#### A PROPOSED DEVELOPMENT

 $\mathbf{OF}$ 

GRAND BEACH, MANITOBA



A THESIS

PRESENTED TO

# THE FACULTY OF GRADUATE STUDIES AND RESEARCH THE UNIVERSITY OF MANITOBA

IN PARTIAL FULFILLMENT

OF THE REQUIREMENTS FOR THE DEGREE

MASTER OF SCIENCE IN COMMUNITY PLANNING

BY

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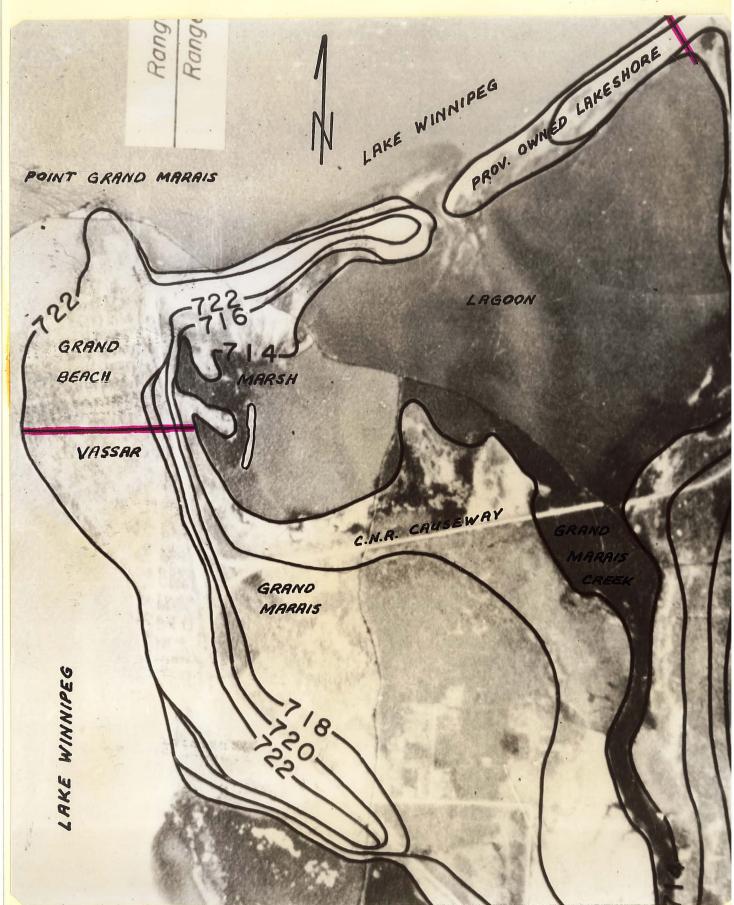
#### FOLDER

- Map 4 General map showing residential and commercial areas
- Map 5 Age of existing non-residential buildings
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#### INTRODUCTION

The subject of Grand Beach is of more than academic interest to the author because for almost twenty years he has been a regular summer visitor to this resert. Therefore, the announcement that the former C. N. R. property had been sold to the Provincial Government for development evoked an almost proprietary interest. This has resulted in the desire to prepare a study suggesting how it could best be utilized. The area under consideration includes Grand Beach itself plus approximately 1,100 yards of Provincially-owned lakeshore east of the channel. The limits of the property are marked in red on the accompanying aerial photograph.

An official plan has been prepared for the Government by a consultant firm, but the two are not comparable since the official plan is based on the eventual development of a much more extensive area.



AERIAL MOSAIC OF GRAND BEACH

# CHAPTER I

LOCATION, COMMUNICATIONS, ENVIRONS AND TOPOGRAPHY

#### CHAPTER I

#### LOCATION, COMMUNICATIONS, ENVIRONS AND TOPOGRAPHY

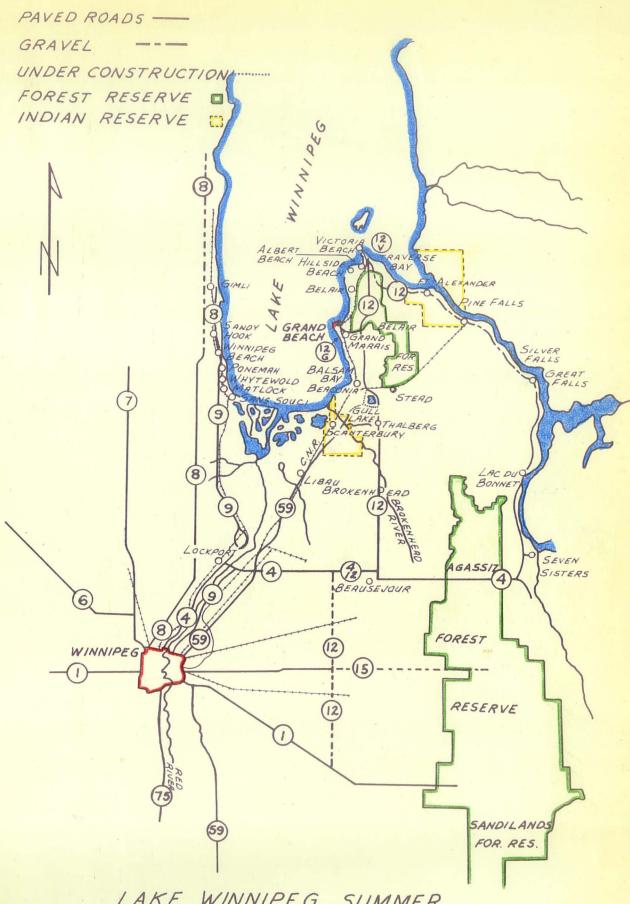
#### A. Location

Grand Beach is located on the east shore of Lake Winnipeg approximately 47 miles NNE of the city of Winnipeg. The site is described legally as a subdivision of properties in:

Fr. E.  $\frac{1}{2}$  Sec. 24, Tp. 18, Rge. 6, E.P.M.

Fr. N.  $\frac{1}{2}$  Sec. 19, Tp. 18, Rge. 7, E.P.M.

Fr. L.S. 2, Sec. 30, Tp. 18, Rge. 7, E.P.M. in the Rural Municipality of St. Clements. It is one of a series of summer resorts which have grown up around the south end of the lake. Map #1 shows the major resorts and the reads connecting them to Winnipeg.



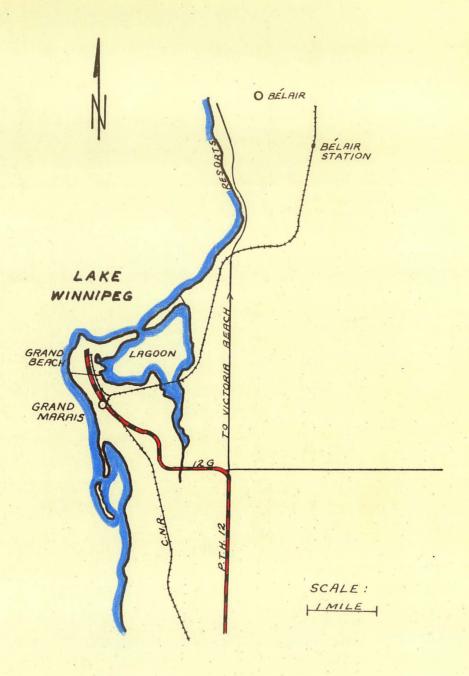
LAKE WINNIPEG SUMMER RESORTS & ROADS

SCALE:

## B. Highway Links with Winnipeg

A motorist from this city can travel to Grand Beach, a distance of about 80 miles by road, via P.T.H. 4, P.T.H. 12 and P.T.H. 12G; or alternately via P.T.H. 59, P.T.H. 4, P.T.H. 12, and P.T.H. 12G. P.T.H. 4 from Winnipeg to Lockport is an excellent four-lane highway but it narrows to only two lanes after turning east at Lockport. P.T.H. 59, P.T.H. 12 and P.T.H. 12G are also two lanes in width. (i.e. one traffic lane in either direction.) The above-mentioned highways are hard surfaced and well maintained. The route is kept open during the winter at least as far as Grand Marais, and travel to and from the area is possible at all times of the year.

P.T.H. 59 is presently being extended from Libau north to intersect P.T.H. 12 at Gull Lake. At the time of writing, this new road had been completed as far as the Brokenhead River and the right-of-way cleared for the entire length. The uncompleted portion is shown as a dotted line which branches west of Gull Lake to form two intersections with P.T.H. 12 (see May #1). This new route will decrease the distance by road from Winnipeg to Grand Beach by about 15 miles.



GRAND BEACH, MANITOBA.
LOCAL HIGHWAY SYSTEM

# C. Public Transportation

The Grand Marais area is served by the C.N.R. and regularly scheduled train service to Grand Beach is available during the summer. Due to competition from private automobiles, this train service is not as frequent as before and there has been talk of terminating the line at Grand Marais in the near future. However, this is uncertain and the train service could be retained and possibly improved if the demand should arise. The last available train schedule, for the summer of 1960, is reprinted below.

(Add 1 Hour for Daylight Saving Time)

#### C. N. R. TRAIN SERVICE TO GRAND BEACH

#### LEAVING WINNIPEG --

Wednesdays, 8:30 A.M., April 27 to October 26, inclusive.
Fridays, 5:10 P.M., July 8, 15
Saturdays, Sundays, 8:30 A.M., June 25, 26, July 1, 2, 3, 9, 10
Special on Thursday, June 30th, 5:10 P.M.

#### LEAVING GRAND BEACH --

Wednesdays, 5:20 P.M. (above dates)
Fridays, 9:20 P.M. (above dates)
Saturdays, Sundays, 7:10 P.M. (above dates)
Special on Thursday, June 30th, 9:20 P.M.
(above dates)

A bus service to Grand Beach is provided by Red River Motor Coach Lines, Ltd. The buses are routed through Leckport and Beausejour. Their last available schedule, also for the summer of 1960, reads as follows:

#### Bus No. 1--

LEAVING WINNIPEG LEAVING GRAND BEACH 5:45 P.M. 8:20 A.M. (Daily except Sundays and Holidays) 9:00 P.M. 5:00 P.M. Sundays and Holidays

#### Bus No. 2--

9:00 A.M. Daily

5:50 P.M.

All Times Daylight Saving

Wpg. Ph. WH2-7271

Terminals: Bus Depot at Winnipeg
Parkview Hotel at Grand Beach

## D. Neighbouring Communities

Grand Marais. Grand Beach is the third of three adjacent communities clustered together along P.T.H. 12G and the C.N.R. tracks. The most southerly of these is Grand Marais. This is a permanent settlement and is inhabited during the full twelve menths of the year. It consists of a few summer cottages plus a core of year-round residences. All are of frame construction and the lots are privately owned. The winter inhabitants are composed of a number of whites, some of whom are elderly retired people, and about two hundred and thirty Metis. In general, the homes and farmhouses of the latter could best be described as substandard.

Vassar Subdivision. Between Grand Marais and Grand Beach, and adjacent to both, there is a third summer resort which is known as the Vassar Subdivision. For all practical purposes it is considered to be part of Grand Marais. The Vassar is Registered Plan Number 2639 for Manitoba.

The former land owner had stipulated that all

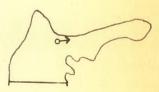
<sup>1</sup> Jean H. Legasse, The People of Indian Ancestry in Manitoba, Vol. I.

lets save these abutting on Parkview Avenue and the public read must be used solely for private single-family dwellings. Rental cabins and small commercial buildings have consequently become established along these thoroughfares. All the lets in this subdivision are privately owned, and almost without exception the five hundred cottages are occupied only in summer.

It must be understood in the proceeding pages that these communities, although contiguous with Grand Beach, are separately owned and cannot form an integral part of a Grand Beach Planning Scheme.

There are some nearby summer resorts on the lakeshore immediately north of Grand Beach, and their position is noted on Map #1.





THE SAND BEACH





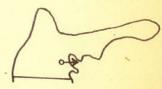
THE SAND DUNES

# E. Natural Features

Possibly the most striking natural features of Grand Beach are the sand hills and the excellent bathing beach. Together these cover more than sixty acres, and the latter is the raison d'etre of the resort. It is a long, broad expanse of good sand which shelves so that the water is very shallow near shore and becomes deeper only gradually. The sand and shallow water make the lakeshore an ideal playground for children. On the west side of the channel the sand beach is 1,130 yards long and the property extends about 1,100 yards on the east side. The west beach slopes up from the water to form dunes of finegrained white sand many feet high. These dunes are sparsely covered with grass, small shrubs, scrub poplar and a few large poplar trees. The beach on the south side of the sand hills is flat and covered with heavy vegetation. There is no clear cut boundary here between land and water and much of this plain is inundated when the water level is high. The north harbour (or lagoon) in this vicinity is mostly marsh.

The north harbour is a typical geological lagoon located behind the sand spit and connected to the lake by a narrow channel. This lagoon drains a





NORTH HARBOUR OR LAGOON

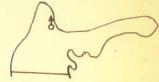
large marsh which lies approximately south of the resort. The edges of the lagoon are generally marshy and there is an extensive growth of aquatic weeds in the deeper water.

There are two small islands in the lagoon located near the C.N.R. causeway to Victoria Beach. At one time these islands were privately owned and they are not considered to be part of Grand Beach for the purposes of this study.

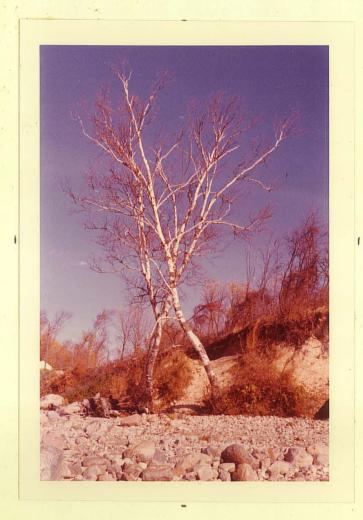
The buildable land at the resort is located to the west of the beach and is about eighty acres in extent. This land was once heavily forested but it has long since been cleared to allow the establishment of streets and buildings. However, a great number of large trees remain on residential lots and street rights-of-way. No conifers occur naturally in this specific area and the trees are mostly ash, poplar, birch, elm and oak.

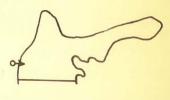
The soil is extremely sandy and the unimproved streets which have been laid out require no surface drainage. This sandy soil supports a fair growth of grass in the yards and clearings. Hundred of granite boulders of various sizes are scattered over the whole site. Only the larger rocks have been removed from





THE ROCKY BEACH





RESULT OF EROSION

the residential streets and many of the smaller stones have been allowed to remain.

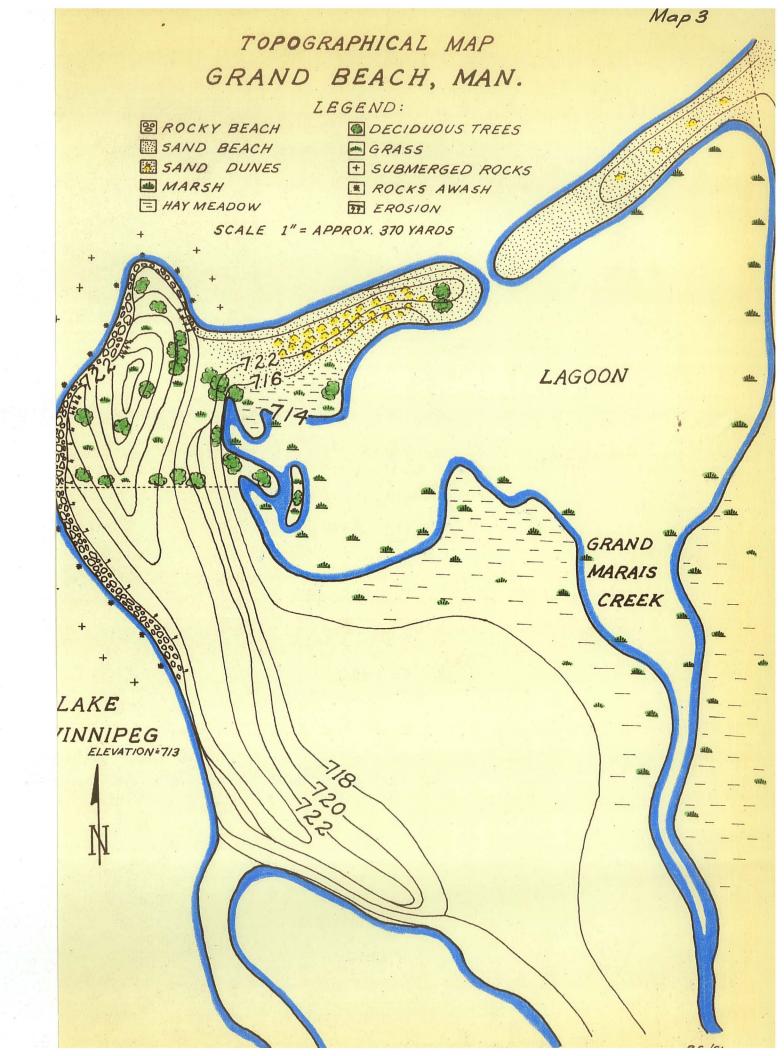
There is considerable local relief in the camping area. (See Map #3.) Unfortunately, no contour maps of Grand Beach were available to the author and the contours on the Topographical Map were drawn very approximately from aerial and terrestrial photographs.

The fourth natural feature of Grand Beach which deserves note is the boulder-strewn beach bordering the campsite on the Lake Winnipeg side. This is known locally as the "rocky beach". Numerous large rocks submerged in the water preclude the use of this area for swimming and boating and its sole value seems to lie in its scenic attraction. The banks, which rise from ten to thirty feet above the shore, have eroded badly in places during recent years. There are four distinct reasons for this:

- (i) High winds and water have attacked and undermined the base of the cliffs.
- (ii) Cottage owners have cleared trees and bush from the bank in order to enjoy the view over the lake. This vegetation was supporting the soil.
  - (iii) The soil has little cohesion.

(iv) The actual height of the banks renders them vulnerable to subsidence, wind and water.

Localized erosion has already advanced sufficiently to cut First Street at one point. Those portions of the bank which have proven most subject to erosion are marked on Map #3.



#### F. Climate

Due to its proximity to Winnipeg, Grand
Beach enjoys similar climate conditions. Average
temperatures for the summer months (June, July and
August) are 59° F, 66° F and 69° F respectively.
The mean rainfall for these three months is 7.5
inches. There is an average of 120 frost-free
days per year in this locality, the highest number
recorded anywhere in Manitoba. Further data of
possible interest to vacationers is as follows:

The above information is taken from the Economic Atlas of Manitoba, a publication prepared by the Department of Industry and Commerce.

# CHAPTER II

HISTORY AND DEVELOPMENT

#### CHAPTER II

#### HISTORY AND DEVELOPMENT

It is recorded that Grand Beach was discovered in 1738 by La Verendrye and named Grand Marais. Be that as it may, it was not until 1916 that the site was developed as a summer resort. Previous to this date there had been some tenting along the lakeshore, but in 1916 the Canadian National Railway Company completed a track to Grand Beach and their Hotel Department began to develop the property. The land was divided according to an unregistered plan as follows: (see Map #4)

Lot 1: campsite, on which private individuals could lease lots. 75<sup>+</sup> acres.

Lot 2: rail right-of-way. 7.0 acres.

Lot 3: retained by C.N.R. 1.29 acres.

Lot 4: " " . 0.93 acres

Lot 5: " " . 2.37 acres.

Let 6: " " . 10 acres.

Lot 7: sand dunes. 50<sup>±</sup> acres.

<sup>1</sup> Manitoba Guide Book, 1951 - Department of Industry and Commerce.

The sand beach was set aside as a public park.

The campsite was further subdivided into individual lots and these were leased on a year to year basis. There was provision for 390 lots in the original plan. A condition imposed upon the lesses was that all structures were to be strictly temporary in nature and the lots were to be completely cleared at the end of each camping season. The C.N.R. initially undertook to provide an ice house and primitive toilet facilities. Additional buildings and facilities were added as the need arose. The accompanying map (Map #5) shows the nature and location of the non-residential structures and also the year in which each was built. To repeat here the map table showing the age of every building and facility would be superflueus, but it is worth noting generally that most were constructed during the peried 1916-1925. All the commercial buildings were of frame construction and did not represent really large capital investments. They were initially well built but have lately begun to deteriorate.

There was one major building, however, which is not shown on current maps. A large dance hall was erected in 1917 on a site immediately north of





A TYPICAL CAMPSITE AVENUE

the tennis courts. This dance hall was 200 feet by 100 feet in area and reputed to be the largest in Western Canada. It was of frame construction also, but it was well maintained and represented a principal attraction of the resort. Unfortunately, this building burned to the ground in 1950.

