

URBAN RENEWAL Ottawa + Hull

Central Mortgage + Housing Corporation

URBAN RENEWAL
IN
OTTAWA AND HULL

CENTRAL MORTGAGE AND HOUSING CORPORATION
Architectural and Planning Division
February 1971

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URBAN RENEWAL
IN
OTTAWA AND HULL

INTRODUCTION

This report describes urban renewal in Ottawa and Hull with federal assistance under the terms of the National Housing Act. It briefly describes urban renewal studies carried out under Part V, schemes, prepared under Section 23A, and schemes in process of implementation under Section 23B of the Act.

URBAN RENEWAL STUDIES

OTTAWA

A city-wide study was undertaken in 1958 by the Planning Branch of the city and was later updated and published in 1967 at a total cost of \$54,320 of which the federal share was \$40,740. The study originally identified 16 areas as being in need of renewal action but these were later reduced to 12 areas following federal government expropriation, installation of city services, and private development and renovations, which removed the necessity for public renewal action. The study which was undertaken concurrently with the preparation of an Official Plan for the city, was mainly concerned with the physical condition of dwellings and the need for redevelopment, rehabilitation and conservation. Incompatible land use, lack of public services and open space, community facilities and inadequacies of the street system were also noted. Public action was recommended to prevent further deterioration of property with particular attention to the areas of Preston St., Lower Town East, and Hurdman Bridge.

HULL

A municipal-wide study, commenced in 1961 and completed in 1964, was directed by Mr. Assad Gedey with consultants Professor Martin and Mr. Edouard Fiset and assistance from planning staff of the National Planning Commission. The total cost of the study was \$48,600 of which the federal share was \$36,450.

The study showed that the greatest concentration of blighted and substandard properties was within Hull Island with 60% of all the buildings being described as very deteriorated. It also showed that that area was poorly served with transportation, recreational facilities, and water and sewer services. The study discussed complete redevelopment of the Island, a program of intensive rehabilitation of blighted and substandard properties and the application of more rigorous zoning controls and recommended that the only means of remedying the situation was the complete redevelopment of the Island over a period of time. An area west of Parc Fontaine extending to St. Redempteur Street was recommended as the first area for clearance.

URBAN RENEWAL SCHEMES

Following the urban renewal studies, the Cities of Ottawa and Hull proceeded with the preparation and implementation of schemes as described below.

OTTAWA

Preston Street Scheme

In 1964, the Corporation entered into an agreement with the city under the old Section 23 NHA to contribute half the cost of acquiring and clearing 16.7 acres in an area immediately north of the Queensway and bounded by Preston Street, Balsam Street and Booth Street. Soon after the 1964 amendments to the National Housing Act, a further contribution was approved to assist in the servicing of the area. The total cost of the scheme was estimated to be \$4,775,000 with a federal share of \$2,387,500 of which \$2,283,153 has been disbursed.

Scheme Data as follows:

- Total area - 20.8 acres, including streets.
- Predominantly residential land use with spot industrial and commercial.
- Many households derived income from business on residential properties.
- Residential density higher than the city average.
- Buildings crowded together with little useable open space.
- Serious need for public open space.
- Road system on grid with all streets open to through traffic.
- Population mainly Roman Catholic with 27% of Italian origin.
- Total of 335 houses with over half as tenants.
- 248 houses showed signs of structural deficiency.
- 26 houses showed signs of extreme deficiency.
- 58 families qualified for public housing.
- The neighbourhood was considered to be in urgent need of renewal and immigrant families had made a substantial effort to improve their properties.
- A strong desire was expressed by the residents to remain in the area.

Scheme proposals were:

- A total clearance of the area.
- The closing of streets to provide large sites for a Commercial High School and public housing and to establish a clear cut road pattern.
- The provision of a site for a Commercial High School including an Auditorium and Library with Playing Field for public use.
- The provision of commercial sites, primarily for persons displaced from business within the site.
- The provision of sites for public and private housing expected to re-house families displaced from the Scheme area.
- The provision of a site for a Nun's residence and Day Care Centre to replace land already owned within the area. This residence would form an important and integral part of the neighbourhood institutional complex.

Progress to date is as follows:

- The total clearance of 16.7 acres and the closure of streets has been completed.
- A public housing project on 6.8 acres and containing 125 row housing units with provision for public and private open space, car parking and play areas has been completed and occupied.
- The Commercial High School complex and the playing fields are now complete and in use.
- The Nun's residence and Day Care Centre is complete.
- In lieu of the commercial site at the south-west corner of Gladstone and Booth, a public park has been provided.
- 2.5 acres of the site, bounded by Preston, Balsam, Rochester and Gladstone remain to be developed. Originally intended for private multiple residential buildings and commercial development, this area has been approved by the Province and the Corporation for construction of a 241 unit senior citizen apartment tower. The City believes the remainder of the site will be required for a second and similar building. The question of commercial development is in abeyance.

Lower Town East Scheme

In 1966 the city, without federal assistance prepared an urban renewal scheme for an area bounded by King Edward Street, Rideau Street and the Rideau River including New Edinburgh Park on the east bank and Porters Island.

The scheme was not acceptable to the Corporation for the reason that it was considered to be poor physical design and the City was advised to hire a consultant to prepare a comprehensive design for the scheme. The firm of Murray and Murray was engaged for this purpose at a cost of \$20,000 towards which there was a federal contribution of \$10,000.

An amended scheme, submitted in 1968 following the design prepared by the consultants aimed at creating a new and meaningful environment with more and better accommodation for those in need of it, and the preservation of the essence of the existing community.

Scheme Data as follows:

- Total area - 186 acres including streets.
- Population - 9,400 with 90% French-Canadian origin.
- 5% of dwellings 150 years old or more and 50% of dwellings 60-70 years old.
- Predominantly residential land use with well established social institutions and a number of commercial premises.
- 1,400 families to be relocated with 355 families expected to leave the area. 230 families expected to remain as owners and 820 families to remain as tenants. Some 530 families indicated that they would move into public housing.
- The area was found to be well served with open space.
- The road system on the grid pattern was not clearly defined and streets were open to through traffic and the area was split by the major artery of St. Patrick Street.

- Restrictions were imposed by the proposed King Edward Freeway suggested by the Ottawa-Hull Transportation Study in 1965 to be located parallel to the east of King Edward Avenue. Intended as a link between Highway 417 and the Quebec highway system, no decision has been made to proceed with this freeway.
- The area was a unique example of an older urban area which had maintained its original vitality and distinctive character but whose fabric of physical accommodation was in progressive decay.

Scheme proposals were:

- The improvement of community facilities to include a new Composite bilingual Secondary School, expansion of a separate school and on Arena building and a Swimming Pool/Gymnasium. A new community recreational/cultural building integrated with the Collegiate Institute Board facilities. The existing parish hall was to be demolished and replaced by a "Place" with a new parish hall on a new site. Closure of streets would enable Macdonald Park to be consolidated and a new district playground was proposed. The expansion of Anglesea Square was provided for and a pedestrian walkway system linking the core of the neighbourhood to the other parts of the area and to the Rideau River Trail was planned.
- A dynamic neighbourhood centre around St. Anne's church with emphasis on pedestrian activity.
- The acquisition of sites for public housing to accommodate some 580 families including accommodation for senior citizens in 120 housing units.
- The acquisition of sites for private housing on selected sites where public housing was not built with possibly sites for co-operative and condominium housing for people who wish to remain in the area and to own their own homes.
- Recommendations for the rehabilitation of residential properties in fair condition and the conservation of properties in good condition.
- Changes to the road system to discourage the penetration of traffic, reduce the number of intersections in order to improve traffic hazards and reduce the number of streets.

Scheme Implementation

On May 29, 1968 Order-in-Council approval was given for a Section 23B federal contribution of one half the cost of implementing the Lower Town East urban renewal scheme. The estimated total cost was \$30,888,650 with a federal share of \$15,444,325. Allowing for recoveries, the estimated net federal cost was \$12,626,625. The federal contribution to date has been \$4,816,088. During 1967, a Site Office was established to interpret the city's intentions to the residents and to keep the citizens informed of progress and to deal with housing and relocation problems. Many social agencies have been actively involved in a co-ordinated community development program on a continuing basis. These agencies include Ottawa Welfare Council, Children's Aid Society, YMCA, Service Clubs, Nursing and Ambulance organizations, Universities and Physicians. Facilities include upgrading educational classes, home-making classes, a head-start program for pre-school children, a day-care centre, co-operative grocery and clothing stores, and a drop-in centre for teenagers.

Progress to date is as follows:

28 Acres of land have been acquired of which 20 acres have now been cleared. Out of 652 properties to be acquired, 363 have been acquired to date of which 181 have been demolished. The site office has been active in the relocation of families, both on a permanent and temporary basis and the office has about 400 units of housing under rental management. 396 families have already been relocated outside the scheme area, 56 of which have been housed in public housing and 264 families have been temporarily relocated within the scheme area. Work is proceeding on the new Secondary School which is about 40% completed and is scheduled to open in September 1971. The Ontario Housing Corporation has 318 public housing units under construction on a 7.8 acre site acquired and cleared for the purpose and 3.8 acres have been leased for a Co-operative Housing Project. The acquisition and clearance of further sites including sites for the Separate School Board and the Arena-Pool complex is continuing. Public Works including services for schools and public housing and the social program described is in operation on a continuing basis.

HULL

Overall Scheme

The area west of Parc Fontaine, indicated in the urban renewal study as first priority for renewal action, was not accepted by the municipality, mainly for the reason that the Department of Public Works, with the knowledge of the National Capital Commission, had indicated that they wished to construct a federal building around the Government Printing Bureau on the north side of Sacre-Coeur Boulevard.

Accordingly, following an Order-in-Council in 1965, a planning consultant Mr. Georges Robert was engaged to prepare an overall scheme and to select areas for immediate implementation in an area covering some 129 acres generally bounded by Sacre-Coeur, Maisonneuve, Frontenac and Leduc. This area contained nearly all the residential development in the northern and central parts of the island and included part of the area west of Parc Fontaine, and the area selected for the Department of Public Works building.

This scheme preparation was completed in 1968 at a total cost of \$41,500 with a federal grant of \$20,750.

Overall Scheme Data as follows:

- Population of 8,835 persons in 1961 but this had declined to 7,660 persons, including a large number of older persons in 1965.
- Buildings were mixed single family, two family, and multi-family in roughly equal proportions.
- Complaints were expressed concerning a lack of playgrounds, adequate municipal services and housing conditions.
- There was a high incidence of fires and traffic accidents in the area.

- Municipal services were generally found to be in poor condition.
- There were serious social problems such as a high rate of juvenile delinquency and conditions of poverty and poor education.
- Most families expressed a desire to remain in the area.

The overall scheme identified a number of specific areas for which detailed schemes might be prepared, and gave preference to two areas designated as Area 6 and Area 1.

Overall Scheme Proposals were:

- The clearance of blighted and substandard buildings from the northeast corner of the overall scheme area in order to permit redevelopment with high quality, high density residential development.
- The improvement of the existing road system and some road widening to permit improved traffic system, and the improvement of municipal services throughout the scheme area.
- The development of a campus of federal buildings, south of Sacre-Coeur and opposite the Government Printing Bureau to make full use of an existing steam plant and parking facilities available there. This was recommended for Area 6.
- The provision of a site to permit the construction of public housing in order to rehouse families displaced from the general area and unable to find their own accommodation. This was recommended for Area 1.

