

Winnipeg

2025

# Housing Needs Assessment Report

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# Executive summary

This document describes the current state of housing needs within Winnipeg. It provides an update to the 2020 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.

## Key findings and trends

**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 primarily because of international migration. The population has grown primarily among adults aged 15 to 44 and over 60 years old.

**Demand is growing for starter homes and larger rental homes.** More Winnipeggers means more people looking for their first home. This includes homes with more bedrooms for larger families. At the same time, older adults are maintaining households longer, increasing the need for aging in place.

**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.

**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.

**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 Mature Communities with 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.

**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. 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. While 9 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.

**Housing in Winnipeg is getting more expensive, and incomes are not increasing as quickly, especially for renters. On average, homeowners 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).

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.

**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. **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.**

**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.

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

## 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.

> **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.**

## 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 or addictions support. The availability of these supports and supportive homes is inadequate, forcing some undesirable outcomes (e.g., extended hospital visits).

## Indigenous housing

> **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.**

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.

## 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.

## 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.

## 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.

## 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.

## 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.

***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.

## Policy implications

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.
- **Housing for older adults**, including affordable assisted living.
- **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.

## 2020 HNA policy recommendations

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

- Growing the City's Housing Team from one (1) permanent position to add eight (8) temporary housing positions funded by HAF
- Supporting the development of affordable housing through grants (3,852 affordable units since supported since 2020)
- Creating an Affordable Housing Concierge Service to assist non-profit and Indigenous housing providers with their application and permitting processes
- Selling and leasing City-owned land at a nominal fee for affordable, supportive, and mixed-income housing development
- Approving $52 million in tax increment financing (TIF) and capital and permit fee grants to affordable housing projects through the Affordable Housing Now program
- Zoning By-law amendments to enable development of housing consistent with *OurWinnipeg 2045* and *Complete Communities Direction Strategy 2.0* priorities

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

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

# Introduction

### *Housing is...*

… more than four walls.

… a right, supported by International, Federal, Provincial, and City of Winnipeg policies.

… safety, and those who are most vulnerable to harm are often those without safe and adequate housing.

… economic development, and a major driver of employment and revitalization in our city.

… reconciliation, with the original inhabitants of these lands being drastically overrepresented in homelessness and core housing need. Indigenous communities are also leading housing solutions.

… climate change mitigation when built sustainably, in Mature Communities, and near transit.

… integral to health and wellbeing.

… equity — with the housing needs of some populations not being adequately met by the market.

… collaboration — with all levels of government, the private, and non-profit sectors all playing an integral role.

**Housing is an integral part of every complete community in Winnipeg.**

## Context and purpose

The City of Winnipeg's 2025 Housing Needs Assessment (HNA) aims to describe the current state of housing needs within Winnipeg. It provides an update to Winnipeg's Comprehensive HNA, published in 2020. It is also a requirement of the City's Housing Accelerator Fund (HAF) Agreement with the Canada Mortgage and Housing Corporation (CMHC).

The HNA is intended to serve multiple purposes:

- As a **monitoring tool**, to be updated on a regular basis (approximately every five years), to demonstrate where progress is being made in the state of Winnipeg's housing supply and need, and where there is room for improvement.

- To **inform and guide future policies, programs, tools and initiatives**, by identifying the most significant unmet housing needs in the City, allowing future initiatives and potential investments of limited resources to be targeted for the greatest impact.
- As an informative and **informational resource** for anyone interested in learning more about the state of housing in Winnipeg, including statistics and trends, expert insights, lived experiences, lessons learned, and best practices.

## Territorial acknowledgement

Winnipeg is located in Treaty One Territory. This city lies within the homeland of the Red River Métis Nation, and traditional lands of the Anishinaabe, Ininew, and Dakota peoples, as well as being home to generations of settlers, newcomers, and refugees. Winnipeg's homes and infrastructure are sustained by resources drawn from other Treaty territories — including the waters of Shoal Lake 40 First Nation (Iskatewi-zaaga'iganiing 40) and Shoal Lake 39 First Nation (Iskatewizaagegan 39) in Treaty No. 3, and hydroelectric power generated within Treaty No. 5. The comfort and stability experienced in Winnipeg have come at a cost through displacement, environmental disruption, and the ongoing harms of precarious housing that continue to affect Indigenous Nations and peoples.

Housing in Winnipeg has long been shaped by colonial policies that created and reinforced inequities. The taking of Shoal Lake 40 lands for the city's water supply, the forced removal of Métis families from Rooster Town, and today's disproportionate housing insecurity all reflect these enduring harms.

Indigenous peoples represent about 80 percent of those experiencing homelessness, and the shortage of safe, affordable, and culturally grounded housing continues to contribute to the vulnerability of Indigenous women, girls, and Two-Spirit people — directly connected to the crisis of missing and murdered Indigenous women, girls, and gender-diverse plus peoples (MMIWG2S+).

Beyond people experiencing homelessness, many more experience unmet housing needs. People living in poverty, including an overrepresentation of Indigenous peoples in Winnipeg, are unable to afford safe homes, and commonly face eviction or get priced out of their neighbourhoods.

Winnipeg is also a place where people are building and re-establishing their homes — many of the amazing organizations in this city are providing homes to meet the needs of different populations and communities. Indigenous governments, non-profit housing providers, and developers are leading the way in this work in Winnipeg, giving hope for a brighter future for housing in Winnipeg.

In alignment with the *United Nations Declaration on the Rights of Indigenous Peoples* (*UNDRIP*), particularly Articles 21 and 23, this report affirms the right of Indigenous peoples to adequate housing and to take the lead in shaping housing solutions that uphold dignity, safety, and reconciliation.

The City is an active partner to affirming these rights and addressing housing needs in Winnipeg.

# Policy alignment

This HNA is consistent with several policy directions of the City of Winnipeg, as well as provincial, federal, and international plans and strategies. These are listed in the table below and additional details are provided in **Appendix 2: Policy alignment** (page 244), including references to relevant sections.

**Table 1:** Summary of plans and strategies this HNA is aligned with.

| Policy Type | Plans/Strategies |
|---|---|
| **City of Winnipeg** | City of Winnipeg policies that relate to housing include:<br>• *OurWinnipeg 2045* (*OurWinnipeg*)<br>• *Complete Communities Direction Strategy 2.0* (*CCDS*)<br>• *Council's Strategic Priorities Action Plan 2023-2026* (*SPAP*)<br>• *Winnipeg Poverty Reduction Strategy (2021-2031)* (*PRS*)<br>• Journey of Reconciliation (the Journey)<br>• *Winnipeg's Indigenous Accord* (*the Accord*)<br>• *Winnipeg Housing Policy*<br>• *Winnipeg's Climate Action Plan* (*WCAP*)<br>Direction provided in these documents include actions to identify housing needs and set targets, as well as goals around housing types, where they should be located, and priority populations with distinct needs. |
| **International and Federal Strategies on Indigenous Peoples and Reconciliation** | The City of Winnipeg has committed to the following international and federal strategies through the Journey and the *Accord*:<br>• *United Nations Declaration on the Rights of Indigenous Peoples* (*UNDRIP*)<br>• Truth and Reconciliation Commission (TRC) 94 *Calls to Action*<br>• The National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG) 231 *Calls for Justice*<br>By aligning with these strategies, the City recognizes that adequate housing for Indigenous people is a right. This HNA describes housing needs of Indigenous Peoples in Winnipeg, including a specific focus on gender-based housing needs. This HNA also aims to amplify Indigenous voices and provides examples of Indigenous-led, culturally safe solutions. |
| **Federal and Provincial Housing Strategies** | This HNA is also aligned with goals and objectives outlined in the following federal and provincial strategies on housing and homelessness:<br>• The *National Housing Strategy* (*NHS*)<br>• *Your Way Home: Manitoba's Plan to End Chronic Homelessness* (*Your Way Home*) |

# Contributor acknowledgements

## Project team

This report was written by the City of Winnipeg Housing Accelerator Fund team in the Office of the Chief Administrative Officer: Emma Fineblit, Mike Lennon, Lissie Rappaport, Angie Mojica Bennett and Kahla Pretty.

## Advisory committee

This work was guided by an Advisory Committee of subject-matter experts both internal and external to the City of Winnipeg, who informed the scope, content, and tone of the report and helped to connect the project team to resources and stakeholders to engage in the process. With gratitude for the thoughtful leadership of:

- Ben Simcoe, Spence Neighbourhood Association
- Candice Song and Chris Webb, Manitoba Housing
- Christina Maes-Nino, Manitoba Non-Profit Housing Association
- Greg MacPherson and Kahla Pretty, City of Winnipeg Community Development
- Hannah Schneider and Justin Quigley, End Homelessness Winnipeg
- Jessica Paley, City of Winnipeg Indigenous Relations Division
- Josh Girman, PCL Construction and End Homelessness Winnipeg Board of Directors
- Justin Dallman, City of Winnipeg Data Scientist
- Kirsten Bernas, West Central Women's Resource Centre and Right to Housing Coalition
- Naomi Gichungu, Inuka Community Development
- Scott McCullough, Institute of Urban Studies, University of Winnipeg
- Victoria Fisher, Shawenim Abinoojii

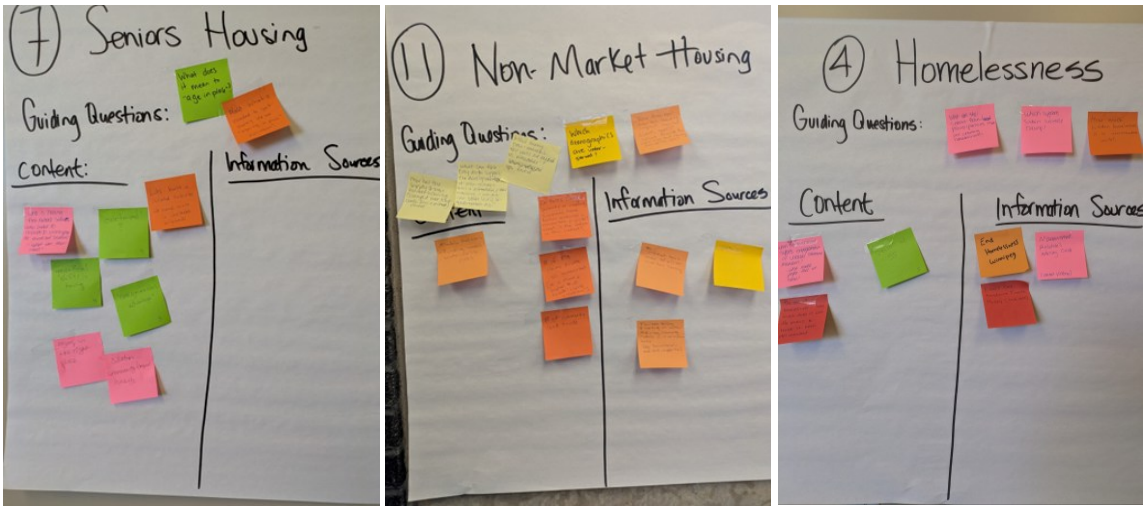



**Figure 1:** Photographs from the first Advisory Committee meeting.

## City of Winnipeg contributors

In addition to the Advisory Committee, the following teams within the City of Winnipeg Public Service were integral in contributing data and content, and reviewing this report:

- Winnipeg Fire and Paramedic Service
- Assessment and Taxation
- Planning, Property and Development
- Economic Development and Policy
- Community Development
- Community Services – Licensing and Bylaw Enforcement
- Assets and Project Management
- Indigenous Relations Division
- Marketing and Branding Division

## Community engagement

Sincere gratitude goes to the following individuals and groups for hosting and participating in engagement activities for this project, and sharing data from their own engagement activities to strengthen this report:

- 211 Manitoba
- Canadian Centre for Housing Rights
- Chalmers Neighbourhood Association
- The City's Giganawenimaanaanig committee
- CVLNS
- Eagle Urban Transition Centre
- End Homelessness Winnipeg
- Five Stones/ Unger Properties
- Home First Winnipeg
- Institute of Urban Studies
- Immigrant and Refugee Community Organization of Manitoba (IRCOM)
- Ironclad Developments
- Kinew Housing
- Longboat
- Manitoba Housing Renewal Corporation
- Manitoba League of Persons with Disabilities
- Manitoba Non-Profit Housing Association
- Manitoba Association of Newcomer Serving Organizations (MANSO)
- New Directions
- New Journey Housing (NJH)
- North End Community Renewal Corporation
- North End Women's Centre (NEWC)
- North Point Douglas Residents' Association
- Professional Property Managers Association
- Qualico
- Resource Assistance for Youth
- Sara Riel
- Shawenim Abinoojii (SAI)
- Spence Neighbourhood Association (SNA)
- Spinal Cord Injury Manitoba
- Ten Ten Sinclair
- Vivianne Fogarty
- West Broadway Community Organization
- Winnipeg Humane Society
- Winnipeg Regional Health Authority (WHRA)

# How to read this document

### *General tips*

1. Read the **Executive summary** (page 9) to learn about key findings, trends, and takeaways from this Housing Needs Assessment (HNA).
2. You can use the **Table of contents** to help you navigate to a section of the HNA that you want to learn more about.
3. Each section and major subsection of this HNA has a "Key points" box (similar to this General tips box) which summarizes major findings and trends for that topic.
4. There are other types of pop out boxes throughout this HNA. Descriptions and examples of these are shown in **Table 2**.
5. **Lists of figures, maps, and tables** are provided at the end of the report (page 203).

## Key terms

This Housing Needs Assessment uses terms that may not be familiar to everyone reading this document. The HNA also uses terms that may have multiple definitions. For that reason, **Appendix 1: Glossary** (page 215) defines these key terms to help the reader better understand and use the HNA.

Words that are defined in the glossary are underlined and highlighted the first time it is used in every section. Defined terms in yellow boxes are instead shown in **bold and dark blue**.

The Glossary also contains a list of abbreviations that are used throughout the HNA. It also provides more detail on key concepts like affordable housing, dwelling types, income categories and housing need, priority populations, and Winnipeg areas and neighbourhoods.

## Pop out boxes

There are different types of pop out boxes that are used in this HNA to help you navigate the report and understand its key findings. Examples of these pop out boxes are shown on the next page in **Table 2**.

**Table 2:** Types of text boxes used in this report and examples.

| Examples | Type of box and description |
|---|---|
| **Notes**<br>**Housing supply** in this section refers the typology of housing, or the built form of residential developments. This includes both market and non-market housing. Housing tenure (i.e., rental versus ownership) is discussed separately from housing typology.<br>Statistics Canada categorizes housing typologies into multiple dwelling types[72] based on the characteristics of the property. These include: single-detached house, semi-detached house, rowhouse, apartment (in a duplex, fewer than five storeys, five or more storeys), other single-attached house, and mobile home. These dwelling types are defined in **Appendix 1:Glossary** (page 207) and are referred to throughout this report. | **Notes and key concepts**<br>Yellow boxes contain notes about our methods and data sources. These boxes also summarize and provide definitions for key concepts discussed in that section. |
| **Key points**<br>• The 2024 Street Census counted 2,469 people experiencing homelessness - the highest count yet recorded in Winnipeg and still estimated to be a significant undercount.<br>• 80 percent of people experiencing homelessness in Winnipeg are Indigenous.<br>• Most people experiencing homelessness are not sleeping outdoors, although the prevalence and visibility of encampments in Winnipeg is also growing.<br>• The vast majority of people experiencing homelessness say that more affordable housing in Winnipeg would help them to become housed. | **Key points**<br>A summary of key points is provided at the start of each major sections and subsections in this HNA. These are shown in a light grey box with a darker grey dashed outline. |
| "The situation is urgent – on November 5th, 2024, at least 2,469 people were experiencing homelessness on a single night in Winnipeg. We heard what people need. What are we waiting for?" [48] | **Quotes and stories**<br>Light blue boxes highlight key findings from related reports. These boxes also capture stories from engagement participants (e.g., End Homelessness Winnipeg Survey, focus groups, etc.) and other key sources. |
| In the past five years, significant progress has been made towards achieving some of the recommendations and targets set out in the *2020 HNA*, and there is still much left to achieve.<br>For details, please refer to the **Projecting future housing needs** (page 175) and **Policy implications** (page 184) sections. | **References to other sections**<br>Similar to the key points boxes, references to other sections are shown in a light grey box with a darker grey dashed line.<br>If you are reading this HNA on a computer, you can click the **dark blue text** to jump to that section of the report. |
|  | **Features**<br>Feature boxes contain information on different housing organizations, providers, and/or developments in Winnipeg. These features illustrate best practices and exemplary projects that are happening in Winnipeg.<br>Unless otherwise cited, information in the feature boxes were sourced through interviews with representatives from the featured organization. |

# Methodology

## Data sources

The quantitative data contained in this report has been retrieved primarily through sources available from Statistics Canada, Canada Mortgage and Housing Corporation (CMHC), the Housing Assessment Resource Tool (HART), Manitoba Housing and Renewal Corporation (MHRC), End Homelessness Winnipeg (EHW), and the City of Winnipeg.

## Assumptions and limitations

It is important to note that there are a number of limitations and assumptions made with the data available in this report. For the most part, the data relied upon is the most dependable but also has key gaps and issues.

For more information, please see **Appendix 3: Assumptions and limitations** (page 251).

## Geographies

### *"City" versus "city"*

When included with a capital "C", **City** refers to the City of Winnipeg as the municipal corporation of The City of Winnipeg, defined under section 8 of *The City of Winnipeg Charter*.

When included with a lower case "c", **city** means the geographical area located within Winnipeg's jurisdictional boundaries.

Sometimes, different data sources use different boundaries when referring to Winnipeg. This HNA uses Winnipeg census subdivision (CSD) boundaries wherever possible, however, data at this level is not always available. For example, some data is only available at the Census Division (CDR) or Census Metropolitan Area (CMA) level. In all cases where city of Winnipeg data is not available, the geography and associated limitations are made clear.

**Table 3** summarizes the different boundaries defined by the Census, the areas they include, and how we refer to them in this HNA. For definitions of each term, please see **Appendix 1: Glossary** (page 215).

**Table 3:** Statistics Canada census geographies.

| Census geography | Included areas | How we refer to it in this HNA |
|---|---|---|
| **Winnipeg, Census Metropolitan Area (CMA)** | • Cities of Winnipeg and Selkirk<br>• Towns of Stonewall and Niverville<br>• Village of Dunnottar<br>• Rural Municipalities (RM) of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, Springfield, St. Andrews, St. Clements, St. François Xavier, Taché, and West St. Paul | Winnipeg Metropolitan Region |
| **Division No. 11, Census Division (CDR) Manitoba** | • Same boundaries as the Winnipeg Economic Region (i.e., City of Winnipeg and RM of Headingly) | Winnipeg Economic Region |
| **Winnipeg, City (CY) / Census Subdivision (CSD)** | • The city of Winnipeg | Winnipeg |

# Engagement

For the 2025 Housing Needs Assessment (HNA), it was important not only to update the quantitative data from the *2020 HNA*, but also to understand **some of the stories beyond the data** — to gain a deeper understanding of housing needs in Winnipeg.

## Advisory committee

The project was guided by an Advisory Committee of internal and external experts from the public, private, and non-profit sectors who helped inform the scope and focus of the project, ground-truth the findings, and bridge to groups with lived experience and other expertise for engagement.

## Methods used and groups engaged

The City of Winnipeg used a wide variety of qualitative research methods including focus groups, interviews and informal conversations, site visits, workshops and surveys, to engage a wide variety of subject-matter experts, including people with lived experience of unmet housing needs, for this project. Internal stakeholders from relevant departments within the City of Winnipeg were engaged as well as external experts.

## Community partners

In addition to engagement that the City led, a partnership with End Homelessness Winnipeg (EHW) allowed the City to draw on information collected from engagement activities led by EHW and other community partners, without placing unnecessary burden on community members and organizations to be re-engaged on the same topics.

For more information, please see **Appendix 4: Engagement summary** (page 254).

# *Comprehensive Housing Needs Assessment* (2020)

The City's *2020 Comprehensive Housing Needs Assessment* (*2020 HNA*)[1] made a number of policy recommendations and set targets for housing development in Winnipeg.

The *2020 HNA* called for the City to be more "hands-on" in encouraging and facilitating the development of low-income and affordable housing, using the financial and non-financial tools at the City's disposal, and especially leveraging the opportunity presented by the federal *National Housing Strategy* (*NHS*).

The 2020 HNA identified the following areas of focus to address housing needs in Winnipeg:

- Aging population
- Indigenous and newcomer households (especially larger families) struggling to find suitable, affordable housing
- Lack of affordable and social housing
- Concentration of needs and poor-quality housing in core areas of the city

Many of these issues are still present today and are outlined in this report. Targets established in the *2020 HNA* were based on current levels of core housing need and homelessness and a goal under the *NHS* to reduce chronic homelessness and core housing need by 50 percent over ten years.

In the past five years, significant progress has been made towards achieving some of the recommendations and targets set out in the *2020 HNA*, and there is still much left to achieve.

For details, please refer to the **Projecting future housing needs** (page 184) and **Policy implications** (page 192) sections.

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[1] Tom Carter et al., *City of Winnipeg Comprehensive Housing Needs Assessment* (Institute of Urban Studies, University of Winnipeg, 2020), **https://legacy.winnipeg.ca/ppd/Documents/CityPlanning/Housing/ComprehensiveHousingNeedsAssessmentReport/Comprehensive-Housing-Needs-Assessment.pdf**.

# Population

### *Key points*

- Winnipeg has an estimated 843,600 residents as of 2024.
- As of the *2021 Census*, Winnipeg's population is slightly younger, has a lower median income, and is more ethnically diverse than the Canadian average.[2] Winnipeg's median age was 39 years old, while the Canadian median age was 42 years old. Winnipeg's median individual income was $39,600, while the Canadian median individual income was $41,200. Approximately 34.4 percent of Winnipeg's population was of visible minority groups, as compared with Canada's average of 26.5 percent.
- Winnipeg has seen large population growth in the last decade, especially compared to previous time periods. Winnipeg grew 9.2 percent in just three years, averaging 23,000 additional people per year — more-than-double the typical annual growth observed between 2010 and 2019.
- The recent jump in population growth has been driven primarily by immigration and non-permanent residents. Recent population growth is comprised primarily of individuals aged 15 to 44, and older adults.
- Growth is adding demand pressure to starter homes and rental homes with multiple bedrooms to accommodate larger households. Simultaneously, an aging population means greater need for assisted living facilities and accommodations for aging in place.

## Population growth

### *Census counts versus population estimates*

Census counts are door-to-door population enumerations conducted by Statistics Canada every five years. Census counts miss a small proportion of the population, including individuals who are unhoused or otherwise not reached during the census count.

Population estimates conducted by Statistics Canada and are based on census counts, adjusted for census net under coverage (CNU), and for the net change from births, deaths, and migration counts. CNU is the net number of people missed by a census.

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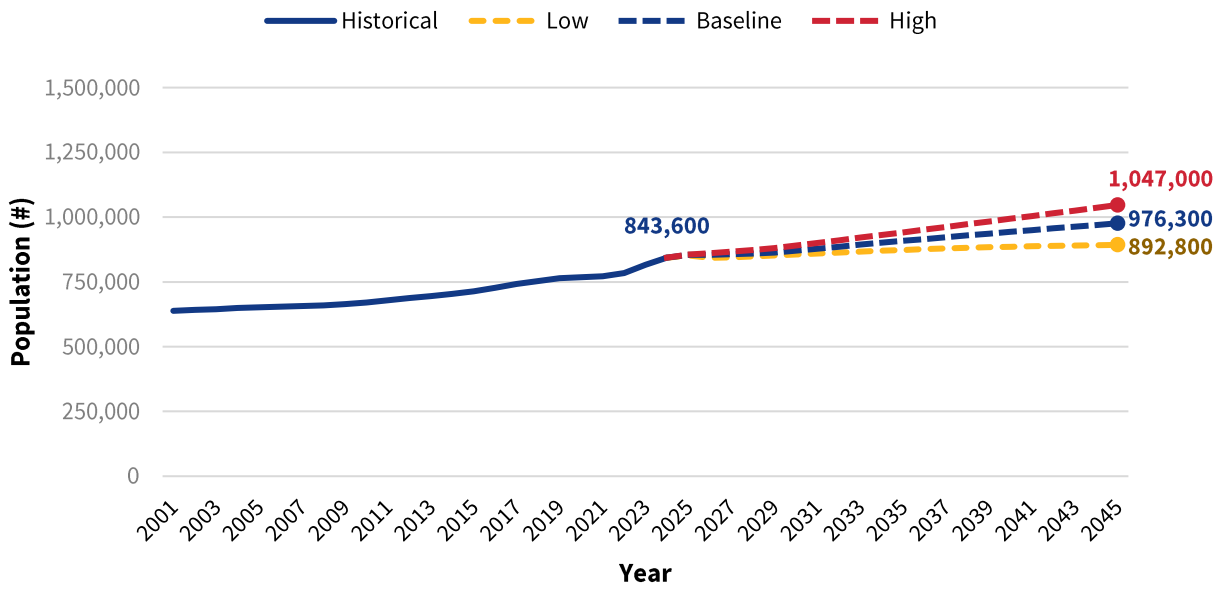
[2] Statistics Canada, *2021 Census of Population*, Census Profile (Ottawa, 2023), **https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E**, Winnipeg, City (CY) Manitoba [CSD].

As shown in **Figure 2**, Winnipeg's population has increased steadily over the past two decades. According to Statistics Canada, the number of people living in Winnipeg has increased by over 130,000 people between the 2001 and 2021 Census periods — rising from 619,544 to 749,607, or a 21 percent increase over 20 years. By comparison, the population increased by only 9.8 percent in the prior 20 years (1981 to 2001). Between 2016 and 2021, Winnipeg's population grew by 6.3 percent, from 705,244 to 749,607.

When looking at population estimates, Winnipeg's 2024 estimate was 843,600, marking an increase of 71,300 residents (9.2 percent) in just three years since the 2021 estimate of 772,300. Growth over the last three years has averaged 23,000 people per year, which is more-than-double the typical annual growth observed between 2010 and 2019.

For more information, see **Causes of recent population growth** (page 29), **Impacts of population growth** (page 32), and **Age** (page 33).

**Figure 2:** Historic growth, population estimates, and forecasts, Winnipeg, 2001 to 2045.[3]




[3] Adapted from City of Winnipeg, *2025 Population Projections: For the City of Winnipeg and the Winnipeg Census Metropolitan Area (CMA)* (2025), **https://legacy.winnipeg.ca/cao/pdfs/2025-Population-Projections.pdf**, 5.

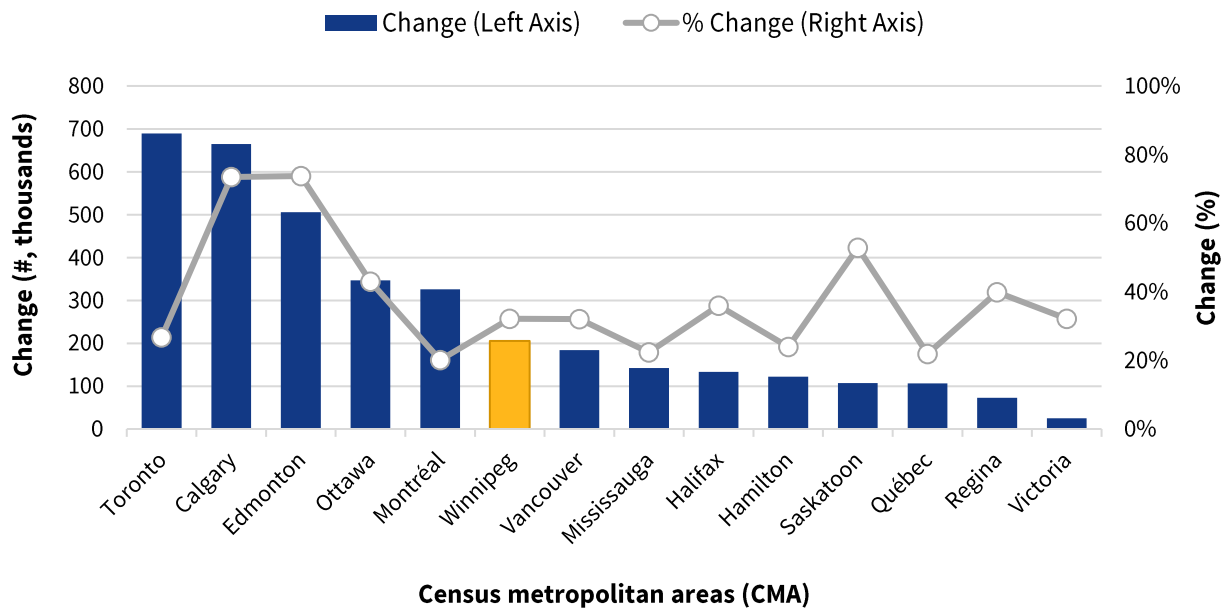
## Population projections

**Figure 2** also shows high-, baseline, and low-growth scenarios which project how Winnipeg's population may grow over the next 20 years. By 2045, Winnipeg may have a population of up to 1,047,000 residents at the high-end. This represents a growth rate of between 5.8 percent to a high of 24.1 percent. Several factors can influence and make future population difficult to forecast, including "uncertainty about future federal immigration policy beyond the current government's term, trends in fertility rates, and interprovincial migration patterns".[4]

## Comparison with other Canadian cities

While recent population growth is likely to have a notable impact on Winnipeg's housing market, other Canadian cities are facing similar growth trends. When compared to other mid-sized cities in Canada, recent rates of growth within the Winnipeg Metropolitan Region have been 'middle of the pack' (see **Figure 3** and **Table 4**). For example, while Winnipeg's population grew by 21 percent between 2001 and 2021, Edmonton's population increased by 51.8 percent over the same time period.

