

Neighbourhood Change Research Partnership

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Neighbourhood Change in the City of Winnipeg, 1970 to 2010

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Co-investigator/s	In collaboration with Andrew Kaufman, Mike Maunder, Robert Galston, Holly Ervick-Knote
Community Partner/s	United Way of Winnipeg, City of Winnipeg, West Broadway Development Corporation, Winnipeg Free Press, Transcona Historical Society (potential)

1. Rationale & Potential Policy Relevance

It is our intent to produce a comprehensive report that is closely aligned with the Toronto three city study document. The outcome will be a comprehensive introduction to the critical thematic areas that have contributed to shaping Winnipeg's present neighbourhood structure.

This report will explore both the building and potential dismantling of inclusive communities. The context for the initial overview report will emphasize key site-specific issues that are considered to have influenced neighbourhood change in Winnipeg including:

- a) Slow-growth development patterns,
- b) Municipal amalgamation in 1970,
- c) The urbanisation of aboriginal populations and broader demographic change,
- d) Sustained tri-partite intervention in the inner city beginning in 1980,
- e) Community Based Organizations and community resiliency
- f) The development and entrenchment of community-based organisations,
- g) The role of Winnipeg's development sector in driving change and growth in "New Winnipeg",
- h) The 1992 Capital Region Strategy, and
- i) Winnipeg's spatial transformation into "Three Cities" (inner city, old Winnipeg and New Winnipeg)

Research in these areas will be framed around a set of site analyses of neighbourhood change and socio-spatial inequality data provided by the Neighbourhood Change Research Partnership (NCRP) team along with local reference materials.

Key Thematic Areas for Investigation

Slow-growth development: Since 1914 Winnipeg has been typified by a slow urban growth pattern. Through the 1950s, Winnipeg's inner city fell into decline while at the same time the "rapid" suburbanization of the 1960s gave way to population growth rates of less than 1% per year from 1986 to 1996. Winnipeg's designation as a slow-growth city poses unique questions regarding neighbourhood trajectories and the policies inherent in supporting slow urban growth.

Municipal Amalgamation: Winnipeg's future was fundamentally altered on January 1st, 1972 when the municipal government of Unicity was formed, amalgamating twelve distinct municipalities into the City of Winnipeg. Forty years later, we can investigate the impact of the mega city project in Winnipeg on socio-spatial inequality and neighbourhood restructuring.

Aboriginal Urbanisation and Demographic Change: Most of Canada became highly urbanised by the 1950s. However, unique within the prairie city, from the 1970s onward, Winnipeg became a principal destination for aboriginal peoples. Prior to 1960, less than 10% of Manitoba's treaty populations were living off reserve; by the mid-1970s, 25% were living off reserve. This story of Indigenous migration to the city is exclusive to Winnipeg, leading to necessary investigations on socio-spatial inequality, wealth polarization,

and neighbourhood trajectories. Today, Winnipeg is home to the highest percentage of Indigenous populations in Canadian cities.

Tri-partite Intervention: By the mid-1970s, change in Winnipeg was pointing increasingly to stagnation in the central city. In particular, the downtown was dying and the surrounding inner city neighbourhoods were experiencing the most significant urban blight ever seen. By 1979, the three levels of government began to lay the foundation for the single largest urban intervention project attempted in Canada. When the Core Area Initiative (CAI) began in 1980, it set in motion thirty years of intense tri-partite policy intervention in Winnipeg's inner city. Following the CAI, successive programs have tried to combat inner city decline using a range of models and interventions (both top-down and bottom-up). An understanding of the causes of neighbourhood change will enable the evaluation of these policy interventions.

CBOs and Neighbourhood Resilience: From the 1960s on, there has been a persistent effort by community-based organisations (CBOs) to combat urban decline from the bottom up. Winnipeg has an extremely strong and entrenched network of CBOs guided by principals of community economic development, harm reduction, and/or social support services. Winnipeg's West Broadway neighbourhood provides an example of community resilience and intense citizen involvement.

