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THE METROPOLITAN PLANNING COMMISSION

ASSINIBOIA OLD KILDONAN
CHARLESWOOD ST. BONIFACE
EAST KILDONAN ST. JAMES
ST. VITAL EAST ST. PAUL
TUXEDO FORT GARRY
WINNIPEG NORTH KILDONAN

greater winnipeg

REPORT OF

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METROPOLITAN PLANNING COMMISSION, 1956

Back Row, left to right: C. E. Joslyn, Winnipeg; S. George Rich, Associate Planner; Coun. E. B. Bodie, East Kildonan; Mayor J. L. Pearce, North Kildonan; Coun. W. S. Vance, Charleswood; D. I. MacDonald, Winnipeg; W. E. Davison, Winnipeg; Coun. L. H. Williamson, Fort Garry; Reeve J. A. Sansome, Assiniboia; E. W. Thrift, Director.

Front Row, left to right: Betty Watson, Secretary; Coun. M. Van't Hull, St. Vital; Ald. J. A. Schimnowski, St. Boniface; Coun. F. deGraff, North Kildonan; Ald. C. S. Warman, St. Boniface; E. B. Sager, St. James.

ANNUAL REPORT

FOR THE YEAR 1956

Metropolitan Planning Commission

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Reeve J. A. Sansome
Charleswood
Coun. W. S. Vance
East Kildonan
Coun. E. B. Bodie
East St. Paul
Reeve J. A. Ormiston
Fort Garry
Coun. L. H. Williamson
North Kildonan
Coun. Frank deGraff
Old Kildonan
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FOREWORD

From the beginning the Metropolitan Planning Commission has recognized as its basic responsibility the study and preparation of comprehensive long range plans for the Greater Winnipeg area. In common with planning organizations throughout the North American continent, this Commission has found much of its time occupied by current matters of some urgency for which recommendations had to be formulated for the use of municipal and city councils. This does not, of course, reduce the Commission's concern for its long range responsibilities. The Commission recognizes that the comprehensive plan for Greater Winnipeg is due for complete review and that there are certain basic objectives to be established in the development of such a review.

Consider the question, what future lies ahead for Greater Winnipeg? Will it grow as have Toronto and Montreal, adding new housing projects, new shopping centres and new industrial developments? If so, we must provide surface expressways and subways and other facilities, which should be planned for now. If we delay until traffic congestion makes action imperative the additional cost of acquiring rights-of-way alone could well run into scores of millions of dollars.

In embarking on any extensive advance planning and purchase of property required for enlarged facilities, however, the alternatives should be explored and evaluated.

Greater Winnipeg fulfills certain functions in the economy of Canada and in particular of Western Canada and Manitoba. It is the focal point for the grain trade and for handling of commodities by rail. It is an important financial centre for banks, trust companies, investment dealers, insurance companies, etc. If the population doubles or trebles, will it perform these and its other important functions more efficiently or more adequately?

If there is no evidence to show that it will, possibly the Provincial Government might well take some action, in collaboration with Greater Winnipeg, to exercise some measure of control over unregulated growth of development and population. This control could take the form of providing greatly improved facilities for industrial growth in other Manitoba communities rather than in adopting any severe form of compulsory restriction. This must be distinguished from normal restriction which is essential where circumstances (lack of facilities and great difficulty in providing them) do not favor development.

Industry can be attracted to communities with ample power, ample and good water, good highways and rail facilities, an adequate supply of labor and freedom from flood or other destructive agencies.

It is quite possible that Greater Winnipeg would be more prosperous and far more convenient and attractive for living, with its present population, than if it continues to extend its urban development. Trade between Greater Winnipeg and a number of other large Manitoba cities could be a vital factor in making existing business more stable and more profitable. The cost of movement of goods and people between Greater Winnipeg and these other communities would be substantial. But it is possible that it would be more than offset by the shorter movements of goods and people within Greater Winnipeg itself.

This very brief outline of an idea is not put forward to make a case for planned control of the growth of Greater Winnipeg. It is believed, however, that the hundreds of millions of dollars that will be spent in urban development in Manitoba should receive consideration. The comfort, convenience, and happiness of people and the security of huge investments by private enterprise and by Civic and Provincial Governments are all involved and to an extent are at stake.

(Continued on Page 32)

MEMBERSHIP

The Metropolitan Planning Commission of Greater Winnipeg was created by an Act of the Manitoba Legislature, April 22, 1949. Prior to this date the Metropolitan Planning Committee, organized in 1944, had functioned as the advisory planning organization. Under the 1949 Act the Commission was empowered to investigate and survey physical, social and economic conditions in relation to the metropolitan area.

Membership in the Commission rose to a total of twelve cities, towns and municipalities with the addition of St. James in 1956. The Metropolitan Planning Act was amended early in the year to permit municipalities with populations over twenty thousand to appoint two representatives to the Commission. Members of the Commission are appointed annually by their respective councils and consists of four members from the City of Winnipeg, two each from the Cities of St. Boniface and St. James, and one each from the Town of Tuxedo and the Municipalities of Assiniboia, Charleswood, East Kildonan, East St. Paul, Fort Garry, North Kildonan, Old Kildonan and St. Vital.

Alderman J. A. Schimnowski of St. Boniface was elected Chairman of the Commission for the year, and Alderman J. Gurzon Harvey of Winnipeg was re-elected Vice-Chairman. The Commission held its meetings in the Planning Office approximately once a month, with eleven meetings being held during the year.

Representatives to the Commission for the year were as follows:

Assiniboia	-	Reeve J. H. Sansome, member, replacing Councillor A. E. Rye Councillor C. Schwark, alternate, continuing from 1955
Charleswood	-	Councillor W. S. Vance, member, replacing Councillor M. O. Taillieu Councillor A. R. Fahrner, alternate, replacing Councillor Vance
East Kildonan	-	Councillor J. T. Mills, member, continuing from 1955 Councillor E. B. Bodie, alternate, replacing Mayor J. L. Bodie
East St. Paul	-	Reeve J. A. Ormiston, member, continuing from 1955
Fort Garry	-	Councillor L. H. Williamson, member, continuing from 1955 Mr. R. E. Congdon, alternate, continuing from 1955
North Kildonan	-	Councillor F. deGraff, member, replacing Mayor J. L. Pearce Mayor J. L. Pearce, alternate, replacing Councillor deGraff
Old Kildonan	-	Reeve S. Bondar, member, continuing from 1955
St. Boniface	-	Alderman C. S. Warman, member, continuing from 1955 Alderman J. A. Schimnowski, member, continuing from 1955 Alderman Rene Dussault, alternate, continuing from 1955
St. James	-	Councillor D. M. Stanes, member, new appointment Mr. E. B. Sager, member, new appointment
St. Vital	-	Councillor M. Van't Hull, member, continuing from 1955 Councillor G. M. Churcher, alternate, replacing Councillor F. Groves
Tuxedo	-	Councillor P. S. Bower, member, replacing Councillor W. G. Neill Councillor W. G. Neill, alternate, replacing Councillor A. G. Stewart
Winnipeg	-	Alderman J. G. Harvey Mr. C. E. Joslyn Mr. W. E. Davison Mr. D. I. MacDonald, members, all continuing from 1955

The work of the Commission was carried on by its technical staff which under the direction of Eric W. Thrift, comprised an Associate Planner, an Assistant Planner, a Junior Planner, a Research Assistant, two Draftsmen and a Secretary, full-time, a Typist half-time, and two Draftsmen part-time during the summer months.

POPULATION STUDIES

In broad terms the Commission's prime responsibility is to concern itself with questions related to metropolitan growth. When considering this growth the first question is always, "how much and where".

Early in the year it was decided that the Commission should attempt to answer at least the first part of this basic question by making a new study of population growth, and in so doing review its study of some twelve years ago.

If some reasonable indication of future population could be established, this would serve as a basis for estimates of the quantity of future urban development and could be translated into miles of streets and sewers, acres of homes and commercial and industrial growth. It could, in fact, give a measure of the problems of providing urban services that will have to be met by the municipalities which make up Metropolitan Winnipeg.

Preliminary estimates were completed in May and were used by the Director in his address at the dinner given by the Commission to representatives of the municipal governments of Metropolitan Winnipeg on May 25th.

In June a Census was taken by the Dominion Bureau of Statistics and preliminary results published in the early Fall showed that previous estimates of population for Metropolitan Winnipeg for 1956 had been low. It was therefore decided to revise the report using the 1956 Census population figures and at year end the final draft of the report was being prepared for circulation to the members of the Commission.

It is hoped that this report will be the first of a new series of such planning studies, many of which will be revisions of the Master Plan Reports which were published between the years 1946 and 1948. The economic base of Metropolitan Winnipeg should form the subject of another basic planning study and it is hoped that this, with the population study, will provide a sound basis for the future work of the Commission.

ZONING

Town Planning Schemes

Completed zoning schemes, prepared under the guidance of the Metropolitan Planning Commission, are in force in the following areas of Greater Winnipeg, with the effective dates shown in each instance: Winnipeg Zoning By-law - 1950; Charleswood Town Planning Scheme - 1951; St. Vital Town Planning Scheme - 1952; Fort Garry Town Planning Scheme - 1955; and the East St. Paul Town Planning Scheme - 1956. Proposed zoning schemes for other cities and municipalities were under consideration during the year.

Assiniboia

Early in the year a draft zoning text and map of Assiniboia were prepared for consideration of Council.

Charleswood

A new land use survey was carried out in Charleswood during the year and this, along with the need for additional commercial areas, resulting in revisions being prepared for the Charleswood Town Planning Scheme and map. At year end these revisions were being studied by the Charleswood Advisory Planning Commission.

East Kildonan

The Commission asked East Kildonan's consideration of the possibility of consolidating and rewriting the existing zoning scheme. The zoning presently in effect does not cover the whole municipality, and numerous amendments have been made over a period of years.

East St. Paul

The East St. Paul Town Planning Scheme and map were given approval by the Minister under the Town Planning Act in August 1956, following several public meetings and the stipulated advertising period. A digest of the Scheme was prepared for the use and convenience of Council and the Municipal Office in final consideration of the Scheme. In November the East St. Paul Advisory Planning Commission was appointed.

Fort Garry

Drawings were prepared to accompany a town planning scheme made necessary by the re-arrangement of Dove Bay at corner of South Drive and Crescent Drive. A zoning scheme and map were also prepared for a large subdivision, between Waller and Clarence Avenues, the CNR line and the power transmission line, incorporating a 10-foot wide side yard requirement on one side of lots with no lanes. At year end, both these subdivisions were being incorporated as amendments to the Fort Garry Town Planning Scheme.