**Figure 3:** Change in population by census metropolitan area, Winnipeg Metropolitan Region and other CMAs, 2001 to 2024.[5]




[4] City of Winnipeg, *Population Projections*, 7.

[5] Statistics Canada, Table 17-10-0155-01, Population estimates, July 1, by census subdivision, 2021 boundaries.

Population growth in Saskatoon also outpaced that of Winnipeg, increasing by 35.2 percent between 2001 and 2021. By contrast, Quebec and Hamilton demonstrated slower growth rates than Winnipeg during the same period. As population growth drives housing demand, Winnipeg's overall housing demand would be considered in the moderate range, compared to these cities.

**Table 4:** Population growth, Winnipeg and comparison cities, 2001 to 2021.

| City | 2001 *(base)* | 2006 | | 2011 | | 2016 | | 2021 | | 2001 to 2021 |
|---|---|---|---|---|---|---|---|---|---|---|
| | | # | %* | # | %* | # | %* | # | %* | |
| Edmonton | 666,104 | 730,372 | 9.6 | 812,201 | 11.2 | 933,088 | 14.9 | 1,010,899 | 8.3 | 51.8% |
| Calgary | 879,003 | 988,812 | 12.5 | 1,096,833 | 10.9 | 1,239,220 | 13.0 | 1,306,784 | 5.5 | 48.7% |
| Saskatoon | 196,861 | 202,408 | 2.8 | 222,189 | 9.8 | 247,201 | 11.3 | 266,141 | 7.7 | 35.2% |
| Regina | 178,225 | 179,282 | 0.6 | 193,100 | 7.7 | 215,106 | 11.4 | 226,404 | 5.3 | 27.0% |
| **Winnipeg** | **619,544** | **633,451** | **2.2** | **663,617** | **4.8** | **705,244** | **6.3** | **749,607** | **6.3** | **21.0%** |
| Hamilton | 490,268 | 504,559 | 2.9 | 519,949 | 3.1 | 536,917 | 3.3 | 569,353 | 6.0 | 16.1% |
| Quebec | 476,330 | 491,142 | 3.1 | 516,622 | 5.2 | 531,902 | 3.0 | 549,459 | 3.3 | 15.4% |

* = percent (%) change from previous Census period (e.g., 2001 to 2006)

## Causes of recent population growth

### *Notes*

While the Components of Population breakdown is not available for Winnipeg at the **census subdivision** level, it is available for the **Winnipeg Economic Region**. The Winnipeg Economic Region includes the City of Winnipeg and the RM of Headingley. However, the following data largely applies to the City of Winnipeg since it comprises 99.4 percent of Economic Region's population.

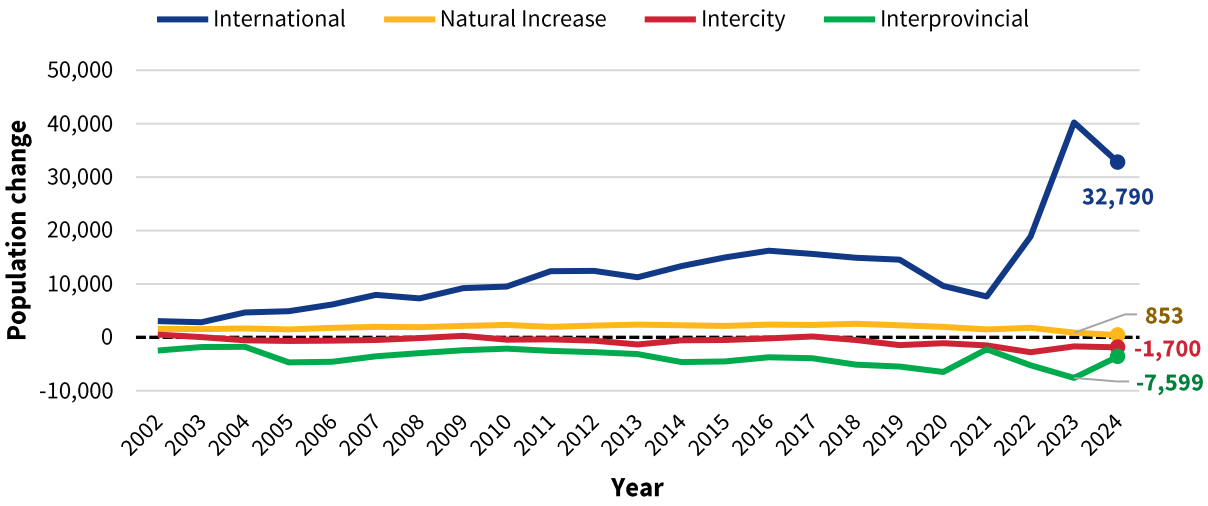
Each annual population count is a mid-year count (e.g., the 2024 count is the population change between July 1, 2023 and June 30, 2024).

Winnipeg's population growth can be broken down into four general components, which include:

- Natural increase
- International migration
- Interprovincial migration
- Intercity (intraprovincial) migration

Trends related to these components of population growth are illustrated in **Figure 4** and are further discussed in the following sections below.

**Figure 4:** Components of population change, natural increase and net migration by source, Winnipeg Economic Region, 2002 to 2024.[6]




## Natural population growth

Like most urban areas in Canada, Winnipeg has seen a recent decline in birth rates.

The Winnipeg Economic Region count for 2001/2002 had 7,089 births, increasing to 8,698 by 2017/2018, representing a 23 percent increase. Since that time births have decreased to 7,610, representing a 13 percent decrease.

The *Winnipeg Health Region Community Health Assessment*[7] found significant variation in birth rates across the city. Their report used 23 pre-defined neighbourhood clusters used to differentiate community health information. The City's average birth rate in 2016/2017 was 48 births per 1,000 women ages 15 to 45. The Point Douglas South neighbourhood cluster had a birth rate of 83.7 while the River Heights East cluster had a birth rate of only 29.9. The Point Douglas South cluster area had the lowest income of the 23 clusters and had the highest proportion of Indigenous residents at 44.4 percent of the population, as compared to the City's average at 12.2 percent of the population.

Deaths have had an increasing impact as a result of Winnipeg's aging population, increasing by 31 percent between 2002 and 2024, from 5,480 to 7,196 deaths per year. This trend is likely to increase over the near future, as a greater proportion of Winnipeg's population is comprised of older adults.

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[6] Data source: Statistics Canada, 'Table 17-10-0151-01 Components of Population Change by Economic Region, 2021 Boundaries', 15 October 2025, **https://doi.org/10.25318/1710015101-eng**.

[7] Yang Cui et al., *Winnipeg Health Region Community Health Assessment 2019* (Centre for Healthcare Innovation (CHI) & Winnipeg Regional Health Authority, 2019), **https://wrha.mb.ca/files/cha-2019-full-report.pdf**.

## International migration

International migration has long been identified as the main contributor to growth within Winnipeg. Primarily because of Manitoba's Provincial Nominee Program, immigration has steadily increased since the early 2000s. While immigration levels slowed during the pandemic, the federal government allowed for increased temporary foreign worker permits to address Canada's labour shortage.[8] This change in federal immigration policy increased international migration significantly between 2022 and 2024, becoming a key driver in Winnipeg's recent population growth. Annual net international migration peaked in 2022/2023 with 20,101 immigrants and 21,296 non-permanent residents (NPRs).

However, federal policy has since changed. The *City of Winnipeg 25-Year Population, Housing and Employment Projections 2025 Update*[9] forecasts a significant reduction in the number of immigrations and a net decrease in the number of non-permanent residents in 2025 as a result of changing federal policy. New growth from temporary immigration will likely be minimal over the next few years and may have associated impacts on housing demand.

## Interprovincial migration

Winnipeg has had a net loss of residents to other Canadian provinces annually since the early 1980s. The net loss is generally less than 5,000, although the loss increased beyond 5,000 starting in 2017/2018 and went as high as 7,600 in 2022/2023. The net loss was lower in 2020/2021, with fewer people moving during the pandemic. The 2023/2024 net loss decreased to 3,600. A net annual loss of several thousand is likely to continue in the coming years and would be consistent with recent history.

## Intraprovincial migration

While Winnipeg has new residents moving from other parts of Manitoba annually, it also has a large number of residents who move outside the city borders and into the Winnipeg Metropolitan Region.

The outmigration from the Winnipeg Economic Region to the Winnipeg Metropolitan Region has been increasing most of the last 20 years, from approximately 400 to 650 residents annually between 2001/02 and 2005/06 to over 2,300 residents annually between 2021/22 and 2023/24. While there was a significant decrease (of 67 percent) in outmigration between 2012/13 to 2015/16, outmigration began increasing again from 493 in 2015/16 to 2,317 in 2023/24 and has been at its highest since the pandemic.

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[8] Julien Champagne et al., *The Shift in Canadian Immigration Composition and Its Effect on Wages*, Staff Discussion Paper (Bank of Canada, n.d.), **https://www.bankofcanada.ca/wp-content/uploads/2025/05/sdp2025-8.pdf**, 6-7.

[9] City of Winnipeg, *Population Projections.*

A 2024 Statistics Canada analysis[10] measuring the extent of sprawl in six CMAs found that sprawl (people moving from within Winnipeg to rural areas surrounding the city) is highest among owner-occupants who are younger adults, couples, or recent immigrants.

The number of individuals who move from other parts of Manitoba to Winnipeg annually is not readily available.

## Impacts of population growth

These trends are impacting Winnipeg's housing market in several ways. While birth rates are declining, the increase in youth and adults aged 15 to 44 adds pressure for dwellings with multiple bedrooms and starter homes to accommodate families.

Simultaneously, older adults are increasing as a proportion of the population. While some older adults downsize to a smaller property or rental accommodation, a large proportion are choosing to age at home[11] for multiple reasons discussed further under **Housing for older adults** (page 146). While some homes will likely be resold as older adults continue to age, there is an increasing need to accommodate aging in place — the ability to stay in one's community as they age. Aging adults means a greater need for accessible home design, home-based supports, and housing that is within proximity to local amenities. There are gaps in the availability of affordable Assisted Living and accessible units on the market.

Population growth, particularly recent growth, was likely primarily absorbed into the rental market. This is consistent with the decline in rental vacancy rates during the same period. The recent changes in federal policy and anticipated reduction in temporary residents may lead to higher rental vacancies. Rental housing may still have strong demand as affordability issues are worsening overall. Rental issues and vacancy rates are discussed in greater detail under the **Housing supply** section (page 73).

While population increases have added pressure towards increasing Winnipeg's housing supply, the projected reduction in population growth may reduce these pressures and may, in part, mitigate ongoing increases in housing costs.

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[10] Radu Andrei Pârvulescu et al., *New Housing Supply: Urban Sprawl and Densification* (Statistics Canada, 2024), **https://www150.statcan.gc.ca/n1/pub/46-28-0001/2024001/article/00003-eng.htm**.

[11] CMHC, *Housing Market Insight: Canadian Metropolitan Areas*, Housing Market Information (2023), **https://assets.cmhc-schl.gc.ca/sites/cmhc/professional/housing-markets-data-and-research/market-reports/housing-market-insight/2023/housing-market-insight-canada-m11-en.pdf?rev=5c8061aa-7f46-4750-a20f-e60f134e8c0a**.

# Population groups

This section gives a snapshot of Winnipeg's demographic composition. The housing needs of specific population groups in Winnipeg is elaborated on in **Specific housing needs** (page 130).

## Indigenous identity

Approximately 96,900 residents (13.1 percent of the city's population) were of Indigenous ancestry, while the Canadian average is 5 percent of residents with Indigenous ancestry. More than half (53 percent) of Indigenous people in Winnipeg are of Métis identity. This is a significantly higher proportion than the rest of Canada (34 percent of Indigenous people identifying as Métis).

## Racialized groups

In 2021, an estimated 253,635 residents (34.4 percent of the city population) were of visible minority or racialized groups, while the Canadian average is 26.5 percent of residents being from a racialized group.

## Age

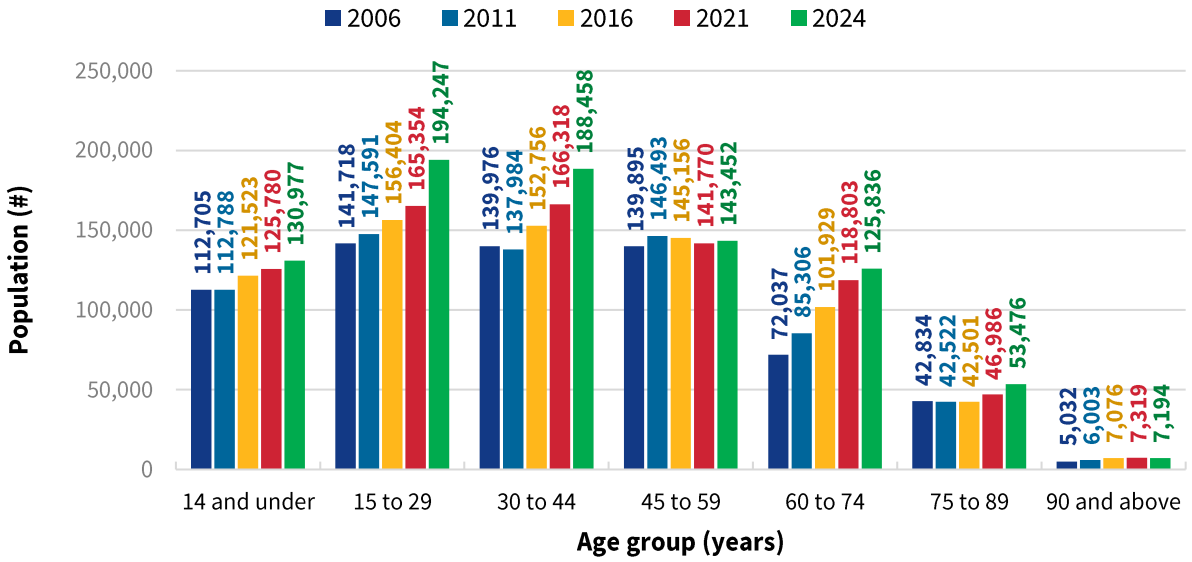
As of the 2021 Census, Winnipeg's median age was 39 years old, which is younger than the Canadian median age (42 years old).

**Figure 5** illustrates how age groups have changed over time (2006 to 2024). Each bar represents the number of people in that age group in that year. Between 2006 and 2024 Winnipeg had a small increase in the number of young children, and much larger increases in the numbers of individuals between the ages of 15 to 39 years, and 60 to 74 years.

While the median age remained steady around 39 years old between 2008 and 2024, the proportion of residents over the age of 65 has risen from 13.8 percent to 16.4 percent of the population, increasing from 90,500 to 138,700 estimated residents.  Winnipeg is not alone in the trend of increasing older adults.[12]

[12] Statistics Canada, 'Table 17-10-0148-01  Population Estimates, July 1, by Census Metropolitan Area and Census Agglomeration, 2021 Boundaries', 16 January 2025, **https://doi.org/10.25318/1710014801-eng**.

**Figure 5:** Population by age group and year, Winnipeg, 2006 to 2024.[13]




## Recent immigrants

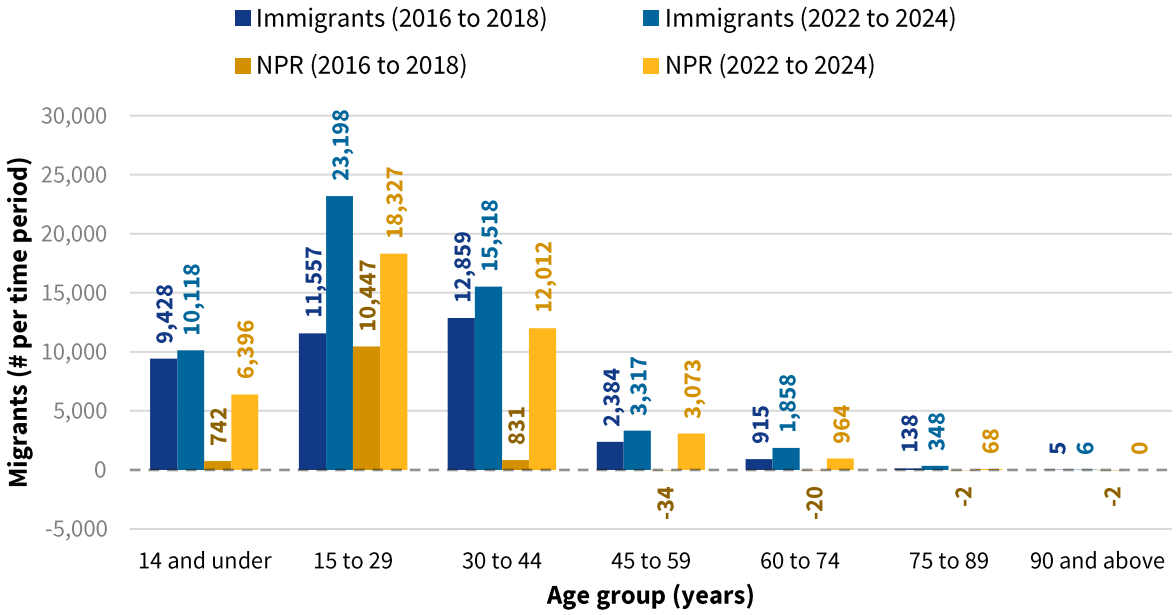
Statistics Canada data for the Winnipeg Economic Region breaks down components of population change (see **Causes of recent population growth**, starting on page 29) by age. **Figure 6** breaks down the distribution of recent immigrants and non-permanent residents by age, for the time periods of 2016 to 2018, and of 2022 to 2024.

Recent immigrants between 2022 to 2024 were primarily between the ages of 20 and 34. This is a shift towards younger adults when compared to recent immigrants between 2016 and 2018, particularly in the numbers of adults aged 20 to 24.

Non-permanent residents remain primarily in the 15- to 19-years age group. When isolating for individual ages, the largest increase was adults aged 18 to 20, primarily international students. However, non-permanent residents have also increased substantially among adults aged 30 to 44, increasing from 831 net non-permanent residents between 2016 and 2018 to 12,012 residents between 2022 and 2024 (more than a 13-fold increase), along with a smaller increase of young children. Recent federal government reductions in non-permanent resident permits will likely decrease these segments of the population as permits expire over the next couple years.

[13] Data source: Statistics Canada, 'Table 17-10-0151-01 Components of Population Change by Economic Region, 2021 Boundaries', 15 October 2025, **https://doi.org/10.25318/1710015101-eng**.

**Figure 6:** Recent immigrants and non-permanent residents (NPR) by age, Winnipeg Economic Region, 2016–2018 and 2022–2024.[14]




[14] Data source: Statistics Canada, 'Table 17-10-0151-01', Winnipeg Economic Region.

# Population by household

### *Households*

Population statistics are commonly broken down into **households**, which refers to a person or group of persons who occupy the same dwelling. This can help identify how many and what types of housing are required to adequately house Winnipeg's residents. Household statistics available through the Census do not account for all residents, such as people experiencing homelessness, or residents otherwise missed during census counts.

### *Key points*

- Households maintained by individuals in the age groups of 15 to 24 years and 25 to 34 years have decreased since 2001, and households maintained by older adults (65+) have increased in this time period. This could be a sign that younger adults are staying with parents longer and a greater proportion of older adults are maintaining households, perhaps because they don't have other affordable or appropriate options to downsize.
- Newly populated neighbourhoods tend to have larger household sizes, such as in the North Inkster and Bridgwater areas. This could reflect larger homes and rentals with more bedrooms in these neighbourhoods. Also, multiple established neighbourhoods located away from the Downtown have larger household sizes, such as Windsor Park, Charleswood, and the north-eastern, and north-western parts of the city.
- Renter households in the Winnipeg Metropolitan Region in 2023 had a median household income of $53,200, while owner households had a median household income of $110,500 (more than double that of renters).
- Winnipeggers' spending power is decreasing. Between 2020 and 2023, while median incomes in the Winnipeg Metropolitan Region appear to be increasing, when adjusting for price inflation, incomes have actually decreased by 1.7 percent.
- Neighbourhoods with the lowest incomes are concentrated in the centre of the city, particularly in the West Broadway, Centennial, Spence, Lord Selkirk Park, and Logan C.P.R. neighbourhoods. Although there are also neighbourhoods or portions of neighbourhoods with low median incomes throughout the city.

**Between 2016 and 2021, the number of Winnipeg households grew from 281,046 to 300,431 (6.9 percent increase). Approximately 37 percent of Winnipeg's households were renter households.**

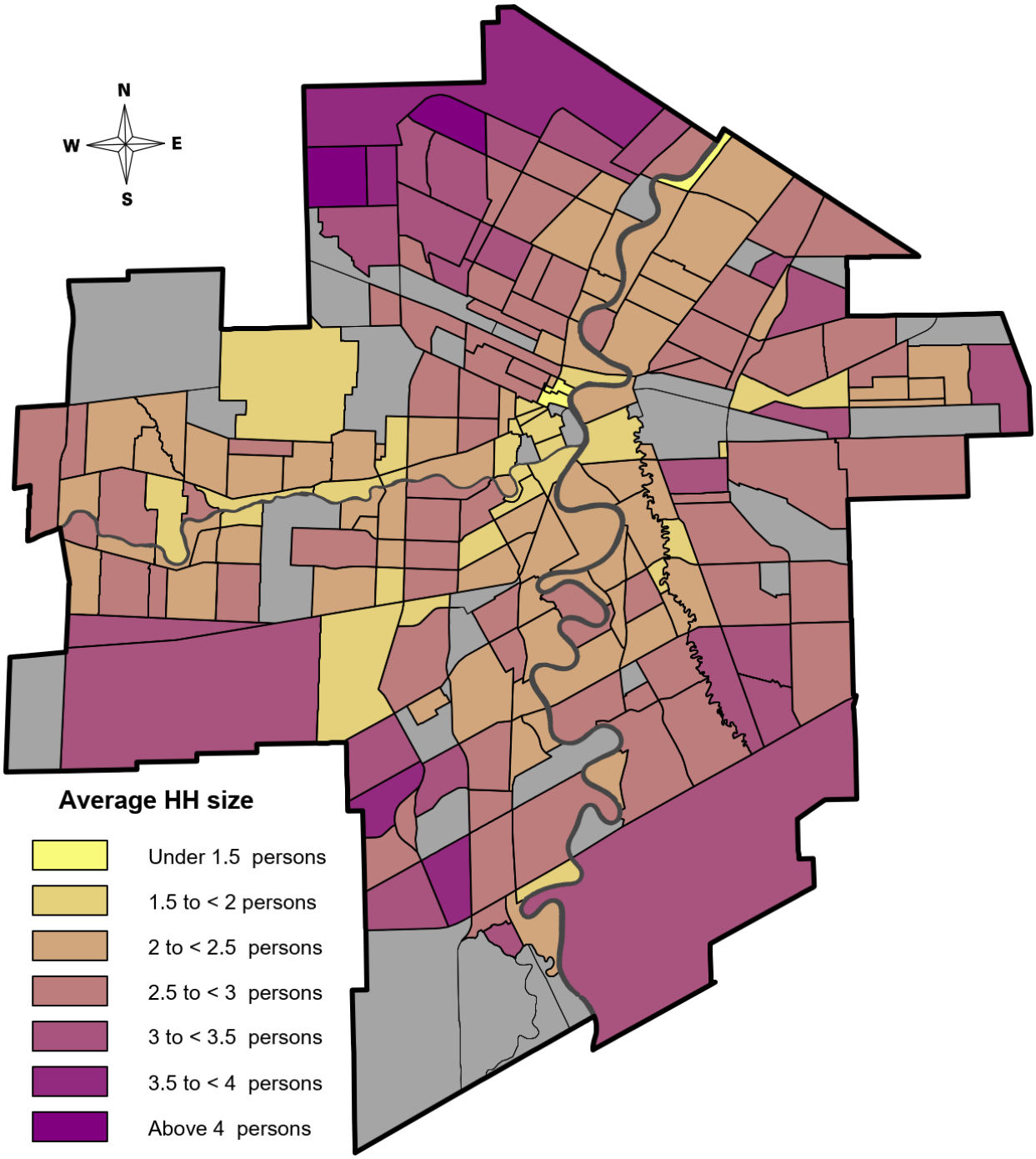
## Household size

Between 2006 and 2011, the average household size remained at 2.4 persons per household. This average increased slightly to 2.5 persons per household between 2016 and 2021.[15] Breaking down household size by neighbourhood reveals that smaller households tend to be concentrated in central neighbourhoods, with the largest households in newer suburban and rural neighbourhoods, as shown in **Map 1**.

Comparing household sizes by neighbourhood between 2011 and 2021 reveals newly populated neighbourhoods tend to have larger household sizes, such as in the North Inkster and Bridgwater areas. This could reflect larger homes and rentals with more bedrooms in these neighbourhoods, discussed further in the **Core housing need** section (page 57).

[15] Statistics Canada, *2021 Census*.

**Map 1:** Average household size by neighbourhood, Winnipeg, 2021.[16]




[16] Data source: Statistics Canada, *2021 Census of Population*, Census Profile (Ottawa, 2023), **https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E**.

# Primary household maintainer rates

### *Primary household maintainer*

As defined by Statistics Canada, the **primary household maintainer** is the "first person in the household identified as someone who pays the rent or the mortgage, or the taxes, or the electricity bill, and so on, for the dwelling."[17]

Determining the age of the primary household maintainer(s) can provide a proportion of households maintained independently within different age groups. This gives a sense of the demand for housing within different age brackets.

**Table 5** summarizes changes to primary household maintainer rates by age group from 2001 to 2021. During this time, the proportion of households maintained by individuals aged 15 to 24 decreased from 15.1 percent to 11.8 percent. Similarly, households maintained by adults ages 25 to 34 years have decreased from 48 percent to 42.3 percent. This means that over this period, Winnipeggers within these age groups are less likely to head their own household, which could be a sign that younger adults are staying with parents longer. A greater proportion of older adults are maintaining households, as headship rates among adults ages 75 and over have increased during this period from 66.4 percent to 70.7 percent. This also likely points to older adults maintaining their homes and not downsizing due to lack of desirable or affordable alternatives.

**Table 5:** Primary household maintainer rates by age group, Winnipeg, 2001 to 2021.[18]

| Age Group | 2001 | 2006 | 2011 | 2016 | 2021 |
|---|---|---|---|---|---|
| **15 to 24 years** | 15.1% | 13.7% | 11.3% | 10.3% | 11.8% |
| **25 to 34 years** | 48.6% | 48.0% | 45.9% | 43.7% | 42.3% |
| **35 to 44 years** | 56.3% | 56.6% | 54.2% | 54.3% | 54.1% |
| **45 to 54 years** | 58.5% | 59.0% | 58.5% | 58.5% | 57.4% |
| **55 to 64 years** | 59.7% | 60.2% | 60.9% | 60.9% | 61.0% |
| **65 to 74 years** | 63.2% | 64.2% | 61.5% | 63.2% | 62.6% |
| **75 years and over** | 66.4% | 74.2% | 62.3% | 72.2% | 70.7% |

[17] Statistics Canada, 'Primary Household Maintainer', Dictionary, Census of Population, 2021, 17 November 2021, **https://www12.statcan.gc.ca/census-recensement/2021/ref/dict/az/definition-eng.cfm?ID=households-menage020**.

