NEIGHBOURHOOD ANALYSIS IN VANCOUVER

Four Exploratory Studies
for
Community Organization Purposes

by

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A Thesis Submitted in Partial Fulfilment of
the Requirements for the Degree of
MASTER OF SOCIAL WORK
in the School of Social Work

Accepted as Conforming to the Standard
Required for the degree of
Master of Social Work

School of Social Work
THE UNIVERSITY OF BRITISH COLUMBIA
1964
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School of Social Work

The University of British Columbia,
Vancouver 8, Canada.

Date May 29th, 1964
ABSTRACT

Community organization as a basic social work method has taken on increasing emphasis during the past decade. There is a growing awareness of the contribution this method has to make in a variety of settings in social welfare and allied fields. This year, the School of Social Work, University of British Columbia, initiated courses and field work placements in this specialization for students in their second year of professional training.

Partly because of the absence of this type of training in the past, there has been a dearth of studies of Vancouver neighbourhoods from a community organization point of view. Opportunity was provided through student placements to examine four disparate, dynamic and changing communities. The scarcity of previous studies denied access to any defined rationale. The examinations were based upon the tentative assumption that there should be a significant involvement of both physical and social planning at all stages of neighbourhood development.

For the present studies, a variety of methods for obtaining information was employed. Primary among these were: interviewing of key individuals in the communities and of representatives of agencies, institutions and associations knowledgeable about the communities; an examination of pertinent agency records; attendance at a variety of meetings of local import; obtaining demographic statistical information.

The findings of the West End study reveal it to be an area undergoing rapid change. The failure to establish decisive physical planning for the area creates uncertainty among local leaders otherwise well equipped to engage in social planning. A new community is thus evolving in haphazard response to this fact.

Problems related to the behaviour of young people have given Fraserview, a veterans' housing area, a degree of notoriety which is not altogether deserved. Although the present density of teenagers was predictable seven years ago, the social planning process, at the agency as well as at the Community Chest and Councils level, was unable to marshall community resources to meet adequately the specific needs of this area. The mobilization of the professionals and their subsequent incorporation as the Fraserview Youth Services Society is designed to provide the needed local planning body.

Skeena Terrace Public Housing is a major low-rental housing project located in an officially undefined community. Tenants have come from many parts of the city, but none from the area adjacent to the housing project. The findings indicate a degree of neighbourhood feeling developing on the project but little integration with the community of Sunrise Park.
Strathcona, a severely blighted area, is presently undergoing planned physical redevelopment on a comprehensive scale. Results of this study which has been conducted in the very early stages of the changing environmental conditions indicate a need for extensive preplanning on the part of the governments, private agencies, and citizenry. Co-Ordination of all concerned is required so that satisfactory social arrangements for this community can be effected and thus ease the problems of relocation and redevelopment.

These studies are of an exploratory nature - a deliberate effort to look at the communities without initial preconceptions. Although a few neighbourhood studies in Vancouver have been undertaken by students from this School, the value of this thesis may well stem from its community organization focus which could complement and supplement those with a case work and group work emphasis. These pilot projects may give rise to further analyses of Vancouver neighbourhoods and thus contribute to more comprehensive understanding of changing neighbourhoods within the city.
ACKNOWLEDGEMENTS

The preparation of this thesis has required assistance from many sources. In particular, the writers are indebted to two members of the faculty of the School of Social Work. Mr. William Nicholls, as Faculty Advisor, suggested the initial thesis subject, clarified study goals, and provided thoughtful suggestions as to the evaluation of data and the final writing of the thesis. Dr. Leonard C. Marsh also contributed from his wealth of experience to encourage and guide the thesis during its formulation and subsequent progress.

Messrs. Rowe and Ziegler express their gratitude respectively to Mr. Elmer J. Helm and Mr. D.R. McComb who in supervising their field placements contributed wisely and generously of their time and of their knowledge of the communities studied.

The kind co-operation of all the individuals, agencies and government departments listed in the Appendix is acknowledged with thanks.
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INTRODUCTION

Rationale:

The analysis of the four Vancouver areas was undertaken when a need was evidenced for a greater number of such studies, primarily for teaching and student use. Arthur Dunham states that, "no social worker is prepared to practice social work intelligently in a community until he knows certain basic facts about that community".¹

The first task of the community organization person in any neighbourhood is to gain a thorough knowledge of the neighbourhood before assessment and planning is introduced. The information and analyses may be of some value to efforts aimed at better understanding of the changing areas in Vancouver. In the main, this undertaking should be seen as a pilot project as few analysis of this type appear to be available either in British Columbia or in other parts of Canada.

Difficulty was experienced by the writers in establishing a firm rationale at the outset of the project. This difficulty centred around the apparent lack of concepts that might have equal and valid application to differing areas of the city selected for study. A tentative assumption was that there should be significant involvement of both physical and social planning at all stages of neighbourhood development. The first obstacle to the testing of this assumption was the lack of consensus in the literature regarding the definition

of these two terms.

"Probably the one element which the many definitions of planning agree upon is that of the rational use of various means for the achievement of desirable goals."

And further, Perlman concludes that social planning:

"has as many definitions as it has advocates and opponents".

Many sources were examined where this assumption is discussed but the following was selected as being particularly relevant:

"Comprehensive planning and social planning should be undertaken on a concurrent basis. Efforts should be made to establish a close liaison among agencies responsible for each type of long-range planning. The two types of planning have common goals and urban renewal provides an unprecedented opportunity to achieve these goals".

Each community was analyzed with this broad rationale in mind to consider the degree of applicability of the assumption. Rather than preconceived, the rationale has tended to evolve during the progress of the study, through periodic meetings and discussions of the writers.

Scope of the Study:

The selection of the neighbourhoods for study was based on two main factors:

1. That all were undergoing change, and

2. The writers were engaged in community organization field placement activities in each of the areas.

1 Herbert Hewitt Stroup, Community Welfare Organization, New York Harpers, 1952, p.41


3 "Working together for Urban Renewal", National Association of Housing and Redevelopment Officials, September, 1958, - "Comprehensive development is the term applied to the long-range planning that is done by city planning commissions or departments", p.4.

4 Ibid., p.5.
The four neighbourhoods are:

**West End Community**: The character of this area has been changing with the erection of large high-rise, high-density apartment blocks. Proportionately a larger percentage of older people are living in the area. A proposal to build a housing project for senior citizens has not been accepted; and a proposal for harbour development presently lies in abeyance.

**Fraserview**: The presence of a large veterans housing project containing a disproportionate number of teenagers has had considerable impact on the area, and in particular on all organized services for young people. The Fraserview Youth Services Society has been given a particular impetus arising from concerns of professional workers.

**Skeena Terrace**: This new, low-rental housing project of 234 units has resulted from urban renewal plans under the Twenty Year Development Plan for the City of Vancouver. The residents have moved into it from different parts of the city. There are a number of problems, individual, group and community, readily observable due to the particular location and lack of natural relationship with the surrounding area (known as Sunrise Park).

**Strathcona Area**: This severely blighted area is presently undergoing comprehensive redevelopment. Problems of relocation are evident as people are displaced from their homes. Special attention is given to the public housing project, McLean Park, which has been completed. Further housing and clearance is imminent. There are proportionately many people of Chinese extraction as well as a high percentage of single older men in this area.

The second consideration was that these areas offered an
opportunity for field work experience for Master of Social Work students whose major methods course was in Community Organization. In both the West End and Fraserview Communities, agencies offered physical facilities under supervision of senior staff with experience in this field and an opportunity for the students to practice Community Organization in neighbourhood settings.

The student placements at the two public housing projects, Skeena Terrace and McLean Park, were made possible through the cooperation of the Vancouver Housing Authority. Office space was provided by the project managers. There was considerable opportunity to observe many problems, such as, those of the older persons, of the one-parent family, of the alcoholic, of tenant interrelationships, adjustment to new accommodation and the regulations, of the families on very low-incomes, etc. Supervision in Community Organization was provided by a faculty member of the School of Social Work.

Definitions:

It was the decision of the writers that each should provide appropriate definitions and terminology in relation to the area studied. This decision grew out of recognition that uniform agreement on many such definitions had not been reached.

Methods:

The methods used have been diverse and not all have been employed equally by each writer. The general approach is suggested by Pauline Young in her book 'Scientific Social Surveys and Research',¹ Chapters XVII and XVIII. In these chapters she examines a number of

methods for Studying of Community Life in Urban and Rural Natural Areas. The writers have used a variety of methods because "it should be remembered that these methods are not mutually exclusive; they are closely interdependent and related to each other". Some are a result of the dictates of activity related to field work. These have been supplemented by other methods to gain information specifically for these analyses.

In the early stages of planning, to determine the focus of the studies and methods to be used, several meetings of the writers were held. In addition, meetings were arranged with individuals who could advise and direct the group in their thinking. Each writer examined previous Master of Social Work theses written by University of British Columbia students which were considered to be pertinent. Ideas, findings, and suggestions from these were shared.

Field work placement required the gathering of factual material in order to better understand the community in which each student worked. This was done in part by interviewing numerous individuals: local leaders, professional workers, and residents. In addition, interviews were arranged with representatives of agencies, associations and institutions whose knowledge, interest or activities would provide further information.

Specific reference is made here to the method of non-controlled observation which was used by each writer.

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1 Ibid., p. 474
"In non-controlled observations we resort to careful scrutiny of real life situations making no attempt to use instruments of precision or to check for accuracy of the phenomena observed".\(^1\)

The limitations of such a method are recognized as "there is the danger that non-controlled observation is likely to give us the feeling that we know more than we actually do about what we have seen".\(^2\) Recognized clearly was the fact that "these observations should, of course, be supplemented by other methods and devices which best suit the purposes of the study".\(^3\)

Non-participant observation method was employed to observe "community life or social conditions...noting the physical aspects, the social atmosphere, the industrial organizations, the symbiosis (living together) of the population, and the effects of living in such a social world".\(^4\) Each writer also acted as a participant observer. This occurs when he "lives or otherwise shares in the life of the group which he is studying".\(^5\) These methods were employed as field work experience provided the opportunity of attending many meetings. It was also possible to make observations particularly of the physical characteristics as activities demanded moving around the area by foot or by car.

Because these studies were so closely related to field work placements, considerable use was made of the records kept by each student. Not only factual material was recorded, but also observations made by individuals, and the student's own impressions and interpretations were noted. In reviewing these, it was frequently possible to obtain some consensus about each community. This was valuable particularly as there was often a lack of pertinent statistical information.

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1. Ibid., p.157
2. Ibid., p.157
3. Ibid., p.157
4. Ibid., p.158
5. Ibid., p.159
Valuable sources of information were minutes, reports, briefs, and other records of organizations, agencies etc. These were examined and relevant information extracted.

Statistical information about the population characteristics in relation to nationality, sex, age, income, economic level, etc. was obtained from census tracts and field work files. Charts, tables and maps were prepared to illustrate significant factors.

A comprehensive survey of pertinent literature was undertaken in 1963. Use was made of this material, supplemented by reading related specifically to the individual studies.

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Introduction

As indicated in the introduction to this thesis, this study of the West End is of an exploratory nature - an effort to look at the community without any preconceptions. The value of what emerges lies perhaps in the information gathered and the insights gained from the use of a variety of study methods. It may be regarded as a profile of the area compiled from the vantage point of a student placement, and a base upon which future studies might be built.

Initial difficulty was experienced in the attempt to employ existing community organization terminology and definitions to the study area. Terms such as district, neighbourhood, community and sub-community are either described for one specific context or used nearly synonymously.

The West End can be defined as a district inasmuch as it is served by a high school and elementary schools. But, as is not usually the case, this district does not lend itself to subdivision, into what are usually termed disparate neighbourhoods. Due to the compact and 'locked in' nature of the area, it is all one neighbourhood - referred to as such, and served by one neighbourhood house.

Creating further ambiguity is the fact that the West End can

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2 Loc. cit.
simultaneously be defined as both a community and a sub-community. It is a community in that within a given identifiable area, inhabitants associate and interact, become conscious of local unity and establish organizations to act in a corporate capacity in line with recognized interests and needs. But the West End in a truer sense is a sub-community. The study reveals two identifiable groupings to exist; some 70 percent form a transient, anonymous majority who shun involvement. The balance amount to a sub-community whose long residence and personal stake in the area prompt them to associate and organize for community betterment.

The wide variations in definitions arise from the fact that they embrace two main characteristics - the physical or town planners context, and the sociological context, the emphasis upon either of which may vary. For purposes of clarity in this study reference must be made to the context within which each term is employed.

**Historical Development of Area**

A prerequisite to the historical development of an area is a geographic expression of that area's location. While ambiguity may exist in the minds of most Vancouverites, except long term residents, as to the boundaries of most communities, the West End proves atypical due to its well defined locale. It is contained on the west by Stanley Park, north and south by the waters of Burrard Inlet and English Bay

1 Edmund De S. Brunner, "The Nature of the Community: Selected Definitions", op. cit. p.27.

and its eastern boundary is the major traffic artery Burrard Street.

The West End has its origins in the earliest days of the city when its favourable location, adjacent to the early business and trading centres, as well as its topography made it the natural choice for an exclusive residential area. Circa the early decades of this century, the expanding commerce of the growing city began to confine the area and encroach upon it from its northern and eastern boundaries. A competing area of an exclusive residential nature started to usurp the West End's preferential position, namely Shaughnessy. A gradual decline ensued with residences giving way to rooming and apartment houses. The changed nature of the housing naturally gave rise to an increased density of population.

Following World War II, the decade of high immigration, coupled with a native influx from other provinces and outlying areas of B.C. itself, brought about a gradual increase in the population of this one square mile area. It presently exceeds twenty-five thousand inhabitants. The newcomers were attracted to the natural attributes of the area and the proximity to their place of employment, together with low rental if sub-standard accommodation. This recent decade has seen a continuance of this trend upon which private developers have capitalized. Zoning by-laws, unlikely to undergo change, assure the area's future as a residential setting. Each year has seen the demolition of older housing and replacement by high rise apartments. The process is far from complete, however, and throughout the area is evidenced this incongruity, side by side of the old and the new.

1 Interview Mr. L. Monroe, City of Vancouver Planning Department.
The foregoing aspects of the historical development of the area would be incomplete if reference were not made to the demographic changes which accompanied the change in housing. It should be noted that the historical development shows a trend from long term resident home owners, to a highly mobile transient tenant populace; and from family groups with members of all ages to growing concentrations of single people, couples without children and senior citizens. In summary, the area has been, and is now in a state of relatively rapid transition, one that is without known parallel in this province though not unknown in older North American cities. As such, in terms of both physical and social planning, it creates unique challenges, problems and possibilities and proves worthy of study and comparison with the three other areas of Vancouver with which this thesis is concerned.
WEST END ASSETS

Physical Assets

The West End occupies an unusually attractive setting. The peninsula on which it is situated affords a majority of residents panoramic views of Stanley Park, the North Shore mountains, the waters of Burrard Inlet and English Bay. The density of the population, three times that of areas of similar size in Vancouver, would seemingly testify to the inhabitants' appreciation of the setting.

Views alone are rarely sufficient inducement to establish residence within an area. The West End is adjacent to renowned Stanley Park which provides a remarkable number and variety of natural and man made attractions. Admittedly the Park serves the whole metropolitan area and therefore cannot be interpreted solely as a local asset but there is multiple evidence to presume that West Enders make much use of it together with adjoining beaches. It cannot be ignored as a major factor in attracting growing numbers of people to this area, whether they make use of these assets or not.

West End Housing Assets

These numerous assets must, however, be regarded as secondary to the nature of available housing which exerts the greater influence in dictating where one will reside. In the West End, 87 percent of all housing is in apartments or flats and 92.5 percent of all dwellings are tenant occupied. This naturally is in striking contrast to the rest of the city, due to the small size of the area, one square mile,

1 Unless otherwise indicated, the source of statistics used throughout this study is: D.B.S. 1961 Census, Census Tract Bulletin, c.t.22. (Tracts 1,2,3 & 4)
THE WEST END: Viewed from Coal Harbour looking North.
Photograph: Courtesy Bill Dennett, Vancouver Sun, September 1963.
and the high land costs and taxes. The cost of either owning or occupying a single detached dwelling proves prohibitive to all but the most affluent. The median value of owner occupied dwellings is $21,394 as compared to $13,783 for all of Vancouver and taxes rose between 20 to 30 percent in the past year alone.

Such a one-sided housing picture as the West End presents, obviously cannot be construed as either a complete liability or an asset. But assets it has. Almost one half of all residences are of post war construction. The more recent of these are ultra-modern high rises incorporating every convenience and luxury to attract tenants. Some are almost wholly self-sufficient with patios, swimming pools, privately furnished recreation rooms, laundries, dry cleaners, etc.

The appeal of such accommodation is primarily to adults for there is no catering to younger children even if these are not deliberately excluded. What larger families there are in the West End, and they are few, have resort, with rare exceptions, only to the oldest housing which has been converted to apartments. But even old housing has advantages, inasmuch as being within walking distance of downtown job locations, commuting expenses are nil. While admittedly sub-standard housing, the poorest are at a rent residents can afford and the outer environment compensates in some degree for the home itself. Suffice to say that residents remain long enough to earn sufficient to permit them to consider more spacious accommodation elsewhere.\(^1\) The older apartments

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\(^1\) Statistical proof is lacking for this statement, but discussions with real estate interests on the local Council and with other knowledgeable local sources lend to its verisimilitude.
and rooming houses may be seen as an asset for retired pensioners, married, single, or widowed, in that many elect poorer housing in order to be within walking distance of busy downtown life as well as the other amenities which are close to hand. They likewise benefit in that living for the most part away from their own children, they have the companionship of their peers. An outstandingly high percentage of West Enders - 23.5 percent - are over the age of sixty-five.

Proximity to the downtown area is a pronounced asset. Here are concentrated the multitude of large stores, the Art Gallery, the Library, theatres, cinemas, clubs and restaurants. While much of the downtown area is blighted, plans are afoot for its early rejuvenation. The West End which adjoins it cannot but benefit as a result. The area is likewise seen as an asset to the concentration of the younger single men and women who work in downtown offices and after hours make use of nearby commercial entertainment.

Community Services and Facilities

To conclude a description of what are primarily physical assets of the area, one cannot ignore such necessary facilities as schools, churches, hospitals, or clubs and meeting places within the area. (Fig. 1)

Schools

The West End is served by a junior/senior high school, plus two public and one private elementary schools. Until September 1963 when the new high school was opened, all of the schools were more than half a century old, with their architecture and facilities reflecting their

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1 Interview with pensions worker for West End clients at City Social Services Department, December 5, 1963.
WEST END NEIGHBOURHOOD FACILITIES AND INSTITUTIONS

△ SCHOOLS
1. KING GEORGE HIGH SCHOOL
2. SIR WILLIAM DAWSON
3. LORD ROBERTS
4. GUARDIAN ANGELS

△ CHURCHES
5. GUARDIAN ANGELS R.C.
6. ST. PAULS ANGLICAN
7. FIRST PRESBYTERIAN
8. ST. ANDREWS WESLEY UNITED
9. FIRST CHURCH OF CHRIST SCIENTIST
10. JEHOVAH'S WITNESS

- - - LOCAL SHOPPING CENTRES
- - - CENSUS TRACTS BOUNDARIES 1, 2, 3, 4.
- - - BUS ROUTE

△ OTHER
11. GORDON NEIGHBOURHOOD HOUSE
12. CANADIAN LEGION BRANCH 187
13. VANCOUVER ART GALLERY
14. NELSON ST. PARK
15. ST. PAUL'S HOSPITAL
16. Y.M.C.A.
17. Y.W.C.A.
18. CRYSTAL POOL
inadequacies as conceived by contemporary standards. The new high
school and modernization of others has gone far to rectify these criti-
cisms. The schools generally must appear almost wholly on the credit
side of the West End ledger.

School enrolments have generally reflected the declining number
of children in the area. For example, the Sir William Dawson Elementary
School has now only 265 pupils, almost a 100 percent decrease from that
of a decade ago. All of these children could be accommodated in Lord
Roberts School which also was designed to handle approximately twice its
present enrolment. It was planned two years ago to close the former
school but this was granted a new lease on life by specialization. With
the best staff/pupil ratio of any Vancouver school, it offers separate
teaching for a class of 10 - 15 new Canadians, a slow learner class of
15, a hard of hearing class of 15 from the Jericho School and maintains
another teacher for children hospitalized at St. Paul's Hospital directly
across from the school on Burrard Street.¹ All West End schools are
seen as desirable placements for educators and the principals of all of
them speak in laudatory terms of the high calibre of their staff. They
themselves are, from all local reports, particularly capable men.

Churches

Apart from the West End having 7 percent more Anglicans than has
the average Vancouver community, religious affiliations are otherwise
almost identical. Six churches lie within the West End. The denomina-
tions are Roman Catholic, United, Anglican, Presbyterian, First Church
of Christ Scientist and Jehovah's Witnesses. While there are innumerable

¹ Interview Mr. A.F. Clarke, Principal, Sir William Dawson Elementary
School. December 5th, 1963
ways of measuring community contribution of churches, most beyond the scope of this study, one factor did emerge as striking. This was: the degree to which the church could be considered as a community asset appeared to be related to the church's geographic location.

Recalling that the West End is only ten blocks square in area, it appears that if the church is located within the area it is considered a local church. If, however, it is on the perimeter, adjoining the downtown area, it is classified as being a city church. While this statement is an oversimplification ignoring many other relevant factors, the ministers interviewed attest to this as a fact having major implications for the growth or gradual demise of a church.

To illustrate this point, Central Presbyterian Church which twenty years ago had a flourishing West End parochial congregation, now draws only 20 percent of its 200 members from there. One factor is that congregations are older, fewer of them own cars and, having to walk to church, more are likely to do so if a church is within the area rather than on its perimeter. Only a score of members are young adults, and children are yet fewer. Despite a recent $40,000 renovation of the church and its auxiliary facilities, these go almost totally unused. The church is actively in use only at the Sunday morning service, the minister without a curate, is discouraged as his attempts to bring known local Presbyterians into the church meet with failure, stemming from a reluctance of newcomers to involve themselves. The life of a church is often construed as springing from families with children and as these become fewer in the West End, his pessimism mounts.\footnote{Interview Reg. Edward Bragg, Central Presbyterian Church, Nov. 25, 1963.} A few years ago, consideration was given to selling the church and its future is still in doubt.

On the other hand, the Anglican Church, which is located quite
near the centre of the West End, is better staffed and both more active and optimistic.\(^1\) Though also encountering the desire for anonymity and objection to involvement which many apartment dwellers project, the congregation is expanding. It is drawn predominantly from within the area, and may be attracted, too, by the number of adult and youth organizations the church provides. The Anglican, United and Roman Catholic Churches appear to be the strongest religious resources from a community point of view, and the greatest potential for indigenous leadership.

**Miscellaneous Facilities**

Among further facilities and services, are the following. St. Paul's Hospital, with 600 beds, is located on the eastern boundary of the West End. Although it serves the city of Vancouver it is of greater importance to the West End. In addition to the medical staff it also has a Social Services Department with two professional social workers.

Both Fire and Police services are on a par with the rest of the city and are deemed quite adequate. Public transportation is by trolley coach and is so located as to loop through the West End never more than a three block walk from any part of the area. Small local stores abound throughout the area but few, when judged by their appearance or the voice of the local business association, seem to be thriving. The proximity of downtown stores undoubtedly is a factor in swaying West End residents to make major purchases outside of their community.

The major meeting place for the greatest numbers of both the old and young is Gordon Neighbourhood House, as it offers large and varied

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\(^1\) Interview Rev. J.W. Ellis, St. Paul's Anglican Church, Nov. 28, 1963
programmes for these groups. Young adult members, however, number less than one hundred. Two local Royal Canadian Legion Halls are also favoured spots, and Stanley Park with surrounding beaches and other park areas are likewise impromptu meeting places for large numbers when clement weather permits. Only one small cinema operates within the area, this being the single commercial entertainment available. As many pensioners room in the area, certain coffee shops and cafeterias where they purchase the only daily wholesome meal they can afford, also serve as informal meeting places. The new high school offers non-academic evening classes which too act as meeting places for adults. However, as this is the first experimental year of operation, this makes for limited programmes as yet.

Personal Assets

Less tangible than a community's physical assets and therefore more difficult of evaluation, are its personal ones. Recalling prior studies of the East Kitsilano and Mount Pleasant areas of Vancouver, liabilities mentioned here were the lack of residents' consensus as to the boundaries of community, the lack of community spirit, organizations, leadership and personal involvement within the community. If one adjudges the potential for community progress and betterment to hinge upon these, then the West End is assuredly in an advantageous position.

Not overlooking the anonymous mass of transient "cliff dwellers", a community sense of identity and spirit nevertheless exists. Its


development is promoted by the unambiguous location of the area. The West End boasts a certain spirit and tolerance, a 'slightly racy' atmosphere that approachess, but falls short of, one interviewee's description of the area as a "little Greenwich Village". There is a mild cosmopolitan aura to it; observable in the variety of European stores, delicatessens and restaurants within the area. This spreads across all age groups; one elementary school boasting a United Nations Club with 36 nationalities among its members.¹ The area attracts new immigrants together with foreign ships' crews from the harbour close by, ensuring that the sound of strange tongues is no longer cause for heads to be turned.

Lending strength to the community is a long resident core group which take a real pride in its community and works in innumerable ways for its betterment. Attendance at a variety of local meetings together with personal interviews and informal discussions, provided first hand evidence of the strength of local leadership. This is impressive, in its knowledge and sophistication; its voice and actions, depending upon the issues, gains a ready hearing and carries recognition and weight not merely locally, but through and beyond the city as a whole. Citizens have at their disposal, an array of associations and organizations within the area, strengthened by this leadership, through which they may make their views known. They can, and do this, on many issues, and the West End is a most articulate community. It has, in addition to the usual civic, church and school organizations, a strong Community Council which serves to draw these myriad views together and achieve its goals through a unified voice. A local bi-weekly newspaper, the West Ender, adds to community cohesion through its 3,500 circulation.

¹ Interview Mr. J. Brooks, Principal, Lord Roberts Elementary School, Nov. 28/63
Zoning and Housing

The liabilities of the West End are inseparable from its assets. The beauty and desirability of its environment attracts ever growing numbers of residents and serve to compound existing problems. The present accommodations, the zoning laws as they now stand, their implications for future residential construction, the high value of land and the high tax assessments are all factors militating against a balanced community. It has made for an area in transition but the direction of change is not wholly clear. For long term West Enders with a real stake in the area, this makes for some anxiety and concern.

More than 70 percent of the West End is zoned for apartment construction. (Fig. 2). Whole city blocks of apartments have been erected, particularly during the past twenty years, and each year sees old houses wrecked to make room for more glass and concrete high rise apartments. These stand incongruously, side by side with dilapidated seventy year old frame homes converted into rooming houses. Yet the latter pay exactly the same taxes per square foot of land as if a thirty storey high rise was already upon it. (A recent legislative proposal seeks to qualify this state of affairs but will not become effective before 1965.) The limited rents old houses may command when

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1City of Vancouver, Zoning and Development By-Law, No. 3575.

2Recent real estate advertisement show high rise lots selling at between $800 to $1200 per front foot.

CURRENT ZONING - WEST END STUDY AREA.
new apartments are constantly being opened, together with the high taxes, prohibits adequate maintenance. Each year their shabbiness grows more noticeable.

With rare exceptions, entrepreneurs have built only bachelor and one bedroom apartments. The most recent structure contained 400 identical one bedroom 'cells' the sole architectural relief being the owner's penthouse. (47.3 percent of all residential construction has occurred since 1945.) Their unit construction costs are lower and the monetary returns greater. Like-wise, the highest returns from renting converted homes comes from single rooms or small apartments. Few families can afford to maintain a home of any size. Each year old homes become fewer and no new single family dwellings replace them. Amid 25,000 people, astoundingly it is revealed that only five families have homes totally to themselves, that is, without roomers or boarders. Presently, only 7 percent of all residences are owner occupied, and the size of the average family throughout the community is 2.28 persons. This is in contrast with Greater Vancouver where 60.7 percent of homes are owner occupied and the average family size is 3.2 persons.

Demographic Characteristics

The dictates of available accommodation are reflected in the community's atypical demographic character. Embracing all of census tracts 1, 2, 3 and 4, the West End has, for example, 82.3 percent of its people aged 25 or over; 23.6 percent are 65 and over, and only 9.6 percent in the group 19 years or under. Generally speaking there has been a decreasing child population in the West End for many years. A slight reversal occurred between censuses 1956 and 1961, but it is difficult to interpret this as a trend. The explanation attracting the greatest
consensus among those interested in, and conversant with, this phenomenon, is that periodic spurts in new apartment growth leave older and roomier apartments with vacancies. To avoid loss of rents, restrictions against renting to families with children are temporarily relaxed. It is significant that the increase was among 14-19 year olds, an age group usually recognized as being more acceptable to landlords than younger children.

Briefly, the West End population is made up of large numbers of retired people, single men and women, and couples without children. Families with children are few, and the numbers of children within families also few in comparison with the rest of Vancouver. This creates problems, particularly for families with children and also for senior citizens. Children for the most part live in cramped rooming houses or apartments with lack of play space in the area. Other than Stanley Park which is not suitable, safe or always conveniently distanced for unchaperoned young children, there is but one 'tot-lot' outside of the inadequate school grounds. Older people of limited means, many of them long resident in the area and anxious to remain there, are forced to move due to increasing taxes or rent. However, the overall numbers of retired people of greater affluence shows a steady increase.

The fact is that expanding numbers of people, young and old, find apartment living in the West End a satisfactory way of life. For a 30 storey apartment with 400 one bedroom suites opened in November 1963, there were over 700 applicants. Who are these tenants? Some as stated

1 Interview with Miss G. McCorqudale resident of Imperial Towers Apartments.
are retired, some young: single business people, others are those who have come back to the city to avoid the responsibility and expense of keeping suburban homes. With children grown and out of the home, there is no longer a need for 3 or 4 bedroomed houses, the upkeep of which together with gardening chores often becomes an unnecessary burden which apartment living relieves. The proximity of the West End to many business offices also spares them the rush hour strain and expense of commuting. Some prefer apartment living for the greater sense of anonymity. Friends, acquaintances are drawn from their work or club associations - this is sufficient and outside of these, don't wish to be known and like to be left alone. For others with impediments of finance, ill health or old age, it is not a matter of preference but one of necessity.

A resultant liability of this situation from a community standpoint is the highly transient nature of the population. Single people, couples without children, and retired people move frequently within the area when a yet newer apartment offers inducements to tenants not provided in their present one. Couples other than in the few large apartments must move to the suburbs when they start their families, for terms of apartment lease, as well as living space, militate against their staying. Further, many residents of older, cheaper apartments and rooming houses are immigrants or newcomers to the city who settle only long enough to establish themselves in employment - save enough to make a down payment on a house and then move. Others (after the nature of their employment) are transferred here for a matter of a couple of years or so, and for such short term residence see apartment living as the most sensible solution. Those with marginal incomes, or in receipt of
social assistance, e.g. pensioners and deserted wives with small children, occupy the poorest dwellings, often those slated to make room for new apartments which naturally renders a move mandatory.

Measurements of transiency come from all of the schools within the area which report a 50 - 60 percent annual turnover of pupils. The community newspaper editor reports, too, the failure of subscription drives as due to people's reluctance to see themselves other than enjoying a brief sojourn in the area. Ministers who seek to interest them in joining their congregations, schools which would welcome them to P.T.A.s, and civic organizations which solicit their contribution to community improvement, all report on their avoidance of involvement and their parallel desire for anonymity. While there is recognition of community there is little attachment to it.

The total picture, however, is not altogether gloomy. Though the majority are transient and in a sense represent a community liability, some 30 percent are long term residents. Although even this group may move within the area, they yet maintain a community identity which constitutes a confirmed asset and one which is discussed in the final section of this study.

Proximity to City

The geographic proximity to the downtown area, while described as an asset, is simultaneously a liability. The north and east boundaries adjoining Robson and Burrard Streets, see the near solid residential core giving way to a variety of large and small commercial establishments such as hotels, motels, stores and business offices. The remaining houses and some smaller family hotels interspersed between new structures prove the most dilapidated. The City Social Services Department confirm
a high number of their single male recipients frequently moving in and out of these residences. An unascertainable but reportedly significant number of them have problems of alcohol and/or drug addiction, with associated personality disorders and often criminal records, too. Numerically, however, they are small compared to numbers of similar clients residing just to the east of the West End community.

Likewise the isolation and anonymity the West End affords, makes for a greater tolerance and laissez faire among the inhabitants. Prostitution convictions in recent months reveal this area to lend itself naturally to this trade. Similarly no city of any size is without its homosexual coterie and while the extent of this aberration cannot be known even to the police, and in any event is beyond the scope of this study, police believe it has a broader incidence in the West End than elsewhere.

The total of these factors reportedly, but not verifiable scientifically, has an undesirable influence upon the children and youth of the community. Principals, school nurses, and local medical social workers claim to observe a higher than average incidence of personality disorders among youngsters. Regrettably, they are unable to furnish any statistics in substantiation of their impressions and none are available from other sources which cover this area. Their strong impressions, however, are based upon many years of experience in both the West End and other areas and thus cannot lightly be dismissed.

1 Interviews on January 6, 1964, revealed that the Alcoholism Foundation of B.C. and the Narcotic Addiction Foundation do not maintain statistics to substantiate this statement. Workers note, however, that some of their clients move in and out of this sector of the West End as often as every month or two.

2 Interview with Staff Inspector Brown, Vancouver City Police, March 5, 1964.
Teenagers, according to the High School principal, are much more sophisticated than their suburban peers, less boisterous and juvenile but with only a slightly higher than average incidence of delinquency. Their sophistication and higher ratio of emotional disturbance he attributes largely to their environment. Similarly, among primary grade youngsters, these are described by the Dawson School principal as also being sophisticated in a 'street wise' sense but as for the most part they come from poorer families and broken homes, their I.Q. reflects the dearth of stimulii to which they are exposed. Both principals stress the liability arising out of the transient nature of their students' existence. Moving constantly, even within the area, they cling to school as the one symbol of permanency in an otherwise 'footloose' existence.

Although the numbers of children are relatively small in comparison with suburbia, the area does not cater adequately to their welfare and recreational needs. While these will be dealt with as a separate issue, suffice hereto to say that it is presently a liability within the area for which no immediate remedy is at hand.

It has been stated that the West End has an unbalanced population and that this may be deemed a liability. To posit this is to introduce a set of values which would not likely be accepted unchallenged. It is not the aim of this study to argue these but to continue on the premise that planners of new towns, in Britain for example, see a balanced community as essential to its healthy continuance. One can draw the parallel that the West End, though unplanned in the conventional sense, is nevertheless evolving as a new community.

This liability almost certainly will be perpetuated. No family homes, or family sized apartments are likely to be built by private entrepreneurs. One might well ask if there is a need, then, for subsidized low rental public housing for families and older people of limited means and argue convincingly there is. Indeed, in the case of senior citizens this has already been done.\(^1\) However, in the case of families of limited means, regardless of the strength of the argument, the likelihood of public housing being constructed in the West End is remote due to high land values. Presently too, Vancouver's long term re-development scheme does not include the West End.\(^2\)

Under the present order of priorities in building, plus the fact that public housing has proved perenially slow of realization,\(^3\) the West End will long, if not permanently, continue unaffected in this regard.

**Physical Liabilities, Real and Potential**

A mobile population has a major concern with access to and from the area in which it resides and a need for parking space within that area. The West End has distinct liabilities in this regard. Street patterns were designed and laid down a half century or more ago. As a consequence, streets are narrow, and many of them poorly lit for today's volume of traffic. The increased population density also makes for a parking problem which long ago reached the saturation point. Until recent years apartments could be built without necessity for the provision of parking facilities for new tenants. Building restrictions,

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\(^1\) West End Community Council brief on Senior Citizen Housing, Jan. 21 1960.

\(^2\) Redevelopment in the City of Vancouver, Vancouver Housing Authority, August 1960.

since imposed, provide for adequate basement parking space, but these came too late and slow moving traffic on congested streets continue to cause exasperation. Even back lanes between streets have, as in few other areas of the city, of necessity been pressed into use for parking space.

The pedestrian population fares little better. Sidewalks, too, bear construction dates circa 1900. They are cracked, broken and uneven. Successive repairs serve but to accentuate their inadequacy. However, amid green boulevards old shade trees whose growth has heaved up the adjacent sidewalks, may aesthetically be viewed as some compensation for this liability. Poor street lighting likewise encourages those with criminal intent. Press articles stressed this as one factor in pedestrian attacks, purse snatching and thefts from parked cars as well as numerous acts of vandalism and breaking and entering into apartments.\(^1\) The latter crime, however, is more closely related to the degree of anonymity within a community. Strangers roaming the West End do not attract the same curiosity they would in a settled suburban district. A special rooming house police detail of four constables has long been formed to combat this crime.

