

AN APPRAISAL OF

HOUSING CONDITIONS

IN WINNIPEG

A MASTER OF ARCHITECTURE  
THESIS PRESENTED TO THE  
FACULTY OF GRADUATE STUDIES  
AND RESEARCH

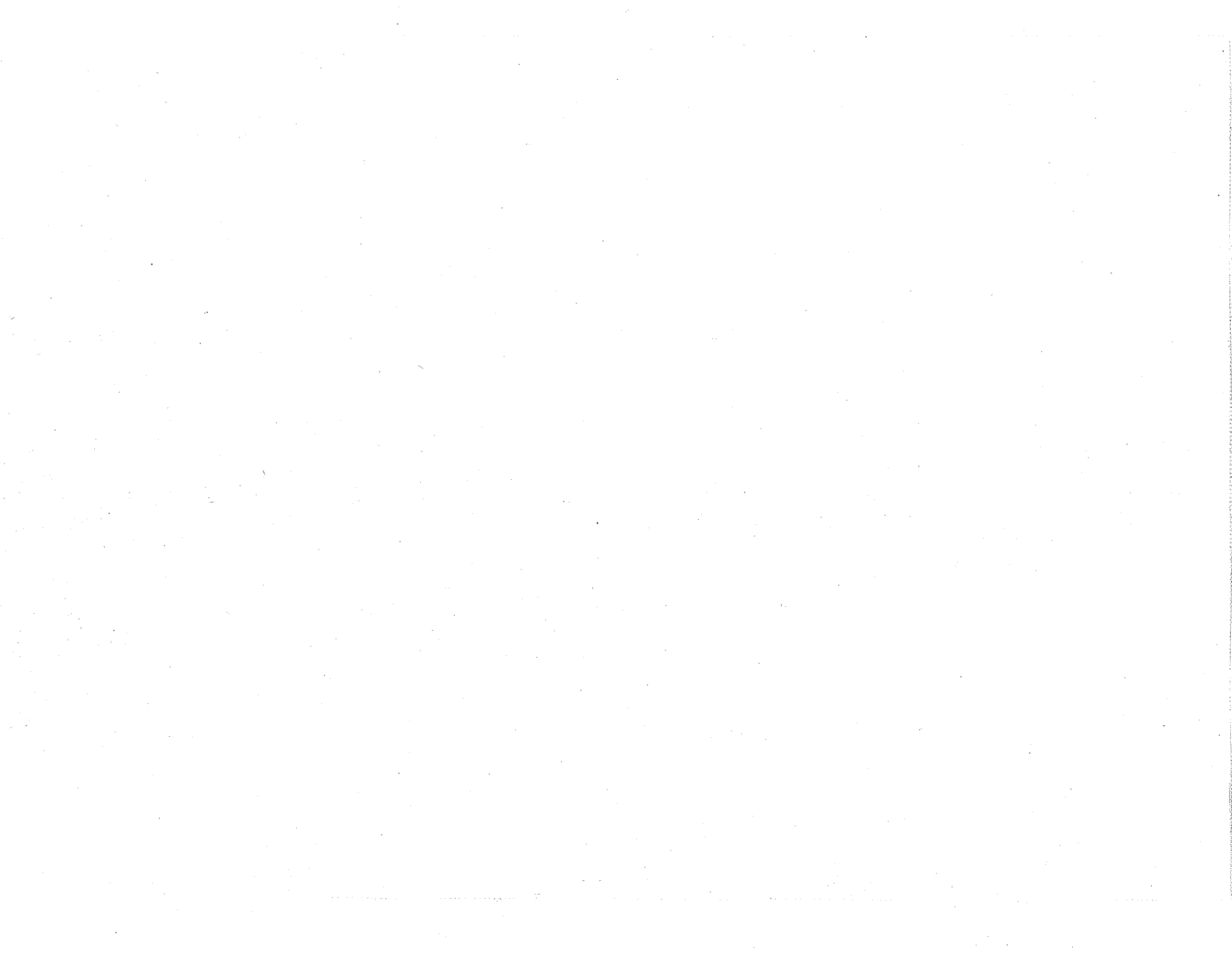
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COMMUNITY PLANNING

THE UNIVERSITY OF MANITOBA

WINNIPEG, MANITOBA

APRIL 1958



## PREFACE

THE PURPOSE OF THIS THESIS WAS TO CONDUCT A SURVEY AND OFFER A GENERAL PICTURE OF THE HOUSING CONDITIONS IN THE CITY OF WINNIPEG. WHILE MUCH EFFORT IS REQUIRED NOW IN PRESERVING HOUSING FEATURES AND ALSO IN IMPROVING LIVING CONDITIONS, THERE IS AN EVEN GREATER NEED FOR PLANNING FOR THE FUTURE. CERTAIN STEPS HAVE BEEN TAKEN TOWARDS INVESTIGATING "BLIGHT" AREAS IN THE CITY BUT MUCH MORE REMAINS TO BE DONE TO PREVENT FUTURE DETERIORATION. IT IS HOPED THAT THIS REPORT WILL SERVE TOWARDS A BETTER UNDERSTANDING OF THE NATURE AND SCOPE OF THE PROBLEM OF HOUSING WHICH IS CERTAINLY ONE OF THE MOST IMPORTANT PROBLEMS FACED BY THE CITY.

MY GRATEFUL THANKS ARE ESPECIALLY DUE TO PROFESSOR V.J. KOSTKA WHOSE GUIDANCE MADE THIS REPORT POSSIBLE. I WOULD ALSO LIKE TO THANK THE FOLLOWING PEOPLE FOR THEIR CO-OPERATION AND ASSISTANCE:

MR. C.F. COLLINS AND THE STAFF OF THE CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