North Kildonan

In 1955 a proposed zoning scheme for the whole of the municipality was prepared for consideration of Council. In March 1956 a drawing was prepared for Council showing existing partial zoning in the municipality in anticipation of further progress toward a zoning scheme. Council requested a town planning scheme to cover the area south of the CPR Bergen Cutoff, and this request was granted by the Minister. The Commission advised the municipality to adopt a town planning scheme to cover the whole of the municipality to preclude undesirable development in areas not protected by zoning.

Old Kildonan

A town planning scheme for Old Kildonan had been prepared and given preliminary approval in 1955, however the scheme was delayed to make revisions to the text and map following representation by a number of residents in the municipality. Flood Plain zoning was also discussed and at year end the scheme was still under consideration by Council.

St. Boniface

In 1955 the form and contents of the proposed St. Boniface zoning scheme were agreed upon with the Comptroller of Town Planning. St. Boniface Council, however, did not proceed with the required advertising of the scheme, but requested the Commission to prepare a partial scheme covering the Ladco housing development. This latter scheme was approved by Council early in 1956, and the Commission was requested to prepare a revision of the zoning scheme covering the entire city. The revised scheme was still under consideration by Council at year end.

In addition to the zoning scheme, a number of minor zoning problems were referred to the Commission during the year and resolved to the satisfaction of Council.

St. Vital

Council referred a number of minor re-zoning problems to the Commission, including provision of additional commercial property on St. Mary's Road in the vicinity of Dakota Street, and a change from R2 to R3 Residential on St. Anne's Road between Emerson and Berrydale Street. The Commission advised against a request for rezoning of some property on St. Anne's Road from RA Suburban to M1 Light Industrial, as this would constitute 'spot zoning'. It was suggested that any change in the area should come only after a complete and thorough study of the future land use prospects for the whole area and any changes that are made should apply to a large district rather than to individual properties.

St. Vital Council referred to the Metropolitan Planning Commission the advisability of reducing the minimum lot area from the present half-acre requirement to 10,000 square feet in certain RA Suburban Districts where municipal water service is available. The Metropolitan Planning Commission recommended a minimum lot area of 12,000 square feet, however, the St. Vital Planning Advisory Commission recommended to Council that the minimum lot area be 10,000 square feet.

At year end, St. Vital requested revision of the Town Planning Scheme to make provision for the new liquor outlets made permissible under recent provincial legislation.

Tuxedo

The zoning proposals for the outer two miles of Tuxedo, prepared by the Commission during the previous year, were approved by Council in 1956 and incorporated in a Zoning By-law.

Winnipeg

In July, 1956, City Council adopted a report on Zoning and the Administration of Zoning, submitted in May by a Committee appointed by the Mayor for the purpose of studying the whole matter. As the report recommended, Council appointed a Special Committee on Zoning Administration, consisting of six aldermen, as well as a Technical Sub-Committee on Zoning, composed of representatives from the Law, Engineering, Survey and Health Departments, and the Planning Office. The Winnipeg Town Planning Commission studied the report and its recommendations as they affected the Commission. One of the recommendations was that the Planning Office carry out a study of existing land uses in the city. The recording of land uses was well underway at year end. Assistance through records in civic departments was provided and a number of field checks were being carried out. A procedure was outlined in the report for handling zoning by-law

amendments including the holding of public hearings by the Winnipeg Town Planning Commission. At year end, some study was being given to the additional cost entailed in carrying out these recommendations.

The Commission's recommendations regarding the area south of Portage Avenue, west of Walnut Street, submitted to Finance Committee in 1955, were referred to the Technical Sub-Committee on Zoning. In December, 1956, the Special Committee on Zoning Administration requested the Winnipeg Town Planning Commission to conduct a public hearing in order to give residents in the area an opportunity to express their views in accordance with the procedure adopted by Council in July, 1956. At year end, an estimate of the cost of such a hearing and the necessary outline of procedure was being prepared.

A number of other zoning problems were referred to the Commission by civic authorities during the year. The Commission's action on these problems included: (i) Recommendation that the north side of Selkirk Avenue between Keewatin and Railway Streets be rezoned from M1 Industrial to R1 Single-family Residential. This would provide more adequate zoning protection for an area that had been approved for residential use in 1955. The Commission's recommendation included a condition that sufficient screen planting be included in the development; (ii) Recommendation of certain rezoning and alignment changes on Frederic Avenue to bring the area into line with present land use and alignment regulations. Such changes were agreed upon by the Engineering and Survey Departments and the Planning Office; (iii) Recommendation that the area comprising Triangle Gardens in Elmwood be rezoned from R2 to R3 to permit development of a proposed housing project. This was the Welfare Council's pilot project, being constructed under a Central Mortgage and Housing Corporation limited dividend loan; and (iv) Request that the prospective developer of the area from Daly Street to the Canadian National Railway, bounded by the lanes of Kylemore and Morley Avenues, prepare a more detailed plan showing valid reasons for the requested change in zoning from R2 to R3 before approval of such a zoning change would be considered.

The zoning proposals formulated in 1955 by the Commission for the CPR-Notre Dame area were under consideration by civic officials. A more detailed review of this study is contained in the section on Urban Redevelopment.

Greater Winnipeg

A study of standard forms for zoning administration was begun during the year, with a variance application form being used by Fort Garry for a trial period.

SUBDIVISIONS

Subdivision Control

The Commission's enquiry into means of registering land either by 'plan of survey' or by 'parcel plan', commenced in 1955, was concluded early in 1956. Two methods were suggested to overcome the difficulties being experienced. First of these was that the Examiner of Surveys in the Land Titles Office request an additional copy of a 'plan of survey' to be forwarded to the municipality, and second, that the municipalities withhold building permits on any of these sites until they are satisfactory to the municipal council or local planning commission. Municipalities were advised by letter of these suggestions. It was further suggested that the possibility of legislation to strengthen municipal control of subdivision under these circumstances be discussed with the proper provincial authorities.

Assiniboia

A suggested plan of subdivision for property at Ellice and School Road was forwarded to Council and the property owner for their consideration and referred by Council to the consulting engineer.

Numerous meetings were held with the municipal council and municipal consulting engineers in preparation of a development plan for the south-east portion of the municipality. This covered a large area south of Portage Avenue between the St. Charles and Glendale Country Clubs. Land use maps, suggested development plans and estimation of population and areas of the various units within the district were prepared. A number of new street connections were provided to serve both areas to be developed immediately and adjacent areas for future development. At year end the plan was still under discussion with municipal officials.

Charleswood

Late in 1955 a development plan for the north-east part of the municipality had been forwarded to the Charleswood Advisory Town Planning Commission for comment. The plan was referred to the municipal engineering consultants for further study and subsequently the consultants submitted a report regarding installation of sewer and water facilities for the area. The development plan was approved in principle by Council in September 1956 and at year end detailed plans of services for the area were being considered.

Proposals for subdivision of River Lot 65 were forwarded to the Commission for comment by Council. The Commission advised the municipality such subdivision would be premature particularly as suitable land is available adjoining presently developed areas. The Commission further advised that compact development should be encouraged rather than scattered subdivisions.

A suggested plan of subdivision for River Lots 55 and 56 was submitted by the Commission along with a plan showing improved thorofare connections in the Beaumont-Eldridge area adjacent to the Veterans' Land Act subdivision. The Commission advised against a street opening through the Veterans' Land Act area, as this would harm the amenity of the subdivision. A new street connection west of the Veterans' Land Act subdivision was provided to improve access to a school, with foot paths provided to serve the school children from the Veterans' Land Act subdivision. Other street improvements were shown on the drawing, such as street widenings, improved connections, collector streets and a future major thorofare.

East Kildonan

A plan of resubdivision was requested for the area bounded by Oakland-McLeod-Pentland-the CPR tracks. The Commission prepared two alternate plans for the western part of the area. Scheme A retained only the section of McLeod Avenue served by the water main while Scheme B retained that part of McLeod Avenue with houses presently fronting on it. Both schemes made provision for a $2\frac{1}{2}$ acre park area, or approximately 5% of the total area. Several thorofare proposals were included in the plan to provide adequate access to the area and to extend a major thorofare into North Kildonan. The plan was forwarded to Council in December.

East St. Paul

The Commission advised that while a development plan for the municipality was not needed as urgently as in several other member municipalities, such a study should be undertaken in the near future.

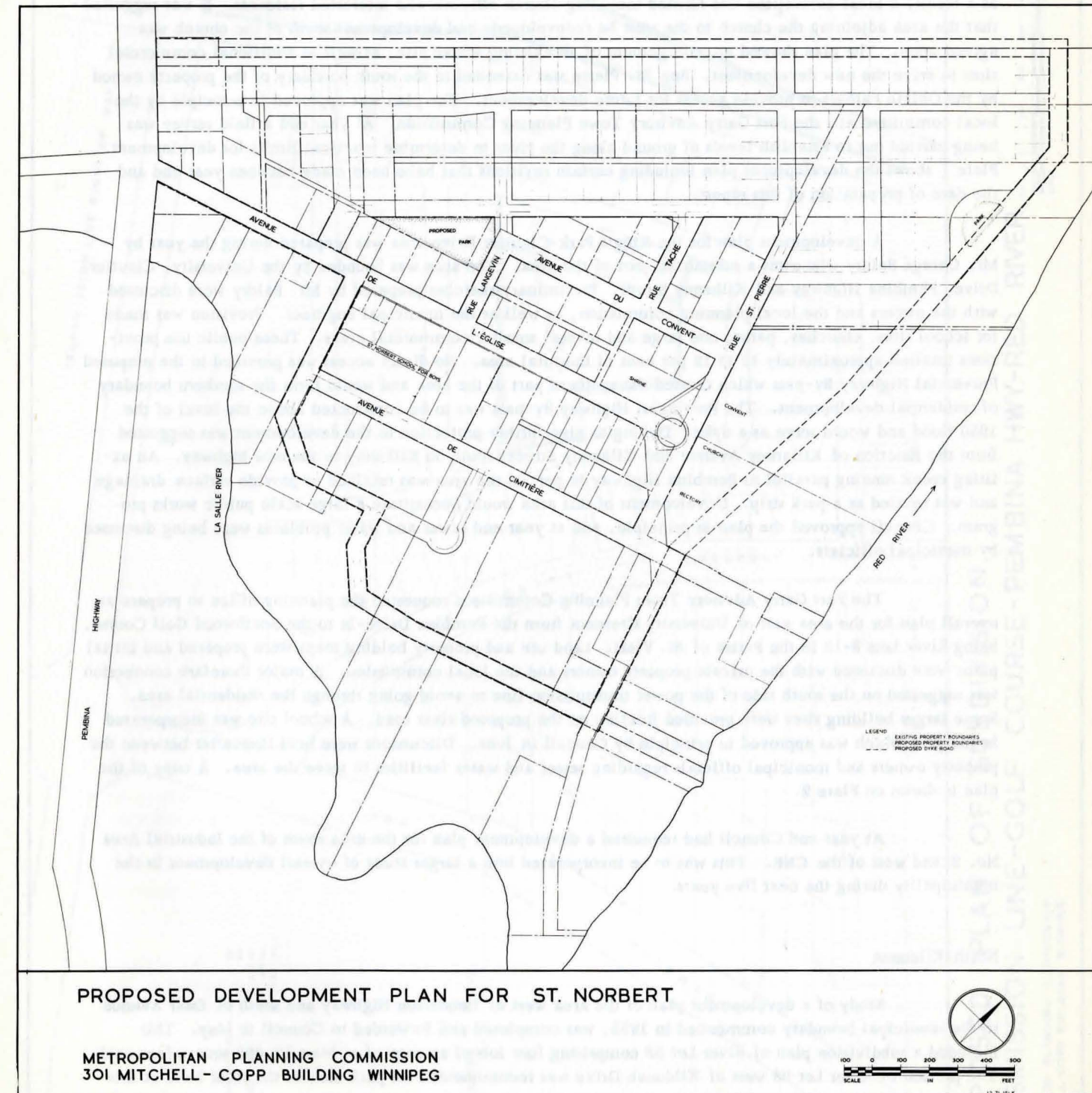


Plate 1.

Fort Garry

Late in 1955 the Commission's suggested development plan for the Village of St. Norbert was nearly completed. Early in 1956 the plan was discussed at a well-attended public meeting in the area, and as a result, a local committee was formed including church officials and interested residents. It was suggested that the area adjoining the church to the west be redeveloped, and development south of the church was agreed upon. The plan showed an enlargement of an existing school site, as well as additional commercial sites to serve the new development. Rue St. Pierre was extended to the south boundary of the property owned by the Oblate Fathers to provide access for future development. The plan was approved in principle by the local committee and the Fort Garry Advisory Town Planning Commission. At year end a field survey was being carried out to establish levels of ground along the river to determine practical limits for development. Plate 1 shows the development plan including certain revisions that have been made between year end and the date of preparation of this report.

A development plan for the King's Park-Cloutier Drive area was prepared during the year by Mr. George Baldry who owns a substantial part of the area. The area was bounded by the University, Cloutier Drive, Pembina Highway and Kilkenny Street. Preliminary sketches prepared by Mr. Baldry were discussed with the owners and the local planning commission, as well as the municipal engineer. Provision was made for school sites, churches, parks, one large and several smaller commercial areas. These public use provisions totalled approximately 10 to 12 per cent of the total area. No direct access was provided to the proposed Provincial Highway By-pass which crossed the southern part of the area and would form the southern boundary of residential development. The Provincial Highway By-pass was to be constructed above the level of the 1950 flood and would serve as a dyke. Dyking to give further protection to the development was suggested from the junction of Killarney Avenue and Kilkenny Street, south on Kilkenny to the new highway. An existing creek running parallel to Pembina Highway in part of the area was retained to provide surface drainage and was treated as a park strip. Development of this area would necessitate a large scale public works program. Council approved the plan in principle, and at year end sewer and water problems were being discussed by municipal officials.

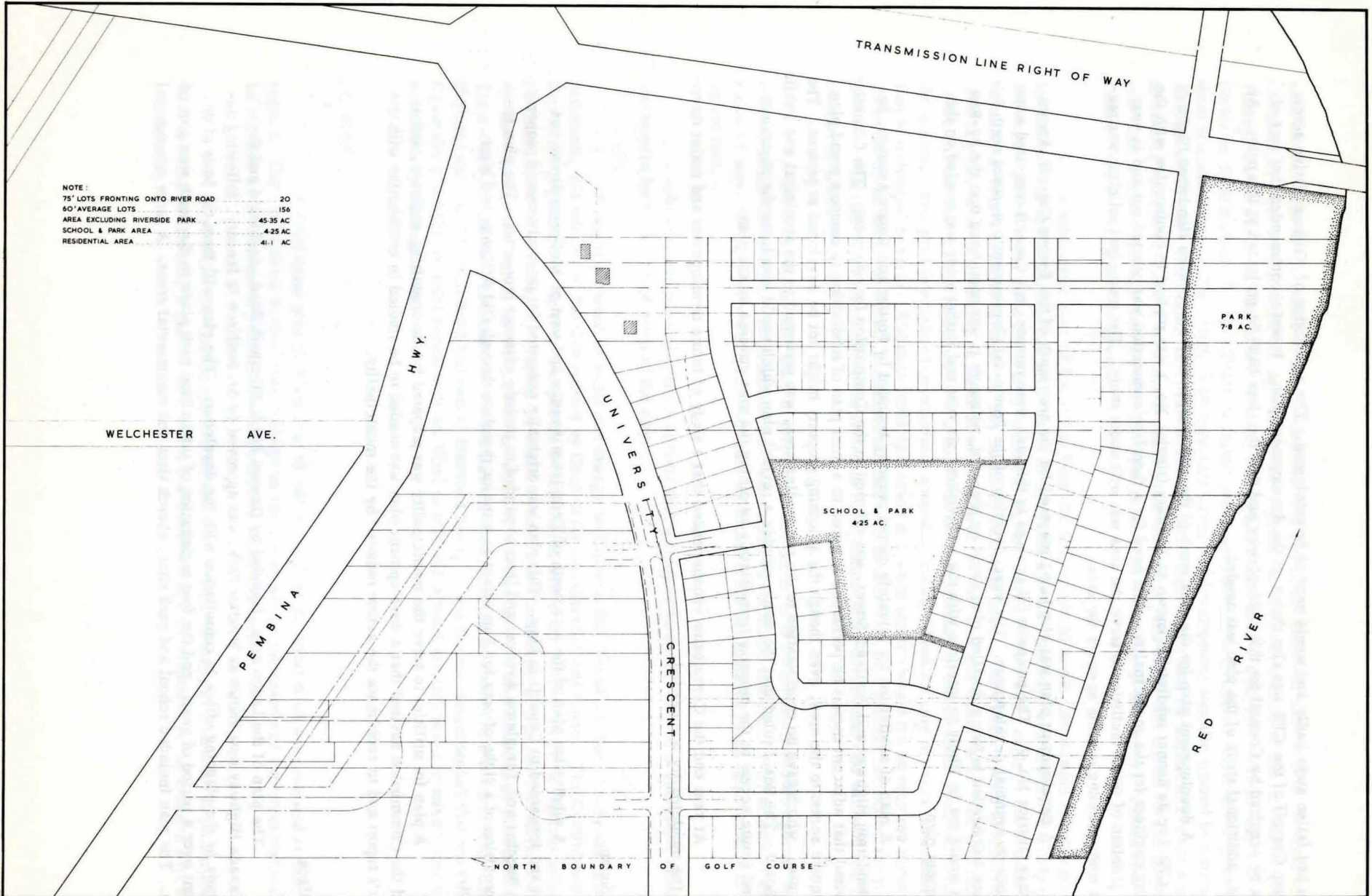
The Fort Garry Advisory Town Planning Commission requested the planning office to prepare an overall plan for the area east of University Crescent from the Pembina Drive-In to the Southwood Golf Course, being River Lots 8-12 in the Parish of St. Vital. Land use and property holding maps were prepared and initial plans were discussed with the private property owners and the local commission. A major thoroughfare connection was suggested on the south side of the power transmission line to avoid going through the residential area. Some larger building sites were provided fronting on the proposed river road. A school site was incorporated in the plan which was approved in principle by Council in June. Discussions were held thereafter between the property owners and municipal officials regarding sewer and water facilities to serve the area. A copy of the plan is shown on Plate 2.

At year end Council had requested a development plan for the area south of the Industrial Area No. 2 and west of the CNR. This was to be incorporated into a larger study of overall development in the municipality during the next five years.

North Kildonan

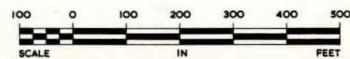
Study of a development plan of the area west of Henderson Highway and south of Essar Avenue to the municipal boundary commenced in 1955, was completed and forwarded to Council in May. This included a subdivision plan of River Lot 58 comprising four lots of an area of at least 12,000 square feet each. The portion of River Lot 58 west of Kildonan Drive was recommended for park use, as the river bank at this

NOTE:
 75' LOTS FRONTING ONTO RIVER ROAD 20
 60' AVERAGE LOTS 156
 AREA EXCLUDING RIVERSIDE PARK 45.35 AC
 SCHOOL & PARK AREA 4.25 AC
 RESIDENTIAL AREA 41.1 AC



PROPOSED PLAN OF SUBDIVISION TRANSMISSION LINE-GOLF COURSE-PEMBINA HWY.-RED RIVER

METROPOLITAN PLANNING COMMISSION
 301 MITCHELL COPP BUILDING WINNIPEG



location had fallen away badly and would need to be reinforced. The connection of Kildonan Drive across the Bergen Cut-off of the CPR was also shown on the development plan. It was recommended that part of the area be acquired by Council for this right-of-way and that the river bank be projected at this point. At year end, additional study of the plan was needed.

A development plan for the area south of the CPR-Bergen Cut-off between Henderson Highway and the CPR-Lac du Bonnet subdivision known as Sanitary District No. 1 was studied in conjunction with the consulting engineer for the municipality. The need for a thorofare connection was pointed out and at year end the problem of sewer facilities to serve the area was still under study. The municipal solicitor was preparing a town planning scheme to cover the area.

A development plan was also being prepared for the area north of the Bergen Cut-off, known as Sanitary District No. 2. The prospects for services in this area were remote, but Council requested some suggestions on eventual development. The exact location of the Provincial Government's proposed north By-Pass Route was needed before a detailed plan could be prepared, although it was considered that the By-Pass location would not be likely to interfere with the subdivision. At year end further study was needed on this development plan.

A plan of subdivision for privately owned property bounded by Fortier and Stuart Avenues, between Henderson Highway and Pentland Street, was referred to the Commission for comment. The Commission advised that adjacent owners be persuaded to agree to a joint plan of subdivision to ensure a sound plan and adequate access to the area, even though the adjoining property might not be developed at present. The owner's plan, which gave no consideration to the surrounding area, was presented to the Municipal and Public Utility Board. The Board ruled that the owner provide a revised plan which would overcome the objections raised and ensure access to the property immediately adjoining the area covered by the plan.

At year end the Commission recommended that a study of future development and major thorofares in the municipality was needed.

Old Kildonan

A subdivision plan of the area north of Templeton Avenue and west of McGregor Street was prepared and forwarded to Council in May. This plan was originally requested for privately-owned property between Beecher and Templeton Avenues and later expanded to include adjacent properties. The plan included provision of a right-of-way for Parr Street as a major thorofare through Old Kildonan and West Kildonan.

A plan for utilities to serve the municipality was prepared by the consulting engineer, and at year end the Commission advised that a development plan was needed to be studied in conjunction with the engineer's report and to coordinate the action required by the municipality.

St. Boniface

The plan of the Ladco area, bounded by Dawson Road, Elizabeth Road, Archibald and the Trans-Canada Highway now known as Windsor Park, was approved by St. Boniface in January, following detailed study by the planning office in consultation with the developers. The plan will form the basis of development over a period of years, and the first registration of subdivision took place in the north west part of the area. The plan included school and park sites, church sites and commercial areas. A large commercial

area was provided in the centre of the development and apartment areas adjacent to this. Several smaller commercial areas were located throughout the development for the convenience of the residential areas. Through traffic was to be kept to a minimum, residential streets having a 50-foot right-of-way and collector streets an 80-foot right-of-way. These collector streets were adequate for transit routes when development warranted them. The design of intersections within the development was also studied in conjunction with the developer's architects. In August it was indicated that the demand for duplex lots in the area was increasing and the developers were anxious to register additional parts of the subdivision for this purpose. At year end, a report and recommendations had been requested for the plan of the central "Cottonwood Shopping Centre" and this study was underway.

A subdivision plan of Lot 122 in Plan 528 was submitted to the Commission for comment. The lot was located approximately two miles south of the Trans-Canada Highway, and comprised a strip of land 380 feet wide and some three miles long running in an east-west direction at an angle to the Mission Lot boundaries, from the Seine River to the city boundary on Plessis Road. The owners wished to subdivide the area into half-acre lots fronting on Bruce Road, each with its own well and septic tank. The Commission was of the opinion that such development would not be in the best interests of the city and would not conform to the generally accepted principle of development extending outward from the city to avoid unnecessary extension of municipal services. Although municipal sewer and water service would not be required initially, requests would be made for certain municipal services such as snow clearing, garbage collection and school bus service. The Commission recommended therefore that permission for development be withheld and Council concurred in this opinion.

A small subdivision study of property at the corner of D'Eschambault and Bourgeault Streets was referred to the Commission. Recommendations were made on the shape and use of lots, as well as street rights-of-way. The property was subdivided into six lots to meet the minimum area requirements of 5,000 square feet.

At year end the Commission advised that a study of future development and major thorofares was needed for undeveloped areas of the city.

A report prepared on water and sewage facilities in the City of St. Boniface by the consulting engineers, was referred to the Commission by Council for consideration and report. The Commission suggested that as the population of the City is expected to be doubled within the next 20 years, a vigorous industrial program should be encouraged. During the next 20 years, the Commission considered that services for residential development should be provided in the whole of the Windsor Park area bounded by Elizabeth Road, Trans-Canada Highway, Archibald Street and Dawson Road, and the area south of this from Trans-Canada Highway south to St. Vital Road and east to Mazenod Road. It was further recommended that the City investigate the possibility of joint action with St. Vital to establish a trunk sanitary sewer to serve future development in both municipalities.

St. Vital

A subdivision plan of River Lots 39 and 40 north of St. Vital Road was reviewed at Council's request. The Commission advised that frontage on the corner lots be increased and the street rights-of-way be widened at the corners to permit suitable pavement width and radius.

At year end the Commission recommended the need for study of future development and thorofares as being particularly urgent in view of the low density fringe development in the southern part of the municipality.

A plan for resubdivision by the private purchasers of the land formerly owned by the Transit Commission was studied by the Survey and Engineering Departments, prior to its being referred to the Commission for study. Lot lines were revised by the Engineering Department in order to provide proper and economical sewer connections to serve the proposed houses in the area. Some revision was also made to the public park areas, to define them more clearly for maintenance purposes. The planning office proposed that, rather than extend Hugo Street to Kylemore Avenue, the proposed lot be retained, and serve the additional purpose of providing pedestrian access between the proposed development and the existing community club and park on Kylemore Avenue. This proposal was satisfactory to both the Engineering and Survey Departments. The planning office further suggested that the area be rezoned from the present M2 category to an R2 zone. Some modification of proposed building arrangements would need to be made, otherwise the changes in lot lines would result in contravention of the side yard requirements of the Zoning By-law. The Survey Department gave assurance that this would be done before the plan was finally registered. The Winnipeg Town Planning Commission approved the resubdivision plan with the amendments outlined above, together with the change in zoning.

The Survey Department forwarded two alternate schemes A and B for a proposed low-cost housing development in the north-east Elmwood area. Scheme A was a subdivision for single-family residential development prepared by the Survey Department and already approved by the Winnipeg Town Planning Commission and Council and registered. The developer proposed Scheme B which would provide additional housing units in row dwellings at lower rental. The Engineering Department was not prepared to recommend Scheme B. The Planning Commission did not consider the 30-foot right-of-way provided in Scheme B adequate as sole access to the housing units and recommended that any development in the north-east Elmwood area be of such a nature as to maintain standard street and lane widths.

Following requests for purchase of a triangular parcel of city-owned land in the area north of Arnold Avenue and east of Churchill High School, Property Committee requested that a subdivision plan be prepared. Survey Department therefore forwarded a proposed subdivision plan for the Commission's opinion. The planning office was of the opinion that the proposed subdivision would create an isolated group of houses with rear yards facing the raised dyke roadway. As the property was considerably lower than the dyke road at this point it would be difficult to screen the houses from the dyke roadway. As the property adjoined the Churchill High School, the question was referred to the School Board and the Board of Parks and Recreation to determine what interest they had in the site. The School Board did not see any need for this additional land in the near future, however they were hopeful that the Parks Board would utilize this land. The Parks Board stated they would like to develop the land for two reasons: namely, that neighborhood park and playground sites are needed both in this and other areas of the city with no such facilities existing in this north section of the Riverview district; and secondly, that it would fit in well with the new parkway that is gradually being developed along the dyke roadway known as Churchill Drive. The Winnipeg Town Planning Commission therefore recommended that the area bounded by Arnold Avenue, the east limit of the Churchill High School site and the Dyke Road be reserved for park purposes. The Survey Department noted that there were a number of similar pieces of property throughout the city, and complaints were often received from residents nearby as the areas became overgrown with weeds and were untended. It was decided that these properties be listed and discussed with the School and Parks Boards.

A number of smaller subdivision plans were referred to the Commission for comment by the Survey Department. These included: (a) approval of a resubdivision of Lansdowne Avenue west of McPhillips Street to close a small part of Lansdowne Avenue east of the Power Transmission Line and provide a new connection to Inkster Boulevard, which would protect the residential area from the industrial area west of it; (b) approval of a resubdivision plan between Cameron and Green Streets in East Elmwood to permit four small

duplexes on each of the four lots which conformed with the existing zoning; (c) approval of a plan of resubdivision in the area bounded by Aberdeen Avenue, Burrows Avenue, Transmission Line and Shaughnessy Street, to extend Fife Street from Aberdeen to Burrows Avenue in line with thorofare and street proposals in the north-west Winnipeg industrial area and which also involved completed negotiations regarding the exchange of properties with private owners to affect the resubdivision; (d) approval of a resubdivision of part of River Lots 22, 23 and 24, St. Boniface which consolidated property formerly held by the Winnipeg Electric Company under separate titles, comprising part registered plans and part former streets or lanes; (e) approval of a plan of resubdivision of the area bounded by Aikins Street, McAdam Avenue, Main Street and a public lane on the south, belonging to the Greater Winnipeg Transit Commission.

STREETS - THOROFARES - TRAFFIC - PARKING

Many of the subdivision and development plans carried out for the member municipalities, as previously mentioned in this report, included recommendations for thorofares, street connections and intersection design. Other specific studies of this nature were as follows:

Traffic, Transit and Parking Survey

The Downtown Business Association, in a submission to a special committee appointed by the City of Winnipeg Finance Committee, proposed that an independent authority be hired to survey the traffic situation in the city and forecast where traffic relief was needed. While the Association was primarily interested in the parking problem, the Traffic Commission of the City of Winnipeg had also been discussing such a survey. It was suggested that other bodies such as the Greater Winnipeg Transit Commission and suburban municipalities would be interested in such a survey and it was further suggested that the Metropolitan Planning Commission would also find the survey useful both as an aid in bringing up to date the thorofare plan of Greater Winnipeg, now ten years old, and as a valuable aid in future planning problems. A meeting was therefore called by the Metropolitan Planning Commission in January 1956, to discuss the interest of the metropolitan municipalities in a complete traffic survey.

In April, a further meeting was held, to which the bodies which were prepared to participate in the survey sent two representatives each. These were the Downtown Business Association, the Provincial Government, the Greater Winnipeg Transit Commission, the Metropolitan Planning Commission and the City of Winnipeg. Agreement was reached that the survey would be carried out under the direction of the Metropolitan Planning Commission and that this body would also receive and disburse the funds provided for this purpose by the contributing municipalities and other bodies. The municipalities were to be assessed on a per capita basis for the Metropolitan Planning Commission share and all councils approached supported this financial arrangement through the Metropolitan Planning Commission. The Provincial Government, the Transit Commission and the Downtown Business Association all indicated their willingness to pay a portion of the cost. A sub-committee was appointed to select a consulting firm to conduct the survey, and preliminary terms of reference to serve as a broad outline for the consultants were prepared. Review of submissions and reports from consultants consumed considerable time and two firms sent representatives to the city before forwarding final submissions on the cost and scope of the survey.

The firm of Wilbur Smith and Associates of New Haven, Connecticut was finally selected and the survey was commenced early in September. Interview stations were operated on an external cordon, downtown parking was surveyed, origin and destination questionnaire cards were distributed at internal cordon

stations, and cards were distributed to passengers on the transit system. Coding of the information was started following each phase of the survey and early in November all outside work had been completed with the exception of a few checks which may be desired in winter months to compare traffic and transit data under winter conditions.

The consultants expressed their appreciation of the excellent co-operation they had received from the various offices concerned, the City Traffic Engineering Branch, the Transit Commission, the Provincial Government and the planning office.

In December the Metropolitan Planning Commission wrote to all cities and municipalities contributing to the survey requesting them to bring forward at that time any particular problems or suggestions they had regarding the survey so that these could then be considered before completion of the survey. At year end, the coding was well underway by the local staff employed by the consultants.

A request from St. Boniface for a report on a truck route system for the City was to be included in the traffic survey, and a report on a submission from a labour group regarding traffic coordination was tabled until the traffic survey was completed.

Transit Commission's Proposals for Portage Avenue

In December, 1955, the Winnipeg Traffic Commission forwarded a suggestion made by the Greater Winnipeg Transit Commission regarding proposals for separate lanes for transit vehicles on Portage Avenue. The Transit Commission proposed that a 24-foot right-of-way be established on one side of Main Street and Portage Avenue exclusively for the two-way movement of transit vehicles, and it was suggested that this transit right-of-way be on the west side of Main Street and the north side of Portage Avenue. The Traffic Commission asked the Town Planning Commission to comment on the submission with particular emphasis on the following points: (1) The effect of such a plan on the business establishments presently abutting Portage Avenue and (2) The effect on the future land use and development of the properties on Portage Avenue and Main Street.

The proposal was studied in some detail, meanwhile a recommendation was sent by the Commission to Finance Committee advising that the Commission's earlier endorsement of the traffic survey be amended to include the recommendation that no development on Portage Avenue, such as a divider strip, be designed until the traffic and parking survey is completed.

The Planning Commission's final report was submitted to the Traffic Commission in February 1956, and in summary the report stated that: (1) the principle of separation of transit and private vehicles is sound provided that transit routes are designed with a minimum number of turns; (2) a proposed separate transit right-of-way on Portage Avenue and Main Street should improve access to the downtown area and should therefore have a generally beneficial effect on business and on property values as a whole; and (3) if the double lane were to be on one side of the street, the side of the street adjoining the transit right-of-way would probably become the more desirable location for small retail stores. It was stressed in the report, however, that the Commission's views in this matter could not properly be brought to a satisfactory conclusion without a thorough survey which would give consideration to all the technical details. In addition, the report stated that it was not to be construed as endorsing the principle of the double lane on one side of the street, in respect of which no conclusion had as yet been formed.

Grant - Hedley Extension

Studies continued from 1955 in an attempt to find a suitable proposal for the extension of Grant Avenue in Winnipeg to Hedley Avenue in Tuxedo and Roblin Boulevard in Charleswood. In November the Director met with the Mayor of Tuxedo to discuss possible solutions to the problem and an alternate route was sketched as the basis for these discussions. Tuxedo has under consideration the gradual resubdivision of land starting in the eastern part of the town and continuing this by stages to the western section. Winnipeg officials meanwhile were considering a proposal for the development and extension of Grant Avenue along the Harte Subdivision right-of-way east of Cambridge Street. In May a plan presented by the Survey Department for extending Grant Avenue from Cambridge to Pembina Highway was approved by the Winnipeg Town Planning Commission. Later in the year, the possibility of service roads to serve property adjoining the thoroughfare from Harrow west was discussed.

In December a proposal was presented to connect Grant Avenue and Taylor Avenue in Tuxedo into a joint route and then continue this combined route west through Tuxedo to a point south of the Tuxedo Golf Course, where the route would again divide into two thoroughfares, one route turning northwest to connect with Hedley Avenue in Charleswood and the other route turning southwest to connect with Ridgewood Avenue in Charleswood. The Winnipeg Town Planning Commission had no objection to this plan and recommended it to the municipalities affected for their consideration and approval, subject to the consideration of the plan by the Director and the City of Winnipeg Engineering Department.

Taylor - Frederic Connection

The City of Winnipeg Survey Department forwarded for the Commission's approval a plan showing the widening and extension of Frederic Avenue from Stafford Street to Taylor Avenue. Due to the location of the City Hydro Transmission line, the maximum width obtainable along this portion of Frederic Street is 90 feet. The Commission approved the plan and recommended that study continue of the Stafford, Frederic and Pembina intersection to ensure adequate provision for handling large traffic volumes when Frederic is opened from Stafford to Pembina.

Highway 59

The width of a possible alternative route for Highway 59, affecting the cities and municipalities of St. Boniface, Winnipeg, North Kildonan and East St. Paul, was discussed due to prospective development of property on the east side of Panet Road in St. Boniface. It was considered desirable to obtain through all the municipalities affected, sufficient right-of-way to establish a four-lane thoroughfare with future service roads on either side of this route. A right-of-way width of 200 feet was suggested to ensure the route would meet the demands of future traffic. It was suggested that this route might be located along Mazenod Road in St. Boniface, to connect northward with the present route of the by-pass. This, however, would lead traffic through a future congested area and across a main switch on the east end of the CNR Paddington railway yards. The Commission therefore made representation to the Provincial Minister of Highways recommending that if Highway 59 was to be re-routed in this area it would be better along Plessis Road rather than Mazenod Road. This would avoid the railway yards as well as by-pass the expanded industrial area. St. Boniface similarly supported this recommendation and Transcona urged that the highway be located on Plessis Road to connect with King Street.

This discussion developed further with the preparation of a map by the planning office showing the general location of the Provincial Government perimeter road system, for the benefit of the municipal members. The routes were not definite, although the southern route through St. Boniface, St. Vital and

Fort Garry was considered to be reasonably final. In St. Boniface, a possible extension of the CNR's Paddington Yards might necessitate relocating a portion of the new Trans-Canada Highway and two alternate intersections had been sketched on the map prepared by the planning office. At year end it was suggested that the Director discuss with CNR officials the railway's plans for this area to avoid any further conflict with development plans.

Thorofare Connection at Brookside Cemetery

The proposed extension of the airport property would cut-off the southwest corner of Brookside cemetery, owned by the City of Winnipeg. This extension would also affect the connection at the boundary of the airport of Notre Dame Avenue and Sharpe Boulevard just outside St. James in the Municipality of Rosser. It was considered essential that a road connection be retained here for use of trucks engaged in construction work at the airport as well as other local traffic and a meeting was therefore held with representatives of Rosser, St. James, Brooklands and Winnipeg. Further meetings were held with officials of the Department of Transport, and the study was left in the hands of the Superintendent of the Board of Parks and Recreation for the City of Winnipeg to make additional enquiries from Dominion Government officials.

Haney - Moray Connection

Study of a proposed thorofare connecting Charleswood and St. James across the Assiniboine River continued from 1955. A detailed plan of a connection in Charleswood north of Roblin Boulevard to the river for the proposed Haney - Moray connection was requested and preliminary sketches were prepared. At year end further work on this extension was awaiting additional survey information from both Charleswood and St. James.

Fort Garry - St. Vital Intermunicipal Thorofare

An intermunicipal thorofare route connecting Fort Garry and St. Vital across the Red River was considered necessary in the future when further development took place in both municipalities. The Commission's major thorofare plan prepared for the Greater Winnipeg area in 1946 suggested such a connection from Welchester Avenue in Fort Garry to De la Giclais Road in St. Vital. A plan of this connection was prepared for consideration of both councils and joint meetings of the local planning commissions were held in this regard. St. Vital agreed to hold all municipal land in the area concerned to establish an adequate right-of-way for this purpose. At year end a sketch plan had been approved in principle by both Councils, and further study was needed particularly in conjunction with other major thorofares.

Extension of Rosser Road

A land use map of the eastern part of the City of St. James was prepared in connection with the study of the southerly extension of Rosser Road. It covered also the adjoining west section of the City of Winnipeg. The circulation problem in this area was being studied at year end in conjunction with the airport approaches.

East Kildonan - North Kildonan Thorofares

A plan of a Watt - Stadacona connection in East Kildonan was prepared and forwarded to Council early in 1956.

In December a sketch of a suggested subdivision for the northern part of East Kildonan was prepared at the request of Council. This sketch also showed a widening of Raleigh Street, as this street had been suggested as a major thorofare. It had also been suggested to North Kildonan that this route continue north through that municipality. Additional recommendations included the provision of an east-west thorofare connecting Bird's Hill Road and Henderson Highway to ensure adequate provision of traffic arteries for future development. Oakland Avenue was suggested as being suitable for widening to 100 feet. Joint discussions between East and North Kildonan were advised by the Planning Commission.

Haig Avenue Extension

In 1955 the Commission urged the St. Vital Council to endeavour to make some arrangement with Catholic Church authorities, who had an option to purchase municipal property which would necessitate closing Haig Avenue between St. Mary's Road and Des Meurons Avenue. Council was urged to retain the right-of-way needed for this thorofare extension. Haig Avenue had been a proposed thorofare route for many years and was considered essential for the connection of Elizabeth Road in St. Boniface across the Seine River to St. Mary's Road. Moreover Council had expropriated property at the St. Mary's Road connection to improve the right-of-way. In January 1956 however it was learned that the property needed for this extension had been sold to the Catholic Church for use as a school site and the proposed thorofare connection therefore could not be made.

Street Numbering Systems

The first stage of a street numbering system in East St. Paul, covering the area south of Hodiott Road was completed during the year.

Work was commenced on a street numbering system for Old Kildonan. At year end further study was needed to carry out this project.

Street Name Duplication

During the year numerous requests were received from a number of municipalities asking for suggestions for street names or that proposed names be checked against the master list of street names in the Greater Winnipeg area for duplication or similarity. This indicated the willing co-operation of municipalities, which greatly assisted the Commission's task of keeping the master list up-to-date. It was urged early in 1956 that further means be sought to eliminate existing duplications as time permitted. No progress had been possible in this regard.

Appeals Under By-law 17066 for Private Approaches, Walks and Culverts, City of Winnipeg

Under By-law 17066, passed by City Council in May 1953, the Winnipeg Town Planning Commission acted as an appeal board for applications which did not conform to the By-law requirements but for which the applicant claimed he had some special need.

In 1955, at the request of Traffic Commission, the Winnipeg Town Planning Commission forwarded recommendations concerning problems involved in granting approaches. In March 1956, the Traffic Commission forwarded a list of proposed amendments to the Private Approach By-law 17066, which it had

formulated following study and discussion of various suggestions from the Committee on Public Works, the Subcommittee on Civic Properties and the planning office. These were forwarded to the Committee on Public Works for consideration, and certain amendments to the By-law were subsequently passed by Council.

