URBAN RENEWAL AND MANPOWER TRAINING:
THE RELATIONSHIP BETWEEN A SOCIAL
PROGRAM AND URBAN DEVELOPMENT

by

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We accept this thesis as conforming to the
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Date April 26, 1967
ABSTRACT

One of the goals of developed countries is the optimization of the urban environment. This goal is reflected in the policies of both Canada and the United States regarding urban renewal and manpower training.

Urban renewal has primarily been one of the concerns of the physical planner. Policies, programs, and techniques have been devised in order to solve the problems of urban renewal, but to date a satisfactory solution has not been realized. With the current interest in human resource optimization as reflected in the manpower training policies and programs, and with the realization that both manpower training and urban renewal are concerned with a common problem that of communal living and are therefore somewhat inter-related.

The search for a more effective solution to the urban renewal problem, coupled with the realization of the inter-relationship of manpower training and urban renewal problems led to the study hypothesis:

That manpower training can be an effective tool in the urban renewal process.

Although these problems appear to be inter-related to date no policy or programs aimed at a coordinated solution exists. The investigation of the adaptability of manpower training to urban renewal problems, therefore begins with an evaluation of
present urban renewal policies, programs and problems, and from
analysis of the cause of these problems being determined.

By means of the case study method, the conclusion made
with respect to the causes of these problems were verified.
The significant conclusion so drawn are that to a great extent
the problems that urban renewal has been unable to solve are
to a great extent attributable to poverty. Further, it was
ascertained that this poverty was to a large extent due to the
low level of skills possessed by the inhabitants of the area.

In light of these findings and in view of the fact that
manpower training is specifically aimed at the optimization of
skills, the thesis investigates not only the effectiveness of
such a program to the acquisition of skills but also its
effectiveness of solving other problems of urban renewal.

The significant findings have been that manpower training
is capable of improving the earning power of the inhabitants by
providing them with wider and better skills; the improvement of
this earning power also provides a greater range of social
choice. It has also been demonstrated that manpower training
is a process which can be used to rebuild, renovate or refurbish
an urban renewal area, and when applied in conjunction with the
urban renewal program, it can not only eliminate substandard
dwelling units, but would also substantially reduce the need
for such structures.

The final conclusion being drawn is that the investiga-
tions in this thesis has demonstrated the validity of the
hypothesis:

That manpower training can be an effective tool in the urban renewal process.

Also of great significance is the fact that this investigation has demonstrated the ability of the urban renewal program to be combined with other programs. This flexibility indicates its potential for becoming the nucleus of a set of programs aimed at solving all aspects of communal living.
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During the oral examination for a master's degree in architecture, the author of this thesis was asked the following question:

If the relocation of slum dwellers in new and beautiful buildings is not the answer to urban renewal problems, then what measures could be taken in order to make it more operative?

In response to this question the author answered that slum renewal is primarily a social and economic problem and that present renewal programs attempt to renew people by renewing buildings. He further stated that the present urban renewal program, coupled with a program of social and economic renewal of the people, would be a more effective urban renewal tool. The author then postulated that the programs of "Job Corps Training" and "Manpower Training" as practised in the United States and Canada respectively, might be adaptable to solving some of these socio-economic problems. It is therefore, as a direct result of this discussion that the present thesis topic, "Urban Renewal and Manpower Training: The Relationship Between a Social Program and Urban Development" is derived.

The author wishes to express his indebtedness to the many people who made their time, assistance, as well as the resources of their knowledge available during the preparation of the thesis. In particular specific acknowledgement should be given
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I. INTRODUCTION
I. INTRODUCTION

A. The Setting

Concurrent with the tremendous changes in urban life resulting from the automobile revolution, other massive changes occurred in the character of the urban populations of the United States of America and Canada. An example of the picture of the life style that existed in these newly formed urban communities at the turn of the Twentieth Century is portrayed in the following statement by sociologist Scott Greer:

Minority citizens from Russia, Germany, Italy, Africa, Poland, Ireland made up half of the total. They were also cities of the poor, the average income in real money was half that of today. And they were cities where the average man lived in an apartment -- a tenement or town house. Acculturation to and success in such cities were associated with smaller families, lower fertility.\(^1\)

These ethnic new comers were quite distinguishable from the "old inhabitants"\(^2\) they were generally less prosperous, less literate and less honourably employed. Chinatown, the Polish District, the Gold Coast, the Slum, Skid Row, and many other terms have been used to describe the areas in which they were


\(^2\)Unless otherwise stated, the term "old inhabitants" will refer to that section of the population that resided in the United States or Canada prior to the Industrial Revolution.
forced to reside. These terms not only describe a geographical area of the urban environment but also describe a complete way of life. Such terms are also synonymous with high rates of crime, tuberculosis, malnutrition, and almost invariably a lower level of general health. In today's urban society these correlations have been somewhat broken down. These immigrants have slowly been integrated into the urban society, they are no longer easily distinguishable one from the other or from the "old inhabitants." The general increase in wealth which has occurred since 1900 has resulted in a doubling in the average family income. This increase has produced a greater variation by commitments and life style. With this rise in level of income, these ethnic groups have been able to improve their position by migrating out of the ghettos and entering the general labour and housing markets. Here it can be pointed out that the main thing that has occurred, has been a general increase in social choice, distributed over a wide range of the population.

However, all have not yet been able to achieve such freedom of choice. There still remains a significant segment of the urban population in these ghettos. For this segment the barriers are still quite rigid. In the past, those who were able to escape have done so on their own initiative. Now, however, present

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4Greer, *loc. cit.*
societies of both the United States and Canada, as well as of other countries, have for social, political and economic reasons committed themselves to helping the slum dwellers that still remain. The reason for such a commitment is summed up in the following statement by President Johnson:

We seek to establish a harmony between man and society which will allow each of us to enlarge the meaning of his life and all of us to elevate the quality of our civilization.\(^5\)

The task that has been set is a monumental one, and without precedence Greer points out:

We have never before faced a wealthy, rapidly, changing urban complex, with a determination to mold it into a form suitable to our desires.\(^6\)

B. Statement of the Problem

Based on where the majority of the population resides, society has been urban for a little more than thirty years, after being rural for more than three hundred. However, it is only recently that our thinking and planning of cities has begun to consider the realities and problems of this basic change.\(^7\)

As previously mentioned, society has committed itself to the improvement of man and his environment. The immediate objective appears to be the elimination of that portion of society that is considered in a dire state of poverty, by eliminating the place


\(^6\)Greer, *op. cit.*, p. 185.

of residence, "the slum." Of the numerous programs directed toward, or contributing to the improvement of the slum and its environs, urban renewal is the one in which the government's official efforts are concentrated. Although urban renewal performs certain functions that are indispensable, and is beginning to perform others, it is not the panacea for slum renewal problems per which many have given it credit. It has become increasingly evident that urban renewal programs as they exist today are not in themselves the answer to slum renewal. This is clearly indicated by the fact that the relative magnitude of the present stock of slums, and the rate of new slum formation on one hand and the rate of slum renewal on the other, are so disparate that even the most generous estimates indicate the futility of the battle that is being waged. This is primarily due to the fact that urban renewal in its present form is only capable of solving one aspect of the slum problem, that is the visual appearance of blight, characterized by old dilapidated buildings with over-crowded occupants paying low rents. Urban renewal is incapable of solving the social pathologies of alcoholism, disordered family life, prostitution and the like, which are generally synonymous with slum living. Not only has urban renewal failed to rid the cities of the slums, but it seems evident that these slums will remain until a solution is

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9Thompson, op. cit., p. 221.
arrived at which solves the economic, social and psychological ills which are concurrent with slum living. ¹⁰

C. Statement of the Hypothesis

Arguments in favor of this commitment to slum renewal have been put forth on aesthetic, social, political and economic grounds. The most significant of these have been (1) the presence of slums creates ugliness in an otherwise beautiful environment, (2) all men are entitled to decent safe and sanitary housing, and (3) the presence of the slum and its inhabitants represents a terrible waste of human resources. In the past, the attack on the problem of slum clearance has been based on the first two hypotheses, hence the initiation of the urban renewal programs. However, more recent thinking has indicated that a more significant and lasting contribution can be made if the problems of slums are tackled on the third ground, that is, with the purpose of optimizing human resources. Proponents of this point of view postulate that in the past, in all societies whether underdeveloped or advanced, the means available for human resource development have been limited. No country has had the number or variety of technical education facilities that they needed. And no country has been able to allocate sufficient funds to provide the full range of the educational activities required. Thus, all countries have had to be selective in the use of limited means for human resource development, and their

choices have been economic, political or social. The country which has committed itself to rapid progress and has attempted to engage in rational planning to achieve its goals has had to make logical assessment of priorities. In choosing the allocation of funds for high priority programs, it has had to postpone investments in less urgent ones. In the past, the dilemma of the slum dwellers has been generally placed in the latter category.

The central issue in building a strategy of human resource development, therefore, has been the determination of priorities to achieve the best use of limited resources. This no longer seems to be the case in the "great society." It would appear that not only the interest but also the initiative and capital resources are now available to solve all of the problems of the slum dwellers. The optimization of human resource development entails the development of a strategy that enables all members of society to be deployed in the most productive manner. Such a strategy involves the rich and poor, the skilled and unskilled, the weak and strong alike. At present, in the majority of cases the area that defines blight, also defines higher than average rates of poverty, welfare cases, and unemployment. In general it defines an area in which the most unproductive element in our society resides. It is stated here that unproductivity is in many cases synonymous with blight. It is therefore suggested that,

based on the available data, an evaluation of the potential manpower training programs at both the national and local levels and a detailed appraisal of some of the problems of urban renewal should lead to a substantiation of the hypothesis that:

Manpower Training can be an effective tool in the Urban Renewal Process.

The current program of urban renewal without a strong program of employment counselling, vocational and job training and in general adult education is not likely to raise the socio-economic level of the slum dwellers in any significant amount, in fact, it is unlikely that such a program will be able to keep pace with the present rate of blight formation.\(^{12}\) Here it is postulated that urban renewal programs should be coupled with a set of welfare programs aimed at solving the basic problem of human resource development and redevelopment. This viewpoint is in accordance with those of Harbison and Myers who state:

The goals of modern society, as we have already stressed, are political, cultural, and social, as well as economic. Human resource development is a necessary condition for achieving all of them.\(^{13}\)

The purpose of this study is to test the above hypothesis and provide evidence that may either substantiate or contradict it. The substantiation of this hypothesis would not only highlight the weaknesses of present urban renewal programs but would provide a program for strengthening these weaknesses.

\(^{12}\)Thompson, op. cit., p. 22.

\(^{13}\)Harbison and Myers, op. cit., p. 13.
D. Method of Research Approach

The task of developing a suitable method of research for evaluating the effectiveness of manpower training programs is as intricate as the study of manpower training itself. There are many reasons for such a predicament. The societies of both the United States of America and Canada have only recently indicated an awareness of the limitations of present urban renewal techniques and alternative approaches to the solution of these limitations. The manpower training program has only recently become accepted as a component of a national program for economic development. This is substantiated by the fact that in the United States The Economic Opportunity Act, the enabling legislation for such a program, was not enacted until 1964; while, in Canada, The Adult Occupation Training Bill was not passed until March 31st, 1967. At present only a few projects are underway and these are too isolated and too recent to permit a realistic evaluation of their general effectiveness. This problem is further compounded by the fact that no attempt has been made to coordinate manpower training programs with the programs of urban renewal. Another complication arises out of the fact that very few follow-up studies have been conducted on urban renewal projects. Furthermore, the information that has been collected is not comprehensive enough to allow general conclusions to be drawn from it.

In spite of these limitations, it is not impossible to make a meaningful evaluation of urban renewal and manpower training
in order to attempt to substantiate this hypothesis. By inference it is possible to identify the problems of present urban renewal techniques and then to postulate the adaptability of manpower training to the solution of these problems. A comparative analysis of this nature does not readily lend itself to the standard methods of measurement and comparison because of the variety and number of variables involved. Under these circumstances, and bearing in mind the relevant variables, the descriptive method appears to be the best method of research approach.

This thesis will proceed therefore from the basic assumption that the presence of slums represents more than a physical problem. The approach to this study will begin by reviewing the present problems of slum renewal. This section will include an analysis of pertinent urban renewal legislation, practice, problems and solutions. The study will proceed to an investigation of manpower training methods, techniques and present enabling legislature. The next step will be to attempt to adapt the theories and techniques of manpower training to urban renewal problems, and then to devise a framework for a comprehensive urban renewal program. The final step will be to re-evaluate the hypothesis in light of the findings and to determine whether it has been substantiated or refuted.

E. Definition of Terms

Several terms, some of which appear in the hypothesis, and others which will appear through this thesis, require precise
definition as to their connotation in this study. They are: "Slum," "Manpower Training," "Urban Renewal," and "Life Style Improvement Program." These are defined as follows:

A Slum is a thickly populated homogeneous segment of society containing squalor and wretched living conditions, and characterized by social pathologies and old, unsafe, aesthetically unpleasing buildings.

Manpower Training is the process by which the knowledge, the skills and the capabilities of all the people in a society are increased and or improved.

Urban Renewal (under the present system) is used to define any action, public, private, or a combination of both by which the fabric of an urban community is renewed, repaired, or protected from blight.¹⁴

Life Style Improvement Program is a process specifically devised for this thesis under which every available resource in the community from a political, an economic, as well as a social standpoint, is mobilized in order to provide a better urban climate.

F. Chapter Summary

The need for such a study stems from the observation that the effectiveness of urban renewal programs has been severely criticized by planners, sociologists, political scientists, economists and the like. There is an abundance of data available

illustrating the shortcomings of such a program. However, very few attempts have been made to initiate a program aimed at producing a satisfactory solution to these problems. Here it must be pointed out that the question of whether urban renewal was designed to solve all of the problems of slum living is of no real interest to this thesis, the important fact is that it does not solve these problems, regardless of whether this occurred through design or oversight. The problem still remains to devise a program or system of programs, which will solve those hitherto unsolved problems of slum living. The interest in manpower training stems from the fact that preliminary investigation indicates its ability to solve some of these problems and, further, the fact that if it proves feasible, that recent legislature has provided a framework which would make manpower training suitable for adaptation into an urban renewal program.
II. AN EVALUATION OF THE URBAN RENEWAL PROCESS
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A. Introduction

An analysis of the urban renewal process depends primarily on a clear understanding of the broad societal goal towards which ends the urban renewal process is designed to work. This broad societal goal is defined as the desire to optimize the physical, social and economic condition of the urban environment, with the immediate objective being the elimination of slums. The urban renewal process can then be defined as the official goal form adopted by society to achieve this goal. For the purpose of this thesis, the elements of this process have been defined as, (1) The Policy, (2) The Program, (3) The Plan, (4) The Project, and (5) The Implementation. In this Chapter both the policy and the programs will be analyzed and evaluated. With this in mind and proceeding from the basic assumption that "a slum" is more than the physical condition of the building within a specific geographic location in the urban community, a critical analysis as to the effectiveness of the urban renewal process can begin.1

1Portions of this analysis, specifically segments pertaining to the Policy, have been excerpted from a paper previously presented by the author entitled Urban Renewal: Concepts and Approaches, for an Urban Renewal Seminar, Planning 521, at the University of British Columbia, Department of Community and Regional Planning.
B. The Policy

At the Federal level, the United States interest in urban renewal goes back at least to 1892 when Congress appropriated $20,000 for an investigation by the Secretary of Labor, of slum in cities over 200,000 population. However, Federal legislative action on slums was insignificant until the great depression of the 1930's brought Federal assistance for housing to the forefront as an economic stabilization device.

The Housing Act of 1949 specifically declared a national housing policy and stated and outlined the goals of all the various housing agencies, including those of the urban renewal agency. Sections of this Act essential to an understanding of this policy are as follows:

The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, the elimination of substandard and other inadequate housing through the clearance of slums and blighted areas and the realization as soon as feasible of the goals of a decent home and suitable living environment for every American family thus contributing to the development and redevelopment of the communities and the advancement of the growth, wealth, and security of the Nation.

It can be seen that the aims as expressed by the Housing Act, place a great deal of emphases on the elimination of substandard

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3The Housing Act, 1949, as ammended through June 1961 (Public Law 171, 81st Congress), Sec. 2.
housing and the provision of better housing. A more complete picture with regard to the federal policy can be obtained by investigating the section of this Act which specifically deals with urban renewal.

...appropriate local bodies shall be encouraged and assisted to undertake positive programs of encouraging and assisting the development of well-planned integrated residential neighborhoods, the development and redevelopment of communities, and the production, at lower-cost of housing of sound standards of design, construction, livability and size for adequate family life...4

The National Urban Renewal Policy is based on three assumptions.5

(1) That the general welfare of the nation can be best effected by the elimination of substandard buildings;

(2) That this cannot be effectively accomplished without the public agencies assuming the responsibility of acquiring and clearing large blighted areas of the community for private development and

(3) That the state and local government lacks the financial resources to handle any substantial portion of the area involved.

4Ibid., Sec. 3.