Developers and New Winnipeg: Advances in supportive infrastructure, low tax rates, and negligible commute times have coupled with individuals' desires to live in low density exurban developments immediately adjoining the City of Winnipeg's municipal boundaries. These exurban enclaves are some of the wealthiest neighbourhoods in Winnipeg's capital region. The role property developers played in germinating these exurban areas will be discussed in investigations of neighbourhood polarization.

Capital Region Strategy: In the early 1990s, the Province of Manitoba developed a sustainable development strategy for the metropolitan region of Winnipeg known as the Capital Region Strategy. This voluntary panel brought together the Province, rural municipalities, and the City of Winnipeg to discuss the growth of exurban development outside of Winnipeg's municipal boundaries.

Winnipeg's "Three Cities": The spatial transformation of Winnipeg into "Three Cities" (inner city, old Winnipeg and New Winnipeg) is evidenced in increased wealth polarization and the concentration of poverty. The formulation of these disparate neighbourhood clusters is rooted in the key site-specific issues listed above that have resulted in a distinctive pattern of urban development.

2. Research Questions

1. What does the data supplied by the NCRP team say about socio-spatial inequality and polarization in Winnipeg?
2. Are divergent neighbourhood geographies displayed by NCRP data in Winnipeg?
3. What demographic factors explain neighbourhood change in Winnipeg?
4. How has neighbourhood change occurred in a slow-growth city?
5. What impact did municipal amalgamation have on neighbourhood change in Winnipeg?
6. What is the relationship between indigenous urbanisation and neighbourhood change in Winnipeg?
7. What impact has thirty years of intense tri-partite policy intervention had on neighbourhood change in Winnipeg's inner city?
8. What role have CBOs had in building neighbourhood resilience?
9. What role did property developers play in affecting neighbourhood change and polarization?
10. What impact did the Capital Region Strategy have on neighbourhood change in exurban developments?
11. How is neighbourhood change and socio-spatial inequality reflected in photographic records?

3. Specific Fit with the NCRP Objectives & Research Questions

- NCRP Data will be used to analyze neighbourhood change and restructuring since 1971. The opening paper will align with the structure of David Hulchanski's 2010 paper, *"The Three Cities Within Toronto:*

Income Polarization Among Toronto's Neighbourhoods, facilitating the comparative study of neighbourhood change across Canada.

- Research questions are formulated to investigate trends in neighbourhood change since 1971
- At the core of the research agenda is an understanding that socio-spatial inequality have polarized Winnipeg's neighbourhoods.
- Research questions explore the program and policy interventions within Winnipeg's neighbourhoods.
- These preliminary research questions will allow for the cross-site comparison of macro and micro influences on neighbourhood change.

4. Research Design & Methods (specific tasks)

- i. Analyse data provided by the NCRP team to investigate neighbourhood change and socio-spatial inequality in Winnipeg
- ii. Create a document aligned with the structure of David Hulchanski's 2010 paper, *"The Three Cities Within Toronto: Income Polarization Among Toronto's Neighbourhoods"*.
- iii. A literature review of articles related to neighbourhood change in Winnipeg will ground future research.
- iv. Geography Master's student Andrew Kaufman will investigate how neighbourhood change and socio-spatial inequality in Winnipeg are reflected in photographic records.
- v. City Planning Master's student Robert Galston will investigate neighbourhood change in Winnipeg's North Point Douglas neighbourhood.

5. Role of Community Partners

For this initial phase of the work, a range of community partners will be engaged to help set a course of action for the long term projects that will be developed over the study. The following highlights some of the key actions to take place over the next few months:

- Form and maintain key contacts within the City of Winnipeg to assist in macro policy analysis (e.g., Winnipeg Ward Councillor for Transcona Russ Wyatt will assist in the discussion of the impact of Unicity on Transcona).
- Consult with current and former chief city planner to assist in municipal policy analysis
- Collaborative research with community partners including current and former community residents, and CBOs. Neighbourhood resident, community worker, and former Winnipeg Free Press Reporter Mike Maunder will explore neighbourhood change and resilience in the West Broadway Neighbourhood.
- Form joint research partnership with Winnipeg Free Press for access to photo archives
- Collaborative research with Dr. Evelyn Peters, Canadian Research Chair in Inner-City Issues, Community Learning, and Engagement.
- Form research relationships with Neighbourhood Historical Societies
- Consult community residents and organizations whenever possible

