THE ROLE OF THE TIME ELEMENT IN THE URBAN RENEWAL PROCESS

Part of a Group Thesis
"THE NODULAR METROPOLITAN CONCEPT"

by
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The University of British Columbia
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Date April 30, 1968
ABSTRACT

This thesis reviews and analyzes the importance of the element of time in the process of urban renewal. With the rapid growth of our cities and the increasing number of problems accompanying such growth, the process of urban renewal is an issue of national concern.

In order to investigate such a gigantic subject as the city, requires the combined forces of many individuals, groups and organizations. For the investigation of this thesis, a group of five individuals collaborated in the initial stages to develop a framework for the city and its parts. The group approach is outlined in the initial chapter as Section I of the thesis. The hypothesis developed by the group, stated that in North American metropolitan regions, there are many similar problems to contend with, all associated with the present urban form and structure of our cities. To improve the environment and way of life of the inhabitants in the city of metropolitan size, may best be achieved through the application of a new macrostructure to the older central areas. One possible system is that of high density nodes of mixed land use, connected by a rapid system of mass transportation which the group has called the "Nodular Metropolitan Concept". After outlining the problems of the city and developing a matrix
of inter-related variables, the individual members of the group persuaded a subject of their own preference within the scope of the matrix of variables.

The topic of this thesis deals with the importance and effect of the time element in the urban renewal process. To stress this importance, a survey of the past and present renewal programs in Canada and the United States is developed in the first two chapters. Then a detailed case study of Vancouver's urban renewal program follows to complete the analysis of present practice.

From these studies there emerged certain recurring problems in renewal to which the time element was obviously relevant in varying degrees. Other factors will of course have their effect upon the urban renewal process, but in many of the steps in renewal, such as the acquisition of land, the approval of agreements by three levels of government, and the provision of relocation housing, the element of time is a major factor involved in the determination of the success or failure of the activity.

The planning process must involve three components: enabling legislation, satisfactory financial resources, and a program of phased development before it can take place. A fourth component, that of public acceptance and involvement, is necessary to make the planning process not only happen, but be successful.

After reviewing the phasing techniques of the Bar Chart and the Critical Path Method, an examination of two methods of comprehensive planning was undertaken: the Community Renewal Program, and Reginald Isaacs' Comprehensive Plan method of phased development.
Such an investigation into the techniques and methods of planned programming, was intended to provide some perspective of the means available for harnessing the time element. Only by placing restrictions upon the element of time, can its effect on the urban renewal process be used in a positive manner.

In the final section, the use of the Comprehensive Plan as a tool for applying the Nodular Metropolitan Concept as put forward by the group, attempts to portray the degree to which a program of phased development may stimulate and influence the renewal process.

In conclusion, it must be affirmed that the time element does play a major role in the success of the urban renewal process as was originally hypothesized.
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SECTION I -- GROUP STUDY
NODULAR METROPOLITAN CONCEPT

A. Basis of Study

A review of the following literature emphasises the uncoordinated state of city development. If it is possible for mankind to anticipate (plan for) the future, it is important to discover the kinds of changes that may occur. The purpose of this study is to identify underlying variables that are shaping urban society and structure; specifically to explore a form of development which is becoming evident in the city today. From this analysis it is apparent that specific functional nodes have formed naturally within the present urban system. This study assumes that present growth trends in the city can be recognized and analyzed. Based on this analysis, it is believed that the most desirable trends can then be reinforced to shape future form and structure.

B. Approach

The approach to this study has been inter- and multi-disciplinary. It is a postulate of this research that Community and Regional Planning must operate within a comprehensive and coordinated framework. In view of this, an attempt has been made to construct a preliminary model (see matrix, Figure 1). Because
Figure 1. -- URBAN MATRIX VARIABLES
of the limitations of time and personnel, only selected components of the conceptual model are explored. A more complete identification and analysis of all the model's components would result in a better understanding of the larger continuing urban growth process. The topics of individual studies are arbitrarily selected on the basis of individual researcher's experience and interest. It is only on this basis that a significant contribution to the theory and practice of Community and Regional Planning can be made.

C. The Problem

By the year 2000, the urban population of the United States is expected to be double. Moreover, people are expected to be more affluent as their personal income in constant dollars increases by fifty percent. While these anticipated changes have not yet been realized, the capacities of our cities are fast reaching their limits. For example, transportation facilities are already congested in the large metropolitan areas, conveniently located land for housing is becoming scarce and costs of providing public services and utilities are becoming prohibitive. The crucial problem arising out of this is how to plan our metropolitan areas so that they can accommodate the anticipated growth and change.

2 Lowdon Wingo, Jr., Cities and Space, (Baltimore: Johns Hopkins Press, 1963), p. II.
It is estimated that by the 1980's or at least by the year 2000, we will have to rebuild our cities to accommodate the anticipated population increase and to satisfy the preferences of a more affluent society. By the year 2000, more urban homes, places of business and public facilities will have to be built than have been built since the first towns were started in North America. At least half of today's urban dwellings will probably require replacing because they will no longer serve the needs of families. In addition, half of today's urban business and industrial buildings will require replacing because they will no longer serve changing production and distribution methods.

It is likely that our cities will have to be restructured to accommodate radically new means of transportation. High density cities like New York have already found the cost of automobile travel to the city core prohibitive. In low density cities, such as Los Angeles, the cost in money, time and space of relying solely on the automobile is equally prohibitive. For example, two-thirds of Los Angeles' downtown is given over to the automobile -- about one-half of this to parking lots and garages and the rest to roadways and highways. Most of today's cities have grown with little planning. Although they urgently need rebuilding and restructuring, they have neither the money nor the authority. Our larger cities are beset with problems of slums, traffic, congestion, congestion,

5 Ibid.
6 Los Angeles City Planning Department, Major Issues for Los Angeles, May 2, 1966, p. 4.
sprawl, ugliness, housing; with the provision of inadequate open space; with air and water pollution; with outmoded forms of public administration and taxation. In addition, most cities have enormous problems with education, poverty and racial segregation.

Outdated, inflexible political boundaries have helped to encourage people and industry into the lower tax suburbs and to make planning extremely difficult. The wealthier families have escaped to the suburbs leaving the central city to deteriorate. Our cities continue to use a tax system that penalizes improvements and subsidizes obsolescence which inevitably leads to blight, sprawl and spread of slums.\(^7\)

In spite of all these problems, which vary in degree across North America, our metropolitan areas continue to grow and cry out for imaginative solutions to making our urban environment more livable.

Planners like William Wheaton and Victor Gruen believe that the essence of urbanism is variety, and that only a vibrant night-and-day "downtown" (city core) can support the variety of shopping, services, contacts, job opportunities, culture and recreation facilities needed to make a city an attraction.\(^8\) Any viable city core needs people living within and adjacent to the area -- not just daytime commuters. The provision through urban renewal of a functional and livable habitat for these central city dwellers is


the focus of the group research effort described in this thesis.

D. Urban Growth

1. Metropolitanization

Before discussing the central core area of the city, it is important to mention the general forces which have contributed to the growth of our metropolitan areas. Peter Hall describes such forces. The first is that total population has increased at a rapid rate and threatens to go on increasing. The second factor was the shift off the land into industry and service occupations in the cities. This, however, is no longer a major factor since over two-thirds of North Americans now live in urban areas. The third factor is that a large part of the urban growth is being concentrated in the already large metropolitan areas. This concentration probably is a reflection of the more diverse economic and social opportunities available in the large centres.

Metropolitan areas have grown faster than the rest of North America in every decade since the turn of the century, except for the depression years 1930-1940. By 1960 almost two-thirds of the population of the United States lived in the Standard Metropolitan Statistical Areas delineated by the census. In Canada, 87.5 percent were classified as urban (non-farm) population. This is a 109 percent increase from 1921-1961.

Growth within the metropolitan areas has not been distributed evenly. The central areas of cities have grown relatively little, while the suburban rings have grown at a much higher rate. Some of the larger cities' central areas have actually lost population during the last decade. Some of the many reasons for the loss of population include a lack of available space for further building, the obsolescence of housing and industrial plants in the core areas and the unavailability of rapid, cheap methods of communication and transportation.

The losses of population in the central areas do not necessarily reflect economic decline but rather the decentralization of population and institutions to the suburbs. Historically the natural clustering of commercial, industrial and residential activities was due in part to the absence of a well developed transportation system. Mobility was limited since few people had a personal mode of transport. When mass production and ownership of automobiles became a reality, the form of the city began to change. Since people were now able to travel longer distances in a shorter period of time, they began to move to the fringes of the central city. Decentralization of the residence also brought with it many retail and service enterprises. In addition, there has been a trend towards the decentralization of manufacturing and wholesaling firms seeking to escape the congestion of the central core.\textsuperscript{11} Another factor which has encouraged residential decen-

Centralization is the intervention of government in the housing market. Through the U.S. and Canadian Housing Acts, long term, low interest loans made single family home ownership possible on a larger scale and encouraged the development of suburban subdivisions.

It appears that the primary implications of increased mobility and government housing policy on urban form is a dispersion of activities. But while the city is becoming more dispersed, specialized functional areas appear to be developing. The decentralization of retailing, wholesaling and industry has altered the function of the urban core. The core is evolving from a central business district to a central intelligence district. That is to say, tertiary and quarternary economic activities are becoming the predominate land uses. Financial and administrative offices, research and consultative firms, entertainment and cultural facilities are increasing in the core areas of cities. These retail firms which remain downtown are becoming increasingly oriented to the daytime working population and to those people who live in or adjacent to downtown.

Within the core itself, specialized functional districts can be identified. For example, a financial district, a high order good shopping district, and an entertainment strip may be easily observed. This clustering of like activities reflects the

13 Interview with Dr. Edward Higbee, Vancouver, B.C., November, 1967.
14 Interview with Dr. Walter Hardwick, Vancouver, B.C., April, 1967.
desire for face to face interaction or, as in the latter case, the desire for consumers for comparisons.\textsuperscript{15}

**Urbanism**

Perhaps the first thing that strikes an observer of our cities is the tremendous change of rural to urban population during the last few decades. Though change is constant it is the accelerating rate of change in the age of automation which has wrought havoc with the "good old times". Changing life styles are part and parcel of rapidly growing urban areas. The increasing acceptance of urbanism as a way of life has ushered in an urban society which exhibits an increasing affluence among the greater proportion of its members. The shorter work week, which is a consequence of automation, is making its appearance felt.\textsuperscript{16} Increasing leisure time and recreational pursuits are bywords of a more affluent society. The impact this has had so far on the urban scene is the increasing emphasis that is placed on the development of leisure time amenities and urban open spaces.\textsuperscript{17}

Another phenomenon of the age of automation is the increasing geographic mobility of the North American population. It is a fact that one out of five persons in the U.S. is now moving every year.\textsuperscript{18} This means that a working person in his life is likely

\textsuperscript{15} Walter Hardwick, *The Vancouver Sun*, July 8, 1967, p. 6.
to change his residence eight times and two or three of them would involve moves to an entirely different community. One consequence of this greater mobility is the loss of personal contacts with relatives and neighbours who are left behind.  

In addition to urbanism as a way of life and increased geographic mobility, differences in urban residential location are becoming more pronounced. The growth of the city under a free enterprise system, or under any non-centralized system, is leading to a high degree of differentiation of residential areas by type of structure, quality of housing and levels of rental values. Under a market system of allocating housing, where people live depends in large measure on the rent or sales price they pay. A considerable degree of residential segregation results between persons in various income brackets and between persons in various occupations. However, recent findings clearly indicate that racial and ethnic residential segregation are more than just economic discrimination. They have also led to the high degree of differentiation of residential areas, because even where economic differentials are diminishing, racial residential segregation persists.

2. **Megalopolis**

The large scale movement of population into the outer rings of metropolitan areas is, according to Jean Gottmann, ushering in a new phase of metropolitan development which he calls

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Megalopolis. 21

In regions such as the north eastern seaboard of the United States the outer rings of metropolitan areas have expanded to overlap with outer rings of other metropolitan areas. The result is a continuous band of urban and suburban development. This phenomenon is also called "strip city", "city region" and "super-metropolis".

"The words megopolis and megalopolis are being heard with increasing frequency, usually applied to an almost continuous string of cities running from Washington, D.C. to Boston ..." 22

"The pattern does not consist of a string of metropolitan areas standing shoulder to shoulder, fighting for space like a crowd in a subway, but of metropolitan areas in a functioning group, interacting with each other. In the same manner that economic development has made the size of the typical nation inadequate and has called for super-nations, it seems that soon -- at least in historical time -- urban units will go beyond the scale of the metropolis to the scale of the megalopolis. And just as the metropolitan area is not made up of an accumulation of little cities complete in themselves but of a system of specialized and therefore dissimilar areas, the various metropolitan units of megopolis will specialize and become more different from each other than they are today." 22

There are over a dozen areas in North America that could develop the same urban megalopolitan form as the north eastern seaboard. For example, in California most of the population is in the densely populated San Francisco Bay areas and in sprawling

Los Angeles. Indications now are that people eventually will fill an almost solid population belt running between the two areas through the Central Valley of California.  

E. Urban Form and Structure

There have been many efforts to analyze the form and structure of cities. "Form" means the physical pattern of land use, population distribution and service networks, while "structure" signifies the spatial organization of human activities and inter-relationships. Ideas such as Ebenezer Howard's Garden City movement and Frank Lloyd Wright's Broadacre Concept have had considerable influence in the decentralization argument while opposing views have reflected the "Save the Central Cities" movement. An example of a scheme developed for the retention of the central city was put forward by L. Hilberseimer during the early 1940's, based on a "settlement unit". Such a unit contains all the essentials of a small community within itself and each unit is in turn connected to other units to create an overall system of self-contained centres. Hilberseimer's study applies such a system to the City of Chicago. Recent efforts to analyze urban form and structure have focused attention on basic theories similar to Hilberseimer's approach instead of being largely

intuitive as in earlier concepts. More scientific methods of analysis using computer techniques have been developed. With the use of models, many alternative forms of growth and change can be examined. Emphasis on transportation analysis has led to schemes such as the Year 2000 Plan for the National Capital Region\(^{26}\) and, more recently, to the Penn-Jersey Transportation Study, where future growth possibilities have been presented with clear alternatives. In the Penn-Jersey Study, since transportation policy was the factor most directly under the influence of the study's policy committee, alternative transportation systems were taken as the starting point for investigating different possible regional growth patterns.\(^{27}\)

Many theoretical studies of transportation and urban form have been made by planning teams, such as the proposal for North Buckinghamshire in England,\(^{28}\) and by architects such as J. Weber in his "Linear City Development" in 1965,\(^{29}\) but few of these radical ideas have been implemented.

On a more academic basis there have been approaches to the theoretical studies of urban form and structure by use of models


as exemplified by Melvin Webber and Kevin Lynch. Webber\textsuperscript{30} suggests that most of the models used currently are based on "static descriptive" relationships such as density gradients of population, rates of decline of manufacturing and other relationships observed in existing spatial patterns. These models concentrate on the results rather than on the cause of urban form. He stresses the need for analysis of the "dynamic behaviour" aspects of urban structure. Lynch and Rodwin suggest in their model,\textsuperscript{31} which deals with physical form, that this approach should be followed by studies of the "activity pattern" and its effect on urban form. Recent studies for the New Town of Columbia in the State of Maryland take this approach and offer a better understanding of models that integrate transportation with urban form.\textsuperscript{32}

1. \textbf{Theoretical Concepts}

There are many choices for future urban form and structure. Catherine Bauer Wurster outlined four broad alternative approaches:\textsuperscript{33}

a) \textbf{Present Trends Projected} -- Region-wide specialization with most functions dispersed but with a push toward greater concentration of certain functions in the central cities. Perhaps unstable, likely to shift toward one of the other alternatives.

\textsuperscript{32} Voohrees, \textit{op. cit.}.
\textsuperscript{33} Wurster, \textit{op. cit.}, pp. 78-79.
b) **General Dispersion** -- Probably toward region-wide specialization of certain functions but a considerable degree of sub-regional integration might be induced.

c) **Concentrated Super-City** -- Probably with a strong tendency toward specialized sectors for different functions.

d) **Constellation of Relatively Diversified and Integrated Cities** -- With cities of differing size and character, a range from moderate dispersion to moderate concentration would be feasible.

Any one of these four alternatives could probably apply in North America, depending on differing local conditions.

The City of Los Angeles has recently carried out a study on urban form and structure and the following four alternative concepts for urban growth were outlined:

a) **Centres Concept** -- This concept envisions large regional concentrations of residence and employment, which would be the focal points for solidifying new growth in the metropolitan area. It proposes a city of a highly urban character, while preserving single-family residential areas and natural amenities. It attempts to minimize travel distances between home and places of daily occupation.

b) **Corridors Concept** -- This concept proposes a highly urbanized metropolis, with concentration of employment, commercial services, recreational facilities and high density

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34 Los Angeles City Planning Department, *Concepts for Los Angeles*, (Summary Pamphlet, September, 1967).
apartments located in corridors extending outward from the metropolitan core. This concept would require a mass transit system.

c) **Dispersion Concept** -- This concept seeks an even distribution of activities, which would accommodate growth while preserving the characteristics that make Los Angeles unique among major cities; decentralization, owner occupied homes, and the automobile with its flexibility of movement. This concept attempts to keep travel distance from home to work and other daily activities at a minimum, by having jobs, consumer services, recreation and public facilities located close to the resident population.

d) **Low Density Concept** -- This concept seeks to preserve the present residential patterns and life styles of Los Angeles. It emphasizes the single-family detached house with low rise apartments in about the same proportions as now. The automobile would continue as the predominant means of transportation.

The four alternative concepts for the urban growth of Los Angeles are not unlike Catherine Bauer Wurster's four theoretical alternatives.

2. **Nodular Metropolitan Concept**

The Nodular Metropolitan Concept is another alternative for urban growth and development. This concept, which is the basis of the group study, is found to combine elements of both the Centres and Corridors concepts as outlined in the Los Angeles Study.\(^{35}\) For purposes of clarification at this stage of the study, the following

\(^{35}\) *Ibid.*
assumptions are made:

a) Located in a large North American metropolitan region, containing a broad base of varied land use and widely diversified employment and offering a range of residential types.

b) A region of highly urban character with a concentrated central core.

c) Developed as a concentration of growth nodes at intervals along major transportation corridors. These nodes become centres for mixed usage or single uses of large proportions.

d) Preservation of outer single family residential areas and existing natural amenities.

e) Development of large areas between nodes as public recreation and open space.

f) Development through a comprehensive plan which coordinates the tools of capital budgeting, proper enabling legislation and programmed phasing.

It is envisaged that this system will bring about a higher standard of living, create more opportunities for the enjoyment of the city and provide an environment which will stimulate and support present and future generations.

To achieve this desirable urban condition for the city, the need for increased participation by public and private sectors has been acknowledged.\textsuperscript{36} It is likely that totally new means of land use control and administration would be needed. The enormous problem of rebuilding our cities will most certainly require the

\textsuperscript{36} Nations Cities, op. cit., p. 19.
most advanced technology, especially in transportation and building.

3. Transportation Technology

There have been in recent years many innovations and research into modes of travel that, if implemented, could possibly play a significant role in making our cities more livable. Three recent innovations are:

a) Conveyors or moving sidewalks;

b) Automated electric roads; and

c) Mini-cars.

a) Conveyors -- The first proposal for implementing the moving sidewalk was in 1893 for the Columbia Exposition at Chicago and later at the Berlin Exposition in 1896 and the Paris Exposition in 1900.\(^{37}\) Because of the problem of low speed and other practical difficulties in its day to day use, the moving sidewalk has not come into extensive use as an integral part of the urban transportation system. Its application seems particularly suitable where large numbers of people have to move between two levels or along corridors; i.e., at big airports (Los Angeles, San Francisco, Montreal) to save the passengers from a long walk, and in department stores where it can be used conveniently by trollies and prams. Along with escalators, the conveyor has potential for use in high density nodular developments.

b) Automated Roads -- The General Motors Laboratories and Radio Corporation of America have been experimenting with automated roads with considerable success. A single cable

\(^{37}\) Brian Richards, \textit{op. cit.}, p. 57-62.
is buried in a shallow trench just beneath the surface of the road and this cable, when energized, gives guidance through an electronic apparatus connected to the vehicles' steering system. Secondary cables and detection loops adjust the speed of cars, keeping them at safe distance behind the one in front. General Motors estimate that vehicles could cruise in groups safely at a controlled speed of 70 m.p.h., giving a capacity of 9,000 vehicles per lane per hour, the equivalent of building five additional lanes of motorway. The cost of construction of such a system would compete favourably with contemporary highway construction.  

c) **Mini-Cars** -- Mini-cars have come to the forefront only in recent years. Their sudden importance can be attributed to:
   i) a critical shortage of parking space in the central core;
   ii) the extremely high costs involved for providing additional parking; and
   iii) an increasing concern for air pollution in our cities.

Although no "on the road" model has yet been developed, many companies have produced prototypes. The most widely known mini-car is the StaRRcar (for self-transit, rail and road) invented by William Alden. The StaRRcar can be driven along streets until the driver requires a faster speed in which case he merely drives up a ramp to an elevated track joining, say, a

38 Brian Richards, *op. cit.*, p. 77.
60 m.p.h. train of vehicles. On pressing a dashboard button the vehicle is automatically ejected at its pre-selected exit. A mass shift to the use of StaRRcars would help alleviate the congestion on the road network and would also decrease the problem of inadequate parking spaces in the central core of the cities as three StaRRcars can fit into the space previously occupied by one conventional car.  

Other modes of transportation include the monorail, cushion craft, vertical takeoff and landing and helicopters. In recent years millions of dollars have been spent on development but their application has been limited to special purposes like the mini monorails for secondary transportation at Expo '67 and the helicopter service between Kennedy Airport and downtown Manhattan. For mass passenger transport they apparently still lack the economies necessary to provide a truly cost competitive corridor service.

4. Building Systems

There are numerous illustrations of advanced ideas in building systems that could possibly provide for high density core living for the future city dweller. Three recent illustrations are:

a) Habitat -- With the advent of Canada's Expo '67,


the development of Habitat became a possibility. Moshe Safdie, the designer of the project, has used a basic building unit in various combinations to develop a number of housing types. Habitat has developed vertical and horizontal circulation systems creating three-dimensional spaces.42

b) Intropolis -- A. Watty, the designer, has developed Intropolis as a system of multi-use blocks that can be connected in various ways to create higher or lower density of living spaces which are organized on a rational basis to give maximum flexibility and interaction. Three-dimensional spaces and circulation systems are evident as in Habitat.43

c) Urbanisme Volumetrique -- This system is based on expanding structures leaving the ground free. A three-dimensional tubular structure with a series of slabs provides terraces for various builders to erect buildings, or to lay out roads and open spaces to create artificial landscapes.44

The detail description of any single land use and related building technique as it could be applied to the nodular metropol­itan concept or urban growth is beyond the scope of this study (see matrix, Figure 1).

5. Urban Pattern

With few exceptions, the form of North American

cities is based on the grid pattern.  Chicago, New York, San Francisco, Montreal and Vancouver are all examples of grid layout used to subdivide land and in providing services. It has been a quick solution to rapid development in any direction and a direct result of large scale surveying emphasis. Depending on local physiographic features, the access to all properties is nearly equal, and theoretically the only factor that affects a property's locational value is its relationship to the central core. The grid has been applied to such varied terrains as flat prairie and steep hillside. San Francisco is a good example of the latter.

F. Social and Spatial System

It appears that the changing urban form and structure is a process of continuous urban growth and development. This growth and development is an expression of the existing socio-cultural system. There are certain social indicators, which are not only demographic in nature, but also of a social behavioural nature. Demographic characteristics are generally an expression of the growth, size and age composition of a population. But underlying this are social behavioural characteristics; namely, the practices of a society which are expressed in activities and responses of the population. These practices of a society to some extent

determine the spatial characteristics of the land.\textsuperscript{48} Thus, a relationship between social and spatial characteristics exists.

When changes are introduced in the urban growth and development process, they usually have an impact on the internal social and spatial relationship of the urban system.\textsuperscript{49} These incremental changes of the internal state of the urban system may range from "fixed" to "variable" states. Any shifts of the internal system from one state to another occur over time. These shifts represent incremental changes, depending on social reference structures and environmental manipulation. While there may be a number of external conditions which affect the urban system, there are at least two which should receive close attention in urban growth and development analysis; namely, those as a result of planned change and those as a result of chance, where change is due to aggregate individual action.

G. Group Hypothesis

A review of the preceding urban growth concepts indicates that the nodular concept should be studied. Therefore, the following hypothesis is formulated:

\begin{quote}
That the Nodular Metropolitan Concept provides a useful basis to initiate a study of urban living and planning.
\end{quote}

\textsuperscript{48} Ibid., pp. 207-245.
Transportation Corridor

Residential and Employment Node

Open Space

Scale
Approx. 1m.

Figure 2

Nodular Metropolitan Concept
H. Individual Thesis Topics

The topics chosen for individual research are as follows:

1. Ian W. Chang --
   "The Problem of Private Investment in Urban Redevelopment";
2. Ashok G. Shahani --
   "The Nodular Metropolitan Concept: Some Transportation Aspects";
3. Monica H. Lindeman --
   "The Nodular Metropolitan Concept: Some Social and Spatial Aspects";
4. Ronald E. Mann --
   "The Role of the Time Element in the Urban Renewal Process"; and
5. Arthur R. Cowie --
   "The Provision and Distribution of Local Open Spaces in Urban Residential Areas".

Individual Thesis 4

"The Role of the Time Element in the Urban Renewal Process"

Time is a basic element in the planning process. The Nodular Metropolitan Concept program would be involved with many activities and would be developed over a time period of a number of years, therefore, necessitating the use of a rational approach to the phasing of activities and events over this period of time.
SECTION II - 4 -- INDIVIDUAL THESIS
CHAPTER I -- INTRODUCTION

A. Introductory Statement

Time is known as the fourth dimension. The first three dimensions are related to space and the organization of elements in space, but only with the introduction of time, can we move through and experience the various facets of these objects suspended in a three-dimensional world.

Similarly, when dealing with time in the sense of urban space, we must pass through the structure of the city to interpret and identify the inter-relationships and components of urban life. Change is constant. The only ever-present thread of identification available to the viewer, which will transmit or support recognition of change taking place, is the element of time.

Thus, it appears reasonable to equate the relative occurrence of change in urban renewal, with the time element through a process of planned staging. Such a proposition could be developed on a regional basis with priorities of need being determined by available resources and enabling legislation. Immediate and long-range objectives could be determined and the total program placed within a flexible timetable covering all phases of development within the region over a generation of time. As Professor Reginald Isaacs of Harvard University stated in a recent lecture, the taking
of small steps will over a long period of time, bring about change, but unless the direction taken is known, the resulting change may be of little use.¹

Urban renewal must be all-encompassing; it must be comprehensive in nature; it must deal with present needs and those of the future. Martin Anderson recognizes one component common to these objectives when he states that, "There is one fact about urban renewal that many of the people associated with the program would like to ignore, and which many of them do ignore. This is time."²

Therefore, it is the intention of this thesis to outline the significance of the time element in identifying change. The hypothesis of this thesis is:

That the time element is a major factor in achieving a successful urban renewal program.

B. Statement of the Problem

The defining of the term "Urban Renewal" has become an introductory tradition for any knowledgeable writer on the subject, usually consisting of three components; namely, "redevelopment", "rehabilitation" and "conservation". However, this form of definition has become far too narrow in scope, having a connotation of being a "public" program only. Thus, a more all-inclusive statement by Walter H. Blucher seems appropriate. Blucher defines

1 From a lecture by Professor Reginald R. Isaacs, at the University of British Columbia, February 2, 1968.
Urban Renewal as, "the total of all the public and private actions which must be taken to provide for the continuous sound maintenance and development of the urban area."\(^3\)

It may be argued, that the renewal of our cities is a completely self-regenerative process without the need for external forces to stimulate action. However, there are many cases in the past which show that some areas which have reached a stage of decay are not capable of regeneration on their own, within the time preference of society, and must have financial and/or other help either publicly or privately, in order to regain lost potential.

Examples of urban areas which have lost a great deal of their original potential are plentiful. One of these areas is the Strathcona district in the City of Vancouver. At the turn of the century, Strathcona was a residential neighbourhood that had the locational advantage of being close to downtown shopping and places of employment. In the ensuing years, the inroads of scattered industrial and commercial uses, through vehicular movement along local streets, general aging of structures, conversion of single-family dwellings, and changes in occupancy and general overcrowding have induced wide-spread deterioration. Renewal programs are now underway through the public planning agency, with the hope of infusing new life into the area and in turn, making the area attractive to the private investors.\(^4\)

In Canada, up to 1964, urban renewal was basically a problem of the private entrepreneur investing his capital in real estate which he hoped would bring him the best return on his investment. This method of renewal put stress on the potential of a site as the basic criteria for redevelopment. Real estate values have always played a major role in the regenerative process of properties under private development.

In June of 1964, the Federal Government under the National Housing Act, activated specific legislation which for the first time provided the urban areas of Canada with legislation geared to promote urban renewal with the use of public funds. Until 1964, the NHA had been strictly a housing act for both the public and the private sectors of the industry.

Under the amendments to Section 23 of the NHA, it became possible to prepare comprehensive schemes for "blighted" urban areas, and to produce policy and programs of development for the renewal of these unproductive areas of the city and/or for the activation of preventative policies of conservation for present areas having sound physical, economic, and social characteristics.

Since 1964, a goodly number of communities and regions across Canada have taken advantage of the amendments to the National Housing Act. Studies and schemes have been proposed and developed, and a few have even been implemented. The amount of renewal resulting, and the degree of effectiveness of this public renewal program has as yet not been fully evaluated. It

is possible that there may not be any large amount of data available for some time.

To arrive at some perspective of the situation, a closer look at the national programs of Canada and the United States will be taken, and in turn, a case study will be made of the renewal experience in the City of Vancouver.

One point that is evident, and requires investigation is -- that within the scope of the new Federal renewal policy, and within the scope of the present private developers' investment policy, there is a definite lack of program coordination and agreement on priorities. The ability to carry out a thoroughly planned and meaningful policy of renewal within an acceptable period of time appears to be unresolved. This again brings us to the hypothesis of this thesis -- Is the time element a major factor in achieving a successful urban renewal policy? Is there a method of assimilating all procedures, data, designs and elements of renewal into a comprehensive renewal, other than the present urban structure?

C. Objectives of the Thesis

The initial chapter of this thesis gives reference to the urbanization which has taken place in North America in the past, and to the present trend of development and redevelopment occurring in our metropolitan areas. It suggests that the future of our cities will become progressively more complex. Present city forms are discussed, with mention of the variations and combinations of structural components which make up these forms. The nodular metropolitan concept is portrayed in general terms, suggesting its
possible use as a satisfactory solution to future central city development and growth problems. Reference was made to the various dependent and independent variables associated with urban life which have been structured into a matrix system. This matrix table then provides the base upon which an individual thesis may be identified within the over-all context of the urban pattern, and "plugged-in" as a particular component of this complex urban structure.

With this brief explanation of the position taken by this thesis in relationship to the macrostructure of the nodular metropolitan concept and the urban matrix, it is now possible to state the intended objectives of this paper:

1. To identify the element of time and its existence within the urban renewal process;
2. To identify the relationship between the time element and deficiencies within the urban renewal structure as it occurs in Canada in particular; and
3. To suggest a method of relating time rationally to the urban renewal process as it occurs in Canada.

D. Methodology

Time may best be identified as an integral element within urban renewal, with an historical review of past policy and programs undertaken in Canada and the United States and a case study of the Vancouver experience and shortcomings. Such an analysis may point to significant factors which have caused delay or have resulted in the failure to achieve a successful program of renewal. This part of the study will be directed to the first and second
objectives as stated above.

Upon reaching some perspective of our past and present experiences, it is intended that analysis of certain tools will be necessary to determine their usefulness in improving the function of urban renewal within our metropolitan areas. The first tools to be examined are the Bar Chart and the Critical Path method with its variation of PERT. The Critical Path will be investigated in some detail as a tool with a great deal of potential in future planning. The third method to be analyzed, will be the Community Renewal Program (CRP), now being used extensively in the United States. The final method to be investigated is the use of a phased Comprehensive Plan, geared to a set of renewal priorities, and directly coordinated with an operational spending program. The expansion of these processes and methods will be the components of the final chapter.

In conclusion, the basic argument of the thesis will be emphasized and finally applied to the nodular metropolitan concept.

E. Definition of Terms

There are several specific terms used in this thesis which need definition:

Comprehensive Development -- a program of development which considers the total problems of a community and attempts

to facilitate these needs in a cohesive manner.

Private Entrepreneur -- a private person or corporation who invests capital into the development or redevelopment of the urban structure.

Urban Structure -- the total of all political, social and economic relationships within any urban community.

Capital Budgeting -- a planned program of investment of public funds for a specific time period.

Operational Budgeting -- a planned method of distributing public fiscal resources usually for a short period of time; i.e., one to four years.

Blight -- the incidence of substandard qualities within the physical, social or economic components of the human environment.

Implementation -- the execution of a prepared program of development.

Community -- a group of persons having common social, economic and physical characteristics within a coincidentally identifiable area in space.
CHAPTER II -- A BACKGROUND OF CANADIAN URBAN RENEWAL

A. The Evolution of Canadian Legislation in Urban Renewal

It was not until the mid-depression year of 1935 that a public approach to the problem of housing was taken in the form of the Dominion Housing Act. This might be classified as the birth of public legislation for the provision of shelter, a function which would eventually grow into urban renewal.¹

By 1938, the National Housing Act had superseded the Dominion Housing Act, and had made available larger loans for the development of housing.² The Curtis Report of 1942 brought amendments to the Act in 1944. These amendments consolidated all existing housing legislation and provided limited Federal financial assistance to municipalities for slum clearance.

In 1946, the Central Mortgage and Housing Corporation was established to conduct the housing affairs of the Federal Government, which had increased considerably since the passing of the 1944 National Housing Act and the concluding of the Second World War. A further amendment in 1949 provided for direct Federal involvement in slum clearance and redevelopment efforts.³

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² Ibid., p. 7.
³ Ibid., p. 7.
The next major changes in policy occurred in 1954. These revisions to the National Housing Act permitted low-rental housing projects to be undertaken on slum clearance land. Not until 1956 was it realized that slum land was not always suitable for re-use as housing, nor was the assistance offered to municipalities adequate for comprehensive programs to combat urban blight.

In 1956, amendments to the National Housing Act made provision for urban renewal studies to be conducted "relating to the condition of urban areas, to means of improving housing," and "to the need for additional housing or for urban redevelopment." Costs of studies were to be shared 75% by CMHC, and 25% by the municipality involved. The amendments further required that redevelopment areas be primarily residential in character, either before or after renewal, but not necessarily in both cases. A number of studies were carried out, but relatively few projects were undertaken as a result of these studies. A more comprehensive policy of renewal including the revitalization of all types of uses and the reconstruction of, or the provision of, needed services, was still lacking in the legislation.

Under the National Housing Act of 1956, it was possible to receive grants to carry out studies and research programs into housing and community planning, but, not until 1964 was there any substantial provision of funds to develop the wider range of activities needed under urban renewal. The 1964 amendments made provision for CMHC to bear 50% of costs for the preparation of specific

4 Canada, National Housing Act - 1954, Chapter 23, Section 33(1).
urban renewal schemes, as well as certain staff costs with respect to the implementation of the schemes. The provision of, and/or the improvement of, municipal services within the boundaries of the urban renewal scheme was also made possible. Reference was made to redevelopment, rehabilitation, and conservation as the components of urban renewal. It was hoped that these amendments to the Act would provide for all three phases. In 1966, a further amendment provided for the availability of loans to purchase, improve, and occupy existing housing.

To date, the success of the National Housing Act has been limited, primarily to projects of total acquisition and clearance. As yet, there is only token acknowledgment of rehabilitation and conservation as part of the urban renewal package. This may be partly due to the lack of successful experience to draw upon when drafting the enabling legislation.

B. Urban Renewal Studies

Briefly, an urban renewal study may be defined as "a broad examination of urban conditions, to identify blighted or substandard areas of a municipality, to determine requirements and formulate an urban renewal program based on the physical, social and economic factors affecting renewal."⁵

Under Part V of the National Housing Act - 1954, CMHC may, with Governor-in-Council approval, agree with a province or muni-

⁵ Central Mortgage and Housing Corporation, NHA - Urban Renewal, (Ottawa: 1965), p. 3.
cipality to provide a financial contribution of up to 75% of the cost of a study. To participate in the public urban renewal legislation under the National Housing Act, it is necessary to perform a comprehensive study which must examine and identify the incidence of blight in a community. Such a study will then qualify for financial support under the Part V legislation as was stated above. Upon completion of the study, recommendations are made and a renewal program is prescribed. Having done this, the municipality may ask for Federal assistance to carry out renewal schemes under Section 23 of the Act.

To date (June, 1967), 143 urban renewal studies have been approved and 76 have been completed. In 1965, Dr. Kevin J. Cross did an evaluation of 31 selected urban renewal studies in Canada. From his questionnaire data, the objectives, legislative and administrative frameworks, methods, costs, achievements and times were considered in each of these studies.

When the most common objective was examined in these studies, it proved to be the identification of blighted areas with respect to the housing stock. Other frequently mentioned objectives were: to identify areas requiring urban renewal programs, and to determine priority areas for urban renewal programs. Dr. Cross concludes, that most objectives of the studies were based primarily on the physical aspects of urban renewal with little attention paid

6 Ibid., p. 3.
8 The Urban Renewal Process in Canada, op. cit., p. 12.
9 Ibid., p. 13.
to the social aspects.\textsuperscript{10}

The study of achievements within these 31 studies was observed within two contexts. Firstly, the manner in which areas of blight are identified and analyzed and a proposal for their remedy given within the various urban renewal studies; and secondly, that achievement can be connotated by the degree of tangibility; i.e., in terms of the acquisition of properties or the clearance of land. Only 12 out of 31 studies mentioned any tangible achievements, and 9 out of these 12 dealt with acquisition and clearance.\textsuperscript{11}

When considering the time required for each study, Dr. Cross divided the time phases into four parts:

Stage I -- the time taken to get municipal approval after the initial inquiry date;

Stage II -- the time taken to receive Provincial approval;

Stage III -- the time taken to receive CMHC approval; and

Stage IV -- the time from CMHC approval to the completion of the study, (see Appendix B for table of study times).

The average time period to complete a study was found to be three years and four months. Of this, the majority of the time was spent in Stage IV.\textsuperscript{12}

During the two year period since Dr. Cross's report, there has been over 100\% increase in the number of studies approved (from

\textsuperscript{10} The Urban Renewal Process in Canada, op. cit., p. 15.
\textsuperscript{11} Ibid., p. 28.
\textsuperscript{12} Ibid., p. 32.
There has been nearly as large a rise in completed studies during the period (from 46 in June 1965, to 76 in June 1967). This might lead to the conclusion that the changes in the 1964 National Housing Act have had the definite effect of increasing activity towards urban renewal studies. However, the time to complete a study has remained fairly constant.

This brief overview of the present use of the Part V portion of NHA, shows the apparent desire of Provincial and Municipal authorities to investigate and implement schemes for the physical redevelopment of their urban areas. However, the lack of comprehensive objectives within most schemes would tend to reflect either the continued inadequacies in the Act, or the possible inadequacies in the organization of the particular municipality carrying out the scheme.

C. Urban Renewal Schemes

The urban renewal study is defined as an "examination" of urban conditions, whereas the urban renewal scheme may be defined as a "program" for the renewal of a blighted or substandard area through redevelopment, rehabilitation, and conservation. The preparation of the scheme will include the social, physical, and economical studies necessary to support renewal proposals, and the programming for implementation. 13

Under Sections 23A and 23B of the National Housing Act, a

13 NHA - Urban Renewal, op. cit., p. 4.
province or municipality may receive one-half of the cost of preparation and implementation of an urban renewal scheme. This will cover such items of cost as acquisition and clearance of buildings and lands, installation of municipal works and services, and the employment of staff. Since these sections were first introduced in 1964, there have been 71 schemes approved (to June of 1967). Of this total, 19 schemes have completed the preparation stage and joined those schemes which were under implementation prior to June 1964 (see Appendix A).

In passing, it is important to mention that up to June of 1967 the average time taken in the preparation of the 19 schemes completed under the 1964 legislation has been 18.5 months. This average will continue to increase as the length of the operating time of the program increases. There are many larger schemes which have not had sufficient time as yet to finish their preparation. It is not feasible at present to estimate the time required for completion of the urban renewal implementation stage as only a few smaller projects have been completed; i.e., Bastion Square in Victoria. American renewal time estimates will be reviewed later to give some comparative figures.

D. **Private Renewal in Canada**

Virtually all the redevelopment other than public housing that has taken place in Canada to date, has come about as a result

14 National Housing Act - 1954, Chapter 23, Section 23A and 23B.
15 Urban Renewal and Public Housing ..., op. cit., p. 23.
Major private development has acted as a catalyst for other privately sponsored development in older areas, to the overall benefit of the city. In some instances, this major development that brings about rejuvenation of an area has been a public investment; i.e., Toronto City Hall. There are, however, many instances in our cities where the private entrepreneur has not helped the redevelopment of rundown areas. These areas usually occur within the older parts of the city. Over a period of years, deterioration has taken place, and because there is little interest shown for renewing the area by large developers, little reconstruction has occurred. The piecemeal reconstruction efforts that do take place are generally done by those left in the area, who are usually unable to afford the complete refurbishing or upgrading needed. As a result, blighted inner regions of the central city become even more depressed and unwanted.

When the process of deterioration occurs, the public will sooner or later demand action and an urban renewal program will become a necessity. To date, the public renewal programs have often proceeded without the confidence, experience and the participation of the private investor or the public at large. Usually the developer is called in at a much later date in invest in the cleared land. This has resulted in cases of refusal to participate, and suspicion on the part of an investor in the program and its soundness. As an example, in February of 1967, Vancouver City

called for tenders to develop two blocks of land cleared by urban renewal. They received only one bid. The local investors appeared to be unwilling to put their money into a project which was unproven as a viable market area for redevelopment. These same investors had never been asked to help in the first stages of the program, and were unimpressed with the plan and the rewards that it supposedly offered. Larry Hamilton states that "it is fundamental that a municipality realize that participation in an urban renewal program inevitably involves participation in the real estate business."  

The private redevelopment of the city has been done on a small parcel basis until now. Recently, however, in the United States there have been large areas such as the Golden Triangle in Pittsburgh, and Columbia Circle in New York, which have been renewed through the efforts of strong citizens' redevelopment committees. In Canada, examples of private renewal are Place Ville Marie and Place Bonaventure in Montreal, but these occurred mainly as a result of the land being owned by one organization. To carry out such downtown renewal, private organizations must usually be formed to coordinate efforts in the acquisition and the replanning of land.  

In Canada, "citizens'" committees have been formed in some of the major cities such as Montreal, Toronto, Winnipeg and Saint John. Recently, Vancouver appointed a citizens' committee to help in the redevelopment of downtown in cooperation with the local

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One of the basic deficiencies of private renewal is that the right of eminent domain cannot be used to acquire land. The private developer has been primarily concerned with the feasibility of undertaking any renewal project, and will not become involved in any scheme which has not been well planned. Again, Hamilton relates, "The experienced developer recognizes that the most profitable projects are well planned; but, at the same time, there are practical business limits beyond which he cannot be expected to allow his ideals to take him."\(^{19}\)

To conclude, the private developer usually depends on a quick return from his investment. In a project, he has a great deal to say about the design, type, and the location of the buildings he is constructing when operating independently. However, under an urban renewal program, he is far more restricted in his movements through dealing with three levels of government at every stage. If these public agencies are not well coordinated, "extensive delays are apt to result, and these can be very expensive to the developer because of the high 'time value' he places on his invested capital."\(^{20}\)

E. Problems in Canadian Urban Renewal

In this chapter, there has been a review of past and current legislation for urban renewal; the urban renewal studies and schemes which are presently underway; and finally, the role of the

\(^{19}\) Larry Hamilton, *Journal RAIC*, op. cit., p. 53.

private developer in renewal. Certain problems have been mentioned as occurring in the past and in most cases are still occurring. Some of these problems should be listed before ending this chapter. Mr. D. B. Mansur, a former president of CMHC, has pointed to the areas of controversy as he sees them in Canadian urban renewal:

1. Which lands are to be cleared? It is not always the physically decrepit neighbourhoods which are the most in need of help;

2. The cost per new residential unit is estimated at $30,000 after adding clearance costs and building costs -- this is too much for subsidized housing units;

3. Too often, clearance is directed only to the removal of buildings. Up until now there has been little clearance solely for social reasons;

4. There are not too many people in Canada who are interested in the problems of the less fortunate;

5. There are too many regulating bodies. All have something to say in arriving at agreements;

6. Financing is, and will continue to be a problem;

7. Political aims and wishes at the three levels of government complicate urban renewal;

8. Too little attention is given to the social problems involved in clearance;

9. The relocation of persons has been treated as

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21 From an address on "Urban Renewal", by Mr. D. B. Mansur, to the Canadian Club of Ottawa on January 27, 1960.
a secondary task;

10. The costs of acquisition and clearance of lands in the central regions of the city are high. This requires very high investments in new buildings, and also requires high densities in order to cover the costs. Such a situation is not usually conducive to proper family accommodation;

11. Most of the new housing created is for the person of middle or upper income. We are actually creating a shortage of housing for the poor;

12. There is a lack of communication between the public planning agencies and the public itself;

13. As a result of the multiplicity of steps to be taken in carrying out urban renewal, a long period of time is involved from the initial investigation to final occupancy of the new structures. Many things can happen during this period of time; and

14. There is a need to increase incentives to attract private capital into the public renewal programs.

Obviously, Mr. Mansur was not overly satisfied with the Canadian urban renewal program as it was constituted in 1960. The 1964 National Housing Act legislation has perhaps rectified these problems somewhat, but the present situation is still closely related to that pictured in 1960. The thirteenth item is of direct concern to this thesis.
CHAPTER III -- THE AMERICAN EXPERIENCE IN URBAN RENEWAL

To complete the picture of urban renewal in North America, it is necessary to mention the American urban renewal process and its problems. This review like that of the earlier chapter will be orientated to the effect of time upon the success of the urban renewal process. What are the factors which cause time delays? How do these delays affect the success of renewal?

A. The National Program and Its Problems

The most comprehensive statement on the time element and its effect upon the success or failure of urban renewal programs, has been done by Martin Anderson. Although one may not totally agree with his conclusions, Anderson does provide an important source of empirical data on the various urban renewal projects underway in the period from the passing of the Housing Act of 1949 to 1962, when his book was written. He concludes that the long time lag from the first announcement of plans to renew an area, until the construction of a project is completed, has had serious consequences and greatly reduced the success of the renewal process.

As Anderson states, "the often dubious reasons for starting an urban renewal program may be even more dubious by the time the program drags itself to completion." Other analysts of present urban renewal practice are critical of this negative approach of Anderson. One such critic, Herbert J. Gans, calls Anderson an "ultra-conservative economist and often irresponsible polemicist." Thus, there is disagreement among critics as to the causes, effects and needed changes in the American renewal program.

The program is relatively young, and many of today's problems may be solvable. The role of time in adding to, or alleviating, such program problems may become more evident upon reviewing a list of the faults attributed to urban renewal.

These faults attributed to the urban renewal program by various authors have been summarized by Reuel Hemdahl:

1. The inefficiency of public agencies in handling the various phases quickly enough. Because of the complexity of the program and the number of agencies involved, new operating relationships are not speedily or readily accomplished;

2. City Master Plans are not kept updated to provide for urban renewal, and time-consuming blight surveys and neighbourhood analyses are needed at regular intervals;

3. There is insufficient code enforcement in blighted areas. The adoption of housing codes, and the implemen-

\[\text{Ibid.}, \text{p. 9.}\]

tation of a conservative program based on code enforcement, has not been successfully attained;

4. The search for financial resources has caused delay. Failure of bond issues at election time has occurred in numerous jurisdictions;

5. The need for decent, safe and sanitary low-cost housing for redevelopment relocatees continues; and

6. Public apathy and objection to renewal programs must be overcome to a greater degree, perhaps through increased participation. 

American legislation through the years has moved from the Housing Act of 1949, which dealt primarily with slum clearance and the provision of better housing, to the comprehensive approach of total regional development and renewal now being attempted in certain areas.

In the Housing Act of 1954, the "Workable Program" was introduced. This program proposed that acquisition and clearance of slum dwellings should not proceed until the feasibility of rehabilitating them was considered. To facilitate this rehabilitation, insurance on loans for repairs and alterations was readily given. Although a step in the right direction, this Bill was said to lack any teeth, and subsequent amending acts in 1959 and 1961 were geared to expand and liberalize the urban renewal program

and provide it with the needed teeth. The 1961 Housing Act encouraged the public agencies and private non-profit groups to build and operate rental housing for the lower and moderate income families. This Act attempted to stimulate public redevelopment, but in turn, may have discouraged investment and participation by private enterprise.  

Anderson uses statistics to prove that a typical Federal renewal project will take approximately 12 years to complete. This length of time varies according to the size of the project, but it is still a long time. Anderson supplies his list of reasons why the length of time required for the completion of an urban renewal project is highly relevant to any evaluation of the program. These are:

1. The loss of taxes on buildings which have been demolished, and the vacant sites which remain unused over a period of years;

2. The effect upon the people who are displaced. The interval between the day that the family moves from its old home, to the day it is established in its new home, may cause permanent problems for the family;

3. The destruction of low-rental housing in the private sector through urban renewal results in a drop in the housing stock for the low income group. The new dwelling units, which replace the original stock, are usually leased at a much

6 Ibid., p. 44.
higher level of rent; and

4. The time lag itself proves to be a difficulty as the basic conditions, which the program was intended to alleviate, will change.  

Robert Weaver supports this last point of Anderson's as being very important in evaluating the relevancy of time to the urban renewal process. Weaver states that a major disadvantage, which was apparent even in 1954, is that the very magnitude of this undertaking (urban renewal) could, and often did, bog down in the execution. Weaver also agrees with Anderson's first statement about the unfortunate circumstance of having sites cleared, and then being unable to put the land to reuse immediately.

Thus, the fundamental problems of the renewal program have been realized by the various critics and renewal administrators, and an increasing amount of effort has been expended toward the solving of these problems. Proper timing through efficient phasing appears to have an important role in such a set of solutions.

B. A Time Evaluation of Urban Renewal Projects

Martin Anderson has divided the urban renewal process into two stages: the planning stage and the action stage. The planning stage involves all those activities necessary before any actual steps can be taken toward carrying out the project. The action

8 Ibid., pp. 74-75.
10 Ibid., p. 56.
stage involves carrying out the plans made in the planning stage\textsuperscript{11} (see Appendix C for a list of activities).

1. The Planning Stage

In March of 1961, there were 958 active renewal projects which had passed the planning stage or were still involved in it. Planning was complete in 491 projects and in progress in 467 projects.\textsuperscript{12} The average length of planning time was found to be two years and eleven months, but might be higher when more of the larger projects have finished the planning stage. By referring to only the 355 projects started prior to 1957, the planning stage time factor becomes three years and five months -- six months longer than the average given for all the projects combined (see Figure 4.1).

\begin{figure}[h]
\centering
\includegraphics[width=0.5\textwidth]{distribution.png}
\caption{Distribution of Actual Planning Times for Urban Renewal Projects 1950-1956.}
\label{fig:4.1}
\end{figure}


\textsuperscript{11} Martin Anderson, \textit{The Federal Bulldozer}, \textit{op. cit.}, p. 76.
\textsuperscript{12} \textit{Ibid.}, p. 77.
Anderson concludes that as people involved in the renewal program gain in experience, they plan more efficiently and reduce the preparation time. A significant percentage of these 355 projects took over five years to prepare; Anderson attributes much of this time to delays caused by political opposition, bureaucratic "red-tape", or a combination of the two.\footnote{Martin Anderson, \textit{The Federal Bulldozer}, op. cit., p. 81.}

It was found that the average planning time required for projects increased as the gross cost of the project increased (see Table 4.1). Small projects of under $1 million had an average time of 2.58 years in the planning stage. Large projects of over $10 million had an average time of 3.52 years in the planning stage.

<table>
<thead>
<tr>
<th>Gross Project Cost ($ millions)</th>
<th>Number of Projects</th>
<th>Averaged Planning Time (in years)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 1</td>
<td>141</td>
<td>2.58</td>
</tr>
<tr>
<td>1 to 10</td>
<td>284</td>
<td>3.26</td>
</tr>
<tr>
<td>Over 10</td>
<td>59</td>
<td>3.52</td>
</tr>
</tbody>
</table>

Table 4.1 -- Average Estimated Planning Time as a Function of Gross Project Cost. 

2. \textbf{The Action Stage}

This stage requires a much longer time to complete than the planning stage. By March 31, 1961, only 25 projects of a total of 423 reported as being in the action stage had been completed. For the 398 projects still under implementation, the
execution time was estimated by adding the time already spent on implementation to the estimated time for completion of the project; such an estimate being made by the local renewal agency (see Figure 4.2).

As an optimistic statement, the average time per project to complete the action stage, was given as five years and four months. This estimated time for implementation was found to vary from one year to sixteen years. When comparing this estimated

total time for the completion of projects which have been in the action stage for a number of years, a significant difference occurs (see Table 4.2). This difference is attributed to over-optimism on the part of the local agency's officials.\(^{15}\) The longer a project has been in implementation, the less chance that the agency has become over-optimistic.

<table>
<thead>
<tr>
<th>Year Execution Started</th>
<th>Number of Projects</th>
<th>Average Actual Execution Time</th>
<th>Average Estimated Time to Completion</th>
<th>Average Total Execution Time (estimated plus actual)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>4</td>
<td>10.8</td>
<td>1.8</td>
<td>12.6</td>
</tr>
<tr>
<td>1952</td>
<td>11</td>
<td>8.7</td>
<td>1.1</td>
<td>9.8</td>
</tr>
<tr>
<td>1953</td>
<td>10</td>
<td>7.8</td>
<td>1.7</td>
<td>9.5</td>
</tr>
<tr>
<td>1954</td>
<td>12</td>
<td>6.7</td>
<td>1.8</td>
<td>8.5</td>
</tr>
<tr>
<td>1955</td>
<td>16</td>
<td>5.8</td>
<td>1.9</td>
<td>7.7</td>
</tr>
<tr>
<td>1956</td>
<td>20</td>
<td>4.8</td>
<td>1.9</td>
<td>6.7</td>
</tr>
<tr>
<td>1957</td>
<td>49</td>
<td>3.7</td>
<td>1.8</td>
<td>5.5</td>
</tr>
<tr>
<td>1958</td>
<td>74</td>
<td>2.8</td>
<td>2.3</td>
<td>5.1</td>
</tr>
<tr>
<td>1959</td>
<td>95</td>
<td>1.7</td>
<td>2.8</td>
<td>4.5</td>
</tr>
<tr>
<td>1960</td>
<td>87</td>
<td>0.8</td>
<td>3.2</td>
<td>4.0</td>
</tr>
<tr>
<td>1961*</td>
<td>11</td>
<td>0.1</td>
<td>3.7</td>
<td>3.8</td>
</tr>
</tbody>
</table>

* First Quarter.

Table 4.2 -- Breakdown of Actual and Estimated Execution Times by Year Execution Started (in years). Source: Anderson, The Federal Bulldozer, op. cit., p. 85.

As in the planning stage, the size of the project seems to affect the time required to complete the action stage. For projects under $1 million in gross project cost, it requires 3.8 to 4.6 years to complete the action stage. For projects of $3 to $4 million, it requires 5.4 years for completion; and for large projects of $8

million and over, a time period of 6.6 to 7.3 years is required\(^\text{16}\) (see Table 4.3).

<table>
<thead>
<tr>
<th>Group</th>
<th>Amount of Gross Project Cost (millions of dollars)</th>
<th>Number of Projects</th>
<th>Averaged Estimated Execution Time (in years)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>0 to 0.5</td>
<td>53</td>
<td>3.83</td>
</tr>
<tr>
<td>2</td>
<td>0.5 to 1.0</td>
<td>51</td>
<td>4.60</td>
</tr>
<tr>
<td>3</td>
<td>1.0 to 1.5</td>
<td>49</td>
<td>4.83</td>
</tr>
<tr>
<td>4</td>
<td>1.5 to 2.0</td>
<td>36</td>
<td>5.19</td>
</tr>
<tr>
<td>5</td>
<td>2.0 to 2.5</td>
<td>26</td>
<td>5.23</td>
</tr>
<tr>
<td>6</td>
<td>2.5 to 3.0</td>
<td>27</td>
<td>4.91</td>
</tr>
<tr>
<td>7</td>
<td>3 to 4</td>
<td>38</td>
<td>5.42</td>
</tr>
<tr>
<td>8</td>
<td>4 to 5</td>
<td>24</td>
<td>5.86</td>
</tr>
<tr>
<td>9</td>
<td>5 to 6</td>
<td>24</td>
<td>6.53</td>
</tr>
<tr>
<td>10</td>
<td>6 to 8</td>
<td>22</td>
<td>6.33</td>
</tr>
<tr>
<td>11</td>
<td>8 to 11</td>
<td>22</td>
<td>6.56</td>
</tr>
<tr>
<td>12</td>
<td>11 to 18</td>
<td>24</td>
<td>6.23</td>
</tr>
<tr>
<td>13</td>
<td>18 to 112</td>
<td>24</td>
<td>7.28</td>
</tr>
</tbody>
</table>


Finally, when combining the time for the planning stage and the time required for the action stage, we arrive at an average length of time for the preparation and completion of an urban renewal project of 11.9 years, or, say 12 years. In Figure 4.3, 423 projects are graphically arranged in total length of time for "gestation". This varies from one year to twenty years, with the majority of projects lying between the seven and fifteen year region.\(^\text{17}\) The 11.9 years needed for "gestation" includes 3.4 years for preparation and 8.5 years for execution of the project.

16 Ibid., p. 87.
Anderson concludes that unless the lag time can be sufficiently reduced, or the renewal program made adaptable to changing conditions, then the program is doomed. This gloomy forecast is substantiated when based on the facts as seen in 1961, but a later report by Charles Abrams, based on 1965 figures, states that, "Viewed from its inception in 1949, the record is not impressive, but viewed from its more recent acceleration, the progress is promising."\(^{18}\)

C. The Private Developer in American Renewal

To proceed with any renewal program, private participation

is essential. To quote Wilton Sogg, "In order to dispose of large parcels of land cleared by renewal projects, the city must create a competitively attractive outlet for private investment dollars";\(^\text{*19}\) or as Martin Anderson sees the picture, "The private developer is an essential link in the urban renewal process."\(^\text{20}\)

During most of the life of the American renewal program, large private investment has not been attracted to renewal activity. Only the small investors or speculators looking for a place to "carve out a fast buck" have been interested.\(^\text{21}\) The most prominent absentees in renewal have been the life insurance companies, who traditionally have always been in the real estate business. Part of this aloofness can be blamed on the experience of the Metropolitan Life Insurance Company in 1943, at which time they developed Stuyvesant Town in New York City. Metropolitan's trouble was with regulations on renting practices, racial discrimination practices and the resultant bad publicity. This frightened off the other life insurance companies.\(^\text{22}\)

There are other reasons why the private investor is not interested in renewal programs; Wilton Sogg mentions three:

1. Renewal is an untried medium and requires large investors;

2. Although construction costs tend to be uniform

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21 Charles Abrams, The City Is the Frontier, op. cit., p. 93.
22 Ibid., p. 95-97. (Note: Recent developments -- Life Insurance companies have again become more active.)
throughout the city, rent scales tend to be lower in redeveloped areas; and

3. Investment appeal is limited by the extraordinary number of restrictions imposed by local, state and federal laws.23

Sogg's third point identifies the regularly occurring issue of the time consuming quality of the procedures for renewal, and their tendency to make the total program unattractive to the private developer. There are too many agencies involved to facilitate quick approval of each stage of a project. Anderson mentioned that "besides the conventional problems encountered in construction, private developers must also face up to additional ones caused by this interaction with local, state and federal agencies." He continues that if these agencies are not well staffed, and coordinated with one another, "extensive time delays are apt to result."24

Under Section 220 of the American Housing Act, the Federal Housing Administration (FHA) will loan to the private developer up to 90% of the estimated replacement cost of the property involved, with forty years to pay off the mortgage. This is only one of the incentives that the American program has developed to attract the private developer. This action has not been enough; the FHA now intends to reduce from 1/2% to 1/4% its charge on loans. Also, a "secondary market" has been created which has been authorized to purchase FHA mortgages when investment funds are in short supply.

23 Wilton S. Sogg, article in Urban Renewal: The Record and the Controversy, op. cit., p. 163.
Another incentive is the availability of private funds at lower than market interest to help pay for the required 10% equity for NHA mortgages; and finally, under Section 213 of the Housing Act, FHA is authorized to ensure mortgages on cooperative apartments.25 The American renewal authorities have realized that private investment is necessary and incentives must be provided "since real estate investors desire recovery of their cash investment within a relatively short period of time."26

Thus, the present American attitude is that to be successful in renewal, the interest of the private developer must be obtained; and to do this, the incentive of minimum investment for profit must become a reality. Again, to make such an investment worthwhile to the developer, he must be able to move ahead quickly with a project, and not be handicapped by endless debating with public authorities over procedural details.

D. A Comparative Analysis of the American and Canadian Renewal Programs

To conclude this chapter, a brief comparison of the problems and achievements of the urban renewal programs of the United States and Canada is made. In both Canada and the U.S.A., the success of the renewal program has been judged as negligible by various critics who have voiced opinions and given reasons for this poor showing. The reasons generally given are similar:

26 Ibid., p. 164.
1. Lack of attention has been paid to the social needs of areas to be redeveloped;

2. In most cases, there is no overall planning program. Project planning has been the rule and not the exception. Clearance has been the basic tool;

3. An over abundance of regulating bodies, both private and public, has handicapped the renewal process;

4. Difficulty in attracting the private developer to invest in renewal has been experienced;

5. The dislocation of persons and the inability to rehouse many of them in new or standard accommodation at a level economically feasible to their incomes; and

6. Because of the multiplicity of steps in the renewal process, the time factor has directly influenced the final results.

Canada's program has two apparent advantages over the American program:

1. It does not have to contend with racial problems to any great degree; and

2. It has had the American experience to base decision-making upon, whether the end results have been good or bad.

The United States' program has had two advantages over Canada's renewal program, and these are:

1. A private investment market that is willing to invest quickly if there is a possibility of a profit to be made; and

2. A system of law-making which reacts to needed
changes in legislation in a more rapid fashion.

In summary, the role of time has proven of imperative importance to the renewal programs in both countries. Delay at any stage has often proven disastrous. Rapid decision-making has alternatively proven advantageous. The degree of comprehensiveness in any local program thus far has been determined primarily by three components: available resources in staff money, available enabling legislation and the coordination of activities through the proper phasing of time. The degree of success in any local program is based upon a combination of well coordinated planning and the degree of participation by the public.
CHAPTER IV -- THE VANCOUVER RENEWAL PROGRAM: A CASE STUDY

A. The 1957 Redevelopment Study of Vancouver

In attempting to define the urban renewal process, and the part that time has played in this process, it is only appropriate that an actual case study be presented. The urban renewal program in Vancouver has been chosen as a case study to illustrate what has happened on the local scene, and what is happening generally throughout the renewal program in Canada.

Vancouver is a central city of 400,000 persons in a metropolitan area of more than double that number. Like many other North American cities, it is considered to be young in years. Vancouver's beautiful setting and natural harbour make it a highly desirable place to live and an important centre of business. Also, like other North American cities, Vancouver has its areas of beauty and its areas of decay. No matter how well planned and economically fortunate a city may be, some districts will depreciate and normal renewal through private investment will not take place.

Under the revisions to the National Housing Act - 1954,

1 See Appendix D for the Chronological History of Vancouver's Urban Renewal Program.
grants were made available in Section 35 to cover the costs of surveys of predominantly residential areas. These surveys were intended to determine the extent of blighted conditions.

In June of 1955, the Technical Planning Board of the City of Vancouver recommended that City Council apply for such a grant. This grant was approved in December of 1955 and the Vancouver Redevelopment Study began in July of 1956. The terms of reference were: to select those areas of predominantly residential use which might require redevelopment during the next twenty years, and to produce a program of redevelopment integrated with the City's 20-year Development Plan. Upon completion of this study in December of 1957, sixteen recommendations were made to City Council.

Since 1957, this initial study has become the "bible" for urban renewal in Vancouver. It may be of some significance to describe briefly the background details behind this original piece of public response to the increasing disintegration of the central city. During the period of years prior to, and since World War II, the growth and development of the Vancouver area has caused considerable growth in the surrounding municipalities. With this outward growth has come a migration of people from the central city to the suburbs. As has been mentioned in this and other articles of recent vintage, the decentralization of population carries with it the decentralization of commerce and industry to locations which are either closer to markets or provided with more advantageous economic factors. Those remaining behind in the

3 [Ibid.], p. 2.
older inner parts of the city are the minority groups, still dependent upon a closed community for existence; or the poor who are unable to move away from the decaying "grey areas", as Bernard J. Frieden describes them. With this type of situation becoming evident in Vancouver, the City was concerned about the possibility of further losses in tax base and housing stock.

In November of 1950, the three levels of government agreed upon a policy for the development of public housing within the Vancouver area. This policy was established primarily to facilitate the proposed development of the Little Mountain public housing project, the first publicly sponsored housing project in Vancouver. In the next two years, there ensued a verbal battle condoning and condemning public interference in what was thought to be strictly the private investor's responsibility; namely, the provision of shelter. Finally, in October of 1952, the Province of British Columbia agreed to help finance the Little Mountain housing project. As a result, the Vancouver Housing Authority was set up in August of 1953 to administer all public housing projects that would be constructed in the future.

From this original effort at promoting public housing, and with the actual development of the first public housing project, the City felt confident enough to engage in further investigation into large scale public redevelopment. A review of enabling

5 File in the Vancouver Planning Dept., "Low Rental Housing Projects", File: H.95.5.
legislation was carried out in 1954, which showed that money was available under the National Housing Act for the City to proceed with the renewal of housing. Additional powers were available under the Vancouver Charter and the Provincial Housing Act. Thus, all three levels of government assumed that they had the powers necessary to cooperate in an effort to solve the problems of the City. With this legislation available for proceeding with renewal, the Council of the City of Vancouver applied to CMHC for NHA funds to formulate a redevelopment study. One snag occurred; this was the reluctance of the Province to contribute funds to such a study, because the study would not be entirely concerned with housing. As a result, CMHC held up the approval of the study implementation until the Province was again approached to give aid. This was again refused on the grounds that the Province could only contribute to actual capital costs at the time of implementation. Thus, without the help of the Province, the City proceeded with the study, financed by loans from CMHC, and completed the final report in December of 1957.

The study itself was carried out in 18 months, six months longer than was originally anticipated; most of the delay being due to the previously mentioned refusal of the Provincial government to participate in tentative projects.

B. Resultant Projects and Schemes -- 1957-1968

In the December, 1957 civic election, a plebiscite was...
<table>
<thead>
<tr>
<th>Scheme or Project</th>
<th>Date Initiated</th>
<th>Total Gross Area (acres)</th>
<th>Estimated Net Cost ($)</th>
<th>Actual Net Cost to Dec/67 ($)</th>
<th>Estimated No. of Persons Displaced</th>
<th>Progress to Date (Apr/68)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Mar/58</td>
<td>75</td>
<td>2,017,000</td>
<td>1,800,000</td>
<td>1,200</td>
<td>95% complete.</td>
</tr>
<tr>
<td>2</td>
<td>July/61</td>
<td>64</td>
<td>3,857,000</td>
<td>3,400,000</td>
<td>1,730</td>
<td>Preparation complete. Clearance of land nearing completion.</td>
</tr>
<tr>
<td>3</td>
<td>Oct/64</td>
<td>950</td>
<td>14,400,000</td>
<td>128,000</td>
<td>Not available</td>
<td>Preparation underway. First sub-area presented to Council Sept/1967.</td>
</tr>
<tr>
<td>3A</td>
<td>Dec/66</td>
<td>2.4</td>
<td>100,000</td>
<td>Not avail.</td>
<td>70</td>
<td>Beginning implementation.</td>
</tr>
<tr>
<td>4A</td>
<td>Jan/66</td>
<td>340</td>
<td>5,900,000</td>
<td>Not avail. Not available</td>
<td>Application stage.</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Apr/67</td>
<td>90</td>
<td>1,800,000</td>
<td>Not avail. Not available</td>
<td>Application stage.</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Apr/67</td>
<td>10</td>
<td>265,000</td>
<td>Not avail.</td>
<td>26</td>
<td>Beginning implementation.</td>
</tr>
</tbody>
</table>

Table 4.4 -- Statistics on the Urban Renewal Program in Vancouver.
passed by the public which assigned $3 million in public funds to the urban renewal Five-Year Program. This, plus the 75% grant available from the senior governments for the costs of projects under Section 23 of the National Housing Act provided the City of Vancouver with a rather impressive total capital available of $12 million for the period 1958-1963. On February 4, 1958, City Council instructed the Technical Planning Board to prepare a submission for the first urban renewal project under Section 23 of the NHA. Since that date, seven renewal projects or schemes have been undertaken and are presently at various stages of completion (see Figure 4.4 and Table 4.4).

1. **Redevelopment Project No. 1**

   Within the recommendations of the "Vancouver Redevelopment Study - 1957", there was mention that in formulating the first Five-Year Program, the Technical Planning Board should select those areas considered blighted and needing clearance. Before the clearance of any area, a comprehensive plan must be prepared and "the area declared an area for redevelopment as a whole under the City Charter."\(^7\)

   The first major clearance district proposed was an area of 85 acres surrounding Strathcona School, east of Main Street (see Figure 4.5). It had been proposed in the Vancouver Redevelopment Study that 56 of these 85 acres should go to public housing at a density of 100 persons per acre. The time proposed for the above action to commence was January of 1959, with the year of 1958

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\(^7\) *Vancouver Redevelopment Study - 1957*, op. cit., p. 14.
Figure 4.5 -- Redevelopment Projects No. 1 and No. 2.
being devoted to the building of public housing for those who would eventually be displaced by the proposed 1959 development. This Strathcona project became known as Redevelopment Project No. 1. The original schedule was soon abandoned, as many unseen difficulties arose to prolong the preparation of the project, and these in turn delayed the implementation. The actual dates assigned to this program in the first instance were unrealistic and should have been more carefully studied.

Most of 1958 passed in setting out the goals of the Five-Year Plan, picking public housing sites and drafting an agreement between the three levels of government as to the procedures to be followed in the use of Section 23. During 1959, further delays were encountered. In September, CMHC refused the proposed agreement for redevelopment on the basis that separate agreements would be required as each new project came into being, causing undue time delay. The public housing developments in Project No. 1 did not precede the actual project as they should have, but were applied for at the same time as the Section 23 application for the project itself. In October, the cost estimates of Project No. 1 were refused as being too high. On March 11, 1960, the Project No. 1 submission was finally sent to the Provincial Government for approval, two years and one month after it had been formally started. The Province approved Project No. 1 and the two public housing projects (MacLean Park and Skeena Terrace) on May 4, 1960, and forwarded them to CMHC who finally gave their approval in

8 Ibid., p. 11.
October of 1960. The City of Vancouver on February 7, 1961, adopted the implementation report for Redevelopment Project No. 1. Thus, after a total of three years, almost to the day, Project No. 1 was implemented, two years and one month later than was originally planned.9

The process of implementation has been even more time consuming than that of preparation. The original 85 acres had been cut to 75 within the Strathcona clearance area, and Redevelopment Project No. 1 was only to clear 23½ of these acres. In addition, 4½ acres of blighted industrial land in Area D, located at the south end of the Granville Street Bridge, was to be "spot-cleared". The area within the Strathcona district was divided into three sub-areas: Areas A-1, A-2 and A-3 (see Table 4.5 and Figure 4.5).

To the end of 1967, nearly seven years after the beginning of implementation, the project has still not been completed. Area A-2 was transferred to the Parks Board at the end of 1964, and is now fully developed. The sale of cleared sites in Area D-4, for industrial usage, began in 1964 and was completed in 1967. Area A-1 was cleared and approximately 4 acres were sold on the private market as industrial sites. The rest of Area A-1 was reserved for public housing, which was completed and occupied during 1967. Area A-3 has not been developed as yet. It originally was designated to be re-used for private residential purposes, but a lack of planning coordination, a poor program for disposition of land

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9 Files from the Vancouver Planning Dept., "Redevelopment Project No. 1, Correspondence", Files: H.80.70, H.80.70.1, H.80.70.2, and H.80.70.3.
### Table 4.5 -- Details of Redevelopment Projects No. 1 and No. 2.

<table>
<thead>
<tr>
<th></th>
<th>Project No. 1. (Nearing Completion)</th>
<th>Project No. 2. (In Execution)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1) Project and Status</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(2) Estimates of Cost</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cost of Acquisition and clearance</td>
<td>$2,784,000 (June 30, 1965)</td>
<td>$5,955,000</td>
</tr>
<tr>
<td>Recoveries</td>
<td>$767,000</td>
<td>$2,098,000</td>
</tr>
<tr>
<td>Net Cost</td>
<td>$2,017,000</td>
<td>$3,857,000</td>
</tr>
<tr>
<td>(3) Sharing of Net Cost</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Federal Government (50%)</td>
<td>$1,031,950</td>
<td>$1,928,500</td>
</tr>
<tr>
<td>Provincial Government (25%)</td>
<td>$515,975</td>
<td>$964,250</td>
</tr>
<tr>
<td>City of Vancouver (25%)</td>
<td>$515,975</td>
<td>$964,250</td>
</tr>
<tr>
<td>(4) Size of Project (Acres)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gross Area (i)</td>
<td>75.0</td>
<td>64.0</td>
</tr>
<tr>
<td>Net Area (ii)</td>
<td>27.8</td>
<td>28.9</td>
</tr>
<tr>
<td>(5) Estimated Number of Persons to be Displaced</td>
<td>1,200</td>
<td>1,730</td>
</tr>
<tr>
<td>(6) Approximate Areas for Disposal (iii) and Proposed Re-use of Lands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Industrial</td>
<td>10</td>
<td>16</td>
</tr>
<tr>
<td>Park</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>School</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>(7) Status at August 31, 1965</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acquisition of Land by % of Properties</td>
<td>100.0</td>
<td>12.5</td>
</tr>
<tr>
<td>Disposal of Land by % of Area</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sales Finalized</td>
<td>79.0</td>
<td>-</td>
</tr>
<tr>
<td>Sales Pending</td>
<td>11.0</td>
<td>-</td>
</tr>
</tbody>
</table>

(i) Gross area includes all properties, streets and lanes within the overall boundaries of the scheme.

(ii) Net area includes all properties, streets and lanes to be acquired.

(iii) Excluding streets and lanes.
and bureaucratic "red-tape" held back the program over a period of four years, causing the area to be redesignated for public housing. This proposed public housing development has now been prepared and construction will start in 1968\(^\text{10}\) (see Table 4.5).

The difficulties which have been encountered in the rest of Canada and the United States, in the development of public lands by private developers for residential purposes, have also occurred in the case of Area A-3. The original method of disposition of the Area A-3 land, as proposed in early 1961, was by open tender with conditions for development attached.\(^\text{11}\) In February of 1962, Council for the City of Vancouver approved this method.

During this period, one Chinese developer had shown constant interest in developing the site for the benefit of the Chinese community, but the City officials felt that others should have a similar chance at the site. When negotiations for selling by open tender were not fruitful, Council changed its policy of disposal. A competition among non-profit organizations was proposed for the development of Area A-3 when the interest of the private developers had seemingly disappeared due to the high risk value attached to that area of the city. Non-profit organizations, under Section 16 of the National Housing Act, were guaranteed a 5% profit and almost full capital financing. Thus, the developer was investing very little of his own capital into a project which might prove unpro-

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10 Based on interviews with members of the Vancouver City Planning Dept., in December of 1967. Many statistics come from Redevelopment Progress Reports Nos. 6 and 7, by the Vancouver City Planning Dept.

11 Vancouver City Planning Dept., File: H.80.65.
The non-profit organization chosen through this second method eventually withdrew their proposal, after many long and costly arguments with City officials over the restrictions that were imposed on the site. Finally, in frustration, the three levels of government agreed to use the site for public housing, as their only remaining alternative. From the beginning of the disposition policy, to the final switch-over to public housing, a period of four years and four months was involved.

The majority of the structures on Area A-3, a one block site, were cleared in 1963, and since then it has remained an unproductive piece of land in the heart of a densely populated area. Throughout the chronological history of this site, there were numerous cases of delay on the part of one or more of the agencies involved. There appears to be too many parties involved in the decision-making process. As was exemplified in Area A-3, the element of time did play an important part in the success or failure of the final solution. Some factors in which the time element is involved in Redevelopment Project No. 1 and which have been factors in delaying the renewal process are:

a) the number of agencies required to process and approve a renewal scheme -- this cause of delay was noted throughout the correspondence for the project;

b) the method of acquisition and clearance is not properly phased in relationship to the proposed redevelopment program. For this reason, areas which should have had priority for public housing were ultimately approved for implementation at the
same time as the redevelopment areas; thus, forcing the dislocated persons to accept temporary accommodation;

c) the lack of public involvement in the renewal process. The public agencies developed their program and plans for Project No. 1 without attempting to have the people being displaced or affected by the project involved in the planning stage. The desires of the public were not studied or considered to any great degree. As a result, objections have arisen which cause delay; and

d) the tendency of the program to plan for physical needs only. There is little consideration of the community's social and cultural needs. It requires less time and money to plan and implement a physical program than one which will take in all aspects of community life.

2. Redevelopment Project No. 2

In July of 1961, the City Council of Vancouver approved the appropriation of $23,000 from the Redevelopment Fund to cover the costs for the preparation of an application for Redevelopment Project No. 2. A preliminary report was completed in June of 1962, and was circulated for comments to the various organizations and agencies involved. Following a review of briefs submitted in reply to the preliminary report, the Council in February of 1963, approved the project boundaries. However, two areas were eliminated in June of 1963 for several reasons, the principle reason being "to minimize administrative delays in proceeding with the clearance project." 12 This reduction in scale

underlines the "technical and administrative complexity of carrying out redevelopment projects. It supports the view that the total urban renewal program must be carefully phased to ensure adequate continuity between its various component projects and stages of operation."\textsuperscript{13}

The Final Development Report of Redevelopment Project No. 2 was submitted to Council in July of 1963. It contained a gross area of 64 acres, of which 29 acres had to be acquired and cleared (see Figure 4.5 and Table 4.5). The report was approved by Council in September of 1963 and submitted to the senior governments. The Provincial approval was received in June of 1964. Not until February of 1965 was the final agreement signed and implementation begun.\textsuperscript{14}

Projects No. 1 and No. 2 are close to the same size in acres, but not in estimated net cost. Project No. 1 took three years to be implemented and Project No. 2 took three years and eight months. Thus, the estimated net cost would seem to have an effect on the preparation time of the project (see Table 4.5).

To the end of 1967, Redevelopment Project No. 2 has progressed as follows:

a) Area A-5 -- located north of Hastings between Heatley and Clark Drive. This area is to have existing residential buildings cleared and the resulting parcels of land resold for industrial purposes. To date, almost all of the land required has

\textsuperscript{13} Ibid., p. 20. 
\textsuperscript{14} Ibid., p. 21.
been bought and cleared. The method of disposition for these industrial sites is presently being formulated. As in Project No. 1, the area of industrial re-use is progressing favourably.

b) Area A-6 -- four blocks of residential land in the Strathcona district which is to be totally cleared. The most northerly two blocks are to be sold privately to residential developers, while the remaining land to the south will be incorporated with Area A-3 of Redevelopment Project No. 1 as a public housing site. The northern portion that is to be privately developed for residential purposes has been difficult to sell and develop. Early in 1967, a call for development proposals was circulated, asking for tenders to be submitted by August of 1967. Of the thirty odd parties who were interested enough to post $50 bonds for the brochure on bidding procedure and development requirements, only one submitted a proposal. The primary reason given for the poor response was the high fixed sale prices demanded by the public agencies for the land. A new call for development proposals is presently being formulated, which make the applicant able to bid for the land openly. Once again, a year or more has been lost to inadequate procedural policies.

c) Area A-7 -- one block of residential land to be re-used as an extension of the Strathcona school site and a part of the proposed community park. The site has been acquired and cleared, but has not been handed over to the Park or School Boards as yet.

At the present rate of progress of Redevelopment Project No. 2, Areas A-5, A-7 and the southern portion of A-6 may be
finished by the end of 1969. However, the northern portion of A-6 will probably be another three years in reaching completion. The time lag which has occurred is mainly due to minor bureaucratic problems of coordination.

3. **Urban Renewal Scheme 3**

In October of 1964, Council approved funds to cover the cost of preparation of Urban Renewal Scheme 3. An agreement for the preparation of the Scheme was signed by the City with CMHC in January of 1965; and in May of 1965, a report defining objectives and approximate boundaries was submitted to Council. The total acreage of this Scheme is over 900 acres of which approximately 80 acres was proposed to be totally cleared (see Figure 4.6 and Table 4.4). The Scheme area was divided into seven sub-areas and various studies and plans have been done for these sub-areas as well as for the overall Scheme area. In early 1967, the first of the sub-areas (Strathcona) was being prepared for presentation to Council. This sub-area includes all the blocks not yet touched, in the Strathcona district, by Redevelopment Projects No. 1 and No. 2. In September of 1967, this report for the Strathcona sub-area was presented to Council, but to this date (April, 1968), it has not been approved.

In the original agreement, rehabilitation and conservation were to be attempted in test areas, but the areas proposed proved

15 City of Vancouver Urban Renewal Program, op. cit., p. 21.
to be incompatible with the rehabilitation process, and were abandoned.

Thus, after three years and some months, Urban Renewal Scheme 3 has not, as yet, reached the implementation stage. The only area which has a chance of implementation in 1968 would seem to be the Strathcona sub-area. Much of this time delay is the result of decisions which have not been made by other departments or agencies; i.e., freeway decisions. There has also been delay caused by the resignation of staff who were directly involved with the preparation of the program; more delay caused by a lack of decision-making by the politicians and the planning officials on matters in which the public wrath has been aroused; i.e., the dislocation of families. At present, an eighteen month Part V study is in progress and upon completion it is hoped that some of the answers for the problems caused by delay will be gained.

4. Other Urban Renewal Schemes

Four other renewal schemes are being prepared, or are under implementation at the present time (see Figure 4.4 and Table 4.4).

a) Urban Renewal Scheme No. 3A -- one block in area, located in the Mount Pleasant sub-area of Urban Renewal Scheme No. 3. This is a proposed school site and is being purchased and cleared in advance of the rest of Scheme 3.

b) Urban Renewal Scheme No. 4A -- a scheme to renew the depreciating areas in the eastern half of the downtown peninsula. This has been moving slowly, and the actual preparation of the scheme has not started.
c) **Urban Renewal Scheme No. 5** -- begun in 1966 as a project in the Kitsilano area and abandoned until earlier schemes could be further advanced. Other decisions concerning major arterial routes have to be agreed upon before resumption of this program can take place.

d) **Urban Renewal Scheme No. 6** -- a small parcel of land isolated by the construction of the Second Narrows Bridge. This Scheme has been approved by the senior levels of government, and will soon be implemented. Of a very minor nature, involving only a few small properties.

C. **Summary of Vancouver's Urban Renewal Program**

In this chapter, a few of the problems encountered and the delays resulting in the public urban renewal program of Vancouver have been described. This case study indicates some factors that are common to the programs in other Canadian cities (see Appendix B for time comparisons). The time envisioned for the completion of urban renewal programs invariably is too short, and the over-all program then becomes a series of disjointed projects.

The original Redevelopment Study of 1957 done for Vancouver recognized that "delay is expensive", and that "the time to act" in renewal "is now". Unfortunately, these brave words were only slightly honored, as many other factors obstructed what might have been a coordinated program.

The area designated for "limited" and "comprehensive"

renewal, which was suggested as a Twenty-Year Program in the 1957 Study, circumscribes about 5,000 acres: 1,000 for total clearance, and the remaining 4,000 odd acres to be "spot-cleared", rehabilitated or conserved. In 1957, the first Five-Year Plan was proposed, starting in January of 1959 and ending in December of 1963. At the end of this period, it was estimated that over $18 million would have been spent on clearance, and that 2,500 persons would be rehoused in 988 public dwelling units.

When comparing these figures with the actual figures available at the end of 1963, one becomes aware of the unrealistic size of the proposed 1957 program. Thus far, the results gained from Vancouver's renewal program in this original 5,000 acre survey area have been trivial.

By the end of 1963, the official concluding date of the original Five-Year Plan, only two projects with a total area of 140 acres had even begun preparation. Of these 140 acres, Redevelopment Project No. 1 (75 acres gross area) had reached implementation, and Redevelopment Project No. 2 was in preparation. There had been about $2 million spent on the whole program, and 393 public housing units had been constructed and occupied by approximately 1,200 persons.18

At this rate of progress it will take fifty more years to renew the original 1,000 acres of "comprehensive" renewal area, considered to be the most blighted today. This does not take into

18 From Urban Renewal Progress Report No. 6, Vancouver City Planning Dept., August, 1965.
account the "limited" redevelopment areas as recognized in the 1957 Study, nor the rest of the City of Vancouver, which in the next fifty years is bound to have need of some form of a comprehensive program to combat increasing blight. The program as envisioned in 1957 did not propose to increase the housing stock of the city, but actually mentioned the depletion of the total housing stock. This would result in the slowing down of the program of redevelopment unless, at the same time, there was a general increase of supply in the rest of the city.  

Vancouver would seem to have the same problem as other North American centres involved with renewal. That is how to keep ahead, or even at a par, in the race with blight. The present process of rejuvenation, if continued, would seem to be time consuming and costly for the results being achieved. Time has been a significant element in the success of urban renewal in Vancouver.

CHAPTER V -- THE ROLE OF THE TIME ELEMENT IN URBAN RENEWAL

A. Time and Its Relationships

This chapter is directed to the orientation of the philosophy for this thesis. Having hypothesized "that the time element is a major factor in achieving a successful urban renewal program," the previous chapters were developed for, and concerned with, stating this case through analysis of the past and the present performance of Canadian and American renewal programs. Certain facts have been brought out and will be further emphasized in this portion of the thesis. In addition, a look into the changing pattern of the city must be taken. What can be foreseen in the next five, ten, or fifty years? What role has time played in the past and what will be its role in the future? What methods for the staging of time are available, and in what future urban context can such staging be most efficiently used?

In these final chapters, it is hoped that these questions can be further analyzed and certain concluding statements made to support the original hypothesis. There are some components of urban renewal that appear to be directly related to time, and which may be improved in their performance through the proper use of time. These are:

1. the large number of agencies through which
programs of renewal must flow to be implemented;

2. the lack of communication between renewal agencies and the public affected by renewal;

3. the time lag caused by the extensive number of steps required to carry out a program, often resulting in a change of the actual needs of the program from those originally proposed;

4. the disinterest and unwillingness shown by major private developers and investors to buy and build upon land cleared for residential purposes in renewal areas;

5. the continuing research and studies needed to develop a program in demanding on both time and money;

6. the displacement of families in renewal areas and their subsequent rehousing in new or other satisfactory accommodation; and

7. the comprehensive plan or program which could be phased and coordinated to accommodate the changes taking place throughout the entire urban area.

Each of these factors in renewal is a broad subject by itself, and cannot be fully analyzed in this thesis. However, it is necessary to explain briefly the role of the time element in the performance of these issues and to put forth these concluding arguments.

1. The Multiplicity of Agencies

In Canada, urban renewal is more complicated if performed through the public renewal organization than if performed by the private developer. To redevelop blighted structures under
the National Housing Act necessitates the involvement of the Federal, Provincial and Municipal levels of government in making any decisions. A project which, for example, may be undertaken in Vancouver, must be approved by the Technical Planning Board and the City Council at the local level; the Department of Municipal Affairs at the Provincial level; and finally, by the local CMHC office upon approval by the national CMHC office in Ottawa at the Federal level.

During the process of a renewal project, this group of public agencies must be approached for their approval on at least three occasions. The first approval is needed when the application to prepare a scheme has been submitted. If the scheme is approved at this first stage, the plans and program are prepared. Approval is required again at the end of the preparation stage before implementation may begin. Finally, there is usually need for approval a third time during the implementation stage of the development plans for those areas to be redeveloped residually, either publicly or privately.1

In addition to these particular stage approvals at the various vertical levels, there are numerous decisions and approvals to be made on the horizontal level, particularly in local government. Other agencies such as welfare, health, real estate boards, citizens groups, advisory planning boards, housing associations, etc., should be informed at all stages of the program. To ensure

1 Critical Path Diagram prepared by the Vancouver City Planning Department in 1967.
that a program of renewal does not bog down in paper, more sophisticated methods of coordinating activities must be used.

Harold Kaplan says that developers and Federal officials in the United States "quickly lose interest in projects that drag on interminably." For this reason, the Urban Renewal Agency in the U.S.A. "will hasten to break deadlocks in negotiations, even if it means a further departure from the initial plan."²

To facilitate the coordination of agencies it is therefore suggested that, at the local level, a single public renewal agency be established. This single agency can function better than having the renewal work spread among the various departments of the municipal government. Such an agency can also act with greater authority and with more independence than under the present system. Negotiations with higher levels of decision-makers, such as the Province and CMHC, will be made more efficient.

2. **Lack of Communication Between Agencies and Persons Indirectly Involved in Renewal**

In every renewal scheme or development there are a variety of groups and individuals indirectly involved with the program. With every new participant, the communication problem increases. Past performance has shown that to carry a project to a conclusion is made simpler with fewer individuals involved in the decision-making process. Thus, planners and politicians in many cases have had the tendency to avoid as much as possible any

² Harold Kaplan, "Urban Renewal in Newark", in *Urban Renewal: The Record and the Controversy*, op. cit., p. 255.
contact with the public involved in a scheme until the plans are finalized and approved. The reason often given is that the public does not know what it wants and would only slow down the process. However, this same lack of confidence in the public awareness has had detrimental effects in the past; i.e., the freeway protest in Vancouver. Mr. John Dykstra stresses that a renewal program will not be successful until the planner can meet and discuss with the citizens of the community affected the basis for which the program is formulated. This must be done before preparation, during preparation and while the implementation of the scheme is taking place. He further states that this is time consuming and extremely costly, but it is the only choice available other than not doing anything at all.

It may be advisable to prepare the people of a future program area for renewal, at a time considerably ahead of the date when the project is to commence preparation. Organized discussions and seminars and regular circulation of data on renewal, such as times, dates, costs, proposals and other material, will better relate the individual to the purpose and necessity of coordinated renewal in his community. "Citizen participation is as much a technical problem of planning as, say, the allocation of economic resources among alternative transportation systems." Such an education process should pay handsome dividends in time saving when

the project for a well-advised area does begin.

3. **Time Delays Caused by Difficulty in the Coordination of Activities**

   Every renewal project is involved in a preparation and an implementation period, or as Martin Anderson describes them, a "planning stage" and an "action stage". Within these stages, a number of related activities take place in carrying the program to a conclusion⁵ (see Appendix C for list of activities). These activities are carried out, not by one person or even one group alone, but by various departments and individuals. Some activities can be performed at the same time as other; some activities cannot start until the completion of another. Thus, each stage has multiple time relationships. When these time relationships are not coordinated properly, time loss occurs. If these time losses can be reduced, saving will occur. It is suggested that a program of phased activity, such as that which the City of Vancouver Urban Renewal Division has attempted to apply to its renewal program through the use of the Critical Path (PERT) Method, be used⁶ (see Chapter VI).

   With this tool in mind, the problem of activity time loss will hopefully be resolved. Another important use of such a tool is that a number of schemes or projects can be programmed by the Critical Path Method to run simultaneously, making maximum use of all available resources; i.e., staff, time and money. As Robert

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⁵ Martin Anderson; *The Federal Bulldozer*, op. cit., p. 76.
⁶ V. K. Handa, *op. cit.* The City of Vancouver Urban Renewal Division has used this text on which to base its Critical Path program.
C. Weaver iterates, "We now are comprehending that urban renewal is not only a time-consuming operation, but one that has to be paced to reflect the ability of cities to accommodate its impact."  

Another advantage gained by reducing the time needed to perform or implement a total project is the increased possibility of completing the scheme before too much change in the original program has occurred. This incidence of change has, in the past, committed many renewal plans to be implemented when the conditions for which they were prepared no longer existed. Any periodic reorganization that did have to take place would be easier to perform with a coordinated program. As a final step, the whole set of related schemes and activities could be computerized for maximum efficiency.

4. The Private Developer

A great deal has been said on the subject of the private developer and his disenchantment with the public urban renewal process. His major objections to renewal were stated earlier in Chapter III, Section C, as being:

a) the untried quality of renewal itself makes investment risky;

b) the lower rent scales in redevelopment areas lowers short range profits; and

c) the restrictions imposed on the developer are more than would be encountered in private development.

Some of these restrictions are the cause of the long delays through negotiations with public agencies. Any one of these delays could be the difference between a profit and a loss for the developer. It is not always a matter of profit or loss with the developer. In the past, most developers have been most willing to take a gamble if they were directly involved in the planning process of the project. Being a part of the original planning gives the developer more confidence in the final outcome. As was mentioned in Chapter IV, in Redevelopment Project No. 1, the tendency in the past on the part of Vancouver's private developers has been to look at the renewal program from afar. The local renewal department has seldom consulted or informed these developers about plans or programs for redevelopment of any area. But when the renewal agency has acquired and cleared a patch of land, they expect the developer to be committed to the project. The delays in negotiations then begin.

To facilitate the role of the private developer in renewal, what can be done? Here are some additional incentives other than the actual participation of the developer in the planning process from the beginning:

a) As in the United States, it might be of advantage to raise the percentage mortgage money available for investment on these projects by the private developer.

b) Incentives like tax reductions and lower interest on loans for a period of time might help.

c) Inform the developer well in advance of the implementation of a project, of the types of sites to be available and the land uses envisioned. This could be done in a monthly letter to all interested parties.

d) Make the price of cleared land attractive enough to the developer. The land might even be leased on a long term basis, so that the developer is not burdened with land costs at all; land ownership is retained by the municipality.

e) In cases of the rehabilitation of structures, the local authorities should buy the structure and put it up for bid for the improvement and the reuse of the space. Again the land would be retained by the municipal corporation.

These suggested incentives are all aimed at reducing the conflicts which do occur between the public authorities and the private developer. This reduction in conflicts will save the time and the costs involved in renegotiating and retendering urban renewal sites.

5. Study and Research Time Considerations

Often, the failure of a project has been due to a lack of initial research on the part of the local authority. The degree of research and preliminary study depends upon a number of factors: budget, staff, time available, degree of political harassment and already available data. Although Federal legislation requires that a thorough analysis be carried out for a proposed renewal area, these other limitations will inevitably influence the extent to which the required research is undertaken.

To satisfy the demand for relevant data in urban renewal
programs and to make such data readily available is the requirement. The method of solving this problem that many urban centres, including Vancouver City, have started to use, is to codify and record all the relevant material on computer punch cards. New information can be readily fed into the computer to update the original material. This process makes updated data available at all times and for all areas of the city. It can be seen that the time required for basic surveys would be drastically cut as would staff and material costs. A master file of programmed material would give the project planner and the computer programmer common ground on which to formulate the required data for the renewal scheme.

One of the main problems in the planning office of today is the inability to do original research. Because of heavy commitments of time and money to carry out existing programs, research is usually ignored or left to the university to fulfill.

It is recommended that a separate branch of renewal be established at the local or even Provincial level to do research on new methods and tools for planning.

This research team would operate and function outside of the regular renewal program, making contributions to the program when required. The program timing within an urban renewal scheme would indicate at the beginning when and where research would be required, and then prescribe the terms of reference to the research team.

6. Dislocation of Persons

This factor has proven to be the most disturbing to urban renewal officials, because little success has yet emerged
from the present program of moving people, often against their
will, into new and strange locations. It is generally agreed,
that when a family is evicted, a new place of permanent residence
must be made immediately available, otherwise, serious social and
economical consequences can occur. There is usually one of two
things which occur in relocation: firstly, the family is kept
waiting for a long period of time in their old home, never sure
when the move will take place; or secondly, the family is moved to
temporary quarters until a permanent residence is available. In
either case, this prolonged period of anxiety can have detrimental
effects upon the structure of the family unit and upon the indivi-
duals within that unit.

Another unfortunate occurrence in relocation is that
families who are displaced from one neighbourhood under renewal
often end up in another neighbourhood which will be under renewal
in the near future. Chester W. Hartman blames the 1949 Housing
Act as being partly responsible, because of its definition of the
new residence for the relocatee as a "suitable living environment".
This minimum standard leaves the authorities with a wide open
choice of housing for dislocated families. 9

It is recommended that the relocation of families must be
coordinated with the total renewal plan. Future clearance areas
should be noted and relocation should bypass such areas. The date
for the eviction of those displaced by a renewal project must

9 Chester W. Hartman, "The Housing of Relocated Families",
Journal of the American Institute of Planning, Vol. XXX,
No. 4, (Nov., 1964), pp. 266-282.
coincide closely with the date for the completion of Public Housing projects, or the availability of other suitable permanent housing. Families and individuals should be informed of the procedure and choices available to them long before the day of eviction. More financial help should be made available.

7. The Comprehensive Renewal Program

Basically, the entire program of urban renewal should be of a metropolitan-wide nature. Such a unified and regionally inclusive scheme of events, programmed over a long period of time, with annual up-dating, would provide a logical basis to any urban development or redevelopment. In the opening chapter of this thesis, Walter H. Blucher was quoted as saying that urban renewal involves "the continuous sound maintenance and development of the urban area." Mr. Allan Voorhees, an eminent transportation consultant, recently stressed the importance of providing a total plan, which was open-ended as to the date of completion. He emphasized the need for a plan with great flexibility. Thus, the future must be planned for our cities, but the manner of doing so must be a way acceptable to citizen, politician and planner alike.

Therefore, it is proposed that a comprehensive renewal program must be incorporated. As will be described in the final chapter; such a program must consider the available resources in an urban area and attempt to apportion them through time according

10 See Chapter I, p. 4.4 of this thesis for reference.
11 Allan Voorhees, from a lecture given at the University of British Columbia, March 21, 1968.
to need. Objectives and goals of the community must be established and a list of priorities which can be up-dated as often as necessary be tabulated. The planner and the planning process are the tools for coordinating such a program.

B. The Continuing Process

Three important components are needed in urban renewal to fulfill the objectives or an all-inclusive plan or program:

1. Proper enabling legislation;
2. Satisfactory financial policy and resources; and
3. A program of phased development.

These three items will determine the structure that the urban renewal program will take, and all three must be present in some form before any action can be directed to solving the problems of the city.

1. Proper Enabling Legislation

There has been a continual testing and retesting of the present urban renewal legislation. Upon this basis, further changes and amendments to present Acts will be passed to up-date and reorientate renewal efforts. In the United States, renewal legislation has regularly been held up by antiquated theories such as; states rights, home rule, and local autonomy which no longer make sense when 70% of American people are concentrated in cities. This Federal incapacity to deal directly with the urban problems has resulted in even more substandard conditions and misery for the poor and a growing awareness that the cities themselves cannot
support the financial burdens and social costs involved.\textsuperscript{12}

In Canada, a somewhat similar situation has taken place. Under CMHC and the National Housing Act, urban renewal resources have been made available to the provinces and the municipalities. However, it is evident that the provinces, in particular, are hesitant about committing themselves to any long-term policy of social and physical renewal for the urban areas. For example, the recent Federal-Provincial Housing Conference, pointed out the resistance of the provinces to Federal infringement on their constitutional rights in the region of municipal affairs. The provinces turned down flatly any suggestion that they establish departments of urban affairs to administer and develop renewal policy and programs for their cities. However, recent developments have shown that there is an awareness of the problems of these urban areas; i.e., the recent Deputy Ministers conference in Ottawa, (April, 1968). Most of the legislation available locally for renewal is found in the Municipal Act of the Province, and in the National Housing Act. There is need for a more enlightened approach to be taken to the needs of the cities by all levels of government, as the problems are outstripping present municipal resources.

2. \textbf{Fiscal Policy and Resources}

Capital budgeting has become a commonly used method of investing fiscal resources rationally for a specific time period. This method makes it possible to plan the fiscal requirements of an

\begin{footnotesize}
\end{footnotesize}
area for three, four, five or longer number of years. Most municipal governments are required to prepare an annual budget for the spending of their revenues. In the past, public urban renewal has been only another capital public works program in competition with streets and lanes, and sewers and parks. Until it is realized that a comprehensive renewal and development program for the whole city includes not only capital, but operational spending of all kinds, then such a fragmented fiscal policy will continue.

Reginald Isaacs has suggested a three stage plan for the programming of fiscal policy in urban renewal. He begins with the day by day, or immediate desires of the public as Stage One. A Second Stage requires two, three, or four-year Capital Improvement Programs; and a Final Stage accounts for long-range desires, and requires development of a Comprehensive Long-Range Plan. 13

Within Isaacs's program, all public needs are given priorities and acted upon with available resources. A year by year review of the program keeps it in tempo with the times. In this manner it is hoped that the maximum benefits can be realized from the usually limited resources.

3. Program of Phased Development

What has been described above under Fiscal Policy and Enabling legislation, is, in fact, part of the Comprehensive Plan needed for any metropolitan area. At present, most of our large metropolitan conglomerations in North America operate as a group of fragmented local municipalities with inflexible political

boundaries, each acting independently. As a result, the overlapping of services and institutions occurs regularly. Whereas, within a program which encompasses the total urban area and has the use of the available resources of the area, the desires of the people could better be fulfilled. Savings in time and resources would be considerable.

To facilitate an urban renewal program of a comprehensive nature, should be the basic requirement in the planning of the future for any city. As Robert P. Groberg observes, "a city with one or two projects in planning or execution cannot be said to have 'an urban renewal program'."\(^{14}\) It is necessary to tie resources, legislation and time together in one package of phased development for the successful achievement of city renewal.

In the final chapter, a set of recommendations will be stated and the review of methods and tools will be discussed. Emphasis will be placed upon the Critical Path method as a rational tool for staging renewal; and on Reginald Isaacs' proposal for a Comprehensive Plan based on priorities and available resources.

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A. Conclusions and Recommendations

Throughout this thesis, a single thread of thought has been developed; what is the role of time in the urban renewal process? In the previous chapter, a resumé of the past problems encountered in renewal and the relevance of the time element to these problems was discussed. Recommendations were given for each problem. A list of these problems and recommendations for solution are as follows:

1. Problem -- The large number of agencies through which programs of renewal must flow to be implemented.
   
   Recommendation -- That a single public renewal agency be established at the local level to coordinate activities of the various agencies more effectively.

2. Problem -- The lack of communication between renewal agencies and the public affected by renewal.
   
   Recommendation -- That a program be organized to instruct and inform persons involved in the renewal process with the procedures and purpose of this action. This program is to start prior to the first stage of renewal in any area.

3. Problem -- The difficulty in coordinating the
multitude of activities connected with the renewal process. This often causes time delay and a change of goals from those of the original program.

Recommendation -- The use of the Critical Path Method (PERT) as a tool for reducing time losses due to lack of coordination. This process can be further sophisticated through computerization.

4. Problem -- The disinterest and unwillingness of major private developers to invest in urban renewal areas because of heavy restrictions.

Recommendation -- To more directly involve prospective developers in the actual renewal program from the start. Also, certain added incentives; such as, tax reductions, easier money for investment, monthly news-letters on progress, long-term leases on land and a rehabilitation program using private capital and resources, may improve developer interest.

5. Problem -- The continuing research programs and studies needed to develop a program of renewal are both expensive and time consuming.

Recommendation -- That a separate branch of renewal be established to carry on research for renewal projects. The renewal agency would contact the research branch well in advance of the actual beginning of a renewal scheme or project.

6. Problem -- The displacement of persons from the renewal areas and their subsequent rehousing.

Recommendation -- That the relocation of families or individuals must coincide with the opening of new public housing
or other satisfactory private housing. A program of instruction and information on how, when and where to move and added financial assistance are also recommended.

7. **Problem** -- The lack of a comprehensive program of phased development based on available resources.

**Recommendation** -- To establish as the prime function of the urban renewal agency the organization and implementation of a Comprehensive Plan and program as visualized by Professor Reginald R. Isaacs.¹ Certain modifications would be needed; such as, the incorporation of the Critical Path Method and the computerization of the total program.

These conclusions form the basis of this thesis and support the hypothesis as stated in the Introduction, namely:

*That the time element is a major factor in achieving a successful urban renewal program.*

To develop these recommendations in a comprehensive manner, three fundamental resources have been prescribed as basic elements in this final chapter. These are:

a) proper enabling legislation;

b) satisfactory financial policy and resources; and

c) a comprehensive program of phased renewal and development.

Of primary concern to this thesis has been the final item (c), which prescribes a comprehensive program of planning using a logical method for staging. Professor Reginald R. Isaacs, and his associates,

have proposed a system of renewal which is suggested as being sympathetic to the present resources and requirements of today's metropolitan areas. Isaacs states that "there is recognition that the practice of Urban Renewal, despite the universality of its best definition, must be quite different in each city, given its present economies, governmental structure, environmental factors, cultural aspects and the aspirations of its people."\(^2\)

B. Methods of Programming

In order to accommodate these desires, urban renewal must produce order within a comprehensive plan through the proper regulation of time. To regulate the vast number of activities which take place within an urban region at any period of time, is a tremendous task, but one that must be attempted for proper control and guidance of the rapid changes taking place in today's city. In the past, and even today, various techniques and methods have been used to measure and regulate the use of time in carrying out urban renewal projects and programs. Two of the most useful types are briefly discussed below.

1. **Bar Charts**

These were basic to programming for many years, but have only minor use in the complex problems of renewal as they are now envisioned. Bar Charts are usually used to compare various elements or components on the basis of two variables arranged on an x-y coordinate system. For example, Vancouver attempted to

4.80

graph by bars the time each phase of a number of projects would start or end. This proved successful for an instant in time, but was inflexible and difficult to keep up-dated. It also failed to reflect the various components of each scheme or the relationships between schemes.

2. The Critical Path Method

A more formal technique for programming than the Bar Chart, the Critical Path Method regulates the activities within a project to produce a planned path of the shortest possible duration, considering all the variables. One may describe the Critical Path as; the "activities that make up a project are interrelated in that some of them are dependent upon the completion of other activities, whereas, others can be undertaken concurrently at discretionary times."\(^3\) This method may be applied to urban renewal projects to shorten the overall planning times and implementation times, by picking out areas where concurrent activities take place, and by performing them in parallel. Such a technique was attempted in 1967, in the development of the phasing for the Vancouver urban renewal program.

The PERT (Program Evaluation Review Technique) method is the most commonly used Critical Path method. It has been used in industry and business management in the past, and is the method which the City of Vancouver decided to develop in their search for a tool for the programming of a number of urban renewal projects being carried on concurrently. PERT has been defined as "a manage-

\(^3\) V. K. Handa, Planning Projects, op. cit., p. 3.
ment tool for defining and integrating events which must be accomplished on a timely basis to assure completion of program objectives on schedule." PERT is best used as an analytical tool which requires a "once through" process. If a process becomes repetitive, PERT is no longer required.

In Vancouver, all the activities in the renewal process were listed, starting with the application by the City to CMHC for the funds to prepare a scheme, right up to the end of the implementation stage. The three major stages within a scheme are: application, preparation and implementation. Each activity within the process was examined as to the length of time required to accomplish the task. Minimum, maximum and normal duration times were given to each activity. Normal duration time being that time in which the activity would most likely be completed. The minimum and maximum duration times are those which are considered probable once in a hundred times. These three duration times may be plotted on a Beta Curve (see Figure 4.7).

From these three estimates, a statistical expected time \( t_e \) for the performance of the activity is derived, as well as a statistical variance \( \sigma^2 \) as a measure of uncertainty. The expected time value is calculated by:

\[
 t_e = \frac{a + 4m + b}{6}
\]

where:
- \( a = \) minimum duration time
- \( m = \) normal duration time
- \( b = \) maximum duration time.

5 V. K. Handa, Planning Projects, op. cit., p. 3.
The mathematical structure of the PERT computations is based on the Central Limit Theorem which is one of the very important theorems of statistics. The Central Limit Theorem states that if the number of activities is large (say, four or more), then the distribution of the event times is approximately normal with a mean equal to the sum of the means and a variance equal to the sum of the variances regardless of the shape of the distribution of actual activity performance times.

The expected time ($t_e$) is used to calculate the event times ($T_E$) by the critical path procedures. The definition of the critical path is also the same; i.e., the longest path from the start event of the project to its finish event.\textsuperscript{6}

\textsuperscript{6} Ibid., p. 70.
A simple example should explain the fundamentals of the PERT system (see Figure 4.8).

![Figure 4.8 -- Arrow Diagram with Three Time Estimates.]

After calculating the expected times and variances for the activities and determining the event times ($T_E$) the following diagram is produced\(^7\) (see Figure 4.9).

![Figure 4.9 -- Arrow Diagram of the Calculated Critical Path]

\(^7\) Ibid., p. 71.
This Critical Path -- PERT method has been quickly reviewed and the potential use of this system to schedule the steps of various urban renewal projects can be seen. The references in the Bibliography will provide the additional information needed to further explain the Critical Path method.

The Bar Chart and the Critical Path methods can be used only as tools. The following two methods of providing for the rational renewal of the city are more than tools. They are flexible programs capable of incorporating the various planning components and methods, such as the Bar Chart and the Critical Path Method, into their structures.

3. **The Community Renewal Program (CRP)**

This planning mechanism can be used as a method for carrying on a renewal program for the whole of an urban area. "The objective is a long range urban renewal program that is coordinated with all other renewal related local programs -- with total needs in balance with total resources."  

The American Federal government has developed and approved legislation to make available grants under Title I of the Housing Act, which will cover two-thirds of the cost of preparing a CRP. This program is designed to embrace the renewal problems and needs of an entire city. As of May, 1965, 131 CRP's had been undertaken in the United States.

CRP was originated in 1959 "to help avoid urban renewal

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programs which concentrated too heavily on completing individual projects, while ignoring the broader issues of comprehensive, community-wide planning." Isaacs criticizes the CRP as a static Master Plan. The process of comprehensive planning must not be static, but a continuing process with constant re-evaluation and change in plans. CRP as formulated now is a program which examines the total city for areas of blight, and after evaluation of this blight, presecribes a set of goals and objectives based on a program not be exceed ten years in duration. This limit on the duration of the program is the main objection of most cities.

4. The Comprehensive Plan -- Isaacs' Method

As a final method of regularizing the time element in a rational way, it is necessary to talk in terms of the use of the Comprehensive Plan. A system of phased development mentioned earlier, that has been investigated by Professor Reginald Isaacs, is the basis for discussion of this method. The Comprehensive Plan must envision not only the year 1980, or 1990, or 2000, but the period in between as well, and will be reorganized and corrected many times before reaching the projected future year. Isaacs foresees the Comprehensive Plan as being a plan for Urban Renewal; a tool to carry out city planning.

There are certain factors which determine the need for

11 Ibid., pp. 787-788.
Isaacs' method envisions three Stage Plans. A Long-Range Plan which establishes the objectives of the city over the next generation. From this Long-Range Plan's goals and objectives, the First Stage Plan may be developed in relationship to the money and legislation immediately available. An Intermediate Stage is tied directly to the Capital Improvement Program of three to five years duration. With the annual re-evaluation of resources, the total program is up-dated continually, making implementation predictable, and in concurrence with the public desires at that time.

Isaacs envisions four year periods as being ideal for developing forms of financing, gaining the understanding of the public, and obtaining new legislation as may be necessary. Priorities are applied to all areas of the city, with the areas for conservation and rehabilitation treatment receiving the highest priority of attention to maximize the utilization of the limited funds and energies available. Lowest priorities are given to community facilities in sound areas or to total clearance and redevelopment of dilapidated areas. Many areas of high re-investment opportunity tend to remain in the middle-aged category almost indefinitely, and require little attention from the public resources. A table of suggested priorities for urban renewal treatment, and a table of the suggested Multiple Staging are seen in Figures 4.10 and 4.11. 14

SOUND AREAS

MIDDLE-AGED AREAS

DETERIORATED (1) (2)

DILAPIDATED

AREAS

MIDDLE-AGED

DETERIORATED

(1)

AREAS

(2)

HAVE PRIORITY

OVER DETERIORATED

AREAS

HAS PLUMBING

TOTAL CLEARANCE

REHABILITATION

(S = SPOT)

SPOT CLEARANCE

CONSERVATION

(S = SPOT)

COMMUNITY FACILITY

Figure 4.10 -- Suggested Priorities for Urban Renewal Treatment. Within each priority period a combination of various kinds of renewal treatment are assigned. The purposes of these are: to avoid excessive demands of public funds; to phase changes in the private sector market; to avoid large-scale relocation; to relate to the production abilities of the construction industry; and to establish a complete and rational dynamic system of provision and a more gradual maturation to result in a slow, eventual replacement.

