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PROPOSALS

FOR

URBAN RENEWAL ACTION

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CITY OF OTTAWA — "URBAN RENEWAL STUDY"

*This volume was donated to
the University of Toronto by*

Derek J.W. Little

*President, Municipal Planning
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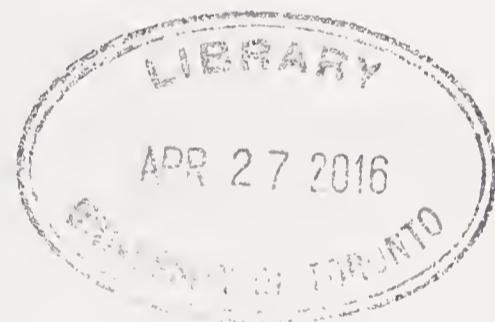
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P R O P O S A L S

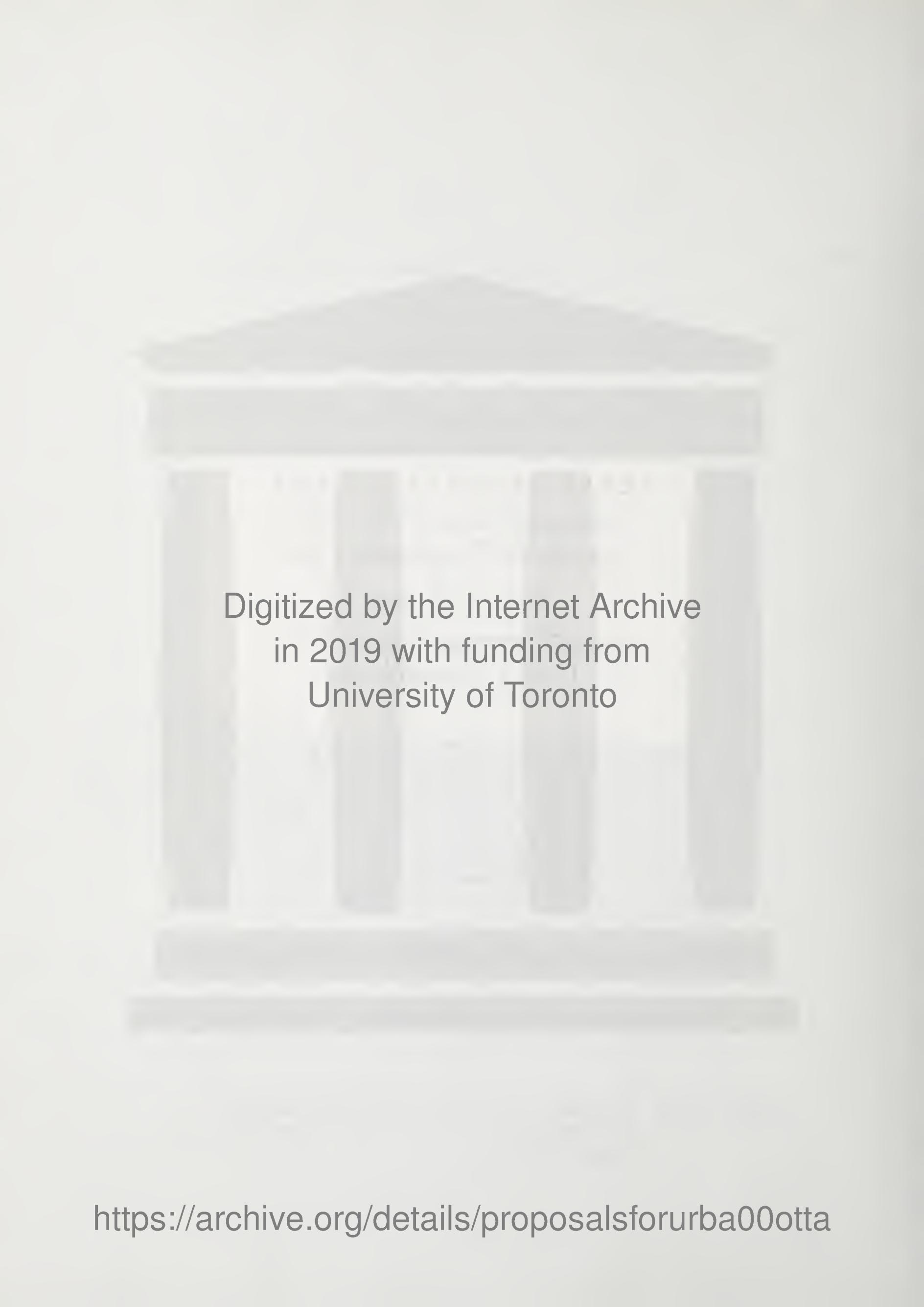
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Prepared by: Planning Branch, Department of Planning
and Works, Corporation of the City of Ottawa,
August 1963.



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The proposals for urban renewal action contained in this report follow on the detailed urban renewal surveys of 1959 and 1962, and should be read in conjunction with the Analysis of Urban Renewal Surveys 1959/62, submitted to Board of Control on December 20, 1962.

In addition to being based on the findings of the surveys, the proposals are closely related to the Official Plan Chapters II and III respecting Roads and Land Use as recently approved by the Province of Ontario.

This report incorporates and enlarges upon parts of the preceding analytical study mentioned above, particularly with respect to Official Plan and future development considerations.

It is intended to combine both reports into one overall Urban Renewal Report, publishing of which is mandatory in terms of the Federal Order-in-Council respecting financial aid by C.M.H.C. to assist in the City's Urban Renewal Study in accordance with Section 33(1)(h) of the National Housing Act, 1954.

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INTRODUCTION

INTRODUCTIONScope and Basic Principles

This report deals with various aspects of renewal development proposed to be undertaken by the City. These proposals should not be confused with proposals for individual redevelopment projects which are only part of the overall Urban Renewal objective. As explained briefly in Part I of the Analysis of 1959/62 Urban Renewal Surveys, two basic principles have been established which should govern public urban renewal action:

1. Urban Renewal must provide for a planned integration of its three major complementary aspects, namely: conservation, rehabilitation and redevelopment.
2. Urban Renewal in its combined application of the aforementioned aspects, must refer to a sizeable area, preferably a recognizable segment or whole of a neighborhood; it should not be restricted to the mere replacement of isolated, deteriorated houses.

Renewal, Redevelopment and Housing

Frequently, the terms "Urban Renewal" and "Urban Redevelopment" are used interchangeably. In order to clarify the scope of renewal action, in this report the term "Redevelopment" is applied to that part of urban renewal action which concerns land acquisition, clearance and re-use. New housing on raw land, public or otherwise, is not included

in the meaning of "Renewal" as it is used herein, but obviously is very closely related, and may very well become an essential, parallel action on other land say, for instance, to provide for families displaced by urban renewal measures.

The housing implication in Urban Renewal is traditional, and is particularly expressed in Section 23 of the National Housing Act. Commonly, Urban Renewal is associated with "slum clearance" of predominantly residential areas, and subsequent re-use with low rental housing. However, neither of these is the total content of urban renewal action as is suggested in the proposals of this report.

Section 20 of The Planning Act of Ontario provides for a much broader application of the redevelopment aspect, and is not restricted in its application to projects having residential implication only. The meaning of the term "Redevelopment", as used in The Planning Act, is more closely related to the broader connotation of the term "Renewal" as defined above and employed in this report. Conservation, rehabilitation and redevelopment of residential and/or of mixed use areas are all inseparable parts of "Renewal" and preservation of the urban environment.

Since existing urban renewal legislation in the National Housing Act makes it mandatory for the municipality to provide alternate housing accommodation for families displaced by redevelopment action, the problem of rehousing becomes a significant factor. However, this factor should not be overemphasized. Experience in other Canadian and American cities involved in comprehensive redevelopment programs, has shown that not all

families displaced require public assistance to secure new accommodation. Obviously, income levels and the ratio of home owner occupancy to tenant occupancy play an important part in this consideration. It may be safely assumed that a very high percentage of home owner occupants will find alternate accommodation on their own, particularly after having received cash compensation for homes subjected to clearance. For the tenant occupied portion of the area rehousing would be an important factor, although even in these areas, not all families displaced would take advantage of the offer of other accommodation. Family incomes too high to qualify for acceptance in public housing projects, and different location desires may also be factors reducing this demand for assistance substantially. This aspect must be given careful study prior to acquisition and clearance for redevelopment and the provision of alternate housing accommodation.

A further complication involving housing with Urban Renewal results from the present federal legislation, which requires that an area must contain either a substantial portion of substandard housing before redevelopment, or a substantial portion of new housing after redevelopment. This would include redevelopment of a nonresidential area to a residential area. In this report, therefore, the emphasis has been placed on the provision of new and upgraded housing. However, it has been evident in the studies carried out by the City, that there are a number of nonresidential areas containing low standard and deteriorating nonresidential buildings which are a source of blight on the residential

areas immediately adjacent. A further broadening of the existing legislation to assist in the upgrading of these commercial and industrial buildings would assist in eliminating this aspect of blight.

Timing of Urban Renewal Area Designation

The problem resulting from the actual designation by by-law of a "redevelopment area" in terms expressed by The Planning Act, is another one which should be given particular attention. It has been the experience in other cities that the very act of designation has drastic effect on the properties located within an area. Once an area has been given the official stamp of being ripe for public action, property owners as well as lending institutions are very reluctant to promote any repair or rehabilitation work. Consequently, on designation, repairable buildings in these areas deteriorate even more rapidly, and, if no action is forthcoming immediately following designation, buildings may soon reach a stage beyond repair.

It is urged, therefore, that the legal steps designating an area for redevelopment pursuant to provisions of The Planning Act, be deferred until the City is ready to follow its official declaration with immediate and positive measures for acquisition, clearance and/or rehabilitation.

For these reasons, and for the obvious limiting factor of the City's ability to pay, proposals in this report have been kept rather general, and should be subject to review by City Council. Once accepted,

and priorities established, plans for the area concerned should be developed in detail with respect to social problems and land re-use, with a program geared to attack through all three methods of Urban Renewal.

Obviously, it is unavoidable that a certain time lapse will occur between the preliminary proposals of this report and receipt of specific instruction from City Council for the preparation of detailed proposals for redevelopment and rehabilitation, which instruction will signal the actual commencement of renewal action. During this time lag, the areas concerned may experience many changes, particularly with respect to population composition and, to a lesser degree, actual land use. Thus, it is only practical to restrict the proposals contained in this report to general principles and suggestions for possible re-use. A detailed design and renewal program, therefore, should be prepared only after the government bodies - municipal, provincial and federal - have given preliminary approval to these principles and broad proposals. Definitive action should not be delayed following such preliminary approval.

Definition of Terms

As prelude to the proposals that follow, it is important to reiterate that Urban Renewal can be described as taking three basic forms, all of which are rooted in a sound planning program for the community:

1. Conservation - the prevention of deterioration in presently

sound areas of the community through effective housekeeping practice and stringent development control by the municipality;

2. Rehabilitation - the repair and raising of standards in basically sound areas;

3. Redevelopment - the acquisition, clearance and re-use of unsound areas.

Blight does not stand still. It has a way of spreading from house to house, from block to block and from neighborhood to neighborhood. However, if recognized early enough, blight can be arrested and the downward trend reversed. On the other hand, once an area has reached an advanced stage of deterioration, nothing short of the major surgery of redevelopment will suffice. If a start is made in the early stages of blight, areas can be saved from becoming potential candidates for the more costly and socially disruptive clearance operation. By taking early action on conservation and rehabilitation, a community can maintain and increase the supply of good housing and livable neighborhoods by protecting that which is good and by improving that which can be saved, while at the same time improving assessment and tax yield.

GENERAL PROPOSALS

GENERAL PROPOSALSMethod of Approach

It is realized that, at least in the first instance, complete redevelopment, as the most powerful and effective means of eliminating deterioration and obsolescence, should receive priority over other aspects of a comprehensive urban renewal undertaking since its successful execution will eliminate the very heart of decay in a deteriorated area. However, if applied without parallel consideration of conservation and rehabilitation measures, obsolescence will continue to spread into areas immediately contiguous to the redevelopment project. For this reason it is emphasized that an urban renewal program should incorporate all three phases in order to eliminate decay and to arrest and prevent further deterioration of buildings that are still preservable. Once the major sources of blight are removed, such drastic action by a public body should never again be necessary, provided that conservation or preventive maintenance measures are carried on forcefully and continuously in the future.

In view of the fact that not all of the blight in the City's potential urban renewal areas can be corrected exclusively by any one or other of the aforementioned renewal aspects, a program of combined conservation, rehabilitation and redevelopment action in varying proportions may provide the most economical means of combatting urban blight. Thus, a realistic program for urban renewal action may suggest complete redevelopment of parts or all of several city blocks, together with stringent conservation or rehabilitation measures for the remainder of the area.

Although in some areas, depending on existing conditions, only one or two of these measures may be required.

Examination of the findings of the Urban Renewal Study areas surveyed in 1959 and 1962, shows private redevelopment and rehabilitation activities to be important factors. Sufficient increase in such activities obviously will render public renewal action unnecessary, both by correcting the situation where blight now exists, and through preventive action, by eliminating the need for later, more expensive, corrective action. A comparative analysis of the two surveys of 1959 and 1962 shows that the scope of privately sponsored improvements in certain areas has reached the point where public action is unnecessary. However, it should be borne in mind that private incentive can produce even better results if it is guided by an overall program and given impetus by a co-ordinated municipal works schedule and aroused public support.

Such an overall program, however, requires a basis upon which it can be launched. It requires a plan to provide the goals towards which public and private efforts at renewal can be guided, since lasting renewal endeavors must be creative and not just "replacive". It requires a plan related to the proposed growth patterns of the whole urban community, and oriented towards the future needs of the local area of which the urban renewal area is only a part. Recognition of this fact is recognition of the unity of Urban Renewal and Urban Planning.

As an integral part of the Official Plan, the City has been divided into 12 Districts or general areas of planning concern with the Residential Districts further subdivided into 51 Planning Units or local areas of planning concern. These Planning Units may be considered as

roughly equivalent to neighborhood areas. The preparation of comprehensive community plans through neighborhood analysis will bring into focus the detailed needs of these local areas, providing direction to local community development, whether of the renewal kind or otherwise, and establishing a basis for the co-ordination of public and private efforts aimed at improving the local urban environment.

Conservation and Rehabilitation - 3 Major Aspects

Insofar as a conservation and rehabilitation urban renewal program is concerned, the above method of approach seems to be the most logical. In the first place, isolation of the undesirable substandard or deteriorating elements of the local areas would be brought to light through the neighborhood analysis, permitting the application of regulatory or expropriative measures to correct or eliminate obvious or latent sources of blight. In the second place the detailed proposals of the plan would permit the subtle evolution of the area into its modified form according to its future role as part of the whole urban area, thus providing a minimum of hardship and disruption to the community. In the third place, the analysis and the plan would provide direction and greater understanding on the part of the public, opening the door for more meaningful citizen participation - imperative to successful rehabilitation urban renewal programs.

Enabling Legislation

Having reached the stage where the plan is satisfactory, the municipality, using existing legislation, can take effective action on a number of important aspects of the plan. Some examples are as follows:

1. Removal of Undesirable Nonconforming Uses

Section 30 (6), The Planning Act: A municipality may acquire land and buildings used for such purposes and dispose of them for any purpose which is in conformity with its by-laws.

2. Improvement of Dwellings Having a Deteriorating Effect on an Area

Housing Standards Board By-law 123-52, as amended by 14-56: The municipality can enforce a minimum standard on sub-standard dwellings.

3. Removal of Illegal Uses

City Zoning By-laws: Strict enforcement of zoning can eliminate illegal uses causing blight.

4. Establishment of Needed Recreation Space

Section 333, The Municipal Act: A municipality may acquire land for any public purpose. This action could be directed at deteriorating portions of Planning Units.

5. Establishment of Needed Educational Facilities

Part VI, School Administration Act: School boards may acquire land in accordance with site selection procedure under the Public School Act. This action could be directed at deteriorating portions of Planning Units.

6. Improvement of Street Pattern, Street Landscaping, Public Services

Section 333 and 339, The Municipal Act: A municipality may acquire lands for public purposes and establish a building line in preparation for widening. This use of the legislation could be employed to improve safety and privacy in local areas, to improve the efficiency of services where land for easements

is required, to achieve more imaginative street landscaping treatment.

In addition to the above, the plan could be useful in organizing road, sewer and water rebuilding programs, in detailing truck and public transportation routes and as a basis for landscaping public lands to improve the appearance of areas.

Further to this, should the City wish to offer official public notice of the intent of the detailed community plan, it could be made part of the Official Plan, enabling the City to acquire land in the area for the purpose of developing any feature of such a plan.

Citizen Participation

Perhaps the most important benefit of a community plan is the direction it can give to private development and the opportunity it provides to involve the citizen, as an individual, in the co-ordinated development of his community.

The Ottawa Area has a long history of lively citizen interest in local development. All too often it has not been possible to direct the efforts of these interested people into channels which ultimately lead to balanced community development. Some of these interests are of a public nature, such as the provision of parkland, or the preservation of historic sites, while other interests have been more confined to the private sphere, such as the efforts to ensure high standards of neighborhood development through zoning and other development controls. Nonetheless, these efforts have seldom enjoyed the benefit of sufficient direction and leadership necessary to actually mold the local areas of concern into a balanced community unit.

Direction through regulation and the establishment of standards alone will always fall short of actually building, remodelling or repairing the buildings that controls seek to direct into being. For the most part, it will always remain the role of the citizen to establish the building elements in the community unless the municipality stands ready to redevelop the whole of the obsolescent urban area. Through the medium of a comprehensive community plan, it may be possible to capture the interest of the citizen in the field of conservation and rehabilitation of renewal areas. By combining his efforts with a realistic financial aid policy, where necessary, and giving this combination some co-ordinated direction, the City may be more successful in the future than it has been in the past, in staving off the urban blight of obsolescent areas before they mature as areas of urban decay requiring wholesale redevelopment.

Financial Aid Possibilities

In terms of financial aid, it is interesting to note that several avenues are now open to the individual who seeks to improve his property. Under a section of the Housing Standards Board By-law, a loan may be provided to a person wishing to improve the basic standards of his dwelling and a similar feature is found in the National Housing Act (Section 24) where funds are available for home improvements. However, these are not financial aid methods which relate the individual to a community effort to implement a local plan of development. This aspect requires pioneering in the field of Urban Renewal. Several possibilities present themselves:

1. Rehabilitation in Conjunction with Redevelopment

In cases where rehabilitation appears necessary along with

public action on redevelopment, the rehabilitation areas as well as the redevelopment areas might be expropriated, the redevelopment area cleared and redeveloped, and the rehabilitation area improved through public funds, both according to a well prepared plan. The rehabilitation area, once improved, could then be sold back to the original or new owners at a price based on the expropriation, improvement and overhead costs or, alternately, retained for public housing. Thus the Federal - Provincial - Municipal partnership would become the temporary owner of rehabilitation areas, but only long enough to improve the existing development.

As outlined, this would require broadening of federal and provincial legislation now in effect to include rehabilitation as well as redevelopment, but on the condition that a well prepared plan acts as the basis for participation by these two levels of government. Thus the following legislation would be affected:

- (a) Section 23, National Housing Act - provision of funds for urban redevelopment.
- (b) Section 20, The Planning Act - power to acquire and clear a redevelopment area.*
- (c) Section 22, The Planning Act - provision of funds for urban redevelopment.

* If the plan were to become part of the Official Plan, this power may already be available under Section 19 - power to acquire land to implement any feature of the Official Plan.

2. Rehabilitation Independent of Redevelopment

In this case, acquisition and improvement of developed land for resale or retention of the project for public housing, would be on the same basis as in the case stated above, but again provided that the whole operation is based on a well prepared plan. Broadening of existing legislation in a similar fashion would be necessary.

Outside of the financial aid policies of the federal and provincial governments, and through the efforts of the municipality, an Urban Renewal Development Bank might be established. The capital of such a bank would be accumulated by contributions from interested lending institutions on the basis of their interest in the public good, and their desire to fulfill a conscientious community obligation. This would allow limited sums of capital from each institution to be used efficiently in improving rehabilitation areas, since such improvements would have to be in accord with a well prepared plan having municipal sanction. Any monies invested by such a bank would have a nominal interest rate to cover overhead costs. This would represent an interest subsidy on the part of the participating lending institutions but would be justified as funds would only be available for use in rehabilitating buildings as elements of a total rehabilitation scheme.

These are but two ideas, both of which require considerably more study before they could be employed, especially with respect to enabling legislation. Nevertheless, they demonstrate possibilities of combining

citizen energy, capital and municipal direction in an effort to solve the urban rehabilitation problem.

In all of this, the emphasis on careful preparation and study is underlined. In this respect further caution is also necessary to recognize that not all areas which are in an obsolescent state need municipal attention of this kind. Some areas, due to their transitional character, would be completely redeveloped by private enterprise for new uses, and should be permitted to redevelop in this manner. Some of the areas abutting the Central Area could fall in this category. Thus discriminating selection of areas for rehabilitation by public action is essential.

Summary of General Proposals

In summary, it would appear that an effective program to conserve and rehabilitate old but sound urban areas of the City is not just a matter of regulation, but a sincere effort on the part of the City to plan, in detail, the local areas established as Planning Units by the Official Plan, and that the implementation of those plans must be a co-ordinated effort of City and citizen, employing a realistic financial aid program.

In more specific terms, the general recommendation regarding a conservation and rehabilitation program of urban renewal for the City is as follows:

1. Develop a comprehensive community plan for each of the Planning Units of the Official Plan through neighborhood analysis.
2. Based on the plan, regulate against the undesirable elements in the Planning Units, by strict enforcement of zoning by-laws, the Public Health Act, Housing Standards Board regulations, fire regulations and by use of other enabling legislation

URBAN RENEWAL REPORT

PART III

- available to the City.
3. Based on the plan, improve the physical amenities of the Planning Units by the provision of adequate public recreation facilities, adequate public service facilities such as sewer and water, and by designing an improved traffic system, to encourage local privacy and pedestrian safety.
 4. Based on the plan, improve the physical appearance of the Planning Units by improving roads, sidewalks and curbs, by imaginative landscaping of public lands and streets, by encouraging the location of overhead wire utilities underground or, at least, their integration into the street and/or landscape design, and recognize the need for better civic design in Planning Units by developing this aspect of the plan so as to co-ordinate public and private endeavor.
 5. Foster active citizen participation and support of the program by involving him firstly, in the understanding and development of the community plan, and secondly, in the approval of the plan through citizen committee and public meetings.
 6. Encourage private initiative in arresting urban deterioration through prudent remodelling, renovation and preventive maintenance programs generally guided by the plan.
 7. Develop and, if necessary, pioneer realistic financial aid policies, by whatever community or federal - provincial means possible, to allow the City and citizen to co-ordinate their efforts in improving local areas.