The Traffic Liability

A look back to the map of the West End in relation to the rest of Vancouver points up its strategic central location between the major business cores of both downtown and Broadway and the mushrooming bedroom suburbs of North and West Vancouver. The West End is encircled and nearly strangled during morning and evening rush hours by major traffic arteries handling a dangerously heavy load of traffic.

\(^1\) Vancouver Province, December 18, 1963.
Each year, with the continuing growth of the city, the problem worsens. Numerous proposals to bring about amelioration have sparked continual controversies for over a decade\(^1\) and a study is presently being conducted by the Stanford Research Institute. One interim solution which reached fruition was the construction of a new Second Narrows Bridge. This served to increase the flow of travel to and from North Vancouver at the eastern boundary of the city but did little to relieve the traffic volume on the Lions Gate Bridge which funnels all traffic through Stanley Park and the West End.

Two proposed solutions to this problem, if acted upon, would prove decided physical liabilities for West End residents. First is the possibility of a freeway starting at the north side of False Creek near the Burrard Bridge, running north-west through the West End area, then paralleling Georgia Street to cut another swath through Stanley Park prior to joining a new bridge, paralleling Lions Gate Bridge to North Vancouver. The second proposal visualizes a similar new bridge but with access roads running westerly through Stanley Park, then across a causeway over English Bay to the Kitsilano area.

Both proposals have created more anxiety and concern among West Enders than any other local issue in the history of the community. The despoliation of Stanley Park, the noxious concomitants of freeways through residential areas and the consequent effect upon property values are viewed by residents as near catastrophic. Illustrative of the allied nature of both assets and liabilities is the fact that this potential liability, this threat, has done more to create a community spirit and concerted action under strong local leadership than any other

\(^1\) West End Community Council Scrapbook.
concern. This has directly contributed to the building and strengthening of an important asset - the West End Community Council.

Of more recent origin, yet running a close second to the Burrard Inlet Crossing concern, is the potential threat known as the Coal Harbour Development Plan. Depending upon which side is discussing the issue, it is either a "blessing and a mark of real progress", or, to West Enders, "a liability of incalculable proportions". The plan calls for comprehensive development of 22.3 acres of waterfrontage on Coal Harbour. It would be composed of luxury high rise apartments, marinas and stores. If proceeded with, it threatens to destroy views, compound traffic problems and to usurp potential new apartment dwellers for some years to come. Existing West End apartments may be expected to lose tenants to it, and future development of apartments on West End property, long zoned and taxed for this purpose, will be delayed at great cost to West End property owners. The strength of this concern may be gauged from the fact that seven hundred people turned out to hear and voice their opinions at a public meeting on this subject, in June 1963.

In summary, it is these, together with less dramatic issues and the lack of firm plans for the West End's future, which make for an overall uncertainty. For the many who have a personal or monetary stake in the area, it is a distinct liability. The concerns prove more widespread, however, for West End briefs opposing both suggestions have received a high degree of approval from many organizations and individuals throughout the metropolis. In truth, however, it must be said that perhaps a majority of West Enders, by the dual nature of their transiency

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1 Coal Harbour Investments Ltd., Rezoning Application, City Planning Department, June 21, 1963

2 Press Clippings, Letters to Editor of Vancouver Sun, Vancouver Province May and June 1963, West End Community Council, Historians Scrapbook
and desire for anonymity, are ill informed and apathetic on these issues. They are seemingly incapable of being aroused to face real concerns, and as is frequently the case, content to leave the fight to the energetic few.
COMMENTARY ON EXISTING COMMUNITY PROBLEMS

Before embarking upon a discussion of the West End community's problems, a word of caution is in order if they are to be viewed in perspective. An interview with the social planners of the Community Chest and Councils revealed a relative lack of concern for the West End. ¹ Social problems the area undoubtedly has, but none, by nature or dimension, are such as to be 'viewed with alarm' when compared with other less fortunate areas of Vancouver. The planners state their equanimity arises from the operation within the area of Gordon Neighbourhood House, whose experienced staff assures a superior preventative job through the many programmes offered.

In recounting West End problems and attempting to assess their incidence, resort must all too often be made to impressions, informed opinions and educated guesses rather than statistics. This problem is identical to the difficulties revealed by the Wheeler Report. ² However, despite the dearth of statistics, impressions will not be quoted except when no more scientific criteria is available, and only when such impressions originate with, and achieve consensus among those whose specific qualifications and experience are such as to lend validity to them.

Problems of the Aged

To consider problems by age groups, among the senior citizens, income deficiency and housing must take top priority. Limited income

¹ Interview Mr. B.A. Robinson, Social Planning Section of Community Chest and Councils, November 28, 1963
is a universal problem but one which is more acute in the West End where higher than average rents for what is often sub-standard accommodation, proves an unduly heavy burden. While the harsh realities of the market place would dictate that those thus affected should move elsewhere, they could do so in many cases only to experience a different kind of hardship. Numerous among them have been long resident in the West End, have a strong attachment to it and have formed many close associations they are loath to sunder. The City Social Services Department, social workers at the local hospital and the senior citizens worker at Gordon House, all report of aged persons occupying one dilapidated room paying an average rent of $45.00 per month who can merely subsist on the meagre balance of their income. Yet for many to move, as they pathetically remark to these workers, would be to deprive their lives of meaning. The hospital reports that older patients, though discharged as cured, express the desire to linger in the hospital for the superior diet and attention denied them at 'home'.

The needs of this group is for some combination of subsidized nursing and/or boarding homes within the area, and/or an increase in the numbers of homemakers available to them. For the aged as a whole there is a great demand for low rental public housing in the area. This latter need is a long recognized one and much thought and effort has already been expended towards the realization of such a goal. The need to combat social isolation and promote neighbourliness is necessary for, though not

1 Interview Miss B. Stanley, Director West End Unit of City Social Service Department, December 5, 1963
2 Interview Miss M. Miller, Social Service Department, St. Paul's Hospital, December 12, 1963
3 Brief presented January 21, 1960 to Vancouver City Council by Senior Citizens Housing Committee of the West End Community Council on the need for, and financial feasibility of construction of a senior citizen housing project within the West End.
confined to, the aged. To accomplish this and yet avoid any invasion of privacy is a problem in the West End as elsewhere, and one which continues to give concern to others as well as social workers.

Gordon House presently offers a comprehensive array of programmes and facilities to over three hundred senior citizens. The effectiveness of the service it performs is related in no small measure to the fact that the worker for this group has twelve years of experience in this job. The House seeks always to reach out to this group and extend and improve upon what it already offers. This will become more onerous with the passage of time as the percentage of the aged who retire to this area steadily increases. Their problems are not solely economic but are yet such as to strain the limited resources presently available to deal with them.

Problems Among Families

The following data on problems of families within the area is drawn primarily from a statistical study compiled in November 1963 by Gordon House worker Margaret M. Mitchell on 440 families served by Gordon House. The children in these families numbered 1,036 and 612 of these were enrolled in Gordon House. It is true to say that perhaps a majority of these children come from the less affluent homes within the West End, but an overall view of family problems within the area is not grossly distorted by this fact. Financial problems do not loom large in comparison with others and statistics on incomes show no major differences from the average incomes of all Vancouverites.

Representing some 60 percent of all West End families with children, the 440 families studied showed only 257 with both parents in the home. Of the balance, seventeen homes had fathers only, twenty-
six were fostered and the balance of 140 families were maintained by the mother alone. This high percentage of broken families naturally indicates a correspondingly high incidence of a variety of problems. An illustration of this may be seen in the following table which was drawn up from 98 families totalling some 400 members found to be in need of special help; the estimates err on the conservative side. Of the 98 families, it may be seen that they average almost three problems each of those listed in the table.

Table A. Sample of Type and Incidence of Known Family Problems Among Gordon Neighbourhood House Members

<table>
<thead>
<tr>
<th>Problem</th>
<th>Number of Families Affected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disturbed Child</td>
<td>31</td>
</tr>
<tr>
<td>Disturbed Adolescent</td>
<td>27</td>
</tr>
<tr>
<td>Disturbed Family Relations</td>
<td>25</td>
</tr>
<tr>
<td>Multi-problem Families</td>
<td>15</td>
</tr>
<tr>
<td>One Parent Families</td>
<td>61</td>
</tr>
<tr>
<td>Financial Problems</td>
<td>24</td>
</tr>
<tr>
<td>Delinquent Behaviour</td>
<td>18</td>
</tr>
<tr>
<td>Unmarried Mothers</td>
<td>5</td>
</tr>
<tr>
<td>Mental Retardation</td>
<td>13</td>
</tr>
<tr>
<td>Physical Health Problems</td>
<td>8</td>
</tr>
<tr>
<td>Psychiatric Problems</td>
<td>13</td>
</tr>
<tr>
<td>Child Neglect</td>
<td>15</td>
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<td>Child Care Problems</td>
<td>8</td>
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<tr>
<td>Alcoholism</td>
<td>4</td>
</tr>
<tr>
<td>Cultural Conflicts</td>
<td>7</td>
</tr>
</tbody>
</table>


Problems Among Teenagers

Problems among teenagers in the West End, in nature and incidence, reveal no great discrepancies between this area and Vancouver as a whole. The High School Principal was unable to provide statistics on the 'dropout' rate but his 'educated guess' placed this
at about 50 percent; higher than the average for Greater Vancouver but average for the Province. A 60 percent turnover each year in student enrollment is a major factor in prohibiting accurate measurement of school retention rates. The Chant Report indicates these rates in any event as being subject to numerous definitions and qualifications.\(^1\)

A measure of delinquency in the area revealed that 21 juveniles appeared before the courts in 1961 on other than traffic offenses.\(^2\) It is true that an unknown number of delinquents are not brought before the courts and that an accurate assessment of the problem is therefore difficult. However, the high school principal, the City Probation Officer for the area and the Police Youth Detail do not consider this to be a problem of serious proportion. The Principal referred to his high school students as being "more adult, self-disciplined and less boisterous than their suburban counterparts - presumably a behavioural bi-product of apartment living".

The relatively low delinquency rate is even more significant when one considers that of the 133 Gordon House senior teenage members (age 15 - 18), only 70 of them have both parents in the home. As this number represents a significant proportion of all West End children in this age group, one could reasonably assume that some credit must go to the preventive job of Gordon House. Regrettably it has had recently to cut down on the volume of services it can offer to children of all ages. Having to reduce services during the summer months, the problem of insufficient summer camps is a further aggravation.

Problems Among Children

The problems of younger children stem from the fact that they

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1 Report of the Royal Commission on Education, Province of British Columbia, 1960, p.43
reside in an area which becomes progressively less adapted to their needs. In confined rented quarters, their innate boisterousness must be controlled to obviate annoyance to adjacent tenants. Outside of the home, there is but one local park in which to play, and with both back lanes and streets crowded with parked cars and moving traffic, they prove too hazardous for the younger children. School playgrounds are not adequate though the new High School will soon acquire an extra half of a city block for playing fields. While Stanley Park is an obvious boon, it is not centrally located and is further restricted by the fact that younger children cannot safely make use of it unless accompanied by parents or elders.

Problems of Parents

A problem for parents is the inadequacy of day care facilities. Of the 440 families in the Gordon House study, 73 families have both parents working, and 90 of the 140 families with the mother only in the home also work. Gordon House can offer day care for but 45 to 50 children, which leaves a large unmet need. Some mothers not now working, but dependent on social assistance, would prefer to work if this was possible. A check of City Social Services Department file cards in March 1964, revealed some 15 percent of all West End recipients with families both capable of and anxious to work if day care were made available.

Two thirds of the West End's population are between the ages of 20 and 65. Some eight hundred of this group are Social Assistance clients with the full range of problems such dependent status typically reveals. The fact that this department has only one professionally qualified 'A' worker with a case load small enough to permit any sound casework, poses a real difficulty. Presently this worker covering a wide geographic area,
can serve only six West End families and this limitation places a heavier burden upon other agencies operative within the area. Unfortunately, however, this is not a problem unique to the West End. The problem of unemployment among West Enders is not significantly different from the rest of Vancouver. In 1961, 7 percent of West Enders were registered as unemployed when 6 percent of Vancouverites were in the same category.
THE EXTENT OF CO-OPERATION AMONG EXISTING WELFARE AGENCIES

The Central Community Organization Facilitating Role of Gordon Neighbourhood House

In any commentary upon welfare agencies within the West End one must inevitably begin with a discussion of Gordon Neighbourhood House. In numerous contacts with social workers, probation officers, nurses, school principals, police et. al. on the subject of welfare generally, it is abundantly clear that this topic and the role of Gordon House emerge as synonymous.

Centrally located in the West End, occupying the seventy year old buildings of the former Crofton House School for Girls, it has served the area for twenty-one years. Operating under the auspices of Alexandra Community Activities, which owns and administers its properties, Gordon House from modest beginnings has steadily expanded its services. Presently it supplies leisure time recreational and social services for both individuals and families. Supplemented by volunteers, its professionally trained staff provides leadership for a variety of programmes for all age groups from pre-schoolers to senior citizens. The programmes run the gamut of informal play and club groups, team games and interest groups, arts, crafts and hobbies and indeed, any activity deemed helpful in enabling its members to achieve the best possible individual, family and neighbourhood life.

In terms of its membership, the House serves 45 - 50 children aged 3 - 6 years, in its Nursery School and day care service. Its children and teenage programmes serve approximately 700 and its senior citizen membership is over 300. Adult membership is under 100, but greater participation is achieved for special events. A noteworthy
activity receiving growing emphasis is Joint Family Services which serves to integrate both casework and groupwork skills. In the process it finds itself involved quite extensively in community organization too. Far from being agency centred, the House wins professional acclaim for its widespread co-operation and co-ordination with a host of agencies and resources both in and outside of its immediate neighbourhood. Particularly fortunate in the qualifications and ability of its staff which has a minimum of turnover, it has been a prime factor in initiating and furthering the goals of family focussed neighbourhood services.

From information obtained on members at intake, from noting behaviour during programme and outside of it as well as from referrals, Gordon House staff are able to ascertain those who need individual help. Regular case conferences are held involving caseworkers, groupworkers and the nursery school director. Also invited for consultation and joint planning, where appropriate, are school principals, counsellors, school nurses, probation officers. A Family Service Association worker is another team member employed two days per week at Gordon House and manages a small case load.

Gordon House has further taken an active role in initiating and maintaining liaison with the City Social Service Department, the Child Care Centre, the Metropolitan Health Unit and many other agencies. It refers some clients to specialized resources when case conferences indicate this course of action, and because it is associated with the West End in the minds of many social workers and operates widespread programmes, receives referrals from other agencies too. Each year it carries out an active recruiting programme among the four schools in the area with the full co-operation of school principals.
On its agency board and its advisory committees are lay persons prominent in all the major organizations and associations within the community. For example, its Junior Advisory Committee includes four school principals, two public health nurses, a special school counsellor, a probation officer and local ministers, a Parks Board representative and local service club members. Its community role is further advanced through the fact that many local organizations hold their meetings within Gordon House. Staff members may belong to these groups or more frequently, attend their meetings and thus create for themselves an opportunity to present house concerns and receive the support of these organizations. Perhaps its most active community organization activity derives from its relationship with the West End Community Council in that both have the same avowed goal "to develop a better neighbourhood in which to live". The Executive Director or his assistant attend all Council meetings, staff some Council committees, provide professional and clerical help and generally work in close co-operation to achieve their common goal. The local newspaper also gives generously of publicity for many Gordon House programmes and special community events such as Christmas and Hallowe'en parties and dances, rummage sales and the Annual Fair.

Organizations with which Gordon House has the minimum liaison are the churches, the Y.M.C.A. and the Y.W.C.A.. The latter two are located on Burrard Street in the downtown area, the West End's eastern boundary. They are large metropolitan rather than neighbourhood organizations, drawing their membership from Vancouver city and all of the adjoining municipalities. Few members reside in the West End. The Y.M.C.A. approaches that of a self-supporting recreation centre
with negligible welfare emphasis. While it is prepared to obtain subsidies for a handful of West End youth who could not otherwise afford membership fees, it does not 'reach out' to this community. It accepts referrals but its primary role is a recreation resource and it is not staffed to provide other than this.

The Y.W.C.A. staff has a strong social work emphasis and its wider array of programmes reflect this fact. Carrying all the activities that its staff can presently cope with, it does not of its own volition reach out to communities but waits for the initiative to come from local agencies. The Y.W.C.A. is prepared to offer consultation and co-operation in the creation of new programmes within the limits of its staff and facilities. Its Hi 'Y' group is a potential source of volunteer leadership. This may be one resource not yet fully exploited by Gordon House.

Churches are aware of the resources of Gordon House, appreciative of its community role which they see as supplementing their own. They have physical facilities which they are prepared to allow Gordon House to use if they are needed and if the House can afford to disperse its staff. Their congregations are predominantly elderly and numerous of their indigenous leaders are also involved with Gordon House concerns. Because of this, ministers feel less necessity for continuous personal involvement with Gordon House, though they sometimes serve on committees. What few lay organizations are operative within their parishes are seen as supplementary to and not competitive with those of the House.

In summary, Gordon House performs the central community organization facilitating activity for the West End. It must be stated, however, that in common with all agencies, the quantity of services it offers is
limited by its budget. While it has the framework and the experienced staff to serve as the nucleus for a fully comprehensive programme, it has had to limit its activities. Funds from the Community Chest which comprise some 70 percent of its budget have decreased in the past few years. Only sound community organization work by the Executive Director and his Board enabled them to replace the lost dollars by grants from the city. In brief, having to struggle to maintain the status quo it is unable to consider any needed expansion.

But the prime factor in limiting services to West Enders is the absence in the area of a community centre. The Board of Parks and Public Recreation's community centre plan divides the city into twenty social areas and plans to install community centre facilities in each. The West End is one such area. A centre is constructed when an area's Community Association initiates a plebiscite and sixty percent of householders vote to pay for it as a local improvement, on a front footage tax basis over a twenty year period. The Parks Board, on completion of constructions, pays all costs amounting to some $30,000 per year for recreational and administrative staffing together with building maintenance.¹

The present polling area for the West End extends eastwards to Main Street. This brings about an inclusion of many downtown stores and business offices whose owners cannot visualize a community centre as being other than a financial burden. Within the West End too are many absentee landlords and corporation owned apartments who also would actively oppose having their already high taxes raised yet further.²

² These statements represent a consensus of membership views expressed at meetings of the West End Community Council and the West End and Downtown Ratepayers Association during the period November, 1963, to March 1964.
While alternate methods of obtaining community centre facilities are presently being explored and acted upon, Gordon House has felt compelled to 'spread itself thin' and suffers reduced effectiveness by attempting to serve the dual needs of welfare and recreation in an outmoded physical structure.
EXPLORATION OF POSSIBILITIES OF ORGANIZATION
AND RESOURCES TO DEAL WITH PROBLEMS

As has been documented, the West End is an area in transition but the tempo and direction of change is not wholly clear. This means that while the existing problems may be seen clearly, those of the future, even of the next decade cannot with certainty be pinpointed. In turn, this fact engenders a great deal of ambivalence in the minds of those who will likely be charged with the solution of community problems as to what forms such solutions should take.

The West End Community Council

While planning for the future will present difficulties - and these will be elaborated upon further - there is no problem in terms of who will be charged with the planning. In discussing the personal assets of the West End, brief mention was made of the Community Council and its strong core of indigenous experienced leadership. If this neighbourhood's problems are to be solved it is this organization which will assume the central role, with the closest co-operation and participation of Gordon Neighbourhood House. An examination of its make-up, its past activities and experience will illustrate this truth.

The West End Community Council, though not officially founded until 1950, had its origins during the years of World War II. The nucleus of the Council, West Enders with a close and long term affinity with the area, developed confidence and experience in working together in Civil Defence posts, the Red Cross and the Community Chest. This nucleus, much enlarged, plays a significant leadership role in the West End today.

The Council comprises interested individuals from the community as well as from a host of local organizations and associations. Most
prominent among these are Gordon Neighbourhood House, the Apartment and Rooming House Owners Association, the West End Downtown Ratepayers Association, and the West End Business Association. But there is a great overlapping of membership and representation from among Legion membership, service clubs, P.T.A.s and church groups. In countless meetings one sees some of the same familiar faces. This is not to infer that the Council is dominated by any one clique, for annual elections of new officers by these organizations sees a corresponding turnover in the leadership of the Council.¹

The Council meets monthly at Gordon Neighbourhood House with an average attendance of about twenty. However, on certain issues it can command a turn-out in excess of one hundred, for example before civic elections, or on zoning or tax issues.² On the Coal Harbour Development issue it played a major role in forcing a public hearing before an audience of seven hundred at the Queen Elizabeth Theatre on Monday, June 24, 1963.

By any yardstick the Council proves a real power in the community. A spot review of Council minutes and the historian's scrapbook between the years 1960 to 1963 revealed involvement in some twelve greater or lesser concerns all having relevance to the betterment of the West End. It would prove fruitless to speculate as to members' motivations. First hand evidences of real estate concerns have been noticed during attendance at meetings, but these appear to be balanced by elements of seemingly pure altruism. Certainly the breadth of issues with which Council concerns itself, many unconnected with personal profit, prohibits one from assuming a cynical outlook.

² Personal attendance at Aldermanic Election Meeting, Nov. 26, 1963 at Lord Roberts School, convened by West End Community Council.
Two related and relatively minor Council concerns within a welfare context, were efforts to keep Gordon House programmes operative despite a 1962 cut in Chest funds, and an attempt, delayed but not abandoned, to attain public housing for senior citizens. Committees of Council, with staff advisors from Gordon House, sought support through Federal, Provincial and Municipal representatives. Sound research, sophisticated awareness of power structures, superior knowledge and planning resulted in rational, well formulated briefs, which, supplemented by personal appearance in verbal support of them, brought success on the first issue. The second issue on senior citizens' housing lies in abeyance while similar projects from other areas of the city claim earlier priority. The prognosis for its eventual success appears to be good.

Two major and long continuing concerns which currently consume the bulk of Council's time are of a preventative nature. These are, as mentioned earlier in a discussion of West End liabilities, the proposed additional Burrard Inlet Crossing and the Coal Harbour Development Plan. Not content with merely fighting a rearguard action or assuming an obstructionist role, Council prepared counter proposals. These constrained soundly engineered plans have been publicized locally and at the provincial and federal levels.¹ The volume of publicity afforded this and other issues of Council by all the news media, incidentally, reveals their sophistication from a public relations standpoint.² They represent forceful, intelligent and 'grass roots' evidences of democracy at work.

Working in Council's favour is that it has been forced to tackle issues of major, immediate and personal concern, and continuity has been

¹ Briefs included in West End Community Council Minutes of Jan. 22, 1964
² Council scrapbook circa May and June 1963 reveals extensive public education activities on this issue through public speeches, newspaper, radio and television.
possible through there being no dearth of lesser but yet important issues. Further, it has had a number of real successes which engender confidence that one can 'fight city hall' - and win.

The foregoing has attempted to illustrate that within the West End there exists the leadership, ability and interest to deal with the area's problems. But these as stated are undergoing change. Future needs and resources are directly related to the people of the area and it is by no means certain what classes of people will reside here a few years hence.

To clarify this at the cost of some repetition, the biggest drawback to intelligent planning is uncertainty as to the rate and rapidity of high rise apartment construction. This we have noted is at the expense of older homes, forcing the occupants of these families and individuals with lower income - out of the area. And it is these groups which are the predominant consumer of private welfare and recreational services.

The prime uncertainty relates to the Coal Harbour Development. While a choice area adjacent to Stanley Park was rezoned for this development, the local ratepayers publicly claim that the developing company's financial backing is not such as to allow it to proceed with its plans. A recent meeting they persuaded Aldermen to attend revealed uncertainty among them as to whether the project will proceed, or if it does, whether it will be completed. Meanwhile ratepayers have proposed an alternative Centennial complex of buildings for this same location on the unconfirmed assumption that the Coal Harbour Development will not materialize.

1 West End and Downtown Ratepayers Meeting, March 24, 1964 at Gordon House.
At this point in time the facts are obscured. But the issue is vital. If the complex of apartments is completed as planned, it will absorb some twelve thousand people. This will bring the population density of the West End near to 45,000 total which city planners state is the desirable maximum for the neighbourhood.\(^1\) If this is realized the future of the West End will be an unknown quantity. One can only speculate on whether planners will be over-ruled and the density revised substantially upward, or whether a rezoning of the area for other than high rises will occur. Recently, to compound the issue yet further, alternate plans for the rejuvenation of the downtown core area have been publicized.\(^2\) One such plan visualizes high rise apartments there too, seemingly adding to the situation of zoning too far ahead of demand. All of these factors render any sound prognostications as to the West End's future extremely hazardous. Until City Council can reach and abide by some firm decisions, and they are quite widely criticized for not having done this, social planning for the West End is as fraught with frustration as is physical planning.

Specifically, for example, how weakened is a brief for senior citizens’ housing in the area, when the oldsters with low income decrease by 4 – 5 percent each year?\(^3\) How many will remain after the years which will inevitably elapse before such a project could be realized? Similarly there is an established need for extension of day care services and 'tot-lots' for younger children. The latter in particular would prove a most expensive proposition with land in the

\(^1\) Interview with Mr. L. Monroe of City Planning Department, March 16, 1964
\(^2\) Articles in Vancouver Sun, March 17, 1964 et. seq.
\(^3\) Figures derived from City Social Services Department statistics Sept. 1959 and March 1964, for West Enders on Supplementary Social Assistance.
West End the high price it is. Can even the most experienced leadership embark upon social action to achieve these resources, competing as they must with equal or greater priorities of needs of other areas, while the present uncertainties abound?

Nowhere are the planning difficulties more discernible than in the efforts of the Welfare and Recreation Committee of the West End Community Council. This committee has explored several alternatives to finally settle upon a need for the establishment of a joint public/private recreation and welfare centre. It would attempt to integrate the recreation services which are normally provided by a community centre with the multitude of resources Gordon House presently offers. This plan represents a considerable departure from the traditional provision of services and particularly in the financing of them. A formidable task in itself, it is made more difficult by uncertainty as to whether to direct its briefs to secure resources to meet the needs of a population similar in composition to that which Gordon House now serves, or to a population with the differing needs which might be expected of residents of high rise apartments.

To summarize these planning difficulties, it emerges that there is, not unnaturally, ambivalence and indecision among committee members. The leadership is both sound, experienced and sophisticated, yet social action is impeded due to the uncertainties with which it is faced. Planning must be based on reasonably accurate knowledge of what the next ten to fifteen years portends for an area. This being unknown, none of the participating parties to such a proposed centre will be prepared to make any commitments other than in principle.

1 Opinions expressed here derive from personal experience as Gordon House staff member on this committee and from consultations with Executive Director of Gordon House and committee chairman.
SUMMARY

The general assumption that there should be significant involvement of social planning and physical planning at all stages of neighbourhood development needs to be clarified in its application to the West End.

Within Vancouver, as indeed in most of Canada, those who do the planning may pay lip service to such an assumption but have not acknowledged it in practice. In ignoring this need they do so at considerable cost to the public by whom they are elected, or employed, to serve. That in ignoring the necessity for involvement of social and physical planning they engender anxiety, uncertainty and hostility may be observed from the emotionally charged meetings of West Enders when they have an opportunity to face their representatives on planning issues.

Some of this hostility arising out of anxiety, admittedly stems from those whose concerns are primarily financial. They may be those who have invested in the area only in recent years for financial rather than social gains. Politicians and others may be tempted to dismiss their concerns lightly as a risk which entrepreneurs have traditionally had to run in a free enterprise society. While even the legitimacy of this dismissal may be questioned there are other groups, with more powerful and personal concerns for whom the failure to consider in planning is inexcusable.

The latter group include those long resident in the area who are being painfully uprooted against their will. Their protests at public meetings observably receive the least consideration; they are ironically deemed to be the 'victims' of 'progress'. It may prove
that the interpretation of recent legislation may ameliorate the condition of some of this group but this is by no means certain.¹

Their good fortune, if realized, is due in no small part to their ability to articulate their concerns. A final group to be considered is one which does not have even this consolation.

This group embraces those without a financial stake in the community. Those whose income allow them to rent decent accommodation express apathy about the dynamics of their neighbourhood. For the most part they are well capable of managing their own affairs and prefer to do so without any community involvement whatsoever. While they may have problems, from the current welfare, but not recreation point of view, these are of the lowest priority. The other, less affluent segment of this group, are the heaviest consumers of welfare services within the area and those who suffer the greatest impact from the failure to involve both social and physical planning in their neighbourhood’s development.

Numerically they are a significant proportion of the population. If one considers as a bare minimum those who potentially will suffer most, as being children, social assistance clients and senior citizens with only pensions to live on, these total in excess of four thousand. Presently almost every resource is inadequate for their needs. Perennially it is this group which is the least articulate in making its demands known, which exerts the least influence and for whom others must do the planning. They are inadequately served in the average neighbourhood

¹ An amendment to the Provincial Assessment Equalization Act was passed on Monday, March 9, 1964. It provides that residences used for that purpose, for five years prior to January 1, 1964, shall be assessed on that basis regardless of zoning provisions. Not yet interpreted by the City Assessor, it will not become effective before 1965.
where social planning merely follows upon the heals of physical planning. In the West End, while the present sine qua non - physical planning - is so indecisive, this group seems destined to be overlooked, or more likely, to be eventually forced out of its neighbourhood altogether.
CHAPTER II
FRASERVIEW

Introduction

The concept of community has at least two related aspects, the geographical and the psychological. Elliott and Merrill state that "since both of these elements are important, we may consider the community to be a complex social unity that has both a physical locus and a psychological consensus".¹

It is fairly easy to define the geographical area which is referred to as Fraserview but the psychological aspects of such a community are much more difficult to describe. Some of the psychological components will be discussed in the sections on Social Problems and Community Disorganization.

The name Fraserview shall refer to the slightly less than one square mile of land in the extreme south east corner of Vancouver wherein a veterans' housing project is located (see Figure 3). Although census tract 49 is geographically much larger than the housing project there are very few houses in it apart from veterans' houses since much of the land area is used as a city garbage dump and a public golf course. The 1961 statistics for tract 49 reflect the veterans' housing project. Late in 1963 the City of Vancouver opened a new housing subdivision north of the golf course and a few new homes were completed by the end of the year and many are presently under construction.

Fraserview is not an authoritatively defined area since the City of Vancouver has never developed an official city-wide analysis.

The only changes in 1961 were the division of eight of the 1956 tracts. These divisions are shown with dotted boundaries and their 1961 numbers.
of its geographical sub-communities. The boundaries of the veterans' housing project are 54th Avenue in the North, Argyle Street on the West, Southeast Marine Drive in the South, and roughly, the Fraserview Golf Course on the East. Victoria Drive, a major north-south road, divides the area into two unequal parts. At least three distinct neighbourhoods are evident within the housing project.

If we think of neighbourhoods as geographic areas served by an elementary school, Fraserview would have three neighbourhoods. The western half, served by Sir James Douglas School, would be one neighbourhood. The southern two-thirds of the remaining half would be a neighbourhood serviced by David Oppenheimer School. The children in the upper third of the eastern half of Fraserview attend Sir Charles Kingsford-Smith School, which is located one-half block north of the Veterans' Housing Project. In this chapter, Fraserview will be referred to consistently as a sub-community within the City of Vancouver.

**Historical Sketch of Fraserview**

Until 1945 the south-east corner of Vancouver was heavily wooded and sparsely settled. Most of the inhabitants were poor and kept a few chickens and cows. Many of the houses were crudely finished and without sewer and water services. There were trails rather than roads and the terrain was extremely uneven as it sloped toward the Fraser River. The street car route on Victoria Drive went as far as 54th Avenue during rush hours, the rest of the time it stopped at 45th Avenue.

The Fraserview area had one eight room school (Sir James Douglas

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School) with an enrollment of about three hundred pupils. Second United Church was the only church located in the area. Both of these institutions served as meeting places for the citizenry. There was a Parent-Teacher Association at Sir James Douglas School which was started in the 1920's and it played an active role in the community, except for four years during the depression, until interest waned during the late 1950's.

The decision, in 1945, to build a veterans' housing project in the Fraserview area met with considerable opposition from the local people. Since very few residents would be allowed to remain where they were due to the proposed street layout, they were given an option of keeping a lot in the area. Most of the residents decided to move as Fraserview would no longer be the sparsely settled semi-rural community with low taxes which they preferred.

The New Fraserview

The end of World War II resulted in the return to Vancouver of thousands of servicemen. There was so little housing available in the city that it became necessary for the Federal Government to provide low cost housing for the veterans. The City of Vancouver made land available to the Federal Government and Central Mortgage and Housing Corporation, a crown corporation, became the owner of the houses built upon this land. The block of land in Fraserview became the largest federal housing project in Canada. Construction of the houses started in 1946 and was completed in 1952. A total of 1137 houses were owned by Central Mortgage and Housing at the completion of this project. The houses were built by five different contractors, each with many sub-contractors. As a result of this, many people believe there is considerable variation in the quality of the houses. Many of the lots have excellent views of
Mount Baker or the Fraser River Delta (Lulu Island). The streets are laid out in the form of crescents and cul-de-sacs (see Appendix C). Although there are only 5 basic house plans, they are alternated throughout the area.

Eligibility for a house was based upon a point system for war service, (years of service, overseas service, etc.) and there had to be two or more children in the family. The rent scale has been raised several times over the past ten years but even now is extremely low. It varies from $50.00 per month for a two bedroom house without basement to $64.00 per month for a four bedroom house with basement. Occupants must pay for their utilities and deposit a small fee to cover damages which may be incurred by the occupants.

Beginning in August 1955 the Central Mortgage and Housing Corporation has been selling the houses to those veterans who wished to purchase. During the past year it became policy to sell every house that becomes vacant. At the present time 51 percent of the houses are owned by the occupants. There is a clear indication that Central Mortgage and Housing Corporation wishes to remove itself from the rental business in Fraserview.

Demographic Patterns of Change

The population of Fraserview (census tract 49) declined by three between the years 1956 to 1961. This was the smallest fluctuation in the City of Vancouver. The population of Fraserview at the time of the

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1 Unless otherwise noted, statistical data referred to in this section has been derived from the following bulletins of the Government of Canada, Dominion Bureau of Statistics;

1961 Bulletin CT - 22
1956 Bulletin 4 - 14
1951 Bulletin CT - 11
last three censuses was as follows:

- 1951 — 4,187
- 1956 — 7,398
- 1961 — 7,395

This indicates that the number of people in Fraserview became constant after the period of rapid growth associated with the construction of the project.

In 1961 there was very little difference between the number of males and the number of females.

The most striking feature of the age distributions of this community is the disproportionate number of persons found in two of the age ranges, namely, 10 - 14 years, and 35 - 44 years. The effect on the community of the large number of persons in the early teens has not been unlike that of a tidal wave in its impact upon the community and subsequent disruptive effects. The effects of the other population peak at ages 35 - 44 have not been nearly as noticeable since this age range represents adults at the prime of life. If the present trends continue during the next fifteen to twenty years, the main characteristics of this community will be the large number of retired persons and the small number of children. Figure 4 shows the density of the 10-14 age group for all census tracts.

Table E indicates a substantial drop, in 1961, of children under age 5. This is likely a natural phenomenon resulting from the high proportion of husbands and wives who are in their forties and no longer wish to have young children. Information received from a public health nurse indicated that slightly less than one hundred children were born in Fraserview in both 1963 and 1962, therefore it is likely that there will be a further drop in the first age bracket by the next partial census in 1966.
Figure 4
Table B. Age Distributions in Vancouver - Census Tract 49 for 1951, 1956, 1961

<table>
<thead>
<tr>
<th>Age Range (In Years)</th>
<th>1951</th>
<th>1956</th>
<th>1961</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 4</td>
<td>1023</td>
<td>1133</td>
<td>609</td>
</tr>
<tr>
<td>5 - 9</td>
<td>569</td>
<td>1779</td>
<td>1138</td>
</tr>
<tr>
<td>10 - 14</td>
<td>267</td>
<td>767</td>
<td>1587</td>
</tr>
<tr>
<td>15 - 19</td>
<td>134</td>
<td>331</td>
<td>666</td>
</tr>
<tr>
<td>20 - 24</td>
<td>140</td>
<td>137</td>
<td>171</td>
</tr>
<tr>
<td>25 - 34</td>
<td>1068</td>
<td>1216</td>
<td>496</td>
</tr>
<tr>
<td>35 - 44</td>
<td>463</td>
<td>1284</td>
<td>1687</td>
</tr>
<tr>
<td>45 - 54</td>
<td>162</td>
<td>315</td>
<td>616</td>
</tr>
<tr>
<td>55 - 64</td>
<td>147</td>
<td>151</td>
<td>170</td>
</tr>
<tr>
<td>65 - 69</td>
<td>93</td>
<td>108</td>
<td>57</td>
</tr>
<tr>
<td>70 +</td>
<td>121</td>
<td>177</td>
<td>198</td>
</tr>
<tr>
<td>Totals</td>
<td>4187</td>
<td>7398</td>
<td>7395</td>
</tr>
</tbody>
</table>

Of the 7,395 people in Fraserview, 4,209 are single, 2,985 are married and 159 are widowed.