In the late 1920's a new demand arose for residential lots, and additional land at the northern end of the campsite in the vicinity of the "point" was subdivided. As was the case with the initial subdivision, this plan was not registered because the C.N.R. retained title to the land and simply leased the lots on a yearly basis. This second development stage raised the number of residential lots to the present total of 576. Almost without exception these lots are 75 feet deep with a 33 foot frontage.

It has been mentioned previously that the C.N.R. originally stipulated in 1916 that campers could erect only temperary shelters and must clear their lots at the end of each camping season. However, within a few years they began to build permanent wooden cottages. The author's sources of information differ here on one detail and it could not be determined whether the C.N.R. ever gave permission for this to be done. One source held that such per-

mission had been given; the other was of the opinion that fixed structures had more or less evolved as the original canvas tents deteriorated and that their presence was not openly challenged by the C.N.R. (The 1960 lease still includes the written proviso that the tenant must be prepared to remove his building if requested to do so.) In any case, a community of summer cottages was soon established on the campsite. Most of the original cottages, a few of which are now thirty-five years old, are still in use. Of course, some have been replaced or rebuilt and many newer cottages have been erected. This subject will be discussed separately later in this study.

In 1923 the Canada Railway News took over the operation of Grand Beach. The dance hall was the major source of their revenue and when this building was razed in 1950 the enterprise became unprofitable. Control was therefore passed back into the hands of the C.N.R. in the same year. At this point the C.N.R. seems to have considered selling the campsite lots outright to their lessees, but this scheme was disallowed by the Director of Town Planning on the grounds that the lots were below standard in size. However, later in 1950 the C.N.R. sold all the property except the campsite and rail

right-of-way (lot 1 and lot 2) to a Mr. H. J. Emke for \$75,000. A year later this gentleman was killed in an automobile accident. Before his death he had agreed to sell the hotel only (on lot 5) to a Mr. W. J. Postolu for the same sum. After Mr. Emke's death his estate sold Mr. Postolu the remainder of the property for \$40,000. Mr. Postolu was unable to gain a sufficient financial return and he fell into arrears on his payments. The C.N.R. initiated legal action for the return of the property in 1953, and despite a period of grace granted to Mr. Postolu, lots 3, 4, 5, 6 and 7 were returned to the C.N.R. in March of 1957. Grand Beach was then operated by the C.N.R. Real Estate Branch until its sale to the Province of Manitoba in 1960 for \$225,000. This figure includes the site and all the former C.N.R. buildings. The province also has title to approximately fiveeighths of a mile of the sand beach on the east side of the channel.

#### A. Land Use

The land use at Grand Beach may best be determined from the General Map (Map #4) which shows the position of commercial and residential property. The public read (Registered Plan No. 3053) divides the residential neighbourhood from the commercial zone. The former is the campsite, lot 1, on which no commercial buildings are allowed. At one time the C.N.R. operated a store on the northwest corner of Second Avenue at Third Street, but this was sold and converted to a cottage several years ago. Lots 2, 3, 4, 5 and 6 were developed by the C.N.R. as commercial property. Map #5 gives the identity and date of construction of each building on these lots. All these business establishments were originally operated either by the C.N.R. itself or as concessions. However, small private retail stores, restaurants and rental accommodation were built along Parkview Avenue and the Public Road outside the C.N.R. property.

The sand dune area, let 7, was left essentially in its natural state but a sports track and grandstand were built on low land behind the dunes. The former was demolished in 1947 and the latter moved 150 yards to the west. A public park was retained along the lakeshore, although the C.N.R. owned the land to the water's edge.

#### B. Utilities

Domestic Water. The existing sewer and water installations are shown on Map #7. Domestic water is obtained from two artesian wells located on high ground in the northern end of the campsite and is then distributed to a number of stand pipes via a summer (surface) system of cast iron pipes. water lines are drained in the fall after the camping season ends and they are supposedly chlorinated when service is resumed in the spring. The same wells also supply water for the communal toilets and the commercial establishments. A pump house and 40,000 gallon wooden tank were built in 1917, and a 25,000 gallon elevated tank was added in 1926. Repeated tests have shown the water to be bacteriologically pure but it is fairly hard and some cottagers keep rain barrels to collect laundry water.

Sewerage. As may be seen from the map, there are four individual sewage disposal systems at the site. It is not felt necessary to explain them in any technical detail, but general descriptions are in order. The first of these systems serves the commercial area and the communal toilet nearest the Public Road. There are four separate septic tanks and

a gas chlorinator in this system and final disposal of the treated effluent is into the North Harbour.

The second system serves the hotel and the communal toilet in the picnic grounds. Each has a separate septic tank and the effluent is pumped into the lake north of the hotel.

The third system is simply the communal toilet near the carouselle. This employs a septic tank and tile field behind the building.

The fourth individual sewage system serves the public toilets on Third and Fourth Avenue in the campsite. Effluent from septic tanks under each building is discharged into the lake through an cutfall sewer located at the foot of Third Avenue. These four systems were designed for summer operation only.

The five communal toilets mentioned above comprise the sanitary facilities available to the public at Grand Beach. The age of each is noted on Map #5. These facilities have proven adequate in the past but the existing buildings would not be considered compatible with a re-development of the site.

Fire Protection. Although the C.N.R. has never assumed legal responsibility for fire protec-

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tion on the campsite, it has been tacitly understood that the equipment intended to protect their own buildings would become available to the campers if the need arose. The fire fighting facilities are shown on Map #7. Water is drawn from the lake by a pump house located just north of the hotel and distributed by a system of cast iron mains to a number of hydrants located around the commercial area. There is one reel house located on the campsite at the intersection of Fifth Avenue and Second Street. This contains a large fire extinguisher and a length of hose. A high pressure portable pump is also available. Water from the fire protection system is used for flushing two of the communal toilets.

Electricity. Electricity at Grand Beach is supplied by the Manitoba Power Commission. Power lines have been laid out so that individual cottages can receive electricity and street lights are attached to power poles at appropriate intervals. The commercial district, of course, is also lighted. Map #8 shows the electrical installation on the campsite.

Telephone. Private cottages are not equipped with telephones. Individuals may telephone from the

Manitoba Telephone System building on let 1 or from two telephone booths located near the railway station.

Garbage Disposal. There are some forty garbage cans located at intersections throughout the campsite. Garbage is collected daily and taken to the municipal disposal grounds in Grand Marais.

Police. The Rural Municipality of St. Clements is responsible for policing the general area of Grand Beach and Grand Marais. One municipal policeman is permanently employed and two or three others are hired for the summer.

藥屋 新县 扩

#### C. Present Recreational Activities

Swimming. By far the most popular feature of Grand Beach is the excellent sandy bathing beach. Swimming and sunbathing therefore must be considered the primary adult recreations. In addition, the broad expanse of sand and the shallow water make the lakeshore an ideal playground for children. The beach is patrolled by a lifeguard during the day and bathing is officially forbidden at night.

Boating. At present there is a comparatively small number of outboard motor boats at Grand Beach, probably because there are no boat launching facilities or public docks available. People wishing to launch motor boats from trailers must back their cars down the sand to the water's edge. This is awkward to do and in any case is not appreciated by those on the beach. The existing dock, located at the extreme west end of the public park, is privately owned and was constructed by a man who operates an excursion boat. The dock is a flimsy structure and is not really suitable for berthing small boats. A public dock which had been built on almost the same site in 1929 was demolished by ice in 1946.

There seems to be little control exercised

over the operation of motor boats in the swimming area, and there have been complaints from bathers that boats and water-skiers have disregarded the safety of those in the water.

Rowboats may be rented at a concession on the edge of the lagoon, but these seldom come into conflict with swimmers due to their low speed and the distance which must be rowed to arrive at the bathing area. A canoe storage rack is located on the lakeshore near the superintendent's office and some of these delightful small craft may still be seen.

Fishing. The sport fishing at Grand Beach cannot begin to compare with that at areas such as the Whiteshell. Nevertheless, there are enough would-be anglers to justify consideration of this form of recreation. Many of them are young and not difficult to please. They may catch bullheads, perch, and a few jackfish and sheepshead bass. The favourite fishing spots are in the lagoon but ardent anglers frequently travel to more profitable water near the power sites on the Winnipeg River.

Picnics. Grand Beach plays host annually to a number of organized picnic groups. Formerly

the picnickers would arrive almost entirely by train but now some of them travel by car. A picnic ground and sports field have been provided for the use of these visitors. The picnics are usually held on Sundays and this adds to the normally high week-end crowd. The Caterers' Association alone predicts that 10,000 men, women and children will attend their 1961 picnic.

Relaxation. The above paragraphs do not mention the fact that the Beach is an ideal place to simply relax from the pressures of city life. There are many scenic avenues on the campsite among the fine trees, and the sandy and rocky shores each has its own character and beauty. It is a most tranquil setting which should be preserved.

## D. Traffic and Parking

Automobile traffic to Grand Beach follows the public road after leaving P.T.H.12G. of motor vehicles to the campsite is by way of a gate at the intersection of Sixth Avenue and the Public Road. A similar gate at the foot of Second Avenue has been sealed and all other access blocked. This has been done to prevent day visitors from parking their cars on private lots and creating undesirable traffic on the residential streets. Cottage owners receive windshield passes to identify their cars to the gatekeeper, and they are allowed on the campsite, but day visitors must pay a fee to park in certain designated areas. These areas are the west side of the Public Road allowance north of the gate and the corner of the lot just inside the gate. A gravelled parking lot has been built on the east side of the campsite just north of the intersection of Parkview Avenue and the public road, but it is not used due to its distance from the lakeshore. Map #4 gives the location of the public parking areas.

The Provincial Traffic Surveys Department estimates that the peak flow on P.T.H. 12 on a Sunday

in July is now approximately 4,800 vehicles. It is known that P.T.H. 12G contributes 76% of this, or 3,638 vehicles per day. Since this figure includes traffic travelling in both directions, plus Grand Marais and Vassar traffic, it would seem that up to 1,000 automobiles may visit Grand Beach on a peak Sunday. Parking space is not provided for anything like this number of vehicles, and furthermore, pedestrians en route to the lakeshore must cross the traffic stream. This in itself is not a desirable situation.

Motorists wishing to enter Grand Marais or the Vassar subdivision may turn off the public road at any point. These two resorts have not experienced the automobile problem to the same degree as has Grand Beach.

# E. The New Highway and Its Effect on the C.N.R.

Before Grand Beach was tied into the provincial highway network, the C.N.R. maintained almost daily summer train service. However, rail passenger revenue has fallen in recent years and consequently the trains have been run less frequently. While it is recognized that passenger service has generally become unprofitable for the railways, there are three specific reasons why this has happened on the rail line to Grand Beach:

- (i) A new hard-surfaced highway (P.T.H.12G) was completed in 1955. The previous road was not reliable in all weather. Other portions of the highway link with Winnipeg had also been improved.
- (ii) Grand Beach, which is predominantly middle class, was greatly affected by the post-war boom as automobiles became widely available.
- (iii) The new road and the availability of automobiles ended the cottagers' dependence on the C.N.R..

  As the railway was forced to curtail service, a vicious circle was begun as more people resolved to travel by car.

Due to the decrease in passenger revenue, the C.N.R. gradually lost interest in the resort and money

was therefore not available for the necessary rebuilding and modernization.





AN EXAMPLE OF THE LESS DESIRABLE TYPE
OF CAMPSITE COTTAGE

## F. Private Cottages at Grand Beach

It has been mentioned previously that many of the cottages are between thirty and thirty-five years old and were built to replace the original canvas shelters. In some cases these cottages were roughly constructed and most were set directly on the ground. Some have been well maintained while others have been allowed to deteriorate badly. The photograph is fairly typical of the poorer type of dwelling. It should be emphasized that by far the majority of the cottages are of a better type than this, but at the same time there are comparatively few which could be classed as very good or excellent. The reasons for this can be enumerated as follows:

- (i) Many of the cottages are old and some are of poor initial construction.
- (ii) Grand Beach has developed as a summer resort for those primarily in the middle and lower middle income brackets. Money is therefore not generally available to erect cottages such as can be seen in the Whiteshell. Maintaining a summer home of any description for the enjoyment of their families represents a real sacrifice to some.
  - (iii) The year to year leases on the campsites

offered by the C.N.R. have discouraged larger capital investment. In addition, the lots are very small (33 feet by 75 feet).

- (iv) People who use their cottages for only a few week-ends in the summer have been especially wary of spending money on such temporary accommodation.
- (v) In general it can be said that people go to the beach to relax; they may not wish to spend the comparatively short time available to them making improvements to their cottage.
- (vi) There is no strong community spirit to encourage "keeping up appearances."
- (vii) It has been estimated that there is a five per cent to ten per cent annual turnover of cottage ownership. This is due to deaths, children growing up, movement to other resorts, etc. In addition, many owners rent their dwellings for at least part of the summer. These conditions do not provide an incentive to improve the cottages.

On the credit side it can be said that the yards are tidy, the grass is kept cut, and one can find numerous little flewer gardens.

我的心心痛和?

Seption Control

Below is a summary, compiled by the author, showing the actual condition of all the campsite cottages as judged from their external appearance. The location of the cottages and their condition are given on Map #6.

Number of Cottages	·	Condition
59	POOR:	Relatively old, not well maintained, poor con-
		struction, often set directly on the ground.
317	FAIR:	Better construction and condition; old but reason-ably well maintained.
159	<u>GOOD</u> :	Well built and maintained, often raised off the ground not necessarily newer.
19	VERY GOOD:	Very good appearance, newer or seem to be, well constructed of good materials, often larger than most.

# G. Present Population

The author estimates that there are no more than 2,000 people living at Grand Beach on an average July or August week day. On the basis of traffic figures, it would seem that about 8,000 others will visit the beach for at least part of the week-end. This figure does not include organized picnics such as that of the Caterers' Association, which may run as high as 10,000 men, women and children on a single day. The problem of estimating the transient population is further complicated by the large but unknown number who walk to the Grand Beach lakeshore from their cottages in the Vassar and Grand Marais. However, the author would place the peak Sunday crowd at approximately 20,000 persons, and a normal Sunday in the neighbourhood of 11,000 persons.

## H. Taxes and Rental

A cottage owner presently pays the C.N.R. \$50.00 for a seasonal lease on his lot if the cottage is to be used only for private single-family occupancy. If the cottage is meant for double occupancy, he must pay \$70.00, and for triple occupancy, \$85.00. An owner who rents his private cottage to others during his absence pays only the regular \$50.00 lease.

Taxes are paid to the Rural Municipality of St. Clements on the assessed value of the dwellings. The assessment naturally varies from one cottage to the next, but taxes are generally under \$10.00 per year. The Municipality estimates that the Grand Marais-Grand Beach district contributes perhaps 10 per cent of their total tax revenue. This figure includes the tax revenue from the C.N.R. commercial property. The items for which Grand Beach cottage owners are taxed are as follows:

Purpose of Levy	Mill Rate (as of Dec.31/60)
General Municipal	16
Road Tax	5
School Tax	24+
Grand Beach Policing	6
Grand Beach Street Lighting	3

CHAPTER III

PLANNING CONCEPTS

Implicit in the previous chapter is the author's dissatisfaction with existing conditions at Grand Beach. The site is worthy of a far better development. Age and obsolescence have overtaken too many of the buildings and little has been done to prevent it. One objective of this thesis is to suggest how the resort could be improved in every way when the Province takes over its operation.

The envisaged development would extend over a period of years, in accord with the population growth of Winnipeg, and this phasing is discussed later in Chapter IV.

#### CHAPTER III

#### PLANNING CONCEPTS

It is considered appropriate at this time to set down the author's intended policies with regard to all future development. This is necessary to provide criteria by which all ideas may be judged. Failure to do this could result in a plan which might be misinterpreted.

#### A. Site Utilization

Two themes have been stressed in the previous chapters. The first is that the lakeshore provides an unexcelled playground for children. The second suggests that Grand Beach has become at best a middle-class resort. Future development should be in accord with these facts and should continue the role of Grand Beach as a family resort for the average wage earner.

It must be emphasized that this policy is not meant to be restrictive in nature and there is no intention, for instance, of converting the campsite into a kind of low or middle-income summer housing project. However, the resort has long filled the needs of such families (and there are many) and it is thought that

it should continue to do so. Certainly there are other more exclusive reserts in Manitoba that attract those with the ability or inclination to spend more freely on summer accommodation.

Campsite. Vacationers can be classed broadly as either visiting the beach for the day or living at the resort for some longer period of time. The latter classification includes families residing during the week-end, for their holidays or for the season, who either own accommodation or rent it. All of these classifications should be represented in any future development, and this implies the presence of permanent cottages or cabins.

It is doubtful whether space in the proposed development should be allotted for a tenting ground. Tenting is more popular in a wilderness-type setting, the land available is limited, and the financial return on tent sites is less than that on building lets. The last two points also decide against the provision of a trailer park. Finally, tents and trailers are not compatible with cottages unless there is sufficient land to establish a buffer between them. Although it has been ascertained that both tents and trailers are steadily gaining in popularity, provision for them already exists at many other Manitoba resorts and it

is believed that the best use of the available land at Grand Beach would be for private cottage sites. Certainly, the demand for cottage sites will exist, particularly if the campsite is re-subdivided in such a manner as to yield fewer but larger lots. The author believes that such a scheme should be prepared and that it should provide for the replacement of obsolete dwellings as well as the inclusion of those that meet desirable standards.

The campsite is a singularly appropriate location for a planned neighbourhood to protect the "permanent" summer residents from intrusion by the relatively large week-end crowds attracted by the lakefront. However, building standards in the new development should not be so high as to render the cost of suitable summer homes prohibitive to the average wage earner. At the same time the site deserves better than it has received all too often in the past. In these days of instalment buying, "do it yourself" and easy building techniques, a satisfactory compromise is within reach,

Campsite Policy. As mentioned previously, the leases on camp sites have been subject to renewal



every year. Furthermore, these leases contain a clause whereby the lessee agrees to remove his building if the C.N.R. should so require. Now that title to the land has passed into the hands of the Provincial Government, it would appear that they have the right to utilize it as they please. However, a Provincial agency would be extremely vulnerable to criticism if it completely disregarded the feelings of the established residents. If re-development of the campsite should be attempted, the present cottage owners should be given the first opportunity to obtain new lots. Since the existing lots are substandard in size, there will be fewer in a properly planned subdivision. As a conciliatory gesture the Province could offer alternative lots at other provincially owned resorts to those whose dwellings do not meet acceptable standards if they are unable to relocate at Grand Beach. While this device is actually unnecessary it is an expedient whereby the Province could escape some criticism if it undertook a suitable re-development of the campsite.

Residential lets in the replanned subdivision should be rented to the cottagers for some specified period of years, as is the case in the Whiteshell Forest Reserve. The present system of year-to-year

leases discourages better building standards.

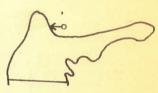
Renting of Private Cottages. Many owners rent their cottages for at least a portion of the summer. No figures on this could be obtained by the author, but the number is considerable. The practice of renting is advantageous to some in that it enables them to obtain summer accommodation for the period which they desire at comparatively little expense. It also benefits the cottage owners who rent for part of the season because it defrays the cost of the time they do spend at their cottages. Admittedly, the practice is not without its disadvantages; all too often tenants have had little interest in the appearance of their homes and surroundings. It has also resulted in a certain amount of rowdiness on the week-ends and there has been discussion whether renting should or should not be permitted. All in all, however, the author is in favour of a rather liberal policy with regard to the renting of private dwellings when the area is re-developed. This could be used to encourage better building standards and should also ensure more complete use of the resort during the summer.

<u>Commercial Zone</u>. The C.N.R. originally retained lots 2, 3, 4, 5 and 6 for their own use. These lots are removed from the campsite and conveniently

close to the public beach. It would be reasonable therefore to continue commercial development in this area. This should be of a type catering primarily to those spending the day at the beach, i.e. concessions, amusements, restaurants. In addition, a new hotel or motel should be provided. The present hotel is no longer competitive with newer accommodation at other reserts. While it could be pointed out that a demand would exist for more than one such structure, these five facts must be considered:

- 1. Development at Grand Beach would stimulate the existing rental business along the public road in Grand Marais. It is reasonable to assume therefore that this would expand to take advantage of the increased trade.
- 2. The hotel has always been in competition with private cottage owners who rent their dwellings for part of the summer. This situation would presumably continue in the envisaged development.
- 3. New rental accommodation could best be built by private enterprise on a suitable site leased from the Government. Capital for such an undertaking could more easily be obtained if the investment were protected from immediate competition.