C. The Program

The goals of the present urban renewal program are based on the theory that the ability of a renter to choose substandard housing diminishes as the supply is destroyed by strict code enforcement and urban renewal projects. In turn, the additional supply of houses required to replace those so depleted would be augmented by public housing, relocation housing and new construction produced by the private housing market. This theory is based on the assumption that the consumers need to seek substandard housing is negated by the destruction of these substandard units, coupled with the availability of an adequate quantity of standard housing at the same or lower costs.

The Workable Program as prescribed under the Housing Act of 1954 has probably had the greatest single effect on urban renewal. It has forced the communities to undertake a realistic appraisal of their present situation regarding slums and other areas in need of renewal and to commit themselves to action designed to eliminate blight and slums. This program outlined seven basic steps that communities must comply with before federal aid is granted. These steps regardless of the type of renewal action undertaken are outlined in Appendix A of this thesis.

Here it is necessary to clearly define the program of low-rent housing which is generally conducted in conjunction

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with the urban renewal program in order to provide the necessary number of homes required by those who are unable to afford what is generally considered normal rents. The majority of the occupants of a slum community are classified in this category, low cost or low-rent housing consists of housing subsidized by the government and operated by a local Public Housing Authority, with federal grants being used to cover operating losses. During the 1930's, 21,600 public housing units were constructed by the Public Works Administration and were for sometime operated by the Federal Government itself. When the Housing Act of 1949 was passed, 191,700 units of this kind were put into operation. The 1949 statute extended this public housing loan fund contributions up to $308 million per year.

Preference for occupancy of these units was first given to those families classified as low-income, which had been displaced by slum clearance projects. The remaining vacancies were then distributed to other low-income families on the basis of their needs, as well as on the basis of how far below the national average their income fell. There were also other standards for admission into this public housing. The top rent charged to the occupants would have to be 20 per cent below the rents charged for standard housing, be it old or new, by private enterprise. The net income of families at admission (less $100 exemption for

7Johnson, Morris and Butts, op. cit., pp. 34-35.
8Ibid.
9Ibid.
each minor), cannot exceed five times the annual income limit for admission and continued residence in the project. Furthermore, this authority must demonstrate to the Public Housing Administration that the income of all occupants of the project are below the specified maximum. Finally, that tenant families were required to vacate once their income rose above this maximum limit. It is within this broad basic framework that all urban renewal projects are carried out.

D. An Evaluation of the Policy and Program

That the urban renewal program is failing to rid the cities and communities of the slums or even rid them of the physical manifestation of the slums, blight is quite evident. In order to rectify this situation there are those who believe that the answer lies in a greater commitment by the federal and local governments (in terms of dollars), in the present renewal program. The contention being that what is really needed is more money, that is to say the annual monetary commitment to the present program should be increased from $.3 billion to about $2.5 billion in order to reduce to time span of goal achievement from the present 400 years to a more realistic 50 years. On the other hand there are those who argue that urban renewal in

10 Ibid.


its present form will never solve the problems of the slums or even of blight, that blight and slums are multi-faceted problems, and that no single program aimed at only one of these facets will result in a permanent or even temporary solution to the problem. Their argument is summed up by Wilbur Thompson who states that what is really needed is a better understanding of the nature of poverty; with this understanding, our renewal programs will eventually become coupled with a new set of welfare programs which attack the basic problems of human rehabilitation and personal economic development, thus replacing current programs "which merely spread cosmetic salves on these sores and soothe guilty conciences."\(^{13}\)

In order to determine the merit of these arguments the consequences and criticisms of the present renewal programs will be examined in light of the stated broad social goal of optimizing the physical, social and economic conditions of the urban environment and also in light of the urban renewal process established in order to facilitate the achievement of this goal. The three broad areas of problems of the slum will be examined; physical, social and economic, with the view in mind to determine whether the present urban renewal process is capable of solving them.

The Physical Consequences: It is often argued that the urban renewal process has a definite physical bias, -- it is felt

\(^{13}\text{Ibid.}\)
that "we renew buildings to renew people rather than the reverse." This physical bias stems from several very significant factors. In the first place, in the past, areas of physical deterioration have been a great deal easier to identify than general areas of poverty. It has only been since the advent of social reforms, i.e. social welfare programs that society has become concerned with the social and economic aspects of communal living. It is also due to the fact that it has been and still is much easier to solve problems of blight than to eliminate poverty and other social diseases. However, probably the two most significant factors are: (1) in the past the programs have been placed in the hands of city planners whose initial training was as architects, landscape architects and civil engineers, and who due to this original training stressed the visual and engineering aspects of the problem; (2) that the housing technology has advanced so rapidly, a great deal faster than our human technology, that in taking advantage of these improvements in housing technology the progress in this direction has far out distanced social and economic progress; (3) as pointed out in "The Myths of Housing Reform," by John P. Dean, that our housing programs have been established based on the assumption that poor housing produces crime and disease.

\[14\text{Ibid.}, p. 126\]

\[15\text{Ibid.}\]

Probably the greatest single argument against this physical emphasis of urban renewal is the fact that in the great majority of cases it does not solve the housing problem of the poor, since in most cases only three-fifths of the low-cost houses that exist in an urban renewal area are rebuilt through the urban renewal process. That is to say two-fifths of the population living in an urban renewal area are not provided for within the project area. The few follow-up studies which have been conducted for urban renewal projects have been unable to ascertain what has happened to this portion of the population. Whether or not they have been able to find suitable equivalent housing at a price that they can afford to pay is unknown.

This would indicate that at least two-fifths of the population (usually those of lowest means) within an urban renewal area are not being provided for through the urban renewal program or any other allied program. An analysis of the statistics for residential units constructed within New York State from first of January to the thirteenth of June 1964, is a significant example of this fact. As of June thirteenth, 1964, of the 61,777 residential units constructed within the state on urban renewal sites, only 8.5 per cent were of the low-income or public housing variety. Of the remainder, 68.2 per cent were for upper income occupancy; 7.3 per cent were for moderate-income occupancy and 17 per cent for middle-income occupancy.


18 Ibid.
Furthermore, of the land designated for redevelopment within the fiscal year of 1964, preliminary figures indicated that about 35 per cent of all residential units were to be constructed for moderate-income occupancy, 6 per cent for middle income occupancy, 3 per cent for occupancy by senior citizens, and 7.4 per cent as public or low-income housing. These figures indicate that for the fiscal year of 1964, only one-third of all residential units constructed within an urban renewal area were for low-income occupancy, while three-fifths of the units scheduled for future development were designated for such occupancy. Viewing these facts as a typical example of the urban renewal situation, it is evident that urban renewal has the general effect of squeezing out the poorest from the renewal area and further prevents filtration by removing second hand housing units. This would further indicate that urban renewal (redevelopment or rehabilitation) produces a net deficit in low-cost housing while replacing this deficit with high-rent apartments.

It then can be seen that the present system produces two adverse results on the housing situation within the central city. In the first place it decreases the supply of low-rent housing without a corresponding decrease in the need for such housing and secondly, it encourages the construction of high-rent

19 Ibid.

20 Greer, op. cit., p. 151.

21 Ibid.
apartments which compete with the high-rent apartments already in existence in the central city and in the suburbs, without increasing the need or demand for such structures. Another general area of criticism regarding the physical emphasizes of urban renewal is that the present renewal programs are forcing mass migration; principally in the areas of low-income into surrounding neighborhoods. That is to say, the slums are not being replaced, but being shifted from one area too another. This is occurring partially due to the physical emphasis of the present program, as well as the nature of the program itself.

Under the present urban renewal process the highest density slum properties are purchased first due to the fact that they usually contain the greatest amount of health, welfare, and aesthetic decay. These areas, however, are also usually the area which generate the highest property values per acre, with the result being that the cost or raising these areas is very high. This then has the net effect of decreasing the real pur­chasing power of the urban renewal budgets, but also produces the eviction of large numbers of people.  

The results of such a process is mass migration into the surrounding areas where the rents are within the economic means of the evicted population. This then produces over-crowding of the areas to which this exodus occurs, thus percipitating its early deterioration, with the result that future funds will be

\[22\] Thompson, _op. cit._ , p. 296.
required to purchase slum properties in the next round. The result of such a system is a rippling effect resulting from "human bulldozing." Thus such a process while solving the problems of physical deterioration in one area, hasten its formation in another. Another result of such a process is the fact that the housing choices of the very poor is further limited without limiting their demand for substandard housing.

The area of low-rent and public housing also has created several major problems. "The projects" as this type of housing is referred to, results in what Jane Jacobs calls "slum immuring." That is to say "the project" has the effect of reassembling and regrouping these slum dwellers in a concentrated vertical fashion. This has been done in an attempt to provide through government subsidy the economically deprived segment of the population of an urban renewal area with decent safe and sanitary housing. In most cases the results have been deliterious. Residency in such housing automatically brands the occupants with the stigma of welfare assistance and thus a breed of people to be ostracized by the rest of society. Furthermore, these occupants have not been provided with the means to live up to the standard that from the outward appearances this housing would indicate. In fact other than rent subsidies, their economic means has not been changed at all, with the net result being that in most instances within a very short span of time these housing projects

23Ibid.

become as bad as the slums that they were designed to eliminate. Therefore, the general effect of such a system has been to transfer the slum from one section of the city to another, usually the final place of location is much more conspicuous than the first.

The Social Consequences: In general the criticism of sociologist, welfare workers and others concerned with the sociological problems of slumming and unslumming can be classified into two broad categories, those dealing with the limitation on choice, and those dealing with the type of life style available to the socially under privileged.

Here it is necessary to indicate that those concerned with these sociological problems define the slums in social terms. This social definition appears to be equally as valid as the physical definition that the present urban renewal framework is designed to rectify. It is their contention that the social phenomenon commonly referred to as the slum is characterized by four general characteristics which by their very nature must be present in combination in order for the slum to evolve. In accordance with this, slums are then produced by, (1) the demand for low-quality housing among those with limited choice; (2) the availability of a supply of a really concentrated low-quality cheap housing which is inadequate by current standards; (3) the social ramifications of the concentration of those members of society with the least social choice within an area and; (4) the response to these social consequences by responsible agents of society.25 In general terms this concentration of substandard

25 Ibid., p. 148.
housing is usually occupied by those with the least social choice; they are what can be colloquially described as the "losers" in the general population changes which were described in Chapter I. of this text. Their range of choice has been severely restricted by their social rank, ethnic characteristics and lifestyle.

Sociologist and welfare workers have suggested that changing the slum dwellers environment from substandard to standard housing facilities would act as a strong social reforming force. This has been the primary reason for the emphases of the urban renewal programs in low-rent housing, either on an individual basis or on the group "project" basis. These types of accommodations have been generally viewed by their promoters as housing to promote social reforms and have been considered as an important part of federal aid. However, recent social surveys have produced considerable evidence to the contrary on this point. In numerous public housing projects the rates of crime, juvenile delinquency, vandalism and tenant damage is as high and some times higher than in that of the former slum area. Public housing is now being seen as housing projects which further restrict the social choice of those already socially under-privileged. It has been found that the social attributes and characteristics of those residents living in the projects are no different than when they were in the slums; the social consequences have also been found to be the same.

26 Johnson, Morris, and Butts, op. cit., p. 23.
27 Greer, op. cit., p. 152.
construction of these projects have served two very useful purposes while it has to some extent eliminated the housing problem, it has also served to highlight these other social conditions. Thus, public housing projects are beginning to move in the direction of counseling group therapy group work and in general adult education. However, here it is significant to note that to date this is still being done on a piece-meal basis and no attempt has yet been made to coordinate these activities with the urban renewal programs.

Another social consequence of the urban renewal program is the fact that while it demolishes the dilapidated building it is also destroying a neighborhood which contains a complete social system. This social system usually contains all of the attributes of what we consider to be normal social interaction, with its hierarchies, rituals, tabbos, etc. It is a typical society in which each member knows his position, as well as his role and his responsibilities. Not only does urban renewal destroy his security by demolishing his dwelling unit but it also destroys the security and familiarity of his social environment. The population so displaced is thus placed at an extreme disadvantage. They are not only forced to become acclimatized to a completely unfamiliar environment, but also; when relocation occurs they are also faced with the task of re-establishing their position in a completely foreign social system, as well as understanding

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and interacting within this system. This can be quite a harrowing experience for even the middle and upper classes of society, but when this is applied to those already socially ostracized it is of greater magnitude. With these facts in mind the following statement by Wilbur Thompson than has a great deal of validity.

Urban renewal programs which replace tenements with luxury apartments and do not provide for rehousing the slum dwellers displaced, can neutralize national social planning.29

The Economic Consequences: It is the economist's view that the slums can be defined on purely economic terms. Thompson points out that slums could just as easily be defined as the place where the very poor live. It is also his hypothesis that the cities are segregated into areas of high and low-income based on the individuals ability to pay rent, he states that good, safe and sanitary housing cost money, therefore the poor are forced to cluster together in poorer, cheaper buildings.30 This results from the fact that due to the allocation of dwelling accommodations by income the poor are forced to concentrate in the available housing of lowest price. This housing tends to be spatially concentrated because of its similarity in age and type and also because the aggregate constitutes the environment of any given house.31 Urban blight is customarily quantified in such terms as persons per square mile or persons per room or per cent of

29Thompson, op. cit., p. 247.
30Ibid., p. 220.
31Greer, op. cit., p. 143.
dwelling units without adequate facilities. "Unemployment if it enters the discussion at all, is regarded as a regrettable, complicating exogenous force which has something to do with poverty and slums." 32

However, it can just as easily be seen that those of the lowest social rank with little formal education and consequently undemanding and poorly paid jobs have very little to bid with in the competitive market. 33 They are usually viewed by employers as a marginal, easily expandable commodity with the general effect that their income in the majority of cases is intermittent. For these people whose employment is at best intermittent the pressures of survival are quite acute. They still require the minimum necessities of life, such as food, clothing, adequate shelter, and pride in order to exist, in fact their needs are oft time greater than those of normal society. The following statement is used to verify this point:

To the extent, moreover, that per capita public service needs are greater in low income than in high-income areas the inequality of need and means is heightened. The low income subdivisions both needs more and has less. 34

With an income that is incapable of providing all of these bare necessities they are thus forced to make a choice with regard to the relative importance of these needs. Adequate dwelling accommodations being the most expandable, is invariably the commodity

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32 Thompson, loc. cit.
33 Greer, loc. cit.
34 Johnson, op. cit., p. 116.
that is sacrificed. Consequently, the poor are partly attracted to the cheap neighborhood by the possibility of paying rent in weekly installments rather than on a monthly basis. Also their lack of opportunity for upward mobility by job or income further anchors their commitment to the cheapest housing available. They are indeed limited by their minimum economic competency. This condition has not resulted from the inability of private enterprise to provide for the ordinary housing needs of the population, but is a direct result of the poors' inability to pay for it.

The key variable here would appear to be housing choice. In order to totally eliminate the slum, the range of housing choice for the slum dweller must be increased in the direction of standard housing. This can be done by increasing the supply that they can afford to pay for by either lowering its price or raising their income or both. However this must be done bearing in mind the findings of Abu-Lughod and Foley who indicate in "Housing Choices and Constraints" that there is a sharp decline in the desire for home ownership as income declines. It was their finding that less than half of the relief recipients wanted to own a home.

Another significant characteristic of those of very low economic means is that extreme poverty tends to be a contributing factor to poor health. A "secondary analysis" of civil defense

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35Ibid.

36Jacobs, op. cit., p. 324.

37Greer, op. cit., p. 144.
survey data from eleven large cities compiled by the Survey Research Center of the University of Michigan found that the health of an individual varied directly with his socio-economic status. The per cent of persons who were found to be fair or poor health was far in excess or twice as great in the $3,000 family income group as in those over $5,000.\textsuperscript{38}

From the foregoing data it can be seen that the economic rehabilitation of the slum dwellers is of great importance. It also can be seen that at present very little is being done in this direction. This data also indicates that although a number of these problems of poverty can and will be solved by providing the poor with decent, safe and sanitary housing, there are also several other problems such as poor health, inadequate education and the like, which will not yield to such a solution.

E. Chapter Summary

An analysis of the data presented in this chapter tends to indicate that the urban renewal process is failing to rid the cities of the slum and in many instances is failing to rectify even the slums physical manifestations, blight. However, the failure of this process is not solely a result of its physical bias, but rather the inability of the process to solve the many social and economic problems, such as poverty, poor health, juvenile delinquency, etc., which are an integral part of the slum. It can then be seen that these ambitious slum clearance

\textsuperscript{38}Leo F. Schmore and James D. Couhig, "Some Correlates of Reported Health in Metropolitan Centers," \textit{Social Problems} 7 (1959-1960), Table 3, p. 225.
efforts are futile and unproductive when chronic unemployment and high rates of poverty are creating new slums at an even faster rate than the present program is capable of eliminating them. Thus, under such conditions the program is incapable of solving even the purely physical problems. These conclusions then tend to be in agreement with those of Robert Weaver who states:

> Not only will urban renewal fail to clear all slums but I question if we shall even rid our cities of them until we solve the economic, social and psychological ills which harass modern man.\(^{39}\)

These conclusions are also in agreement with a further statement by Weaver in which he states that "No one federal program can by itself solve the social problems of the nation.\(^{40}\) Accepting this as being a truth, it is then necessary to devise another program or set of programs that are aimed directly at solving these hitherto unsolvable problems. To these ends in the past many solutions have been proposed, but in spite of the increasing dissatisfaction with the present state of urban affairs and the desire to improve them the problems still remain larger than the solutions so far offered.\(^{41}\) The answers to these questions then appear to lie in an understudy of the basic underlying problems of the slums.