URBAN RENEWAL REPORT

PART IIIS P E C I F I C P R O P O S A L S

URBAN RENEWAL REPORT

PART III

The following specific proposals are presented in terms of a program of suggested priorities for immediate action, subject to Council's approval and endorsement. The underlying factors for suggesting this chronological order are mainly based on a combination of need, the feasibility of implementation and the relationship of major developments resulting from the execution of Official Plan proposals. An additional factor in suggesting these priorities, is a consideration of the desirability of possible completion of one or two of the projects for Canada's Centennial year in 1967.

M E C H A N I C S V I L L E A R E A

M E C H A N I S C V I L L EOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area as residential, while east of the area, the plan calls for major industrial uses. Although industrial and commercial uses are not completely excluded under the terms of the plan, it is suggested that new establishments be concentrated along the southern fringe of the area where they would abut the major traffic artery of Scott Street.

The Plan of Roads suggests that Scott Street, which is the southerly limit of the area, be widened to 100' and be connected with Richmond Road to the west and Somerset Street to the east, so as to act as an east-west cross-town arterial. This proposed Richmond-Scott primary artery could be located on the railway right-of-way thus relegating existing Scott Street to a service road for the residential area to the south. Certainly the Richmond-Scott artery can be expected to carry a heavy traffic load, since the limited access Queensway is quite distant to the south. The existing and proposed major government development in the area of Tunney's Pasture, immediately west of Mechanicsville, is considered a major traffic generator and will contribute substantially to the expected heavy traffic. Somewhat to the east of the area, a limited access

MECHANICSVILLE (Cont'd.)

north-south freeway is proposed and, since the Richmond-Scott artery will probably be interchanged with it, increased traffic volumes also can be expected from this source.

The proposed Ottawa River Parkway is being located north of the area along the Ottawa River. Although the Parkway will likely be used intensively by passenger vehicles, its landscaped and park-like development will be an asset to the physical location of the area.

Any re-use or redevelopment proposals for this area should take into consideration its favourable physical location close to the Ottawa River and to the Parkway, and its strategic location with respect to ready access to major east-west and north-south thoroughfares. In view of its unique situation and in compliance with the Plan of Land Use, the area of Mechanicsville should remain in residential use, with the residential densities increased along its northern and eastern fringes, in keeping with City and Ottawa Planning Area Board policies to permit high-rise buildings adjacent to permanent open space. At least in part, the kind of housing to be installed, should relate to the needs of employees of the nearby industrial area.

Designation of "Redevelopment Area" and Suggested Priority

It appears to be desirable that only part of the Urban Renewal Study Area be designated a redevelopment area within the meaning

MECHANICSVILLE (Cont'd.)

of Section 20 of The Ontario Planning Act. Although housing conditions throughout the area are rather poor, it is suggested that only a portion of the area be considered for immediate redevelopment as indicated on the preliminary lay-out plan shown on Map No. II following this section on Mechanicsville. The remainder of the area should be made subject to stringent building code enforcement measures. As soon as a definite rehabilitation programme is established by the City, it should be applied to this part of the original Study Area.

This differential treatment is based on the fact that the widened and improved artery of Scott Street may attract additional commercial establishments making use of the frontage on this major cross-town thoroughfare. Such private redevelopment action in the section along Scott Street would obviously eliminate a costly and complex City undertaking for redevelopment. Another reason is that, according to the survey of 1962, properties along the western fringe of the study area seem to be in a relatively improved condition.

Because of the location of this area adjacent to the proposed Ottawa River Parkway overlooking Lazy Bay, and in view of the fact that Official Plan proposals do not hinder the redevelopment of the northern parts of the area, it is suggested that a relatively high priority be assigned to redevelopment action in this area.

MECHANICSVILLE (Cont'd.)Re-housing Consideration

Generally speaking, the area contains about equal percentages of home-owner and tenant occupancy. The exact number of people involved in an eventual redevelopment project can only be determined after consideration has been given to the feasibility of the proposed re-use lay-out shown on Map No. II.

It would appear however, that it should not be too difficult to make provision for the relocation of the few families who will need help in this regard.

Tentative Re-use Proposal

In compliance with the proposals contained in the Official Plan of Land Use, it is recommended that the portion of the redevelopment area lying south of and adjacent to the Ottawa River Parkway, overlooking Lazy Bay, be redeveloped for residential use, with the area immediately north of Scott Street and the C.P.R. tracks being reserved for private commercial redevelopment.

While the need in this area is urgent, development might be staged, with Stage 1 being the area north of Burnside Avenue east of Forward Avenue. This site could be further increased in area by closing Hincheny Avenue north of Burnside Avenue, keeping in mind that Forward Avenue should be widened by at least 13' on the east side to provide for an ultimate width of 66'. This site is

MECHANICSVILLE (Cont'd.)

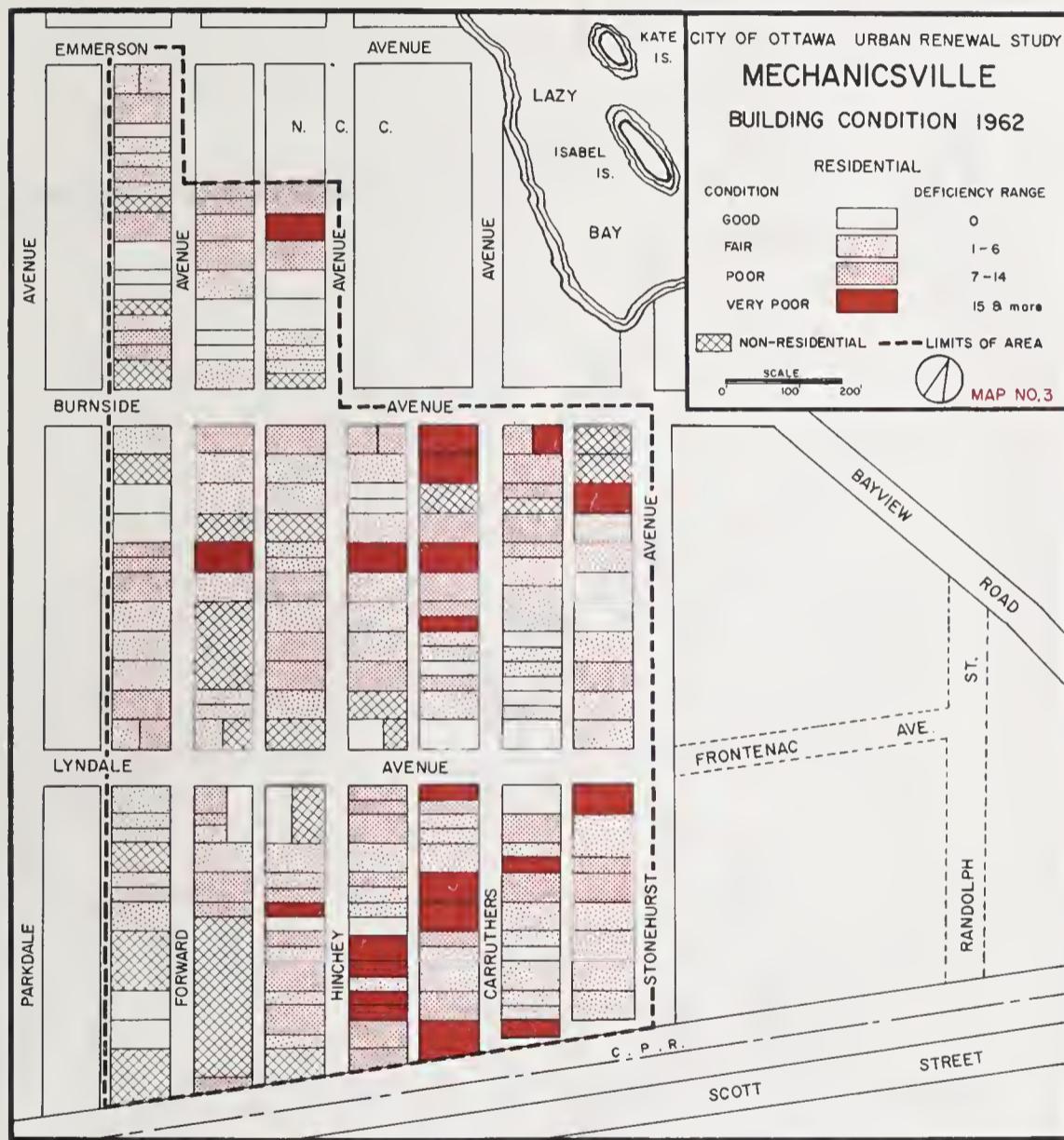
located some 200' west of Lazy Bay, immediately adjacent to the lands owned by the National Capital Commission and retained for landscaping purposes in conjunction with the Ottawa River Parkway. This area could be developed as a project containing in part, one semi high-rise building 6 or 7 storeys in height, which might provide over 100 apartment units. With the addition of the closed part of Hinckley Avenue, the site would have an area of 1.9 acres and would produce a density of over 60 units per acre if a building of the type suggested was constructed. The present residential density in this area is approximately 12 units per acre. The suggested high-rise building could provide new accommodation for all of the present residents in this block, and in addition, provide re-housing facilities for the residents in the proposed Stage 2.

The area bounded by Burnside Avenue on the north, Hinckley Avenue on the west, Lyndale Avenue on the south and Stonehurst Avenue on the east being approximately 4.8 acres, might be considered as Stage 2. Carruthers Avenue, which splits this block, should be closed, but the existing services such as sewer and water, should be retained to provide service connections into the interior of the site. It should also be noted, that this Stage 2 site is immediately west of Laroche Park, which is a fully developed City park, providing wading pools, swings, ball diamonds and community centre. These facilities are a valuable asset in the consideration of this area for redevelopment. It is proposed, therefore, to make use of this

MECHANICSVILLE (Cont'd.)

open area through provision of three town house structures, each containing 16 units as shown on Map. No. II. These units could be designed as one storey structures with sufficient open space left between the buildings to provide an open vista from Laroche Park, westerly into the remainder of the site. As a back-drop to these three town house units, one tall cruciform building might be sited on the south side of Burnside Avenue, overlooking Lazy Bay. This building could contain 24 units per floor on each of 12 floors, thus providing 288 units. One further medium height building of 6 storeys containing about 70 units, might be sited on the north-east corner of Lyndale and Hinckley Avenue.

This redevelopment project could become an integrated housing undertaking for both public and private development, with the town houses being constructed by a federal-provincial-municipal partnership, and with one or more of the larger apartment buildings being developed either by private interests or under a limited dividend scheme. Under this proposal, Stage 2 might be redeveloped to an overall density of over 500 units or an average of 87 units per acre, which is somewhat higher than the existing development. A major advantage is a site open and landscaped between buildings and linked directly to the existing recreational facilities in Laroche Park.



P R E S T O N S T R E E T A R E A

PRESTON STREET AREA

ATTENTION OF COUNCIL IS DRAWN TO THE FACT THAT THIS REPORT WAS PREPARED PRIOR TO DISCUSSIONS HELD WITH THE COLLEGIATE BOARD, WHICH INDICATED THAT PART OF THE OVERALL DEVELOPMENT OF 6.83 ACRES BY THE COLLEGIATE BOARD WOULD PROVIDE FOR PUBLIC OPEN SPACE AND USE AS A GREEN AREA. THIS RESULTS IN A LOWER OVERALL RESIDENTIAL DENSITY, AND THE PROJECT PROVIDES FOR 100 HOUSING UNITS, AS PROPOSED IN THE REPORT RE PRESTON STREET REDEVELOPMENT: COLLEGIATE INSTITUTE BOARD AND PROPOSED 100 LOW COST LIVING UNITS (F.P. PARTNERSHIP).

P R E S T O N S T R E E T A R E AOfficial Plan and Future Development Consideration

The Plan of Land Use designates this area as residential. Immediately to the west and south, the Plan proposes a major industrial area. Notwithstanding the general desire of the City for development of industrial or commercial uses on lands abutting the Queensway, which forms the southerly limit of the area, it is considered that the industrial section proposed by the Official Plan south and east of the area provides sufficient scope for these uses in this part of the City. Eventual redevelopment, therefore, should establish higher density residential uses in this entire area.

The Plan of Roads does not affect the area directly, except where the limited access Queensway skirts it on the south. Preston Street, which is shown as a major collector on the Plan, forms the westerly boundary of the area, and serves as main access to the industrial section mentioned before.

The serious need of the area for open space should guide any redevelopment design, particularly if higher residential densities are determined upon for the area.

PRESTON STREET AREA (Cont'd.)Designation of "Redevelopment Area" and Suggested Priority

Although this area is rather blighted, a considerable number of property owners have carried out improvements and repairs. The location of part of the area immediately adjacent to the Queensway and the fact that Preston Street carries a heavy load of industrial traffic, call for great caution with respect to redevelopment action. This required caution is further substantiated by the fact that the area evidences a high degree of social coherence. A great number of its inhabitants are of Italian extraction and are closely associated with the community surrounding it. A complete redevelopment scheme, involving the displacement of many families, could cause a disturbance to the community life of this neighbourhood, if the scheme was not geared to avoid this problem.

Nevertheless, this area should be considered for a redevelopment project, and it is suggested that the land between Preston, Gladstone, Rochester and Arlington Streets being approximately 6.3 acres in area, be designated a redevelopment area in compliance with Section 20 of The Planning Act.

With respect to priority, it is suggested that the above mentioned area could be proceeded with at this time, in that its redevelopment would in no way affect any proposals of the Official Plan. However, no consideration should be given to expanding this two block area until the City has had sufficient time to assess the effect of the redevelopment and the effect of the industrial area west of Preston on the remainder of the study area. Premature

PRESTON STREET AREA (Cont'd.)

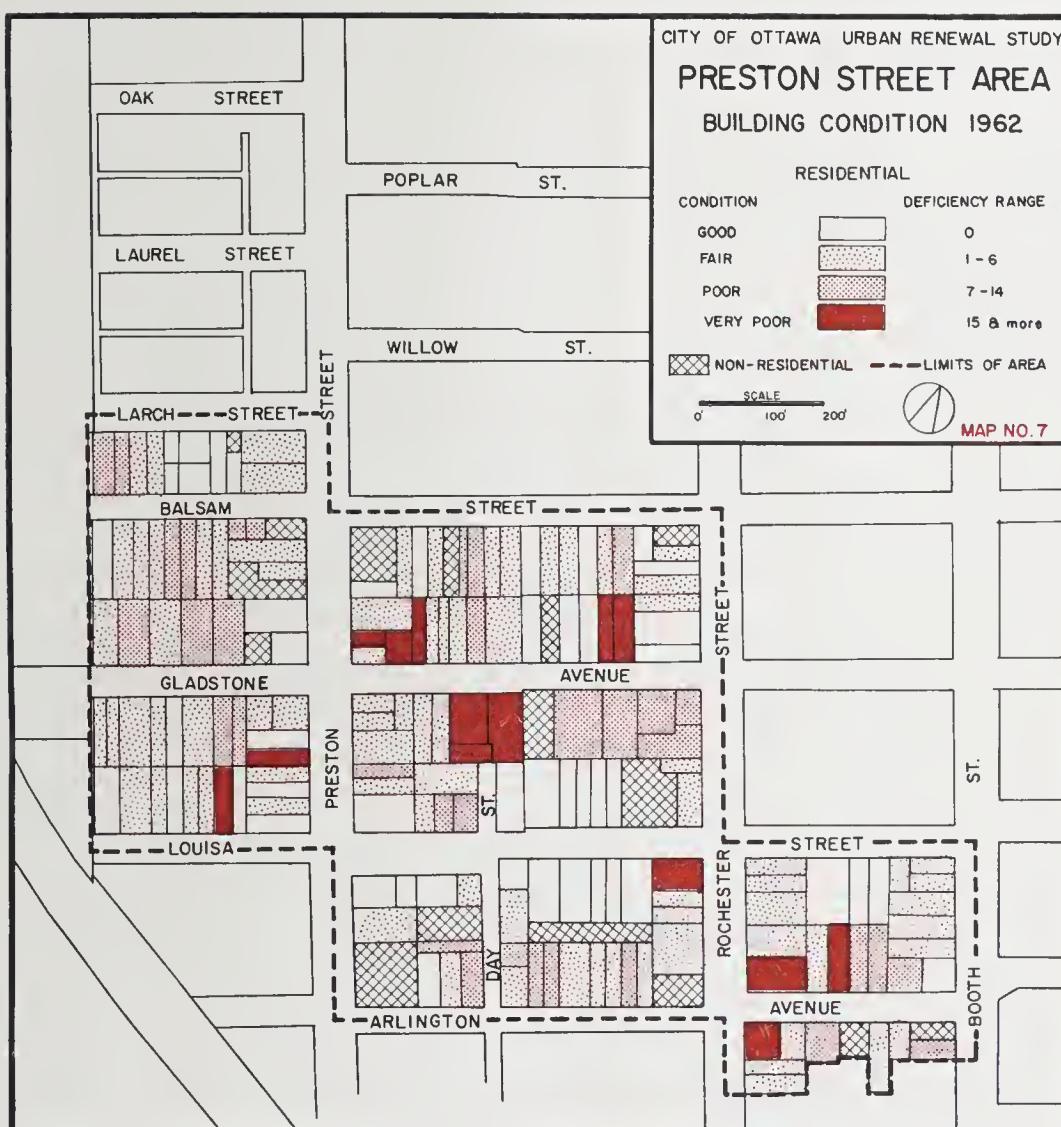
'redevelopment' designation could result in a lack of normal maintenance and a speeding of decay. On the other hand, left undesignated, the remainder of the area might receive sufficient impetus from the redevelopment project to rehabilitate without public action.

Re-housing Consideration

The area is very densely populated and has a slightly higher proportion of tenant occupancy than home-owner occupancy. The problem of re-housing would be quite serious, since many of these tenant occupants likely would require public low-rental housing accommodation. Every effort should be made to institute a program which would permit a gradual relocation of families within the area.

Tentative Re-use Proposal

As pointed out under the Official Plan consideration at the beginning of this section, it is suggested that higher density residential buildings should be erected on lands eventually acquired and cleared for redevelopment. Since recreational open space is seriously lacking, adequate provision should be made for such use, possibly by incorporation in an overall redevelopment project.



N A N N Y G O A T H I L L A R E A

N A N N Y G O A T H I L LOfficial Plan and Future Development Considerations

Because of its close proximity to the Central Area and to the planned government redevelopment project in the LeBreton Flats, the Plan of Land Use proposes for this area a mixed office and residential use.

The Plan of Roads shows Albert Street, which is the northern limit of the area, as a major collector, providing direct connection of the Central Area with the proposed Booth Street secondary north-south artery across the Ottawa River to Hull.

The location of the area close to the Central Area would make it a desirable site for higher density residential use. In view of the physical barrier of the steep limestone bluff, which separates it from schools and playgrounds to the south, it appears that this area is not well suited for accommodation of families with school age children.

Furthermore, it is possible that the redevelopment scheme of the federal government, with new road connections in the immediate vicinity may make further expropriation necessary so as to consolidate all or part of this area. Any redevelopment action by the City, therefore, should be thoroughly discussed with the National Capital

NANNY GOAT HILL (Cont'd.)

Commission and integrated with the government plans and proposals for the LeBreton Flats.

Designation of "Redevelopment Area" and Suggested Priority

In view of the uncertainty regarding possible further expropriations by the N.C.C., it is suggested that only the easterly portion of the area be considered for urban renewal action by the City. This part is a triangularly shaped parcel of land which is bounded by Lorne Avenue on the west, Albert Street on the north, and the steep bluff of Nanny Goat Hill on the south and east and comprises some 4 acres. The north-west corner of Empress Avenue and Albert Street is occupied by the Good Companion Day Centre, which, in a sense, represents a "community centre" for elderly people.

It is suggested that this parcel, except for the site of the Good Companion Day Centre, be designated a "redevelopment area" in compliance with the provisions of Section 20 of The Ontario Planning Act.

Re-housing Consideration

The problem of re-housing of the families displaced by eventual acquisition and clearance action appears to be not serious.

NANNY GOAT HILL (Cont'd.)

There are few properties involved, one of which is vacant and proposed for demolition by the Housing Standards Board.

Tentative Re-use Proposal

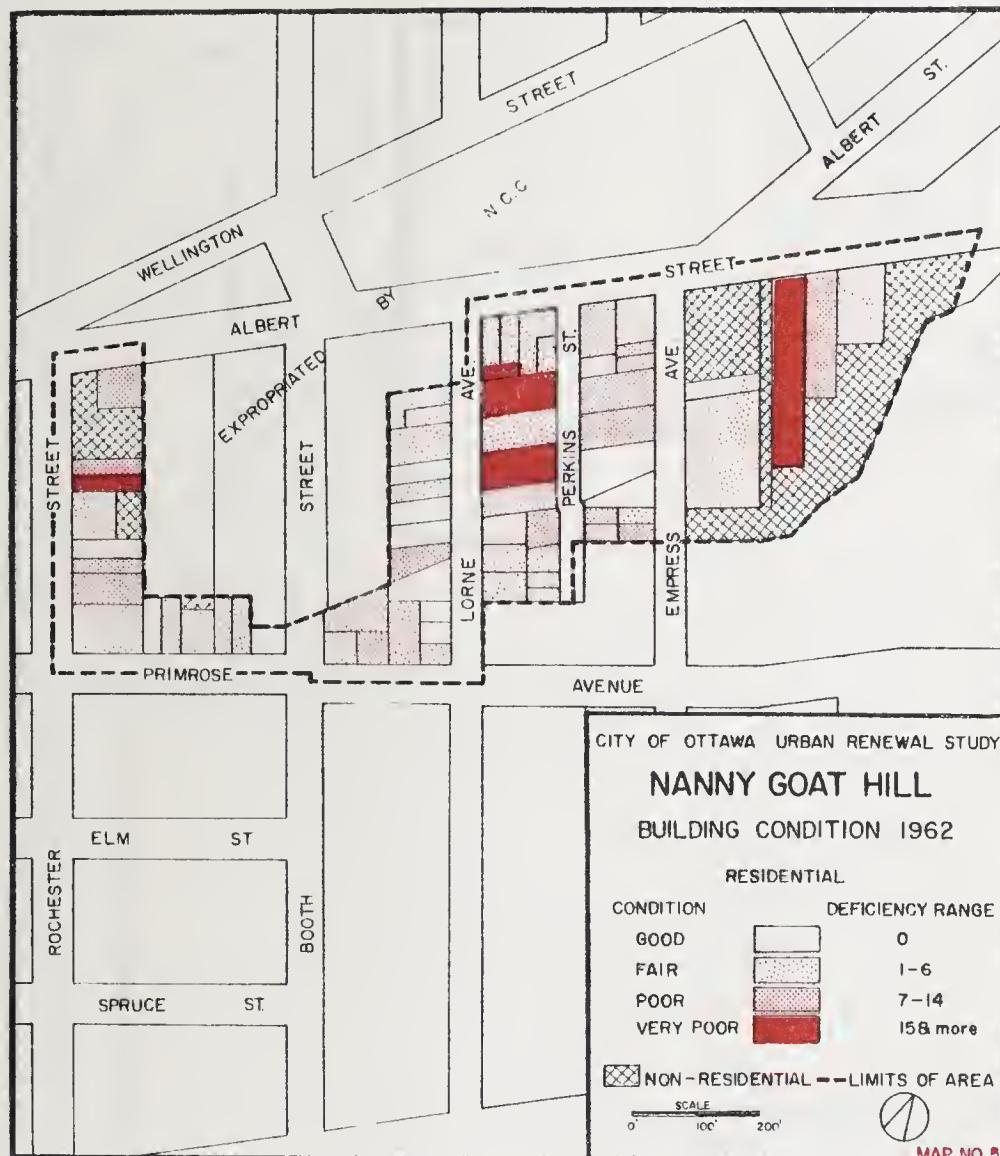
The re-use of this area might be staged with the first redevelopment taking place east of Empress Avenue. Once the parcel east of Empress Avenue is cleared of existing buildings, the lands will lend themselves as the site for a home for elderly or handicapped persons which could be undertaken by private citizens or philanthropic groups. Preferably, the home should be composed of two separate buildings, about three storeys in height.