Ethnic origins from the British Isles are 10 percent higher in Fraserview than in the City as a whole. No other country is represented to any significant degree.

Table C. 1961 Ethnic Groupings in Vancouver Census Tract 49

<table>
<thead>
<tr>
<th>Ethnic Origin</th>
<th>Percent of Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Isles</td>
<td>70</td>
</tr>
<tr>
<td>French</td>
<td>5</td>
</tr>
<tr>
<td>German</td>
<td>5</td>
</tr>
<tr>
<td>Scandinavian</td>
<td>5</td>
</tr>
<tr>
<td>All Others</td>
<td>15</td>
</tr>
</tbody>
</table>
The religious affiliations of Fraserview residents reveal that the percentage of persons who are Anglican, Roman Catholic and Presbyterian is almost the same as the percentages for these faiths on a city-wide basis. The United Church affiliation for Fraserview in 1961 was 35 percent of the total population as contrasted with a city-wide affiliation of 26 percent.

In the City of Vancouver the percentage of adult population which had some university training ranged from 1.1 percent in the heart of the Skid Road area to 36 percent in the Shaughnessy district. There are more adults in Fraserview with no formal education than there are with university education. While only 4 percent of Fraserview adults have attended university, a large majority of the adults have attended high school (see Table D.).

Table D. Education Levels for Fraserview Adults in 1961

<table>
<thead>
<tr>
<th>Amount of Education</th>
<th>Percentage of Total Adult Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>No education</td>
<td>6</td>
</tr>
<tr>
<td>Some elementary</td>
<td>26</td>
</tr>
<tr>
<td>Some high school</td>
<td>64</td>
</tr>
<tr>
<td>Some university</td>
<td>4</td>
</tr>
</tbody>
</table>

Fraserview has the largest number of persons per household (4.6), the largest number of persons per family (4.6), and the largest number of children per family (2.6) in the City of Vancouver.

---

1 Population over 15 years of age not attending school.
Table E  Number of Children Per Family in 1961
Fraserview and Vancouver

<table>
<thead>
<tr>
<th>Number of Children</th>
<th>Percent of Families in Fraserview</th>
<th>Percent of Families in Vancouver</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>13</td>
<td>42</td>
</tr>
<tr>
<td>1 - 2</td>
<td>36</td>
<td>42</td>
</tr>
<tr>
<td>3 - 4</td>
<td>40</td>
<td>14</td>
</tr>
<tr>
<td>5</td>
<td>11</td>
<td>2</td>
</tr>
</tbody>
</table>

As shown in Table E, Fraserview has the largest ratio of families with three or four children in the city. This feature of Fraserview has contributed to the highest ratio of persons per room in Vancouver (1.0 person per room). 30 percent of the dwellings in Fraserview are rated as crowded by the Dominion Bureau of Statistics.\(^1\)

The length of occupancy of dwellings in Fraserview, as shown in Table F, reflects a fairly high degree of residence stability. Nearly 65 percent of the residents of Fraserview have lived there for over six years. The low rental policy of Central Mortgage and Housing Corporation undoubtedly has contributed to the relative permanency of Fraserview residents. Unfortunately, figures are not available to show what effect the increasing home ownership is having on the mobility factor. We do not know whether or not the houses are being sold primarily to occupants of them.

The amount of unemployment at the time of the 1961 census was 4.7 percent of the total labour force.

\(^1\) The Dominion Bureau of Statistics defines "crowded" dwellings as those in which the number of persons exceeds the number of rooms occupied.
Table F  Length of Occupancy of Fraserview Dwellings as of June 1961

<table>
<thead>
<tr>
<th>Length of Occupancy</th>
<th>Percent of Occupied Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 2 years</td>
<td>20</td>
</tr>
<tr>
<td>3 - 5 years</td>
<td>16</td>
</tr>
<tr>
<td>6 - 10 years</td>
<td>45</td>
</tr>
<tr>
<td>Over 10 years</td>
<td>19</td>
</tr>
</tbody>
</table>

Along with the adjacent census tract (48) Fraserview had the smallest percentage of self-employed males in the city. 7.3 percent of the male labour force in Fraserview was self-employed whereas the city's rate was 13.4 percent. The bulk of the employed males in Fraserview classed themselves as craftsmen, as shown in Table G.

Table G  Occupational Divisions of Fraserview Males

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Percentage of male Labour Force</th>
</tr>
</thead>
<tbody>
<tr>
<td>Craftsmen</td>
<td>43</td>
</tr>
<tr>
<td>Managerial</td>
<td>11</td>
</tr>
<tr>
<td>Clerical</td>
<td>11</td>
</tr>
<tr>
<td>Sales</td>
<td>11</td>
</tr>
<tr>
<td>Service Workers</td>
<td>11</td>
</tr>
<tr>
<td>Professional or Technical</td>
<td>7</td>
</tr>
<tr>
<td>Labourers</td>
<td>6</td>
</tr>
</tbody>
</table>

Many members of the Fraserview Council on Youth, a body of professional people directly concerned with Fraserview problems were
of the opinion that an unusually high proportion of mothers in the community were employed. The facts do not bear out this impression. Of a total labour force of 2,288 in 1961, 30 percent were female. This proportion is almost identical to the average of the twelve census tracts which are located south of 41st Avenue as well as with the city as a whole.

Individual male and family earnings were very close to the city-wide average. Table H allows a quick comparison of these census categories.

Table H Income Levels for Fraserview Residents, 1961

<table>
<thead>
<tr>
<th></th>
<th>Fraserview</th>
<th>Vancouver</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Annual wage per wage-earner head of household</strong></td>
<td>$4451.00</td>
<td>$4408.00</td>
</tr>
<tr>
<td><strong>Annual income per family</strong></td>
<td>$5301.00</td>
<td>$5366.00</td>
</tr>
</tbody>
</table>

In many respects the demographic characteristics of Fraserview are quite similar to many other areas of Vancouver. The most unusual aspects of this community are the large number of people within two relatively narrow age ranges. In addition, the families are large and, as a result, many of the homes are crowded. Family income is very close to the average for the City of Vancouver. When compared to other residential areas of the City, Fraserview adults are not well educated nor are many of them employed in vocations which require much formal education. The remainder of this chapter will frequently refer to the impact which the above factors have had upon the community.
SOCIAL PROBLEMS

To obtain information about social problems it proved necessary to rely mainly on the informal opinions of persons representing institutions and associations which regularly deal with social problems in Fraserview. Three reports by the Community Chest and Councils were of assistance and will be referred to specifically. It would appear that most agencies are not in a position, due to the cost, to keep statistics on a census tract basis yet this would be necessary to understand social problems in relation to sub-communities.

Juvenile Delinquency

Since 1960 Juvenile Delinquency has been the social problem most often attributed to the Fraserview area. The emphasis put on this area by the police and social agencies has led to a considerable amount of publicity in the news media. The residents of Fraserview were aware of delinquency as a result of thefts and vandalism. The social agencies were genuinely concerned about their seeming inability to cope with the delinquency problem. Many Vancouver residents were aware of the problem as a result of the publicity.

The role of the news media in "glamourizing" the problems in Fraserview has been debated by many people. At least six major newspaper articles during the past four years were focussed upon the Fraserview area and none of them could be described as favourable toward the area. While the articles featured the problems of the community, they did not attempt to put them into a perspective which allowed comparison on the basis of population. The last feature article on Fraserview appeared in the Vancouver Sun on November 6, 1963. The caption was of 3/8 inch bold type and read as follows:

"TOUGH NUTS ARE CRACKED, AND FRASERVIEW STILLED".
Agency staffs report wide-scale resentment in Fraserview over the publicity received and this seemed to be born out in a question and answer period following a speech by the writer to the Oppenheimer Parent-Teacher Association on March 17, 1964.

In May 1962 the Community Chest and Councils released a report on 1961 Juvenile Delinquency statistics.\(^1\) In spite of two statements to the effect that the Report does not reflect delinquency rates since the 1961 census statistics were not available, there seems to have been considerable misinterpretation amongst agency staff and public. The report showed that the second largest number of delinquents lived in Fraserview and this gradually led to an assumption, on the part of many individuals, that delinquency was very wide-spread amongst the young people of this community. Enquiries to the Community Chest and Councils and the Family and Children's Court in February, 1964, indicated that, although the 1961 census figures were available, neither had yet calculated the rates of delinquency.

The writer subsequently calculated delinquency rates on a census tract basis. Since the closest census age grouping to that which involves delinquency was the 10 year to 19 year grouping, it became necessary to include the 19 year old population even though this age is legally that of an adult as far as our judicial system is concerned. Figure 5 is a comparison of delinquency rates in the census tracts of the City of Vancouver. It will be noted from Table 1 that Fraserview's rate of delinquency is comparatively low (see tract 49).

Although the rate of delinquency is not excessively high, there were still thirty-four adjudged delinquents in less than one square

Figure 5
Incidence of Delinquency by Census Tracts*
City of Vancouver, 1961
(Per 100 persons 10-19 years of age)

0-0.9%
1-1.9%
2-2.9%
3+ %

*1956 Census Tracts
Fraserview Housing Project
mile in 1961. Both the police and the Children's Court are allowed broad discretionary powers as to whether or not a child is charged with a delinquency.

During 1961 and 1962 there were in existence several structured gangs which caused considerable concern to the police and other organizations serving the area. These were gangs with identifiable leaders and membership. During 1963 the gangs were no longer noticeable but it was not unusual to find up to one hundred and fifty teenagers loitering on Victoria Drive in the vicinity of the Boys' Club.

Senior officials of the Vancouver City Police have indicated to the writer that during the past twelve months an average of 25 percent of all complaints received at the police station were from the Veterans' Housing Project. The same officials state that a very large majority of the complaints were related to the behaviour of juveniles or the commission of offences either believed or proven to be juveniles. Constables working in Fraserview have advised the writer that their conversations with residents of the area have convinced them that only a small portion of the total vandalism and malicious damage is reported to the police. Many families have advised the police that they would fear reprisals if they were to report any but the most serious incidents to the police.

Although the ratio of delinquency in Fraserview is not high, the area continues to lead all residential areas of the City as a focal point of concern for the Vancouver City Police.

Evidence of Other Social Problems

In 1960 the Community Chest and Councils conducted a check-list survey of multi-problem families in Vancouver. For purposes of this
### Table I  Rates of Juvenile Delinquency in Vancouver, 1961

<table>
<thead>
<tr>
<th>Census tract number</th>
<th>Percent of Population which was delinquent</th>
<th>Census tract number</th>
<th>Percent of population which was delinquent</th>
<th>Census tract number</th>
<th>Percent of population which was delinquent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>3.3%</td>
<td>17</td>
<td>2.0%</td>
<td>33</td>
<td>1.6%</td>
</tr>
<tr>
<td>2</td>
<td>2.4%</td>
<td>18</td>
<td>0.58%</td>
<td>34</td>
<td>0.60%</td>
</tr>
<tr>
<td>3</td>
<td>1.0%</td>
<td>19</td>
<td>1.2%</td>
<td>35</td>
<td>1.5%</td>
</tr>
<tr>
<td>4</td>
<td>0%</td>
<td>20</td>
<td>2.0%</td>
<td>36</td>
<td>0.61%</td>
</tr>
<tr>
<td>5</td>
<td>3.9%</td>
<td>21</td>
<td>2.3%</td>
<td>37</td>
<td>0.51%</td>
</tr>
<tr>
<td>6</td>
<td>2.5%</td>
<td>22</td>
<td>3.4%</td>
<td>39</td>
<td>0.68%</td>
</tr>
<tr>
<td>7</td>
<td>2.8%</td>
<td>23</td>
<td>2.0%</td>
<td>40</td>
<td>0.31%</td>
</tr>
<tr>
<td>8</td>
<td>2.1%</td>
<td>24</td>
<td>1.6%</td>
<td>41</td>
<td>1.2%</td>
</tr>
<tr>
<td>9</td>
<td>0.74%</td>
<td>25</td>
<td>1.1%</td>
<td>42</td>
<td>0.56%</td>
</tr>
<tr>
<td>10</td>
<td>1.0%</td>
<td>26</td>
<td>0.81%</td>
<td>43</td>
<td>1.1%</td>
</tr>
<tr>
<td>11</td>
<td>1.1%</td>
<td>27</td>
<td>1.4%</td>
<td>44</td>
<td>0.29%</td>
</tr>
<tr>
<td>12</td>
<td>0.61%</td>
<td>28</td>
<td>2.0%</td>
<td>45</td>
<td>0.58%</td>
</tr>
<tr>
<td>13</td>
<td>3.7%</td>
<td>29</td>
<td>1.9%</td>
<td>46</td>
<td>1.6%</td>
</tr>
<tr>
<td>14</td>
<td>5.7%</td>
<td>30</td>
<td>1.5%</td>
<td>47</td>
<td>1.3%</td>
</tr>
<tr>
<td>15</td>
<td>3.3%</td>
<td>31</td>
<td>2.5%</td>
<td>48</td>
<td>1.3%</td>
</tr>
<tr>
<td>16</td>
<td>1.4%</td>
<td>32</td>
<td>1.4%</td>
<td>49</td>
<td>1.5%</td>
</tr>
</tbody>
</table>

Study a multi-problem family is defined as "a family in which there is at least one parent at home and one or more children 18 or under, and where there is one or more behaviour disorders (child neglect, delinquency, or other serious behaviour problem) plus a serious problem in either or both the health and economic area."\(^2\)

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1 Since the Report of the Community Chest and Councils was based on 1956 census tract boundaries adjustments were made so that the population of persons ages 10 - 19 years in the 1961 census were applied to the 1956 boundaries.

The incidence of multi-problem families in Fraserview was in the lowest category, 0.0 - 1.4 percent of families with children. While there may be many families with specific problems, the check-list survey would indicate a scarcity of socially debilitated families.

Factual material is not available with regard to alcoholism in Fraserview. Many of the field staff of agencies working in Fraserview have indicated some concern about the amount of problem drinking. These persons are of the opinion that many Fraserview adults have continued drinking patterns typical of military life. Apparently the pay day party and the celebration of various military battles are well entrenched as the things to do. The Pyramid Group of Alcoholics Anonymous meets regularly in the Fraserview United Church, however, only thirty of the members live in the Veterans' Housing Project.
COMMUNITY DISORGANIZATION

Community disorganization refers to a community's inability to act collectively toward the problems which it faces. James S. Coleman believes that there are two elements which may or may not operate together to bring about a state of community disorganization: the absence of any collective effort and/or the existence of conflicting collective efforts.

Alan F. Klein refers to danger signs in a community which would indicate much the same process which Coleman refers to as community disorganization. The nine points are as follows:

1. There is no leadership or basis for leadership.
2. There is tension and conflict; an atmosphere of suspicion; distrust and jealousy marks personal and group relations.
3. Pressure groups are active.
4. The social organization is inefficient.
5. There is a lack of co-operation among organizations; stupid isolation and pride.
6. Community problems are approached emotionally instead of rationally.
7. There is conflict among the churches.
8. The attitude toward politics is lethargic.
9. There is no community planning or what there is is poor.

Although these points could be rephrased and put into more technical terms, they still provide a useful base from which community dis-

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2 loc. cit.
organization may be studied. The present study could in no way pretend to be an exhaustive and penetrating analysis of Fraserview, however, it is hoped that even a limited study may be of some value to those who must continue to work with social problems in the city and in Fraserview. Much of the information collected from interviews is subjective and therefore there is always the possibility of distorted information. Those who daily work in the midst of social problems may very easily, though inadvertently, develop concepts and attitudes which are not always objective. During the course of field-work this has been shown to be true on a number of very important issues.¹

Eleven of the persons interviewed are directly involved in programmes which require citizen participation and which attempt to recruit their lay leadership from the community. Of the eleven, eight reported considerable difficulty in maintaining a satisfactory level of membership and nine reported difficulty in obtaining people with ability to serve as leaders. It was the opinion of these persons that they have had to provide fairly firm direction to their groups and remain in fairly close contact with the programmes offered.

Of the persons with direct knowledge of the character of many Fraserview residents, the majority freely commented on what they saw as a high degree of inter-personal conflict, suspicion and resentment of those individuals who were "progressing" (improving their station in life), jealousies over accumulation of material goods, and a basic distrust of well educated persons. In such a homogeneous community apparently very small things can take on great importance.

¹ The writer's field work was a community organization placement with the Fraserview Youth Services Society. The supervisor was Mr. D.R. McComb Executive Director of the Boys' Clubs of Vancouver. Two days per week, for the entire academic year, were allotted to field-work.
This community has a very vocal pressure group, known as the Fraserview Homeowners' and Tenants' Association, whose sole purpose seems to be "to get a better deal from the Federal Government". This group has carried on its activities through an executive which meets regularly and general meetings which are called at times of crisis. This association believes that the rents and sale prices of the veterans' houses are too high. The increasing number of homes which are being purchased must be an indication that the majority of residents do not seriously support the organization. Those who do actively support this association are primarily those who are so comfortable with the government's 'benign paternalism' of the last decade that they now resent any change in rents or policy. Many of the people who have purchased their homes have expressed resentment toward those who remain dependent and to the adverse public reaction to the lobbying. Recently the Fraserview Homeowners' and Tenants' Association picketed the Liberal Party headquarters in Vancouver and this action along with a television interview with Mr. Alex Watson, president of the association, may have caused the breach between residents to widen.

Mr. Watson has stated, in a public meeting, that he is convinced that the Central Mortgage and Housing Corporation has deliberately given the writer false information about the number of houses sold, he is certain that his figures are more accurate.

The social organization in Fraserview is rather diffuse. The Fraserview Community Association, which at one time was very active, no longer holds membership meetings. Many of the adults belong to veterans' clubs but there is a split between the Legion and the Army
Navy and Air Force Veterans' Association. Certain sports are well organized but there has been little success in amalgamating them into one major organization.

The writer is not in a position to comment on two of Klein's danger spots, namely, conflict among the churches and interest in politics. There is no apparent conflict between the churches, in fact relationships between the ministers of the three dominant churches seem to be very good. Voting statistics were not readily available and little information has come to light regarding this factor.

A number of persons have told the writer that the people in this community were able to work together far more harmoniously during the first few years of the project than they do now. It is known that many community groups worked together in the mid-fifties for the establishment of a Boys' Club. It was disappointing to these persons to find out that it took nearly eight years from the community's original interest to the completion of a building. Gradually the various groups started bickering with one another and by 1957 a Community Chest report stated, "the efforts of the groups to obtain services are unco-ordinated and there is a lack of overall planning for the good of the community. At this time there is evidence of competition and conflict which could affect the morale of the community".¹

Many of the persons interviewed by the writer reported that

during the first few years of the housing project a large number of the men were attending university but, as they "got on their feet" financially, many of them moved into other areas of the city. A school principal said he still expects to lose two of his best families each month.

It is evident that there is considerable community or social disorganization in Fraserview. To the writer's knowledge there is no rating scale or measurement device whereby we could say that this community is worse than others or that it is at a danger point leading to disintegration. We do know that this community was faced with one very serious social problem - delinquency, and that the residents of the community have not been able to mobilize their resources to combat the problem. The section to follow will discuss the role of the institutions and associations, as well as the planning bodies, in controlling the problem of delinquency.

Opinion Testing Questionnaire

On March 17, 1964, the writer addressed a meeting at the Oppenheimer Parent-Teacher Association. Before starting the speech a questionnaire was circulated amongst the audience. Forty-seven completed questionnaires were returned. Although the sample was small and from an area served by only one school it is contended that some of the responses may be significant and useful in understanding the community. The questionnaire was a modified version of a trial one presented one month earlier to a group of six persons on the executive of this Parent-Teacher Association. The questionnaire may be found in Appendix D.

The purpose of the questionnaire was to determine response
to several factors which may be related to a person's feelings toward the community he lives in. Questions were designed to determine the respondent's individual activity in organizations as well as whether or not he or she held positions of leadership in them, viewpoints concerning community reputation, and extent to which they would prefer to live in another community. Questions concerning length of residence and home ownership were included to test whether or not there was a relationship between these factors and the responses to the other questions.

Twenty seven of the replies were from people who are purchasing their homes, 20 were from renters. Length of residence ranged from 1 to 15 years and every year in the range was represented, although 77 percent had lived in Fraserview for 6 or more years. Seventy percent of the residents implied that they preferred to live in Fraserview rather than some other neighbourhood.

Many of the professional persons interviewed were of the opinion that common experiences and demographic similarities has led to a socially ingrown community. Seventy-seven percent of the respondents indicated that most of their close friends lived outside of the Veterans' Housing Project. It is of interest to note that a city-wide survey of Kalamazoo, Michigan, discovered that 75 percent of the people polled had most of their close friends outside of the area where they lived.¹

Most of the respondents were of the opinion that Vancouverites thought Fraserview had a poor reputation as a residential area but

the group was almost evenly split regarding whether or not there were grounds for such a reputation. It became evident to the writer during the discussion period related to the speech and questionnaire, that there was considerable defensiveness about the poor reputation. Many persons indicated that they felt much of the trouble which lead to the reputation was related to the large number of children, the lack of resources and that the entire issue was exaggerated in the press. There seemed to be little recognition of the apparent incapability of the local citizens to mobilize their resources to help deal with the destructive behaviour of some of the young persons.

Table J. Response By Fraserview Residents to Questions Regarding Reputation of the Community

<table>
<thead>
<tr>
<th>Content of Question</th>
<th>Reply</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Wide Reputation</td>
<td></td>
</tr>
<tr>
<td>is poor</td>
<td>81%</td>
</tr>
<tr>
<td>is not poor</td>
<td>19%</td>
</tr>
<tr>
<td>Personally felt there were grounds for poor reputation.</td>
<td>45%</td>
</tr>
<tr>
<td>Personally felt there were insufficient grounds for a poor reputation</td>
<td>55%</td>
</tr>
</tbody>
</table>

Most of the respondents belong to three or four clubs, organizations, etc., and four out of ten have held elected office at one time or another. It is possible that these factors bear little relationship to the entire community as they may be common to most persons who attend Parent-Teacher Association meetings.

There was no significant relationship between the length of
residence or home ownership and where the respondents preferred to live or how they saw the reputation of Fraserview.

In this section questions relating to evidence of community disorganization have been discussed. While it can be seen there are some signs of problems it is not possible to evaluate them on a comparable basis with other areas in Vancouver. The dominant problem is that of juvenile delinquency. Awareness of problems as seen by residents has been tested through interviewing and an opinion-questionnaire.
COMMUNITY ASSOCIATIONS AND INSTITUTIONS

"To understand a community one must also know its associations and institutions! These elements are a basic part of a community's social structure. It is believed that social problems have their roots in the social structure of a community.  

R.M. MacIver states that "institutions are forms of order established within social life by some common will". He defines an association as "a body of social beings organized for the pursuit of some common interest or interests."  

Institutions and associations serving Fraserview will be divided into three major categories: those with purely local leadership and no direct relationship to other groups, those with local leadership and direct affiliation with a central and/or national organization, and those institutions which provide services to the community without the use of local leadership.  

The writer will attempt to determine to what extent the institutions and associations have sought to develop local leadership, and endeavoured to promote a sense of community. This may be implied in part through analysis of the leadership structure of selected institutions and associations.  

Since problems related to youth have been a focal point of concern in Fraserview, particular attention will be attached to the

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specialized services to youth which are offered by the institutions and associations.

Fraserview Community Association

The Fraserview Community Association is one of a city-wide network of community associations which are operated by local residents with programme assistance from the Vancouver Board of Parks and Public Recreation.

This association was formed in 1950 to provide social and recreational services to the community. A large construction fieldhouse was donated the Association for its use as a community meeting place. Between 1950 and 1956 the Association had a large membership and offered a programme geared to the needs of all ages. This building burned down in 1956. For the next few years a limited programme was sponsored, all meetings were held in private homes and church basements. A new building was constructed in 1960.

The present executive and board of directors consist of seventeen persons, all of whom live in Fraserview. Membership attendance, at the monthly meetings held since 1962, was so low that all regular meetings were cancelled in November 1963. At the present time the executive and board meet once a month. The president of the association believes that the officers have done all that they can do to make the association effective. Plans for the future of this organization are still extremely vague and uncertain.

In spite of the problems of the Fraserview Community Association, a limited programme is still being carried on. Baton lessons, dancing lessons, one Cub Pack and one Scout Troop, square dancing, girls' softball, and a Little League baseball team are youth
activities still sponsored by the association.

Fraserview Homeowners' and Tenants' Association

This association arose in response to the need for a group to represent individual residents in negotiations with Central Mortgage and Housing Corporation and the Department of Veterans' Affairs. This association appears to exist solely for the purpose of protecting the interests of those veterans who are still renting houses. There was bitter opposition to a slight increase in rent in 1963 and there is opposition to the purchase of homes as the association believes that the purchase price of the houses is far too high. The very nature of the purpose of this organization has resulted in meetings in which a great deal of emotion, particularly hostility, has been displayed. The president indicated to the writer that he intends to broaden the purpose of the association to include action on all issues which affect residents of Fraserview.

Athletic Interest Groups

Fraserview has demonstrated a strong interest in team sports. Many adults are involved in coaching teams for both sexes. There appears to be considerable friction between some of the groups, particularly around issues of who is qualified to coach specific sports. The programme director of the Fraserview Boys' Club has been encouraging other coaches to unite and form a unitary co-ordinating and planning body which would, amongst other things, assign a common team name to the best team in each sport. Some persons believe that a single name for the best team in each sport would help develop community interest in the sports as well as more community identity.
The Churches

The United Church of Canada has a church located within the Veterans' Housing Project. The building is quite plain and much of the finished work has been done by parishioners.

The United Church minister, Rev. Harry Parker, has been in Fraserview for eight years and was chosen by the congregation because of his identification with veterans. Rev. Parker was a Legion Chaplain before World War II, a military padre during the war and since then has been a padre for an army reserve unit. The minister's concern about the community and its resources to deal with the large number of youth has extended beyond the church's programme to active participation in the development of a Boys' Club and the Killarney Community Centre.

The Fraserview United Church has approximately one hundred adults in leadership roles which vary from the church board to programmes for pre-school children. Rev. Parker stated that he encourages each of his adult leaders to restrict themselves to one role in the church and to contribute some of their time and energy to other community activities.

Slightly over 400 young people, ages 6 to 25 years, participate in church sponsored activities apart from Sunday School. Both sexes have separate as well as mixed group activities.

St. Timothy's Anglican Church is also located in the Veterans' Housing Project. The church building is very plain and functional. The basement serves as a kindergarten on week days.

The present minister has been with this church for four years.
although he is also fairly active with duties which take him outside of Fraserview.

Over fifty adults contribute to church sponsored activities by some form of leadership. The minister stated that he does have some difficulty finding persons willing to undertake the positions which carry the most responsibility.

The youth programme does not appear to be well developed. For teenagers there is only one young peoples' club and a Server's Guild (which is restricted to boys). The minister indicated that both activities involve primarily a superior class of young person.

Corpus Christi Roman Catholic Church is located approximately six blocks from the northeast portion of Fraserview. The church is very ornate and of striking architecture. Along with the church is a complex of buildings which house a gymnasium, elementary and secondary school, office space and residences for the parish priest and teaching staff.

The parish Priest has been attached to this area for over twelve years and has seen the buildings develop on an acreage which was only brush when he arrived. The concentrated building programme has taken much of the church's energy and only in recent months has the minister been able to devote extra time to personal interaction with the parishioners.

The Priest indicated a great deal of concern about his inability to recruit adult leaders from the Fraserview area. The youth programme, outside of church functions, is now in the process of being developed.

Parent-Teacher Associations

There are only two Parent-Teacher Associations which involve
families from the Veterans' Housing Project. Sir James Douglas school, which serves Fraserview exclusively, does not have a parent-teacher association. The Sir James Douglas Parent-Teacher Association was disbanded in 1962 for reasons which seem to be related to apathy on the part of the parents and the school.

The David Oppenheimer Parent-Teacher Association had been experiencing difficulty in attendance at meetings until the present school year. In September 1963 the executive decided to hold only four meetings per school year. So far, three meetings have been held and attendance at each meeting has been around seventy persons, which the principal considers to be exceptionally good. There are twelve persons on its executive and all are Fraserview residents. This association recently organized an area-wide door to door canvass for Operation Doorstep, a Tuberculosis control campaign. The principle of Oppenheimer School, who is new to the area, has encouraged the association to attempt a more action-oriented programme.

The P.T.A. at Kingsford-Smith School is very active and attendance is usually very good. It is understood that this group operates one of the best school lunch programmes in the city. Only one-third of the school children come from the Fraserview area therefore the involvement of parents is also not great. Although three out of the past five presidents of the P.T.A. were Fraserview residents only three out of the present executive of thirty are from Fraserview. The principal has observed that the parents from Fraserview do not attend in proportion to the number of students.

Leisure Time Services

The Young Men's Christian Association conducts a decentralized
programme in South Vancouver. Administrative offices are located in a small cottage located near Killarney Secondary School, about one mile from the north east corner of Fraserview. The various programmes take place in homes, schools, or wherever suitable facilities can be found.

The South Vancouver Y.M.C.A. is an autonomous branch which is directly affiliated with the Metropolitan Vancouver Y.M.C.A. A full-time Executive-Secretary is employed except for the summer months when he is needed at Camp Howdy, a camp for boys and girls operated by the Metropolitan Y.M.C.A.

Five out of fourteen South Vancouver Y.M.C.A. board members are Fraserview residents. The Executive Secretary states that he has had no difficulty enlisting leadership and other forms of assistance from Fraserview residents.

With the exception of a Men's Keep-Fit class and young adult gym activity the programme is designed to meet the needs of young people of both sexes, ages eight to nineteen. Swimming, gym classes ski lessons, and horseback riding, are offered to both sexes. A car club and wilderness club are exclusive to boys. Both girls and boys have a general educational-recreational small-group club programme. Approximately 480 children are enrolled in the Y.M.C.A. programmes and, of them, about 50 percent come from Fraserview.

The Y.M.C.A. has a special programme of leadership training from which it recruits many of the activity leaders.

The Fraserview Boys' Club is located near the centre of the Veterans' Housing Project. This club is owned and operated by Boys'
Clubs of Vancouver. The building was designed specifically for the
anticipated programme needs of Fraserview and was opened in October
1962.

The Boys' Club has a full-time Director and Assistant. A
Board of Management, consisting of eight residents of Fraserview
and two non residents, serves in an advisory capacity to the Director
and the central office. A varying number of adult volunteers super­
vise specific activities. During the month of February 1964, 120
adult volunteers assisted in club programmes. There are plans to
add a trained group worker to the present staff. If this position
is approved, it is quite likely the person will work with small
groups, including some family units in the community.

The staff of this club in particular have spearheaded efforts
to improve inter-agency relationships. A particularly good relation­
ship exists between the Boys' Club and the Vancouver City Police.

The programme of the Boys' Club is restricted to boys,
usually between the ages of 8 and 19 years. A total of 550 boys
belong to this club. Activities include sports of all types, crafts,
car club, woodworking, ceramics, a study programme, stamp club. Boys
are also allowed to come to the club after school and take part in
unorganized activities such as ping pong and shuffleboard. Many of
the clubs sponsor mixed dances on special occasions. The building is
not in full use on weekends or during the summer.

The Killarney Community Centre was officially opened in
October 1963. It is located adjacent to the Killarney School. The
building includes club rooms of various sizes as well as an indoor
swimming pool and artificial ice arena.

The Killarney Community Centre is part of the Board of Parks and Public Recreation plan for a total of fifteen centres covering the entire city. Construction of Community Centres is financed by approval of a money by-law by a majority of property owners. To accomplish the necessary community organization a new community association was formed by amalgamating the existing associations in Fraserview, Collingwood-Killarney and Victoria Drive. The Park Board supplies basic staff, maintenance and equipment for the centre. Each centre has a board of directors, consisting of local citizens, which determines the type of programme to be offered and is responsible for rentals and the income from rentals and programmes.

Since the Centre serves a large area there is no attempt to determine how many persons come from particular sub-communities or neighbourhoods. The Director of the Killarney Centre believes that the residents of Fraserview have not used the facilities as much as she had expected they would. In addition to the newness of the facilities, the Director suspects that the geographical distance from Fraserview and a name which identifies the Centre with another community, have contributed to the initial reluctance of Fraserview residents to take advantage of the Centre.

Programming at the Centre is designed to serve as many people as possible. In order to serve as many people as possible it becomes rather difficult to programme for groups which have special needs. In spite of this difficulty, the Killarney Centre and the Youth Preventive Squad of the Vancouver City Police have worked together to bring many of the idle young people of the area into special programmes for them at the Centre. Recently held dances have attracted over six hundred
teenagers. A large area in the basement of the Centre is being
finished and decorated to serve as a lounge area for teenagers.

Other programmes for young people include popular sports, gym
classes and hobby work.

Services Provided by Municipal Government

Although there are two schools within the Veterans' Housing
Project, the residents are able to make very little use of them for
special activities. This is due mainly to School Board policy which
provides for a centralized Rentals Department to handle all use of
school buildings apart from school athletic activity. The extensive
evening use of schools by organizations not identified with the sub-
community does not help to bring about sub-community identification
with the schools. The neighbourhood school is a place to send children
for educational purposes and outside of this there is little encourage­
ment to have residents identify with the school system. Throughout
Vancouver one will find the extremely wasteful situation of Community
Centres and large schools located adjacent to one another and requiring
separate maintenance staff, separate gymnasiums and separate meeting
rooms.

High school students from Fraserview lose their identification
with Fraserview by being integrated into the David Thompson and Killarney
High Schools which serve students from a much larger area. As a result
statistics on students from Fraserview who leave school before completion
of a course are not available.

The schools in Fraserview have experienced a considerable amount
of vandalism as well as arson and break-ins. For reasons as yet unknown
this situation has improved during the past four months.
The Metropolitan Board of Health has a Unit on Knight Road and 49th Avenue which is reasonably close to Fraserview if one has an automobile. X-ray services, children's dental work, adult immunizations, medical social work services and limited psychiatric consultation are available at the Unit building.

Two public health nurses work almost exclusively in Fraserview. Their duties take them to the schools on a regular basis, and in relation to this they contact many of the homes where contagious sickness and emotional problems are evident in the children. Prenatal and post-natal public health services are also available to Fraserview women.

Although local leadership is not a factor in most of the public health services the Board of Health does encourage nurses to become identified with neighbourhoods. In addition the Board operates on a decentralized basis which encourages further identification with geographic areas.

The City of Vancouver Social Service Department, also on a decentralized basis, shares the building on Knight Road with the Health Unit.

The Social Service Department has the responsibility for providing financial assistance to all persons who are eligible by law.

The Fraserview area at this time does not present special problems to this department. During the business recession of 1957 to 1959 there was a noticeable increase in the number of persons requiring social assistance. This would indicate that employment of Fraserview males is very sensitive to fluctuations in the world
The Social Service Department is at least partly identified with Fraserview through its decentralized operations. In times of special need services may be obtained in South Vancouver.

The Board of Parks and Public Recreation, in addition to its administrative relationship to Community Centres and Associations, operates a supervised playground service during the summer months and also administers the use of athletic parks.

Last summer the Boys' Club and Parks Board worked out an arrangement whereby two Boys' Club staff members, who would normally have a very light programme during the summer, were employed as parks supervisors and paid the regular salary by the Parks Board and the Boys' Club made up the difference. In this manner the Boys' Club staff remained employed all summer to their advantage as well as the Parks Board's.

Fraserview has one major park and playground area, Bobolink Park, as well as numerous smaller ones.

The history of the Vancouver City Police Department does not include much reference to community involvement outside of the usual duties. During the past year this Department has demonstrated that tradition need not deter change.

At a time when the existing social and recreational agencies were unable to cope adequately with special needs of Fraserview, the Police Department assigned two constables to the development of a programme of "detached" group work. The constables worked on the
streets of Fraserview with the young people, got to know them and many of their parents, interviewed all key persons connected with the institutions and associations and as a result were primarily responsible for obtaining a degree of control over the destructive behaviour of the young people. This control then enabled the existing agencies to "catch their breath" and to develop more effective programmes of their own. The success of their efforts led the police to set up what is now a nine man Youth Preventive Squad which is available for special youth situations on a city-wide basis.

The Police Department does not consider group work to be one of its functions and as a result primary emphasis is placed on working with young people only to the point of getting them to participate in existing programmes provided by the agencies in an area. The co-operation between the Police Department and certain recreational agencies has already been commented upon.