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\(^{39}\)Weaver, *op. cit.*, p. 59.

\(^{40}\)Ibid.

A thorough analysis of the data presented in this chapter indicates that the present urban renewal program is capable of solving the problems of physical blight. Therefore the remaining problems must be a result of conditions that are somewhat dis-similar or dis-sociated with the blight problems. Based on the data so far presented these problems seem to fall into one of two broad categories; either social or economic problems. These problems can be more specifically broken down into those of poverty. Further analysis indicates that much of this poverty is a direct result of either the lack of an adequate education, the lack of full-time employment or a combination of both. If this is the case, then a program aimed at eliminating these two aspects of the slums in conjunction with the present urban renewal program should afford a more realistic and permanent solution to the slum elimination problems. However, before proceeding to devise a program to eliminate or elevate poverty, the contention that poverty is a basic criteria for the slum, and further that this criteria is not being eliminated by present urban renewal programs, must be further verified. The case study method appears to be adaptable to these ends. By means of case studies, an attempt will be made first to identify by purely economic means, what has previously been classified as a slum based on other criterium. Next those segments of the population who have already undergone the urban renewal experience will be investigated in order to determine whether or not such renewal has eliminated or elevated their poverty condition. If these
findings verify the contention that poverty is a vital condition of the slum and that this condition is not being eliminated or elevated by present urban renewal programs, then it will be possible to proceed to the development of a program or set of programs aimed at solving these problems.
III. MANPOWER DEVELOPMENT
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A. Introduction

Developed countries such as the United States of America and Canada have committed themselves to a policy of full employment and the optimization of human resources. The problems which confront less developed countries, such as the conflicts associated with attempts to maintain a balance between the rate of economic growth and the birth rate have been solved to a degree.\(^1\) However, the very nature of these advanced economics have created other major problems. Of these problems, those associated with unemployment appear to be the most acute.

In these rapidly changing societies, severe problems of unemployment, as well as dislocation from employment often occur as a result of a rapidly changing society and technology which not only replaces the human labor force with machines but which also renders old skills obsolete as new ones emerge. An example of this phenomena is the fact that despite the era of general prosperity that is at present prevalent throughout the United States, between five and six per cent of the labor force is unemployed. Within these advanced societies, in which productivity is the basic criteria for reward, the unemployed are

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\(^2\)Ibid.
in general least rewarded economically, as well as socially. Thus, under such a system the majority of these unemployed are the least rewarded and become what is nominally defined as the poor.

The problem of poverty in these countries is now being viewed with special significance, not only in human and economic terms, but also because the future development of the societies' manpower resources depends to a great extent upon the utilization of these human resources. Poverty due to low income is frequently spasmodic and short-term, when it occurs due to periods of illness or infrequent unemployment. However, this poverty for a great number of families is long term and unrelieved often defining the life style of successive generations, "for these families poverty is not an accidental and temporary condition; it is an inherited status." Furthermore, when unemployment is chronic and nationwide, local unemployment provides at most, only the motive to move from an area, without providing the means or a destination. Even when this means exists, moving to an area with a lower rate of unemployment still does not guarantee a job, for the availability of jobs in the new location may not be in accordance with prospective employees' skills.

The reasons for this unemployment are multi-faceted and affects

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4Ibid.

the individual, as well as the nation in differing degrees.

However, regardless of whether this condition is due to age, a physical or mental defect, discrimination, the lack of an adequate education or other training, the lack of initiative, or a combination of one or more of these, the consequences are more than the deprivation of income. It is also the condemnation to a life style. Long-term unemployment also produces the sense of hopelessness and rejection which extends into and permeates the families, social groups and communities in which those unemployed are concentrated and is magnified in the process. Not only is society denied the contribution that these people could and would make but it must undertake the economic responsibility and burden of providing for them through unemployment benefits, welfare payments, health assistance, as well as the social burden of crime and delinquency, which are generally associated with poverty.

The Appalachia Region of the United States of America can be cited as an example of the severity of the problems of unemployment and poverty. This region accounts for 35 per cent of the unemployment in all the nation's redevelopment areas designated under the Area Redevelopment Act. Also the income range of the region is from 10 to 80 per cent below the national

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average. The problems of unemployment are not only confined to economically depressed areas but are also acute in areas of general prosperity as well. A comparison within the United States of 10 Standard Metropolitan Areas, with high, unemployment and 10 with low unemployment indicated that between 1955 and 1960, the 10 relatively depressed areas lost 3 per cent of their employed manpower, whereas the 10 prosperous areas gained 3 per cent through in-migration. In 17 of the 20 areas the net gains and losses were in what is generally considered the right direction. However, in-migration into the depressed areas was more than two and half times the net loss, and out-migration from the prosperous areas was almost three times the net gain. The significance of these statistics is further amplified by the fact that out-migration was higher in the prosperous areas (11.6 per cent) than in the depressed areas, (9.0 per cent). This would indicate that all areas of the country, be they prosperous or depressed are experiencing severe unemployment problems. These are problems which seriously effect all aspects of planning, whether it is economic, social or physical planning.

The pattern of unemployment can also be defined in terms of the levels of educational attainment. In 1962 for the

8Ibid.


10Ibid.

11Ibid.
permanent labor force aged eighteen years and over, the unemploy-
ment rate for college graduates was 1.5 per cent, whereas it was
5 per cent for high school graduates, 7 per cent for those with
a grade school education and 10 per cent for those with less
than a fifth-grade education. 12

The conclusion can therefore be drawn that the problems
and consequences of unemployment effect in varying degrees all
aspects of society, whether it is the rich and the poor, the
educated and the illiterate, or the strong and the weak. The
objective of these developed societies through their policies
of human resources, is to maximize the potential of its human
resources. The program specifically designated to the task of
employment optimization is the Manpower Development Program.

B. Human Resource Development and Manpower Development Defined

Human resource development has often been defined purely
on economic terms, with the basic assumption being that the
central purpose of this development was to maximize man's con-
tribution to the creation of productive goods and services.
Based on this definition, the returns from education and job
training were measured in terms of increases in income or the
increases in the income of the nation as a whole. A more real-
istic definition, and the one that will be used throughout this
thesis is the definition used by Harbison and Myers in Education,
Manpower and Economic Growth, in which they define human resource
development in terms of the acquisition of knowledge and skills.

12David, op. cit., p. 87.
Their definition is as follows:

Human resource development is the process of increasing the knowledge, the skills, and the capabilities of the people in a society. In economic terms it could be described as the accumulation of human capital and its effective investment in the development of an economy. In Political terms, human resource development prepares people for adult participation in political processes, particularly as citizens in a democracy. From the social and cultural points of view, the development of human resources helps people to lead fuller and richer lives, less bound by tradition. In short, the process of human resource development unlock the door to modernization. To this definition it can be added that from the physical point of view, human resource development insures the optimum of the physical resources by society.

Whereas, human resource development embraces every aspect of human development, manpower development, a technique of human resource development, is aimed specifically at the planned optimization of the potential of the work force. This concept of planning can be defined as the preparation for the future by means of long range analysis, in order to minimize the uncertainties and to eliminate mistakes and waste, by providing for the future with flexibility and with the greatest variety of choice. Manpower planning applies the principles of the process to the preparation and employment of human resources for productive purposes. Its general objectives are to increase job opportunities and to improve training and employment decisions by means of long and short range forecasting of changing demands.

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13 Harbison and Myers, op. cit., p. 2.

14 Lester, op. cit., p. 5.
and the implementation of steps to correct or provide for these demands. The potential of this program can be summed up as follows:

By means of more intelligent training and career divisions and greater adaptability of the nation's labor force, manpower planning can enhance satisfaction on the job, raise the quality and utilization of the labor resources, reduce the cost of job search and industry staffing and thereby increase the output of the nation.15

Once again to this definition it can be added, "promote the optimization of the physical resources of the nation." Manpower development in short, involves those elements which directly or indirectly effect the individual's acquisition of actual or potential labor force skills.16

The major problems of manpower development fall into one of two broad categories: (1) those related to shortages of high-level manpower with critical skills and competence, and (2) those related to basic or underutilized manpower.17 This point has already been illustrated in an earlier section of this thesis which indicated that in 1962, 1.5 per cent of the college graduates were unemployed and 10 per cent of those with less than a fifth-grade education were so disposed. The problems of the basically skilled or underskilled workers although no more critical than those of the highly specialized skills, because of

15Ibid.
16David, op. cit., p. 22.
17Harbison and Myers, op. cit., p. 15.
UNEMPLOYMENT RATES IN UNITED STATES
BY MAJOR OCCUPATIONAL GROUPS, 1947-1961

Key:  Laborers
      Operators
      Clerical
      Professional
      craftsmen

the magnitude of their numbers requires immediate attention. The severity and complexity of the unemployed with little or no skills is illustrated in the unemployment statistics between 1960 and 1964. The average annual rate of unemployment during this period was 5.5 per cent or higher.\(^{18}\) During this period the percentages of unemployment of workers in declining and distress industries, the unskilled, the poorly educated and the youth were in most instances far above the national average. In fact for some of these groups it was 100 per cent or more above the national average rates.\(^{19}\) Also during this period 3 to 4 million workers were enjoying dual employment, in fact in 1962 and 1963 some 6.5 to 7.5 per cent of all those employed held two jobs.\(^{20}\) This would indicate that to a substantial degree the problems were not only due to the unavailability of work but also due to the inability of a portion of the labor force due to attain adequate skills to fill these positions.

This contention is borne out in President Johnson's, "1965 Manpower Report." This report indicated that of every 10 high school drop-outs, 8 reported that they had never been counseled by a school official about job training or the kind of work to look for. It further indicated that even among the high school graduates less than 50 per cent had received occupational guidance.\(^{21}\) Also of significance is the fact that a survey

\(^{18}\)David, op. cit., pp. 76-77.

\(^{19}\)Ibid.

\(^{20}\)Ibid.

\(^{21}\)Ibid.
CHART III. 2

AVERAGE INCOME IN UNITED STATES
FOR MEN BY EDUCATION, 1961

Source:
Adolf Sturmthal, Current Manpower Problems (An Introductory Survey), (Institute of Labor and Industrial Relations, University of Illinois, 1964), p. 38.
conducted in February 1963, showed that less than 14 per cent of all youths got their first full-time job through school on a public or private job counseling agency.\textsuperscript{22}

The problems of manpower development are further complicated by the fact that within a broad institutional or national framework the problems of manpower tend to blend in with, and become virtually indistinguishable from the multitudinous other problems which confront society. And therefore, the conventional tendency to view each problem which relates to manpower resources as a separate entity, is not a sound policy action.\textsuperscript{23} It is the contention of many experts on the matter of manpower development that the problem and solution of manpower are intricately interwoven into all aspects of communal living; and that in order to solve manpower problems not only will these other aspects have to be investigated, but some manpower development problems must be solved in conjunction with these other related problems in order to produce an effective solution.\textsuperscript{24} In view of the latter statement, then the investigation of the adaptability of manpower training to urban renewal (another area of problems of an integrated communal nature) appears to be quite relevant.

C. Manpower Development: Policy and Program

The present interest and direction of manpower development are based upon several separate hypothesis. In order to further

\textsuperscript{22}\textit{Ibid.}

\textsuperscript{23}\textit{David, op. cit.}, p. 101.

\textsuperscript{24}\textit{Ibid.}
clarify the direction that manpower development is taking it will be necessary to cite some of the most significant of these assumptions and objectives. It is the contention of promoters of this program that the mobility and productivity of a nation's work force can be improved by education and training. In general it is hypothesized that education creates better informed and more flexible people. It also provides the basis for further training and retraining which puts workers in a position to take advantage of developing job opportunities in an increasingly advanced technological age. Education and training are therefore seen as the key factor not only in the development of skills and abilities, but also in the effective utilization of available skills and abilities.

Until very recently the employing institutions have undertaken the substantial manpower development through on-the-job training and by financing special job training programs. However, due to the recent awareness that the better utilization of human resources benefits the entire society, the need for a governmental policy on manpower has been indicated. In the United States such an awareness at the federal level led in part to the legislature committing to the Federal government the responsibility of training and retraining the labor force. The first piece of legislature designed specifically to these ends was "The Area Redevelopment Act of 1961." Under this Act, provisions were made for the Federal government to undertake

retraining projects for unemployed workers and to make subsis-
tance allowance payments to the trainees. The second signi-
ificant Act is the "Trade Expansion Act of 1962," which provides
for retraining opportunities and for training and relocation
allowances for workers in industries adversely affected by
foreign competition as a result of the reductions in protective
tariff rates. The third Act, "The Manpower Development and
Training Act of 1962" inaugurated a new era in the evolution of
federal manpower development policies. Of great significance
here is the fact that this Act declared that improved labor
force skills and better functionary markets are essential in
order to achieve and maintain high levels of employment.
Amendments to the Act in 1963 and again in 1965 broadened its
application, extended its life beyond the original three-year
period and also provided additional funds.

The programs established under this Act operate under the
constraint that they must favor the short-term objectives. The
three limits which favor these term objectives are as follows:
(1) there must be a reasonable expectation of employment in the
occupation for which training is provided and in the selection
of projects, priority must be given to the training of skills
needed, first within the local labor market area, and second

26David, op. cit., pp. 77-78.
27Ibid.
28Ibid.
29Ibid.
within the state; (2) priority is further given to persons who cannot reasonably be expected to obtain adequate full-time employment without training; (3) training allowances for support of trainees and their dependants during the training period can be paid to an individual for a period not to exceed 52 weeks. The amendments of 1963 extended this payment period up to an additional 20 weeks for persons needing basic educational preparation as a prerequisite to undertaking occupational training.\(^{30}\)

The most recent legislation in the United States has been the "Economic Opportunity Act of 1964" which allowed for the undertaking of several programs designed to enable individuals and communities to meet their own goals for social and economic development. Probably the most significant feature of this Act is its diversity and specificness. The Act authorized the establishment of over 250 separate programs aimed at aiding individual and community development.\(^{31}\) The Economic Opportunity Act further authorized the establishment of an agency to access, administer and to distribute funds for these various programs, this agency has become to be known as the Office of Economic Opportunity.

It will not be possible nor necessary to describe and discuss each individual program. However, those which appear

\(^{30}\)Lester, op. cit., pp. 158-159.

\(^{31}\)Unless otherwise noted, the information contained in this thesis pertinent to the "Economic Opportunity Act of 1964" has been extracted from the Catalog of Federal Programs for Individual and Community Improvement, December 1965, and other unpublished information produced by the Office of Economic Opportunity.
pertinent to the thesis topic will be discussed at this time. Here it is important to note that for the first time this legislation devised and subdivided programs based on the general nature of the problems. The two broad problem areas so devised were those dealing with the individual and those dealing with the environment. The general problem areas are then subdivided into program areas. Under the individual problem area these sub-groupings are; (1) human needs and (2) human skills, whereas under the environmental problem area the sub-groupings are (3) physical, (4) social, and (5) economic. In both cases each sub-group is further divided into selected programs applicable to the type of problems. From this breakdown, it can readily be seen that the diversity and specifics of the program enables the program to be more specific in their details. In general, the programs applicable to this thesis will be found in both general problem areas. A detailed description of the pertinent programs will be given in Appendix B.

Probably the most discussed and widely publicized of the over 250 programs represented in the Act, has been the Job Corps Training Program. This program also appears to be of relevance to this thesis. The Job Corps Training Program is an in-residence program of vocational training, remedial education and work experience. It is designed to equip the youth from impoverished homes and environments with the skills and attitudes needed in order to allow them to become gainfully employed. In January 1966, a year after the programs inception, approximately
CHART III. 3

UNEMPLOYMENT RATES IN THE UNITED STATES FOR MALES BY AGE GROUPS, 1947-1961

Key: 14-19 ____________ 20-24 . . . . . 25-34 _________

Source:
Adolf Sturmthal, Current Manpower Problems (an Introductory Survey), (Institute of Labor and Industrial Relations, University of Illinois, 1964), p. 27.
20,000 trainees were enrolled in 91 Job Corps Centers located in 38 States and Puerto Rico. More detailed information of the Job Corps Training Program is contained in Appendix C of this thesis.