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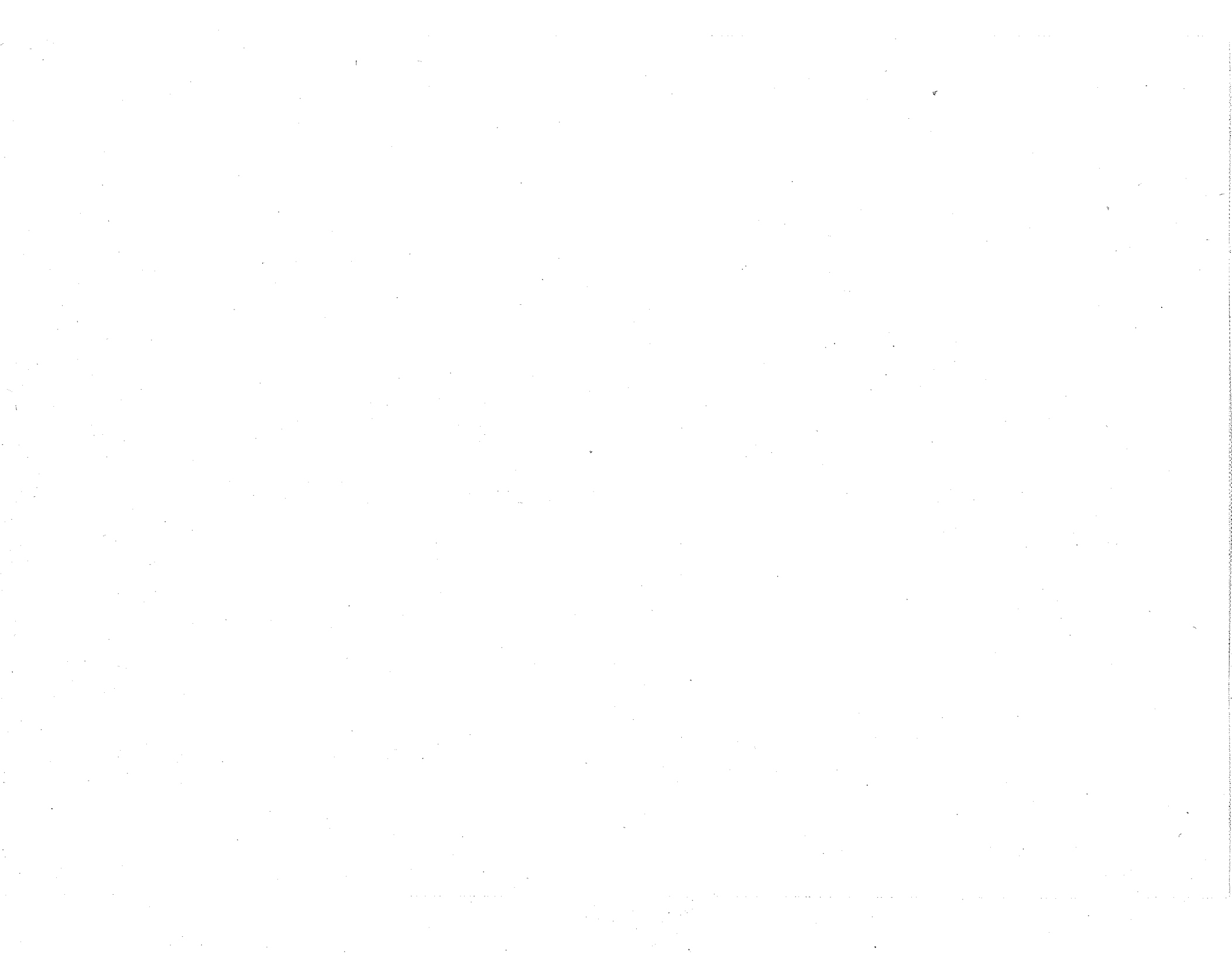
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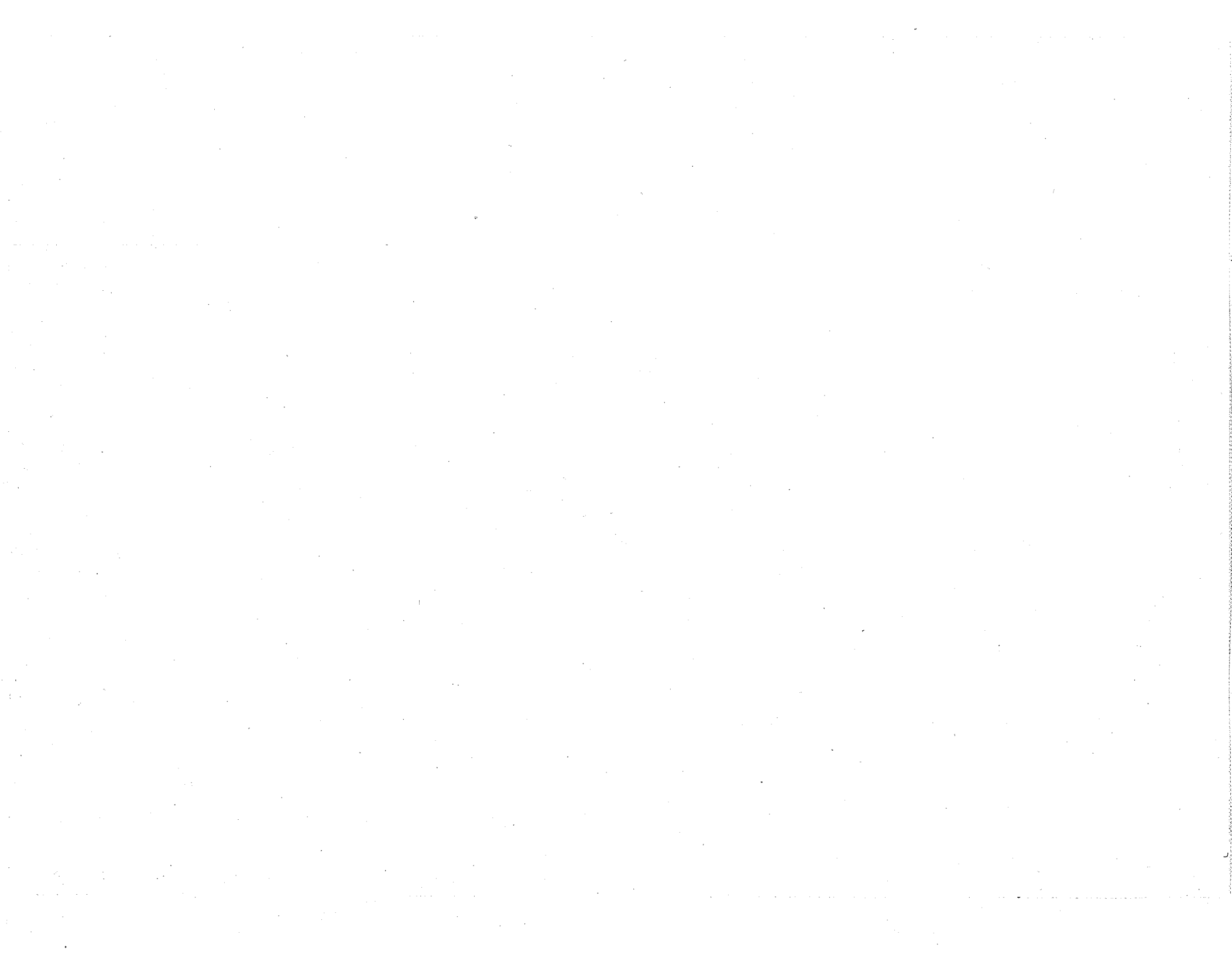
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INTRODUCTION

URBAN GROWTH TO-DAY TAKES THE FORM OF PHYSICAL RENEWAL AND NEW ADDITIONS TO THE CITY. RENEWAL IS USUALLY ASSOCIATED WITH THE BUILT-UP SECTIONS OF URBAN AREAS WHILE NEW ADDITIONS OCCUR PRIMARILY BY THE FILLING IN OF VACANT LAND AND BY URBAN EXTENSION INTO OPEN LAND. GENERALLY SPEAKING, URBAN RENEWAL IS A FORM OF RESTORING THE PHYSICAL CITY BY ALTERING OR REPLACING OUTMODED STRUCTURES AND FACILITIES IN RESPONSE TO THE PRESSURES CAUSED BY ECONOMIC AND SOCIAL CHANGES. THUS URBAN RENEWAL IS A PROCESS WHICH HAS BEEN GOING ON AS LONG AS CITIES HAVE EXISTED AND FLOURISHED. BUT SINCE THE SECOND WORLD WAR, THE TERM "URBAN RENEWAL" HAS ASSUMED A MORE SPECIFIC MEANING AND HAS BECOME ASSOCIATED WITH THE PREVENTION AND ELIMINATION OF "BLIGHT". IT IS NOW BEING USED TO REFER TO THE PLANNED REGENERATION OF BUILT-UP AREAS THROUGH AN INTEGRATED PROGRAM OF CONSERVATION, REHABILITATION, AND REDEVELOPMENT.

A SURVEY OF STRUCTURAL AND ENVIRONMENTAL QUALITY PROVIDES THE NECESSARY INFORMATION FOR IDENTIFYING RENEWAL AREAS, INDICATING THE PORTIONS OF THE BUILT-UP AREA WHERE THERE IS FREEDOM TO MODIFY THE EXISTING LAND USE PATTERN. ITS PURPOSE IS TO IDENTIFY VARIOUS DEGREES OF "BLIGHT" IN THE URBAN AREA, RESULTING IN A GENERALIZED DESIGNATION OF TREATMENT AREAS - AREAS FOR CONSERVATION, AREAS FOR REHABILITATION, AND AREAS

FOR REDEVELOPMENT.

URBAN BLIGHT INVOLVES DETERIORATION OR THE EXISTENCE OF DEFECTS IN THE QUALITY OF STRUCTURES AND THEIR IMMEDIATE ENVIRONMENT. IT ALSO INVOLVES A RANGE OF CONDITIONS WHICH CAN BE MEASURED AND CAN BE DEFINED DOWNWARD OR UPWARD FROM A SET OF STANDARDS WHICH IN TURN ARE BASED ON GENERALLY RECOGNIZED CRITERIA OF HEALTH, SAFETY AND OTHER FACTORS OF INTEREST TO THE PUBLIC. THE STANDARDS USED ARE MATTERS OF LOCAL DECISIONS AND ARE USUALLY INCLUDED IN SUBDIVISION AND ZONING REGULATIONS. SOME OF THESE MAY BE STANDARDS RELATING TO THE BUILDINGS AS TO THEIR DESIGN, OCCUPANCY, AND SANITARY FACILITIES, OR TO THE ENVIRONMENT AS TO DESIGN OF LOTS, BLOCKS, STREETS, POPULATION DENSITIES ETC.