The officer in charge of the Oakridge precinct and the Youth Preventive Squad has worked hard to co-ordinate the services of his department with those of certain agencies. This officer believes that his Department's relationship with the Fraserview Youth Services Society, an agency co-ordinating body, has been particularly helpful to his men and the community. He hopes to see a city-wide co-ordination of youth services and, to discuss this, a meeting of all interested persons has been called for April 6, 1964.

It is the opinion of all persons interviewed that Fraserview does not have a serious lack of resources or services for young people. Most of the agencies referred to have programmes which are flexible and can adjust to varying demands. A few people have suggested that
there is a lack of organized activity for girls. There are fewer activities for girls than boys, however, existing agencies seem willing to develop new programmes if they could be convinced that there is sufficient need to justify the expense, time and effort. Probably the greatest lack is that of organized activity on weekends and late evening hours. To the present time this problem has not been overcome due mainly to the extra cost of such programming.

The months of February and March, 1964, are reported to have had more participation in activities for young people than ever before. The onset of spring will help evaluate the extent to which the teenagers are willing to remain involved in organized activities.

Structures for Co-Ordinating and Planning Services

As communities develop in size and character, social problems arise which usually result in the development of services to cope with the problems. The multiplicity of organizations which come into being to meet problems and needs eventually results in a need to co-ordinate the services provided.¹

Co-Ordination usually leads to planning, which can be thought of as "the introduction of orderly thinking into areas formerly ruled by unconsidered decisions."²

The major instrument of our society for co-ordinating and planning social welfare services is the community welfare council. Councils are usually of two types; central or neighbourhood. The

¹ Ray Johns and David F. DeMarche, *Community Organization and Agency Responsibility*, New York, Association Press, 1951, p.75

² loc. cit.
central council may or may not be related to a central fund-raising body such as a Community Chest.

The City of Vancouver has a Community Chest and Councils as the centralized structure for co-ordination and planning. With the exception of one in the West End of Vancouver, neighbourhood councils have not existed until very recently in this city. Apparently this neglect of the neighbourhood has been quite widespread in the United States as well.  

There would appear to be three types of district community councils: 1) membership restricted to persons from the agencies; 2) combination of professional persons and local residents; 3) membership restricted to local residents.

A brief commentary on Vancouver's co-ordinating and planning structures will help to understand Fraserview as it presently is. Six months from now there may be new elements in the picture, so rapid are the changes which can occur, not only in our communities but also our community service structure.

The Community Chest and Councils of the Greater Vancouver Area

The results of the 1956 census clearly indicated that Fraserview, during the 1960s, would be confronted with an overwhelming number of teenage children. A 1957 Community Chest report on Fraserview indicated that the "schools, church and law enforcement representatives all indicated concern about the lack of facilities for children."  

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In spite of the forewarning the Community Chest and Councils appeared unable to give the dynamic leadership that such a situation called for.

Mr. Hill, Director of Social Planning, advised the writer that, until very recently, his department was unable to provide anything more than a stop-gap planning service. Two reasons for this handicap were seen as the lack of basic tools such as a detailed knowledge of services and agencies and the centralized structure of the Community Chest and Councils without the counter balance of district councils. Mr. Hill believes that the recently published priority study will help to overcome the first lack. Steps have been taken by the professional people in several districts which may lead to council-like structures. These developments are being watched very closely by Mr. Hill. An Associate Planner has participated in the development in these areas which include Fraserview, Strathcona, and Sunrise Park.

Perhaps the most significant action taken by the Community Chest and Councils which affects Fraserview is the temporary direct service project known as the Area Development Project. This is a research oriented project to determine the effectiveness of amalgamated services to multi-problem families. Selected multi-problem families in South Vancouver will receive services from one social worker representing five agencies (2 Children's Aid Societies, Family Service Agency, Children's And Family Court, and Social Service Department). Present plans include provision for three community workers to serve three fairly small districts within South Vancouver. It seems logical, in view of the preparatory work done by the writer in Fraserview and the existence of a district council in that area, that
one of the community workers should work in Fraserview.

Fraserview Youth Services Society

Late in 1962 Mr. Don Capon, then principal of Oppenheimer School, met informally with Mr. Larry Goble, Executive Secretary of the South Vancouver Y.M.C.A., John Ballam, Director of the Fraserview Boys' Club, and Mr. Donald McComb, Executive Director of the Vancouver Boys' Clubs. The purpose was to discuss some of the problems they were facing in Fraserview. The discussion was helpful to all and a decision was made to determine whether or not other persons would be interested in joining them at some future date. The response was overwhelming and a meeting was called in November, 1962 at which time Mr. Capon was appointed Chairman. Although known informally as the Fraserview Council on Youth, plans are underway to incorporate as a society under the above name.

The objects of the Society are:

a) To serve in an advisory capacity to voluntary and other organizations dealing with the social problems of youth in the Fraserview District of Vancouver.

b) To enhance such services by efforts to increase the amount and quality of such services indirectly through others and/or by directly engaging in the same where thought fit.

c) To provide such other assistance and services to the youth of the Fraserview area as the Society may from time to time see fit to undertake.¹

Membership in the council has been open to professional persons with a special interest in youth problems in Fraserview. During the past year membership has stood at thirty-nine persons

¹ From the proposed Constitution of the Fraserview Youth Services Society.
representing twenty-six different institutions and associations. Many of the members hold senior administrative positions in their respective agencies.

The writer's field placement has been with the Fraserview Council. Duties have included serving as secretary to general meetings, resource person to a committee studying the need for new services and the development of statistical information about Fraserview.

It is difficult to evaluate to what extent the Council has fulfilled the stated objectives. Outside of a letter to the Police Commission commending the establishment of the Youth Preventive Squad, no specific formal action has been taken by the Council. In June 1963 the Council appointed a committee to study ways and means of obtaining a "detached" group worker for Fraserview. A formal report has not yet been prepared, however, committee members state that they now believe that a specialized service such as a community worker would be desirable and that such a worker could be attached to an existing institution. All of the Council members have stated that they now know agency personnel whom they didn't know before the existence of the Council. These persons also believe that knowledge of one another's work has led to greater appreciation of respective roles and a tendency to work more harmoniously on individual cases. Johns and DeMarche state that "No matter how imperfect the present councils may be, they represent a recognition of the need for cooperative effort and worthy attempts to plan and promote more adequate welfare service."\(^1\)

\(^1\) Ray Johns and David F. DeMarche, op.cit., p. 117
The role of the Fraserview Youth Services Society is still in the process of being defined. The chairman wishes to have the membership join in an evaluation of the Society at some future meeting. One important question which faces the Council is that of citizen or lay involvement. Sidney Dillick aptly describes why this matter should be important:

"Vigorous efforts are needed today in neighbourhood organization to make services available, to offer integrated patterns of services to meet the varying needs of neighbourhoods and districts, to co-ordinate services to prevent overlapping and overlooking, to provide opportunities at the neighborhood and district levels for people to form groups through which they can act together and to provide channels for groups to act together, to change social goals and create new ones. In carrying out these functions the keynote must be the participation in these processes of people in their neighborhoods -- where families live, shop, go to school and church, and where they vote." 1

Some members of the Council wish to see the Council attempt to improve relationships between certain agencies which at the present time have well known disharmony between them. A decision to undertake such a role must have the consent not only of the membership but also the agencies concerned if there is to be much chance of success.

The chairman is aware of the need to act cautiously and judicially since the development of this Council is being watched with interest by many levels of the professional community.

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SUMMARY

Fraserview is a sub-community within the City of Vancouver which experienced a phenomenal rate of growth during a five year period as a result of the establishment of a large housing project for veterans. The adults who moved into the houses were very similar in age and had a common background of military experience. Virtually all of them received what schooling they had during the depression years. Many of them were married in Canada and then separated due to overseas service, others married girls they met while overseas. Most of the veterans had young children most of whom were born during the first five years after the war.

As the large group of children approached their teens, there was limited awareness, on the part of residents of the community and the agencies serving it, of the need to act quickly to obtain increased facilities for these children as they became teenagers. Since 1960 there has been a disproportionate amount of crime and delinquent behaviour in this community. Inability of the residents to cope with the behaviour of the teenagers has undoubtedly contributed to what appears to be a substantial degree of community disorganization.

Many of the agencies serving Fraserview were overwhelmed by the demands upon them. This led to a realization that there was a need to get together and attempt to co-ordinate activities, get to know one another and the services they were offering and to encourage the development of new services for the young people. Out of this recognition arose the Fraserview Youth Services Society. All of this is very much in keeping with the observation of Johns and DeMarche that
"The necessity for community organization, to a considerable degree grows out of the existence of social disorganization."\(^1\)

The Fraserview Youth Services Society arose out of the recognition by the professional community serving the area that they must attempt to work together more closely on a sub-community basis. It is possible that this action may become an historic point along the way to decentralized planning and co-ordination in Vancouver.

\(^1\) J. Ray Johns and David F. DeMarche, op cit., p. 74.
A. CHARACTERISTICS OF "SUNRISE PARK"

In order to understand Skeena Terrace and its needs it is necessary to know some of the characteristics of the local community in which it is located. In this chapter it is planned to present a detailed description of the local community in its geographical location, population growth, population distribution, geographical area of origin of the people, churches and religious persuasions, schools, parks, shopping area, and library facilities.

To obtain the profile of "Sunrise Park" and Skeena Terrace the following methods of inquiry were used:

1) examination of census tracts

2) personal observation through field visits on a block by block basis and presence in the Project Manager's office.

3) interviews both with residents of the housing project and with community leaders.

4) review of files related to the individual tenants maintained by the Vancouver Housing Authority.

5) review of minutes, reports, and files of agencies.

6) attendance at committee meetings.

Location of Skeena Terrace Public Housing

The Vancouver Housing Authority is a corporation constituted by an Order-in-Council under the Housing Act of British Columbia operating Federal-Provincial Public Housing in the City of Vancouver. The Authority presently operates four housing projects of which Skeena Terrace was the third to be constructed. Further projects are planned for the future and the planned project on Raymur Avenue will be larger
than any of those now operating. The plans for Skeena Terrace were commenced in 1960 after an analysis of the need in the Vancouver redevelopment programme. The redevelopment programme covers a period of twenty years in which the City is planning to rid itself of its most extreme "blighted" or "sub-standard" areas. Skeena Terrace was nearing completion in late 1962 and the first tenants moved into their new homes on October 1, 1962. The buildings were turned over to Vancouver Housing Authority as they were completed and the last original tenants moved in during the month of January, 1963.

Among the projects now operated by the Vancouver Housing Authority, Skeena Terrace is the largest. It has 234 units and serves both senior citizens and younger families. Figure 6 shows the location of the six storey high-rise building, the seven apartment buildings, and the ninety-five row houses. The high-rise building has sixty-nine bachelor and one bedroom suites for senior citizens while the other apartment blocks have ten suites each for the smaller families. The larger families are accommodated in the row houses since each has from two to five bedrooms.

Skeena Terrace is located in the most extreme easterly portion of Vancouver bordering on Lougheed Highway, which is a continuation of Broadway Avenue, one of the principal cross-town thoroughfares in the city. This principal highway is intersected by the new divided highway creating man-made barriers to the south and east of the community. Virtually all activities and relationships of tenants are directed toward the north and west of the location.

From many standpoints the district does not seem to be a
Figure 6: Sketch Map of Skeena Terrace Public Housing showing Location and Types of Housing

- High-Rise Building
- Apartment Blocks
- Row Houses
desirable location for a public housing project. It is removed by distance from major health, welfare and recreation services, hospitals, shopping, and employment. It was pointed out in an interview with a senior official in the City Planning Department that six possible sites for the location of the public housing project had been considered. This one was chosen because the property was already owned by the city and it was free of existing buildings. A further influencing consideration was the fact that the area was already serviced by existing water and sewerage facilities. The contour of the land is that of a sloping hill permitting the row houses and apartments to be built at various levels with the high-rise building located next to the highest level.

The Difficulty in Determining the Community

"Community Organization, as a basic process of social work, concentrates not so much on the individual and his needs or on the groups and its growth as upon the larger and more inclusive welfare problems of the whole community."¹ In this area of the city the community has never been defined either for official purposes or common usage. Many people refer to it as part of Vancouver East, but the same term is used when referring to any area east of Cambie Street.

For purposes of this study the geographical community will be described tentatively by using the boundaries of Tract #10 of the Official Census Tracts.² The boundaries of the area would therefore be: North - Adanac Street; South - Broadway Avenue (Lougheed Highway); East - Boundary Road; and West - Renfrew Street. Figure 7 is a map

² The boundaries for census tract #10 has remained consistent since 1941.
Figure 7. Map of "Sunrise Park" Showing Location of Skeena Terrace, Parks, Schools, Church, Senior Citizens' Housing, and Government Offices.
showing the boundaries of the area. It should be noted that these boundaries are the same boundaries used by the elementary school in the area. Other organizations and departments have established boundaries for the area which are much larger and do not correspond with the census tracts.

For purposes of this study the community whose boundaries are shown will be known as "Sunrise Park" since the park located nearest the centre of the area is known by that name.

Description of "Sunrise Park"

In this section some of the descriptive features will be given as they relate to population growth, national origins, religious facilities, schools, parks, shops, and library facilities. The source of information has been interviews with community leaders and information from the census tracts.

Population:

"Sunrise Park" has been a rapidly growing area without any centrally developed focal area. The population was 3,578 in 1941 and increased to 7,846 in 1961. (Figure 8) The addition of the housing project in 1962 increased the population by a further 922 persons. There was considerable growth in the period 1941 - 1951 but it had tapered off until the tenants moved into the housing project.

Most of the homes in the area are private family dwellings occupied by the owner. Of the 2,290 households in the area according to the 1961 census 2,005 were owner occupied which constitutes 87.55 percent of the total number of households. On the other hand only 12.45 percent were renting accommodation. There were no buildings listed as apartments or flats. The owner occupancy in Vancouver City
Figure 6: Bar Graph Showing Population Increase in "Sunrise Park"
1941 - 1963

Source: Census, 1951, CT 11, (D.B.S.)
Census, 1956, (D.B.S.)
Census, 1961, CT 22, (D.B.S.)
as a whole is much lower than in the "Sunrise Park" area. The
Vancouver area shows only 60.83 percent as owner occupied. "Sunrise
Park" also has a lower per person occupancy per room than the city
as a whole. "Sunrise Park" area has .6 persons per room while the
city average is .7 persons. Of the 8,544 households listed as
"Crowded Dwellings" in the 1961 census only 196 of them are in the
"Sunrise Park" community. The years of occupancy of their dwelling
also showed a considerable contrast. 77 percent of the households
in "Sunrise Park" occupied their dwellings for a period of five
years or more while the Vancouver average for the same period was
only 45.18 percent.

National Origins:

The national origins of the people in "Sunrise Park" has been
predominately from the British Isles but the situation has changed
significantly in the past ten years. Table I in Appendix G will
show that although the number of persons increased to 4,589 from
4,413 the percentage distribution has decreased from 69.01 percent
to 58.48 percent. Small increases are noted in most areas of national
origin but the greatest change has taken place in those of both
Italian and Asiatic origins. The increase in Italians in this area
has been greater than in the City of Vancouver as a whole. The
increase of Italians in "Sunrise Park" has been from 2.37 percent to
5.78 percent or an increase of 3.41 percent while in Vancouver the
distribution has been from 1.47 percent to 3.36 percent or an over-
all increase of only 1.89 percent. Although the increase in persons
of Asiatic origins, 2.36 percent, is greater than the city increase,
2.21 percent, "Sunrise Park" is still much lower than the city
percentage of 5.18 percent of the total population. Only 3.89
percent of the population in "Sunrise Park" is of Asiatic origin.
Figure 9 shows the changes in national origins for the period 1951 and 1961.

**Population Distribution:**

The percentage of older persons in "Sunrise Park" is much less than in Vancouver City even though there are two special locations for senior citizens in "Sunrise Park": Beulah Gardens and Taylor Manor. Beulah Gardens is a low rental senior citizens' housing project and Taylor Manor is a boarding home for senior citizens operated by the City Social Service Department. 36.71 percent of the male population and 37.11 percent of the female population in Vancouver are over 45 years old while in "Sunrise Park" the distribution is: male 31.05 percent and female 29.53 percent.

As a result of the younger population there is also a greater percentage of teenagers and younger people in "Sunrise Park" than in Vancouver as a whole. 36.11 percent of the male population and 34.44 percent of the female population in "Sunrise Park" are under age 20 while the comparative percentage for Vancouver City are 30.57 percent male and 28.82 percent female.

The percentages shown above are derived from the information provided in the 1961 census tracts and do not include any of the statistics of the persons residing in Skeena Terrace. Of the 922 persons residing on the project 48.37 percent are under the age of twenty and only 14.74 percent are over age forty-five. The distribution of youth therefore is much greater in "Sunrise Park" when the young people from Skeena Terrace are included and conversely the percentage of persons over age forty-five would be still lower. Figure 10 shows the comparison of the percentage distribution of the population by age and sex for "Sunrise Park" and Vancouver City.
Figure 7: Demographic Chart showing National Origins in "Sunrise Park" for 1951 and 1961

Source: Census, 1951, CT 11, (D.B.S.)
Census, 1961, CT 22, (D.B.S.)
Figure A: Comparative Distribution of the Population by Age and Sex, Vancouver City and "Sunrise Park" 1961

MALE

FEMALE

Indicates higher proportion of age group in Vancouver City

Indicates higher proportion of age group in "Sunrise Park"

Source: Census, 1961, CT 22, (D.B.S.)
Churches and Religious Persuasions:

In this predominately Protestant area¹ none of the major religious denominations have a church although some of them do have churches in the immediate vicinity. The only church located in "Sunrise Park" is the Four Square Gospel Church located at the corner of Rupert Street and 4th Avenue.

The Convention of the Baptist Churches of British Columbia operate a low rental housing project for senior citizens, Beulah Gardens in the block between Rupert and Cassiar Streets and between 4th and 5th Avenues, hold church services in the basement of one of the buildings. The services are for the tenants of Beulah Gardens and for the community as well. A Sunday School was organized in November, and there are over one hundred children registered, of which eighty children are from Skeena Terrace. In recent months a Cub Pack and an Explorers Group have been formed.

Schools:

There are two schools in the "Sunrise Park" area, Sir Matthew Begbie School located at Lilloett and Kitchener Streets, and Sir Matthew Begbie Annex on the corner of Cassiar Street and 7th Avenue, across from the high-rise building of the housing project. Both schools are administered by the Principal of Sir Matthew Begbie School with a Head Teacher in Sir Matthew Begbie Annex.

In an interview with the Principal it was learned that a history of the schools in the area had been prepared and was made

¹ Figure 14 shows the Religious Denominations of Persons in "Sunrise Park" by percentages for the period 1951 - 1961.
Figure 4: Religious Denominations of Persons in "Sunrise Park" by Percentages for the Period 1951 - 1961

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<th>Percentages 1961</th>
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<td>United Church</td>
<td>29.16</td>
<td>30.54</td>
</tr>
<tr>
<td>Roman Catholic</td>
<td>11.88</td>
<td>20.18</td>
</tr>
<tr>
<td>Church of England</td>
<td>26.26</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>7.74</td>
<td>11.10</td>
</tr>
<tr>
<td>Lutheran</td>
<td>6.13</td>
<td>7.00</td>
</tr>
<tr>
<td>Presbyterian</td>
<td>12.58</td>
<td>6.11</td>
</tr>
<tr>
<td>Baptist</td>
<td>3.39</td>
<td>2.77</td>
</tr>
<tr>
<td>Greek Orthodox</td>
<td>1.01</td>
<td>1.81</td>
</tr>
<tr>
<td>Ukranian Catholic</td>
<td>1.26</td>
<td>1.25</td>
</tr>
<tr>
<td>Mennonite</td>
<td></td>
<td>0.26</td>
</tr>
</tbody>
</table>

Source: Census, 1951, Bulletin 11 (D.B.S.)
Census, 1961, Bulletin 22 (D.B.S.)
available to the student for the study of this aspect of community development.

The problems of growth have always been evident in this area. The present Sir Matthew Begbie School was originally built as an eight room school in 1930. At that time there were 369 pupils and 10 teachers.

Earlier we had noted the rapid growth in population in the period between 1941 and 1951 and this growth created additional problems to the school facilities. It was during this period that Sir Matthew Begbie Annex was constructed and a new wing was added to Sir Matthew Begbie School. The Annex was used for the first time during the 1945-1946 term and contained five classrooms. The new wing increased the accommodation in Sir Matthew Begbie School to 20 classrooms, library, art room, and gymnasium-auditorium.

In 1959 four additional classrooms and a gymnasium were added to the Annex. The only change since that time has been the addition of two portable classrooms on the grounds of the Annex and three portable classrooms on the grounds of Sir Matthew Begbie School. These classrooms are used for the first time during the present school year.

Grades I to VI are taught in the main school and for this year only Grades I to IV are taught in the annex. The Principal reports that the annex will revert to the usual Grades I to III for the next term. In addition, both the school and the annex have a kindergarten.

The enrollment at Sir Matthew Begbie School was 630 students prior to construction of Skeena Terrace and now is 804 students. The
number attending the annex is 365 students, an increase of 165 since the families moved into the housing project.

For Grades VII and above, the children attend either Vancouver Technical School or Templeton Junior High School depending on the part of the area in which they live. The children from the housing project attend Vancouver Technical School.

From the 1961 census it would seem that there is less appreciation for higher education in "Sunrise Park" than in the city of Vancouver generally. In "Sunrise Park" 21.55 percent of the population are attending school or university while in Vancouver only 18.77 percent of the population are in school or university. The situation is quite reversed when comparing the percentages of those attending high school or university. In "Sunrise Park" only 21.55 percent of those attending school are in high school and 2.72 percent are in university. In Vancouver City as a whole the comparable percentages would be 26.62 percent and 7.03 percent. The family income does not seem to be a factor in these reduced percentages. In "Sunrise Park" 56.38 percent of the male labour force are receiving incomes in excess of $4,000 while in the city as a whole only 54.58 percent of the male labour force fall into this category. Of the total labour force, both male and female, 41.14 percent of them in "Sunrise Park" earn over $4,000 as opposed to the city percentage of 38.46 percent. It was not possible to relate the size of the family with the total family income but it is noted that the results might have some bearing on why more people do not go on for higher education.

Parks:

There are two parks serving the community, Sunrise Park,
from whose name we have named the community for our study, and Adanac Park. Both are administered by the Board of Parks and Public Recreation and the descriptive information given below was received from a senior member of the staff.

Sunrise Park covers a two block area running north and south between 3rd Avenue and 5th Avenue. It is bounded on the east by Rupert Street and on the west by Windermere Street. The facilities include playing fields, a wading pool, and a small field-house.

The field-house consists of a room, 60 feet by 40 feet, complete with stage, a kitchen, washroom facilities and caretakers' quarters. All of the activities in the field-house are under the supervision of the Sunrise Park Community Association. They have regular monthly meetings, whist drives, bingo, and sponsor both cubs and scouts.

Adanac Park is on the northwest corner of the area with a field-house facing on Boundary Road. The field-house contains caretakers' quarters, dressing rooms and showers and washroom facilities.

The park is used primarily for team sports and has playing fields for football, soccer, baseball and softball. The park has much activity during the summer months and most of the prime playing time is already reserved for the coming summer.

**Shopping Facilities**

The shopping facilities in the area are very inadequate. Other than small corner grocery stores most of the shopping is done elsewhere. There are about 12 stores located on Renfrew
Street between 1st and 2nd Avenue. None of the larger grocery chain stores are located in the immediate vicinity.

Many people from "Sunrise Park" and especially Skeena Terrace take advantage of the free bus service from Boundary Road to Brentwood Shopping Centre in nearby Burnaby. Brentwood Shopping Centre is one of the larger shopping plazas in Greater Vancouver.

**Library Facilities:**

The nearest branch of the city library is some distance from "Sunrise Park". For those in the southern portion of the district the nearest branch would be at the corner of Rupert Street and Kingsway. The Hastings Branch located at 267½ East Hastings Street would be the branch most frequently used by that portion of the district north of 1st Avenue.

Because of the distance from either branch of the library the area does have the services of the Mobile Branch which makes stops in the area on a weekly basis.

In summary, "Sunrise Park" has been an undefined community in the extreme easterly portion of Vancouver. It has experienced considerable growth, more than doubling the population in the past twenty years. There is an extremely high proportion of owner-occupied single family dwellings. The majority of the people are of British Isles origin and the majority of the people claim allegiance to the Protestant faith. There is a large percentage of young people necessitating additions to the school facilities. The young people do not continue for higher education as a rule, but they are able to earn an average rate of income. The services,
schools and parks, appear to be adequate, but it is necessary to travel some distance for library facilities. The shopping facilities in the area are very inadequate, especially for those persons without their own transportation and who prefer to do their shopping in the larger supermarkets.

The detailed description of "Sunrise Park" was included in this study in order to portray the community which was chosen for this large public housing project. The community, as we have seen, has few assets and many liabilities for the location of public housing. The principal liability is the distance from the major health, welfare and recreational services, hospitals, shopping, and employment. Another liability would be the placement of many tenants in an area of high home ownership. The schools were not prepared for the large number of children who lived on the project and there was considerable over-crowding until the portable classrooms were constructed. The average rate of income in the community is much higher than the income received by the tenants of the housing project. The details of the income for tenants will be shown in the next section.
B. THE HOUSING PROJECT AND ITS PEOPLE

Adequate housing is one of the basic needs of people and in this chapter we will attempt to provide a background of the need for a low-rental housing project, the area of origin of the tenants, the composition of the families, the financial circumstances and mobility of the people on the project, and some observations of tenant problems.

The methods of study for this chapter were a review of literature, analysis of individual tenant files, and observation of tenant problems as presented to the Project Manager.

Background of Need for Low-Rental Housing in Vancouver

"Urban renewal is the term used to describe the diversified efforts of localities with the assistance of the Federal Government (in Canada, the Federal and Provincial Governments) for the elimination and prevention of slums and blight, whether residential or non-residential, and the removal of the factors that create slums and blighting conditions. ...Urban Renewal is a local programme - locally conceived, planned and executed. It is a concerted effort by a community through its public and private resources to prevent and correct urban blight and decay and to set in motion long-range planned development."¹

Vancouver City is undertaking its redevelopment as a twenty year plan relating it to the City's twenty year overall development

Because redevelopment, to be effective, should proceed according to a defined and comprehensive plan. "Comprehensive planning means long-range planning which is ever changing to meet social and economic need of the community. It determines future land use, transportation routes, standards for population density and community facilities, indicates the kind of urban renewal treatment needed and establishes priority of goals."¹ The writer also suggests the need for social planning which will be dealt with in Section D.

In 1947 the first major survey of an area in Vancouver to determine the degree of blight and the need for urban renewal was conducted by L.C. Marsh.² He chose about forty blocks east of Main Street, bounded by Hastings East, Gore Street, Glen Drive and the False Creek Flats. The results of the survey were published in 1950 and contained fifteen proposals for the reconstruction of a whole neighbourhood. "The positive reasons for the decision are 1) the advanced deterioration of the area 2) the inefficiency of the grid system of streets, and the need for replacing this by a more flexible plan, 3) the wisdom of building a community rather than houses alone, 4) the economy of a multiple dwelling and large scale project, which alone will reduce construction and operating costs, as well as meet the population requirements with more ample open space. There is no case for patchwork replacement, nor for piecemeal and doubtful renovation. 5) A further highly important reason is that the area to


the north cannot be cleared of its slums and put to efficient industrial use unless decent housing is provided elsewhere."

Other studies such as the one completed by Michael Wheeler Evaluating the Need for Low-Rental Housing, helped to keep the need for redevelopment and public housing alive, and were no doubt partially responsible for the completion and passing in 1957 of the "Vancouver Redevelopment Study" in which over 1,000 acres were delineated as comprehensive redevelopment areas. The blight or sub-standard conditions in these comprehensive redevelopment areas were so prevalent that large-scale clearance was considered to be the only remedy. The areas so delineated are to the east and south of False Creek and are referred to as "A", "B", "C" and "D".

"The National Housing Act states that there will be no contribution from the Federal Government toward cost of a clearance project unless certain conditions are met, including - 'the families to be dispossessed by the acquisition and clearance of the area are offered at the time of the disposition, housing accommodation in a housing project constructed under Section 16, 19 or 36 at rentals that ... are fair and reasonable; or it can be established that such rental housing is available in the open market.'"

The Wheeler study in 1955 proved conclusively the need for low rental housing. This study was directed particularly to the housing and income circumstances of the families who applied for

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1 Ibid., page "x"

2 Redevelopment in the City of Vancouver, City Planning Department, August, 1960.

3 Ibid., page 3

entrance to Little Mountain housing project. Mr. Wheeler found that the great proportion of the families on the waiting list for accommodation "were occupying accommodation unsuited to their needs. A high incidence of overcrowding, and of general inadequacy and accommodation were reported. Although many families were paying moderate rents, the quality of their accommodations was very low: the fact that some of the families were paying higher rents did not necessarily mean that adequate shelter was assured." ¹

The shortage of suitable accommodation necessitated planning for low-rental public housing before any major progress in the redevelopment project could take place or any of the existing inadequate housing accommodation could be destroyed. To begin the programme two housing programmes were planned to rehouse those people who needed and requested accommodation. There were some who were able to make their own housing arrangement. The first project completed was the area of our study, Skeena Terrace, and the second one, MacLean Park followed shortly after. Skeena Terrace was opened in October, 1962 and MacLean Park in April, 1963.

The rents in the Federal-Provincial housing projects are geared to family income and size so that a family of low income will pay approximately 21 percent of its income in rent. The suites are chosen for the size of the family and no adjustment is made for increased rentals for the larger size apartments or row houses. For purpose of calculating income family allowances are exempt as is income in excess of $75 for children under the age of 25 who continue

to reside with their parents in public housing. For tenants in receipt of Old Age Assistance, Old Age Security, Disabled Persons Allowance or Blind Persons Allowance the most recent increase of $10 (1963) is also exempted.

Areas of Origin of the Tenants Living at Skeena Terrace

There are 234 families or individuals occupying accommodation in Skeena Terrace public housing, 69 of which are either single pensioners or pension couples. In reviewing the files for the individual tenants there were 10 pensioners in which the former address was not shown. This situation occurs when a tenant in the high-rise building dies or moves out and the spouse continues to occupy the suite. The original file, with the necessary information, is forwarded to the Head Office and a new incomplete file is made up. For purposes of calculation on former locations therefore, the details will be based on 224 families.

Although the housing project was built to accommodate primarily families from the redevelopment area only 44.19 percent of the present tenants originated from Areas A, B, C and D. (Figure 12) Even if the former address of the missing files were all from the redevelopment area only 48.66 percent would have originated from that area. There were many others, however, on the fringe of the redevelopment area. In the accompanying map the City (Figure 13) has been broken down into 8 areas to show the place of origin for the tenants. Sections A, B, C, and D correspond with the definition of the areas in the Redevelopment Study. E, F, G and H are areas of varying size but were chosen because of the concentration of tenants from those areas.
Figure 13: Map of Vancouver Showing Redevelopment Areas (A.B.C.D.) and Added Divisions, E.F.G.H.
Figure 12: Map Showing Former Residence of Tenants of Skeena Terrace

- X Normal Families
- Δ Broken Families
- ● Pensioners
E is that area west of Cambie Street excluding those portions that are part of the redevelopment area and including the downtown area west of Main Street.

F is the area south of Broadway Avenue bounded in the east by Fraser Street and on the west by Cambie Street.

G is the area south of Broadway Avenue and east of Fraser Street.

H is that area north of Broadway Avenue and including the area east of Main Street but excluding the redevelopment area.

It is interesting to note that none of the tenants of Skeena Terrace lived in the area of "Sunrise Park" prior to moving into public housing.

Table K. Former Residence of Tenants in Skeena Terrace Showing Whether Normal Families, Broken Families, or Senior Citizens, 1963

<table>
<thead>
<tr>
<th>AREA</th>
<th>Normal Families</th>
<th>Broken Families</th>
<th>Senior Citizens</th>
<th>Total</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>10</td>
<td>14</td>
<td>23</td>
<td>47</td>
<td>20.98</td>
</tr>
<tr>
<td>B</td>
<td>7</td>
<td>8</td>
<td>6</td>
<td>21</td>
<td>9.37</td>
</tr>
<tr>
<td>C</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>7</td>
<td>3.12</td>
</tr>
<tr>
<td>D</td>
<td>10</td>
<td>7</td>
<td>7</td>
<td>24</td>
<td>10.71</td>
</tr>
<tr>
<td>E</td>
<td>6</td>
<td>7</td>
<td>5</td>
<td>18</td>
<td>8.05</td>
</tr>
<tr>
<td>F</td>
<td>18</td>
<td>7</td>
<td>6</td>
<td>31</td>
<td>13.84</td>
</tr>
<tr>
<td>G</td>
<td>21</td>
<td>17</td>
<td>5</td>
<td>43</td>
<td>19.19</td>
</tr>
<tr>
<td>H</td>
<td>16</td>
<td>13</td>
<td>4</td>
<td>33</td>
<td>14.73</td>
</tr>
</tbody>
</table>

Total: 91 74 59 224 100.00

* Consists of both parents and their children
** Consists of one parent only and dependent children
Composition of the Families

High-Rise Building: In the high-rise building there are 69 suites, 21 of which are bachelor suites occupied by one person only, and 48 one bedroom suites occupied either by couples or two single persons living as a family unit. There are three suites occupied in this latter category. There are therefore 117 people living in the building. The manager of the housing project and his wife occupy a suite on the top floor. The 21 bachelor suites are occupied by 11 men and 12 women.

The building is meant primarily for those persons over 65 years old but in some instances the spouse is younger. There are 4 men and 19 women below the minimum age in the building. 42.97 percent of all the residents in the building are in the 60 - 69 age range.

The highest rent paid by any tenant is $99.20 per month and the lowest rent is $22.00 per month. There are 12 tenants who are paying this low amount. The average rent for each suite in the building is $34.90. For the bachelor suites the average monthly rental is $25.41, and $39.05 is the average monthly rental for the one bedroom suites. Heat, stove, refrigerator, locker room, use of washers and dryers and the use of the lounge are included in the rent, but the tenants are responsible for their own light and 'phone.

During the past few months informal discussions revealed that the tenants are very pleased with their accommodations and not one of them had any desire to move elsewhere. None of those interviewed expressed any complaints about the noise of the children on
Table L. Age of Tenants in the High-Rise Building Showing the Number, Sex, and Marital Status 1963

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>COUPLES</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 40</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>.88</td>
</tr>
<tr>
<td>40 - 49</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>3.51</td>
</tr>
<tr>
<td>50 - 59</td>
<td>3</td>
<td>15</td>
<td>18</td>
<td>15.78</td>
</tr>
<tr>
<td>60 - 69</td>
<td>22</td>
<td>17</td>
<td>39</td>
<td>34.20</td>
</tr>
<tr>
<td>70 - 79</td>
<td>14</td>
<td>11</td>
<td>25</td>
<td>21.93</td>
</tr>
<tr>
<td>80 - 89</td>
<td>5</td>
<td>1</td>
<td>6</td>
<td>5.26</td>
</tr>
<tr>
<td>SINGLE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>60 - 69</td>
<td>2</td>
<td>8</td>
<td>10</td>
<td>8.78</td>
</tr>
<tr>
<td>70 - 79</td>
<td>9</td>
<td>1</td>
<td>10</td>
<td>8.78</td>
</tr>
<tr>
<td>80 - 89</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>.88</td>
</tr>
<tr>
<td>TOTAL</td>
<td>56</td>
<td>58</td>
<td>114</td>
<td>100.00</td>
</tr>
</tbody>
</table>

the project. The only expression of dissatisfaction was the distance they must travel for shopping.

Apartments and Row Houses: The 70 apartments and 95 row houses provide accommodation for 256 adults and 550 children. Of the 165 families, 55.16 percent are considered as "normal" families, that is, with both parents and one or more children. Only 16.59 percent of these 91 families have five or more children. The most common family would be three children. 25.27 percent of the "normal" families fall into this category.

"Broken" families present special problems since in most, if not all, of the families suffer from low income because of the loss of the breadwinner through death, divorce or separation. There
are 74 families in Skeena Terrace with one parent missing. Unfortunately these families include 242 children or 44.00 percent of all the children on the project. 78.36 percent of these broken marriages are caused by separation. Only 9 and 7 of these marriages are broken by death or divorce respectively.

Table M. Families in Skeena Terrace Public Housing by Numbers of Children and Whether Normal or Broken Families with Percentages - 1963

<table>
<thead>
<tr>
<th>Number of Children</th>
<th>Number of Families</th>
<th>Percent of Total</th>
<th>Percent Normal Families</th>
<th>Percent Broken Families</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>14</td>
<td>9.09</td>
<td>12</td>
<td>13.18</td>
<td>2</td>
</tr>
<tr>
<td>2</td>
<td>48</td>
<td>29.70</td>
<td>21</td>
<td>23.08</td>
<td>27</td>
</tr>
<tr>
<td>3</td>
<td>42</td>
<td>25.45</td>
<td>23</td>
<td>25.27</td>
<td>19</td>
</tr>
<tr>
<td>4</td>
<td>24</td>
<td>14.55</td>
<td>12</td>
<td>13.19</td>
<td>12</td>
</tr>
<tr>
<td>5</td>
<td>16</td>
<td>8.48</td>
<td>8</td>
<td>8.79</td>
<td>8</td>
</tr>
<tr>
<td>6</td>
<td>11</td>
<td>6.67</td>
<td>9</td>
<td>9.89</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>5</td>
<td>3.03</td>
<td>2</td>
<td>2.20</td>
<td>3</td>
</tr>
<tr>
<td>8</td>
<td>4</td>
<td>2.42</td>
<td>3</td>
<td>3.30</td>
<td>1</td>
</tr>
<tr>
<td>9</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
</tr>
<tr>
<td>10</td>
<td>1</td>
<td>0.61</td>
<td>1</td>
<td>1.10</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>165</strong></td>
<td><strong>100.00</strong></td>
<td><strong>91</strong></td>
<td><strong>100.00</strong></td>
<td><strong>74</strong></td>
</tr>
</tbody>
</table>

| Percent of Total   | 100                | 55.16            | 44.84                  |

The largest single percentage of parents in the project, both male and female, is in the 25 to 29 age range. 26.73 percent of all the male parents are in this range and for the corresponding age group, 22.43 percent of all female parents. There are no male parents under the age of 20 but there are five female parents in this category.
There are only 26 male parents and 33 female parents over the age of 40. These numbers represent 28.33 and 21.75 percent of their groups respectively.

The concentration of children in the 12-14 acres of Skeena Terrace is very heavy in all age groups but especially in the pre-school category. There are 117 male children and 106 female children between birth and six years. Also there are 123 children between the ages of twelve and twenty-one. Because of the age breakdown in collecting the information it is not now possible to ascertain the actual number of teenagers on the project.

Table N. Distribution of Child Population Showing Whether From Normal or Broken Families, Skeena Terrace 1963

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Normal Male</th>
<th>Normal Female</th>
<th>Broken Male</th>
<th>Broken Female</th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Birth to 5</td>
<td>80</td>
<td>69</td>
<td>37</td>
<td>37</td>
<td>223</td>
<td>117</td>
<td>106</td>
</tr>
<tr>
<td>6 - 7</td>
<td>18</td>
<td>28</td>
<td>22</td>
<td>18</td>
<td>86</td>
<td>40</td>
<td>46</td>
</tr>
<tr>
<td>8 - 9</td>
<td>16</td>
<td>12</td>
<td>19</td>
<td>13</td>
<td>60</td>
<td>35</td>
<td>25</td>
</tr>
<tr>
<td>10 - 11</td>
<td>9</td>
<td>16</td>
<td>15</td>
<td>16</td>
<td>56</td>
<td>24</td>
<td>32</td>
</tr>
<tr>
<td>12 - 13</td>
<td>14</td>
<td>9</td>
<td>9</td>
<td>13</td>
<td>45</td>
<td>23</td>
<td>22</td>
</tr>
<tr>
<td>14 - 15</td>
<td>6</td>
<td>13</td>
<td>12</td>
<td>9</td>
<td>40</td>
<td>18</td>
<td>22</td>
</tr>
<tr>
<td>16 - 17</td>
<td>7</td>
<td>3</td>
<td>4</td>
<td>13</td>
<td>27</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>18 - 21</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>11</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>Over 21</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>155</td>
<td>153</td>
<td>120</td>
<td>122</td>
<td>550</td>
<td>275</td>
<td>275</td>
</tr>
</tbody>
</table>

The Project as a Whole

Income: The source of income on the project indicates a high dependence on the various forms of public welfare. Of the
total of 234 units only 86 families are totally self-supporting, 75 from earnings and 11 from other sources which includes payments on mortgages, assistance from relatives, etc.

There are 102 families on either social assistance alone or social assistance in part to supplement other sources of income. In any case, the total income would be based on social assistance rates. The other sources of income supplementing social assistance are: pensions - 3 families; unemployment insurance - 7 families; and partial earnings - 6 families. The social assistance rates are: 1 person - $66 per month; 2 persons - $103.80 per month; 3 persons - $125.40 per month; 4 persons - $147.00 per month; 5 persons - $168.60; 6 persons - $190.20; and 7 persons - $211.80. If the family is greater than seven there is no increase in social allowance except in extreme circumstances, but in no case can it exceed $233.40 per month. In the case of social assistance supplementing partial earnings of a separated or widowed mother, the expenses for the employment of a babysitter are exempted.

Twenty-four of the tenants are on pensions alone and an additional four families have pensions and earnings. The remaining eighteen families are in receipt of War Veterans Allowance or Unemployment Insurance, with twelve and six cases respectively.

Mobility: Contrary to the opinions expressed by many people, there is not a high degree of mobility among the tenants of the housing project. One hundred and seventy-two of the original tenants continue to reside on the project. During the first three months of occupancy on the housing project there were
Table 0. Amount of Income Received Monthly by Tenants of Skeena Terrace - 1963

<table>
<thead>
<tr>
<th>Amount of Income</th>
<th>Number of Families</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $200</td>
<td>144</td>
<td>61.54</td>
</tr>
<tr>
<td>$201 - $300</td>
<td>62</td>
<td>26.50</td>
</tr>
<tr>
<td>$301 - $377.50</td>
<td>17</td>
<td>7.26</td>
</tr>
<tr>
<td>Over $377.50</td>
<td>9</td>
<td>3.85</td>
</tr>
<tr>
<td>Unknown</td>
<td>2</td>
<td>.85</td>
</tr>
<tr>
<td>Total</td>
<td>234</td>
<td>100.00</td>
</tr>
</tbody>
</table>

* Maximum Income permitted for admission to public housing to December, 1963. Increased to $412.50 for 1964.

nineteen changes of tenants. Since that time the rate of mobility would seem normal and would probably correspond with the mobility in any part of the city.

In reviewing the details of the tenants and their special problems several observations are noted:

1. The tenants have come from most areas of the city with heavier concentration in or near the redevelopment areas where the housing was extremely poor.

2. 44.84 percent of the families are "broken" families, that is, families with one parent, in which there are 242 children. Because of the large number of children, employment opportunities are limited, resulting in low income.

3. There is a heavy concentration of children on the housing project, 275 boys and 275 girls, with 223 of
them under the age of six.

4. The general level of income is very low, with 61.54 percent receiving less than $200 per month.

5. There is a large number of senior citizens who have limited income.

Observation of Tenant Problems

For the period from October, 1963 to April, 1964, this student spent two days per week on the project. Most of the time was spent in the Project Manager's office, and he was able to observe, and in some instances participate, in the discussions of the tenants' problems.

There were some problems centred around defects in the construction of the buildings, leaking around the doors and windows during rainstorms, faulty operation of the heating system, and dampness in some of the basements. The Manager has been very cooperative in having the problems corrected as soon as possible.

The principal social problems centred around the inadequate income to meet the family needs. These would seem to be legitimate problems since such a large number of tenants are dependent upon social welfare measures for their maintenance. In some cases the small membership dues to participate in the groups on the project created a financial problem and delayed the prospective member's admission for a short period of time.

There were some cases where a separated husband returned, usually in a drunken condition, and hoped to be permitted to rejoin the family. Refusal often led to noisy behaviour and the need to have the police called. The case of Mrs. "C" is typical of this type of problem. She separated from her husband after many years
of ill treatment and abuse taking her two small children with her. She was able to obtain accommodation in one of the ten-suite apartment blocks. Fortunately, she had a night lock attached to the door of her suite and when her husband attempted to gain admission she refused to admit him. He commenced to create a disturbance outside the suite and continued to do so until the neighbours telephoned the police who arrived and took him away.

Alcoholism and low standards of morals on the part of the tenants are not common problems. There were only two instances when any of the tenants were reputed to be prostitutes and the matter was investigated. In one case the report was believed to have been unfounded and in the other case the tenant was given an eviction notice; not for this reason alone, but was a poor tenant in other aspects as well.

The positive features of the tenants' behaviour do not appear to be widely known. On at least two different occasions during the past few months adverse comments on the tenants and their behaviour were made publicly. A city alderman is reported to have made statements about conditions on the project and later found it necessary to withdraw his remarks since the source of his information was proved to be unreliable. In the other instance a professional person reported in a meeting that he heard prostitution, bootlegging, and alcoholism were common problems. The writer was present and attempted to correct this misinformation.

The relationship among the tenants appears to be very good. There are few occasions when a tenant will come to the office and lodge a complaint against a neighbour or a neighbour's child. On a few occasions this loyalty has caused expense since the tenant is
responsible for breakages in his own apartment. They would prefer, generally speaking, to pay the expense rather than reporting the name of the child responsible.

From the management standpoint the greatest problem seems to be the improper disposal of garbage. There are receptacles for garbage on many locations throughout the project but they are not properly used. Investigation usually reveals that the tenants have the children "take the garbage out" and in many instances they are not tall enough to reach the opening and in some other instances to not seem to care.

Rent collection is not a problem at Skeena Terrace. Generally speaking, most of the tenants pay their rent on the last few days of the preceding month or the first days after the rent is due. In most months all of the tenants have their rent paid before the tenth of the month, and in few instances is it necessary to remind them that their rent is overdue.

In summary, the residents of Skeena Terrace have come from various sections of Vancouver, but principally from the redevelopment area. There is a high percentage of "broken" families with a large number of children. The principal problem for all of the tenants, senior citizens and families alike, appears to be the inadequacy of their income to meet their needs. Even with their limited income they are very conscious of their responsibility to pay their rent on schedule.
C. HEALTH, WELFARE AND RECREATIONAL SERVICES

Having examined the characteristics of the local community of "Sunrise Park" and the characteristics of Skeena Terrace, we may now turn to an examination of the health, welfare and recreational services available to the area, and in particular, to the residents of Skeena Terrace. In each of these services we will review first those under the auspices of public agencies, followed by the services offered by voluntary or private agencies. The information for this section was secured from interviews, attendance and participation in committee meetings, and from the project newspaper.

Health Services

The public health services for the area are on the same standard as is provided in all of the areas of Vancouver. The Metropolitan Health Services of Greater Vancouver operate eight health units, one of which is located at 2610 Victoria Drive. This Unit serves the area of "Sunrise Park" and Skeena Terrace. The services provided include: school health services, well-baby clinics, prenatal classes, tuberculosis control, mental health clinics, and public health education. A brief description of some of the services offered and the degree of participation by residents of the area seems indicated.

Every school has a public health nurse in attendance for varying periods of time depending on the size. In Sir Matthew Begbie School there is a nurse in attendance four mornings per week while in the Annex the nurse is present three mornings per week. Her duties while there is to assist the medical officer in the periodic physical examination of the students, arrange for and assist with
immunization clinics, provide emergency first-aid treatment, carry out routine assessment of the children's health status including vision testing, arrange with parents for referral of children to private doctors and health clinics, and confer with teachers about emotional health of students. Home visits are the usual follow-up procedures when physical or emotional abnormalities are detected. The public health nurse interprets agency services available in the community and often arranges referral to these resources such as, Out-Patients Department of the Health Centre for Children.

The services of the Mental Hygiene Staff of the Metropolitan Board of Health are available to any child with emotional problems. The Mental Hygiene team is composed of a psychiatrist, psychologist, psychiatric social worker, and the public health nurse with her supervisor. When a referral is made to the Mental Hygiene Clinic a study is completed by the public health nurse. After the clinic appointment with the child and parents, a conference is held and a follow-up plan of treatment evolves based on the findings and diagnosis of the situation.

In an interview with the two public health nurses serving the schools in "Sunrise Park" it was learned that the number of children referred to the Mental Hygiene Clinic from Skeena Terrace is on an average with most other areas of the city.

The responsibility for the programme of pre-natal classes was taken over by the Metropolitan Health Services from the Victorian Order of Nurses in 1960 and classes are held regularly in each unit. In the period since Skeena Terrace was occupied none of the parents availed themselves of this service and in the same period only eight
parents in "Sunrise Park" attended the courses.

Inquiries about attendance at the well-baby clinics indicated none of the parents from Skeena Terrace took their children to the clinics held in Sir Matthew Begbie School and only a very few of them attended the clinic at the health unit. The unit staff believed that possibly the mothers found the distance to the school was too far, especially in view of the hills in the area. The distance from the project to the school is one mile.

In view of the findings it was decided a further clinic should be set up in Sir Matthew Begbie Annex to encourage the mothers to bring their children. The first clinic was held in December, 1963. In the new clinic they found the appointment schedule was filled each time and very few of the appointments were broken. Both the tenants and others in the nearby homes attended indicating that the services are used when they are readily available.

The staff of the health unit use various means for public health education, one of which is a series of movies followed by discussion periods. In October, 1963, a series of four movies, Family Relationships, Shyness, Children's Fantasies, and Children's Play, was held. The attendance was very poor and of the fifteen persons who attended for the complete series only four of them were from Skeena Terrace.

The Provincial Department of Social Welfare and the City Social Service Department, jointly, provide a Health Services Identity Card to most recipients of Social Assistance, Old Age
Assistance, Disabled Persons Allowance, and Blind Persons Allowance. The card entitles the registered holder and his dependents to complete medical coverage including drugs and hospital co-insurance payments.

The card is not issued to employable recipients of Social Assistance or pensioners who have not lived in British Columbia for one year prior to applying for the pension.

The Metropolitan Health Service do not provide bedside care under public auspices. In Vancouver this service is provided by the Victorian Order of Nurses. For service in "Sunrise Park" and Skeena Terrace the V.O.N. has an office in the Health and Welfare Building on Victoria Avenue. Since the main service requested of the V.O.N. is bedside care of the aged, the nurse frequently visits in the high-rise building. The fee for service is on a sliding scale depending on income and since most of the tenants, as we have seen, are on a very limited income much of the service is free. The V.O.N. also occasionally visit other homes especially where there are new babies.

Welfare Services

As we have observed in the previous section, many of the tenants in Skeena Terrace are receiving some form of public assistance administered by the City Social Service Department. This service operates from the Health and Welfare Building on Victoria Drive. Three of the social workers from this unit have parts of their caseloads in the housing project. The cases are divided according to the category of service requested: a) those in receipt of Old Age Assistance, Blind Persons Allowance, and Disabled Persons Allowance; b) those in receipt of Social Allowance where rehabili-
tation seems indicated if the person is in receipt of casework services; and c) others in receipt of Social Allowance.

The "pension worker" has all her cases on the housing project located on the high-rise building. Services other than the pension and medical care are very limited. The only legal requirement is a home visit once a year to determine continued eligibility. Other than this visit, any request for service is initiated by, or on behalf of the client and it might include ancillary services, nursing and boarding home care, etc. Occasionally, when a tenant becomes incapable of caring for himself it is necessary for the Project Manager to make a referral to this worker.

The "A" worker in East Unit is a fully qualified social worker who renders casework services on an intensive basis with a view to rehabilitation and financial independence. Her caseload is not permitted to exceed fifty cases. Although it would seem from personal observation that many persons on the project should receive this casework service, there are only fifteen cases on her caseload living on the housing project.1

The regular worker who visits Skeena Terrace for Social Assistance cases other than those described above has a total caseload of approximately 200 cases, 85 of which are living on the housing project. In an interview with this worker it was learned that because of the large size of her caseload and because of her lack of formal social work training, most of her work is confined to determining continued eligibility for Social Allowance. The family counselling which the family might need and want is not available to it because of a policy arrangement between the City

1 The writer has been administrator of a local public welfare office for six years.
Social Service Department and the Family Service Agency. The Family Service Agency closes any case that has been active with it when the client finds it necessary to apply for social assistance. This would seem to be an unsatisfactory arrangement because of the large number of social workers on the staff of the City Social Service Department who lack formal training in social work.

There are no voluntary welfare agencies located in or near "Sunrise Park", although the voluntary agencies in the city have as their function the responsibility to provide adequate service throughout the whole Vancouver area. In February, 1964, the Welfare and Recreation Council of the Social Planning Section of the Community Chest and Councils called together representatives of the City's health, welfare and recreational services, both public and private, to determine the activity by the agencies in the "Sunrise Park" area and further to determine whether there should be a thorough study completed in order to determine the needs and resources of "Sunrise Park" and especially Skeena Terrace. It was surprising to learn that among the various social welfare agencies, the Family Service Agency, the Children's Aid Society of the Archdiocese of Vancouver, Catholic Charities, and the Children's Aid Society, the only agency with any active cases at the present time was the Children's Aid Society. This agency reported only seven active cases. The representative of the Family Service Agency reported that this service is being limited because of a long "waiting list" and insufficient funds to employ additional staff.

Recreational Services

We have noted in the section on "Sunrise Park" that the
Board of Parks and Public Recreation operate two parks in the area, Sunrise Park and Adanac Park. Due to the location of Adanac Park it is rarely used by the tenants of Skeena Terrace Public Housing.

In Sunrise Park a playground supervisor is employed each year for the period June 1st to August 31st to conduct outdoor group activities. The hours of supervision are from 9 a.m. to 1 p.m. on two weekdays and from 1 p.m. to 5 p.m. on weekend afternoons. The supervisors employed are usually from the area, and preference is given to university students studying physical education, social work and related fields.

Records are kept during the period of supervision and from these records members of the Parks Board staff are able to determine the approximate number of persons who are enjoying the benefits of the park supervisor. The participation count in Sunrise Park during the summer of 1963 was: June - 3,955; July - 7,376; and August - 5,093. Since most of the children take part in at least two activities each day, the number is divided by two and the result is then divided by the number of days of supervision during the month. The result is the average number of persons participating daily. Using this formula the daily average for each month was: June - 109; July - 205; and August - 141.

The daily average was considered low by the Parks Board official who was interviewed, especially in relation to other parks with a playground supervisor. The official also pointed out even though this park is in close proximity to Skeena Terrace there was little participation in park activities by the children of the project. He was not able to present any reason for the lack of

1 Details secured from the files of the Board of Parks and Public Recreation.
participation. He noted further, that the damage of the grounds and facilities is about the same as other parks with a park caretaker and that there was no increase in damage after the tenants moved into Skeena Terrace.

The Board of Parks and Public Recreation operate nine Community Centres in Vancouver. Skeena Terrace is poorly located to use the services of any of them. The centre nearest the project is Hastings Community Centre, approximately two miles north of the housing development.

Recreational Facilities and Organizations on the Project

There was almost no provision for recreation for any of the age groups. For the senior citizens there was a small lounge on the main floor and three tables outside the building suitable for checkers, cards, etc. The only other recreation facility was to reserve three small areas near the row houses in which concrete animals and a sandbox were provided. Initially, there was nothing reserved for older children and teenagers. Since that time, a small area was equipped with a hoop suitable for basketball practice. There is no area on the whole project large enough for the children to play baseball. At times when one of the three parking lots is free of cars the children can be seen playing ball.

The tenants themselves recognized the lack of adequate planning on the part of the housing administration and largely through their own efforts have attempted to overcome the inadequate planning by organizing themselves through leisure time activities both on and off the project.

The Mothers' Club: The Mothers' Club was the first group to be organized. It was started by three mothers on the
project who had been living in the vicinity of Alexandra Neighbourhood House prior to moving into public housing. They had been active in the programmes of the Neighbourhood House and felt that some of the activities could be undertaken in the new area. They called their first meeting in April, 1963, and through a circular letter invited all of the mothers on the project to attend. Although only eight mothers responded they decided that they would go ahead with organization plans.

The function of the group was two-fold: a) to provide a social outlet for the members at the regular weekly meetings, and b) to provide services to themselves and others on the project.

Membership increased in the group during the past year and the average attendance has been approximately twenty. The present membership is 32 and is steadily increasing. They are able to report one or more new members each meeting for the past ten weeks.

The meetings consist of a short business session followed by social activities and refreshments. The ladies have had varied programmes to date including bingo, movies and slides with commentary. On a few occasions they were able to arrange programmes off the project, swimming parties, roller skating and bowling. At every meeting there is a small raffle with the proceeds going toward the activities.

Some of the activities of the group during the past year include: a) a hallowe'en party; b) Christmas party; c) provision of twelve Christmas hampers; d) two clothing exchanges; e) organized and supervised two other groups, the Girls Club and the Tot Spot; f) the organization, preparation and distribution of the project newspaper.

The "Terrace Times", the project newspaper was first issued
on February 21, 1964. It is distributed to every tenant on the project. Since the first issue, membership has increased in almost every group on the project with many of the new members stating that they were unaware of the group's existence until they read the activities in the paper. A copy of the issue of March 23, 1964, is included as Appendix H to show the quality of the reporting and to provide further details of the activities on the project.

The Terrace Teens: During the summer of 1963 the Mothers' Club realized the inadequacy of organized activity for the teenagers on the project. They organized weekly dances on one of the project's parking lots. The dances met with limited success for a short period of time but due to unwelcome visits of teenagers from other parts of the city they became very disorganized. The members of the Youth Preventive Detail of the Vancouver City Police visited the Project in a routine visit and, seeing the dances, realized the need for a more formal organization to meet the social and recreational needs of the teenagers on the project.

The Project Manager reports that a meeting was held with himself, the Secretary Manager of Vancouver Housing Authority, and members of the Youth Preventive Detail, in attendance. It was arranged that one of the two large locker rooms in the basement of the high-rise building would be released for recreation purposes on the project. The Youth Preventive Detail, with the assistance of two men on the project, were able to arrange to have about 30 teenagers dismantle the lockers in order that the large 60 feet by 40 feet room would be available for recreational purposes. The activity was completed in two evenings.

The Youth Preventive Detail were able to have one of the
large department stores furnish a large portion of the room as a lounge. The remainder of the room was equipped with ping-pong tables, weight-lifting equipment and mats, dart board, etc. loaned by the Y.M.C.A., Broadway East Branch.

There was an organizational meeting of the Terrace Teens in November, 1963, at which time the executive was elected. Membership is open to any teenager living on the project. There is provision for membership in the group to those teenagers living in the area whose request for membership is approved by 70 percent of the members. The president of the Terrace Teens does not live on the project. The present membership is 75. For money raising activities the group has had two successful car washes and a "cake walk".

The room is available to the Terrace Teens for a few hours each evening provided there is adult supervision. The group had been able to secure the capable leadership of one of the tenants to act as an adult advisor. He arranged for a meeting of all parents on the project to which 35 responded. From this group of parents he was able to obtain the names of enough parents to provide supervision for every period the room is available to the Terrace Teens.

The activities of the group include ping-pong, checkers, chess, darts, cribbage, weight lifting, dancing and listening to records. They hope to hold monthly bingo games in the near future with the two-fold purpose of providing entertainment for the tenants and to raise money for their activities.
The Hi-Tower Social Club: The Hi-Tower Social Club is open to all senior citizens living on the project. Most of the residents of the high-rise building are participating members and take advantage of the fellowship offered.

Business meetings are held once a month at which time the convenors of the various committees make their reports. The committees are responsible for visiting sick tenants in hospital, helping with the shopping for those unable to do their own because of illness or age, and for arranging programmes.

Programmes are arranged so that there is one organized activity in the lounge each week. It may be a card game, bingo, dance, slides or movies. Refreshments are served after each of the programmes.

On a number of occasions special dinners arranged in the lounge with the members preparing the food. The Christmas Party took the form of a catered dinner and approximately 50 members were in attendance.

The dues for membership is $2.00 per person per year and the funds are used to provide refreshments after the activities. The group is not affiliated with any other old age pension group in the city. Some fellowship has been arranged with the social club in nearby Beulah Gardens.

Y.M.C.A. Boys Clubs The Y.M.C.A., Broadway East Branch is the only voluntary recreational agency located near "Sunrise Park" and whose programme extends to the housing project. The Y.M.C.A. has a part-time staff member to work with the boys on the project. His duties are to instill the Y.M.C.A. values of
character building through association and recreation.

They began their programme on the project in March, 1963, and formed two groups with a membership of thirty boys between the age of 8 and 14. The numbers increased to fifty with the opening of the fall programme so that it was necessary to form four groups. The attendance again dropped to forty members therefore one of the groups was eliminated.

The programme consists of a one hour meeting and a one hour gymnasium session each week. The highlight of the winter programme was a three day camping trip during the Christmas holidays to the Y.M.C.A. Camp Hollyburn. There were twenty boys who attended.

Girl Guides: The leaders of the Girl Guides have been somewhat disappointed in that the group began its activities on the project last fall and they were only able to recruit eleven members. The Patrol Leaders feel that there is a need for the organization but feel the lack of membership is because of the lack of interest on the part of the parents.

The Girls Club: The Girls Club, under the leadership of the Mothers Club, was formed in January, 1964, and has a membership of 43 girls. The membership age is from 6 to 12 years. They meet weekly and their programmes include games, making dolls' clothing, learning to knit, etc. Recently they have begun working with clay. Through the co-operation of Alexandra Neighbourhood House they are able to have their work fired in the neighbourhood house's kiln.

Tot Spot: The Tot Spot is the newest group to be formed on the project. It is a play group for pre-school children and meets one morning per week. Though the Mothers Club only formed the group
in the first week of March, they have forty-three children registered with an average attendance of thirty. The Mothers Club are in need of additional equipment which they hope to obtain from persons interested in the project.

In this section we have been attempting to provide details of the services offered by the health, welfare and recreation agencies and to show, through the details of the programmes offered, the location of facilities, the quality and quantity of the staffs, the inadequacy of the services to meet the needs of the area. In the previous section we have seen that the tenants of the housing project have special needs which are not overcome by the provision of good housing alone.

The health needs seem to be cared for adequately in the wide services offered by the Metropolitan Health Services of Greater Vancouver, the Provincial Department of Welfare, the City Social Service Department and the Victorian Order of Nurses.

The social welfare resources in the area are very limited and, as we have seen, the needs are very great. From our knowledge of the area it would appear that many, if not all, of the families would benefit greatly from casework help, yet only fifteen cases on the whole project are receiving this form of assistance. The regular social assistance worker with the City Social Service Department, by her own admission, feels that she cannot give any counselling service other than at a very superficial level because of her large caseload and her inadequate training in preparation for her position. The pension worker is not expected to give any help unless it is requested by the recipient, and even then it is only
the provision of ancillary services or environmental change because of needed care.

The services of the voluntary agencies seem to be equally inadequate. In the February, 1964, meeting of the representatives of the agencies serving the "Sunrise Park" area it was evident in the discussions that many of agencies were not aware of the needs in the area and some of the representatives stated that because of lack of financial resources and staff they were unable to provide the necessary service. ¹

The recreational services and facilities would appear to leave more unfilled needs than either of the other types of service agencies. Other than the facilities of the nearby park and the programme offered by the Broadway East Branch of the Y.M.C.A. it would seem that no consideration was given to the recreational needs of the tenants either on the project or in the area. Since the project has been occupied two community centres have either been built or are under construction to serve the area including most of "Sunrise Park" and Skeena Terrace. Either of them is further from the project than the Hastings Community Centre.

On the project itself, we have seen there was almost no provision for recreation until the tenants themselves took action to provide recreational outlets through the formation of the various groups. The members of the Mothers Club seem to be providing the necessary "spark". They have been attempting to get more of the men on the project interested in assisting with the activities. It is believed they will respond in that many of them have volunteered

¹ The writer attended the meeting and these are personal observations. The minutes of the meeting have not yet been distributed.
to act as supervisors so that the Terrace Teens might take full advantage of the time allocated to them in the Recreation Room.

The Recreation Room itself, though inadequate in many respects, is fulfilling a great need. Recently it was necessary to form a House Committee with representatives from all groups to co-ordinate its use. Though the attaining of the room for recreational purposes created some disadvantage to the senior citizens, they co-operated fully and, in fact, seem to enjoy having the young people in the building. There has been no complaints by them regarding noise.
D. SOME ASPECTS OF PLANNING AFFECTING "SUNRISE PARK" AND SKEENA TERRACE

In Section "A" we located the community of "Sunrise Park" and attempted to portray some of the main physical and institutional characteristics such as: the location of services, schools, parks, churches, library and shopping facilities. Section "B" was a description of the circumstances of the people who moved into the public housing development with some emphasis on their former places of residence in the City of Vancouver. A review of the existing health, welfare, and recreational services in the area was made in Section "C", with the additional information on new recreational activities of the tenants themselves. We should now look briefly at the aspects of social planning prior to the arrival of the tenants on the housing project. Social planning essentially is an attempt, through deliberate planning, to meet the social and welfare needs of the community through the provision of adequate health, welfare and recreational services.

In developing a programme of public housing it is necessary "that in the early planning stages of any development, public housing agencies should enlist the co-operation of the appropriate community service agencies in determining the adequacy of existing community facilities (schools, playgrounds, libraries, health clinics, etc.) available to the project and the kind of on-site facilities that should be provided on the development. These facilities should be available both to the project residents and other people in the neighbourhood."¹ In interviews with senior personnel in both the

public and voluntary agencies it would appear the physical planners for the housing development gave little, if any, consideration to a review of the adequacy of the essential health, welfare and recreational services in the area. None of the persons interviewed were contacted prior to the announcement that the housing project would be built on the particular site.

In the view of the writer, a further consideration of good social planning should be a review of the attitudes of the community in which the housing project is to be located, about public housing generally, and specifically about public housing in their area. In "Sunrise Park" this was not done, and in interviews with professional persons in the community this factor was mentioned as a possible "stumbling block" in the integration of the housing project into the community. It was pointed out that "Sunrise Park" was a community with a high incidence of owner-occupied single family dwelling units. In our review of statistics in Section "A" this statement was borne out. The informants felt there was a degree of resentment about having a large number of low income families "dumped" into this area. There are some who have adopted the attitude of "wait and see" in regard to the people occupying public housing. There are still others who seem to have accepted the housing project and have attempted to establish friendly relationships with the tenants. No formal review of the attitudes of the people living in "Sunrise Park" was considered for this study.

In an interview with the school principal, it was learned that the feeling of resentment is often expressed in the meetings of
the Parent-Teachers Association. The P.T.A. group in "Sunrise Park" has been very active, with an average attendance of 100. To date only about eight parents from Skeena Terrace have attended the meetings or taken part in any of the activities. It is not known whether this small number of tenant members is because of their lack of interest, or the expressions of resentment on the part of the other parents. It would seem that these expressions of resentment might have been reduced had their been adequate preparation for the arrival of the large number of tenants in this area of high home ownership.

There are techniques whereby adequate social planning may take place as a co-operative function between the physical planners and the social welfare agencies. This type of planning would curtail some of the resentment we have evidenced above. The techniques listed are:

"1. Social welfare agencies can become fully informed on the policies and procedures of public housing agencies; public housing agencies can become fully informed about the social welfare resources of the community.

2. Social welfare agencies can participate in the formulation of public housing policy on planning new developments and on management.

3. Public housing agencies can see to it that adequate welfare programmes serve project residents. These agencies can hire appropriate staff, they can contract with private organizations, or they can get other public agencies to carry out such programmes.

4. Public housing agencies can have social welfare workers on their staffs to assure full use of community welfare services.

5. Social welfare agencies and public housing agencies can work together to assist troubled and troublesome families in solving their problems."
6. Public housing agencies can help alleviate some of the special problems of the elderly and minority groups.  

Of the six techniques listed above, only the last one seems to have been given any amount of consideration. In the other housing projects in Vancouver, and especially Orchard Park, the housing for senior citizens was placed very close to the housing for families. This physical arrangement of housing units created many problems. "The units for the aged and handicapped are situated adjacent to the row houses and apartment blocks housing large numbers of children, and many complaints are voiced concerning this arrangement." In Skeena Terrace this problem seems to have been solved with the erection of the high-rise building with elevator service for senior citizens. The senior citizens are very pleased with their accommodation and, in interviews with many of them, have not expressed any feelings of inconvenience living on the upper floors.

Limited use of technique #4 above has been made in that the Secretary-Manager of Vancouver Housing Authority has permitted the School of Social Work to use two of the housing projects, McLean Park and Skeena Terrace, as field work placements for students in social work.

Social welfare agencies have been concerned with the lack of social planning for the housing projects and in a letter dated October 17, 1961, this concern was expressed to the Social Planning Section of the Community Chest and Councils of Greater Vancouver by

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1 Ibid., page 19 - 23
the Board of Alexandra Neighbourhood House. Since a significant number of people served by Alexandra Neighbourhood House lived in the redevelopment area the Board was aware of the need for a similar type of service in the neighbourhood around the housing project. There were many of the people who were considered "multi-problem" families. "A 'multi-problem' family is defined as one where two or more 'problems' are current out of the three possible - 1) economic dependency, 2) health problems, and 3) behaviour maladjustment in adults or children or both!\(^1\)

Unfortunately, possibly as a result of lack of co-operation between the Board of Alexandra Neighbourhood House, the Social Planning Section of Community Chest and Councils, Vancouver Housing Authority, and members of the Council of the City of Vancouver, a study of the needs of the area was never undertaken. "There is evidence of some controversy and misunderstanding in local programmes of the contribution of social welfare personnel in both planning and continuing management of public housing developments. The question of responsibility for social welfare matters in public housing administration and the proper position of this function in relation to housing administration is marred in local discussion by uncertainties about auspices and mutual responsibilities. Fear of identifying public housing as a 'welfare institution', criticism of proposed social service programmes, and hesitancy in developing close working relationships between housing and welfare officials at all levels, are symptomatic of the need for clarification and perhaps some consideration of the issues involved."\(^2\)

Interviews were held with senior personnel of both Alexandra

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2 Ibid., page 196.
Neighbourhood House and the Social Planning Section of the Community Chest and Councils and it was learned that, providing funds were available, the Board of Alexandra Neighbourhood House was prepared to offer services in the area and at the same time complete a survey of the needs both for "Sunrise Park" and Skeena Terrace. In order to undertake this project the Board of Alexandra Neighbourhood House required the approval of the Community Chest and Councils. Member agencies of the Community Chest and Councils have an agreement with the Councils that approval must be given by the Councils before any new programme is undertaken.

The Social Planning Section of the Community Chest and Councils was reluctant to have Alexandra Neighbourhood House become involved. Reasons given were: 1) the source of finance for the operation and 2) the appropriate role of a voluntary agency in a public housing project.

The Board of Vancouver Housing Authority was reluctant to have a study completed on Skeena Terrace alone but was agreeable to have a study completed on "Sunrise Park". Naturally, this study would include the needs of the tenants on the housing project. The Board felt that Skeena Terrace should become integrated with the community of which it is a part.

During the entire period there was misunderstanding of the wishes of the Council of the City of Vancouver. The Board of Alexandra Neighbourhood House had a request from the Chairman of the Welfare Committee to establish services in the area. It was on the basis of this request that the Board of Alexandra Neighbourhood House continued to attempt to have the approval of the Social
Planning Section of the Community Chest and Councils to provide this extension of service. It was learned later that the request was informal and did not represent the wishes of the whole Council.

The whole matter of social planning for Skeena Terrace and/or "Sunrise Park" was discussed by various groups from the time of the initial letter to the Social Planning Section of the Community Chest and Councils on October 17, 1961, to the present time, and even now, there is no definite assurance that a study will be completed.

In recent months the Social Planning Section has received requests from professional people serving in the area of "Sunrise Park" to have a study completed on the resources of the area. Following up these requests a meeting of health, welfare and recreational agencies serving the area was called in February, 1964, and plans are evolving to have a complete survey of the needs and services in the area.¹ In the initial meeting those representing the various agencies and services, both public and private, gave some expression of their services and their activity in "Sunrise Park" and Skeena Terrace. The discussion which followed concentrated on the lack of co-ordination of services. The need for co-ordinated effort was stressed by representatives of the Vancouver City Police Department. It was interesting to note that the rate of delinquency was not high in the area even though the potential for problems was great with the large number of children, especially teenagers, and the lack of organized programmes for them.

The Developing Neighbourhood Feeling

If we were to consider Skeena Terrace as a neighbourhood

¹ Although the meeting was held in February, 1964, the minutes are not yet available. The writer was permitted to read the transcript of the discussion to refresh his memory of the details.
in the community of "Sunrise Park" there would seem to be a
neighbourhood feeling evolving at a rapid rate; but if we were
to consider "Sunrise Park" as a neighbourhood with Skeena Terrace
as a sub-neighbourhood the response would be in reverse. Other
than the activities of the Terrace Teens who are accepting
members from outside the project there does not appear to be a
close relationship with "Sunrise Park".

On the project itself the formation of the large number
of organizations during the past year is evidence of the develop­
ing neighbourhood. The distribution of the project newspaper is
helping this process. In the most recent issue of the paper, a
copy of which is attached as Appendix H there is a proposal for
the formation of a Tenant Association and it is believed that
enough interest is being shown in the proposal that it will become
a reality in the near future.

If the Tenant Association does become organized it will
be the second Association in the four housing projects operated
by the Vancouver Housing Authority. Although Orchard Park became
occupied in December, 1958, there is no Tenant Association formed
as yet. Likewise, Little Mountain Housing Project was in operation
for a number of years before an association was formed.

The Manual of Guidance for Housing Authorities encourages
the development of Tenant Associations. "In some projects Tenants' Associations have been formed. These are to a large extent rec­
reational associations which help to promote a healthy community
spirit within the project. Generally speaking, Authorities should encourage the growth of such associations particularly those which
take an active part in sponsoring community activities. Such associations can perform a valuable function providing they do not take on the character of grievance committees." \(^1\)

It is interesting to note that although there is much activity and neighbourhood development on the project through the interest groups, the tenants have not made full use of the services offered by outside agencies. This factor is evidenced by the lack of participation in Sunrise Park activities while the supervisor is present, and in the public health educational movies shown in the Health Unit. A possible reason for the latter could be the necessity of using public transportation to travel to the unit. It has not been established why the children from Skeena Terrace have not taken a more active part in the playground activities.

Considerations for Further Neighbourhood Development

In order to continue this process of neighbourhood development, three important factors must be considered: a) increased recreational facilities; b) encouragement; and c) leadership.

The existing recreation room in the high-rise building of the Skeena Terrace Housing Project is filling a need but already there is some ill feeling about the time allocation of the room. In a recent interview with a Member of the Legislative Assembly it was learned that some informal discussion has taken place with a view to having a recreation hall constructed on one of the parking

\(^1\) Manual for Guidance of Housing Authorities - Administration, Central Mortgage and Housing Corporation, Ottawa, 1960, Part I, Article 1.8, page 5.
lots near the centre of the housing project.

In view of the shortage of recreational facilities in "Sunrise Park" and the feeling of resentment reported to exist it would seem more proper to have a building and programme of the "neighbourhood house" type located near the project but accessible to the whole community. A programme of this nature might assist in the integration of "Sunrise Park" and Skeena Terrace as well as providing a much needed resource for the tenants of the housing project. In a letter expressing the need for neighbourhood services the following statements were made:

"Information based on the best authorities available to us, and experience gained from nearly every housing development of this kind in North America (Skeena Terrace Public Housing) indicates that the provision of new housing to replace slums is not enough.

Families in some public housing developments find themselves bereft of some or all of the community resources of their former neighbourhoods. Despite the gains in light, air, and cleanliness, the separateness of some projects sets their occupants apart from the normal life of the community, stigmatizing them and further aggravating the social problems within the group.

Neighbourhood houses have had success in working with individuals, families, and entire neighbourhoods in the attainment of higher standards of neighbourhood life and greater ability to cope with the problems of social adjustment."\(^1\)

The second factor, that of encouragement, is needed in any co-operative venture. This encouragement has been coming from the feeling of well-being in that the activities have been a

\(^1\) From a letter in the Skeena Terrace file of the Social Planning Section of the Community Chest and Councils, Vancouver, dated September 25, 1962.
success, from the Secretary-Manager of the Vancouver Housing Authority, and the Project Manager. Both of these men have on occasion attended group meetings and functions, have given approval for activities, and supplied equipment and supplies.

Leadership is essential to any programme development. There is a certain amount of natural leadership qualities on the project, but they need outside professional direction in order to sustain the interest and arrange new and interesting programmes.

The need for the services of a full time social worker is very evident. The worker should be able to perform in any of the methods of social work, social casework, social group work and community organization. As a social caseworker he should be able to give emergency casework service and make effective referrals to the community health, welfare and recreational agencies; as a social group worker to work with the existing groups on the project and help with the development of new programmes; as a community organization worker to help with the integration of the housing project into the community and to attempt to develop new resources to meet the needs of the tenants.

In view of the needs in the area generally, and in Skeena Terrace specifically, it is hoped that the proposed study by the Social Planning Section of the Community Chest and Councils will proceed without delay.

In the meantime a student from the School of Social Work can perform a "limited role" on the housing project in assisting the project manager to understand and accept social work values and to make effective referrals; to work with the groups on the
projects, and through the groups help the community to develop and accept the tenants of the project as an asset and not a liability. By "limited role" is the fact that the student is only able to give service on his days of field work while an employed social worker would be able to devote more time to the needs of the tenants.

In this study we have attempted to portray a large housing project built in a community which was lacking in many resources. It is realized that there are many aspects of community organization that have not been covered and would give a basis for further study, such as, the effectiveness of a neighbourhood house type of programme in a public housing project, the means of obtaining a better coordination of health, welfare and recreational services, or the effective ways of attempting to integrate a housing project into an existing community.
CHAPTER IV

STRATHCONA AREA

THE STUDY AREA AND ITS PEOPLE

For purposes of this study, the area to be considered will be called "Strathcona". This name has been commonly used over the years and is taken from the name of the large elementary school, Lord Strathcona.\(^1\) The area is bounded on the west by Main Street, north along Hastings Street, on the east by Clark Drive, and on the south by Terminal Avenue (Figure 1A). These boundaries were drawn to coincide with those of the Bureau of Statistics in order to obtain information from the 1961 census figures. Strathcona is immediately adjacent to the downtown area. Some references will be made to the area just north of Strathcona as a few agencies which serve Strathcona are located there.

The area will be discussed initially in terms of its population, resources, physical characteristics, social problems and community activity. However, a particular emphasis in this study will be the effects of programmes of redevelopment on the community. Redevelopment is defined here as "the process of acquiring blighted land, demolishing existing structures, and making the cleared land available for new development."\(^2\) Redevelopment has been planned to take place over the period of a number of years, the first project already having been completed and a start is to be made

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\(^1\) Stanley D. McLarty, The Strathcona Story, 1873-1961: The Story of Strathcona School, Vancouver School Board, Vancouver, B.C., 1961. This school was first named East School but in 1900 was renamed Lord Strathcona, after one of Canada's outstanding financiers and philanthropists.

Strathcona is one of Vancouver's earliest residential communities. It developed quickly in its location adjacent to the waterfront area, with the early logging and lumbering industry. However, as industry evolved and the city grew larger, many of the original residents moved to newer areas. This left the residences to be taken up by a number of groups of a variety of racial and national backgrounds. Immigrant populations have tended to gravitate towards their kinsmen and toward those who speak the same language. A consequence of this is that cultural "islands" were established which continue to exist to a marked extent today. Some of the earliest settlers, notably the Chinese and Italian still live there in substantial numbers. Indeed, the Chinese are increasing in number and are moving further east in Strathcona, particularly in the last five years (Figure 3A). The Japanese, who were evicted during World War II, have returned but in very limited numbers. Other ethnic groups at one time located there have moved elsewhere in the city. Today there is a trend for immigrants, especially of Chinese and Italian backgrounds, to settle, at least initially, in the Strathcona area while Canadian-born of these groups tend to move to other areas in Vancouver.

One of the effects of national groups settling in Strathcona has been the establishment of a number of their own churches and national halls (Figure 3A). These have fulfilled social, educational and cultural functions. The churches continue to attract attendance from members of the ethnic group they serve even though the members may now be residing outside Strathcona.
FIGURE 2A — MAP ILLUSTRATING DISTRIBUTION OF ETHNIC & RACIAL GROUPS

LEGEND

- CHINESE
- ITALIAN
- JAPANESE
- NEGRO

1 INCH = 400 FEET

POWELL STREET GROUNDS

ST FRANCIS XAVIER SCHOOL

SACRED HEART SCHOOL

SEYMOUR SCHOOL

FALSE CREEK PARK
When interviewed, most of the ministers, priests and church workers, indicated that a large number of their parishioners were not resident in the area. These church leaders have found it necessary to consider the needs of two main elements in their membership: that is, for those frequently of middle class status, higher income, often better education from outside the area, and those from within Strathcona itself.

Many of the once substantial homes have been converted to boarding and rooming houses. Most often, this has been done without adequate planning. This has been necessary to accommodate immigrant people, as well as those migratory workers of lumbering, logging, mining and fishing industries who have taken up the less expensive accommodation near the downtown centre. Deterioration was inevitable because of overcrowding and by 1958 it was recognized officially that redevelopment on a comprehensive scale was necessary for Strathcona area.¹

In 1961 the population in Strathcona totalled 8,493 of which 5,518 were male, and 2,975 female.² Many nationalities are represented in the area but particularly notable is that 4,832 or 56.9 percent are Asiatic (Table P.) and this is double that of 1950 when the percentage was 28 of the total population.³ Sixty-three percent of the total population was born outside Canada and 19 percent speak little or no English.

¹ Vancouver Redevelopment Study, Prepared by the City of Vancouver Planning Department for the Housing Research Committee, December 1957. This report was adopted in Feb.1958 by the City of Vancouver.
² All statistics are from the 1961 Census of Canada, Dominion Bureau of Statistics, unless otherwise acknowledged.
³ Leonard C. Marsh, Rebuilding a Neighbourhood, the University of British Columbia, Vancouver Canada, 1950, p. viii.
Table P. Ethnic Distribution

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Strathcona Number</th>
<th>Strathcona Percent</th>
<th>Vancouver Number</th>
<th>Vancouver Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Isles</td>
<td>1104</td>
<td>13</td>
<td>230,234</td>
<td>60</td>
</tr>
<tr>
<td>French</td>
<td>215</td>
<td>2.5</td>
<td>12,113</td>
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</tr>
<tr>
<td>German</td>
<td>118</td>
<td>1.5</td>
<td>16,561</td>
<td>7</td>
</tr>
<tr>
<td>Italian</td>
<td>783</td>
<td>9</td>
<td>12,941</td>
<td>3</td>
</tr>
<tr>
<td>Netherlands</td>
<td>35</td>
<td>.5</td>
<td>9,311</td>
<td>2.5</td>
</tr>
<tr>
<td>Polish</td>
<td>142</td>
<td>1.5</td>
<td>7,117</td>
<td>2</td>
</tr>
<tr>
<td>Russian</td>
<td>113</td>
<td>1.5</td>
<td>4,840</td>
<td>1</td>
</tr>
<tr>
<td>Scandinavian</td>
<td>225</td>
<td>2.5</td>
<td>18,782</td>
<td>5</td>
</tr>
<tr>
<td>Ukrainian</td>
<td>268</td>
<td>3</td>
<td>9,247</td>
<td>2.5</td>
</tr>
<tr>
<td>Other European</td>
<td>489</td>
<td>6</td>
<td>26,769</td>
<td>7</td>
</tr>
<tr>
<td>Asiatic</td>
<td>4832</td>
<td>57</td>
<td>19,915</td>
<td>5</td>
</tr>
<tr>
<td>Other</td>
<td>169</td>
<td>2</td>
<td>6,692</td>
<td>2</td>
</tr>
<tr>
<td><strong>100%</strong></td>
<td></td>
<td></td>
<td><strong>100%</strong></td>
<td></td>
</tr>
</tbody>
</table>

There are 1,550 families in Strathcona and children up to the age of fourteen make up 22 percent of the population, and those over the age of 55 represent 34.4 percent (of which 82 percent are males).

In planning health, welfare and recreational services and resources to meet the needs of the people of Strathcona, three significant factors seem to stand out and require special attention. One is that there is a great proportion of Asians with different cultural backgrounds. A second factor is that related to the problem of communication with almost one in five having a language other than English. Still another consideration is the age distri-
bution, with one half the total population represented in the very young and the older segments.

It is frequently said that in Strathcona, owners do not occupy their dwellings but rather, tend to have them rented while they live elsewhere. A check of the census figures showed that almost a third (30 percent) of the dwellings are owner-occupied which, although it is low when compared to Vancouver owner-occupied dwelling percentage of 60 percent, is still quite significant.

The educational level tends to be low, with some illiteracy (Table Q). Possibly this is one cause of the low income level, with an average per family head of $2,478 compared to Vancouver's average of $4,408. Almost 60 percent of the population over the age of six has very limited education.

Table Q. Educational Level

<table>
<thead>
<tr>
<th>Strathcona</th>
<th>Vancouver</th>
</tr>
</thead>
<tbody>
<tr>
<td>Those over 6 years with no schooling</td>
<td>9%</td>
</tr>
<tr>
<td>Those over 6 years with some elementary schooling only</td>
<td>49%</td>
</tr>
</tbody>
</table>

Religious Institutions:

In Strathcona the Churches characteristically serve definite ethnic or racial groups. They are: Sacred Heart (Catholic, Italian), Chinese United, St. Francis Xavier (Catholic, Chinese), Chinese Anglican, Chinese Pentecostal, Chinese Christ Church, St.
Mary's (Catholic, Ukrainian), Russian Orthodox, St. Vincents Shelter. There are also a number of "missions", with emphasis on "soul-saving" but also some with quite a substantial interest in activities for young people.

Just north of Hastings Street are St. James Anglican Church (the oldest church in Vancouver), the Salvation Army Temple, St. Paul's Catholic Church, Vancouver Buddhist Church. First United Church (the second oldest church in Vancouver) has temporary quarters in this area, in the hall originally occupied by the Federation of Canadian Ukrainians. In a few months' time, this church will move back to its new building, now under construction, in Strathcona.

Apart from the usual church activities, St. James Anglican also has a programme for pensioners (36 paid up members) when their clubroom is open five days a week, through the day. Tea is served each afternoon. Activities such as cards, checkers, and crafts are planned. Personal visiting is done when members are ill. Welfare work in the district is another phase of emphasis, in large part through assistance in clothing and food. Also on referral from City Social Service Department, or as there is an individual need observed by a church worker or member, administration of social assistance and pension cheques is undertaken.

First United Church programmes for older persons are in the form of a Saturday night "fellowship" hour when about 200 people attend and at which there are programmes, a short devotional, and refreshments. On Wednesday afternoons there is also a gathering for devotional and for social purposes, with an average attendance of about 70. There are activities including cub and scout packs for the younger people.
Social service work is carried out by staff and although no money is given, there is provision of clothing and food. This is considered to be a "missionary" church with emphasis on work with low income groups. Financial support for this work comes from all United Churches in Vancouver. Social Service expenses in 1963 for items including meal tickets, groceries, beds and rooms, clothing, furniture, transportation, totalled $5,931.93.¹

Educational Institutions

A number of private pre-school institutions are located within the area or just to the north of it. The Child Care Centre is licensed for 60 children from the ages of three years to six, but has only four children from the area (the balance from all parts of Greater Vancouver). St. Paul's Day Nursery operated by the Franciscan Sisters of Atonement, has an enrollment of 40. Some of the Churches have kindergarten classes. In addition, there are two classes (totalling 113 children) of kindergarten-aged children in Strathcona School, and two classes in Seymour with a total enrollment of 60.

The public schools in the area are Strathcona and Seymour Elementary Schools. Strathcona has a registration of 980 pupils, of which 89 percent are Asiatic (the great majority being Chinese), the balance is a mixture of other nationalities. Seymour School, which is located in the eastern section of Strathcona area, has 500 students, some of which come from beyond the eastern boundary of Strathcona area, Clark Drive, over as far as Commercial Drive. There

are about one third Asiatic children, one-third Italian, 4 percent negro, and the balance is made up of other nationalities.\(^1\) Princip­les and nurses state that attendance in both schools is high compared to other areas, partly they believe because health is generally good, and partly because these children seem to welcome the warm, clean atmosphere and really want to come to school. Two private schools also lie within the district:- Sacred Heart with 130 students (69 percent Italian, 5 percent Portuguese, the balance white and a mixture); and St. Francis Xavier which is largely for Chinese children. There is no high school located within the area.

There are language schools for the Japanese and Chinese children. English classes are offered for immigrants or others who need it, by the Pender Y.W.C.A. and by some of the churches. No adult education programmes are sponsored in the area by the Vancouver School Board. This has been explained on the basis that there have been no requests for them. The Vancouver Vocational Institute is in downtown Vancouver, a few blocks beyond the western boundary of Strathcona, Main Street.

Recreational Services:

The three main recreational agencies located in Strathcona are the Kiwassa Girls' Club, Gibbs Boys' Club, and the Pender Y.W.C.A. There are also some national halls which have limited programmes for their own national groups and whose membership is not confined to the immediate community. There are recreational programmes provided by some of the Churches (Sacred Heart, for example has a great emphasis placed on their sports programmes for their young people).

\(^1\) These figures were obtained from the school principals and corroborated by the school nurses.
Programmes are also arranged and sponsored by the Board of Parks and Public Recreation.

The only agency that offers a social work approach is Pender Y.W.C.A. In the past it has offered some group planning for boys, but now, with staff shortage, is restricted to programmes for girls and women. There are craft and hobby classes, clubs, one teenage group on Wednesday nights. Fairly elaborate plans are made for summer activities for girls during the month of July, such as resident and day camping. The agency closes during August.

The Kiwassa Girls' Club has recreational programmes for girls from five to fifteen years. It would like to provide activities for older girls but after some experimentation found that this age group was not interested in attending. Programmes are in the nature of sewing, craft, knitting, cooking classes, gymnastics etc. The girls come after school and an average attendance is between 30 and 40 per day. The Club is not open in the evenings. There is also a summer programme when day trips are arranged every second day throughout July. Again this club closes during August. There is also an organized mothers' club meeting twice a month and which places emphasis on the social contact. Twenty-five mothers are registered and an average attendance is 12 to 15. They hold bazaars and contribute to special occasions for the girls by providing refreshments and supervision. Although all nationalities are represented in the club, Italian is predominant.

Gibbs Boys' Club operates in what was once a Jewish synagogue - a large, well kept building with plenty of accommodation. There are activity rooms, a large gymnasium and a large downstairs lounge for dances. There are about 100 boys from eight to eighteen
years who use the club each day, afternoon and evenings. In addition, some young men up to the age of 25 come once a week for floor hockey. The director must place emphasis only on healthy recreation because of very limited staff and large numbers of boys, but he does feel there is a great need for individual and group work for those who have personal emotional problems.

For the older person, in addition to the church programmes, there is a social club, the Second Mile Society, located on Hastings Street. The clubrooms are furnished with comfortable, older furniture and are open six days a week from 11 until 5. Emphasis is on a social atmosphere. Activities include card games, rug bowling, and a library which is used in a limited way. Tea is served every day by volunteers from churches, service clubs, and organizations from all parts of Vancouver. Membership, which is open to any person 65 years and over, stands at 198 with an average daily attendance of about 45.

There is no park or play area in the western part of the Strathcona Community except for the school grounds, and this is limited in size. A square block to replace McLean Park which has been used for the housing project, has been set aside adjacent to the school, but has not yet been developed. North of Strathcona, in

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1 The Second Mile Society was started at the instigation mainly of the late Alderman Anna Sprott. She was concerned with the loss of the traditional meeting place for older men at the Vancouver Public Library when it was moved from its original location at Main and Hastings.

2 There has been confusion around the spelling of McLean Park. Officially, the City of Vancouver recognizes McLean Park (named after one of Vancouver's first mayors). However, when the Housing Project was constructed, due to an error, the spelling became MacLean Park, and is so recognized by the Vancouver Housing Authority in its legal documents with Central Mortgage and Housing Corporation. In this study, the original spelling of McLean Park will be used.
the heavy industrialized area is Oppenheimer Park. It is not used to any extent as an informal playing field by the children but has organized baseball, softball and soccer games. These games tend to attract the 'drifters', unemployed and older people. In the eastern section of Strathcona there is a temporary playing field with some equipment. It is grassed and has a small wading pool. In the south-eastern corner of the area, on the False Creek flats there is a large park of about 20 acres, known as the False Creek Park, and which is heavily used. The Board of Parks and Public Recreation provides extensive programming under supervision during the summer months on these locations. It is interesting that in this area with so little citizen activity the Parks Board has found it possible to work closely with community groups, particularly in connection with planning and using the False Creek Park.

Health and Welfare Services:

Although in the past, health conditions in Strathcona, as reported over the years by the Metropolitan Health Committee, were considered to be very bad, in the past fifteen years there has been a noticeable improvement. This is in large part attributed to the influence of Strathcona and Seymour schools and the public health programme conducted through these institutions, as well as through private kindergartens. General health conditions appear to compare favourably with other areas in the city with a few exceptions. Without an accurate comparison, the Metropolitan Health personnel are of the opinion that there may be a somewhat higher proportion of defective vision than in other areas. They
question how much of this is due to poor lighting conditions in the homes or perhaps because low incomes prohibit the purchasing of glasses. Also, there is a recognized high incidence of active tuberculosis, particularly among the Chinese, and more particularly with the Chinese single men living in communal arrangements with common kitchens. There is also high incidence of tuberculosis in an "advanced" stage among the 'drifters' (although these are cases located more in the downtown area, west of Main Street).

Programmes offered by the Metropolitan Health Committee are those offered in other areas of the city, such as maternal and child care clinics. (In this connection it is interesting to note that few if any Chinese attend the pre-natal classes although many take their babies to the well-baby clinics).

The programme in the schools is planned on a preventive basis and emphasizes work with families. It entails home visiting where nurses are generally well received, although advice is not always followed. If emotional or social problems are detected, referral is made to an appropriate agency. Mental hygiene services are available within the Metropolitan Health Agency for such problems as require them. The nurses have observed that Chinese children tend to internalize their emotional problems but symptoms show up in stealing, psychosomatic ailments (psychosomatic ailments are also common to their parents); whereas, the Italian children lack internalized self-controls and will act out in a hostile, belligerant way. Absentee rates in both schools are comparatively low, although it is recognized that these children really prefer to attend school rather than not.

School nurses have indicated they find it difficult to work
with the parents of both Italian and Chinese children. The former are openly hostile and distrusting, and the latter tend to be passively resistant. On the other hand, they find the Japanese, particularly the newly arrived immigrants, are very anxious to understand and learn western culture, as evidenced in the diligence with which they pursue the learning of English, the questioning of how things are done here in Canada.

Among agencies active in Strathcona, providing the services they have in other parts of the city are the Victorian Order of Nurses, the Canadian National Institute for the Blind, City Social Service Department, Family Service Agency, Children's Aid Society, Catholic Family Service Agency, Catholic Children's Aid Society and Pension Board.

Chinese Population:

The high proportion of Chinese people in the area requires special consideration. Particular effort must be made by those planning to provide services to understand them, their cultural backgrounds, behavioural patterns, resistances, and leadership. The analysis following is based only on interviews with a few individuals and should be regarded as impressions. So great are the complexities and implications that to be comprehensive and accurate would require a separate study.

There are about 65 Chinese societies, tongs1, and organizations. Some of these have developed as a result of family ties,

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1 Father Peter Chow explained a tong as an association whose members are of a particular family, or who carry the family name.
or from geographic places of origin in China. The purposes of these although mainly social also are based on mutual aid, benevolent associations, educational elements and religious aspects. Some have sprung up from mutual or common business interests in the area and/or are dependent on patronage from the residents there. The Chinese Chamber of Commerce, the Chinese Lions Club, and the Chinese Property Owners' Association would be examples. Relationships are maintained with the Chinese community and its societies. However, these organizations appear to be careful not to take stands on controversial issues, such as public housing and redevelopment (with the exception of the Chinese Property Owners' Association) for fear of antagonizing those on whom they are dependent financially. It is suggested, however, by those who were interviewed, that many of the members have definite individual opinions.

The tongs and societies before the turn of the century federated into the Chinese Benevolent Association, which was once regarded as the spokesman for the entire Chinese community and indeed, from what has been reported, carried tremendous influence and was a real power. Today, some informed people suggest, it continues to be very vocal on issues even although its membership is no longer representative of the entire Chinese population and it has no longer the same tremendous influence.

When they attain early adulthood, those Chinese born in Canada tend to leave Strathcona to reside in other parts of the city, while those of a previous generation remain where they first settled. New immigrants first reside in the area to be with those
who speak the same language and have a similar cultural background. As they become more secure financially, and more knowledgable about western ways and the English language, they too tend to move out of the area.

Those Chinese who continue residency in Strathcona appear to seek to preserve much of their own culture, such as the strong extended family unity and loyalty. This factor needs to be recognized as it has implications for determining needs. As an example, a recent study was undertaken by the Community Chest and Councils,¹ to determine the need for day care services for pre-school children of working parents in Strathcona community. This study indicated that the majority of people did not see a need for such services, at least at the present time, because of the Chinese pattern of using the older generation, grandparents, aunts, old friends, to care for their children; and the acceptance of this role by all generations. There was considerable doubt, that even if services were provided, they would be used.

Citizen involvement and Efforts towards Co-Ordination

Activity on the part of citizens in the neighbourhood appears to be very limited when compared with most other communities. There are no Parent Teachers Associations; only a 30 percent turnout at Strathcona School for a parent-teacher conference, and about 60-70

¹ Community Chest and Councils of the Greater Vancouver Area, Social Planning Section, Welfare and Recreation Council, Committee Studying the Need for Day Care Services for Children in the Strathcona (East End) Area, 1964.
percent at Seymour School would represent an average attendance. One school principal questions how much this is due to fear of the unknown, noting that parental turnout is excellent on a sports day or for a concert, particularly if music and dancing are involved.

There is a Mothers' Club at Kiwassa which shows some activity. A small group of older women at First United Church meets regularly. Leadership of ethnic groups seems to be generally from outside Strathcona although the associations meet in the area. There is no attempt made, nor any avenue apparently open at this time for these groups to work together around any mutual concerns on a community level.

"Of more than one hundred staff personnel and volunteers of the Gibbs' Boys' Club, Kiwassa Girls' Club, Pender Y.W.C.A., Strathcona and Seymour Schools, only three live in the area. Of all others only the Sisters and Priests of the parochial schools and kindergartens reside there."¹

This statement, made ten years ago by Mr. Boris Steiman is true today. There is little change in this aspect of Strathcona: leadership from professional and other personnel resides almost exclusively elsewhere. One minister who does live in the community questions this phenomenon, believing there cannot be the same understanding and knowledge of the people and the community under these circumstances.

In his study Mr. Steiman brought forward a number of problems, such as the lack of communication between the various ethnic groups, the lack of relationship between these groups and the community, the number of small agencies providing service in the area but with little co-ordination, the need to have concern about housing matters, the needs of the older people. He pointed out strongly the need for community organization under professional leadership to enable members of the community to learn gradually to accept responsibility for solutions to their own problems.¹

In keeping with the conclusions shown in Mr. Steiman's study and with recognition of the validity of them, agencies made a real attempt to involve citizens on a participating basis.² As a beginning, agencies sought out adult participation using as a nucleus the mothers of the Kiwassa Girls' Club. Other agencies also found interested parents through their memberships. This interest was stimulated in late 1953 and early 1954. A great deal of work was done in the way of personal contact, through interviewing of individuals. As a result, in January of 1954, fifteen active parents had banded together and formed the East End Recreation Committee. The initial objective was to work with another newly organized group, a teenage council, in sponsoring and planning for a series of dances for the young people. The teenagers conducted their own meetings and divided into committees

¹ Ibid: pp 61 and 62

² The account of this agency effort, citizen activity, and results, are based on minutes and reports of the East End Inter-Agency Advisory Committee from January 1954 to November 1957.
to assist the adults in operating the first dance in February, 1954. Staff members of agencies acted as an advisory body to both the teenage and adult groups, and in this capacity, became the East End Inter-Agency Advisory Committee.

Although the experience of working with their children was valuable to the parents, and considered to be effective, also recognized was a lack of experience on the part of these people in terms of taking responsibility or leadership. Development was slower than normally expected. Moreover the high rate of transiency and overall lack of community organization, as well as the difficulty in recruiting representatives from ethnic groups, indicated that much time and patience, was needed to develop a strong community committee and to maintain membership in it. From an agency point of view it was observable that their programmes and general operation improved with this community interest.

In the process of contacting the individuals, it had been noted that some individuals were not interested in working on dance programmes but expressed enthusiasm for other community projects. A need to expand and broaden the concerns of the committee seemed in order. Apathy, which formerly was seen to be the cause of lack of citizen participation no longer seemed so much a problem. A need for direction and help in the development of leadership and provision of the opportunity for further community experience was indicated. The Community Chest and Councils was approached in June of 1954 with a request, made by the East End Inter-Agency Advisory Committee on behalf of their agencies, and also on behalf of the East End Recreation Committee, to supply a staff person to work
in the neighbourhood. It was recommended this person could work not only with the Red Feather agencies, but also strive to stimulate involvement on the part of other agencies, associations, and schools. The Community Chest and Councils turned down this request, mainly because of lack of funds. It did, however, make arrangements for a student from the School of Social Work in October to assist.

From June, 1954, however, and for the next few months the East End Recreation Committee worked only to arrange a few dances. By October, 1955, although it was listed as one of the sponsoring groups for the annual Hallowe'en dance, the committee did not appear to be active. Its function seemed to have been taken over by the staff members of the agencies of the East End Inter-Agency Advisory Committee.

There appears to be no further mention of the activity of the Teenage Council although deliberate efforts seem to have been made by the agencies to involve this age group in the planning for the Hallowe'en dances. This pattern has continued to this date with the East End Inter-Agency Advisory Committee (later known as the East End Inter-Agency Committee, one presumes because its advisory role was no longer necessary) continuing to meet annually to arrange Hallowe'en dances.

It had been many years, combined with a comprehensive study and its recommendations, and sincere effort by agencies to lead up to creating this nucleus of citizen activity. It seems unfortunate that Community Chest and Councils was unable to be active in its requested assistance to help to foster and maintain
this movement when the time was ripe. Ten years have now elapsed since this occurred and there appears to have been little further done to recreate the climate.

Concern on the part of the East End Inter-Agency Committee in connection with problems of redevelopment will be discussed later. Apart from the Hallowe'en dances and efforts around problems of redevelopment, this council has become active in few other matters. An attempt was made a year ago to broaden its scope to co-ordinate around other concerns, but this did not meet with success. This spring, the committee has met again to discuss the need for co-ordinated planning of summer activities for young people, to determine overlapping and gaps in services, and to attempt to meet these problems. It is to be hoped that it will concern itself with other matters as well, broaden its representation, even if on a gradual basis, and so become a stronger co-ordinating force in the community.

In December, 1954, concern was expressed by the East End Inter-Agency Advisory Committee as to the advisability of establishing a Community Council. Questionnaires were circulated to ethnic societies, churches, agencies, associations and individuals, but the results generally indicated that the community was not yet ready to establish a council. It needed to build up stronger community citizen involvement before this could be effective.

Mr. Steiman, in his thesis mentioned a body called the Strathcona Case Committee, made up of representatives of nineteen agencies. Its purpose was to meet "periodically to discuss and
handle specific social welfare cases with the locality". But he added, that its work had not been very effective as it seldom met and seldom had any concerns about the neighbourhood generally. Unfortunately, after discussions with agency personnel, and interviews with people who were working in the area at that time, it has been impossible to determine the course of this committee. Only one person had the vaguest recollection of it. Certainly, it does not exist today although a somewhat modified case study committee does. One can only assume that it had never managed to be really effective and just dropped out of existence. One mention is made in a report in 1955 prepared by the Pender Y.W.C.A: the fact that it had not been convened for some time and efforts should be put forth to attempt to revive it.

The case conference pattern that exists today is an informal one. On occasion, when a problem is discerned, agencies which are, or should be involved, may meet together to discuss a co-ordinated approach in the interests of a family or individual. This may take place through an arranged meeting or may be done by telephone conversation.

Since the time of Mr. Steiman's study when he was quite critical of a lack of a genuine attempt on the part of the schools to interest parents, no further efforts have been made to form a Parent Teacher Association in either of the two schools.

An official of the Board of Parks and Public Recreation reported a definite interest is evident in the Strathcona area in

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1 Op cit Boris Steiman, Community Organization for Social Welfare, page 46
2 Ibid, p.46
3 Ibid pp 55-58
the sphere of sports. There are well-organized groups to promote baseball, softball, and soccer. These groups are represented on a Council of the entire area east of Main Street. As a result of this organized citizen involvement, a full schedule of games is arranged for both Oppenheimer and False Creek Parks in co-operation with the Board of Parks and Public Recreation. The Board notes the primary interest in sports in Strathcona and compares this with the primary interest in cultural activities in Vancouver's West End area.¹ One must ask the question whether this involvement with its leadership might be broadened to interest in other areas of activity.

Some Opinions about Strathcona:²

The need for greater co-ordination of agency activities is repeatedly mentioned by those who were interviewed. It seems unclear, however, who should take responsibility for efforts towards effecting this. Some opinions expressed about this are:

- there are too many agencies providing similar services, and yet gaps exist in the over-all programming; agencies tend to be focussed on their own programmes rather than on the needs of the community as a whole; the existing limited co-ordinating body, East End Inter-Agency Committee, is "dying" but not dead and could be revived to serve a better purpose; there are many jealousies and rivalries between agencies, and between churches; need exists for agencies to reassess their programmes in order to "move with the times" and develop more "give and take" between them; and more optimistically,

¹ These observations were made by the Recreation Director, Board of Parks and Public Recreation in an interview.

² For a complete list of those who were interviewed, see Appendix.
that the community is almost ready for co-ordination which might be promoted through some successful experiences around specific mutual community problems and perhaps to lead to the formation of some kind of community or neighbourhood council.

Lacks in services are mentioned as: insufficient park or playground area at this moment in the western part of Strathcona (since McLean Park is no longer available); inadequate group work services for boys; need for a study and evaluation of the problems and services for the type of older people in the area; lack of recreational resources for adult males; need for more organized activities for teenagers, particularly during the summer; need for a community centre .... to name some.

From only one source was there any mention made of juvenile delinquency in the area as being a problem and that was of a minor rather than major concern. School principals have been impressed with the lack of delinquency, noting that the school buildings are rarely damaged or defaced in any way; and also that comparatively few cases are brought to their attention by the police. One explanation offered was the schools have taken an increasing interest in and have supervised any delinquents known to them. Another reason given was that Chinese parents are firm disciplinarians.

Generally, the area is thought to be quite stable, in spite of the trend on the part of some individuals and families to stay for a year or two and then move out. There are sufficient old-time established families, institutions, churches, and agencies which appear to act as a bond to maintain stability. One evidence
of this is the comparatively low turnover in school population.

We have looked at Strathcona and its people. It is an older, run-down area, overcrowded, somewhat apathetic, and a location in which many social problems exist. It has unusual characteristics in its population make-up. But it has definite characteristics of being an identifiable community with its stability, multiplicity of services, associations and churches.

Let us turn now to examine in the next section how this community reacted to a crisis situation ... that of planned redevelopment with social implications that inevitably accompany wide-scale changes in environmental circumstances.
REDEVELOPMENT IN STRATHCONA

As mentioned, Vancouver's Strathcona area is one of the oldest residential areas. For many reasons: overcrowding, inadequate conversion, closeness to the downtown area, and indeed, the very nature of the construction of the buildings combined with the neighbourhood's age, this area was considered to be one of the most deteriorated of any in the city. Land and property values had reached such a low level that there was little attraction for private investment to move in and do any redeveloping as it has in other areas of the City, (this may be seen occurring in the West End today).

History of Redevelopment Planning for Strathcona

In 1950, Dr. Marsh recognized the need for a thorough examination of the entire city to determine blighted areas in need of renewal in one form or another. However, he limited his study to the Strathcona area and saw it as a location where not just new housing was needed, but more specifically, low-rental subsidized housing to serve the low-income area: — that is, public housing. Public housing is defined as "rental housing owned and managed by local governmental agencies and subsidized by federal and local contributions". Its purpose is described as follows: "to make good housing available to low-income families who are living in substandard dwellings or who have been displaced from their quarters by public action."

1 Op cit: Vancouver Redevelopment Study, p. 29
2 Op cit: Leonard Marsh, p. iii
3 Op cit: Working Together for Urban Renewal, p. 18
4 Ibid: p. 18
In 1954, due to persistent pressure on the part of Vancouver Housing Association which dated back to 1938, and on the part of a number of other groups, the reality of the fact that low rental housing was required in Vancouver because of a shortage of appropriate accommodation, was recognized by the City. The public housing project of Little Mountain was constructed. This was not designed for any specific groups, other than low-income, nor was it linked with any planning for long-term redevelopment, but rather merely to alleviate a housing shortage. The property was available and the need was recognized.

After Little Mountain was occupied and there was still a waiting list of people for such accommodation, Orchard Park Public Housing Project was also constructed.