[18] Sources: Carter et al., *2020 HNA.*; HART, 'Housing Needs Assessment Tool', 2025, **https://hart.ubc.ca/housing-needs-assessment-tool/**.

Adults maintaining households into higher age groups is a growing trend across Canada. A 2023 CMHC study[19] found that between 2016 and 2021, 21.5 percent of adults 75 to 79 years old sold their home, while this increased by ten to 15 percent for each higher five-year age increment, rising to 55.3 percent among adults 85 to 89 years old. The proportion of adults 75 years of age and over selling their homes has been decreasing over the decades. The study found that older adults do move into smaller units, or downsize into condominiums or rental accommodations, but only to a small extent.

## Household incomes

In 2020 Winnipeg's median household income was $80,000, a 17.1 percent increase from 2015 when it was $68,331. During this same period, Winnipeg's overall price inflation increased by 8.4 percent, resulting in higher costs of living and reducing Winnipeggers' spending power. Overall price inflation has increased by an additional 16.7 percent between 2020 and 2024,[20] resulting from pandemic effects and growing international trade tensions.

Income data since 2020 is not available for Winnipeg, but it is available for the Winnipeg Metropolitan Region through the *Canadian Income Survey*. Between 2020 and 2023, median incomes in the Winnipeg Metropolitan Region decreased by 1.7 percent, when adjusted for price inflation[21].

As shown in **Figure 7**, median household incomes in the Winnipeg Metropolitan Region are lower than those in comparable CMAs, although they are fairly consistent with the Canadian average. Since 2015, Winnipeg Metropolitan Region incomes (adjusted for inflation) have risen slightly, while some other CMAs, such as Edmonton and Saskatoon have had reduced household incomes.

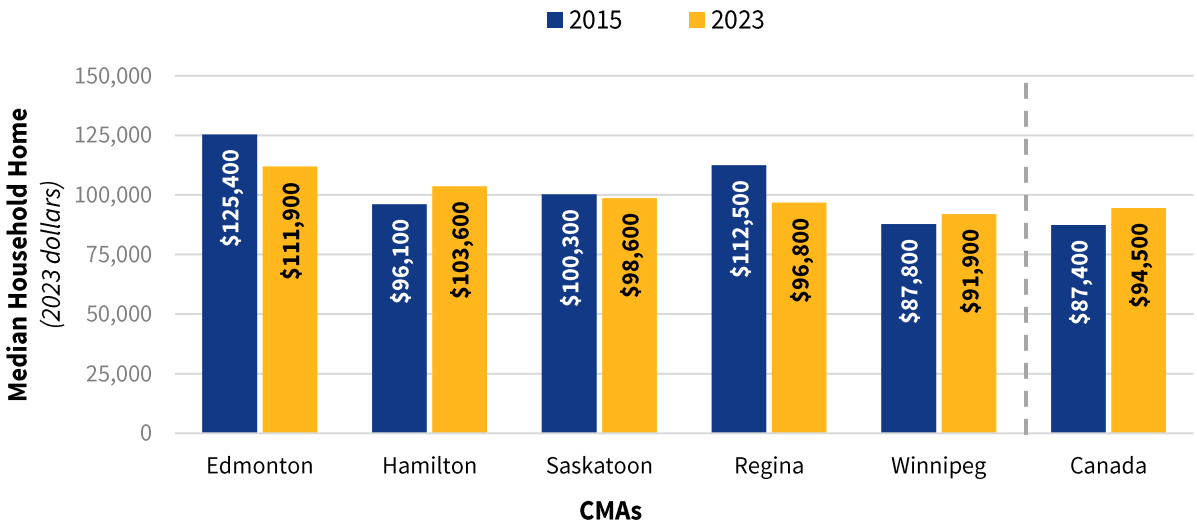
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19 CMHC, *Housing Market Insight: Canadian Metropolitan Areas.*

20 Statistics Canada, 'Table 18-10-0005-01 Consumer Price Index, Annual Average, Not Seasonally Adjusted', 21 January 2025, **https://doi.org/10.25318/1810000501-eng**.

21 CMHC, 'Real Median Total Household Income (Before Taxes), by Tenure, 2006 – 2023', 22 June 2025, **https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-data/data-tables/household-characteristics/real-median-total-household-income-before-taxes**.

**Figure 7:** Median household income (before tax), Winnipeg and comparison CMAs, 2015 and 2023.[22]




### *Data limitation: CMAs*

This data uses **Census Metropolitan Area** (CMA) geographies (i.e., the Winnipeg Metropolitan Region), as it provides the most up to date information. However, it is important to caution the limitations of using CMA level data.

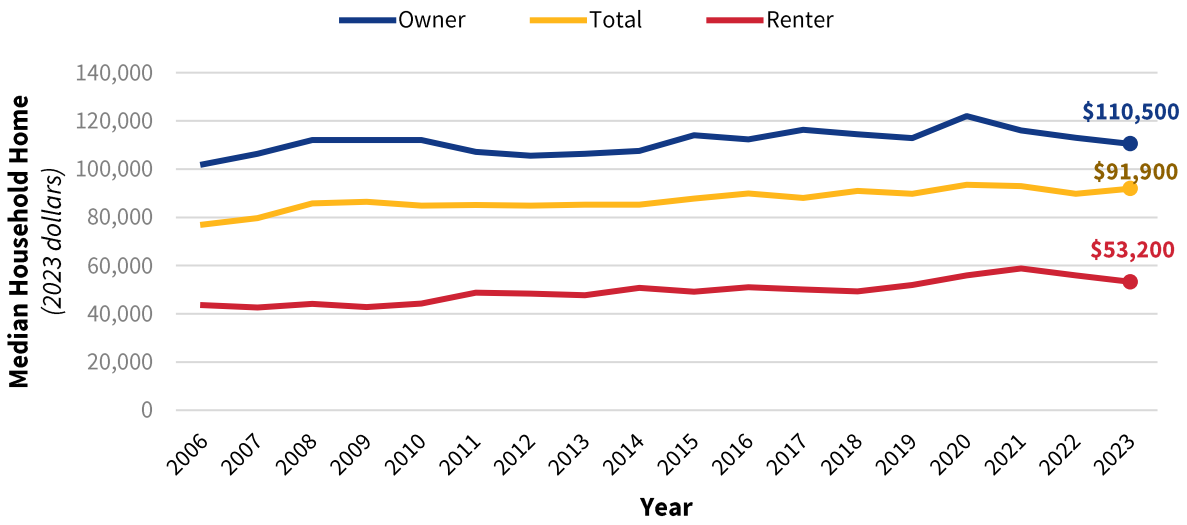
Using data at the CMA level skews **homeowner** incomes upwards. While Winnipeg comprises 91 percent of CMA households, the median CMA income reported in the 2021 census was $83,000, compared to the City's median income of $80,000. This means the median CMA income for the 29,890 households outside of Winnipeg was approximately $113,154. Additionally, 91 percent of households within the CMA outside the city border were owner-households, whereas only 63 percent of households within the city were owner-households.

## By tenure

Owner households in the Winnipeg Metropolitan Region make more than double the income of renters. **Figure 8** compares renter and homeowner incomes, showing a stark difference in financial capacity. Owner households reported by CMHC in the Winnipeg Metropolitan Region for 2023 had a median household income of $110,500, while renter households had a median household income of $53,200.

[22] Data source: CMHC, 'Real Median Total Household Income (Before Taxes)'.

**Figure 8:** Median household income (before tax) by tenure, Winnipeg Metropolitan Region, 2006 to 2023.[23]




Larger households (with more income earners) can be a contributing factor to homeownership, as dual income households will have greater capacity to purchase a home. However, other factors contribute to this difference, such as familial support and intergenerational wealth. A 2025 Statistics Canada report[24] found that the median inheritance of Canadian renters in 2023 was $29,800 versus $85,100 for homeowners. Forty-two percent of homeowners had familial support for the purpose of purchasing a home, while only 9.5 percent or renters received this support. Homeownership contributes substantially to household equity. Real estate equity represented 42 percent of Canadian household wealth in 2023.

[23] Data source: Data source: CMHC, 'Real Median Total Household Income (Before Taxes)'.

[24] Carter McCormack and Timothy Sheridan, *Familial Support in Entering the Canadian Housing Market*, Economic and Social Reports (Statistics Canada, 2025), **https://www150.statcan.gc.ca/n1/pub/36-28-0001/2025003/article/00001-eng.htm**.

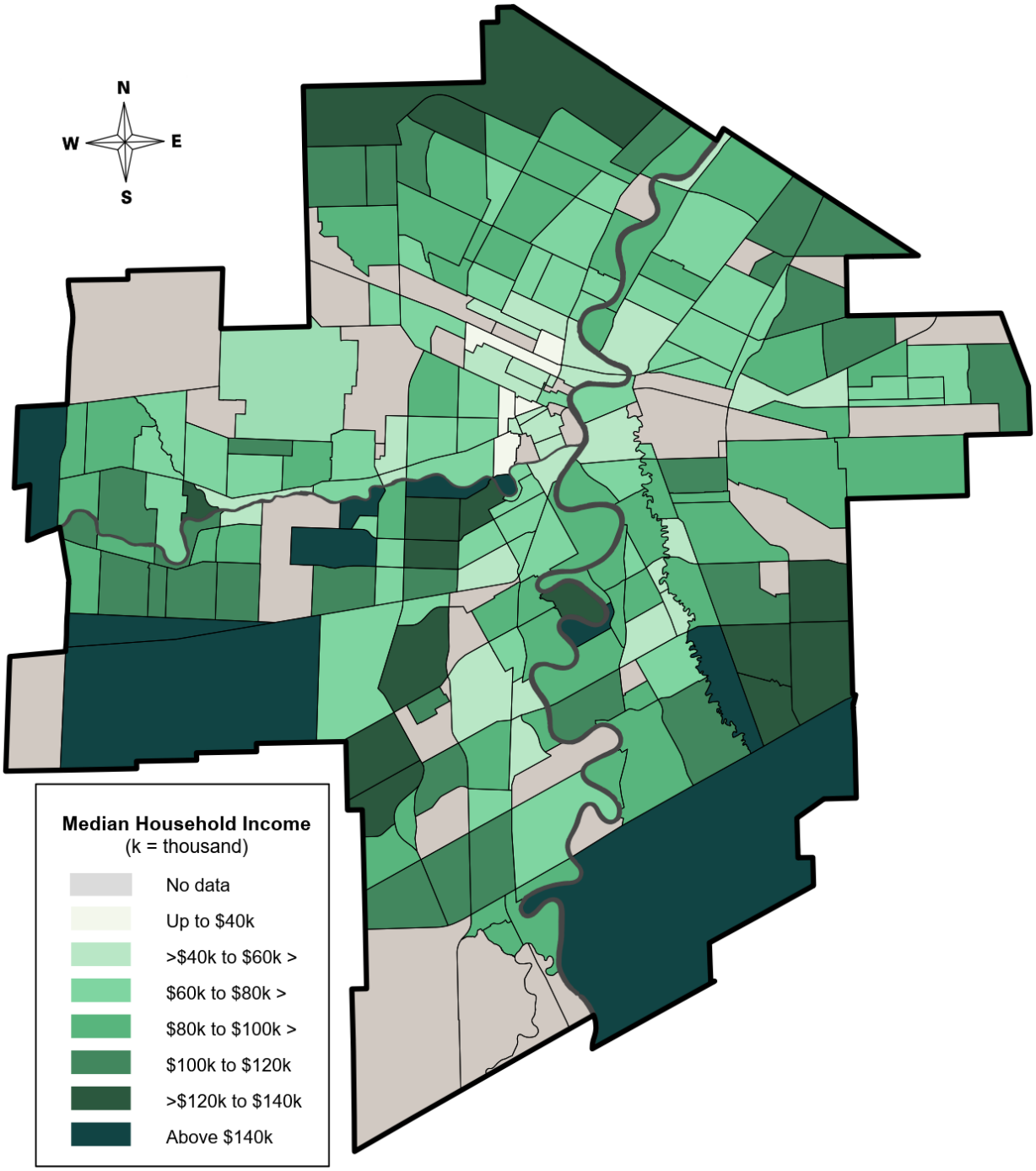
## By neighbourhood

As shown in **Map 2**, neighbourhoods with the lowest incomes are concentrated in the centre of the city, particularly in the West Broadway, Centennial, Spence, Lord Selkirk Park, and Logan C.P.R. neighbourhoods. Although there are select neighbourhoods or portions of neighbourhoods with low median incomes throughout the city.

**Map 3** breaks down income further by dissemination area and uses the Market Basket Measure (MBM), which is Canada's official measure of poverty.[25] This map allows for distinguishing areas of poverty within otherwise higher income neighbourhoods. Some trends emerge where areas of higher poverty exist, such as the area surrounding the University of Manitoba, mobile-home parks, social housing complexes, and areas where housing typologies or the age and price of homes might cater towards lower-income households.

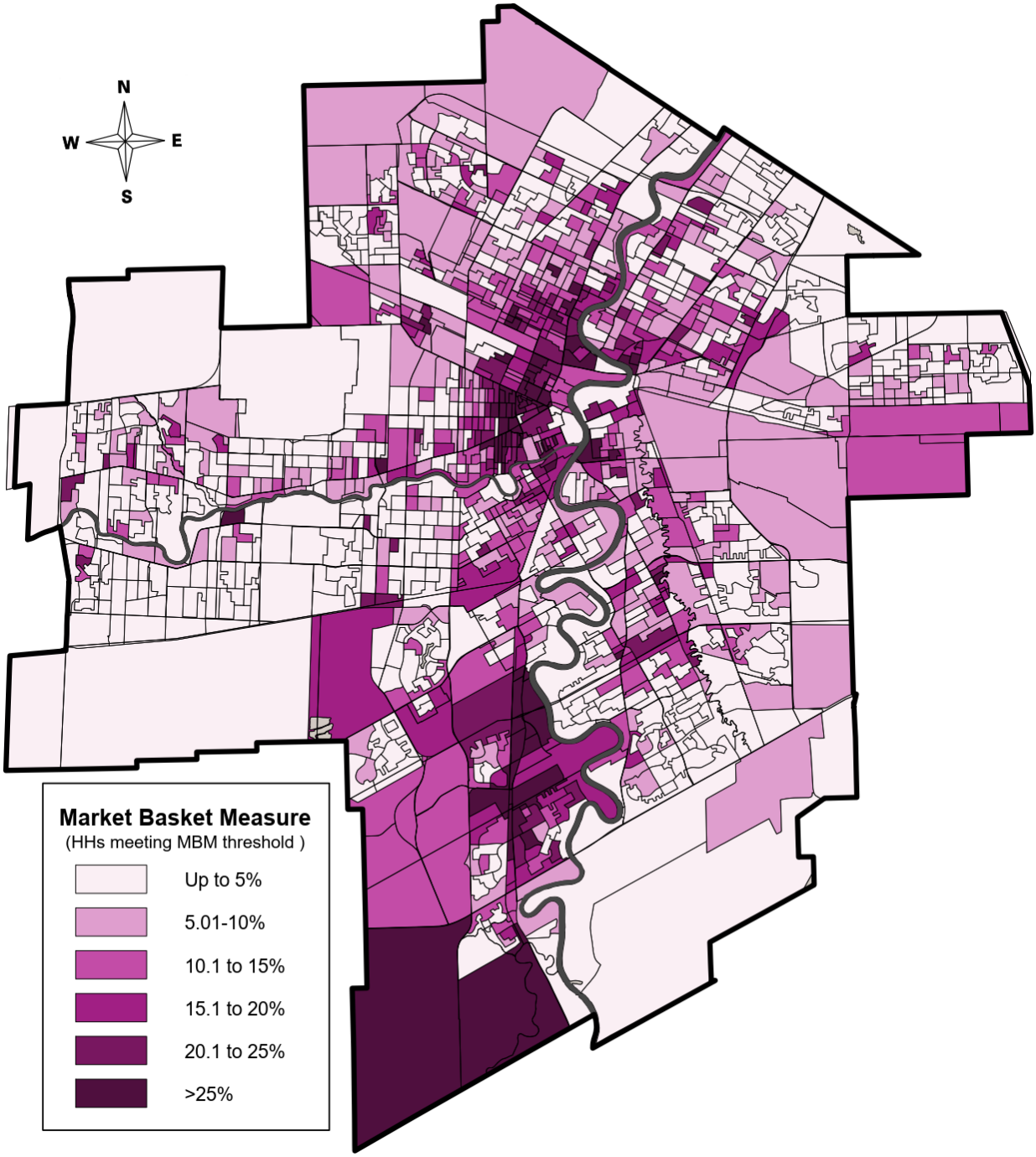
[25] Statistics Canada, 'Market Basket Measure', in *Dictionary, Census of Population 2021* (Statistics Canada, 17 November 2022), **https://www12.statcan.gc.ca/census-recensement/2021/ref/dict/az/definition-eng.cfm?ID=pop165**.

**Map 2:** Median household income by neighbourhood, Winnipeg, 2020.[26]




[26] Data source: Statistics Canada, *2021 Census.*

**Map 3:** Incidence of low-income (MBM) by dissemination area, Winnipeg, 2021.[27]




[27] Data source: Statistics Canada, *2021 Census.*

# Challenges

### *Notes*

This section draws on a variety of data sources, including information gathered through interviews, focus groups, surveys, e-mail engagement, and site visits. This also includes a survey distributed by partners at End Homelessness Winnipeg (EHW). Data sources are cited as footnotes; however, individual participants are not named.

Additional information about these engagement methods, including who was involved, how they were engaged with, and when, are summarized in **Appendix 4: Engagement summary** (page 254).

## Affordability

### *Key points*

- Affordability issues are worsening for most Winnipeggers. In 2020, there were 60,760 households in Winnipeg (20.2 percent) living in unaffordable housing. Two thirds of them, or 39,908 (65.7 percent) were renters.
- Average costs of housing for renters have been increasing faster than incomes. Average rental costs between 2011 and 2021 increased by 51.8 percent, while average homeowner payments increased by 35.9 percent. During this same period, median household incomes increased by only 38 percent.
- The average rent for an apartment or townhouse in Winnipeg had risen by 44 percent between 2016 and 2024; rents can vary by building age, building type, and location within the city. Rents are generally lower within Mature Communities north of the Assiniboine River, although select neighbourhoods away from the city-centre also have low median rents.
- Older buildings tend to charge less rent. In 2024, the average monthly rent of an apartment built prior to 1940 was $943 per month, while the average for those built since 2015 was $1,722 per month (82.6 percent higher).
- Home purchase prices have also been rising, but lower mortgage rates resulted in reduced mortgage payments, relative to the cost of the home. This can put mortgage holders at risk should interest rates go back up.

Median prices of single-detached homes increased by 42 percent between 2011 and 2024, 30 percent of which was since 2016. The median price of a single-detached home in 2024 was approximately $400,000.

Attached property types are less expensive than single-detached — 43 percent less expensive for condo apartments to 22 percent less expensive for townhouse or side-by-sides. The median price of a side-by-side dwelling unit in 2024 was approximately $311,000, while the median price of a townhouse unit was approximately $310,000. The median price of an apartment condo unit was approximately $228,000.

Affordability issues are worsening for most Winnipeggers. While the population and housing landscape in Winnipeg evolves, some Winnipeg residents, especially in lower income groups and populations with specific housing needs, cannot secure the housing they need.

Many of the people most at-risk of homelessness or core housing need (as discussed below) — be they renters, low-income seniors, people experiencing gender-based violence, youth aging out of care, single mothers, or others — experience the greatest challenges and barriers to securing adequate, affordable, and suitable housing.

Housing is generally considered affordable if a household can pay 30 percent or less of their pre-tax income on shelter costs. In 2020, there were 60,760 households in Winnipeg (20.2 percent) living in unaffordable housing.[28] Two thirds of them, or 39,908 (65.7 percent) were renters.

Affordability barriers to housing are felt the most acutely for Winnipeggers with the lowest incomes. This includes residents whose primary income source is Employment and Income Assistance (EIA). Currently, EIA provides as little as $567 per month to a single individual for rent excluding utilities, or $638 per month including utilities.[29] These rates have not kept up with the rising cost of living and are unrealistic for renting housing in the private market.[30] Service providers who support clients in securing housing have identified that the quality of housing available for rent in the private market at EIA rates is poor and often dangerous.[31]

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[28] Statistics Canada, *2021 Census*.

[29] Department of Families, 'Section 19 - Shelter, Utilities and Fuel', EIA Administrative Manual, (n.d.), **https://www.gov.mb.ca/fs/eia_manual/19.html**.

[30] Focus group participant, June 17, 2025.

[31] Interview on May 8, 2025.

Even if someone can find an apartment with affordable rent, utility bills are increasing and adding challenges. Service providers report that the units available for low rent are often in poor condition, with bad windows, leading to high utility bills. When low-income tenants cannot afford to pay their utility bills, they can get their utilities cut off and can be evicted. This history can make it more difficult to secure an apartment in the future.[32]

> **"The cost is insane for a decent place. I am single and unless I find a person to move in with to split the cost of rent and bills it's impossible to afford."[33]**

Another factor in housing affordability is the cost of transportation, if someone needs to pay for public transportation or a personal vehicle to get from their home to their daily activities. The Government of Canada recently adapted an American *Housing and Transportation Affordability Index* to the Canadian context, as a tool for calculating the affordability of housing after factoring in transportation costs.[34]

Service providers report that for single, low-income individuals, often the only choice they have to afford housing is living with roommates, but this presents a risk as if one roommate does not pay their portion of the rent, the other roommate is at risk of eviction. Roommate situations, especially when borne out of necessity, can also pose safety risks.

## Monthly shelter costs

Shelter costs for both owners and renters have been increasing. Between 2011 and 2021, average (mean) gross rent in Winnipeg reported by the Census increased by 51.8 percent, from $749 to $1,137 per month. Average homeowner payments increased by 35.9 percent, from $976 to $1,326 per month. During this same period, median household incomes increased by 38 percent.

Between 2011 and 2021, incomes for owners kept up with increasing shelter costs but income for renters has not, making shelter costs increasingly unaffordable for renters. **Figure 9** compares the increase in shelter costs by tenure with median household incomes. It should be noted that median rental incomes are less than half that of median homeowner incomes, although this data is only available for the Winnipeg Metropolitan Region, making it not directly comparable (see **Figure 8** on page 42).

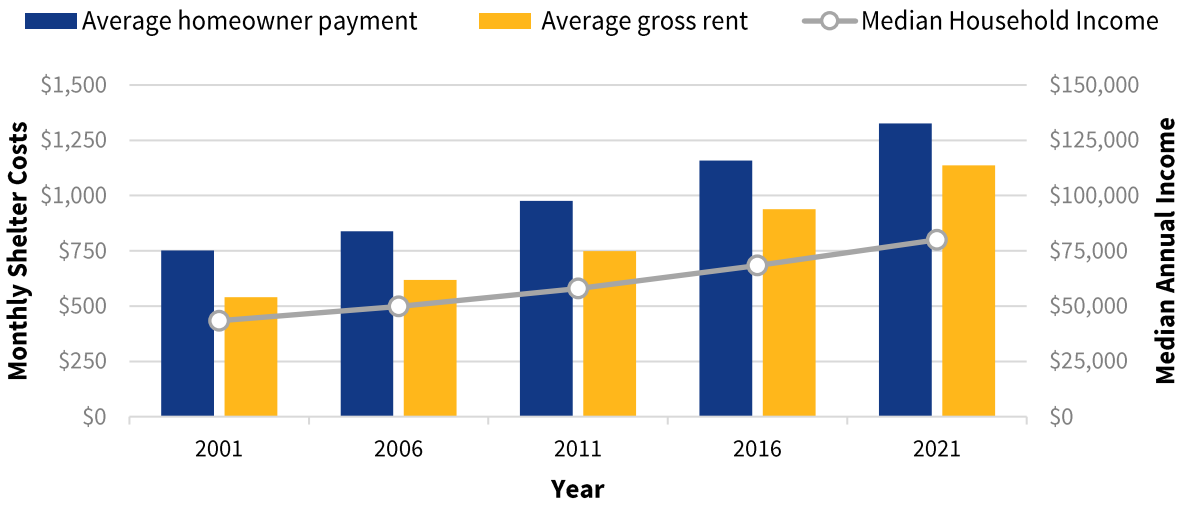
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[32] Interview on May 2, 2025.

[33] EHW Community Survey respondent.

[34] Marcello Barisonzi et al., *Housing and Transportation Cost Index: Research Paper*, Special Business Projects (Statistics Canada, 2025), **https://publications.gc.ca/collections/collection_2025/statcan/18-001-x/18-001-x2024006-eng.pdf**.

**Figure 9:** Average shelter costs by tenure versus median annual household income, Winnipeg, 2001 to 2021.[35]




## Rental shelter costs

### Notes

CMHC provides rental data for Winnipeg up to 2024 through its Housing Market Information Portal[36]. This data is compiled annually through the *Rental Market Survey*[37].

Some of the datasets in the portal use the following terms to refer to areas in Winnipeg:

- **City-wide** refers to the city of Winnipeg (i.e., Census subdivision).
- **Core** refers to neighbourhoods in the following CMHC zones: Fort Rouge, Centennial, Midland, and Lord Selkirk.
- **Suburban** refers to neighbourhoods in the following CMHC zones: St. James, West Kildonan, East Kildonan, Transcona, St. Boniface, St. Vital, Fort Garry, and Assiniboine Park.

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[35] Data source: Statistics Canada, *Census* (2001 to 2021).

[36] CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025, **https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/4611040/4/Winnipeg%20(CY)**.

[37] CMHC, 'Methodology for Rental Market Survey', Solving Housing Affordability Together, 29 January 2024, **https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-research/surveys/methods/methodology-rental-market-survey**.

**Table 6** summarizes average rents by building type (i.e., apartment or townhouse), size (i.e., number of bedrooms), and area of the city (i.e., city-wide, core, or suburban). **Table 7** and **Figure 10** shows the increase in price of these unit categories between 2016 and 2024. Cells are left blank where there is insufficient data.

The average rent for an apartment or townhouse in Winnipeg increased by 44 percent between 2016 and 2024, from $897 to $1,294 per month.[38] Rental prices of most unit sizes increased more in suburban areas than in core areas, except for apartment units with three-bedrooms or more, which increased by 44 percent in core areas and 37 percent in suburban areas. Rental prices were also higher in townhouses for all unit sizes except for 3-bedroom units, which were 24 percent more expensive in apartments than in townhouses in core areas. The higher costs for apartment units with three-bedrooms or more in core areas may reflect the high need and limited supply in these areas.

The largest rental increase between 2016 and 2024 was in two-bedroom townhouse units, particularly in suburban areas, where average rents increased by 70 percent. This was likely influenced by the large number of new suburban rental townhouse units, which increased from 193 to 666 during this period. New rental units are often more expensive than older units.

**Table 6:** Average rents by building type, number of bedrooms, and area, Winnipeg, 2024.[39]

| Area of the city | Bachelor | 1 BR | 2 BR | 3 or more BR | Average |
|---|---|---|---|---|---|
| **City-wide** | **$873** | **$1,179** | **$1,506** | **$1,796** | **$1,339** |
| *Apartment* | $874 | $1,179 | $1,506 | $1,759 | **$1,327** |
| *Townhouse* | $820 | $1,215 | $1,522 | $1,855 | **$1,659** |
| **Core** | **$783** | **$951** | **$1,281** | **$1,574** | **$1,048** |
| *Apartment* | $783 | $951 | $1,282 | $1,683 | **$996** |
| *Townhouse* | - | - | $1,267 | $1,357 | **$1,311** |
| **Suburban** | **$976** | **$1,200** | **$1,504** | **$1,814** | **$1,417** |
| *Apartment* | $976 | $1,182 | $1,480 | $1,848 | **$1,312** |
| *Townhouse* | - | $1,520 | $1,600 | $1,756 | **$1,673** |

[38] CMHC, 'Housing Market Information Portal'.

[39] Data source: CMHC, 'Housing Market Information Portal'.