IN THE BEGINNING OF THIS REPORT, THREE TYPES OF TREATMENT AREAS WERE MENTIONED. CONSERVATION, THE FIRST TYPE, MEANS PROTECTION OF WHAT IS GOOD AND WORTHY OF PRESERVATION. CONSERVATION MEASURES CONSTITUTE THE LEAST EXPENSIVE TREATMENT THAT CAN BE APPLIED TO A CITY'S HOUSING STOCK. VERY BROAD IN SCOPE, THESE MEASURES IMPLY THAT A LARGE PART IS TO BE PLAYED BY THE INDIVIDUAL CITIZEN WHO EITHER OWNS OR RENTS ACCOMMODATION. IN THIS WAY, THE OWNER MUST MAKE SURE THAT HIS PROPERTY IS PROPERLY MAINTAINED AND KEPT IN GOOD REPAIR. HE SHOULD ALSO DO EVERYTHING WITHIN HIS MEANS TO ENHANCE THE QUALITY, THE APPEARANCE, AND THE VALUE OF HIS PROPERTY, THUS CONTRIBUTING HIS FAIR SHARE TOWARDS MAKING HIS CITY A MORE



PLEASANT AND A BETTER PLACE IN WHICH TO LIVE AND WORK. THE TENANTS, IN TURN, SHOULD CO-OPERATE WITH THE OWNER OF THE PROPERTY IN ACHIEVING THE ABOVE GOALS. CONSERVATION ALSO IMPLIES, ON PART OF THE GOVERNMENT AND ADMINISTRATION OF THE CITY, THE RESPONSIBILITY TO USE THEIR POWERS TO ENSURE FULL PROTECTION OF THE EXISTING QUALITIES AND VALUES. SUCH A RESPONSIBILITY SHOULD PREVENT THE MUNICIPALITY FROM ENACTING LEGISLATION OR ENGAGING IN PRACTICES WHICH WOULD PROVE DETRIMENTAL TO THE PROPER PRESERVATION OF THESE QUALITIES AND VALUES.

THE SECOND TYPE OF TREATMENT AREA IS THE REHABILITATION AREA. THIS IS AN AREA WHERE USUALLY ONLY SIMPLE FORMS OF "BLIGHT" ARE PRESENT, AND WHERE SOME MINOR OR MAJOR REPAIRS WILL RESTORE THE AREA TO STANDARD CONDITIONS. IN THIS CASE, THE ZONING BY-LAW, THE BUILDING CODE, THE HEALTH CODE, AND FIRE PROTECTION REGULATIONS SHOULD BE REVISED IN ORDER TO ENSURE DECENT MINIMUM STANDARDS. THERE SHOULD BE A CLOSER FIELD INSPECTION, AN ADEQUATE AND CONSTANT CONTROL AND A STRICTER APPLICATION OF THE PENALTIES PROVIDED IN CASES OF DELINQUENCY. ADEQUATE CAPITAL MUST BE AVAILABLE TO MEET THE COST OF REHABILITATION AND THE PROGRAM SHOULD BE CONDUCTED AS A PLANNED ACTION AND DIRECTED BY EXPERTS. THE PLANNING DEPARTMENT, THE HOUSING AUTHORITY, THE CITY ENGINEERING DEPARTMENT, AND THE BOARD OF HEALTH AND WELFARE CAN ALL CO-OPERATE IN THE STUDY AND ORGANIZATION AS WELL AS IN THE

IMPLEMENTATION OF SUCH PROJECTS. REHABILITATION REQUIRES THE PARTICIPATION OF ALL CITIZENS AND WILL BE SUCCESSFUL ONLY IF THEY ARE MADE AWARE OF ITS NATURE, ITS PURPOSE, ITS REQUIREMENTS, AND ITS MEANS.

THE REDEVELOPMENT AREAS, THE THIRD TYPE, ARE AREAS IN WHICH URBAN BLIGHT HAS ADVANCED TO SUCH A DEGREE THAT BY LOCAL STANDARDS, NOTHING SHORT OF CLEARANCE IS PHYSICALLY, ECONOMICALLY OR SOCIALLY PRACTICABLE. IT IS USUALLY APPLIED ON A LARGE SCALE ONLY WHEN IT PROVES TO BE THE SOLE ECONOMICAL SOLUTION. THERE ARE PRESENT WHAT MAY BE TERMED SIMPLE OR COMPLEX FORMS OF "BLIGHT". SIMPLE FORMS OF "BLIGHT" INCLUDE SUCH PHYSICAL CHARACTERISTICS AS STRUCTURAL DETERIORATION, LACK OF SANITARY FACILITIES, PRESENCE OF TRASH AND RUBBISH ACCUMULATIONS IN YARDS, ADVERSE ENVIRONMENTAL INFLUENCES SUCH AS NOISE, ODORS, DUST ETC., AND LACK OF COMMUNITY FACILITIES SUCH AS SCHOOLS, PLAYGROUNDS, PUBLIC WATER AND SEWAGE SYSTEMS, AND ADEQUATE STREET AND DRAINAGE FACILITIES. SIMPLE FORMS OF "BLIGHT" ARE USUALLY ACCOMPANIED BY SOCIAL AND ECONOMIC INDICATORS OF "BLIGHT". SOCIAL INDICATORS INCLUDE PRESENCE OF HIGH RATES OF JUVENILE DELINQUENCY, VENEREAL DISEASE, AND SIMILAR RESULTS FROM OTHER HEALTH AND WELFARE INDICES WHILE ECONOMIC INDICATORS INCLUDE CONCENTRATIONS OF TAX DELINQUENT PROPERTIES, DECLINING PROPERTY VALUES, AND PRESENCE OF A LARGE NUMBER OF VACANT BUILDINGS. COMPLEX FORMS OF "BLIGHT" ARE SAID TO EXIST WHEN AN AREA CONTAINS A MIXTURE

OF INCOMPATIBLE LAND USES, OBSOLETE OR IMPRACTICAL LAYOUT  
OF LOTS, BLOCKS AND STREETS, AND UNSAFE OR UNHEALTHY CONDITIONS  
AS IN LAND SUBJECT TO FLOODS.

WITH THIS INTRODUCTION TO THE CHARACTERISTICS OF "BLIGHT"  
AND HOW VARIOUS GRADATIONS IN QUALITY ARE LINKED WITH VARIOUS  
FORMS OF TREATMENT, IT IS INTERESTING TO SEE WHERE THE CITY  
OF WINNIPEG STANDS IN THIS REGARD. BUT FIRST, ONE MUST MAKE  
FURTHER STUDIES AS TO THE HISTORY OF HOUSING IN WINNIPEG, THE  
CITY'S POPULATION TREND, AND THE EFFECT OF GOVERNMENT LEGISLATION  
ON HOUSING IN THE PAST FEW YEARS.



## A BRIEF HISTORY OF HOUSING IN WINNIPEG

THE ESTABLISHMENT OF A PERMANENT COLONY IN THE RED RIVER REGION WAS ACCOMPLISHED BY A GROUP OF COLONIAL SETTLERS FROM SCOTLAND IN 1812.<sup>1</sup> THE NUCLEUS OF THE SETTLEMENT WAS LOCATED IN AN AREA NOW KNOWN AS POINT DOUGLAS. THUS FORT DOUGLAS BECAME THE CENTRE OF COMMUNITY ACTIVITY FOR THE NEW SETTLERS.

THE HOLDINGS NORTH OF FORT DOUGLAS AND ALONG THE RED RIVER WERE DIVIDED INTO STRIPS AND BECAME THE FIRST RIVER LOTS. THIS SYSTEM OF DIVISION PROVIDED PROTECTION AGAINST INDIAN ATTACKS AND ALSO GAVE EACH SETTLER AN ACCESS TO THE RIVER.

ALTHOUGH THE SETTLERS WERE ENGAGED IN AGRICULTURAL PURSUITS, THEIR COMMUNITY WAS A COMPACT ONE. THIS FORMED A FOUNDATION FOR THE FIRST URBAN DEVELOPMENT IN THE REGION. WITHIN THIS AREA, THERE APPEARED SOME OF THE EARLIEST HOUSES IN GREATER WINNIPEG. HOWEVER, MOST OF THEM WERE REMOVED WHEN THE AREA WAS CONVERTED TO INDUSTRIAL USE WITH THE COMING OF THE RAILWAY.

AT THE JUNCTION OF THE RED AND ASSINIBOINE RIVERS, THE HUDSON'S BAY COMPANY HAD ALREADY BUILT FORT GARRY, A TRADING POST AND FORT. THE ROUTE OF TRAVEL BETWEEN THE TWO FORTS BECAME THE BASIS FOR MAIN STREET WHICH IS NOW ONE OF THE

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<sup>1</sup> HOLLY S. SEAMAN, MANITOBA, LANDMARKS AND RED LETTER DAYS, P. 26.

MAJOR THOROUGHFARES IN WINNIPEG.<sup>2</sup> AS THE SETTLEMENT GREW, SHOPS WERE BUILT UP ALONG THE ROUTE AND HOUSES BEGAN TO APPEAR ON THE SIDE STREETS LEADING TO THE RED RIVER. THESE HOMES WERE BUILT AROUND 1870 BY FAMILIES OF EARLY SETTLERS AND TRADERS WHO WERE ESTABLISHING COMMERCIAL ENTERPRISES TO SERVE THE NEEDS OF THE INCREASING POPULATION. THESE TRADERS NOT ONLY ENGAGED IN THE FUR TRADE BUT THEY ALSO SUPPLIED GOODS AND SERVICES TO THE SETTLEMENTS ALONG THE RED RIVER.

THESE TRADERS COULD BE REGARDED AS THE ACTUAL FOUNDERS OF WINNIPEG FOR THEY DESERVE MUCH CREDIT FOR THE RAPID EXPANSION OF THE SETTLEMENTS.<sup>3</sup> IN 1873, WINNIPEG WAS INCORPORATED AS A CITY BY A CHARTER.<sup>4</sup> IN 1875, THE BUILT-UP PORTION OF THE CITY REPRESENTED LESS THAN ONE-FIFTH OF THE POLITICAL AREA OF WINNIPEG.

THE INCREASE OF THE BUILT-UP AREA WAS GREATLY AFFECTED BY THE MERE SPECULATIVE MANIPULATIONS OF THE HUDSON'S BAY COMPANY. A SECTION OF LAND KNOWN AS THE "RESERVE" BOUNDED BY NOTRE DAME AVENUE, MAIN STREET, AND THE RED AND ASSINIBOINE RIVERS WAS SUBDIVIDED BY THE COMPANY. THESE LOTS WERE FIFTY FEET BY 120 FEET AND FACED 66-FOOT STREETS.<sup>5</sup> HOWEVER, ONLY

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<sup>2</sup> BEGG AND NURSEY, TEN YEARS IN WINNIPEG, P. 5.

<sup>3</sup> LOC. CIT.

<sup>4</sup> CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

<sup>5</sup> METROPOLITAN PLANNING COMMITTEE, REPORT ON RESIDENTIAL AREAS, GREATER WINNIPEG, P. 8.

A VERY FEW LIMITED NUMBER OF LOTS WERE SOLD UNTIL 1875. THIS WAS THE REASON WHY THE GEOGRAPHICAL AREA OF THE CITY SPREAD NORTH OF NOTRE DAME, LEAVING THE SECTION WEST OF MAIN STREET AND SOUTH OF NOTRE DAME ALMOST UNTOUCHED.

WITH THE CONSTRUCTION OF THE CANADIAN PACIFIC RAILWAY THROUGH POINT DOUGLAS, INDUSTRIES AND COMMERCE INCREASED IN THIS AREA AND THE PROSPEROUS FAMILIES STARTED TO MOVE TO THE HUDSON'S BAY COMPANY SUBDIVISION. NEW STREETS WERE OPENED UP AND MANY FINE HOUSES WERE BUILT. THIS DISTRICT HAD THE MOST DESIRABLE RESIDENTIAL LOTS IN THE CITY AT THAT TIME. THE LAND VALUES WERE HIGH, AND CONSEQUENTLY THE HOUSES LARGER THAN IN ANY OTHER DISTRICT IN THE CITY.<sup>6</sup>

THE LINKING OF WINNIPEG WITH EASTERN CANADA BY THE RAILROAD IN 1881 BROUGHT IN A HUGE FLOW OF IMMIGRANTS AND WITHIN A SHORT PERIOD OF THREE YEARS, THE POPULATION OF THE CITY MORE THAN TREBLED.<sup>7</sup> THE HUDSON'S BAY COMPANY PENSIONERS HAD BEEN GRANTED LAND ON THE ASSINIBOINE EXTENDING FROM THE ASSINIBOINE RIVER TO NOTRE DAME AVENUE, AND NORTH OF NOTRE DAME, THE SETTLERS HAD ESTABLISHED RIVER LOTS RUNNING BACK A SIMILAR DISTANCE FROM THE RED RIVER. BUT WITH THE SUDDEN INCREASE IN THE POPULATION, THERE CAME A REAL ESTATE BOOM WHICH CAUSED MANY OF THESE HOLDINGS TO BE SUBDIVIDED RAPIDLY

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<sup>6</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

<sup>7</sup>HENDERSON'S DIRECTORIES OF WINNIPEG, 1881, 1882, 1883, 1884.

INTO 25-FOOT LOTS AND SOLD AT GREAT PROFITS.<sup>8</sup> HERE, MANY NEW SITES FOR HOMES WERE CREATED AND ALTHOUGH THE LOTS WERE SMALL, MANY OF THE IMMIGRANTS FOUND THEMSELVES A PLACE TO LIVE.

THE INSTALLATION OF HORSE-DRAWN STREET-CARS AND THE USE OF BICYCLES AS MEANS OF TRANSPORTATION HAD GREATLY ENHANCED THE GROWTH OF RESIDENTIAL AREAS ON THE OUTLYING FRINGES OF THE BUILT-UP PORTION OF THE CITY.<sup>9</sup> PEOPLE NO LONGER WANTED TO LIVE IN THE BUSY DOWNTOWN SECTION WHERE LAND VALUES WERE HIGH. ATTRACTIVE LOTS WERE AVAILABLE ALONG THE ASSINIBOINE RIVER AND PORTAGE AVENUE AND ON STREETS BRANCHING OFF NORTH MAIN STREET.

AT ARMSTRONG'S POINT (NOW EAST GATE, MIDDLE GATE, WEST GATE), MANY EXCLUSIVE RESIDENCES WERE BUILT. THE MIDDLE CLASS PEOPLE MOVED TO A DISTRICT WHICH WAS SITUATED EAST AND WEST OF NORTH MAIN STREET. THE SECTION EAST OF MAIN STREET BETWEEN DOUGLAS POINT AND NOTRE DAME EAST HAD STARTED TO SHOW SOME DETERIORATION BY THIS TIME. THE CANADIAN PACIFIC RAILWAY RAN THROUGH THIS DISTRICT AND IT GRADUALLY CREATED A "BLIGHTED" AREA ON EITHER SIDE OF ITS TRACKS.<sup>10</sup>

AROUND 1885, THE ONCE FIRST CLASS RESIDENCES ON THE

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<sup>8</sup> METROPOLITAN PLANNING COMMITTEE, OP. CIT., P. 8.  
<sup>9</sup> ROBERT E. DICKINSON, CITY REGION AND REGIONALISM, P. 123.  
<sup>10</sup> IBID., P. 118



HUDSON'S BAY COMPANY "RESERVE" WERE GRADUALLY BEING TAKEN OVER BY THE MIDDLE INCOME GROUP. THUS, MANY OF THESE HOMES WERE CONVERTED FOR MULTIPLE FAMILY USE.<sup>11</sup>