The Work Experience Program on the other hand provides financial assistance to states for the establishment and operation of construction work experience and training projects. This program is designed to expand the opportunities for constructive work experience and other training that is available to low-income families, including persons who are present or potential recipients of public assistance. Under this program, no matching funds are required. The Urban Renewal Demonstration Grants provide funds to public bodies for projects to demonstrate and improve techniques or methods of blight prevention or elimination. These grants may cover two-thirds of undertaking the demonstration projects. And finally The Community Action Program provides federal assistance to communities in order to establish and carry out programs designed to mobilize their resources to combat blight. These programs would appear to be capable of formulating a nucleus around which a potential program aimed at assisting the present urban renewal program and problems could be constructed. There are, however, several other programs aimed specifically at individual attainment which are also of relevance. These and other programs of lesser significance are outlined in

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Appendix B of this thesis and will be referred to and discussed as they are introduced into the chapter dealing with the adaptability of manpower training to urban renewal.

In the past, the Canadian approach to the provision of skilled manpower has differed somewhat from that of the United States. Until very recently Canada has relied upon three separate sources of meeting its skilled manpower requirements; (1) formal training and apprenticeship programs; (2) net immigration, and (3) informal on-the-job upgrading. Informal on-the-job experience and upgrading has been the major source, with net migration claiming an important, although somewhat smaller role. Skilled manpower provided by the apprenticeship program has been the least significant. In the decade between 1946 and 1956, it is estimated that the number of skilled workers in Canada increased by 280,000. It has been further estimated, that of this total 130,000 were produced by the on-the-job training method, 110,000 by immigration and 40,000 by the apprenticeship programs.

Of these three methods of securing skilled labor, the apprenticeship program is the only one over which the Canadian Government is capable of exercising control under the British North America Act. The provision of skilled labor is the

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34Ibid.
### TABLE III.1

**IMMIGRATION OF SKILLED WORKERS TO CANADA FOR SELECTED GROUPS OF YEARS BETWEEN 1951-1956**

<table>
<thead>
<tr>
<th></th>
<th>1951-1955&lt;sup&gt;a&lt;/sup&gt;</th>
<th>1955-1957&lt;sup&gt;b&lt;/sup&gt;</th>
<th>1957-1965&lt;sup&gt;c&lt;/sup&gt;</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total, Skilled workers</td>
<td>93,677</td>
<td>48,000</td>
<td>151,500</td>
</tr>
<tr>
<td>Per cent of total immigration</td>
<td>11.6</td>
<td>10.0</td>
<td>10.0</td>
</tr>
<tr>
<td>Per cent of all immigrants destined to non-farm labor force</td>
<td>26.2</td>
<td>.&lt;sup&gt;d&lt;/sup&gt;</td>
<td>.&lt;sup&gt;d&lt;/sup&gt;</td>
</tr>
</tbody>
</table>

**Notes:**

(a) figures for 1951 to 1955 are actual.
(b) figures for 1955 to 1957 are estimated.
(c) figures for 1957 to 1965 are projected.

**Reference:**

responsibility of the provincial government. However, under the Vocational Training Coordination Act (see Appendix D), the Minister of Labor, acting on behalf of the federal government may enter into an agreement with the provincial governments to provide financial assistance for vocational training. The limitations of this assistance are outlined in sections 3 and 4 of said Act. Under this arrangement the War Emergency Training Program which had been used during World War II for training men in skilled trades for the armed services and war industries was transformed into the Canadian Vocational Training Program. This program, combined with the Apprenticeship Acts of the various provinces, provides the basis for apprenticeship training in Canada. The apprenticeship program has not played a significant role in supplying skilled manpower is evident by the fact that at March 31, 1956, only 15,000 persons were registered in such programs, of this total some 7,700 were apprenticed to the building trades. Training in the following trades is being accomplished under both the Tradesman's Qualification Act and the Apprenticeship Act.

1. Electricians  
2. Motor Mechanics  
3. Auto Body Workers

35 The Vocational Training Coordination Act of Canada, 1942-1943, Chapter 286, Sections 1-12 inclusive.


37 Skilled and Professional Manpower in Canada, 1945-1965 op. cit., p. 45.
### TABLE III.2

REGISTERED APPRENTICES IN THE BUILDING TRADES, 
BY TRADE, EIGHT PROVINCES, 1947-56

<table>
<thead>
<tr>
<th>Trade</th>
<th>Number of apprentices registered at March 31</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1947</td>
</tr>
<tr>
<td>Bricklayers and stone masons</td>
<td>463</td>
</tr>
<tr>
<td>Carpenters</td>
<td>1,302</td>
</tr>
<tr>
<td>Electricians</td>
<td>1,212</td>
</tr>
<tr>
<td>Painters and decorators</td>
<td>323</td>
</tr>
<tr>
<td>Plasterers</td>
<td>182</td>
</tr>
<tr>
<td>Plumbers and pipefitters</td>
<td>1,297</td>
</tr>
<tr>
<td>Sheet metal workers</td>
<td>564</td>
</tr>
<tr>
<td>Steamfitters</td>
<td>f</td>
</tr>
<tr>
<td>Other building trades</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>5,364</td>
</tr>
</tbody>
</table>

(a) Excludes Prince Edward Island and Quebec; includes Newfoundland from 1954.
(b) Includes plasterers in New Brunswick.
(c) Includes steamfitters in British Columbia.
(d) Lathers and tile setters.
(e) Includes steamfitters.
(f) Included with plumbers.

4. Plumbers
5. Steamfitters
6. Gasfitters
7. Radio and Television Technicians
8. Refrigeration Mechanics. 38

The Combination of these three methods as a means of securing the needed skilled manpower has not been totally successful. An investigation of two separate periods of time indicates the nature and the causes of this problem; the periods under review are the years' 1947-1949 and the years 1950-1953.

Between 1947 and 1949, investment and expenditures for new construction, industrial plants and equipment, public utility projects and residential housing expanded rapidly. Employment in the construction industry increased by 40 per cent, resulting in widespread shortages in almost all of the skilled construction trades for almost every quarter of the three years under study, even in February when the construction industry is usually slack. 39 Table III. 3 for selected occupational groups indicates that four occupational groups were in continuous wide spread shortage throughout the eight quarters of 1947-1948 and another 13 were in continuous shortage for from three to seven consecutive quarters. The cause of this dilemma has been directly attributed to the lack of stability of the three above mentioned sources of labor. Between 1947 and 1949, no appreciable increase occurred in the number of apprentices available

38 A Modern Concept of Apprenticeship, op. cit., p. 9.

and net immigration of skilled workers decreased from 11,500 in 1948 to 6,400 in 1949.\textsuperscript{40} The result being that the informal on-the-job training method of manpower training accounted for the majority of the increases in the skill labor supply.

The second period of rapid expansion occurred between 1950 and 1953, and was also marked by a shortage of skilled tradesmen. Table III. 3 indicates that during this period 4 occupational groups were in shortage throughout the year and another 11 were in shortage for half the year or more. Again the most significant shortages in skilled labor occurred in the construction trades, closely followed by those in mining. During this period, the number of registered apprentices did not increase significantly; increasing from 5,400 in 1950 to about 5,800 in 1953. However, in this instance the immigration of skilled manpower did not decline, in fact it increased significantly and totalled some 60,787 for the three-year period.\textsuperscript{41} As a result of this increase the shortage of skilled labor was not as pronounced as it had been for the first period under review.

The fact that these periods are not unique but represent the general cyclical pattern of an expanding economy is summed up in the following statement:

\begin{quote}
The experience of 1947 to 1948 suggests that intensive and widespread shortages of skilled tradesmen will appear in the Canadian economy in periods when the durable goods and construction industries are expanding at high
\end{quote}

\textsuperscript{40}Ibid., pp. 16-17.

\textsuperscript{41}Ibid.
### TABLE III.

**LABOR SHORTAGES FOR SELECTED OCCUPATIONAL GROUPS, CANADA, 1947 - 1956**

<table>
<thead>
<tr>
<th>SELECTED OCCUPATIONAL GROUPS</th>
<th>1947</th>
<th>1950</th>
<th>1953</th>
<th>1956</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cabinet Makers and Woodworkers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Machinists, toolmakers, Diesetters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other Machine Shop Workers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boilermakers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Structural Iron and Steel</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Welders and Flame Cutters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Electricians</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aircraft Workers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miners</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bricklayers and Tile Setters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Carpenters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cement and Concrete Finishers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plasterers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plumbers and Steamfitters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cranemen and Shovelmen</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Blasters, Powermen and Drillers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Auto Mechanics</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Note:** Each (.) represents a situation in which vacancies listed by employers amount to fifty per cent or more of the number of applicants registered at National Employment Services Offices.

**Source:**
rates, unless large numbers of skilled tradesmen are available from domestic training programs or immigration.\footnote{Ibid., p. 15.}

In an effort to decrease its reliance upon immigration as a source of skilled labor the Federal Government of Canada has attempted to strengthen and improve its domestic training programs, by the enactment of the \textit{Adult Occupation Training Bill} which was enacted on March 31st, 1967. Unfortunately at the time of writing the details of this Bill had not been made available to the public. However, it has been ascertained from Mr. Frank Hatcher that the Bill is in many instances quite similar to the Manpower Development and Training Programs of the United States.\footnote{Frank Hatcher, Chief of the Rehabilitation Section of Canada Manpower Division, Pacific Coast Region, Department of Manpower and Immigration.} The object of the Bill being to strengthen both the on-the-job training programs and the apprenticeship programs by providing the adequate financial and technical assistance, as well as the appropriate physical facilities required to facilitate the training of the skilled labor force. Appendix \textit{E} outlines the relevant areas of skill training and the types of programs to be administered under the \textit{Adult Occupation Training Bill}.

D. Chapter Summary

The relevance and importance of the manpower development theory, was never in doubt in this thesis, its merit is self-evident. The objective was to investigate the concepts,
policies and program in an attempt to determine the validity of the hypothesis that manpower training can be an effective tool in the urban renewal process. It has been to this end that the data presented here has been summarized.

Here it must be restressed that the manpower development concept and program was developed in response to the much broader sociatal objective of maximizing the potential of human resources. The manpower development programs are designed for the task of employment optimization. With this in mind an analysis of the data presented here indicates several significant points.

Of prime importance is the fact that in the past, neither the programs of Canada or the United States have been successful in meeting their demands for skilled manpower. In the United States the emphasis has been upon the formal education system; whereas in Canada, dependence has been placed upon the on-the-job training programs and immigration. As a result of these inadequacies the following conclusion has been drawn.

If these demands are to be met, training and educational facilities of all kinds will have to be expanded in an orderly fashion. This will involve the careful planning and creation of suitable curricula, the acquisition of competent staff, the careful analysis of skilled and professional manpower, and continued studies of the best type of training and educational programs in light of requirements.44

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In both countries, as indicated, the federal emphasis has been placed upon the on-the-job training method and the apprenticeship training system.

As a result of the construction industries' high demands for skilled labor, a significant proportion of both programs has been devoted to these needs. An analysis of Appendix B and C indicates the type, as well as the nature of these programs.

Bearing in mind the present emphasis of urban renewal programs upon the construction and refurbishing of residential structures, it would appear that manpower training programs which are directed toward the acquisition of construction trade skills could be used in an urban renewal area. However, before a conclusion can be drawn a more detailed study of the specific needs of the urban renewal area, as well as the adaptability of present manpower training programs to these needs must be investigated. These aspects are covered in Chapters IV. and V., respectively.
IV. STRATHCONA: THE CASE STUDY
IV. STRATHCONA: THE CASE STUDY

A. Introduction

The objectives of the case study as presented here are four-fold. It is first used to further substantiate the fact that the problems of slum living are multi-faceted and include many significant aspects which cannot be solved by present urban renewal programs alone. Secondly, it is used present quantifiable data in order to highlight by use of numbers and percentages the gravity of some of these major problems. Thirdly, it is used as an effort to tie these problems of urban renewal needs into the Canadian context. With regard to the latter statement, the majority of statistics and written material regarding the inadequacy of present renewal programs, as well as that on manpower training and needs, has been written with respect to the American context. Although as previously stated, these problems are analogous to those of most, if not all developed societies. Therefore it was felt that a non-American case study would be appropriate in order to report how these problems relate in another context. Fourthly, and most significant, an attempt will be made to relate the problems of urban renewal and manpower training.

The area selected for study is Census Tract 50, within the City of Vancouver in the province of British Columbia, Canada.
MAP IV. 1

VANCOUVER AND SURROUNDING MUNICIPALITIES

Key:
The Study Area
Census Tract No. 50

Source:
This area is part of a larger area commonly known as Strathcona. The study area is 6 blocks long by 3 1/2 blocks wide containing approximately 3,200 people. This area is unique in the fact that its problems and characteristics have been defined both from the physical, as well as the socio-economic points of view. These points of view have been expressed in two separate reports. The physical characteristics have been described in The Vancouver Redevelopment Study, prepared by the City of Vancouver Planning Department, in December, 1967. The socio-economic aspects are described in a study conducted by the United Community Services of the Greater Vancouver Area, in July, 1966, entitled Urban Renewal Scheme III: Strathcona. Here it is significant to note that the socio-economic analysis was conducted after the area had been designated as an urban renewal area and the method of approach determined to rectify the situation, based upon the recommendations of the Vancouver Redevelopment Study.

This chapter will attempt to (1) define both the physical, as well as the socio-economic problems of Strathcona, (2) identify those problems capable of being solved by present urban renewal programs, and (3) identify those that the urban renewal program in its present form is incapable of solving. With respect to this third category; these problems will be analyzed in Chapter V. in order to determine their susceptibility to a solution by an urban renewal program which includes manpower.

B. Physical Characteristics and Problems

In general the study area can be classified as blighted but by no means homogeneous. It has been defined as "a good residential district 40 or 50 years ago, and still has the character of a genuine neighborhood."² Within the study area the Strathcona school serves as the focal point of activities of a general nature, with the individual churches and social centers performing services for the various ethnic groups that reside in the area.³ However, age, changes of occupancy and the conversions of other structures into dwelling units have resulted in severe deterioration.⁴ Several different types of housing are found here, including single houses, apartments, rooms over stores, cabins, rooming houses, etc. The single house comprised about 80 per cent of the dwelling structures, however approximately 20 per cent of these had been converted to multiple occupancy, and another 10 per cent housed two families.⁵ In general, converted and substandard accommodations characterised the entire area, with approximately 52 per cent of all dwelling units sharing sanitary facilities.⁶

²Vancouver Redevelopment Study (Vancouver, B. C.: Prepared by The City of Vancouver Planning Department, for the Housing Research Committee, December, 1957), pp. 6-7.
³Ibid.
⁴Ibid.
⁵Ibid.
⁶Ibid.
MAP IV. 2

THE STUDY AREA: STRATHCONA

Key

Boundary of Study Area

Source:
The survey conducted in 1957, analyzed the area based upon the following criteria, (1) the age of the dwellings, (2) the quality of the housing as shown by exterior conditions, and, (3) existing land use and mixed land use. With regard to the first two categories, using five broad classifications of buildings, very good, good, fair, poor, and very poor, the survey indicated the following percentages of major defects: poor to very poor state of affairs, 32 per cent; walls or floor damp, 16 per cent; outside water supply, 12 per cent; toilets shared with more than 6 persons, 18 per cent; bath either non-existent or outside the structure, 14 per cent; inadequate fire exits, 10 per cent. Although this survey was conducted in 1957, the more recent Strathcona Report conducted in 1966 indicates that approximately 50 per cent of all residential structures were either "poor" or "very poor." This was further substantiated by a windshield check conducted by the author on March 20, 1967. The Strathcona Report further indicated that 25 per cent of all households met the Census definition of a crowded dwelling as compared to 15 per cent as indicated by the Vancouver Redevelopment Study. This would seem to indicate that a certain per cent of in-migration rather than out-migration has occurred within the area in the 9 year interim between the two studies. With regard to the third criteria: land uses, it is important

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7Ibid.

8Urban Renewal Scheme III: Strathcona, op. cit., p. 11.

9Ibid.
to note that at the time of the 1957 study, over 90 per cent of the area was zoned for industry and commerce; it was in fact primarily being used for residential purposes. It was based primarily upon these findings that the area was designated as a comprehensive redevelopment area. It was the recommendation of the city officials to completely clear the area and to zone it residential, with the development to be as intensive as reasonably possible.

C. Socio-Economic Characteristics and Problems

The resident population of the area has basically been made up of three groups. There has been a very large majority of Asiatics which account for approximately 57 per cent of the total population (they are primarily Chinese, although there are some Japanese). Persons of British origin formed the next largest ethnic group, followed by those of Italian extraction. The estimated population residing within the study area in 1966 was 3,213 comprised of some 1,423 family units. Table IV. 1 indicates the family structure breakdown of the study area. Here it should be pointed out that family structure does not correspond to household structure, for within this area a great deal of non-family communal living occurs. This is especially

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10 Vancouver Redevelopment Study, op. cit., p. 6.
11 Ibid., p. 4.
13 Ibid.
true of the single male Asiatics. With regard to age, three points are significant to note here. Firstly, at the 1961 Census, 22 per cent of the total population was 14 years old or younger. Secondly, that people over 55 years old represent approximately 35 per cent of the total population. And thirdly, that persons over 55 years comprise over 47 per cent of the estimated 1,423 households.

From these statistics it can be estimated that approximately 44 per cent of the population or some 1,400 persons are of working age.