On July 3rd, 1956, further amendments were made to the By-law by motion of Council, including the resolution that the Winnipeg Traffic Commission be empowered to act as the appeal board to hear and determine applications under this By-law.

During the first six months of 1956, therefore, acting in the capacity of an appeal board, the Winnipeg Town Planning Commission considered a total of 51 applications. Applications for approaches to private homes totalled 32, 6 of which were granted and 26 refused. Those granted were due largely to extenuating circumstances affecting the property, while in the majority of refusals the homes were already served by a lane. Applications for approaches to apartment blocks totalled 4, 2 of which were granted and 2 refused. One application for an approach to a church parking lot was granted. Business premises applied for a total of 14 approaches which were non-conforming under the By-law. Of this number, 9 were granted and 5 refused. Those granted were largely due to the use of semi-trailers in the business operation, thus requiring an approach above the normal in width, while those refused were considered to be adequately served, or it was considered that additional approaches would be hazardous to traffic movements.

SCHOOLS - PARKS - PLAYGROUNDS

Many studies already mentioned in this report, relating to zoning, subdivision and development, included school, park and playground proposals. Other studies of this nature included:

Report on Recreation Standards

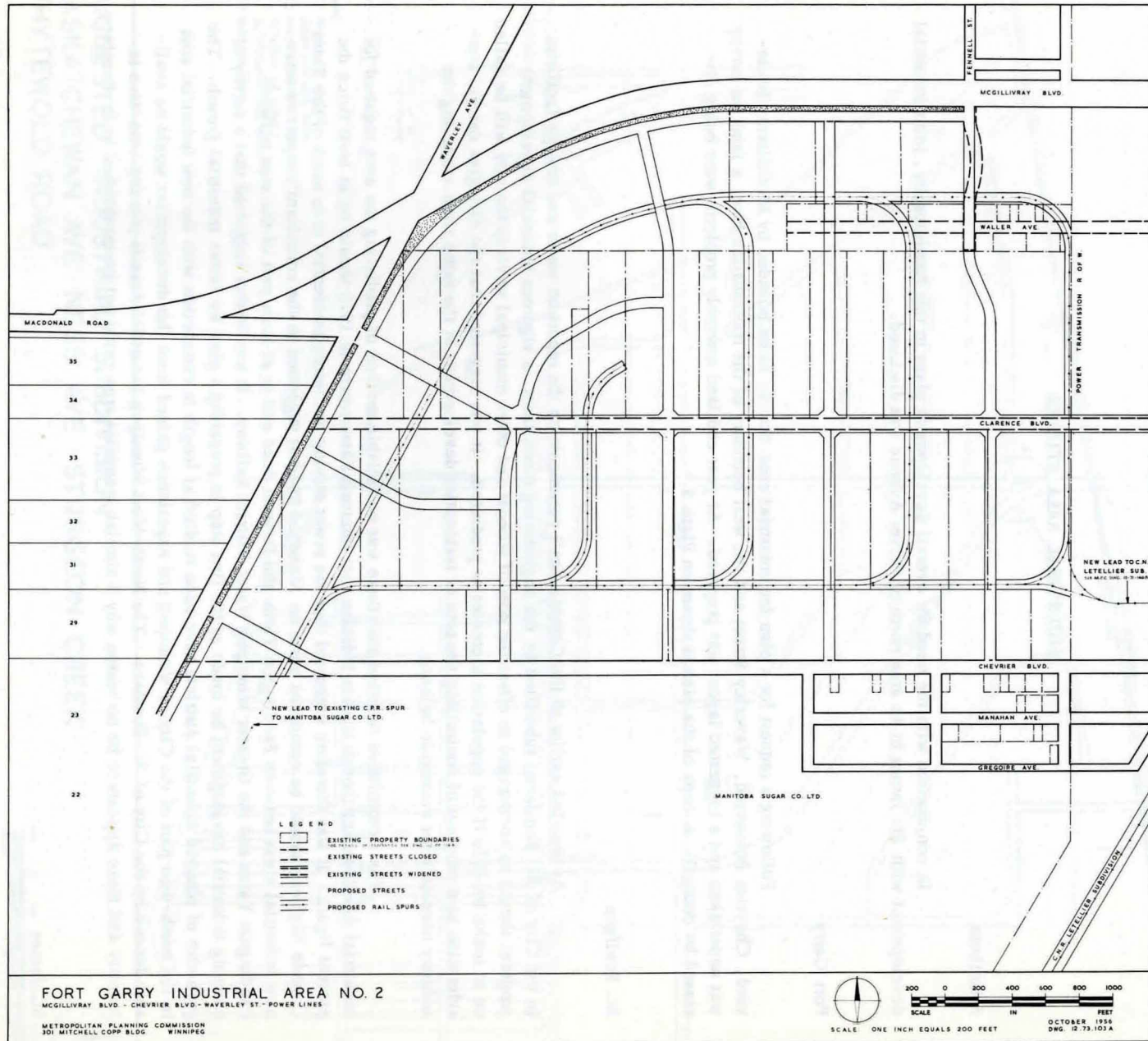
Following a request from the Superintendent of the Winnipeg Board of Parks and Recreation regarding the definition of types of recreational areas that should be included when applying the generally accepted standards of one acre of public recreational space for each 100 population, the planning office considered it necessary to review the whole question of standards for parks and recreational space. A report was therefore prepared and sent to the Parks Board and Winnipeg School Board for comment, and to the Winnipeg Town Planning Commission members for study.

The Superintendent of the Winnipeg School Board agreed with the report in principle and with the idea of a proposed metropolitan parks board to administer large parks which were used on a metropolitan basis not solely by Winnipeg residents. The Superintendent also agreed that it was desirable that school and park authorities work closely together for the best utilization of park and play areas, particularly in view of the size of sites outlined for junior and senior high schools.

On the basis of the report, park and recreation facilities in Winnipeg are below the standards set out in the report. The Superintendent of the Parks Board thought it desirable to have all facilities in Greater Winnipeg assessed to gain a broader view.

The report was subsequently referred to the Metropolitan Planning Commission with the suggestion that it be enlarged to a metropolitan basis. Information was requested from the suburban municipalities in this connection.

Plate 3.



Glenlawn School District Report

The Planning Office was requested to undertake a study of distribution of school population and future needs of the Glenlawn School District in St. Vital. Information gathered, plotted on maps to indicate present school enrollment, residence and schools attended, as well as prospective development and its needs. At year end the first draft of this report was being prepared.

INDUSTRIAL AREA STUDIES

Assiniboia

In conjunction with the need for overall development plans in this municipality, joint industrial development with St. James in an area north of Silver Avenue was discussed.

Fort Garry

Following a request for a plan for industrial area No. 2, to be bounded by McGillivray Boulevard, Chevrier Boulevard, Waverley Street and the west boundary of the transmission line, a land use survey was undertaken and a suggested layout was prepared. At year end land assembly problems were being discussed by council. A copy of the plan is shown on Plate 3.

St. Boniface

As reported earlier in the Commission's comments on the report on water and sewage facilities in the City of St. Boniface, submitted by the engineering consultants, a vigorous industrial development program should be encouraged to offset the cost of schools and other municipal services the city will be called on to make by 1975 if the population increases as predicted. It was suggested that the city give careful consideration to a program of controlling the rate of residential development at the same time attracting the industry necessary for economic balance.

The Commission reported that there was no reliable method of predicting the area required for industrial development though studies indicate that industrial assessment in 1975 should be at least twice the present figure. It was therefore suggested that the sewer serving the future residential area south of the Trans-Canada Highway should be continued north on Mazenod Road as suggested in the consultant's report to serve new industrial areas between Paddington Yards and Dawson Road and in at least part of the area between Paddington Yards and the Greater Winnipeg Water District Railway. It was further suggested that a survey of existing industrial development be made as the first step in preparing a plan for future industrial growth. The problems of planned industrial districts have been studied at length in connection with the new industrial area in the north-west part of the City of Winnipeg and experience gained from this development would be available for use by the City of St. Boniface. The North-West Winnipeg Industrial Area is proving attractive to industry and there appears to be no reason why a similar industrial area could not be established in St. Boniface.

St. James

A plan of an industrial area bounded by the Airport, Saskatchewan Avenue, the municipal boundary on the west and Silver Avenue, was prepared and forwarded to council in September. This plan

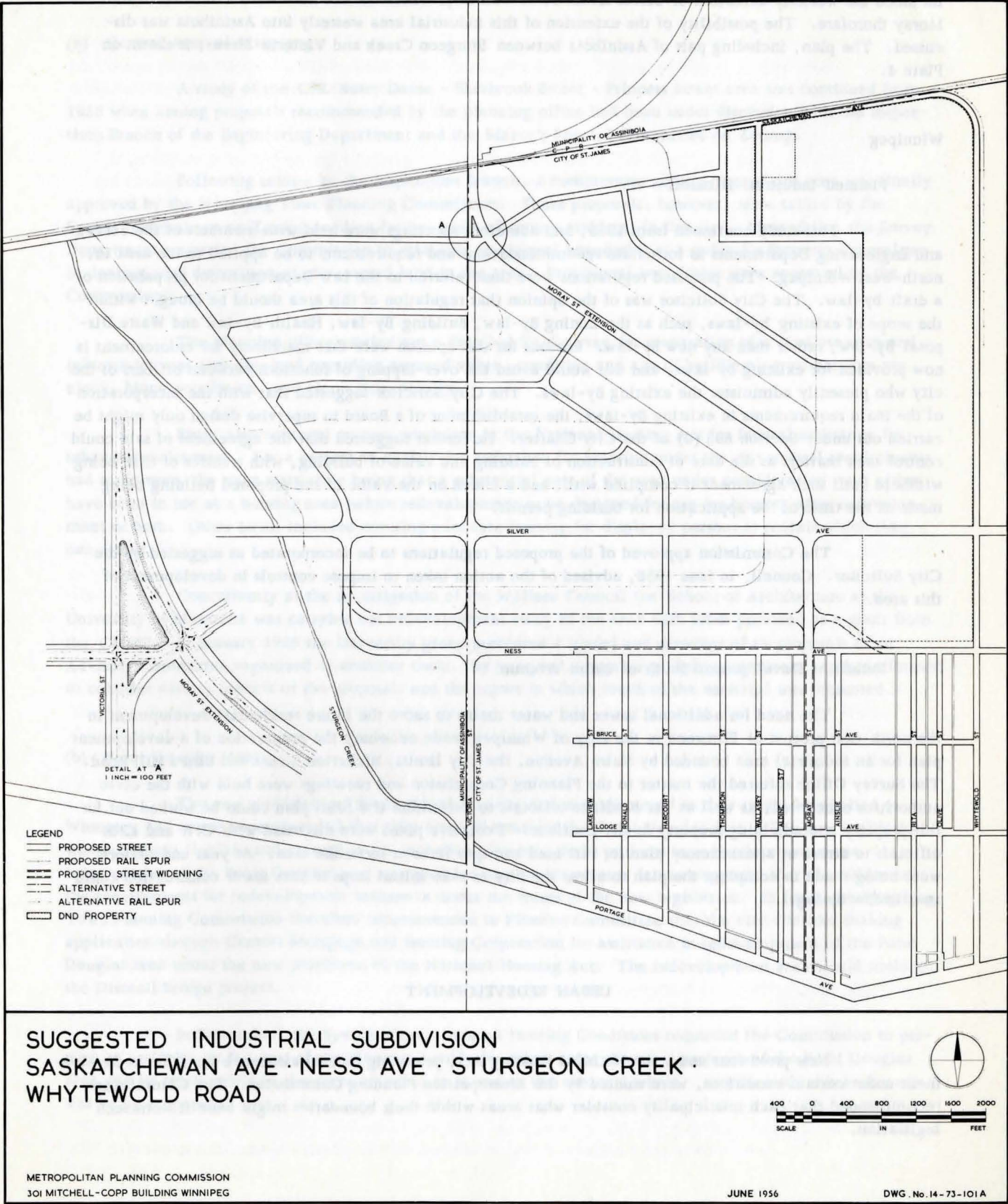


Plate 4.