DUE TO THE CANADIAN PACIFIC RAILWAY SHOPS AND YARDS ALONG HIGGINS AVENUE, MANY MIDDLE CLASS RESIDENCES SPRANG UP BETWEEN ALEXANDER AND HENRY AVENUES. HENCE, MANY OF THE RAILWAY WORKERS SETTLED IN THIS AREA.<sup>12</sup>

IN 1882, THE AREA SOUTH OF THE ASSINIBOINE RIVER NEAR MARYLAND BRIDGE WAS SUBDIVIDED AS WINNIPEG SOUTH. IN 1902, THE CHOICEST PART WAS SUBDIVIDED AGAIN AND NAMED "CRESCENTWOOD". HERE, CAVEAT AGREEMENTS AND BUILDING RESTRICTIONS WERE ESTABLISHED WHICH MADE THIS AREA THE FIRST TO BE PROTECTED FOR RESIDENTIAL PURPOSES. CONSEQUENTLY, MANY FINE HOMES WERE BUILT BUT GOVERNED UNDER USE, VALUE AND SPACING REGULATIONS.<sup>13</sup>

THE CITY'S POPULATION CONTINUED TO GROW RAPIDLY UNTIL WORLD WAR 1 AND MORE DWELLINGS APPEARED ON THE QUICKLY SUBDIVIDED 25-FOOT RIVER LOTS. THE SECTION BOUNDED BY THE ASSINIBOINE RIVER AND NOTRE DAME AVENUE HAD BECOME BUILT-UP ALMOST TO THE WESTERN LIMITS OF THE CITY.<sup>14</sup>

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<sup>11</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

<sup>12</sup>LOC. CIT.

<sup>13</sup>METROPOLITAN PLANNING COMMITTEE, OP. CIT., P. 8.

<sup>14</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

IN 1903- 1904, NEW WESTON WORKSHOPS AND YARDS WERE BUILT BY THE CANADIAN PACIFIC RAILWAY IN THE NORTH-WESTERN PART OF THE CITY. BY 1909, MORE THAN 3,500 WORKERS WERE EMPLOYED, AND THEY SETTLED IN A CLUSTER OF MIDDLE INCOME HOMES JUST SOUTH-EAST OF THE YARDS. IT BECAME KNOWN AS "CPR TOWN" AND IN 1921, IT WAS INCORPORATED AS THE VILLAGE OF BROOKLANDS.<sup>15</sup>

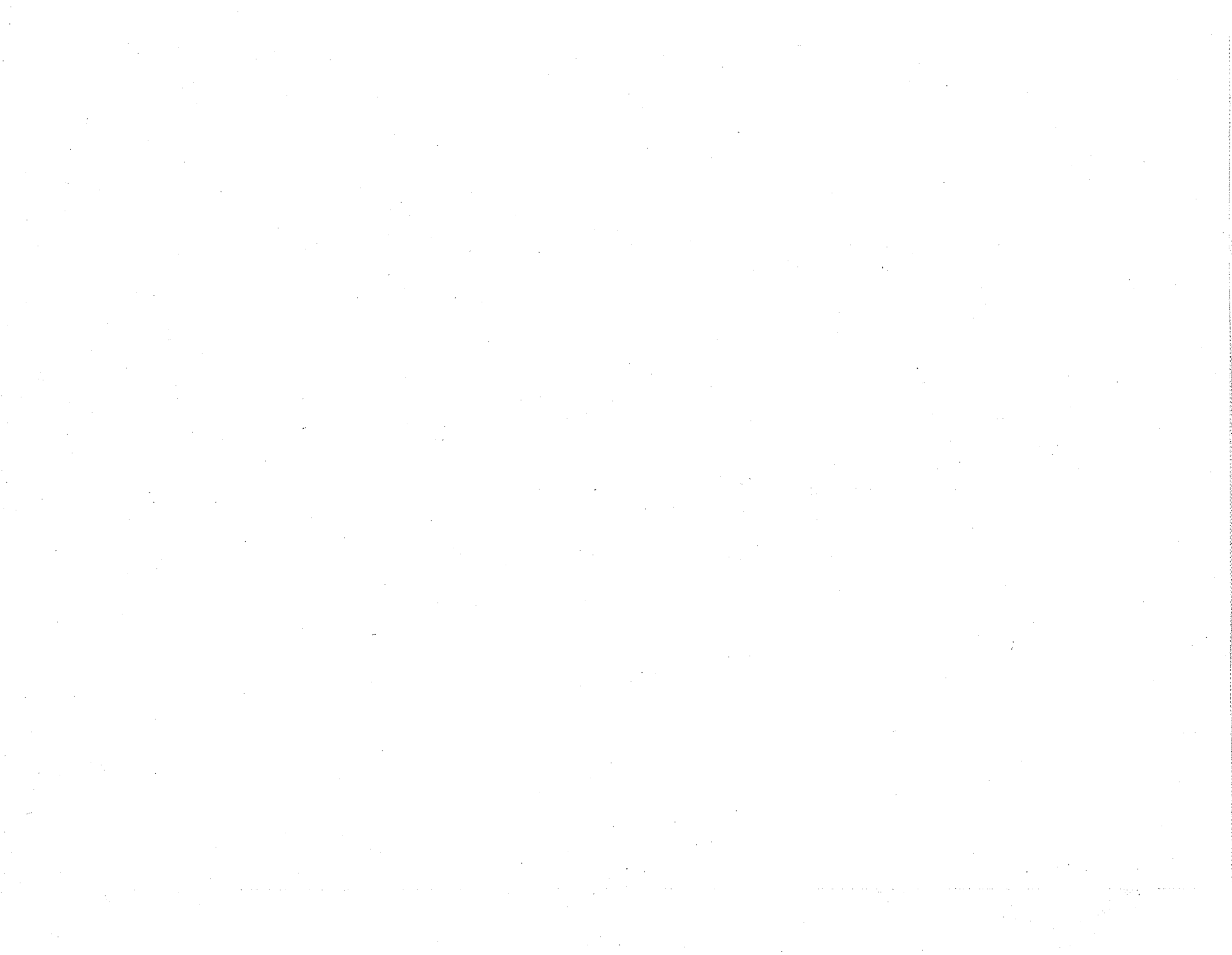
ELMWOOD DISTRICT WAS THE LAST AND MOST RECENT ACQUISITION MADE BY THE CITY OF WINNIPEG. IT IS LOCATED EAST OF THE RED RIVER AND HERE, MIDDLE CLASS HOMES WERE BUILT, INTERMINGLED WITH FINER RESIDENCES.<sup>16</sup>

IT IS EVIDENT IN THE CITY OF WINNIPEG TO-DAY THAT THERE IS A BIG CONTRAST BETWEEN DEVELOPMENTS WHICH WERE HURRIED FOR PROFIT AS COMPARED TO THOSE WHICH WERE CARRIED OUT WITH CARE. AT PRESENT, ZONING REGULATIONS ARE APPLIED TO MOST DISTRICTS AS A MEASURE FOR REGULATING USE AND INTENSITY OF DEVELOPMENT IN BOTH EXPANSION AND RENEWAL AREAS.

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<sup>15</sup>BRITISH ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE, A HANDBOOK TO WINNIPEG AND THE PROVINCE OF MANITOBA, P. 44

<sup>16</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.



