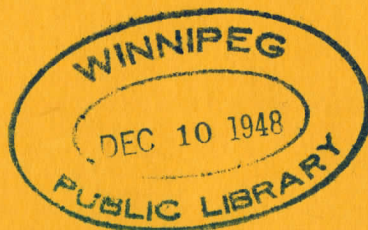


# RESIDENTIAL AREAS GREATER WINNIPEG



1948



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PRELIMINARY REPORT ON  
**RESIDENTIAL AREAS**

PART OF METROPOLITAN PLAN FOR GREATER WINNIPEG

Assiniboia	Brooklands	Charleswood
East Kildonan	Fort Garry	St. Boniface
St. James ..	St. Vital	Transcona
Tuxedo	West Kildonan	Winnipeg

MANITOBA CANADA

NO. 7 OF  
MASTER PLAN REPORTS

Prepared Jointly By

METROPOLITAN PLANNING COMMITTEE  
WINNIPEG TOWN PLANNING COMMISSION

1948



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## FOREWORD

The comprehensive plan for the metropolitan area is being prepared by the Metropolitan Planning Committee (Greater Winnipeg) and the Winnipeg Town Planning Commission, which in 1944 jointly established the 'Metropolitan Plan - Greater Winnipeg' for this purpose. Reports have been published on Background for Planning, Major Thorofares, Transportation, Transit, Neighborhoods - Schools, Recreation and Parks, and Zoning. Subsequent reports will soon be published dealing with the Central Business District and City's Appearance.

The Residential Areas report, seventh in the series, was prepared in the Planning Office, and then reviewed and approved by a Citizen Advisory Committee on Housing, one of several advisory committees appointed by the Joint Executive for the purpose of studying proposals on various phases of the comprehensive plan.

The report deals with residential areas and neighborhood environment, suggesting various means that may be used in developing more livable areas, and providing some assurance that they will continue to be sound places to live.

## **HOUSING IN THE OVER-ALL PLAN**

The comprehensive master plan offers a framework within which housing may develop in better planned, residential neighborhoods, with reasonable assurance that the residential character of such areas will be maintained. The location and site development of residential areas are of vital concern in the planning program, which aims to provide for the citizens greater amenity, convenience, health and general welfare.

The importance of environment in the development and maintenance of desirable housing cannot be overlooked. Residential areas should be safe, and therefore free from heavy traffic, which should be carried on major thorofares along the boundaries of neighborhoods. Good transit service can be provided by routing transit lines on major thorofares, leaving minor residential streets to carry only local traffic. Transportation routes in the form of highways, railways and waterways create such objectionable features as hazard, noise, odor, smoke, or dust, and therefore form distinct barriers to related residential development.

Such community facilities as schools, parks, playgrounds and shopping centres are needed to perform an essential service in meeting the educational, recreational, and local social and commercial needs of the people living in any area. Since the extent of facilities required depends largely upon the type of residential development in a given neighborhood, the proposed scheme for neighborhood development is based upon the estimated ultimate population in accordance with proposed zoning for residential and other uses.

Housing is not regarded as a matter of providing individual dwelling units, but of developing desirable housing in attractive neighborhoods and redeveloping blighted areas to provide improved housing with lower maintenance and social costs.

Recent action on the part of the Central Mortgage and Housing Corporation in assisting the establishment of a Community Planning Association of Canada, with Provincial Divisions and local branches, indicates acknowledgment by the Dominion Government of the importance of urban planning in protecting investments in housing. Provision under the National Housing Act for extension of the amortization period on loans to home owners in planned areas, is another instance of government encouragement of housing development in protected areas.

Housing in any urban area should satisfy the needs of the people in quantity, type and location. Unless this ideal situation already exists, action is desirable and may be extremely urgent. This report is not intended as a detailed housing study. It outlines local developments in relation to Dominion policies, reviews present conditions and powers, suggests means of easing the present acute shortage of adequate housing accommodation, and generally carries recommendations from a long-range approach for overcoming an extremely serious housing problem that has developed over a period of many years. Some of the factors which require careful consideration in developing a public housing project are also cited.



## CHANGING PATTERN OF RESIDENTIAL AREAS

When the Red River Colony was established by the Selkirk Settlers the original encampment was located in the Point Douglas area on the banks of the Red River. The Hudson's Bay Company had already built a fort and trading post called Upper Fort Garry at the junction of the Red and Assiniboine Rivers somewhat more than a mile to the south, and the route of travel between the two became the foundation for Main Street, one of the most important thoroughfares in modern Winnipeg.

Although they were engaged in agricultural pursuits, the settlers' community was a rather compact one and therefore formed the basis for the first urban development in the region. Some of the earliest houses in Greater Winnipeg were built in this general area. Most of them, however, have been removed long since because the area has been converted largely to industrial use through the proximity of the railway.

As the early settlement grew, the space between the Point Douglas Settlement and Upper Fort Garry was built up with shops along Main Street and with houses on side streets leading down to the Red River. Homes were built here about the 1870's by the families of the early settlers and by the merchants who were establishing commercial enterprises to serve the increasing requirements of the area.

About this time, a section known as the Hudson's Bay Company "Reserve" bounded by Notre Dame Avenue, the Red and Assiniboine Rivers and Colony Creek (which was about where Colony and Balmoral Streets are now) was subdivided by the Company. Lots of 50 by 120 feet facing 66-foot streets were established, creating a generous type of development for that period.

Because the Canadian Pacific Railway line had been constructed through Point Douglas and commerce and industry were increasing in the area, the more prosperous citizens started to move from the original district of homes along the Red River to the new Hudson's Bay subdivision. Here many fine homes were built, frequently with costly imported materials and with the best workmanship of the time.

About this time, however, the transcontinental linking of the railway brought a tremendous influx of immigrants and a rapid multiplication of the size of the population. West of Colony Creek, the Hudson's Bay Company pensioners had been granted lots on the Assiniboine extending from the Assiniboine River to Notre Dame Avenue, and north of Notre Dame the settlers had established river lots running back a similar distance from the Red River. With the sudden influx of people there came a real estate boom which caused a great many of these holdings to be subdivided rapidly into 25-foot lots and sold at great profit. Fortunes were made and lost. Many sites for homes, however, were created and although the lots were badly crowded, many of the newcomers found themselves places to live in these areas. The residential areas thus expanded west and north.

This expansion of population increased trade and commerce and it in turn began to press upon the fine Hudson's Bay "Reserve" area again causing those who could to seek more suitable surroundings. The area south of the Assiniboine River contiguous to the location of Maryland Bridge had been subdivided as "Winnipeg South" in 1882. In 1902 the choicest part was resubdivided as "Crescentwood" and developed by Mr. C. H. Enderton. He established building restrictions and caveat agreements which constituted the first protection for residential areas in Greater Winnipeg. Here the homes of the more prosperous were again located, this time under value, use and spacing regulations.

The population growth continued at a rapid pace until World War I and more and more of the speedily subdivided River Lots were occupied by dwellings on 25-foot plots. They stretched westward, spreading north and south from Portage Avenue and Notre Dame Avenue, northward beyond the C.P.R. yards and south in the Fort Rouge area. In the meantime similar subdivisions had been carried out in some of the suburban municipalities and a portion

of this type of development found its way into these areas particularly in north St. Boniface, St. James and Kildonan. As time went on, more and more of the thousands of acres that had been subdivided, came into use both in the city and the suburbs. Growth, however, was neither regular nor even, becoming spotty in many places.

The example initiated in Crescentwood by Mr. Enderton was taken up in some other areas as they were developed, notably in River Heights immediately west of Crescentwood, St. John's adjacent to the Red River north of the C.P.R., along Wolseley Avenue south of Portage Avenue, and in the suburban town of Tuxedo in the south-west. Some of the finest residential development now exists along the south side of the Assiniboine River from Crescentwood out to Tuxedo.

The contrast between hurried development for rapid profit and that carried out with more care and with some regard for sound regulation of space and use is still to be seen most clearly in the two types of areas, as they exist today in Greater Winnipeg. In more recent years zoning regulations have been applied in many areas and a minimum lot width of 33 feet was established for new subdivisions. These have undoubtedly provided protection for many areas which would otherwise have been seriously harmed or deteriorated.



## GOVERNMENT HOUSING RELATED TO LEGISLATION

Housing accommodation in Canada was provided almost entirely by private interests, until the housing shortage which followed World War I. The Report of the Royal Commission on Industrial Relations, in 1917, emphasized the lack of housing accommodation for the worker as an important factor in industrial and social unrest, and pointed to the need for action on the part of the government to remedy this situation. Under the provisions of the War Measures Act, the Dominion Parliament authorized loans to the provincial governments, with interest at 5% and a maturity of twenty-five years. In turn, the provinces allocated the funds to municipal governments. Some \$25 million was used, in four years, to assist in building 6,242 units in 179 different municipalities throughout Canada.

### WINNIPEG HOUSING COMMISSION, 1919

The Winnipeg Housing Commission, created in September 1919 to take advantage of the Dominion loans, was one of the few housing commissions in the country to operate efficiently. In the City of Winnipeg, 712 loans were made from 1919 to 1923, to assist prospective home owners to build homes for their own occupancy. The average loan was for about \$4,000, the maximum for \$4,500, and in some cases loans amounted to 85% of the value of the house and lot. The Commission issued debentures totalling \$2,840,000, most of which was borrowed at 6% and loaned at 7% interest. By the end of 1945, there were only 78 current loans, against which \$87,483.93 was owing, but the Commission had no liabilities. At the request of the Commission it was disbanded by City Council on February 11, 1946, and all unfinished business was transferred to the Board of Sinking Fund Trustees.

Few, if any, of the other Housing Commissions in Canada operated so successfully as that of Winnipeg. This early experience was no doubt a factor in creating prejudice against public housing in Canada for some years, which is still reflected in the provisions for housing administration under the National Housing Act, as amended.

### SPECIAL HOUSING COMMITTEE OF HOUSE OF COMMONS, 1935

A special committee to study housing was set up by the House of Commons in 1935, with broad terms of reference. This committee recommended provincial assistance for new housing and rehabilitation projects. They concluded, among other things, that there was "no apparent prospect of the low-rental housing need being met through unaided private enterprise building for profit"; and further that, "The slum areas which have been shown to cast very heavy expenses on many branches of public administration such as health, welfare, fire prevention, administration of justice, etc., may justify public assistance, which is likely to prove as sound financially as it is certainly desirable socially."

### DOMINION HOUSING ACT, 1935

The first federal measure specifically for the purpose of assisting house building was the Dominion Housing Act, 1935, passed in response to the representations to and recommendations of the Special Committee on Housing. The effect of the Act was to increase the amount of the first mortgage and to reduce the equity required by the builder. Loans were made through approved lending institutions, to which the government agreed to advance 20% of the value of the land and proposed building, at 3% interest. The lending institution advanced 60% to the borrower, making a total loan of 80% of the value, at 5% interest, with a twenty-year amortization period. The extent of building under this Act was comparatively small, with some 3,100 units being financed under it during thirty-four months of operation.

### HOME IMPROVEMENT LOANS GUARANTEE ACT, 1937

Home improvement loans were authorized in 1937, by the Home Improvement Loans Guarantee Act, under which individuals could borrow from lending institutions amounts up to \$2,000 for not more than five years, at a discount rate of  $3\frac{1}{4}\%$  per annum, or an effective

interest rate of about six percent. Losses to a maximum of 15% of the total loans were guaranteed by the government. Loans were for the purpose of rehabilitating private homes and converting old houses into small apartments. The \$50 million set aside for operations under this Act was exhausted by October 1940, when the Act was discontinued due to the war.

### NATIONAL HOUSING ACT, 1938

The National Housing Act, passed in 1938, superseded the Dominion Housing Act. The new Act was administered by a National Housing Administration in the Department of Finance, and was in three parts, dealing respectively with home ownership, low-rental projects and tax compensation. Its principal achievement was the reduction of interest rates on mortgage capital, especially outside the larger cities.

Part I, which offered to home-owners loans up to 90% of the value, on houses costing less than \$2,500, was used extensively. The appropriation of \$20 million was almost exhausted by 1941, when after considerable discussion, a further appropriation was granted to keep the Act in operation, in spite of the limitations imposed by restrictions on materials. First mortgage loans amounting to over \$76 million were provided under this section of the Act. Loans were restricted after 1939 to single-family dwellings, with a maximum loan of \$4,000.

Part II was the first legislation to provide loans for low-rental projects. Limited dividend companies could borrow up to 80% of the value of the project at  $1\frac{3}{4}\%$ , or municipal authorities could borrow up to 90% of the value at 2%, for low-rental housing purposes. The provision in the Act that principal and interest must be guaranteed by the province, meant that enabling provincial legislation was required. Plans for a low-rental project submitted by a limited-dividend company in Winnipeg were not approved, because the cost per dwelling unit was higher than the limit set in the Act. Part II of the Act expired in 1940, leaving the full appropriation of \$30 million untouched.

Part III was intended to encourage the small home owner by providing that, on a house costing less than \$4,000, a certain portion of general taxes be paid by the Minister of Finance, if the municipality supplied the building lot for fifty (\$50) dollars. This part of the Act also expired in 1940 without being used.

### CENTRAL MORTGAGE AND HOUSING CORPORATION, 1946

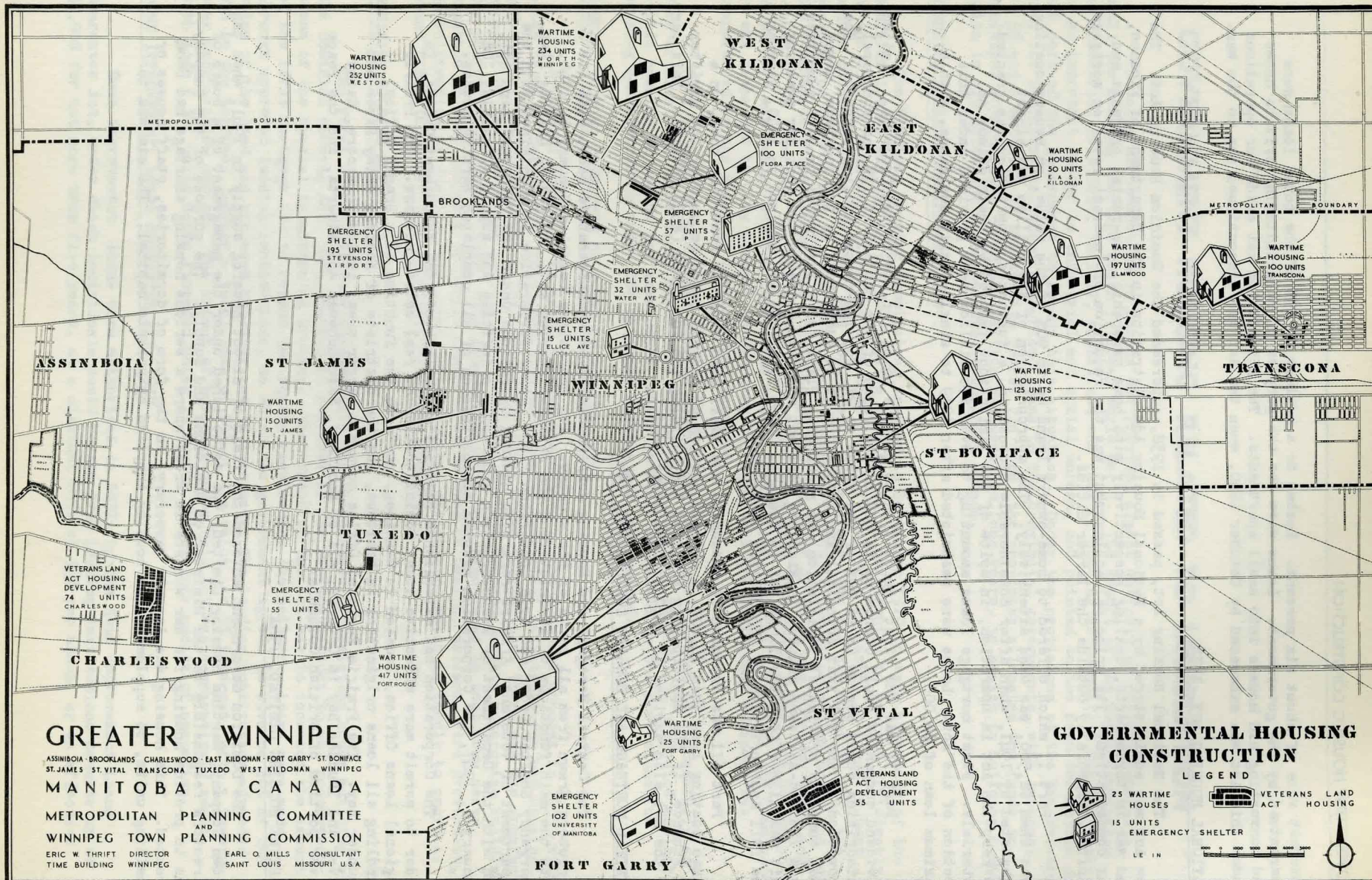
The Central Mortgage and Housing Corporation is an administrative body, with its directors drawn from all parts of the country. Its operations began on January 1, 1946, with the main functions of administering the National Housing Act, Integrated Housing Plan, Emergency Shelter Order and Home Conversion Plan. Close cooperation is maintained with the Department of Veterans Affairs regarding housing operations under the Veterans Land Act, and with the Department of Reconstruction and Supply priorities and supply officials. On January 1, 1947, the Corporation assumed administration of all completed Wartime houses.

The Corporation has established regional and branch offices throughout Canada, in order to permit more effective local administration of real estate matters. The Prairie Regional Loans Office, located in Winnipeg, performs the function of a Branch office, handling all loans originating in Manitoba, and the districts of Kenora, Rainy River and Thunder Bay. The Prairie Regional Office covers a larger area, including Kenora, Rainy River and Thunder Bay in Ontario, all of Manitoba, Saskatchewan and Alberta, and the Peace River portion of British Columbia.

### WARTIME HOUSING LIMITED, 1941

The Dominion Government entered the field of direct housing supply in 1941, when the Crown Company, Wartime Housing Limited, was established under the management of a board of directors responsible to the Minister of Munitions and Supply. The purpose of the Company was to provide housing for war workers in areas where a serious housing shortage had been created. This housing was largely temporary, in the form of dormitories, staff houses or dwelling units, to supplement the housing supplied by private capital. The aim was to







provide good living facilities at the lowest possible cost

Wartime Housing activities were directed, in 1944, towards supplying rental housing for veterans. Direction of the policy and activities of Wartime Housing was placed under the Central Mortgage and Housing Corporation in April 1946. If a municipality desired Wartime Housing, it had to apply for it, and agree to supply fully improved lots for one \$1 dollar each. Wartime Housing Limited agreed to make payments to the municipality in lieu of taxes during the life of the house, rent the houses to veterans or their families, and sell the houses to the municipality for \$1,000 each, at the end of a stated period determined by the cost of construction.