**Figure 10:** Average rents by number of bedrooms, Winnipeg, 2016 and 2024.[40]

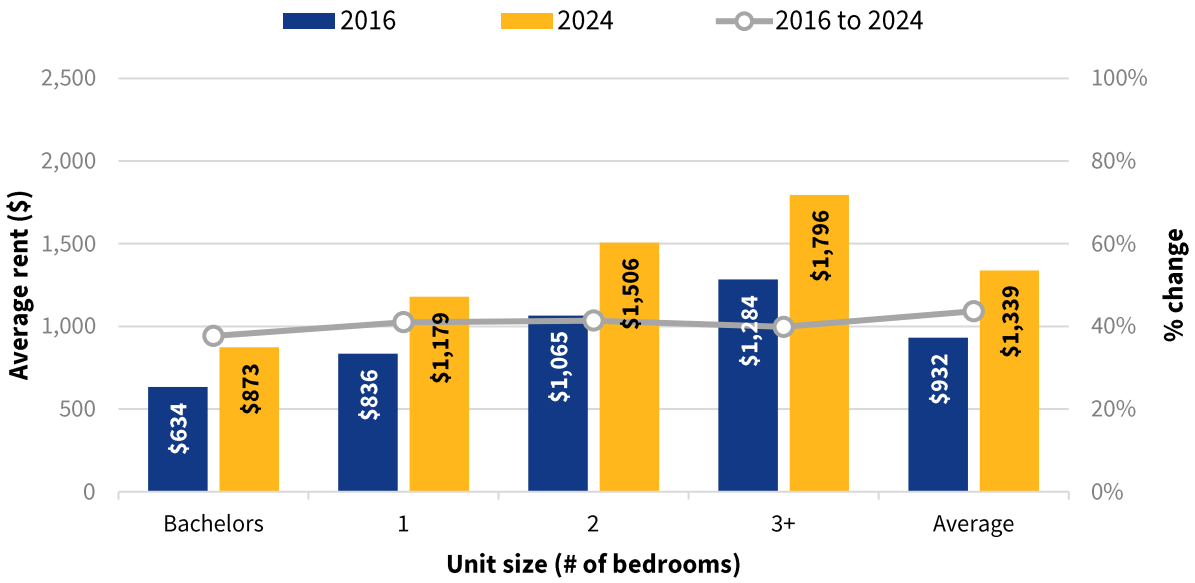



**Table 7:** Change in rents by building type, number of bedrooms, and area, Winnipeg, 2016 to 2024.[41]

| Area of the city | Bachelor | 1 BR | 2 BR | 3 or more BR | Average |
|---|---|---|---|---|---|
| **City-wide** | **38%** | **41%** | **41%** | **40%** | **44%** |
| *Apartment* | 37% | 35% | 44% | 37% | **40%** |
| *Townhouse* | - | - | 63% | 41% | **40%** |
| **Core** | **34%** | **32%** | **43%** | **35%** | **42%** |
| *Apartment* | 34% | 32% | 43% | 44% | **35%** |
| *Townhouse* | - | - | - | - | - |
| **Suburban** | **44%** | **38%** | **46%** | **41%** | **45%** |
| *Apartment* | 44% | 36% | 43% | 37% | **42%** |
| *Townhouse* | - | - | 70% | 50% | **47%** |

[40] Data source: CMHC, 'Housing Market Information Portal'.

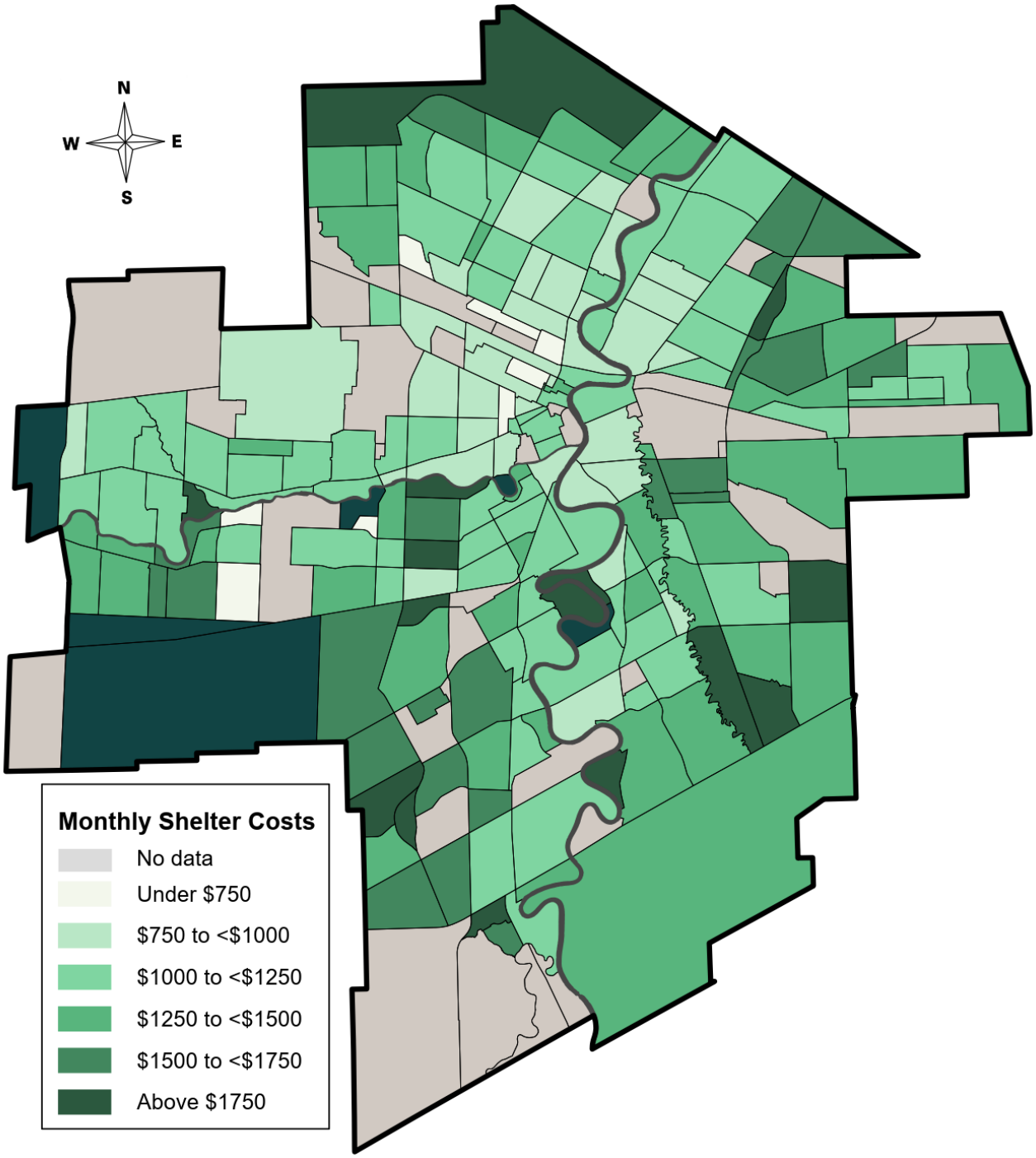
[41] Data source: CMHC, 'Housing Market Information Portal'.

Rents can vary significantly by building age, building type, and location within the city. **Map 4** shows the median monthly rent by neighbourhood in 2021. Rents are generally lower within Mature Communities north of the Assiniboine River, although select neighbourhoods away from the city-centre also have low median rents. These include the Elmhurst and Vialoux neighbourhoods of Charleswood, and the Edgeland neighbourhood of Tuxedo. Each of these neighbourhoods also have a large number of rental units with subsidized rent.

One reason that rents tend to be lower in Mature Communities is that properties are older — older buildings tend to charge less rent. While the median year built of an apartment building in Winnipeg in 2025 was 1986, the median year built in Mature Communities was 1970. Rents by apartment building age are available from CMHC at the Winnipeg Metropolitan Region geography.[42] In 2024, the average monthly rent of an apartment built prior to 1940 was $943 per month, while the average for those built since 2015 was $1,722 per month (82.6 percent higher). This trend remains relatively consistently as building ages increase.

[42] CMHC, 'Rental Market Survey: Winnipeg, 2024', 17 December 2024, **https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-data/data-tables/rental-market/rental-market-report-data-tables**.

**Map 4:** Renter median monthly shelter costs by neighbourhood, Winnipeg, 2021.[43]




[43] Data source: Statistics Canada, *2021 Census*.

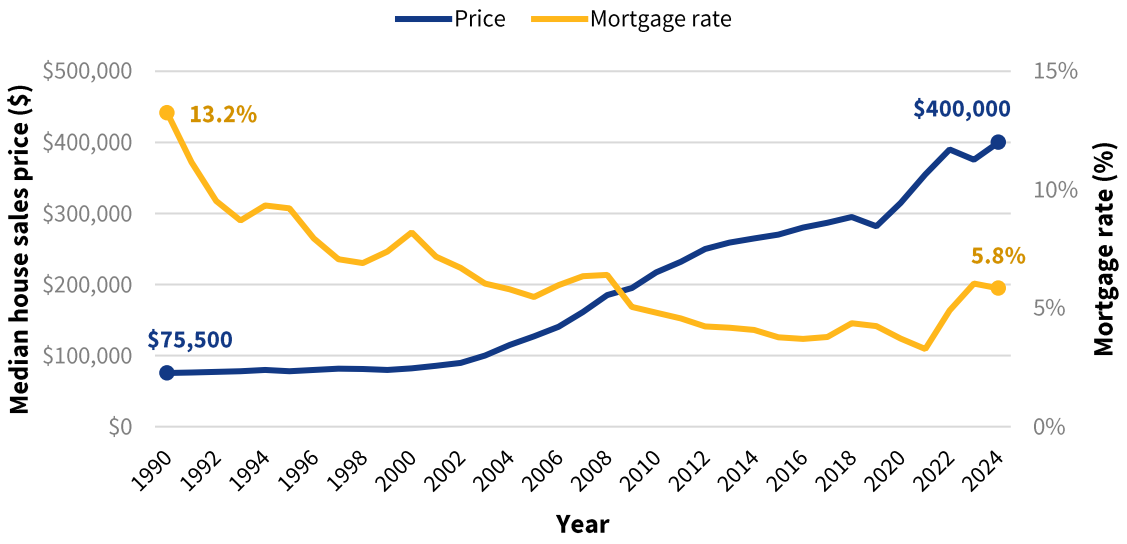
## Homeowner shelter costs

The cost of owning a home has been increasing steadily for over 20 years. Historically, home prices remained relatively stable through the 1990s and began increasing steadily since the early 2000s. The price increases began slowing down in the mid-2010s and then increased substantially since the pandemic. Mortgage rates have been coming down since the 1990s but also increased again after the pandemic.

Home prices can be influenced by several factors, including demand for housing and monthly mortgage costs, among other things. When interest rates are lower, monthly homeowner shelter costs can decrease (for those individuals that have a mortgage). Recent mortgage rates have been significantly lower than historic rates in the 1990s and were particularly low between the 2010s and the pandemic (through much of 2021 and 2022).

While home prices have been rising, lower mortgage rates resulted in reduced mortgage payments, relative to the cost of the home. This puts many mortgage holders at risk should interest rates go back up. **Figure 11** shows the historic increase in Winnipeg single-detached home prices, compared with historic Canadian mortgage rates between 1990 and 2024. Mortgage payments increased with the jump in interest rates in 2022 but have once again decreased between May 2024 through 2025.

**Figure 11:** Median single-detached home sales prices compared with Canadian conventional 5-year mortgage rates, Winnipeg, 1990 to 2024. [44]




[44] Data source: Statistics Canada, 'Table 34-10-0145-01 Canada Mortgage and Housing Corporation, Conventional Mortgage Lending Rate, 5-Year Term', 17 October 2025, **https://doi.org/10.25318/3410014501-eng**; Multiple Listing Service (MLS) Matrix.

The median price of a single-detached home in 2024 was approximately $400,000, although prices differ based on attributes such as size, location, and age. Median prices of single-detached homes increased by 42 percent between 2011 and 2024, 30 percent of which was since 2016. Prices of larger homes have increased more. Single-detached homes up to 1,000 square feet in size have increased at a slower rate, by 24 percent since 2016, while larger sized home prices increased at around 30 percent. The median price of a single-detached home under 1,000 square feet in 2024 was approximately $290,000.

Attached property types are less expensive — ranging from 43 percent less expensive for condo apartments to 22 percent less expensive for townhouses or side-by-sides. The median price of a side-by-side dwelling unit in 2024 was approximately $311,000, while the median price of a townhouse unit was approximately $310,000. The median price of an apartment condo unit was approximately $228,000.[45]

Shelter costs include other costs, such as property taxes and utilities. Older homes can have significant repair costs as well, and utility costs can be higher when the home is poorly insulated. As of the 2021 Census, approximately 11 percent of homeowners were spending 30 percent or more of their income on shelter costs. The percentage of homeowners in this category decreases to only 3.9 percent when counting only homeowners without a mortgage, as mortgages comprise a significant portion of homeowner costs.[46]

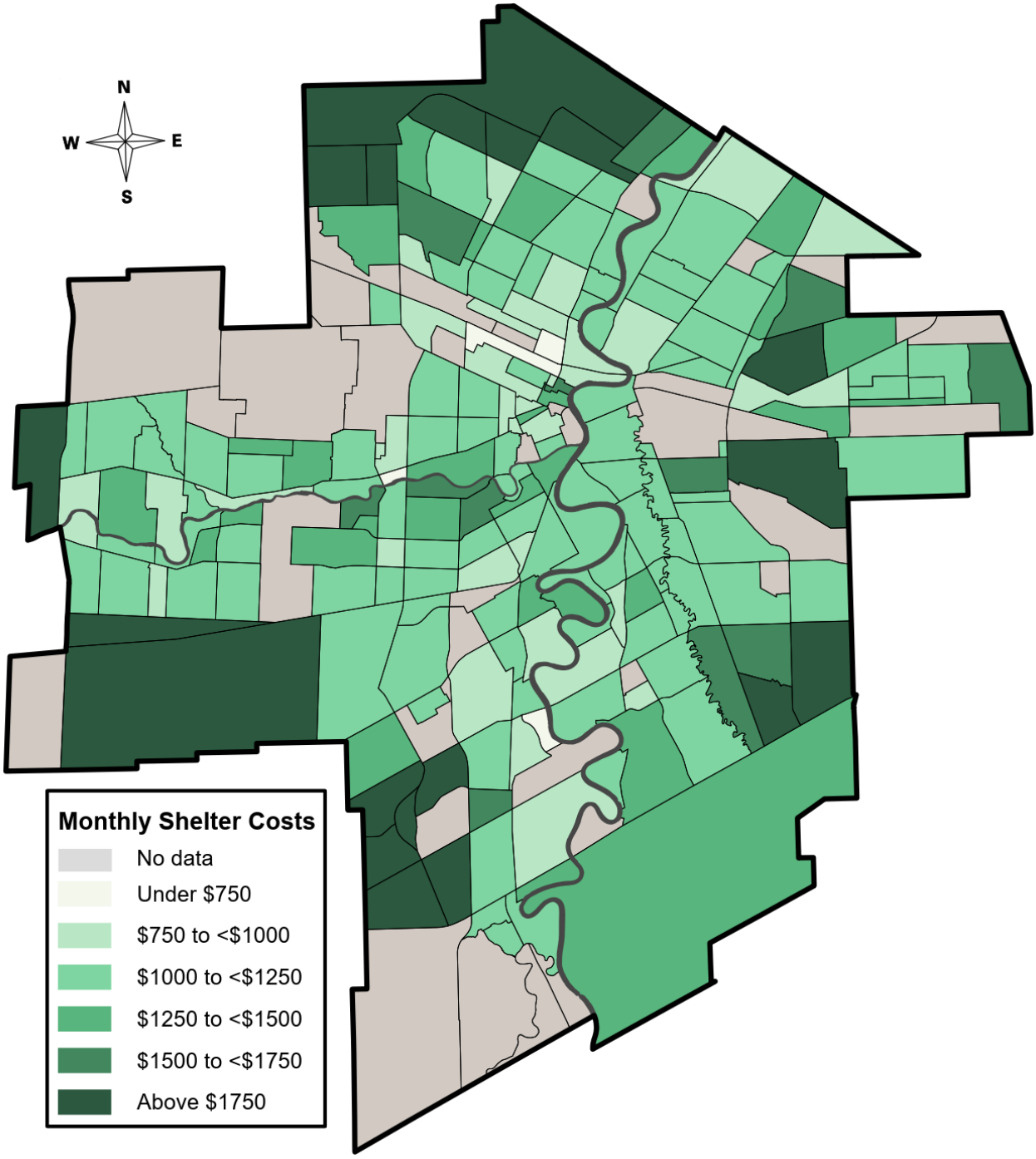
**Map 5** shows homeowner shelter costs in 2021 by neighbourhood in Winnipeg. Home prices tend to be highest in new neighbourhoods, in part because these neighbourhoods tend to have larger and newer homes. Land values also impact home prices. While central neighbourhoods tend to have higher land values (per square foot), they also tend to have older homes and smaller lot sizes. This means that new homes in older neighbourhoods tend to cost more than new homes in new neighbourhoods (per square foot). This is one reason that preservation of older homes can be a less costly method of accommodating affordable housing than building new homes.

Renovation and housing loss due to age and maintenance is discussed in **Housing loss** (page 166).

[45] MLS SABRE dataset.

[46] Statistics Canada, 'Table 98-10-0255-01 Shelter-Cost-to-Income Ratio by Tenure Including Presence of Mortgage Payments and Subsidized Housing : Canada, Provinces and Territories, Census Divisions and Census Subdivisions', 23 September 2022, **https://doi.org/10.25318/9810025501-eng**.

**Map 5:** Homeowner median monthly shelter costs by neighbourhood, Winnipeg, 2021.[47]




[47] Data source: Statistics Canada, *2021 Census.*

# Core housing need

## *What are housing indicators and core housing need?*[48]

Statistics Canada collects data on four key housing indicators as part of the Census. Housing is considered acceptable if it meets the following three standards:

- **Adequacy –** housing does not need major repairs according to its residents.
- **Suitability –** housing has enough bedrooms for the household's size and composition.
- **Affordability –** shelter costs are less than 30 percent of the household's before tax income.

The fourth indicator, **core housing need (CHN)**, is a two-part indicator. In addition to not meeting acceptability standards for at least one of the above housing indicators, the household must also be determined to not be able to afford acceptable housing in their city. This distinction implies that some people are paying more than 30 percent of their income on housing but could realistically find appropriate housing at a lower cost (e.g., in another neighbourhood). These individuals would therefore simply be defined as living in "unaffordable housing."

CHN is closely associated with income since affordability (i.e., measured as shelter cost compared to income) is one of the measurements of CHN. Like most of Canada, affordability is also the primary reason why any Winnipeg household is in CHN.

## *Key points*

- In 2020, there were 34,425 households in Winnipeg in core housing need (CHN), or 11 percent of the population.
- The greatest core housing need (CHN) is for one-person households with low incomes.
- Single-mother-led households experienced the highest rate of CHN compared to other priority populations. Indigenous, new migrant and refugee claimant households, as well as the oldest (85 years and older) and youngest (under age 24) households also experience high rates of core housing need.
- Renter households are far more likely to be in CHN than owner households. CHN is driven by unaffordability, and renters tend to have a much lower median income and less intergenerational wealth. In 2021, renters were almost five times more likely to be in CHN than owners (24 percent versus 5 percent; **Table 11**, page 62).

[48] CMHC, 'Core Housing Need (Census-based and NHS-based housing indicators and data)', Housing Market Information Portal (2025), **https://www03.cmhc-schl.gc.ca/hmip-pimh/en/TableMapChart/CoreHousingNeedMethodology**.

### *Note: Income categories and housing need*

Part of this HNA uses the Housing Assessment Resource Tools (HART) methodology. This approach is used in the report to explore affordability and core housing need. The HART methodology groups households into categories relative to the city's area median household income (AMHI). This can be useful for exploring affordability levels for a population as a whole, including helping to determine the maximum monthly shelter costs that might be affordable to each income group.

The income categories are as follows:

- **Very low:** 20 percent or less AMHI
- **Low:** 21 percent to 50 percent AMHI
- **Moderate:** 51 percent to 80 percent AMHI
- **Average:** 81 percent to 120 percent AMHI
- **High:** more than 120 percent AMHI

For more information on the income categories used for these calculations, and the ranges of monthly rental costs that can be afforded by households within these income categories, please see **Table 34** in **Appendix 1: Glossary** (page 221).

In 2020, there were 34,425 households in Winnipeg in core housing need (CHN), or 11 percent of the population.

**Table 8** shows the number of households in CHN and how many are paying an unaffordable shelter cost: 85 percent of households in CHN live in unaffordable housing. Some households are also living in a dwelling in need of major repairs (inadequate) or have too few bedrooms for the household members (unsuitable). A small percentage of Winnipeggers experience all three.

**Table 8:** Households in core housing need by income and housing indicators, Winnipeg, 2021.

| | # of households in core housing need by indicator | | | | |
|---|---|---|---|---|---|
| **Income category** | *Unaffordable only* | *Unaffordable and unsuitable* | *Unaffordable and inadequate* | *Unaffordable, unsuitable, and inadequate* | **Total HH in CHN** |
| **Very Low** | 3,960 | 120 | 500 | 20 | **4,750** |
| **Low** | 17,185 | 1,410 | 1,430 | 70 | **22,060** |
| **Moderate** | 3,190 | 960 | 335 | 60 | **7,145** |
| **Median** | 115 | 35 | - | - | **475** |
| **High** | - | - | - | - | **-** |
| **Total** *(% of CHN HH)* | **24,450** *(71.0%)* | **2,525** *(7.3%)* | **2,275** *(6.6%)* | **165** *(0.5%)* | **34,425** |

Not surprisingly, the rate of CHN is greatest among very low-income households and low-income households, representing 64 percent of all households in CHN in Winnipeg. These households' needs are primarily related to affordability.

As shown in **Table 9** below, many more people live in unaffordable housing than the total counted as being in core housing need. This is due to CHN being a two-step indicator — while these households live in unaffordable housing, they would be likely to find more affordable housing elsewhere in Winnipeg if they chose to.

**Table 9:** Acceptable housing standard indicators and core housing need, Winnipeg, 2021.[49]

| Housing Indicator | # of households | % of all households |
|---|---|---|
| **Inadequate, unsuitable, or unaffordable** | **94,315** | **31.5%** |
| *Inadequate* | 19,545 | 6.5% |
| *Unsuitable* | 24,055 | 8.0% |
| *Unaffordable* | 60,490 | 20.2% |
| **In core need** | **34,425** | **11.5%** |

## By household size

In Winnipeg, one-person households were far more likely to be in CHN than larger households in 2021 — 20 percent of one-person households were in CHN, while the next highest rate of CHN was nine percent among three-person and five-or-more person households. Moreover, one-person households were the only household size category that did not see a decrease in the rate of CHN between 2016 and 2021, while the largest decrease in CHN was among households with five-or-more persons (from 13 percent in 2016 to nine percent in 2021).

> The decrease in CHN between 2016 and 2021 may be explained in large part by the Canada Emergency Response Benefit (CERB) during 2020, which temporarily increased incomes among lower income individuals.
>
> The impact of the CERB is explored in greater detail in **Appendix 3: Assumptions and limitations** (page 251).

[49] Data source: Statistics Canada, 'Table 98-10-0243-01 Housing Indicators by Tenure Including Presence of Mortgage Payments and Subsidized Housing and Household Type Including Census Family Structure off Reserve: Canada, Provinces and Territories, Census Divisions and Census Subdivisions', 4 October 2023, **https://doi.org/10.25318/9810024301-eng**.

One-person households represented 50 percent of all households in CHN in 2021 in Winnipeg. Two-person households form the largest of the five household size categories (**Table 10**), but these households had a much lower rate of CHN in both 2016 and 2021 and therefore have much fewer households in CHN than one-person households.

**Table 10:** Households in core housing need by household size, Winnipeg, 2016 and 2021.

| Household size | 2016 | | 2021 | |
|---|---|---|---|---|
| | *# HH in CHN* | *% of all HH* | *# HH in CHN* | *% of all HH* |
| **1 person** | **15,845** | 20% | **17,310** | 20% |
| **2 people** | **7,515** | 9% | **7,360** | 8% |
| **3 people** | **4,525** | 11% | **4,200** | 9% |
| **4 people** | **3,460** | 9% | **3,005** | 7% |
| **5+ people** | **3,280** | 13% | **2,545** | 9% |
| **Total** | **34,630** | **13%** | **34,425** | **12%** |

## By priority populations

### *Note*

A given household could fall into several priority populations simultaneously. For example, a single mother-led household would also be counted in the women-led category, and additional characteristics may also apply. Separate categories should not be combined.

For more information see **Priority groups** in **Appendix 1: Glossary** (page 215).

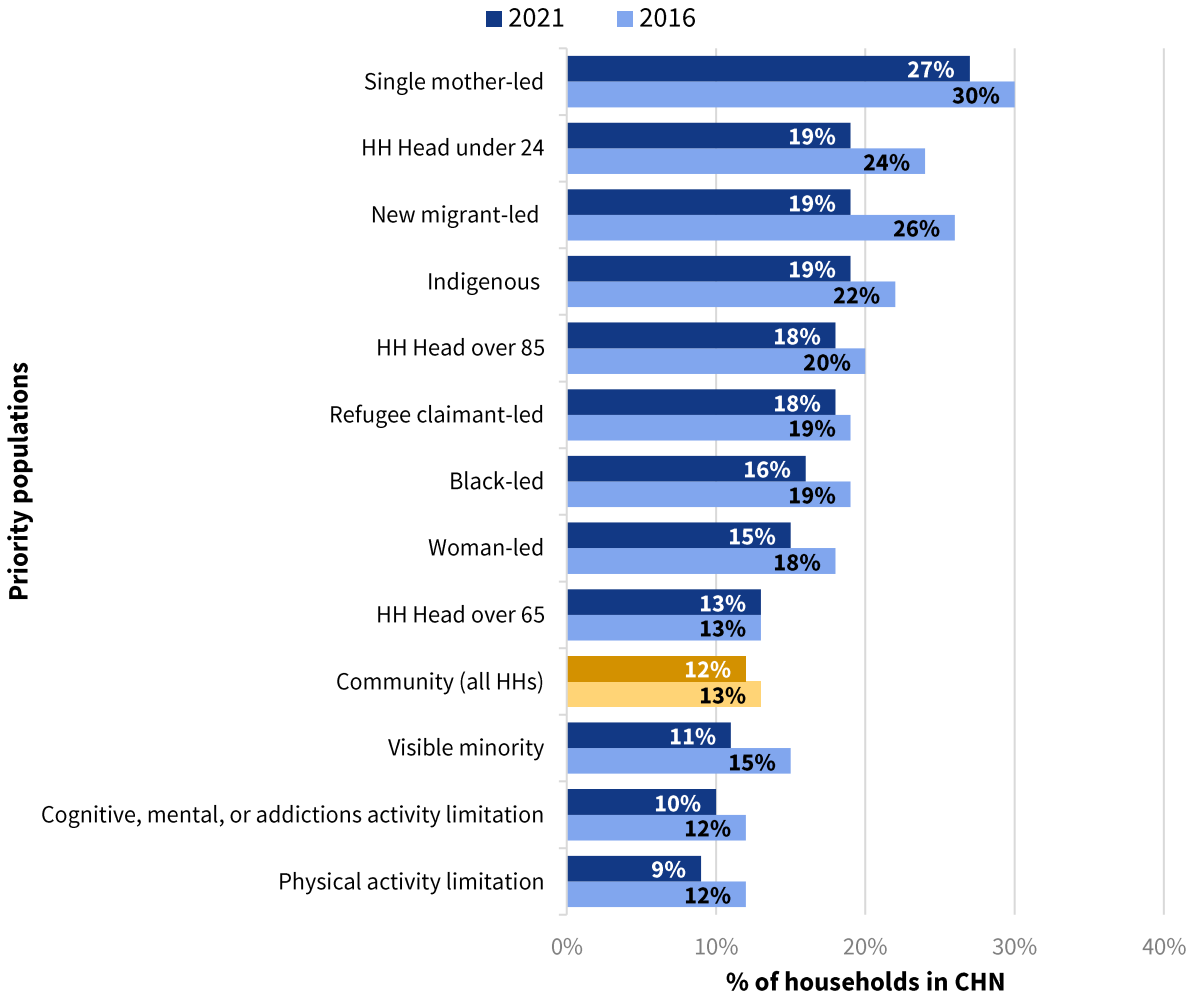
Core housing need is experienced more by different priority populations. In both 2016 and 2021, single-mother-led households experienced the highest rate of CHN — 30 percent in 2016 and 27 percent in 2021. Single mothers experience a high rate of CHN across Canada, presumably since they most often only have one source of income but need to provide bedrooms for themselves and their children.