## POPULATION OF WINNIPEG

THE GROWTH POTENTIAL OF AN AREA CAN BE MEASURED BY ANALYSING THE STRUCTURE AND VITALITY OF THE URBAN ECONOMY AND THE EMPLOYMENT OPPORTUNITIES WHICH THIS ECONOMY CAN SUPPORT. IN PLANNING ANALYSIS USE, THIS GROWTH POTENTIAL SHOULD BE EXPRESSED IN SPECIFIC TERMS OF POPULATION IT CAN BE EXPECTED TO SUSTAIN, VIZ., ITS SIZE, COMPOSITION, CHARACTERISTIC AND ITS SPATIAL DISTRIBUTION.<sup>17</sup>

THE SIZE OF POPULATION GIVE US KNOWLEDGE OF THE OVERALL DIMENSION OF THE PHYSICAL ENVIRONMENT AND PROVIDES A MEANS OF MEASURE FOR ESTIMATING SPACE NEEDS FOR DIFFERENT TYPES OF LAND USE. THE FUTURE TRENDS IN POPULATION CAN BE ESTIMATED WITH THE INTRODUCTION OF THE TIME ELEMENT AND THESE TRENDS WILL BE THE BASIS FOR ESTIMATING FUTURE DIMENSIONS AND SPACE NEEDS.<sup>18</sup>

THESE ANALYSES COULD BE EXTENDED BY INVESTIGATING THE POPULATION COMPOSITION TO A QUALITATIVE LIMIT, EG., AGE GROUPS, HOUSEHOLD SIZES AND INCOME COMPOSITIONS. THIS WOULD ASSIST IN ESTIMATING RESIDENTIAL SPACE REQUIREMENTS FOR VARIOUS TYPES OF DWELLINGS CONGRUOUS WITH PRESENT AND FUTURE FAMILY SIZES, INCOME, AND THE NEEDS OF EACH. THEY WOULD

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<sup>17</sup>F. STUART CHAPIN, JR., URBAN LAND USE PLANNING, P. 152.

<sup>18</sup>LOC. CIT.

HELP TOWARDS DETERMINING SPATIAL NEED FOR RECREATION AREAS, SCHOOLS, AND OTHER COMMUNITY FACILITIES FOR ALL AGE GROUPS, FROM SMALL TOTS TO THE OLD PEOPLE.

INVESTIGATIONS OF POPULATION DISTRIBUTION WOULD GIVE IDEAS AS TO HOW VARIOUS LAND USES AND FACILITIES COULD BE BEST PUT TO US. THEREFORE, POPULATION STUDIES ARE IMPORTANT FACTORS FOR THEY PROVIDE A MEANS OF SCALING TOTAL SPATIAL NEEDS FOR SELECTED LAND USE CATEGORIES AT DIFFERENT PERIODS OF TIME IN THE FUTURE. THEY ALSO GIVE US AN INDICATION AS TO HOW THESE TOTAL SPATIAL NEEDS SHOULD BE ASSIGNED TO DIFFERENT PARTS OF AN AREA.<sup>19</sup>

IN WINNIPEG, THE POPULATION GROWTH WAS NOT A UNIFORM ONE BY ANY MEANS. THERE WERE 215 PEOPLE IN 1870, AND THE DEVELOPMENT WAS A SERIES OF RAPID AND SLOW INCREASES. THERE WERE TWO MAJOR PERIODS OF INCREASE IN THE CITY'S POPULATION GROWTH. THE FIRST CAME DURING THE REAL ESTATE BOOM OF 1881-1884 AND THE SECOND DUE TO THE GREAT FLOW OF IMMIGRANTS FROM 1901-1913.<sup>20</sup>

DURING THE THREE YEARS FOLLOWING 1881, THE POPULATION MORE THAN TREBLED FROM APPROXIMATELY 8,000 TO OVER 24,700 PEOPLE.<sup>21</sup> FROM 1901-1913, GREATER WINNIPEG EXPERIENCED THE

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<sup>19</sup>LOC. CIT.

<sup>20</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

<sup>21</sup>HENDERSON'S DIRECTORIES OF WINNIPEG, 1881, 1882, 1883, 1884.

SECOND PERIOD OF HIGH RATE IN POPULATION GROWTH FROM 52,400 TO 260,000 PEOPLE. SINCE THEN THE POPULATION INCREASE HAS BEEN FAIRLY CONSTANT EXCEPT FOR THE PERIOD OF DEPRESSION DURING THE FIRST WORLD WAR.<sup>22</sup>

SINCE 1913, THE SUBURBAN AREAS HAVE ACCOUNTED FOR THE MAJORITY OF INCREASE IN WINNIPEG'S POPULATION. THE GROWTH OF THE SUBURBS MAY BE ATTRIBUTED TO A STRONG TREND IN MIGRATION BROUGHT ABOUT BY THE DEVELOPMENT OF TRANSPORTATION FACILITIES.

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<sup>22</sup>HENDERSON'S DIRECTORIES OF WINNIPEG, 1901, 1913.

TABLE 1: POPULATION OF GREATER WINNIPEG BY MUNICIPALITIES<sup>23</sup>  
1901 TO 1951

	1901	1911	1921	1931	1941	1951
WINNIPEG	42,340	136,035	179,087	218,785	221,960	235,710
ST. BONIFACE	2,019	7,483	12,821	16,305	18,157	26,342
TUXEDO	.....	.....	1,062	1,173	735	1,627
BROOKLANDS	.....	.....	.....	2,628	2,240	2,915
FORT GARRY	730	1,133	2,451	3,926	4,453	8,193
E. KILDONAN	563	1,488	6,379	9,047	8,350	13,144
W. KILDONAN	668	1,767	4,641	6,132	6,110	10,754
ST. JAMES	257	5,335	11,745	14,260	13,892	19,561
ST. VITAL	585	1,540	3,771	10,402	11,993	18,637

<sup>23</sup>CANADA CENSUS

TABLE 11: POPULATION OF THE CITY OF WINNIPEG BY POLLING  
DISTRICTS AND AGE GROUPS AS OF JUNE, 1957<sup>24</sup>

POLLING DISTRICT	0-5	6-16	17-20	OVER 21	TOTAL
1	344	530	79	1,549	2,502
2	208	408	94	1,550	2,260
3	691	976	208	3,472	5,347
4	326	464	122	1,651	2,563
5	357	382	156	2,131	3,026
6	468	567	139	3,006	4,180
7	259	566	205	2,723	3,753
8	397	599	141	2,427	3,564
9	277	602	61	1,082	2,022
10	60	70	9	118	257
11	513	1,039	134	2,115	3,801
12	170	357	97	1,305	1,929
13	253	643	205	2,004	3,105
14	248	582	104	1,416	2,350
15	289	414	38	799	1,540
16	393	482	64	1,167	2,106

CONT'D

<sup>24</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.