Within the Greater Winnipeg area, several cities and municipalities entered into agreements with Wartime Housing Limited for construction of 2,050 dwellings. Wartime Housing developments in the various municipalities, including East Kildonan, Fort Garry, St. Boniface, St. James, Transcona and Winnipeg, are listed in Table 1, and their locations are shown on Plate 1

**Table 1. Wartime Housing Limited Developments, Greater Winnipeg**

City or Municipality	Project	No. of Units	Date of Agreement
East Kildonan	1	50	April 9, 1947
Fort Garry	1	25	Nov. 6, 1945
St. Boniface	1	50	July 26, 1945
	1A	50	Dec 3, 1945
	2	25	June 12, 1946
St. James	1	50	Aug. 23, 1945
	2	50	June 6, 1946
	3	50	June 18, 1947
Transcona	1	25	Sept. 5, 1945
	2	25	Dec 27, 1945
	3	25	June 24, 1946
	4	25	June 18, 1947
Winnipeg	1	100	June 20, 1945
	2	100	Sept. 13, 1945
	3	200	Covered by Sept. 13 agreement
	4	150	Nov 6, 1945
	5	250	Apr 22, 1946
	6	300	July 30, 1946
	7	500	Apr 22, 1947

Source: Data secured from Central Mortgage and Housing Corporation.

Wartime Housing limited retained its responsibility for construction of new units, but after January 1, 1947, administration of completed Wartime Housing developments was handled by the Central Mortgage and Housing Corporation.

Rental policy was changed in 1947 to enable sale of Wartime Housing Limited properties, if requested by the municipality. The tenant was given the opportunity to purchase, but if he did not desire to do so, he could remain as a tenant. The municipality had to agree to accept a maximum of \$100 for property occupied by any house. Each house was to be appraised by the Central Mortgage and Housing Corporation at a fair value which would constitute the selling price. The basis of sale to the tenant was a down payment of 15% of the established price, with monthly payments of not less than the rental payments, for a period of from fifteen to twenty-five years. These monthly payments included principal, interest, 1/12 of the estimated yearly taxes and a proportion of the Fire insurance premium. The property was to become subject to full taxes on the effective date of the Agreement of Sale.



If the purchaser continued to occupy the house, he was entitled to a bonus or discount of approximately 17½% of the price, at the end of five years. This provision was intended to prevent speculative resale of the property.

A veterans housing program was announced by the Dominion Government for 1948, which, although a continuation and expansion of Wartime Housing, embodied several new features. Payments in lieu of taxes were increased to \$70 and \$75 for four and five room houses, respectively. Original participation by the municipalities was limited to \$600 per site, the Central Mortgage and Housing Corporation agreeing to reimburse the municipality for amounts spent for land and services exceeding that figure. Extension of amortization over a longer period, of 50 years, was required due to construction of more substantial houses, with full basements. Rentals would be from \$30 to \$37, depending upon cost of construction.

The Winnipeg City Council endorsed in principle, application for 1,000 homes under such arrangements. Difficulties were encountered, however, in finding lots with sewer and water services, and the excessive cost of such installations together with shortages of material and labor resulted in negotiations being made for 335 homes. The sites selected are scattered throughout the city and it is estimated that they will cost the city in the neighborhood of \$150,000 for land and services. Negotiations have been made for construction of 775 units in Greater Winnipeg, distributed as shown in Table 2.

**Table 2. Rental Housing in Greater Winnipeg, 1948**

Municipality	Project No	No of Units
East Kildonan	2	60
Fort Garry	2	30
St. Boniface	2	200
St. James	4	50
St. Vital	1	100
Winnipeg	8	335
Total		775

#### VETERANS' LAND ACT, 1942 (amended 1945 and 1946)

Housing operations under the Veterans Land Act, 1942, included small holdings projects for veterans, designed to enable veterans to supplement their earnings by part-time farming. The Department of Veterans Affairs, which administers the Veterans Land Act, worked in close cooperation with the Central Mortgage and Housing Corporation on all matters connected with housing. The policy of the Department and the Corporation was generally to withhold approval of small veterans holdings in a municipality with a population of less than 5,000, if located on the fringe of a municipality with a population of more than 15,000. This policy became effective after small holdings projects had been undertaken in the Greater Winnipeg area.

V.L.A. small holdings projects in the Greater Winnipeg area are administered through the District office, which covers all Manitoba and Ontario east to Thunder Bay. Developments are located in the municipalities of Charleswood, St. Vital and West St. Paul, containing a total of 218 dwellings, on acre and half-acre plots, distributed as shown in Table 3 and on Plate 1.

Site plans recommended and in large part adopted for the Charleswood and St. Vital small holdings projects were prepared in the Metropolitan Planning Office, at the request of the local office of the Department of Veterans Affairs. The subdivision recommended for St. Vital showed a substantial saving in street length, which would greatly reduce development

and maintenance costs. The unusually high savings were due partially to the size and shape of the lots, which were recommended by the Planning Office as square in shape, rather than the originally suggested rectangular lots with the streets following the long side. The original and proposed layouts, with comparative estimated costs, appear in Plate 2. Present policy specifies that no more projects will be undertaken by the V.L.A., although the Department will continue to establish veterans on small holdings where necessary.

**Table 3. Veterans' Land Act Small Holdings Projects, Greater Winnipeg**

City or Municipality	Location	Units	Year Built
Charleswood	Roblin Boulevard, west of intersection of Harstone Road	90	1945-6
St. Vital	West of St. Mary's Road adjacent to road leading to St. Boniface Sanitorium	72	1945-7
West St. Paul	East of the main Selkirk Highway, approximately one mile north of Middlechurch	56	1945-6

Source: Data secured from Central Mortgage and Housing Corporation.

#### EMERGENCY SHELTER REGULATIONS, 1944

The Emergency Shelter Regulations were passed by the Dominion Government in December 1944. Administration was originally under the Wartime Prices and Trade Board, but was transferred to the Central Mortgage and Housing Corporation on January 1, 1946. The purpose of the regulations was to deal more effectively with the problem of shelter in congested areas and to prevent or alleviate hardship due to lack of shelter, by providing temporary accommodation.

Much discussion arose throughout Greater Winnipeg with respect to the advantages and disadvantages of operating under these regulations. The City Council of Winnipeg, reversing an earlier decision, decided on February 27, 1945, to apply to Ottawa for designation as an Emergency Shelter area. As a result of the applications of Winnipeg, St. Boniface and surrounding municipalities, the Greater Winnipeg area including Assiniboia, Brooklands, Charleswood, East Kildonan, Fort Garry, North Kildonan, Old Kildonan, St. Boniface, St. James, Transcona, Tuxedo, West Kildonan and Winnipeg) was declared an Emergency Shelter area in July 1945. Under the regulations, anyone not residing in the area prior to July 16, 1945, and wishing to occupy family quarters, was required to obtain a permit from the Administrator of Emergency Shelter.

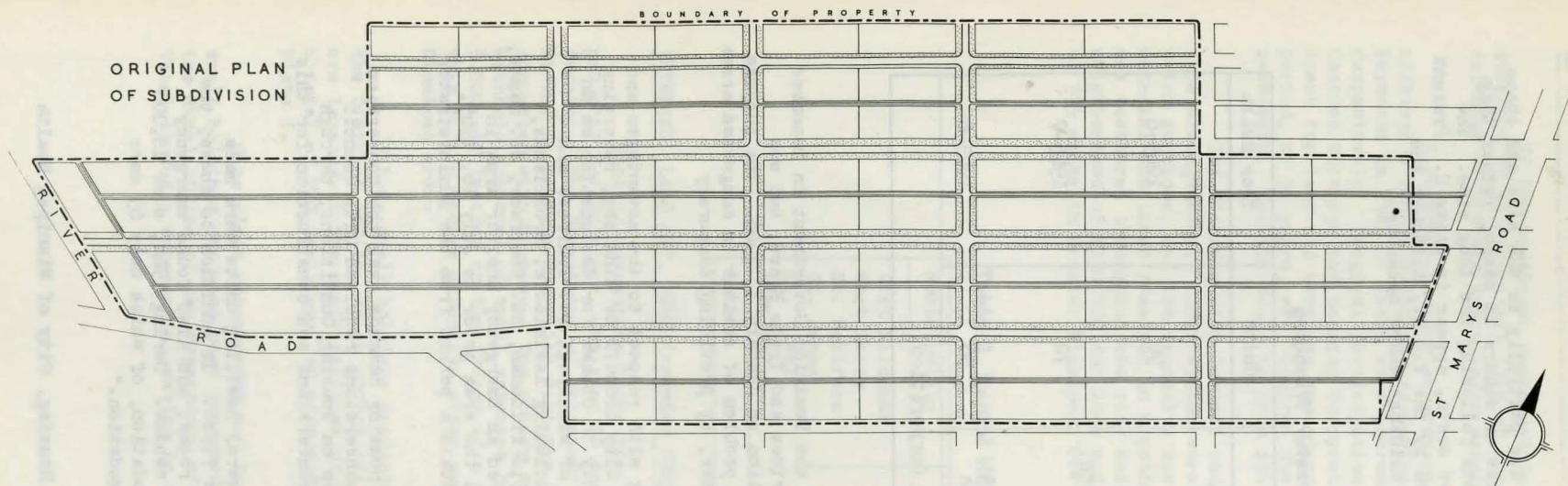
A more direct approach to easing the pressure of housing demands, was the conversion of buildings for temporary housing accommodation. Such conversions required City Council approval before being carried out by the Special Committee on Housing Conditions, through the Supervisor of Emergency Housing. Table 4 lists the conversions and construction for this purpose.

Table 4 records only those buildings in which several dwelling units were made available, except in the case of the University and Flora Place. In addition to these, the Winnipeg Housing Registry appealed to the public to rent rooms, and also found emergency accommodation in a number of stores, garages and tourist cabins. During 1946, over 16,000 families applied to the City Housing Registry for accommodation, of which only 63 were placed in self-contained units and 1,254 in shared accommodation.\*

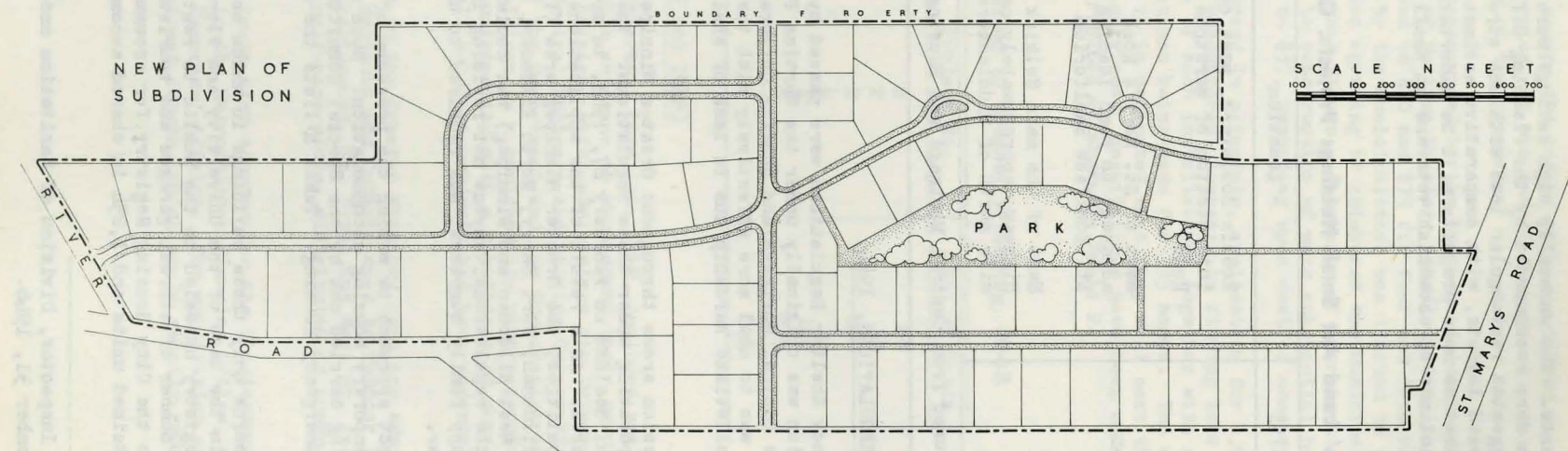
\* Report of Chief Inspector, Division of Sanitation and Housing, City of Winnipeg Health Department, December 31, 1946.



ORIGINAL PLAN  
OF SUBDIVISION



NEW PLAN OF  
SUBDIVISION



# **REPLANNING OF SUBDIVISION FOR VETERANS LAND ACT HOLDINGS ST VITAL**

**METROPOLITAN PLAN GREATER WINNIPEG**

ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST BONIFACE  
ST JAMES ST VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG

**M A N I T O B A C A N A D A**

**METROPOLITAN PLANNING COMMITTEE**

**WINNIPEG TOWN PLANNING COMMISSION**

ER C W THRIFT D RECTOR  
T ME BUILDING WINNIPEG

EARL O MILLS CONSULTANT  
SAINT LOUIS MISSOURI U S A



**Table 4. Emergency Shelter Accommodation, Greater Winnipeg**

Location	No. of Buildings	No. of Units	Conversion Completed
583 Ellice Avenue	1	15	1945
166 Water Street*	1	32	1945
Dominion Immigration Building*	1	57	1945
No. 5 Release Centre	8	61	1946
No. 8 Repair Depot	9	134	1946
No. 3 Wireless School	6	55	1946
University of Manitoba, Fort Garry	102	102	1946-7
Flora Place	100	100	1947

\* Returned to Dominion Government when Flora Place occupied late in 1947  
Source: Data secured from Central Mortgage and Housing Corporation.

A peak period of need for accommodation at the universities for married student veterans was anticipated for October 1946 and was met by conversion of surplus buildings into emergency housing. Throughout Canada, some 1,150 huts were made available at the universities, with 72 in the "Veterans Village" at the University of Manitoba, in Fort Garry. Some 30 additional units were erected at Fort Garry in 1947.

In 1947, the Dominion Government advised that the Dominion Immigration Building which was being used for emergency shelter was needed for other purposes. The problem of finding accommodation for displaced families was met by construction of 100 temporary single-family homes. This Flora Place development, on the Old Exhibition Grounds property, was built at a total cost of \$259,712, the Dominion Government paying \$100,000 and the City of Winnipeg the remaining \$159,712. Rentals were set at \$22 per month and tenants included families previously housed in the Dominion Immigration Building, the C.N.R. Immigration Hall on Water Street, and the old naval barracks on Ellice Avenue.

With provision of permanent housing gradually filling the gap between demand and supply, further temporary housing in Greater Winnipeg is not anticipated.

#### \* DWELLING REHABILITATION COMMISSION, 1944

The Winnipeg City Council established a Dwelling Rehabilitation Commission by by-law in May 1944, consisting of three aldermen and three citizen members. The Commission was to determine the work necessary to rehabilitate structurally sound dwellings which were unfit for habitation, and was empowered to require the owner to carry out such work within a specified period of time. Due to the shortage of alternative accommodation, enforcement of such powers was impossible and the Commission was therefore inactive. A meeting was called recently, on April 28, 1948, to consider the possibility of taking some action to bring about rehabilitation of dwellings which are in an unhealthy condition. It was decided that the Chief Inspector of the Division of Sanitation and Housing should do whatever was possible under the powers at his disposal such as the regulations of the Public Health Act and the Municipal Health By-law. Notices are being served on the owners of dilapidated premises, but since most of the repairs called for require temporary vacancy and there is no other space available, it seems unlikely that this action will result in more than minor improvements.



## WINNIPEG CITY COUNCIL SPECIAL COMMITTEE ON HOUSING CONDITIONS

The Special Committee on Housing Conditions is appointed by Council each year to deal with housing problems. In the past few years, the Committee has been concerned largely with administration of emergency housing, and with negotiations with the Central Mortgage and Housing Corporation for Wartime Housing and Veterans Housing. The Committee makes recommendations to City Council regarding the number of dwelling units to be applied for in government housing projects, makes the preliminary selection of sites and confirms the selection of tenants by the Central Mortgage and Housing Corporation.

## NATIONAL HOUSING ACT, 1944 (amended 1946, 1947 and 1948)

The National Housing Act, 1944, was designed to finance and promote new housing for home owners and for rental purposes. Administration of the Act was originally under the National Housing Division of the Department of Finance, but was turned over to the Central Mortgage and Housing Corporation, under the Department of Reconstruction and Supply, on January 1, 1946.

The Act is divided into six parts, namely:

- Part I Housing for Home Owners
- Part II Housing for Rental Purposes
- Part III Rural Housing
- Part IV Home Improvement Loans and Home Extension Loans
- Part V Housing Research and Community Planning
- Part VI General

It is designed to encourage construction of new housing, through provision of capital to home builders, rather than to operate directly in the construction field. Parts I and II embody the provisions which are most widely used, since portions of Part III and Part IV have not yet been proclaimed, due to the building material shortage.

Part I provides for loans to individuals who plan to build or buy homes. The procedure is for the Dominion Government to advance money to approved lending institutions, to make a joint loan to the individual. The government advances 25% of the loan and the lending institution 75% of the loan, which may amount to not more than 80% of the lending value of the house. Loans are made at  $4\frac{1}{2}\%$  interest, for periods of not more than 25 years, except in areas with an approved plan where the amortization period may be extended to 30 years.

Loans may also be made to builders for sale of houses to owner-occupiers under this part of the Act.

The Integrated Housing Plan operates under Part I of the Act. Under this Plan, the builder finances construction of houses on land which he owns, and the Central Mortgage and Housing Corporation makes an agreement with the builder whereby the house shall be offered for sale to veterans only, at a maximum price fixed by the Corporation, while the Corporation arranges priorities on building materials and agrees to purchase any house not sold within a year. Projects usually contain from five to sixty units, and the Corporation encourages development on a substantial area of land, according to an approved subdivision plan. Where the builder agrees to a controlled end sales price the Corporation will approve a loan, amortized over 30 years, of 95% of the first \$3000 of lending value, 85% of the second \$3000 and 70% of the amount exceeding \$6000. More homes have been constructed in Integrated Housing Projects in Greater Winnipeg than in any other urban area in Canada.

Part II of the Act embodies experimental legislation for Dominion Government encouragement of rental housing, a field in which there is little Canadian experience upon which to base techniques. The Act does not provide for municipal government administration of housing projects. Assistance may take the form of joint loans, made by the government

and a lending institution to individuals, for construction or purchase of housing accommodation for rental purposes. Such loans are made at  $4\frac{1}{2}\%$  interest, for not more than twenty years or twenty-five years in planned areas), and must not exceed 80% of the lending value of the project, with government share amounting to a maximum of 25% of the loan.