Figure 4.11 -- Suggested Multiple Staging
The process works as follows: "Each year the capital budget plan and program is reviewed and moved one year forward (see Figure 4.11). Each year a measure of renewal program is added and a cumulative program evolved, distributing as carefully as possible, through critical path study a cross section of the several kinds of treatment. Each year new sound areas are constructed and each year substantial demolition of dilapidated structures takes place. Over a period of years, a simple decelerating rate of deterioration would be established and result in substantial savings." The whole approach presented by Isaacs is orientated to a less flamboyant program than today's acquisition and clearance programs. He feels that "the greater profits of the quiet approach of less drastic treatments will be in the preservation of community social qualities and in the far less expenditures required of a future generation." In conclusion, Isaacs states that "in a rational society these benefits should be sufficient." 

This process of renewal is of a highly rational nature, and will be discussed in connection with the Nodular Metropolitan Concept.

C. Application to the Urban Structure

1. A Review of the Group Approach

In the initial chapter, written as a group approach to the urban problem, the concept of the renewal of the central

15 Ibid., p. 796.
16 Ibid., p. 798.
city through a system of high density nodes connected by a rapid
transit form of transportation was discussed. The formation of
the group resulted from a desire by individuals to research
thoroughly the component parts of the city, and in turn attempt
to solve some of the problems. By means of a matrix of variables,
each member of the group was able to identify his or her particular
point of interest in the context of the total urban structure (see
Section I, Figure 1).

Therefore, to bring this study of the role of the time
element in the urban renewal process to a logical conclusion, it
is necessary to link the individual thesis to the concept envisioned
in the group approach; i.e., the Nodular Metropolitan Concept.

In review, it has been found that the time element is
involved with many parts of the urban renewal process. Problems
have been observed which involve time, and recommended methods of
solving these problems have been made in the previous chapter and
earlier in this chapter. The prolonging of any part of the process
will have an effect on the whole, either positively or negatively.
Usually this is a negative effect, thus new methods of approach
need to be developed. Certain fundamental components or resources
were found to be needed if any renewal program was to be successful,
and these comprised: sound enabling legislation, a satisfactory
source of finances, and a well developed comprehensive program of
renewal. Various methods of staging such a program have been
reviewed and their limitations exposed. From these methods the
final process, dealing with Isaacs' Comprehensive Plan, would seem
to be the most attractive.
The effect of time on any process of renewal appears to be critical, and the method of staging the renewal process, as set forth by Reginald Isaacs, has been suggested as the most practicable system for accomplishing long-range objectives with only limited resources. The question of the application of such a method to the proposed nodular type of urban structure is the object of this closing statement.

2. Application of the Comprehensive Plan to the Nodular Metropolitan Concept

The basic component of the nodular system is a node or central core form as described in the group chapter. Each node generally consists of a mixture of land uses structured three-dimensionally so that the highest density is found at the core or centre of the structure, and then diminishes as one moves to the outer limits (see Figure 4.12). In cross-section, it appears to be pyramidal in form, with a number of layers, rising to the highest point at the centre of the node. At the centre, the major transportation terminal occurs, thus creating the central plaza or intercommunication area of the node. Residential units may be found on the upper and outer reaches of the node, which have the advantage of the most pleasant living amenities (see Figure 4.13).

There are a number of major assumptions which must be understood before a program of phased development can be applied to the nodular concept. These are:

a) Present street patterns will be incorporated to some degree into the nodular system;

b) The major intersections in the present city
Figure 4.12 -- Schematic Plan of a Node.

Figure 4.13 -- Schematic Cross-Section of a Node.

Central Concourse - highest densities at the center of node, spreading thinner to the outer edges.
centres and the immediate areas around these intersections are considered to be the central points of future nodes;

c) The nodular system will gradually renew the central cores and inner areas of existing cities through a long-range renewal program;

d) Not every existing building located within an existing node will be destroyed; these sound structures will be incorporated;

e) An overall development plan for each node will be undertaken, and incorporated into the Comprehensive Plan of the metropolitan area;

f) As a property or building becomes outdated or is condemned, it will be acquired through a public renewal agency and the site cleared. A designated future use will already have been assigned to each site, so that when it is possible to incorporate this use, the site will be developed in the appropriate way. If a time lag occurs, through inability to consolidate a site, a temporary use such as open space, parking, or storage will be substituted until the originally designated use can physically be developed;

g) A system of "plugged-in" building units will be developed to fit into a three-dimensional macrostructure;

h) Roads, walkways and all services and utilities will be attached to this macrostructure, providing easy hook-up for "plugged-in" units;

i) A public authority will lease or sell the macrostructure space for "plug-in" units to the various private developers
and individual users;

j) Private development of the various types of "plugged-in" units will be encouraged;

k) Public participation will be encouraged for the determination of planning priorities and requirements for any particular node;

l) A single governing body will control the overall development of the metropolis, and have direct control over the planning and renewal agencies; and

m) Outer areas of the city will be linked with the central areas by rapid transit and freeways. Single-family and lower density residential units will still function in these areas in a way similar to the past.

This theoretical concept of a future metropolis centre may be attainable if the renewal process can become a more sophisticated, rational program of operation. By regulating the resources available through responsible planning, even the most basic changes that may occur in this concept could be realized. Charles Abrams states it simply, that if "the urban renewal program would encompass not only slum demolition but also rebuilding of cities and suburbs; it would embrace transportation renewal, recreational renewal, downtown renewal, environmental renewal, public services renewal and also a political renewal that acknowledges the existence of a regional city and not a collection of political enclaves pegged around a beleaguered core. Every major city would be the sound and functioning epicentre of its region."17

Time is important; not only the saving of time, but more specifically the proper use of time. Each activity in the planning process must function in its proper time and place. This thesis is dedicated to the furtherance of such a cause.
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BIBLIOGRAPHY

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APPENDICES
## APPENDIX A

### Urban renewal studies under section 33(1)(h) of the NHA, Canada, 1955-1967 (Jan.-June)

<table>
<thead>
<tr>
<th>Period and area</th>
<th>Number of studies</th>
<th>Federal contributions (federal share)</th>
<th>Completed</th>
<th>In process at end of period</th>
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### TIME REQUIRED IN MONTHS TO COMPLETE URBAN RENEWAL STUDIES

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Note: - C means the normal order of steps in the study's development was not followed, thus the stage, as defined, did not exist. Staging information is incomplete for studies listed below the dotted line.

Source: School of Community and Regional Planning. The Urban Renewal Process in Canada. University of British Columbia: Staff Research Project No. 3, 1967.
Activities Involved in the Planning Stage

1. Determining the area that will be included in the project.
2. Determining whether or not the project is eligible under existing federal, state and local laws.
3. Preparing detailed project plans, cost estimates and time schedules.
4. Estimating whether or not the project is economically justifiable, that is, do the expected benefits exceed the estimated costs.

Activities Involved in the Action Stage

1. Acquiring the land and buildings by negotiation or the force of eminent domain.
2. Evicting and relocating the people living in the area marked for renewal.
3. Demolishing the buildings and clearing away the rubble.
4. Improving the area by building streets and sewers, and installing such things as street lights.
5. Building public facilities such as parks, schools and libraries.
6. Selling the cleared land to private developers by negotiation or sealed bids.
7. Constructing new buildings for private residential, commercial and industrial use (during this time some public may also be put up).
8. Rehabilitating some of the existing buildings.

These activities take place in roughly the order in which they are listed, but many of them overlap in time.

Chronological History of Vancouver's Urban Renewal Program

1. Preliminaries to 1957 Study


(2) Dec., 1955 - City's application for Part V Grant approved by C.M.H.C.

(3) July, 1956 - Study began by Planning Department under guidance of "Housing Research Committee", representative of the three levels of government. (Grant $20,000)

(4) Sept., 1957 - Council considered preliminary draft report together with the proposed 1959-1963 Five-Year Plan of Capital Expenditures. As a result, $3,000,000 (of recommended $4,000,000) included in the 1959-1963 Five-Year Plan as City's share of net cost of projects.

2. Vancouver Redevelopment Study, 1957

(1) Dec., 1957 - Final report, attached as Appendix 1 completed.

(2) Feb., 1958 - Final report approved in principle. Copy of Council's resolution of February 1, 1958 is contained in City's Application for Redevelopment Project No. 1 (pages 71-73) attached as Appendix 4.

3. Terms of Reference, 1957 Study

(1) To select those areas of predominantly residential use which might require redevelopment during the next twenty years.

(2) To survey the housing structures and population within these areas with the purpose of producing a programme of redevelopment which could be fully integrated with the City's Twenty-Year Development Plan.

(3) To determine those areas which will not call for complete redevelopment in twenty years, but will require extensive rehabilitation to bring them up to a desirable standard.

(4) To define those areas in the City which are vulnerable to the spread of blight but do not call for any large scale programme of redevelopment.

(5) To recommend any further steps which might reduce or prevent the spread of blight.

(Vancouver Redevelopment Study, 1957; P.20)

4. Methodology, 1957 Study

(1) Boundaries - Based on areas of potential redevelopment contained in City's 1955 Brief to the Royal Commission on Canada's Economic Prospects. Copy attached as Appendix 2.

(2) Indices of Blight - Three basic factors considered: Age of Dwellings; Quality of Housing as Shown by Exterior Condition, (Windshield Survey); and Existing Land Use and Mixed Uses.
4. Methodology, 1957 Study (cont'd)

(3) Redevelopment Areas - Two kinds of planning areas arose from examination of the indices of blight:
   (i) "Comprehensive Redevelopment Areas" - in which large scale redevelopment is required to restore them to their highest and best use;
   (ii) "Limited Redevelopment Areas" - in which some measure of planned redevelopment is required to prevent their further deterioration.

(4) Household Survey - Comprehensive Redevelopment Area "A" selected for detailed study of every fourth dwelling unit to validate the exterior appraisal, to measure the housing need likely to result from redevelopment, and to measure the social factors that would need to be considered in relocation.

(5) Sketch Scheme - Prepared for illustrative purposes to suggest a scheme of industrial and residential redevelopment of part of Area "A".

5. Recommendations, 1957 Study

Contained in report attached as Appendix 1 (pages 14-17).

6. Deficiencies, 1957 Study

(1) The Study was not able to examine rehabilitation and conservation in other than very general terms.

(2) The Study did not analyze in depth the need for low cost housing.

(3) The Study did not examine non-residential renewal.

(a) Redevelopment Project No. 1

1. Principal Elements

(1) March 1958 - Preparatory work on first clearance project and associated public housing began.

(2) November, 1959 - Reports completed by TPB following prolonged negotiations with senior governments on cost sharing of various items. As submitted, Project No. 1 had a gross area of 75 acres, of which 36 acres, in four separate areas were to be acquired at an estimated net project cost of $3,772,000. Approximately 1630 persons would be displaced. Two public housing projects were requested, capacity 1200 persons in 389 units. Copies of these report are attached as Appendices 3 & 4.

(3) March, 1960 - Reports approved by Council and applications transmitted to senior governments.


(6) February, 1961 - Redevelopment Project No. 1 property acquisitions commenced.
2. Implementation

(1) January, 1963 - Skeena Terrace Housing Project, capacity 880 persons in 234 units, officially opened and relocation of residents began. At this time, 47% by area of the privately-owned properties had been acquired.

(2) May, 1963 - MacLean Park housing project, capacity 350 persons in 159 units, completed and occupied. By area, 56% of the privately-owned properties had been acquired. Attached as Appendix 7 is a bar chart showing the timing of the acquisition and clearance program as set in agreements with the senior governments and the rehousing program.

(3) The two public housing projects were occupied by 330 "priority applicants" displaced by the clearance project. MacLean Park, located nearest the area of displacement, received 123 priority families (267 persons) and Skeena Terrace, located some four miles away, 214 priority families (63 persons). The remaining units were occupied by "standard applicants" ("Family" includes a "single person household").

(4) August, 1964 - All 294 individual properties, except three, acquired. One property is to be deleted, the other two will be acquired June 30, 1965.

(5) April, 1965 - Disposal by sale or exchange of 8.3 acres, (30%), completed. Disposal of an additional 18.0 acres, (62%), now in negotiation. (14 people, including 30 single persons, remain in two existing buildings as City tenants.)

(6) Various revisions have reduced the size of the project to 28 acres and the estimated net project cost to $2,775,000. Progress Reports Nos. 1 to 5 inclusive are attached as Appendix 6.

(7) Copies of the detailed redevelopment schemes for Areas A-1, A-2, and D-4, and the "Call for Development Proposals, Area A-3", are attached as Appendices 9 and 10.

(8) A copy of a report of the Director of Planning prepared for the Civic Development Committee of March 12, 1964, and a copy of Council's resolution of March 21, 1964, regarding land disposal arrangements for Area A-3 is attached as Appendix 11.

(b) Redevelopment Project No. 2

1. Principal Elements

(1) April, 1961 - City's application for public housing on a site being cleared in Project No. 1, capacity 1300 persons in 441 units, for offer to persons to be displaced by Project No. 2, submitted to senior governments. Copy of TPB's report of April 7, 1961, is attached as Appendix 12.

(2) July, 1961 - Council approved appropriation of $23,000 from City's Redevelopment Fund to cover cost of preparation of application for Project No. 2.

(3) September, 1961 - Following confirmation by senior governments that such cost would be chargeable to the project when implemented, and thus shareable, temporary staff was appointed and preparatory work began.
(4) June, 1962 - Outline report completed and referred by Council to various organizations for comment. More detailed planning work and cost estimates continued concurrent with this referral. Copy of report attached as Appendix 13. As then proposed, Project No. 2 had a gross area of 100 acres, of which 51 acres in five separate areas were to be acquired. About 2300 persons were to be displaced. Two public housing projects were to be requested, one on the site being cleared in Project No. 1, and the other on vacant land in Area "H", capacity 600 persons.

(5) January, 1963 - Council received delegations and briefs regarding the proposed project.

(6) February, 1963 - Council approved in principle the boundaries of Project No. 2 as then proposed subject to final consideration on receipt of detailed cost estimates.

(7) June, 1963 - Two of the clearance areas in Areas "B" and "H" were omitted from the project for a variety of reasons. See copy of memorandum dated September 5, 1963, attached as appendix 11b for information regarding these areas.

(8) July, 1963 - Final report completed by TPB. As revised Project No. 2 had a gross area of 61 acres of which 29 acres in three separate areas were to be acquired at an estimated net project cost of $3,857,000. Approximately 1730 persons were to be displaced. One public housing project had been requested in April, 1961, capacity, as requested, 1300 persons in 444 units. Copy of this report is attached as Appendix 15.

(9) September, 1963 - Report approved by Council and application transmitted to senior governments. A two-year capital program for the years 1964-1965 was approved by Council on September 19, 1963 which included $990,000 as the City's share of the net cost of redevelopment (N.H.A.)

(10) June, 1964 - Provincial Government approval received. Major amendments to the National Housing Act were announced.

(11) July, 1964 - Federal Government approved City's Application for Project No. 2 and the (FP 6) public housing project.

(12) November, 1964 - Agreements received for City consideration, (embodied changes due to revised N.H.A.)


(14) March, 1965 - Redevelopment Project No. 2 property acquisitions began.

2. Implementation

(1) April, 1965 - Acquisition of 3 properties, (1%), completed. A price has since been agreed by owners of an additional 11 properties, (3%).

(2) The program of Operations, contained in the City's Application facing page 64, and included in the Federal Agreement requires a pace at least twice that of Project No. 1. "Comprehensive Programs of Redevelopment", as required by Clause A of the Federal Agreement, are now being prepared to supplement the approved "urban renewal scheme".
1. Principal Elements

(1) October, 1964 - Council approved appropriation of $38,000 from City's Redevelopment Fund to cover cost of preparation of Scheme 3. This estimate assumed the scheme would involve redevelopment (total clearance) of about 50 to 60 acres concurrent with a re-examination of the overall program under a Part V N.H.A. Grant to include a study of feasibility and techniques for rehabilitation and conservation for later schemes. A copy of the Board of Administration's report of October 2, 1964 and a copy of the City's request for financial assistance for preparation of Scheme 3 are attached as Appendix 18.


(4) March, 1965 - Council adopted a recommendation of the Standing Committee on Civic Development of March 11, 1965 that a pilot scheme to lead toward a Rehabilitation and Conservation Project be included in Urban Renewal Scheme 3.

(5) May, 1965 - TPB prepared report setting out objectives and approximate boundaries for Scheme 3 for endorsement by Redevelopment Co-ordinating Committee and submission to Council and C.M.H.C. as required by Clause 1 of the Federal agreement. Copy of report attached as Appendix 20.

Source: Urban Renewal Division, City of Vancouver Planning Department.