6. Role of Students / Research Assistants and Contributions to Training

- Geography Master's student and RA Andrew Kaufman (UofM) will coordinate Winnipeg's 'Three City' study over Summer 2013.
- City Planning student and RA Robert Galston (UofM) search photographic archives to locate key images of neighbourhood change in Winnipeg.
- Undergraduate Student and RA Holly Ervick-Knote (UofW) will aid in the formulation of a neighbourhood change bibliography and photographic archival research.

- RA Mike Maunder will provide background research on neighbourhood change and resilience in Winnipeg's West Broadway Neighbourhood, Transcona, and will investigate the role of the development sector in contributing to the growth of 'New Winnipeg'.
- RA Adrian Werner will assist with G.I.S. analysis
- RA Matthew Havens will assist with background research and editing.
- Further students and RA's may be engaged over the course of the study.

7. Schedule (timeline of research tasks, including deliverables submission dates)

- a) Report analysing NCRP central team's neighbourhood maps [September 2013]
- b) Research Highlights on West Broadway, Transcona and Point Douglas [September 2013]
- c) Master's Research Paper 1 [Summer 2015]
- d) Master's Research Paper 2 [Summer 2015]

8. Outcomes / Deliverables

- Community press release on research findings [Fall 2013]
- Journal Article on Neighbourhood Change in Winnipeg [Spring 2015]

9. Budget Explanation

Summer 2013 Masters Student RA Level II [8 weeks] 203 hours at \$26.07/hour: \$5,294.54

Summer 2013 RA Level I [65 hours] at \$24.84/hour: \$1614.32

Summer 2013 Masters Student RA Level I [35 hours] at \$24.84/hour: \$869.25

Summer 2013 RA [30 hours] at \$13.17/hour: \$791.13

Summer 2013 RA [90 hours] at \$13.92/hour: \$1252.80

Summer 2013 RA Level II [7 hours] at \$26.07/hour: \$156.42

Summer 2013 RA [Contract Research]: \$3450.00

- ☒ Sent to the NCRP's Research Advisory Board for comment: date 9 July 2013
- ☒ Funding approved by the NCRP's Board: \$ \$15,000 date 24 July 2013

Funds are to be drawn from the initial (July 2012) budget allocation of \$100,000 in research funds for each of the six individual CMA teams.

Winnipeg CMA: \$100,000 minus this \$15,000 = \$85,000 remains.

-- JD Hulchanski, 24 July 2013

SSHRC Budget Worksheet

	Amount requested from NCRP	Contributions (In-Kind / Cash)	Contribution source	Total Project Cost
Personnel costs				
Student salaries and benefits/Stipends				
Undergraduate (2 students)				
RA (\$13.17/hour)	\$791.13			
RA (\$13.92/hour)	\$1252.80			
Masters (2 students)				
RA Level I (\$24.84/hour)	\$869.25			
RA Level II (26.07/hour)	\$5294.54			
Non-student salaries and benefits/Stipends				
RA Level I (24.84/hour)	\$1614.32			
Travel and subsistence costs				
Applicant/Team member(s)				
Canadian travel				
Foreign travel				
Students				
Canadian travel				
Foreign travel				
Other expenses				
Non-disposable equipment (specify)				
Computer	\$1000			
Office Furniture	\$500			
Professional / technical services (specify: includes partner staff time contributed to or paid for by project, translation, editing, etc.)				
Training by partner staff (\$26.07/hour)	\$156.42			
Research by Partner Staff	\$3450.00			
Other expenses (specify: includes honoraria, data purchase, field costs, printing, supplies, etc.)				
Printing and office supplies	\$71.54			
Total	\$15,000			

* Please indicate hourly rates for students and estimated number of students: