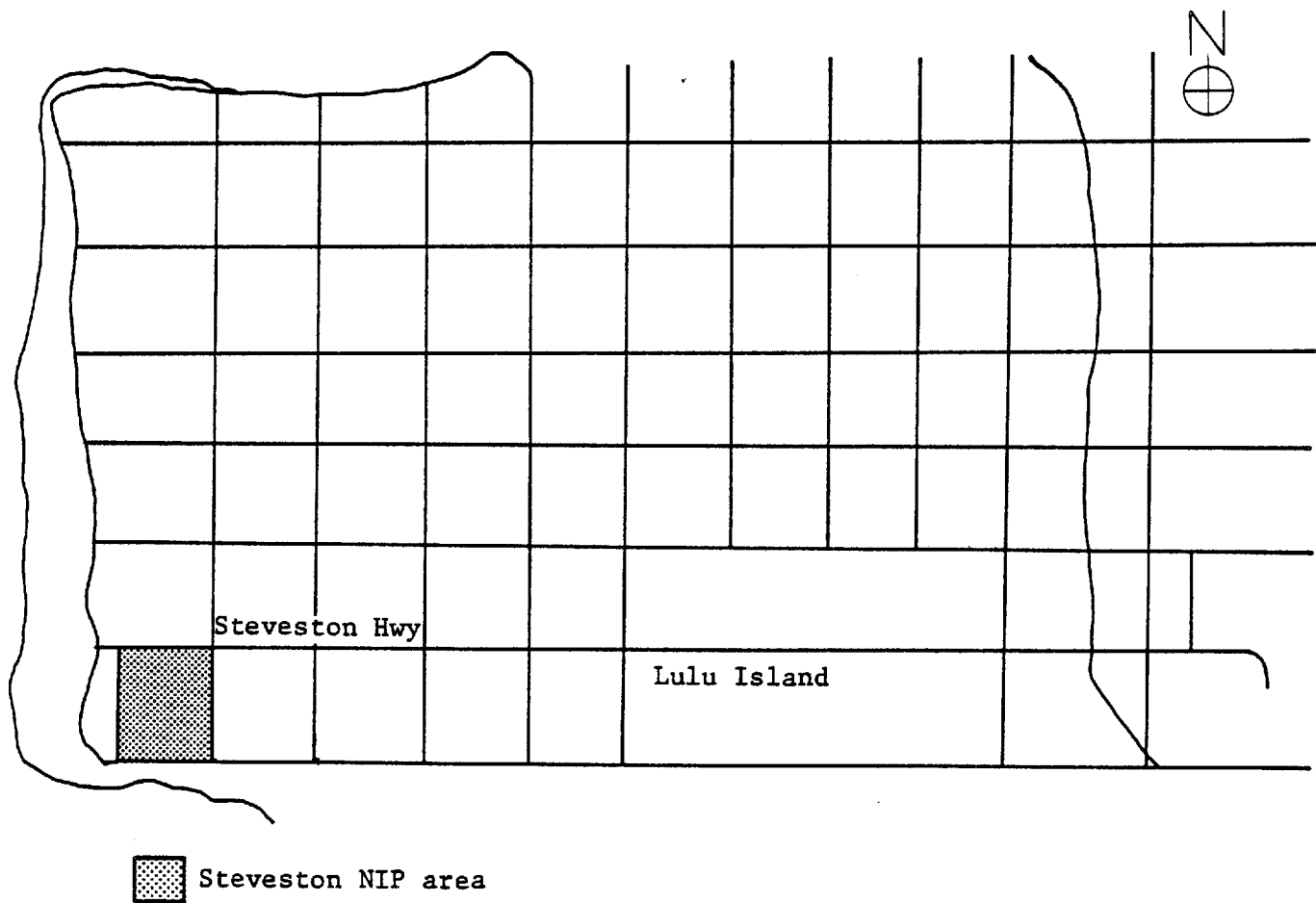
Burkeville NIP Area

The concept plan also called for the construction of a store building. This has not taken place because of high projected costs and low-revenue expectation. Bus shelters were acquired as planned, but receive limited use as the bus passes infrequently.

#### EFFECTS ON THE NEIGHBOURHOOD

The immediate effect that NIP has had in the Burkeville area has been the improvement of facilities in the park area. Residents appear happy with the improvements that have taken place, however the majority were dissatisfied with the length of time it took to implement the program and felt that the city planning department had given NIP low priority. In this sense NIP has not helped relations between the community and municipality, nor has it resulted in greater community involvement.

STEVESTON



## STEVESTON

---

Area: 94 hectares  
Designated NIP: September 1975  
Total Allocation: \$420 000

### NEIGHBOURHOOD CHARACTERISTICS

Demographic	Steveston is a small community in the township of Richmond, of historic importance as an early fishing port and an area of Japanese settlement. The area's population is approximately 1 400 and is characterized as low to moderate income, the average household earning \$9 174 in 1974. Most residents have some high school education. The majority of the population is in the labour force and many are employed locally in the fishing industry.
Housing Stock	Houses in Steveston are, for the most part, single-family homes and of these, 82 per cent are owner-occupied, and 18 per cent tenant-occupied. It was estimated in 1975 that 155 out of 468 households were in need of some major repair, nine dwellings were beyond repair.
Land Use	Land use in the area reflects its primarily residential nature, with 90 per cent of the land being reserved for this purpose. Parks and open space comprise 5 per cent, commercial use makes up 3 per cent and industrial use 2 per cent.
Urban Infrastructure	Municipal services were perceived to be badly in need of repair by the planner and residents who felt that ditches should be filled in, sidewalks and watermains installed and lighting improved. Recreational facilities are limited to the community centre and the school yard. Social facilities are supplied by three churches and a small number of senior citizens' residences.

### COMMUNITY DYNAMICS

Steveston experiences a high degree of community involvement in such associations as the Community Society, and Historical Society and the Richmond Centennial Society.

### THE PLANNING PROCESS

Steveston was designated NIP in September 1975. A preliminary public meeting was held to inform the community about NIP and to ask for volunteers to form a NIP residents' committee. Ten persons volunteered to serve on the committee

---

in an advisory role. Their job was to identify issues, prepare objectives and indicate priorities for improvement.

In order to obtain input on a community wide scale, a questionnaire was developed and neighbourhood canvassing was carried out. The results of this survey indicate that two neighbourhood priorities were the filling in of ditches and covering of the local swimming pool. Other municipal services such as sidewalks, watermains and lighting were named as areas in need of improvement. However, all these projects were deemed too costly to be undertaken through NIP.

Other proposals that were found feasible and included in the concept plan were:

Recreational  
Facilities

- the construction of new tennis courts
- the repair of the community centre roof
- the addition of new recreational facilities at the community centre
- the construction of a new lacrosse box

Social  
Facilities

- the renovation of the old Royal Bank building for use as a museum and post office

Area  
Beautification

- the creation of neighbourhood parks
- the enhancement of the main business thoroughfare.

#### PROGRAM IMPLEMENTATION

Implementation of the program in Steveston was hampered by the turnover of NIP co-ordinators. In five years there were three co-ordinators, and with each change, momentum was lost. It was the committee's view, that implementation would have been considerably quicker had the same co-ordinator been employed throughout the program.

#### EFFECTS OF THE PROGRAM

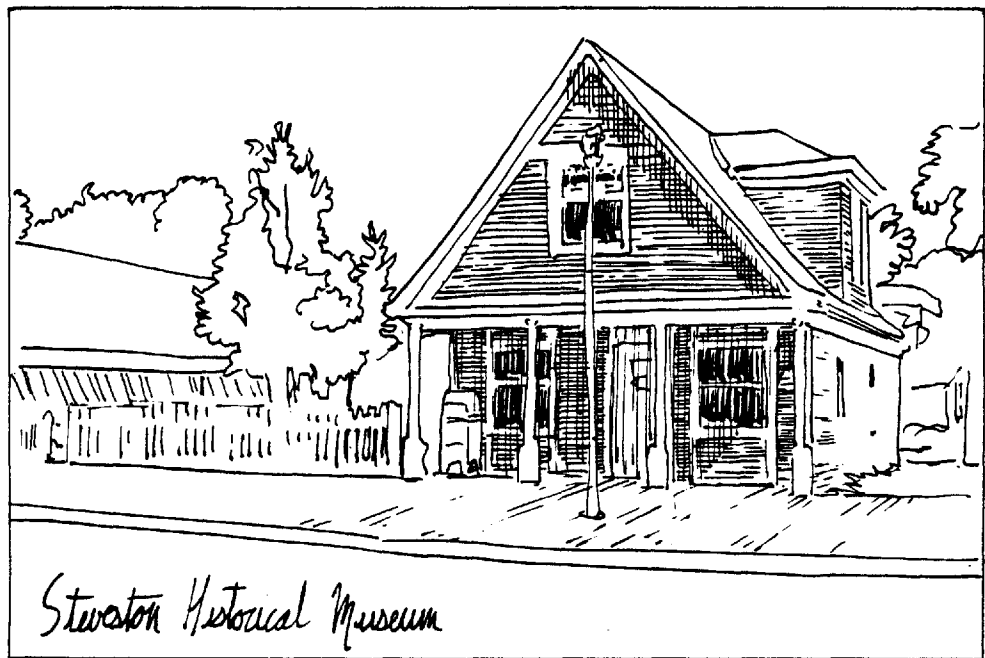
Neighbourhood  
Improvements

Social  
Facilities

The old Royal Bank on Moncton Street is of considerable historic value. Constructed in 1894, it is representative of the popular type of bank building at the turn of the century in towns in Western Canada and the Northwest Territories. Of over 350 of this kind built in Canada, the Steveston example is the only one still standing. It was therefore of prime importance to the community to preserve this building as part of its cultural heritage.

---

It was agreed that the building should be purchased and developed as a museum and post office. At that point, the Steveston subpost office needed a new location and it was felt that the building could harbour both cultural and practical concerns, the post office helping to finance the museum by providing staff.



Steveston Historical Museum: retaining of boardwalk, wood siding and historical facade

Conversion of the bank to a museum has created a cultural focus for the community and given a home to the recently formed Steveston Historical Society. The project, undertaken during Richmond's centennial year, has been nominated for the 1980 Heritage Canada Award.

#### Recreational Facilities

Along with cultural expansion, NIP also brought some much-needed recreational improvements to the Steveston area. Of the aforementioned recreational proposals, the tennis courts and lacrosse box were constructed and repairs made to the community centre's roof. All of these projects have been an unqualified success, the tennis courts and lacrosse box experience heavy use and the community centre can continue its present use unhampered by bad weather.



---

Area  
Beautification

Beautifying the business district and creating a town square were also priority proposals of the concept plan. The town square, constructed beside the museum/post office has helped create a central focus for the neighbourhood, and is often used by residents as a lunch area. Trash containers have yet to be provided however, and refuse has become somewhat of a problem.

#### EFFECTS ON THE NEIGHBOURHOOD

The immediate effect NIP has had in the neighbourhood has been to upgrade the community in terms of social and recreational facilities by expanding existing services and creating new ones.