included the westerly extension of Silver Avenue, as well as provision for the northward extension of the Moray thoroughfare. The possibility of the extension of this industrial area westerly into Assiniboia was discussed. The plan, including part of Assiniboia between Sturgeon Creek and Victoria Street, is shown on Plate 4.

Winnipeg

Planned Industrial Districts

This study continued from 1955, and numerous meetings were held with members of the Survey and Engineering Departments to formulate recommendations and requirements to be applied to the area in north-west Winnipeg. The proposed regulations were then referred to the Law Department for preparation of a draft by-law. The City Solicitor was of the opinion that regulation of this area should be brought within the scope of existing by-laws, such as the Zoning By-law, Building By-law, Health By-law and Waste Disposal By-law, rather than any new By-law. Reasons for this opinion were that machinery for enforcement is now provided for existing by-laws, and this would avoid the over-lapping of functions between officers of the city who presently administer the existing By-laws. The City Solicitor suggested that with the incorporation of the main requirements in existing By-laws, the establishment of a Board to supervise design only might be carried out under Section 693 (d) of the City Charter. He further suggested that the agreement of sale could control such matters as the date of construction of building and value of building, with transfer of title being withheld until such agreement is complied with, and a check on the value of the proposed building being made at the time of the application for building permit.

The Commission approved of the proposed regulations to be incorporated as suggested by the City Solicitor. Council, in June 1956, advised of the action taken to impose controls in development of this area.

Industrial Development South of Nairn Avenue

The need for additional sewer and water mains to serve the future residential development in the north-east portion of Elmwood in the City of Winnipeg made necessary the preparation of a development plan for an industrial area bounded by Nairn Avenue, the city limits, Bickerton Street and Bird's Hill Road. The Survey Office referred the matter to the Planning Commission and meetings were held with the civic authorities concerned, as well as St. Boniface officials to determine if a joint plan could be worked out for this property and adjoining property in St. Boniface. Tentative plans were discussed with CPR and CNR officials to arrive at a satisfactory plan for rail lead and spur lines to serve the area. At year end, efforts were being made to complete the plan to allow the city to take initial steps so that sewer construction could start in the Spring.

URBAN REDEVELOPMENT

New provisions under the National Housing Act, providing federal assistance for urban redevelopment under certain conditions, were studied by the Metropolitan Planning Commission. The Commission recommended that each municipality consider what areas within their boundaries might benefit from such legislation.

Winnipeg

(a) Central Area of Winnipeg

A study of the CPR-Notre Dame - Sherbrook Street - Princess Street area was continued from 1955 when zoning proposals recommended by the planning office had been under discussion with the Inspections Branch of the Engineering Department and the Mayor's Special Committee on Zoning.

Following review by the Inspections Branch, a compromise zoning plan of this area was finally approved by the Winnipeg Town Planning Commission. These proposals, however, were tabled by the Special Committee on Zoning pending further study of zoning problems in the city. Meanwhile, the Survey Department requested the Commission to establish provisional boundaries as a guide for Property Committee in dealing with disposition of city-owned land in the area. Provisional boundaries were approved by the Commission.

The planning office carried out a detailed field survey for preparation of a land use map and information was also obtained regarding assessed value, condition and age of buildings, gross acreage per block, block population, and block gross density.

Study also centered on new provisions in the National Housing Act for federal assistance for urban redevelopment. For a project to qualify for assistance for clearing under the Act several requirements had to be met, the most restrictive being that a substantial part of the area under consideration must either have been in use as a housing area before redevelopment or be designed for use for housing after redevelopment or both. Other terms included ensuring adequate housing for displaced persons at rentals which they can afford.

Concurrently at the investigation of the Welfare Council the School of Architecture at the University of Manitoba was carrying out redevelopment study of the area with funds provided as a grant from the CMHC. In January 1956 the University group presented a model and drawings of its proposals to an Advisory Committee organized to consider them. By year end a number of Sub-committees had been formed to consider various aspects of the proposals and the report in which much of the material was presented.

(b) Point Douglas Area

The new provisions of the National Housing Act were discussed as they might be applied to Winnipeg and it was recommended that City Council consider the Point Douglas area. The new legislation was extremely flexible and permitted the inclusion of public works projects in redevelopment areas. As a large portion of the Point Douglas area was used for housing at present, it was suggested that it would meet the requirements for redevelopment assistance under the terms of the new legislation. In June, the Winnipeg Town Planning Commission therefore recommended to Finance Committee that the city consider making application through Central Mortgage and Housing Corporation for assistance in redevelopment of the Point Douglas area under the new provisions of the National Housing Act. The redevelopment area would include the Disraeli Bridge project.

In December, the Special Committee on Housing Conditions requested the Commission to prepare an estimate on the cost of carrying out a study for urban redevelopment purposes of the Point Douglas area and its relationship to the areas adjacent to it and to the city as a whole. At year end, this estimate was being prepared.

SUBMISSION TO THE GREATER WINNIPEG INVESTIGATING COMMISSION

As outlined in the Foreword of the Metropolitan Planning Commission's 1955 annual report, the activities of the Greater Winnipeg Investigating Commission were followed with great interest throughout the year by the planning office.

Submissions were received by the Greater Winnipeg Investigating Commission in September 1956, and prior to this date the Director and Associate Planner prepared and submitted a draft brief to the members of the Planning Commission. After studying this brief, the members were of the opinion they could not endorse this brief when their councils were submitting material which would likely contain different views on several matters. It was considered desirable, however, that the planning office submit a brief and that such a brief would be of value to the Greater Winnipeg Investigating Commission. The Commission members therefore authorized the Director and the Associate Planner to submit this brief under their own names, rather than as an official brief from the Metropolitan Planning Commission, and this action was followed.

MAPS

Numerous maps were prepared during the year in conjunction with the various planning studies. Other major maps were being prepared or contemplated at year end, as follows:

St. Boniface requested a revision of their 300' scale base map, and some progress was made in the Spring, but later delayed due to pressure of other work.

A 1000' scale map showing existing residential zoning was prepared for St. Vital in May. Tuxedo requested an 800' scale zoning map of the outer two miles.

East St. Paul, Fort Garry and St. Vital requested a 1000' scale zoning map which would give greater ease of handling than the required 400' scale zoning maps. A smaller map would be more convenient for municipal councils, realtors and other interested parties. Examples were obtained of a photographic reduction of a 400' scale map and it was possible to obtain a very clear negative. The cost of such reduction, while considerably less than preparation of a new 1000' scale map by the normal procedure, was beyond the scope of the Commission budget. The Commission was of the opinion that the municipalities desiring the map reduction should bear this expense. This item, however, was discussed at the December meeting of the Commission and it was tabled until the New Year when any new members of the Commission would be present.

At year end, it was noted that 400' scale base maps were needed for the municipalities of Assiniboia and Charleswood, particularly for the eastern sections of both municipalities. A 400' scale base map, as well as a 1000' scale reduction, was needed for Tuxedo.

A new 1000' scale base map of Greater Winnipeg, commenced in 1955, was being traced on linen at year end. Pressure of other work had delayed this map considerably, but school lists had been sent to municipalities for checking. A street name list was also prepared which would be keyed to the base map.

The Commission also received many requests for copies of maps from government and municipal bodies. Reproduction of some maps was requested for use by government offices, and for use in some utility reports. The Department of Mines and Technical Surveys requested the Commission to revise a map of Greater Winnipeg for use in the Atlas of Canada. A map forecasting development in Greater Winnipeg in 1980 was prepared for the Royal Commission on Canada's Economic Prospects.

PUBLIC INFORMATION SERVICE

Public relations activities for the Metropolitan Planning Commission were carried out by the Community Planning Association of Canada through C. F. Greene and Associates, in accordance with the policy established in 1948.

Again in 1956, as in the previous year, exceptionally good coverage of planning news and activities was given by the local newspapers and radio stations.

"Planning Notes" bulletins were distributed approximately every two months to a mailing list of over 500 officials and citizens. These bulletins outlined current and proposed studies underway in the planning office.

The Director attended the American Institute of Planners' Conference held in Providence, Rhode Island, from May 6th to 9th. One of the panel discussions was on highways and planning, including urban thorofares and major thorofare systems. The Director had the opportunity of discussing the problems of traffic surveys with many traffic authorities from the United States and Canada. He also called on several consultants that the committee had been considering for the Winnipeg survey.

The 1956 National Planning Conference of the Community Planning Association of Canada was held in Ottawa from October 29th to 31st. Mr. Joslyn and the Director attended as national councillors of the CPAC and Alderman Harvey attended as a representative of the Metropolitan Planning Commission. One of the main topics of the conference was urban redevelopment problems and the Director discussed Winnipeg's progress in this matter. An excellent address on town planning, given by the Honourable Vincent Massey, Governor-General of Canada, at this conference, was later published in the CPAC Review and distributed to all Commission members. A display of newspaper clippings of the three-day conference, shown to the members, indicated the excellent publicity afforded the conference, in spite of other important world and local news in prominence at the time.