TABLE IV. 1

<table>
<thead>
<tr>
<th>FAMILY STRUCTURE</th>
<th>No. of Units</th>
<th>No. of Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Families with Children</td>
<td>408</td>
<td>2,040</td>
</tr>
<tr>
<td>Families with no Children</td>
<td>158</td>
<td>316</td>
</tr>
<tr>
<td>Single Males</td>
<td>837</td>
<td>837</td>
</tr>
<tr>
<td>Single Females</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>Total</td>
<td>1,423</td>
<td>3,213</td>
</tr>
</tbody>
</table>


In 1961, Strathcona, which includes the study area, had the lowest socio-economic status within Metropolitan Vancouver,

14 Ibid.
15 Ibid.
CHART IV. 1

STUDY AREA: STRATHCONA
SEX AND AGE PYRAMID, 1961

having both the lowest average family wage and salary income.\textsuperscript{16} The Vancouver Redevelopment Study indicates that in 1957 within the study area, the medium income range for families was between $232 and $250 and under $100 for single persons.\textsuperscript{17} Although the surveys are not strictly comparable, the Strathcona survey indicates approximately the same range when conducted 9 years later.\textsuperscript{18} The Strathcona study using as a criteria for poverty an annual of income of $1,500 for single individuals, $2,500 for married couples and an additional $500 for each dependant, found that at least 76 per cent of all single persons and 55 per cent of all families are below the minimum subsistence level.\textsuperscript{19} In fact it was found that approximately 15 per cent of incomes were below the present levels of social allowance support.\textsuperscript{20} In 1966, 25 per cent of the study population was receiving supplemental income from the government in one form or another. On the order of 55 to 60 per cent of persons 65 years and over received pensions and or supplementary social allowance up to the maximum of $105 per month, while roughly 50 per cent of all single men under 65 years were receiving social assistance.\textsuperscript{21}

\textsuperscript{16} Ibid.
\textsuperscript{17} Vancouver Redevelopment Study, op. cit., p. 47.
\textsuperscript{18} Urban Renewal Scheme III: Strathcona, loc. cit.
\textsuperscript{19} Ibid.
\textsuperscript{20} Ibid.
\textsuperscript{21} Ibid., p. 6.
**TABLE IV.**

INCOME VS. NUMBER IN HOUSEHOLD  
*(Sample Distribution)*

<table>
<thead>
<tr>
<th>NUMBER IN FAMILY</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INCOME</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under - $1,500</td>
<td>39</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>46</td>
</tr>
<tr>
<td>1,500 - 2,000</td>
<td>5</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>14</td>
</tr>
<tr>
<td>2,000 - 3,000</td>
<td>4</td>
<td>8</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>27</td>
</tr>
<tr>
<td>3,000 - 4,500</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>5</td>
<td>7</td>
<td>2</td>
<td>6</td>
<td>2</td>
<td>3</td>
<td>31</td>
</tr>
<tr>
<td>4,500 - 7,500</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>5</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>19</td>
</tr>
<tr>
<td>7,500 - 10,000</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Over &gt;$10,000</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>51</td>
<td>21</td>
<td>11</td>
<td>19</td>
<td>17</td>
<td>7</td>
<td>10</td>
<td>4</td>
<td>4</td>
<td>144*</td>
</tr>
</tbody>
</table>

*No Response - 6 households.

Source:  
There were also 22 families receiving financial aid in one form or another.

**TABLE IV**

**ACTIVE CASELOAD**
**CITY SOCIAL SERVICE DEPARTMENT**
**JULY, 1965**

<table>
<thead>
<tr>
<th>Social Assistance:</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employable</td>
<td>6</td>
</tr>
<tr>
<td>Unemployable</td>
<td>106*</td>
</tr>
<tr>
<td>Single Men - Unemployed</td>
<td>157</td>
</tr>
<tr>
<td>Old Age Assistance:</td>
<td></td>
</tr>
<tr>
<td>Old Age Security - Supplemental Benefits</td>
<td>408</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>677</td>
</tr>
</tbody>
</table>

*Categorized as unemployable are unemployed female heads of households with 3 or more children of school age.

Source:

_Urban Renewal Scheme III:

As previously mentioned, approximately 50 per cent of all residential structures within the area were classified as either poor or very poor. However, what is more important perhaps, is that approximately 70 per cent of the households within the study area were tenants with the rents paid ranging from $6 per month for a single person in shared quarters to $85 for a family
renting a six-room house. The average rents range from $22 per month for housekeeping or sleeping rooms to $63 for accommodations with three or more bedrooms. While average rents are relatively low, the average rents range from 10 to 31 per cent of the annual income. While those households with annual incomes under $2,000, were spending in the order of 30 per cent of their income on rents and this percentage decreased to 10 per cent for those in the higher income brackets.

TABLE IV.4

<table>
<thead>
<tr>
<th>INCOME</th>
<th>Average Rent Per Month</th>
<th>Per Cent* Of Income</th>
<th>Public Housing (25% of Income)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $1,500</td>
<td>23.5</td>
<td>28.0</td>
<td>$22 - 25</td>
</tr>
<tr>
<td>1,500 - 2,000</td>
<td>45.5</td>
<td>31.0</td>
<td>36</td>
</tr>
<tr>
<td>2,000 - 3,000</td>
<td>41.5</td>
<td>20.0</td>
<td>52</td>
</tr>
<tr>
<td>3,000 - 4,500</td>
<td>50.5</td>
<td>16.0</td>
<td>78</td>
</tr>
<tr>
<td>4,500 - 7,500</td>
<td>51.0</td>
<td>10.0</td>
<td>125</td>
</tr>
</tbody>
</table>

*Calculated on the basis of the mid-point of income range.


D. The Urban Renewal Scheme

Based upon an analysis of the area, (the most significant considerations have been brought out in the foregoing three

22 Ibid., pp. 11-12.

23 Ibid.
sections of this Chapter), it was recommended that the area be classified as a comprehensive redevelopment area. The area was to be completely cleared and redeveloped as a mixed community in order to eliminate the problems of all low-income people residing in a single area. The scheme had two basic objectives, (1) to provide for the existing residents and (2) to provide for people outside the area.²⁴

With regard to the existing residents the provisions were further subdivided into, (a) those that wished to leave and (b) those that wished to remain. For those that wished to leave the area, relocation assistance in the form of financial aid, as well as other help was to be given. For those who desired to stay in the area three types of accommodations were proposed in order to cater to the diversity of needs. The majority of the accommodations were to be private housing with rent subsidies for those who needed it. Public housing (also with rent subsidies were to be kept to a minimum. And for the more affluent of the existing inhabitants, patio housing individually owned was to be constructed.

It was proposed that private development should be encouraged, primarily to cater to the needs of people who now reside outside of the area but would wish to move in. For these people it was recommended that redevelopment should include all types of housing, including and not limited to patio houses for individual ownership, as well as the economic rent

²⁴Vancouver Redevelopment Study, op. cit., pp. 84-85.
developments for higher income residents. Other recommendations were, (1) that two-thirds of the area should be used for public development and the remainder made available for private residential development; (2) that adequate community facilities be provided, these facilities to include schools; parks and other outdoor recreation areas; religious, social, and cultural amenities, as well as a neighborhood shopping center. The final recommendation is of significance and is as follows:

There needs to be a broader program for "up lifting" the low-income citizens who are capable of being gainfully employed. The urban renewal scheme needs a complementary project sponsored by the Federal or Provincial Governments where, for instance, people can be retrained, or trained for jobs, in essence, a new "economic opportunity" program.25

At the time of the writing of this thesis the redevelopment of the study area was proceeding in accordance with the above stated plans and recommendations, with two exceptions. The greater portion of the housing being constructed for those who wished to remain was of the public (rent subsidy) variety. And there was no complementary program for the training and retraining of the low-income individuals.

E. Analysis of the Program

The object of this analysis will be to evaluate the effects, as well as the ramifications of the proposed solution (and now

in the process of implementation), upon the stated major problems of the study area.

The findings are that although this program is adequately eliminating substandard housing; like most other urban renewal programs and solutions, it has failed to eliminate the need for such structures. This is substantiated by the fact that the major portion of the accommodations actually provided have been of the low-rent subsidy variety. Even with rent subsidies and welfare (the solution presently being used as a method of eliminating the need for low-rent housing), are taken into account the effectiveness of the urban renewal program is still far below what is required.

Although it is true that some 524 households will benefit economically from public housing there is almost an equal proportion (440) who will not.\(^{26}\) With regard to this latter group Table IV. 5 analyzes the relationship between present rent, income and rent increase. Analyzing Table IV. 5 in light of the statistics presented in Table IV. 4, indicates that the subsistence level and the poverty level households benefit least from public housing. In fact it can be seen that often residence in public housing is a disbenefit, since for them the rents charged represents a significant increase in per cent of income used for this purpose without any increase in real income. Bearing in mind

\(^{26}\)No. of households were rent increase as per cent of present rent is between 0-10 per cent and under 5 per cent of income is 524. *Urban Renewal Scheme III: Strathcona, op. cit.*, p. 14.
TABLE IV. 5

RENT INCREASE AS PERCENTAGE OF INCOME

<table>
<thead>
<tr>
<th>RENT INCREASE AS % OF PRESENT RENT</th>
<th>Under 5%</th>
<th>5-10%</th>
<th>11-15%</th>
<th>16-20%</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 10%</td>
<td>524</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>11 - 20%</td>
<td>12(12)²</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>41 - 50%</td>
<td>-</td>
<td>29(18)²</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>51 - 60%</td>
<td>-</td>
<td>12</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>61 - 70%</td>
<td>-</td>
<td>-</td>
<td>285(285)³</td>
<td>-</td>
</tr>
<tr>
<td>71 - 80%</td>
<td>-</td>
<td>12(6)²</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>90 - 100%</td>
<td>-</td>
<td>-</td>
<td>6</td>
<td>-</td>
</tr>
<tr>
<td>101 - 110%</td>
<td>-</td>
<td>-</td>
<td>42(18)²</td>
<td>-</td>
</tr>
<tr>
<td>210 - 220%</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>12</td>
</tr>
<tr>
<td>250 - 260%</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>18</td>
</tr>
<tr>
<td>410 - 420%</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>12</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>536(12)</strong></td>
<td><strong>53(24)</strong></td>
<td><strong>333(303)</strong></td>
<td><strong>42</strong></td>
</tr>
</tbody>
</table>

1. Calculations based upon mid-point of income and rental ranges.

2. Present income below poverty criteria.


Source:
Urban Renewal Scheme III: Strathcona
that the rent structure in public housing is 35 to 55 per cent lower than that on the open market, it would appear that 55 per cent of all families that reside in the area will remain below the subsistence level even after urban renewal. Furthermore, that for this percentage urban renewal will be a disbenefit since rents charged in public housing is greater than what they are now paying.

It then becomes evident that especially in Strathcona, the problems of urban renewal and slum dwelling are closely related to that of income and further, unless the income levels of the inhabitants are improved, even free rent will not significantly improve the conditions of the inhabitants. Furthermore, this problem is indicative of slum living, as the statistics presented here do not significantly deviate from those of other urban renewal areas, be they in Canada or the United States.

Presently, welfare payments in addition to rent subsidies as a means of increasing the income of those at the poverty and subsistence levels, such a program has adverse consequences and broad ramifications. In the first place, present welfare payments are insufficient to significantly improve the level of living. Secondly, these payments have a multiplier effect for as new projects are added more people will require such payments without a corresponding decrease in those that are already receiving them. This is verified by the fact that in the public housing projects already constructed in Vancouver the clause which requires tenants to move out after one year's residency, has not been enforced since it is realized that the only place
available for them to go is back into another slum. Such an arrangement commits the government to an unending responsibility to assist the inhabitants to maintain this level of living. Again the multiplier effect applies. Furthermore, such an arrangement has very broad social ramifications. For many it takes away the feeling of independence and replaces it with the stigma of welfare case and for others (and here it is felt there is a vast majority), it eliminates the need or the desire to try to improve. For who would wish to work when the government guarantees all individuals an average annual wage regardless of whether one works or not.

F. Cause of Poverty in the Study Area

In light of the apparent weakness in the program and also due to the fact that these weaknesses are related to income and earning power, a survey of the occupational skills of the area was conducted by the author in order to determine the causes of this poverty.

Information on occupational skills of the residents of the area was obtained from voter registration forms for all residents eligible to vote on September 27, 1965. Information regarding the occupational skills as listed by the individual were obtained for 1,032 people, representing approximately 52 per cent of the population over 21 years residing in the area. This information was then subdivided into two groups according to sex. The job skills of each group were then classified into three broad categories; (1) those employed, (2) those unemployed
for reasons other than age or physical or mental defects, (3) those retired. With regard to those employed, this category was further subdivided into three broad classifications according to the level of skills required to accomplish the job. The three sub-classifications were, (a) unskilled, (b) semi-skilled, and (c) skilled. The results were then tabulated and presented in Table IV 6 of this Chapter.

TABLE IV. 6

STUDY AREA: OCCUPATIONAL SKILLS CLASSIFICATIONS

<table>
<thead>
<tr>
<th>EMPLOYED</th>
<th>MALE</th>
<th>FEMALE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>• No. Skilled</td>
<td>79</td>
<td>14</td>
<td>93</td>
</tr>
<tr>
<td>• No. Semi-Skilled</td>
<td>15</td>
<td>98</td>
<td>113</td>
</tr>
<tr>
<td>• No. Un-Skilled</td>
<td>248</td>
<td>11</td>
<td>259</td>
</tr>
<tr>
<td>Sub Totals</td>
<td>342</td>
<td>123</td>
<td>465</td>
</tr>
</tbody>
</table>

UNEMPLOYED

(For reasons other than age or physical or mental defects)

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retired</td>
<td>*</td>
<td>*</td>
<td>276</td>
</tr>
<tr>
<td>Total</td>
<td>409</td>
<td>347</td>
<td>1,032</td>
</tr>
</tbody>
</table>

*No. of males and females retired was not subdivided but are presented as a total.

Reference: Printed material regarding residents eligible to vote in Urban Polling Divisions, Nos. 115 thru 139 inclusive, Electoral District of Vancouver Center, City of Vancouver, British Columbia, Canada, September 27, 1965.
An analysis of these statistics with regard to the levels of income and earning power is quite revealing. The totals from the three broad categories reveal that 465 persons are employed, 291 persons are unemployed; and 276 persons are retired. This represents approximately 45, 28, and 27 per cent respectively of the sample population. If the potential work force or all those capable of working are taken into consideration another point becomes quite significant. Of the 756 persons capable of working 259 and 291 respectively are either unskilled or unemployed, representing a total of 550 or 72 per cent.

Furthermore, if it is assumed that 50 per cent of those classified as unskilled are able to earn a moderate living, but 430 or 57 per cent of those capable of working are unable to earn a subsistence living. These figures of 72 and 57 per cent although appearing quite high seem to be realistic when compared with the earlier statements that 76 per cent of all single persons and 55 per cent of all families in the study area are below the minimum subsistence level. However, what these new statistics do indicate is that these individuals and families are unable to earn an adequate living primarily due to their lack of job skills. This is further borne out by the fact that the education level within the area is quite low. In fact approximately 56 per cent of the total population of the area had only an elementary school education.27

Here it must be pointed out that this survey has two limitations. First, the members of the work force between the ages of 16 and 21 years are not represented in this sample. However, in light of the findings for family income, as well as those for education levels, both of which includes this group, the conclusion can be drawn that they are by no means unique and therefore would have approximately the same percentage breakdown. Second, with regard to those unemployed but employable, the greatest percentage of these were females.

As a result of interviews with both Mr. Larry Bell of the United Community Services, and Mr. Campbell Sutherland of the Vancouver Housing Authority, it was ascertained that the majority of these women were married with children and no husbands. Under such conditions and with their low level of skills, the cost of baby sitters would be almost as much as the money that they would earn. There may be some question as to whether they should have been classified as unemployed but employable or not. It was finally decided to classify them in this manner due to the fact that if their earning power was increased substantially then they would be capable of working. The findings of this survey can be summarized as follows:

That between 55 and 72 per cent of the population within the study area are incapable of earning an adequate living, and that this deficiency is due primarily to the levels of skills and education that they possess.
### TABLE IV. 7

<table>
<thead>
<tr>
<th>STUDY AREA: LEVEL OF EDUCATION</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>EDUCATION</td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>None</td>
<td>34</td>
<td>22.4</td>
</tr>
<tr>
<td>Grade School</td>
<td>82</td>
<td>53.9</td>
</tr>
<tr>
<td>Some High School</td>
<td>17</td>
<td>11.2</td>
</tr>
<tr>
<td>High School Graduate</td>
<td>16</td>
<td>10.5</td>
</tr>
<tr>
<td>Some University</td>
<td>2</td>
<td>1.3</td>
</tr>
<tr>
<td>University Graduate</td>
<td>1</td>
<td>.7</td>
</tr>
<tr>
<td>Totals</td>
<td>152</td>
<td>100.0</td>
</tr>
</tbody>
</table>


G. Chapter Summary

The objective of this chapter has been to analyze what would appear to be a typical urban renewal area in order to determine whether the problems of the area correspond to what has been described in the earlier chapters, as typical urban renewal problems. Since the results of this analysis were affirmative in nature, the next step was to investigate the potential of the specific program for solving these problems. The procedure has been to determine to what extent are these problems related to the job skill levels available in the area, and to evaluate whether or not manpower training would appear to be relevant in seeking a solution.
With regard to the latter two aspects of the problem, the analysis indicates that the level of skills in the urban renewal area is generally very low, and that this has a very significant bearing on both the need for substandard housing, as well as the inability of present urban renewal programs to solve this need. Furthermore, with between 55 and 72 per cent of the potential work force of the area been classified as either unemployed but employable, or unskilled; and with this area appearing to be typical of all urban renewal areas, it appears that manpower training could be of great significance in effectuating a permanent solution. The final step that remains is to determine to what extent can manpower training assist in both the raising of the low level of income that exists, as well as in aiding in solving the problems of urban renewal. These aspects will be analyzed in the following chapter.
V. THE ADAPTABILITY OF MANPOWER TRAINING TO URBAN RENEWAL PROBLEMS
V. THE ADAPTABILITY OF MANPOWER TRAINING TO URBAN RENEWAL PROBLEMS

A. Introduction

The analysis of the data presented in this thesis has not only indicated the inter-relationship of the variety of problems that are associated with the urban renewal areas. It also demonstrated the phenomena that solutions specifically aimed at solving one aspect of these problems may also aid in solving problems that appear to be almost unrelated. Here it is felt that although manpower training programs are specifically designed to cope with the problems of unemployment, and the acquisition of skills; the use of such a program in an urban renewal area, if correctly applied, will also aid in a solution of some of these other physical, social and economic problems.

Previous evidence has indicated, that the problems of the urban renewal area are multi-faceted. The foregoing analysis has also substantiated the fact that a significant number of the problems of urban renewal can be attributed to poverty. The case study has further indicated that this poverty is to a great extent directly attributed to the inadequacy of earning power which in turn is due to the low level of skills possessed by the population. Furthermore, it has been determined in previous chapters through an analysis of manpower, policies, programs and
objectives; that such programs are geared to improving the earning capacity of individuals by the optimization of skills acquired through training and retraining programs. What remains to be determined is to what extent are manpower training programs and techniques adaptable to solving not only the need for skilled training of the population, but also to what extent are such programs adaptable to solving the physical, social, and economic problems analogous with urban renewal.

With regard to the physical aspect of urban renewal, there may be a chance of combining the two programs: the provision of manpower training, and the elimination of urban blight. One of the means of accomplishing these ends is described by Wilbur Thompson:

An increasingly glaring paradox of urban life is the existence of perhaps two million unskilled but able-bodied men, standing in city streets ankle deep in trash, leaning against dilapidated buildings, behind which rat-infested alleys menace health. Chronic unemployment in the midst of urban blight and drabness is an indictment of our vaunted yankee ingenuity. The simplest solution would be to revive the old W.P.A. of the thirties and dispatch work gangs through the city, cleaning, painting, repairing and gardening as they go.¹

Admittedly, what Thompson is suggesting is nothing more than a clean-up campaign, an as such, its applications are very limited. Such a system does not provide the unskilled with adequate skills and furthermore, it cannot be used in areas were

the majority of the buildings are substandard and have to be removed and replaced. However the system does recognize the potential of using the unskilled in solving the problems of urban renewal. What remains to be done is to devise programs aimed at exploiting this potential. To these ends the possibilities and advantages of combining the On-the-Job Training Programs, Job Corps Training Programs and Self-Help Housing Programs, with urban renewal programs will be investigated.

The choice of the above three programs for investigation is not intended to indicate the limitations of the adaptability of manpower training to urban renewal. Firstly, these programs were chosen in light of the need for skilled construction tradesmen as indicated by the manpower programs' emphasis on such trades. Secondly, all three could be used as a method of on-the-job training or apprenticeship training, the two systems of obtaining skilled manpower stressed by both the American and Canadian programs. Thirdly, although several varied programs may result from a combination of two or more of them, individually, they reflect the variations of complexity, size and needs of problems confronted in urban renewal. And finally, they appear to be readily adaptable to the urban renewal process.

B. On-the-Job Training Programs

Both the United States and Canada, under the Economic Opportunity Act, 1964 and the Adult Occupation Training Bill of 1967, of the respective countries provide programs for the training and retraining of persons in the construction trades, such
as carpentry, masonry, electricity, etc.

It is suggested that residents of the urban renewal area who show an interest and an aptitude for such trade, could and should be employed and trained on the urban renewal project of their area. Such a system could be accomplished in several ways. In the first place the contractors bidding on the urban renewal project could be required to hire and train those residents who are deemed eligible for training. In fact the contractor in submitting his bid for the project would be required to submit as part of that bid the cost of such training. Under such a system the contractor would not only be responsible for the rehabilitation of the physical environment, but part of the urban environment as well, with both being under the close supervision of the government. An alternative method would be for the government to provide an allotment for every trainee that the contractor is willing to employ. The system suggested here is actually a continuation of the present on-the-job training and apprenticeship training programs with private enterprise continuing to play its dominant role. The significant differences of this proposal being that the governments would not only finance but also administer these programs of training. Aside from taking advantage of the significant role that industry in the past has played in the provision of skilled labor, it also ensures that training will be provided for those in the area in which needs seem to be most acute, the urban renewal areas.

Such a system of cooperation between government and industry is by no means unique. The success possible under this type of
arrangement is indicated by the English example in which the acquisition of skills through an apprenticeship program is the combined responsibility of the government and industry.\(^2\) The system has resulted in a contractural arrangement regarding the duties and responsibilities of both government and industry in apprenticeship programs. This arrangement has resulted in the establishment for the major industries of National Joint Councils. Represented on these councils are the Minister of Labor, the Minister of Education, trade union leaders, as well as representatives of employment bodies.\(^3\) Under this system the trainees who are school aged boys between 15 and 17 years, while still in school serve a system of apprenticeship to an industry or firm engaged in the trade in which their interest and aptitude lie. The general arrangement has been that this program is entered into during the last two years of schooling, with the trainee dividing his time between school and job-training program. The normal division of time is 3 and 2 days respectively.\(^4\) The significance of this system is borne out by the fact that in 1953, those apprenticed to the construction industries alone totalled 22,000, and of this total, approximately 56 per cent were serving under a written indenture.\(^5\)


\(^3\) Ibid., p. 92.

\(^4\) Ibid., pp. 31-33.

\(^5\) Ibid., pp. 90-102.
The on-the-job training programs as applied to the urban renewal process would appear to have at least two areas of application. It could be applied in areas in which the renewal project is large or complex enough to allow for the continuous employment of the trainees over their training period (which averages between one and two years); an example is an area defined as a redevelopment area. The other application would be in an area, such as a city or metropolis where although the individual urban renewal areas may be limited in size and scope, their combined number and complexities are sufficient to provide employment over the training period. An example of this type of application would be several small disassociated redevelopment or renewal areas within a metropolitan area.

C. The Job Corps Training Center Program

Under this method the government would be required to designate the urban renewal area as a job corps center and to actually undertake the physical construction of urban renewal projects, using as a labor force, trainees in the construction trades. This program would be quite similar in detail to the program by the same name now being carried out in the United States. The significant difference being that to date American efforts have been piece-meal and isolated and no attempt has been made to use it in whole or in part in an urban renewal area. The involvement of the federal government in activities previously conducted by private enterprise has earlier precedence in both Canada and the United States. The Canadian
Government at present is engaged in economic endeavors which are in competition with private enterprise, with Air Canada, and Canadian Pacific Railroad being the most significant. Therefore such a venture as urban renewal would be in keeping with their policy of providing a national service. In the United States the "Work Progress Administration," a project similar in nature to that suggested here was established under the Emergency Relief Appropriations Act in 1935, and marked its advent into the construction field.

Here it is significant to cite some of the major accomplishments of the W.P.A. since it indicates the success that is possible under such a program. The W.P.A. was established during the depression of the 1930's in order to give employment on useful projects to as many needy persons as possible, in a community. Under the program, employment took precedence over construction efficiency. Within 3 years after the start of the program, over 1,000,000 illiterate persons had been taught the fundamentals of reading and writing, as well as learning the skills of a trade. The broad categories of completed projects undertaken by the W.P.A. include the construction or improvement of highways, roads and streets; white-collar projects for clerical and professional workers; public building projects,

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7Ibid.
such as schools, hospitals, city halls, recreational buildings; projects for the construction or improvement of parks, swimming pools, athletic fields, tennis courts and golf courses; sewer systems and other public utility projects, as well as municipal air ports.\(^8\) The list of projects presented above with the exception of possibly the air port, cover all aspects of construction and reconstruction associated with an urban renewal area, and are similar to those that job training programs are expected to solve. Therefore, actually what has been recommended as per Wilbur Thompson's suggestion, is a revival of the old W.P.A., but with an emphasis of both the acquisition of skills and the permanent solution of urban renewal. With further regard to the W.P.A., a study carried on by representatives of the building trades and the engineers under the auspices of the House Appropriations Committee to investigate the projects in the late Spring of 1939, indicated good workmanship and "on the whole a surprisingly high degree of efficiency."\(^9\)

With proper training programs and adequate supervision, it is therefore not inconceivable to anticipate an effect and efficiency of urban renewal projects undertaken by job trainees, at least equal to that accomplished by the W.P.A.

The Job Corps Training Center Program, like the On-the-Job Training Programs, are most adaptable to urban renewal programs which are greater than 1 year in length, this would allow

\(^8\)Ibid.

\(^9\)Ibid.
trainees, under both the on-the-job training programs, and the job center programs to complete their training on a single program. Therefore urban rehabilitation and human rehabilitation would commence and be completed simultaneously.

D. Self-Help Housing

The self-help housing technique is a method or system of house construction, by which a number of families organize themselves, or are organized by an external agency for the purpose of building houses for individual or joint ownership by the family or families. "The families contribute their own services and therefore benefit in proportion to the work that they contributed."\(^{10}\) This technique is presently being used in developing countries in Asia, Africa and Latin America, as a method of providing both standard housing and training in the construction skills. Also it has been used to a very limited extent in America as a method of combating urban renewal problems. The project in the area known as "little Mexico" in Dallas, Texas, is an example of its present day usage.\(^{11}\) Self-help housing embodies the principal that the individuals and families of the area provide both the labor, as well as a part of the financial

\(^{10}\)Amjad Ali Bahadur Rizvi, "Self-Help Housing: An Examination of the Effectiveness of this Policy in Selected Developing Countries" (Unpublished Master's Thesis, Division of Community and Regional Planning, University of British Columbia), p. 11.

resources needed, with the government providing some financial assistance, as well as technical assistance and supervision. In developing countries, the results have been satisfactory, here not only has self-help produced homes and provided training for builders and masons, but it also has stimulated socio-economic development.\textsuperscript{12}

True, the circumstances, as well as the needs and standards of the developing countries are somewhat different from those of developed countries, such as Canada and America, however, it is felt that the principle, as well as the results accomplished by this principle are applicable. It is suggested that self-help housing could be used in specific urban renewal areas to provide standard housing, provide skill training and to stimulate socio-economic development. Such a system could be used in renewal areas where there is a substantial proportion of the labor force already involved in the construction field, with the object here being to improve the level of the trainees' already existing skills. Here to be more specific the mass construction method of self-help housing when applied to a limited urban area, provides several distinct advantages not normally associated with this program when conducted over a much larger scale. It is easier to schedule work for the families; it can be used to provide a common goal while at the same time maintaining interest and enthusiasm among the families; it saves time and money because more men are working on each task and

\textsuperscript{12}Rizvi, \textit{loc. cit.}
because repetition of work accelerates the teaching process; and finally it allows a single supervisor to teach and supervise the construction of more houses than if they were greatly separated. Furthermore, within an urban area with the houses fairly close together, the workers are able to move quickly and easily from one house site to another.

The "little Mexico" urban renewal project in Dallas, Texas, illustrates the adaptability of self-help housing to urban renewal problems in a highly developed economy such as America. Using the self-help housing techniques, the property owners, many with incomes below the "poverty level" of $3,000 a year, paid for the improvements to some 450 dwelling units, the cost of rehabilitation ranged from $250 to $3,500 a house. Other urban renewal projects involving the self-help method have been conducted in Dewberry, and West Dallas, Texas, with similar results.

Self-help cooperatives, although not used specifically for the construction of buildings, embodies the basic principle of cooperation of the kind required in a self-help housing program, and indicates the degree and extent of cooperation that would be expected.

The self-help cooperatives in the United States were initiated during the depression of the 1930's, in an attempt on

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14Ibid.
15Strother, Loc. cit.
the part of some unemployed men and women to combat poverty, without resorting to charity. By the end of 1934, there were 310 such units, in various parts of the United States serving approximately one million persons.\textsuperscript{16} Los Angeles County in the State of California developed into one of the principal centers of this movement, and by 1934 it accounted for nearly 45 percent of all self-help units in the United States and about one-tenth of the membership.\textsuperscript{17} The significant characteristics of this movement will be discussed in order to indicate the degree of cooperation possible in self-help housing.

Many of the reasons cited for joining, are in answer to needs and demands similar to those associated with the poor in an urban renewal project. And it is conceivable that these reasons could also be the catalysis for action within the urban renewal area. The need to join is partly reflected in the fact that a significant portion of its members had been unemployed for over three years; secondly, besides economic necessity, many of those involved indicated that involvement in such a project allows them to maintain their self-respect; thirdly, it broke the monotony of idleness and afforded them an opportunity of not only contributing, but an avenue for social companionship; and finally, a few saw the self-help organization as a method


\textsuperscript{17}Ibid., pp. 1-2.
of combating the unemployment problems.\textsuperscript{18} Manned as they were by persons of relatively advanced age, and others with physical handicaps, and obliged to rely upon land and buildings lent to them as well as compelled to use castoff tools and left over material, those persons managed to meet the challenges of the depression and to make significant advances.\textsuperscript{19} In spite of these and other difficulties, self-help cooperatives have accomplished significant results. They were able to productively employ a considerable amount of labor and have utilized a significant amount of goods and materials which in all probability would have gone to waste. And as Constantine Panunzio, et al., states:

They have in this manner supplemented the work of relief agencies and rendered a service to the community.\textsuperscript{20}

The satisfactory results achieved by the three projects undertaken in Dallas, Texas, using self-help housing as a solution to urban renewal, coupled with the potential that such a program possesses, as indicated by the results of the self-help cooperative programs, would indicate that the self-help housing method is an adaptable tool to the urban renewal problems and process.

E. The Economic Aspects of the Combined Programs

The economic benefits of manpower training programs to individuals residing within the urban renewal area are probably

\textsuperscript{18}\textit{Ibid.}, pp. 25-28.

\textsuperscript{19}\textit{Ibid.}

\textsuperscript{20}\textit{Ibid.}
the most obvious. If the fact is accepted that a great per cent of the potential work force residing within an urban renewal area are either unskilled or unemployed, and further if it is accepted that this low level of skills has produced poverty; (both statements have been borne out by the case study) then it can be seen that any increase in individual skill should produce a corresponding decrease in the degree of poverty. To further illustrate this point it has been estimated that the cost of training averages between $1,000 and $1,250 per trainee. If this training does no more than for example improve the trainee from unskilled non-farm laborer to semi-skilled operator (an approximate equivalent for a woman would be from operative or service worker to clerical worker), the increase in annual income as a result of this training would be in the magnitude of $1,300. The increased earning power in one year would amount to slightly more than the total cost of the training. It has been estimated that in the course of the average working life time, the trainees increased income would total about $50,000. Furthermore, about one-third of the total cost of this training would be recouped by the government in a single year; with approximately 20 per cent coming back as additional income tax revenues, and an additional 10 per cent because of


22Ibid.

23Ibid.
lower unemployment compensation. Here it should be pointed out that these estimates do not include the savings accruing as a result of the reductions in public and private expenditures for other welfare programs.

This increased earning capacity has several other broad ramifications with regard to urban renewal and blight. One of the major criticism of present urban renewal programs has been that urban renewal eliminates substandard or low-rent housing, without eliminating the need for such structures. If the need for such structures is directly attributable to poverty or the level of income, then the increased earning capacity represented by the above figures should be significant enough to eliminate such needs for a substantial portion of the population. Furthermore, this per cent decrease would represent a corresponding decrease in the need for government rent-subsidized housing. For as it has been previously indicated, although it is a loosing proposition, rent-subsidized housing is necessary in order to provide decent, safe and sanitary housing for those who could not otherwise afford it. And if as previously mentioned, the cost of training and retraining of an individual is recouped by the government in three to four years, then this would allow the reduction of the government outlay for public housing to be used in other areas.

These increases in earning power along with increases in ability to afford standard housing, could also produce repercussions on the housing market. These increases in income will

24 Ibid.
provide the inhabitants with a greater variety of choice of accommodations than they previously had. It is anticipated that this choice will produce a desire, as well as a demand for better houses. It also is anticipated that a certain per cent of this demand cannot or will not be met within the urban renewal area. As inhabitants move out, competition should result for the houses thus vacated. The result being that some landlords will be gently coerced into improving their structures in order to hold their tenants. Thus, some urban renewal may occur without government intervention.

Finally, for a very small number of people, $50,000 in added life-time income will be sufficient to allow them to purchase and maintain their own homes.

F. Chapter Summary

In this chapter, three specific programs have been investigated in order to determine their adaptability to the urban renewal process; On-the-Job Training Programs, the Job Corps Training Programs, and the Self-Help Housing Programs.

It has been indicated that all three programs may to some degree be used in an urban renewal area to improve the skills of the inhabitants, while at the same time reconstruct and refurbish the physical environment. It has been further demonstrated that this can be accomplished without sacrificing or diluting either the goals of urban renewal or manpower training.

From the analysis presented here, it would appear that the limitations of the three methods investigated have to a great
extent been governed by the nature of the urban renewal problems. For example, it has been shown that both the on-the-job training programs and the job corps training programs are more suitably applied where the area and the types of construction are large and complex, or where the areas are smaller in size but several in number. Neither program would appear to be suitable for application to small isolated rehabilitation projects.

With regard to the self-help housing program, the areas of application are just the reverse. Self-help housing would appear to be most effectively used in much smaller isolated areas of either the conservation or the rehabilitation variety. Although it may also have some application in smaller redevelopment areas as well. However, it has been demonstrated that such a system is impracticable when used in larger redevelopment areas or in areas where the nature of the problems are more complex and the supervision required is considerable.

In short, given a competent framework, manpower training methods and techniques can be an effective method of solving some of the problems of urban renewal.
VI. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS
VI. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

A. Introduction

The purpose of this concluding chapter is to evaluate the research results and to make recommendations regarding the implementation of an integrated program. Recommendations regarding further research are also indicated.

B. Summary

The purpose of this thesis is to investigate the adaptability of manpower training, a social program for urban development, to urban renewal problems. The reasons for this study stems from the fact that present urban renewal programs are failing to solve many of the problems associated with urban renewal. And it would appear that an integrated program designed to facilitate a comprehensive approach could be an effective method of dealing with the multi-faceted problems of urban development. With the present interest on the part of the Federal Governments of Canada and the United States in the optimization of human resources through manpower training programs; and with further realization that both the problems of urban renewal and manpower training are problems dealing with the intricacies of urban development; more specifically both dealing with aspects of poverty in communal living, the relationship of programs of manpower training to urban renewal problems appeared to merit
investigations.

In order to validate the hypothesis, a thorough understanding of the problems of urban renewal, as well as an understanding of the problems, goals, and objectives of manpower training was required. The method of research began with a review of present problems of renewal, including an analysis of pertinent urban renewal legislation practice and solutions. It then proceeded to an investigation of manpower training methods, techniques and present enabling legislature. The next step was an attempt to adapt the theories and techniques of manpower training to urban renewal problems. And finally, the hypothesis was re-evaluated in light of the findings. An evaluation of the consequences of such a program in an urban renewal area were also analyzed. More specifically, three types of manpower training techniques were investigated and applied to the urban renewal process; "the on-the-job training program," "the job corps training center program," and "the self-help housing program."

The inferences that have been drawn from these investigations are that manpower training while decreasing poverty by increasing the earning power of the trainee, it also has physical, social and economic ramifications which are beneficial.

C. Evaluation of the Study

The task of developing a method of research by which the effectiveness of manpower training programs could be evaluated in terms of their relationship to urban renewal problems, has been an intricate one. Although there is an abundance of written
information available concerning the programs and problems of urban renewal and although there is information concerning the goals and programs of manpower training, other information concerning the effectiveness of manpower training methods has been found to be extremely limited. In fact there is very limited information available concerning the effectiveness of the manpower training program to the improvement of skills, or even information concerning the problem concerned with such training.

The evaluation has therefore, by necessity been required to rely quite heavily upon the resourcefulness of the author to devise and analyze programs which would appear to be applicable, and furthermore, to uncover programs, projects and undertakings of a similar nature by which the effectiveness of such a program could be postulated.

However, in spite of these limitations it is felt that the findings of the investigation are significant enough to allow a valid conclusion to be drawn.

D. Conclusions

In concluding, it has been demonstrated that there is a significant relationship between manpower training and urban renewal.

It has been further demonstrated that manpower training is capable of improving the earning power of the inhabitants by providing them with more and better skills. It has also been illustrated that such a program further reduces the need for rent subsized housing, by increasing the inhabitants ability to pay
for adequate housing.

Furthermore, such a program when undertaken in the form of self-help housing, as illustrated by the examples in Dallas, Texas, has demonstrated an ability to promote community cohesiveness and unity, rather than the disunity created by disruption of community life created by present relocation programs. Such a program also provides the inhabitants with the skills and ability to maintain and upgrade their homes once urban renewal has been completed. Also of great significance is the ability of such a program to be carried out in conjunction with the urban renewal program. The inter-relationship exhibited through the analysis of these two programs indicates that it may be possible to integrate other programs into the urban renewal process. Programs specifically aimed at solving problems that neither urban renewal or manpower training are capable of solving.

Such a program does not appear capable of affording a solution to the problems confronting the elderly, who represent a significant proportion of an urban renewal area. Even with regard to the acquisition of skills, such a program is of minimal value to those who due to their intellectual capacity are incapable of being trained, nor is it of much help to the mother who with several children to care for, even with skills would be incapable of gainful employment.

Based upon a careful analysis of the advantages and limitations of such a program, and bearing in mind the fact that urban renewal even when carried out in conjunction with a manpower
training program is not the panacea of all urban renewal problems; it has been concluded that the advantages and effects of such a system are quite significant.

The conclusion thus drawn is that the investigation in this thesis has demonstrated the validity of the hypothesis:

THAT MANPOWER TRAINING CAN BE AN EFFECTIVE TOOL IN THE URBAN RENEWAL PROCESS.

E. Recommendations

In validating this hypothesis several significant conclusions can be inferred. In the first place, from the investigation presented here it would appear that no single federal program is, by itself, capable of solving the problems of urban development. It would seem that the comprehensive approach to these problems affords the best solution. And that what is needed is a set of intricately interwoven and coordinated programs aimed at solving problems associated with urban development.

The effectiveness of such an intricate program or for that matter the effectiveness of the program validated by the hypothesis, depends to a great extent upon the presence of an adequate framework within which they may operate. Such a framework can only be provided at the federal level. It must be added that at present such a framework does not exist.

Here it is recommended that in order for the problems of communal living to eventually yield to a permanent solution, that an agency or body must be created at the federal level which is capable not only of viewing these problems in toto but also one
which is capable of devising and effectuating a solution. This would require the creation of a department capable of such an undertaking. It is recommended that a Department of Urban Affairs should be established in order to aid in solving not only the problems of slum living, but also the broader range of problems associated with communal living.

F. Areas of Further Research

Even with the validation of this hypothesis, and taking into consideration the effectiveness of such a program, it is evident, at least based upon the data used to validate this hypothesis, that the combined program affords little aid to the elderly, the untrainable, or to those who are unable to work, such as, the handicapped or the mother with several children. Programs aimed at these problems, need further research. Also, based upon the data used to validate the hypothesis, there appears to be several other inferred advantages of such a combined program of manpower training and urban renewal which further research may verify. The data tends to indicate that a combination of manpower training and urban renewal, when conducted in an urban renewal area, may improve both the physical and social choice of the inhabitants. It also infers that such a program is capable of increasing the educational level of the community, as well as increasing the social adjustability of the members of that community. Further, it indicates that the program may be effective in producing cohesiveness and community spirit within the area.
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APPENDIX
APPENDIX A

ELEMENTS OF THE WORKABLE PROGRAM

Codes and Ordinances: It requires the enactment of adequate standards under which dwellings may be constructed.

Comprehensive Community Plan: This provides the guideline for improvement, renewal and blight prevention and for the demonstration of the communities' ability to undertake a sound program for future development.

Neighborhood Analysis: This section the community must demonstrate to the Federal Government that it has conducted an analysis of the blighted neighborhood in order to determine the necessary treatment of the area.

Administrative Organization: Here the community is required to establish a clear-cut hierarchy of authority and responsibility to coordinate the overall program providing for the effective administration of codes, ordinances and other related planning activities.

Financing: The community must also demonstrate its ability to meet financial obligations and requirements, such as the financing of public improvements, and the salaries of staff and other technical assistance.

Housing for Displaced Families: Indication must be given to the Federal Government of the communities' ability to undertake...
the relocation of all families displaced by urban renewal and other government activities.

Citizen Participation: Evidence must be indicated that workable program has been prepared with the participation of the citizens of the area of the community involved.¹

The Work Experience Program provides financial assistance to States for the establishment and operation of construction work experience and training projects. This program is designed to expand the opportunities for constructive work experience and other training that are available to low-income families, including persons who are present or potential recipients of public assistance. Under this program, no matching funds are required.

The Low Income Housing Demonstration Program provides grants to public and private bodies or agencies for the purpose of developing and demonstrating new or improved means of providing housing for low-income persons or families. These grants are not specifically limited to construction methods and techniques, but also apply to other aspects of providing housing, either existing or new, such as design, land acquisition, land use, as well as financing. No matching State funds are required.

The Urban Renewal Demonstration Grants provide funds to public bodies for projects to demonstrate, develop, and test, new and or improved techniques or methods of blight prevention or elimination. These grants may cover two-thirds of undertaking the demonstration project, plus the full cost of reports on such projects.
The Apprenticeship and Training Program is designed to promote the improvement of labor standards necessary to safeguard the welfare of apprentices, extends the application of such standards by encouraging their inclusion in contracts of apprenticeship and brings together employers and labor for the purpose of formulating of programs of apprenticeship. This program is restricted to apprentices between the ages of 17 and 21, with the apprentice receiving a progressively increasing wage as they advance. The starting wage is usually 50 per cent of the customary journeyman rate.

The Employment Service -- Industrial Services Program provides an employment service technical assistance to employers and other organizations in applying occupational analysis and classifications and job market information, techniques, and methods to help them solve work force problems of selection, development, utilization and stabilization. Technical assistance is also provided to employers by occupational or job market analysts of the State Employment Service, in order to aid employers in improving utilization of skills and potentialities of workers, particularly beginners; it is also designed to assist in developing manpower resources needed for technological advancement and economic expansion.

The General Employment Services Program provides through a national system of public employment offices, provides manpower services on a non-discriminatory basis. This service includes counseling, testing, job development and placement, and selection
for training, as well as recruitment and industrial services for employers. It further provides information pertinent to occupational and labor supply and demand, as well as information on manpower development through training programs. Under this program, community employment development is stimulated through manpower advisory committees and economic development groups.

The Job Market Information Program provides information on employment and unemployment conditions in States, as well as in local areas, for specific occupations, by locality, and job function. It also conducts research in order to devise the tools through which worker skills, and talents may be analyzed and job functions identified, defined and codified. It also publishes information pertaining to employment and unemployment, and indicates the nature of local or statewide shortages or surplus in specific occupations, as well as the job market situation in particular industries.

Job Training for Disadvantaged Persons provides a program under which communities and institutions can create training and guidance programs for disadvantaged, unemployed persons. Experimental testing, casework, individual and group counseling, and work conditioning techniques are used to prepare the individual for training and employment. The unemployed or underemployed persons, individuals with problems which preclude their using the regular M.D.T.A. programs, welfare recipients, persons with no significant work history, and persons having less than a 5 or 6th grade education are eligible.
The Occupational Training in Redevelopment Areas Program provides for training and retraining of persons residing in designated redevelopment areas in order to qualify them for job opportunities created through economic redevelopment, public works projects, or existing job vacancies. Occupational training or retraining needs are determined by the Department of Labor in consultation with the Department of Commerce. These trainees may be paid a training allowance for up to 104 weeks. Transportation and subsistence allowances are also available.

The Job Corps Training Program is an in-residence program of vocational training, remedial education, and work experience. It is designed to equip the youth from impoverished homes and environments with the skills and attitudes needed in order to allow them to be gainfully employed. There are three types of in-residence centers; Conservation Centers for 100 to 200 men located on parks, forests and other public lands where corpsmen work on projects to conserve national resources, and to improve recreational facilities. Training centers for 1,000 to 3,000 men where corpsmen receive full-time training in specific occupational skills. Training centers for 250 to 350 women located in or near metropolitan areas, which provide vocational training, basic remedial education, and training in family management. This program is open to youth between the ages of 16 and 21 from impoverished environments and who cannot find suitable employment.
The Community Action Program provides Federal assistance to communities in order to establish and carry out programs designed to mobilize their resources to combat blight. The elements of this program are as follows:

- **A Program Development**
  Grants for program development are made under Section 204 of the Economic Opportunity Act to enable public and private non-profit agencies serving particular communities to prepare sound and effective plans and programs and to organize for community action.

- **B Conduct and Administration**
  Grants for the conduct and administration of a community action program are made, under Section 205, for a wide variety of projects, including but not limited to the following:

  1. Remedial and noncurricular education
  2. Employment, job training, and counseling
  3. Health, family planning, and vocational rehabilitation
  4. Housing and home management
  5. Welfare
  6. Consumer information and education
  7. Legal Services
  8. Multi-service neighborhood centers
  9. Project Head Start and day care.
C  Research and Demonstration
Grants are made under Section 207 for the conduct of studies, surveys, and investigations into the causes and nature of poverty and the means by which poverty might be eliminated or reduced, and for projects that represent novel and experimental approaches to elimination of poverty.

D  Training
Grants are made under three different sections of the Act for Training Projects:

1. Section 205: training as a part of a single community's Community Action Program

2. Section 206: training as a part of the Community Action Programs of several communities

3. Section 207: novel and experimental training programs related to the purposes of the Community Action Program.

E  Technical Assistance
Grants are made to agencies providing technical assistance to communities in developing, conducting, and administering community action programs, under Section 209(b) to State agencies, and Under Section 206 to other agencies.
JOB CORPS FACTS

Job Corps is a voluntary national residential training program for out-of-school, out-of-work, underprivileged young men and women. Job Corps enrollees must be:

(1) 16-21 years old;
(2) Citizens or permanent residents of the United States;
(3) School dropouts for three months or more,
(4) Unable to find or hold an adequate job;
(5) Underprivileged from having grown up in impoverished surroundings;
(6) In need of a change of environment in order to become useful and productive citizens.

The goal of the Job Corps is to prepare young men and women for jobs in which they can earn a decent living.

In the entirely new environment of Job Corps training centers, enrollees will:

(1) Work on useful and productive public resource conservation projects;
(2) Learn job skills and basic academic subjects;
(3) Earn a modest living allowance.

Enrollees may be assigned to three types of residential training centers:

(More)
(1) Conservation Centers -- located on public lands, operated by the Department of the Interior and the Department of Agriculture;

(2) Urban Centers for Men -- frequently located on demilitarized federal installations, operated under contract;

(3) Urban Centers for Women -- located in urban areas, usually on leased facilities, also operated under contract.

About 40,000 young people from all sections of the country will be enrolled in the Job Corps by the close of the first year of operation. They come from rural and urban areas and will include a cross-section of the racial and ethnic groups in the country.

Based upon the first 1,200 enrollees in the Job Corps, the typical enrollee:

(1) Is 17 years old;

(2) Stayed in school through the ninth grade and then dropped out;

(3) Has sixth grade level reading, writing, and arithmetic skills;

(4) Has been out of school for more than six months;

(5) Comes from a family living in substandard and overcrowded housing;

(6) Is unemployed but looking for work at the time of entry into the Job Corps.

Each enrollee receives room and board, medical and dental care, work clothing, a nominal allowance to be used toward the purchase of dress clothing, and a monthly living allowance of $30. In addition, each enrollee will receive a terminal allowance of $50 for each month that he has spent in the Job Corps. An enrollee may allot up to $25 per month of his terminal allowance to a qualified dependent. Each month, Job Corps will match the allotted sum with an equal amount.

While enrollees will be encouraged to volunteer and participate in community activities, they will not be allowed to leave centers indiscriminately. Enrollees will be issued occasional passes to visit nearby communities and will be given periodic leaves for longer trips.

All enrollees will be given the opportunity to attend religious services of their choice. In most instances, nearby community religious resources will be relied upon.

(More)
Recruitment and Selection

The recruitment of enrollees is a cooperative effort of Job Corps, national public and private organizations, the newspapers, radio and TV, and the outdoor advertising industry. As a result of this effort, hundreds of thousands of young men and women have indicated their interest in the Job Corps by submitting Opportunity Cards (the initial Job Corps application), letters, and postcards to Job Corps headquarters.

The names of all prospective candidates 16-21 are sent to local screening agencies (in most cases the State Employment Services), which interview and test applicants for the Job Corps. Screening is performed for Job Corps by State Employment security agencies and other local Youth agencies and WICS (Women in Community Service), a national private organization which screens all women Job Corps applicants. These agencies forward the records of eligible applicants to Job Corps headquarters in Washington for further selection and assignment to Job Corps centers.

Young men accepted for the Job Corps are assigned either to a Conservation Center or an Urban Center, depending upon the results of tests and other factors revealed in the screening process. Travel to designated centers is at government expense.