"No matter how well planned and economically fortunate a city is, some districts will depreciate and normal renewal by private investment will not take place. The principle ... is that urban renewal is not a once-and-for-all rising to an emergency but a continuing, normal aspect of a city's growth, some part of which will always be a public responsibility."¹

However, it was not until 1955, after the Technical Planning Board proposed to the city of Vancouver that a redevelopment study be made, that a technical committee known as the "Housing Research Committee" was established. This committee was representative of Central Mortgage and Housing Corporation and the Provincial and City Governments. It was "to guide the City Planning Department in carrying out the study which began in July 1956".²

¹ Op cit: Vancouver Redevelopment Study, p.1
² Correspondence from Director of Planning, G. Sutton Brown, to His Worship the Mayor and Members of the City Council. This appears in Vancouver Redevelopment Study
Its broad terms of reference were recognized as being "to select those areas of predominatly residential use which might require redevelopment during the next twenty years, and to produce a programme of redevelopment, integrated with the City's Twenty-year Development Plan. The study was also to determine areas vulnerable to blight, and to recommend rehabilitation procedures for those areas".¹

Strathcona was selected as one area which required Comprehensive Redevelopment. Comprehensive redevelopment is applied to an area where "complete clearance of residential structures should be progressively achieved over the planned twenty-year period".² It was selected because it had been a good residential district many years ago and still had the characteristics of being a neighbourhood with an abundant supply of churches, social centres, substantial schools, but there was widespread deterioration in housing. Also, the encroachment of heavy industries into residential sections was limited in spite of the fact that the area had been zoned for industrial purposes. Industries have been mainly contained on the fringes of Strathcona.

The Redevelopment Study, completed in December 1957, was approved in principle by the City Council in February, 1958. The Technical Planning Board was then asked to proceed to make suggestions for the first project in the twenty-year scheme. These proposals were that the start be in the nature of building projects.

¹ Op cit: Vancouver Redevelopment Study: p.2.
² Ibid, p.4.
at Skeena Street and the Lougheed Highway, and at McLean Park in Strathcona. This was to be followed by certain sections of the city being completely cleared (Fig. 4A).

The National Housing Act, under which redevelopment projects are undertaken, requires that responsibility must be assumed for rehousing families who are displaced in accommodation with a rental that is fair and reasonable. To proceed with clearance of houses, these two projects would have to be constructed to accommodate those whose homes were to be demolished.

The report with its proposals was approved in March 1960 by the City Council and a little later by the Provincial and Federal Governments. Skeena Terrace opened in October of 1962 and McLean Park in April of 1963. The individuals whose homes were to be demolished were given priority and the first opportunity of moving into these housing projects. Comparatively few chose to move so far out as Skeena Terrace, but the majority of residents in McLean Park came from the adjacent areas. Demolishment has been practically completed in the areas designated in the Project 1 recommendations.

Social Implications of Poor Housing:

Other effects than the physical disfigurement to a city which result from deterioration are well recognized. The Redevelopment Study states:

"While not so much an index of blight as a consequence of it, certain undesirable social conditions are associated ... with substandard Housing. ... The physical symptoms of blight may be more obvious; the human consequences, in loss of well-being and self-respect, may be more disastrous and in the long run more expensive."

1 Section 23, National Housing Act: Urban Redevelopment, as it appears in City of Vancouver Redevelopment, Project 2, Prepared by The Technical Planning Board, July, 1963.
Dr. Marsh adds to this that:

"the costs of wretched housing and demoralizing neighbourhoods are not escaped - there should be no mistake about this. They are borne, day after day, by the men, women and children who live in the run-down districts of our own cities; but they are borne also in some part by every property owner and every taxpayer. Public low-rent housing, in the last analysis, is the choice of spending money constructively instead of wasting it on palliative; using it to subsidize decent living and the opportunity of healthy citizenship, instead of subsidizing demoralization, apathy and delinquency."

It is impossible to overlook the social implications of poor housing and blighted areas, as well as the costs of it.

Certainly, over the years, an examination of the caseloads of the Welfare and Health agencies serving this district, would indicate the high proportion of social problems concentrated in Strathcona. These tend to be associated with poor housing conditions. Although primarily redevelopment is not promoted to take care of social problems, it is reasonable to believe that if there is an improved environment there is more hope of somewhat healthier individuals and families.

**Strathcona Reaction to Redevelopment:**

"Relocation involves human problems and its success depends on how these are handled. The task of finding alternative accommodation for the displaced, informing people of their legal rights, ensuring that no unwarranted distress is caused, and maintaining good public relations for the whole project needs to be assumed by some responsible agency in co-operation with representatives of the various ethnic and religious groups among the residents."

Let us examine the way in which Strathcona citizens, groups,

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agencies, and institutions reacted to the intervention of redevelopment on their lives. Also, we need to note who took responsibility for disseminating information, for attempting to make the process of relocation smoother.

Already discussed are the factors of the proportionately great number of agencies; the ethnic distributions, with the large number of Chinese organized into their tongs and societies; the degree of apathy and lack of communication on the part of citizens to meet together to attempt to solve their own problems; the lack of co-ordination between agencies.

One can only imagine the fears and questions in the minds of the people in Strathcona when they first heard mooted the plans for redevelopment.

"Where redevelopment entails complete clearance, all the strengths and weaknesses of neighbourhood in terms of family and community living are laid open to change: small family businesses may be closed for ever; old people may be separated from the familiar churches, clubs, park benches, and corner stores; hidden family tragedies may be laid bare; the plans of young families to save toward some future goal may be destroyed."\(^1\)

Feelings of distress would accompany the knowledge that the homes in which they had lived, crude as they might be, were to be torn down. They would have little, if any, understanding of the alternative arrangements to be made for them in terms of provision of accommodation. For those who owned their homes would be many questions, not only of relocation but also of financial arrangements. It seems realistic to assume that fears, even if unwarranted, caused through ignorance

\(^1\) Op cit: Working Together for Urban Renewal, p.13
would create a situation if not actually, at least bordering on, a state of panic. One leader in the Italian groups found there was comparatively little he could do to allay these fears, to prevent panic-selling of properties and to correct misinterpretations once his people had reached this point.

Chinese Reaction

The Chinese people, according to one informant, have tended to regard the western portion of Strathcona as belonging to them. They felt their rights infringed on, and mobilized to protest. It was mainly through the Chinese Benevolent Association and the Chinese Property Owners' Association that they vehemently expressed their disapproval. Some of their reasons were expressed in a brief to the Municipal Council and summarized were as follows:

1. There would be a disruption to the Chinese businesses.

2. There would be a breakdown, because of dislocation, of the fabric of the social structure of the Chinese Community.

3. There were concerns about the financial compensation for the expropriated properties.

4. There seemed to be no opportunity to own their own home; rather, they would be restricted to renting.

Whether their fears were justified need not be debated in this paper. They were made clear publicly, not only by their official brief but also through public meetings, and the news media.

Agency Reaction and Attempts to Co-ordinate around this Crisis

Ethnic societies were not alone to mobilize around this

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1 Submission of the Chinese Community to the Mayor and Council of the City of Vancouver regarding the Vancouver Re-Development Scheme; prepared by Charles C. Locke, Counsel, Vancouver, B.C., September 30, 1960.
"crisis". Agencies and institutions were recognizing the fact that this could have a tremendous impact on the community which they served. Some felt a responsibility to take action. This was particularly true of the Pender Y.W.C.A. which, after a series of discussions with a number of persons both professional and lay, called a meeting, a 'Redevelopment Meeting', on November 30, 1960.¹ Representatives of several of the agencies, churches, and the Strathcona School were present. Some of the questions brought by the professional people to the meeting indicated a lack of knowledge and considerable confusion about redevelopment plans. Because they felt others must be just as unclear about the facts of redevelopment, it was proposed to have a larger meeting, representative of many more groups and to include ethnic groups. Invitations would be extended to the City Planning Department, Vancouver Housing Authority, etc. so questions could be brought up and accurate information supplied at that moment.

To prepare for this meeting, a working committee was appointed to make arrangements. When this small group met, they came to the conclusion that it would be advisable to put forth a recommendation that a Strathcona Council be formed to assist people in the Strathcona area with their problems in connection with the City Redevelopment problem. Such a council would also be designed to obtain information, to make representations on behalf of individuals or groups. It would not be used to raise money, nor would it infringe on the rights or operations of any

¹ The account of the following meetings and results is summarized from minutes and reports on file at the Pender Y.W.C.A.
of its member groups. This proposal was placed on the agenda for the meeting.

At the meeting, held January 11, 1961, forty-five persons were present. Unfortunately, few residents of the area attended, and there was a heavy proportion of non-resident workers. Speakers were the Director of Planning for the City of Vancouver; the Secretary of the Redevelopment Committee for the City; the Regional Director of the Central Mortgage and Housing Corporation; the Executive Secretary of the Vancouver Housing Authority. Valuable information was given in relation to prepared questions. But questions from the floor indicated that conflicts and feelings were running high and the atmosphere was described as "electric with tension".

In spite of some opposition, a motion was accepted to form a Strathcona Community Council. However, its function was restricted to that of obtaining information only. A temporary slate of officers was appointed to make arrangements for a further meeting, at which time permanent officers would be elected. So far as can be ascertained, this further meeting was never held. One reason for this would appear to be a lack of enthusiasm on the part of the temporary officers for the restricted function. Also contributing was the fact that the appointment was made by the City of Vancouver at the same time, of a "City of Vancouver Redevelopment Consultative Committee." This was representative of some of the interests in Strathcona and was to act as an advisory body to the City. It seemed evident that there probably would be a duplication of membership on the Consultative Committee and on the Strathcona Council, as well as a duplication of
function.

The City of Vancouver Redevelopment Consultative Committee has been meeting on a monthly basis since the time of its appointment in 1961. It reflects the interest and thinking of the groups which the individual members represent. The opinions of one of the members may be significant:— that the efforts to have representation from ethnic groups from the area was well met, but there is question of how fruitful discussions are when so many conflicting interests are presented; that it is regrettable that only one member of the Committee is actually resident in the area. The writer's experience is that seldom does one hear of any of the concerns, considerations or deliberations of this committee as one works in the community. There seems to be a vagueness about the Committee's actions and purposes. It does not appear to make a noticeable impact in Strathcona. Other difficulties seen for this committee are in the area of communication — that people do not confide in the committee about their anxieties, and also that they tend to listen to stories from other sources and get distorted views on the redevelopment plans.

When no co-ordinated effort was forthcoming around the Strathcona Community Council, some groups, and most notably the Pender Y.W.C.A., held a series of small meetings to attempt to interpret principles and policies of the redevelopment plans and to bring forward accurate information. However, the results of these meetings, it was felt, reached comparatively few people. (it must be recognized that the Pender Y.W.C.A. was caught in the dilemma of seeing a need for the preparation for change but also the need to
hold and continue to serve its Chinese membership. There was considerable risk involved, as the staff saw it, in taking too strong a position around the controversial issue of redevelopment.)

**Vancouver Housing Authority:**

It must be stated here, that from every person interviewed came commendation of the full co-operation of the Vancouver Housing Authority through its executive-secretary, in terms of his attendance at meetings whenever it was requested, his patience and understanding as he answered questions directly and factually.

**Action by the City of Vancouver**

The Vancouver Redevelopment study notes that:

"The common belief that substandard housing conditions are created by people may raise doubts as to the value of rehousing former residents of blight areas. In this connection two points need to be mentioned .... first, redevelopment is not proposed primarily in order to rehabilitate people by improving their housing conditions and, second, the areas proposed for redevelopment are not occupied generally by social misfits."

And further,

"That there will be a carry-over of some social problems into the reconstructed area is inevitable and it is most important, therefore that the actual relocation programme and the management of the housing projects receive careful and skilled direction."

Although not stated specifically in this report, certainly it is generally advocated that there is the need for professional assistance in a community where redevelopment is planned. This is required to make smoother the job of relocation, to allay fears and misunderstandings, to give accurate interpretation and information;

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1 Op cit. *Vancouver Redevelopment Study*: p. 52
to help the people recognize their problem areas, and work co-operatively to solve them.

"As in the broad sweep of comprehensive planning, so also in the detailed strokes of redevelopment planning should the physical planners and the social planners work closely together. Community organization work should commence when planning begins."  

The appointment of the City of Vancouver Redevelopment Consultative Committee was one means of linking the physical planning with the social needs of Strathcona. In addition, the City employed a social worker at a later date to help individuals and families make their adjustment to relocation. A number of those interviewed expressed the opinion that this worker had too brief a time to meet with the people in the area, that she was employed belatedly. As a result it was difficult to establish relationships and build up a sense of trust - and this particularly with the Chinese people. It appears that the work done was not too effective, because it was not timely nor sufficiently well planned in advance. Protests, confusions and misunderstandings seem to have continued (particularly around further redevelopment plans). So far as the social aspects are concerned there is a noticeable lack of an integrated plan for effecting redevelopment.

Summary:

There had been sound study and planning done preceding the approval of redevelopment for the Strathcona area. A comprehensive study was made of the social factors involved. Some efforts to co-ordinate the social and physical planning were made through the appointment of a consultative committee, through meetings by the City

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with those who had objections, and through the appointment of a social worker. Also efforts were made to bring the community together around this problem, but they were not effective. Quite the contrary, the efforts appeared only to split the community into two definite sides.

One questions whether or not, if there had been fuller recognition at an earlier date of the strong feelings, misunderstandings and confusions of the Chinese part of the population and these had been worked with much earlier, it might have been possible to effect a better acceptance of redevelopment plans and community co-ordination to meet this crisis.

It is now proposed to look at the housing project that is completed and occupied and attempt to assess its place in the Strathcona community.
With the decision to proceed with redevelopment in the Strathcona area, also came the decision to build the first project to accommodate those whose homes were to be demolished. This unit, Skeena Terrace, located on Skeena Street and Lougheed Highway was completed in October, 1962. The second unit, McLean Park was completed in April, 1963, and is located in one square block bounded on the north by Georgia Street, east by Jackson Avenue, south by Union Street and west by Dunlevy Avenue. It is situated on what formerly was a public park and play area. (Fig.3#).

Physical Characteristics of McLean Park:

McLean Park consists of a High Rise apartment building in which are 121 suites: 52 are one bedroom for married couples, and 69 are bachelor apartments for single people. There are 38 family units in row housing, consisting of 18 two bedroom, 13 three bedroom, 6 four bedroom, and 1 five bedroom homes. Offices for the manager are located on the main floor of the apartment building. In addition a large lounge for the use of the tenants in the apartment is on the main floor. There is a room approximately 20 feet by 30 feet, situated in the row housing for use by the families for children's groups, parties etc.

Laundry facilities for the families are located at strategic points in the row housing and those for the tenants in the apartment are in the basement. These include coin-operated washers and dryers. Tokens are given to tenants, the numbers de-
pending on the size of the household, to cover approximately one half of the laundering, and residents must use their own money for the balance.

In the centre of the block is a large open area (Fig. 3A) blacktopped and cement play space for children, in the middle of which is a recessed grassed circular area. Landscaping has been completed in and around the project with appropriate shrubbery, grass. There is a parking area off Jackson Avenue to accommodate 38 cars. Generally, the appearance of this project is clean and pleasant.

The People in McLean Park:

Total population in McLean Park is 355 persons; of which 175 are resident in the apartment and 180 in the family units. Of the 355, 238 are adults and 117 are children. There are 29 Asiatic families (28 Chinese and one Japanese) which count for 130 persons or 72 percent of the family population. In the apartment there are 35 suites occupied by Chinese totalling 65 persons or 37 percent of the total apartment population. Of the total population of 355 in McLean Park, 55 percent are Asiatic. If this is compared to the Strathcona community it might be observed that the percentage of Asiatics is nearly the same... that is, 57 percent in Strathcona and 55 percent in McLean Park.

Thirty-two of the families formerly resided in the Strathcona area, four from the Mount Pleasant or East Kitsilano area, and two from other areas in the city (one of which is the project manager).

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1 The statistics used here are taken from records kept on file in McLean Park Public Housing Project.
Eighty-two percent of the apartment tenants are from the immediate or just adjacent areas, ten percent from Mount Pleasant or East Kitsilano, and eight percent from other areas. So the great majority of all tenants moved in from the immediate area.

Throughout the past six months, October 1963 until April 1964, discussions have been held with many of the tenants to determine their feelings, attitudes about living in the project, and to ascertain something of the problem areas for them and for the manager and agencies serving them, as well.

It is clear the majority of tenants are very well contented with the physical surroundings, the location, and their accommodation. When compared to their previous accommodation, it is a very great improvement. Particularly when they first moved into the apartment, many of the older people had some fears. They worried about fires; some were fearful of heights (so far as possible they were located on lower floors); some did not understand operation of the elevators. Once they were reassured or became accustomed to these, complaints decreased. Most criticisms are of a minor nature, such as: there should be more grassed play area, the sand in the play area is a nuisance and is dirty. But, on the whole, tenants appear to be very satisfied.

Some of the single older men moving into their apartments have had problems in providing themselves with furniture. If they are on very low income, and most are (tables R and S) there is little money to purchase even the simplest furnishings. When the manager became aware of this, he established a "furniture exchange", and was able to get donations and provide the essential pieces for these men.
Table R. Source of Income in Percentage of Population

<table>
<thead>
<tr>
<th></th>
<th>Social Assistance</th>
<th>Earnings</th>
<th>Pensions</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Families</td>
<td>16%</td>
<td>74</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td>Apartments</td>
<td>18%</td>
<td>14</td>
<td>53</td>
<td>15</td>
</tr>
</tbody>
</table>

Table S. Amount of Income in Percentage of Population

<table>
<thead>
<tr>
<th></th>
<th>Families</th>
<th>Apartment</th>
</tr>
</thead>
<tbody>
<tr>
<td>under $150</td>
<td>18%</td>
<td>84%</td>
</tr>
<tr>
<td>151-200</td>
<td>48</td>
<td>10</td>
</tr>
<tr>
<td>201-250</td>
<td>13</td>
<td>3</td>
</tr>
<tr>
<td>250-300</td>
<td>13</td>
<td>2</td>
</tr>
<tr>
<td>Over 301</td>
<td>8</td>
<td>1</td>
</tr>
</tbody>
</table>

Each apartment has large windows, 4 feet by 14 feet, and a further problem is presented for those on low income to attempt to cover these. Although not so noticeable after a year of operation of the project, initially all types of coverings were used: newspaper, pieces of plastic, cotton sheets etc. The question must arise as to whether or not in the interests of these people, as well as appearance of the units from the exterior, drapes should be provided by Central Mortgage and Housing Corporation, when the projects are built.

The sliding rent scale\(^1\) which is used to calculate the

\(^1\) See appendix for rental scale.
amount to be paid by each tenant based on income is accepted as fair. The only criticisms come from those whose income places them in such a category that their rent reaches a high level. However, as there are few whose incomes reach this level such criticism is not widespread. Some of the older Chinese people who have previously been living in poor accommodation at lower rentals, tend to object to paying even the minimum rentals in McLean Park when they first move in. However, as few move out, and as there are fewer verbal objections, it would appear that they adjust to the little greater financial sacrifice in the interests of the better accommodation.

Manager-tenant relationships are very good in this project. The manager has been able to convey to tenants a very fair, understanding attitude and has combined this with a marked firmness in enforcing the regulations which have been established by the Vancouver Housing Authority. He is respected and admired by the tenants, who understand his role there and yet feel quite free to discuss matters with him which will require his understanding.

Shopping seems to present no problems to these tenants except for the very old and frail persons, or those who have a physical disability, or some other health problem. This can be explained by the proximity to the downtown area, to the Chinese markets and the availability of corner grocery stores.

Those problems common to all older people are exaggerated

1 See appendix for Vancouver Housing Authority: Explanation of Lease.
in McLean Park because of the high number of older men, (Table T.) and the high percentage of those who are single: 67 percent. Health problems are noticeable and are of concern to the manager, particularly if the persons are single. Services, such as the Victorian Order of Nurses are available but of greater concern is sudden illness and care of self. The manager has taken it upon himself, to make investigations if he has not seen certain individuals for a period of time. In his opinion, however, this could and should be done in some more organized and effective way.

Table T. Age Distribution: In Percentage of Population

<table>
<thead>
<tr>
<th>Age in years</th>
<th>McLean Park</th>
<th>Strathcona</th>
<th>Vancouver</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4 years</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>10</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Female</td>
<td>7</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>5-9 years</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>2</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Female</td>
<td>3</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>15-19 years</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Female</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>55-64 years</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>6</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>Female</td>
<td>5</td>
<td>3.5</td>
<td>5</td>
</tr>
<tr>
<td>65 years and over</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>21</td>
<td>19</td>
<td>7</td>
</tr>
<tr>
<td>Female</td>
<td>6</td>
<td>3</td>
<td>7</td>
</tr>
</tbody>
</table>

One of the requirements of the Vancouver Housing Authority is that suites and houses will be kept clean. Problems arise, not with the families in McLean Park but with the older people. There
are some who are lazy, slovenly, or not accustomed to living in clean accommodation and who need to be spoken to by the manager. There are others who do not understand what is meant by the expected standards of cleanliness, or who are unable to physically look after their apartments. Other than cases where the manager makes special arrangements on his own, based on compassion, to have this done, there seems to be no resource in the way of a consultant, or actual provision of necessary housecleaning services available to meet this problem.

Many tenants, particularly the single male ones, have little knowledge about nutritional matters, meal planning, budgetting. Obesity is observable in some individuals, and one questions whether in addition there is malnutrition. (There seems to be no professional person available to advise on these matters, other than a chance visit by a social worker, or nurse, or some advice from the manager.)

The most frequent complaint from the tenants in the apartment building is that of boredom and of loneliness. There are programmes operated through agencies in Strathcona area that are seeking to meet needs of older people. These include the Second Mile Society, First United Church, St. James Anglican Church. They are not used to any extent by the senior people in McLean Park. A few persons go occasionally to First United Church, ten are members of the Second Mile Society, and two are active in the Salvation Army. Some people in the community feel these resources are not well known, and yet this is difficult to explain when 82 percent of the tenants previously have lived in the community. A very real reason, for many,
is the distance to walk to these places. This can be prohibitive for some. Another opinion is that many are hesitant about going somewhere they are not known, and indeed, are not knowledgable about what is offered, whether they will be accepted, and whether they will like it. In this connection except for visits to individuals made by a worker from First United Church when McLean Park first opened and an invitation was issued to participate in their senior citizens' programme, no other specific effort has been made to make these people aware of services, programmes, activities, nor invitations issued to attend. Neither has there been any effort made to bring programmes or services to the project. A question seems to be whether or not such services as do exist satisfy the needs of these older people, and if not, what is necessary. It is not within the scope of this paper to investigate this further, but a study directed solely with this focus might prove interesting and illuminating.

The large, bright, and attractive lounge in the apartment block, designed by Central Mortgage and Housing Corporation to be a meeting place for social purposes has been without furniture and so has not been used except for special functions. Some furniture has recently been acquired and the room is now quite comfortable. The monotony of the tenants sitting in their rooms may now be broken and more social interaction take place. In addition, the manager hopes to arrange for a small woodworking shop in the basement in the near future. The need for these people to recognize this problem and mobilize themselves to help overcome it seems an important aspect.

Many personal problems exist and come to the attention of
the manager in one way or another. Already mentioned are health problems, physical problems, but in addition are personality difficulties, behavioural problems, etc. One very obvious one is that related to excessive drinking which is only noticeable with the tenants in the apartment, not with the families. When the drinking is especially heavy, fights, brawling, noisiness, rowdiness ensue and can be disturbing to the peace of other residents, not to mention it being troublesome to the manager. It is important to note that no disturbance or trouble has been caused through the over-indulgence in alcohol on the part of the Chinese population.

Many problems exist for the families, such as, economic dependency. The factor of economic dependency is lower than one might expect and considerably lower than the other housing projects. (Table U.)

Table U. Percentage of Those on Social Assistance at Public Housing Projects in Vancouver

<table>
<thead>
<tr>
<th>Public Housing Project</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skeena Terrace</td>
<td>36.3%</td>
</tr>
<tr>
<td>Little Mountain</td>
<td>29.9</td>
</tr>
<tr>
<td>Orchard Park</td>
<td>39.3</td>
</tr>
<tr>
<td>McLean Park</td>
<td>18.2</td>
</tr>
</tbody>
</table>

This type of dependency exists throughout the population, including the Asiatic. To meet this problem, the services of the City Social Service Department are involved, as well as Family Court (where separation of parents has been a cause of dependency). Some churches offer assistance in hampers and clothing for these families.
Although other agencies are not serving the Chinese families because no call has been made for them, among the white families many problem areas require attention. There are problems of marital difficulties, of emotionally disturbed children, poor parent-child relationships, child management difficulties, health problems. These call for services from such agencies as the Children's Aid Society, Catholic Children's Aid Society, and Family Service Agency.

Managers of housing projects are caught in a difficult position. They must administer a business, collect rents, deal with delinquents, enforce regulations, and at the same time they become aware of and cannot help, to varying degrees, being enmeshed in tenants' individual problems. Possibly this is aggravated here in Vancouver with the requirement that managers live on the project. As a result they are exposed to areas of difficulty twenty-four hours a day, seven days a week. Each must work out his own way of retaining a degree of objectivity. Admitted insufficient knowledge of community resources for purposes of referral or consultation makes this even more precarious. A sense of frustration and a feeling of inadequacy can be a result of not being sure of the best way to help people with their problems.

Because of the heavy proportion of very young children and the small percentage of teenaged children (Table T.), recreation does not pose a large problem. Also many resources exist in the Strathcona community for recreation of those children who need it: Pender Y.W.C.A., Gibbs Boys' club and churches. For the pre-school
children, play areas in McLean Park would seem quite adequate, although better designed equipment would be of benefit. There is, however, plenty of protected space for them. Outdoor activity area for the children 6 to 16 years is inadequate, but this should be remedied with the development of the park adjacent to the school.

Although incomes are low for the families in McLean Park, no family with pre-school children has the only parent or both parents working and care of the children is not necessary by other than a parent (this excludes the manager's family).

Tenant Activity:

In the first six months, there was no organized activity on the part of tenants in McLean Park towards working together on a community project. The first evidence of interest in this was in early October when one woman, with very little help, organized a Hallowe'en party for the children. This party, although lacking in participation on the planning and preparatory stages, was well attended and enjoyed.

At about the same time another tenant, experienced in organizational work, felt a need to establish a cub pack. Three packs do exist in the Strathcona area but one is restricted to Chinese boys, one is full, and one with full registration lacks a leader. In a relatively short time, the pack was started with membership from not only tenant families but also from the Strathcona area. It met in McLean Park but under the sponsorship of St. James Anglican Church. The necessary adult group committee was formed, members being residents in the project. The woman herself
acted as leader and took the training course for this purpose, and an assistant was provided by St. James' Anglican Church. Membership in the pack started with nine boys but in three months had increased to 15. It represents eleven nationalities. The room in the family units in which the meetings were held was no longer large enough and the lounge in the high rise apartment was not an appropriate place because it is to be used by the senior people. Meetings are now held at the church. This has been a very successful undertaking.

Following the interest in the Hallowe'en party, the woman who had arranged it, felt there should be a Christmas party for both children and adults. This activity, however, differed from the other in that there were about 75 participating directly or indirectly in the planning and implementing of the party. Two Chinese gentlemen, one as an interpreter, attended meetings; and four Chinese women also attended the committee meetings, although took no active role.

In addition, about fifteen Chinese women, few if any of whom could speak English, worked on a sub-committee chaired by a white woman. All communication had to be done through an interpreter.

Having heard of the plans, First United Church contributed by donating a box of Christmas decorations and a box of toys for presents for the children. About 250 children, parents and senior

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1 The student placed in McLean Park Public Housing Project for her field work, had recognized a need for greater tenant participation. In her role of working with the tenants, she had encouraged involvement of as many people as possible in this as well as other projects.
Chinese and white attended the evening programme and social hour and the evening was considered to be successful.

For several weeks, a number of the tenants, and the manager, had been expressing concern about the lack of furniture for the lounge. An open meeting in February, 1964, was called to discuss this and 16 people attended representative of both family groups and senior citizens in the high rise apartment. They have been able to obtain through donations from stores quite a lot of appropriate furniture: chesterfields, chairs, tables, dishes etc. The lounge is now open for the tenants to use as a substitute for their rooms. It provides a place for meeting each other on a social basis.

A sense of pride in McLean Park as a community is developing. When the idea of having a first anniversary party was mooted, it met with immediate enthusiasm on the part of both Chinese and white people. Many people were involved in decorating, preparing refreshments, serving etc. Donations to defray expenses were placed in a box in the manager's office and amounted to twice the sum necessary for expenses. An appropriate short programme was arranged with a representative from the City Council, Vancouver Housing Authority attending. Over 100 adults attended this social evening, including a few workers in the community who had a particular interest in the project. One could not help but be impressed with the warm atmosphere which existed in spite of age or ethnic differences, or a language barrier.

There is emphasis in planning for these affairs on having them of such quality that tenants can be proud of their own efforts.
and the results of these. There is a growing concern from the white part of the population, not only of the need for greater involvement on the part of more of the residents but also about the limited participation on the part of the Chinese. In all activities, leadership has come from the white population. As an indication of the emphasis on involving the Chinese, one woman was assigned to the task, in the planning for the Anniversary party, of doing everything she could to interest the Chinese people not just in attending (which they seem to do anyway) but also in the earlier stages of planning.

Integration into Strathcona Community

Tenants in McLean Park generally use the recreational agencies in Strathcona only to a limited degree. It must be recognized that there are comparatively few programmes available and of interest to the adult section of the community, and further that there are a small number of children who are of an age to be eligible. A few of the girls attend Pender Y.W.C.A. programmes, and there may be a few younger boys who take advantage of activities at Gibbs Boys' Club. A little activity in Church affairs, particularly the Catholic, is noticeable on the part of a few parents and their children. In this brief time for study, it has been impossible to examine to what extent the Chinese are involved in their own societies, tongs and associations.

For the first eight or nine months after the project was occupied, little effort was made on the part of agencies, and institutions to make known their programmes to the residents in McLean Park. A very few notices were placed on the bulletin boards
and no personal contact made, other than the previously mentioned one of the First United Church. One agency had never checked and had no idea at all whether or not any of its members were residents of the project.

In the past two months, however, there seems to be a growing awareness of the significance of a 355 population concentrated in one square block. There have been contacts made with the student worker to bring new programmes to the notice of tenants who might be interested. In addition, recently, meetings of the East End Inter-Agency Committee have been held in the lounge of the apartment, which might indicate a growing acceptance of the project as an established part of the community. This also has served to stimulate interest on the part of agency representatives (some of whom had never been on the project before) in the physical layout, the population characteristics, some problem areas.

Summary:

In spite of limited social planning at a preparatory stage, McLean Park Housing Project now seems to be an accepted part of the community. Indeed, there are many evidences that it considers itself as having a place in, and belonging to, Strathcona Community.

Many factors contribute to this successful integration. Firstly, the tenants themselves are largely from the area and problems of adjustment to a new, unknown community have not been in existence. The population characteristics in terms of ethnic distribution and ages very closely parallel that of Strathcona itself. Many recreational, health and welfare services exist and
are already available and familiar to the majority of the tenants. The selection of the manager has been fortunate as he has encouraged tenant activity, and also has sought to develop a relationship with professional workers from health and welfare agencies coming to the project. He has further been co-operative with staff members from agencies located in Strathcona.

Perhaps one of the most significant elements is that of the size of the project. This is a comparatively small development and there are fewer people to be absorbed by the surrounding community and no major planning has been necessary by agencies, institutions, etc. to effect this .... it is just happening.

Perhaps a look at the implications of future development for Strathcona could now be pursued, and we turn our attention to that in the next section.
FUTURE REDEVELOPMENT IN STRATHCONA: ITS IMPLICATIONS

We have looked at Strathcona and some of the characteristics which make it unique. We have examined the way in which this particular area has responded to the crisis situation of undergoing comprehensive redevelopment. We have seen the building of the first housing project, the people in it and some of their problems. It may be well, in looking ahead to further stages of redevelopment to analyze some of the assets and liabilities of the Strathcona community to attempt to predict possible future reactions.

It is interesting that many of the assets and liabilities found in the area today correspond closely to those listed by Mr. Steiman in his study of the community ten years ago.¹

Liabilities:

1. There are a number of ethnic groups and a particularly heavy proportion of Asians. There is a substantial percentage not able to speak English.

2. A lack of communication exists between the ethnic groups, through formal or informal channels.

3. The lack of co-ordination among even the few citizen groups results in the area having no representative voice.

4. Duplication and gaps in services are partly caused by the limited co-ordination among the agencies.

5. There is no community centre or neighbourhood house.

6. There is a tendency towards too much focus by some agencies on their own programmes rather than on community needs. Also a lack of interest in each other or in community problems is evident on the part of the churches.

7. There is lack of leadership (with a few exceptions) from within the community; or conversely, that almost all leadership comes from those residing outside the area.

¹ Op cit. Boris Steiman pp 61-64
8. There are a great number of social problems existing in the area.

9. A low income and a low educational level are characteristic.

10. There is little evidence of citizens taking responsibility for their own affairs.

11. Poor housing continues to be predominant.

It is difficult to be hopeful about the future of this community in the face of what appears to be an overwhelming list of liabilities. Too frequently, however, there is undue emphasis on the negative factors without consideration of the positive. A better balance may be forthcoming if we turn now to look at the assets of Strathcona. These remarks are made on the basis of statistical materials, previous studies of the area, statements made by a number of individuals knowledgeable about the community, and observations by the writer.

**Assets:**

1. Strathcona is a definite, recognizable community, with a good degree of stability, two good elementary schools, a multiplicity of agencies and churches, and a fair percentage of home-owners.

2. It is located so that it is convenient for the majority of workers to their place of employment.

3. Plans are laid out for a vast improvement in the housing, and a physically more attractive place in which to live.

4. There is a little industry infringing on the residential sections of Strathcona. What does exist is largely confined to the fringes.

5. There are many health, welfare, and recreational agencies, either located in the area or providing services to it.

6. There is some co-ordination of agencies through the East End Inter-Agency Committee, through the informal
channels of telephone communication, and occasional meetings about special cases. A few agencies show some concern around community problems.

7. Although apathy on the part of the citizens has been voiced, there are evidences that underneath there may be more potential for involvement than was formerly recognized. Examples of this have been discussed earlier in this study, such as, the activity of ten years ago in the East End Recreational Committee, and present activity on the part of the tenants in McLean Park.

8. Positive attitudes are noticeable as expressed by those who work in the area: concerning its stability, the lack of juvenile delinquency, a vision of a happier future for the community with improved housing.

**Future Redevelopment Plans:**

Project 1, with its proposals which affect Strathcona has been practically completed. The housing units at Skeena Terrace and McLean Park have been constructed which allowed for the relocation of people in the areas to be demolished. These areas are almost completely razed at the present time (Fig. 4A). The building of further public housing on these cleared locations will likely start in the near future.

In the recommendations submitted for Project 2, two areas affect Strathcona. Proposed is clearing around McLean Park: the section bordered by Pender to Jackson, west on Keefer to Dunlevy, south to Union, west to Gore and north to Pender (Fig.4A). Also the square block bordered by Pender Street, Heatley, Keefer and Princess is to be razed and as its position is adjacent to Strathcona School, is to serve as a park and play area to replace McLean Park. This will be used both by the school and the Park and Public Recreation Board.

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1 Op cit. City of Vancouver Redevelopment, Project 2.
The Need for Social Planning:

We know of the proposed physical planning, but what of the social planning? What is being done for the people who will be relocated, for the community to accept the impact this housing will have on it? What are the preparations, if any, for the approximately 1,000 people who will be housed in the Raymur housing project? Where will they come from? What ages will they be? What will be their ethnic and cultural background? What will these factors mean in terms of their problems, their needs? How will these needs be met, if at all? For this, social planning must be effected if a satisfactory adjustment is to be realized by the individuals, families and by the community. Mr. Wheeler sums up some of the problems and indicates the need for social planning:

"Current concern with problems of urban renewal and proposals for slum-clearance projects have helped to focus attention on the welfare implications of housing in a very direct and urgent way. Slum-clearance means usually the displacement of a large number of low-income families, elderly people and single persons who are generally in an economically precarious position, as well as members of minority ethnic groups. For these people, the loss of accommodation which, if perhaps substandard, is at least cheap and within their financial means, and the separation from their customary surroundings, pose a very real economic and psychological threat."¹

If it is agreed that there is a need for social planning to accompany such physical planning, then it is necessary to determine more closely those things that need to be planned for and how this will be done. We must have a clear understanding of what is

being undertaken in social planning at the present time, and what is left undone, and then determine whose responsibility it is.

**Community Responsibility**

One school principal remarked that although McLean Park housing project was comparatively small, and although few children were there who would not have been in the area anyway, there still was a noticeable effect on the school. This was particularly true as the new children presented certain emotional and behavioural problems, and it was necessary to deal with their often equally disturbed parents. The principal indicated that the problem had been manageable only because so few children were involved. In his opinion there would be difficulties, much more severe, if it was necessary to cope with great numbers. He found these children had not adjusted well at first, partly because they were not familiar with the area, community, its benefits and expectations. Consideration, he believes, should be given by schools to the influx of many new students, and to how they will adjust and how they will be accepted by the others.

