Winnipeg

2025

Housing Needs Assessment

At a Glance

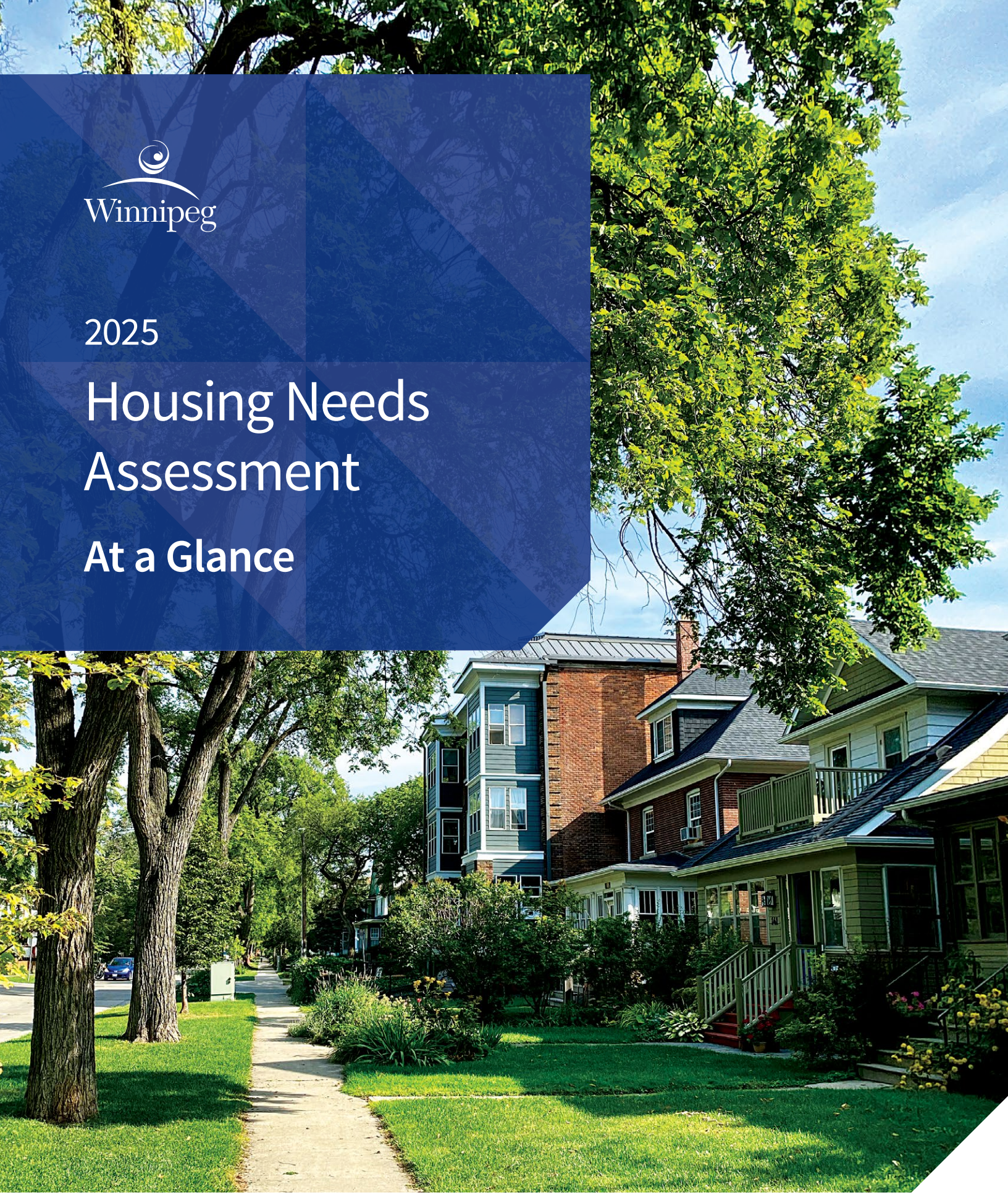

Photo: Dan Harper, courtesy Tourism Winnipeg

Introduction

This *2025 Housing Needs Assessment — At a Glance* summarizes key findings from the City of Winnipeg's *2025 Housing Needs Assessment (2025 HNA)*. You can read this document on its own, or use it to help you read the full report. **Look for the magnifying glass!** These will help guide you to sections of the full report that have more information.

The 2025 HNA describes the current state of housing needs in Winnipeg. It provides an update to the *2020 Comprehensive Housing Needs Assessment (2020 HNA)* report.

Winnipeg's Housing Accelerator Fund (HAF) Team developed this assessment. Other City departments and external experts contributed to it. The project was guided by a volunteer Advisory Committee.

The assessment used federal, provincial, and municipal data. It also looked at data from partner organizations. The data points to market challenges and areas where the market can't meet Winnipeggers' needs. It also shows how Winnipeg is changing.

Beyond data, this report aims to tell the story of Winnipeggers' housing experiences.

Pg. 16+23

For more information on who was involved and how this Housing Needs Assessment was created, please see the **Introduction** *(page 16)* and **Methodology** (page 23) sections of the full report.

Please see the full ***2025 Housing Needs Assessment*** report here.

Key findings and trends

Population change and housing demand

Winnipeg has been growing at its fastest rate in recent history. Winnipeg grew 9.2 percent in just three years. This is an average of 23,000 people per year — more than double annual growth in the decade before. Growth has been mostly because of international migration in adults aged 15 to 44 and over 55 years old.

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For more information, please see the **Population** *(page 26)* section of the full report.

Demand is growing for starter homes and larger rental homes. More Winnipeggers means more people looking for their first home. Winnipeg is also seeing more large families who want to live together under one roof. At the same time, older adults are maintaining households longer, increasing the need for aging in place.

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For more information, please see the **Population by household** *(page 36)* section of the full report.

The market is responding to changing populations. Developers are building more multi-unit and rental housing. In 2025, most of Winnipeg's housing supply is single-detached homes (55 percent). But most new builds are multi-unit homes (approximately 69 percent since 2016). Federal housing policy, including very favourable financing, is having an impact on new rental housing across the country. Newer residential development is occurring at the city's edges and within Mature Communities. Homes in Mature Communities tend to be older and more likely to be redeveloped.

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For more information, please see the **Housing supply** *(page 73)* section of the full report.

Data sources
When internal "City of Winnipeg data sets" are cited, this includes the Open Data Portal (ODP) Assessment Parcels, Detailed Building Permits, and Business Licenses datasets. Maps, figures, and tables dated as being from 2025 capture units as of September 18, 2025.