Indigenous households (defined as at least 50 percent of household members identifying as Indigenous) and recent-immigrant-led households also experience high rates of core housing need. In 2021, both groups had around one-in-five households in CHN, although there are many more Indigenous households than recent-immigrant-led households. Refugee-claimant-led households also saw a high rate of CHN (18 percent).

> **"Indigenous households in Manitoba are nearly twice as likely as non-Indigenous households to experience CHN, at 19 percent and 10 percent, respectively."**[50]

These groups are then followed by younger households (under the age of 24) (19 percent) and older households (over the age of 85) (18 percent). These populations are often overrepresented in higher rates of CHN in comparison cities across Canada.

**Figure 12:** Rate of core housing need by priority population, Winnipeg, 2016 and 2021.




For more on priority populations' housing needs, see **Specific housing needs** (page 130).

[50] MNPHA and EHW, *A Needs Assessment for an Indigenous Housing Authority in Manitoba* (2024), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/A-Needs-Assessment-for-an-Indigenous-Housing-Authority-in-Manitoba.pdf**, 1.

## By tenure

Across Canada, renter households are far more likely to be in CHN than owner households, and this is also true of Winnipeg. CHN is driven by unaffordability, and renters tend to have a much lower median income. In 2021, renters were almost five times more likely to be in CHN than owners (24 percent versus five percent, **Table 11**), and as noted in an earlier section, renter households also have less intergenerational wealth than homeowner households. So, although there are twice as many owner households than renters, there are almost three times as many renter households in CHN than owner households in CHN.

There is no significant difference in CHN among owners with or without mortgages, but we do see that renters in subsidized housing are much more likely to be in CHN (39 percent compared to 21 percent of renters not in subsidized housing). Subsidized housing is usually only available to lower income households so, again, income is likely the root of this discrepancy.

**Table 11:** Households in core housing need by tenure, Winnipeg, 2016 and 2021.

| Tenure | 2016 | | 2021 | |
|---|---|---|---|---|
| | *# HH in CHN* | *% of all HH* | *# HH in CHN* | *% of all HH* |
| **Owner** | **9,220** | **5%** | **8,865** | **5%** |
| *With mortgage* | 6,470 | 6% | 6,190 | 5% |
| *Without mortgage* | 2,750 | 4% | 2,670 | 4% |
| **Renter** | **25,400** | **28%** | **25,565** | **24%** |
| *Subsidized* | 7,805 | 46% | 6,635 | 39% |
| *Not subsidized* | 17,595 | 24% | 18,930 | 21% |
| **Total** | **34,630** | **13%** | **34,425** | **12%** |

Note: categories may not match totals due to random rounding in data.

For more detail on the affordability challenges faced by lower-income households, see Affordability under **Challenges** (page 46). For projections of the housing supply needed to eliminate core housing need, see **Projecting future housing needs** (page 184).

# Homelessness

## *Key points*

- The *2024 Street Census* counted 2,469 people experiencing homelessness - the highest count yet recorded in Winnipeg and still estimated to be a significant undercount.
- 80 percent of people experiencing homelessness in Winnipeg are Indigenous.
- Most people experiencing homelessness are not sleeping outdoors, although the prevalence and visibility of encampments in Winnipeg is also growing.
- The vast majority of people experiencing homelessness say that more affordable housing in Winnipeg would help them to become housed.

**"The situation is urgent — on November 5th, 2024, at least 2,469 people were experiencing homelessness on a single night in Winnipeg. We heard what people need. What are we waiting for?"** [51]

Winnipeg is experiencing a homelessness crisis. The *2024 Street Census or Point-in-Time Count* (PiT) conducted by End Homelessness Winnipeg showed a significantly higher number of people (2,469) who responded as experiencing homelessness than in previous years (1,256 people in 2022; 1,453 people in 2018).[52] This number comes with significant caveats. The *Street Census* methodology was different in 2024 than in prior counts, leading to a potentially more accurate number than in previous years. More importantly, it is widely accepted that PiT counts represent a significant under-count in the number of people experiencing homelessness.

In January 2025, the Province of Manitoba announced *Your Way Home: Manitoba's Plan to End Chronic Homelessness*, in partnership with the City of Winnipeg and other partners. The plan puts special emphasis on Manitobans living outdoors in encampments, stating that "like many other provinces, Manitoba has seen a dramatic increase in homeless encampments over the past several years,"[53] and

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[51] End Homelessness Winnipeg, *2024 Winnipeg Street Census or Point-in-Time Count* (2025), **https://endhomelessnesswinnipeg.ca/street-census/**.

[52] Sources: EHW, *2018 Street Census*, Point-in-Time Count (2018), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/2018_Street-Census_FinalReport_Web.pdf**; EHW, *2022 Street Census*, Point-in-Time Count (2022), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/2022-Winnipeg-Street-Census-Final-Report.pdf**; EHW, *2024 Street Census.*

[53] Province of Manitoba, *Your Way Home: Manitoba's Plan to End Chronic Homelessness* (2025), **https://www.gov.mb.ca/asset_library/en/hah/docs/homeless/mb-plan-to-end-chronic-homelessness.pdf**, 6.

estimating that 700 Manitobans are currently living in encampments. In Winnipeg, the 2024 *Street Census* identified 405 people sleeping unsheltered (see **Table 12** below).

The visibility and growing number of encampments have made homelessness a more visible issue for Winnipeggers and have raised concerns about safety. While living in an encampment might be safer in some cases than other options like shelters or staying in unsafe home environments, they can also present serious safety risks to those living in them, related to cold, fire, theft, vandalism, and violence, particularly gender-based violence.[54]

As the *Street Census* and prior research demonstrate, most people experiencing homelessness are not as visible — they may have a place they regular stay at but have no fixed address (e.g., staying in shelters, couch-surfing, or in other unsuitable or unsustainable living situations). The table below shows where people interviewed for the *2015* to *2024 Street Census* stayed on the night of the count.

**Table 12:** *Street Census* point-in-time counts, Winnipeg, 2015 to 2024.[55]

| Currently staying in: | 2015 | 2018 | 2022 | 2024 |
|---|---|---|---|---|
| **Unsheltered** | 132 | 204 | 123 | 405 |
| **Emergency shelters** | 347 | 354 | 422 | 418 + 868* |
| **Another's home** | 333 | 399 | 132 | 382 |
| **Transitional housing** | 281 | 236 | 237 | 60 + 19* |
| **Institutional care** | 242 | 213 | 15** | 39 + 32** |
| **Hotel or motel** | 65 | 47 | 21 | 47 |
| **Undetermined** | - | - | 306 | 64 |
| **Total** | **1,400** | **1,453** | **1,256** | **2,459** |

* The additional 868 individuals staying in shelters in 2024 were counted through data in the HIFIS system, and the additional 19 were staying in short-term housing that does not use the HIFIS system. The count of these individuals is added to the individuals surveyed who reported staying in shelters or transitional housing.

** Did not receive data from Provincial institutions in 2022, resulting in undercount. The 2024 count of 32 people hospitalized with no fixed address is from a data request completed by EHW and added to the 39 individuals surveyed.

[54] Advisory Committee member, personal correspondence.

[55] Data source: EHW, *Street Census*, 2015 to 2024.

According to the *2024 Street Census*, 28 percent of people experiencing homelessness in Winnipeg are unsheltered, 29 percent are staying at a shelter, and 37 percent are provisionally accommodated.[56]

Infrastructure Canada's *Shelter Capacity Report*[57] counted a total of 22 shelters with a combined 608 shelter beds in Manitoba. This is a significant increase from the 436 beds counted in February 2020. At 4.3 beds per 10,000 population, this number is below the Canadian average of 4.7 beds per 10,000 people.[58] The report also counts an additional 366 beds across 23 shelters for people experiencing intimate partner violence in Manitoba.

Shelters can be an important part of the support continuum for people who are unsheltered and can potentially be critical to survival in a city with winters as cold as Winnipeg's, but they should not be confused with housing. People staying in shelters have no rights as tenants, and in many cases have to leave shelters during daytime hours. Some people experiencing homelessness express concerns about staying in shelters related to safety, cleanliness, privacy and dignity among others. These concerns are especially pronounced for women and gender-diverse people and other vulnerable populations, such as youth and people with disabilities.

> **"As a queer male with a gentle disposition, I sometimes felt uncomfortable or unsafe on the street and in shelter spaces. As a person with a disability (bipolar disorder, ADHD, substance use disorder), it was very hard to stabilize long enough to navigate services and obtain housing. I was repeatedly discharged from ERs into homelessness after experiencing psychosis and frostbite. Shelters don't do med administration, and I had my medication and my glasses stolen. I went an entire winter being unable to see properly."** [59]

Homelessness does not impact all Winnipeggers equally. 80 percent of respondents to the *2024 Street Census* were Indigenous (as compared to 13 percent of Winnipeg's overall population). About half of respondents were part of the child welfare system as children or youth.[60]

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[56] EHW, *2024 Street Census.*

[57] Infrastructure Canada, *Shelter Capacity Report 2022* (2022), **https://housing-infrastructure.canada.ca/alt-format/pdf/homelessness-sans-abri/reports-rapports/shelter-cap-hebergement-2022-en.pdf**.

[58] Infrastructure Canada, *2022 Shelter Capacity*.

[59] EHW Community Survey respondent.

[60] EHW, *2024 Street Census.*

One path into homelessness for First Nations people is relocation from home communities to Winnipeg to access resources not available to them at home, but without a place to live. [61] Similarly, people who were forced to evacuate their home communities and relocate to Winnipeg temporarily, for example due to wildfires, may end up staying in Winnipeg without supports and become vulnerable to homelessness and exploitation.[62]

> **"The overrepresentation of certain demographic groups, along with prevalent health challenges and high rates of child welfare involvement, among individuals experiencing homelessness in Winnipeg reflects deep-rooted and enduring inequities.**
>
> **"These are not the result of individual circumstances, but rather are the consequences of structural and historical forces shaped by colonization, systemic racism, and oppression. Homelessness is not a random outcome; it is produced and sustained by systems that reinforce inequality through societal norms and biases, policy decisions, and institutional practices.**
>
> **"This systemic failure is especially evident in the experiences of Indigenous peoples, who are significantly overrepresented among individuals experiencing homelessness in Winnipeg. This disparity cannot be separated from the legacy of colonization, including the impacts of residential schools, displacement, and intergenerational trauma.**
>
> **"It also reflects ongoing failures to uphold Indigenous rights and to support culturally grounded, self-determined approaches to housing, health and well-being, child welfare, and justice."**
>
> *— 2024 Street Census Report*[63]

[61] Interview on June 24, 2025.

[62] Advisory Committee member, personal correspondence.

[63] EHW, *2024 Street Census*, 'Executive Summary', 9.

Additionally, 13 percent of respondents were newcomers. Many refugee claimants stay in shelters when they first arrive in Winnipeg:[64]

> **"I lived in the shelter four to five months. The shelter for adults without kids is a bad experience. You have to go out in the cold during the day and come back in the evening. The shelter is only for sleeping. Every shelter had some aggressive people and I was really mistreated."**

While the causes of homelessness are complex and beyond the scope of this report, what is clear is that those experiencing homelessness in Winnipeg agree on the most impactful solution. More affordable housing was the most common response (82 percent) from *Street Census* respondents to the question of what would help them find permanent, stable housing. Respondents also listed affordability as one of the most common reasons for losing their housing.[65] This can happen as a result of rent increases that make housing no longer affordable to its tenants. Only less than two percent of respondents to the *2024 Street Census* said they were not interested in finding permanent housing.[66]

For more detail on the state of homelessness in Winnipeg, please refer to End Homelessness Winnipeg's publications, including the ***2024 Street Census Report*** and upcoming ***Winnipeg Affordable Housing Strategy***, to be released in 2026.

With a growing homelessness crisis in Winnipeg, and a clear affordability gap and shortage of affordable units, there is a need both to develop more affordable units, including rent-geared-to-income housing with supports, and to close the gap between rents and what Winnipeggers can afford to pay. If not, the homelessness crisis is likely to continue to worsen.

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[64] Focus group participant, June 10, 2025.

[65] End Homelessness Winnipeg, *2024 Street Census*, 24.

[66] End Homelessness Winnipeg, *2024 Street Census*, 22.

# Barriers to accessing housing

### *Key points*

- The government systems set up to support people accessing housing sometimes conflict with each other or prevent people from accessing housing, such as records kept by Hydro or the Residential Tenancies Branch (RTB) of past unpaid bills which can be used by landlords to deny a person's housing application.
- People who have no recent rental history in Manitoba (newcomers, youth, people who are unsheltered) face barriers in applying for housing with no references, credit history, identification, or other documentation often required.
- Discrimination was described as a common experience in applying for housing.
- There are common experiences of landlords acting in bad faith including exploitation, illegal activity, and poor building maintenance; these situations are especially common in lower-rent homes where tenants have few options.

Much of the engagement for this project focused on those whose housing needs are not being adequately met by Winnipeg's current housing supply. This included engagement with people with lived experience of homelessness or unmet housing needs, those who support them in front-line agencies, those who provide housing in response to this need, and experts and advocates who have studied these issues. These engagement findings were supported by existing research studies cited in this report.

Affordability is the most common barrier to finding housing that was expressed by the people engaged for this project, across all demographics, and the gap between incomes, especially in the lowest income categories, and the costs of housing, make it clear why this experience is so common. However, there are other common barriers that people face in securing and maintaining homes that meet their needs. These include system barriers, lack of documentation, waitlists, discrimination, and the behaviour of landlords.

## System barriers

Those who face the most significant barriers to being housed are often connected with multiple government systems, such as EIA, Child and Family Services, Justice, or the health care system. Sometimes these systems have gaps, or conflict with each other, creating additional barriers to housing.

For example, people who are hospitalized for over three months, or who enter a residential treatment program can get cut off from EIA benefits or lose their home (because the EIA benefits go to the treatment program not rent), so they have nowhere to come back to once they finish their treatment.[67]

The Residential Tenancies Branch (RTB) and utilities such as Manitoba Hydro keep records of past evictions and past unpaid bills, sometimes decades old, and landlords can access these records and use them as a basis to deny housing applications even years or decades later.[68]

For people with disabilities, service providers described healthcare workers refusing to enter tenants' homes to provide care because their residences were deemed unsafe. An additional barrier described for people with disabilities is RTB refusing to take claims related to accessibility because they are human rights (rather than tenancy) violations.[69]

For (primarily Indigenous) families with children in care of the child welfare system, lack of adequate housing can be a barrier to family reunification as there is shortage of safe, affordable family housing.

> **"Parents can achieve goals centered on family wellness, but the ability to access suitable housing is contingent upon its availability. The impact includes children remaining in paid care longer than is necessary while parents search for housing that is considered safe for family living."**
>
> — Victoria Fisher, Executive Director, Shawenim Abinoojii

## Lack of documentation/communication resources

Several service providers engaged for this project described barriers related to lack of documentation preventing people from securing homes. People living unsheltered or in unstable living environments, or people who are new to Canada or new to renting may not have the requirements for housing applications. Lack of dentification, references, local rental history, or guarantors, which might be required by landlords, can prevent someone from securing housing can be significant barriers. Poor rental history, including history of eviction or a poor credit score are also barriers. Even the lack of a phone or a phone number can be a barrier to getting a call back from a landlord for a housing application.

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[67] Focus group participant, June 17, 2025.

[68] Focus group participant, June 17, 2025.

[69] Focus group participant, June 17, 2025.

## Waitlists

Common across all non-profit, social and affordable housing is long waitlists. Housing and service providers noted that there is low turnover in rent-geared-to-income supported housing units. Waitlists are long, especially for people needing specialized kinds of housing. Wait times for Manitoba Housing units are similarly long.[70] One refugee claimant engaged for this project, for example, had to stay in a shelter for months and was told that the Manitoba Housing waiting list was two to three years.[71]

More information on Manitoba Housing and waitlists can be found in **Non-market vacancies and waitlists** (page 118).

## Discrimination

Discrimination was named as a common barrier to accessing housing: for Indigenous people, for Newcomers, for people receiving EIA, for people with disabilities, for youth — especially those connected to CFS, and others.[72] A common experience was described of inquiring about an apartment and being told it was available, but then when a landlord saw the prospective tenant in person, their photo, or heard their accent, the messaging shifted to no longer having availability. Women searching for housing described additional barriers, such as predatory offers of housing, or being kicked out of apartments because of the behaviour of an abusive partner.

> **"As an Indigenous woman, as soon as the poster of rental ad sees my profile on my FB (I use Marketplace on Facebook a lot to look for places) they immediately send a message back that it is not available, but ad is still up later in the month.**
>
> **"Or if I go see a place, they will state such things as 'I'm sorry, we have a lot of applications and we are not accepting anymore applications.' To which I respond to them, 'Well why did you set up an appointment with me to view if you have too many applications?!'"** [73]

[70] From engagement with IRCOM, SAI, NEWC, Sunshine House, and EHW.

[71] Focus group participant, June 10, 2025.

[72] Correspondence with Wahbung, SAI, NJH, and North End Housing Lab, and the EHW Community Survey.

[73] EHW Community Survey respondent.

A 2023 CMHC report on rental discrimination[74] found multiple stages of common discriminatory practices during pre-tenancy, within tenancy, and post-occupancy. Common pre-tenancy examples include prospective landlords steering applicants to other units, refusal to rent, or additional screening processes. Active tenants commonly face differential rules or evictions, and post-tenancy examples include withholding deposits, differential letters of reference, or listing the individual on 'do not rent to' lists. Post-discriminatory practices can impact an individual's ability to secure tenancy at future locations, and discrimination is not isolated to rentals. Condo and cooperative boards are commonly staffed with volunteers who do not have human rights or related training, which can add to potential discrimination risks.

## Landlord/property manager behaviour

The behaviour of some landlords or property managers, especially for lower rent housing in the private market, was another common theme amongst those engaged for the project, ranging from poor management and building maintenance to dishonest, predatory, and illegal behaviour.

Some examples of predatory practices listed included a landlord asking for upfront lease payments, arbitrary increases in posted rental rates (sometimes to take advantage of government subsidies), and refusal to return damage deposits or rent overpayments.[75] Tenants also talked about units, especially those being paid for by EIA, being unsafe or unhealthy, such as living with mold, mice, insects, broken windows and doors, holes in walls, and broken security equipment.[76]

# Barriers for landlords/property managers

### *Notes*

Findings for this section are informed by a survey was distributed for this project by the Professional Property Managers Association (PPMA) to its members and other property managers and landlords of rental housing in Winnipeg. PPMA members have portfolios ranging from 80 units to over 2,700 units, including high-rise apartments, low-rise apartments, medium density, mixed-use, and single-detached homes in neighbourhoods throughout Winnipeg.

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[74] CMHC, *Denied Renting: Lived Experiences of Rental Discrimination*, Housing Research: Research Insight (2023), **https://assets.cmhc-schl.gc.ca/sites/cmhc/professional/housing-markets-data-and-research/housing-research/research-reports/2023/denied-renting-lived-experiences-rental-discrimination-en.pdf?rev=252dcb2b-68b7-4633-8840-e72bdef4f62f**.

[75] Interview on May 8, 2025; Focus group participant, June 10, 2025.

[76] Focus group participant, June 17, 2025.

While this project does not look in depth at the experience of property management in Winnipeg, it is important to note that the owners and operators of rental housing in Winnipeg face challenges which can impact the experiences of tenants as described above.

They were asked about the key challenges they face in property management. Themes included maintenance and repair (related both to aging infrastructure and damage by tenants), tenant behaviour such as improper use of equipment in units which require maintenance (e.g., grease in drains), and lack of awareness of tenant responsibilities, especially with newer renters. Property managers talked about financial pressures associated with rising costs of utilities, materials, and labour and that caps on rent increases do not align with these rising costs. They noted regulatory barriers related to rent control, permit delays, utility bill responsibility (e.g., water), and lease restrictions.

Property managers also noted common challenges faced by their tenants related to affordability, limited availability of certain units — especially two- and three-bedroom units, maintenance delays, and discrimination. They noted trends in the rental market, including low vacancy in affordable units, more older adult renters, a shift to condominium investment, and more demand for energy efficient buildings due to utility costs.

While the demand for new rental units is clear, there are also ongoing challenges to maintaining existing units, including those experienced by property managers and landlords themselves.

# Housing supply

## *Key points*

- While Winnipeg's housing stock is predominantly single-detached homes, Winnipeg has seen a shift in the majority of new housing being multi-unit since 2013. Single-detached homes are also aging, with a few neighbourhoods having small decreases, while most new single-detached homes are built in new neighbourhoods.
- New residential development is concentrated at the city's edges and within older neighbourhoods, where the average residential property is 77 years old.
- The rapid rise in apartment units is a split between both high-rise and mid-rise developments, mostly concentrated around the Downtown and in new neighbourhoods. As of 2025, approximately 17 percent of apartment units are condos.
- Two- to four-unit stacked properties are concentrated in older buildings in Mature Communities, with relatively little new supply in recent years.
- Winnipeg is seeing a rapid decline of rooming houses, which is putting more vulnerable populations at greater risk of homelessness.
- Secondary suites, located primarily in Mature Communities, have increased substantially from 100 to 800 units resulting from several regulatory changes over the last decade.
- Townhouse units, being land intensive, are built primarily in new neighbourhoods on large tracts of land. Winnipeg has had nearly 10,000 new townhouse units since 2016, 63 percent of which are condo units.

## *Notes*

**Housing supply** in this section refers to the typology, or built-form, of residential developments. This includes both market and non-market housing. Tenure (i.e., rental versus ownership) is discussed separately in **Housing supply by tenure** (page 101).

Statistics Canada categorizes housing typologies into multiple dwelling types[77] based on the characteristics of the property. These dwelling types are referred to throughout this report. See **Table 33** (page 220) for a list of these types and **Appendix 1:Glossary** (page 215) for definitions.

[77] Statistics Canada, 'Type of Dwelling Reference Guide, Census of Population, 2021', *2021 Census Reference Materials*, 27 April 2022, **https://www12.statcan.gc.ca/census-recensement/2021/ref/98-500/001/98-500-x2021001-eng.cfm**.

The majority of Winnipeg's housing supply comprises of single-detached homes, although new housing in recent years has been primarily multi-unit development. As of the 2021 Census, Winnipeg had approximately 172,800 occupied single-detached dwellings, making up 57.5 percent of the housing supply, as shown in **Figure 13**.

**Figure 13:** Occupied dwelling units by type, Winnipeg, 2021.[78]

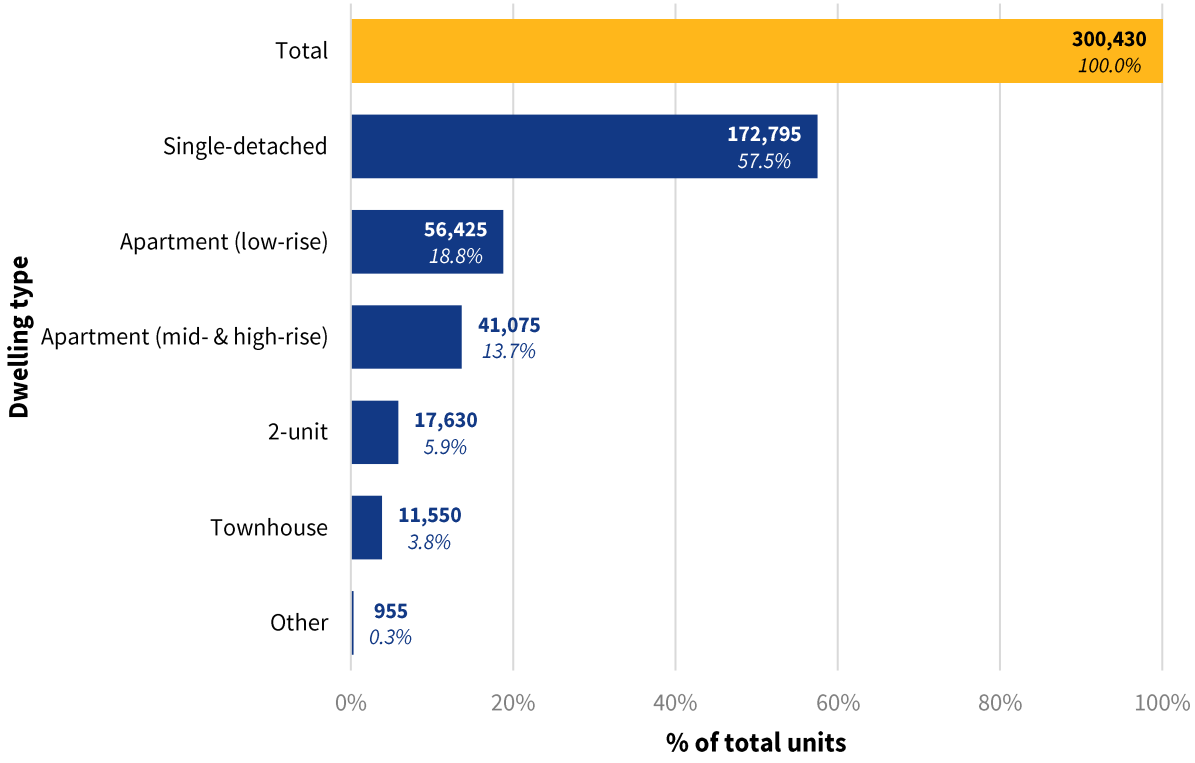



**Table 13** summarizes changes to the number of occupied dwelling units from 2011 to 2021. Two-unit homes in this table include duplexes and side-by-sides.

Since 2011, the supply of occupied multi-unit dwellings increased by 19.8 percent, primarily as a result of new apartment units. The number of single-detached units increased by 6.5 percent, while townhouses increased by 33.7 percent, two-unit homes increased by 19.1 percent, and apartments (includes units in both small and large buildings, rental and owner-occupied) increased by 36.5 percent.

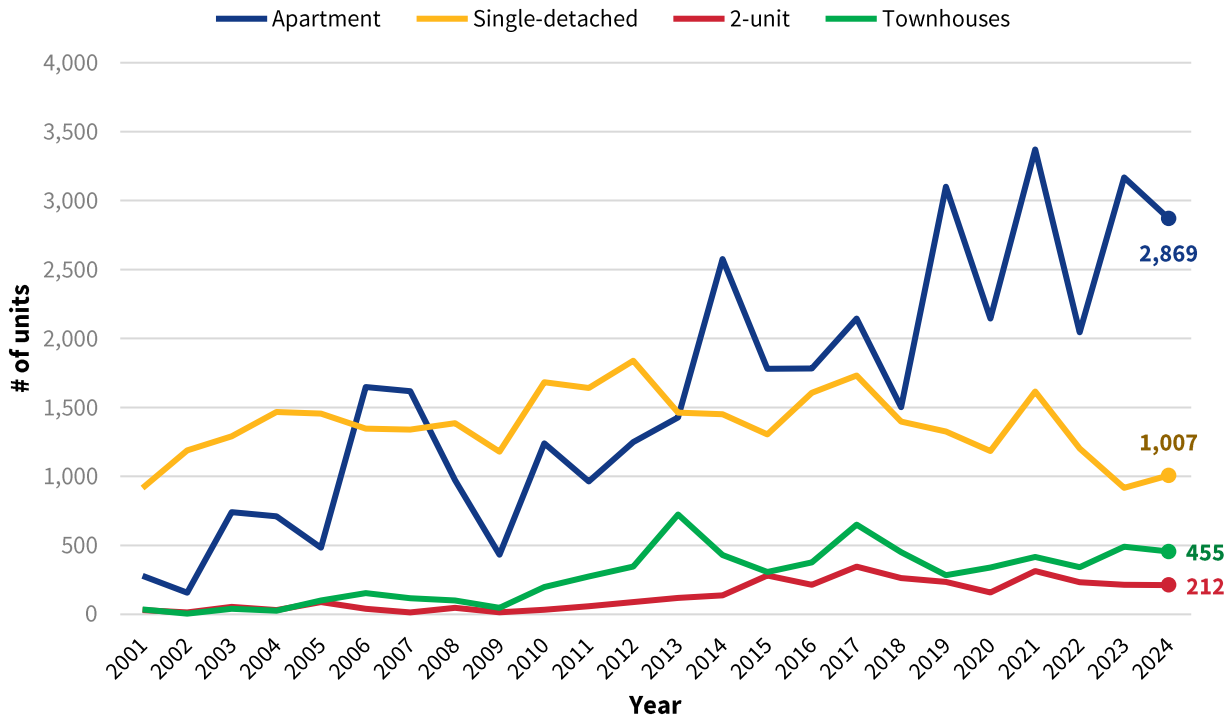
[78] Adapted from CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025, **https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/4611040/4/Winnipeg%20(CY)%20(Manitoba)**.