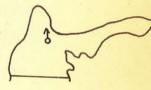
C.N.R. HOTEL

- 4. If a single hotel or motel were projected, its capacity could be left to the business acumen of the owner. That is, the size could be left to his judgment of business prospects.
- 5. If, in the future, a demand arose for more hotel sites, the required land could be acquired by an extension of the present Government property to include the thickly wooded slopes which form the east shore of the lagoon. Hotels in this area would also enjoy proximity to a more secluded portion of the bathing beach.

Specific mention should be made of the board-walk, long a feature of Grand Beach. The original boardwalk was constructed in 1918. Much of it was destroyed when the dance hall burned in 1950, and it has since been replaced by a narrow concrete walkway. This is shown on Maps #4 and #5. The boardwalk was and is an excellent promenade and it also serves the very useful purpose of distributing the crowd further along the beach. This last point is important. It is not desirable, especially from the point of view of public health, to have the majority of the holiday crowd concentrated at the near end of the beach.

Bathers, particularly when accompanied by little





PICNIC GROUNDS

children, will not walk too far through the sand and they also wish to remain conveniently close to the refreshment booths. For these and other reasons it would be desirable to extend considerably the board-walk and its accompanying concessions. The present concrete walkway is functionally inadequate and should be widened and perhaps rebuilt when it is extended.

Another long-time feature of Grand Beach which should be perpetuated in the re-development is the picnic ground. Apart from its value for attracting corperation or association picnics, it provides a shady nook where day visitors may eat their lunch. Thus it also helps to keep the public beach free from litter. The present picnic ground, indicated on Maps #4 and #5, contains a toilet, an anonymous number of old pienic tables and a frame rain shelter. The site itself is a well-treed tract of park land approximately two acres in extent. Its location would be compatible with redevelopment and it is at least adequate in size. facilities, however, leave something to be desired. It is not sufficient in 1961 to offer the public just anything; people now expect to find attractive and modern conveniences even when picnicking. If they do not find them at one place, then they are very liable to go somewhere else. Hot plate rental kitchens,

patterned after those at Falcon Beach, could be installed and the picnic tables either painted or replaced. The toilet, which was built in 1922, should be replaced by a more modern structure. This last recommendation is dealt with under a separate heading later in the study.

Previously it has been stated that vacationers can be classed broadly as either staying for the day or for some longer period of time. reside for an extended period require provision for shopping. In this way they differ from the day visiters who will presumably either bring their own food or eat casually at some small restaurant or concession. The "permanent colony" present on a summer week day is comparatively small -- the author has estimated a maximum of 2,000 persons. Indeed, the figure has tended to decrease in recent years since the number of vacationers is an index of the national economy. are perhaps an equal number of vacationers present on any given week day in the Vassar-Grand Marais area. These figures do not include the much higher week-end crowd.

If a shopping centre were constructed at Grand Beach it would attract the Beach residents plus some

percentage of those in the other resorts. A number of grocery stores, a drugstore, and a bakery are presently located along Parkview Avenue and the public road, but it is known that small shops generally lose customers when a larger, more modern supermarket locates in their area. Allowing for the short camping season, it would still appear that a reasonably profitable demand will exist in the future for central marketing facilities. At present most of the grocery money is spent outside the Beach proper. If no provision is made for them in the plan, there is a probability that some grocery chain will acquire property adjacent to Grand Beach and this situation will continue. It would be financially advantageous to the Government if provision for a shopping centre were made in the event that a company should become interested in the development.

The Beach and Dunes. There is a problem of exploiting these two unique natural features without spoiling them. The best course would be to render them more accessible to the public but to leave them essentially undeveloped and intact. This could be done by an extension of the walkway, as previously suggested, and the construction of a road to the end

of the beach. Adequate parking would be provided.

If this is done, lifeguards should be posted at appropriate intervals along the beach. At the present time only the west end of the beach attracts a sufficient number of bathers to warrant a lifeguard.

The "Rocky Beach". The nature of this section of the shore line is such as to discourage development. The beach is littered with granite boulders of various size, and these extend far out into the water. This effectually prevents swimming and boating. The shore is subject to the full force of gales in the summer and to the action of ice in the spring and winter. A swimming beach could probably be cleared, at considerable expense, but this is not justified in view of the vast stretches of sand nearby. However, the rocky beach does possess a scenic attraction, and this should be exploited.

Before any major development is attempted in the neighbourhood of this beach, the erosion of the banks must be checked. While an engineering study would be required to determine how this could best be done, two distinct methods immediately present themselves:

1. The slope of the banks could be reduced

and the surface rip-rapped or sodded. If this were done the foot of the cliffs must be separately protected from wave action.

2. Concrete retaining walls could be erected.

This is an expensive solution to the problem.

In any case, steps down to the shore should be provided at intervals as part of the bank stabilization structure.

Lagoon or North Harbour. It would be desirable to separate the motorboats from the bathers. This could best be accomplished by restricting boats and water-skiers to the lagoon and to deeper water away from the bathing area. Although the fringes of the lagoon are marshy, there is a large area of open water in the middle. The extent of this is difficult to estimate accurately because of constantly fluctuating water levels but it is approximately 250 acres. If a dock were built in the lagoon, it would possibly escape destruction by ice - a fate which befell the docks built on the lakeshore. However, before the lagoon could be properly utilized by beats and waterskiers, certain preparations are necessary. will certainly include dredging and possibly chemical control of the aquatic weed growth. Map #3 shows the approximate location and extent of the marshy area.

The suggestion has been made that the channel between the lake and the north harbour be filled and a new channel dug at the eastern end of the provincial property. This would also encourage more complete use of the beach, since the channel now forms a natural ebstacle to movement eastward along the lakeshore. The new channel should be of sufficient width and depth to allow unrestricted passage of motor boats between the lake and the lagoon.

# B. Provision for Future Summer Recreation

A beach resort is intended as a place where people may relax. For this reason a development plan must be shaped around the recreational needs foreseen over the intended period. From information gleaned from manufacturers' agents and retailers it was learned that certain sports trends appropriate to the area are expected. These trends, and the provisions which must be made for them, are discussed below.

There was unanimous Boats and Water-Skiing. agreement that the number of boats and outboard motors will greatly increase over the next few years. increase is evident now in Canada and is definitely more preneunced in the United States. The lagoon, which forms a natural harbour, should be developed primarily as a preserve for motorboats. A dock (or marina) and launching slips should be constructed there, keeping in mind that future expansion may be necessary. The lagoon is the obvious site for these facilities because of its protected position and also because it is desirable to prevent power boats from encreaching on the swimming area on the front beach. Boats would have immediate access to the lake from the harbour if the channel were kept open. Other

modifications to the lagoon have been mentioned previously.

It would be advisable to mark the limits of the bathing beach with buoys approximately 300 yards from shore. No power boats or water-skiers would be permitted inside these limits. The author would recommend that swimming in the lagoon be forbidden, or at least not in any way encouraged. If it were allowed, the swimmers would be in effect encroaching on the boats. In addition, there is ample bathing space on the front beach.

The American Sport Fishing Institute recommends a minimum area of 200 acres for each water-skier. This figure seems excessive and it is thought that water-skiing would be a good secondary use of the harbour. If, in the future, the number of craft becomes so large that a hazard is created, the water-skiers could then be restricted to the lake outside the environs of the bathing area.

Three other general comments may be added:

- 1. Beating and water-skiing are represented as family activities and thus their inclusion adheres to the general policy of development.
- 2. Grand Beach can be reached by boat from Win-nipeg via the Red River and Lake Winnipeg.

- 3. Lake Winnipeg is more than large enough to allow the safe use of modern outboard motors of excessive horsepower. This is not true of many other summer resort lakes.
- Golf. This sport is forecast to become even more popular. However, a golf course at Grand Beach was rejected for the following reasons:
- 1. There is simply no room for it. The campsite is best suited to development as a residential neighbourhood, and it was felt that the sand dunes are a unique feature which should not be spoiled.
- 2. There is an existing golf course at nearby Victoria Beach, and another at Pine Falls. Victoria Beach is fourteen miles by road from Grand Beach and Pine Falls is about twice that distance.
- 3. Suitable land could easily be secured for this purpose close to the highway on the outskirts of Grand Marais. Such a golf course would also be convenient for Gull Lake residents.

Fishing. Fishing tackle manufacturers claim that sport fishing has become an extremely popular family recreation since the introduction of fixed-spool reels and effective artificial bait. The fishing at Grand Beach is comparatively poor now and will conceivably

become worse as the number of anglers increases in the future. One suggested solution to the problem is an investigation into the possibilities of stocking the lagoon. This may require poisoning the water to destroy the rough fish, and possibly such action could be coupled with a program for the chemical control of weed growth. The potential of the lake itself in the vicinity of Grand Beach should also be assessed.

These are technical matters, however, and a layman is not qualified to go beyond the above suggestions. Certainly the fishing potential of a summer resort is and will continue to be one of its most important assets. It might be added that fishing, pleasure boating, bathing and water-skiing are not necessarily incompatible in the same area since the first usage prevails at dawn and dusk and the others near mid-day.

Swimming. It is certain that the sandy bathing beach will continue to be the most popular feature of Grand Beach. More people will come to swim than for any other reason. The beach exists, and there is very little that need be done to preserve its value for future generations. The improvements that can be made are these:

- 1. A full-length beardwalk and readway to distribute the crowd along the beach.
- 2. An adequate number of lifeguards posted at the proper intervals, diving rafts and towers.
- 3. Proper maintenance to keep the beach free from litter, driftwood, stones, etc.
  - 4. Boats forbidden in the swimming area.
- 5. Bath house, concessions, etc. to serve those at the eastern end of the beach.

All of these points except No. 3 have been noted previously under other headings. They are based on increased utilization of the beach due to the expected population growth of Winnipeg.

Sports Ground. The inclusion of a sports ground would be desirable. This would presumably contain a track for "field day" use if the number of organized picnics justified it in the future. A sports ground would also supply space for the unorganized ball games played by teen-agers which cause so much irritation on the crowded front beach. It has been pointed out to the author that a site for the latter purpose must be in full view of the crowd or it will not be used at all. The present sports ground attracts no one.

#### C. Seasonal Utilization

Grand Beach, like most other Manitoba resorts, is fully utilized only during the months of July and August. This period of course corresponds to the public school holidays. It appears wasteful to develop a resort which is meant to be enjoyed for such a short period each year. The camping season usually begins on the 24th of May and ends on the 15th of September, at which time the utilities are shut down.

When possible means of extending the seasonal usage were investigated, two diverse social trends became evident. The first is the increased amount of leisure time for adults forecast as a result of more efficient industrial productivity, and the second is the new emphasis on education which almost precludes the possibility of longer holidays for children. The latter trend dictates that the time available for family vacations is not likely to increase in the future.

However, better utilization of the resort could probably be achieved simply if the type of accommodation were improved. Most of the present buildings offer little protection against colder weather in the fall and early summer. It was even

considered that a few retired people might live on the site all year round as they do at Grand Marais, but the number would be negligible due to the isolation and intemperate climate and no specific provisions for them are anticipated. In this connection it should be noted that a considerable number of elderly people now reside at Grand Beach during the summer months only.

Three other methods of promoting better seasonal occupancy were considered.

Hunting. This was thought of as a means of extending interest in the resort into the autumn. The lagoon and the extensive marsh to the south attract large numbers of migrating waterfowl and the heavily wooded area to the northwest offers good possibilities for deer.

However, it was found that the marsh in the vicinity of Grand Beach was already extensively hunted by neighbouring Indian and Metis bands and that these people depended on the waterfowl to some degree for their subsistence. The potential for public hunting is further reduced by the Scanterbury Indian Reserve twelve miles to the south and the Belair Forest Reserve immediately north-northeast of the Beach. The boundaries of these two blocks of land are shown on Map #1. There would therefore seem to be little point

in exploiting the area as a hunting ground. Without doubt there are a few who use their summer cottages as shooting camps during the fall, but hunting
can be disregarded as a major aspect of future development.

Ice Fishing. According to newspaper and magazine reports, ice fishing is steadily gaining in popularity. This sport is dependent not only on the productivity of the water but also the accessibility of the area during winter. When P.T.H. 59 is completed, Grand Beach will be tied to Winnipeg by a good system of all-weather roads. Since Grand Marais is a permanent community, these roads will presumably be kept open during the winter months. Accommedation would exist at Grand Beach and thus the only unknown is the fishing potential. As stated before, this could conceivably be developed and the possibilities should be properly analyzed. Good fishing would also attract anglers in the spring and fall.

Skiing. Provision for skiing exists at Falcon Lake and La Riviere, and further facilities are projected for Riding Mountain National Park. For this reason it is doubtful whether Grand Beach could attract a sufficient number of skiing enthusiasts to warrant

appropriate development in the near future. The terrain is such that the ski slopes would necessarily have to be man-made, and this would incur an additional capital expense. However, Grand Beach is relatively close to Winnipeg<sup>1</sup> and the possibility should not be discounted if the future growth of population in Winnipeg creates a demand for it. There is an area near Belair where the topography is more suitable for skiing. The location of Belair with respect to Grand Beach is shown on Map #2.

From the above it would seem that the immediate development emphasis must be placed upon summer recreation. Even so, no opportunity should be wasted in the future to promote greater annual use of the resort and its facilities, if this can be achieved.

Distance from Winnipeg to Grand Beach via the uncompleted P.T.H. 59 is less than 65 miles. The distance to Falcon Lake is 89 miles, to La Riviere 105 miles, and to Riding Mountain National Park approximately 160 miles.

### D. Future Utilities Policy

Sanitary Facilities. Two alternative solutions to the problem of sewage disposal on the campsite were considered. The first is the compulsory installation of private sanitary facilities by individual cottage owners and the second involves the continued prevision of communal toilets. The first solution was rejected for the following reasons:

- 1. The best type of sewerless toilet is based on the septic tank. This is relatively expensive, requires interior plumbing, and is more suited to a rural home. In addition, the Provincial Health Department requires minimum let dimensions to accommodate septic tanks.
- 2. A water carriage system serving the cottages was rejected as definitely too expensive for a summer resort of this type.
- 3. "Pit privies" and "pail-a-day" toilets were considered to be unsuitable due to possible offensive conditions, difficulty of regulation and control, etc.

The most satisfactory solution would be the construction of modern communal toilets in the campsite, for the following reasons:

(1) These could be made sufficiently attractive to overcome some of the objections against public toilets.

The present facilities at Falcon Beach are a model in this respect.

- (2) The system need be designed for summer service only.
- (3) The cost to the Government of such toilets could be repaid over a period of several years from let rental monies.
- (4) Strict control could be exercised over their operation.
- (5) The campsite sewerage system could be tied in with toilets serving the commercial area and the western end of the lakefront. The public nature of these two areas necessitates public facilities.
  - (6) Centralized collection and treatment would then be possible. The author would suggest sterilization of the effluent followed by disposal sufficiently far into the lake to obtain a high dislution factor. A sewage lagoon was considered, but there is no suitable site. Whatever method is chosen, great care must be taken to avoid contamination of the lake, and particularly of the bathing area.
    - (7) Toilet facilities located at or near the eastern end of the beach might be more economically served by a septic tank and field. Possibly it would not be feasible to extend the sewer that distance.

Domestic Water. It is thought sufficient for a summer resort of this nature to continue to supply domestic water to standpipes located at intervals appropriate to the selected street pattern. The same system of mains could also supply water to individual buildings inside the commercial area. Unless some means can be discovered of promoting winter occupancy, a surface pipe system similar to the present installation is recommended.

The existing water storage tanks have an aggregate capacity of 65,000 gallons. An engineering study would be necessary to determine the remaining life of these structures. The wells themselves should be satisfactory for future use, provided that the demand is not excessive. If, in the future, the capacity of these wells were exceeded, or they failed altogether, raw water could be obtained from the lake and then treated to render it safe for human consumption.

Fire Protection. A modification of the present fire protection system should be provided for the future. This is practical, since the projected central commercial area is on the site of the old. All high value commercial property should be protected by hydrants connected to the fire supply mains. Such a

scheme is justified by such considerations as the public nature of the buildings, the capital cost and insurance costs.

The installation on the campsite of high pressure fire mains could not be justified due to the lower property values and seasonal occupancy. However, some provision for fire fighting would be desirable and this could include a warning bell or siren and a mobile high pressure pumping engine. It might be feasible to design the new domestic water lines to allow for fire flows, and this should be investigated. Alternately, water could be pumped from the lake or lagoon if the apparatus were capable of sufficiently high pressures.

In any case, definite arrangements should be made to provide fire protection for the campsite in the future. Trained personnel could be provided from the Government maintenance staff and volunteer help would probably be available to supplement them. The cost of suitable equipment would be borne by the cottages.

The author could possibly be accused of favouring the continuance of what is essentially the status
que with regard to the three utilities listed above.
While the possibility cannot be discounted that Grand

Beach will eventually develop to a degree that will warrant a more elaborate utilities system, it is thought that the recommended system would best serve the foreseeable future. This judgment is based on the following four principles:

- 1. A relatively costly system of utilities on the campsite would not be in accord with the basic policy of developing the area in such a manner that costs would be acceptable to the average wage earner.
- 2. At the present time no better facilities exist at comparable Manitoba lake resorts.
- 3. There is no certainty that the seasonal utilization of the campsite can be extended in the future.
- 4. The system chosen includes modern conventiences and effective fire protection for public buildings in the commercial area. This is where they are needed most.

Electricity. It is recommended that all cottage owners in the new development be required to install electricity. This is advisable because of the fire hazard associated with coal oil lamps and wood-burning stoves. The ice house would then be unnecessary and it could be removed or demolished.

whenever possible in the service lane rights-of-way shown on the subdivision plan. The wires themselves are almost hidden against the background of tree foliage and thus they do not intrude on the setting. For this reason overhead wires do not present here the aesthetic problem that they create in a city. A change in the street pattern would necessitate the relocation of the hydro poles.

Telephone. The present system of public telephone booths should be retained but expanded. At
least one such telephone booth should be located on
the campsite in addition to the number required for
the commercial area. It is extremely doubtful that
any demand will exist among the cottage owners for
individual telephone service in the future.

Police Protection and Garbage Collection. The organization of these services is an administrative matter and therefore outside the scope of this study.

#### E. Road Construction

Arterial Routes. The high traffic counts on the public road indicate that adequate arteries must be provided in the future for the movement of vehicles to and from Grand Beach. The highway system is presently being expanded to cope with future traffic, and similar attention must be paid to the routing of automobiles once they are in the environs of Grand Marais. At the present time all traffic, both residential and casual, enters Grand Beach via the public road. This is a gravel highway, two lanes in width and carrying traffic in both directions. Traffic tie-ups on peak days are frequent as some vehicles seek or quit parking spaces, others enter or leave the campsite, and pedestrians on their way to the bathing beach mill across the road.

It is recommended that future traffic arteries segregate traffic as to its destination. That is, vehicles en route to the campsite should be separated at some point from casual traffic bound for a public parking area. Furthermore, the position of thoroughfares should not be such as to interfere with pedestrian access to the bathing beach.

The volume of seasonal traffic, plus dust

problems associated with the present gravel read suggest the desirability of hard-surfacing the arterial roads within the Grand-Marais-Grand Beach boundaries. Such reads should obtain sufficient right-of-way to facilitate the future widening of the readway or to allow for readside parking, if these should prove necessary.

Campsite Streets. As distinct from the public road, a thoroughfare through which is channelled all traffic destined for Grand Beach, the campsite streets carry only that traffic which originates or finds its destination in that area. These streets - in some places they are little more than trails - are laid out on the bare ground in a rectangular pattern. Motorists must pick their way carefully because hundreds of small granite boulders have been allowed to remain projecting above the surface of the roadway. In some cases the street swerves or forks to avoid a larger boulder, and in at least one instance a portion of a street can not be negotiated by car. Drainage is not a problem, even though there are no ditches, due to the extremely porous nature of the soil. There are no sidewalks anywhere in the campsite and pedestrians freely use these automobile trails. Curiously enough, there is an advantage to the campsite roads as they

are now: vehicle speeds are necessarily held very low.

Residents do not ordinarily use their automobiles for purposes other than arrival at or departure from their summer homes. Thus they generate a comparatively small amount of vehicular traffic within the neighbourhood. Normally, however, there is a considerable volume of pedestrian traffic on the streets.