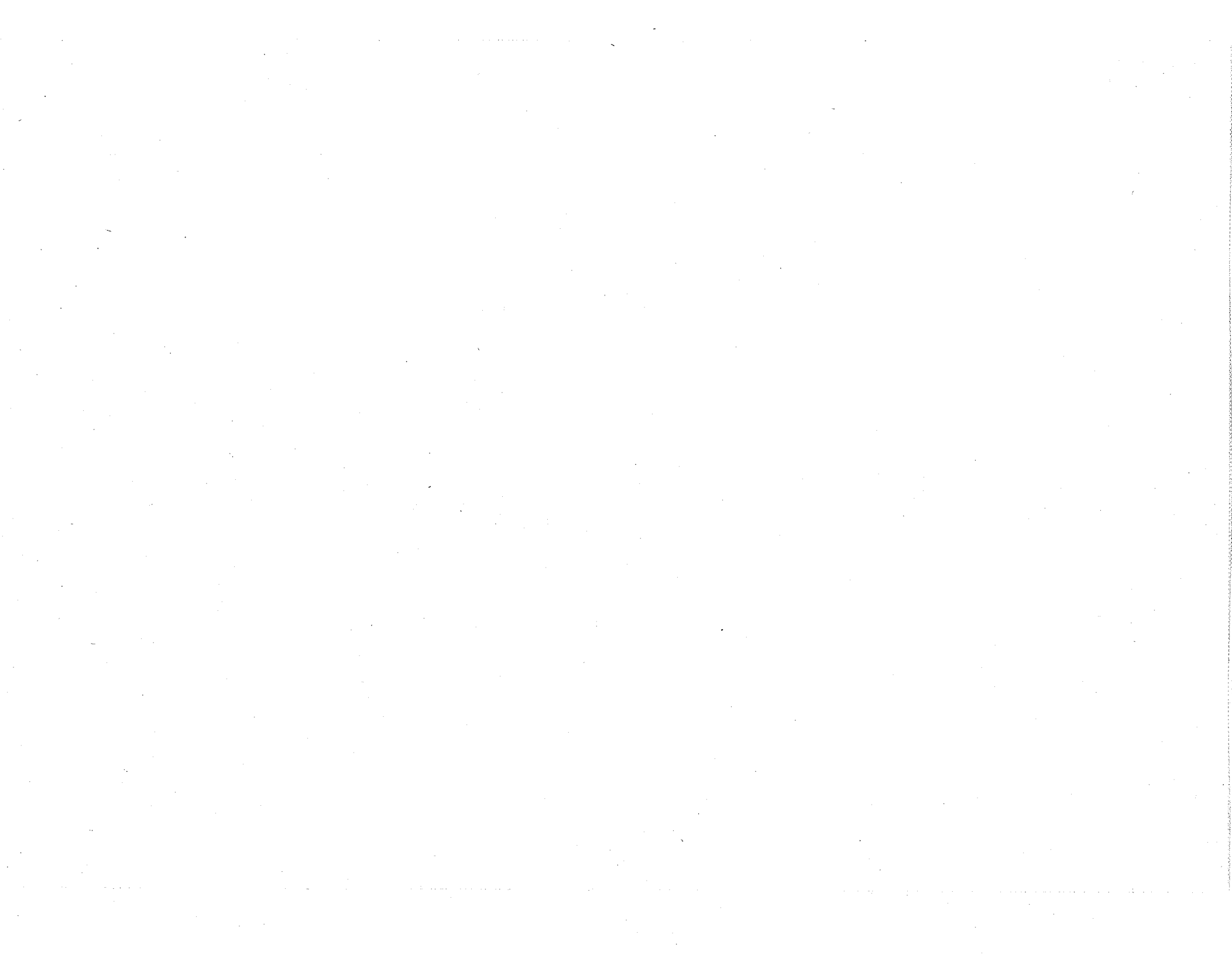
POLLING DISTRICT	0-5	7-16	17-20	OVER 21	TOTAL
17	232	469	102	1,371	2,174
18	284	651	175	2,585	3,695
19	227	439	74	1,822	2,562
20	347	309	33	1,128	1,817
21	571	915	84	1,779	3,349
22	427	437	92	3,837	4,793
23	126	159	69	989	1,343
24	257	184	158	3,574	4,173
25	356	305	369	5,394	6,424
26	254	212	182	2,889	3,537
27	413	426	358	4,207	5,404
28	332	384	148	2,219	3,083
29	311	376	281	3,114	4,082
30	308	541	178	2,216	3,243
31	451	655	171	2,705	3,982
32	382	558	111	2,032	3,083
33	634	1,004	213	3,115	4,966
34	301	535	82	1,280	2,198
35	208	417	129	1,642	2,396
36	233	402	122	1,831	2,588
37	263	330	76	1,741	2,410
38	394	609	195	3,121	4,319

CONT'D

POLLING DISTRICT	0-5	6-16	17-20	OVER 21	TOTAL
39	454	567	215	3,292	4,528
40	298	404	124	2,268	3,084
41	379	464	166	2,629	3,638
42	375	449	94	1,577	2,495
43	547	584	276	3,578	4,985
44	322	415	172	3,020	3,929
45	330	332	158	2,389	3,209
46	233	310	373	3,458	4,374
47	633	721	300	4,199	5,853
48	379	627	119	2,010	3,135
49	440	514	184	4,053	5,191
50	75	92	22	1,343	1,532
51	172	196	46	1,841	2,255
52	494	429	138	2,518	3,579
53	711	919	222	4,122	5,974
54	413	495	179	3,001	4,088
55	490	805	223	3,273	4,791
56	368	486	179	2,474	3,507
57	364	593	146	2,298	3,401
58	617	723	220	3,384	4,944
59	348	433	146	1,832	2,759
60	771	965	215	3,447	5,398

CONT'D

POLLING DISTRICT	0-5	6-16	17-20	OVER 21	TOTAL
61	161	223	70	1,090	1,544
62	321	539	121	1,823	2,804
63	336	554	131	2,330	3,351
64	536	640	152	2,613	3,941
65	388	583	98	1,784	2,853
66	292	407	115	1,545	2,359
67	368	620	81	1,394	2,463
68	587	835	143	2,495	4,060
69	424	820	119	1,480	2,843
70	291	300	81	868	1,540
71	218	323	31	777	1,349
72	251	373	27	655	1,306
73	387	468	142	2,374	3,371
74	566	864	231	2,940	4,601
75	288	332	114	1,297	2,031
76	531	925	158	1,975	3,589
77	653	851	149	1,979	3,632
<b>GRAND TOTAL</b>	<b>28,375</b>	<b>40,178</b>	<b>11,138</b>	<b>174,521</b>	<b>254,212</b>



## GOVERNMENT LEGISLATION IN HOUSING

SINCE THE INCORPORATION OF WINNIPEG IN 1873, ONE OF THE GREATEST PROBLEMS THE CITY FACED WAS THAT OF INADEQUATE HOUSING ACCOMMODATION. IN 1882, MAYOR LOGAN CALLED THE CITY COUNCIL FOR AN EMERGENCY MEETING TO COPE WITH THE ACUTE LACK OF ACCOMMODATION FOR THE NEW IMMIGRANTS.<sup>25</sup>

AS WITH OTHER CANADIAN METROPOLITAN AREAS, WINNIPEG'S HOUSING COULD NOT KEEP UP WITH THE EVER-INCREASING POPULATION. IN 1884, IT WAS APPROXIMATELY 16,000; BY 1904, IT HAD INCREASED TO OVER 68,000.<sup>26</sup> WITH THE FLOW OF IMMIGRANTS IN THE FOLLOWING DECADE, THE POPULATION EXCEEDED 200,000. OVERCROWDING WAS EVIDENT AS SHOWN IN TABLE 111 INDICATING THE POPULATION CHARACTERISTICS FOR THE PROVINCE OF MANITOBA.

DURING THE PERIOD OF RAPID EXPANSION, INADEQUATE SANITARY CONDITIONS EXISTED AND THE OUTSIDE PRIVY WAS THE USUAL FEATURE OF NEIGHBOURHOOD ENVIRONMENT. THESE PRIVIES WERE THE CAUSE OF THE ANNUAL TYPHOID EPIDEMIC WHICH HIT THE CITY EVERY FALL. IN 1903, THIS DISEASE WAS BROUGHT TO A HALT BY THE ENFORCEMENT OF STATUTORY HEALTH AND SANITARY REGULATIONS.<sup>27</sup>

UNTIL THE ACUTE HOUSING SHORTAGE FOLLOWING THE FIRST WORLD

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<sup>25</sup>W. COURAGE, HOUSING SURVEY, CENTRAL AREA OF WINNIPEG, P. 48.

<sup>26</sup>CITY OF WINNIPEG ASSESSMENT DEPARTMENT.

<sup>27</sup>W. COURAGE, OP. CIT., P. 51.

TABLE 111: POPULATION CHARACTERISTICS FOR THE PROVINCE  
OF MANITOBA<sup>28</sup>

DATE	POPULATION	DWELLINGS		PERSONS PER DWELLING
		OCCUPIED	HOUSEHOLDS	
1881	62,260	12,803	14,169	4.86
1891	152,506	30,790	31,786	4.95
1901	255,211	49,784	51,056	5.13
1911	561,118	85,720	91,230	5.38
1921	610,118	117,541	128,984	5.19
1931	700,159	145,577	150,096	4.81
1941	729,744	163,655	176,942	4.46

<sup>28</sup>W. COURAGE, OP. CIT., P. 50

WAR, HOUSING FACILITIES WERE PROVIDED BY PRIVATE ENTERPRISE. IN 1917, THE ROYAL COMMISSION OF INDUSTRIAL RELATIONS EMPHASIZED THE LACK OF HOUSING ACCOMMODATION FOR THE WORKER AS AN IMPORTANT FACTOR IN THE SOCIAL AND INDUSTRIAL UNREST AND INDICATED THAT THE GOVERNMENT SHOULD REMEDY THIS PROBLEM. UNDER THE WAR MEASURES ACT, LOANS TO PROVINCIAL GOVERNMENTS WERE PROVIDED BY THE DOMINION GOVERNMENT WITH A 5% INTEREST AND A MATURITY OF 25 YEARS. THUS THE PROVINCES DISPERSED THE FUNDS TO THE MUNICIPAL GOVERNMENTS AND AS A RESULT, APPROXIMATELY \$25 MILLION WERE USED IN FOUR YEARS TO ASSIST IN BUILDING 6,242 UNITS IN 179 MUNICIPALITIES ACROSS CANADA.<sup>29</sup>