**Table 13:** Total occupied dwelling units by type, Winnipeg, 2016 to 2021.[79]

| Dwelling Types | 2011 | | 2016 | | 2021 | | 2011-2021 *% change* |
|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | |
| Single-detached | 162,180 | *60.3* | 166,955 | *59.4* | 172,795 | *57.5* | 6.5% |
| Apartment, low-rise | 46,385 | *17.3* | 50,660 | *18.0* | 56,425 | *18.8* | 21.6% |
| Apartment, mid- to high-rise | 35,775 | *13.3* | 36,865 | *13.1* | 41,075 | *13.7* | 14.8% |
| 2-unit | 14,800 | *5.5* | 15,530 | *5.5* | 17,630 | *5.9* | 19.1% |
| Townhouse | 8,640 | *3.2* | 10,110 | *3.6* | 11,550 | *3.8* | 33.7% |
| Other | 1,005 | *0.4* | 920 | *0.3* | 955 | *0.3* | -5.0% |
| **Total** | **268,785** | **100%** | **281,045** | **100%** | **300,430** | **100%** | **11.8%** |

This is consistent with City of Winnipeg building permit activity, which shows the volume of apartment units approved have surpassed single-detached units since 2013, and an increase in townhouse units since approximately 2010 (see **Figure 14**).

**Figure 14:** New residential units by type, Winnipeg, 2001 to 2024.[80]




**Note:** In this chart, apartments include all buildings with three or more residential units that are stacked.

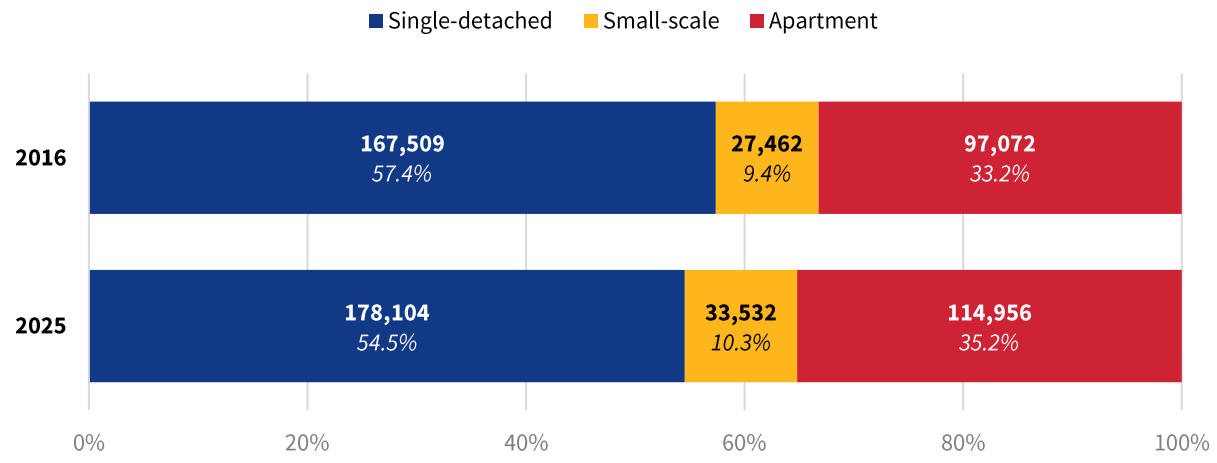
[79] Adapted from CMHC, 'Housing Market Information Portal'.

[80] Data source: City of Winnipeg – Building Permits database.

Between 2016 and 2025, Winnipeg has had approximately 34,500 new dwelling units.[81] This includes occupied and vacant units. Of these units, approximately 17,900 (52 percent) were apartment units, 10,600 (31 percent) were single-detached homes, and 6,100 (18 percent) were small scale units, which include 2,900 (8 percent) townhouse units, 2,000 (six percent) duplexes or side-by-sides, 700 (two percent) secondary suite units, and 300 (one percent) three- or four- unit homes.

While the proportion of multi-unit homes has increased, Winnipeg has lost a significant number of rooming house properties. It is difficult to identify the exact extent of the loss because of changes in licensing criteria and tracking over the years. Rooming houses and trends in other property types are discussed in greater detail later in this section.

**Figure 15:** Changes in housing type, Winnipeg, 2016 and 2025.[82]




[81] See **Appendix 3: Assumptions and limitations** (page 251), "City of Winnipeg Assessment Parcel Data", for more information on the methodology used for this analysis.

[82] Data source: City of Winnipeg Building Permits Database.

# What is being built and where?

### *Data sources*

Unless otherwise specified, data used for figures and maps in this Housing Supply section were compiled using a variety of internal City of Winnipeg data sources, including 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.

**Small scale buildings** (page 85) were identified with several related internal City data sources (e.g., property details, GIS-based data, etc.).

### *Geographies*

This section also refers to names of specific Winnipeg neighbourhoods. A map of their boundaries can be found here: **https://data.winnipeg.ca/dataset/Map-of-Neighbourhoods/iw67-pm65**

## General development pattern

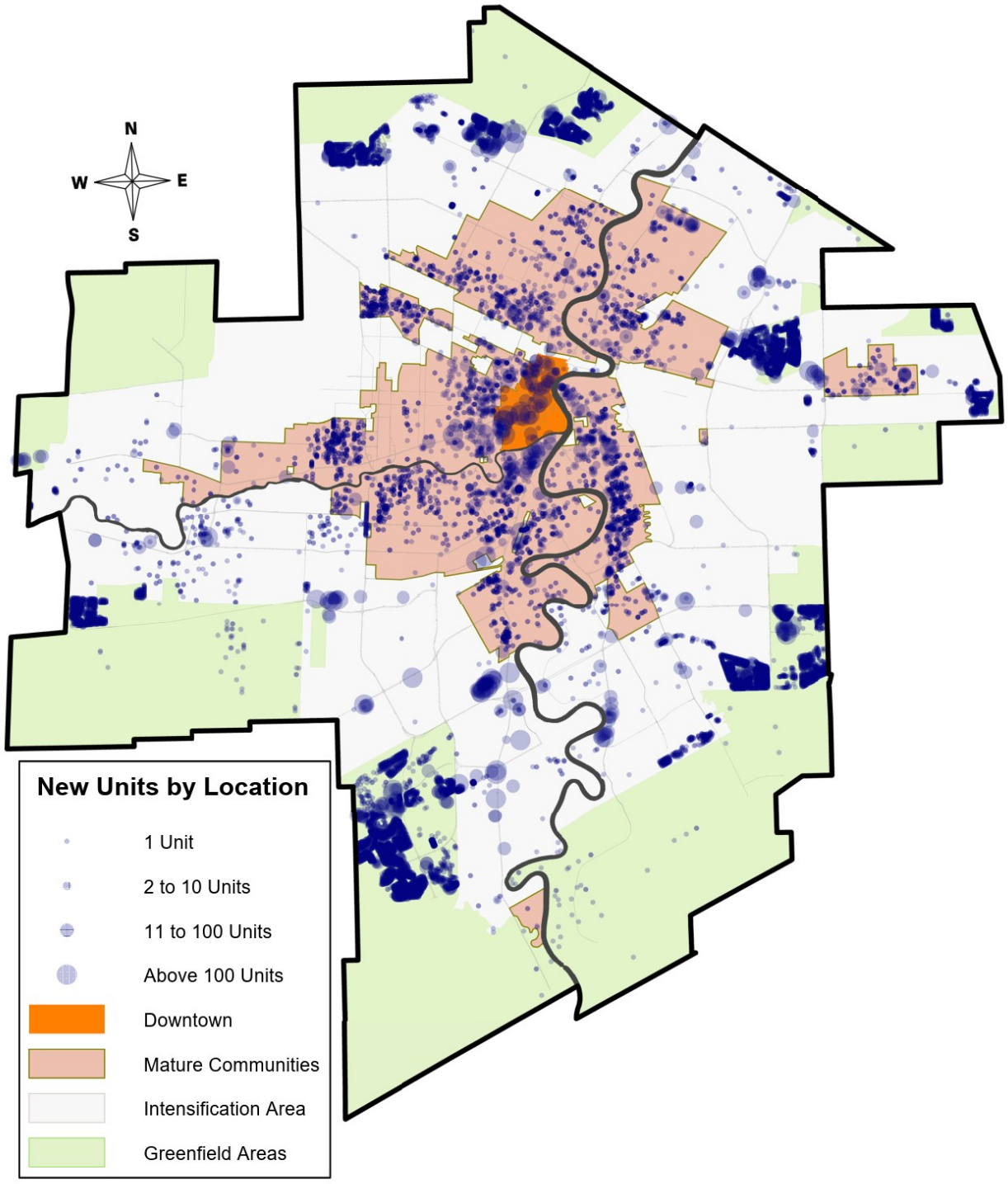
Like most cities, Winnipeg's general development pattern consists of the highest density residential housing in and around the Downtown, corridors, and major nodes, with lower housing density in suburban areas. Most of the recent growth has been concentrated near the City's edges in new neighbourhood greenfield areas, and in and around the Downtown and Mature Communities.

Over the last decade, Winnipeg has seen increasing multi-unit developments and a greater proportion of new units as infill development. Between 2016 and 2025, Winnipeg has increased its proportion of multi-unit housing, including both apartment and ground-oriented dwelling units. However, different development patterns, unit sizes, price ranges, and levels of walkability are emerging in different parts of the city.

New and recent suburban developments, located in or near the greenfield areas in **Map 6**, tend to have a greater volume of multi-unit development than suburban areas developed in prior decades. While this helps accommodate more residents, development in new greenfield areas can strain on services like public transit and roads (e.g., greater travel distances on average to access amenities).

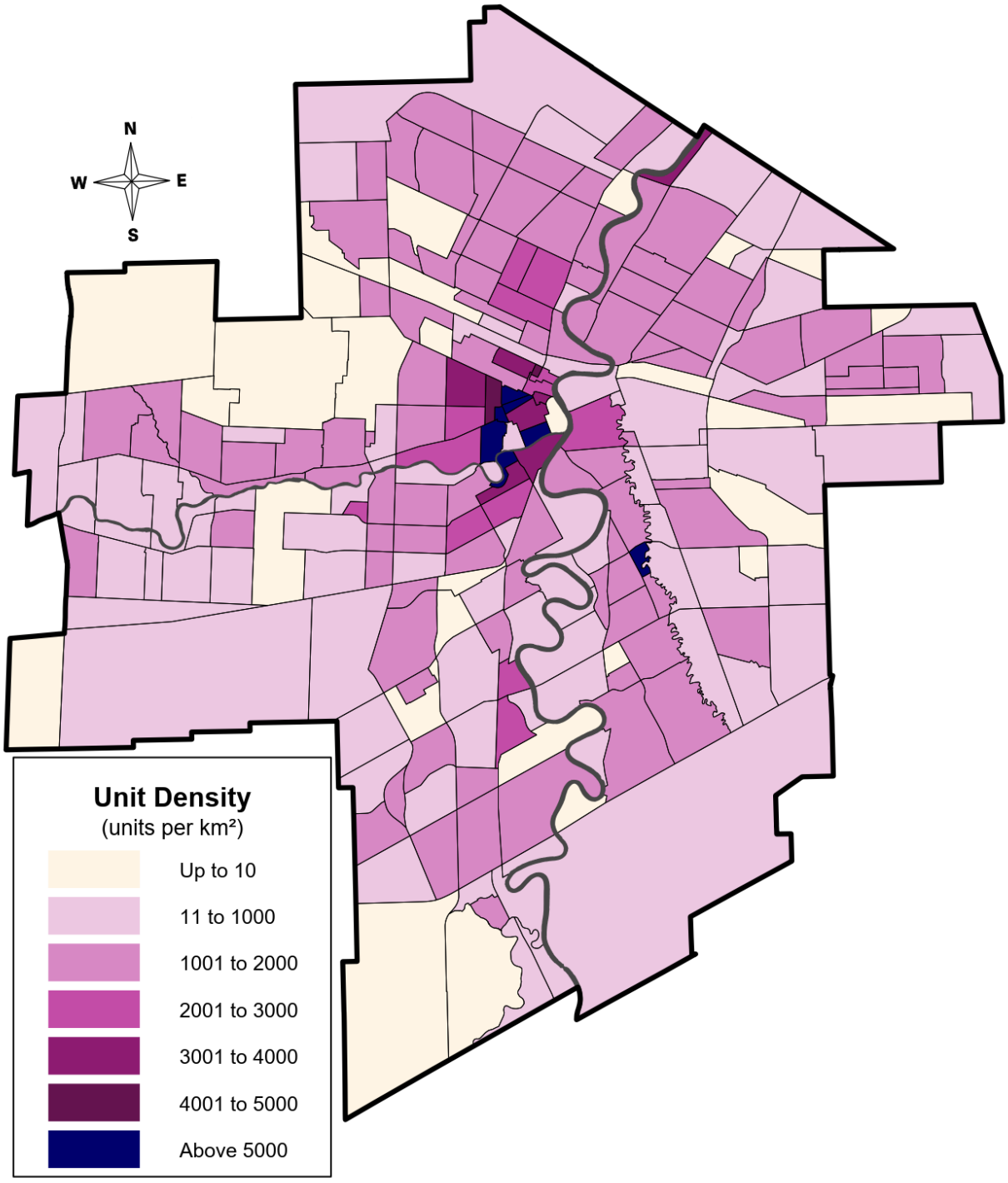
As shown in **Map 7**, when reviewing dwelling unit density in terms of dwelling units per square kilometre, the highest density is in and around Downtown, and along major regional corridors. Dwelling unit density is also higher in the northern parts of the city than it is in the southern parts and is greater near the city's edges. Some types of housing tend to be more concentrated in certain areas of the city, while larger multi-unit housing, including seniors' complexes, tend to be located in and around the Downtown, and in far suburban areas.

**Map 6:** Density of new multi-unit developments by location, Winnipeg, 2016 to 2025.[83]




[83] Data sources: Internal City of Winnipeg datasets.

**Map 7:** Dwelling unit density by neighbourhood, Winnipeg, 2025.[84]




[84] Data sources: Internal City of Winnipeg datasets.

## Intensification Target Area

Winnipeg has a policy target of at least 50 percent of new development to occur within Winnipeg existing built-up areas of the city as opposed to new growth areas. This area is called the Intensification Target Area (see **Map 24** on page 222), where Winnipeg has averaged 56.3 percent of new residential dwelling units between 2018 and 2023.[85]

Winnipeg only surpassed its 50 percent intensification target once between 2011 and 2018 (in 2014). The increased development in the Intensification Target Area is likely a result of increased multi-unit development, much of which is located along arterial roads and around the Downtown.

### Downtown target

*CCDS* also has an intensification target specific to Downtown, aiming to establish a minimum of 350 new dwelling units per year until 2030, and 500 dwelling units per year after that.

The city has averaged 315 new units per year between 2022 and 2024, being under the annual target by an average of 35 units. Lower rates of Downtown development are likely due to multiple factors, including higher post-pandemic construction costs and challenges unique to Downtown in assembling land, demolition, and environmental remediation.

This downturn has also coincided with reduced availability of development incentives, such as the former Downtown Residential Development Grant (DRDG) and the Live Downtown Rental Development Grant programs, launched in 2010 and 2014 respectively. Higher figures are expected in the next few years with multiple projects in the pipeline that are supported by various City incentive programs.

[85] City of Winnipeg, *2024 Complete Communities Land Monitoring Report* (2025), **http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=M20250327(RM)C-89**

# Types of housing

## Apartment buildings

### *What is counted as an apartment building?*

Statistics Canada differentiates apartment blocks by the number of floors it has. In this HNA:

- **Low-rise apartments** are buildings with four floors or less.
- **Mid- to high-rise apartments** are buildings with five floors or more.

Statistics Canada's definition of apartment buildings includes some units otherwise classified as **three-unit** and **four-unit homes**, and rooming houses. In this HNA, apartments refer to buildings with five or more units that are accessed through a common building entrance.

See **Table 33** (page 220) and Key concepts, dwelling types in **Appendix 1: Glossary** for more about dwelling type categories used in this HNA.

As of 2025, Winnipeg had approximately 115,000 apartment building units, or 35 percent of the housing stock, between both rental and condo units. Approximately 17 percent of the apartment stock is condo units. Since 2016, the apartment unit stock increased by approximately 17,900 units, or 18 percent. The proportion of rental apartment units city-wide (compared to condo apartment units) remained at 86 percent between 2016 and 2021.[86] It is not yet clear whether this proportion has changed since 2021.

### Mid- to high-rise apartments

Winnipeg's mid- to high-rise apartments are concentrated primarily in the Downtown and surrounding area, near the edges of the Intensification Target Area, and along arterial roads. The supply increased by approximately 8,400 new units (23 percent) since 2016, resulting in a total supply of approximately 45,500 total units in 2025. The biggest increases were in the Tuxedo Industrial, Fairfield Park, Regent, Leila North, and Colony neighbourhoods (see **Map 8** on page 83).

Since that time, several neighbourhoods within Mature Communities west of Downtown have had small net losses. There may be more such units will likely be lost in the coming years, as many of these buildings are aging. The median age of mid- to high-rise apartments in Winnipeg is 47 years old, compared to 55 years old in Mature Communities.

[86] CMHC, 'Housing Stock (2021) — Winnipeg (CY)'.

Of the approximately 8,400 new units since 2016, approximately 7,400 (88 percent) are rental units, and just under 1,000 (12 percent) are condo units. The condo units built since 2016 are primarily located Downtown, in north St. Boniface, the West End, and in the south-west part of the city.

As higher density developments, mid- to high-rise apartments are commonly located in areas along regional roads and in areas with nearby amenities and access to transit. However, some recent mid- to high-rise apartments are concentrated in areas with limited access to transit or other local amenities within walking distance, such as in the Tuxedo Industrial neighbourhood.

## Low-rise apartments

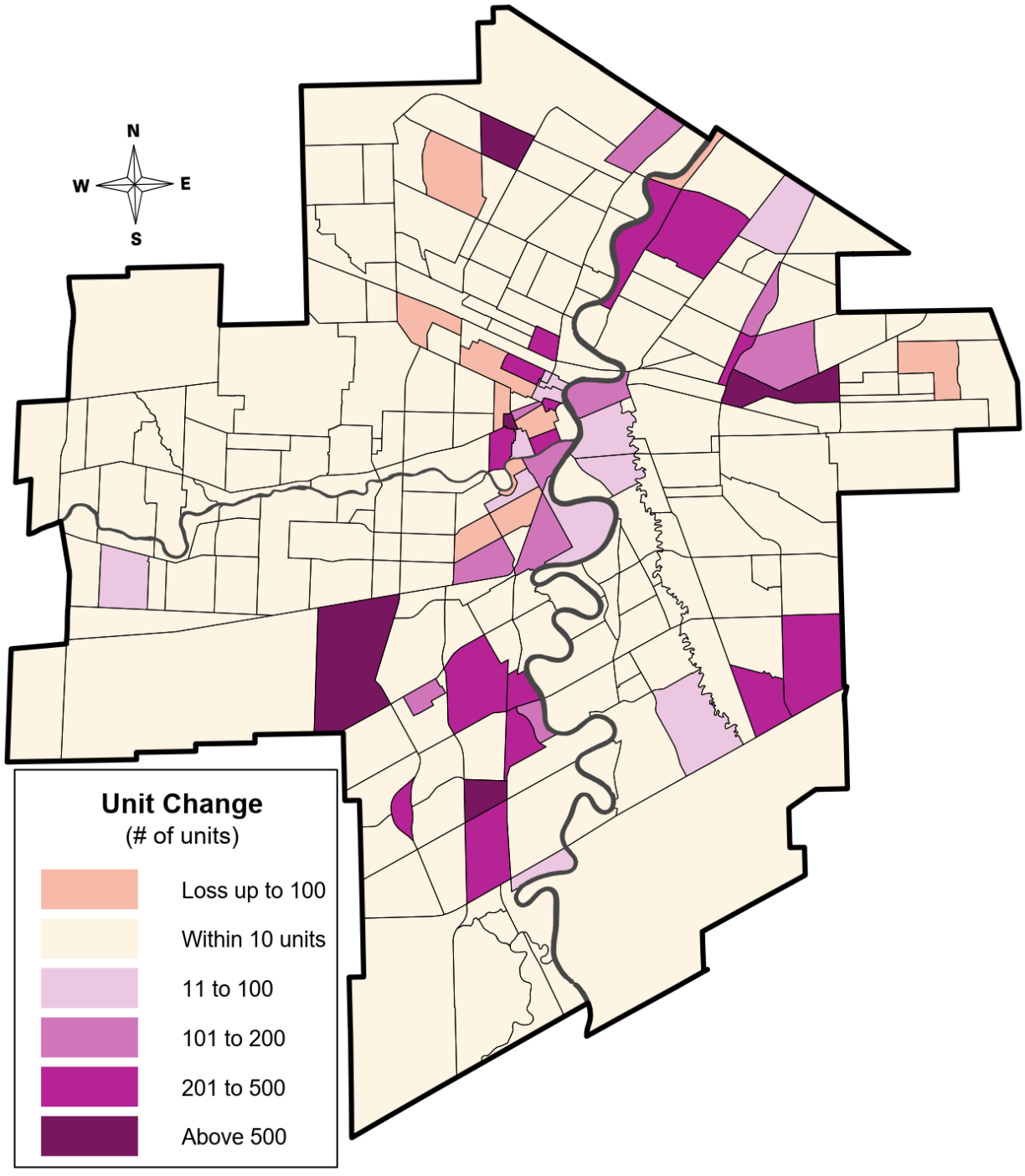
As shown in **Map 9** (page 84), low-rise apartments are distributed fairly evenly across the city, with the greatest concentrations surrounding the Downtown, and along the edges of the Intensification Target Area. These buildings are more commonly located along collector roads and are more able to fit the scale of their surrounding neighbourhoods than mid- or high-rise buildings.

The supply of low-rise apartments increased by approximately 9,500 new units (16 percent) since 2016, resulting in a total supply of approximately 69,400 total units in 2025. Of the approximately 9,500 new units since 2016, approximately 6,600 (69 percent) are rental units, and approximately 2,900 (31 percent) are condo units.

New low-rise apartments are predominantly located in new neighbourhoods, with a smaller amount Downtown and south of Downtown. The Colony and Pembina Strip neighbourhoods had a loss of more than 100 units, in both cases due to higher density apartment buildings replacing them.

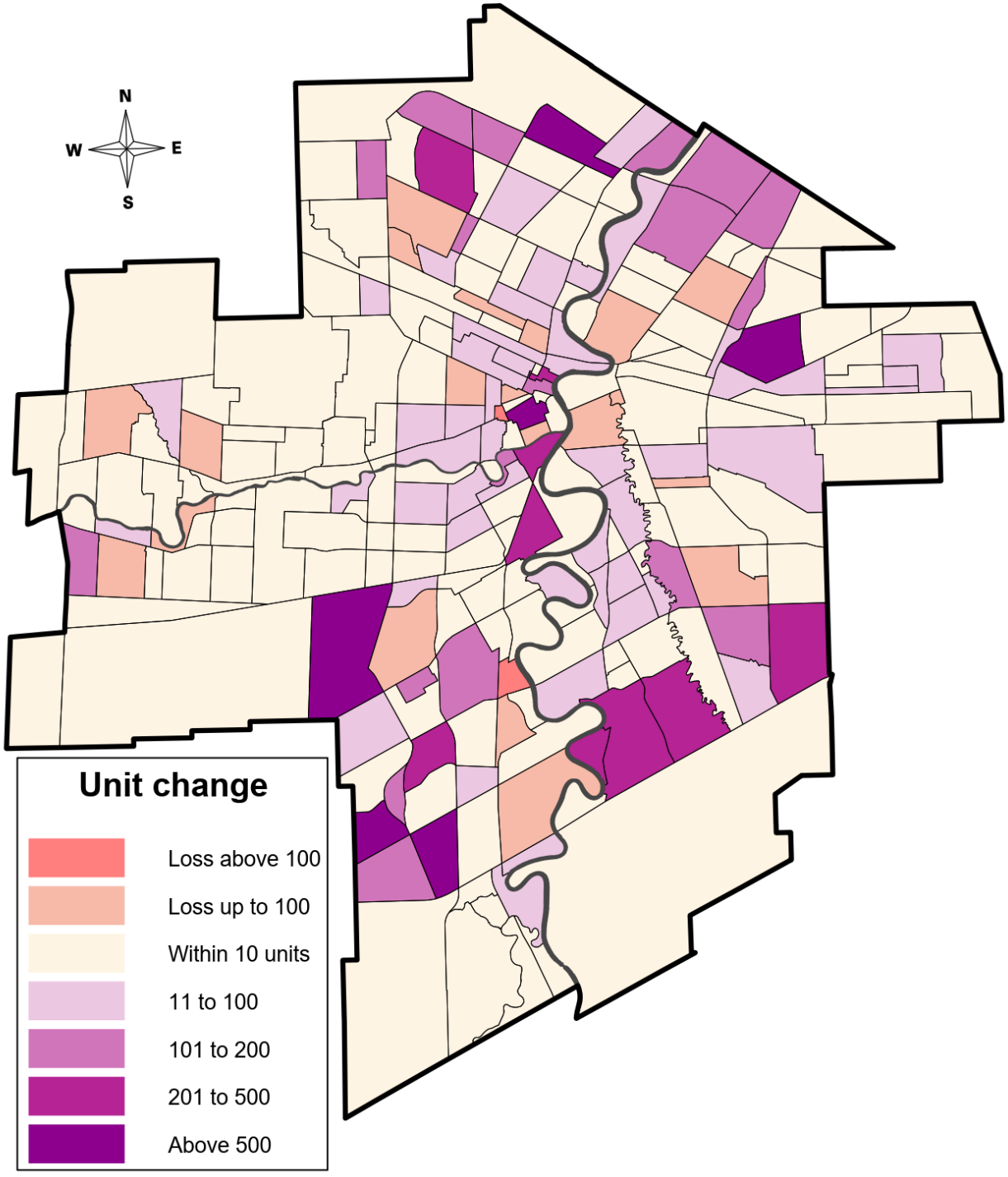
The median age of low-rise apartments in the city is 38 years old, compared to 60 years old just in Mature Communities. Given the high volume of older low-rise apartment stock in Mature Communities, the availability of affordable units in low-rise apartments are likely more concentrated in these neighbourhoods.

**Map 8:** Change in number of units in mid- to high-rise apartment buildings by neighbourhood, Winnipeg, 2016 to 2025.[87]




[87] Data sources: Internal City of Winnipeg datasets.

**Map 9:** Change in number of units in low-rise apartments by neighbourhood, Winnipeg, 2016 to 2025.[88]




[88] Data sources: Internal City of Winnipeg datasets.