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The ***2025 Housing Needs Assessment*** uses a variety of other data sources. Please see page 23 of the full report for more information.

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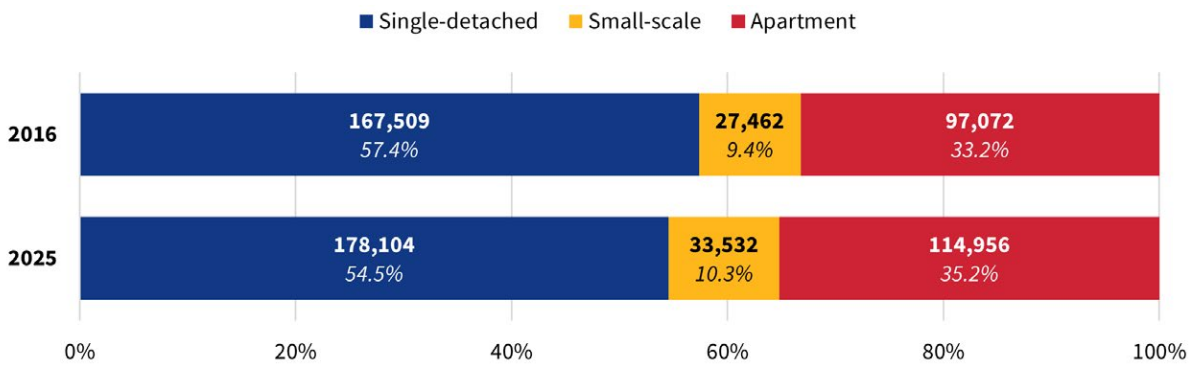
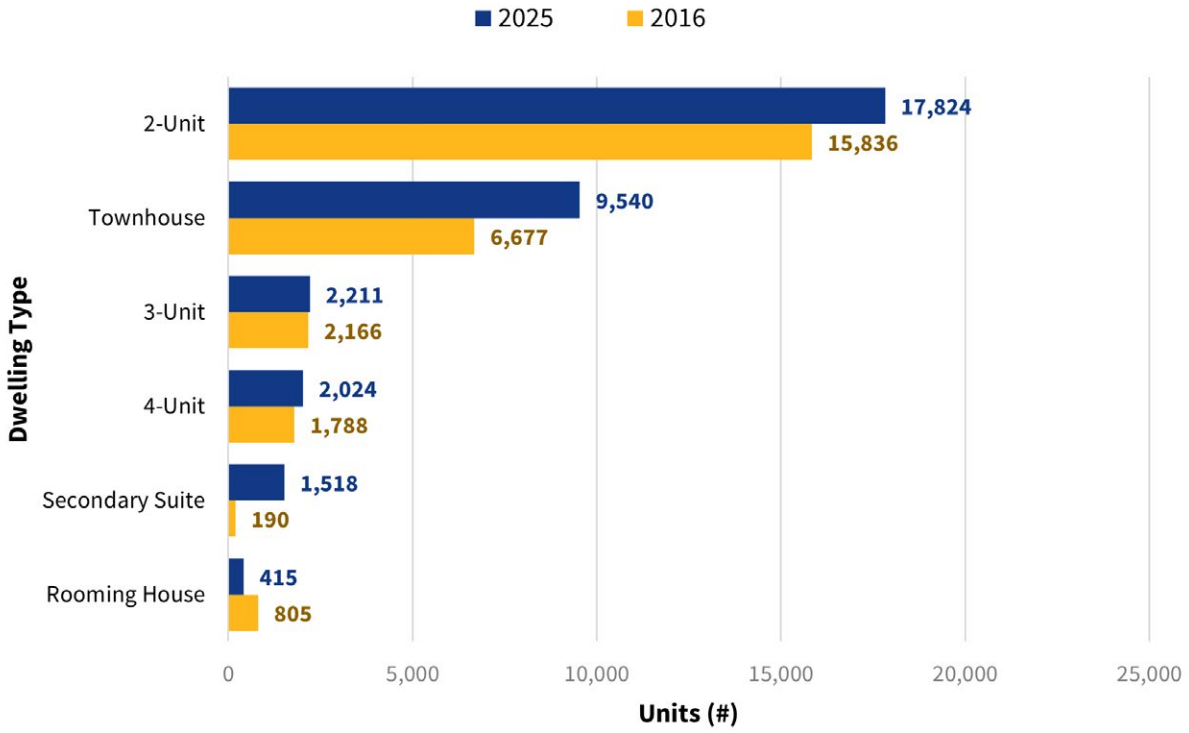
The ***2025 Housing Needs Assessment*** uses terms that may not be familiar to everyone reading this document. It also uses terms that may have multiple meanings. Please see **Appendix 1: Glossary** *(page 215)* of the full report for definitions of key terms, a list of abbreviations, and more detail on key concepts.

Changes in housing type, Winnipeg, 2016 and 2025.



Data source: City of Winnipeg Building Permits Database.

Units in small-scale buildings, Winnipeg, 2016 and 2025.



Data source: Internal City of Winnipeg data sets.

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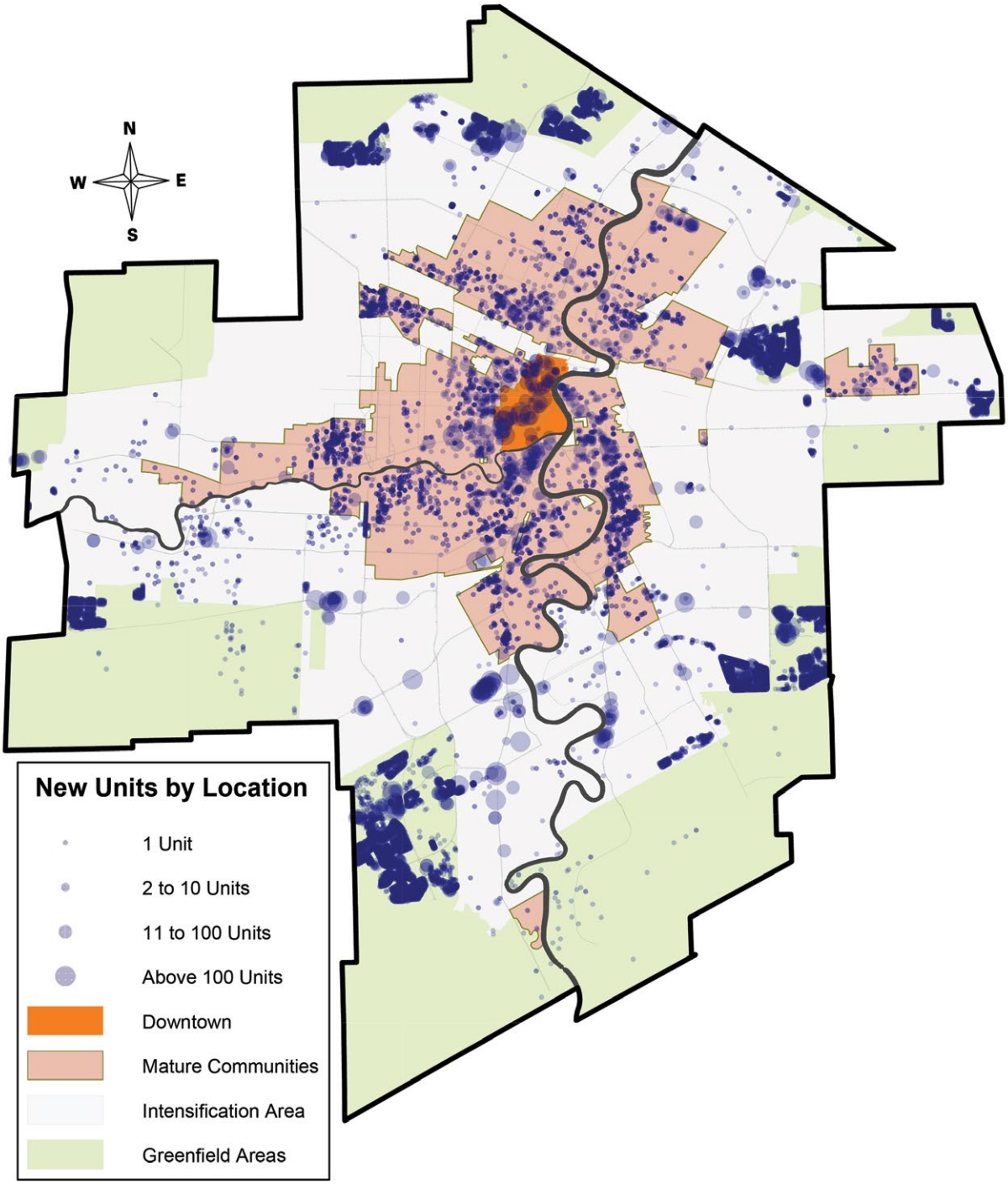
The ***2025 Housing Needs Assessment*** uses the term **small-scale** to refer to multi-unit dwellings that are not otherwise counted in an apartment building or moveable dwelling. Small-scale units include those listed in the chart above. See page 85 of the full report for more information.

Density of new multi-unit developments by location, Winnipeg, 2016 and 2025.



Data source: Internal City of Winnipeg datasets.

NEED OF MAJOR REPAIRS

2021

19,580 Units

6.5% Occupied private dwellings

2.8% Reduction (2011–2021)

DEMOLITIONS

2011–2025

3,700 Dwellings demolished

79% Single-detached homes

FIRE AND EMERGENCY DISPLACEMENTS

2019–2024

3,938 Residents displaced

81% Fire displacements

Data sources: Statistics Canada, 2011 and 2021 *Census of Population* (2011 and 2021); Internal City of Winnipeg data sets.

Housing supply and housing loss

Winnipeg's supply of single-detached homes is aging, and some new housing is being built in older neighbourhoods. Single-detached homes are, on average, 58 years old city-wide and 79 in Mature Communities. Higher-density developments and secondary suites are increasing in Mature Communities. The number of secondary suites has increased by 700 percent in five years, from 100 units in 2020 to 800 units in 2025. Relatively few new duplexes, triplexes, or fourplexes have been built of late. Most of these types of homes in Winnipeg are older. Townhouse units have been built primarily in new neighbourhoods on larger, undeveloped tracts of land.

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For more information, please see the **Types of housing** *(page 81)* section of the full report.

Some of Winnipeg's older homes are at risk of being lost due to wear and tear, vacancy, redevelopment, or fire. These older homes are also more likely to be "naturally occurring" affordable housing. The number of units in need of major repairs is decreasing (from 9.3 percent in 2011 to 6.5 percent in 2021). Renovation repairs took place primarily in residential properties south of the Assiniboine River, where households tend to have higher incomes. Homes in lower-income neighbourhoods are more likely to be demolished. **Winnipeg is also seeing a rapid decline of rooming houses, which is putting lower-income residents at greater risk of homelessness**.

The number of vacant buildings in Winnipeg is going up. As of September 2025, there were about 535 empty residential buildings with active orders under the Vacant Building By-law. Before they became vacant, those buildings contained about 980 housing units. Vacant buildings have higher numbers in Mature Communities with its aging housing stock. These buildings are also at greater risk of fire.

Fires and other emergencies are forcing people from their homes. Some people can return to their homes while others cannot. From 2019 to 2024, just under 4,000 Winnipeg residents had to leave their homes because of emergencies. About 81 percent of these cases were due to fires. While emergency displacements fluctuate from year to year, the total number of individuals displaced by emergencies rose from approximately 250 in 2019 to over 1,200 in 2024.

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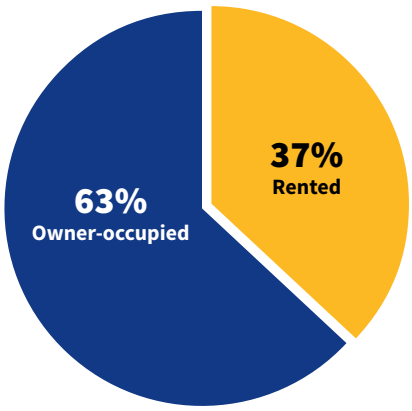
For more information, please see the **Housing loss** *(page 166)* section of the full report.