IN 1919, THE WINNIPEG CITY COUNCIL ESTABLISHED THE WINNIPEG HOUSING COMMISSION TO MAKE USE OF THE DOMINION GOVERNMENT LOANS. IT OPERATED VERY EFFICIENTLY AND FROM 1919 TO 1923, 712 LOANS TOTALLING \$2,840,000 WERE ISSUED.<sup>30</sup>

DURING THE TWENTIES, DWELLING CONSTRUCTION WAS ACCELERATED AND CARRIED OUT BY WINNIPEG'S BUILDERS. THIS INCREASED THE STOCK OF HOUSING IN THE CITY AND THESE DWELLINGS WERE AVAILABLE TO THOSE WHO WERE FINANCIALLY ABLE.<sup>31</sup>

WITH THE DEPRESSION IN THE LATE TWENTIES, MULTIPLE USE OF DWELLINGS INCREASED STEADILY. MANY WERE FORCED TO VACATE

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<sup>29</sup>ADVISORY COMMITTEE ON RECONSTRUCTION, FINAL REPORT, P. 25.

<sup>30</sup>COURAGE, OP. CIT., P. 51

<sup>31</sup>IBID., P. 52

THEIR HOMES AS THEY COULD NOT PAY HIGH RENTS OR KEEP UP THE MORTGAGE PAYMENTS. AS A RESULT, THERE WERE 988 VACANT HOUSES AND 1173 VACANT SUITES.<sup>32</sup> THESE VACANCIES WERE THE RESULT OF ECONOMIC FACTORS RATHER THAN OF DECREASED HOUSING NEEDS.

IN 1933, THE WINNIPEG CITY COUNCIL APPOINTED A COMMITTEE ON HOUSING CONDITIONS TO STUDY THE SITUATION. IT CONDUCTED A SURVEY OF THE CENTRAL PART OF WINNIPEG AND DISCLOSED THAT THE SEVERE OVERCROWDING CREATED A DAMAGING EFFECT ON THE HEALTH AND WELFARE OF THE PEOPLE CONCERNED. THE CITY COUNCIL CONSIDERED LOW RENTAL HOUSING AS A SOLUTION BUT MET WITH NEGATIVE RESULTS.

THE SPECIAL HOUSING COMMITTEE WAS SET UP BY THE HOUSE OF COMMONS IN 1935 AND THEY RECOMMENDED THAT THE PROVINCES SHOULD ASSIST IN LOW-COST HOUSING AND REHABILITATION PROJECTS.<sup>33</sup> THEY ALSO STATED THAT: "THE NEED FOR LOW RENTAL HOUSING WOULD NOT BE MET BY UNAIDED PRIVATE ENTERPRISE," AND THAT "PUBLIC ASSISTANCE IS JUSTIFIED IN MEETING THE NEED AND IS SOUND FINANCIALLY AS IT IS DESIRABLE SOCIALLY".<sup>34</sup>

THE DOMINION HOUSING ACT IN 1935 WAS THE FIRST FEDERAL MEASURE IN ASSISTING HOME BUILDING.<sup>35</sup> THROUGH THIS ACT, THE

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<sup>32</sup>LOC. CIT.

<sup>33</sup>IBID., P. 53

<sup>34</sup>ADVISORY COMMITTEE ON RECONSTRUCTION, OP. CIT., P. 26.

<sup>35</sup>LOC. CIT.



AMOUNT OF THE FIRST MORTGAGE WAS INCREASED AND THE EQUITY REQUIRED BY THE BUILDER REDUCED. DURING THE THIRTY-FOUR MONTHS OF OPERATION, SOME 3,100 UNITS WERE FINANCED.<sup>36</sup>

THE DOMINION HOUSING ACT WAS SUPERSEDED BY THE NATIONAL HOUSING ACT, PASSED IN 1938.<sup>37</sup> THIS ACT CONSISTED OF THREE PARTS - HOME OWNERSHIP, LOW-RENTAL PROJECTS, AND TAX COMPENSATION. ITS GREATEST ACHIEVEMENT WAS THE REDUCTION OF INTEREST RATES ON MORTGAGES.<sup>38</sup>

THE OUTBREAK OF THE SECOND WORLD WAR CAUSED MANY RURAL PEOPLE TO MOVE INTO THE CITY DUE TO BETTER JOB OPPORTUNITIES. IN 1941, WARTIME HOUSING LIMITED, A CROWN COMPANY, WAS FORMED BY THE DOMINION GOVERNMENT TO PROVIDE HOUSING FOR WAR WORKERS.<sup>39</sup> THIS WAS A TEMPORARY MEASURE AND PEOPLE WERE HOUSED IN DORMITORIES, STAFF HOUSES, AND DWELLING UNITS. THE PURPOSE WAS TO FURNISH GOOD LIVING ACCOMMODATIONS AT THE LOWEST COST.

AT THE END OF THE WAR, THE CITY WAS AGAIN FACED WITH AN ACUTE HOUSING SHORTAGE. THE SPECIAL COMMITTEE ON HOUSING CONDITIONS INITIATED ACTION AND THE RESULT WAS THE CONSTRUCTION OF 2,400 RENTAL HOUSES IN THE CITY<sup>40</sup> AVAILABLE TO THE RETURNING

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<sup>36</sup> IBID., P. 28.

<sup>37</sup> IBID., P. 27.

<sup>38</sup> LOC. CIT.

<sup>39</sup> IBID., P. 35.

<sup>40</sup> COURAGE, OP. CIT., P. 54.

WAR VETERANS. IN ADDITION TO THIS, 2,500 FAMILIES WERE LOCATED IN SURPLUS RCAF BARRACKS UNDER THE EMERGENCY SHELTER PROGRAMME.<sup>41</sup>

THE CENTRAL MORTGAGE AND HOUSING CORPORATION BEGAN ITS SERVICE ON JANUARY 1ST, 1946.<sup>42</sup> ITS DIRECTORS CAME FROM ALL PARTS OF CANADA AND ITS MAIN FUNCTIONS WERE TO CARRY OUT THE NATIONAL HOUSING ACT, THE INTEGRATED HOUSING PLAN, THE EMERGENCY SHELTER ORDER, AND THE HOME CONVERSION PLAN.<sup>43</sup> IT COOPERATED CLOSELY WITH THE DEPARTMENT OF VETERANS' AFFAIRS REGARDING HOUSING OPERATIONS UNDER THE VETERANS' LAND ACT AND ALSO WITH THE DEPARTMENT OF RECONSTRUCTION AND SUPPLY PRIORITIES.<sup>44</sup> THE NATIONAL HOUSING ACT WAS DESIGNED TO ENCOURAGE THE CONSTRUCTION OF NEW BUILDINGS THROUGH PROVISION OF LOANS TO HOME-BUILDERS, RATHER THAN TO OPERATE DIRECTLY IN THE CONSTRUCTION FIELD.

NEED FOR ACCOMMODATION AT THE UNIVERSITIES FOR MARRIED STUDENT VETERANS HIT ITS PEAK IN OCTOBER, 1946. CONSEQUENTLY, SURPLUS BUILDINGS WERE CONVERTED INTO LIVING QUARTERS. AT THE UNIVERSITY OF MANITOBA IN FORT GARRY, 72 HUTS WERE MADE AVAILABLE.<sup>45</sup>

IN 1947, THERE AROSE A PROBLEM OF HOUSING THE DISPLACED FAMILIES LIVING IN THE DOMINION IMMIGRATION BUILDING. THE

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<sup>41</sup> IBID., P. 55.

<sup>42</sup> METROPOLITAN PLANNING COMMITTEE, OP. CIT., P. 11.

<sup>43</sup> LOC. CIT.

<sup>44</sup> LOC. CIT.

<sup>45</sup> IBID., P. 17.