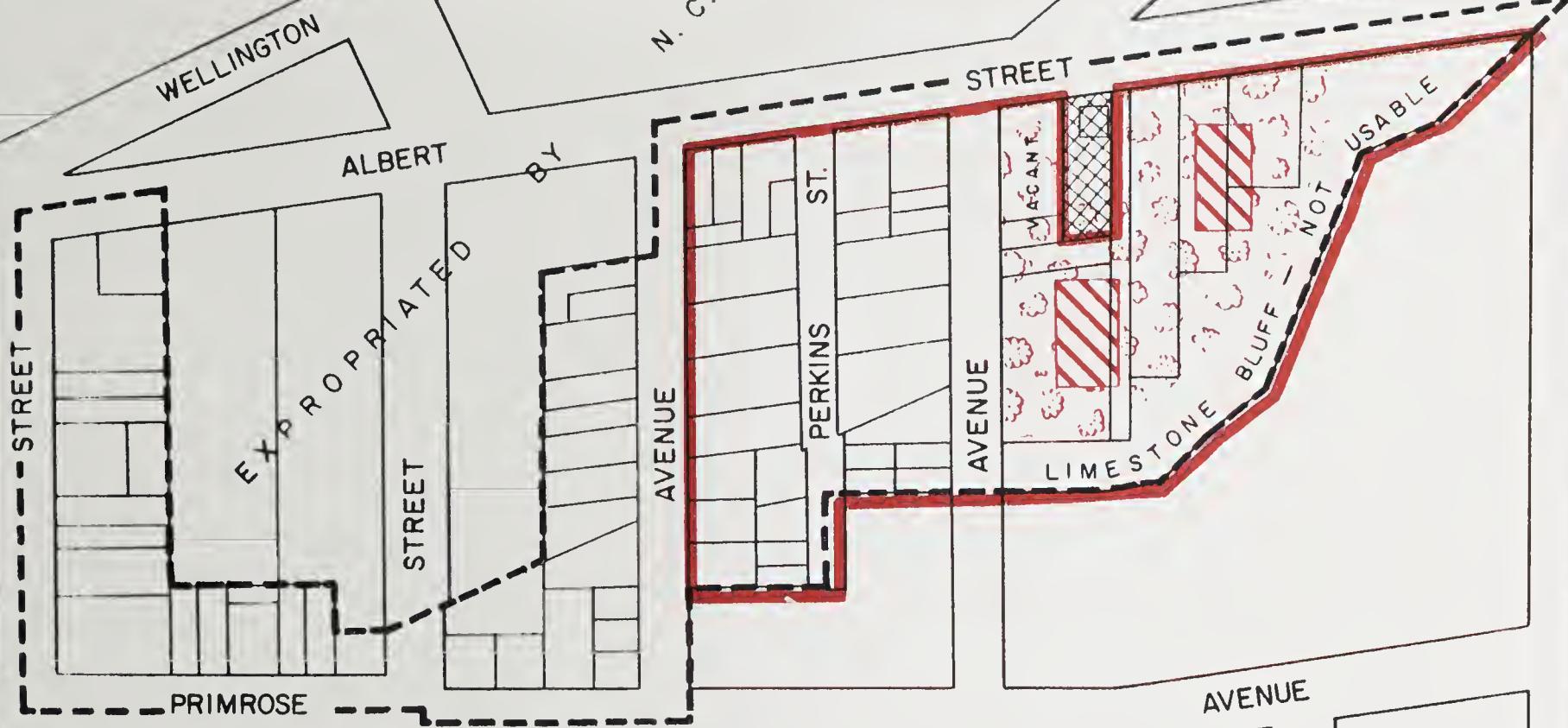
The location would have all the desirable assets for such a use. One of the suggested homes could be set back and oriented so as to front on Empress Avenue, which is a quiet side street, in contrast to the busy and noisy artery of Albert Street. At the same time, however, the Good Companion's Home would not be physically isolated, but would be close to the centre of major activities. There is good bus connection to Centre Town and the nearby Bronson Home and St. Vincent Hospital are within walking distance. The proposed government office area in the LeBreton Flats, north-east of the redevelopment parcel will give life and activity to the general area, and the occupants of the home would not experience isolation from the community.

NANNY GOAT HILL (Cont'd.)

The balance of the cleared land not used for the buildings of the home should be landscaped and used for limited amounts of off-street parking. The non-useable steep slopes of the bluff could form an attractive background, and could easily be incorporated into an overall landscaping scheme, possibly in the form shown in Map No. III.

That part of the area between Empress Avenue and Lorne Avenue should be redeveloped as a high-rise apartment site together with some commercial uses either under a "limited dividend" scheme or by private enterprise. Perkins Street could be closed and added to this part of the site, thus providing an area of over two acres for private redevelopment. In terms of architectural design, the scale and location of the building should be carefully considered with respect to the proposed institutional buildings to the east, the bluff to the south, and the proposed government building complex to the north.





CITY OF OTTAWA URBAN RENEWAL STUDY

NANNY GOAT HILL

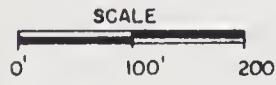
PROPOSED RENEWAL ACTION

**LIMITS OF AREA TO BE
DESIGNATED BY BY-LAW**

HOME FOR THE AGED
 PARKING AND LANDSCAPING

EXISTING GOOD COMPANIONS
DAY CENTRE

— LIMITS OF STUDY AREA



MAP NO. III

H U R D M A N B R I D G E A R E A

H U R D M A N B R I D G E A R E AOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area as residential. Immediately to the west, the Plan suggests a large area for institutional use.

The Plan of Roads does not affect this area directly, except for the proposed location of the limited access Queensway which passes it to the south.

Eventual redevelopment proposals should take into consideration the advantageous physical location of the area on the banks of the Rideau River and its strategic location as a gateway area to the City. The proposed institutional uses, immediately west and adjacent to the area, on lands owned by the federal government, will have a definite effect on its eventual use. It is therefore, suggested that redevelopment proposals should take this situation into careful consideration and should also make use of the close proximity to the Rideau River for open space use associated with redevelopment, including recreational or park extension.

The proposed Rideau River Trail, which is included in the Plan of Roads, is to be located along the river bank on the

HURDMAN BRIDGE AREA (Cont'd.)

east side of the area, and should be a component part of future development design. Since any aesthetic advantage that might have resulted from the natural setting of the area is nullified by existing industrial activities, a serious effort should be made to discourage, and possibly discontinue, further use of industrial plants in any part of this area.

The present street pattern, running almost perpendicular to the river, in no way brings out the fine natural features of the land, and contributes little to the scenic advantages of the area. A complete redesign of the street lay-out together with well-planned residential structures of higher density, possibly of high-rise apartment type, could transform the presently obsolescent area into one of the most attractive residential locations in the City.

Since this area is the eastern gateway to the central part of Ottawa, and commands a splendid view over the Rideau River to the east and towards Parliament Hill to the west, every effort should be made to redevelop in keeping with the changing character of this part of the City and its foreseeable importance.

It is submitted that a complete clearance and redevelopment project including the commercial uses south of Lees Avenue in this particular area would lend itself to an impressive and workable public undertaking. It is thought that its completion before 1967 could become a valuable and, at the same time useful

HURDMAN BRIDGE AREA (Cont'd.)

and practical contribution to Canada's centennial celebration.

Designation of "Redevelopment Area" and Suggested Priority

On the basis of the foregoing, it is suggested that the whole of the Urban Renewal Study Area be designated a redevelopment area in accordance with Section 20 of The Ontario Planning Act. It would be desirable to extend the proposed redevelopment area so as to include a triangularly shaped parcel bounded by Hurdman Road, the Rideau River and Lees Avenue. These lands are presently occupied by several building materials firms and, in the absence of residential uses, were not included in the original study area.

In view of the Official Plan proposal designating the combined area for residential use and in order to provide a greater latitude for the redevelopment of the actual Study Area, it is recommended that immediate action be taken to assemble the land for a redevelopment project.

The combined area comprises approximately 11.9 acres, consisting of 8.4 acres of the original study area and 3.5 acres of the suggested extension.

Re-Housing Consideration

At the time of the 1962 survey, the Study Area contained

HURDMAN BRIDGE AREA (Cont'd.)

256 people living in 56 dwelling units. If urban renewal action on this site is authorized, immediate arrangements should be made with the Co-ordinator of Housing to provide accommodation for families that will require and qualify for low-rental housing. Since 23 of the 56 dwelling units are home-owner occupied, and since the majority of them will likely find other accommodation on their own, experience would suggest that the actual problem of re-housing would apply to about 33 families only. In view of the present favourable situation of the rental market in Ottawa and since only a portion of these 33 tenant families will qualify for public housing, it should not be too difficult to make provision for the remaining families in existing and proposed public housing projects, or alternately in private housing on the rental certificate basis, if this means is made available to Ottawa.

Necessary steps should also be taken at an early stage to provide for a relocation of the industrial and commercial establishments situated in the combined area.

Tentative Re-use Proposals

It is recommended that the combined area be used for residential purposes. A preliminary site lay-out, as shown on Map No. I, is intended to provide an appreciation of redevelopment possibilities after complete acquisition and clearance. It should

HURDMAN BRIDGE AREA (Cont'd.)

be realized, however, that further studies are necessary before detailed design and lay-out proposals can be completed, and these should be based upon acceptance of the basic plan by Board of Control.

The tentative proposal attempts to make best use of the lands in keeping with the aforementioned strategic and scenic location. It also makes allowance for the proposals of the Official Plan of Roads and Land Use, in that it incorporates the proposed Rideau River Trail in the overall site lay-out and relates the proposed structures to existing anticipated development immediately to the north. Thus, the high-rise apartment buildings proposed to occupy the Queensway frontage of the area would relate in bulk and height to the anticipated institutional buildings likely to be constructed on federal lands north of them. At the same time, these high-rise buildings make full use of the river frontage and the natural amenities of the area. The suggested height of 15 stories for each of these buildings would also be in conformity with proposed City regulations regarding height and bulk control and with provision for adequate daylight for residential buildings. These high-rise buildings could accommodate over 800 units with an average density of roughly 100 units per acre.

Somewhat set back from the Queensway frontage, but commanding a splendid view over the Rideau River, a series of

HURDMAN BRIDGE AREA (Cont'd.)

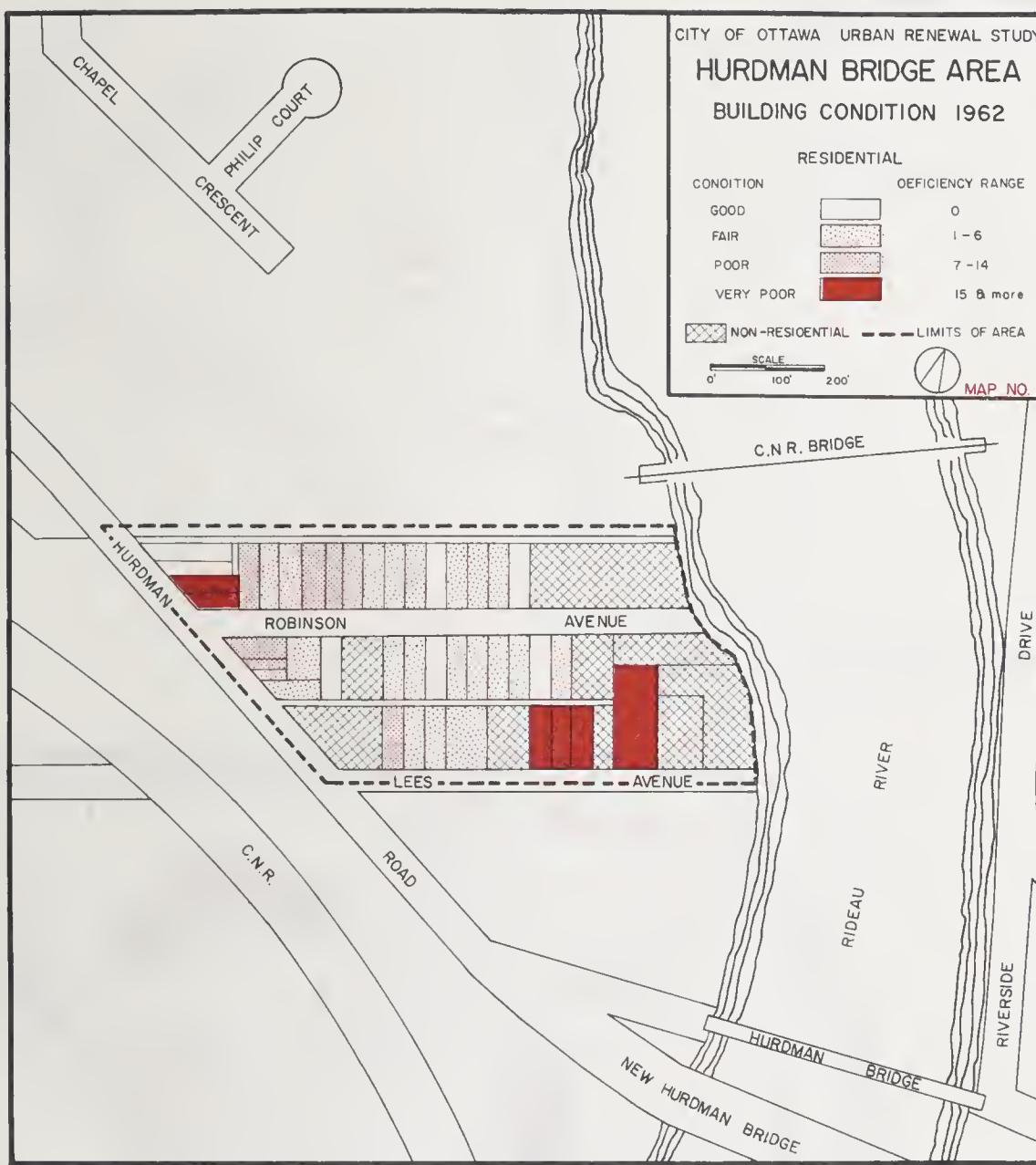
maisonettes are proposed. These would be comprised of up to 20 units, preferably with 4 to 5 bedrooms per unit.

Notwithstanding detailed considerations for such features as parking and design, the ample open space surrounding the buildings could be related to a proposed park and beach area along the Rideau River north of the project. The aforementioned Rideau River Trail would fit well into this open and scenic lay-out and would become part of the walkway system. The existing two bridges across the Rideau River, one being the old Hurdman Bridge which is no longer in use, and the other being a railroad bridge which will become obsolete as soon as the tracks are removed, should be retained and incorporated into this walkway system. Thus, the project could be directly connected with the proposed N.C.C. park on the east side of the Rideau River and to a complex of schools and churches within easy walking distance immediately east of Riverside Drive.

If developed along these general lines, the redevelopment project could become an integrated housing undertaking for both public and private development, with the maisonettes possibly being constructed by a federal-provincial-municipal partnership, and the apartment buildings possibly being developed either under a "limited dividend" scheme or by private enterprise. A distinct possibility also exists that this redevelopment might be carried

HURDMAN BRIDGE AREA (Cont'd.)

out by the federal government, through its interest in redevelopment adjacent to the major vehicular approach to the Central Area as exemplified by plans for the Queensway and the Canal Road.



HURDMAN BRIDGE AREA

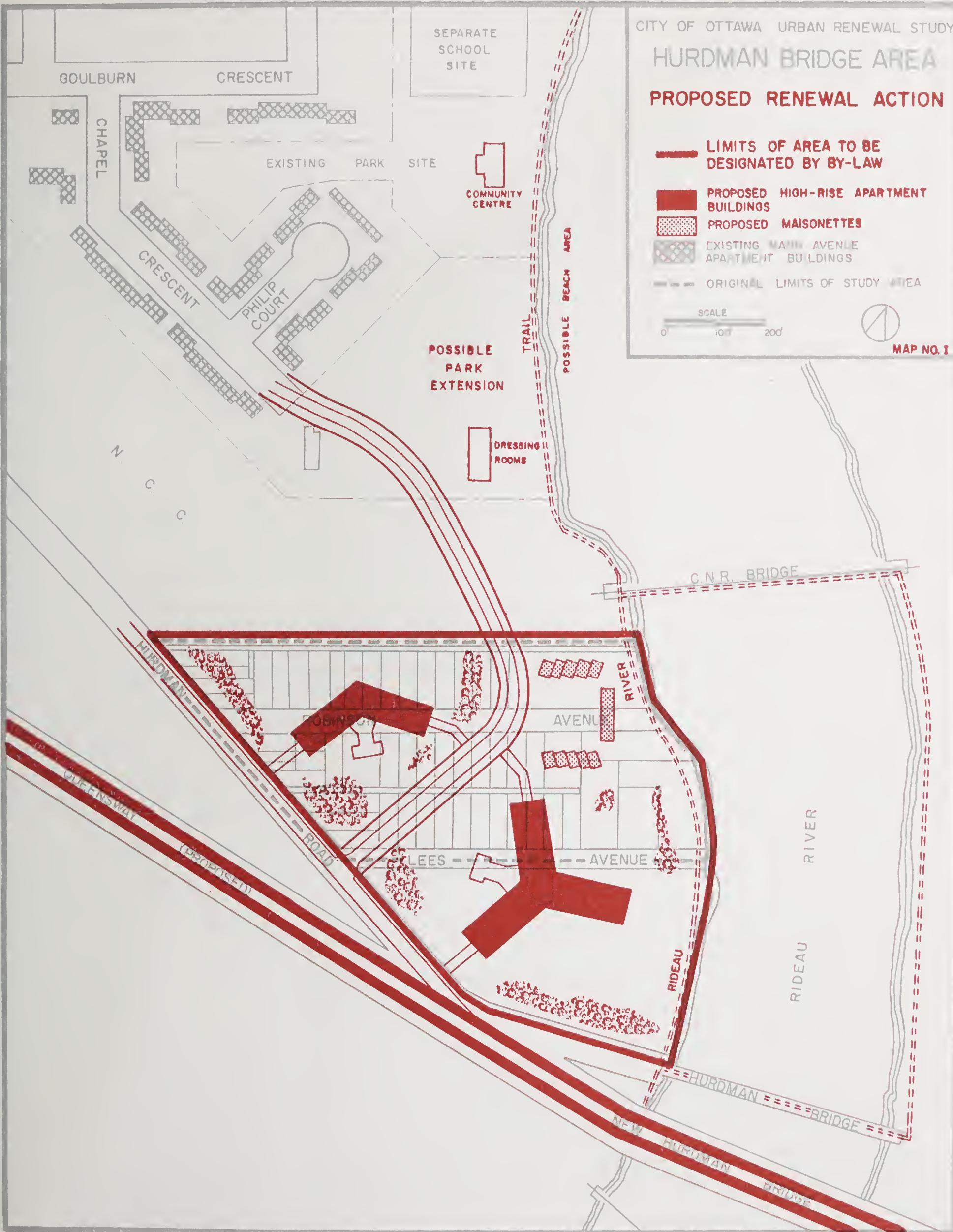
PROPOSED RENEWAL ACTION

- LIMITS OF AREA TO BE DESIGNATED BY BY-LAW**
- PROPOSED HIGH-RISE APARTMENT BUILDINGS**
- PROPOSED MAISONETTES**
- EXISTING MAIN AVENUE APARTMENT BUILDINGS**
- ORIGINAL LIMITS OF STUDY AREA**

SCALE
0 100 200'



MAP NO. 1



LOWER TOWN EAST AREA

LOWER TOWN EASTOfficial Plan and Future Redevelopment

The Plan of Land Use designates this area as residential. Aside from the need to widen St. Patrick Street, so as to provide a major collector of 66' in width, there are no other Official Plan proposals which would affect the future development pattern of this Study Area. King Edward Avenue, which is planned as a 100' wide primary arterial, skirts the area on the west and, since its present width is in excess of 100', will not require widening. However, a heavy traffic load can be expected to develop on this artery as soon as the new Macdonald-Cartier Bridge across the Ottawa River is opened, and major improvements to the road surface should be undertaken.

Since the area is located close to the central business area and is well serviced with open space, playgrounds and related community facilities, and since it is little affected by Official Plan proposals, it would lend itself to a feasible and desirable redevelopment scheme. Its present crowded housing condition with many buildings in poor condition, calls for public urban renewal action.

Designation of "Redevelopment Area" and Suggested Priority

In view of the widespread deterioration of the housing stock in this area, it is suggested that the total of the study

LOWER TOWN EAST (Cont'd.)

area of Lower Town East be designated a "redevelopment area" in accordance with Section 20 of The Planning Act. After a careful re-study of the area, it is considered that certain parts in the south-westerly portion, could be rehabilitated and would improve if stringent code enforcement measures were applied. The remainder of the area warrants complete redevelopment.

It is therefore suggested that consideration be given to early urban redevelopment action in this general area. The close proximity to centre town and major places of employment, together with the physical assets of ample open space and a scenic environment, make it possible to provide sites for public housing almost within the centre of the City at relatively low cost.

Re-housing Consideration

Re-housing of families displaced by redevelopment in this area would, at first glance, appear to be a problem, since the area has a very high population density with a relatively high percentage of tenant occupancy. However, a more careful examination of this problem reveals that a well organized staging of redevelopment projects could lead to a feasible solution, almost wholly contained within the area itself.

There are some non-residential buildings in this area which could provide good sites for higher density public housing projects. Thus, the serious problem of providing alternative

LOWER TOWN EAST (Cont'd.)

housing accommodation for families displaced by public redevelopment action could be minimized, through provision of a backlog of housing by removal or renovation of such non-residential buildings for housing purposes prior to undertaking action on buildings containing dwelling units. Furthermore, a well-planned and staged programme of clearance and new construction would provide a progressively increasing amount of new accommodation.

For example, the first new building could be located on a parcel of land presently used by a warehouse and by a few single family dwellings in the north-eastern part of the area. Only a small number of families would be displaced, and many of these, particularly those who own their homes, would likely find new accommodation on the presently ample private housing market. The new structure, preferably a Federal-Provincial project, could then provide accommodation for those families who would want to remain in the area and, in addition, for families displaced by subsequent redevelopment projects in the immediate vicinity. Progressively, with increased densities being provided for in successive new buildings, the imbalance between available housing and need could be adjusted.

Tentative Re-use Proposal

Except for some properties fronting on St. Patrick Street, the majority of redevelopment uses should remain as residential.

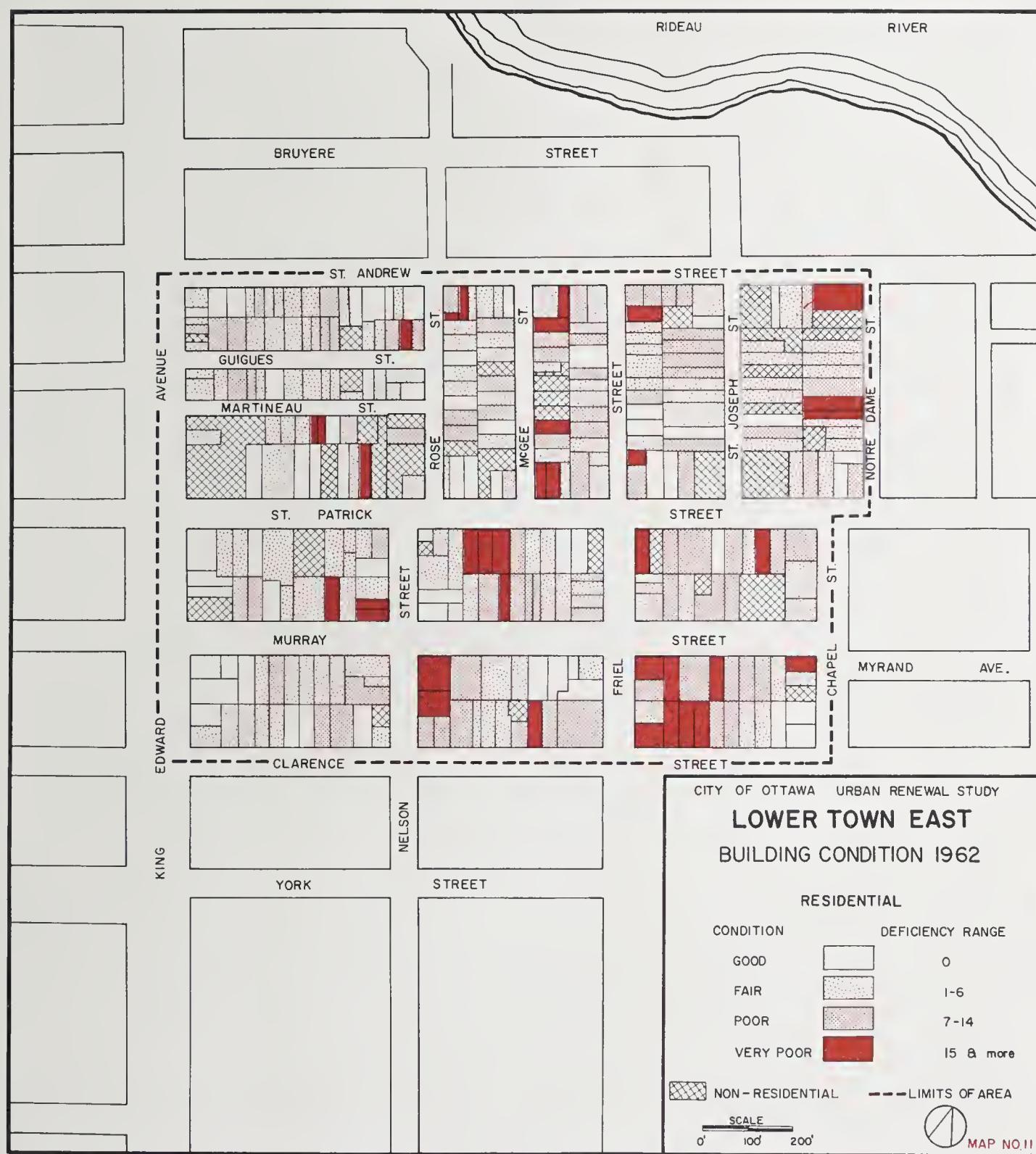
LOWER TOWN EAST (Cont'd.)

The type of residential structure would depend on the location and the character of adjacent properties.

There is considerable open space north-east and south-east of the area, and full advantage should be taken of this asset for the possible construction of high rise apartments on sites adjacent to these open areas.

In conjunction with a complete redesign of the area and the preparation of an overall redevelopment plan for the whole of this neighbourhood, the presently inadequate and undesirable street pattern could be improved considerably. Preliminary studies have shown that certain of the streets could be closed without disturbing local circulation movement and could be incorporated in eventual redevelopment schemes.

Depending on the City's decision with regard to the extent of redevelopment projects which it is prepared to undertake in the near future, it would be advisable to set up a staged redevelopment programme for immediate action. A start could be made in the north-eastern and south-eastern parts of the area, where existing open space would permit the construction of higher density apartment buildings, and where a minimum number of families would be affected. As pointed out before, in this way, sufficient accommodation could be made available for families displaced by acquisition and clearance action in the inner parts of the area. This approach would permit the people to remain in this general area and would not disrupt the close social coherence of this neighbourhood.



HINTONBURGH AREA

H I N T O N B U R G HOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area as residential. Except for local commercial uses along Wellington Street and small corner stores within the area, development of commercial and industrial uses should be discouraged. To the east, in close proximity to Hintonburgh, the plan calls for a major industrial area, and intensification of the present industrial use can be expected, and should be encouraged.

The Plan of Roads proposes a connection of Scott Street, which is the northerly limit of the area, to Somerset Street in a location somewhat east of the study area. This connection will likely require land in the eastern section of the area, and is complicated by the location of the proposed limited access north-south freeway which by-passes the area, also on the east.

Redevelopment should take this proposed road scheme into consideration. The predominant land use should remain residential, possibly of higher density. The serious lack of open space and the access to Laroche Park across Scott Street is hazardous to small children. Creation of additional open space for recreation purposes is an essential part of any redevelopment proposal for this area.

HINTONBURGH (Cont'd.)Designation of "Redevelopment Area" and Suggested Priority

On the basis of widespread blight and deterioration, the total of this Study Area should qualify as a redevelopment area in accordance with Section 20 of The Ontario Planning Act. However, until the detailed location design of the proposed road connection of Scott Street with Somerset Street has been prepared, it is suggested that caution be exercised in finalizing plans for redevelopment in this area. Design studies should proceed on the road location and detailed redevelopment plans should be prepared for those parts of the area not affected by the road problem.

The extensive size of the area and the evidence of widespread blight would warrant a comprehensive redevelopment project for all of Hintonburgh. If such action is taken, it should be well staged and properly related to the needs of this community. Although the condition of existing housing calls for action in the near future, this can be delayed until action in other areas has provided the City with experience in handling the many problems connected with such a complex programme.

Re-housing Consideration

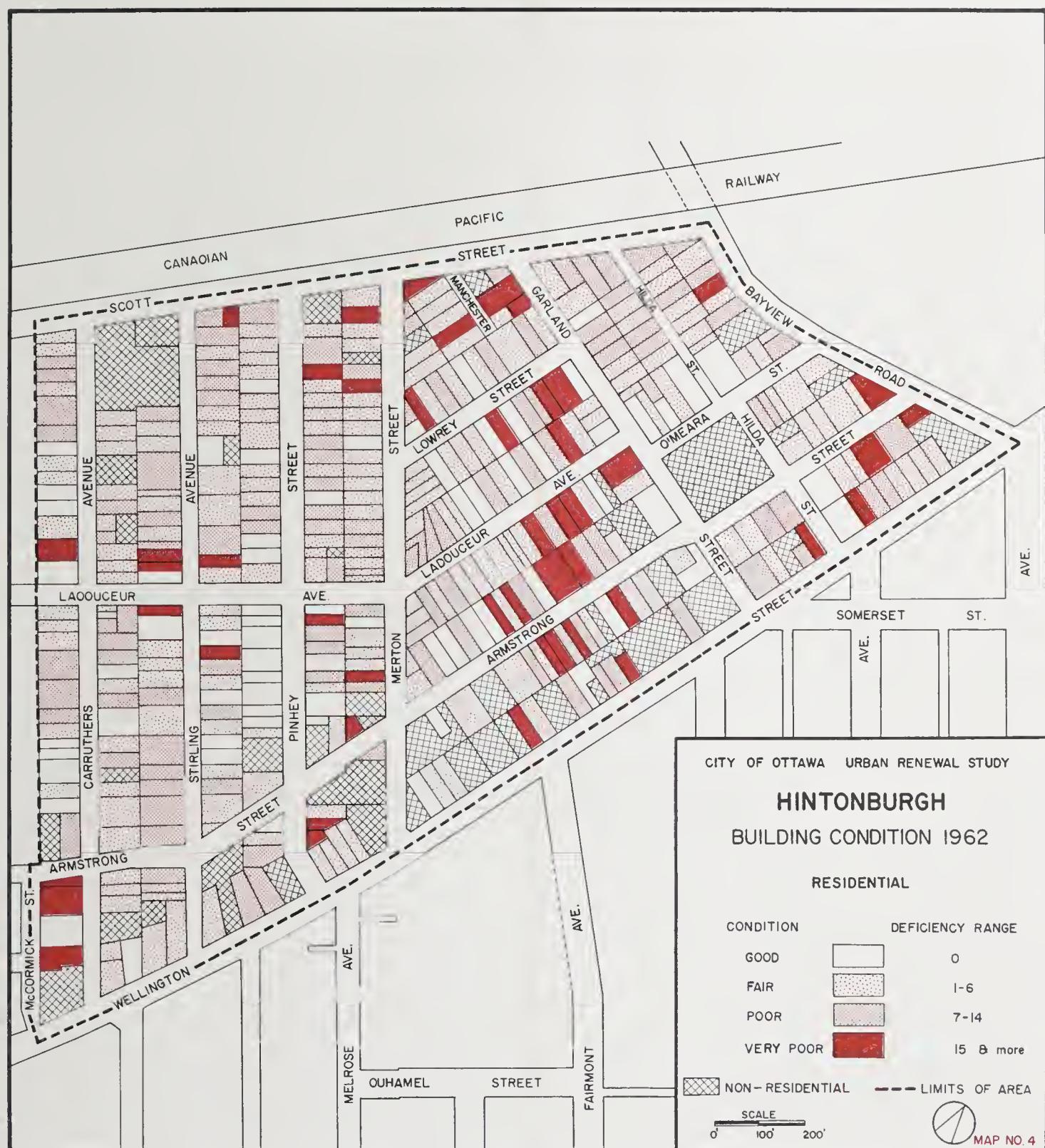
The findings of the survey in 1962 show that this area is very densely populated. Any urban redevelopment project involving

HINTONBURGH (Cont'd.)

complete acquisition and clearance of land would pose a serious problem with respect to re-housing the large number of families that would require relocation by such action. Only after the City has acquired a substantial low-rental housing stock, should an attempt be made to tackle physically, the problems of this area.

Re-use Proposal

Aside from lands needed for the aforementioned road connection in the easterly part of the area, and aside from some lands suitable for commercial use along Wellington Street, the bulk of the study area should remain residential, with substantial areas devoted to higher density. There exists a serious lack of open space and of recreation facilities in this neighbourhood and redevelopment proposals should attempt to rectify this situation. In view of the extensive area involved, the provision of a consolidated open space should not present any major problem in the final design. This open space should be centrally located, close to the high density area, part of which should include low rental housing.



LOWER TOWN WEST AREA

LOWER TOWN WESTOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area as residential and the Plan of Roads proposes St. Patrick Street as a major collector road of 66' in width. Compliance with these plans would necessitate widening of some parts of St. Patrick Street. King Edward Avenue, the easterly limit of the area, is to become a primary arterial 100' in width, and is to serve as a major connecting link between the new Macdonald-Cartier Bridge, the Central Area and the Queensway. No widening is required adjacent to the study area, with the possible exception of the two blocks north of Cathcart Street. Heavy traffic volumes can be expected to develop on this proposed artery. Sussex Drive, skirting the area to the west, is designated as an 86' wide secondary arterial. It is also the traditional ceremonial route between Parliament Hill and Rideau Hall.

Re-use or redevelopment proposals for this area should take into consideration the residential character of the area and the marked degree of social coherence of its inhabitants. The provision of open space and the alleviation of unnecessary and undesirable through traffic in the area should become prime considerations in any re-development scheme. Also, the proposed widening of

LOWER TOWN WEST (Cont'd.)

St. Patrick Street at various points should be given attention before private redevelopment makes this impossible.

It is suggested that higher densities could be accommodated at the outer fringe of the area, particularly in the north and along King Edward Avenue, where open space and major traffic arteries support this form of development. Wherever possible, existing buildings of historical interest should be preserved, and due allowance should be made for the federal government "Mile of History" along Sussex Drive.

Designation of "Redevelopment Area" and Suggested Priorities

Although the housing in this area exhibits a high degree of blight and deterioration, the degree varies and is scattered. It is proposed that redevelopment projects be limited in size and be restricted to the blocks north of Cathcart Street. The remainder of the area should be subjected to stringent code enforcement and should be kept under close surveillance with regard to activities of private developers. It can be expected that because of close proximity of the area to the central business area and because the north-south streets will become important access roads to the proposed new Macdonald-Cartier Bridge over the Ottawa, the area will soon experience a higher degree of private redevelopment than has been evident in the past. This redevelopment should be

LOWER TOWN WEST (Cont'd.)

encouraged and guided toward the proposals of the Plan of Land Use, with emphasis on the retention of social relationships.

Re-housing Consideration

Attention is drawn to the fact that the northerly part of the area, which has been suggested for consideration as a redevelopment area, has a higher percentage of home-owner occupancy than the remainder of the area to the south. The evident close relationship between the people living in this part of the area and the community of Lower Town would make a mass transferral into other areas of the City difficult and probably unacceptable to the residents. It is suggested therefore, that in case of complete redevelopment, a well-staged, progressive, reconstruction programme be prepared so as to provide for alternative accommodation within the immediate vicinity for families displaced by public action. The programme should be similar to that proposed for Lower Town East.

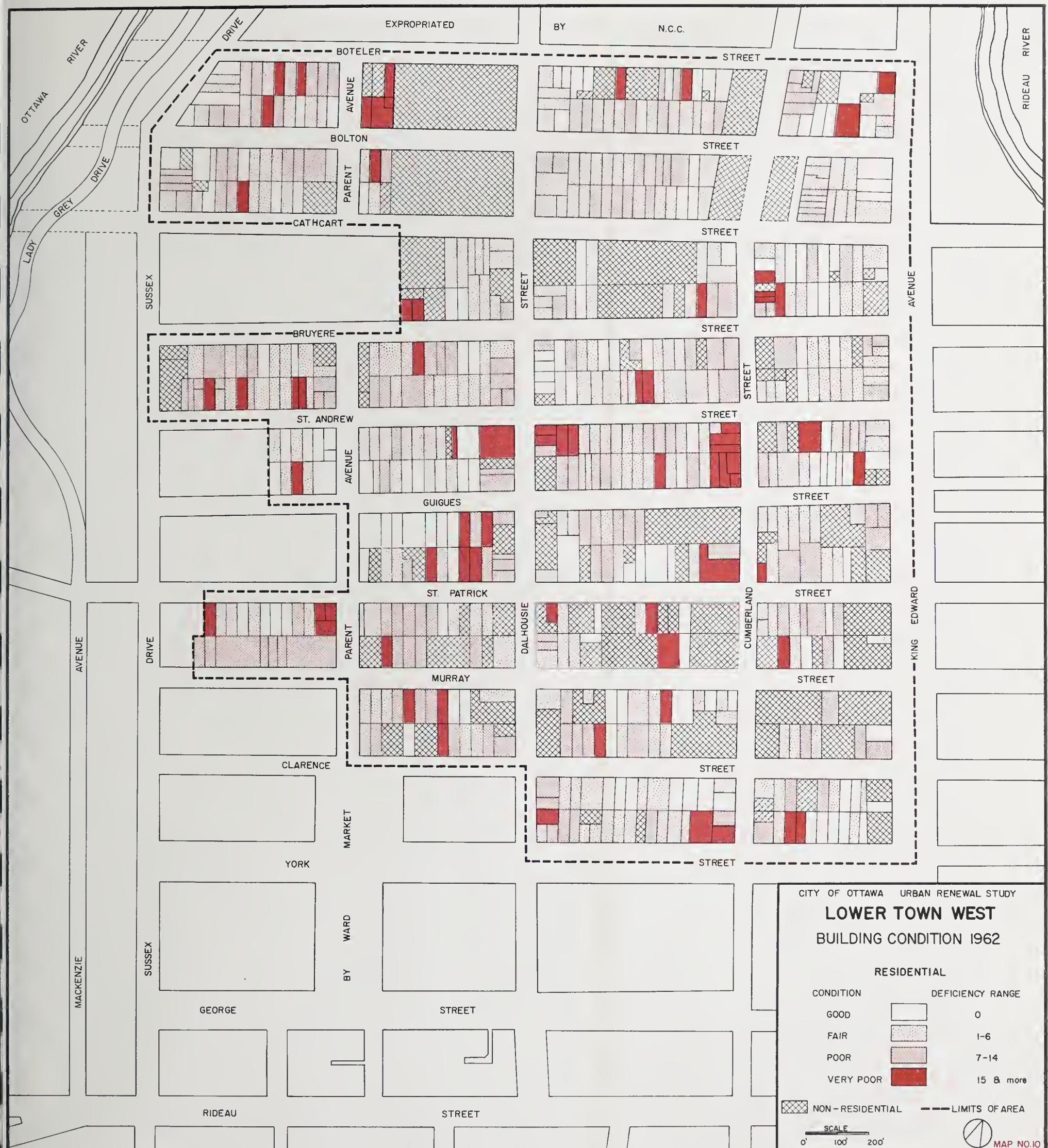
Tentative Re-use Proposal

The suggested area for redevelopment, which is north of Cathcart Street, has certain physical advantages. Firstly, it abuts a large future open space which will be created in the bridge approach area to the north, recently expropriated by the National Capital Commission;

LOWER TOWN WEST (Cont'd.)

secondly, it contains two recreation areas owned by the City; and thirdly, almost three-quarters of the block south of Boteler Street and west of Dalhousie Street is occupied by the industrial establishment of the Florence Paper Company whose operation is not compatible with the predominantly residential use of the area.

An eventual redevelopment project could certainly make use of these factors and could be staged in such a way that the first project is constructed on the lands now occupied by the aforementioned industry. Thus, a considerable stock of dwelling units could be made available to families displaced by subsequent projects in other parts of this area.



N E P E A N S T R E E T A R E A

NEPEAN STREET AREAOfficial Plan and Future Development Considerations

The area is affected relatively little by Official Plan proposals. The Plan of Land Use indicates residential uses for it, and the Plan of Roads designates Bronson Avenue and Lyon Street, west and east of the area respectively, as major collectors 66' in width.

The Plan of Recreation and Parks indicates that there is a great deficiency in open space, and calls for the provision of an additional 4.3 acres of park land on the basis of anticipated population densities for Neighbourhood C-2, of which the Nepean Street Area is a substantial part. Redevelopment proposals, therefore, should take this need into consideration and should make allowance for necessary open space based upon the revised land use proposals and population densities.

In view of its close proximity to the Central Area and recent private development of apartment buildings in this general area, it is suggested that eventual re-use proposals should provide for higher residential densities.

It is noted that the Separate School Board has filed notice of expropriation on the residential property in the northern

NEPEAN STREET AREA (Cont'd.)

part of the block in which Immaculata High School is located. The Board also has indicated that it may extend its expropriation to include the remainder of this block, thus consolidating all of the residential property between Nepean and Lisgar Streets, west of Percy Street, insofar as ownership and future use is concerned.

It is also noted that the residential property on the south side of Nepean Street, between the existing building of the Boy's Club and Bay Street has been offered for sale, and it is possible that private development will acquire the land for the construction of a new building.

These two redevelopment proposals, one by the Separate School Board and the other possibly by private enterprise, will eliminate a great portion of the dwellings classified as having maximum deficiency when the surveys of 1959 and 1962 were conducted. Such developments, whether or not they are desirable from the point of view of area planning, represent a considerable improvement of the housing condition in this area. They also give rise to the suggestion that public urban renewal action be held back until the impact of the new development and of further developments are fully evaluated.

In view of the pending and proposed expropriations by the Separate School Board and in view of the availability of land in the block in which the Boys' Club is located, it may be possible

NEPEAN STREET AREA (Cont'd.)

to promote the creation of public open space in this area. It is submitted that the City has a good opportunity to relieve the overall neighbourhood of the serious lack in open space and create, by negotiation, and with the help of other agencies, the urgently needed park land immediately adjacent to the Boys' Club.

Some consideration is also being given by the Public School Board to locate a school in this general area. Every effort should be made by the City to assist the Public School Board in the provision of adequate land in this general location so as to make the area around the Ottawa Boys' Club building a community focus for the whole of this neighbourhood. The existence of the recently constructed fire hall at the corner of Bay and Lisgar Streets contributes to this type of development.