Housing supply by tenure

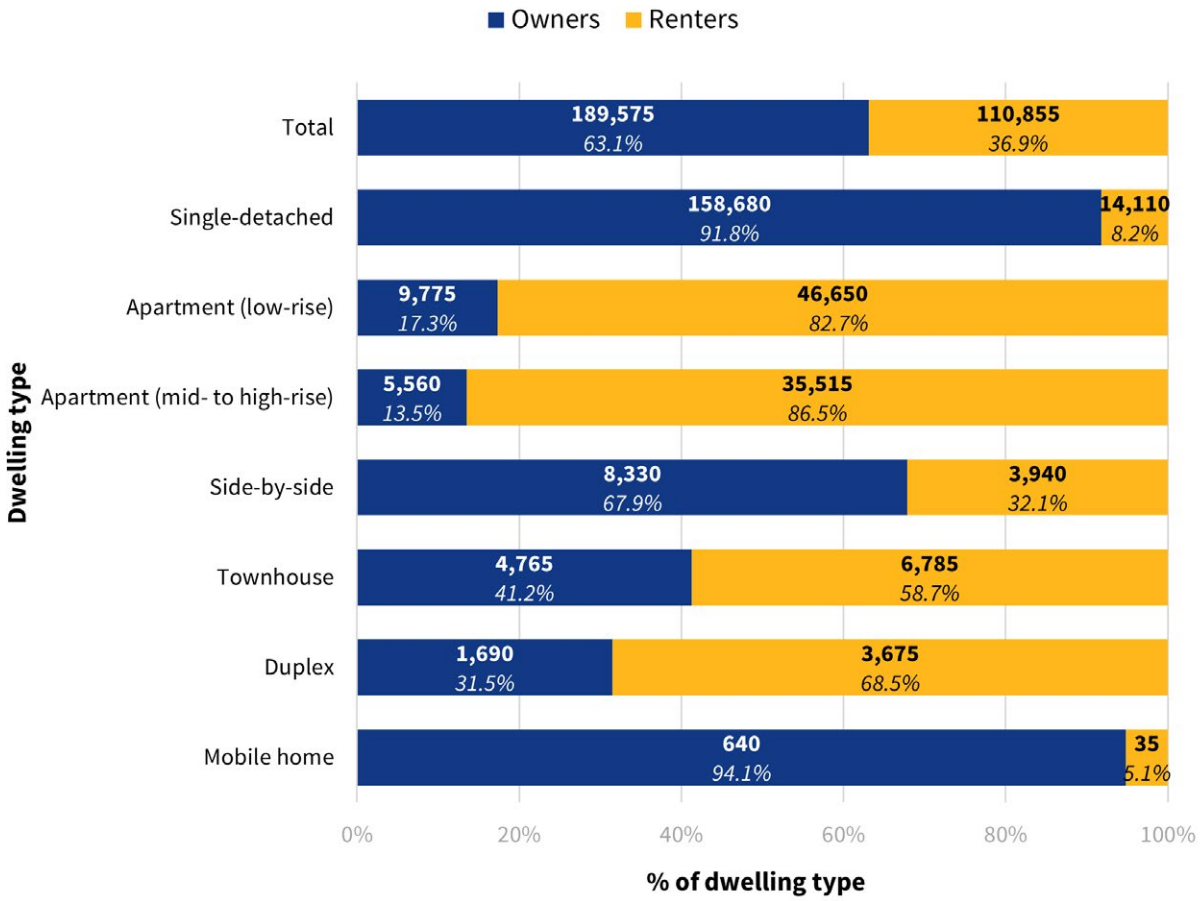
Many Winnipeggers still struggle to find a place that fits their needs, especially renters and larger families. Of Winnipeg's 300,400 homes that people lived in as of 2021, approximately 63 percent were owner-occupied and 37 percent were rented. Interestingly, among new homes built between 2016 and 2021, these proportions flipped, with almost two-thirds of new housing being rental and over one-third intended for homeownership.



Total occupied homes in 2021: 300,400

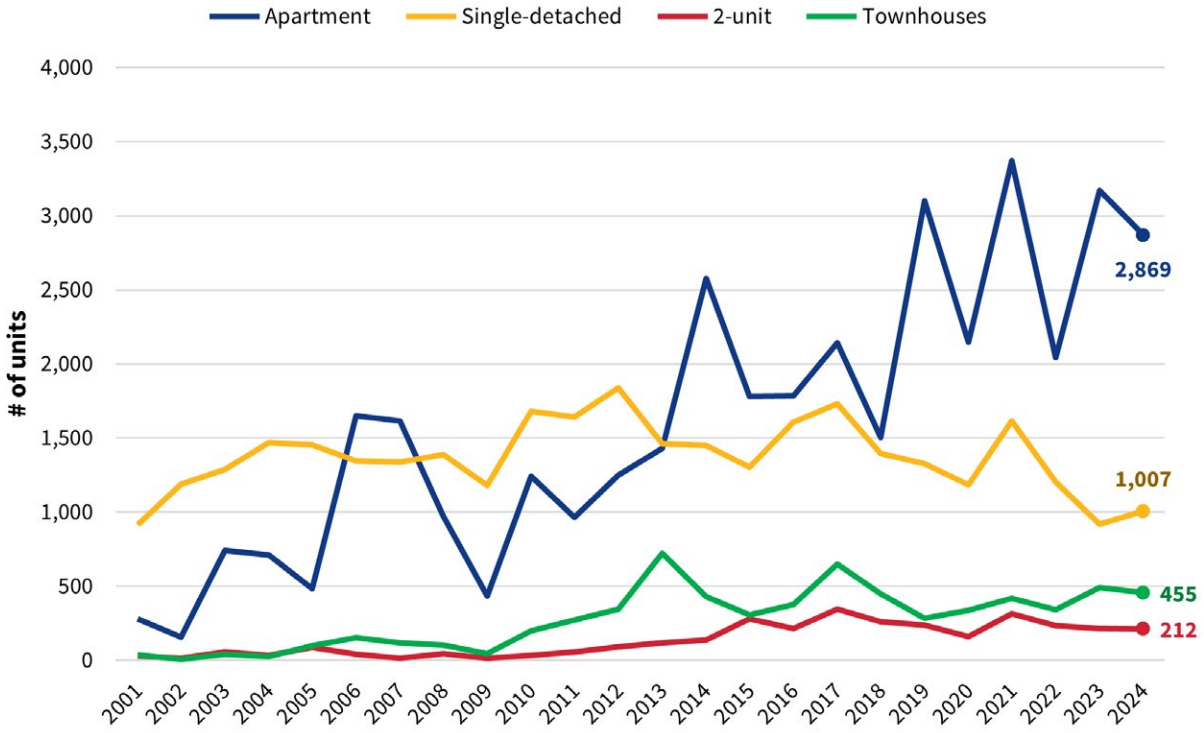
Data source: Statistics Canada, *2021 Census*.