There appears to be a strong case for all agencies providing services, recreational and other, for these children to examine their programmes, staffing, budgets, to be prepared so far as possible to meet the eventual increased demands for services. Similarly, thought must be given by agencies and institutions to the needs of adults, older people, and pre-school children.

Collaboration is required to plan so that most effective use can be made of the resources. Through a co-ordinating body, ideas and concerns can be shared, distribution of spheres of
responsibility evolved. An integrated approach seems advisable in order to recognize, define and work towards the solutions of the problems of the community in an effective manner.

"The social gains to be realized through housing and urban renewal programmes will be achieved to the degree that these programmes are developed as part of the total community pattern of services to meet the needs of people".

At the time of this study, there is little evidence of such planning. The writer has heard no discussion, formally or informally, about future changes in the physical environment, nor of the social implications this will have.

It is this writer's opinion that the role of instigating such social planning quite logically falls on the Community Chest and Councils. It is, with its established social planning section, the only body in Vancouver able to accomplish such a purpose effectively. It seems reasonable to expect that Community Chest and Councils, with an organized social planning section and with qualified staff, should accept the challenge of social planning for this as well as other neighbourhoods.

"Another type of planning undertaken in cities is social planning, usually carried out by a community welfare council. Social planning seeks to establish sufficient services, particularly those related to health, welfare, and recreation, to meet the human needs of city residents. The goals of comprehensive (physical) planning and social planning are intricately intertwined, meeting in the desire of both for a city that is the best possible place in which to live".

1 Community Services and Public Housing: Seven Recommendations for Local Housing Authority Action, National Association of Housing and Redevelopment Officials, October, 1961, p.13

Citizen involvement needs to be encouraged. An example in Strathcona of a problem, which is frequently commented on, is that there is a need for a community centre. As this is something which requires approval by a plebiscite, and twice now has been defeated, citizens should be involved in discussions about it. A fuller expression of opinions as to the actual need, and if it is a need, then how to gain wider support, would be advantageous. Those resident in the community at the present time should face this and many other problems of the moment, as well as those which may well be created with new housing and new people.

It would be unrealistic to believe that this would be an easy matter to execute. From the past experience, it is quite evident there is considerable lack of experience on the part of these people in working together. Leadership has not been developed. It would seem logical to assume some considerable assistance should be given by a professional person qualified in the area of community organization to provide the direction, encouragement, and advise over the period of considerable time, to see this effected.  

Governmental Responsibility:

We must turn to the role and responsibilities of the levels of government in social planning. Once a housing project has been completed, and as much preparatory planning as is possible has been done, there still remains specific individual problems for those who move in. There will be difficulties in adjusting to a new community, new people, a different environment. There are confusing and strange regulations with which to become familiar.
A satisfactory relationship with a manager must be established and an understanding of his expectations worked out. Many will bring with them their own personal difficulties with which they may have been receiving help (or should receive help) from various social welfare agencies. (These social welfare agencies must plan on how best to use the healthier accommodation in a constructive way as they work with their clients.)

All three levels of government, but particularly the municipal and federal have a central responsibility, indeed, to examine the basic philosophy toward such public housing projects. It is recognized increasingly today that society has a responsibility to provide a decent standard of accommodation for the less privileged of our population. But the question remains whether or not the planning for the physical environment is sufficient. One opinion is:

"Public housing is, and should be, more than a real estate and financial operation. It is the responsibility of public housing to provide shelter and an environment for low-income families that is satisfactory both physically and socially. Thus, as it seeks, in a "shelter-plus" programme to improve the well-being of its tenants, to combat delinquency, promote family responsibility, and a better standard of living and personal well-being, the housing authority becomes a social agency of first-line importance."\(^1\)

Administrative Implications

In 1950 Dr. Marsh suggested when he discussed the administration of housing projects that the selection of a qualified manager was an important aspect. He stated that "the notion

is not to be encouraged, however, that 'any common sense person can run a housing project'. The right training and personal qualifications are equally rare and equally important.\(^1\) When philosophy, policy, and attitudes have been settled, then it will be possible to evolve the nature of the expectations of a manager. When this is answered, it should be possible to think in terms of the necessary qualifications for such a position.

Dr. Marsh also advocates the need for a professionally qualified social worker to be on the staff of management to contribute through casework or groupwork skills (and the writer would also suggest community organization skills) to a smoother operation.\(^2\)

"Since experience has shown that inattention to social problems in housing and urban renewal fosters the creation of more such problems, the social work specialist is essential in the proper planning, administration, and operation of these programmes. The social worker should be on the executive staff of the agency, to insure adequate consideration of the social aspects of the housing and urban renewal programme in all its phases."\(^3\)

Conclusions:

Redevelopment in the physical planning sense, is a certainty for Strathcona. Social planning still seems to need considerable attention. Responsibility for this falls not only on agencies, churches and other community bodies within Strathcona, it also rests with the Community Chest and Councils, with its appropriate social planning division. Social welfare agencies, public and private

\(^1\) Op cit. Leonard C. Marsh. p. 54

\(^2\) Ibid. p. 54.

also must face the fact that they should examine not only how they will effectively use public housing in the interests of the clients but also how best they can co-operate with the housing administration. Government levels may be remiss if their own planning does not exceed the bounds merely of changing the physical environment.

Throughout, the need for increased understanding, one of the other, is evident. Co-ordination and co-operation of all those responsible appears to be the only answer to effecting social planning for the Strathcona area in its period of redevelopment.
APPENDIX A

SOURCES OF INFORMATION USED IN THE STUDY - F. ROWE

a) Agencies and Departments
   Alcoholism Foundation of B.C.
   Board of Parks and Public Recreation
   Child Care Centre/Camp Alexandra
   City Social Services Department
   The Community Chest and Councils of the Greater Vancouver Area
   Gordon Neighbourhood House
   Narcotic Addiction Foundation of B.C.
   Planning Department of the City of Vancouver
   Young Men's Christian Association Metropolitan Office
   Young Women's Christian Association
   Social Services Department, St. Paul's Hospital
   Vancouver City Police Department

b) Individuals
   Rev. Edward Bragg, Central Presbyterian Church
   Mr. Brooks, Principal, Lord Roberts Elementary School
   Mr. O. Brown, Principal, King George High School
   Mr. P. Brown, West End Business Association
   Mr. A.F. Clark, Principal, Sir William Dawson Elementary School
   Mr. J. Clayton, First Vice-President, Apartment and Lodging House Association
   Rev. J.W. Ellis, St. Paul's Anglican Church
   Mr. H. Haggart, President, West End Community Council
   Mr. A.W. Lyle, Publisher and Editor, The West Ender
   Mr. W. McIntyre, Vice-President, West End and Downtown Ratepayers Association
   Mrs. L. May, Historian, West End Community Council
   Sister Superior, Principal, Guardian Angels Roman Catholic Elementary School
APPENDIX B

SOURCES OF INFORMATION USED IN THE STUDY\(^1\) - H.L. ZIEGLER

<table>
<thead>
<tr>
<th>Name of Agency</th>
<th>Representative</th>
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</table>
| Boys' Clubs of Vancouver                                  | Mr. D. McComb  
                                                          | Mr. K. Hansom                   |
| Fraserview Boys' Club                                     | Mr. J. Ballam  
                                                          | Mr. R. Kolbus                  |
| South Vancouver Y.M.C.A.                                  | Mr. L. Goble                       |
| St. Timothy's Anglican Church                             | Rev. J. Snowden                     |
| St. Matthew's Presbyterian Church                         | Miss L. Reay                        |
| Corpus Christi Church                                     | Rev. J. Carney                      |
| Fraserview United Church                                  | Rev. H.E. Parker                    |
| City of Vancouver                                         | Mr. A. Bell-Irving                  |
| Metropolitan Board of Health Unit #4                     | Dr. S. McMaster                     
                                                          | Miss Small                       
                                                          | Mrs. Hodgson                      |
| Board of Parks and Public Recreation                      | Mr. L.F. Ryan                       |
| City of Vancouver                                         | Mr. J. Bohanec                     |
| Killarney Community Centre                                | Superintendent B. Jelley            
                                                          | Staff Inspector D. Brown          
                                                          | Sgt. D. Bellamy                   
                                                          | Mr. A.V. Davis                    
                                                          | Mr. J.H. Mackie                   
                                                          | Mr. Pickering                     |
| Vancouver City Police Department                          | Mrs. M. Puusepp                     
                                                          | Mr. McDonnell                     |
| City Social Service Department                            | Mr. G.C. Stevens                    
                                                          | Mr. M. Audain                     |
| Family and Children's Court                               | Mr. B.A. Robinson                   
                                                          | Miss A. Selander                  
                                                          | Mr. E. Hill                       |

\(^1\) This list does not include group discussions, meetings attended or speeches given by the writer
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<tr>
<th>Name of Agency</th>
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<td>Family Service Agency of Greater Vancouver</td>
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<td>Mr. A. White</td>
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<td>David Thompson Secondary School</td>
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<td>Sir James Douglas School</td>
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<td>Mr. Kelly</td>
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<td>Seattle Atlantic Street Project</td>
<td>Mr. T. Ikeda</td>
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Appendix D

FRASERVIEH NEIGHBORHOOD SURVEY

March, 1964

1. How long have you lived in the Veteran's Housing Project?
   __________________________ years.

2. Would you rather live in another neighborhood?
   Yes___________ No __________

3. Are you purchasing your home?
   Yes___________ No __________

4. Do most of your close friends live in the Veteran's Housing Project?
   Yes___________ No __________

5. It has been suggested that Fraserview has a poor reputation as far as residential areas are concerned. Do you believe that many Vancouverites think this way? Yes___________ No___________
   Do you personally think that there are grounds for such a suggestion? Yes __________ No __________
   Why? ____________________________________________________________________
   ____________________________________________________________________
   ____________________________________________________________________

6. To what social organizations, clubs, associations and other groups do you belong? Place a star (*) beside those in which you have held elected office.

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________
APPENDIX E

SOURCES OF INFORMATION USED IN THE STUDY - C.C. MacKENZIE

<table>
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<th>Name of Agency</th>
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<td>Miss J. Frost, Public Health Nurse</td>
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<td>City Social Service Department</td>
<td>Miss M. Gourlay, Director of Welfare</td>
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<td>Mr. M. Colclough, Director East Unit</td>
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<td></td>
<td>Miss G. Daley, Social Worker</td>
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<td>Mr. Geach</td>
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<td>Mr. R. Stephenson, Project Manager</td>
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<td>Mr. G. Whiten, Executive Director</td>
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<td>Broadway East Branch, Y.M.C.A.</td>
<td>Mr. A. Cook, Executive Secretary</td>
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<td>Mr. A. Knox, Skeena Terrace Worker</td>
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<td>Redevelopment Consultative Committee</td>
<td>Mr. G. Whiten, Member</td>
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<td>Vancouver Association of Neighbourhood Services</td>
<td>Mrs. M. Mitchell, President</td>
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<td>Beulah Gardens Baptist Church</td>
<td>Rev. J. Pacette, Minister</td>
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Interviews with Leaders of Groups on the Project
Informal Interviews with many Tenants
Attendance on Community Chest and Councils Committee to Review "Sunrise Park" Area.
# APPENDIX F

## THE VANCOUVER HOUSING AUTHORITY

### PROGRESSIVE RENT SCALE

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APPENDIX G

Table 1. NATIONAL ORIGINS OF PERSONS IN "SUNRISE PARK" SHOWING BOTH NUMBERS AND PERCENTAGE FOR THE PERIODS 1951 AND 1961 WITH INCREASE OR DECREASE

<table>
<thead>
<tr>
<th>Origin</th>
<th>1951</th>
<th></th>
<th>1961</th>
<th></th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
<td>+ or -</td>
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<tr>
<td>British Isles</td>
<td>4,413</td>
<td>69.01</td>
<td>4,589</td>
<td>58.48</td>
<td>-10.53</td>
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<tr>
<td>French</td>
<td>197</td>
<td>3.08</td>
<td>260</td>
<td>3.31</td>
<td>+ .23</td>
</tr>
<tr>
<td>German</td>
<td>242</td>
<td>3.79</td>
<td>399</td>
<td>5.08</td>
<td>+ 1.29</td>
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<tr>
<td>Italian</td>
<td>152</td>
<td>2.37</td>
<td>454</td>
<td>5.78</td>
<td>+ 3.41</td>
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<tr>
<td>Jewish</td>
<td>2</td>
<td>.03</td>
<td>-</td>
<td>-</td>
<td>+ .03</td>
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<tr>
<td>Netherlands</td>
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<td>180</td>
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<td>Polish</td>
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<td>1.15</td>
<td>137</td>
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<td>Russian</td>
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<td>102</td>
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<td>Scandinavian</td>
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<td>5.76</td>
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<td>Ukranian</td>
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<td>270</td>
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<td>Other European</td>
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<td>4.86</td>
<td>535</td>
<td>6.82</td>
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<td>Asiatic</td>
<td>98</td>
<td>1.53</td>
<td>305</td>
<td>3.89</td>
<td>+ 2.36</td>
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<tr>
<td>Others and</td>
<td>181</td>
<td>2.83</td>
<td>163</td>
<td>2.08</td>
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<tr>
<td>Not Stated</td>
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<td></td>
<td></td>
<td></td>
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<td>Total</td>
<td>6,394</td>
<td>100.00</td>
<td>7,846</td>
<td>100.00</td>
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Source: Census, 1951, C.T.11 (D.B.S.)

Census, 1962, C.T.22 (D.B.S.)
Table 2. RELIGIOUS DENOMINATIONS OF PERSONS IN "SUNRISE PARK" SHOWING BOTH NUMBERS AND PERCENTAGE FOR THE PERIODS 1951 AND 1961 WITH INCREASE OR DECREASE

<table>
<thead>
<tr>
<th>Religious Denomination</th>
<th>1951</th>
<th>1961</th>
<th>Percent + or -</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
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<tr>
<td>Baptist</td>
<td>217</td>
<td>3.39</td>
<td>218</td>
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<tr>
<td>Greek Orthodox</td>
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<td>1.01</td>
<td>142</td>
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<td>1,679</td>
<td>26.26</td>
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<td>.03</td>
<td>3</td>
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<tr>
<td>Lutheran</td>
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<tr>
<td>Mennonite</td>
<td>17</td>
<td>.26</td>
<td>-</td>
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<tr>
<td>Presbyterian</td>
<td>803</td>
<td>12.58</td>
<td>505</td>
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<td>Roman Catholic</td>
<td>760</td>
<td>11.88</td>
<td>1,584</td>
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<tr>
<td>Ukranian (Greek)</td>
<td>80</td>
<td>1.26</td>
<td>98</td>
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<tr>
<td>Catholic</td>
<td>1,864</td>
<td>29.16</td>
<td>2,397</td>
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<tr>
<td>United Church</td>
<td>497</td>
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<td>871</td>
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<tr>
<td>TOTAL</td>
<td>6,394</td>
<td>100.00</td>
<td>7,846</td>
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Source: Census, 1951, C.T. 11 (D.B.S.)
Census, 1961, C.T. 22 (D.B.S.)
Table 3. PERCENTAGE DISTRIBUTION OF POPULATION BY AGE AND SEX FOR VANCOUVER CITY AND "SUNRISE PARK" 1961

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>VANCOUVER CITY</th>
<th></th>
<th>&quot;SUNRISE PARK&quot;</th>
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<tr>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
<td>MALE</td>
<td>FEMALE</td>
</tr>
<tr>
<td></td>
<td>Population %</td>
<td>Population %</td>
<td>Population %</td>
<td>Population %</td>
</tr>
<tr>
<td>0 - 4</td>
<td>16,192 8.42</td>
<td>15,523 8.30</td>
<td>417 10.62</td>
<td>397 10.02</td>
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<tr>
<td>5 - 9</td>
<td>14,835 7.89</td>
<td>14,314 7.18</td>
<td>400 10.44</td>
<td>361 9.20</td>
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<tr>
<td>10 - 14</td>
<td>14,857 7.89</td>
<td>14,148 7.17</td>
<td>340 8.66</td>
<td>348 8.80</td>
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<tr>
<td>20 - 24</td>
<td>11,213 5.79</td>
<td>12,943 6.66</td>
<td>196 4.95</td>
<td>248 6.42</td>
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<tr>
<td>25 - 34</td>
<td>25,763 13.69</td>
<td>24,170 12.46</td>
<td>559 14.44</td>
<td>511 13.35</td>
</tr>
<tr>
<td>45 - 54</td>
<td>24,940 13.15</td>
<td>26,896 13.84</td>
<td>534 13.35</td>
<td>481 12.16</td>
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<tr>
<td>55 - 64</td>
<td>18,876 10.10</td>
<td>18,455 9.23</td>
<td>342 8.79</td>
<td>291 7.42</td>
</tr>
<tr>
<td>65 - 69</td>
<td>7,573 3.26</td>
<td>8,312 4.30</td>
<td>98 2.52</td>
<td>124 3.15</td>
</tr>
<tr>
<td>70+</td>
<td>18,374 10.20</td>
<td>18,983 9.74</td>
<td>263 6.39</td>
<td>271 6.80</td>
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<td>TOTAL</td>
<td>189,504 100.00</td>
<td>195,018 100.00</td>
<td>3,924 100.00</td>
<td>3,922 100.00</td>
</tr>
</tbody>
</table>

Editor .................. S. D. Crisp
Assistant Editor.......... D. Knight
Printer.................. C. Stephenson
News Personnel:-
J. Cameron          M. Lockyer
E. Cutler            R. A. Stephenson
J. Harcourt          J. Taylor
M. Hunt

COMING EVENTS

Vancouver College Mother's Auxiliary are having a carnival on Wednesday, April 15th, from 2:00 p.m. to 10:00 p.m.

For the coming Easter egg hunt help from the parents would be greatly appreciated as there will be far more children than parents. We will be canvassing the project for any kind of donations to make this day successful. If the Seniors wish to donate we would be more than glad to receive the donations, but please do no feel as though you are obligated to do so.

Thursday April 23rd, grades 3 to 6 will have a special treat. The Holiday Theatre will present "Son of the Dragon" after school, in the auditorium from 3:00 p.m. to 4:30 p.m. Admission 35¢, Begbie Main School.

Begbie P.T.A. Spring Tea and sale of home cooking will be held on April 29th; we will be depending on you Mothers to supply our home cooking booth with all kinds of goodies. More information about these events in our next P.T.A. bulletin.

A clothing exchange will be held on April 20th. Please start now to gather up all clothing and white elephants that are not of use to you. As vouchers to the value of your clothes will be given and they can be spent like money at the sale. For information get in touch with Mrs. E. Cutler.

Notice:- The idea has been brought forward in the Mother's Club general meeting to form a Tenants' Association. We are interested in the possibilities but want to know the general feeling of the tenants as you are the people who would have to work to carry this through. There are many pros and cons. Anyone interested in this or any aspect of this programme, kindly sign your name on the sheet that will be posted on the bulletin board in the Project Manager's Office. If there is sufficient interest plans will be made to meet and work out a constitution.

EDITOR'S OUTLINE TO READERS

This month's edition of the newspaper should prove to be of great interest to the women of the project, as we have a Women's Page. The articles will vary from time to time so that there will not be a repeat of old news and fashions. The Terrace Times will no longer be delivered to the home but will be available in the office of the Hi Rise building, this way we can tell now many of the neighbours are interested in the paper. We are in great need of new members and will welcome ideas as well as improvements, those of you who have the talent to aid in the project newspaper would be more than appreciated.

OUTSIDE ACTIVITIES

Sir Matthew Begbie P.T.A. has asked the parents of the project to attend the regular meetings in order to be kept up to date on our children's schooling. It's a shame that so few parents turn out for the meetings. We send our children to the school and yet we have no interest in the progress that can be made to help and support a worthwhile organization. The parents outside of the project have had to carry the whole load themselves and feel as though we should help out. And why not? Our children have crowded the school, and the very least that we can do is show that we can co-operate with the rest of the parents. So, for the next meeting everyone please support the P.T.A. and our project.
Authorities estimate that, because of climate conditions, and the fact that women are out of doors so much, 70% or more of the skins in this country are dry. That however, is fortunate because dry skin, if kept properly lubricated and protected, is the most easily cared for.

Before you use a single product or do anything about your scalp, you should know it’s present condition. Often people are plagued by an unattractive skin and will try anything. This is exactly what you should not do. You should use only products designed to work for your individual skin type. There’s no reason why you should bear the burden of a cloudy, dull complexion, excessive oiliness, blackheads, enlarged pores, or damaging, uncomfortable dryness. Very few humans retain normal skin throughout their life time.

**Normal Skin**

A smooth, fine textured skin is considered normal; it has a clean look with the possible exception of minor periodic disturbances. It will look dry; never flaky, but it will only remain normal with consistent care. Dry skin lacks glow, reacts quickly to any kind of weather, wrinkles easily, ages rapidly, feels taut, particularly after washing. Extremely dry skin feels rough and flaky, uncomfortable. Dermatologists estimate that 70% of women in the world have dry skin or dry areas on the skin. Human bodies tend to dry out with age and so demand regular care to offset premature aging. Oily skin is very often course looking, bumpy, with enlarged pores and blackheads. Make-up does not stay on, and often changes color due to oxidation of oil on the surface of the skin. Seldom wrinkles early. Oil skin condition can usually be corrected by a careful diet and meticulous cleansing routine. Next month there will be a follow up on how to treat these conditions.

**SPONGES CAN WORK FOR YOU**

Use them:
1. As a pin cushion in the sewing room or nursery.
2. As a soap dish and as a cleanser can "coaster" to keep sinks and tubs clean and neat.
3. Cut in small squares and glue to corners on the back of pictures frames and mirrors to prevent dust outlines.
4. As a paint brush for stippling painted surfaces and for sponge painting.
5. As a base for floral centerpieces.
6. Moisten slightly to remove lint from clothing at home or while travelling.

**RECIPE OF THE MONTH**

**LOUISIANA PANCAKES**

1 1/2 cups sifted flour
3 1/2 tsps. baking powder
1 tsp. salt
1/2 tsp. nutmeg
1 1/2 cups mashed, cooked sweet potatoes
2 eggs beaten
1 1/2 cups of milk
1/2 cup of melted butter

Sift dry ingredients into bowl. Combine remaining ingredients and add to flour, mix only until blended. Drop by teaspoonfuls onto hot greased griddle and fry until brown. Makes 24.

**MOM’S COOKIES**

1 cup of white sugar
1 cup of margarine
1 tsp. of soda
1/2 tsp. of salt
1/2 cup of coconut
1 tsp. of vanilla
1 cup of brown sugar
1 cup of flour
1 tsp. of baking powder
1 egg
2 1/2 cups of rolled oat

Cream margarine and sugar together and beat well. Add soda, baking powder and salt. Add vanilla. Add coconut and rolled oats. Drop by teaspoonful on cookie sheet. Bake in moderate over, 10 to 12 minutes.

**HOUSEHOLD HINTS**

1. To remove burned foods from aluminum utensils, fill with cold water, add a small quantity of vinegar, and boil for five to ten minutes. For other utensils, use one tablespoon of washing soda instead of vinegar.
2. To remove kitchen odors while cooking. Place an orange skin on top of the range.
3. Water left after cooking vegetables may be used to thin condensed soup.

Chuckles....

Said one Mama kangaroo to another kangaroo, "I hope it doesn’t rain today, I can't stand having the kids playing inside."
PROJECT CLUBS

THE GIRL'S CLUB

To date the Girl’s Club boasts a membership of 43 girls. These girls, ages 6 to 12 years meet on Tuesdays, 3:30 to 5:00 p.m. in the Recreation Room. In addition to playing games, drawing and making doll’s clothes, the girls have recently displayed their talents for working with clay, by producing many unusual pieces. Mr. G. Whiten of the Alexandra Neighbourhood House has aided this program by picking up these articles and firing them in the Neighbourhood kiln. We appreciate this help and are planning to hold a tea for all interested adults where the work will be on display. Leaders for this group are Mrs. Cutler, Knight, Harcourt and Taylor. There is a yearly membership fee which helps to buy supplies.

GIRL GUIDES

We are happy to report an increase in our group since last month. We now have eleven girls attending. Still we are looking for more girls between the ages of 11 and 16 years who are interested. Our patrol leaders attended a meeting on March 7th under the direction of Mrs. Pauline Smith, I’m sure that our group will benefit from the ideas brought forth. Anyone interested in joining us please call.

MRS. HOLVICK CI

THE Hi TOWER SOCIAL CLUB

Congratulations to the Editor and Staff of the Terrace Times on their first edition. We wish them every success. Mrs. H.S. Cole tenders her sincere thanks to all her friends for their thoughtfulness when Mr. Cole was in hospital. We are happy that Mr. Cole is home, and trust his health will continue to improve. We are glad to welcome Mr. and Mrs. Whitney home from their holidays. We have been handicapped by the absence of Mrs. Whitney, president of our club. Mrs. Robbins gave a birthday party on March 4th for Mrs. A. Large. The refreshments were delicious, and the guest of honour cut the birthday cake. It was a delightful evening of music and games. On Friday evening, through the efforts of Mr. Hutchinson, on behalf of the Hi Tower Social Club, and courtesy of B.C. Hydro and Power, three very interesting coloured films were shown in the lounge to an appreciative audience of thirty or so members, after which refreshments were served to conclude another fine social evening.

* Correction - By mistake last month Mrs. Robinson was named convenor, when it should have read Mrs. Robbins.

THE MOTHERS CLUB

We are happy to report that as announced Bingo was held March 16th, and it was a very successful venture. The turnout was good and everyone agreed that it was a lot of fun. Due to the response in favour of this, the Mother’s Club has decided to make the third Monday of each month regular Bingo night. Refreshments will be on sale and a collection taken for the paper. We are also happy to report an increase in our membership of seven, and we urge all the mothers in the project to come out and join in the fun and help to get things done for the project and for your children. We give a special thanks to the Senior Citizens who have always co-operated with us and whose company we really do enjoy. Our next project is an Easter Egg Hunt for the children, ages 1 to 12 to be held Easter Sunday afternoon (March 29th) at 2:30 p.m. Children ages 1-3 years will meet in the basement.

Ages 4-6 will meet at in the recreation room. We will be calling on you for donations of eggs or funds to purchase eggs. We also hope to furnish refreshments for a Teener’s Bunny Hop to be held Sat., March 28th. Announcements about this will be made at the regular teen-night gathering.

TERRACE TEENS

The Terrace Teen Club has become quite active in the past month. Turnouts have been fairly good on club nights and the teens are showing a great interest. Two car washes have been held with a total of $35.00 made. This was quite poor due to bad weather. A record cabinet has been acquired from a father of one of the members and we are now looking for record donations. Also we are looking for a juke-box or record player so that we can hold dances in the near future. The girls are now receiving outside help from an Art teacher, Maralyme White, who has taken an interest in our club. She is planning a programme for the girls which will include sewing, hair dressing, modelling, etc. As usual, the teens are looking for more support from the parents and any other adult who could assist in chaperoning on club nights. Anyone wishing to assist, can get in touch with Les Richards.
TOT SPOT

The Tot Spot group is going on as usual in the Recreation room every Thursday from 9:30 to 11:45 a.m. At present we have 43 kiddies on our register, and we would like to see some new little faces in attendance. The fee is 50c per child per week which pays for their milk and cookies. We do not feel that this is too much to ask, but we have quite a few delinquent dues, so if it is possible you please try to send the money with the children each week or for the month.

Thank you. We also ask that you please send a plastic glass clearly marked for your child. A duty roster will be made up and put in next month's paper for your convenience, but we still need more mothers to participate. Anyone having children in this group is asked to please cooperate. If you have any odd toys or plastic tablecloths and curtains that you don't need, we would appreciate them very much.

Phone AL

NEW TENANTS

We wish to welcome:

Mr. and Mrs. A. Hall
Mrs. G. M. Buchanan
Mrs. A. B. Teal
Mrs. E. M. Diwell
Mr. J. Connors (Arriving April 1st)

CHURCH NEWS

The Oakridge Church of Christ held a very successful Bible Teachers' Conference, February 15th. Teachers from Canada and the United States met for a day of fellowship and study. Eighteen children from Skeena Terrace attended Vacation Bible School at Oakridge last August so this programme should be of value for those planning to attend again this year.

The Salvation Army will hold special Easter Services on Good Friday at Gore and Hastings, starting at 10:00 p.m., also Meditation of the Cross and special music will be heard. United Church at 1st and Renfrew hold Easter Sunday Family service at 9:30 a.m. and Sunday School is at 11:00 a.m.

St. Judes Services are as follows:
7:30 a.m., 8:30 a.m., 10:15 a.m., 5:00 p.m.

CLASIFIED

Reversible skirt - brown/orange multi-coloured, size 14.........$ 5.00
Coat, hat and leggings set - size 1½, pink.............$ 4.00
Girl's snowsuit, size 1, pink...........$ 4.00
Ladies coat, blue, size 14.............$ 4.00
White wedding dress, size 12............$17.00, or best offer

Call Mrs. Dorothy Colburn

VITAL STATISTICS

Welcome to Skeena Terrace -

Born to Mr. & Mrs. Blight on Feb. 25th, a son, James Kenneth.

Born to Mr. & Mrs. E.M. Khan in February, a son, Saleem. A brother for Anwar, Bancy and Yassin.

SHOWER

A surprise Bridal Shower was held at the home of Mrs. Joyce Taylor, February 27th, 1964, in honour of Patricin Bourne. Mrs. Lily Bourne was the honoured guest.

THANK-YOU NOTES

A special thank you to Bindons Ltd. at 1828 West 4th Ave. for their generous donation of paper which is being used by the various clubs.

Mrs. Lily Bourne wishes to extend her sincerest thanks to the Members of the Mother's Club who held a surprise Bridal Shower for her daughter, Pat.

THE ROLLER CLUB CONTEST

Because the mother's enjoyed their first roller party, held Feb. 19th, it has been decided to make the first Monday of the month a regular roller night. On Mondays the admission price is only 25c and that includes the rental of skates, for ladies. The party was held on the 2nd of the month and seventeen turned out, including six husbands.

We want to find a name for this active group so please drop your suggestions for a group name in the box in the office. The person submitting the cleverest name will win a glorious all expenses paid Trip to Rollerland for our April 6th party.

NOTICE - OPERATION DOORSTEP

The B.C. Tuberculosis Society will be bringing Operation Doorstep to Skeena Terrace April 1st. The truck will be parked at the south end of Hermon Drive during the day and all tenants, including pre-school children, are urged to come out for their free tests and X-rays. This is a service which could mean a great deal to your personal well-being and that of your family. Please take advantage of this programme and make Skeena Terrace 100% T.B. free.

Mrs. J. Taylor - Zone Captain
Mrs. Betty Hudson - Area Convener
NOTES FROM THE PROJECT MANAGER

This is your community and the general appearance of the dwellings and grounds will determine the kind of impression made on visitors from other parts of the city. The co-operation of all tenants and their children will be required to keep Skeena Terrace attractive to both residents and visitors.

Please do your part to encourage the children in picking up rubbish rather than scattering it around the Project.

Some tenants still persist in relying on young children to empty their garbage with the result that filth and rubbish is left exposed to the wind and small children to scatter about. This practice also encourages all manner of scavengers such as gulls, rats, cats and dogs and in summer there is of course the added nuisance of disease-carrying flies, attracted by carelessly dumped garbage.

It is impossible to place too much emphasis on the need for extreme care in this regard and it will be watched over very carefully in the future by employees of V.H.A. No excuse will ever be acceptable for failure to comply with the regulations governing disposal of garbage as it is entirely the responsibility of the tenant.

The trees and shrubs are thriving and will add greatly to the beauty of the community if given the protection they need.

Tenants should promptly report to the manager any acts of vandalism or desecration, giving the names of the culprits if possible. Only in this way can appropriate action be taken to protect the project property and the safety of the tenants.

In accordance with the Terms of Lease Agreement, only those persons on record with V.H.A. as bona fide members of the tenant's family group are entitled to occupy the leased premises. Violation of this clause of the Agreement may result in 30 days notice being issued.

Permission to have visitors as house guests must be requested from the office; such requests will always be considered if reasonable; the number of guests and length of the proposed visit will be a determining factor.

We would like to express through this column our thanks to all those whose time and effort have been contributed to make this newspaper a success, also to the various club groups and their leaders who have worked diligently to improve Skeena Terrace and make it a better place for all of us who live here.

Many stores and factories have donated generously everything from soft drinks to chesterfields and we also would like to express our thanks to them for V.H.A.

R. A. Stephenson,
Manager,
SKEENA TERRACE.
**APPENDIX I**

**SOURCES OF INFORMATION USED IN THE STUDY - E. ALLARDICE**

<table>
<thead>
<tr>
<th>Name of Agency</th>
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<tr>
<td>St. James' Anglican Church</td>
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<td>First United Church</td>
<td>Mrs. M. Rollins</td>
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<td>Chinese Anglican</td>
<td>Father Chow</td>
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<td>Sacred Heart</td>
<td>Rev. T. Speed</td>
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<td><strong>Welfare Agencies</strong></td>
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<tr>
<td>City Social Service Department</td>
<td>Miss J. Yau</td>
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<td>Father Delle Terre</td>
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<td><strong>Canadian National Institute for the Blind</strong></td>
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<td><strong>Education</strong></td>
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<tr>
<td>Strathcona School</td>
<td>Mr. C. Barton, Principal</td>
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<td></td>
<td>Mr. Porteous, Vice-Principal</td>
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<td></td>
<td>Mr. Capn, previous teacher</td>
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<td></td>
<td>Miss E. Fong-Dickman, teacher</td>
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<td>Mr. Smyth, Principal</td>
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<td><strong>Health</strong></td>
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<td>Metropolitan Health</td>
<td>Miss Innis, Supervisor, Unit 1</td>
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<td>Miss S. Tong, Nurse, Strathcona School</td>
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<td>Miss E. Ward, Nurse, Seymour School</td>
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<td>Dr. J. McLennan, Doctor at Strathcona School, 1948-1960</td>
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<td>Pender Y.W.C.A.</td>
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<td>Kiwassa Girls' Club</td>
<td>Mrs. Shandro, Director</td>
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<td>Miss E. Craig, Asst. Director</td>
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<tr>
<td>Gibbs Boys' Club</td>
<td>Mr. B. Wilson</td>
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<td>Mrs. Wainwright</td>
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<td>Mr. J. Adair</td>
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<td>Mr. G. Whiten, Director</td>
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<td></td>
<td>Mrs. E. Keen, Community Information Service</td>
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<td></td>
<td>Mr. B.A. Robinson, Social Planning</td>
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<td>Mr. R.C. Nann, Social Planning</td>
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<td>Mr. Stevenson</td>
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<td>Mr. Kupic</td>
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<td>Mrs. Gordon Selman, Past Chairman, Vancouver Housing Authority</td>
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<td>Dr. W.G. Black, Citizenship Liaison Officer, Dept. of Citizenship &amp; Immigration</td>
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<td></td>
<td>Miss Dick, Director, Strathcona Day Nursery</td>
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<td>Mr. Geach, City Planning Dept.</td>
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<td></td>
<td>Miss W. Jang, resident Strathcona</td>
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<td>50-75 residents McLean Park</td>
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APPENDIX J

"THE VANCOUVER HOUSING AUTHORITY"

(an explanation of the Lease Form)

"This is your lease, (a month-to-month lease) which covers you from the first of the month to the end of each month. This means you can give one month's notice if you so desire, but such a notice must be in this office before the first day of the month in which you wish to leave. We can give you 30 days notice if it becomes necessary, and if you are over 15 days in arrears of rent we can give you 10 days notice to vacate. It is absolutely essential that rents are paid on the first day of the month or earlier.

Rent is based on the amount of your income and the number of persons in your family. Clause 5 of the lease requires that you report to the manager's office any change in income or change in the number in the family. If there is a change, a lease amendment will be prepared, showing your new rent.

Only the members of your family as listed are entitled to live on the premises. No roomers, boarders or lodgers are permitted. You cannot sub-lease. No advertising, no business of any kind can be carried on in the project, except by written permission.

No cats or dogs or four-footed pets are permitted.

You are expected to keep the premises clean and in good repair. Your security deposit is held to your credit until you move out, then the place is inspected and if there is no damage to the premises and the place is in good clean condition, the security deposit will be refunded to you in full, otherwise the cost of repairs, replacement or cleaning will be taken out of the security deposit and you will receive the balance, if any.

You are not permitted to make any alterations to the premises, nor change the present locks, nor add any locks without permission.

Permission must also be obtained from the manager's office to do any decorating. The Housing Authority will look after the maintenance problems - you just 'phone the manager's office.

You are responsible for any glass breakage in your unit.

You must not do or permit to be done any act on the premises which shall be deemed by the Authority to be a nuisance.

Inspection of the premises by the Authority can be carried out at all reasonable times. No combustible material shall be kept on the premises.

If you have any questions, please ask now. We advise you to read your lease carefully - it is a legal document.

Children must not play in hallways.
APPENDIX K

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***THESES***