NIP has helped deepen the already strong sense of community in Steveston, but has had little long-range effect on community involvement. The majority of respondents were pleased with the final results of NIP, although wishing they could have been more quickly completed.

---

## SURREY MUNICIPALITY

## SURREY MUNICIPALITY

---

The District of Surrey is one of British Columbia's largest municipalities, covering an area of 200 square kilometres. It is also one of the Lower Mainland's growing communities with a population of approximately 139 500. Since Surrey covers such an extensive area, its topography varies throughout. Bounded by the Fraser River on the north, Surrey has access to the ocean along its southwestern border and is surrounded by adjacent municipalities.

Surrey's Crescent Beach and Bridgeview areas were both designated NIP areas, respectively, on 9 July 1976 and 22 June 1977.

## CRESCENT BEACH

---

### NEIGHBOURHOOD CHARACTERISTICS

Crescent Beach is located at the southwest corner of Surrey on a peninsula projecting into Mud Bay. The village of Crescent Beach, where the NIP area is situated, began to attract picnickers in the 1870s and served as a summer resort for wealthy families at the turn of the century.

Though Crescent Beach is still used as a summer resort, more and more people are making it a place of permanent residency.

#### Demographic

Crescent Beach has a stable population of 1 267 with greater proportions of retired people and young families.

The education level and income ranges of those living in Crescent Beach indicate quite a discrepancy in the area. Though a preliminary survey (1971) by the municipality places 34.8 per cent of the householders as earning below \$4 999 there is a general feeling that the average income in Crescent Beach exceeds that of Surrey. The NIP area has a mixture of residents from working class to professional occupations (i.e. doctors, lawyers, businessmen).

According to one municipal source, Crescent Beach is one of the "richest NIP areas in Canada" with millionnaires as residents. This respondent felt that the 1971 census, conducted mainly during the winter months, failed to show the incomes of the summer-time residents and did not fully represent the area.

#### Housing Stock

Single-family dwellings predominate in the NIP area and there is visible lack of multiple family units.

According to the Crescent Beach NIP questionnaire, 59 per cent of the homes are over 25-years old. Many of the older homes were built as summer cottages without proper construction or facilities, so the condition of these dwellings ranged from "poor to fair". The building inspector estimated that 2 per cent of the NIP area's 500 units were badly deteriorated.

On the other hand, Crescent Beach is also the location of new and extensively renovated homes on beach-front lots which command a market value in the \$100 000-\$200 000 range.

Approximately 30 per cent of the homes are owned by absentee landlords.

#### Land Use

These homes are in a low-density housing area, with about 72.9 per cent of the land being used for residential purposes. About 25.1 per cent is parkland or open spaces. Two areas are zoned for commercial use: a half-block area and a small-scale commercial centre on Beecher Street, both separated

---

Urban  
Infrastructure

from each other by housing. Beecher Street received major upgrading and improvement through NIP.

The physical services in Crescent Beach generally appear to be in fairly good condition. The existing sewer system was installed in 1971 and both hydro and gas were installed by the B.C. Hydro and Power Authority.

Crescent Beach lacks sidewalks and requires more upgrading of streets. The shortage of public parking spaces aggravates traffic congestion, particularly during the summer when thousands of people gather daily at the beach. Visitors park haphazardly in front of residences and there is a serious lack of public washrooms.

Several respondents expressed concern about the water pressure (the water system is privately owned) which could pose serious problems in the case of fire.

In the way of facilities, the Camp Alexandra Children's Centre provides a place for child care, meetings and programs for people of all ages. The Dunsmuir Farm/Blackie Spit Lagoon attracts strollers, picnickers, and has a local swim club pool. Of course, the beach is a major attraction for both residents and visitors. The former hockey/tennis court was well-used but the area lacked a public playground for children.

Contextual Factors

Since Crescent Beach is geographically isolated from the rest of Surrey, the impact of the Neighbourhood Improvement Program was not felt outside the area.

Perhaps this isolation also reinforces the "village pride" the residents feel for their area. The wish to preserve the quiet, semi-rural aspect of Crescent Beach compelled the NIP committee to set down some guidelines in regard to the new commercial buildings in the area. These buildings should retain the "circa 1920s cottage" look which is exemplified by existing cottages and shops.

Whatever the appearance of the NIP area, Crescent Beach remains a popular recreational attraction to residents from all over the Lower Mainland.

COMMUNITY DYNAMICS

Quality of  
Neighbourhood

There are a few social organizations in Crescent Beach including a Property Owners' Association and a local naturalists' club. One organization which has a very active role in the area is the 62-year old Crescent Beach Swim Club. This club offers an extensive sports-oriented program.

---

Crescent Beach residents do have a sense of community and feel concern for the area. Most of the citizen leaders noted that solidarity seemed to increase during the program, but simultaneously little "special interest" groups seemed to materialize (such as senior citizens and naturalists). There also seemed to be a division in interests between long-time residents and newcomers to the area but none of the differences posed any serious problems.

#### THE PLANNING PROCESS

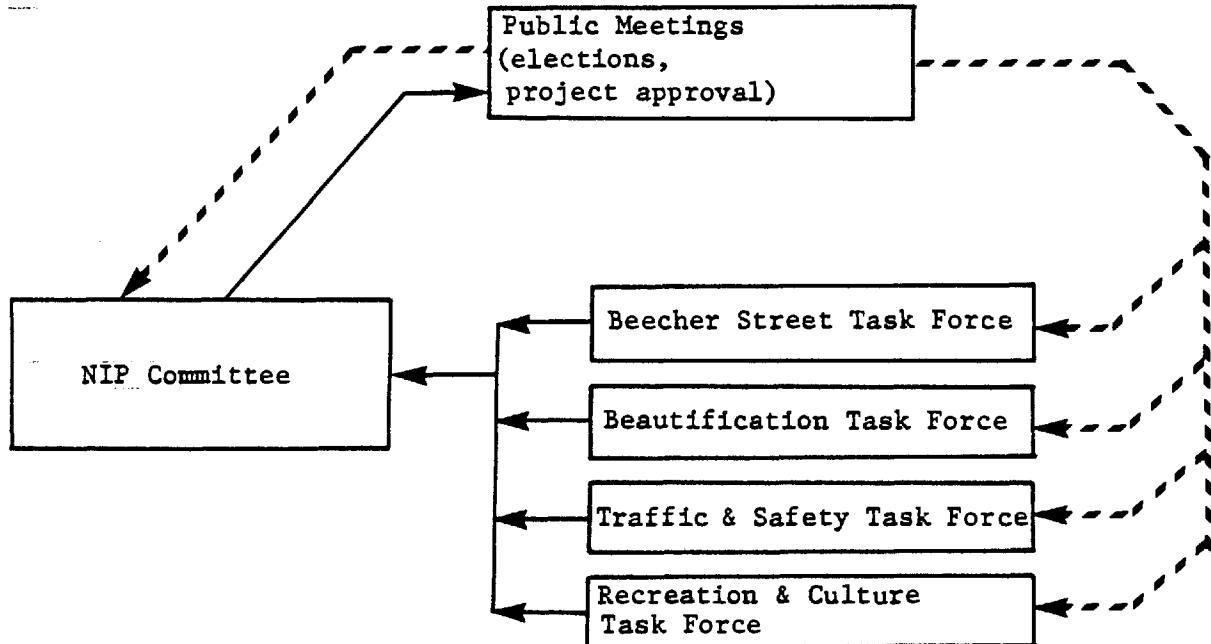
##### Citizen Participation

An elected interim NIP committee drew up the final boundaries of the NIP area (approved by Council) and sent out a questionnaire to the Crescent Beach residents and absentee owners. The main purpose of the questionnaire was to learn what the residents favoured in the way of NIP projects.

Eleven people were elected to a permanent NIP committee in February 1977, and four task forces (up to 50 people) were also established.

In conjunction with the Surrey Planning Department, the NIP committee made recommendations to Council and informed residents of public meetings and project proposals. All NIP area residents and property owners, sixteen years and over, were eligible to vote on proposals and all were welcome at NIP committee meetings.

## ORGANIZATION FLOW CHART



### Planning Process

The questionnaire allowed the residents to choose the most desirable NIP projects. The figures beside the choices below were arrived at by subtracting the number of "no" votes from the number of "yes" votes.

#### List of Priorities

84	Bicycle paths
80	Bus-stop shelters
77	Street furniture
52	Upgrading of tennis and hockey courts
50	Playgrounds for children
50	Tree and shrub planting
48	Traffic control and rerouting
39	Upgrading of senior citizen facilities
22	Landscaping
4	Beach and foreshore furniture
-18	Street closure
-27	Street paving
-54	Ornamental lighting

---

	<p>The main areas of concern appeared to be beautification and clean-up and the planning choices were defined and selected as time progressed. The final planning choices were arrived at through intensive discussion with residents and owners, the four or five well-attended public meetings, (usually 100-125 being present) and approvals of Council.</p>
External Response	<p>Respondents were not in agreement as to whether or not NIP stimulated commitment from the municipality. Several respondents felt that the municipality might be more interested in Crescent Beach while others maintained that City Hall still resorted to band-aid solutions and ignored the fact that Crescent Beach is a major seasonal resort.</p> <p>Apparently there is a municipal plan to create some parking spaces on Blackie Spit to alleviate the traffic problems which plague the residents every summer.</p> <p>Since the residential area is basically built up, there has been no further development in that sector. The upgrading of Beecher Street, (which was formerly "shoddy" and "run-down") seems to have led to some commercial growth. Since NIP was initiated there, several new shops and a restaurant have opened, a house has been renovated and turned into a doctor's office, and a new office/residential building has been constructed.</p>
	<p>PROGRAM CHARACTERISTICS</p>
Objectives	<p>Most respondents felt that the objectives of the program were clear, specific, and achievable. Only a few respondents felt that they were not knowledgeable enough about the program objectives to comment on them.</p>
Program Content	<p>The majority of the respondents felt that the criteria for eligibility was fair, as were the guidelines. The general feeling was the guidelines encouraged the types of projects which were suitable for the needs of Crescent Beach.</p> <p>Surrey reinforced the existing zoning bylaws and established a maintenance-and-occupancy bylaw to fulfill CMHC requirements. However, there was little intention of enforcing the latter as it was considered too difficult.</p>



---

#### BUDGET AND ECONOMIC ASPECTS

##### Allocations

Crescent Beach received the following funds from the senior governments:

Federal Grant of	Provincial Grant of	Total Grant of
\$150 000	\$75 000	\$225 000

The funds were adequate for the projects and only one respondent felt that more monies should have been allocated for the planning stage.

By the time Crescent Beach had completed its close-out questionnaire (April 1980, when the final draw was made), the municipal contribution towards the NIP funds was \$171 795. The additional funds were due to the different cost-sharing formulae incurred by certain projects.

The municipality did not have difficulty financing its share of funds. The general budgeting arrangements seemed to move quite smoothly and there were no difficulties encountered with cash flow.

There was no funding from other sources.