Dwellings by type and tenure, Winnipeg, 2021.



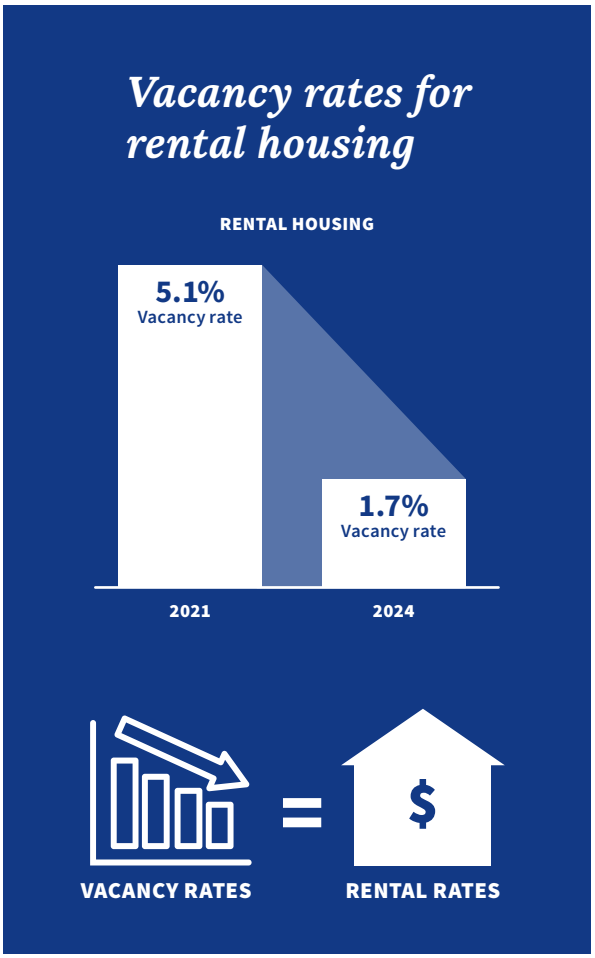
Data source: CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025.

New residential units by type, Winnipeg, 2001 to 2024.



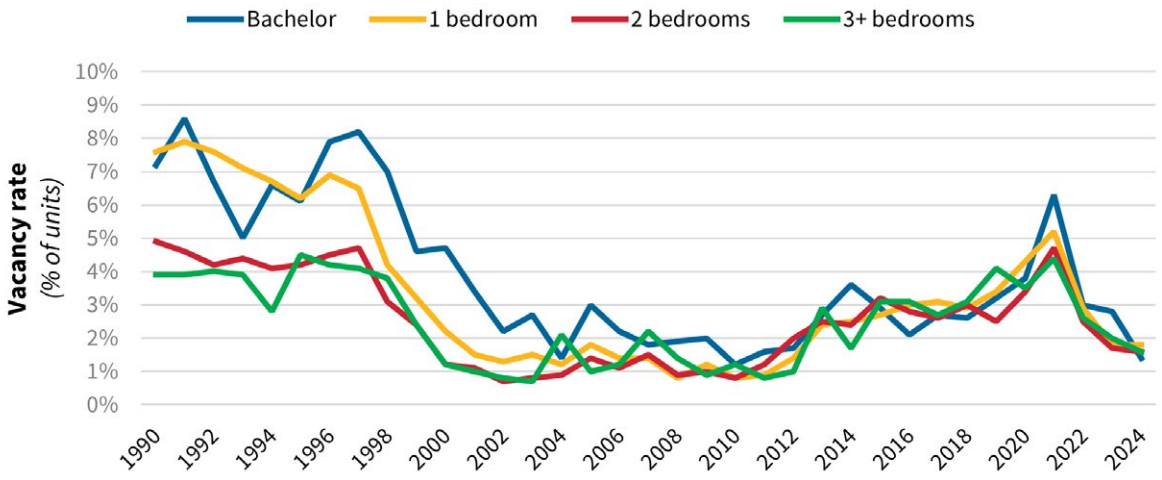
Data source: City of Winnipeg – Building Permits database.

Even though the number of rental units grew by about 32 percent over the last 10 years, vacancy rates are lower as more people search for rental homes. Vacancy rates for rental housing decreased from 5.1 percent in 2021 to 1.7 percent in 2024; lower vacancy rates often lead to increasing rents. Nine in 10 apartments are one- or two-bedroom units. Three-bedroom and larger units are in limited supply. Most larger rental units are in suburban townhouse complexes. There are very few three-bedroom rentals in central neighbourhoods. Three-bedroom units also have the lowest vacancy rate in Winnipeg.



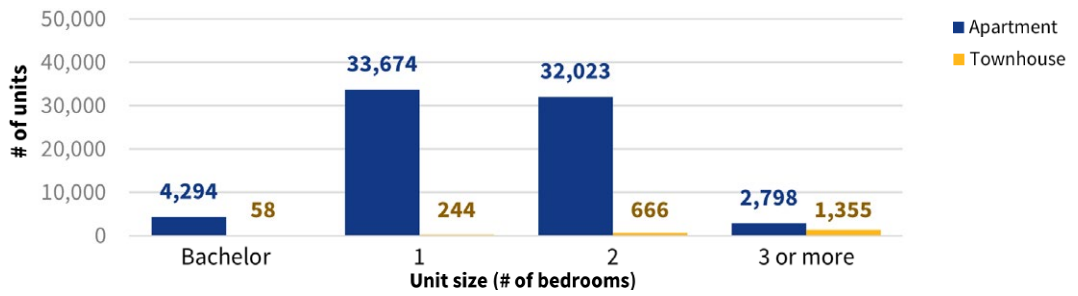
Data source: CMHC, 'Housing Market Information Portal'.

Apartment vacancies by number of bedrooms, Winnipeg, 1990 to 2024.



Data source: CMHC, 'Housing Market Information Portal'.

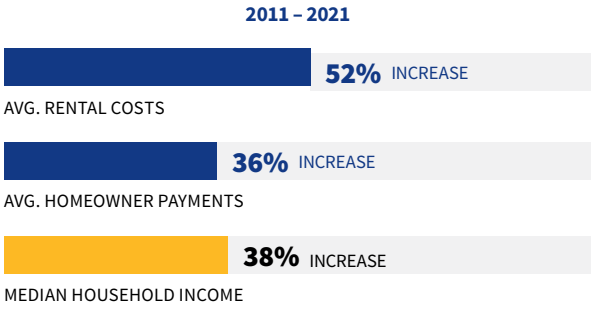
Rental units in apartments and townhouses by number of bedrooms, Winnipeg, 2024.