Loans to limited dividend corporations for low-cost rental projects may only be made if there is a need for the project, and the corporation agrees to apply all profits to rental deductions. Loans are for a maximum of 90% of the lending value of the project, at 3% interest, for a period not exceeding the useful life of the project and in no case exceeding fifty (50) years. Operation of this section depends upon local initiation of action in forming limited dividend corporations for the purpose of providing low rental housing. Housing Enterprises of Canada Limited, an institutional holding company owned by all the life insurance companies operating in Canada, was formed to construct moderate rental housing projects. Some 32 projects, involving about 3300 units, were undertaken by Housing Enterprises in various cities throughout Canada, but no projects were undertaken in Greater Winnipeg. In 1947 representatives of the life insurance companies which owned Housing Enterprises and its subsidiary companies requested the Corporation to take control of the companies. As a result all outstanding capital stock was transferred to the Corporation on September 4, 1947. Title to the 32 housing projects will be transferred to the Corporation.

A new stimulus to rental housing provided in the Act permits life insurance companies to invest up to 5% of their total assets in Canada in rental housing projects. It further provides for government guarantees of a minimum return of  $2\frac{1}{2}\%$  on such investments during the useful life of the building of not more than fifty (50) years, providing the owners establish a reserve of all returns over six (6%) percent to repay guarantee payments. The aim of this provision is to encourage large-scale projects, such as the housing developments of the Metropolitan Life Insurance Company in the United States. No large-scale development has been undertaken in Canada under this provision.

To encourage private investment in rental housing a recent amendment provides for rental insurance. The Corporation may make agreements with builders to guarantee certain annual return of rentals under this insurance for a period not exceeding 30 years. The premium for the insurance will be related to the construction cost and the guarantee will be sufficient to meet interest and principal payments on the mortgage, taxes, operating expenses and a 2% return on the investor's equity.

In an effort to increase the supply of serviced lots Part II of the Act now authorizes purchase and improvement of land by life insurance companies, for residential development. The Norwood Golf Course area in St. Boniface is presently being built under this provision.

The only provision for direct assistance to the municipal government for housing purposes is in slum clearance projects, in which the Dominion Government may pay to the municipality not more than one-half the excess cost of land acquisition. The excess cost is the difference between the cost of acquisition of the land and revenue derived from the sale of the land to a private company or to a Housing Authority for a development project. Payments for slum are conditioned by requirements that land must be cleared and developed in accordance with an approved plan, and that the project is constructed at a price which will enable the units to be leased at a reasonable rental. No action has been taken under this provision, due to the present need for all available living quarters.

The Home Conversion Plan is a specialized activity under Part II of the Act, empowering the government to lease buildings for conversion into multiple housing units and to sub-let them to tenants to relieve the housing shortage. Three conversions, involving fourteen (14) units, were made in Greater Winnipeg prior to 1946. During 1946, no new projects were undertaken, due to lack of suitable properties.

Action under Part V of the Act included research work by the Central Mortgage and Housing Corporation, in cooperation with the Dominion Bureau of Statistics, regarding housing. Housing facts and activities were outlined in two publications, the bi-monthly booklet on



Housing Progress Abroad', and the quarterly publication 'Housing in Canada'. Some financial assistance was given to the National Research Council for technical research on building methods. Architectural investigations included a small house competition, sponsored by the Central Mortgage and Housing Corporation, under the auspices of the Royal Architectural Institute of Canada.

A land use and housing survey was undertaken in conjunction with the Prairie Population Census. The Central Mortgage and Housing Corporation assisted in establishing the 'Community Planning Association of Canada' to further public understanding of community planning. The influence of this organization will be felt locally through the publication of the Association, entitled 'Layout for Living', and through the activities of provincial divisions and local branches.

Table 5. National Housing Act Loans in Greater Winnipeg

Year	No. of Loans	No. of Units	
		Integrated	Total*
1946	985	506	1000
1947	1173	957	1274
1948 (first 4 months)	212	80	299
	2370	1543	2573

\*Including Integrated Housing  
Source: Data secured from Central Mortgage and Housing Corporation.

## EXISTING HOUSING CONDITIONS

Factual information concerning housing conditions in Greater Winnipeg is incomplete since a comprehensive survey of the metropolitan area has never been made. The most recent information presently available is from the Housing Census of 1941, which furnishes useful data obtained from a ten (10%) percent sample of occupied dwellings throughout the area. Comparable information from the Housing Census taken in 1946 in the Prairie Provinces has not yet been fully compiled, although some preliminary figures are available. Further data from the 1946 Census should prove valuable in indicating trends.

Population figures for the cities and municipalities in the Greater Winnipeg area are shown in Table 6, together with data related to housing conditions in 1941 and 1946.

Table 6. Population and Housing Data, by Municipalities in Greater Winnipeg

City or Municipality	Population		Estimated No Dwellings		Owner Occupiers		Average* Earnings	Crowded* Dwellings
	1946	1941	1946	1941	1946	1941	1941	1941
Assiniboia	2,160	1,968	-	381	-	-	-	44.7
Brooklands	2,728	2,240	660	564	78.6	80.6	1,093	13.4
Charleswood	2,688	1,934	-	450	-	-	-	20.4
East Kildonan	9,009	8,350	2,323	2,141	78.6	67.5	1,268	19.0
Fort Garry	5,200	4,453	1,239	1,172	74.2	63.5	1,367	19.8
St. Boniface	21,613	18,157	4,687	3,906	59.2	44.5	1,338	24.0
St. James	14,903	13,892	3,773	3,388	74.1	64.8	1,475	15.4
St. Vital	14,674	11,993	3,748	3,075	78.8	64.0	1,444	19.8
Transcona	6,132	5,495	1,480	1,386	69.4	-	1,399	15.2
Tuxedo	677	735	160	144	83.9	-	-	-
West Kildonan	6,579	6,110	1,652	1,455	76.0	61.1	1,282	19.5
Winnipeg	229,045	221,960	56,418	38,855	45.7	43.9	1,542	19.0

Source: 1941 - Dominion Bureau of Statistics Winnipeg Housing Atlas for City of Winnipeg; Dominion Bureau of Statistics special compilation for the municipalities

1946 - Dominion Bureau of Statistics publications

\* Average Earnings are of wage-earner household heads

Crowded Dwellings indicate dwellings with less than one room per person.

Note: Where figures are omitted, they were not available

### Development of Existing Conditions

The present shortage of housing accommodation is the product of many factors, exerting both short and long-term influence. Spasmodic construction of new housing has never been sufficient to meet the actual needs for accommodation, even during the active construction period in the twenties.

Although figures are not available for Greater Winnipeg showing the trend of housing activity since World War I, Table 7 indicates the volume of new residential construction contracts awarded and estimated urban residential construction in Canada. During the twenties, residential construction contracts increased from 16,283 in 1921, to 25,274 dwellings in 1929. Reflecting the trend of economic activity, construction contracts declined to 8,549 in 1933. Slow recovery began in 1934, with a steady rise to 30,407 in 1941, when materials were directed into war production. There was a drop in 1942 and 1943, but when restrictions on materials were eased in 1944, the figures rose to 38,270. The 1945 figure of 49,435 was the highest on record for residential construction contracts in Canada.

Estimates of actual residential construction in urban areas of Canada, made by the



Dominion Bureau of Statistics and quoted in the Curtis Report, also appear in Table 7. These were derived from figures on the net increase of dwellings over the number recorded previously in Census counts.

**Table 7 New Residential Construction in Canada, 1922-46**

Year	New Residential Contracts Awarded*			Estimated Urban Residential Construction Dwelling Units in 000 s
	Apartment Buildings	Other Res Dwellings	Total	
1921			16,283	
1922	115	21,054	21,169	32.2
1923	128	18,393	18,521	35.6
1924	142	17,055	17,197	33.8
1925	217	17,688	17,905	34.7
1926	353	18,027	18,380	39.2
1927	463	19,248	19,711	45.0
1928	495	18,900	19,395	50.2
1929	352	24,922	25,274	48.5
1930	321	20,095	20,416	39.0
1931	277	17,215	17,492	38.0
1932	111	8,759	8,870	26.1
1933	119	8,430	8,549	14.4
1934	173	9,962	10,135	15.8
1935	232	11,402	11,634	19.2
1936	185	13,421	13,606	22.2
1937	326	17,958	18,284	26.5
1938	238	18,327	18,565	28.5
1939	2,342**	21,559	23,901	32.2
1940	1,924	20,554	22,478	
1941	1,267	29,140	30,407	
1942	167	29,823	29,990	
1943	165	29,720	29,885	
1944	1,545	36,725	38,270	
1945	1,091	48,344	49,435	
1946	3,140	38,162	41,302	

\* Figures on residential construction contracts awarded are incomplete, since the information is given voluntarily, additions to construction contracts are not included, and construction is not included where no formal contracts are awarded.

\*\* Apartment figures are given in dwelling units from 1939-46.

Source: 'Housing in Canada', Volume 1 and 2, published by the Central Mortgage and Housing Corporation.  
'Curtis Report'

The ages of dwellings in Winnipeg, St. Boniface, Transcona and Brooklands, according to the 1946 Housing Census, are shown in Table 8. Figures are not available for other municipalities in the Greater Winnipeg area.

More dwelling units were built in the ten-year period from 1911 to 1920 than in any other period. In Winnipeg, the percentage of dwellings built in this period is exceeded only by the 42% built before 1911, which are now over 37 years old. A high proportion of the dwellings were built between 1921 and 1930. Residential construction was much lower during the thirties, only 5.5% of the total dwellings in Winnipeg being built during that period. Construction from 1941 to 1946 has speeded up appreciably, with St. Boniface and

Brooklands exceeding in six years their totals for the previous decade, and Winnipeg and Transcona closely approaching their previous ten-year totals. Construction in Winnipeg from 1941-46 was low in comparison with some of the municipalities, amounting to only 5% of the total dwelling units. This is probably due to the trend toward residential development in the suburban municipalities.

**Table 8. Age of Dwelling Units**

Municipality	Year Built					
	1941-1946	1931-1940	1921-1930	1911-1920	Before 1911	Not Stated
	%	%	%	%	%	%
Winnipeg	5.0	5.5	15.3	29.5	42.0	2.7
St. Boniface	17.2	10.6	16.7	28.3	25.3	1.9
Transcona	7.6	9.0	24.2	49.5	6.7	3.0
Brooklands	12.1	11.7	20.0	43.2	12.9	0.1

Source: Dominion Bureau of Statistics

Table 9 shows the number of new dwelling units constructed in the City of Winnipeg during the past ten years, together with demolitions and the total housing supply. The 1947 figure of 1,645 new dwelling units is nearly nine times the 1937 total of 187. Demolitions have decreased to a minimum, with only forty demolitions and conversions in 1947, compared with 227 in 1937.

**Table 9. Number of Dwelling Units in City of Winnipeg, 1936-47**

Year	New Dwelling Units			Demolitions and Conversions	Total Dwelling Units
	Apartments	Other	Total		
1936					46,733
1937	94	93	187	227	46,693
1938	108	153	261	73	46,881
1939	169	202	371	51	47,201
1940	116	307	423	30	47,594
1941	52	602	654	72	48,176
1942	47	390	437	44	48,569
1943	221	438	659	29	49,199
1944	87	510	597	36	49,760
1945	178	744	922	35	50,647*
1946	163	1,345	1,508	34	52,121*
1947	194	1,451	1,645	40	53,726*

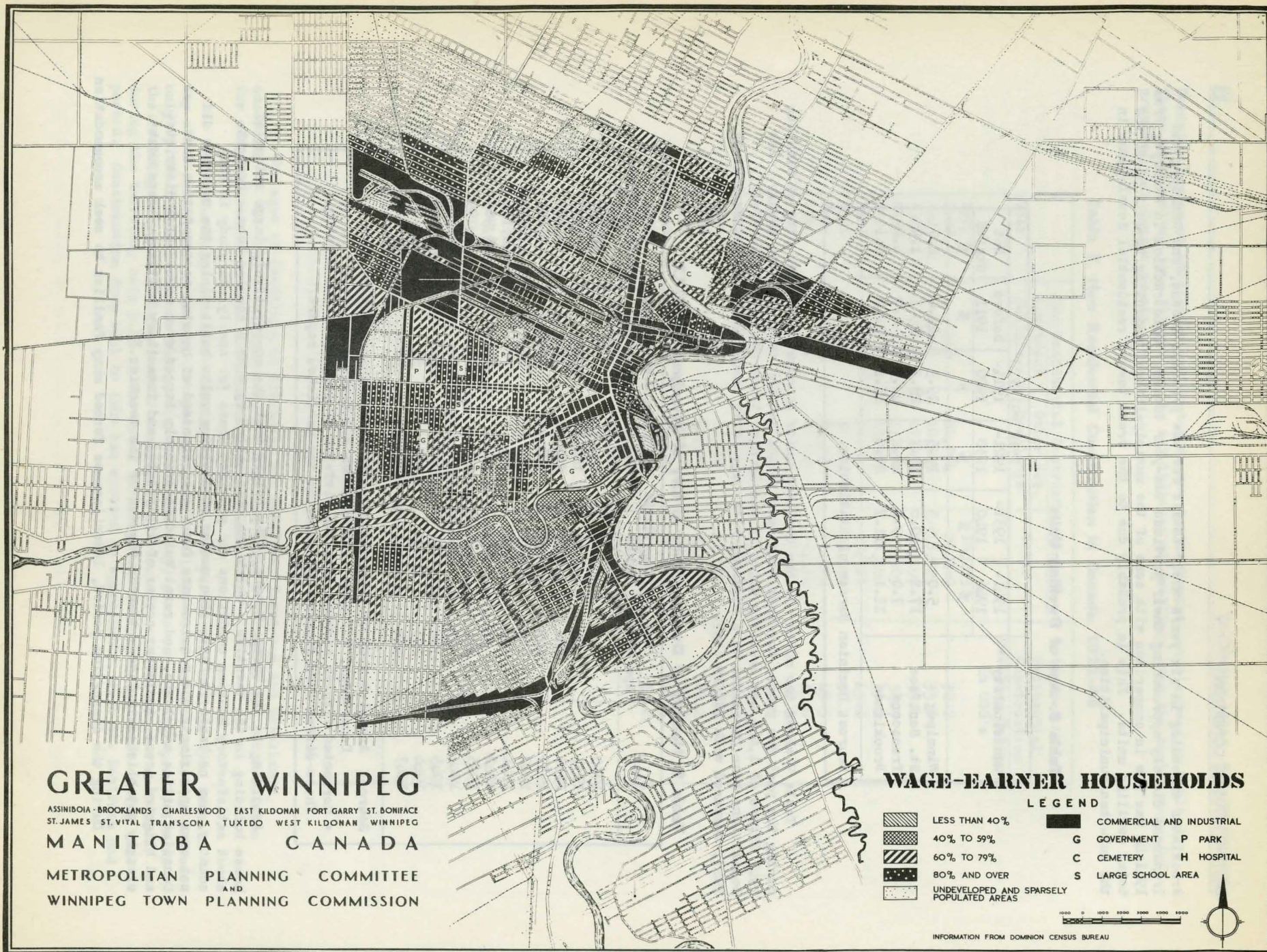
Source: Annual Survey of Vacant Houses, City of Winnipeg Health Department, Division of Sanitation and Housing.

\* Corrected figures secured from the Division of Sanitation and Housing. These differ from figures appearing in the published report.

According to the Curtis Report, "The belief that the comparatively large volume of house building in the twenties - which has been called by some a housing boom - brought about satisfactory housing conditions and provided homes for nearly everybody in this country, has no basis in fact. The number of dwelling units built during the twenties did not even approximate the requirements for a good standard of housing accommodation for Canadian cities and towns, and rural building probably lagged even more. Slum districts and blighted areas, including scores of dilapidated and insanitary buildings, were most clearly established in Canada towards the end of the twenties."

During the depression period, lower incomes forced many families to seek accommodation







with lower rentals, or to double-up, due to economic necessity rather than choice. Landlords receiving lower rentals or irregular payments, with little prospect of immediate improvement, postponed repairs and maintenance of dwellings. New construction slowed down, because the demand for accommodation was not sufficient to produce a satisfactory return on such an investment. These factors contributed to increased overcrowding, and to a backlog of improvement and new construction needs. A continuous rise in annual residential construction activity from 1934 to 1941 was not sufficient to provide adequate housing, and concentration on war production after 1941 made it impossible to meet the demand for housing accommodation during the war years. The present difficult situation is the product of accumulated housing needs of the pre-war and war years, plus current requirements, which have been brought into sharp focus by increased incomes and accumulated war savings.

### Overcrowding

The Curtis Report uses one room per person as the dividing line between adequate and inadequate housing for health, privacy and convenience. Where less than one room per person is provided, a house is considered to be overcrowded.

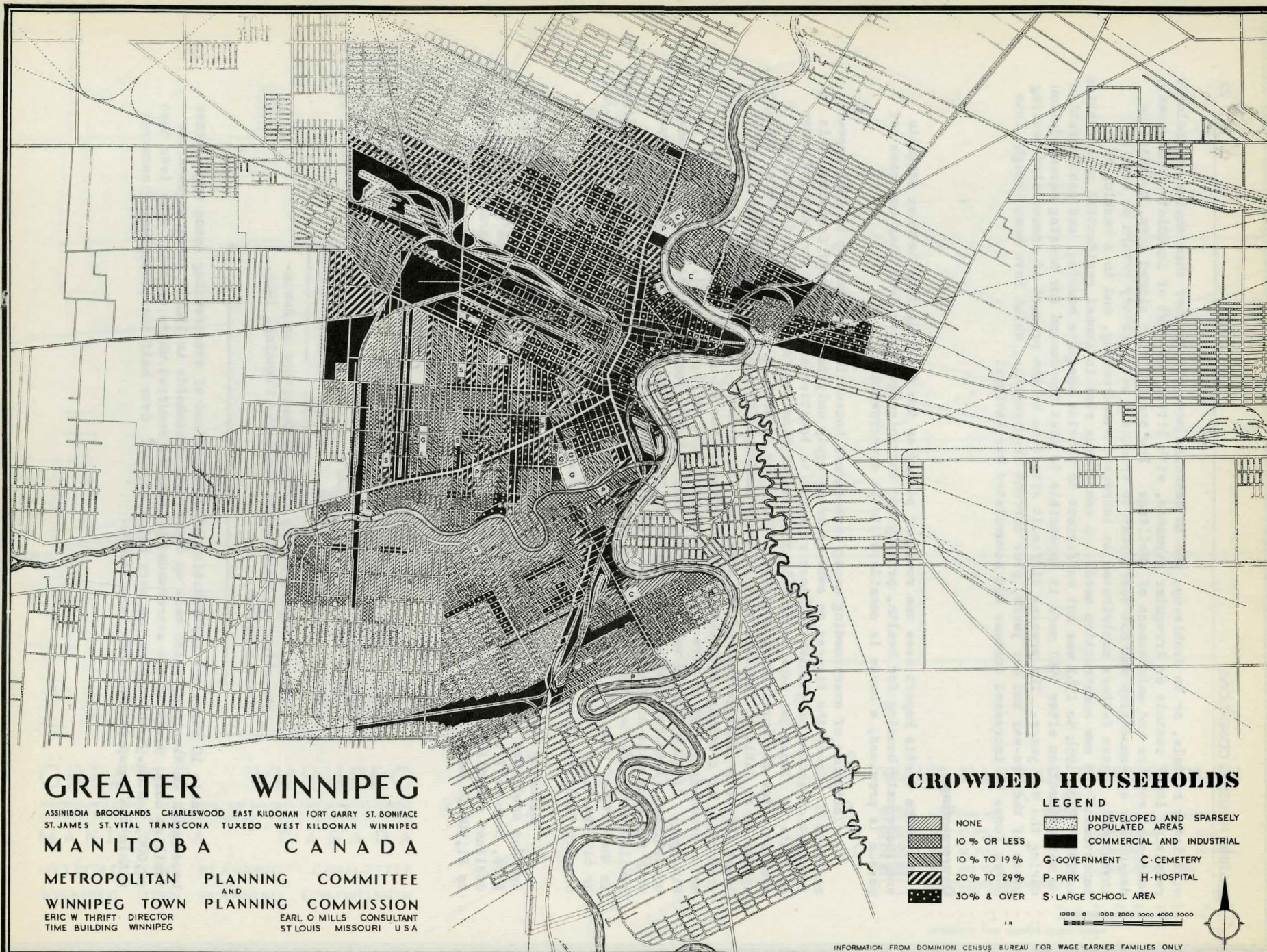
Incidence of overcrowding among wage-earner households in Winnipeg in 1941 appears on Plate 4. Since the figures on over-crowding apply only to wage-earner families, this information should be studied in close relation to location of wage-earner families shown on Plate 3. These two maps cover only the City of Winnipeg, as comparable data was not available for the surrounding municipalities. The figures on percentage of crowded dwellings, appearing in Table 6, indicate that in every municipality in the Greater Winnipeg area at least thirteen (13%) percent of the dwellings are crowded. St. Boniface shows the highest proportion of crowding, with 24%, while Charleswood has 20.4%. Other municipalities in which crowding is 19% or more are East Kildonan, Fort Garry, St. Vital, West Kildonan and Winnipeg. If 1946 figures were available, they would no doubt indicate even more crowded conditions, since residential building during the past five years has failed to keep pace with the high rate of family formation. At the time of writing, 1946 figures were not available for Greater Winnipeg, but the records showed that in 19.4% of the 56,289 dwellings in the City of Winnipeg less than one room per person was provided. Within this group 11%, or 619 dwellings, provided less than 0.5 rooms per dwelling, which reflects the existence of many families under conditions of extreme crowding.

Relating overcrowding to earnings, the figures below show the percentage of overcrowded dwellings in Winnipeg in specified earnings groups. Where earnings were less than \$500, over half the households were overcrowded. The proportion of crowded households declined steadily as earnings rose, with less than 10% overcrowded where earnings amounted to \$1,500 or more.

Earnings	Percentage Overcrowded
\$ 0 - \$499	51%
500 - 999	29
1000 - 1499	13
1500 - 1999	9
2000 +	7
Source: Report of the Advisory Committee on Reconstruction, on Housing and Community Planning, 1944. (Curtis Report)	

Table 10 shows the distribution of earnings and of overcrowding among wage-earner households in Winnipeg, which made up 68% of all households in 1941. Among wage-earner families only, 94.8% of the overcrowded households occurred where earnings were less than \$2,000, and 84.5% where earnings were below \$1,500. Over half the overcrowding occurred within the group earning less than \$1,000.





# GREATER WINNIPEG

ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST. BONIFACE  
ST. JAMES ST. VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE

AND PLANNING COMMISSION

WINNIPEG TOWN PLANNING COMMISSION

ERIC W. THRIFT DIRECTOR EARL O. MILLS CONSULTANT  
TIME BUILDING WINNIPEG ST. LOUIS MISSOURI U.S.A.

## CROWDED HOUSEHOLDS

### LEGEND

- |  |             |                       |  |
|--|-------------|-----------------------|--|
|  | NONE        |                       | UNDEVELOPED AND SPARSELY POPULATED AREAS |
|  | 10% OR LESS |                       | COMMERCIAL AND INDUSTRIAL                |
|  | 10% TO 19%  | G - GOVERNMENT        | C - CEMETERY                             |
|  | 20% TO 29%  | P - PARK              | H - HOSPITAL                             |
|  | 30% & OVER  | S - LARGE SCHOOL AREA |  |

1 IN 1000 0 1000 2000 3000 4000 5000

INFORMATION FROM DOMINION CENSUS BUREAU FOR WAGE-EARNER FAMILIES ONLY





**Table 10. Relation of Overcrowding to Earnings Winnipeg, 1941**

Earnings	All Wage Earner Families	W E. Families with less than 1 Room Person
\$ 0 - \$499	11.4%	26.8%
500 - 999	16.1	26.1
1000 - 1499	32.2	31.6
1500 - 1999	19.19	10.3
2000 - 2499	9.5	3.8
2500 - 2999	3.3	1.1
3000 - 3999	3.9	0.3
4000 - 4999	1.5	-
5000 - 5999	0.6	-
6000 +	1.6	-

Source: Winnipeg Housing Atlas, published by the Dominion Bureau of Statistics

**Levels of Housing and Convenience**

The Housing Census recorded such factors as condition of external repair, plumbing facilities, electric lighting, cooking and refrigeration facilities, vacuum cleaner, telephone and automobile, which were used in combination to indicate six levels of housing and living conveniences. Group 1 included dwellings needing repairs or lacking plumbing, and possessing no electricity, refrigeration, vacuum, telephone or automobile. Group 2 also needed repairs or plumbing, but had a few conveniences. Groups 3 and 4 were of a slightly higher level, and all dwellings in Group 5 were satisfactory as to repair and plumbing. Group 6 needed no major repairs, had standard plumbing and all conveniences.

**Table 11. Levels of Housing and Convenience, Greater Winnipeg, 1941**

Municipality	Housing Levels*					
	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6
Assiniboia	38.7%	54.9%	3.2%	3.2%	-	-
Brooklands	39.4	36.4	19.7	3.0	1.5%	-
Charleswood	21.3	42.5	17.0	6.4	4.3	8.5%
East Kildonan	22.4	20.4	17.9	10.2	18.4	10.7
Fort Garry	30.1	24.7	17.2	2.2	14.0	11.3
St. Boniface	8.9	23.4	18.3	15.1	21.6	12.2
St. James	7.1	21.1	20.3	13.1	24.8	13.1
St. Vital	14.3	27.7	17.1	15.4	15.4	10.1
Transcona	26.7	29.0	18.3	9.9	13.0	3.1
West Kildonan	11.6	26.6	20.4	12.2	22.4	6.3

**\* Housing Levels:**

Group 1 - Dwellings needing repairs or lacking plumbing and possessing no electricity, refrigeration, vacuum, telephone or automobile.

Group 2 - Dwellings needing repairs or plumbing, but having a few conveniences.

Group 3 and Group 4 - Dwellings of a progressively higher level than Group 2.

Group 5 - All dwellings satisfactory as to repair and plumbing.

Group 6 - Dwellings needing no major repairs, with standard plumbing and all conveniences.

Source: Dominion Bureau of Statistics

Note: Tuxedo figures not available. Winnipeg data appears on Plate 5.



Table 11 shows the percentage distribution of dwellings throughout the metropolitan area, according to these specified levels of housing and convenience. The best conditions appear in St. James and St. Boniface, where only 7.1% and 8.9% of the dwellings appear in Group 1, and the highest percentage of dwellings, 13.1% and 12.2%, respectively, appear in Group 6. St. Boniface, however, showed the highest rate of overcrowding according to figures in Table 1.

Location of prevailing levels of housing and convenience in the City of Winnipeg show that poorest conditions occur in Point Douglas, East Elmwood and the area north of the C.P.R. Yards. These are the same areas in which the incidence of overcrowding is greatest. Information on levels of housing and convenience formed the basis for determining types of housing areas, which are recorded in Plate 5 and discussed in Chapter 5.

Conditions of housing and convenience were found to vary directly with family earnings levels. The average family earnings for each level of housing in the Prairie cities were:

Level 1 - \$ 854	Level 3 - \$1,464	Level 5 - \$1,928
Level 2 - 1,095	Level 4 - 1,787	Level 6 - 3,008

### Earnings and Rentals

The maximum rental which any family with an income of less than \$2,000 can afford to pay is generally considered to be 20% of net earnings. Rentals of more and less than this amount are designated respectively as uneconomic and proportionate rentals. This standard is used by many housing agencies, including the National Housing Agency of the Federal Housing Administration in the United States, and is also used in the Curtis Report on housing in Canada. Payments in excess of 20% of net earnings are usually made at the expense of other necessities, such as food or clothing.

The discussion of rents and income in the Curtis Report, for twelve metropolitan areas in Canada, was based on data obtained from the 1941 Housing Census. The problem was approached by separating all tenant families into three equal groups, according to income. The estimated number of dwelling units in Greater Winnipeg in 1941, as shown in Table 12, was approximately 65,000, with rented dwellings numbering about 33,900. Each of the three income groups - low, medium and high - included one-third of the tenant-occupied dwellings, or about 11,300 dwellings.

**Table 12. Owned and Rented Dwellings 1941**

Area	Owned	Rented	Total
City of Winnipeg	21,504	27,459	48,963
Fringe	9,988	6,402	16,390
Metropolitan Area	31,492	33,861	65,353
Source: Curtis Report			
Note: It will be noted that the total dwelling unit figure for the City of Winnipeg differs from that secured from local sources			

Reference to Table 13 shows that average earnings of tenants in Greater Winnipeg, in both the low and medium income groups, are below the average earnings for the combined twelve metropolitan areas. Furthermore, the percentage in the lowest income bracket shown for each group far exceeds the percentages for the combined metropolitan areas.

**Table 13. Earnings of Tenant Families in Greater Winnipeg, 1941**

	Greater Winnipeg	Combined Twelve Metropolitan Areas*
<b>Earnings of Low-Income Group:</b>		
Average annual family earnings	\$ 614	\$ 703
Distribution:		
\$499 or less	32.6%	21.2%
500 to 999	49.4	52.0
1000 to 1199	18.0	20.2
1200 +	-	6.6
<b>Earnings of Medium-Income Group:</b>		
Average annual family earnings	\$ 1,354	\$ 1,389
Distribution:		
\$1499 or less	70.3%	59.9%
1500 to 1799	22.2	30.5
1800 to 1999	7.5	7.7
2000 +	-	1.9
Rented Dwellings as %age of Total Dwellings	58.6%	66.6%
Wage-Earner Families as %age of Tenant Families		70.0
* Halifax, Saint John, Quebec, Montreal, Ottawa, Toronto, Hamilton, London, Windsor, Winnipeg, Vancouver and Victoria.		
Source: Curtis Report		

Figures on rentals appear in Table 14. It is apparent that the proportion of Greater Winnipeg tenants paying disproportionate rents exceeds the proportion in the combined metropolitan areas. It is also worth noting that the proportion paying disproportionate rents (92% in the low-income group and 69% in the medium-income group) is in each case the highest percentage recorded in any of the twelve metropolitan areas in Canada.

**Table 14. Rentals of Tenants in Greater Winnipeg, 1941**

Rent	LOW-INCOME		MEDIUM-INCOME	
	Greater Winnipeg	12 Met. Areas	Greater Winnipeg	12 Met. Areas
Proportionate Monthly Rent	\$ 10.23	\$ 11.72	\$ 22.57	\$ 23.15
Actual Monthly Rent	\$ 18.00	\$ 19.00	\$ 26.00	\$ 24.00
Deviation	\$ 7.77	\$ 7.28	\$ 3.43	\$ 0.85
Rent: Under \$20	64.7%	60.6%	22.4%	36.1%
\$20 to 34	28.0%	32.6%	51.3%	49.4%
\$35 +	7.3%	6.8%	26.3%	14.5%
Estimated Total Dwellings	11,300		11,300	
No paying disprop. rent	10,400		7,800	
%age paying disprop. rent	92.0%	88.7%	69.0%	50.5%
Source: Curtis Report				

Such figures as those cited show the existing relationships between power to pay and cost of housing accommodation for families in the low and medium income groups, and indicate the definite need for public housing assistance in some form. The Housing Report of the Winnipeg Council of Social Agencies, prepared in 1943, discussed building costs and housing finance, pointing to the need for assistance for subsidized housing, slum clearance and rehabilitation. It also pointed out that there was a greater disparity in this area between ability to pay for housing and cost of housing, than in any other part of Canada.



partly due to slightly lower general income levels and to construction costs which are unavoidably higher because of climatic conditions. This disparity was reflected in the inability of the proposed limited dividend company to reduce unit dwelling costs sufficiently to satisfy Dominion requirements

### Housing and Health

Overcrowding has been shown to exert a detrimental influence on health, delinquency and morale. In the City of Winnipeg, a report entitled 'Comparison of Two Central Areas with the Rest of the City', was prepared by the City Health Department in 1935. The areas used for this purpose were Area I - bounded by the Assiniboine River, Sherbrook Street, Notre Dame Avenue, and the Red River; and Area II - bounded by Sherbrook Street, the C.P.R., Main Street, the Red River and Notre Dame Avenue. Many of the relationships which were apparent at that time undoubtedly still prevail, since little has been done to provide improvement

Overcrowding, inadequate sunlight, poor ventilation, lack of sanitary facilities, and fire and accident hazards are all contributing factors to ill-health. The Health Department Report indicated that the annual cost per 1,000 population of Municipal Hospital treatments to patients from Areas I and II was \$825 and \$1,608, respectively, compared with \$593 for the rest of the city.

Stated in terms of monetary costs to the city, excess costs annually for these two areas amounted to some \$450,000. This was for seven services only, namely Municipal Hospitals, Social Welfare, Police Department, Children's Aid, Children's Bureau, Winnipeg General Hospital and St. Boniface Outdoor Clinic. The total cost to the entire city for these services was \$1,251,000. The breakdown of excess costs in these two areas is shown below, being the difference between actual costs in each area and proportionate costs, the latter being based on the population in each area in relation to population of the entire city.

Area I	Actual Cost	\$257,000	
	Proportionate Cost	107,000	
	Excess Cost		\$150,000
Area II	Actual Cost	\$381,000	
	Proportionate Cost	83,000	
	Excess Cost		300,000
Areas I and II	Excess Costs		\$450,000

### Present Housing Supply

The inadequacy of the present supply of housing accommodation in Greater Winnipeg is a matter of general knowledge, which has been the subject of much discussion and comment, and needs no emphasis here. As a matter of record, however, some pertinent figures might be cited.

The 1946 Annual Report of the Chief Inspector, Division of Sanitation and Housing, shows the vacancy rates in the City of Winnipeg for the past number of years. Since 1933, the vacancy rate for houses in the city has steadily declined, from 2.8% in 1933 to 0.159% in 1947, while the vacancy rate for suites has declined from 11.1% in 1933 to zero in 1947. None of the 67 houses vacant in 1947 were available for immediate rental occupancy, 58 being held for sale, and the remaining 9 needing extensive repairs.

Figures from the 1946 Census show that over half the dwellings in the City of Winnipeg have had their present occupants for five years or less. In 16,613 dwellings, present occupants have lived there for two years or less, and in 14,040 dwellings from three to five years. The low vacancy rate may be one factor tending to produce this high rate of change, since one move often causes a series of evictions and moves. An average vacancy rate of 4% is recommended in the Curtis Report as a desirable minimum, in order to provide for normal population shifts and reasonable flexibility in occupations.

## HOUSING PROPOSALS FOR GREATER WINNIPEG

### Extent of Housing Needs

Many estimates have been made of the extent of housing needs in Canada, in other countries, and in some cities and urban areas, such as the Greater Toronto area. In making estimates for a large area, the margin of error can be absorbed more easily than for a comparatively small area, if future development should change the assumptions upon which the estimates are based. In an area the size of metropolitan Winnipeg, with a population of less than 400,000, the task of producing a reasonably accurate prediction of the housing needs in the future becomes increasingly difficult.

D. B. Mansur, President of the Central Mortgage and Housing Corporation, has summed up the problem, thus:

"Housing needs are determined by the size, composition and distribution of the population, the desired standard of living, and the proportion of resources which the country is willing to devote to this purpose. Housing needs are not wholly represented by the demand for new homes to be purchased and the demand for rental units. The difference between housing needs and this effective demand is the need for adequate housing for families whose incomes prevent them from acquiring necessary accommodation.

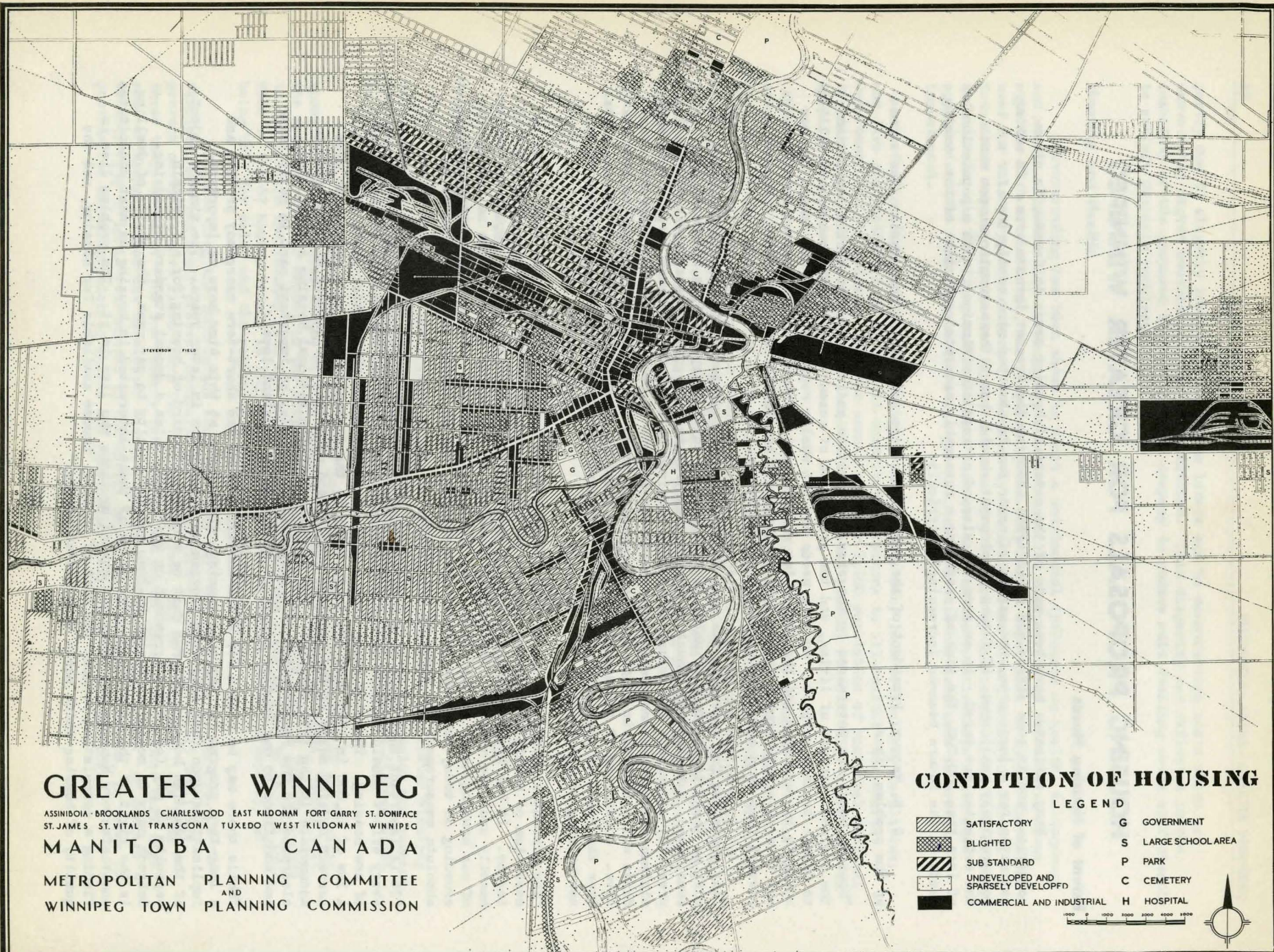
"Any yardstick for measuring the need for additions to our supply is uncertain. Not only must an absolute shortage of units to take care of involuntary multiple occupancy be considered, but also the amount of housing required to make good, substandard accommodation presently occupied. The volume of housing required in the future depends largely upon what minimum standard is acceptable, as well as the ability of people to pay for improved standards which suit their needs and taste. Housing needs are qualitative as well as quantitative. Conditions of the moment point up the absolute shortage in quantity of housing units. Over the years to come, replacement of substandard units will form a large portion of our new housing requirements.

"The present situation is one of long standing which has been brought into bold relief by cessation of multiple occupancy because of the increase and wider distribution of national income. It has been accentuated by high marriage rate and repatriation. Impact has fallen heavily upon the veteran. The housing vacancies of the middle thirties were no indication of our housing needs at that time. The involuntary multiple occupancy and general overcrowding of today shows the problem more clearly, but in itself cannot be used as an absolute measurement for needs of all kinds.

"It is important that there be a more constant addition to our supply of new housing. Every effort should be made to avoid the traditional peaks and the valleys of the volume of new housing. The wide swing from a high of 50,000 urban residential units in 1928 to a low of 14,000 in 1933 does not lend itself to the accomplishment of a program to meet current housing needs of the Canadian people, and make good the backlog which started to accumulate in the late twenties. The provisions of the National Housing Act for slum clearance and the reconversion of blighted areas may play an important part in maintaining new additions to our housing supply at a reasonably constant level.

"While there may be reason for a distinction between the short-term emergency problem and a long-term program for improved housing, steps taken at this time have as important implications upon that long-term program as steps taken in later years. The aim and object of the Canadian housing program must be a decent standard of housing for all, within capacity to pay for it and agreement on what constitutes a decent standard of housing. Subject only to municipal health by-laws and the ability to pay rent, the choice of dwelling is the right of the individual. The views of those interested in housing on what constitutes unsatisfactory housing are often not shared by those who live in it. The problem lies in finding a correlation between the cost of housing, income available for housing, and the quality of housing which meets Canadian standards."





# GREATER WINNIPEG






ASSINIBOIA · BROOKLANDS · CHARLESWOOD · EAST KILDONAN · FORT GARRY · ST. BONIFACE  
ST. JAMES · ST. VITAL · TRANSCONA · TUXEDO · WEST KILDONAN · WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE  
AND  
WINNIPEG TOWN PLANNING COMMISSION

## CONDITION OF HOUSING

### LEGEND

- |   |                                    |   |                   |
|---|------------------------------------|---|-------------------|
|  | SATISFACTORY                       | G | GOVERNMENT        |
|  | BLIGHTED                           | S | LARGE SCHOOL AREA |
|  | SUB STANDARD                       | P | PARK              |
|  | UNDEVELOPED AND SPARSELY DEVELOPED | C | CEMETERY          |
|  | COMMERCIAL AND INDUSTRIAL          | H | HOSPITAL          |

0 1000 2000 3000 4000 5000





The review of existing housing conditions serves to indicate the need for housing improvement in Greater Winnipeg. This is considered a sufficient basis, without a quantitative estimate, upon which to present the proposals appearing in the remaining portion of this report.

### Location of Residential Areas

The sub-committee on Housing of the Citizen Advisory Committee on Neighborhoods reviewed existing housing conditions in the City of Winnipeg, and grouped all residential areas in the city into three basic classifications. These classifications were: (1) generally satisfactory, (2) conservation, needing improvements, and (3) sub-standard, requiring redevelopment. Designation of areas in this way formed the basis for a more detailed study of methods of encouraging necessary improvements in areas marked for conservation, and of urging initiation of a rebuilding program in redevelopment areas and in some portions of conservation areas.

Information relating to the City of Winnipeg, compiled by Mr. P. Pickering, while Chief of the Division of Sanitation and Housing, was reviewed in conjunction with data recorded by the Dominion Bureau of Statistics in the 1941 Housing Census. In each case, the boundaries of areas containing different qualities of housing accommodation appeared on a map. From these two sources, plus special knowledge of committee members with respect to certain areas, the indication of conditions shown on Plate 5 was developed, as a reasonably accurate record of present residential accommodation in the city.

Since no statistical data was available for the portion of the metropolitan area beyond the City of Winnipeg boundaries, a field check was made to secure some record of conditions, the data observed being also recorded on Plate 5. This was necessarily based upon external physical appearance, with the classification being an indication of the condition of blocks as a whole, rather than of individual houses. The appropriate treatment for each individual area can only be determined from a more detailed survey, which would deal with the various facilities available, and will depend upon whether the area has a mixture of uses, contains buildings of widely different ages, has housing of approximately the same age but needing repairs, lacks park and open space, or other reason for designating it 'conservation'.

### GENERALLY SATISFACTORY RESIDENTIAL AREAS

Satisfactory areas are those in which dwellings are in good condition. The major problem is the prevention of deterioration, which may result from the influence of older dwellings or from lack of adequate municipal or community facilities. All vacant land is a potential hazard, unless the area is adequately zoned to provide for desirable future development.

Satisfactory housing areas in Greater Winnipeg appear in River Heights, Crescentwood, Fort Rouge, Riverview, south of Portage Avenue to the Assiniboine River, north of Portage Avenue to Notre Dame, in Weston, north Winnipeg and Elmwood west of Kelvin Street.

Most of Charleswood and all of Tuxedo have been classed as satisfactory. North of the Assiniboine, in St. James, a large area south of the airport and a smaller area between Portage Avenue and the river at the western boundary are satisfactory. Satisfactory areas in West Kildonan include the southern portion of the municipality and the area between Main Street and the Red River. In East Kildonan most of the municipality is satisfactory, with the exception of a few streets where sewer and water are not provided. The Norwood area in St. Boniface west of St. Mary's Road and an area south of Enfield Crescent have good housing. In St. Vital, satisfactory housing areas lie west of St. Mary's Road and along the river, extending south to St. Vital Road. A new V.L.A. subdivision west of St. Mary's Road at Greendell, which was illustrated in Plate 2, is also satisfactory. West of the Red River, the new Wildwood Subdivision in Fort Garry constitutes a satisfactory housing

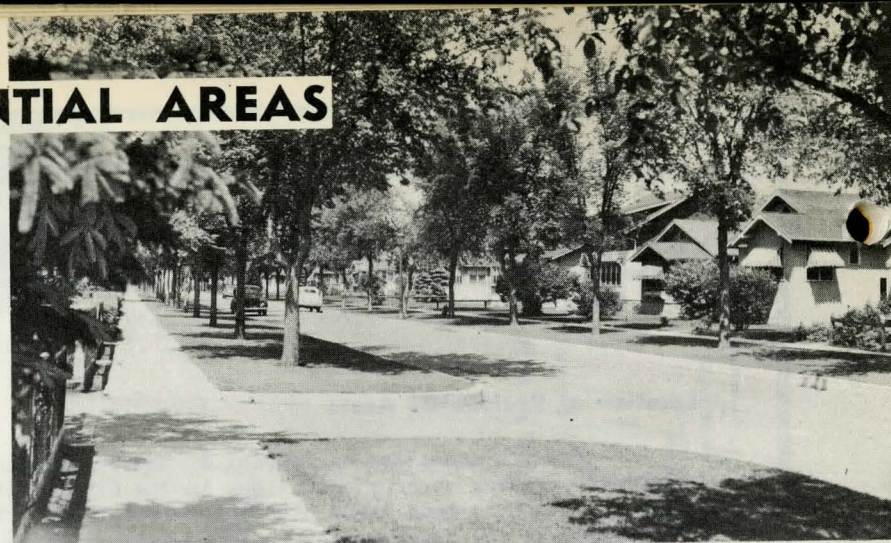


# TYPES OF RESIDENTIAL AREAS

PLATE 6

## SATISFACTORY

Needing protection



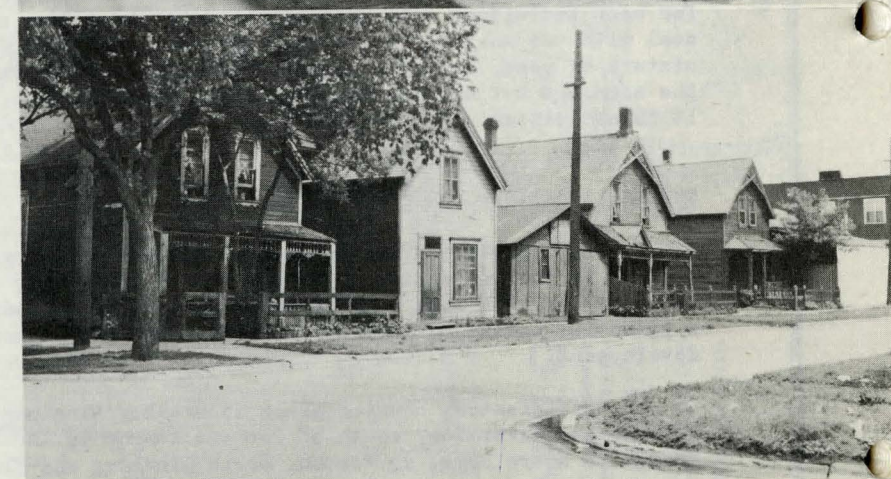
## BLIGHTED

Needing conservation



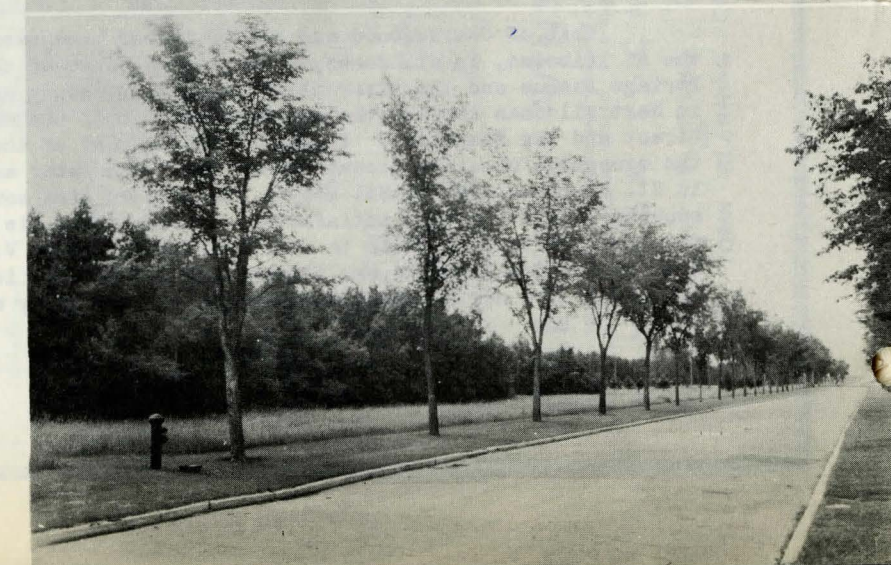
## SUBSTANDARD

Needing redevelopment



## ARRESTED DEVELOPMENT

Needing planning for new development



## HOUSING PROPOSALS

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area, together with the development along the river and the area from the Wildwood Sub-division west to Pembina Highway and south to Byng Place

## BLIGHTED RESIDENTIAL AREAS

Blighted areas are those desirable areas which are gradually deteriorating, due in part to the detrimental effect of scattered structures needing repairs. Often the area contains structures of various ages, sometimes as the result of a period of arrested development between periods of new growth. Further signs of deterioration are scattered commercial uses, vacant areas resulting from overzoning for commerce, and conversion to rooming houses. In normal periods, an excess of large buildings may result in a high vacancy rate. Crowding of persons in dwellings and of buildings on the land, lack of parking space in apartment areas, and the hazard of heavy traffic are other indications of adverse change.

Areas in Greater Winnipeg classed as blighted areas appear adjacent to the C.N.R. Fort Rouge yards, between Portage and Notre Dame east of Sherbrook Street, north of Notre Dame near the General Hospital, and in Elmwood east of Kelvin Street.

In Charleswood, the western portion of Roblin Boulevard and an area just east of the Charleswood Golf Course is in the blighted category. North of the Assiniboine, all of Assiniboia and Brooklands are classed as blighted areas. In Assiniboia, there are no areas with all the houses consistently well cared for, while in Brooklands development comprises small homes on small properties, with homes needing repairs scattered throughout the village. Lack of a sewerage system is another factor which brings the whole area into a lower classification. Portions of St. James lying north of Portage at the western boundary, and extending from Ferry Road to the eastern boundary, need improvement. In West Kildonan, the area west of Main Street and north of Enniskillen Avenue lacks sewer and water and has many homes needing repairs.

All of Transcona is classified as blighted, because new development is scattered throughout the town and no areas are totally comprised of homes in good repair and of a similar age. On the outskirts of the town there are areas without sewer and water facilities. A large area needing improvement lies in St. Boniface, east of the Seine River and north and west of Enfield Crescent. In St. Vital, improvements are needed in areas lying between St. Vital Road and Parkville Drive, between St. Mary's Road and St. Anne's Road, and between St. Anne's Road and the Seine River south of Imperial Avenue. Across the Red River in Fort Garry, development west of Pembina Highway is unserved by sewer and water and is considered a blighted area.

## SUBSTANDARD RESIDENTIAL AREAS

Areas designated as substandard are those which are in poor condition and need rebuilding. This is indicated by physical deterioration of buildings, excessive density of population, crowding of buildings on the land, traffic hazards and inadequate school, park and playground facilities. Housing in these areas requires more than small-scale improvements to bring it up to a desirable standard. Such substandard areas contribute little to the financial support of the city, while imposing an unusually heavy burden in the form of costs for fire and police protection, hospital and relief expenditures, and the like.

The major substandard areas in Greater Winnipeg occur in Point Douglas, in a small area south and a large area north of the C.P.R. yards, and in East Elmwood. The only area needing redevelopment outside the City of Winnipeg appears in St. Boniface, in an area zoned for industrial development just north of St. Boniface Road, near the Dawson Road and south of the Dugald Road west of Bourget Road.



## ARRESTED DEVELOPMENT AREAS

Arrested development areas are those in which development has stopped while there is still plenty of space available for new building. Failure of the area to attract new residents is usually due to the need for a more desirable street pattern, larger lots, improved access, extended utilities or adequate provision of community facilities

Many areas of arrested development were apparent during the thirties, but in the past few years have become new growth areas. As a result of the demand for all available lots which are serviced with sewer and water, there are few areas in Greater Winnipeg today which fall into the classification of arrested development areas

## VACANT AREAS

Vacant lands discussed here include only those suitable for residential development, and may be either subdivided or unsubdivided. There are many reasons, both physical and financial, why land remains vacant. It may be beyond the area needed for urban development or, if within a reasonable urban area, contributing factors may be poor drainage or site characteristics, inadequate access, distance from employment source, poor street layout, need for larger lots, lack of community facilities, improper zoning, unreasonable deed restrictions, or burdensome taxation.

All areas in Greater Winnipeg which are zoned for residential use appear on Plate 6, which also shows which of the residentially zoned areas are presently undeveloped. Reference to the map indicates that extensive areas available for residential development at present appear around the fringes of the central city and in the suburban municipalities

## Recommended Action to Improve Residential Areas

## SURVEY OF NEEDS

The most comprehensive guide to housing needs in Greater Winnipeg which is presently available is the 1941 Housing Census data, based upon a ten (10%) percent sample of dwelling units. Similar sample data should be available shortly from the 1946 Housing Census. While such information is valuable, there is a distinct need for a survey which will produce a concise and quantitative picture of the quality of housing in each problem area.

Such a survey is essential for determining the best utilization of any given area. Only quantitative information will supply the answer to the question of whether the area can be brought up to a satisfactory standard by conservation measures, whether it requires complete redevelopment, or whether the extent of undesirable uses in the vicinity demands that the area be used for other than residential purposes. An adequate survey should also indicate the nature of deficiencies in different areas, and information should be compiled in such a way as to serve the needs of all agencies and departments interested in housing and planning.

A method which would produce the necessary data in desirable form has been developed by the Committee on the Hygiene of Housing, of the American Public Health Association. This Appraisal Method for Measuring the Quality of Housing is designed primarily for determining the status of housing in specified areas, in order to delimit blighted and substandard areas. In Part I Nature and Uses of the Method, the principal features of the system are summarized thus:

1. It reports and evaluates housing deficiencies which may adversely affect health, safety or essential livability.
2. The neighborhood environment, usually disregarded in housing surveys, is recognized as an essential part of housing. A heavy traffic street can be more dangerous to children than rickety stairs or falling plaster. Annual floods on a low-lying site

cannot be viewed less seriously than the lack of a bathtub or of a kitchen sink. Factories and low-grade business intermingled with dwellings may create noise and smoke, cut off daylight, and monopolize open spaces

3. The quality of housing is measured by a system of numerical scores
4. The method gives a solid quantitative measurement of housing deficiencies
5. Clear, well-designed forms are supplied for collecting and processing the data. Economical procedures for analysis and presentation of the findings are an integral part of the method.
6. The method can be carried out by personnel available among the regular staffs of city government departments
7. Results can be applied to a wide variety of housing and city planning problems. The method provides the technical basis for a broad attack by public and private agencies working in cooperation.
8. Appraisals can be made under this method at reasonable cost.

Scoring is done apart from enumerating, by imposing penalty points where conditions do not meet a reasonable housing standard. Basic deficiencies are recorded and given an auxiliary score. These scores therefore indicate both the relative quality and the specific problems of areas

Prior to initiation of action on redevelopment projects in Greater Winnipeg, serious consideration should be given to use of such a survey method for appraising relative conditions either in the whole or in selected parts of the urban area. Participation by a number of interested groups, such as the Health Department, Planning Commission, Real Estate Board, Board of Trade, and Council of Social Agencies, would coordinate wide interests and produce information of maximum value to the whole community.

## PROTECTION OF SATISFACTORY RESIDENTIAL AREAS

Whether the satisfactory area under consideration is a stable, progressive development or new growth area, the problem is one of prevention, and the treatment will be similar. In order to protect satisfactory well developed areas from deterioration, vacant properties which are suitably located for use as greenbelts, playgrounds, parks or shopping centres should be developed as such, according to the needs of the community. Zoning for future development should protect the area against scattered commercial developments, and overzoning for commercial use must be avoided if vacant properties are to be developed for desirable residential or necessary commercial purposes. Seasonal hazards such as spring flooding must be overcome in some otherwise satisfactory areas, if their present desirability is to be maintained. Local action could be taken to construct permanent flood dykes, but the soundest solution to this regional problem can only be achieved through international action to provide comprehensive flood control works throughout the Red River valley.

In areas where development is in progress, the trend to new growth should be stimulated and encouraged. The high proportion of new dwellings and the presence of utilities in such areas constitute important assets in attracting new growth. Further improvements, in the nature of new parks and boulevards, should be encouraged.

New growth areas are generally located between areas of earlier development or on the outskirts of development. In the former case, their earlier development may have been retarded by inadequate drainage, lack of transit service, distance from employment centres or other location factors. New growth can be encouraged by improved transit service, by replotting for increased livability and for savings in street and utility costs where existing building permits, and by better provision for schools and parks. In outlying areas, scattered building should be discouraged and communities developed in an orderly manner in well designed subdivisions, with adequate provision for community facilities

Since large vacant areas adjacent to satisfactory housing areas constitute a hazard, they should be replotted to permit and encourage a desirable type of residential development

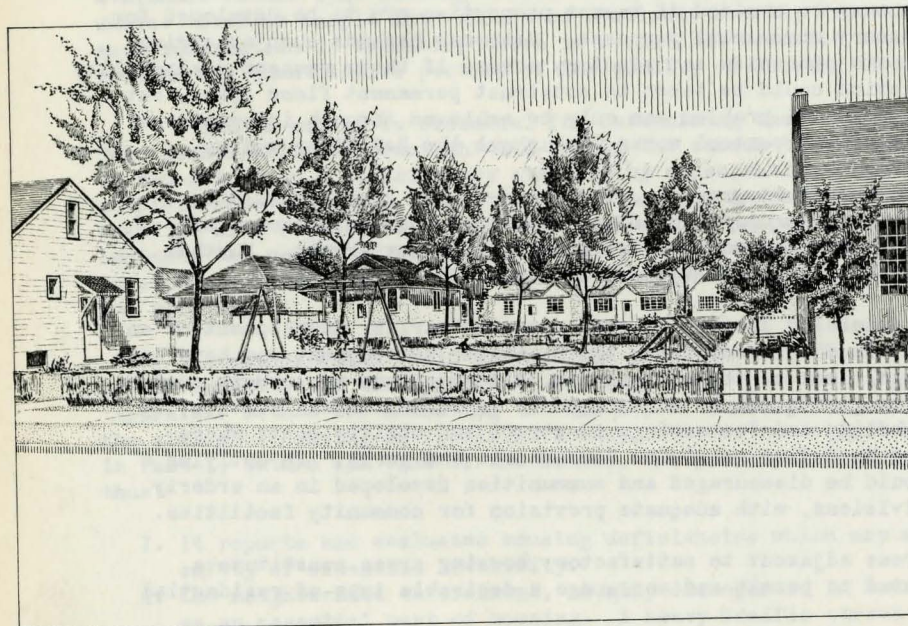


# RESIDENTIAL AREA CONSERVATION

## PUBLIC PROPERTY IMPROVEMENT

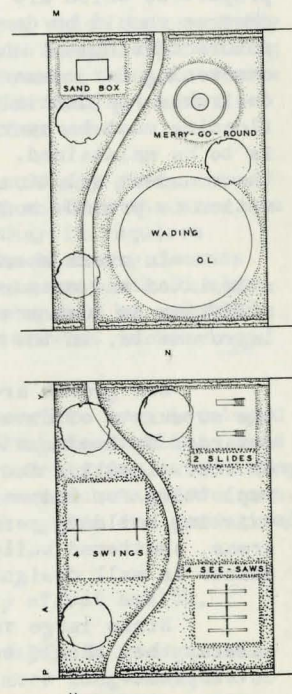


Present unnecessary street only one block long



Proposed conversion to play lots for greater use and value

### PLAN



## HOUSING PROPOSALS

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### CONSERVATION OF BLIGHTED RESIDENTIAL AREAS

In areas which are showing unmistakable signs of blight, preventive measures are needed to reverse the downward trend. Such improvement tactics will save much in later years by preventing development of a slum, which is a liability both financially and socially.

Blighted areas usually have many physical and social assets, such as good location and transit service, a predominance of sound structures suitable for an average family, existing utilities and streets in good condition, adequate school and community facilities and sufficiently large parks.

An understanding by the residents and property owners of the reasons for and ultimate advantages of all measures proposed is necessary to the success of neighborhood improvement programs in conservation areas. Conservation is a continuing process, requiring a plan which can only be put into effect through combined private, group and public action.

The following possible procedures for initiating action and for proceeding with improvement programs in conservation areas are suggested. A neighborhood organization of citizens is needed to stimulate interest and to secure the cooperation of all residents in improving their neighborhoods. Other neighborhood groups, such as community clubs and home and school associations, can lend valuable assistance, due to their detailed knowledge of community, recreational and educational needs and facilities in the neighborhood.

The neighborhood group should study the characteristics of dwellings, traffic hazards related to the street system, and adequacy of services, including transit service, in order to know their neighborhood well. Metropolitan planning recommendations for future neighborhood development, showing proposed locations of schools, parks and playgrounds, should be studied by the neighborhood group. If such detailed review should initiate ideas for improving the proposals, suggestions should be discussed with the Metropolitan Planning organization, and forwarded to the appropriate committee of Council.

A plan for action is then required. Since the treatment needed to bring conditions up to a satisfactory standard will vary for different combinations of deficiencies, the best and most effective treatment can only be determined from the results of such an initial survey as that previously suggested. Improvement possibilities lie in private action, including such matters as repairing and painting dwellings, and landscaping yards. Residents of the neighborhood, through group action, should organize and carry on community activities and support recreation activities through donations and leadership. Adjoining properties can often be landscaped as a unit, or be used to advantage for parking purposes. A group of owners, by agreement, can place caveat restrictions on their properties to supplement zoning regulations, where they desire more stringent regulations than the zoning by-law provides.

Public action is needed, to provide necessary schools, playgrounds and parks, enforce by-laws, control traffic and adjust street alignments. Demolition of individual obsolete buildings will make sites available for small neighborhood parks. Traffic control may be used to advantage to eliminate traffic hazards on residential streets. Although extensive replotting in built-up areas is usually impractical, some areas lend themselves to feasible improvements by means of closing certain streets to through traffic or closing lanes to make a park in the interior of the block.

Through cooperation and energetic action of citizens and public agencies, blighted areas can be restored to offer better housing accommodation in a more attractive neighborhood setting.

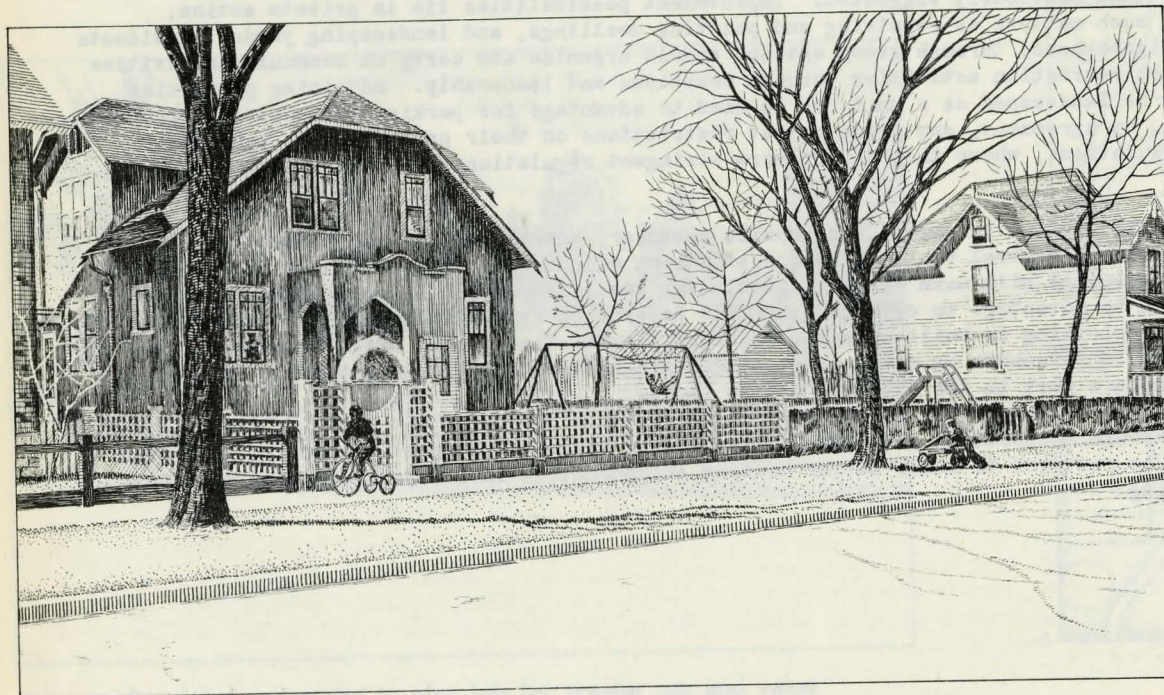


# RESIDENTIAL AREA CONSERVATION

## PRIVATE PROPERTY IMPROVEMENT



Present non-conforming use of old house as store



Proposed use of property as children's play lot, with resulting improved appearance

### REDEVELOPMENT OF SUBSTANDARD RESIDENTIAL AREAS

It is clear from the discussion of existing housing conditions that there is an urgent need for redevelopment in certain areas of Greater Winnipeg. While slum problems here are probably somewhat less acute than in larger cities, there are many families living in unhealthy and extremely crowded surroundings. If action to alleviate these conditions must await their further aggravation before public awareness of the social and economic costs of slums is sufficient to initiate action, it is indeed an unfortunate situation. The wiser course would be to start making improvements now, before the problems of our slum areas increase in magnitude and force action which later on would be more costly.

The general location of areas needing large-scale improvements can be ascertained from Dominion Census Housing data, but more accurate determination of the boundaries of redevelopment areas must be made by reference to the findings of a detailed survey, such as the Appraisal method which has been recommended. This survey technique could be applied to limited areas shown as substandard on Plate 5, such as those appearing in parts of North Winnipeg, Point Douglas and Elmwood.

Redevelopment areas usually have such assets as central location, existing utilities and some community facilities, but require planned and coordinated rebuilding. Study of each area in relation to over-all development and to recommendations of the master plan will be required to determine the most desirable use of the area. Scattered rebuilding should be discouraged, prior to complete and integrated redevelopment.

Where a large amount of industrial development has already taken place in an area suited for industrial use, it is desirable that new residential uses be discouraged and that future development conform to the proposed zoning for industry. Redevelopment in industrial, commercial and residential use could be carried out under a Redevelopment Authority, which will be discussed later in this chapter.

In areas retained for residential use, future population density should not be too great, if a potential future slum is to be avoided. A more livable area can be created by redesigning the street pattern, closing unnecessary streets and providing well shaped lots to allow for better spacing of buildings. More yard space, playgrounds, and parks should be provided, with a proper balance of residential, business, recreational and educational areas. Heavy traffic should be routed around, rather than through the area, to maintain a desirable residential character. Buffer strips can be used to good advantage to protect the redevelopment area from any adjacent, objectionable land use which might prove an adverse influence.

Many social and economic benefits will result from elimination of the financial and social costs of substandard areas, revitalization of the whole urban area and general stimulus to construction. It is also reasonable to expect that direct and indirect monetary returns will justify costs of redevelopment, if such redevelopment is based upon a master plan of the urban area. Coordination of redevelopment projects with the master plan will ensure the most desirable development of the whole urban area. As a result of such integration, redevelopment of a blighted area will strengthen not only the immediate neighborhood, but the entire metropolitan area.

If redevelopment is to be undertaken as an integrated project it is necessary that administration of land acquisition and assembly be under one control. Legislation investing the necessary powers in an appropriate agency is therefore required.

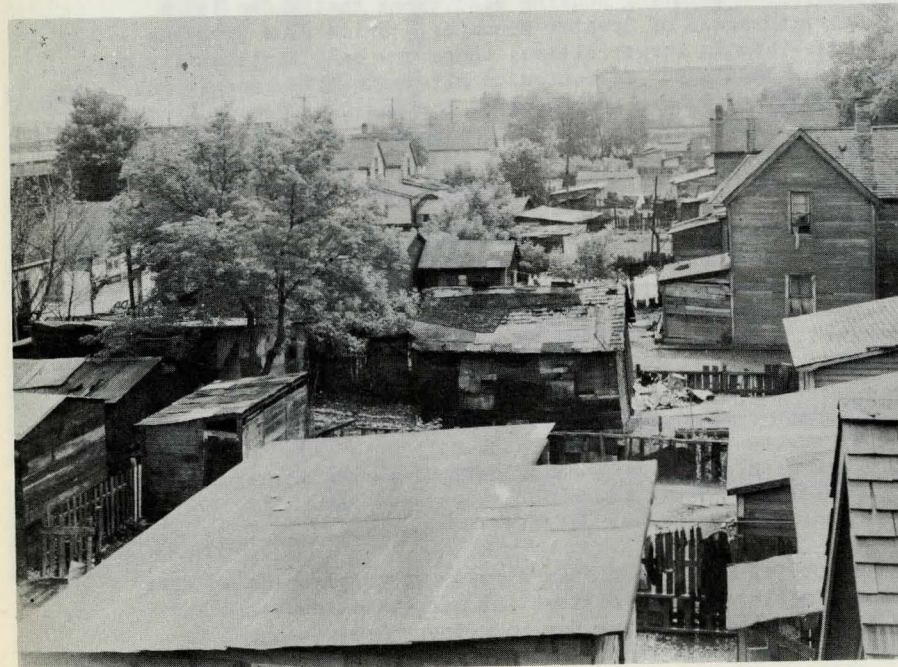
### Urban Redevelopment Legislation

An administrative agency should be set up either as an authority or as a department of the local government. The choice depends largely upon municipal debt limitations, since in the latter case the redevelopment administration might not be able to incur any obligations. The function of the administrative agency would be to carry out the plans made and

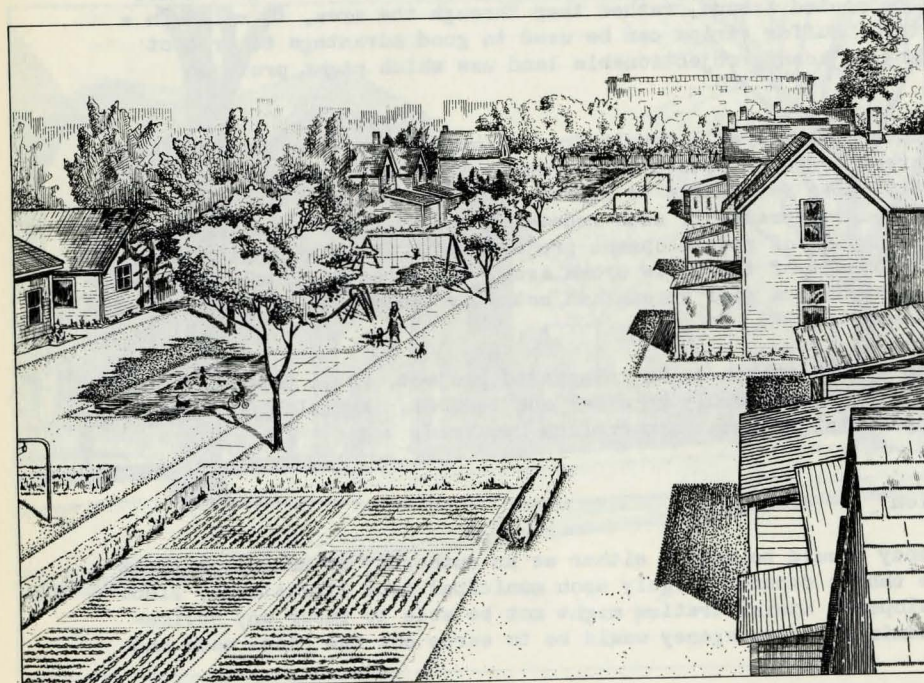


# RESIDENTIAL AREA CONSERVATION

## BACKYARD IMPROVEMENT



Present backyard clutter



Proposed community development to provide gardens and play space

approved by the planning and legislative agencies. This would involve assembling the land in the redevelopment area and disposing of it subject to approved plans. Whether the land is leased or sold by the administrative agency, the legislation should provide some means for enforcing compliance with the plan for the area.

Effective redevelopment legislation is influenced by such local factors as existing legislation, municipal finance, availability of private capital, and public opinion regarding redevelopment. There are, however, certain fundamental principles which should be included in redevelopment legislation if it is to serve its essential purpose - to permit redevelopment of substandard areas in accordance with a plan to secure the best use of the area. Legislation should provide for preparation of a land use plan, acquisition of land, and disposal of land subject to the plan.