The considerations governing future policy with regard to campsite streets can best be set down in point form. They are as follows:

- (i) The future read pattern should be such as to discourage non-residential traffic from entering the campsite. At the present time this is done simply by fencing off the ends of streets abutting on the public road. Due to its peninsular location there is no necessity for through traffic on the campsite streets. All thoroughfares should be constructed outside the residential area.
- (ii) The campsite streets must be cleared of stones and boulders. However, they need not be paved since the volume of traffic should not warrant it.

  The surface could be improved by mixing coarse sand or gravel with the soil. This is comparatively inex-

pensive and the resulting road would be more in keeping with the natural setting. The grades over the
campsite are generally not excessive for the requirements of residential streets in a summer resort.

- (iii) Although the need for a complete system of utilities to serve individual cottages is not foreseen, the future street pattern should facilitate their installation if this should ever occur.
- (iv) It is anticipated that residents will continue to park their cars on the street rights-of-way in front of their cottages.

Breadly speaking, the author believes that the ebject of future street construction should be to supply improved access to the dwellings and not to encourage greater reliance on automobiles for travel within the neighbourhood.

#### F. Public Parking

It is essential that adequate public parking areas be provided in any long range plan. The number of Sunday and week-end visitors will depend to a considerable degree on the amount of vehicle storage space available. The criteria for the construction of parking lots at Grand Beach are these:

- ing space during all phases of the development. As noted above, ample parking facilities will probably generate more traffic, hence greater parking requirements. Provision must therefore be made for the continuous expansion of such facilities. Land should be set aside at once, but developed on a demand basis according to the number of vehicles which must be accommodated. The ultimate capacity of the parking lots may possibly define the upper limit to the number of day visitors since the continuation of C.N.R. passenger service is uncertain.
- (ii) Public parking areas must be conveniently close to the lakefront. This is an important point: motorists visiting the resort for just a few hours are especially loathe to "waste" time in walking to the bathing beach.

- (iii) Parking lots should be well drained and serviceable in all weather.
- (iv) They should be integrated with the arterial road system in such a manner that their operation does not interrupt traffic movement.
- (v) A fee sufficient to amortize construction and pay maintenance costs of the parking areas should be charged.

#### G. Reforestation

The many tall, fine trees are a part of the essential charm of the site and must be preserved. These are chiefly ash, oak, poplar, elm and birch, with the latter two predominating. However, there has been no attempt made to ensure that trees will be replaced as they age or if they are damaged by storms. Much of the younger growth was removed when the brush was cleared. Furthermore, if the street pattern is changed in any way and cottages relocated, many existing trees will have to be removed and the former readways and cottage sites should be replanted to compensate for this.

#### It is recommended that:

- 1. Extreme care should be exercised in the implementation of any scheme of re-subdivision to ensure that the greatest possible number of suitable existing trees are preserved.
- 2. A program of reforestation be initiated to fill the bare spaces left by the relocation of streets and cottages and to provide future replacement of ageing trees.
- 3. An attempt be made to introduce conifers
  (e.g. spruce and fir) to achieve variety. They do not

occur naturally at Grand Beach, but the few which have been transplanted have proven themselves completely adaptable to their new surroundings.

4. Any referestation be directed by a qualified person to assure the continuance of this valuable asset.

# H. Social Implications of Development with Regard to Native Communities

The redevelopment of Grand Beach by the Provincial Government would establish a needed industry for the district. In particular, a project of this nature could be utilized to provide employment for the native population. The only work generally available to the Indians and Metis in this locality is brush clearing, pulp cutting and fishing. These occupations are steadily becoming less remunerative and many of the best workers have already emigrated to other districts.

There are two Indian Reserves within a twelvemile radius of Grand Beach. The first of these is
near Scanterbury and is occupied by 293 members of
the Brokenhead band. A second reserve is located at
Pine Falls and is occupied by 1,207 Indians from the
Fort Alexander band. Both these groups are Salteaux.

The Metis communities in the vicinity of Grand Beach are more numerous, and those within the twelve-mile radius are listed below:

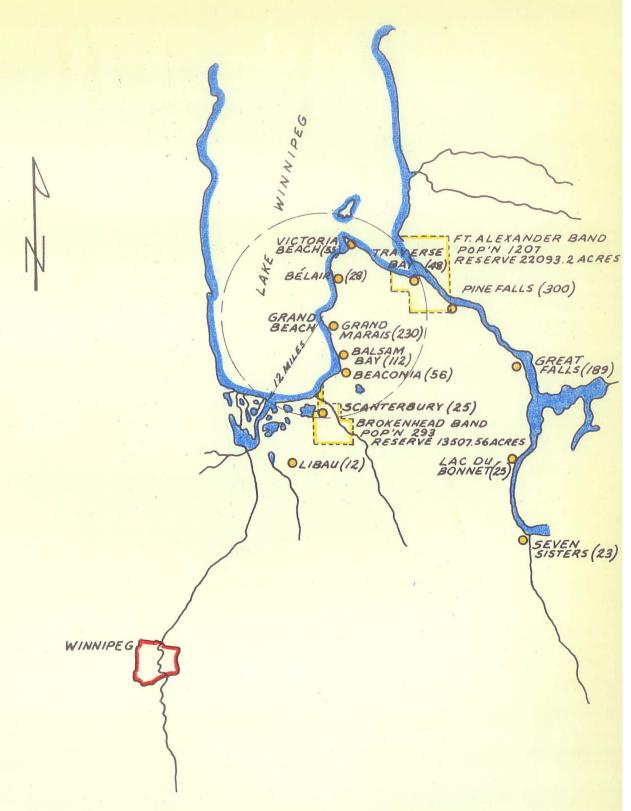
#### METIS POPULATION BY COMMUNITY

Balsam Bay 112	Scanterbury 25
Beaconia 56	Traverse Bay 48
Grand Marais 230	Belair 28
Victoria Beach 55	

The position and population of these Indian and Metis settlements plus others outside the admittedly arbitrary twelve-mile radius are shown on Map #9.1

It is recommended that the Government encourage the use of native labour during all phases of clearing, construction and maintenance. The development of Grand Beach by a Provincial department presents an excellent opportunity to try to improve the skills, work habits and financial situation of the neighbouring Indians and Metis. The implementation of this basic premise should be assigned to the appropriate agencies. A detailed discussion of the possible techniques involved is felt to be outside the scope of this study.

The map and the above statistics were taken from "The People of Indian Ancestry in Manitoba - a social and economic study," Vol. I, II, III, Jean H. Legasse. February 1959.



INDIAN RESERVES AND MÉTIS COMMUNITIES WITHIN THE GRAND BEACH AREA

LEGEND :

INDIAN RESERVE MÉTIS COMMUNITY .

( ) POPULATION AS OF FEB. /59

SCALE:

## Resumé

The underlying principles of the feregoing chapter deserve special emphasis. It is thought worthwhile to repeat them here separately, for they form the basis of the Plan which is to follow in Chapter IV.

- (i) The redevelopment should provide the best possible land utilization benefitting the maximum number of persons without spoiling the natural charm and beauty of the location. A better type of residential community should be established on the campsite, and the separation maintained between this neighbourhood and the commercial zone.
- (ii) Since Grand Beach is a resort area, the Plan must provide scope for the most popular recreational activities. Possible means of extending the seasonal usage were also considered.
- (iii) The possibilities of employing workers from neighbouring Indian and Metis communities should be investigated.

CHAPTER IV

THE PLAN

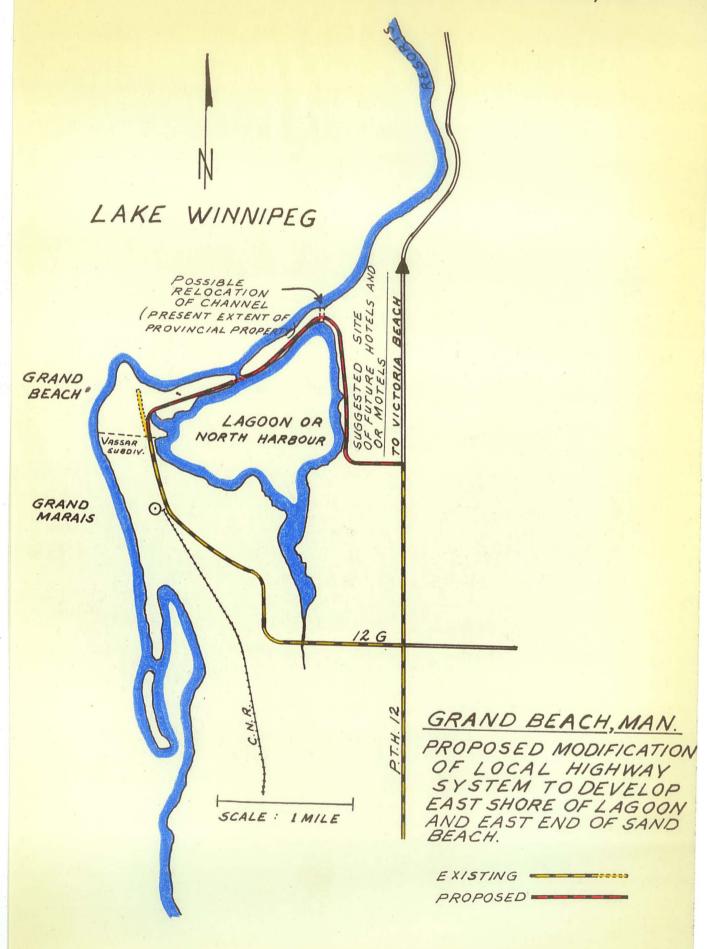
The Plan for the future development of Grand Beach is actually contained in Maps #10, #11 and #12. Chapter IV is merely intended as a very brief introduction to and description of this Plan.

Arterial Traffic and Vehicle Storage. The planning of local traffic arteries and public parking lots is based on the reasonable assumption that the C.N.R. will remove their rail installations due to decreasing passenger revenue and the resulting emphasis soon to be placed upon long distance freight transportation. Appropriate criteria for vehicle movement and sterage were established in Chapter III, and these have been followed in the Plan. Map #10 is a suggested scheme for area traffic movement and details of the placement and dimensions of reads and parking space are given in Map #11. The parking lots are designed on the basis of 130 cars per gross acre and individual stalls are considered to be 9 feet by 20 feet.

Central Commercial Areas. Refer to Map #11.

The location of these areas is dictated by their preximity to the public beach, which is the focal

Cities in the Motor Age - Wilfred Owen.



point for residents and day visitors alike. The strip on the south side of the reconstructed boardwalk would contain the concessions, amusements and other attractions to form a sort of carnival midway. To the north, the view over the lake would remain unobstructed to provide a contrast between commerce and nature. This would be especially effective in the evenings when the buildings on the south side are illuminated if the boardwalk is sufficient in width to cause the passerby to sense the separation.

Extending the boardwalk in such a manner that it is integrated into the marina serves both to emphasize the role of the former as a promenade and to link the marina to the body of the resort. This extension would also ensure a more uniform distribution of the bathers on the lakefront.

Siting a hotel or motel raises some particular problems. The lot on which the present building is situated is thought to be more suitable for a good restaurant. It has been mentioned previously that the wooded slopes east of the lagoon would provide an ideal location sufficient in area for several large hotels or motels. However, if provision for one such enterprise were desired in the initial phase, preceding the utilization of sites presently beyond the property limits, this building would ideally be situated on the rocky promontory north of the residential neighbourhood known as Point Grand Marais. (See Maps #10 and #11.)

The extent to which hotel or motel accommodation should be provided in the future is in itself a separate study. The excellent bathing beach could possibly become a real factor in increasing tourism from the United States. Much would depend on the presence of comparable beaches elsewhere, the buoyancy of the American economy, and whether the rental accommodation at Grand Beach was competitive with that at similar resorts. Further, a publicity program would probably be necessary to acquaint the American public with the new development.

The author is not prepared to decide on the relative merits of hetel versus metel accommodation, but provision for one building of either type has been included within the present boundaries and it is recommended that additional land to the east of the lageon be acquired in anticipation of further construction.

Shopping Centre. The location of the central market should be such that it is readily accessible to residents of the Vassar Subdivision and Grand Beach.

It has been noted that these facilities would be of relatively lesser interest to the week-end and day visitors. However, the site chosen is adjacent to the public road on the site of an existing parking let which is presently unused. It was thought that this would be far easier to "sell" than a more central location removed from the main traffic artery. No serious traffic problems should be caused by the stores because the great majority of the shoppers from the residential neighbourhoods will arrive on foot.

Administrative Area. Under C.N.R. ownership, Grand Beach was administered by a superintendent responsible to the railway management. His office was located near the west end of the bathing beach and its position is noted on Maps #4 and #5. It is designated as a commercial building in the colour code because it was the control centre of the resort as it existed as a C.N.R. commercial venture.

As may be seen from Map #11, space for Provincial offices and living quarters has been allotted in what is felt to be a more central and convenient location with respect to the new Plan.

Churches and Schools. There purposely has

been no provision made for either of these uses. Schools are unnecessary due to the use of the resort by families in the summer months only, and there are existing churches of various denominations in neighbouring Grand Marais.

Open Space and Recreational Areas. No specific mention of open space as such has been made previously. However, much of the Plan implies the preservation of as much open space as is commensurate with a reasonable degree of development. To this end, trees should be encouraged along residential street rights-of-way, the picnic ground has been retained, provision made for a new sperts ground, and the public beach and sand dunes have been allowed to remain largely untouched. Furthermore, the residential neighbourhood is formed around a central walk-way. (Refer to Map #11 and Map #12.)

The Residential Neighbourhood. Refer to Map #12. The suggested form of subdivision is superimposed, with some changes, on what was formerly the campsite. The block pattern is an attempt to achieve the seclusion which is lacking from a grid system.

This is desirable in view of the relatively very large

number of day visitors and the correspondingly small number of cottagers. It may be noted that two of the most common complaints against culs-de-sac are not valid in this instance because no individual sewer and water services are foreseen and there is no problem of snow removal in a summer resort. In addition, some fifty lots front on the lakeshore. The nominal size of individual residential lots has been increased from 33 feet by 75 feet, to 45 feet by 90 feet. The minor street rights-of-way are now 50 feet with a 16-foot wide roadway.

There has been no previous mention of population density in the residential neighbourhood. The reasons are these:

- (1) The great majority of the visitors at Grand Beach are there for the day or, at most, the week-end. The "permanent" summer residents are relatively few in number.
- (2) The exact number of persons is not known; the figures used in the third chapter are largely estimates. To the best of the author's knowledge, no accurate tally has ever been made. Further, the routine method of assuming a family of a certain average size is not particularly suitable since the presence

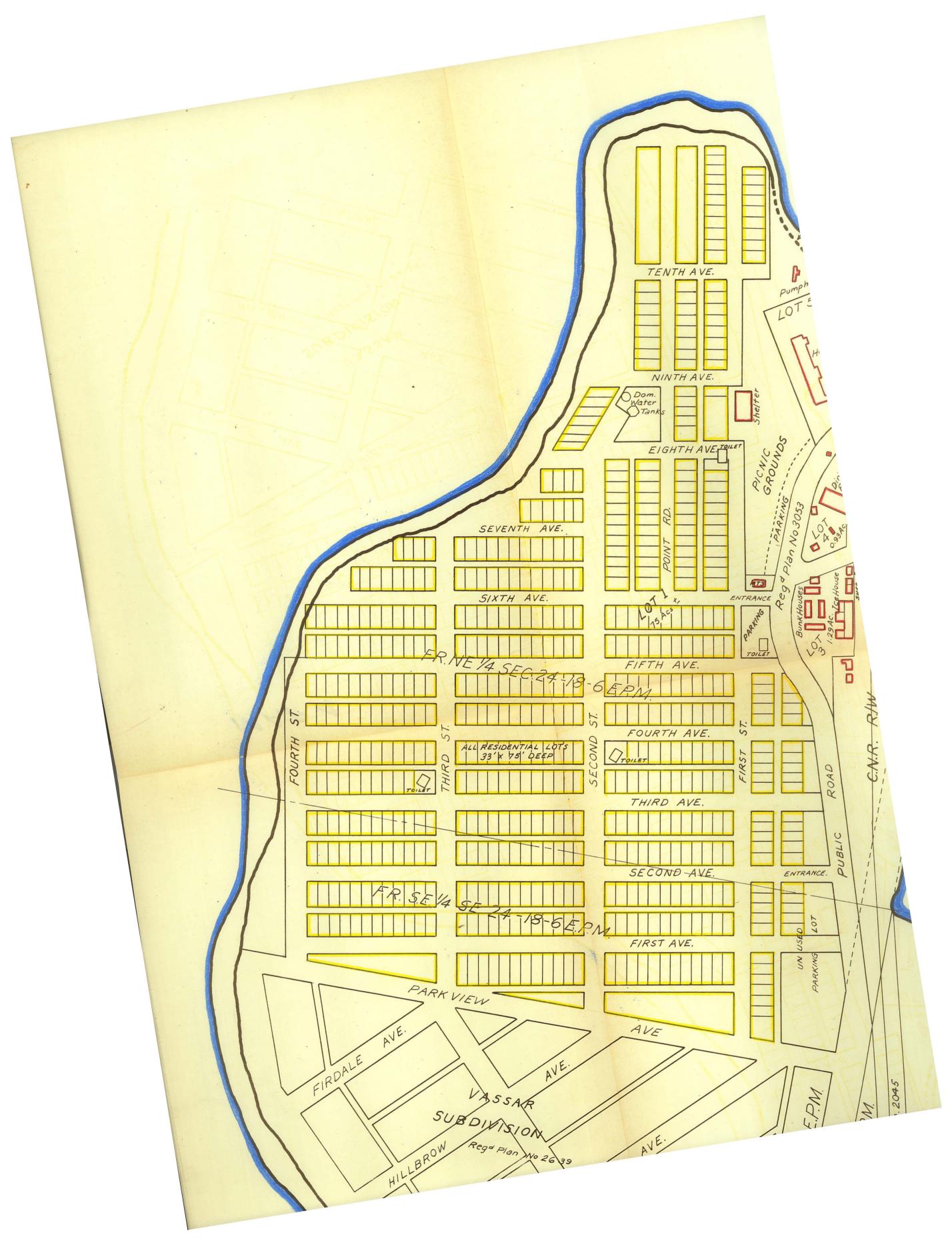
of a number of young children is precisely the reason why many families holiday at Grand Beach.

However, assuming total occupancy of the cottages and an "average" number of children per family, an estimate of population density in the new subdivision has been included in Map #12.

Stages of Development - The Implementation of the Plan. The author has not attempted to set down a specific schedule to govern the implementation of the Plan and only the end result has been shown. It is considered that commercial development should follow or slightly anticipate the demand at all times. The following points are intended solely as a broad statement of policy:

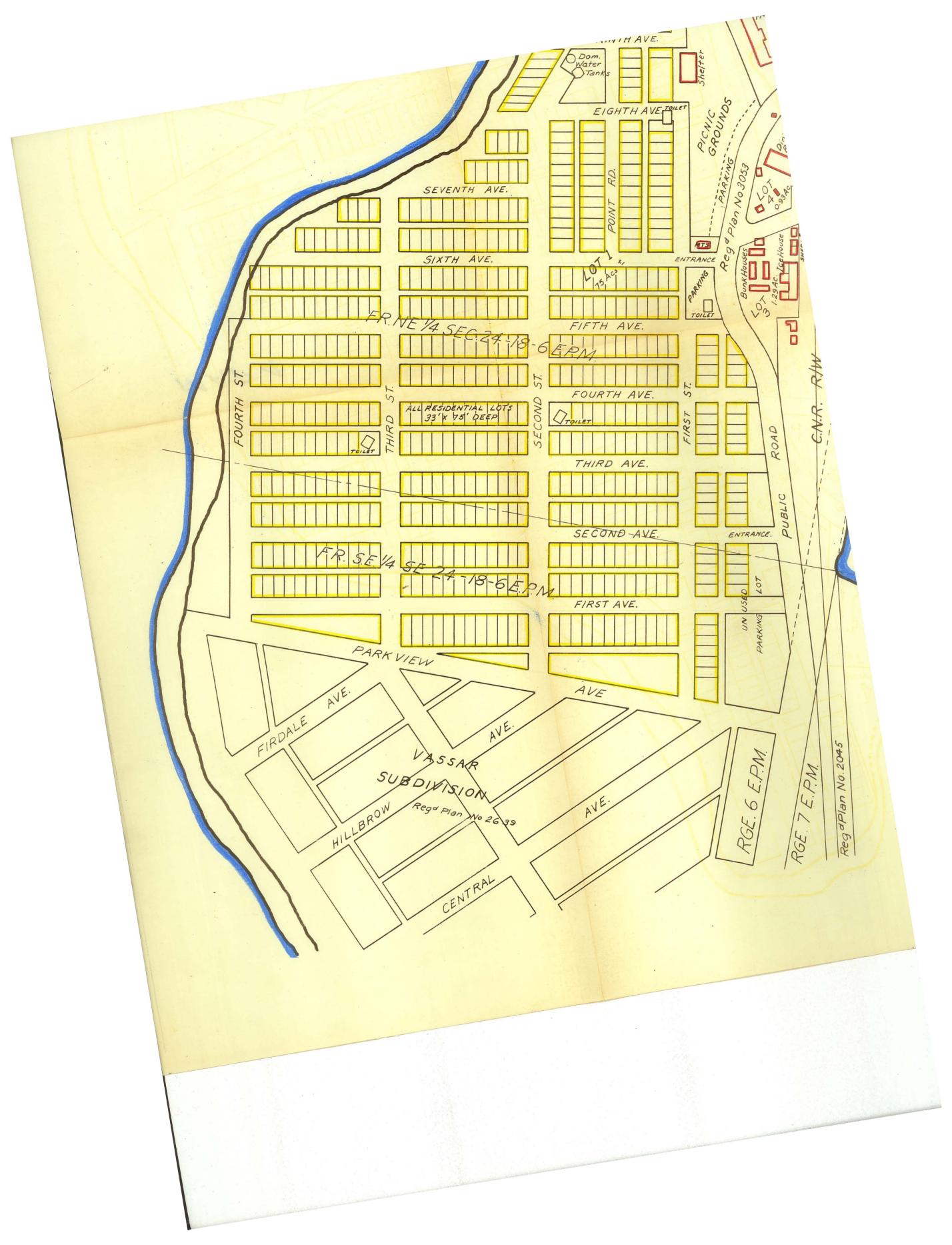
- (i) The suggested provisions for arterial traffic and public parking must await the removal of the railway tracks and station, but they should be provided as quickly as possible.
- (ii) Generally speaking, initial activity should centre about the commercial area. This would presumably include the construction of a new hotel/motel and the marina, and the relocation of the board-walk.