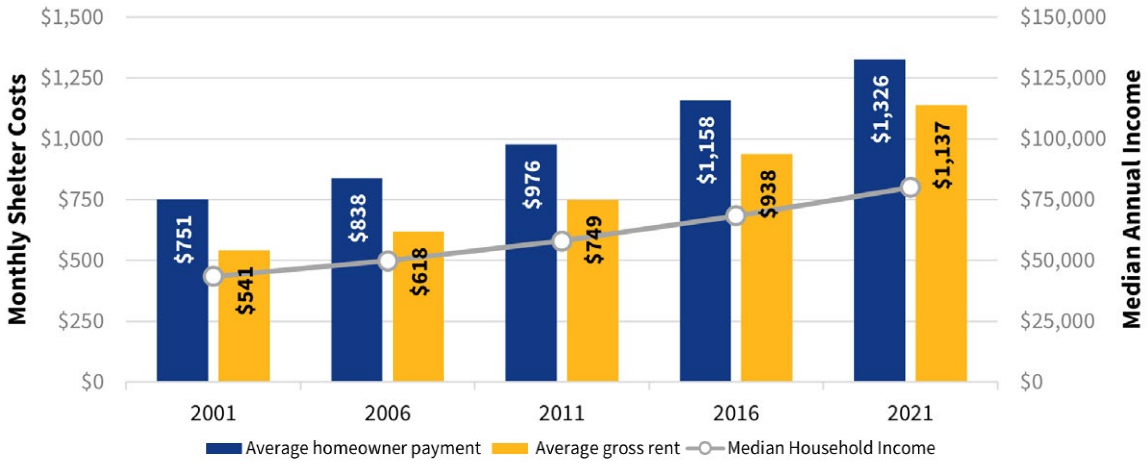
Data source: CMHC, 'Housing Market Information Portal'.

Housing in Winnipeg is getting more expensive, and incomes are not increasing as quickly, especially for renters. On average, homeowner households earn more than twice as much as renters. Average rental costs between 2011 and 2021 increased by 52 percent, while average homeowner payments increased by 36 percent. During this same period, median household incomes increased by only 38 percent. Since 2021, incomes have actually decreased when incorporating inflation. In 2023 in the Winnipeg Census Metropolitan Area (CMA), renters had a median household income of $53,200, while owners had a median household income of $110,500.

In 2021, renters were almost five times more likely to be in core housing need than homeowners (24 percent versus 5 percent).



Average shelter costs by tenure versus median annual household income, Winnipeg, 2001 to 2021.



Data source: Statistics Canada, *Census of Population* (2001 to 2021).

The number of younger household maintainers (people aged 15 to 34) have decreased since 2001, while older household maintainers (75+) have increased. This likely shows that more young adults are living with their parents longer. It may also mean more older adults are staying in their own homes because there aren't enough affordable, suitable places to downsize to.

Pg. 46+101

For more information, please see the **Challenges** *(page 46)* and **Housing supply by tenure** *(page 101)* sections of the full report.

Challenges

There is a segment of the population whose needs are not met by market housing. The non-market housing sector includes homes primarily owned by government, non-profits, and co-operatives, renting housing at affordable rates. Affordable, mixed-income, and rent-geared-to-income non-market units make up 6 percent of the housing stock in Winnipeg. The majority of rent-geared-to-income units (63 percent) are owned by the Manitoba Housing and Renewal Corporation (MHRC). Most non-market housing is older than the average for the overall housing stock in Winnipeg.

Pg. 112

For more information, please see the **Non-market and other housing types** *(page 112)* section of the full report.

Pg. 112+128

This section also provides information on best practices *(page 112)* and considers the role of the non-profit sector *(page 128)*.

> ***Demand for social housing is high, and waitlists are long. Yet Manitoba has the highest social housing vacancy rate in Canada. This is likely because many units need repairs before people can live in them.***

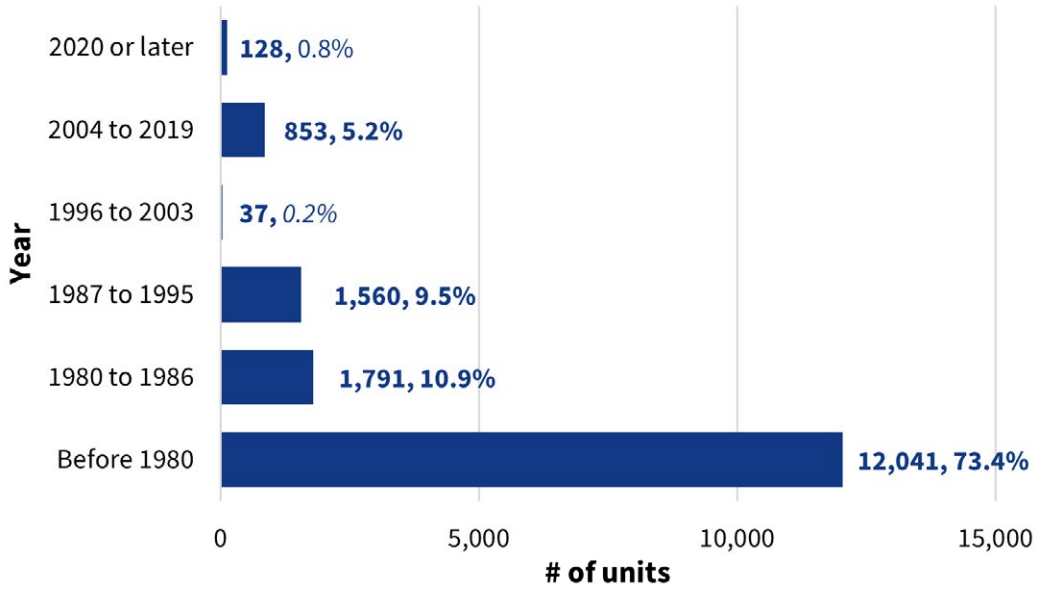
Social and affordable housing across Manitoba

13.7% **2024 Vacancy rate**

Highest in Canada for social and affordable housing

Data source: CMHC, 'Social and Affordable Housing Survey — Rental Structures Data Tables', Rental Market Data, 22 July 2025.