A Metropolitan Planning Commission dinner was held in April and was attended by some 191 municipal members, including mayors, reeves, aldermen, councillors, secretary-treasurers, municipal engineers and members of both the Metropolitan Planning Commission and the Winnipeg Town Planning Commission and their wives. The Director outlined the history of the Commission, its problems, the program of studies carried out, and discussed the future prospects for population growth and development generally in the Greater Winnipeg area. It turned out to be a valuable event particularly from a public relations point of view. Contributions from business firms covered the expense of the dinner.

Mr. Greene, following his return from a vacation to Hawaii, reported that he had met the Director of Planning for Honolulu and discussed planning work. The City Planning Commission there operates the Zoning By-law and once monthly a meeting is called to consider variations. They believe strongly in long-range planning, discussing a range of 50 years hence, due to the fact that the coming of jet airplanes will increase the volume of visitors and the number of people settling there after retirement.

The Director appeared on a TV show in October with Mr. Charles O. Pratt of the consulting firm of Wilbur Smith and Associates and various features of the traffic survey were discussed. In November another TV show was held with the Director and Mr. D. I. MacDonald, General Manager of the Greater Winnipeg Transit Commission, answering questions on aspects of the traffic survey.

Considerable time was spent in attempting to arrange a series of TV shows on planning and related subjects. In the fall arrangements were well underway, however a change in officials at the Winnipeg TV station necessitated entering into new discussions with new personnel. The CBC averaged over 800 requests a month for free time. A further complication was the recent connection with the microwave network in the east, which reduced the free time available for local programs.

The Ninth Annual Extension Course in Municipal Administration for Secretary-Treasurers was held at the University of Manitoba in June and the Director was a member of a panel at the planning session.

A successful planning conference was held in Brandon in November, sponsored by the CPAC, and it was attended by 3 mayors and 28 members of councils. Good press coverage was given the proceedings and there was a strong request for a similar conference early in 1957.

A talk given in June by Mr. Stewart Bates, President of Central Mortgage and Housing Corporation, under the auspices of the CPAC, was well attended. Mr. Bates spoke on the new housing legislation recently established by the federal government.

The CPAC provided some planning material for distribution at the Better Homes Exposition in the Winnipeg Arena. Similar material was made available at the Canadian Construction Association Convention held in Winnipeg.

Copies of "Your Plan in a Nutshell" were distributed to the members. This booklet had been prepared some six years ago and had been very well received. It was suggested that a similar booklet might be prepared but that such action be delayed until the Traffic, Transit and Parking Survey was completed. The salient features of the survey could then be emphasized in the booklet.

FINANCIAL STATEMENT FOR 1956

Budget and Municipal Shares

The budget for the period from January 1st to December 31st, 1956, totalling \$48,700.00, was approved by the twelve participating cities and municipalities. The shares were determined on a per capita basis using the 1951 Dominion Census figures.

Under the Metropolitan Planning Act, the maximum contribution was limited to fifteen cents per capita. For the 1956 budget, member municipalities were assessed 13.5 cents per capita.

Table 1 - Budget and Apportionment, January 1 to December 31, 1956

BUDGET	
Salaries	\$ 38,300.00
Office Expenses	5,000.00
Rent	2,400.00
Car Operation & Depreciation	900.00
Conferences	800.00
Public Information Service	1,100.00
Contingencies	200.00
Total	<u>\$ 48,700.00</u>

APPORTIONMENT		
Municipality	Population	Share
Assiniboia	2,663	\$ 360.00
Charleswood	3,680	497.00
East Kildonan	13,144	1,774.00
East St. Paul	1,321	178.00
Fort Garry	8,193	1,106.00
North Kildonan	3,222	435.00
Old Kildonan	869	117.00
St. Boniface	26,342	3,556.00
St. James	19,561	2,641.00
St. Vital	18,637	2,516.00
Tuxedo	713	96.00
Winnipeg	235,710	31,821.00
Total	<u>334,055</u>	<u>\$ 45,097.00</u>

Revenue:

Municipal members assessment	\$ 45,097.00
Deficit to be drawn from accumulated surplus	3,603.00
Total for 1956 Operations	<u>\$ 48,700.00</u>

Operations Fund

The balance in the Operations Fund at December 31st, 1955, amounted to \$14,520.46. Receipts from member municipalities for 1956 totalled \$45,097.00, miscellaneous receipts \$1,899.82, and expenditures totalled \$50,569.35. The balance in the Operations Fund at December 31st, 1956, amounted to \$10,947.93. A summary of receipts and expenditures is shown in Table 2.

Table 2 - Operations Fund, January 1 to December 31, 1956

Balance December 31, 1955		\$ 14,520.46
Receipts: From Member Municipalities		
Assiniboia	\$ 360.00	
Charleswood	497.00	
East Kildonan	1,774.00	
East St. Paul	178.00	
Fort Garry	1,106.00	
North Kildonan	435.00	
Old Kildonan	117.00	
St. Boniface	3,556.00	
St. James	2,641.00	
St. Vital	2,516.00	
Tuxedo	96.00	
Winnipeg	31,821.00	\$ 45,097.00
Miscellaneous Receipts	1,899.82	\$ 46,996.82
		\$ 61,517.28
Expenditures:		
Salaries	\$ 37,288.62	
Office Expense	6,464.27	
Transportation	704.34	
Rent	2,231.96	
Public Relations	1,304.92	
Conferences	785.66	
*Charged to Report Fund	1,789.58	\$ 50,569.35
Balance December 31, 1956		\$ 10,947.93
*Office equipment and alterations charged to Report Fund, to be reimbursed from year end balance.		

A substantial balance is required in the Commission's Operations Fund at the end of the year, as it is not until March and April that many civic and municipal budgets are approved and payments can be made to the Commission. The year end balance is used for operating expenses until the budgets are approved by council.

TRAFFIC, TRANSIT AND PARKING SURVEY FUNDS

Collection and disbursements of funds to carry out the Traffic, Transit and Parking Survey, mentioned earlier in this report, was made the responsibility of the Metropolitan Planning Commission. Of the total cost, \$10,000.00 was to be paid by the cities, towns and municipalities of Greater Winnipeg on a per capita basis. As the Commission had existing facilities for collection of municipal funds, it was agreed that all shares be paid into the Metropolitan Planning Commission Trust Fund. The Provincial Government administers this Trust Fund for the Commission, and a separate entry was made to indicate payments to and disbursements from the Traffic, Transit and Parking Survey funds. The cost of the survey, the shares to be paid by the participants and the amounts received by December 31st, 1956, are shown below. No disbursements were made from this fund during 1956.

Total Cost of Survey Estimated to be:

Consultant's Fees	\$ 36,000.00	
Printing Report & Miscellaneous expenses	5,000.00	\$ 41,000.00

Participants agreed to share the cost as follows:

Province of Manitoba, up to \$16,667.00) *
Greater Winnipeg Transit Commission,)
up to \$12,500.00)	
Budgetted total for Province of Manitoba and Greater Winnipeg Transit Commission	\$ 28,500.00

Municipalities of Greater Winnipeg:

Assiniboia	\$ 77.20	
Charleswood	105.90	
East St. Paul	38.30	
East Kildonan	381.10	
Fort Garry	237.50	
North Kildonan	93.40	
Old Kildonan	25.20	
St. Boniface	763.90	
St. James	567.20	
St. Vital	540.40	
Tuxedo	20.60	
West Kildonan	313.80	
Winnipeg	6,835.50	10,000.00

Downtown Business Association	2,500.00	\$ 41,000.00
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*Any saving will be apportioned on the basis of 4 to 3 between the Provincial Government and the Greater Winnipeg Transit Commission.

Amounts Received by December 31, 1956

Greater Winnipeg Transit Commission		\$ 12,500.00	
Municipal Shares:			
East St. Paul	\$	38.30	
Fort Garry		237.50	
West Kildonan		313.80	
Winnipeg		6,835.50	7,425.10
Downtown Business Association		2,500.00	\$ 22,425.10

PROVINCIAL PLANNING SERVICE

Ministers of the Provincial Government approached the Chairman and Director of the Commission early in the year to discuss the possibility of organizing a provincial planning office to assist small towns throughout Manitoba. A committee of the Commission met with the Honourable C. E. Greenlay and the Honourable F. C. Bell to consider the proposal that the Metropolitan Planning Commission undertake the organization of a technical service, provided that all costs would be borne by the province.

The province was anxious that the planning operation be under experienced direction from the first. It was completely understood that under no circumstances would there be any reduction in the services now supplied to member municipalities of the Metropolitan Planning Commission. The supervisory time required of the Director and Associate Planner would be charged to the Province. Any staff hired for the provincial service would be available to the Metropolitan Planning Commission without charge at any time when the provincial office was not busy. This would likely offset any time loss required by the shared supervisory service of the Director and Associate Planner, which would be difficult to calculate on a monetary basis. Some additional benefit would be derived locally by being in close association with provincial departments, such as the Highways Branch and the Department of Industry and Commerce. Any economic studies that might be made by the Province would also be very useful to the Commission.

A draft agreement between the Province and the Commission was prepared and distributed to members for comment. This included a tentative budget for operating the Provincial Planning Service and compensation for supervisory services of the Metropolitan Planning Commission staff. At year end the majority of member municipalities had indicated their approval of the agreement, on condition that the Metropolitan Planning Commission did not suffer in any way from the supervision of the Provincial Planning Service. Provincial authorities were also considering the agreement and indications were that it would be accepted and in operation in the new year. Amendments to existing legislation were necessary to implement the agreement and the Attorney-General's Department of the Provincial Government was preparing this material.

FOREWORD—Continued

It has, therefore, been suggested that a conference might be called which could include leaders of business and industry in Greater Winnipeg with leading representatives from the Provincial Government, the city, suburban municipalities, Chambers of Commerce, labor organizations, the press, planning commission, Downtown Business Association, Industrial Development Board, Greater Winnipeg Transit Commission, railways, etc.

The purpose of this conference would be to discuss, and to take steps to make an economic and physical survey with a view to developing the plan for growth that will give the maximum in efficiency, safety, health, convenience, and amenity, for citizens, in industry, in business and in living conditions in the areas in which they reside in Greater Winnipeg and in other urban communities of Manitoba.

It would appear highly desirable that the conference be called at an early date. The Metropolitan Investigating Commission will be preparing its report soon and the Commission on Flood Cost Benefit will also be formulating recommendations in the near future. The recommendations of both these important Commissions could be materially altered by the findings of an economic and physical survey such as suggested.

C. E. JOSLYN