Re-housing Consideration

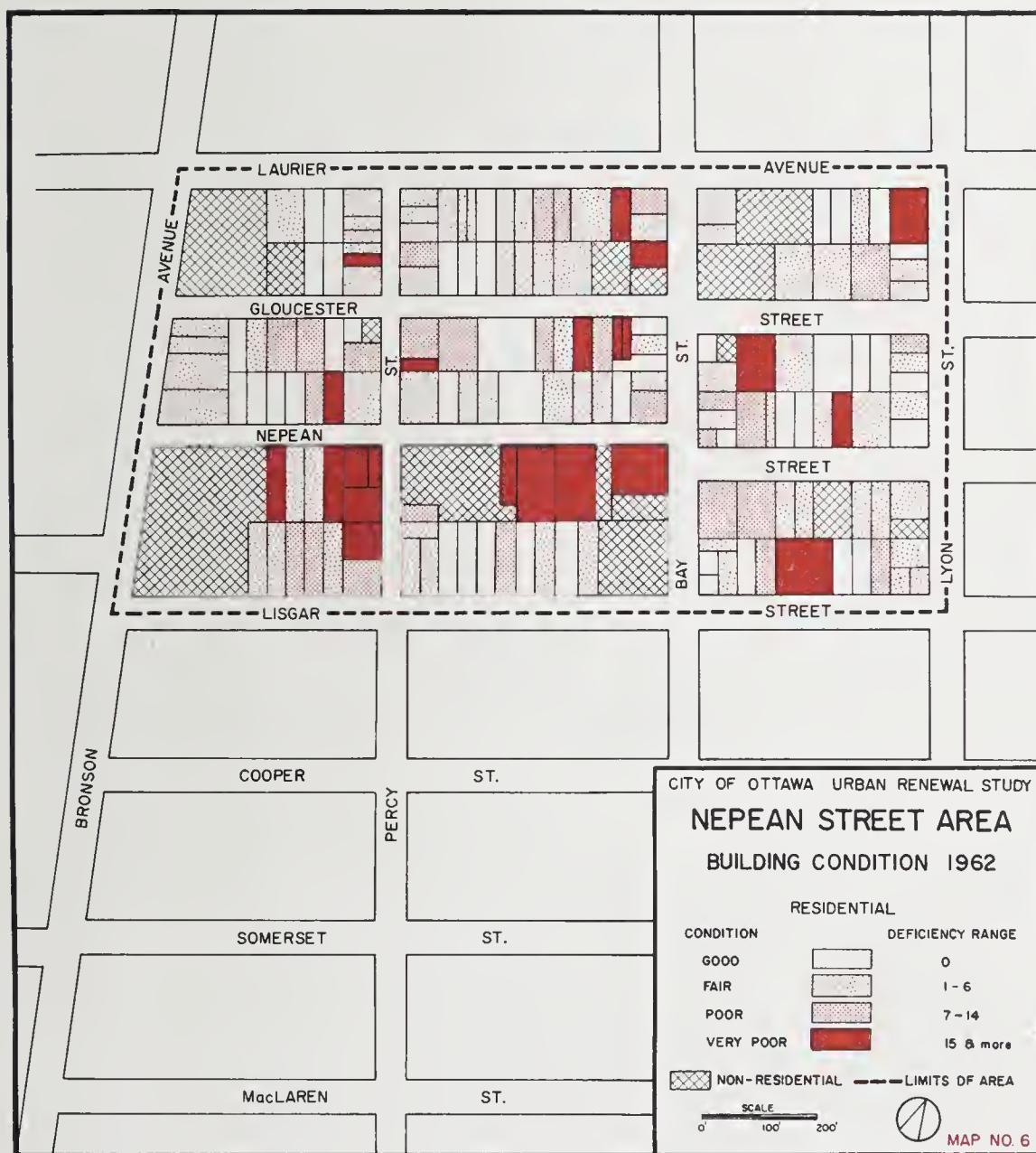
The problem of re-housing families displaced by possible public redevelopment action is not too serious. The expropriations by the Separate School Board and the subsequent clearance of that land and the expected demolition of residential buildings adjacent to the Boys' Club for private development or for other purposes will not only relieve the area of its poorest housing, but also of a great number of tenant families. The acquisition and clearance

NEPEAN STREET AREA (Cont'd.)

of additional lands would largely affect home-owner occupied dwellings. As stated elsewhere in this report, the expected cash settlements would enable most of these families to find suitable accommodation elsewhere without public assistance.

Tentative Re-use Proposals

In keeping with the residential character of this area, a publicly guided or initiated redevelopment programme should provide for higher density residential use and should concentrate on the provision of urgently needed open space for the total of the residential neighbourhood between Bank Street and Bronson Avenue, north of Somerset Street.



D E E P C U T A R E A

DEEP CUT AREAOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area as residential. Its close proximity to the Central Area and to an extensive office residential district immediately to the west makes this area particularly suitable for redevelopment for higher residential densities. Due to its location close to the Driveway, overlooking the Rideau Canal, and to high land values, apartment buildings of substantial bulk and height are considered to be an appropriate and economic form for such residential development.

The Plan of Roads designates Somerset Street, immediately north of the area, as a secondary arterial of 86' width. It forms part of a cross-city east-west route, which is expected to become an important link in the circulation system of the City. Under the provisions of the Plan, consideration is given to developing part of this secondary arterial, particularly where it traverses the Central Area, by a one-way couplet composed of Somerset and MacLaren Streets. Land requirements for rejoining this one-way couplet at the approaches to the bridge crossing the Rideau Canal will directly affect the Deep Cut Area, since these westerly approaches will be located immediately adjacent to it.

DEEP CUT AREA (Cont'd.)

Redevelopment or re-use proposals therefore must assess fully this particular aspect of the route and its effect on future development. Due to the importance of this project, and in view of current private developments in the immediate neighbourhood, it is recommended that the City take immediate action to acquire the property needed for bridge and street purposes, plus whatever additional land is required to assure a compatible redevelopment of abutting lands.

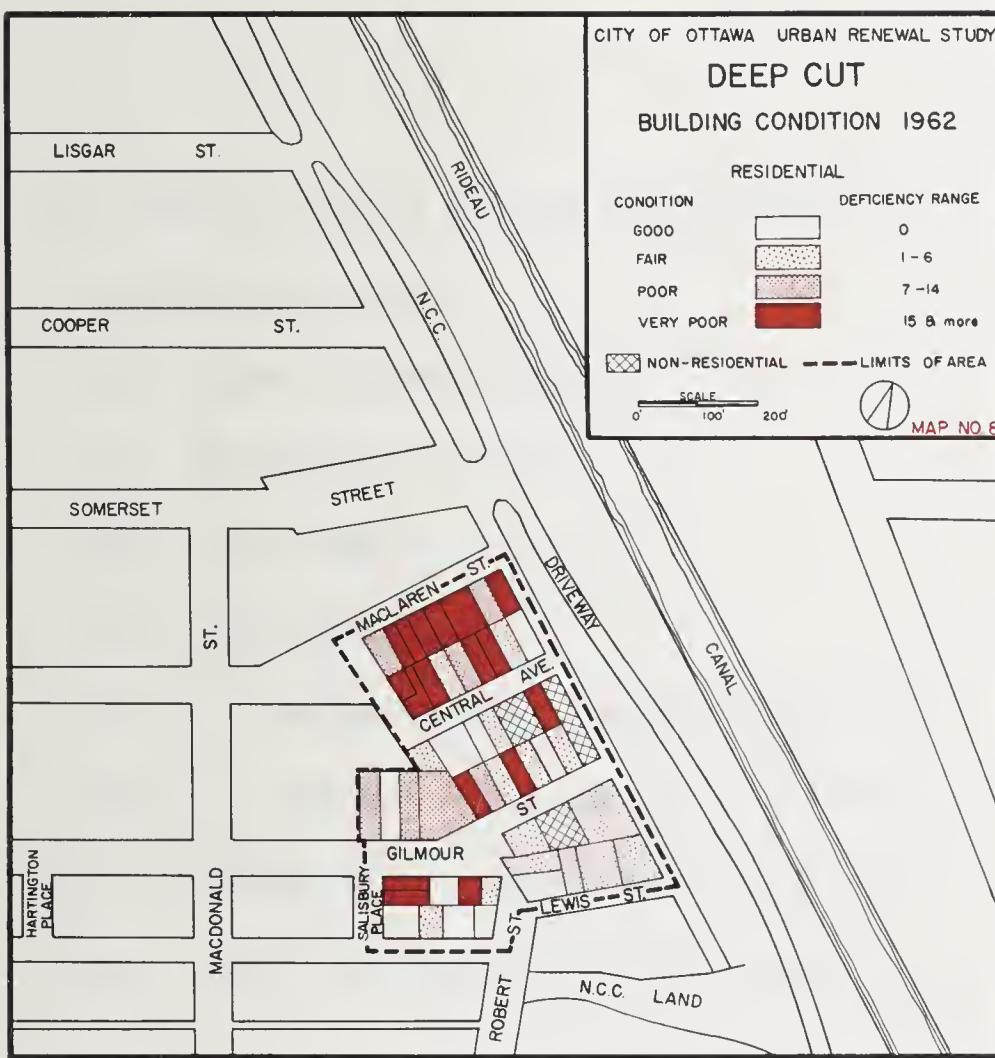
In this regard it is also noted that a substantial part of the study area already has been acquired by private enterprise for the construction of an apartment building. Thus, the concentration of extremely deteriorated housing between McLeod Street and Central Avenue, abutting the Driveway, will be substantially eliminated without public action. With this type of private development taking place in part of the area, it can be expected that the remainder soon may experience similar private redevelopment action.

It is therefore recommended, that only limited consideration be given by the City to publicly undertaken redevelopment projects, and that this action be taken in conjunction with acquisition of adequate land for the construction of the westerly approach to the bridge across the Canal. Other action should include acquisition of substandard property adjacent to land required for bridge approach purposes, with a view to consolidation of sufficiently large parcels

DEEP CUT AREA (Cont'd.)

to assure redevelopment in the form and to the scale discussed above.

Strict code enforcement and spot clearance should also be undertaken in the vicinity to encourage and assure revitalization of properties which are sliding downhill.



The 1962 re-survey analysis indicated that
the following areas

- (i) Upper Billings Bridge
- (ii) Britannia Village
- (iii) Bell Town
- (iv) Lebreton Flats

could be eliminated from large scale urban
renewal treatment requiring major clearance.

The following pages suggest what alternate
action should be taken in these areas.

U P P E R B I L L I N G S B R I D G E A R E A

URBAN RENEWAL REPORT

UPPER BILLINGS BRIDGEOfficial Plan and Future Development Considerations

The Plan of Land Use designates this area for residential use, while the area immediately to the north is restricted to public uses, and north of this; the Billings Bridge Shopping Plaza has been retained for commercial uses. The only other non-residential area adjacent to this site is located to the west across Sawmill Creek and appears on the Plan of Land Use as a Government Functional Area, which is presently being built up with government office buildings. The definition of Residential Area in the Plan of Land Use does not preclude the development of commercial uses in the area and, in fact, some commercial areas might be built into any redevelopment plan. In this particular area, some commercial use would be appropriate, especially on the east side of Bank Street extending easterly to the Canadian Pacific Railway tracks.

The Plan of Roads designates Bank Street as a Secondary Arterial road with an ultimate width of 86'. This will have some impact on the area since the width of Bank Street presently varies between 60' and 66'. Widening will be required throughout the study area and will have to be taken into account in any redevelopment plan. A second feature of the Plan of Roads provides for a truck route running north from Bank Street along the C.P.R. right-of-way along

UPPER BILLINGS BRIDGE (Cont'd.)

the easterly limit of the study area. This railway line is proposed to be abandoned under the railway relocation scheme.

Re-use proposals for this area should take into account its location close to a major shopping area and a major transportation route. There are no developed parks in the study area and the Plan of Parks and Recreation requires no additional parkland for neighbourhood S-7 within which this renewal area lies. However, immediately to the west of this area is located a wide, park-like strip of land owned by the Federal Government and containing the Sawmill Creek. Within this park strip is Heron Park, leased from the Federal Government and being developed partly for active recreation, with the remainder held in its natural state.

There are no schools, churches, playgrounds or other public or semi-public recreation facilities within the area. A number of institutions do exist just outside the area, but in some cases, they are separated from the area by a major transportation route. In this regard, serious consideration should be given to the installation of a pedestrian underpass, or some similar safety feature, to provide a safe means of crossing Bank Street for the children who walk to the Public School on Randall Avenue, the Separate School on Kilborn Avenue, and the High School on Alta Vista Drive. If a need for additional recreation areas was required as a result of a comprehensive redevelopment scheme, open areas should be set aside in the project.

UPPER BILLINGS BRIDGE (Cont'd.)

Apart from some commercial uses on Bank Street, the area is essentially residential. However, a corner store has been established for some time in the centre of the area at Clementine Boulevard and Rockingham Avenue. This corner store operation is far removed from the busy traffic on Bank Street and if preserved in a redevelopment scheme, could satisfy part of the limited local shopping need. With respect to the commercial frontage on Bank Street, redevelopment plans should provide for consolidation of present small holdings, and should attempt to increase lot depth, and to provide for off-street parking facilities, which are currently insufficient along this part of Bank Street.

Designation of "Redevelopment Area" and Suggested Priority

Very few dwellings within this area are free of building or structural defects, and sanitation deficiencies are closely associated with these buildings. Overcrowding of buildings on lots however, is not a factor of concern within this area.

The second survey in 1962 showed that many major repairs and renovations had been made, and that new commercial uses were appearing on Bank Street. Several small walk-up apartments have also been completed recently and several badly deteriorated houses have been removed with new dwellings replacing those torn down.

With private rehabilitation of substandard structures presently taking place, this area could be further up-graded by stringent code enforcement and increased activity on the part of

UPPER BILLINGS BRIDGE (Cont'd.)

the Housing Standards Board. However, if a decision was made to proceed with a redevelopment project in this area, the house to house surveys show that at this stage in time, sufficient deficiencies exist to warrant the designation of this area as a redevelopment area in accordance with Section 20 of The Planning Act. Because of its excellent location in the south central part of the City, the availability of services and the general park-like setting obtained by the proximity of Sawmill Creek and the abundance of mature trees throughout the area, this site could be developed into a very quiet and desirable residential district.

Re-housing Consideration

According to the 1959 detailed survey, there were 546 persons living within the 21 areas of residential land. A majority of the dwellings were owner occupied, which contrasts with the Lower Town areas of the City where a relatively low proportion of the dwellings are owner occupied. The fact that many of these people are owners, means that a majority will likely find other accommodation on their own, and experience would suggest that relatively few will require assistance in finding new accommodation. With respect to commercial establishments on Bank Street affected by redevelopment, there is no onus on the City to provide for their relocation, but assistance could be provided in this regard, and space in redeveloped buildings might be reserved for those displaced if this is desired.

UPPER BILLINGS BRIDGE (Cont'd.)Tentative Re-use Proposals

Except for the properties fronting on Bank Street, the majority of redevelopment uses west of Bank Street should remain as residential. The new comprehensive zoning by-law designates both sides of Bank Street and east to the C.P.R. as commercial. A floor space index of 1.5 has been assigned to the residential area west of Bank Street which would permit the area to redevelop with a relatively high density. The sanitary sewers have only been designed for a density of 20 persons per acre and if a higher population density was proposed, some sewer relief would be required. The area east of Bank Street should be redeveloped for commercial uses only, in accordance with the new zoning by-law.

Redevelopment for this area could be staged, with Stage 1 being the acquisition of all land west of Clementine Boulevard forming a 6 - 7 acre parcel assuming that Bavlie, Brule and Gloria Streets were closed and added to the site. The development of this initial stage would provide sufficient land for a housing project accommodating over 100 units if the density of 14 - 18 units per acre recommended by Central Mortgage and Housing Corporation for a large bedroom count, were followed. Subsequent stages could move east of Clementine Boulevard toward Bank Street, and in the meantime, detailed studies could be carried out as to the retention of the deteriorated Bank Street commercial uses in this area. As part of this process, is the essential redesign of the Bank Street - Truck Route junction; which may affect the road pattern and properties immediately adjoining.

UPPER BILLINGS BRIDGE

BUILDING CONDITION 1962

RESIDENTIAL

CONDITION

DEFICIENCY RANGE

GOOD

0

FAIR

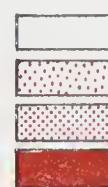
1-6

POOR

7-14

VERY POOR

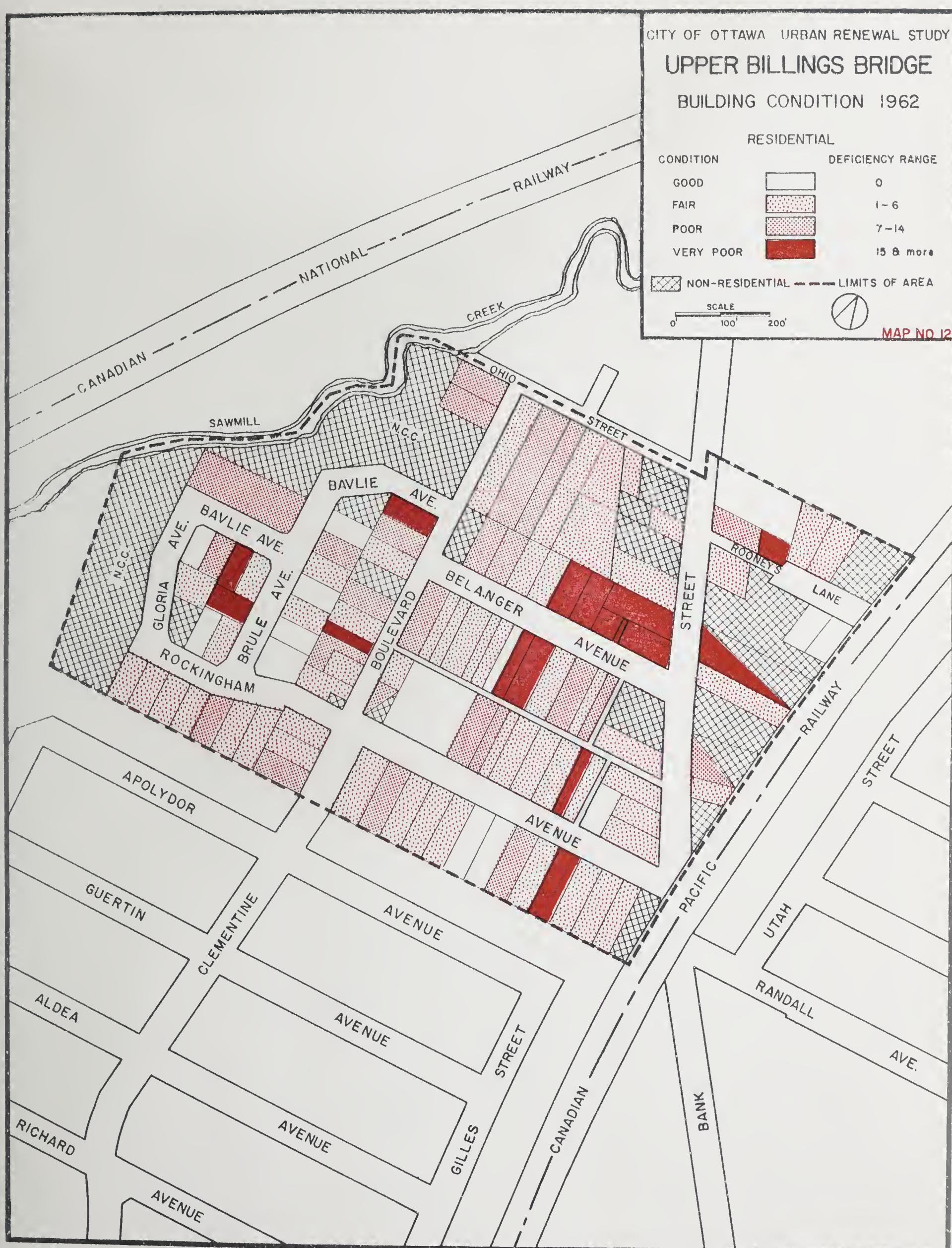
15 & more



NON-RESIDENTIAL — LIMITS OF AREA

SCALE
0 100' 200'

MAP NO 12



B R I T A N N I A V I L L A G E A R E A

B R I T A N N I A V I L L A G E A R E AOfficial Plan and Future Development Considerations

This area, located north of the C.P.R. tracks in Ottawa's west end, is surrounded by Federally-owned lands on the north, east and south, and by the Ottawa River on the west. Its only connecting link to the residential area to the south is via Britannia Road. The Official Plan of Roads, however, provides for a freeway type arterial road to traverse the area, connecting to the proposed Deschenes Bridge. When interchanged with the northerly extension of Pinecrest Road, this freeway will provide additional access to the area.

In 1959, when the first survey was conducted, this area was occupied largely by old, winterized cottages with a few permanent homes located mainly on Britannia Road. Water and sewer services were lacking. Since that time, proper City services have been installed and subsequently, a drastic change is taking place. A great number of former, rather deteriorated winterized cottages have been replaced by modern single family dwellings. Substantial blocks of land have been cleared by developers for new construction and only a few substandard remnants of this former summer cottage area remain. The aesthetically favourable location overlooking the

BRITANNIA VILLAGE AREA (Cont'd.)

Ottawa River and Britannia Bay, and the ample stands of trees make this area a desirable residential location. Improvements already carried out make any further public large scale renewal plans unnecessary, though some rehabilitation action may be necessary. Such further action may well be deferred for a few years to permit development to follow a natural course resulting from services installation.

B E L L T O W N A R E A

B E L L T O W N A R E AOfficial Plan and Future Development Considerations

The area known as Bell Town is bounded on the north by the C.P.R., on the west by the City Limits, on the south by Carling Avenue and on the east by Moore Street. As stated in the "Survey and Analysis Report", the housing conditions in 1959 were similar to those encountered in Britannia Village at that time. When resurveyed in 1962, City water mains had been installed and sewer services were being constructed. Some improvement in the area was already noticeable and it is felt that if left alone, this area would experience private development similar to that which has taken place in Britannia Village. The location adjacent to the Ottawa River, the relatively large, well treed lots, and good access via Carling Avenue to the Central Area will likely encourage a rapid change in the type and general condition of housing in this area.

The Official Plan of Roads indicates that a 180' Freeway will cut through this area to provide access to the future Deschenes Bridge. This Freeway route is designed to cross Britannia Park on the high point of land just north of Carling Avenue and as a result, some loss of parkland could result. The Official Plan of Land Use takes this into account by designating the residential area east of Croft Street and north of the Freeway for open space use which,

BELL TOWN AREA (Cont'd.)

if acquired by the City, could compensate for this possible loss of parkland.

In view of the improved sewer and water facilities and the future ramifications of the Official Plan in this area, no large scale renewal project should be undertaken at this time, but the area should be kept under close observation and re-examined at a later date should further deterioration be evident.

L E B R E T O N F L A T S A R E A

LEBRETON FLATS AREAOfficial Plan and Future Development Considerations

The entire Lebreton Flats Area, north of Wellington Street and east of Broad Street, has been expropriated by the Federal Government for redevelopment as a future government building complex, which will probably include some private offices and apartment buildings. The Plan of Land Use recognizes this Federal Government plan and this area has been designated as an area of residential and office uses. The Plan of Roads designates Booth Street as a Secondary Arterial road with a proposed width of 86'. This thoroughfare will provide direct access to this major Government complex from the south and also from the north via the Chaudiere Bridge.

It is for these reasons that this area has been completely eliminated from current municipal urban renewal treatment.

PROCEDUREA N DCONCLUSIONS

PROCEDURE

Following the City Council's consideration of this report, an application should be made to the Minister of Municipal Affairs for approval in principle of the areas selected for redevelopment under Section 20(2) of The Planning Act. Detailed studies of each of these areas will then be completed by the Planning Branch when approval in principle is received, and will include information on financial, physical and social aspects together with a detailed redevelopment plan for each area. With the completion of the required detailed studies, Council may then enact a by-law designating the area as a "redevelopment area", and may then make application to the Minister of Municipal Affairs for approval of this action.

When the Minister has given approval to the by-law designating the areas for redevelopment, the City may enact a second by-law adopting the redevelopment plan which will include specific proposals, maps and text, and then may make application to the Ontario Municipal Board under Section 20(5) of The Planning Act, for approval of the plan. Then, the City may make formal application to Central Mortgage and Housing Corporation for assistance under Section 23 of the National Housing Act, and to the Minister of Municipal Affairs for assistance under Section 22 of The Planning Act.

CONCLUSIONS

The foregoing provides general guidance for Urban Renewal Action

in the City of Ottawa. It is not intended to serve as a work manual or program schedule for specific projects, since each will be different and must be dealt with accordingly. Its purpose is to provide a basis for the establishment of certain principles respecting the complex problem of Urban Renewal, both now and in the future, but it should be realized that once definite projects are selected, a more detailed report for each project must be prepared in conjunction with the necessary submission to the senior governments. It would be impractical to prepare such detailed reports prior to the selection of renewal areas, since many of the aspects involved are subject to continual change, making detailed study ineffective.

In this context, the purpose of the report will be achieved when City Council selects areas requiring immediate urban Renewal Action, and establishes a continuing Urban Renewal Program.

APPENDIX A

Draft By-Law Designating a
Redevelopment Area

By-Law Number

A BY-LAW TO DESIGNATE AN AREA WITHIN THE CITY
OF OTTAWA AS A REDEVELOPMENT
AREA IN ACCORDANCE WITH THE PROVISIONS
OF THE PLANNING ACT

WHEREAS in the opinion of the Council of the Corporation of the City of Ottawa it is deemed expedient and desirable to designate as a Redevelopment Area, the area within the municipality hereinafter described and shown outlined in red on the attached plan, by reason of the age and dilapidation of the said area, and the unsuitability of the buildings located therein.

AND WHEREAS the Corporation has an Official Plan which was approved by the Minister pursuant to the provisions of The Planning Act.

THEREFORE the Municipal Council of the Corporation of the City of Ottawa enacts as follows:

1. That for the reasons aforesaid the area within the municipality hereunder, namely -

(Complete boundary description)

be and the same is hereby designated as a Redevelopment Area in accordance with the provisions of Section 20(2) of The Planning Act.

2. This by-law shall come into force on third reading and on approval by the Minister of Municipal Affairs.

(Signed)
Mayor

(Signed)
Clerk

1st. Reading
2nd. Reading
3rd. Reading

APPENDIX B

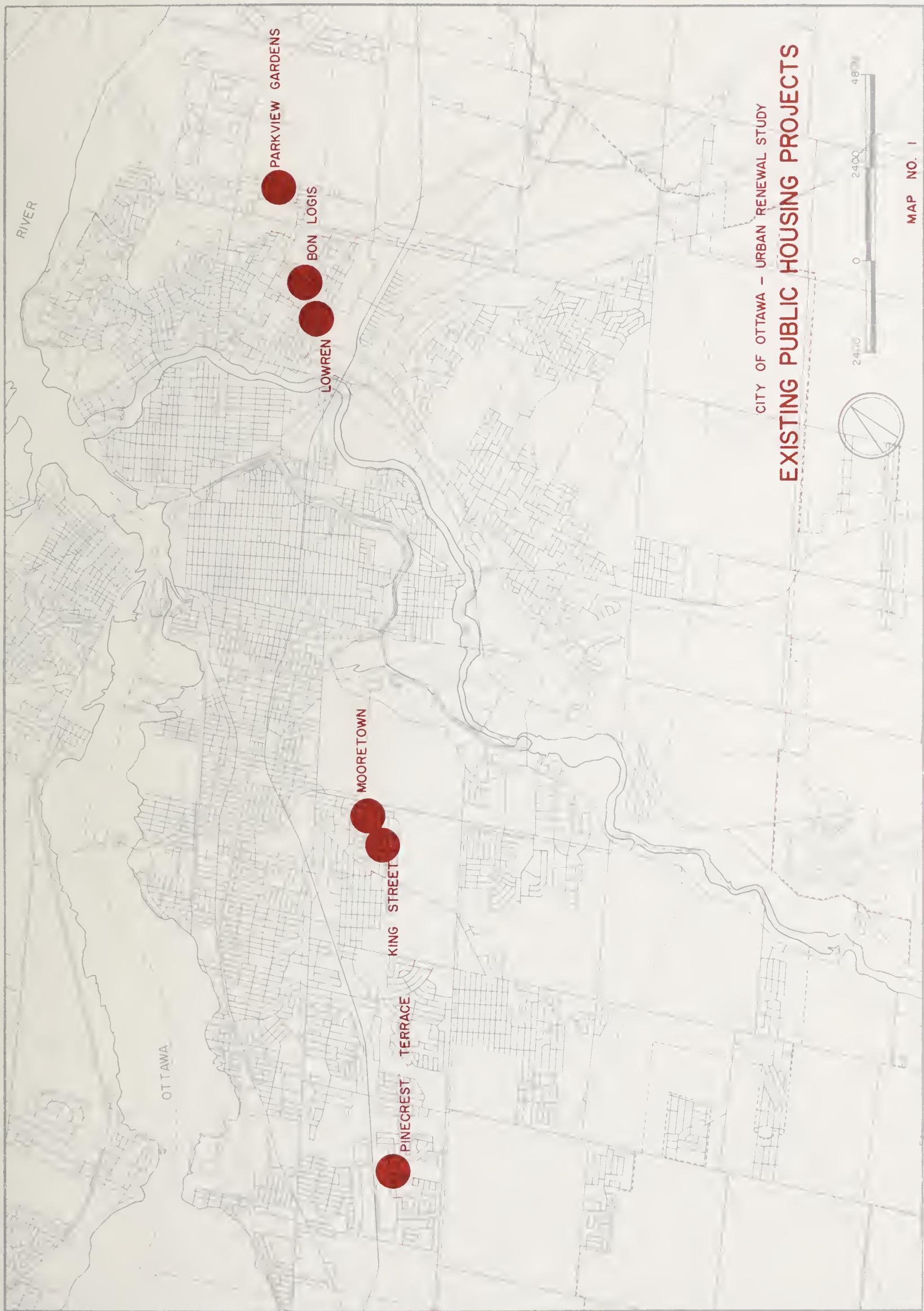
Map #1 Existing Public Housing Projects

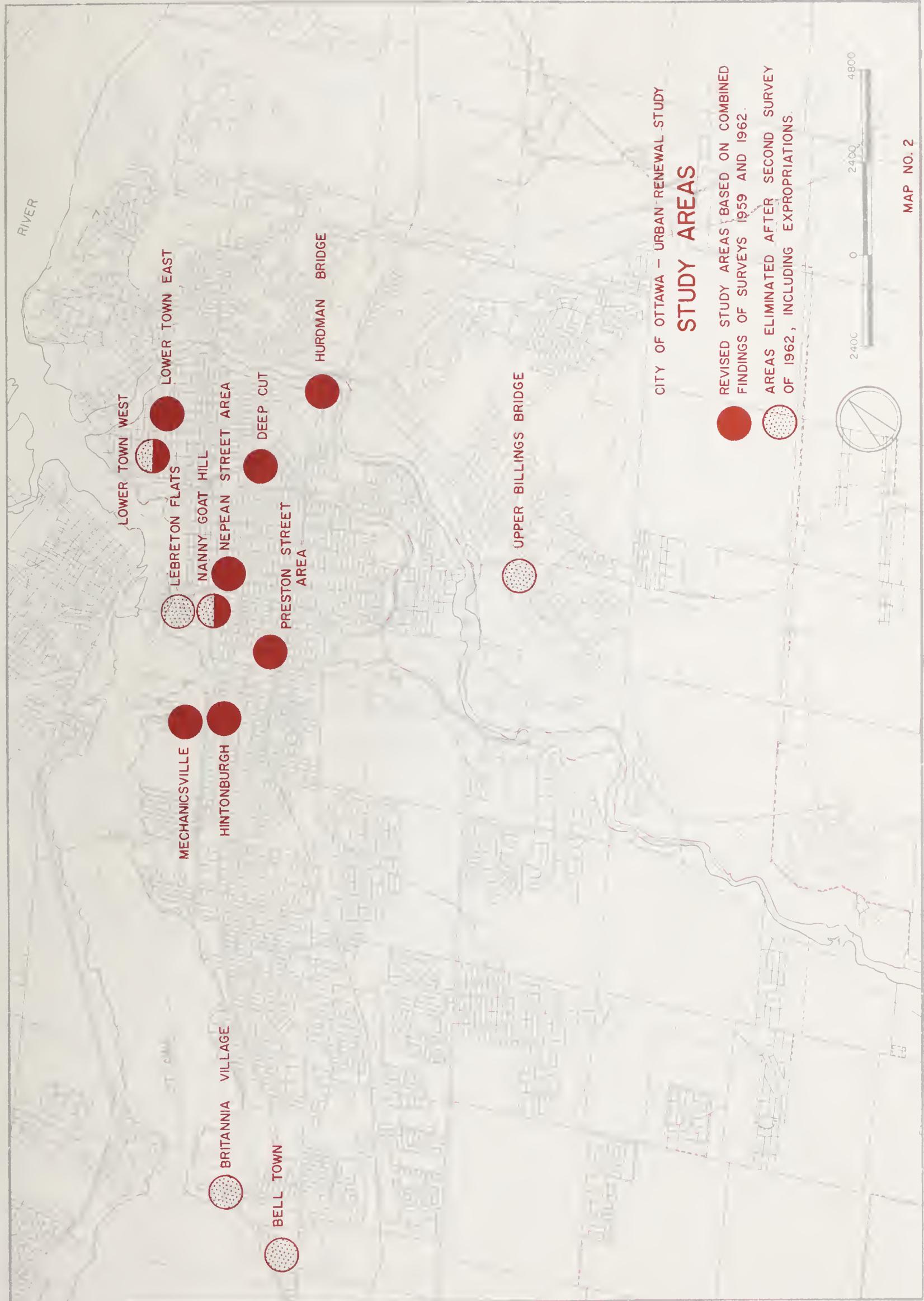
Map #2 Location of Study Areas

2400 4800
2400 0

MAP NO. 1

CITY OF OTTAWA - URBAN RENEWAL STUDY
EXISTING PUBLIC HOUSING PROJECTS







APPENDIX C

Maps Showing Deficiencies
in each Urban Renewal Area

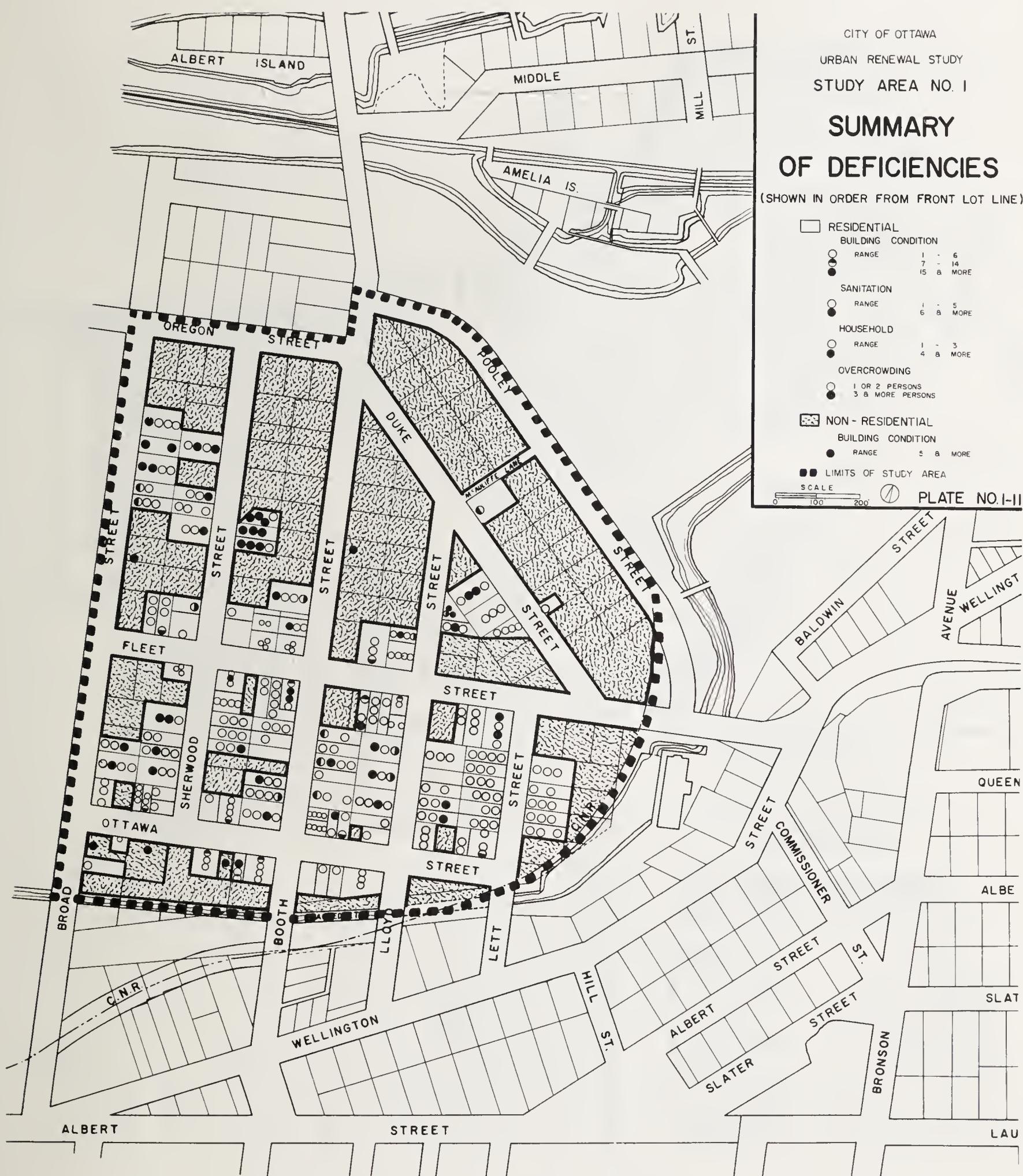
CITY OF OTTAWA
URBAN RENEWAL STUDY
STUDY AREA NO. I

SUMMARY OF DEFICIENCIES

(SHOWN IN ORDER FROM FRONT LOT LINE)

□	RESIDENTIAL BUILDING CONDITION
○	RANGE 1 - 6 7 - 14 15 & MORE
●	SANITATION RANGE 1 - 5 6 & MORE
○	HOUSEHOLD RANGE 1 - 3 4 & MORE
●	OVERCROWDING 1 OR 2 PERSONS 3 & MORE PERSONS
■	NON - RESIDENTIAL BUILDING CONDITION RANGE 5 & MORE
■ ■	LIMITS OF STUDY AREA

SCALE 0 100' 200' PLATE NO. I-II



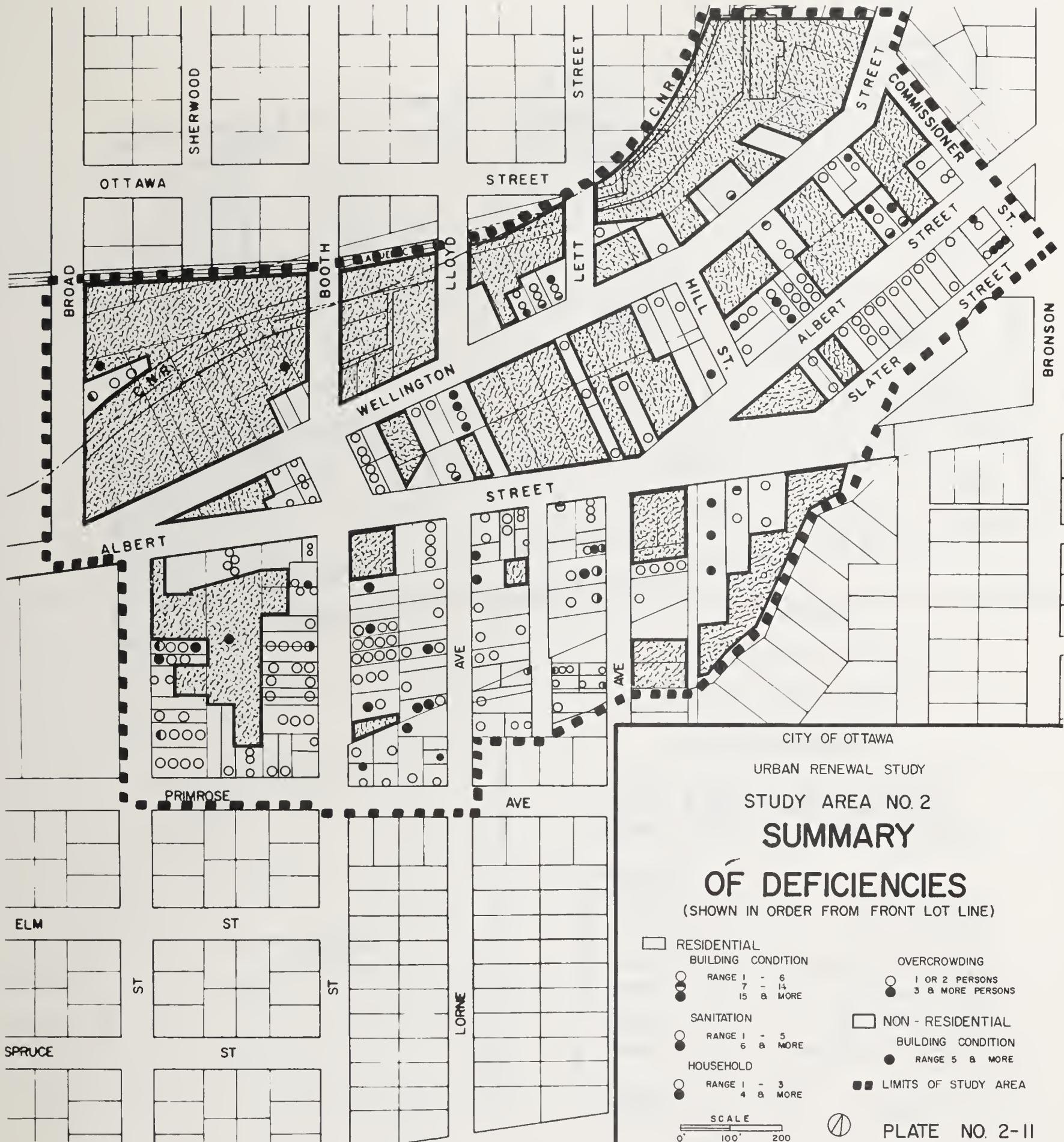


PLATE NO. 2-II

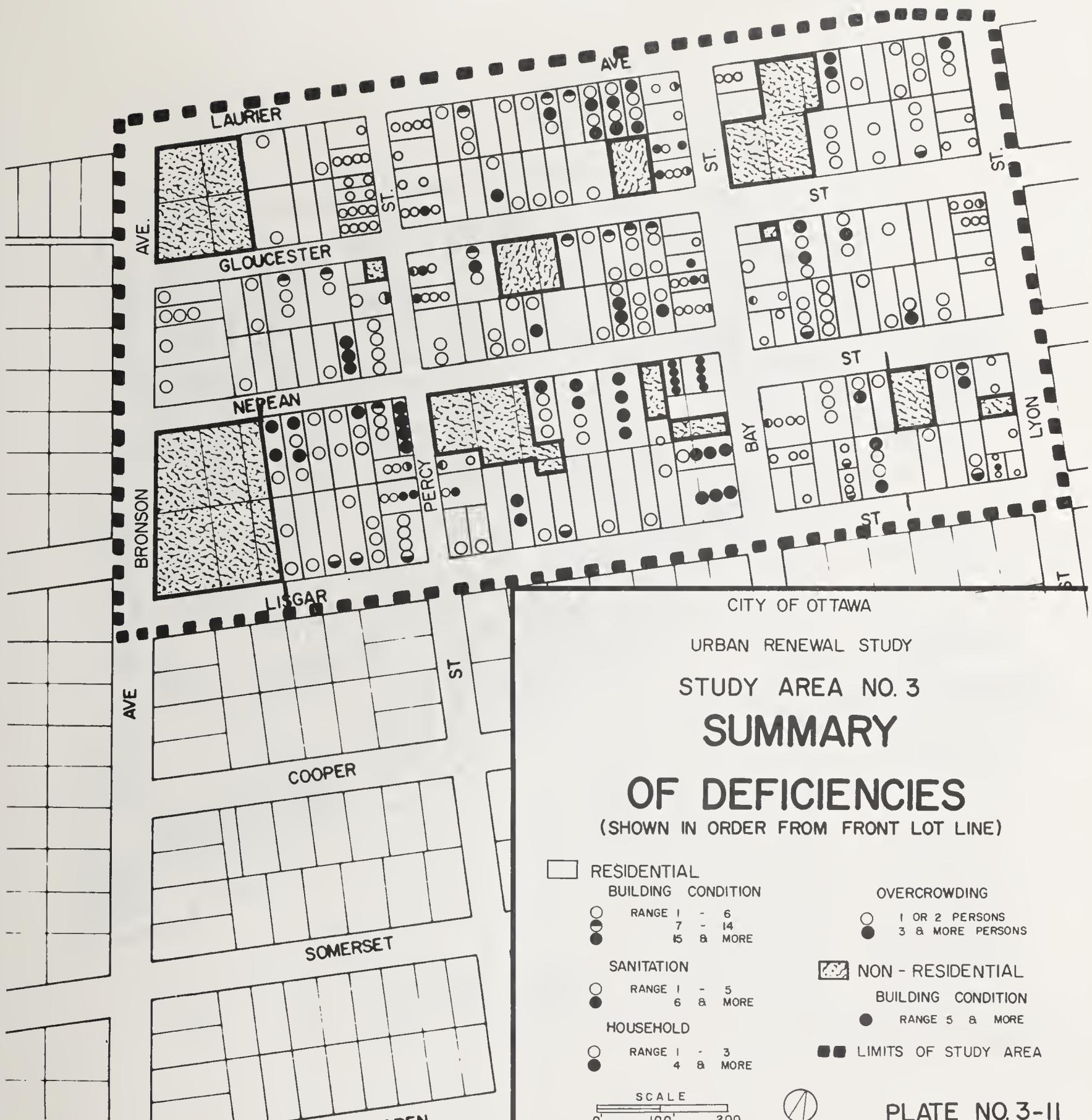
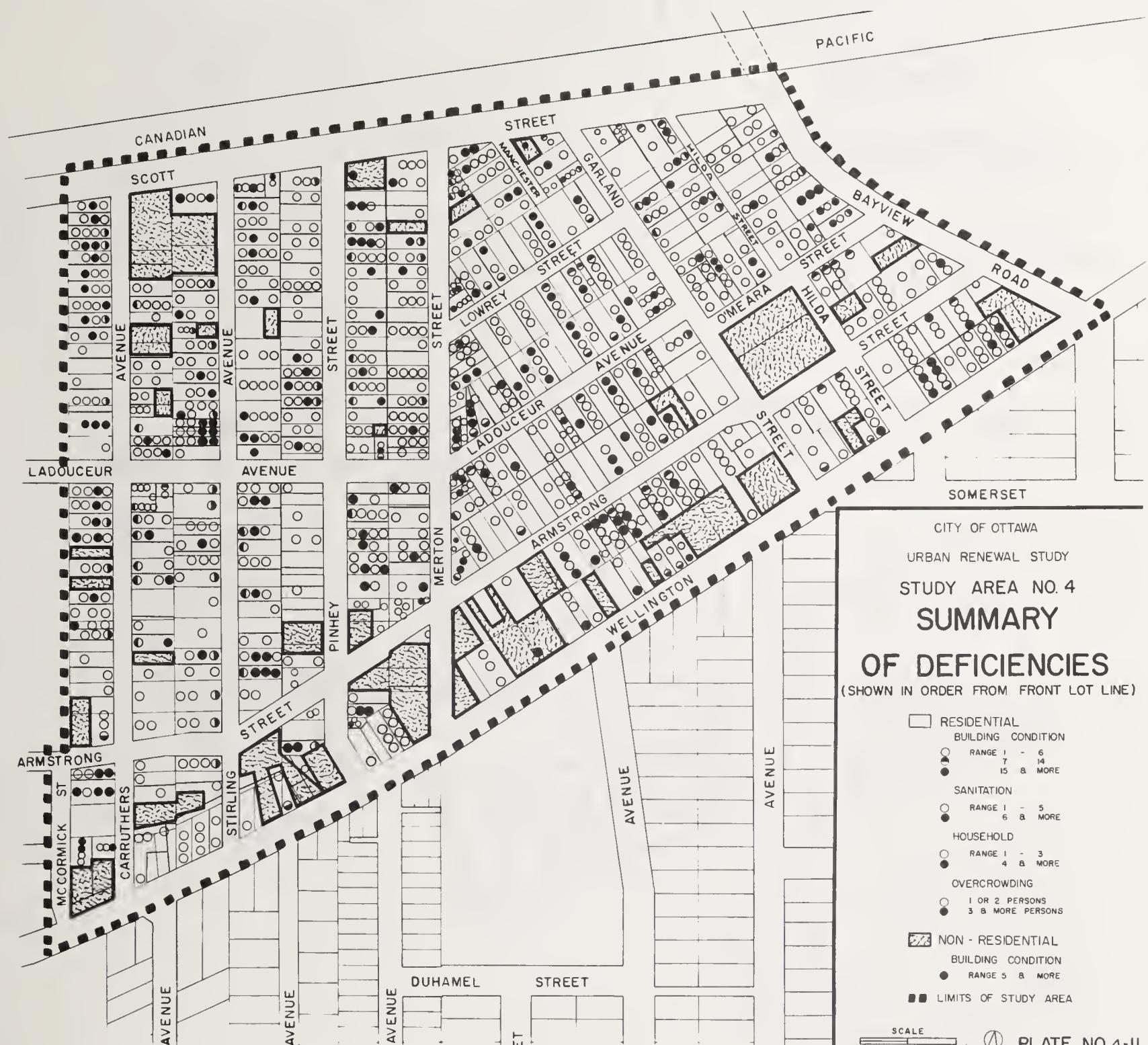
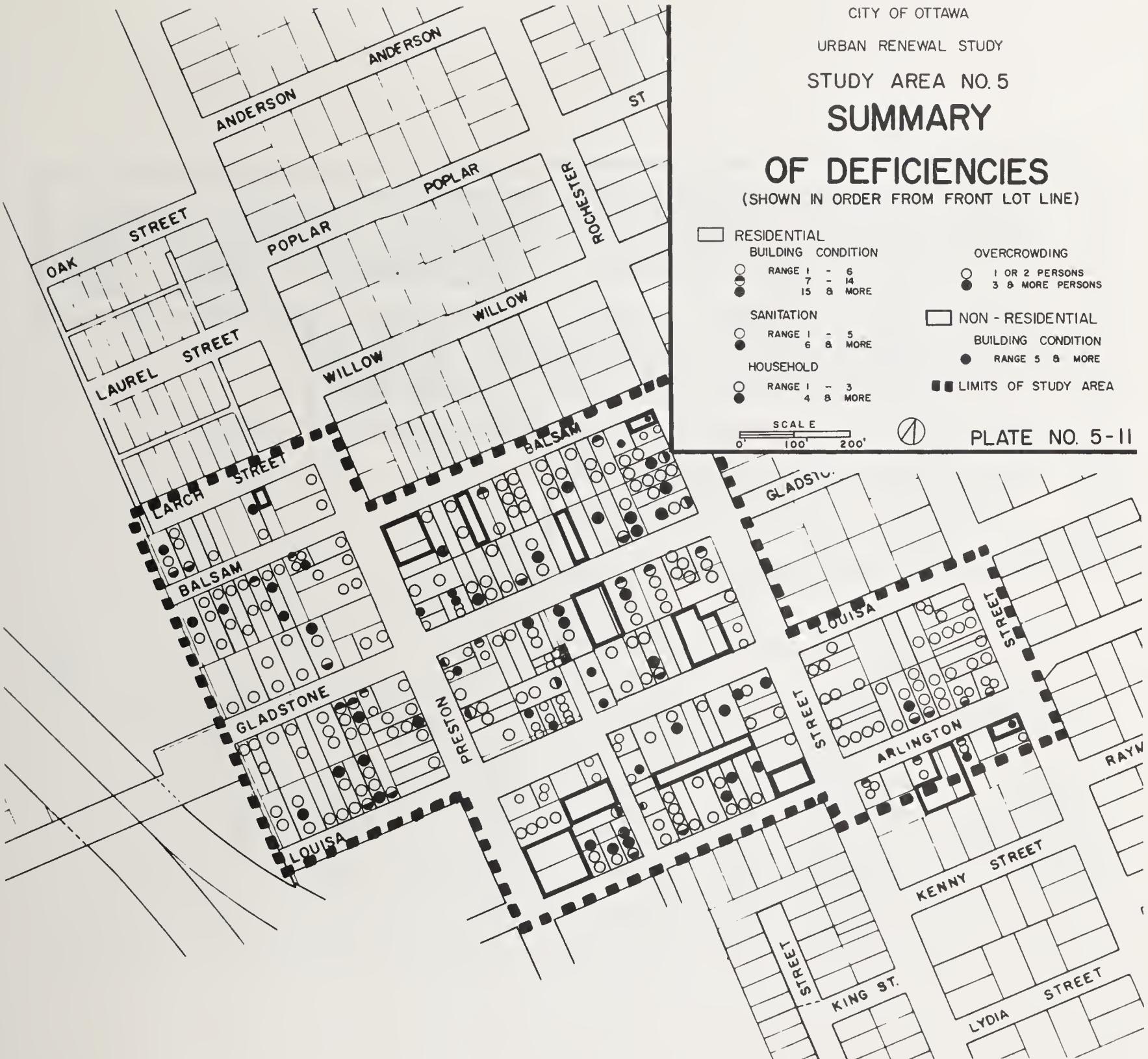
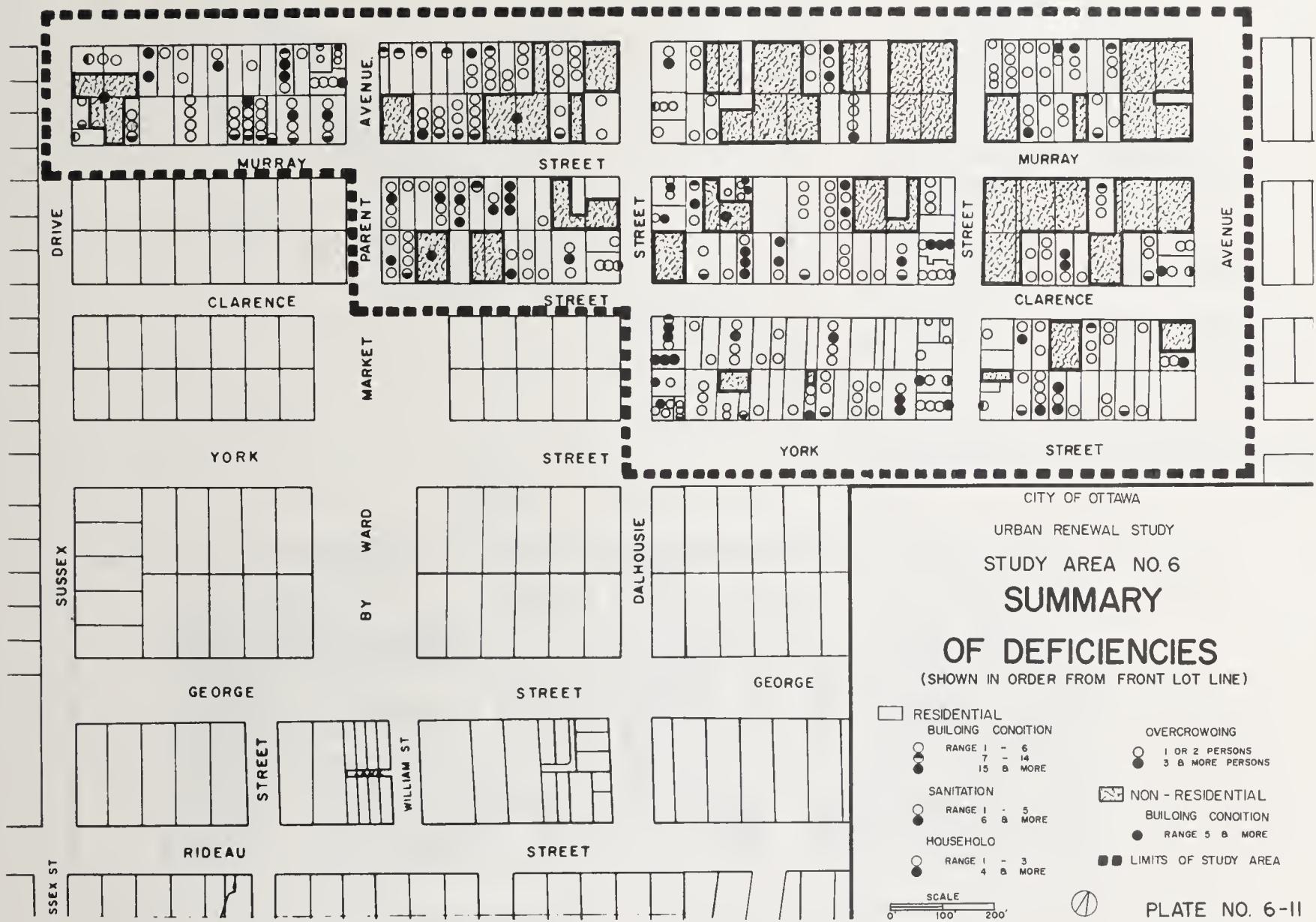


PLATE NO. 3-II

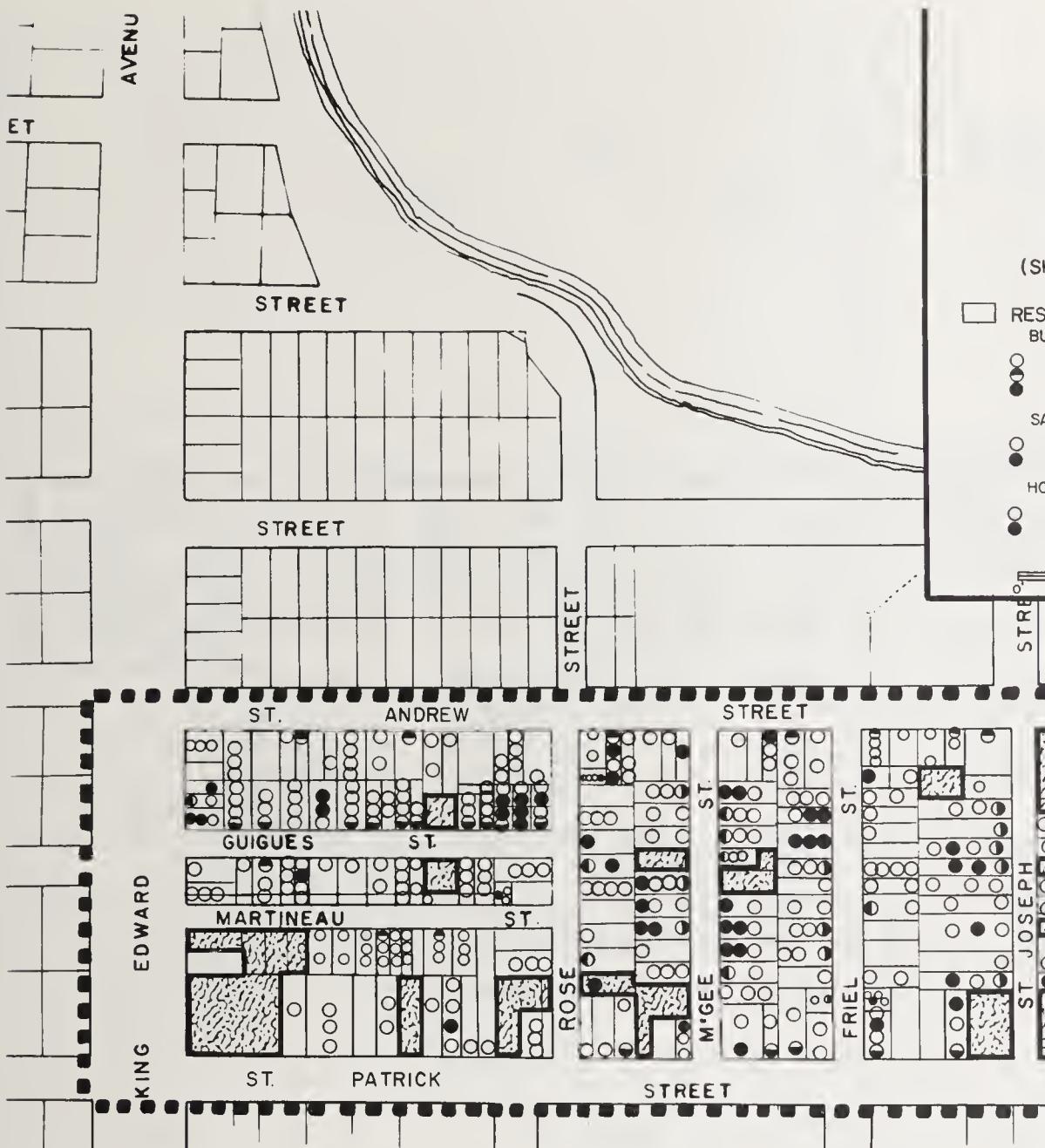












CITY OF OTTAWA
URBAN RENEWAL STUDY
STUDY AREA NO. 7

SUMMARY OF DEFICIENCIES

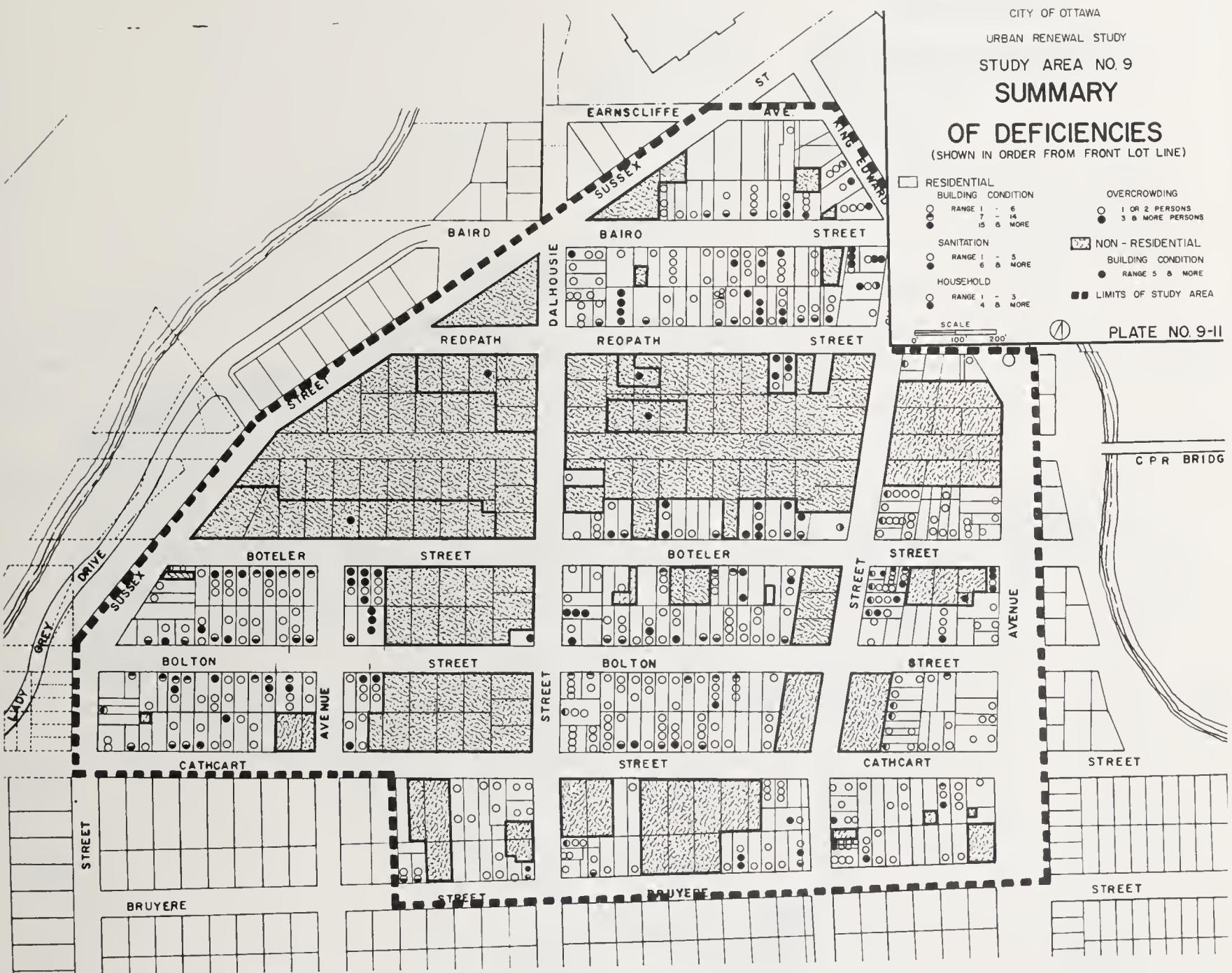
(SHOWN IN ORDER FROM FRONT LOT LINE)

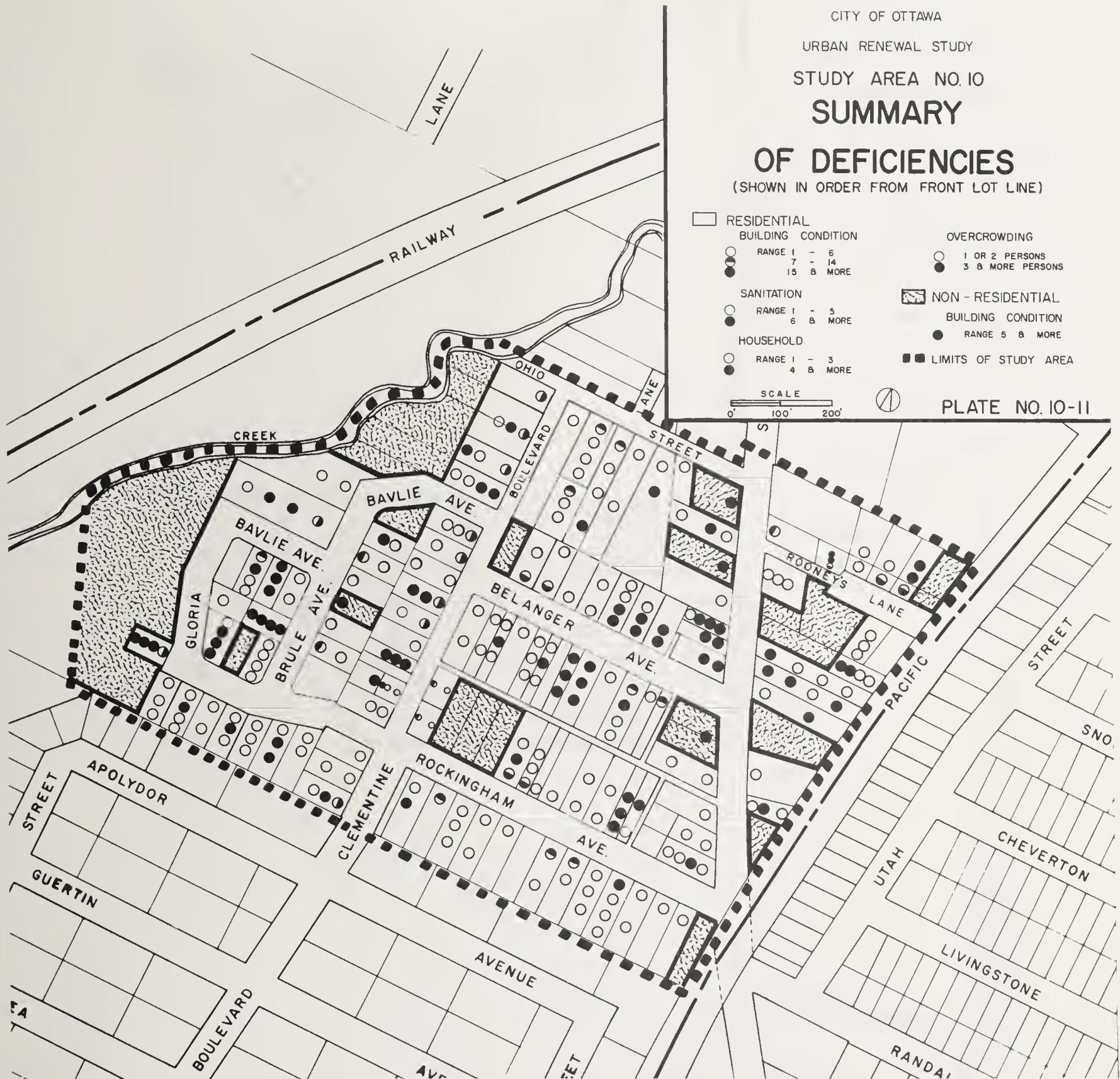
- RESIDENTIAL BUILDING CONDITION
 - RANGE 1 - 6
 - 7 - 14
 - 15 & MORE
- OVERCROWDING
 - 1 OR 2 PERSONS
 - 3 & MORE PERSONS
- SANITATION
 - RANGE 1 - 5
 - 6 & MORE
- NON-RESIDENTIAL BUILDING CONDITION
 - RANGE 5 & MORE
- HOUSEHOLD
 - RANGE 1 - 3
 - 4 & MORE
- LIMITS OF STUDY AREA

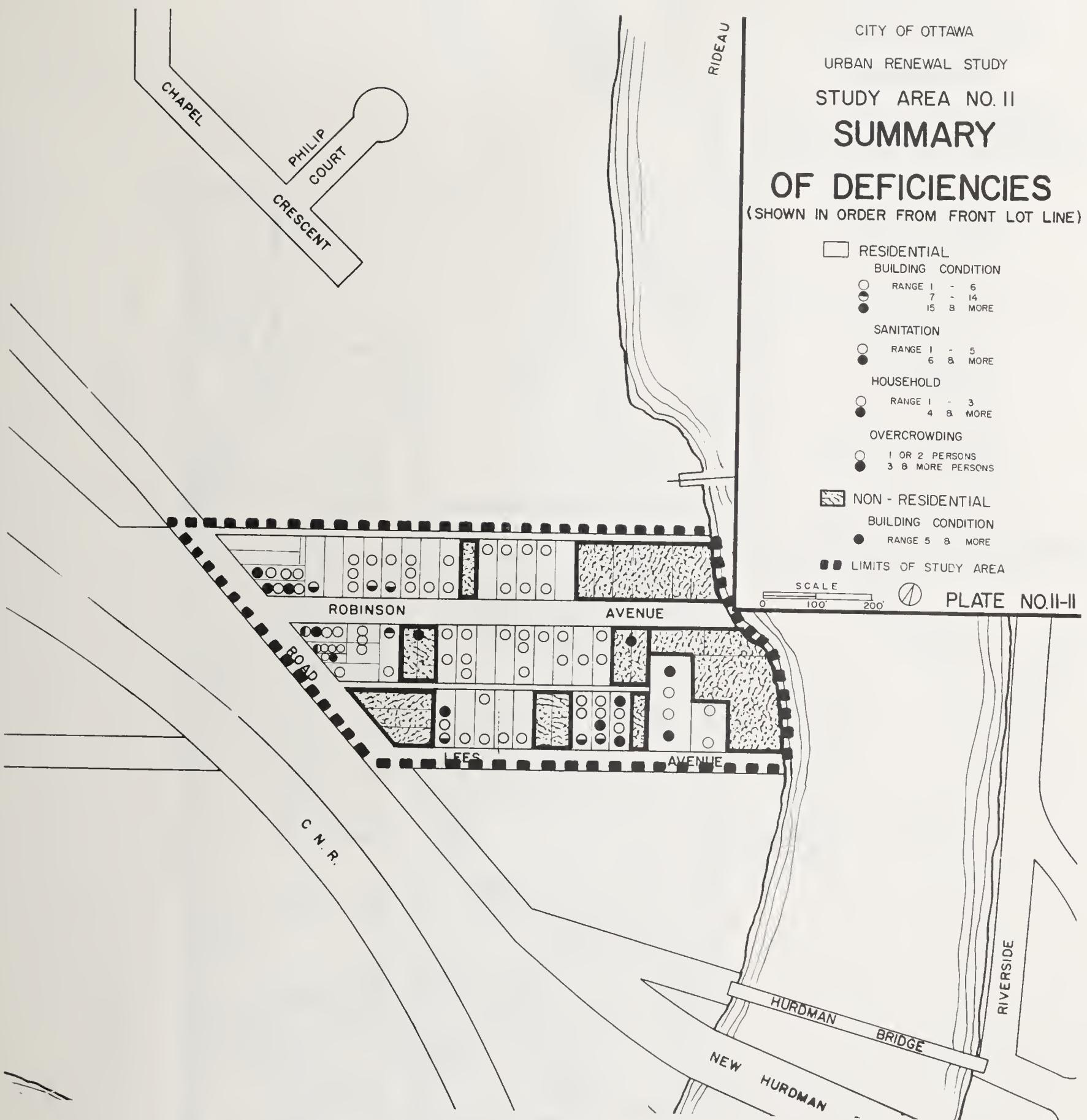
SCALE
0 100' 200'

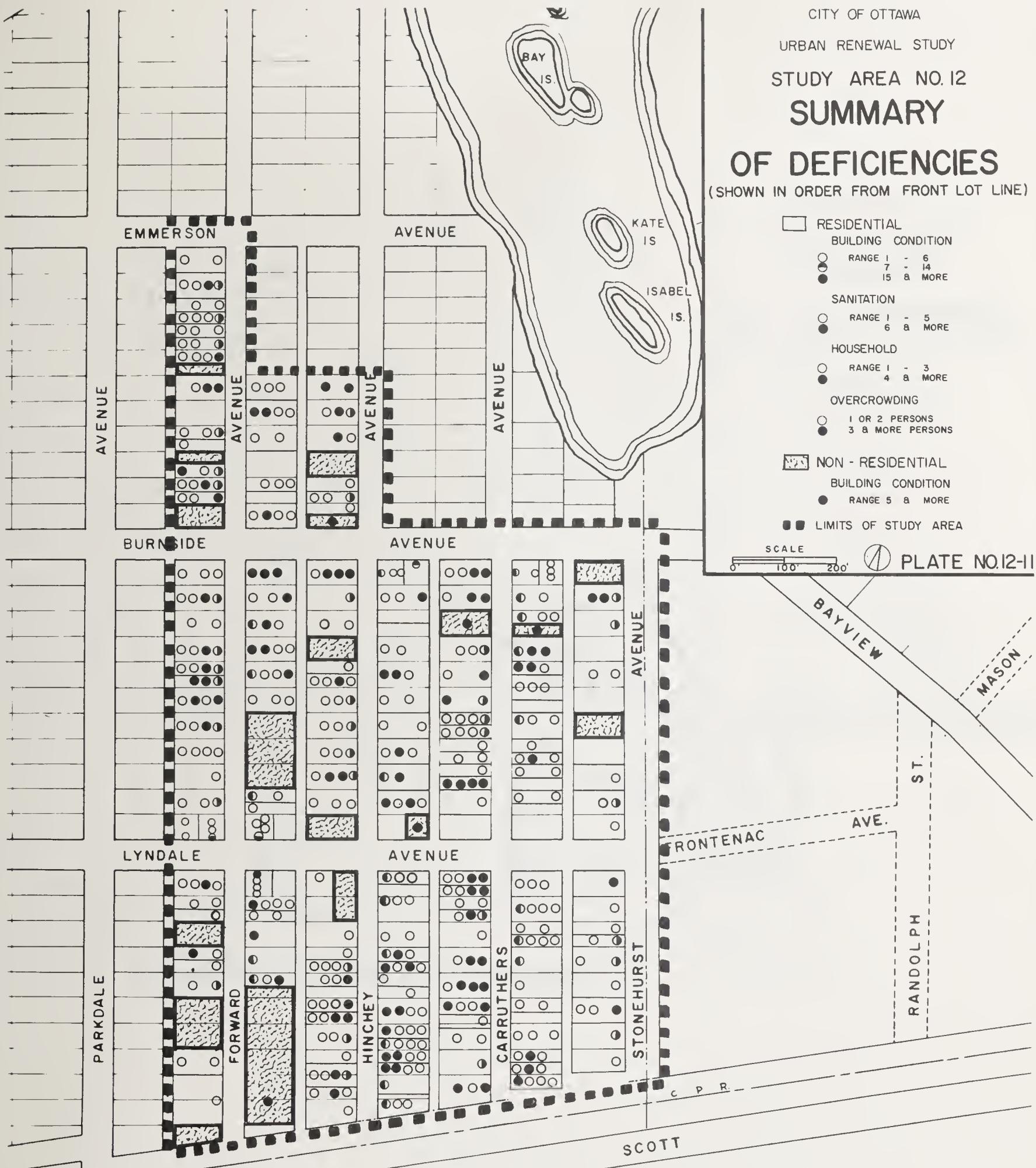
PLATE NO. 7-11

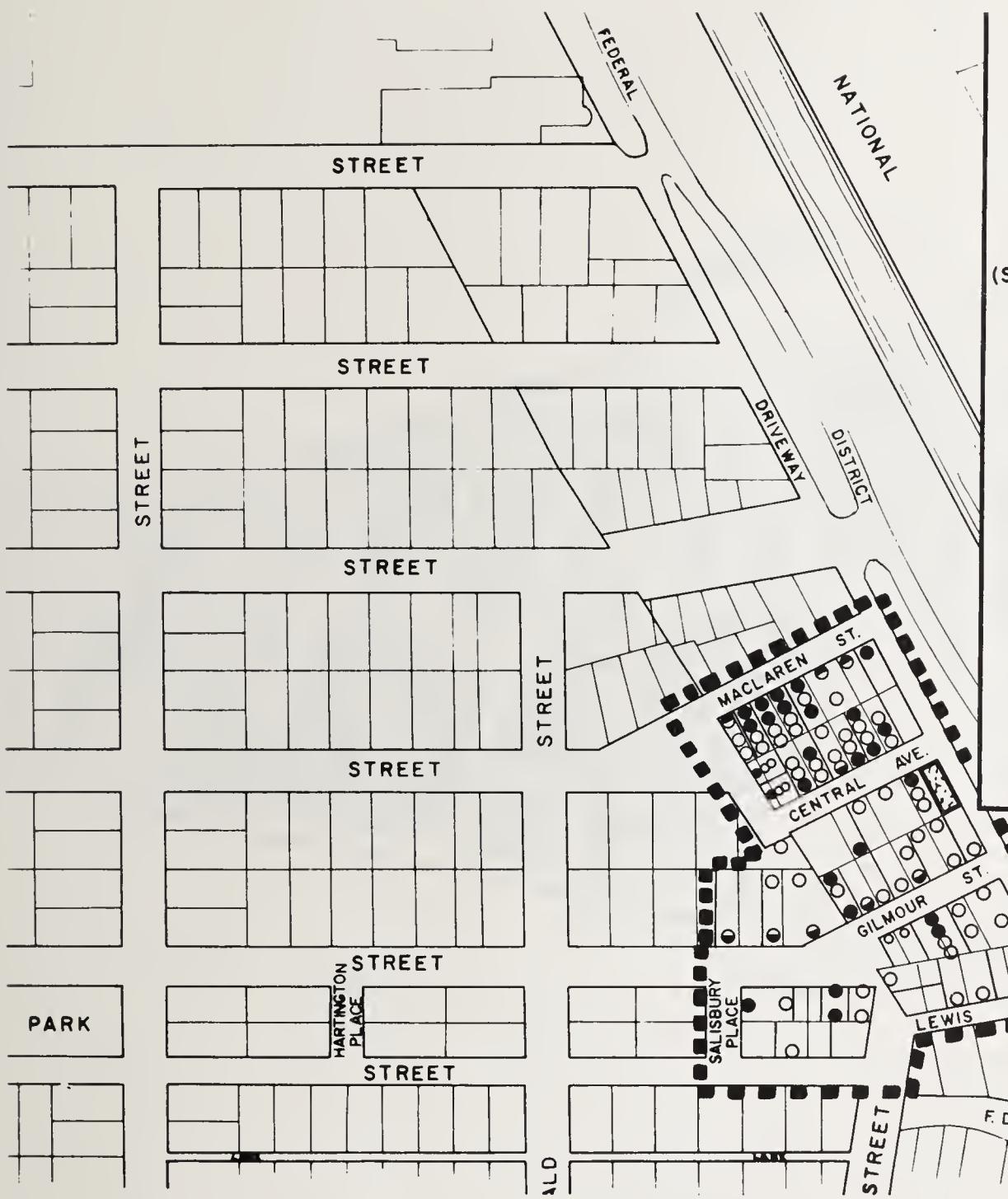
CITY OF OTTAWA
 URBAN RENEWAL STUDY
 STUDY AREA NO. 9
SUMMARY
OF DEFICIENCIES
 (SHOWN IN ORDER FROM FRONT LOT LINE)











CITY OF OTTAWA
URBAN RENEWAL STUDY
STUDY AREA NO. 13

SUMMARY OF DEFICIENCIES

(SHOWN IN ORDER FROM FRONT LOT LINE)

- RESIDENTIAL BUILDING CONDITION**
- RANGE 1 - 6
● 7 - 14
■ 15 & MORE
- SANITATION**
- RANGE 1 - 5
● 6 & MORE
- HOUSEHOLD**
- RANGE 1 - 3
● 4 & MORE
- OVERTROUBLE**
- 1 OR 2 PERSONS
● 3 & MORE PERSONS
- NON - RESIDENTIAL BUILDING CONDITION**
- RANGE 5 & MORE
- LIMITS OF STUDY AREA**

SCALE 0' 100' 200' PLATE NO. 13-11



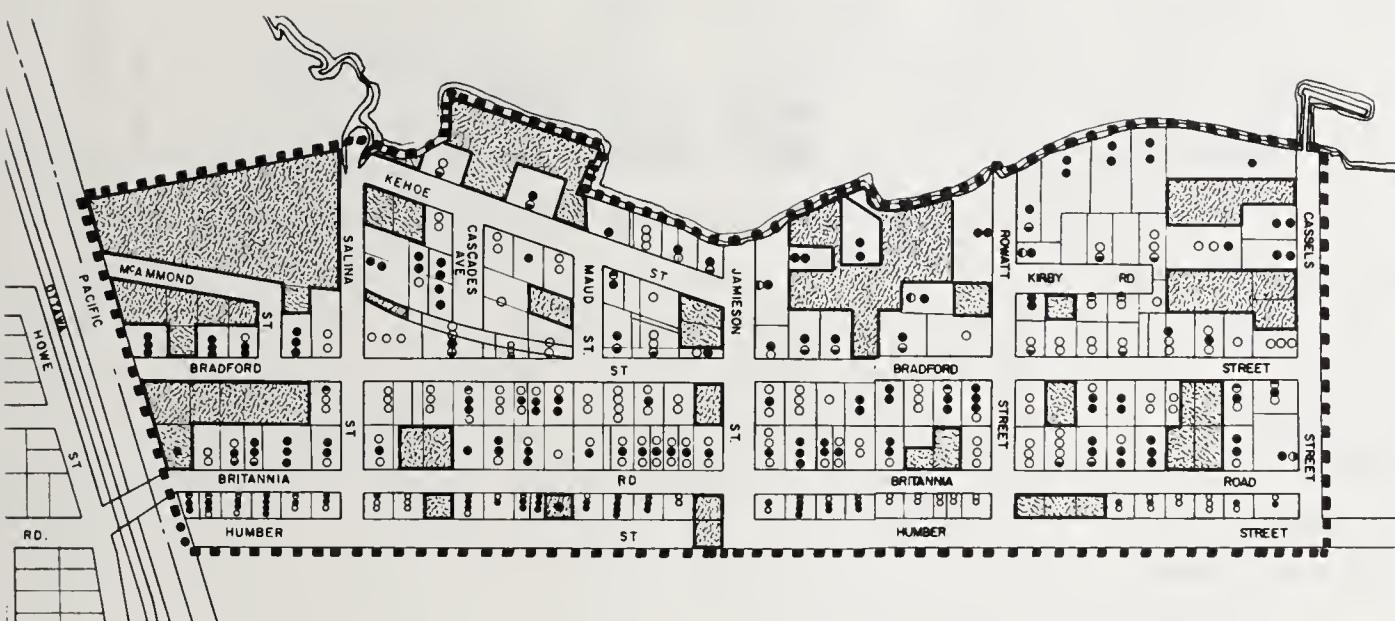
CITY OF OTTAWA
URBAN RENEWAL STUDY
STUDY AREA NO. 15
SUMMARY

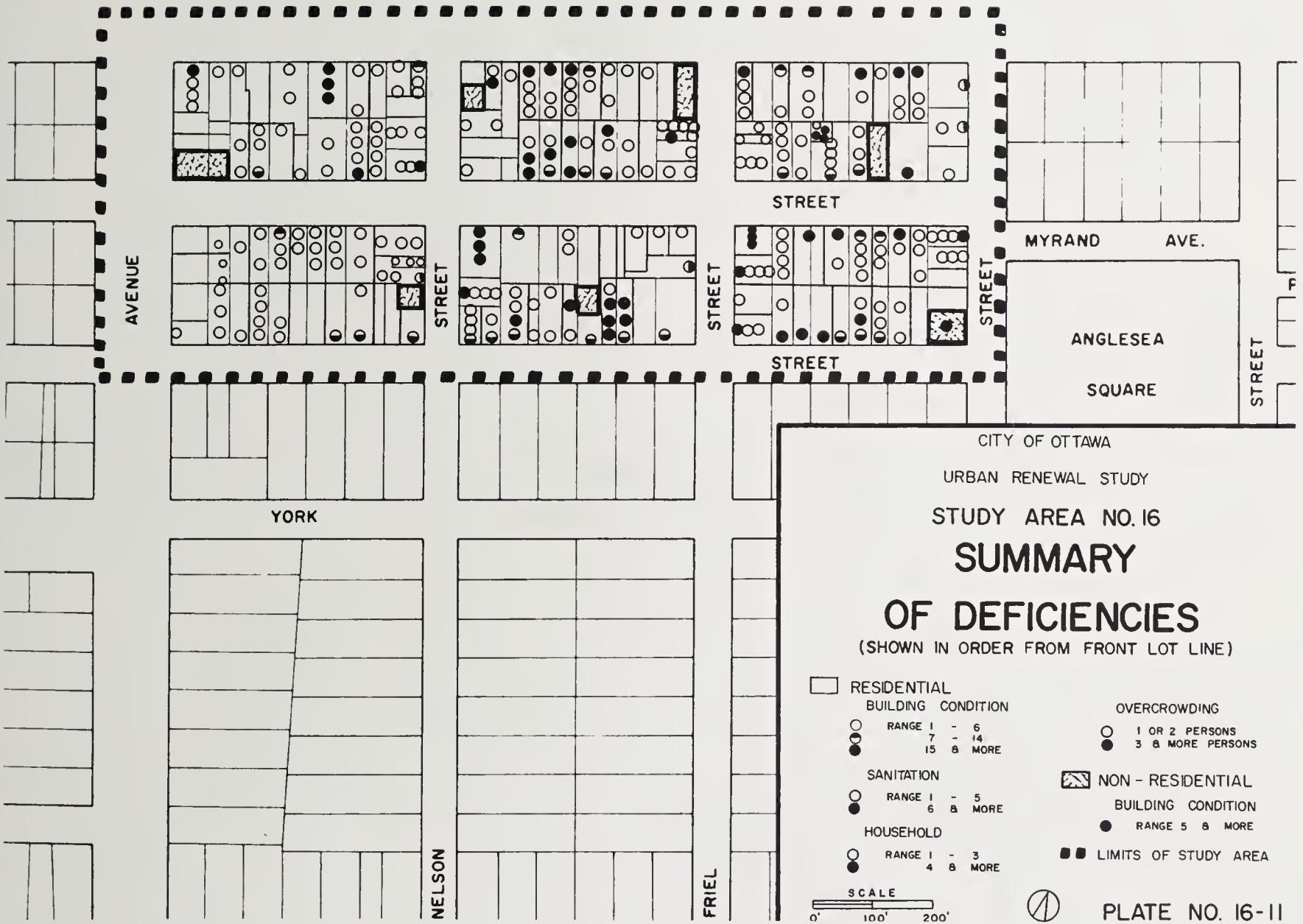
OF DEFICIENCIES
(SHOWN IN ORDER FROM FRONT LOT LINE)

□ RESIDENTIAL
BUILDING CONDITION
○ RANGE 1 - 6
● 7 - 10
■ 10 & MORE
SANITATION
○ RANGE 1 - 5
● 6 & MORE
HOUSEHOLD
○ RANGE 1 - 3
● 4 & MORE
OVERCROWDING
○ 1 OR 2 PERSONS
● 3 & MORE PERSONS

□ NON - RESIDENTIAL
BUILDING CONDITION
● RANGE 5 & MORE
■ LIMITS OF STUDY AREA

SCALE
0 100' 200'
PLATE NO 15-II





STUDY AREA NO. 16

SUMMARY

OF DEFICIENCIES

(SHOWN IN ORDER FROM FRONT LOT LINE)

RESIDENTIAL
BUILDING CONDITION

RANGE I - 6

OVERCROWDING

SAUL MATEO

SANITATION

**NON - RESIDENTIAL
BUILDING CONDITION**

HOUSEHOLD

**HOUSEHOLD
RANGE**

RANGE 5 & MORE
LIMITS OF STUDY AREA

• 4 B MORE

SCALE

PLATE NO. 16-1

1

PLATE NO. 16-11

MUNICIPAL PLANNING CONSULTANTS CO., LTD.	
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RESPN REQD SEP 25 1974	
COPY TO	DATE INITIALS
REPLY	
FILE	PN