---

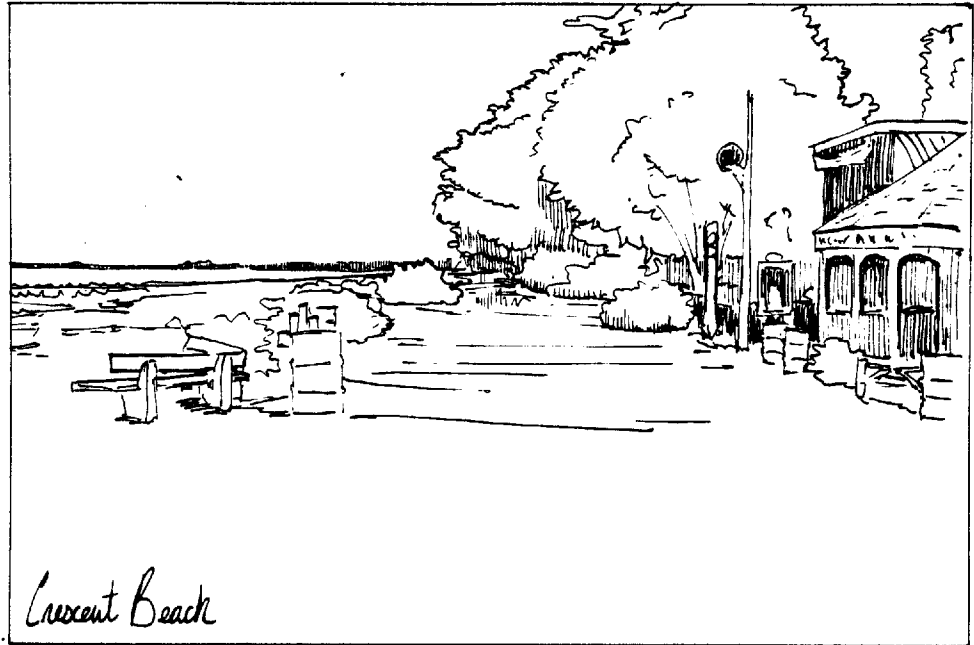
##### Composition

	CMHC	Province	Municipality	Total
Planning	\$ 7 488	\$ 3 744	\$ 3 744	\$ 14 974
Implementation				
. Planning refinement	8 026	4 013	4 013	16 052
. Social and recreation facilities	80 908	40 454	40 454	161 816
. Administration	4 618	2 309	2 309	9 236
. Municipal services and utilities	48 510	24 255	121 275	194 040
Total	\$149 550	\$74 775	\$171 795	\$396 120

---

---

Programmatic Relations	<p data-bbox="500 447 737 472">INTER-RELATIONS</p> <p data-bbox="500 495 1463 619">The combination of NIP and RRAP was quite successful and the residents were enthusiastic and impressed with the visible changes of the latter. Apparently RRAP was well-used in Crescent Beach, especially by owners of summer cottages.</p> <p data-bbox="500 640 1463 764">Extensive co-ordination took place between NIP and archaeologists from universities. Crescent Beach has yielded Indian artifacts and there is evidence that the native peoples occupied the area at least 6 000-7 000 years ago.</p> <p data-bbox="500 785 1463 842">According to citizen leaders, contact with the senior governments appeared to be quite minimal.</p> <p data-bbox="500 863 1463 1047">The respondents from the NIP committee commended the dedication of the NIP planner, Jim LeMaistre, but had grievances about other municipal employees. Apparently, the committee members hesitated in setting forth ideas before Surrey's municipal manager because they always dreaded his opposition and response.</p> <p data-bbox="500 1068 1463 1192">There was only one conflict with CMHC concerning the issue of a proposed purchase of a community van. This item was not acceptable as a capital cost and thus was refused by both CMHC and the provincial government.</p>
Program Performance	<p data-bbox="500 1260 850 1285">PROGRAM IMPLEMENTATION</p> <p data-bbox="500 1308 1463 1493">There were no serious problems in implementing the program in Crescent Beach with the exception of delays which were caused by the lack of commitment on the part of municipal departments. One delay was caused when archaeologists wished to excavate along Beecher Street. This excavation never took place.</p>
Delivery Effectiveness	<p data-bbox="500 1560 850 1585">EFFECTS OF THE PROGRAM</p> <p data-bbox="500 1608 1463 1829">The major contributions of NIP appear to be the improved village appearance along Beecher Street and the changes to Camp Alexandra. Camp Alexandra serves the entire community with programs for people of all ages and has a fully enrolled daycare centre. The Camp also provide the community with a meeting place and can be rented out for various functions, including pub nights.</p>
Neighbourhood Improvements	<p data-bbox="500 1843 1463 1934">One of the first NIP projects was the beautification of the beach promenade. Benches and garbage cans were installed, the path was improved, and trees were planted.</p>



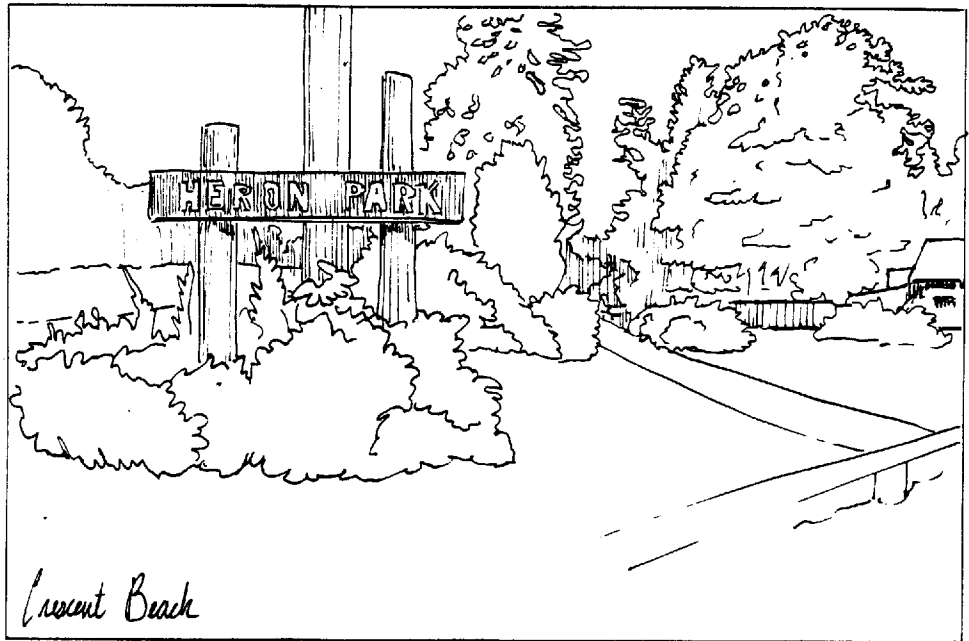
Improved beach promenade

The commercially zoned Beecher Street was one of the major projects and it received sidewalks, general upgrading, parking lots, and a paved cul-de-sac.

A great deal of funds were also expended on Camp Alexandra. Though not all the work has been completed to date, renovations, building additions, landscaping, play structures, and outdoor improvements are being carried out.

The following list shows the minor projects:

- hockey/tennis court improvements
- children's playground
- volleyball/badminton net (on Camp Alexandra's grounds)
- village entrance sign
- senior citizens' hall renovations
- Heron Park extension
- Sullivan Street upgrading
- street parking improvements.



Heron Park extension

The general feeling was that the NIP projects were worthwhile and well used by the residents. A few respondents felt that the traffic problem was still untouched and required greater solutions.

Some of the citizen leaders felt greater awareness about and concern for their community. Their involvement on the NIP committee has acquainted them with the ways and means of municipal government and has given them the confidence that citizens can act together as a lobbying force.

External

See External Factors "outskirts view of NIP area" etc.

## BRIDGEVIEW

---

### NEIGHBOURHOOD CHARACTERISTICS

Situated at the northwestern corner of Surrey, Bridgeview is isolated from much of the municipality's activity by nearby industries and a major highway. The fifty-year-old community had been more or less neglected as the rest of Surrey developed and as industries grew around Bridgeview's residential core. The NIP area houses 580 families or 89 per cent of Bridgeview's existing population.

#### Demographic

Many of Bridgeview's residents fall into the lower-income ranges. In 1971 (Statistics Canada), the average household income was \$7 543.

Bridgeview is the home of many older, long-time residents and single families. The relatively large number of senior citizens is currently being displaced by young couples arriving in the area.

#### Housing Stock

Generally, most of the homes are at least several decades old. A ban on residential building was enacted in 1966, and rescinded only recently. This ban was adopted to discourage movement into the area, primarily because the poor sewage system was a source of concern.

Recently, individuals have been moving mobile homes into the Bridgeview area. The cost of a fully serviced trailer lot in Bridgeview is among the lowest in the entire Lower Mainland.

The building inspector estimated that 20 per cent of the NIP area homes are badly deteriorated.

#### Land Use

The NIP area is, of course, largely a residential area. The existing land use breakdown is as follows:

	Hectares	%
Residential	27.6	46.0
Parks and Open Space	4.28	7.2
Institutional	1.2	2.0
Vacant Land	8.6	14.4
Other	18.16	30.4
	<u>59.84</u>	<u>100.0</u>

---

	<p>Since industries thrive along the waterfront in Bridgeview, the residents must endure the traffic of commercial trucks. To add to the residents' grievances, Bridgeview also serves as a short-cut for a great deal of non-residential traffic seeking access to the Patullo Bridge during rush hours.</p>
Urban Infrastructure	<p>Generally, Bridgeview's physical services are in sub-standard condition. The roads require upgrading and some paving. Sewers run in open ditches and a sanitary sewer system is desperately needed. The existing septic tanks malfunction periodically because of the high water table and the peat soil. Bridgeview lacks a storm-drainage system and the municipal waterlines require upgrading. The deplorable aspects of the area were publicized in a 1975-76 National Film Board Production entitled "Some People Have to Suffer".</p>
Social and Recreational	<p>The facilities before NIP were inadequate and consisted only of a park, community school, and an old community hall. The fifty-year old hall was sadly deficient in the way of equipment and space. It was also in poor condition, and the municipality took over the hall when the Bridgeview Community Association could no longer afford the taxes and maintenance costs.</p>
Contextual Factors	<p>The respondents who were questioned about outsiders' views of the area felt that people saw Bridgeview as a run-down, depressed area. On the other hand, one NIP area resident and citizen leader, thought Bridgeview was a perfectly good place in an ideal location, inhabited by friendly people, and troubled by few criminal elements.</p>
	<p>COMMUNITY DYNAMICS</p>
Quality of Life	<p>All the respondents saw Bridgeview as an area with a strong community spirit. The major social organizations which serve the residents are the Bridgeview Community Association and the community school council.</p> <p>Many of the residents appear to be acquainted with one another and one social service worker from Human Resources felt that they went to each other in times of need.</p>
Citizen Participation	<p>The NIP committee consisted of fifteen members, twelve of whom were elected from the Bridgeview Community Association, and three from the Bridgeview Community School Advisory Council. In order to include more residents, six "task forces" were established.</p>

---

## THE PLANNING PROCESS

The NIP committee received a considerable amount of input from residents, particularly through the public meetings. Apparently, street improvements and the provision of a complete sewer system were uppermost in the minds of the residents, but because of the cost factor, other priorities were attended to instead. The final decisions revolved around recreational amenities and solving the traffic problems.