Social and affordable housing, number of units by year of construction, Winnipeg, 2024.



Data source: CMHC, 'Social and Affordable Housing Survey — Rental Structures Data Tables', Table 18.

In 2020, there were 34,425 households in Winnipeg in core housing need, or 11 percent of the population. "Core housing need" means a household can't get housing that is:

- **Affordable** — costs 30 percent or less of the household's income,
- **Adequate** — in good condition and not in need of major repairs, and
- **Suitable** — has right number of bedrooms for people who live there.

The largest group of people experiencing core housing need is one-person households with low incomes. Single-mother headed households, Indigenous, newcomers, younger households and older households also experience high rates of core housing need.

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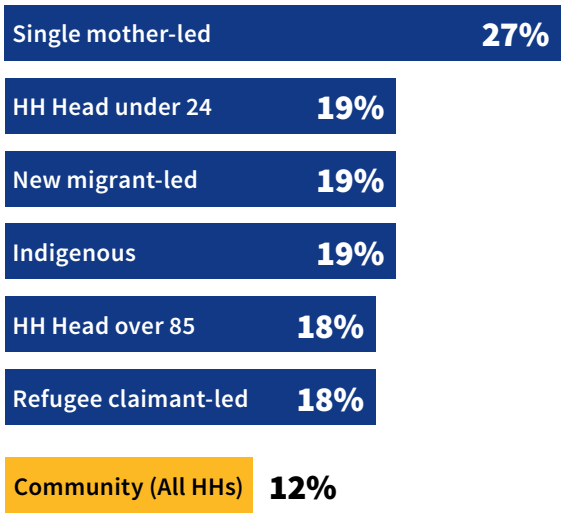
For more information, please see the **Core housing need** *(page 57)* section of the full report.

Rate of core housing need by priority population, Winnipeg, 2021.



> ***"Most people experiencing homelessness say that having more affordable housing in Winnipeg would help them find and keep a home.***

Homelessness is rising in Winnipeg and Indigenous people experience homelessness at a much higher rate. The 2024 Street Census counted 2,459 people experiencing homelessness - the highest count yet recorded in Winnipeg. This is estimated to be a significant undercount. 80 percent of people experiencing homelessness in Winnipeg are Indigenous and there is an overrepresentation of other populations, including people who have been in the care of Child and Family Services (CFS). Most people experiencing homelessness are not sleeping outdoors, although the prevalence and visibility of encampments in Winnipeg is also growing.

Pg. 63+68

For more information, please see the **Homelessness** *(page 63)* and **Barriers to accessing housing** *(page 68)* sections of the full report.

Specific housing needs

Some Winnipeggers face barriers to finding housing that meets their needs. Some of these barriers are because of government systems. For example, someone may be cut off from income supports for housing (EIA) when they stay at a hospital. People who have no recent rental history in Manitoba (newcomers, youth, people who are unsheltered) face barriers in applying for housing.

Discrimination is also a common experience when people are applying for housing. In lower-rent homes where tenants have few options, tenants described experiences with some landlords acting in bad faith and buildings in poor condition. Property managers also face challenges related to systems and rising maintenance costs.

Accessible housing

About one-third of Manitobans live with a disability. There are few regulatory requirements for developers to build accessible homes, and most of the requirements apply only to common areas of multi-unit buildings. People with disabilities often face increased living expenses, and 16.5 percent of Canadians with a disability live in poverty.

Some people with disabilities also require supportive housing or at-home supports such as home care or mental health and addictions support. The availability of these supports and supportive homes is inadequate, forcing some undesirable outcomes (e.g. extended hospital visits).

Pg. 130

For more information, please see the **Accessible housing** *(page 130)* section of the full report.

> ***Single-mother-led households experienced the highest rate of core housing need compared to other populations.***
>
> ***Indigenous households, newcomers, as well as the oldest** (85 years and older) **and youngest** (under age 24) **households also have high rates of core housing need. Winnipeg is also in need of more accessible homes.***

Outside the Memengwaa Home for Indigenous youth (left) and inside (right).

Indigenous housing

First Nations people moving temporarily or permanently to Winnipeg from their home communities, Indigenous youth aging out of care, and Indigenous women and 2SLBGTQIA+ people, especially those who have experienced gender-based-violence, all have unique vulnerabilities. **Safe and culturally- appropriate housing is needed**. Indigenous governments and non-profit organizations are leaders in building and operating housing in Winnipeg — much of it affordable, supportive, and culturally based.

Pg. 139

For more information, please see the **Indigenous housing** *(page 139)* section of the full report.

> ***Due to the ongoing impacts of colonization, Indigenous people make up 80 percent of people experiencing homelessness*** *(compared to 13 percent of Winnipeg's population)*
>
> ***Indigenous people in Manitoba are twice as likely as non-Indigenous people to experience core housing need.***

Data source: End Homelessness Winnipeg, *2024 Winnipeg Street Census or Point-in-Time Count* (2025).

Housing for older adults

There is a growing population of older adults with diverse needs. Affordable assisted living — with some supports but more independence than personal care homes — is the biggest housing gap for this demographic. Housing for older adults should have appropriate supports, be culturally safe, and allow older adults to stay connected with family and community.

Pg. 146

For more information, please see the **Housing for older adults** *(page 146)* section of the full report.

> ***It's as though they are being penalized for being married. If one is getting more advanced with dementia, the other may not want to live in the same environment. It's unfortunate they have to get divorced or live in poverty. They may want to live in separate places but stay together..***
>
> ***– Focus group participant on May 21 and 22, 2025.***

> ***With limited housing options available to youth, especially those living on an EIA budget alone, youth can be forced to live in unsafe environments, exposed to dangerous substance use and criminal activity at a vulnerable time in their lives.***
>
> ***– Interview participant on May 8, 2025.***

Housing for youth

The transition period from adolescence to adulthood is a particularly vulnerable time, especially for youth aging out of CFS care. **Eighteen is the most common age that individuals in Winnipeg become homeless, and people who have been in CFS care are more likely to become homeless**. Youth may need support during this transition period to secure safe, affordable housing, and to build the life skills to help them stay housed. Models of housing with onsite supports, including culturally based supports for Indigenous youth demonstrate positive outcomes.

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For more information, please see the **Housing for youth** *(page 153)* section of the full report.

New Journey Housing (NJH) Focus Group

Newcomer housing needs

Without adequate supports, newcomers may face barriers to securing housing including lack of local references/guarantors, language and cultural barriers, discrimination, and exploitation.