Under redevelopment legislation, the only financing is that of land assembly. Actual construction should be financed by the lessees or purchasers of the land. Preference should be given to private developers wherever they are willing to undertake construction in accordance with the approved plan. However, where part or all of the redevelopment area is designated for low-rental housing and no interest is shown by private developers, the land may be disposed of to public developers, such as a housing authority. The location, extent and type of housing would be controlled by the redevelopment, planning and legislative agencies. Operation of a housing authority will be discussed later.

The following fourteen principles have been suggested by the Urban Land Institute as a basis for urban redevelopment enabling legislation.

### 1 Land Acquisition Agency.

For the assembly and disposal of property involved in urban redevelopment projects, the local government should be required to create an urban redevelopment agency comprised of three to five representative citizens. The agency would be an arm of the local government and responsible to it. It should be set up as a corporate body with wide powers to purchase, clear and dispose of land, but under the control of the local government.

### 2. Comprehensive General Plan.

Before any redevelopment project is undertaken, a comprehensive plan of the entire municipal area or preferably the metropolitan district shall be prepared, and the redevelopment project shall be in general accord with that comprehensive plan. The basic standards for redevelopment such as use, density, coverage, and heights, shall be established by the proper local authorities controlling planning with approval of the local government and with the collaboration of the redevelopment agency.

### 3 Areas to be Redeveloped.

Areas to be redeveloped should be determined on the basis that they are detrimental to the public health, safety, morals, or welfare, whether because of improper initial planning, because they are blighted or slum areas, or because of other reasons, and whether improved in whole or in part or wholly unimproved.

### 4. Designation of Areas to be Redeveloped.

The designation of an area to be redeveloped should be made by vote of the local government after due consideration of the recommendation of the planning commission or other proper local authorities controlling planning, and after holding public hearings.

### 5. Finance of Land Assembly.

Local governments which conform to the requirements of the proposed legislation should be permitted to receive dominion or provincial assistance or credit and they should also be permitted to make use of their own financial resources by the issuance of bonds or debentures for the purpose of urban redevelopment.

### 6. Powers of Eminent Domain.

The right to acquire property for urban redevelopment through expropriation proceedings should reside in the community only and through it in the urban



redevelopment corporations or any other public agency.

#### 7 Disposal of Land

The redevelopment agency should be permitted to sell or lease the land in the proposed redeveloped area, in whole or in part, for the purpose of fulfilling the objectives of the redevelopment plan. If the land is leased, purchase option should be granted the lessee with proper safeguards so that development by private enterprise can take place

#### 8 Public Controls

To insure that urban redevelopment shall operate in the public interest, reasonable public controls are necessary, and to that end the contract, deed, or lease agreement should contain covenants running with the land assuring the improvement and maintenance in the manner determined by the redevelopment plan.

#### 9 Tax Abatement.

Tax exemptions, tax abatements, or tax freezing as a stimulus to redevelopment are dangerous expedients, which should not be adopted unless absolutely necessary.

#### 10. Re-Housing of Displaced Tenants.

The redevelopment agency should not be required to provide for the rehousing of displaced tenants. The redevelopment bill should not be a housing bill. However, in selecting areas to be redeveloped, consideration must be given to this problem.

#### 11. Profits or Dividends

There should be no restrictions on the profits or dividends derived from private redevelopment projects. However, provision should be made for rental accommodations for various income groups and controls established for land use, density, height, and land coverage

#### 12 Appraisal

Appraisals by properly qualified appraisers should be made before purchase as well as new use appraisals made just prior to resale. The appraisals should not be binding on the redevelopment agency, but should be used as a guide and for purposes of public record.

#### 13 Modification of Redevelopment Plan.

Careful safeguards should be provided against unwarranted modification and changes in the official redevelopment plan, but provision should be made for future proper modification.

#### 14. Administrative Costs

Funds should be provided to cover administrative costs, preferably through action of the local government.

### Housing Legislation

Low-rental public housing projects will require a Housing Authority responsible for administration and finance. It is recommended that such a Housing Authority be empowered to operate in the metropolitan area of Greater Winnipeg, rather than being confined to the City of Winnipeg.

An important advantage of a Metropolitan Housing Authority is the possibility of developing in an outlying area a housing project to accommodate families displaced from a centrally located substandard area in which the most appropriate type of redevelopment is deemed to be partially or wholly in other than residential uses. Further, a Housing Authority with the whole metropolitan area within its field of operation would avoid the duplication of representation which would result from establishment of a Municipal Housing Authority in each of several cities or municipalities in the metropolitan area, each with a representative from the Provincial and Dominion Governments

Establishment of a City Housing Commission was recommended in the Council of Social Agencies report on Housing in Winnipeg. While it is suggested here that such a Commission or Authority embrace the Greater Winnipeg area, the organization and functions of the Commission might be similar to those outlined by the Council of Social Agencies

The Housing Authority should operate in cooperation with the Urban Redevelopment Authority, proceeding with low-rental housing projects which private developers show no desire to undertake. The Housing Authority should have power to lease or purchase land for erection of low-rental housing, and power to borrow money for this purpose. In view of the expressed policy of the Dominion Government to provide financial assistance to limited-dividend corporations, but not to municipalities, for low-rental housing projects, it is suggested that the Housing Authority comprise citizen members as well as municipal representatives and be incorporated as a limited-dividend corporation. Its establishment could be initiated by the municipal government or governments. Such an organization could operate under existing legislation and take advantage of Dominion Government loans. Moreover, it would have the effect of separating the low-rental housing authority from the field of politics, thus expediting action and avoiding delays arising from political expediency.

The Housing Authority should be required to prepare a site plan for the public housing scheme, in accordance with the over-all plan for the redevelopment area, and should submit the site plan to the Redevelopment Authority and to the Planning Commission for approval, prior to proceeding with construction. Adequate temporary or permanent accommodation for families displaced by the housing project should be provided by the Housing Authority.

The National Housing Act contains a provision for assistance to municipal governments by the Dominion Government for slum clearance. Action should be taken under this enabling legislation, which provides for payments amounting to one-half the difference between the cost of land acquisition and the revenue from its sale to a developer or housing authority for a housing project. Payments can only be made if the project is developed according to an approved plan and the cost of construction is such that units may be rented at a reasonable figure.

The Curtis Report embodies sound suggestions regarding low-rental housing in Canadian cities. Reference here to the highlights of these recommendations should prove of value, as an indication of the numerous points which require consideration in connection with low-rental housing.

#### 1 Housing Authority.

The Municipal Housing Authority should be incorporated under a Provincial Government charter, which enumerates specific arrangements between the Housing Authority and Municipal governments, regarding tax payment by the Authority, registration of land required, and operation of the Authority in the metropolitan area.

The duties of the Municipal Housing Authority would be to administer the construction and operation of the project, with the object of providing housing for low-income groups. Membership of the Authority should be small, possibly with one representative each from the local government or governments, province planning board and Dominion.

#### 2. Finance

The Dominion Government should contribute the main capital costs of the project, since funds could thereby be provided at a lower interest rate than by municipal borrowing. Land acquisition costs should be borne in large part by the Dominion, from a Development Fund for that purpose. Such assistance, however, should be conditional upon a 25% contribution by the Municipality and upon establishment of a Local Housing Authority.

Low-rental character of the dwelling should be ensured by an annual subsidy. The respective shares to be borne by the Dominion, Provincial and Municipal governments



would be dependent upon Dominion-Provincial fiscal policy.

### 3 Tax Policy.

Since reduction of the Municipal taxing power discourages participation, the relation of low-rental projects to local tax structures will influence the response of the municipalities. It is suggested that the tax rate should be comparable to the average level in the municipalities and should be directly related to density of occupation of land, since density affects the municipal services needed.

### 4. Special Requirements

The Dominion Government should require that the project be in a planned area, that specified maximum costs of construction per dwelling unit not be exceeded relative to the building cost indices for the particular area, that standard accounting and administrative procedures be used, and that any surplus on operations be turned into a special national Low Rental Subsidy Fund.

### 5 Project Management.

It is recommended that a full-time manager be employed for each project developed.

### 6. Eligibility and Rentals

Decision should be reached as to whether the income limit of tenants should apply only at the time of entrance or periodically thereafter

A system of graded rents related to the dwelling unit is recommended, rather than proportional rents related to the income of the tenant. Graded rents may be administered more objectively, are simpler to operate, and permit a closer estimate of the revenue capacity of the project. Tenants can select the units best suited to their physical needs and financial resources.

### 7. Community Facilities

Provision of such community facilities as schools and playgrounds is recommended, as a necessary part of the project. Location of community facilities should be subject to approval of the Town Planning Commission, in order to ensure that they are in proper relation not only to the project itself but to other adjacent areas which may be affected.

## Site Selection for Housing Projects

Comprehensive planning studies form the best basic data for use in selection of a housing project site, since such studies facilitate the task of locating the project where it may be developed as an integral part of the community plan. Redevelopment schemes should harmonize with plans for future development in neighborhood units.\* The ideal situation is one in which there is a well-defined and accepted urban redevelopment plan, into which public housing projects will fit readily and naturally.

The project should provide not only shelter, but dwellings with commercial and recreation facilities in appropriate relationship, communication from one to the other, and due regard to the welfare of the people who will live in the development.

It is essential that zoning regulations be such as to protect the residential character of the neighborhood in which the site is located. Otherwise, the redevelopment project may gradually deteriorate and decay into slums

Facilities essential to the health, safety, convenience and public welfare of the project residents should be provided. Services needed within the site include utilities, police and fire protection, garbage and waste collection, street cleaning and snow removal. These services are usually provided by the city or municipality, but their availability to sites should not be taken for granted, as power, water and sewer

\* See report on 'Neighborhoods - Schools, Recreation, Parks' for proposed boundaries of neighborhoods and communities in Greater Winnipeg

provision may not be of a sufficient capacity to serve the housing project. Other services which should be provided within reasonable distances, but not necessarily within the site itself, include transit service to places of employment and business, neighborhood shopping, schools, playgrounds, churches, libraries, theatres, hospitals, and the like. The criterion for these factors is the time, effort and expense required by the tenant to reach his objective

Dangers and nuisances should be avoided wherever possible, or properly treated to minimize their hazardous or undesirable aspects. For instance, nearby railways and traffic thoroughfares may be separated from homes by suitable barriers, such as protective belts or screens to absorb noise and smoke. Steep embankments and deep bodies of water are potential dangers to small children unless some suitable barrier is provided.

The size of the site depends upon the number of dwelling units, the dwelling type and number of storeys, and population density. Favorable neighboring uses are parks, unbuildable land or other areas which open up pleasant views or offer access to recreation. Traffic access to the site should be from secondary streets, rather than from major thoroughfares in order to provide a safer entrance and to avoid interference with heavy traffic

Public housing has as one of its first objectives the elimination of slum areas. The project may be located on inexpensive, undeveloped land, and an equivalent number of new dwelling units provided as there are slum units eliminated. The cost of land per dwelling unit would thus be low, and the cost of blighted land might be lowered indirectly by moving the residents from it. In other cases, slum areas must be attacked by direct clearance and re-use of the land for low-rent housing. In this case, the land cost will be high. Between these two extremes lies a variety of land types, which may be used in slum elimination.

## Site Planning for Housing Projects

Land, buildings and people are the three major elements which go into the making of a housing project. Land should be so developed and buildings so designed as to provide a satisfactory frame for the lives of the people who will live there. The aim of redevelopment is to improve the health, happiness and social usefulness of the low-income group in the community - to offer an opportunity for a better way of life, with privacy for each family within a home, opportunity for group life outside the home; adequate space, sunlight and ventilation in the rooms; and adequate space out of doors for active games or for rest and relaxation. In providing this improved environment, it is essential at the same time to maintain the low-rent and low-cost character of the housing.

The importance of the site plan should not be underestimated, for the success of the project is just as dependent upon a good site plan as upon good dwelling unit or site engineering plans. To achieve the best results, design of dwellings and development of the site plan should proceed at the same time, and all phases of project design should be correlated.

The site plan for the redevelopment area should be prepared or approved by the planning agency, for such an agency is best equipped to determine whether the site plan is in harmony with the over-all plan. The site plan should define the boundaries of the area, the extent and location of residential, commercial, industrial, educational and recreational areas, and should prescribe population density and building intensity.

Site planning embraces location of buildings, provision of circulation routes, determination of land use, and many other factors. The plan is shaped by climate; by local housing customs; by economic conditions, location of site with respect to employment, transportation, utilities and social institutions; by cost of land, relative cost of various forms of construction and cost of utilities and maintenance; by the habits, incomes and composition of the families to be housed. Other factors also bear upon the plan - area, shape and topography of the site; number of dwelling units proposed and type of buildings; orientation and spacing of buildings; landscape development and preservation of trees. These factors should be correlated to produce a simple, livable and economical



pattern of land use.

The site plan is organized at two levels - as a whole, so the project will operate smoothly and take its place as part of the community; and in detail, as a texture of building arrangement and servicing, so that each dwelling unit will function smoothly.

Each of the major considerations outlined below has its place in the organization of the site plan.

1. General Type of Project - whether it shall be planned as a superblock or shall follow existing patterns of subdivisions and streets.
2. Arrangement of Dwelling Buildings - in relation to one another, to city and project streets, to the topography, to sunlight and prevailing winds, to the scheme of land use.
3. Location and Arrangement of Administration and Community Activity Buildings - in relation to one another, to circulation routes, to topography, to orientation, to outdoor recreation areas and to the dwelling buildings.
4. Circulation and Access - by means of streets, drives and walks; parking spaces.
5. Service Arrangements - waste collection and removal; fuel delivery; fences; street lighting.
6. Land Use - for tenant yards, allotment gardens, laundry yards (private or common), recreation areas, and for other purposes.

Since low-rent housing is a comparatively new field, there is much to learn. Canadian experience is very limited, but certain basic principles which have come to be accepted as fundamental in modern residential planning practice in the United States are worthy of consideration in order that developments here may benefit by experience elsewhere in meeting similar problems.

#### (a) Superblock

One of the most important of these principles involves use of the superblock, a relatively large residential area which may be partially bounded by through traffic streets, but which is free from such traffic within its boundaries. By designing the streets to serve particular functions, paving costs may be reduced, more privacy secured, traffic hazards and noise minimized and the residential area made safer for pedestrians and children.

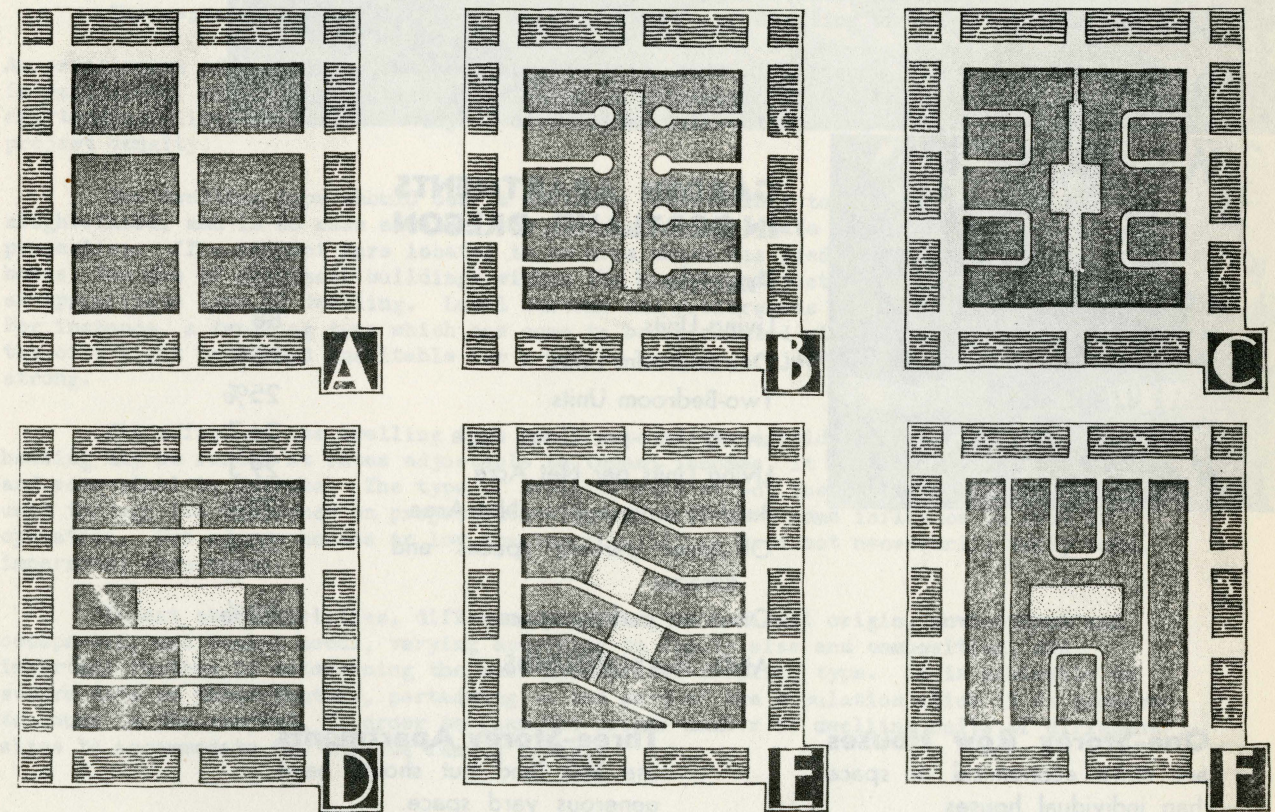
Circulation within the site should allow direct movement, without superfluous street length. Loop service drives give greater circulation convenience than dead-end streets, and at the same time discourage through traffic. The amount of parking space required will depend upon the percentage of car ownership, which in this locality will necessarily be very low among low-income groups. Some provision should be made for visitors, however, preferably in the form of convenient off-street parking courts. Their best location is near traffic streets, near dwelling units and in end relation to buildings.

Walks, as well as streets, should be designed for their various uses. These include sidewalks parallel to streets, collector walks for general circulation, approach walks leading to groups of buildings, and entrance walks leading directly to dwelling or building entrances. Walks should follow the natural path of circulation, so the tenants will not be tempted to seek more direct routes and to form short-cuts across lawns. As walks are popular outdoor play spaces for children, who like to roller skate or push their wagons on the pavement, they should be located far enough from dwellings so that the noise will not interfere. Ramps are usually preferable to steps for pedestrians, and are more convenient for baby carriages, wagons and bicycles.

Most housing project plans are based upon repetition of a service strip or plan

unit, which is economical in operation and construction cost. Different types of plans may be used, depending upon the nature of the site and surroundings and upon the dwelling type used. Perimeter plans, in which buildings face the boundary streets, take advantage of the open space offered by streets, and allow concentration of open areas within the site for community use. Where there is heavy traffic on the boundary street, the buildings should be set back farther from the street line. In apartment house projects, an open plan with the buildings spaced about the site gives it a more attractive appearance both for the public and the tenants. An end to end arrangement of buildings in row housing projects has proved satisfactory in many developments.