Scheme for Area 6

In July 1968 approval was given to the preparation of a scheme by Mr. Georges Robert for an area generally bounded by Sacre-Coeur, Mance, Verdun and St. Florent, at a cost of \$27,600 with a federal grant of \$13,800.

Scheme Data as follows:

- Area 15 acres
- Population - 920 persons
- 120 buildings of which 105 were residential
- Much of the housing was in bad condition - 67 units bad, 48 fair and 5 in good condition.
- Average family income was \$5,800.
- 35% of the households were homeowners.
- 53% of the households were eligible for public housing.
- Less than half of the households wanted to be homeowners.
- Less than 40% of the households wanted single family housing.

Scheme proposals were:

- Total clearance of the area with the principal re-use to be the development of a 6.3 acre site for a federal office building for the Department of Public Works.
- The closure of Falardeau, Brebeuf and Chenier and the extension of Verdun from the east to form the above site and the widening and reconstruction of Sacre-Coeur and Mance.

- The acquisition of land west of St. Florent and its re-use for car parking and the acquisition of land south of Verdun extension for residential development.

Scheme Implementation

In October 1969, a federal contribution of \$1,520,700 under Section 23B and a loan of \$702,498 under Section 23C was approved pursuant to the terms of a 1968-69 agreement with the Quebec Housing Corporation.

Residents of the area did not oppose the proposals but sought assurances that if displaced, adequate housing would be made available to them. Families requiring re-housing would be offered accommodation in public housing projects. The municipality intends to establish a community renewal department and a separate housing department to handle the problems of re-location and re-housing. Re-housing proposals and the co-ordination of social and welfare programs are under discussion.

Progress to date is as follows:

Implementation has been underway since December 1969 but the City is experiencing difficulty in negotiating settlements with only 8 owners accepting offers to date. The City and Quebec Housing Corporation are considering the possibility of acquiring the remaining properties by expropriation.

Scheme for Area 1

In July 1968 approval was given to the preparation of a scheme by Mr. Georges Robert for an area adjacent to the east of Area 6 and bounded generally by Sacre-Coeur, Maisonneuve, Verdun and Mance, at a cost of \$21,000 with a federal contribution of \$10,500.

Scheme Data as follows:

- Area 25 acres.
- Population - 1,500 persons.
- 210 buildings of which 180 were residential.
- Physical condition of housing slightly worse than in Area 6.
- Average family income was \$5,500.
- 35% of the householders were homeowners.
- 73% of the householders were eligible for public housing.

Scheme proposals were:

- The acquisition and clearance of the entire 25 acres to be re-used for residential purposes including 225 public housing units and 475 privately built units, and a small shopping centre to serve the immediate area and the provision of a park and playground.
- The closure of streets to consolidate sites for the above and the widening and extension of surrounding streets complementing the proposals of Area 6.

Scheme Implementation

The gross cost of the Scheme has been estimated at \$5,500,000 with recoveries of \$1,126,000 and in March 1969, an application seeking a federal contribution of \$2,619,923 was received. It was not supported by the necessary scheme report. In addition all available funds under the 1968-69 agreement with the Quebec Housing Corporation had been committed to other projects and the application was therefore not processed. The matter remains in abeyance.

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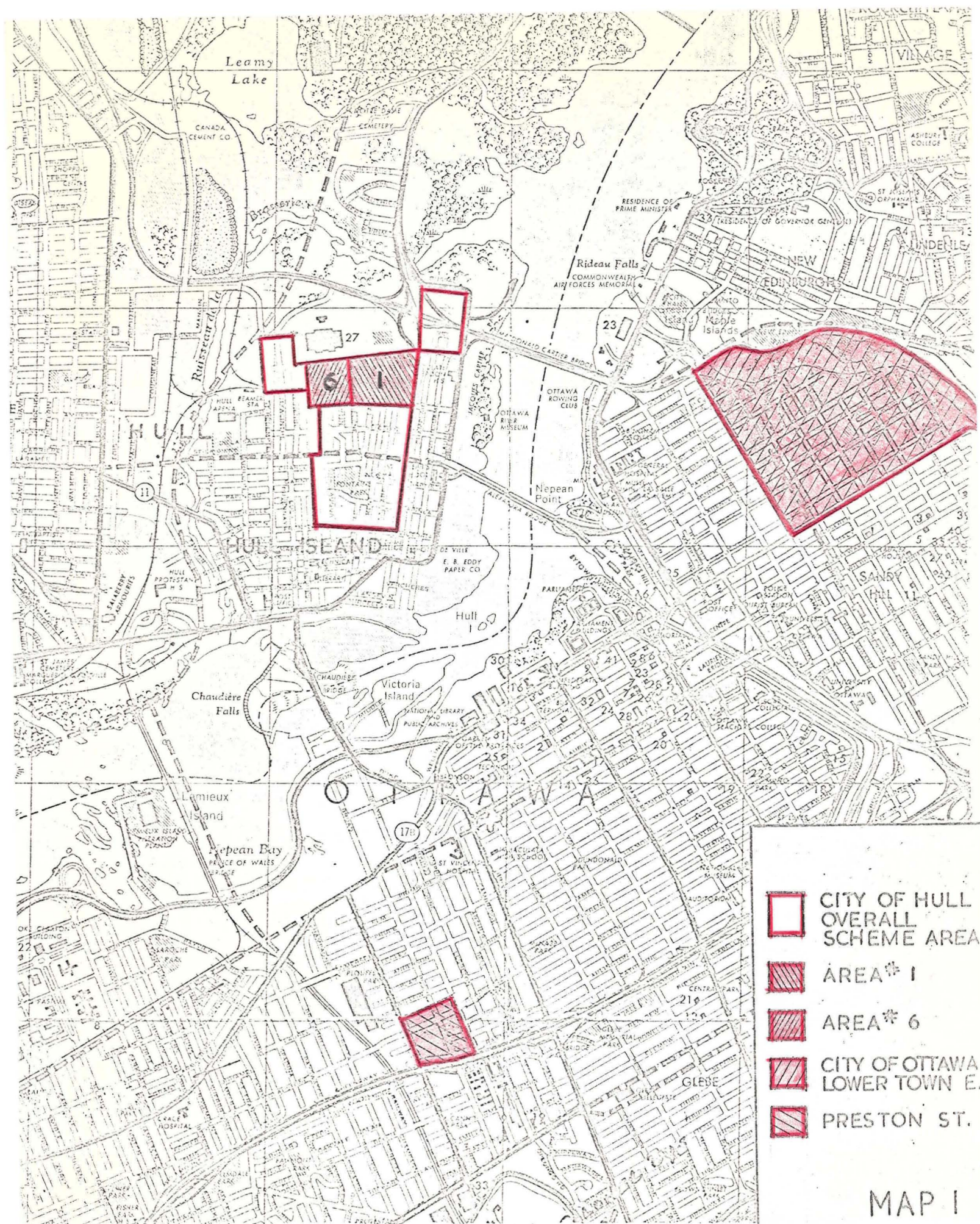
REFERENCES






OTTAWA

1962	ANALYSIS OF URBAN RENEWAL SURVEYS 1959/62	City of Ottawa
1963	PROPOSALS FOR RENEWAL ACTION	" "
1963	PROPOSALS FOR THE DEVELOPMENT OF PRESTON ST. AREA	" "
1966	LOWER TOWN EAST, - NEIGHBOURHOOD STUDY	" "
1967	URBAN RENEWAL - OTTAWA, CANADA	" "
1968	LOWER TOWN EAST - URBAN RENEWAL PROJECT	Murray and Murray
1968	LOWER TOWN EAST - URBAN RENEWAL SCHEME	City of Ottawa

HULL

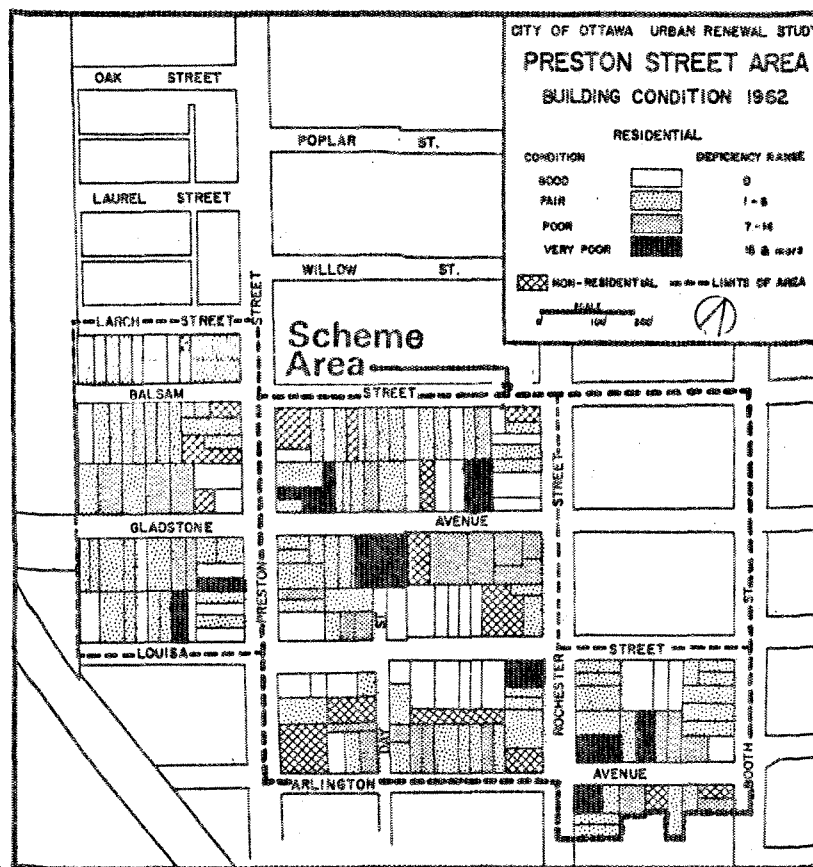
1962	URBAN RENEWAL REPORT - HULL	Assad Gedey
1963	CITY OF HULL MASTER PLAN	" "
1966	URBAN RENEWAL SCHEMES	Georges Robert
1968	URBAN RENEWAL PROGRAM - AREA 6	" "



-  CITY OF HULL OVERALL SCHEME AREA
-  AREA * 1
-  AREA * 6
-  CITY OF OTTAWA LOWER TOWN E.
-  PRESTON ST.

MAP 1

Preston Street before renewal



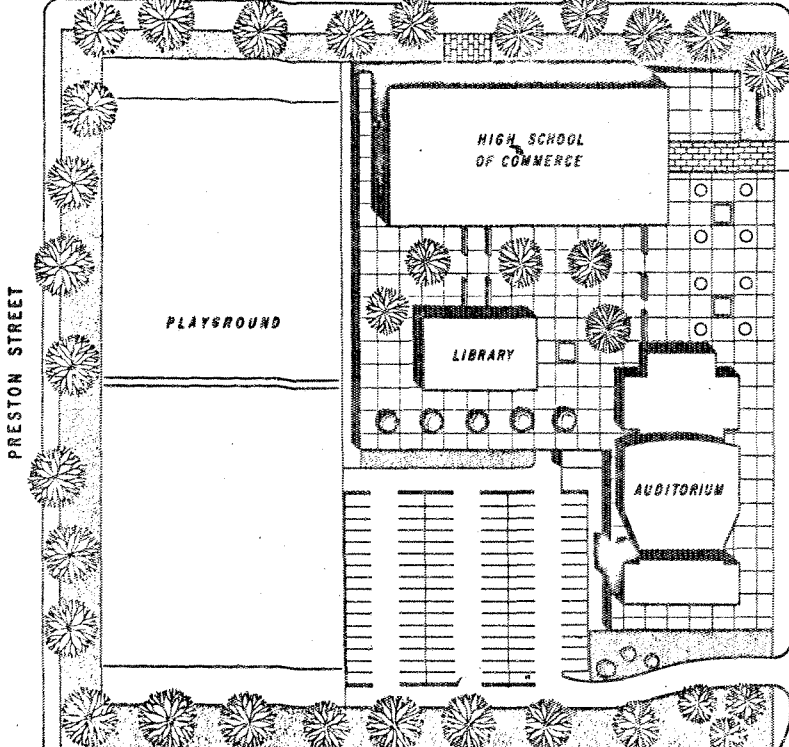
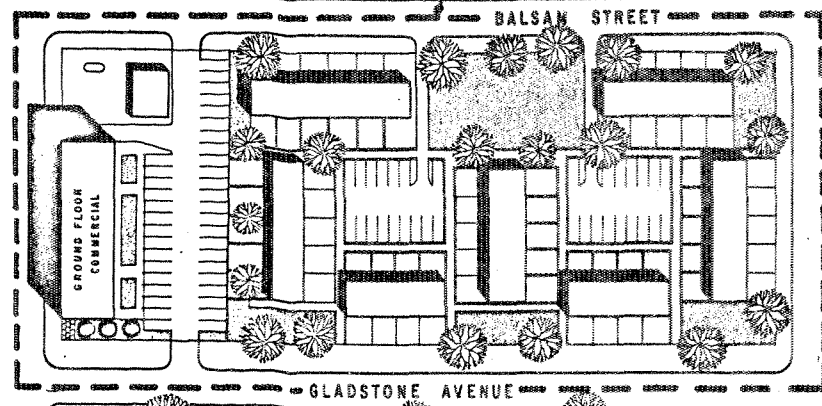
AREA TO BE DEVELOPED

BALSAM ST.

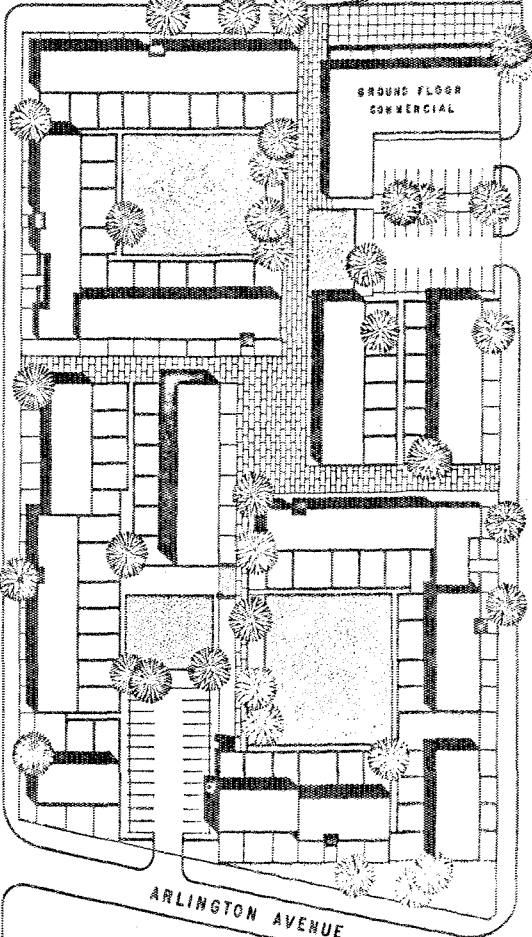
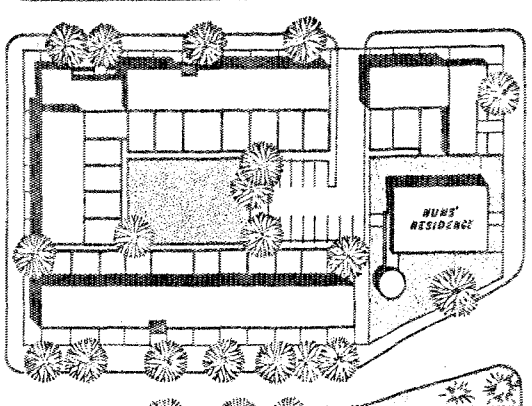
GLADSTONE AVE.

LOUISA ST.

LINGTON AVE.



ROCHESTER STREET



BOOTH STREET

ARL AVE.

RAY A

ARLINGTON AVENUE

QUEENSWAY

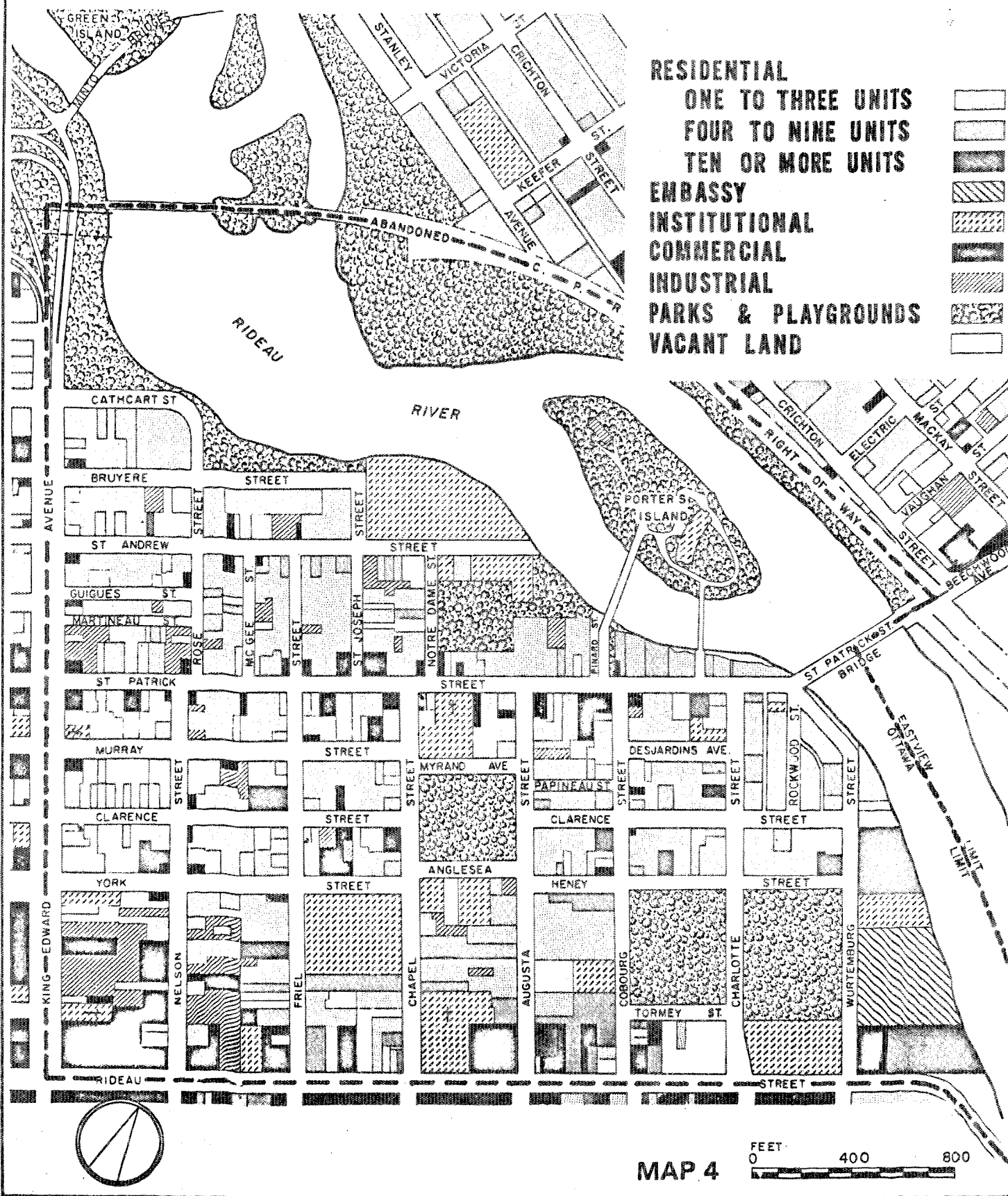
DEVELOPMENT PLAN Preston St.

0 FEET 50 100

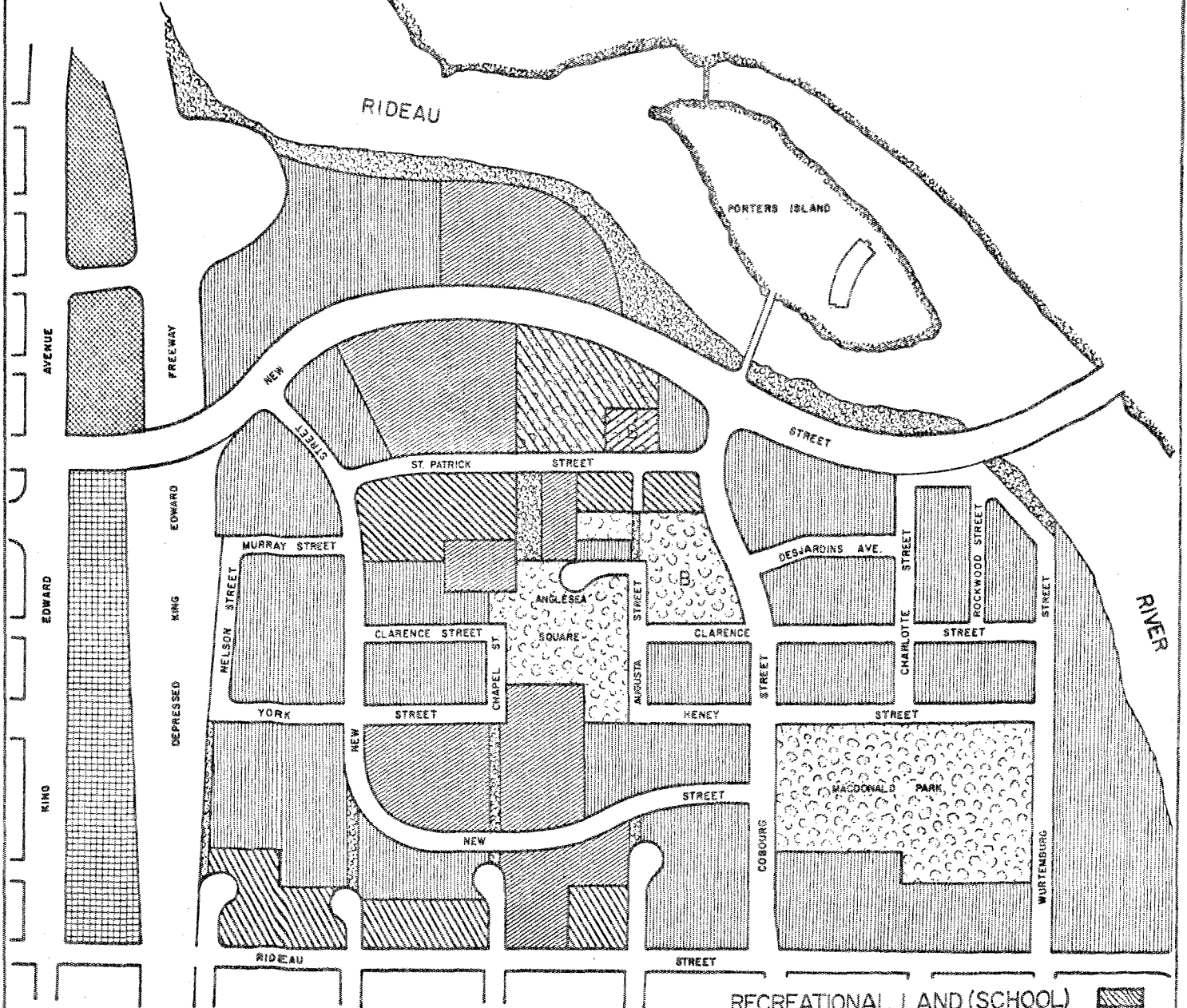


MAP 3

Lower Town East LAND USE



Lower Town East PROPOSED LAND USE



- RECREATIONAL LAND (SCHOOL)
- RECREATIONAL LAND (PATRO)
- INSTITUTIONAL
- COMMERCIAL
- RECREATIONAL LAND
- RECREATIONAL BUILDING
- PEDESTRIAN WALKWAY
- MUNICIPAL GOVERNMENT
- OFFICES
- RESIDENTIAL



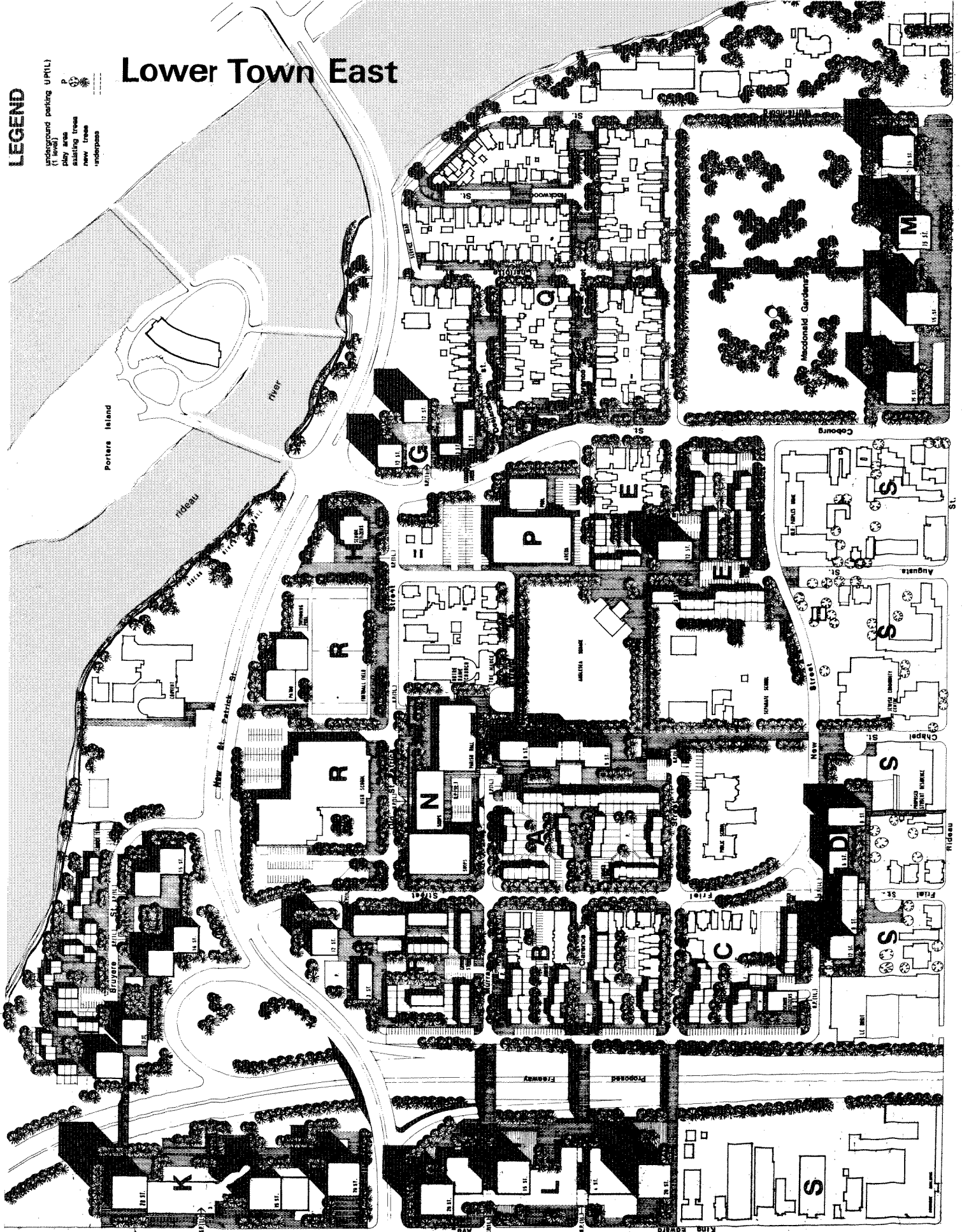
0 200 400 600 800 1000
SCALE IN FEET

MAP 5

LEGEND

- underground parking (UPL)
- (1 level)
- play area
- existing trees
- new trees
- underpass