Education Programs

Job Corps has adopted techniques and materials to provide a special program of basic education for these young men and women who have derived little benefit from conventional schooling. These techniques include self-taught courses in mathematics, reading and other basic skills.

Contractors operating urban training centers for men and women are encouraged to develop new approaches, methods and materials to provide the necessary education and work skills for Job Corps enrollees to become self-sufficient and productive citizens.

Extra-curricular activities in Job Corps centers include sports, arts, crafts, music, drama, and publication of center newspapers.

Job Placement

Although Congress has authorized that an enrollee may spend a maximum of two years in the Job Corps, it is expected that most young men and women will complete the training program within a year.

While the Job Corps cannot guarantee a job to the enrollees who complete the training program, every effort will be made by Job Corps and the contractors operating urban centers to assist each graduate in learning of job opportunities for which he is qualified. Private and public agencies, as well as business and industry groups, have been enlisted to aid in this effort.

(More)
Conservation Centers

Located in national parks, forests, and grasslands, these centers accommodate 100 to 200 enrollees who perform long-needed conservation work while acquiring basic education and work skills.

Under the supervision of experienced members of the Forest Service, National Park Service, Bureau of Indian Affairs, and the Bureaus of Land Management, Reclamation, Sport Fisheries and Wildlife, enrollees learn basic skills such as surveying, forestry, weed and pest control, fire prevention and control, and hand and power tool operation. In addition to basic education courses conducted by experienced teachers and counselors, enrollees receive training in nutrition, personal hygiene and physical fitness.

Members of the administrative staff of each center include the Center Director, Deputy Director for Education, Deputy Director for Work Programs, and an Administrative Officer. Conservation Centers also utilize the services of VISTA volunteers.

Urban Centers for Men

Offering intensive and specialized vocational training, these centers accommodate 1,000 to 3,000 enrollees and are established on unused military bases and other facilities near urban areas. Urban Centers are established and operated under contracts with businesses, educational and social services agencies, and universities. These organizations recruit and employ all center staffs.

Young men assigned to these centers are being trained for jobs for which there are demands for workers — now and for the predictable future. Vocational training programs vary from center to center — some centers feature training for particular occupational specialties such as automobile repair work or data processing machine operation. Some of these programs include on-the-job training in local community businesses.

Enrollees are being trained for employment as office machine operators, data processing machine operators, accounting clerks, automotive repairmen, cooks, waiters, hospital orderlies, farm equipment operators, and for numerous other jobs responsive to labor market demands.

Urban Centers for Women

Women's centers, each accommodating an average of 250-300 enrollees, are located in or near urban areas and like men's centers, are operated under contracts with business organizations, universities, and educational and social services agencies. In addition to basic education, vocational training and work experience, programs in these centers include training in family responsibility — how to establish a stable home, budget management and fundamentals of good grooming and good health.

(more)
The vocational program for women includes training for employment in these and other areas: business and clerical occupations, household services, food preparation, health services, clothing services, graphic arts, recreation, and various electronics technician occupations.

Community Relations

To build cooperation between Job Corps centers and their neighboring communities, each center will have a Community Relations Council composed of the Center Director, center staff members and interested local residents.

The success of a residential center is, to a great extent, dependent upon the vitality of its relationship with the adjacent community. For the Job Corps enrollee, a harmonious center-community liaison not only exemplifies the meaning of good citizenship but also can provide opportunities for on-the-job training and participation in community service projects.
APPENDIX D

CHAPTER 286.

An Act respecting the carrying on and co-ordination of Vocational Training.

SHORT TITLE.

1. This Act may be cited as the Vocational Training Co-ordination Act. 1942-43, c. 34, s. 1.

INTERPRETATION.

2. In this Act,
(a) "Council" means the Vocational Training Advisory Council appointed under this Act;
(b) "Minister" means the Minister of Labour; and
(c) "vocational training" means any form of instruction, the purpose of which is to fit any person for gainful employment or to increase his skill or efficiency therein, and, without restricting the generality of the foregoing, includes instruction to fit any person for employment in agriculture, forestry, mining, fishing, construction, manufacturing, commerce or in any other primary or secondary industry in Canada. 1942-43, c. 34, s. 2.

3. (1) The Minister may undertake projects to provide vocational training
(a) to fit persons for employment for any purpose contributing to the efficient prosecution of the war whether in industry or in the armed forces;
(b) to fit for any gainful employment former members of His Majesty's Canadian Forces or former members of any of His Majesty's Forces who were at the time of enlistment domiciled in Canada or any other persons with respect to whom authority for the granting of vocational training is vested in the Minister of National Health and Welfare, if such former members or other persons are approved for such training by such Minister;
(c) to fit unemployed persons for gainful employment; and
(d) 1952, c. 34, s. 1.
2 Chap. 286. Vocational Training Co-ordination.

(d) to fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada.

(2) The Minister may undertake and direct research work pertaining to vocational training and may undertake the dissemination of information relating to such training. 1942-43, c. 34, s. 3; 1945, c. 7, s. 1; 1948, c. 30, s. 1.

Agreements with provinces.

4. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement covering any period with any province to provide financial assistance for

(a) any project, undertaken in the province, to provide vocational training for any of the purposes set out in section 3;

(b) the continuation after March 31st, 1942, of any project for training heretofore carried on in the province under the Youth Training Act;

(c) any vocational training project for the conservation or development of the natural resources vested in the Crown in the right of the province;

(d) the development and carrying on by the province of any project recommended by the Council to provide vocational training for apprentices or supervisors in any industry; and

(e) the development and carrying on after the present war of vocational training on a level equivalent to secondary school level.

(2) No agreement made in respect of any of the matters set out in paragraphs (b) to (e) of subsection (1) shall provide for payment to the province of a percentage of the cost of any vocational training project, including the cost of the training facilities, in excess of the percentage of such cost contributed by the province. 1942-43, c. 34, s. 4.

Council.

5. There shall be appointed by the Governor in Council a council to be called "The Vocational Training Advisory Council." 1942-43, c. 34, s. 5.

Chairman and members. Tenure of office.

6. (1) The Council shall consist of a Chairman and not more than sixteen members.

(2) The Chairman and other members of the Council hold office for a period of three years except in the case of the members first appointed and of any member appointed R.S., 1952.
appointed to a casual vacancy, who hold office for such period, not exceeding three years, as may be determined by the Governor in Council.

(3) There shall be equal numbers of members on the Council specially representative of employers and of employees, and the remainder of the members may be representative of such other groups of persons or interests as the Governor in Council may determine.

(4) A majority of the members constitutes a quorum for any meeting of the Council.

(5) The Council may act notwithstanding any vacancy in its membership, if the membership is not fewer than ten members.

(6) The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

(7) The Minister may provide the Council with such professional, technical, secretarial and other assistance as the Council may require but the provision of such assistance otherwise than from the public service of Canada is subject to authorization by the Governor in Council.

(8) The Minister shall make available to the Council such information as the Council may reasonably require for the proper discharge of its functions under this Act.

(9) The members of the Council shall serve without salary but each member shall receive his actual travelling expenses that have been incurred with the approval of the Minister in connection with the work of the Council and a per diem allowance of ten dollars for each day he is necessarily absent from his home in connection with such work. 1942-43, c. 34, s. 6.

7. The Minister may from time to time refer to the Council for consideration and advice such questions relating to the operation of this Act as he thinks fit and the Council shall investigate and report thereon to the Minister, and shall make such recommendations as the Council sees fit in connection therewith. 1942-43, c. 34, s. 7.

GENERAL.

8. This Act shall be administered by the Minister of Labour. 1942-43, c. 34, s. 8.

9. A supervisor of training and such officers, clerks and other employees necessary for the administration of this Act shall be appointed in the manner authorized by law. 1942-43, c. 34, s. 9.

Chap. 286. Vocational Training Co-ordination.

Regulations. 10. The Governor in Council may make regulations for the purpose of giving effect to this Act. 1942-43, c. 34, s. 10.

Annual report. 11. The Minister shall as soon as possible, but in any case within sixty days after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and shall upon completion thereof lay such report before Parliament if Parliament is then sitting or if Parliament is not then sitting, within fifteen days after Parliament is next assembled. 1942-43, c. 34, s. 11.

Expenditures and appropriations. 12. Expenditures incurred under this Act shall be paid out of moneys appropriated by Parliament for carrying out the purposes of this Act. 1942-43, c. 34, s. 12.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1952

R.S., 1952.

5360
CHAP. 45.

An Act to amend the Vocational Training Co-ordination Act.

[Assented to 10th June, 1954.]

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

1. (1) Paragraphs (a) and (b) of subsection (1) of section 3 of the Vocational Training Co-ordination Act, chapter 286 of the Revised Statutes of Canada, 1952, are repealed and the following substituted therefor:

"(a) to fit persons for employment for any purpose contributing to the defence of Canada whether in industry or in the armed forces;

(b) to fit for any gainful employment former members of Her Majesty's Canadian Forces or former members of any of Her Majesty's Forces who were at the time of enlistment domiciled in Canada or any other persons with respect to whom authority for the granting of vocational training is vested in the Minister of Veterans Affairs, if such former members or other persons are approved for such training by such Minister;"

(2) Subsection (1) of section 3 of the said Act is further amended by deleting the word "and" at the end of paragraph (c) thereof, by adding the word "and" at the end of paragraph (d) thereof and by adding thereto the following paragraph:

"(e) to fit persons for employment for any purpose in the national interest that is within the legislative authority of the Parliament of Canada and is approved by the Governor in Council."

2. (1) Subsection (1) of section 4 of the said Act is amended by deleting the word "and" at the end of paragraph (d) thereof, by repealing paragraph (e) thereof and by substituting the following therefor:

"(e)"
"(e) the development and carrying on of vocational training on a level equivalent to secondary school level;
(f) any training project for the purpose of rehabilitating disabled persons or fitting them for gainful employment; and
(g) any training project to increase the skill or efficiency of persons engaged in agriculture, forestry, mining, fishing or in any other primary industry in Canada, or in homemaking."

(2) Subsection (2) of section 4 of the said Act is repealed and the following substituted therefor:
"(2) No agreement made in respect of any of the matters set out in paragraphs (b) to (g) of subsection (1) shall provide for payment to a province of a percentage of the cost of any project, including the cost of any training facilities connected therewith, in excess of the percentage of such cost contributed by the province."

3. (1) Subsection (1) of section 6 of the said Act is repealed and the following substituted therefor:
"6. (1) The Council shall consist of a Chairman and not more than twenty other members."

(2) Subsection (9) of section 6 of the said Act is repealed and the following substituted therefor:
"(9) The members of the Council shall serve without salary but each member shall be paid his actual travelling expenses that have been incurred with the approval of the Minister in connection with the work of the Council, and may, with the approval of the Minister be paid a per diem allowance fixed by the Governor in Council for each day he is necessarily absent from his home in connection with such work.

(10) The Governor General in Council may appoint an alternate member for each member of the Council to hold office for such period, not exceeding three years, as may be determined by the Governor in Council; the alternate member shall be representative of the same group of persons or interests as the member for whom he is appointed as alternate and may, at the request and in the absence of the member for whom he is an alternate, act in the stead of that member, and whenever an alternate member so acts he shall, for all purposes, be deemed to be a member of the Council."

4. Section 9 of the said Act is repealed and the following substituted therefor:
"9. There may be appointed in the manner authorized by law such officers, clerks and other employees as are necessary for the administration of this Act."
5. Section 11 of the said Act is repealed and the following substituted therefor:

"11. The Minister shall as soon as possible, but in any case within one hundred and twenty days after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and shall upon completion thereof lay such report before Parliament if Parliament is then sitting or if Parliament is not then sitting, on any of the first fifteen days next thereafter that Parliament is sitting."

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1954
This Directory replaces the Program 5 and 6 Manual and the List of Approved Courses.

The Directory is set out in blocks for ease in locating job titles. Each block is the Dictionary of Occupational Titles major breakdown, and titles are located alphabetically within each block.

Wherever possible the full DOT code number is shown, however, where course content is such that a graduate could enter into a number of jobs following training, only the first three digits are shown.

The DOT title is shown in capitals with the appropriate program title immediately below in small print. The DOT title is shown as the "doing" rather than by using the noun in the job title, i.e., Stenographer is shown as Stenography.

Programs which are identical in content are grouped under one outline; however, separate outlines are included for programmes that are not identical in either Programme Title or Programme Content.

Separate outlines are also made for each course offered by private training institutions as there is significant differences in the subjects taught, method of presentation, or examination.

Only Programme outlines which meet the criteria of the Occupational Adult Training Programme are included in this directory. For the present, these have been confined to the courses previously approved under Program 5.

Other training information for counselling purposes will be supplied for the present by the issuing of calendars, brochures, etc., as they become available.

Also included in the Directory are:-

1) Directory Content, listed under block number and alphabetically within the block and schools where course is offered;

2) a cross reference which shows the programme title, followed by the appropriate DOT Title;

3) a list of school addresses, telephone numbers and the person who should be contacted regarding course intake and other information;

4) an additional page for a record of course changes, additions and deletions; all amendments will be numbered and dated for checking purposes.
| **LENGTH** | 2 to 8 months according to individual needs (see reverse side) |
| **ENTRANCE REQUIREMENTS** | Out of school at least one year. An earnest desire to achieve and willingness to put forth great effort to acquire suitable standing in Mathematics, Science and English to enable one to enter a vocational training programme (see comments on reverse side) |
| **AGE** | 17 years of age or over |
| **EDUCATION** | No minimum but should have a sufficient level, either through education or experience, to be able to successfully complete the programme |
| **HEALTH** | Good general health |
| **FEES** | $15.00 per month. $1.00 Registration fee |
| **ENROLMENT DATE** | Continuous intakes as space permits |
| **TEXTBOOKS AND SUPPLIES REQUIRED** | $5.00 approximately |
| **OTHER EXPENSES** | Nil |
| **SCHOOL DAY** | 6 hours |
| **SCHOOL WEEK** | 5 days |
| **DRESS** | Standard |
| **EXAMINATIONS** | By school |

*(See other side for course content)*

**WHERE AVAILABLE:**
- B.C.V.S., Burnaby
- * Dawson Creek
- Kelowna
- * Nanaimo
- Prince George
- Victoria

* Accommodation available (see reverse side)
The main aim of this programme is to academically up-grade individuals in as short a period of time as possible, in order that they may continue with specific vocational training programmes.

It is not the purpose of the Basic Training for Skill Development course to offer Grade X equivalency to enable students to carry on with further academic education. This is the job of the local school districts.

As all students will have had different backgrounds of education and experience, it follows that all students will have to start at a different level. It may take some 2, 3, 4 or 5 months in preparation for the laid down course of studies. Others may be ready to start it immediately, while still another group could conceivably require only a few weeks to prepare themselves for entry into a specific vocational course.

As some of those who enroll for B.T.S.D. will not have a definite future vocational goal--or their goal may be unrealistic in terms of their potential--it follows that the B.T.S.D. programme must include adequate vocational counselling, as one part of the service. This should be provided by the Manpower Counsellor working in close co-operation with the instructor.

Room and Board:

Dawson Creek - $60.00 per month (limited accommodation)
Nanaimo - $2.00 per day
(meals not served on weekends)
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<tr>
<th>Occupation</th>
<th>Location Details</th>
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<tbody>
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<td>AUTOMOBILE BODY REPAIRING</td>
<td>BCVS, Dawson Creek, Kelowna, VVI, Vancouver</td>
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<tr>
<td>BOILERMAKING I</td>
<td>BCVS, Burnaby</td>
</tr>
<tr>
<td>BRICKLAYING</td>
<td>BCVS, Burnaby</td>
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<tr>
<td>CARPENTRY</td>
<td>BCVS, Burnaby, Dawson Creek, Kelowna, VVI, Vancouver, Yukon Voc. &amp; Tech. Trg. Centre, Whitehorse</td>
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<tr>
<td>ELECTRICITY</td>
<td>BCVS, Burnaby, Yukon Voc. &amp; Tech. Trg. Centre, Whitehorse</td>
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<td>ELECTRICAL AND ELECTRONIC ASSEMBLY</td>
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<td>ELECTRONICS</td>
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<td>OPERATING ENGINEERING</td>
<td>BCVS, Nanaimo, Prince George, Yukon Voc. &amp; Tech. Trg. Centre, Whitehorse</td>
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<td>PAINTING</td>
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<td>BCVS, Burnaby</td>
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<td>BCVS, Burnaby</td>
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<td>STRUCTURAL STEEL WORKING</td>
<td>BCVS, Burnaby</td>
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</tbody>
</table>
TELECOMMUNICATIONS  
Basic  
See Block 7  
VVI, Vancouver

WELDING, COMBINATION  
Courses vary from 6-11 months. Separate outlines have been prepared for each programme  
BCVS, All Regional Schools except Victoria, VVI, Vancouver, Yukon Voc. & Tech. Trg. Centre, Whitehorse

Note: These programs although designed specifically for the Pacific Coast Region, in general indicates the nature of the construction trade programs available throughout Canada.