## Small scale buildings

### *Small-scale*

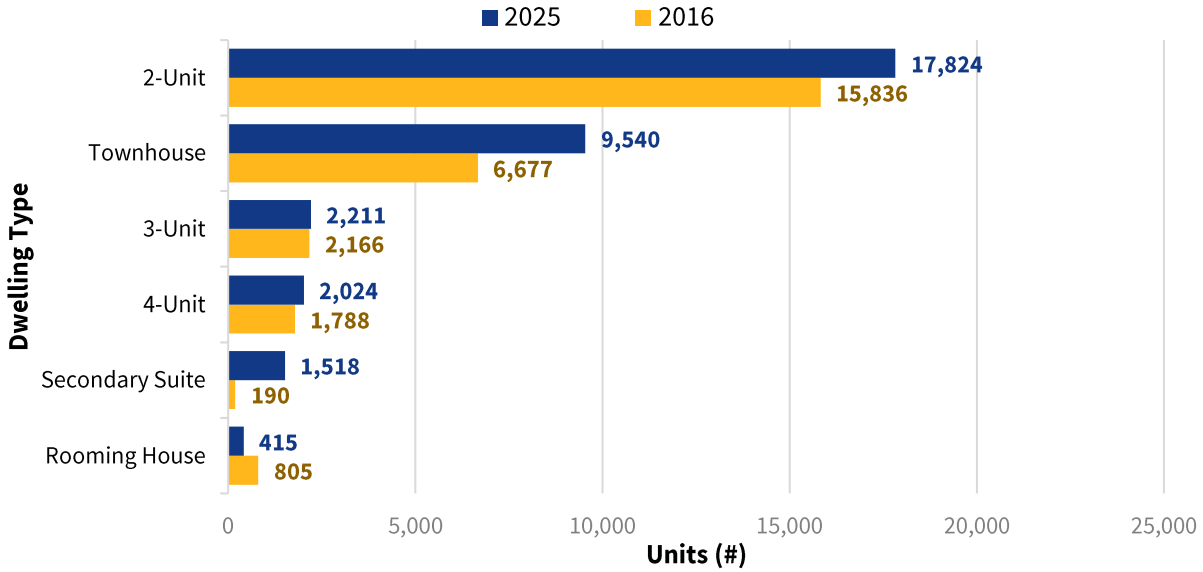
In this section, the term **small-scale** is used to refer to multi-unit dwellings that are not otherwise counted in an apartment building or moveable dwelling. Small-scale units include secondary-suites and those in two-unit (i.e., duplex and side-by-sides), three-unit, four-unit, townhouse, and rooming house properties. These dwelling types are defined in **Appendix 1: Glossary** (page 215).

### *Key points*

- Most duplexes are located in Mature Communities. New duplexes are uncommon, with a median age of 106 years old. Side-by-sides are located in newer neighbourhoods built in the 1970s onwards, particularly in the north and eastern parts of the city.
- Secondary suites, located primarily in Mature Communities, have increased substantially from 100 to 800 units, resulting from several regulatory changes over the last decade.
- Three and four-unit homes are concentrated in Mature Communities, surrounding the Downtown, with a median property age of 113 years old.
- Townhouse units have been built primarily in new neighbourhoods on large, undeveloped tracts of land. Winnipeg has had nearly 10,000 new townhouse units since 2016, 63 percent of which are condo units.
- Winnipeg is seeing a rapid decline of rooming houses, which is putting people who face barriers to accessing other housing types at greater risk of homelessness.

Units in small-scale buildings accounted for approximately 33,500 units in 2025, or 10 percent of the total housing supply. As shown in **Map 10** (page 87), small-scale units are distributed unevenly across the city, with higher concentrations surrounding Downtown, and along the edges of the Intensification Target Area. The northern parts of Winnipeg have significantly more small-scale units, while the south and western parts of the city have large areas with little supply of small-scale units.

**Figure 16:** Units in small-scale buildings, Winnipeg, 2016 to 2025.[89]



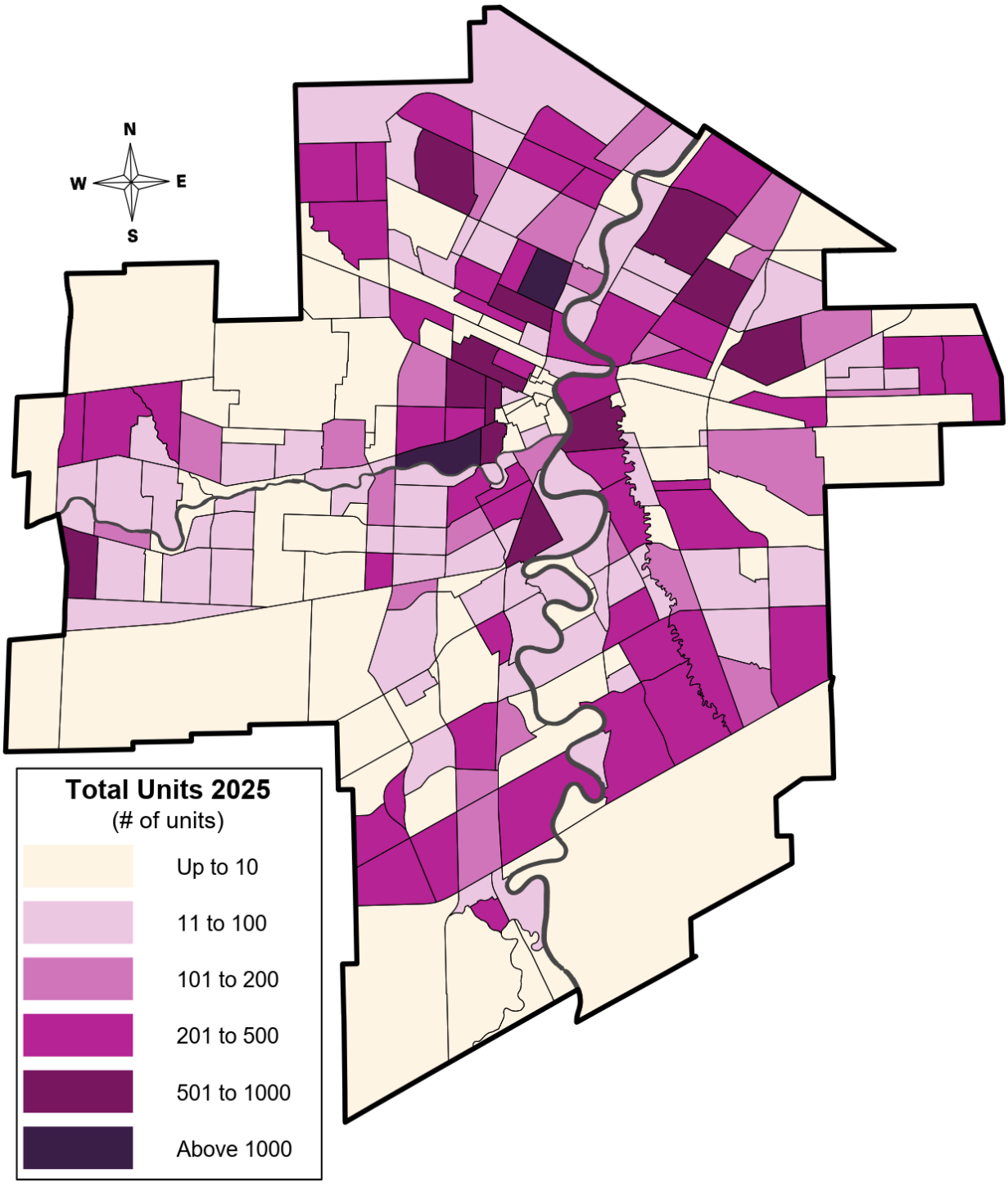

Housing types also vary between areas of the city. For instance, townhouses are land-intensive. Townhouses generally require more land than apartment buildings and are more often built in suburban areas. Two-unit and three-unit homes, on the other hand, use relatively little land and are frequently built within Mature Communities.

Mature Communities also have a large number of converted residential dwellings (CRDs) — dwellings that were converted from a house to a multi-unit residence. When these converted dwellings include shared facilities, such as a shared bathroom, kitchen, or common area, they are classified as rooming houses. Rooming houses tend to be older homes that have retained the rights to exist as a multi-unit property, subject to licensing criteria. The number of unlicensed rooming houses is difficult to determine, and so in this section multi-unit housing other than licensed rooming houses are counted by the unit numbers (i.e., “three-unit home” instead of “triplex”).

Since 2016, Winnipeg has had approximately 5,600 new small-scale units (a 28 percent increase). Several neighbourhoods surrounding Downtown have had small decreases in small-scale units, such as in River-Osborne, McMillan, West Broadway, Wolseley, Spence, North Point Douglas, William Whyte, and Dufferin. These losses are primarily in two- to four-unit homes. Other neighbourhoods in select locations and near the Intensification Target Area’s edge have had net increases of over 200 units. These include new neighbourhoods in North Inkster Industrial, Inkster Gardens, West Kildonan Industrial, Peguis, and Waverley West, and in the Lord Roberts and Glenwood neighbourhoods. In 2025, approximately 6,000 (24 percent) of small-scale units were condos in the form of townhouse units. The following sections break down the small-scale units by type.

[89] Data sources: Internal City of Winnipeg datasets.

**Map 10:** Total units in small-scale buildings by neighbourhood, Winnipeg, 2025.[90]




[90] Data sources: Internal City of Winnipeg datasets.

## Two-unit homes

### *What is counted as a two-unit home?*

In this HNA, **two-unit homes** include **duplexes**, **side-by-sides**, and any **rooming house** that has two units.

**Map 11** on the next page shows how two-unit homes are distributed throughout Winnipeg. As of 2025, Winnipeg had approximately 17,800 dwellings in two-unit homes. This includes approximately 3,900 duplexes (7,900 units), and approximately 4,800 side-by-side buildings (9,600 units). Side-by-side units are generally each independently owned properties that share a common wall, while duplexes combine both units stacked on one property. Duplexes are more commonly rental dwellings.

#### Duplexes

Duplexes tend to be significantly older than side-by-side properties, with 53 percent of the existing duplexes having been built prior to 1920, and 91 percent built prior to 1970. They are located almost entirely within Mature Communities (96 percent) and tend to be some of Winnipeg's housing stock in the greatest need of repairs. The median age of a duplex in Winnipeg is 106 years old (or 111 years old in Mature Communities). As a result of their age and locations, duplexes are among the properties more likely to charge affordable rent. They are also more likely to need major repairs (see **Table 18**) and to be demolished for new infill development. New duplexes are uncommon. Between 2016 and 2025, only 37 new duplexes were built (74 units).

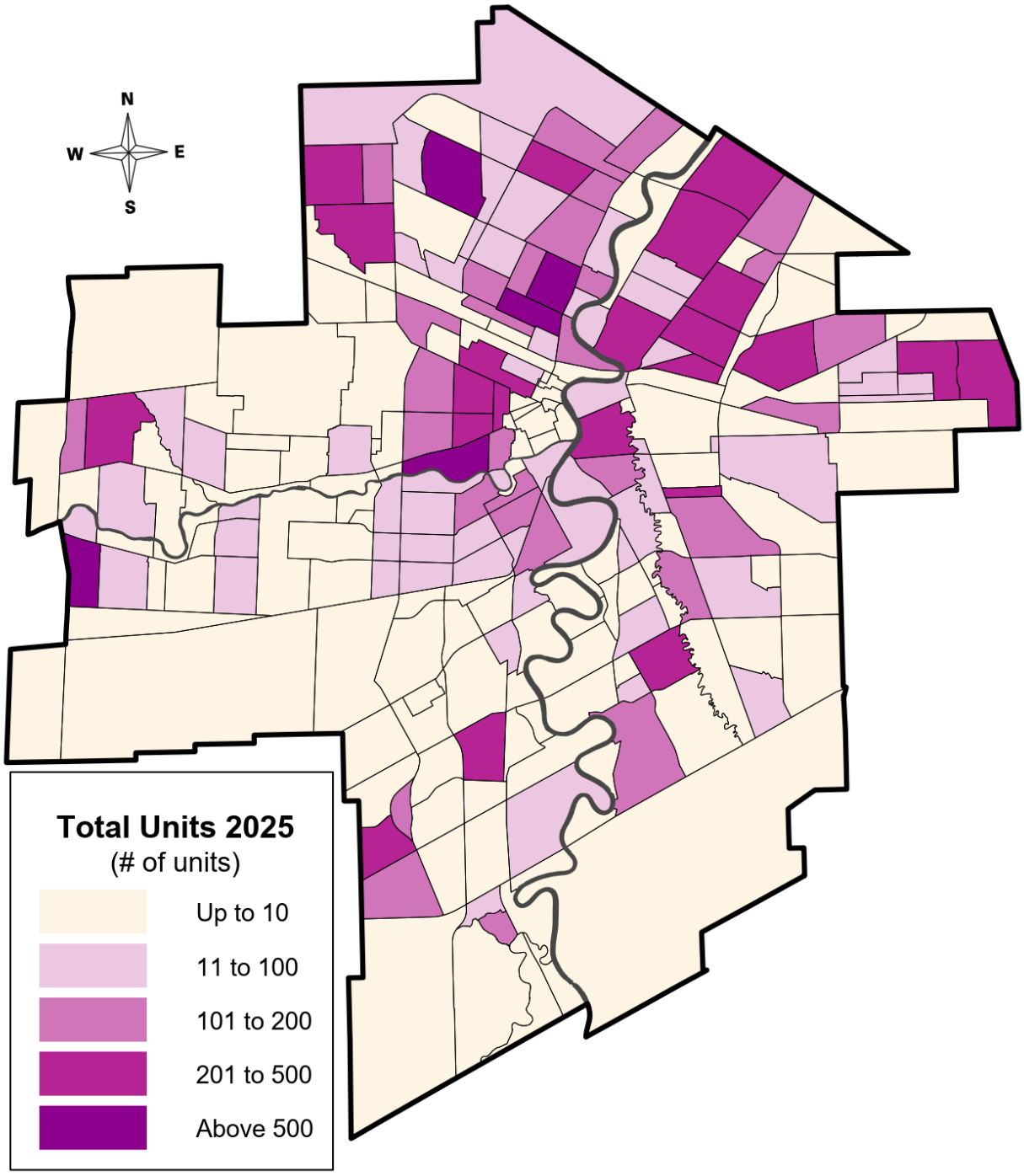
#### Side-by-sides

Most side-by-side properties in Winnipeg were built in the 1970s, with 77 percent of the existing stock built prior to 1980. They were common in new suburban developments at the time, with only nine percent located in Mature Communities. The median building age is 49 years (53 years in Mature Communities). Side-by-sides generally require more space than a duplex, which may in part explain why they are predominantly outside of Mature Communities, where average lot sizes tend to be wider. Between 2016 and 2025, approximately 900 side-by-sides (1,800 units) were built.

#### Secondary suites

Over the last decade, Winnipeg's City Council has made changes to the *Winnipeg Zoning By-Law* to facilitate the construction of secondary suites. In 2013, it expanded the definition of secondary suites to allow for detached units in addition to attached suites through Conditional Use applications. In 2017, it allowed for attached secondary suites as a permitted use. Consequently, these changes generated significant development; these additional suites have increased from approximately 100 units in 2016 to nearly 800 units in 2025 (a 700 percent increase), 87 percent of which are in Mature Communities. More recently, in 2024, Council approved a set of Zoning By-law amendments that allowed for detached secondary suites as a permitted use in Established Neighbourhoods.

**Map 11:** Total units in two-unit homes by neighbourhood, Winnipeg, 2025.[91]




[91] Data sources: Internal City of Winnipeg datasets.

## Three- and four-unit homes

### *What is counted as a three-unit and four-unit home?*

In this HNA, three-unit and four-unit homes include:

- **Stacked** properties (i.e., triplexes and fourplexes)
- **Side-by-side** layout (i.e., townhouse units with three or four units)

Additionally, some of these properties may be small apartments or unlicensed rooming houses, although the exact volume of unlicensed rooming houses is difficult to determine.

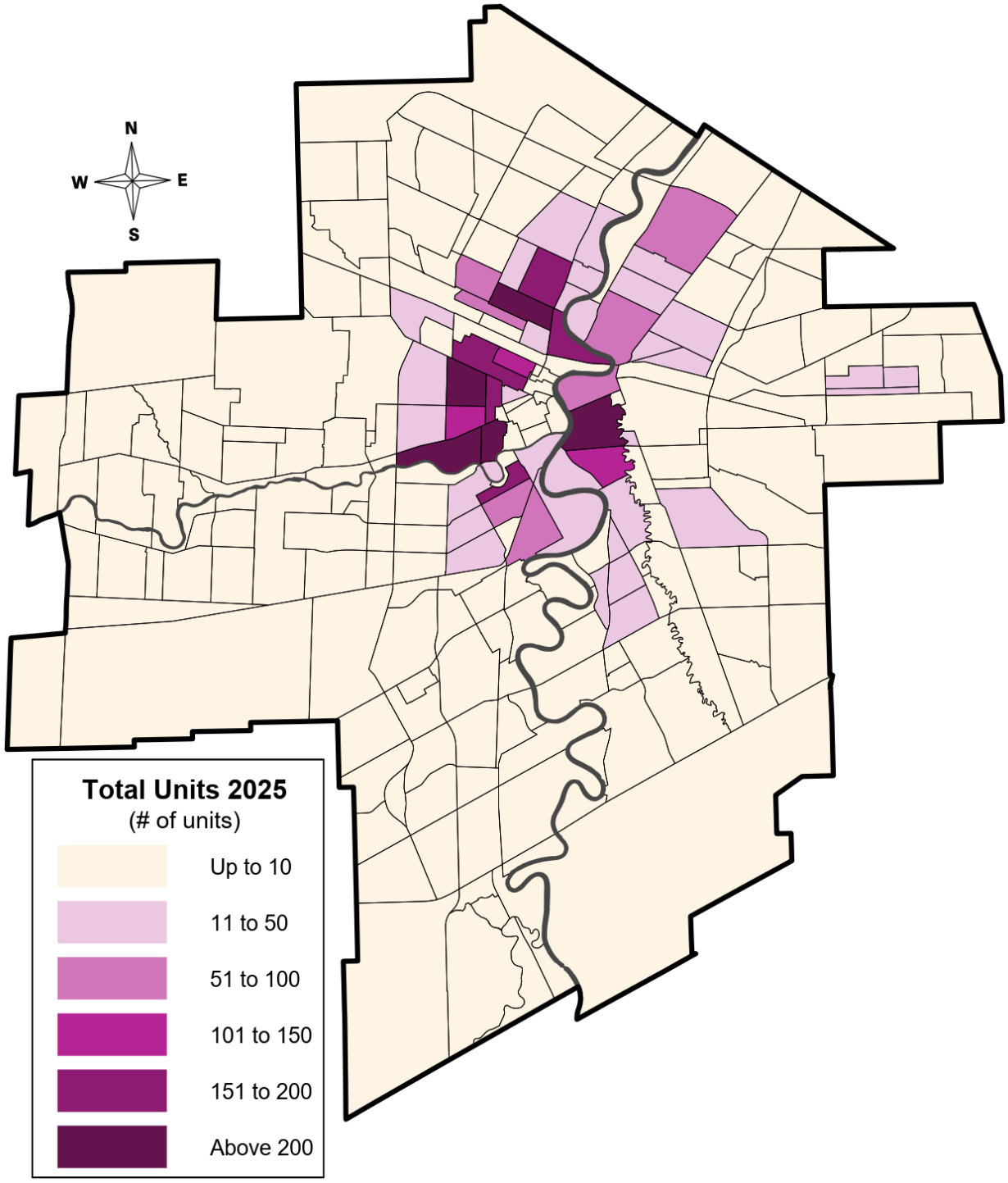
**Map 12** on the next page shows how three- and four-unit homes are distributed throughout Winnipeg.

As of 2025, Winnipeg had approximately 2,200 three-unit homes and 2,000 four-unit homes, with 97 percent and 95 percent of these properties respectively located within Mature Communities. These counts do not include licensed rooming houses.

The combined median age of these properties was 113 years old, with 61 percent of these units having been built prior to 1920. New three- and four- unit homes are uncommon. About 82 percent of all existing buildings were constructed prior to 1980, and since 2016 only 300 new dwelling units were created within this typology. Similar to two-unit homes, three- and four- unit homes are likely to contain more affordable rental units, being in older buildings, and are likely at greater risk of demolition. With the aging housing stock and little new development of three- and four- unit homes, Winnipeg would likely see a decline in these units. However, recent changes in mid-2025 have allowed for two- to four-unit buildings as-of-right where zoning rules previously restricted this densification.

Similar to rooming houses, these homes tend to be rental properties, and tenure may be easier to obtain than apartment buildings or townhouse complexes, which tend to be managed by larger management companies.

**Map 12:** Total units in three- and four-unit homes by neighbourhood, Winnipeg, 2025.[92]




[92] Data sources: Internal City of Winnipeg datasets.

## Townhouse properties

### *What is counted as a townhouse?*

Townhouses, also called row houses, are classified by Statistics Canada as having three or more side-by-side attached units. Because three- and four- unit homes are discussed separately, townhouse units discussed in this section have five or more units.

Stacked townhouse-style units are also included in this section, rather than as apartment units.

**Map 13** shows how townhouse units are distributed in Winnipeg.

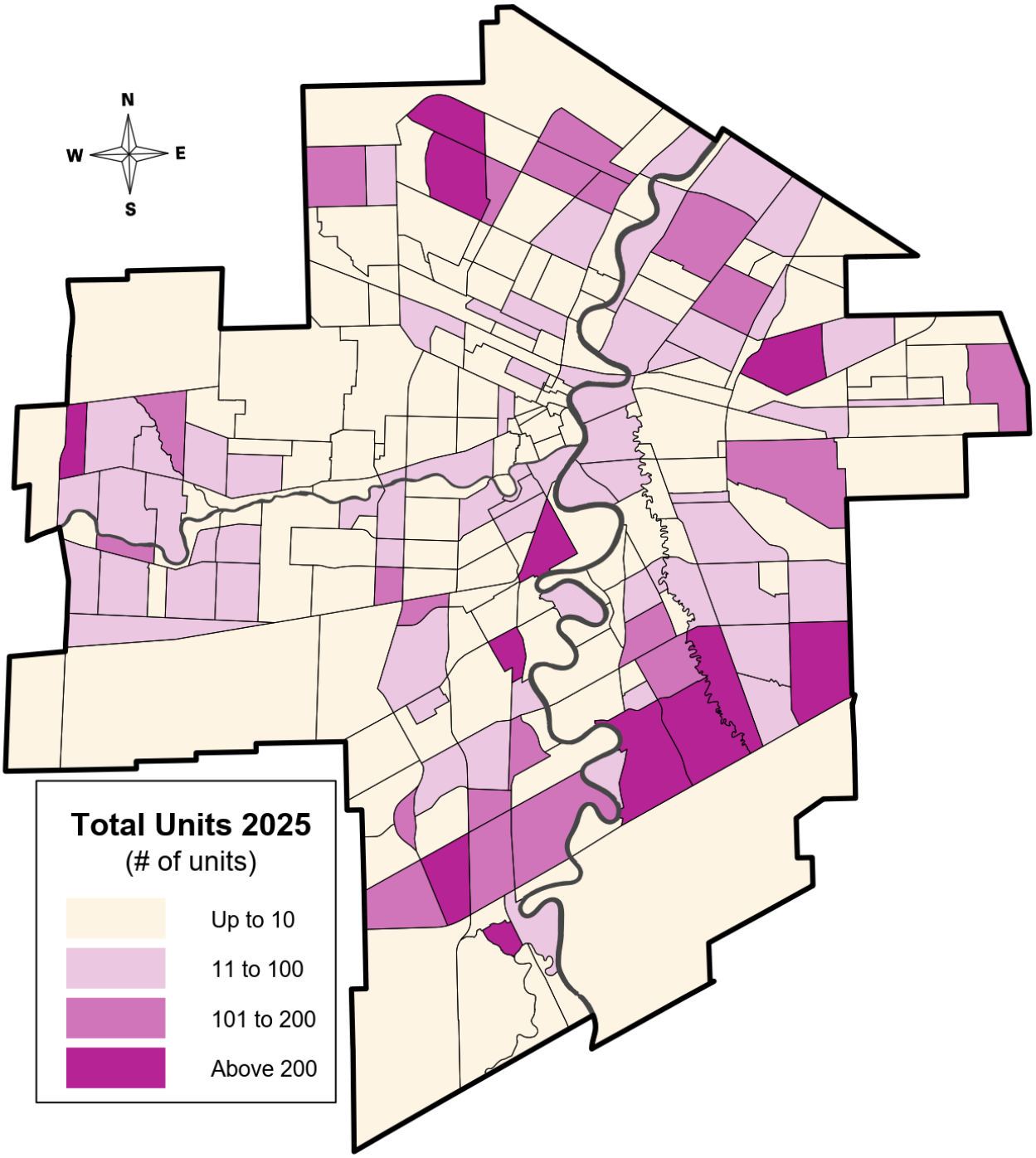
In 2025, Winnipeg had approximately 9,500 townhouse units. This includes approximately 3,600 (37 percent) townhouse rental units and 6,000 (63 percent) townhouse condo units. Since 2016, the supply of townhouse units has increased by 43 percent, most of which are condo units. The supply of townhouse rental units increased by 1,100 (by 47 percent), and townhouse condos increased by 1,700 units (by 41 percent).

Townhouses are land-intensive, and as a result they are infrequently built as infill properties except when large areas of land become available for development, like at the Fort Rouge Yards. Most townhouses are built near the edges of the Intensification Target Area. Only 19 percent of townhouses are located within Mature Communities.

Most townhouses have been built since the 1970s, with 30 percent built in that decade, and another 30 percent built since 2010, with the remaining in-between. The average age of a townhouse unit is 36 years old, and 46 years old in Mature Communities.

As of 2021, approximately 59 percent of townhouse units were for rent. Townhouses tend to be more spacious and offer more bedrooms than apartment units. However, the supply in central neighbourhoods is limited and they tend to be located in areas with limited walkability.

**Map 13:** Total units in townhouses, by neighbourhood, Winnipeg, 2025.[93]




[93] Data sources: Internal City of Winnipeg datasets.

## Rooming houses

### *What is a rooming house?*

Rooming houses are converted residential dwellings (usually single-detached homes) that have individual rented bedrooms with keyed locks, and tenant access to shared facilities, such as washrooms, kitchens, and/or living rooms.

Rooming houses provide a lower rent option in older homes for single-room tenancies. As of 2024, Winnipeg had 134 licensed rooming house properties, decreasing from 236 in 2023.[94] This shows a 43 percent decline in just one year. These estimates do not capture all rooming houses, as some are unlicensed.

Rooming houses are primarily located in Mature Communities but are not exclusive to Mature Communities. For instance, there were reports of a significant number of rooming houses near the University of Manitoba in Fort Richmond, housing the student population. However, in 2024 the neighbourhood had only one licensed rooming house, but the highest level of complaint-driven enforcement activity in the city[95], meaning this neighbourhood likely continues to have some unlicensed rooming houses.

The volume of rooming houses in Winnipeg has been declining each year. When Winnipeg began requiring licenses for rooming houses in 1997, the City identified 1,313 active rooming houses and 1,137 inactive rooming houses.[96] It is not clear if these numbers fell under the current definition of a converted residential dwelling with shared facilities. The number of rooming houses in the Spence neighbourhood is estimated to have decreased by 40 percent between 2002 and 2014,[97] with a similar rate of decline in the West Broadway neighbourhood.

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[94] Data source: Internal City of Winnipeg datasets.

[95] Data source: City of Winnipeg, 'City of Winnipeg Rooming House Enforcement Activity', 11 October 2025, **https://data.winnipeg.ca/Development-Approvals-Building-Permits-Inspections/Rooming-House-Enforcement-Activity/vk2f-xwp7/about_data**.

[96] The Starr Group Inc. and Richard DRDLA Associates, *Regulatory Factors in the Retention and Expansion of Rooming House Stock*, Research Report (CMHC National Office, 2000), **https://publications.gc.ca/collections/collection_2011/schl-cmhc/nh18-1/NH18-1-107-2000-eng.pdf**.

[97] Jino Distasio and Andrew Kaufman, *Winnipeg's Vanishing Rooming Houses: Change in the West Broadway and Spence Neighbourhoods*, The IUS *In-Brief* Series (Institute of Urban Studies, 2014), **https://winnspace.uwinnipeg.ca/handle/10680/739?show=full**.

### Challenges

Rooming houses provide a critical supply of low-barrier, affordable housing in Winnipeg. Many of the people who currently live in rooming houses face significant barriers to being housed in conventional forms of tenure. Without rooming houses, Winnipeg would likely see an increase in the number of people experiencing homelessness. However, with the low profit margin and high costs associated with rooming house operations, these properties are likely to decline further unless other incentives are considered. There is further pressure on rooming houses due to stigma associated with this housing type.

Rooming houses are commonly run by individuals rather than large property management companies, which can allow for flexibility in non-standard rental arrangements. As a result, individuals who have few options due to income limitations, poor credit, poor rental histories, or other circumstances may find accommodation in rooming houses. A 2014 study by the Institute of Urban Studies[98] calculated the median monthly rent in rooming houses at $345 per month at that time, while the average rent for a bachelor suite in West Broadway was $541 per month[99] (57 percent higher).