- (iii) Re-subdivision of the campsite should be attempted only after a reasonable period of grace. It is impractical in the Master Plan to allow for a completely orderly retirement of individual cottages according to their present condition (see Map #6), and the simultaneous replanning of the land they occupy. The best that can be said is that some method must be formulated to achieve an acceptable and fair solution during the implementation of the Plan.
- (iv) Utilization of the virgin area east of the lagoon is dependent upon both the construction of a read linking it to the present establishment and the demand for additional rental accommodation. Separate recreational and parking spaces should be provided here.

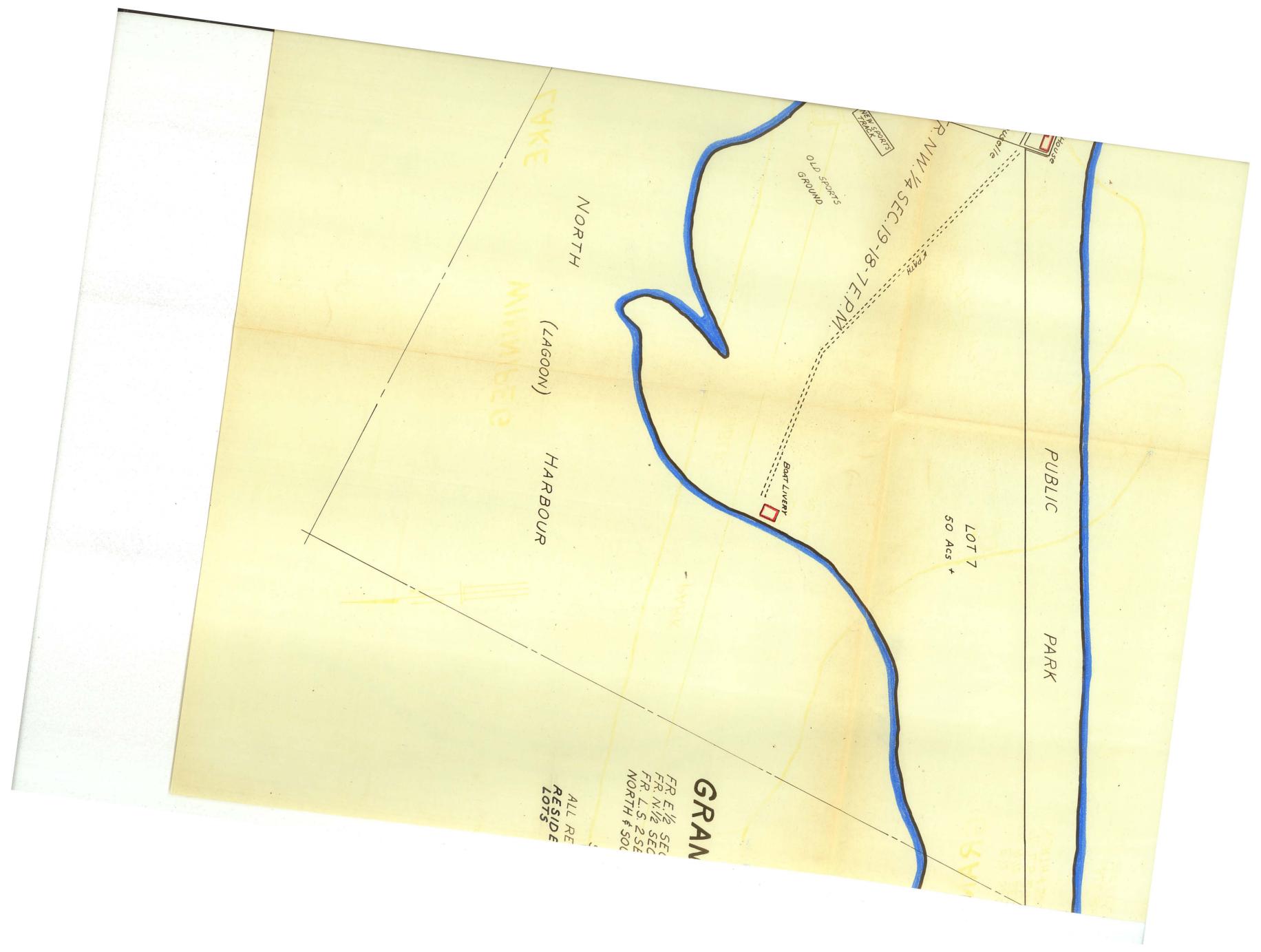


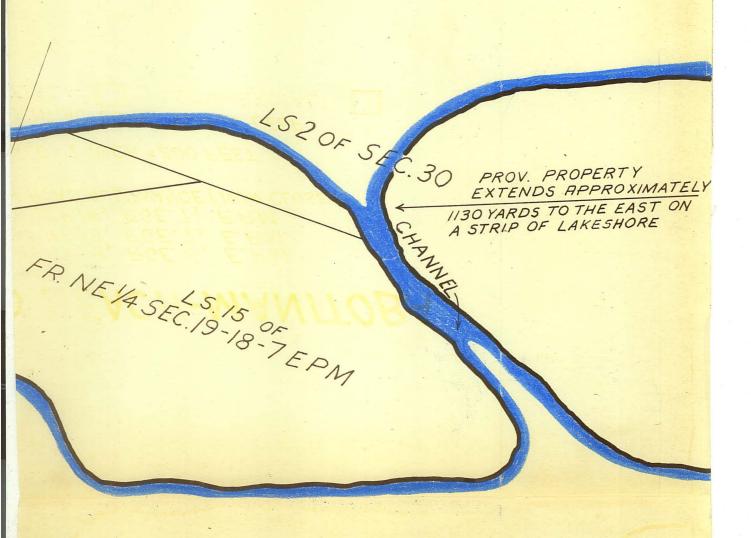
LAKE WINNIPEG PUBLIC PARK FR. NW / SEC. 19-18-7E. P. NY. LOT 7 50 Acs +

G FR. FR. NOF NORTH HARBOUR (LAGOON)









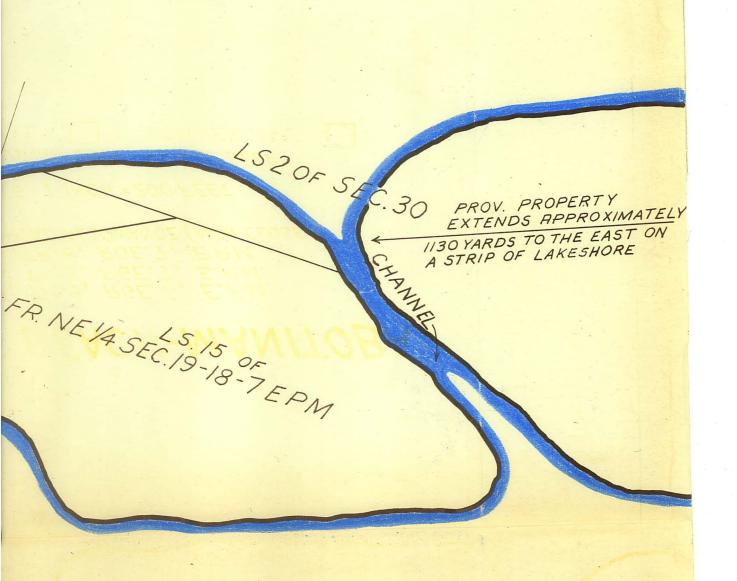
## ) BEACH-MANITOBA

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9, TP.18, RGE. 7, E.P.M.
30, TP.18, RGE. 7, E.P.M.
1 ROAD ALLOWANCE (NOW CLOSED)

ALE: 1 INCH = 200 FEET

DENTIAL LOTS 33' x 75' DEEP

TIAL COMMERCIAL BUILDINGS



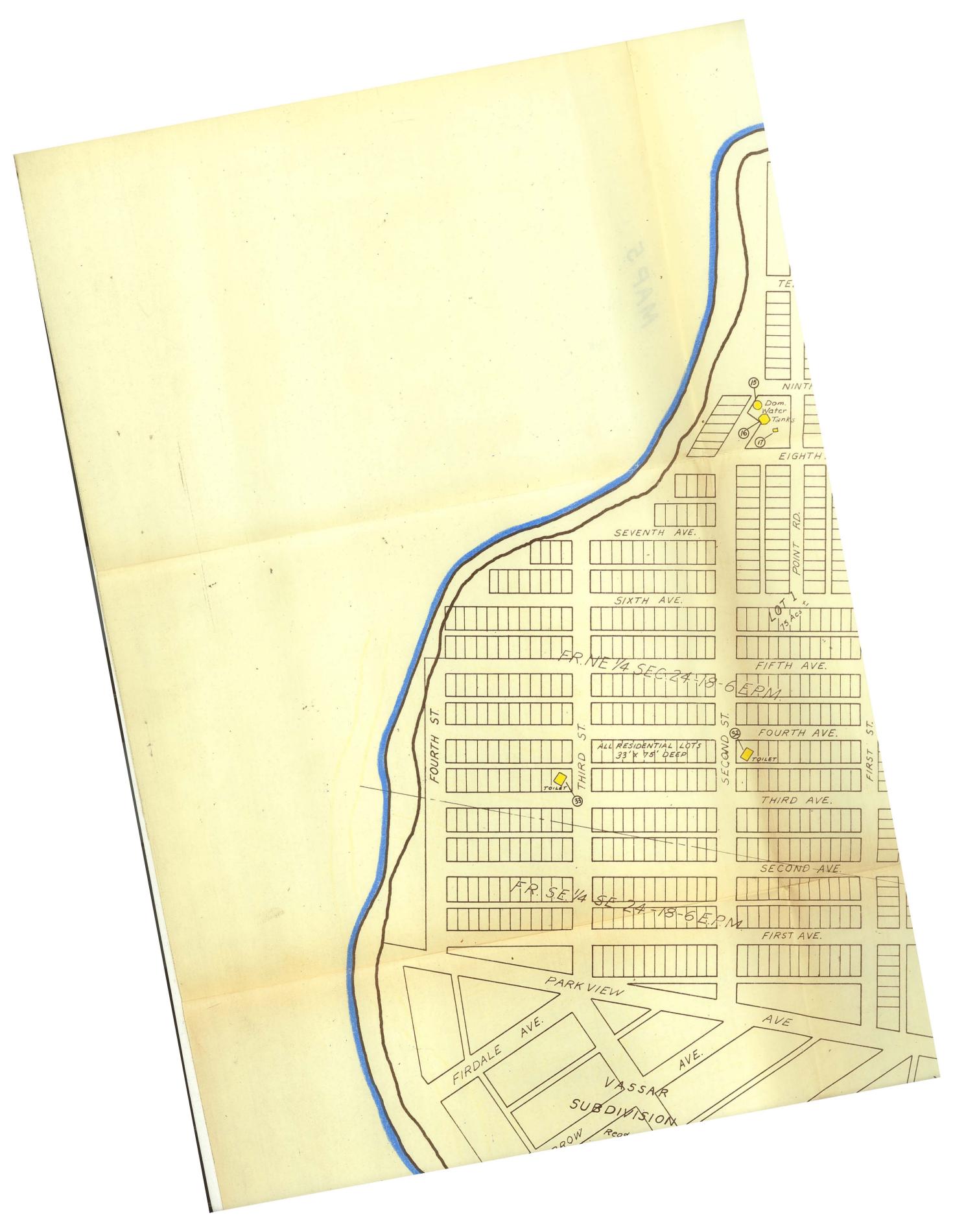
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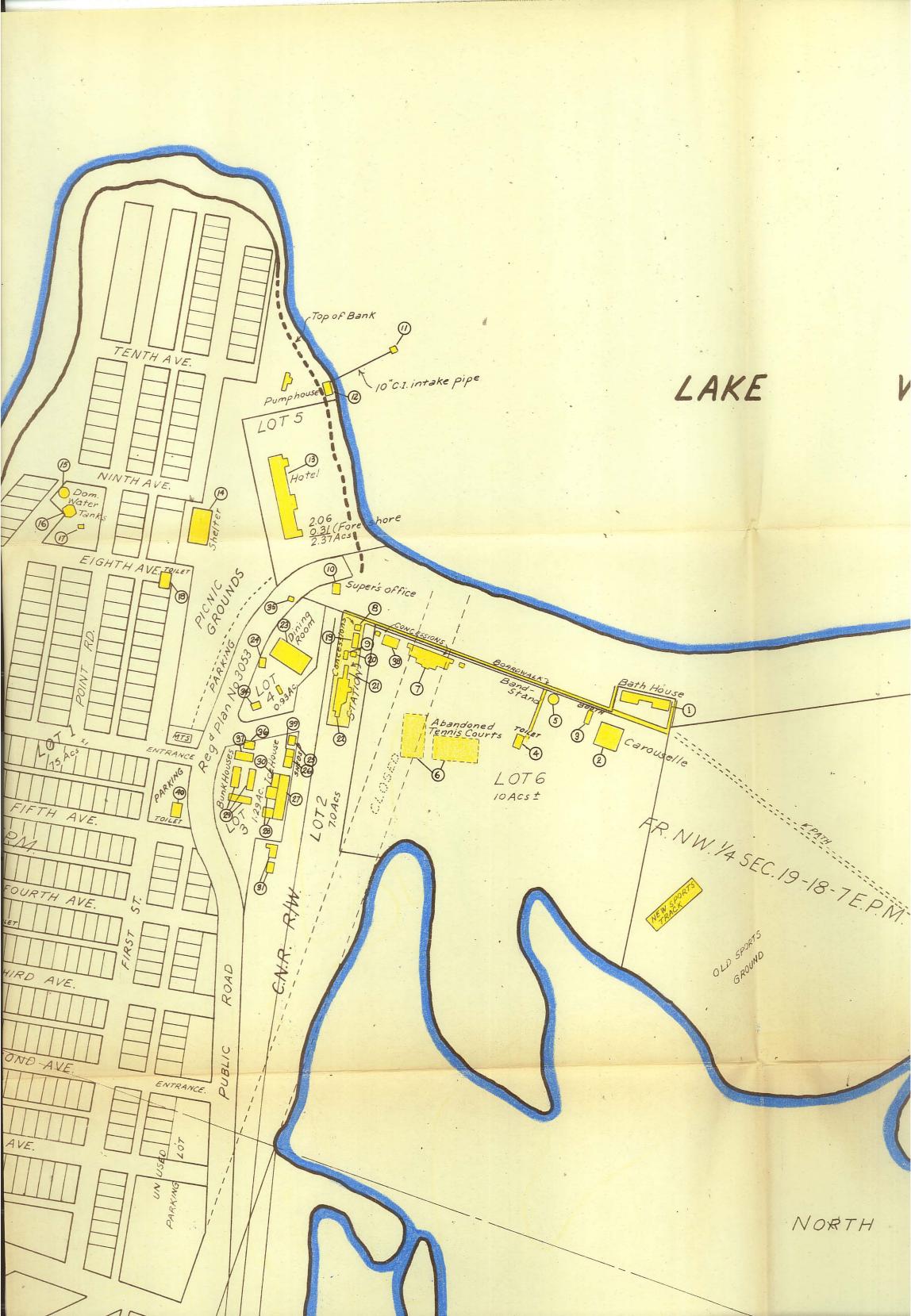
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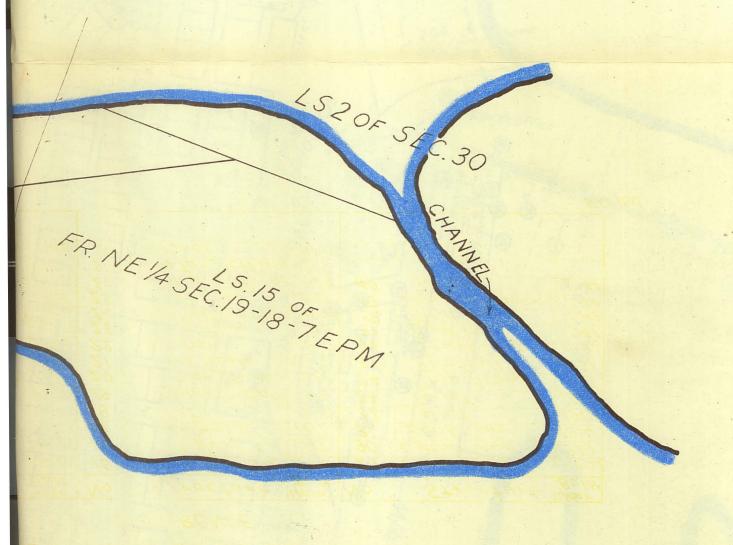
DENTIAL LOTS 33' x 75' DEEP

TIAL COMMERCIAL BUILDINGS









### D BEACH-MANITOBA

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C.30, TP.18, RGE.7, E.P.M.
TH ROAD ALLOWANCE (NOW CLOSED)

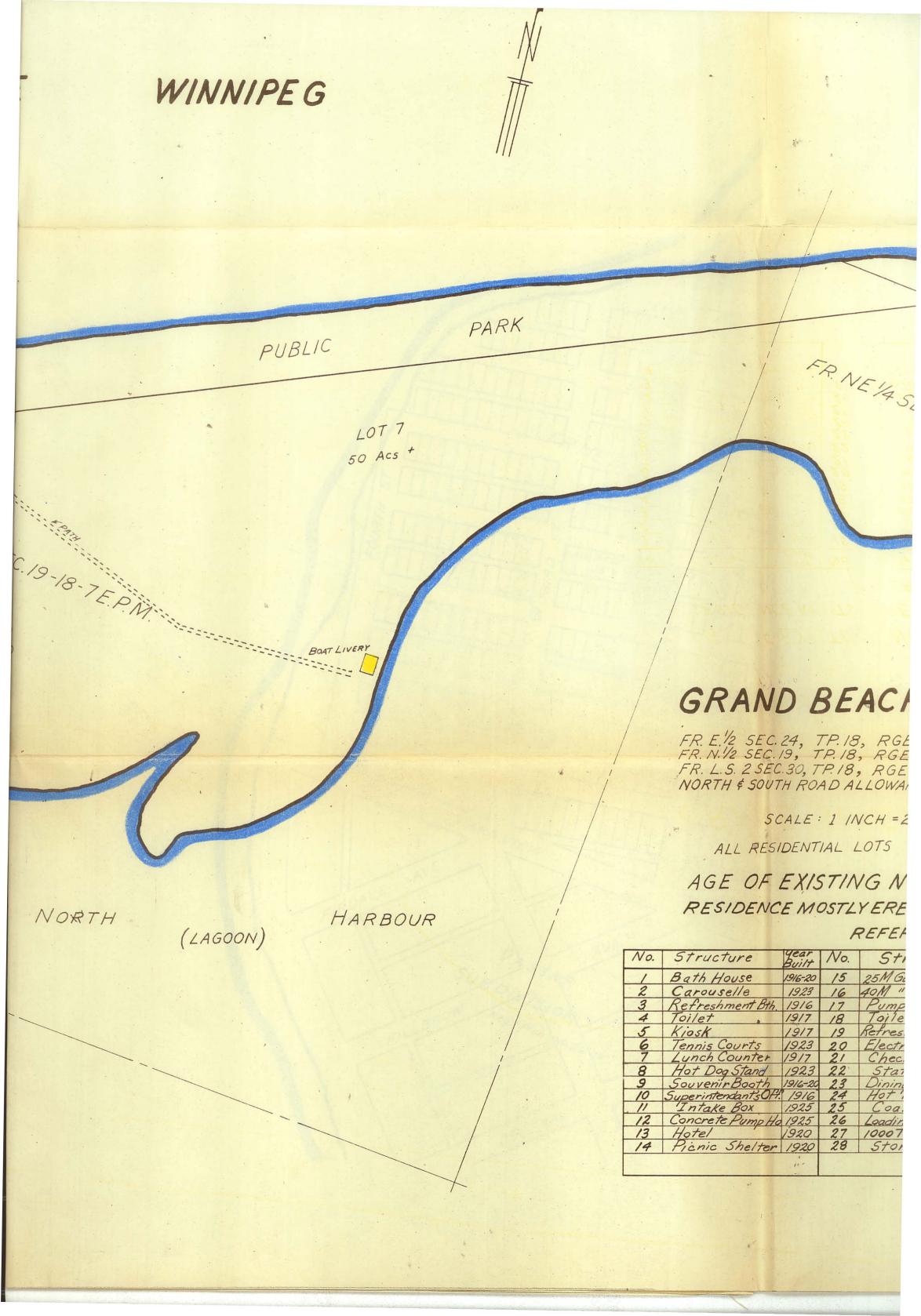
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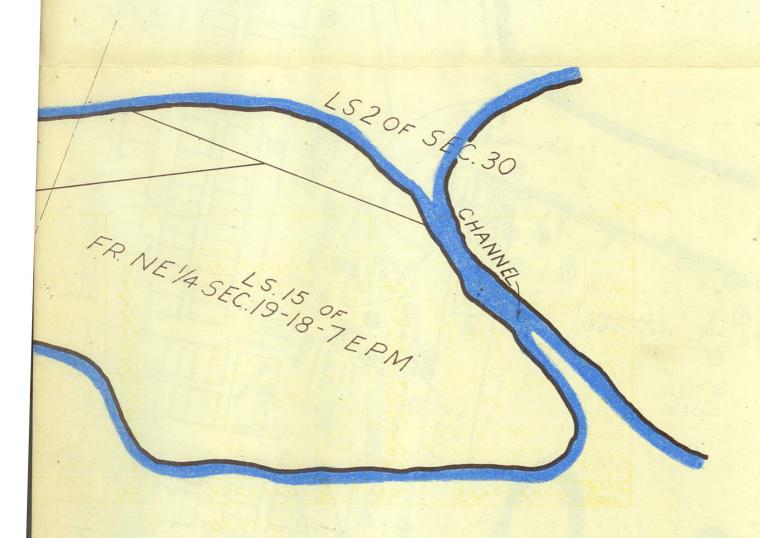
EXISTING NON-RESIDENTIAL BUILDINGS CE MOSTLY ERECTED DURING SAME PERIOD REFERENCE

year Built	No.	Structure	Year Built	No.	Structure	Built
1916-20	15	25M Gal Steel Tank	1926	29	Bunk Houses	1917-22
1923	16	40M " Wood "	1917	30	Butcher Shop	1920
1916	17	Pump House	1917	31	Bunk Cars	1916
		Tailat	1000	22	Tailat	inna









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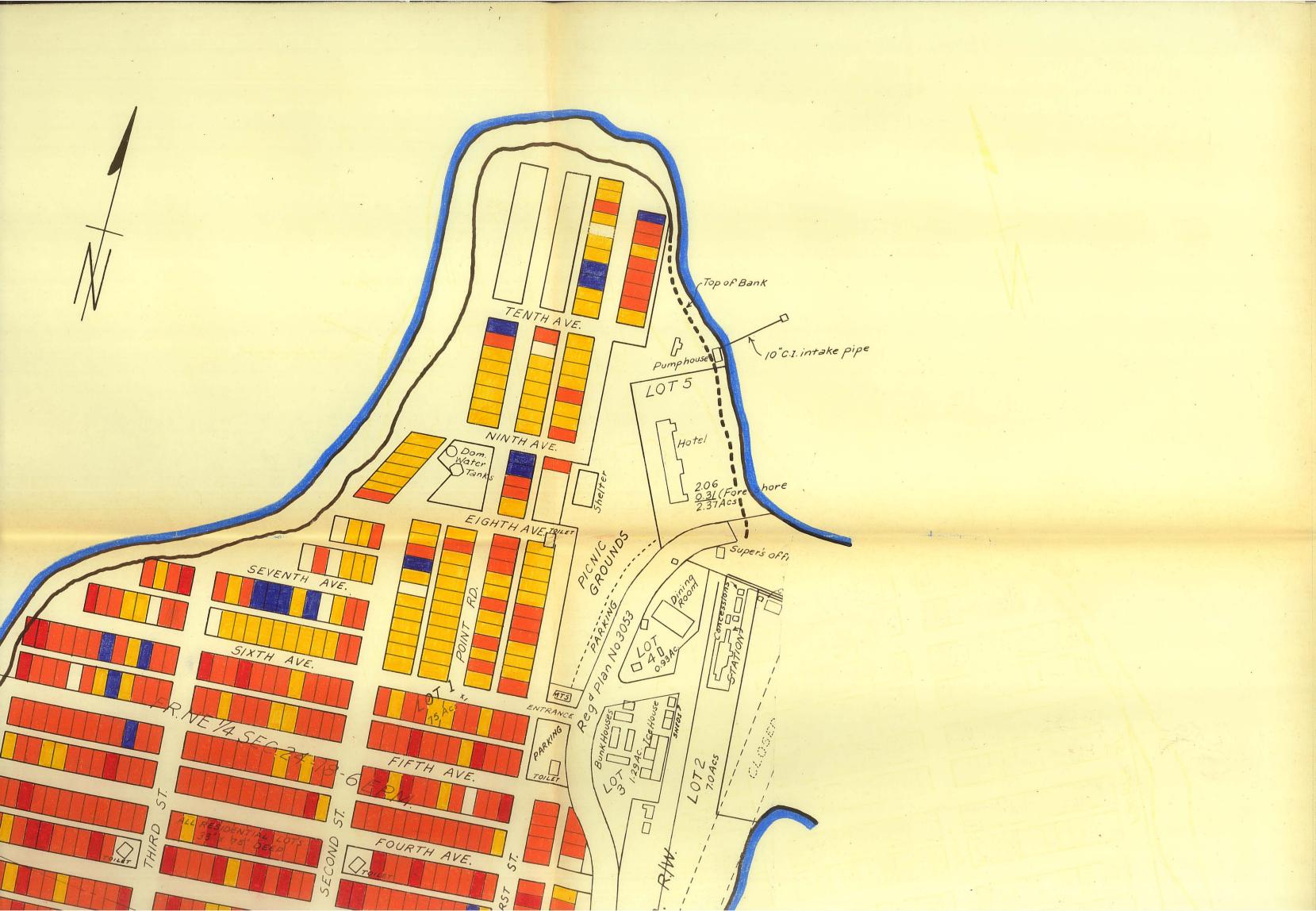
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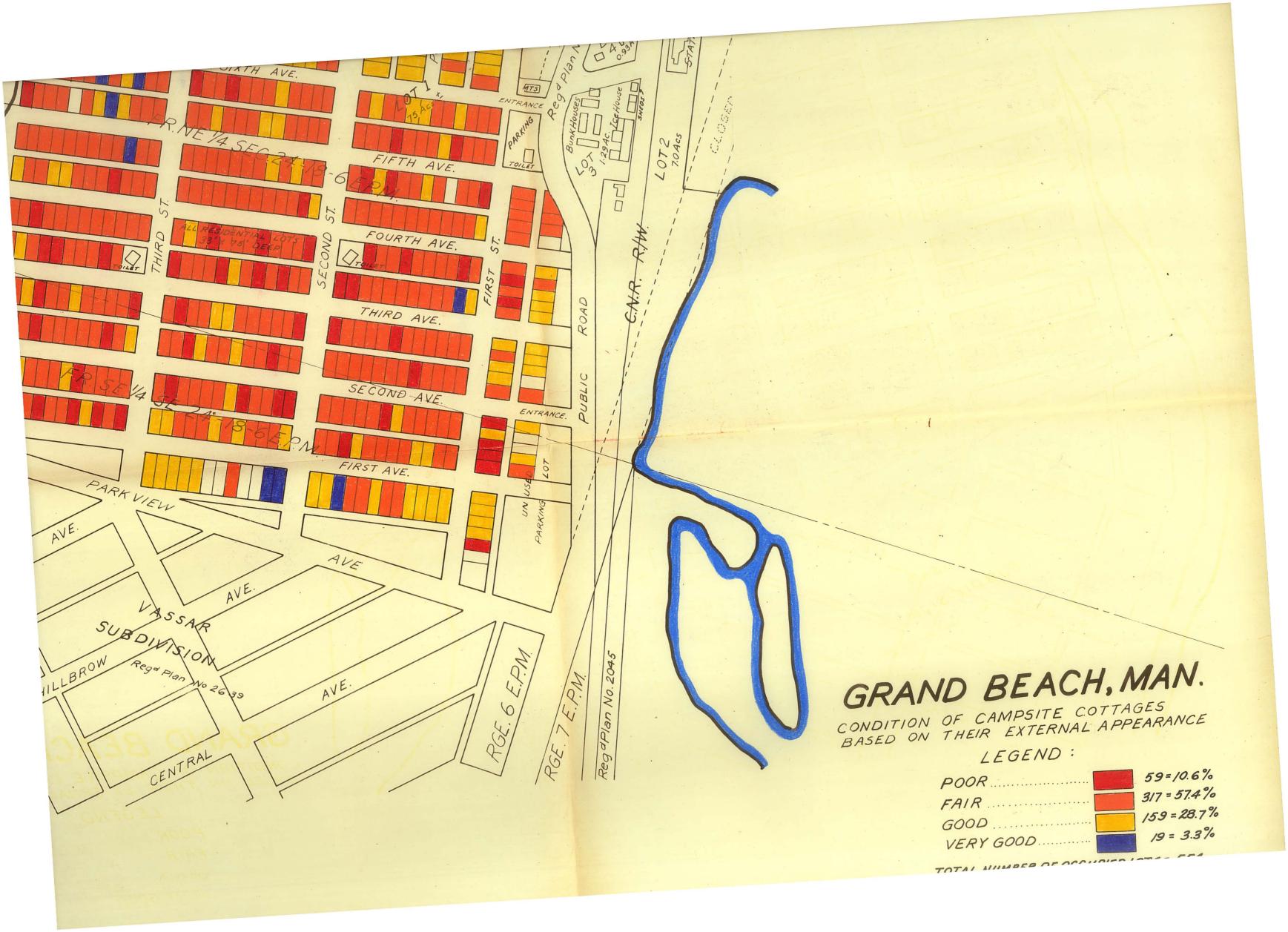
SCALE: 1 INCH = 200 FEET ESIDENTIAL LOTS 33' × 75' DEEP

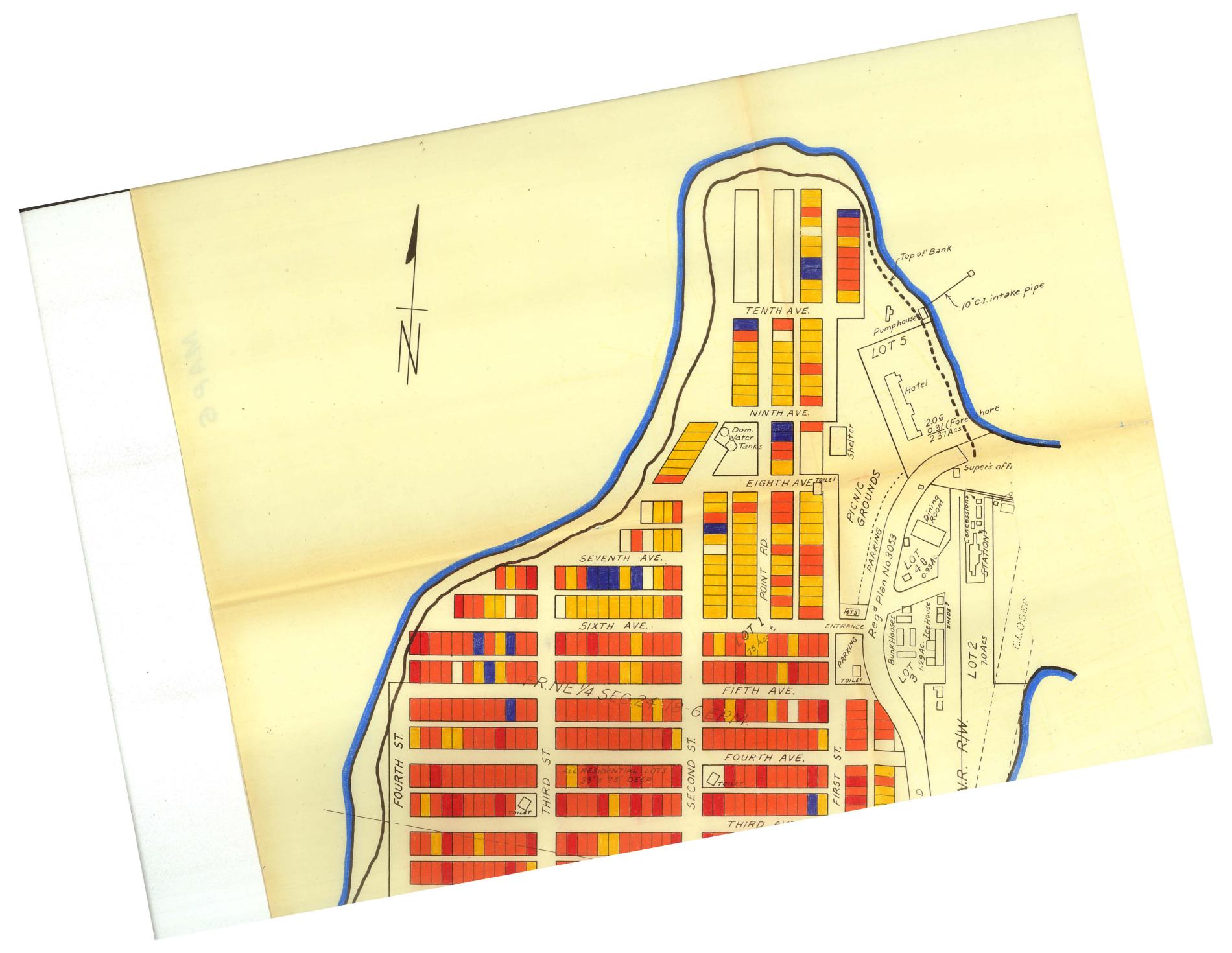
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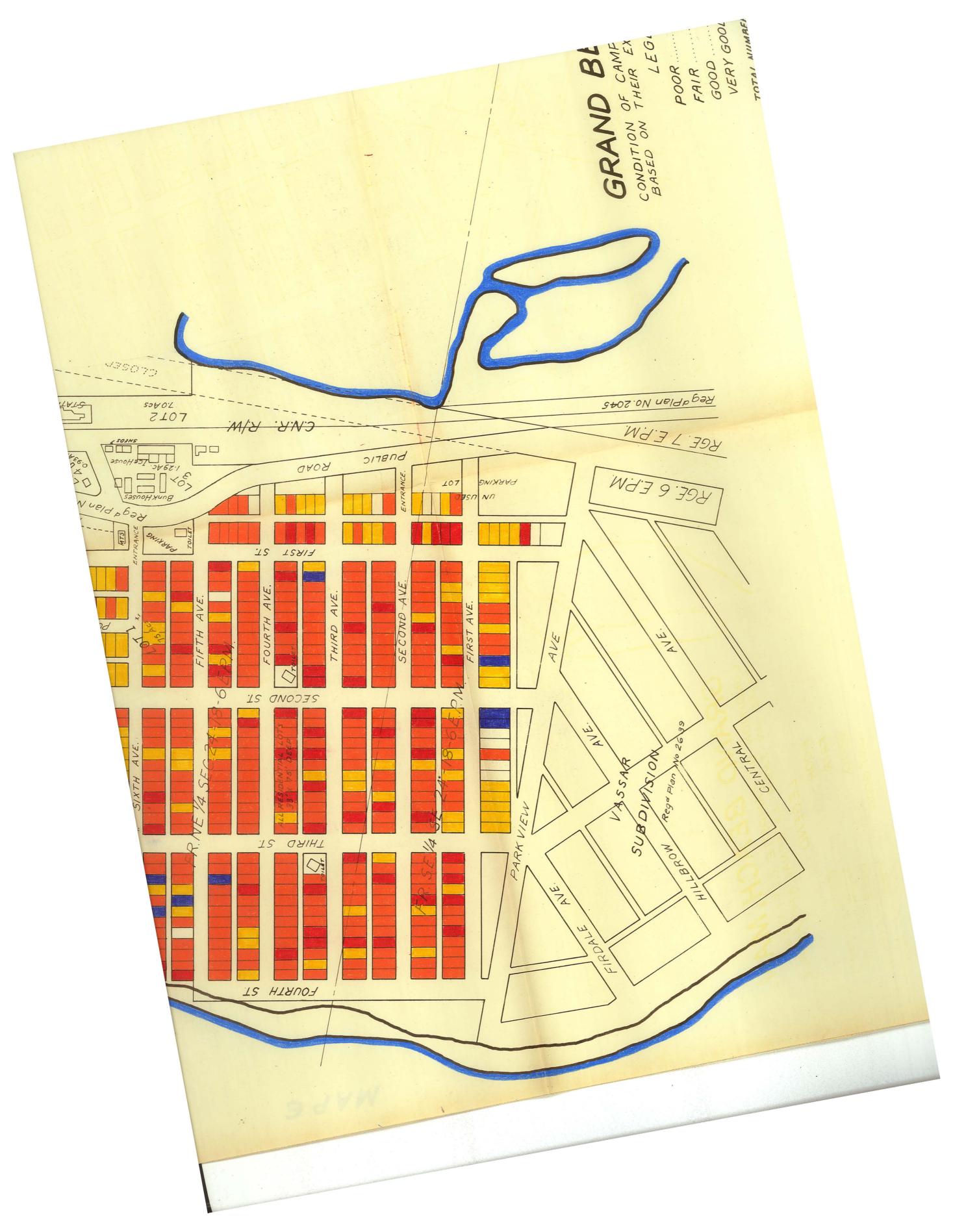
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Built	No.	Structure	Year Built	No.	Structure	year Built
1916-20	15	25M Gal Steel Tank	1926	29	Bunk Houses	1917-22
1923	16	40M " Wood "	1917	30	Butcher Shop	1920
1916	17	Pump House	1917	31	Bunk Cars	1916
1917	18	Toilet	1920	32	Toilet	1922
1917	19	Refreshment Booth	1916	33	Toilet	1922
1923	20	Electrical Stores	1923	34	Chip Stand	1937
1917	21	Check Room	1917	35	FireHall	1937
1923	22	Station	1916	36	Snack Shop	1939
1916-20		Dining Room	1919	37	Bunk House	1941
1. 1916			1916-22		Milk Bar	1944
1925	25	Coal Shed	1922	39	Sheds on Platform	1944
0 1925	26	Loading Platform	1922	40	Toilet	1944
1920	27	1000 Ton Ice House	1917	11.1		
1920	28	Stores	1917-19			
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	1916-20 1923 1916 1917 1917 1923 1917 1923 1916-20 7 1916 1925 1925 1920	1916-20   15   1923   16   1916   17   1917   18   1917   19   1923   20   1917   21   1923   22   1916-20   23   1916   24   1925   25   1925   26   1920   27   1920   28	1916-20 15 25M Gal Steel Tank 1923 16 40M " Wood " 1916 17 Pump House 1917 18 Toilet 1917 19 Refreshment Booth 1923 20 Electrical Stores 1917 21 Check Room 1923 22 Station 1946-20 23 Dining Room 1916 24 Hot Water Bldg 1925 25 Coal Shed 1925 26 Loading Platform 1920 27 1000 Ton Ice House 1920 28 Stores	1916-20   15   25 M Gal Steel Tank   1926   1923   16   40 M "   Wood "   1917   1916   17   Pump House   1917   1917   18   Toilet   1920   1917   19   Refreshment Booth   1916   1923   20   Electrical Stores   1923   1917   21   Check Room   1917   1923   22   Station   1916   1916-22   23   Dining Room   1919   1916-22   1925   25   Coal Shed   1922   1925   26   Loading Platform   1922   1920   27   1000 Ton Ice House   1917   1920   28   Stores   1917-19	1916-20   15   25 M Gal Steel Tank   1926   29   1923   16   40 M "   Wood "   1917   30   1916   17   Pump House   1917   31   1917   18   Toilet   1920   32   1917   19   Refreshment Booth   1916   33   1923   20   Electrical Stores   1923   34   1917   21   Check Room   1917   35   1923   22   Station   1916   36   1916-20   23   Dining Room   1919   37   1916   24   Hot Water Bldg   1916-22   38   1925   25   Coal Shed   1922   39   1925   26   Loading Platform   1922   40   1920   27   1000 Ton Ice House   1917   1920   28   Stores   1917-19	1916-20   15   25 M Gal Steel Tank   1926   29   Bunk Houses   1923   16   40 M "   Wood "   1917   30   Butcher Shop   1916   17   Pump House   1917   31   Bunk Cars   1917   18   Toilet   1920   32   Toilet   1921   19   Refreshment Booth   1916   33   Toilet   1923   20   Electrical Stores   1923   34   Chip Stand   1917   21   Check Room   1917   35   Fire Hall   1923   22   Station   1916   36   Snack Shop   1916-20   23   Dining Room   1919   37   Bunk House   1916   24   Hot Water Bldg   1916-22   38   Milk Bar   1925   25   Coal Shed   1922   39   Sheds on Platform   1925   26   Loading Platform   1922   40   Toilet   1920   27   1000 Ton Ice House   1917   1920   28   Stores   1917   1920   28   Stores   1917-19

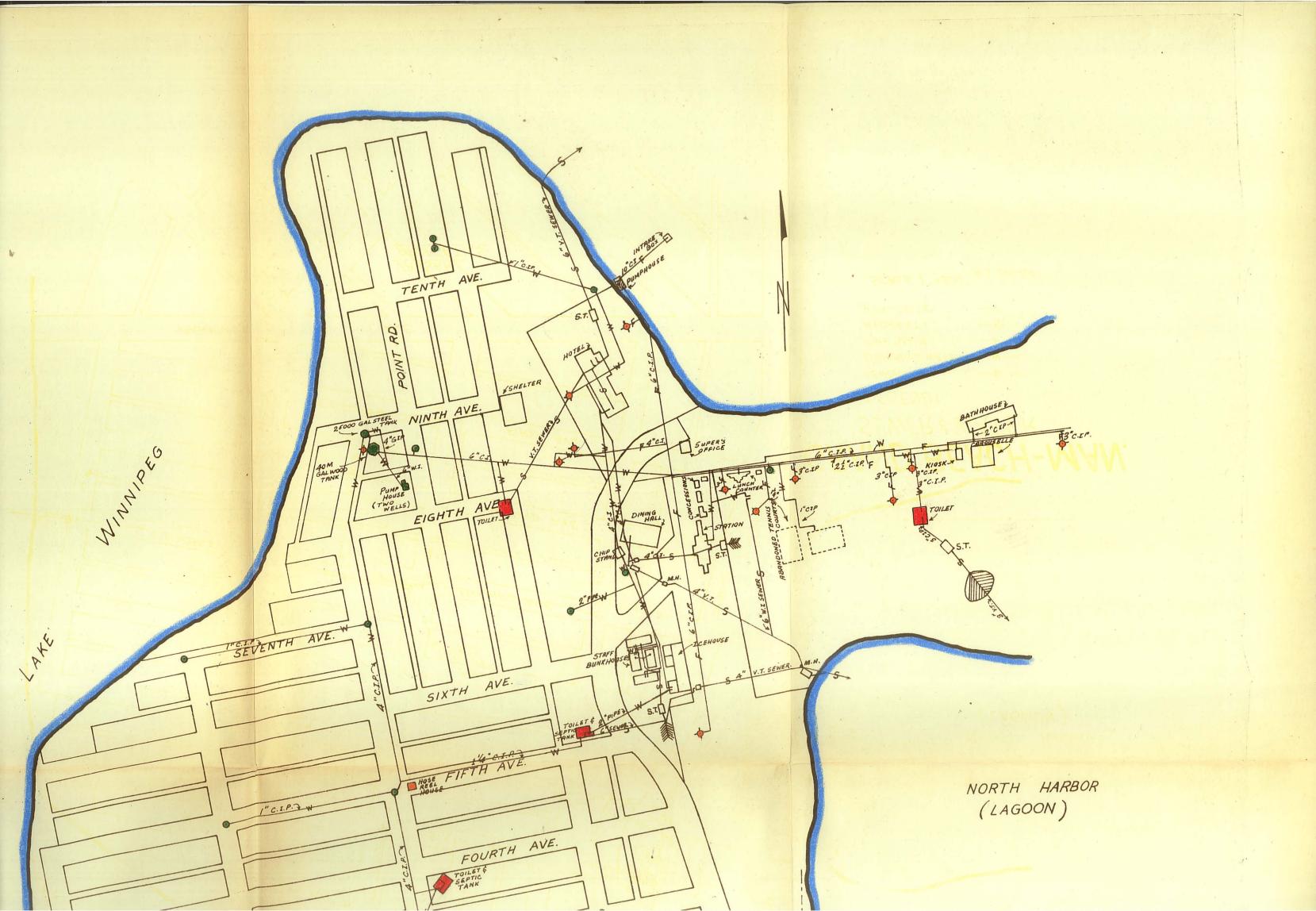
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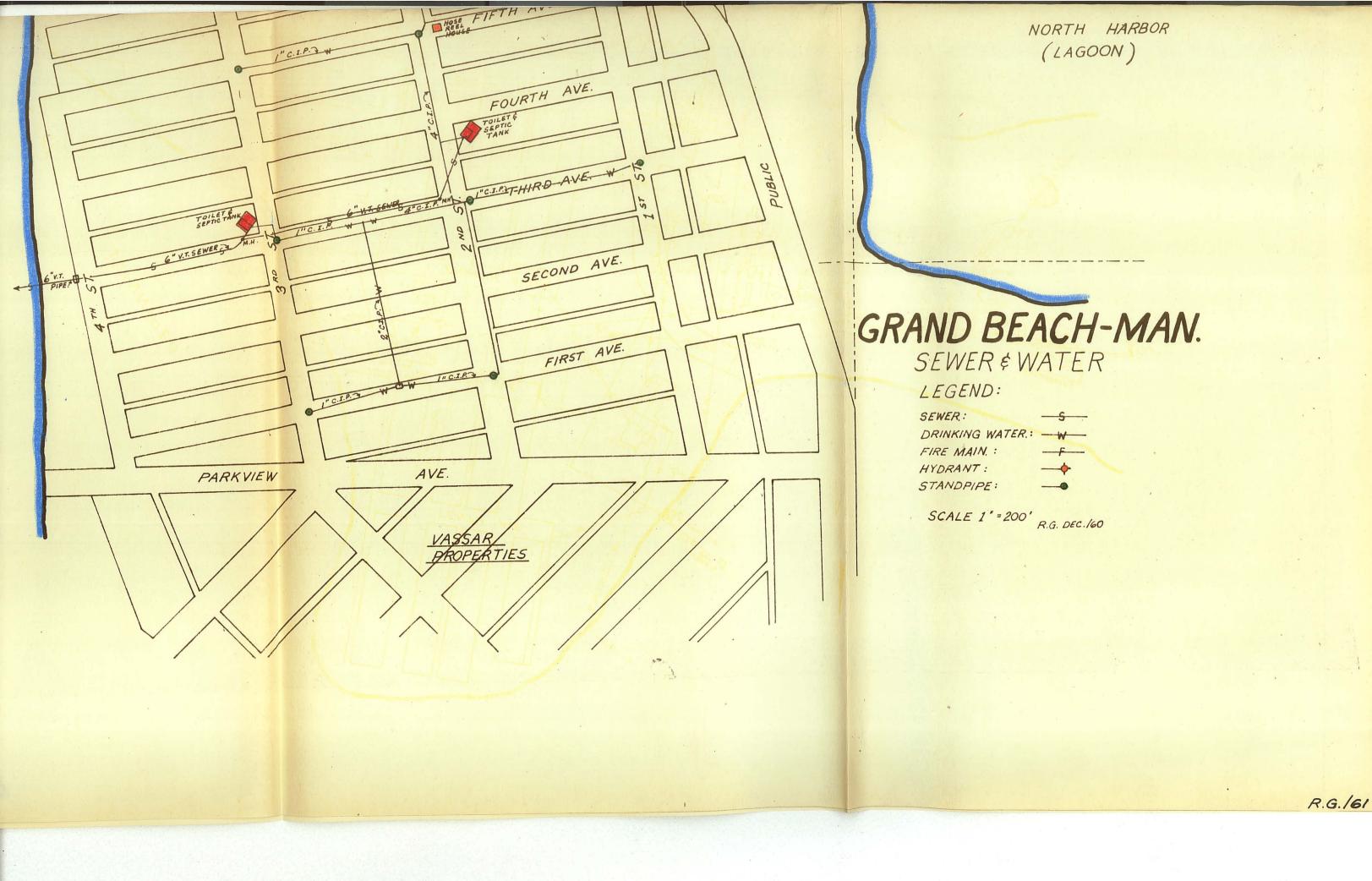


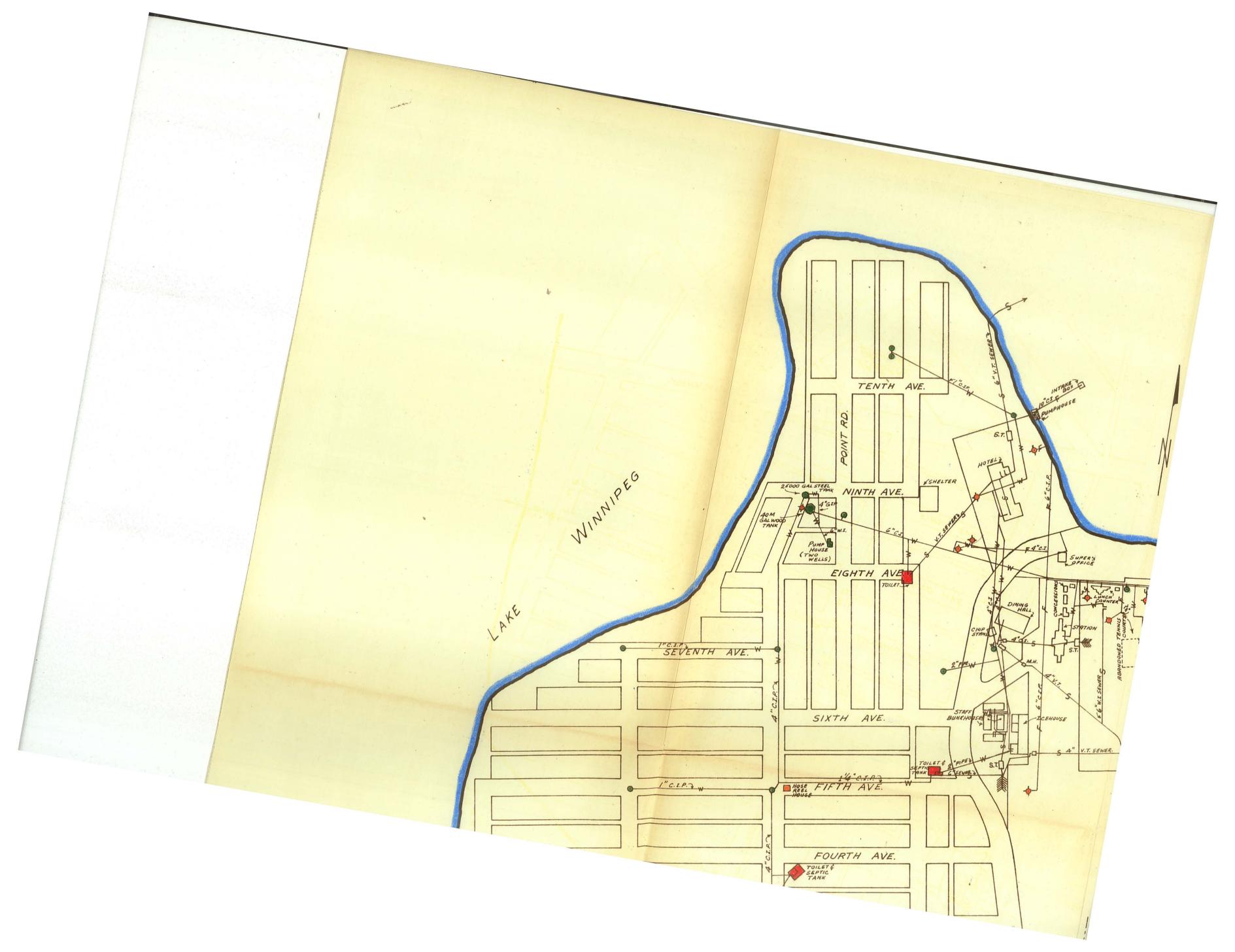


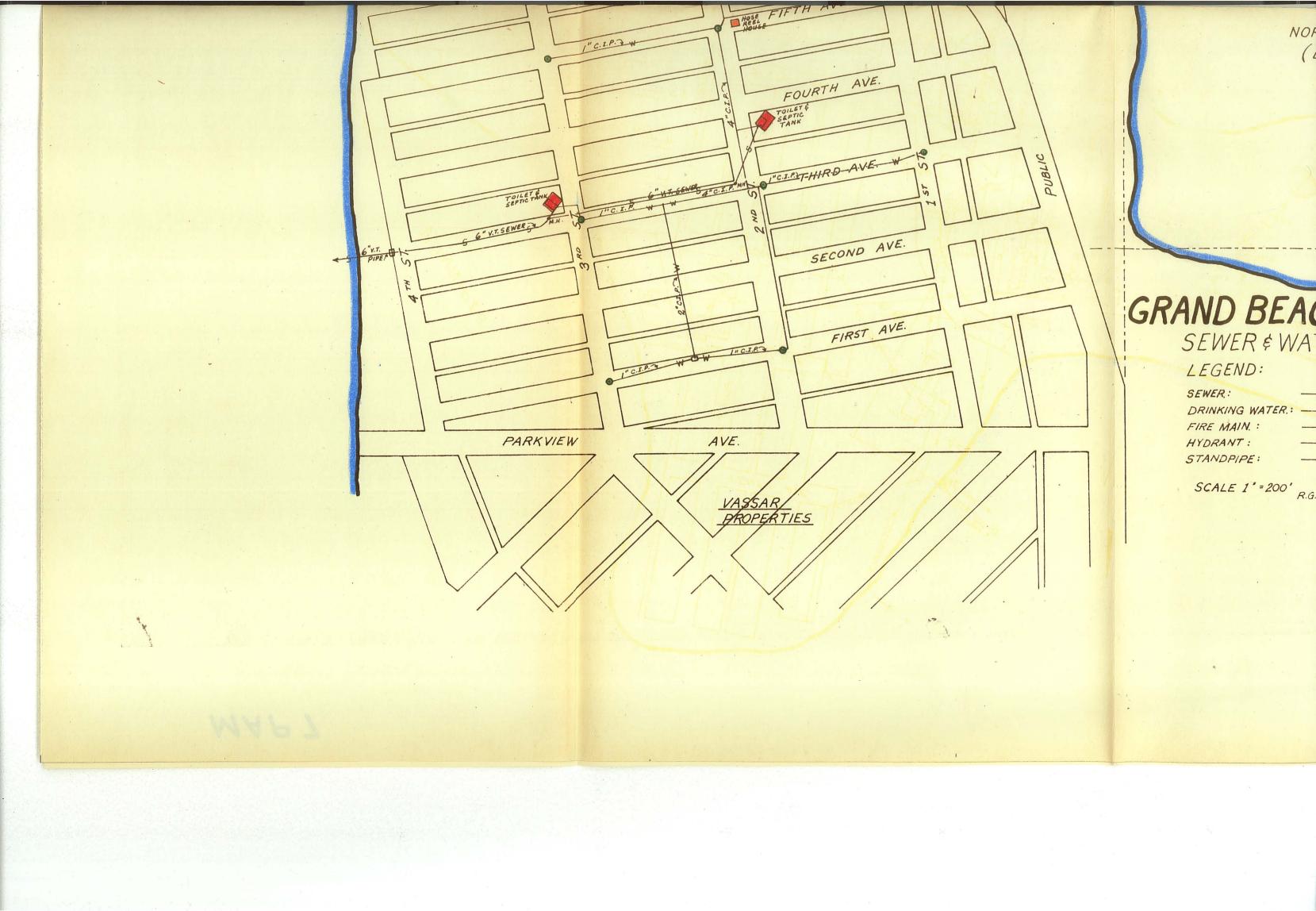


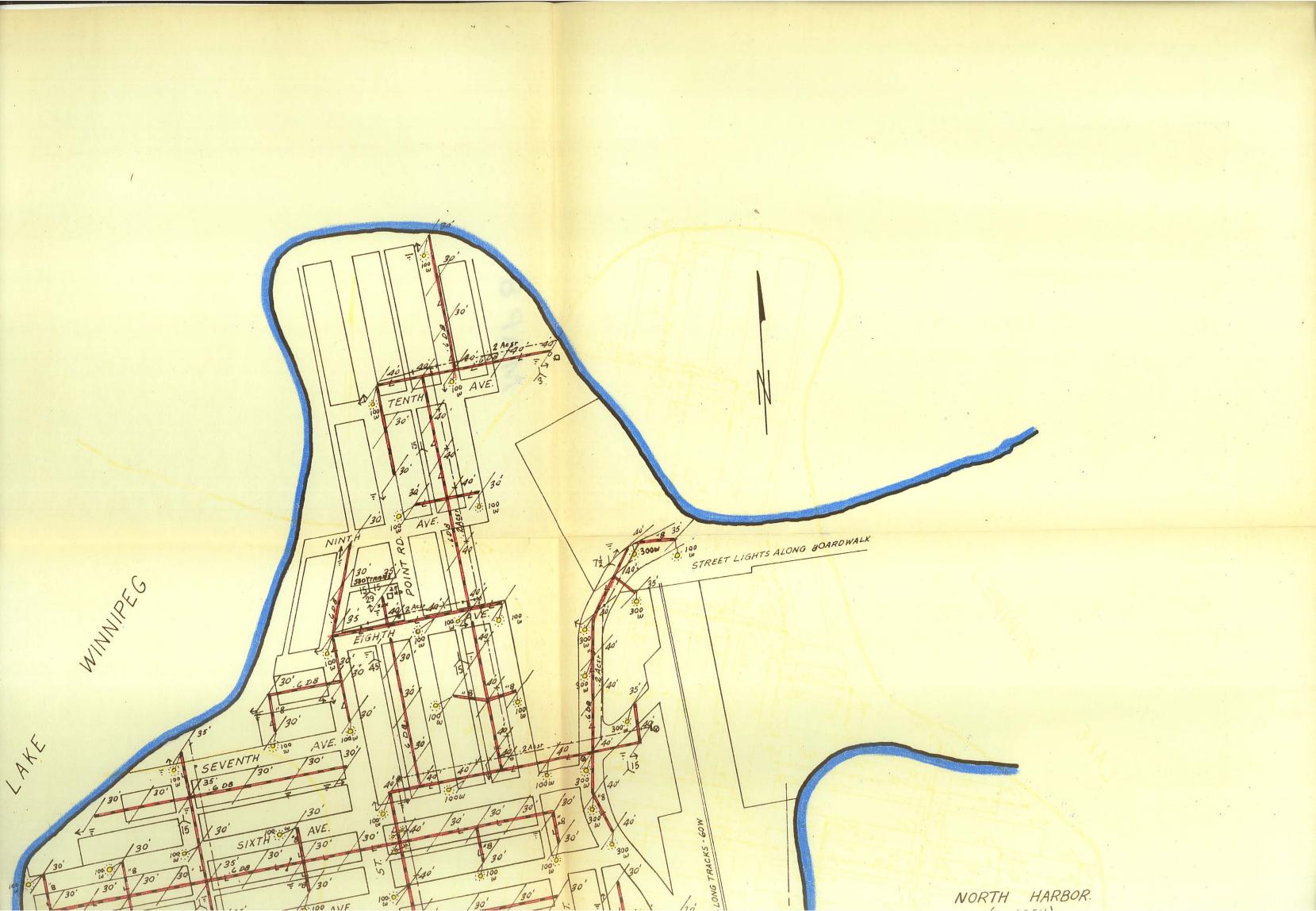


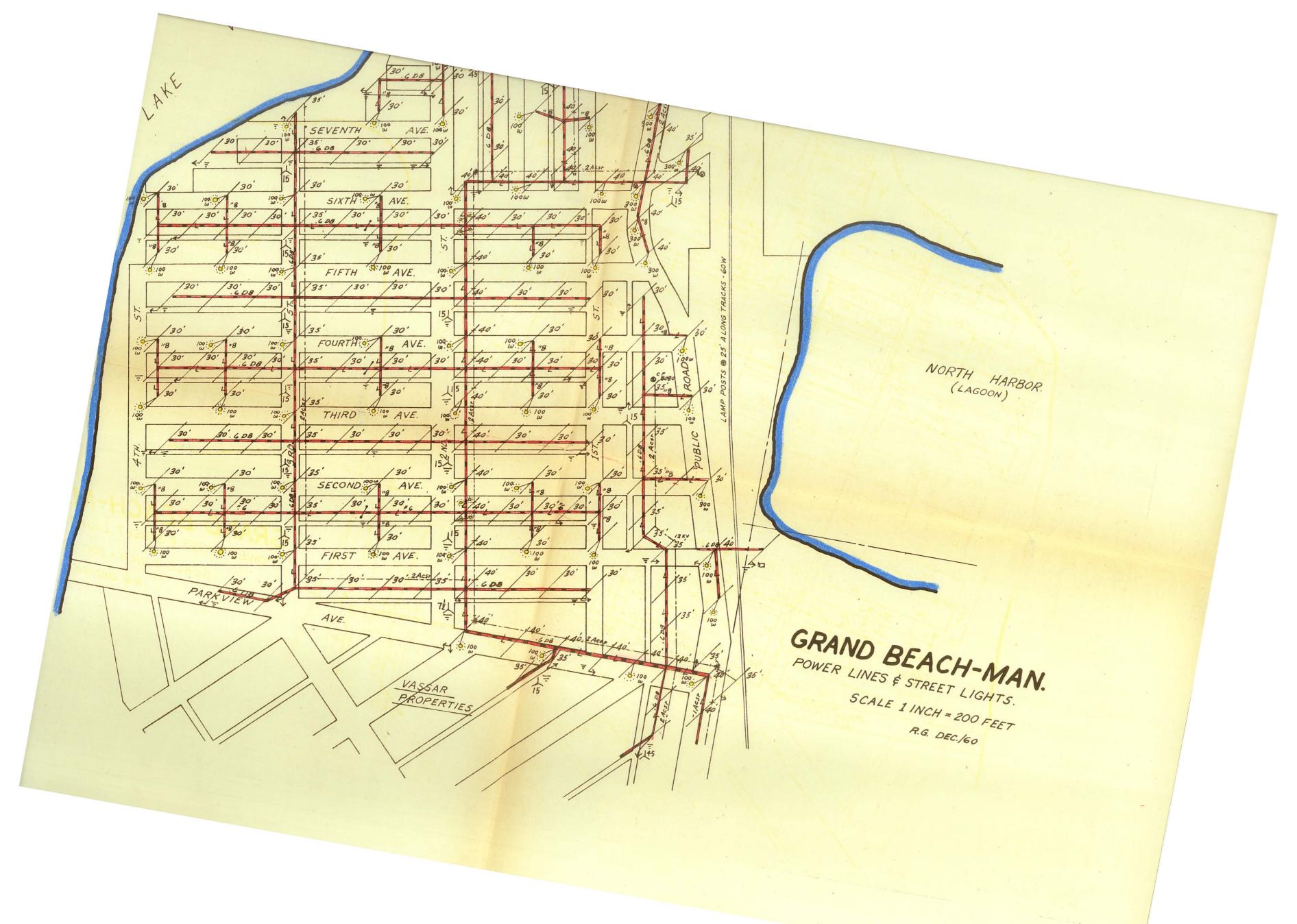


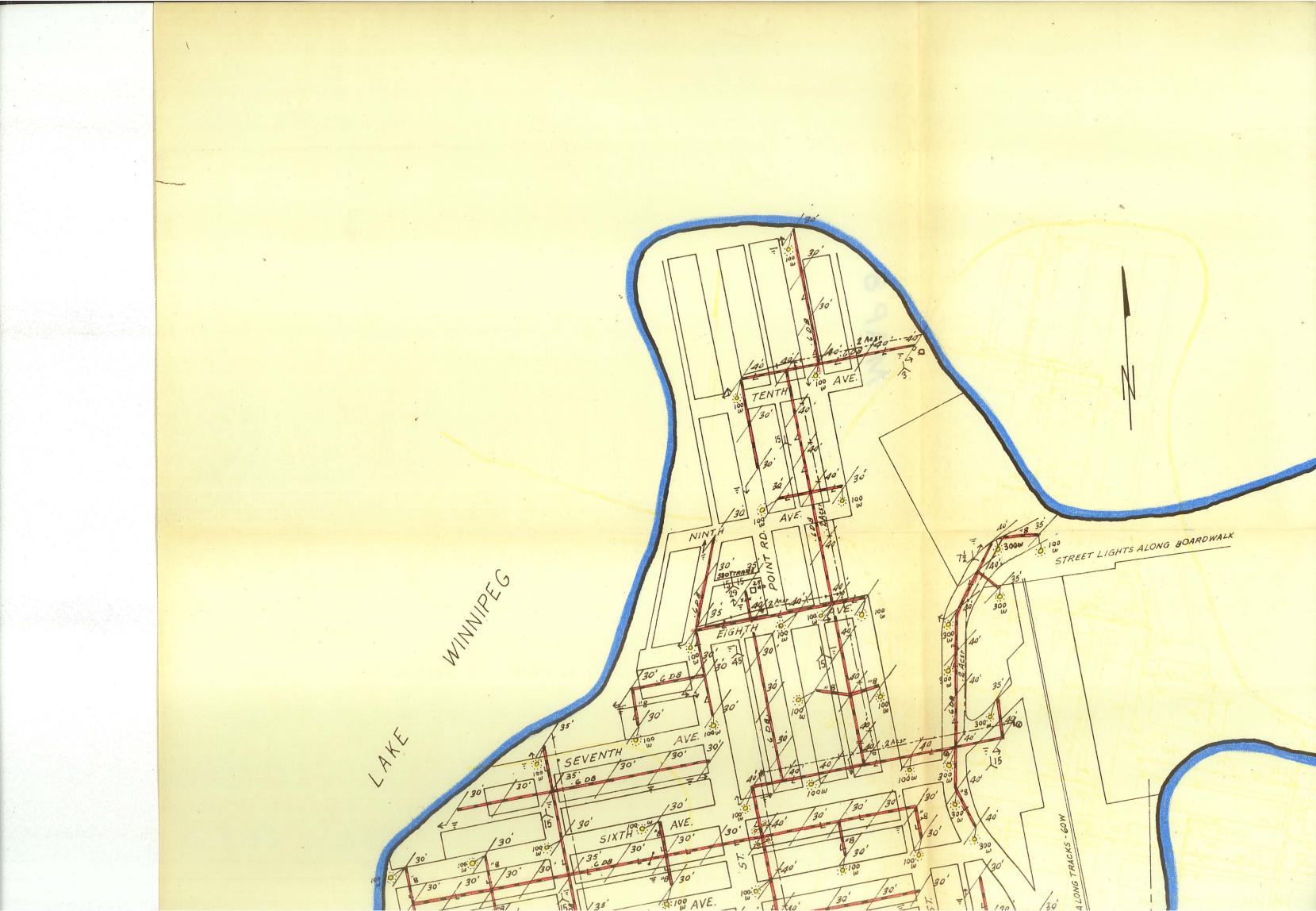


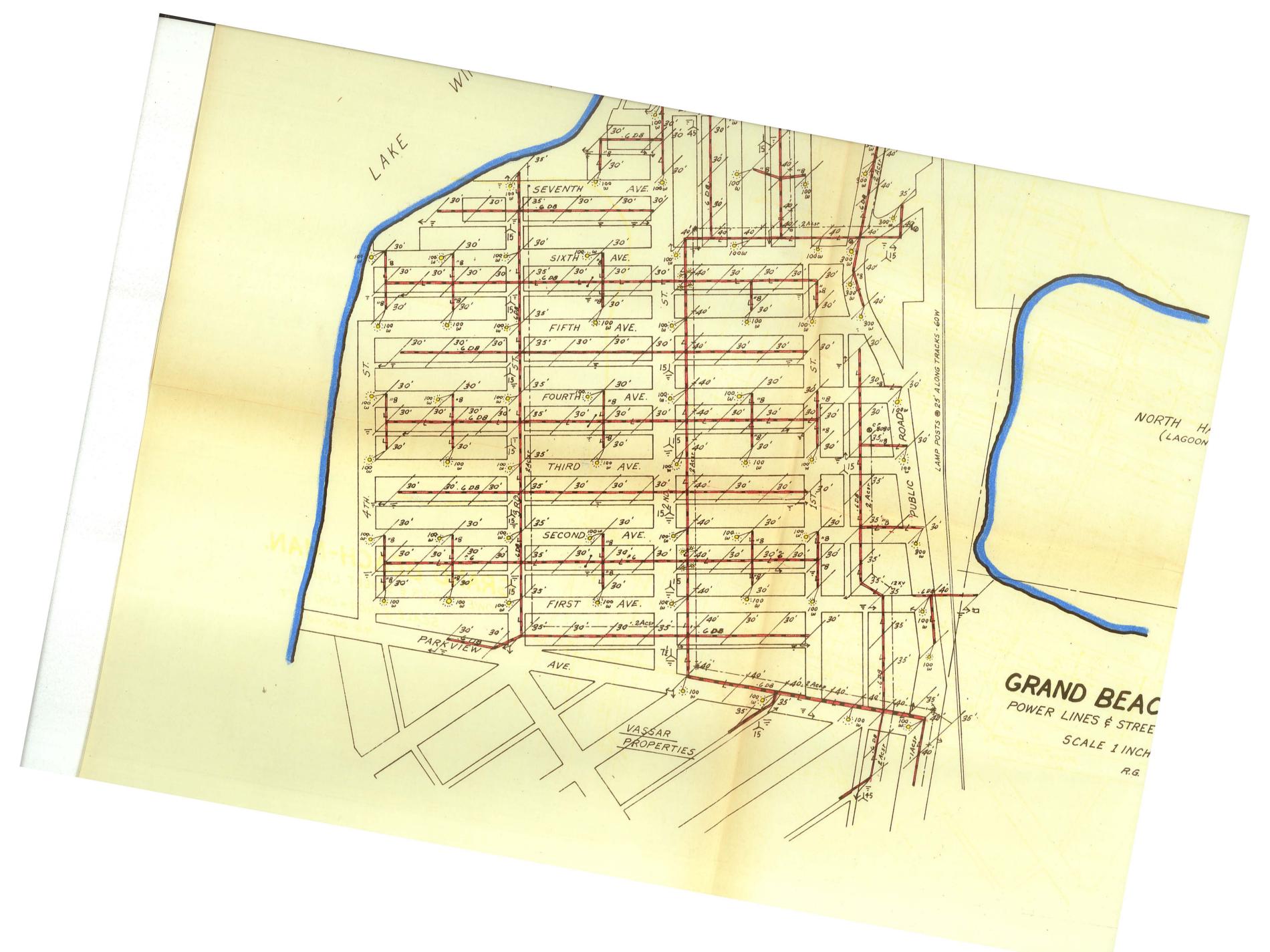


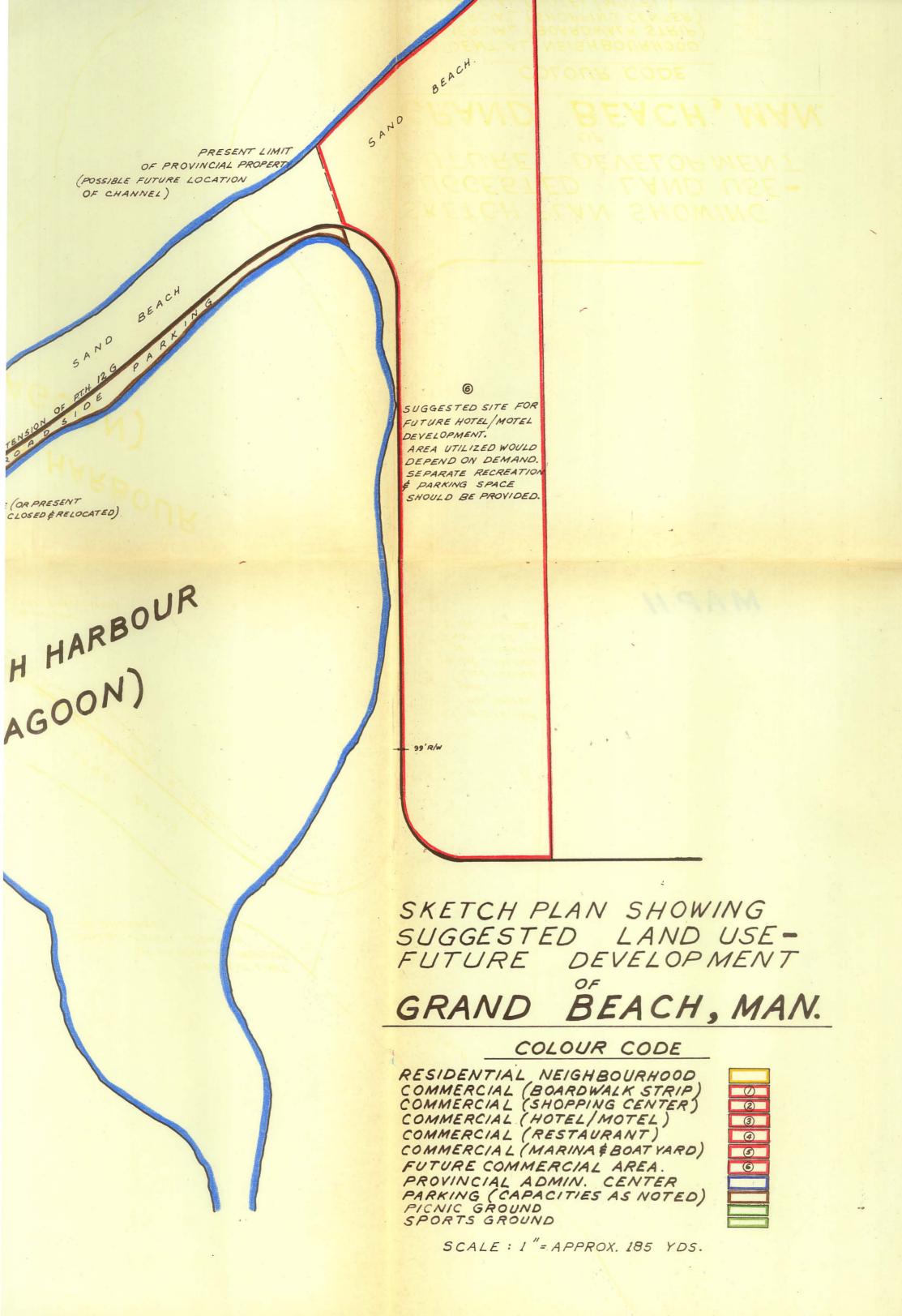


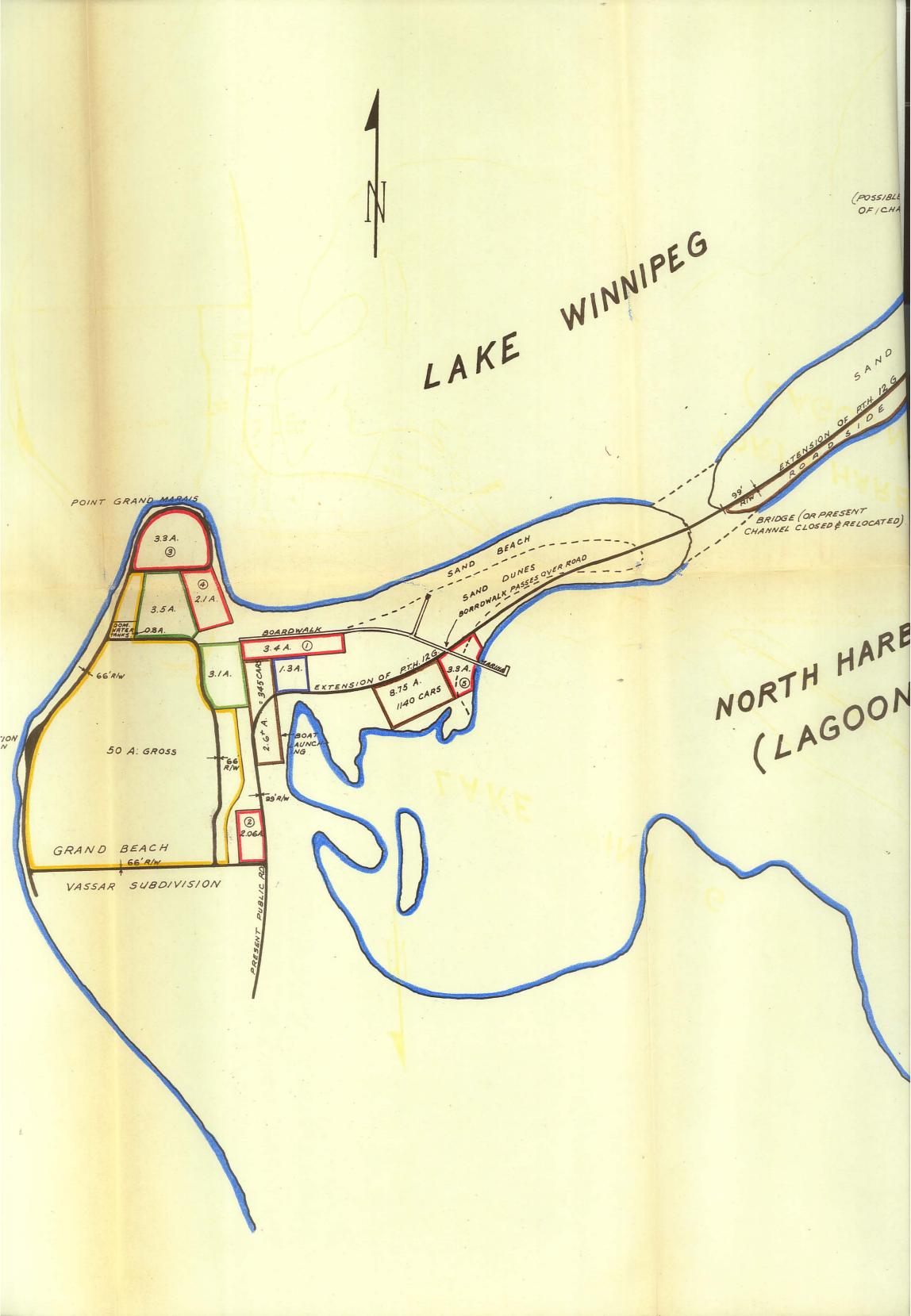












LAKE POINT GRAND MARAIS 3.3 A. 3 4 3.5 A. BOARDWALK 3.4 A. (1) 3.1A. EXTENSION OF 8.75 A. 1140 CARS OBSERVATION POINT ON ROAD 50 A. GROSS 2 2.06A GRAND BEACH VASSAR SUBDIVISION

PRESENT LIMIT OF PROVINCIAL PROPERTA (POSSIBLE FUTURE LOCATION OF CHANNEL) SUGGESTED SITE FOR FUTURE HOTEL MOTEL DEVELOPMENT. AREA UTILIZED WOULD DEPEND ON DEMAND. SEPARATE RECREATION F PARKING SPACE (OR PRESENT SHOULD BE PROVIDED. CLOSED & RELOCATED) H HARBOUR AGOON)

SKETCH PLAN SHOWING

LAKE POINT GRAND MARAIS " BRIL CHANN 3 BORROWALK PASSES OVER 4 3.5 A. BOARDWALK 3.4 A. (1) EXTENSION OF 8.75 A. 1140 CARS 2.6+ A. OBSERVATION POINT ON ROAD BOAT AUNC NG 50 A. GROSS GRAND BEACH VASSAR SUBDIVISION