### External Response

The opinions regarding the municipality's attitude towards Bridgeview are divided. Some of the municipal officials maintain that Bridgeview is now recognized as a socially viable area and is thus receiving more attention. Confirming this view are the facts that Surrey has taken measures to eliminate the rats which overran the area, and that the installation of a sewer system is well underway there. However, one city staff member said that some of his colleagues thought "Bridgeview doesn't deserve NIP".

The residents and citizen leaders who were interviewed were unanimous in the feeling that Bridgeview had been neglected too long. The common sentiment was that the changes would never have been done without NIP and that the residents deserve the benefits. Many respondents felt that Surrey's seeming concern is not sincere and they are wary of municipal actions. The residents have a genuine fear that there is an unspoken plan to rezone the area as industrial in the near future.

In any case, this does not hinder young families from moving into the area. Usually, this move includes relocating from other parts of Surrey.

Since the NIP area is without a commercial zone, there has been no growth in that area of private investment.

## PROGRAM CHARACTERISTICS

### Objectives

The objectives were considered specific and achievable as well as appropriate for Bridgeview's needs. The program enabled the NIP area to obtain badly needed improvements.

### Program Content

Essentially, the respondents saw the criteria for eligibility and guidelines as being fair.

### M and O Bylaws

The bylaw required for CMHC purposes was adopted but not enforced.

---

#### BUDGETING AND ECONOMIC ASPECTS

**Allocations** In April 1977, the senior governments allocated \$825 000 for neighbourhood improvements in Bridgeview; of that total, the federal government contributed \$550 000 and the provincial \$275 000.

The general impression was that more funds were required, especially towards the community hall.

**Composition** Thus far, the municipality has not had difficulties in obtaining monies for its share of the projects. Only the Planning and Administration figures are final costs. The figures provided for Social and Recreational Facilities pertain only to the replacement community hall and these costs are not final ones.

---

	CMHC	Province	Municipality	Total
Planning and Administration	\$ 15 328	\$ 7 619	\$ 7 619	\$ 30 476
Social and Recreational Facilities	343 000	171 500	171 500	686 000
Total	\$358 328	\$179 119	\$179 119	\$716 476

---

#### INTER-RELATIONS

**Programmatic Relations** The use of RRAP seems to have contributed only a minor improvement to Bridgeview's housing. Approximately sixty homes received RRAP funds. According to the building inspector, most of the residents could not qualify for it, because of the income ceilings. He felt that RRAP's criteria should have been adjusted by 1977.

NIP was co-ordinated with the local community school, represented by three members on the NIP committee (as already mentioned). Bridgeview school benefited directly from the program.



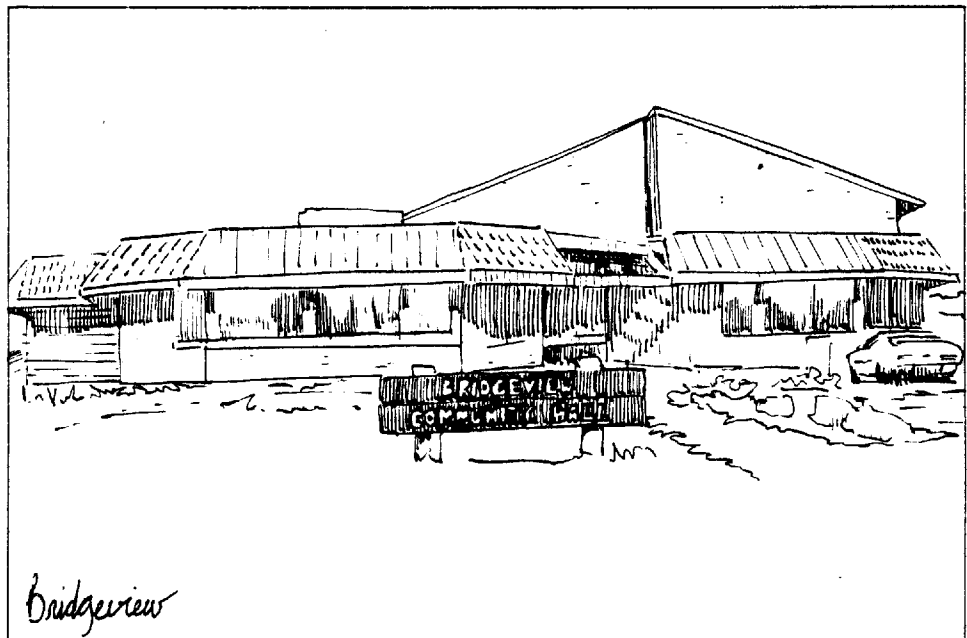
---

Interactions with the senior governments seemed to proceed well enough, though one respondent said that consultations with CMHC were deliberately kept to a minimum. CMHC has a narrow understanding of social and recreation needs and revealed negative attitudes toward a great many things, such as co-op housing, he said. Once CMHC stopped the publication of a NIP newsletter in Alberta because the two issues contained so many negative comments about the corporation, the respondent added. For these reasons CMHC was avoided as much as possible.

#### EFFECTS OF THE PROGRAM

Delivery  
Effectiveness

The residents and NIP Committee members appeared to be very pleased with the changes NIP has brought about. They are well aware of the important role NIP has played in their community and expressed gratitude. "If it was left to Surrey we'd be floating down the river... the previous mayor used to call us 'sewer rats'."



Bridgeview Community Hall

---

Neighbourhood  
Improvements

The major project in Bridgeview was the replacement community hall. Regularly used for local and outside social functions, the hall includes a gym, small kitchen, senior citizens' room, and teens' room. Due to a shortage of funds, the construction contract for the hall has had to be cut back. Efforts to obtain additional funds have had very little success. Despite the lack of equipment, the hall is well-used. It has also gained more interest from the younger segment of the population.

Bridgeview Park, adjacent to the hall, received extensive upgrading. It is used by Bridgeview residents and organized teams from Surrey and surrounding municipalities. The improvements to the park have made it an ideal play area for a number of sports.

A linear park, six blocks in length, required the closure of 127 A street. The width of one road, this linear park runs diagonally to the pedestrian connector street. It will be landscaped, treed and fenced and supplied with benches and lighting. It will also receive more play equipment.

The pedestrian connector street connects the new hall and the community school. It provides a safe and attractive walkway for pedestrians along a frequently-used road which was formerly without sidewalks.

Funds have been allocated for traffic barriers to cut down truck and commuter traffic through Bridgeview's residential streets. Four traffic barriers have been proposed. Each barrier would be contrived by tearing up a portion of an existing road, which would then be planted and landscaped, and supplied with a path of turfstone. Posts and low shrubs would prevent vehicular access to the other side.

The Bridgeview School is hoping to receive a new community wing for the use of the residents. This multi-purpose room would provide the needed space for storage of art supplies and equipment and for adult day and evening classes. The community wing would be able to hold up to 30 people.

A small portion of the funds was expended on the purchase of pre-school equipment.

Changes in  
Municipal Attitude

One citizen leader felt that NIP may have reversed Surrey's attitude toward the community. He identified two aldermen as being particularly sympathetic and helpful towards the residents. Nevertheless, he believed that Bridgeview will always have to struggle for recognition and rights. He

---

said that the residents had to fight to get NIP. This particular citizen has run for alderman in the past and will keep trying in the future, to try to give Bridgeview the representation it needs.

The other residents expressed a great deal of satisfaction with what NIP has done. "It has helped us no end", said one citizen leader.

---

## NEW WESTMINSTER MUNICIPALITY

## NEW WESTMINSTER MUNICIPALITY

---

New Westminster, the former capital city of British Columbia, has a large waterfront area on the Fraser River, providing for a great deal of industrial and shipping development. Though they provide good sources of revenue, New Westminster is not well-to-do commercially. Efforts through the years to rejuvenate the city's commercial status have been less than successful, as small and even major stores (such as Eaton's) have been known to close down in the area.

The population in this older city is approximately 45 500. Respondents have identified New Westminster as having a considerable transient segment which has contributed to the generally run-down nature of the entire area.

In December 1973, New Westminster was proclaimed as a recipient of NIP funds. The four NIP areas were: Connaught Heights, Queensborough, Sapperton, and Kelvin. The original federal allocation to the areas was \$1 275 000. To date, both Connaught Heights and Queensborough have been closed-out.

## CONNAUGHT HEIGHTS

---

### NEIGHBOURHOOD CHARACTERISTICS

Connaught Heights is situated at the extreme western end of the city on the southwest slope of the New Westminster-Burnaby glacial till deposit. It was once an unincorporated community but, much to the chagrin of some of its residents, joined New Westminster in 1966. There are about 550 households in the NIP area; the population is approximately 1 500.

#### Demographic

There seems to be a predominantly older group of residents in Connaught Heights. In 1971, 19 per cent of the households had an income in the \$1.00 to \$6 000 range, 49 per cent received between \$6 000 and \$10 000, and 32 per cent received over \$10 000 per annum.

#### Housing Stock

The homes in Connaught Heights are, by and large, older and smaller (65 to 74 square metres). At this time, existing homes were being torn down and replaced by new ones. Before NIP arrived in the area, 74 per cent of the homes were in good condition, 23 per cent in fair condition, 4 per cent poor, and 1 per cent very poor. The average household had 3.0 per cent persons.

#### Land Use

The NIP area consists of 56 hectares. The major land uses are as follows:

Residential	24.6	ha
Commercial	0.77	"
Industrial	-	-
Institutional	10.22	"
Other	5.62	"
Vacant	0.73	"
Streets and Lanes	14.5	"
		<hr/>
Total	56.44	ha

Connaught Heights is almost exclusively a single-family residential area and there are no plans to expand the commercial area or to industrialize.

#### Urban Infrastructure

During the early 1970s, an extensive capital works program took place in Connaught Heights. Roads, gutters, curbs, sewer, water, and street lighting were all installed or upgraded. Generally, the entire infrastructure is in satisfactory condition.

#### Traffic

Two residents felt that outsiders saw the area as a place afflicted by constant traffic. One citizen leader commented on the hazards of the constant stream of traffic along Marine Drive, a problem that had yet to be resolved.

---

Social and  
Recreational

Connaught Heights' recreational facilities were generally considered to be inadequate. The area was serviced solely by one park, an elementary school, and a community hall. The hall, a one-storey, 74 square metre structure, was inadequate for the needs of the area.<sup>1</sup>

COMMUNITY DYNAMICS

Quality of Life

Connaught Heights does not have a strong sense of community among its residents. None of the residents could really offer a reason but one suspected it was because all the major recreational facilities were outside the NIP area.

Citizen  
Participation

The common feeling was that the response to public meetings was poor and that the residents showed little interest in the program. One citizen leader expressed disappointment about the others lack of concern since he felt a greater response would have given them more power.

THE PLANNING PROCESS

The residents showed little interest in the program despite widely-circulated flyers about NIP. They were invited to provide input at ten public meetings but the turn-out was never as much as expected. The input that was received indicated a general wish to provide more social and recreational facilities so the NIP committee channelled its efforts in that direction. Only one resident insisted that all decisions pertaining to possible projects were made at a secret meeting in the city hall.

External Response

Most of the residents feel that New Westminster has not provided for them as well as it might have. A few of these respondents maintain that Connaught Heights is more or less treated as a "second cousin" to the city and that the community has gained nothing in joining New Westminster. (Despite the fact that the city has provided Connaught Heights with improved physical services and maintains these, the residents are still discontented.)

To a minor extent, new homes are being built in the area. As mentioned earlier, commercial development has not been significant because of zoning restrictions.

1 (The above mentioned data and statistical information were derived from Description of Conditions in Connaught Heights, obtained from CMHC files).

---

Objectives                      The objectives were considered to be clear and achievable. Only one citizen leader said that he could not really comment on program content. The guidelines and criteria for eligibility were generally felt to be fair and quite useful.

M and O Bylaws                Like a considerable number of other NIP areas, the maintenance and occupancy bylaw was adopted but was never implemented. There have been no zoning changes in Connaught Heights; it is to remain primarily residential.

BUDGETING AND ECONOMIC ASPECTS

Allocations                    The federal and provincial funds expended in this area were, respectively, \$115 052 and \$57 525. There were also contributions from other sources: the Recreation Facilities Fund (\$97 349) and the Trust and Reserve Funds (\$82 233).

There were no problems in obtaining funds from the senior governments and excess funds were transferred to the Queensborough NIP area account.

---

Composition	CMHC	Province	Municipality	Other Sources	Total
Planning	\$ 2 830	\$ 1 415	\$ 1 414	\$ -	\$ 5 659
Implementation					
• Soc./Rec. Facilities	101 909	50 954	50 955	179 583	383 401
• Administration, Planning Refinement	10 313	5 156	5 155	-	20 625
Total Implementation Phase	\$115 052	\$57 525	\$57 525	\$179 583	\$409 685

---



---

#### INTER-RELATIONS

##### Programmatic Relations

RRAP was used in conjunction with NIP and together the programs made visual and social improvements. The area residents who received RRAP were pleased with the work done but felt that the availability of such government subsidized funds brought out the unscrupulous contractors.

The school board became involved in NIP but not as extensively as it might have. One citizen leader, a former PTA President, felt that it was a typical school-board tactic to avoid sharing any costs.

Relations with the Parks and Recreation Department seems to have been a little better. This department was co-operative and not at all evasive when it came to maintenance costs.

#### PROGRAM IMPLEMENTATION

##### Program Performance

The program was implemented well and no delays or problems were encountered in the NIP area. One citizen leader attributed the apparent efficiency of program implementation to the work of the planner. (Other respondents in Queensborough commended his work as well).

It should be mentioned here that the assistant city planner, Percy Perry, who was appointed to oversee NIP, also acted as the NIP co-ordinator. Mr. Perry accepted all these duties because he felt that too many funds would be expended on administration if more than one person filled the positions. There was also greater and more direct communication between the NIP committee and City Hall with one liaison.

#### EFFECTS OF THE PROGRAM

##### Delivery Effectiveness

Since Connaught Heights was not lacking in public works and was deficient in the way of social and recreational facilities, these were the needs that were met through the NIP projects.

##### Neighbourhood Improvements

The Connaught Heights Elementary Schoolground was used to improve the play area. The school also received an addition to enlarge and improve it for adult educational programs. The area's senior citizens, as well as the pupils, enjoy the benefits of this project. The addition is well-used for recreational purposes.

A lot beside the school was purchased and developed as a park. The adventure playground has tennis courts, benches, and a variety of play equipment.

---

The perspectives about the park and school addition varied from person to person. Generally, City Hall officials felt that the residents received projects they needed.

Several area residents expressed the opinion that it was about time they received a "decent" park in the area. A citizen leader said that the projects were especially worthwhile because they were done with posterity in mind.

On the other hand, some older residents felt that they received no benefits from NIP. One citizen leader sneered: "it was an exercise in futility and a complete waste of public money ... I didn't feel any improvements from it".

While children enjoy the playground, adults have other concerns. One resident wished that sidewalks had been provided while several others wanted to prevent the Annacis Crossing from being constructed. (This crossing is currently a very controversial issue pertaining to the proposed development of a bridge from Delta to New Westminster).

The mixed and less than enthusiastic response (compared to some other NIP areas) is indicative of the residents' seeming lacking of interest in the projects. Even though the residents were questioned about NIP, their replies usually wandered to the subject of the proposed bridge.

External

Only one respondent felt that NIP might have repercussions outside the NIP area. He felt that since New Westminster is a small city, the changes within the four NIP areas would have the effect of "overflowing" to outlying areas.

## QUEENSBOROUGH

---

### NEIGHBOURHOOD CHARACTERISTICS

The community of Queensborough is situated on the same island as Richmond so it is separated from New Westminster by the north arm of the Fraser River. Queensborough has a considerable amount of traffic through the area as commuters from outlying suburbs travel through it to Richmond, parts of Vancouver, and Annacis Island.

#### Demographic

In 1975, the NIP area had a population of 2 450. The most distinguishing characteristic of Queensborough's population is that it includes a wide range of ethnic groups such as Italian, Chinese, Japanese, Hindu, and Ukrainian.

#### Housing Stock

A "description of conditions in Queensborough" (1974) cites a housing survey which describes 64 per cent of the homes in good condition; twenty-six per cent are considered fair; 7 per cent poor; and 1½ per cent very poor. The same survey found that 1.5 per cent of the homes lack toilets, 2.5 per cent are without running water, 1.5 per cent have cold water only, and 1.5 per cent are without bath or shower.

Like some parts of New Westminster, most of Queensborough dwelling units are pre-war construction. The building inspector felt that of all four NIP areas, Queensborough has the worst housing conditions. He estimated that 50 per cent of the NIP area's 650 dwelling units are badly deteriorated.

Four hundred and seventy-five homes are owner-occupied while 175 are tenant-occupied.

#### Land Use

Queensborough has a total of 312.5 hectares of which 183 hectares fall within the NIP boundaries. Streets and lanes comprise 33.3 hectares in the NIP area. The land use breakdown is as follows:

Residential	65.2 hectares
Commercial	7.4
Industrial	3.2
Institutional	4.9
Other	12.2
Farm	17.8
Vacant	38.6
<hr/>	
Total	149.3 hectares
<hr/>	

---

Urban  
Infrastructure

The general condition of the physical services in Queensborough is poor. One case in point is the absence of any sanitary sewer system. Instead, each lot has an individual septic tank disposal system. (After NIP, this problem was alleviated somewhat. This will be discussed later in "Community Dynamics").

The streets are below standard in comparison to the rest of New Westminster. Though most of Queensborough streets are paved, the roads are narrow and deficient in curbs, gutters, and sidewalks. Only three blocks on Ewen Avenue actually have curbs and a sidewalk on the north side.

Since a B.C. Hydro train track runs along the north side of Ewen Avenue, the passing trains block off access to the streets beyond. Residents are also plagued by the constant traffic of commercial trucks which cause streets and homes to vibrate.

Social/Recreational

Queensborough was deficient in social and recreational facilities. A local school provided the residents with educational programs. Ryall Park (on 4.2 hectares) had a play area but lacked tennis and lacrosse facilities.

Apparently, private organizations and commercial sports provide opportunities for use of leisure time but all-in-all, general facilities were in need of improvement and expansion.

Contextual Factors

Queensborough is situated on a flood plain and many of the homes experience foundation problems. Some delays occurred in construction when the peat at the site had to be removed and replaced with suitable soil. This process brought about additional costs.

#### COMMUNITY DYNAMICS

Quality of  
Neighbourhood Life

Most respondents commented on the remarkable community spirit in Queensborough despite the lack of social facilities. apparently, Queensborough has a number of ethnic or religious organizations (such as the Italian Hall, the Sikh Temple) which serve as social functions for the people.

Citizen  
Participation

The Queensborough NIP area was subdivided into three areas, with three representatives from each. These nine residents were appointed as NIP committee members.

The Queensborough Citizens' Planning Committee was responsible for reviewing proposals from various groups and for making a selection of projects which was representative of the citizens' wishes.

---

	<p>A planning consultant was hired to make recommendations for the projects.</p>
Planning Process	<p>The residents seemed to be quite interested in the program. Input was received through a survey and open forum meetings. About twenty informal meetings took place and the neighbourhood received information through bulletins as well.</p> <p>According to one citizen leader, the residents wanted an adequate sewer system but since such an undertaking would not have been financially feasible, the community's recreational needs were attended to instead.</p> <p>Other respondents said that the residents expressed the most interest in social and recreational facilities. Other items of interest were tennis courts, a lacrosse box, a swimming pool, and a boccie field.</p>
External Response	<p>Most of the NIP area residents felt that Queensborough was deliberately neglected. Generally, they felt that city hall perceived it more as an industrial than a residential area and treated it as such. One respondent observed that Queensborough provides so few tax dollars that the municipal returns are few and far between.</p> <p>The most positive step the municipality has taken thus far, is the provision of a sewer system in about one-third of Queensborough. The lack of sewer service throughout the rest of the NIP area acts as a deterrent to further housing.</p> <p>Since 98 per cent of the neighbourhood is zoned RS-1, there has been no notable commercial investment at all in the area.</p>
	<p>PROGRAM CHARACTERISTICS</p>
Objectives	<p>The general feeling was that the objectives of the program were clear, specific and achievable. One respondent felt that NIP should have included hard services which were sometimes neglected by municipalities.</p> <p>All the respondents felt that the guidelines and criteria for eligibility were reasonable.</p>
	<p>BUDGETING AND ECONOMIC ASPECTS</p>
Allocations	<p>Of the \$1 125 000 allocated to the city of New Westminster on behalf of the four NIP areas, ultimately \$509 952 in federal funds and \$254 975 in provincial were expended in Queensborough. Of these monies, credit and excess funds from</p>

Connaught Heights were transferred to Queensborough in the amounts of \$11 505 (federal) and \$5 752 (provincial).

All the respondents thought that the funds were inadequate and that more was needed for the community centre. In order to increase the funds, the Recreation Facilities Funding and Facility Fund Grant provided funds of over \$2 000 000 especially towards the centre.

The municipality's share of funds came from its reserve funds.

#### Composition

	CMHC	Province	Municipality	Funding from other Sources	Total
Planning	\$ 7 830	\$ 3 914	\$ 3 914	\$ -	\$ 15 658
Implementation					
. Planning refinement	36 592	18 296	18 295	-	73 183
. Participation	2 228	1 113	1 113	-	4 454
. Recreation fac.	454 783	227 391	227 391	215 150	1 124 715
. Administration	8 519	4 259	4 259	-	17 037
Total	\$509 953	\$254 974	\$254 974	\$215 150	\$1 235 051

#### INTER-RELATIONS

##### Programmatic Relations

The combination of NIP and RRAP was most beneficial to the neighbourhood, the residents were quite pleased with the improvements obtained through RRAP.

The recreation department was quite co-operative and assisted in planning and implementation.

Apparently B.C. Hydro officials seemed co-operative and receptive to ideas but always refused to take any financial responsibility.

The locally involved Italian Mutual Aid Society received \$1 406 from NIP towards the construction costs of a bocce field.

Interactions with the senior governments ran smoothly and the deputy planner was pleased with the municipality's relationship with CMHC.

---

## PROGRAM IMPLEMENTATION

### Program Performance

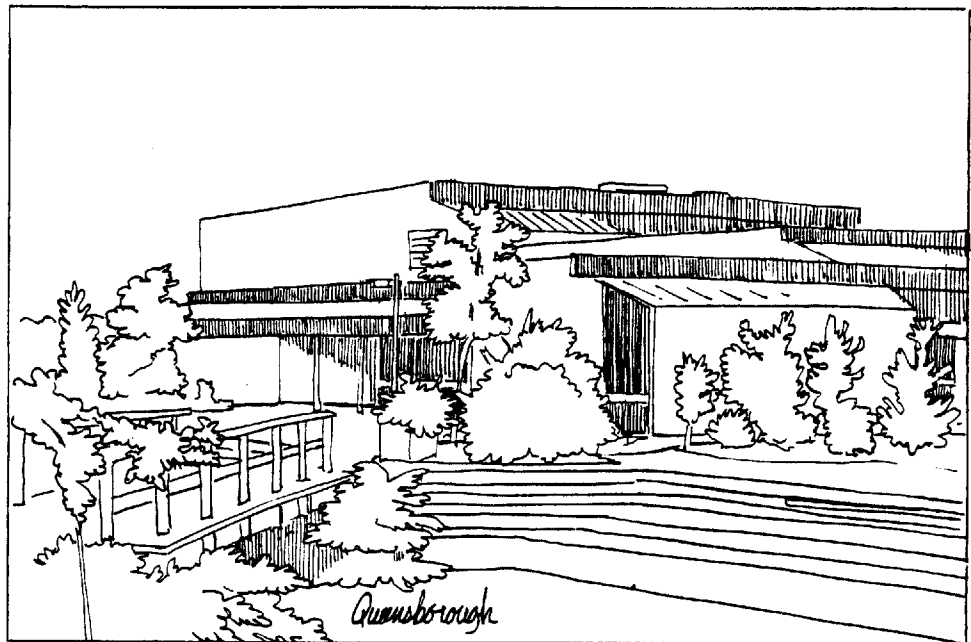
One delay took place when funds from Connaught Heights was being transferred to Queensborough. The other above-mentioned delay occurred when soil problems were encountered on the site of the community centre.

Other than that, there were no problems in program implementation.

## EFFECTS OF THE PROGRAM

### Neighbourhood Improvements

The major project in Queensborough was the recreation centre. It is the community's focal point, providing a place for innumerable social functions. An employee at the Queensborough Recreation Centre observed that most of the people who used it were probably unaware of NIP's role, but it is very well used all the same. The centre appears to have created a greater solidarity within the community, especially through displays and cultural events held by various ethnic groups.



Queensborough Community Centre

---

The recreation centre is rented for banquets, weddings and dances as is the gym area and its equipment for private sports events.

The centre also provides classes and activities for people of all ages, from tots to the elderly. There is also a fitness program aimed at the workers in Queensborough and Annacis Island (an industrial estate).

The recreation centre and its land is thematically integrated by landscaping. The park is landscaped, treed, furnished with benches, and supplied with alternative approaches to the centre along several small bridges. It is, visually and socially, a constant source of enjoyment to the residents.

The second project, a boccie field, is located in Ryall Park. An Italian version of lawn bowling is played on a large box-like sand-filled area with a ball smaller in size than a baseball. This too, is a source of pleasure for the players. Like the recreation centre, the field fills the former recreational need in Queensborough, an evident requirement for such an active community-minded area.

External

There did not appear to be any real effects outside the NIP area.





---

## WHITE ROCK MUNICIPALITY

## WHITE ROCK

---

The city of White Rock is a small community of approximately 14 000 people. Surrounded on three sides by the municipality of Surrey and facing the ocean, White Rock was once a very popular summer resort. Gradually, White Rock became an area for permanent residency and in 1957, the year of its incorporation, the population was 6 000. White Rock attracts beach-goers and tourists during the summer season and its desirability as a residential area appears to be increasing steadily.

White Rock has a noticeably large group of retired people and senior citizens. The majority of White Rock's inhabitants (71 per cent) are of British origin. The remaining are predominantly of French or German descent.

Through the federal/provincial agreements on 9 July 1976, White Rock's Columbia neighbourhood was officially designated as an NIP area and received \$250 000 from the federal government and \$125 000 from the provincial government. The municipality's contribution eventually totalled \$145 000 so the total NIP budget was \$520 000.

### NEIGHBOURHOOD CHARACTERISTICS

The Columbia area (or the 'Eastside'), like the whole of White Rock, has a large proportion of retired or senior citizens. The second-largest group is the young adults, usually couples with small children. A middle-aged group is represented as one of the smallest age groups.

In May 1977, a Recreation and Socials Needs Survey was conducted under the auspices of the NIP Committee and 163 households were interviewed out of Columbia's 525 addresses. This random sample survey obtained the ages of both adults and children. The graph on the following page taken from the survey, compares the survey ages of the adults to those from the 1971 Census.

Despite the 27 per cent decrease in the 60+ age groups from 1979, this group and the 20-29 age group dominate the Columbia area.

---

AGES OF ALL ADULTS



---

One person identified the majority of the under-35 age group as falling into the low-to-moderate income bracket since many of the NIP area citizens are blue-collar workers with the "exception of a few businessmen".

The 1977 Recreation and Social Needs Survey fielded the following information:

- two-thirds of all heads of households and spouses have completed at least a grade 12 education
- over 25 per cent of heads of households are tradesmen
- close to 15 per cent of all heads of households are either in the professional or managerial categories
- only a small percentage of heads of households are unemployed while over one-third is retired
- approximately one-third of all respondents reported that their family income was less than \$6 000, and this proportion increased to 48.2 per cent when the group earning \$10 000 or less was added.

#### Housing Stock

The majority of NIP area citizens reside in older single-family homes and though there are some new dwellings in the area they are few in number. Many of the older homes were built as temporary structures, for summer use, or for sawmill workers and their families (the sawmill closed down in 1927). Generally, the feeling is that the housing stock is in bad condition. Most of the respondents blamed the absentee landlords especially as being negligent in the care of their homes (over 30 per cent of the homes are rented).

According to the building inspector, perhaps 10-15 per cent of the homes in the community are beyond practical rehabilitation. In several cases, applications for RRAP were refused since the homes would not benefit by the repairs offered through the program.

#### Land Use

The Columbia area is, above all else, a residential area (zoned RS 1). The following figures on land use are municipal estimates made before NIP implementation.

- |                        |               |
|------------------------|---------------|
| • Residential          | 56.3 per cent |
| • Parks and Open Space | 0.6 per cent  |
| • Instructional        | 2.4 per cent  |
| • Commercial           | 8.4 per cent  |
| • Streets              | 29.9 per cent |
| • Vacant               | 2.4 per cent  |

A public works yard is located in the Eastside on 0.96 hectares. A sewage treatment plant was situated on the same lot but is presently being dismantled. This process is being carried out in conjunction with the NIP plan to screen and beautify the area around the works yard.

---

Urban  
Infrastructure

The overall condition of the amenities is inadequate. The Columbia area is an old one and much of it was built up before the rest of White Rock.

The streets are in substandard condition and require major upgrading. This is particularly true of the streets which traverse the steep hilly areas towards Marine Drive. The Eastside also requires work on sidewalks and curbs. Marine Drive itself, a major arterial road, is below standard.

The shortage of parking spaces is a major source of aggravation, especially during the summer when the area is attended by beachgoers. (During White Rock's second annual international Sand Castle Building Contest in August, about 100 000 visitors flooded into this small community creating extreme traffic problems). The residents in the Eastside, as well as others residing in the beach area, must contend with visitors' parking every summer as best they can.

The Columbia area lacks underground services and needs improvements to its sewer system. The water system also leaves much to be desired.

Social and  
Recreational  
Facilities

Almost all the respondents commented on the visible lack of facilities both in White Rock and the NIP area. The Eastside lacked educational and recreational facilities and parks. In the way of recreation the neighbourhood was serviced by one little playing field, Semiahmoo Park, which is located outside the NIP boundaries, on the other side of Marine Drive.

White Rock does have city-wide organizations such as service clubs, the Ratepayers' Association, the Senior Citizen's Activity Centre, and the Community Arts Council. The NIP area itself, however, is not serviced by its own citizens' or social organizations.

#### COMMUNITY DYNAMICS

Public Response  
to NIP

As mentioned above, the Columbia area lacks social organizations, a fact which perhaps reflects the apathy of the neighbourhood. The indifference of the NIP area residents disappointed most of the NIP committee members. Some respondents felt that the solidarity shown by the large turn-out at the first public meeting waned during the past few years simply because the NIP plans were so slow in being implemented.

Citizen  
Participation

The NIP committee consisted of ten residents who were all interviewed and selected to represent a wide cross-section of the area residents. The volunteers who were not appointed to

---

the NIP committee were invited to form task forces. The NIP committee sent out newsletters (Columbia Neighbourhood Improvement News) to residents and press releases to the local newspaper. Despite the public meetings, workshops, and open house, the hoped-for interest and concern did not seem to be generated among the Columbia area residents. Apparently, the older retired residents expressed more concern about prospective changes and were more active than most of the young people in the area.

#### Planning Process

The citizen input that was received through opinion polls, questionnaires, and meetings indicated that beautification and general clean-up were the main areas of interest. Apparently, the former mayor of White Rock was convinced that the works yard was a blight to the neighbourhood which required drastic work if the overall area was to improve, and tried to persuade the committees of that. The NIP Steering Committee examined the items of interest and in June 1977 recommended the approval of the following projects in the Columbia Neighbourhood Plan:

- Relocation and Consolidation of Works Yard Facilities: the screening and concealment of the works yard and its facilities as well as the development of roof-top recreation spaces above the works yard buildings
- Park Development and Community Centre: development of a neighbourhood park and community centre on public land
- Beautification of Marine Drive by creating a pedestrian-oriented street and a landscaped entranceway to White Rock
- Beautification of Residential Streets: by planting small trees, upgrading of boulevards and ditches
- Development of a children's park and a "tot lot": as play areas for children of various ages
- Street Furniture: such as benches and bus shelters placed along pedestrian walkways and streets
- Development of Mini-park: landscaped, fenced, and furnished with horseshoe pitch equipment.

Unfortunately, some of these ambitious plans were eventually subjected to revisions since the major project on the works yard was rejected as economically unfeasible. According to one citizen leader, the former planner acted almost independently of city hall and did not consult city staff frequently enough. One central problem was that the mayor at that time, evidently, did not completely understand NIP or the different cost-sharing formulas.

#### External Response

The general feeling among the residents is that NIP has done little to attract further municipal investment or commitments. According to one respondent, "NIP has increased the level of awareness at city hall, but not the level of commitment".

---

This opinion is countered by the different impressions of city staff members; several persons felt that White Rock's use of NIP has committed the city to an even larger planning process.

The planner expressed a similar opinion, adding that NIP provided the incentive for long-range planning which otherwise would not have been done.

With regard to the area of investment, one realtor did not believe that NIP could be responsible for any present or future development in the NIP area.

One NIP committee member felt that development and the viability of the Columbia area depends solely on the condition of the works yard. He observed that if anything, the works yard required major changes to create greater, favourable development in its immediate environment.

#### PROGRAM CHARACTERISTICS

##### Objectives

According to one citizen leader, the NIP committee received excerpts of the general literature on NIP yet most of the respondents could not recall or did not know the objectives. Those who did venture to give their impressions of the objectives said that they were "good and clear". One person quickly identified the objectives as conflicting with those of the community. This respondent from planning said that NIP failed in White Rock because the funding formulae did not permit the municipality to accomplish its major goal (the clean-up of the works yard) cheaply.

##### Program Content

Some of the respondents were not well-informed about program content and could not answer in detail. Generally the feeling seemed to be that the guidelines and criteria for eligibility were fair. An alderman said that the guidelines posed no problems at all and the flexibility of the guidelines proved to be valuable.

The NIP coordinator's only complaint about these aspects of the program revolved around changes to the original formulae and guidelines. The original ones should have been retained, she felt. Otherwise, the "few grey areas" within the guidelines provided helpful flexibility.

##### M and O Bylaws

According to some sources, the bylaw required by CMHC was adopted, but not implemented. On the other hand, zoning for small lots was applied to the entire city as a result of NIP. Concern which may have also stemmed from NIP led to the enactment of view-protection restrictions.



---

## BUDGETING AND ECONOMIC ASPECTS

### Allocations

The Columbia area became the recipient of \$240 000 in federal funds, \$124 000 provincial, and \$145 000 municipal.

One respondent felt that the funds were adequate for the municipality. A majority of the others interviewed felt that even more money could be put to good use.

The treasurer observed that the provision of NIP funds could lead to municipal expenditures which couldn't really be justified. At the same time, he felt that a too stringent control of funds could cause a departure from the program objectives.

### Composition

Implementation has just begun fairly recently so that most of the final budget figures are not available. However, funding for the planning stage is broken down as follows:

CMHC	Province	Municipality	Total
\$38 115	\$19 058	\$76 230	\$133 403

## INTER-RELATIONS

### Programmatic Relations

The only other program which was used in conjunction with NIP was RRAP. All the respondents felt that RRAP supplied the needed improvements to the area's housing. Several people felt that these funds were not used extensively and the NIP/RRAP co-ordinator felt that considerably more applications could have been handled. One NIP committee member felt that the "ridiculously low-income levels" required for RRAP eligibility were directly responsible for the low response.

There were few complaints about interactions with the senior governments. The major grievance, voiced by a respondent at the municipal level, was that NIP was not properly presented to council and the former mayor. One person observed that the federal and provincial governments had maintained a relatively low profile throughout the program, though the latter appeared to play a more active role.

Apparently, interactions seemed to run quite smoothly with the Parks Board but the Engineering Department, one respondent felt, seemed reluctant to participate in the projects.

NIP appears to have given the Eastside a recognition of its own. In the 1980 Official Community Plan of White Rock, a whole chapter is devoted to the "Columbia Neighbourhood".

---

In this chapter, policies and future plans are stated in detail, including areas of concern such as the condition of Marine Drive and the works yard. It is interesting to note that Policy No. 7 encourages continued resident participation.

#### PROGRAM IMPLEMENTATION

##### Program Performance

The Neighbourhood Improvement Program encountered numerous problems in White Rock. According to one respondent, "citizen participation was an alien concept to the mayor" and this had a distinct bearing on the first three years of the program's progress. Several citizen leaders recalled the inaccessibility of the mayor and apparently a meeting in 1979 between the NIP committee and council brought the conflict out into the open. One respondent said that during the confrontation some of the aldermen learned the exact role of this committee for the first time.

One alderman identified the source of the problem as resting largely at the municipal level. He felt that the mayor misunderstood the program because it was so poorly presented to council and that council was inexperienced at handling the type of community input NIP called for. He also felt that the NIP committee lacked a strong assertive leader who could have worked with both council and the committee.

Another aspect which had a negative effect on the program performance was the role of the planner. Apparently, the original planner from a private firm did not work in close consultation with the municipality and was carried away with elaborate plans which would have cost a great deal more than the available NIP funds.

Some respondents maintained that major works were not carried out until late into the program because the mayor wanted to implement projects the NIP committee did not favour. "The NIP committee was only to serve as a rubber stamp", one citizen leader said.

Almost all the respondents felt that a great deal of the implementation which took place during this past year was due to the new mayor. Elected in the fall of 1979, his electoral platform included the completion of NIP.

Perhaps it should be mentioned at this point that many of the respondents commended the work and devotion of the NIP/RRAP coordinator. The NIP committee worked closely with Cathy Harvey who, according to one citizen leader, went beyond the call of duty in her work. Mrs. Harvey worked as a

---

Planning Assistant to NIP in New Westminster in 1974 and as a RRAP Site Office Promoter in Vancouver in 1975.

#### EFFECTS OF THE PROGRAM

##### Delivery Effectiveness

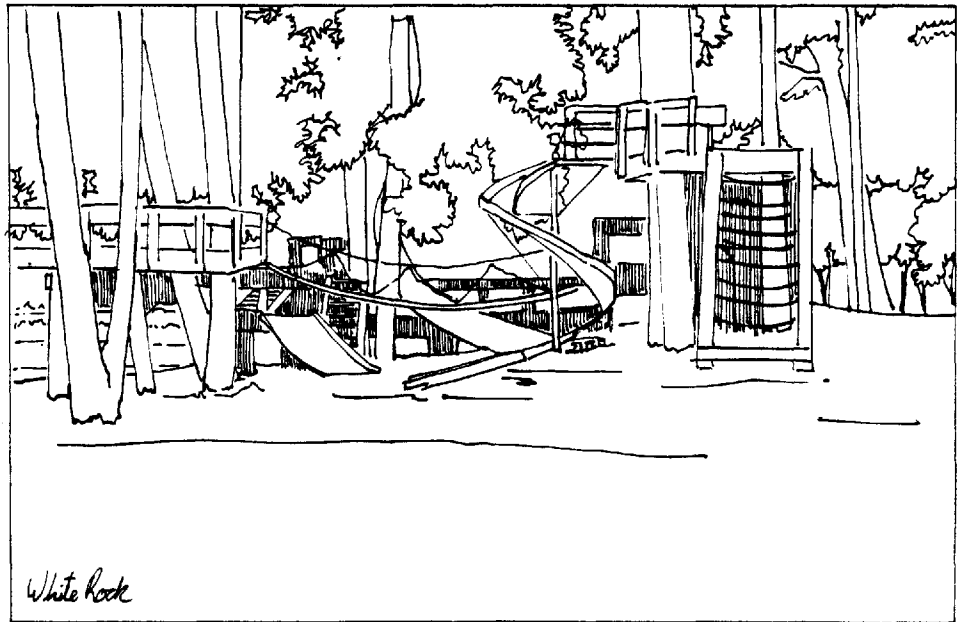
One respondent expressed disappointment about the discontinuation of the program. "NIP was an excellent program", she said. "It was the only program designed to get at the physical problems of a community; urban renewals are just exercises in planning, while a program like NIP is an exercise in doing".

One of the things NIP has done, according to one respondent's perception, has been to alter the Eastside's image. He felt that it is no longer considered such a negative area, and that even the residents outside Columbia feel the changes. These outsiders also demand recognition and, in effect, City Hall is becoming more aware and sensitive to the people and their wishes.

One of the immediate effects of NIP, as mentioned before, was that a great deal of long-range planning has taken place. The presence of NIP in one particular locale inspired the planners and City Hall to carefully reconsider White Rock as a whole.

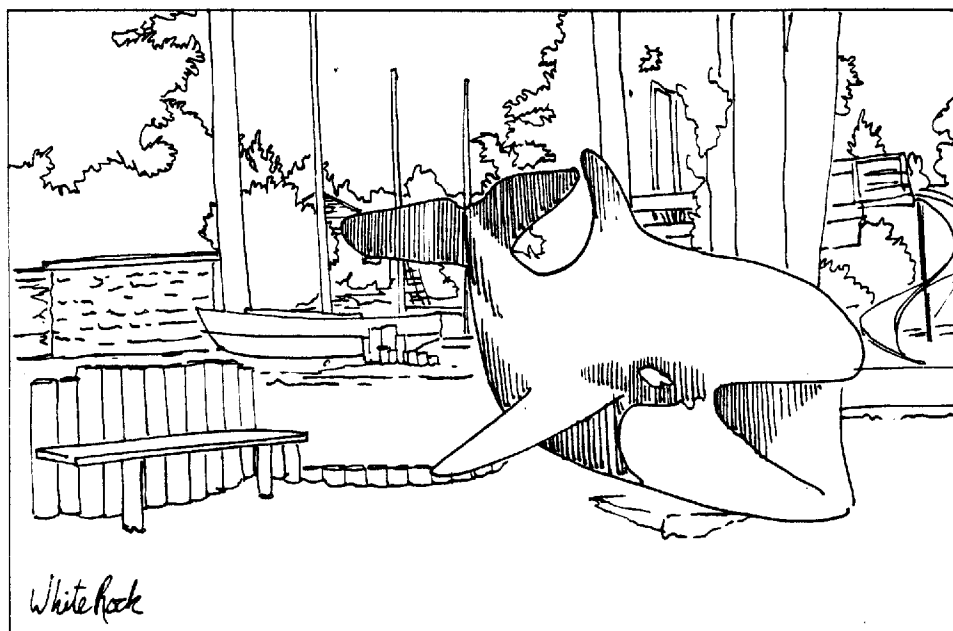
##### Neighbourhood Improvements

Since the original design was scaled down considerably to a revised NIP Concept Plan in 1979, the major projects were not started until the summer of that year.



White Rock - Samiahmoo Park

Among the projects accomplished was the construction of the Marine Drive Entranceway. Visitors from Washington are greeted by an attractive sign in a landscaped area adjoining Samiahmoo Park. This waterfront park has received landscaping, creative play equipment, and an imaginative whale sculpture. Close to the playground area is a new tennis court.



White Rock - Semiahmoo Park

A mini-park was completed on an empty lot donated to the city by a private citizen. Landscaped, treed, and furnished with benches, the park provides a resting place for older people and a play area for neighbourhood children.

Columbia Street, a major street in the NIP area, received tree-planting to enhance the general appearance of the Eastside.