Refugee claimants are the group of newcomers most likely to face barriers in securing housing. Refugee claimants often stay in shelters when they first arrive in Winnipeg.

Pg. 157

For more information, please see the **Newcomer housing needs** *(page 157)* section of the full report.

Gender-based housing considerations

Access to affordable and adequate housing is a safety issue, especially for women and gender diverse people who have experienced gender-based violence, and especially if they are Indigenous.

Single-mother led households are the most likely to experience core housing need of any demographic group. Women and gender-diverse people are more likely to experience "hidden homelessness" which could involve staying in exploitative or violent environments.

There is a need for safe, culturally responsive transitional and long-term supportive housing for women and for 2SLGBTQIA+ people who are in need of a place of safety and belonging..

Pg. 161

For more information, please see the **Gender-based housing considerations** *(page 161)* section of the full report.

> ***Manitoba has the second highest rate of intimate-partner violence across the provinces. Trans women are twice as likely as cis-gender women to experience intimate partner violence, a risk that increases if they are also people of colour, Indigenous, and/or youth. Immigrant and refugee women are also overrepresented among victims of intimate partner violence.***
>
> ***– West Central Women's Centre (WCWRC)****

*West Central Women's Centre (WCWRC), *Connecting the Circle: A Gender-Based Strategy to End Homelessness in Winnipeg* (2019).

Photo: Diane Hammerling, courtesy Tourism Winnipeg

Projecting future housing needs

Winnipeg is projected to experience a 13.7 percent growth in population between 2021 to 2031, adding an additional 40,581 additional households who will require homes. Most of this demand is expected to be met by a similar number of new market units.

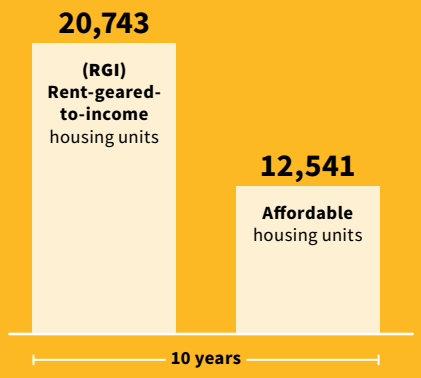
Of these new households, 1,661 are expected to be very low-income, and 6,615 are expected to be low-income. Most of these low-income households will not be able to afford market-rate homes and will require affordable housing or income supports. This is in addition to households already experiencing homelessness or core housing need.

Pg. 184

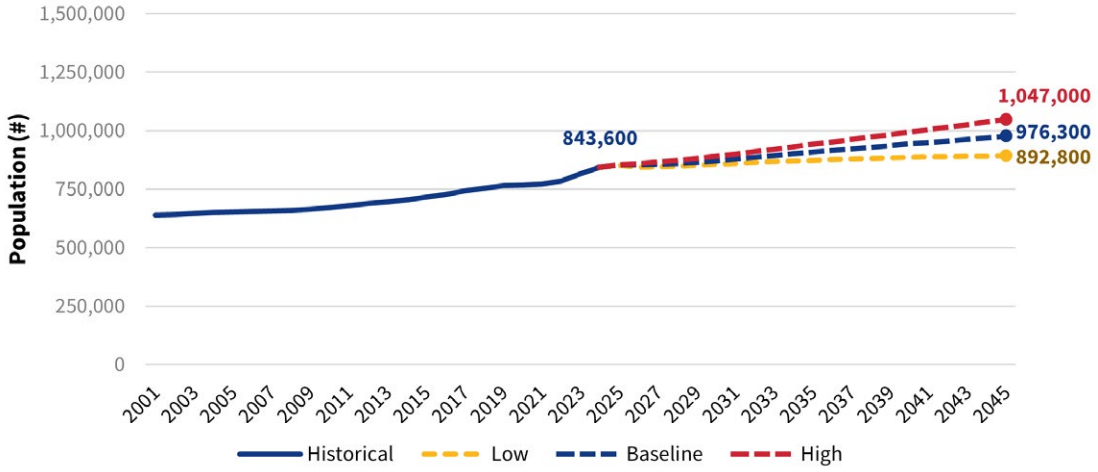
For more information, please see the **Projecting future housing needs** *(page 184)* section of the full report.

To completely eliminate core housing need and homelessness,

and address future population growth of low-income households, an estimated additional 20,743 rent-geared-to-income (RGI) housing units and at least 12,541 affordable housing units would be required over ten years.



Historic growth, population estimates, and forecasts, Winnipeg, 2001 to 2021.



Data source: Adapted from City of Winnipeg, *2025 Population Projections: For the City of Winnipeg and the Winnipeg Census Metropolitan Area (CMA)* (2025).

Policy implications

Policy implications for future consideration

Winnipeg needs to support the development of new housing to meet the needs identified by this study, including:

Affordable, rent-geared-to-income housing,
especially for the populations most impacted by core housing need including low-income single individuals, single-mother led households, Indigenous and newcomer households (especially refugees and refugee claimants).

Accessible housing,
including universal design.

Housing with supports,
including onsite wraparound supports to meet the diverse needs of different populations, including youth aging out of care and people with disabilities, including mental health supports.

Safe transitional and supportive housing,
for people who have experienced gender-based violence.

Rental housing for larger households,
(three bedrooms or more).

While new housing is needed, there are also policies needed to maintain and preserve Winnipeg's existing stock of naturally occurring affordable housing, and to support the Province of Manitoba in maintaining existing social housing stock. In general, policies are needed to make it easier to develop housing, especially housing that is affordable.

Collaboration across all levels of government is key to addressing Winnipeg's housing needs, including collaboration to enforce and strengthen policies to protect renters who experience the greatest housing needs in Winnipeg.

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For more information, please see the **Policy implications** *(page 192)* section of the full report.

Photo: Mike Peters, courtesy Tourism Winnipeg

2020 Housing Needs Assessment policy recommendations

The *2020 Comprehensive Housing Needs Assessment* made a series of policy recommendations, many of which have been fully or partially implemented by the City over the past five years.

This work, much of it enabled by the Housing Accelerator Fund, has made a significant impact towards the priorities identified in the *2020 Housing Needs Assessment*. and has the potential to be scaled up, expanded, and made permanent to address many of the policy implications identified in the *2025 Housing Needs Assessment*.

Pg. 200

For more information, please see the **2020 HNA policy recommendations** *(page 200)* section of the full report.

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