Lower Town East



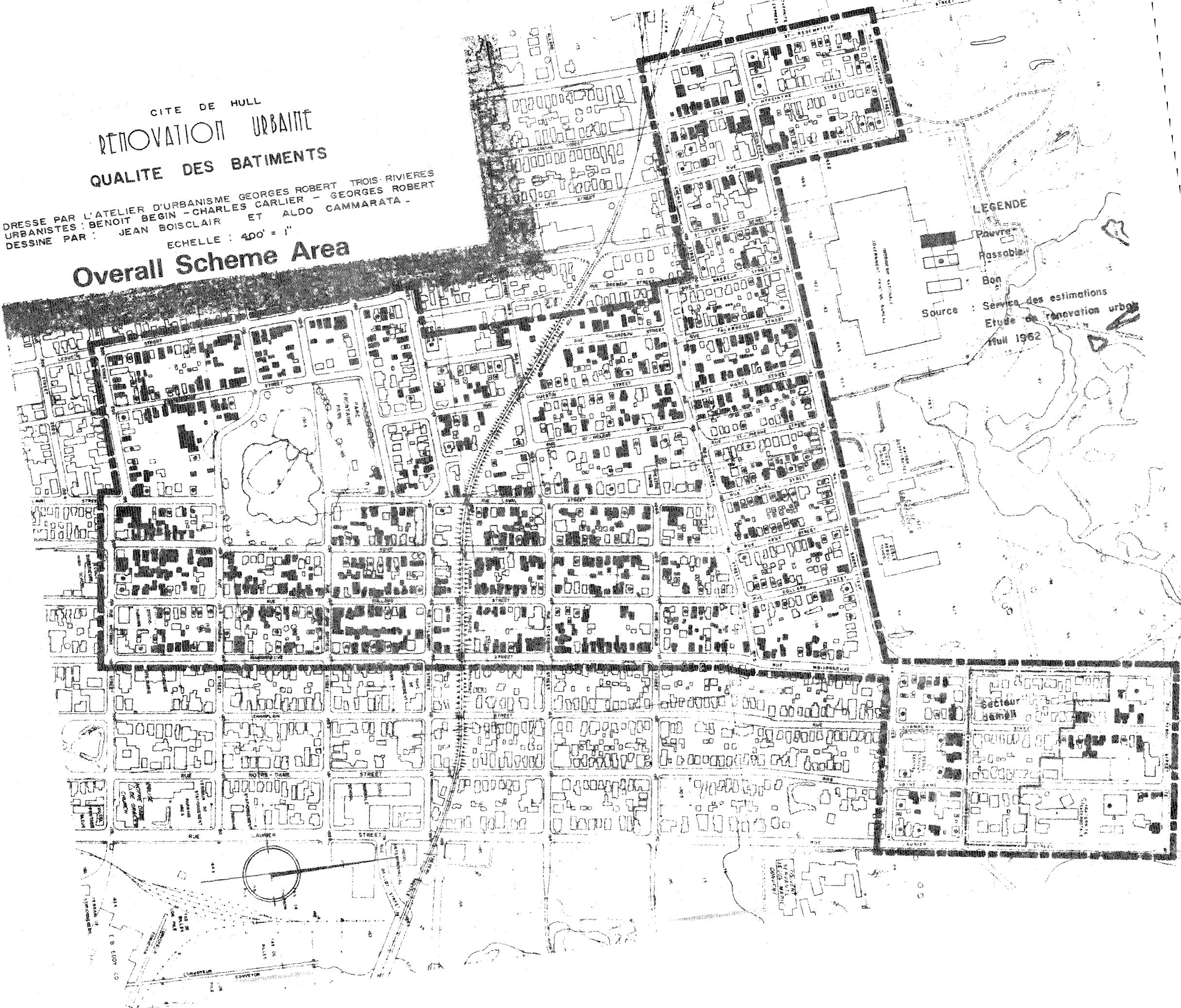
CITE DE HULL
RENOVATION URBAINE
QUALITE DES BATIMENTS

DRESSE PAR L'ATELIER D'URBANISME GEORGES ROBERT TROIS RIVIERES
URBANISTES : BENOIT BEGIN - CHARLES CARLIER - GEORGES ROBERT
DESSINE PAR : JEAN BOISCLAIR ET ALDO CAMMARATA

ECHELLE : 400' = 1"

Overall Scheme Area

LEGENDE
Mauvre
Passable
Bon
Source : Service des estimations
Etude de renovation urbaine
Hull 1962



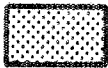


RENOVATION URBAINE

REAMENAGEMENT
DE L'AIRE
INSTITUTIONNELLE N°6

QUALITE
DES BATIMENTS

légende



bon état



moyen



mauvais

AREA 6
before renewal

0' 25' 50' 75 100
échelle 100' = 1"

DESSINE PAR Jean Boiscclair

SOURCE enquête mai 1968

MAP 8

BOUL. DU SACRE COEUR

SITE
DU PROJET FEDERAL
superficie: 275,625 pi. car.

①

RUE MANCE

RUE ST-FLORENT

TERRAIN A DESTINATION STATIONNEMENT
③ superficie: 52,500 pi. car.

superficie 288,138 pi. car.

PROLONGEMENT DE LA RUE VERDUN

superficie
12,000 pi. car.

④

TERRAIN A DESTINATION RESIDENTIELLE
② superficie: 50,500 pi. car.

HULL

legende

AREA 6
proposed land use

RENOVATION URBAINE

superficie utilisee : 390,625 pi. car., approximativement

REAMENAGEMENT
DE L'AIRE
INSTITUTIONNELLE N°6

superficie de la voirie: 288,138 pi. car.

superficie totale* : 678,763 pi. car.

PLAN D'AMENAGEMENT

* N'INCLUT PAS LA BANDE SE PROLONGEANT
A LA RUE ST-REDEMPTEUR.

DESSINE PAR Jean Baisclair

MAP 9