The objective in spacing buildings is to admit the greatest amount of sunlight, attain maximum privacy and freedom from noise, and afford the widest scope of view. It is desirable to have buildings oriented for sunlight and summer breezes. Best orientation, however, is a subject requiring careful study, with the solution depending upon climate, sunshine and prevailing winds.



#### TYPES OF SUPERBLOCK FOR HOUSING PROJECTS

Diagrammatic plans illustrating superblocks or traffic-free residential areas in an existing city plan.

- A. The area to be replanned.
- B. A true superblock, subdivided only by cul-de-sacs.
- C. Turned lanes, avoiding the use of turn-arounds and saving time in route servicing.

PLATE 10

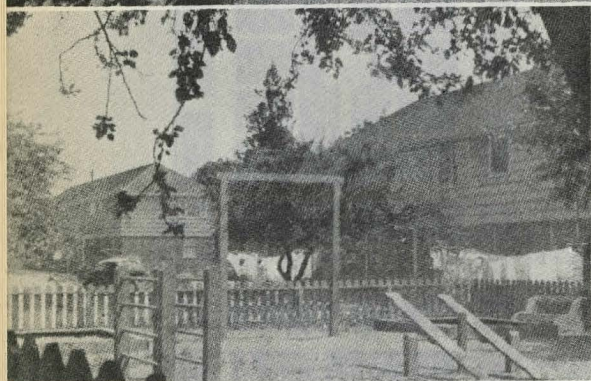
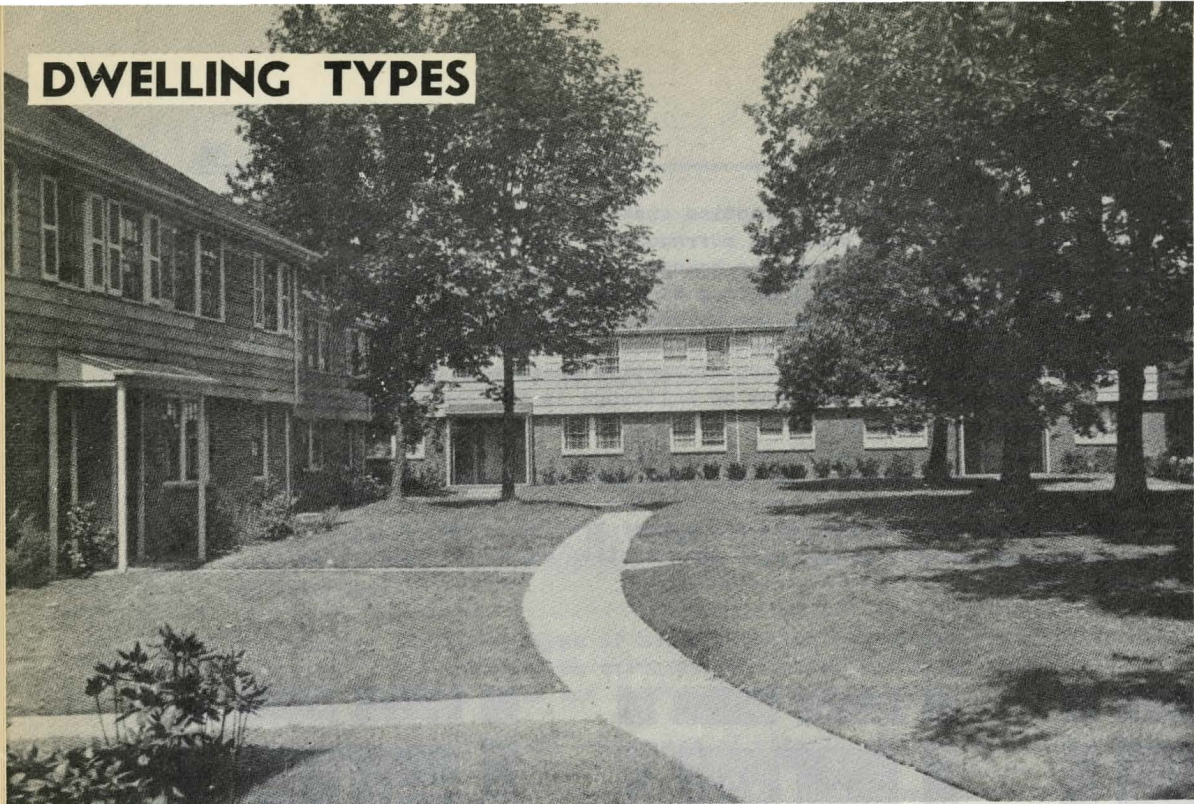
D. Lanes running through the area.

E. Similar lanes at an angle for esthetic effect or for better relation to the topography.

F. Through and turned lanes combined to secure a large central open area.

In all cases through or fast traffic in the residential area is diminished by providing a wide and well paved street around the area and by using narrow pavements within it.





GARDEN APARTMENTS  
IN PORTLAND, OREGON

Provide	
Living Units	88
One-Bedroom Units	75%
Two-Bedroom Units	25%
Living Units per Gross Acre	24.7
Living Units per Net Acre	29.3
Building coverage on Net Area	22%
Off-street parking spaces and garages	50%
On-street parking spaces	33%

AND PLAYGROUNDS

**One-Storey Row Houses**  
are more economical of space  
than individual houses.

**Three-Storey Apartments**  
use less land but should have  
generous yard space.



PLATE 11

(b) Dwelling Type

The dwelling type will be determined from a consideration of its relationship to land cost, density, the neighborhood pattern, rents, and tenant characteristics. These factors, taken individually, may suggest different solutions, so the best dwelling type for each project must be finally determined by the relative importance of local conditions affecting the selection.

Land cost will suggest a project density, or number of dwelling units per acre, which is desirable in order to produce a financially sound development. The achievement of this density will depend upon the choice of dwelling type and the arrangement of buildings on the site. The following figures indicate the approximate densities which various dwelling types will produce

One-storey twin houses	14 dwelling units per acre
One-storey row houses	15 dwelling units per acre
Two-storey row houses	24 dwelling units per acre
Two-storey apartments	36 dwelling units per acre
Three-storey apartments	50 dwelling units per acre

An arrangement of two-storey row houses, with apartments at the ends, has proved successful in many areas, since it permits allocation of yard space to second floor tenants in the apartments, allows an efficient layout of dwelling units of various sizes, and increases the project density.

The dwelling type should bear a suitable relationship to the character of the neighborhood, and in no case should it be such as to depreciate the value of surrounding properties. If a project were located in an area which was predominantly single family homes, the use of apartment buildings within the housing project would not be considered an appropriate type of dwelling. Local customs and preferences should also be considered. For instance, a dwelling type which has come to be associated with large blighted areas in the city might be deemed unsuitable for a public housing project if local prejudice were strong.

The effect of the dwelling type upon rents merits consideration. In order that the housing may be rented at rates adjustable to tenant incomes, it must be low in capital cost and economical to operate. The type of dwelling will affect the capital cost per dwelling unit through its influence on project density, and will have some influence on cost of operation. Use of row houses or low apartment buildings does not necessarily imply cold, impersonal structures.

Tenant characteristics, differing according to national origin, environment and occupation, and tenant needs, varying according to family size and composition, are important factors in determining the most appropriate dwelling type. It is desirable to secure data on these factors, pertaining to the part of the population which it is proposed to house in the project, in order to plan the proper number of dwelling units of different sizes to accommodate the various family groups.

(c) Service Arrangements

In designing the project site, it is necessary that early consideration be given to adequate provision for waste removal, and for fuel delivery and storage. Most municipalities provide waste removal services, but there are local variations in the mixtures collected, the manner in which wastes are to be made available for collection and the frequency of collection. Waste receptacles for individual families should be conveniently located but inconspicuous.

Provisions for fuel delivery and storage depend upon the type of heating system. If coal is used, there should be provision for chuting from truck to bin. If oil is used, the delivery limit from the truck to storage tank should be checked.





Play spaces properly designed and located tend to reduce accident hazards

## RECREATION AREAS IN HOUSING PROJECTS



Concentration of fixed playground equipment simplifies problems of supervision

Outside lighting of streets and walks is usually a municipal responsibility, with supplementary lighting of entrances and parking courts being provided by the project.

### (d) Open Spaces and Recreational Areas

One of the initial requirements in the development of the housing project will be determination of a land use policy, to guide the arrangement of outdoor areas for selected functions. This policy should place appropriate emphasis on the desire for a pleasing appearance, efficiency and neatness of the project, community use of land for recreation, and assignment of land to tenants as private yards. The density of the project, type of dwelling unit, and customs and land use background of tenants will be factors to consider. For instance, if most of the families have come from crowded apartments, it is desirable to stress the recreation features and to pool areas for community use. On the other hand, if the tenants are accustomed to private yards, some land should be assigned to each family for private use, if the project is to prove successful.

The arrangement, allocation and surfacing of open areas within the site should provide for maximum use by all tenants. The kind of space, treatment and facilities which are needed will depend upon the age groups, size of project, and tenant preferences in regard to leisure time, while the extent to which these needs should be provided for by facilities within the site will be conditioned by the community facilities available in the surrounding area. Close cooperation with the Parks Board is desirable in arranging for provision, supervision and maintenance of the recreation areas.

In providing recreation facilities within the site, as much space as possible should be combined into one principal play area, as such coordination of recreation facilities permits easier supervision, enables a greater variety of games to be played, and produces savings by avoiding duplication of facilities. The principal play area should provide for all organized games, with special areas for fixed playground equipment, court games, play programs for small children, outdoor parties and table games. The usefulness of the area can often be increased by planning for some overlapping. For example, the extension of the paved border around a spray pool may be good for roller skating, or the paved entrance to the community building may be used for outdoor games such as shuffle board.

Fixed equipment should be placed along the edge of the recreation area, rather than in a central position where it may interfere with games. Shade trees around the perimeter of the area are desirable.

Sitting areas should be distributed throughout the project, in locations where they will give the most enjoyment. They can be in the form of small plazas at community buildings, and also located near an outside entrance or near a public walk leading to a group of buildings. Space for benches and baby carriages, and grass or paved areas for children to play are the only requisites for these sitting areas.

Areas which are not required for public use may be allocated to each family for private development and maintenance. Boundaries of these properties should be clearly marked so that the tenant will accept responsibility for his plot and feel that it is his own to be developed with grass, flowers, vegetables or vines, according to his personal preferences. Walks, shrubs, or fences can be so located as to mark the boundaries of individual areas.

### (e) Planting and Surfacing

While planting adds greatly to the attractive appearance of a housing project, it should be planned to serve a useful purpose. Since there is neither space nor money to spare, the technique of planting for housing projects is different from that for other large areas. A low-rent housing site is characterized by intensive use, with almost every part of the grounds planned for people doing things - walking to work, the store, the school or the playground, hanging out clothes, playing games, gardening, or sitting in the sun or the shade.



# RECREATION AREAS IN HOUSING PROJECTS



Lawns and large trees are popular play spots



Shallow spray pools can be used for wheel toys



Play sculpture attracts the children



Appropriate planting should define land use and add to the enjoyment of the various activities. Hedges and shrubs make attractive and effective barriers or screens, which may be so located as to separate project and tenant maintained areas, or to designate the children's play space, spray pool area or quiet sitting area. Shrubs may be planted to indicate the boundaries of private yards.

Maintenance costs of the grounds may be kept down by planning for tenant responsibility wherever possible, and by planning project areas to require a minimum amount of care. By preserving existing trees, selecting vigorous plants, providing good soil preparation, fertilization and drainage, and avoiding over-planting, a pleasant appearance can be achieved without entailing heavy expenditures for maintenance.

Preservation of some existing trees or even groves of trees is desirable, as large trees which take years to grow give greater shade and a more restful appearance. Some protection may be needed for trees near intensively used areas, and for young trees until they become well established. Such protection is necessary to curb the impulse of children to climb the trees or to peel the bark.

Plants should be selected for their ability to thrive under unfavorable conditions. Planting around intensive use areas and near entrances is vulnerable due to its location, and should have some protection. As children in the project may be unaccustomed to caring for plants and lawns, plant protection will be useful in guiding and stimulating new habits. A permanent or temporary fence, the wall of a building, or other plants, may be used to shield the plants from damage. Thorny, self-protecting varieties may be used to advantage in exposed, unprotected locations or on steep slopes.

The most successful planting is achieved through use of two or three varieties of trees and shrubs, planted on a scale appropriate to the size of the project. This permits easier maintenance and avoids the spotty effect resulting from use of too many types, sizes or species. The ultimate size of each plant variety should be considered, so that tall growing shrubs will not grow up under windows, or spreading shrubs interfere with nearby walks. Restriction of varieties also applies to flower beds. Large beds of only one or two varieties are better than scattered, small flower beds of mixed varieties.

Surfacing of open spaces will depend upon the intended use. Although a grass lawn offers a most attractive ground surface, it is costly to keep in good condition and is therefore unsuitable for sole use in a low-cost project. In areas where lawns are used, they should be large, of regular shape, and free from spotty planting, to enable cutting with power mowers. In large project areas, rough meadow grass is suitable for some forms of play and requires little upkeep. A harder surface will be needed for intensive use areas which may be broken by small islands of green planted with hardy shrubs or beds of flowers, and located to offer no interference with active use of the open areas. Fixed playing equipment needs a soft surface beneath it, to avoid serious accidents.



Lawns and gardens for the use and enjoyment of the people who live in the project







NEW RESIDENTIAL DEVELOPMENT IN ARRESTED DEVELOPMENT AND VACANT AREAS

In order to attract residential uses to arrested development areas, factors which interrupted normal growth must be overcome. Improved transit service to the central area and to nearby sources of employment will eliminate isolation and enhance the desirability of the area. Replanning of streets to provide greater amenity with less street length, especially where development is scattered and there are large vacant areas, will reduce the capital and maintenance costs of street construction and utility installations, and at the same time produce larger and better shaped lots. Provision of adequate school and community facilities will further encourage development of a thriving neighborhood.

Present vacant areas offer an opportunity for development of desirable communities in attractive, efficient subdivisions, which make adequate provision for park, school and recreation facilities. The cities and municipalities of Greater Winnipeg should adopt desirable standards, to be met by private developers in plotting new subdivisions.\* Local governments could also encourage resubdivision in areas which are subdivided but are not built up, in order to provide residential areas offering greater amenities as well as economies in construction and maintenance of streets and utilities.

Where large numbers of houses are being built, either by a private contractor or under government programs such as the Wartime Housing or Veterans Housing developments, it is most desirable that consideration be given to the feasibility of subdivision improvement. Building these houses on scattered lots, or in endless rows on streets providing necessary services, is usually not the sort of development which will yield greatest long-range satisfaction.

It is recommended that the municipalities adopt the proposed zoning regulations as soon as possible, in order that new development may be carried out in accordance with integrated plans. Coordination with proposals for major thoroughfare, transportation and neighborhood development is also desirable. All too often the amortization of a home is based on the life-expectancy of the building in an unplanned neighborhood rather than on the life-span of the building itself. With adequate planning and zoning, financing could safely be extended over a longer period.

Some encouragement might be given to large-scale single family or apartment developments by simplifying tax foreclosure proceedings, to make assembly of land an easier and speedier process.

Before actual construction, it is advisable to consider the suitability of a proposed site for residential use, with reference to such factors as topography, soil conditions, surface drainage and flood dangers. If the area is subject to spring floods this hazard should be weighed against the advantages of the site and if it is decided to proceed with residential construction steps should be taken to provide such permanent flood controls as may be required.

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\* See report on 'Major Thoroughfares' for suggested Subdivision Regulations, covering street widths and alignments, block and lot sizes, and provision of school, park and playground areas.



## Summary of Proposals

Application of these recommendations to the Greater Winnipeg area suggests a possible procedure for organization and subsequent action. This suggested procedure is intended only as an initial guide, which will lend itself to later revision as constructive discussion suggests more effective ways and means of producing the desired result

### 1 Survey of Conditions and Needs.

A comprehensive survey of conditions and housing needs is required, covering either the entire area or smaller areas which are indicated by Census data as the poorest. Consultation of interested departments and organizations should precede the actual survey in order to determine the extent and type of information required for local needs. The initiative for such a survey might come from a body presently concerned with housing, such as the Fact Finding Committee of the City of Winnipeg, which committee might be enlarged to be representative of the metropolitan area.

### 2. Encouragement of Citizen Action in Blighted Residential Areas

Encouragement of citizen action in improving properties and neighborhood facilities in areas needing conservation, might originate with the Board of Trade and be followed up by local members of Council, with the people of the areas expressing their views and coordinating their action through presently organized citizen groups such as community clubs, home and school associations, or young people's groups

### 3 Redevelopment of Substandard Residential Areas

A Redevelopment Authority representative of the metropolitan area should be established by cooperative action of the various levels of government, with legislative power to assemble land in areas designated for redevelopment and to dispose of it subject to approved plans for its use and development.

The first task of such a Metropolitan Redevelopment Authority would be to review the survey results to determine the boundaries of Redevelopment areas. Site plans for selected Redevelopment Areas should be prepared by the Planning Commission, at the request of and in cooperation with the Redevelopment Authority.

### 4. Public Housing.

A Metropolitan Housing Authority for Greater Winnipeg should be established, with legislative power to develop and administer low-rental housing projects within Redevelopment Areas, or in newly developed areas, in accordance with approved plans. The local governments should be represented on this Housing Authority, together with the Provincial and Dominion Governments and the Planning Commission. This Authority should also include citizen members and be formed as a limited-dividend corporation, in order to be in a position to operate under existing legislation and to secure Dominion Government loans

In areas designated for redevelopment, where an appreciable amount of housing presently exists, action on actual reconstruction of the area could not be taken until some assurance was obtained that those living in the area had either temporary or permanent housing accommodation.

### 5 Protection of Satisfactory Residential Areas

Consideration should be given by private citizens to preservation of the character of satisfactory areas. This can be accomplished through adequate maintenance and zoning. Where such areas are becoming crowded or are in need of more community facilities, action should be taken by the Parks Board to develop quiet parks and recreation areas

### 6. New Residential Development in Vacant Areas

It is recommended that new development be carried out in vacant areas according to the proposed zoning, in order to prevent haphazard construction. Consideration should be given to new or improved subdivisions in vacant areas before new development takes place. Subdivision standards should be adopted by the municipalities as a guide for providing desirable street widths, lot sizes and space for community facilities

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PHOTOGRAPHY

Photographs appearing in Plates 6 to 9, inclusive,  
were taken locally by F J Kucera.

Illustration in Plate 10 is from

'Planning the Site ,

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Photograph in Plate 11, top is from

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Other photographs appearing in Plates 11 to 14, from

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