One of the more innovative of the projects was the improvement and beautification of the Ash Street Steps. Situated on a steep incline on Marine Drive, the long flight of stairs leads up to Lee Street look-out. The hill is landscaped and the end street at the top is provided with a mini-park.

A Marine Drive Functional Study has been conducted to study possible ways in which the street can be improved as a commercial, residential, and recreationally oriented area.

---

The projects which have not yet been completed are:

- boulevard beautification
- further improvements to Semiahmoo Park
- upgraded play surface at an elementary school
- additional bus shelters
- ravine playground
- parking lot
- lighting
- upgrading and beautification of works yard
- drainage.

Though most of the respondents felt that more could have been done with the NIP funds, they generally seemed to be satisfied with the projects. The projects were "worthwhile" as was the time the NIP committee devoted to the program.

However, the delays and problems encountered in interactions with City Hall somewhat soured the program. The citizen leaders were mostly individuals who had little background in politics and even less in dealing with City Hall. A few of the NIP committee members emerged from the experience with new perspectives and insight into municipal government while the seemingly immense power of City Hall simply discouraged others. Despite one respondent's hope that the NIP committee would remain as a lobbying force after the close-out of the program, it seems unlikely that this will happen. The NIP committee was disappointed with the large amount of time and work required for projects to reach completion.

On the other hand, it appears as if City Hall was inexperienced in handling this type of citizen input. The municipal acts which, in the eyes of some, seemed to be done in bad faith, may have stemmed from Council's "naive" approach to resident participation, said one respondent. City Hall has been described as being as inexperienced as the NIP committee in enacting NIP.

It must be mentioned here that White Rock's present mayor has been described as being much more responsive and progressive than the previous one. Indeed, the greatest impediment to the implementation of NIP seemed to be the attitude of the former mayor. Little was accomplished while he was in power and, apparently, he spent quite a bit of time trying to persuade the NIP committee to approve his works yard scheme. Through later clarification and scrutiny, it was realized that the project was not feasible - it probably would have cost considerably more than the original estimate of \$180 000, and the municipality would have had to finance more than 25 per cent of the bill.



## V. CONCLUSIONS AND RECOMMENDATIONS

---

The majority of respondents in all the NIP areas we examined believed that the program had been a success. However, we discovered a considerable variation in the degrees and kinds of success achieved. This depended upon the individual factors governing each area's program.

### Municipal Approach

The primary factor affecting any NIP area is the municipality's approach. This comes down to each city's philosophy of policy-making. Some municipalities regard planning on the community level as a vital concern; other do their planning with little effort to involve the citizenry. For example, the Vancouver Planning Department's approach had long emphasized resident participation, as in the City's Local Area Planning program; this municipality pushed citizen involvement to the utmost under NIP, and achieved impressive results after the program ended, in terms of continuing citizen activism. New Westminster municipal staff, on the other hand, were sceptical of the value of citizen involvement, kept it to a minimum under NIP, and thus achieved little long-term effect on the relations between the neighbourhoods and City Hall.

How NIP fitted in with each municipality's overall planning concerns was also a factor. Some municipalities lobbied vigourously to get NIP; others found it more or less "dumped in their laps", and were therefore less inclined to give it a high priority. This affected the speed and efficiency with which neighbourhood improvements were delivered; in one case, NIP implementation could not even be begun until a civic election brought to power a Mayor more sympathetic to the program's aims.

Municipal size also had its effects. The large bureaucracy of the Vancouver municipality, with its several departments each rather concerned about its own jurisdiction, often created conflicts and delays in getting the projects done. On the other hand, there was a large pool of trained, talented people involved, which certainly helped Vancouver's NIP. Smaller cities did not have the bureaucratic stumbling-blocks found in Vancouver, but did experience problems created by sometimes rapid turnover in hired NIP co-ordinators, who often did not know the municipality and NIP areas well, or took a different approach to that of their predecessors.

Depending on their size, different municipalities brought different financial capabilities to bear upon NIP. Wealthy, large cities could afford to do utilities improvements under the 62.5 per cent-12.5 per cent-25 per cent formula; smaller, poorer cities often could not afford such an outlay



---

	<p>of capital. Ironically, it was the smaller municipalities which generally had the most glaring deficiencies in streets and utilities. The capital-costs-only guideline also had a negative effect on smaller cities; they were less able to provide funds for post-NIP operating and maintenance costs, and this limited the scope of projects they could do.</p>
Neighbourhood Characteristics	<p>Secondary factors affecting the success of NIP lie in the unique characteristics of each individual neighbourhood areas.</p> <p>The most important variable is the degree of need of the neighbourhood, and the nature and severity of its problems. This is obviously related to the size and adequacy of the NIP allocation. Areas of extreme physical and social deterioration need massive financing in order to achieve significant rehabilitation; the best example of this in our study is Vancouver's Downtown Eastside. There simply wasn't enough money to accomplish major changes in this neighbourhood. In other areas, some problems could be adequately solved by NIP, others couldn't. For example, excellent park improvements and recreational space might be provided, but a pressing need for daycare might go unanswered, due to the capital-costs-only guideline.</p>
Suspicion of Government	<p>The community dynamics of individual NIP areas varied widely, and this usually determined the quality and duration of citizen involvement in the planning process. In some neighbourhoods, resident apathy was very pronounced, making it difficult to gauge accurately area needs and planning priorities. In others, citizen participation was enthusiastic, and continued well after the actual program ended. Area ethnicity was a factor here: many respondents commented on the difficulty in obtaining input from the non-English speaking segments of the population.</p>
Citizen-Municipal Relations	<p>The quality of interaction between the citizens who served on the NIP committees and the civic staff (co-ordinators and/or planners) also influenced the degree of success achieved in each NIP area. The effectiveness of the committees was at times seriously hampered by members with personal "axes to grind", dominating the proceedings; sometimes conflicts amongst citizens and civic staff made progress difficult, or seriously discouraged the citizens from continuing to serve on the committee. There was one instance of a civic planner actually being removed from an area project at the request of the entire committee. In other cases, committee members and planner/co-ordinators worked together superbly, and happily credit each other with the program's success. Not</p>

---

Definition of  
Program  
Effectiveness

surprisingly, areas fitting the latter description are the ones showing the greatest post-NIP improvement in citizen awareness and activism.

The complex interaction of all of these variables determined the degree of success NIP achieved in each area. Program effectiveness - the fulfillment of CMHC's general objectives in setting up NIP - consists of achievements in two basic areas:

- 1) changing the visible character of the neighbourhood, through provision of social and recreational amenities, upgrading the physical environment and municipal utilities, and co-ordinating programs like RRAP;
- 2) changing the social character of the neighbourhood, through improving the sense of community, involving residents in the planning process, and ensuring continuing commitment to local area development by both citizens and City Hall.

Several of the NIP areas we studied achieved remarkable results in both of these areas of concern; others managed only to effect changes in category 1), straightforward physical improvements being the limit of their intentions and/or capabilities. In most cases, respondents felt that some limited success in category 2) had been achieved; this was the area wherein intangible factors, such as municipal and neighbourhood attitudes, had the greatest influence.

Recommendations

The recommendations which follow were compiled from many suggestions put forward by respondents at all levels of involvement with NIP, together with our own findings and opinions developed in the course of research. Some relate to the guidelines and criteria of the program, as laid down by CMHC; some relate to the processes of planning and implementation at the municipal and neighbourhood levels; all are oriented towards achieving maximum program effectiveness, as defined above.

## RECOMMENDATIONS

---

### GENERAL RECOMMENDATIONS

Re-introduce the Neighbourhood Improvement Program. Ninety-five per cent of all respondents desired the return of the program.

### RECOMMENDATIONS TO CANADA MORTGAGE AND HOUSING

#### GENERAL

Make more information available to the municipality and NIP co-ordinator, by clarifying and modifying existing guidelines and creating those to deal with specific problems encountered. This would help to minimize misunderstandings and wasted time.

#### RECOMMENDATIONS CONCERNING EXISTING REGULATIONS/ GUIDELINES

1. Drop the time criteria i.e. six-months selection, six-months planning, three-years implementation. Selection invariably took less than six months and planning tended to run the full span of the program. Implementation, which often ran over the three-year deadline, should be open-ended.
2. Deliver implementation funding in one large draw, at the program's start, so that interest accumulation may offset inflationary loss in extended projects. This would also eliminate the need for an implementation completion deadline.
3. Drop social-housing eligibility. Although successful in one early Vancouver NIP project, the attempts at developing social housing in other areas led to much difficulty. This was due to restrictive regulations and the high cost.
4. Update RRAP eligibility criteria on a continuing basis, to increase the overall effectiveness of both programs.
5. Modify the per capita guideline, so that it is flexible enough to meet the degree of need in each individual NIP area. This would help to prevent the minimum funding being used as a maximum in areas of great need. It should also be flexible enough for large areas to receive NIP without having to artificially divide the existing community because of cost considerations.
6. Modify stability and density requirements. In a number of instances, apartment areas were excluded from the NIP boundaries within communities, thereby generating hostility, and negatively affecting the existing sense of community.

---

RECOMMENDED  
ADDITIONS TO  
REGULATIONS/  
GUIDELINES

1. Establish guidelines for the setting up of an accounting system for the handling of NIP funds by the municipality. In addition, simplify accounting forms and provide more instruction. Problems were encountered on both of these levels.
2. Provide funding for independent RRAP and NIP co-ordinators. Problems arose when a single co-ordinator tried to handle both NIP and RRAP duties.
3. Establish guidelines for resident participation. These should include the setting up of committees, their structure, and prerequisites for membership. Each municipality varied in its approach to citizen input. It is felt that there should be more extensive regulations to provide for greater uniformity of resident participation.
4. Create guidelines specifically for rural communities, so that these small areas are not broken up by NIP boundaries. We also recommend modification of the funding formula for the municipal services, that these communities are often in need of, but cannot afford.

RECOMMENDED  
ADDITIONAL PROGRAMS

Maintenance Program. Many projects considered priorities for upgrading the neighbourhood were not carried out due to the capital-cost-only approach of NIP. These were projects that could afford to be built but the municipality had no funds for maintenance and staffing. It is felt that NIP could increase its effectiveness by providing funding for the administration of projects built.

Social Housing Program. As stated earlier, the development of social housing under NIP proved to be very difficult due to restrictive criteria and low budgeting. However, social housing was found to be a high priority in a number of the NIP areas. It is therefore recommended that CMHC develop a program to deal with social housing in designated NIP areas.

RECOMMENDATIONS TO MUNICIPALITIES

1. It is recommended that municipalities receiving NIP, set up a system of communication and cooperation between the civic departments that will be involved. A representative from each department should be chosen to deal with NIP concerns in their field. It is felt that this would help to eliminate the confusion and red tape often experienced with dealing with different departments.

- 
2. It is recommended that permanent, local site offices be established in each NIP area. These should be used during the NIP process and afterwards, in order to maintain community awareness and the link with the municipal government.
  3. The municipality should designate the responsibility of NIP co-ordination to an individual whose sole duties are the administration and promotion of NIP; in areas where NIP duties were carried out by an individual with other concerns, conflict arose, usually to the detriment of NIP.