New rooming houses are difficult to establish under the building code and current by-laws. The Zoning By-Law (200/2006) does not permit rooming houses in 'R1 – Residential Single Family' or 'R2 – Residential Two Family' zoning districts, where most single-detached homes are located. Converting an existing home to a rooming house under the Building Code is especially challenging. Having each bedroom as an independent unit triggers additional requirements under the Manitoba Building Code, and a rooming house requires an annual license and inspection from the City. Inspection fees were non-existent in 1995, increasing to $244 by 2000[100], and were set at $940 by 2025[101]. According to the City's Annual Converted Residential Dwelling Inspection Reports, most rooming houses do not pass the first annual inspection with the most common issues related to fire safety requirements.

While fire safety standards can be cumbersome, rooming houses pose unique challenges with fire risks, being older converted buildings that accommodate multiple households in a relatively small space. In 2024, Winnipeg Fire Paramedic Services responded to 33 fires in properties classified under 'Rooming, Boarding, Lodging House, or Hostel', with this property class having among the highest volume of repeat fires. Thirty rooming house properties were listed as vacant buildings with active orders in September 2025, representing 107 lost units.

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98 Distasio and Kaufman, Winnipeg's Vanishing Rooming Houses.

99 CMHC, 'Housing Market Information Portal'.

100 The Starr Group Inc. and Richard DRDLA Associates, Regulatory Factors in the Retention and Expansion of Rooming House Stock.

101 City of Winnipeg, 'Licensing & Bylaw Enforcement Fees', Community Services Department, 10 April 2025, **https://legacy.winnipeg.ca/cms/BLES/LS/business_licenses/licence_fees.stm**.

With the high regulatory requirements and costs of managing older homes with multiple tenants, rooming house operators have little incentive to continue maintaining these properties. The City of Winnipeg provides some financial assistance from the Housing Rehabilitation Investment Reserve (HRIR) program through Neighbourhood Renewal Corporations (NRC)s, but these grants focus on minor repairs and include multiple property types within Winnipeg's Housing Improvement Zones (HIZ). The Province of Manitoba's former Rooming House Assistance Program (RHAP) provided forgivable loans of up to $25,000 per unit (in Winnipeg) to assist with repairs and rehabilitation to improve safety and liveability standards.[102] This program was cancelled in 2019,[103] leading to fewer options for rooming house operators to continue.

Because of all these challenges, Winnipeg's supply of rooming house units is declining rapidly, leaving even fewer options for low-income tenants seeking low-barrier accommodations, and putting this population further at-risk of homelessness.

## Feature: Unger Properties

**"This is our life's work." "We're weird in that way."**

**— Travis and Stephanie Unger**

Stephanie and Travis Unger live in the Spence neighbourhood and have been operating rooming houses in the neighbourhood since 1999. They started with their own home, which they opened up to boarders with low incomes and high needs. They built a sense of community there, with family meals and shared cleaning responsibilities.

When the opportunity came with funding through the Winnipeg Housing and Homelessness Initiative (WHHI), the Ungers purchased two homes across the street from them and renovated them to Code to operate as rooming houses. The homes each have five to seven rooms or units, including two barrier-free units.



**Figure 17:** Stephanie and Travis Unger

[102] Manitoba Housing, 'Call for Applications (CFA): Rooming House Assistance Program (RHAP) 2016', 2016, **https://www.gov.mb.ca/housing/progs/pdf/rhap/2016/rhap-cfa-aug-2016.pdf**.

[103] Ian Froese, '"Completely Blindsided": Manitoba Cuts Home Repair Programs for Low-Income Tenants', *CBC News* (Manitoba), 13 March 2019, **https://www.cbc.ca/news/canada/manitoba/manitoba-home-repair-renovation-programs-cut-1.5054660**.

The rooms were rented at $250 per month for several years and the homes operated at a loss until the Ungers were able to access the Province's Rent Supplement program.

More recently, the Ungers acquired another home on their block which had operated as a medical group home but had been vacant for seven years. This home required significant renovations (accessibility ramp, individual heating/cooling units, $9,000 fire panel, sprinklers etc.) to be up to commercial Building Codes, and the Ungers say that it was challenging to understand the standards that were required of them. In 2019, the Ungers started Five Stones in order to property manage buildings for non-profit housing providers. Five Stones now manages 400 units, with 20 employees. They try to find staff who buy into their vision and the meaning of the work.

Stephanie and Travis discussed some of the lessons learned in operating rooming houses such as the importance of dignity for tenants and ways to achieve energy efficiency. They offer month-to-month leases and have trained their staff to do pest control.

Perhaps most importantly, the Ungers talked about the ways they have of building and maintaining a stable community in the homes they operate. They carefully select tenants and place them in homes where they think they will fit well. They provide community garden plots and resourcing support to tenants to help them apply for benefits.



**Figure 18:** One of Unger Properties' rooming houses in the Spence neighbourhood.

Stephanie and Travis also spoke about the challenges of operating in the way that they do — not as a non-profit but also not a large profit-driven developer or property manager — in this middle ground where they aim to make "just enough profit" in small-scale properties rented to low-income tenants. Unger Properties offers a model of the type of low-barrier, grassroots and community-oriented affordable homes that are possible in rooming houses with caring operators, as well as the challenges in delivering these types of homes.

## Mobile homes

### *What is a mobile home?*

A **mobile home** is "a portable dwelling unit […] built upon or having a frame or chassis to which wheels may be attached for transportation purposes".[104] They are small, one-storey, and relatively affordable.

Mobile home parks are large tracts of land upon which space for a mobile home may be leased. This type of dwelling is highly land-intensive and has special zoning requirements.

Winnipeg has two mobile home parks that are both at/or nearing capacity:

- The **Southglen Mobile Home Community** is around 53.5 acres in size and located in the Dakota Crossing neighbourhood of St. Vital (approximately 370 mobile homes).
- The **Downs Village Mobile Home Community** is about 2.2 acres in size and located in Glendale on the western edge of the city is (approximately 170 mobile homes).

Any changes to the volume of mobile homes within these communities since 2016 have been minimal.

## Single-detached homes

Single-detached homes are the most predominant property type in Winnipeg, comprising approximately 178,000 homes.[105] As of 2025, they make up 54 percent of the housing stock, decreasing from 57 percent in 2016. Since 2016, Winnipeg has added approximately 10,600 new single-detached homes. As shown in **Map 14**, these were built primarily in new neighbourhoods outside the boundaries of the Intensification Target Area. At the same time, a few neighbourhoods surrounding the Downtown and in south-west suburban areas have had a small net loss in single-detached homes, with densification to other uses.

Single-detached homes tend to differ in size depending on the age and location of the property. Older and more central neighbourhoods tend to have smaller lot sizes (e.g., 25-foot lots), while newer neighbourhoods tend to have wider lots (e.g., 50-foot lots). As a result, the city has a greater dwelling unit density of single-detached homes in older neighbourhoods.

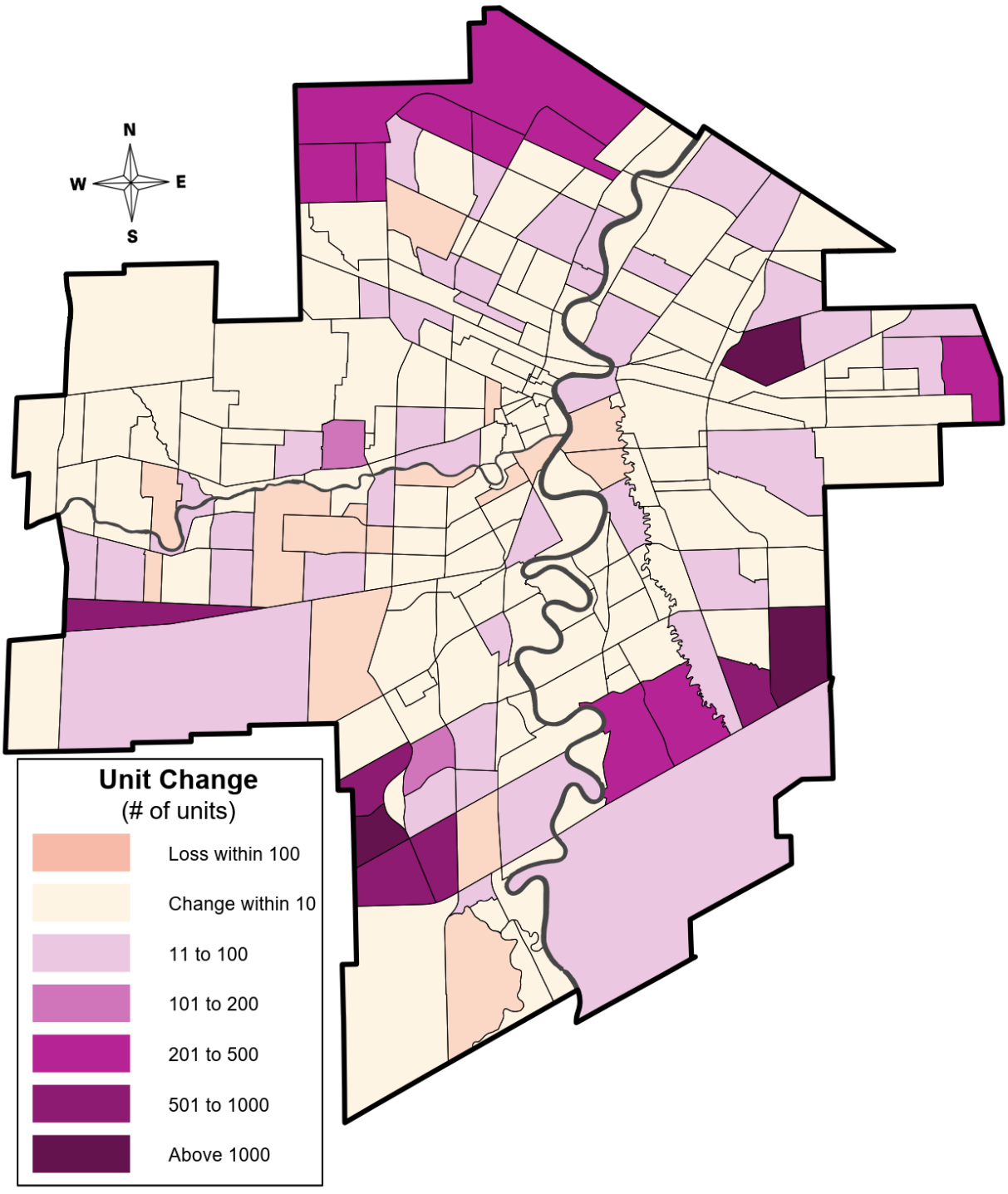
Newer homes tend to be built with more rooms as well. For example, the average living area of a single-detached homes within Mature Communities is 1,143 square feet, while the average living area of a single-detached homes outside Mature Communities is 1,499 square feet. As a result, homes that are older and smaller are more likely to be more affordable, assuming the higher land values in more densely populated areas do not offset these cost savings.

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[104] City of Winnipeg, *Zoning By-Law*, 29.

[105] Includes homes with secondary suites and condominium single-detached developments.

**Map 14:** Change in dwelling units in single-detached homes by neighbourhood, Winnipeg, 2016 to 2025.[106]




[106] Data source: City of Winnipeg internal datasets.

# Understanding development trends

### *Data source*

This section draws on key themes from interviews conducted with representatives from three private development companies. **Private market developers** engaged for this project were asked to explain the trends observed in housing development in Winnipeg in recent years, as described above, and anticipate future trends in development.

Developers expressed that it can be easier to build on greenfield sites than infill sites. If builders can buy land that is already zoned, subdivided, and serviced, construction is straightforward, predictable, and quicker. When developing infill sites there are more approval processes which all increase risks. This makes infill development a less certain prospect and adds to development timelines. Infrastructure and servicing capacity were also named as a major barrier to developing in some neighbourhoods. In the words of one developer, “investment will follow infrastructure.”

Developers talked about increasing construction costs, including rising material and land costs on one hand, and relatedly an increased priority on affordability from the market. Developers also tend to try to build near transit and amenities, and in areas which are perceived to be safer.

Engagement with leaders of neighbourhood renewal corporations and residents’ associations in Housing Improvement Zones (HIZs) revealed other challenges related to development in core neighbourhoods. These challenges include high insurance premiums, or inability to secure insurance, barriers with mortgage lenders, and relatively small lot sizes.

On the homeownership side, a desire for more affordable single-detached homes means an anticipated trend of development on smaller lots and cost savings through prefabricated construction. While rental has been increasing in recent years, developers anticipate seeing a slowdown in apartment construction in coming years because of recent changes to CMHC’s Mortgage Loan Insurance (MLI) program. The MLI Select program has created a favourable environment for rental construction, and almost all rental projects in Winnipeg are likely supported with financing through this program.

When asked about demand trends in the rental market, developers reported that affordable units rent first, and three-bedroom units are also in high demand. Two-bedroom, two-bathroom units had the highest vacancy rates for one developer, who said that middle-rent units have the highest turnover (affordable and high rent units tend to have more long-term tenancies). One developer noted that there is growing demand for higher-end, larger, amenity-rich apartments and condos driven by older adults demographic downsizing from single-detached, bringing significant capital with them.

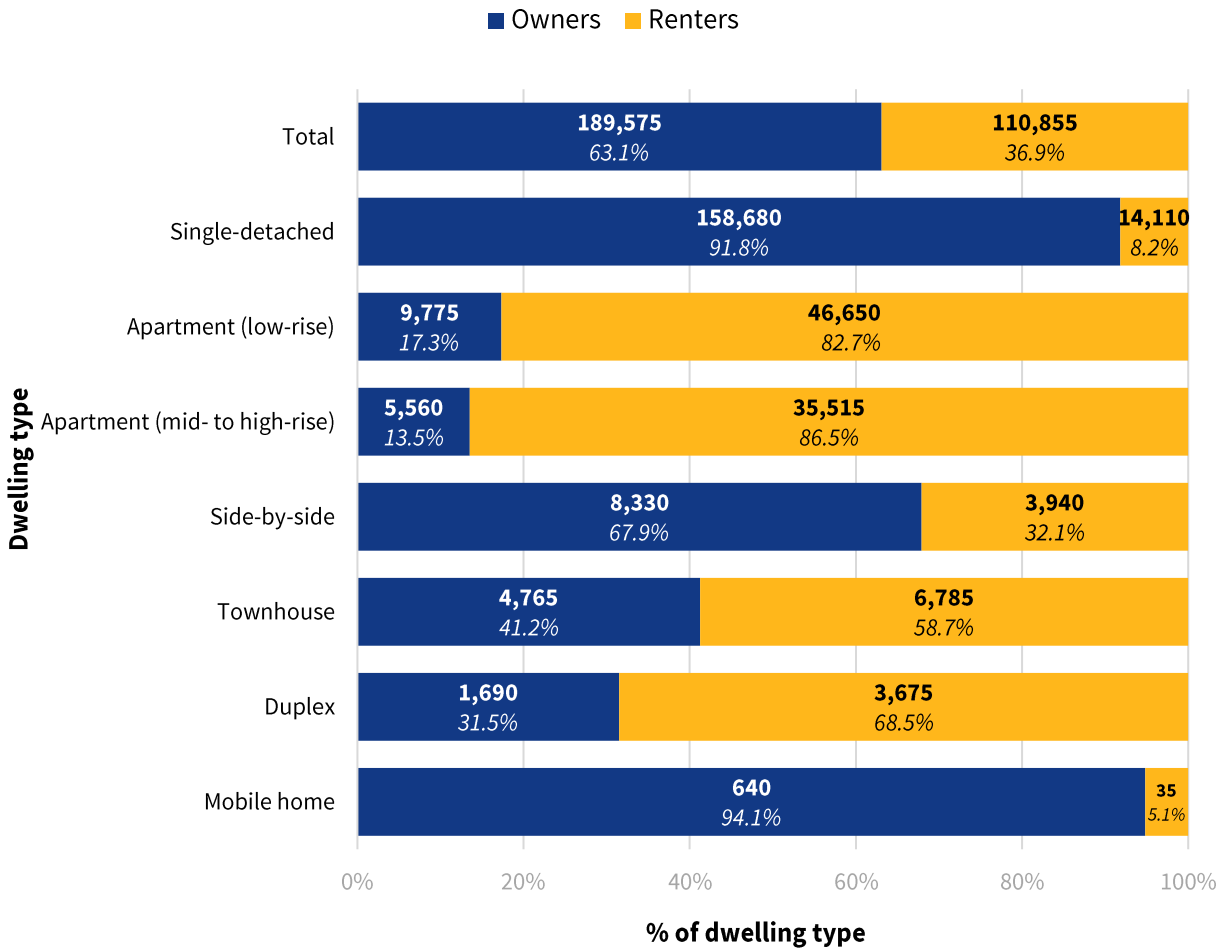
# Housing supply by tenure

### *Key points*

- Of Winnipeg's 300,400 occupied dwelling units in 2021, approximately 189,600 (63 percent) were owner-occupied and 110,900 (37 percent) were rented. Interestingly, between 2016 and 2021 the new supply flipped, with 63 percent rental and 37 percent owner-occupied.
- New apartment and townhouse units increased by 32 percent between 2016 and 2024, 93 percent of which were apartments.
- Ninety-six percent of primary market rentals are apartments, with 90 percent of apartments being one- or two-bedroom units. New units since 2016 have followed the same trend, with 88 percent as one- or two-bedroom units.
- The primary rental market has a limited supply of three-bedroom units, which are primarily located in suburban townhouses, with very few three-bedroom units in neighbourhoods surrounding the Downtown.
- Secondary market rentals provide greater variety but face unique challenges. Approximately 24 percent of condo units and 8 percent of single-detached homes are rented out, providing some essential options for renters.
- Vacancy rates decreased from 5.1 percent in 2021 to 1.7 percent in 2024. Traditionally, three-bedroom units have the lowest vacancy rates in Winnipeg.
- Between 2016 and 2021, homeownership decreased by 21.9 percent among individuals aged 15 to 24, 5.4 percent among individuals aged 25 to 39, and 2.1 percent among individuals aged 40 to 54, and by approximately 1 percent among older adults.

Winnipeg has about 300,400 occupied dwelling units as of the *2021 Census*. As shown in **Figure 19**, at that time, approximately 189,600 units (63.1 percent) were owned, and 110,900 units (36.9 percent) rented. This is a small increase from Winnipeg's rate of 34 percent to 36 percent between 2001 and 2016. While the total inventory of rental units has shifted slightly, 63 percent of new units between 2016 and 2021 were rentals, marking a significant increase in rental tenure of new housing units. This shift may reflect recent demographic changes, the increased cost of housing, and increased federal funding for multi-unit affordable housing.

**Figure 19:** Dwellings by type and tenure, Winnipeg, 2021.[107]




# Owner-occupied units

### *What is an owner-occupied unit?*

Owner-occupied units are homes where the person living there owns the unit. These units are comprised primarily of single-detached homes, condo apartments, townhouses, moveable-dwellings, and side-by-side units, although other property types can be owner occupied as well. While these property types are mostly owner-occupied, some are rented out in the **secondary market**.

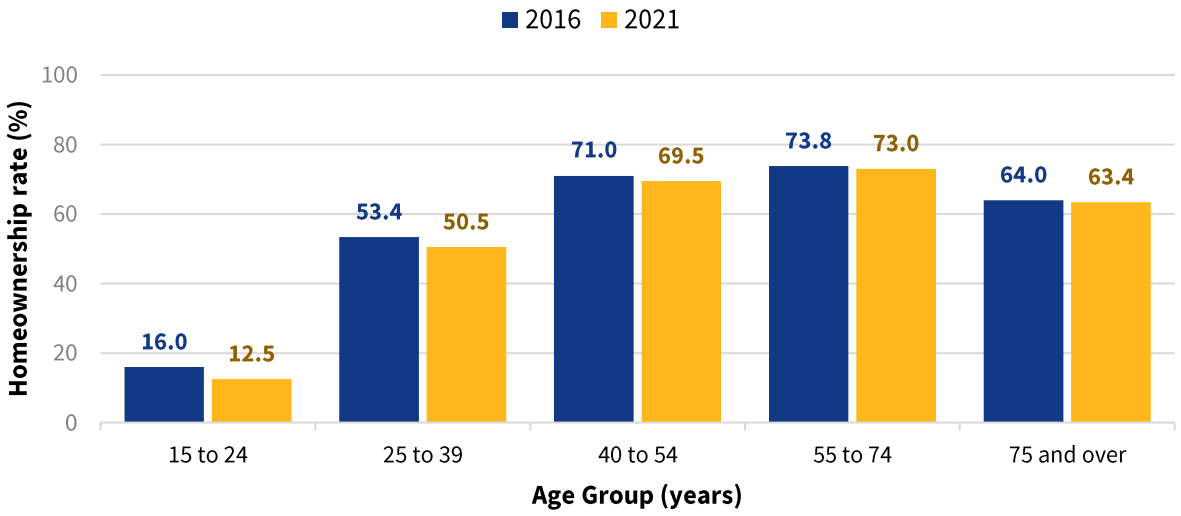
[107] CMHC, 'Housing Market Information Portal'.

As of 2021, approximately 189,600 households lived in owner-occupied dwellings. While the total number of owner-occupied households increased by 4 percent, the proportion of owner households decreased slightly from 64.9 percent to 63.1 percent.

In terms of housing types, Statistics Canada[108] reported that in 2021, 92 percent of single-detached units, 68 percent of side-by-side units, and 95 percent of mobile home units were owner-occupied. Approximately 76 percent of condo apartment units were owner-occupied.

Between 2016 and 2021, the proportion of households owning homes decreased, particularly in younger age groups. **Figure 20** compares the percentage of homeowners by age group between 2016 and 2021. Homeownership decreased by 21.9 percent among individuals aged 15 to 24, 5.4 percent among individuals aged 25 to 39, and 2.1 percent among individuals aged 40 to 54, and by approximately 1 percent among adults in older age groups. This is in line with other findings outlined above that fewer younger people are maintaining households, and presumably not purchasing homes as readily as Winnipeggers once did. It could also mean more younger households are renting. It should be noted that these age categories do not match age categories used in other sections of this report, due to limitations in available data.

**Figure 20:** Proportion of adults owning homes by age group, Winnipeg, 2016 and 2021.[109]




[108] Statistics Canada, *2021 Census.*

[109] Data source: Statistics Canada, *2021 Census.*

## Condominium dwellings

### *Note*

In 2021, the University of Winnipeg's Institute of Urban Studies[110] (IUS) conducted a study which identified condo trends and their impact on Winnipeg's housing stock. This study involved the development of the *IUS Condo Database*, most of which was created in 2018 using information from the City's Taxation and Assessment Department, Land Titles Office, and the Winnipeg Free Press. Much of the data in this section draws on findings from this study.

Condos have been built or converted (from other units) in Winnipeg since 1969. New or converted condos have been created consistently almost every year since. Condos tend to be concentrated along regional roads, particularly in southern parts of the city, and in higher density residential areas, with a greater concentration of converted condominiums in older neighbourhoods surrounding Downtown, such as in the Osborne Village neighbourhoods, west of the airport, and along north Henderson Highway. The IUS found that nearly half of Winnipeg's condos were located in low-rise apartments.[111]

Condos provide a lower cost avenue for entering the housing market, being more affordable options than single-detached homes. For instance, the median price of a condominium unit was $228,000 in 2024, which was considerably lower than the median price of $400,000 for a single-detached home, as discussed in the **Monthly shelter costs** section (page 48).

Condo conversions can also increase the supply of housing stock when converted from a non-residential use. For instance, the IUS study found that 326 new units downtown were converted from non-residential uses. However, most of the conversions (95 percent) are from rental units, and converted buildings are frequently older buildings which previously presumably had more affordable rents. The study identified that more than 10,000 rental housing units at that time in Winnipeg had been converted to condos. When rented out in the secondary market, these units tend to be available at higher rents than purpose-built rental units.

Between 2016 and 2025, Winnipeg's supply of condo units increased by approximately 5,800 units (by 28 percent) to approximately 26,300 units. Approximately 17 percent of these units were in mid-to-high rise apartment buildings, with the remaining split between townhouse and low-rise apartments, and condo houses. The number of conversions from rental or other uses through this period is not readily available.

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[110] Tom Carter et al., *Gain, Loss, and Change: The Impact of Condos on Winnipeg Neighbourhoods* (University of Winnipeg Institute of Urban Studies, 2021), **https://winnspace.uwinnipeg.ca/handle/10680/1978**.

[111] Carter et al., *Gain, Loss, and Change.*

# Rental units

## *Geographies*

CMHC provides rental data for Winnipeg up to 2024 through its Housing Market Information Portal[112]. This data is compiled annually through the *Rental Market Survey*[113].

Some of the datasets in the portal use the following terms to refer to areas in Winnipeg:

- **City-wide** refers to the city of Winnipeg (i.e., Census subdivision).
- **Core** refers to neighbourhoods in the following CMHC zones: Fort Rouge, Centennial, Midland, and Lord Selkirk.
- **Suburban** refers to neighbourhoods in the following CMHC zones: St. James, West Kildonan, East Kildonan, Transcona, St. Boniface, St. Vital, Fort Garry, and Assiniboine Park.

This section also refers to names of specific neighbourhoods. A map of their boundaries can be found here: **https://data.winnipeg.ca/dataset/Map-of-Neighbourhoods/iw67-pm65**

## *Dwelling types*

The rental analysis in this section relies heavily on Statistics Canada data and follows Statistics Canada housing classifications. So, apartment units in this section include stacked triplexes, fourplexes, and stacked townhouse-style developments. Townhouses identified in this section include only townhouse complexes with units that are at ground-level and are not stacked. These totals do not include two-unit homes.

The total inventory of rental units in Winnipeg includes:

- Primary market units built for the purpose of renting to tenants.
- Secondary market units built to be purchased by an individual, who then rents the unit(s) out to another household.
- Non-market units that are not rented at market rates, such as social housing or co-operatives.

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[112] CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025, **https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/4611040/4/Winnipeg%20(CY)**.

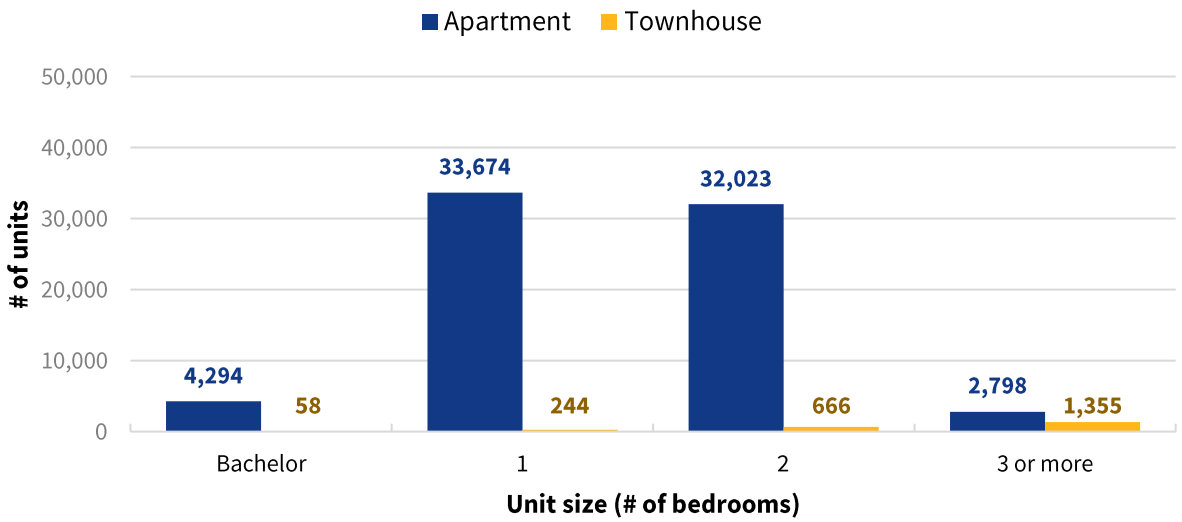
[113] CMHC, 'Methodology for Rental Market Survey', Solving Housing Affordability Together, 29 January 2024, **https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-research/surveys/methods/methodology-rental-market-survey**.

## Primary market rentals

As of 2024, Winnipeg had approximately 75,500 rental apartment or townhouse rental units. Approximately 72,800 units (96 percent) were apartments, and approximately 2,700 units (four percent) were townhouses.

Most apartment units in Winnipeg are one- or two- bedroom units, while townhouses comprise primarily of two- and three-bedroom units, likely due to their larger sizes. Only six percent of these 75,500 rental units were three-bedroom units. Of the three-bedroom units, only 15 percent were within core areas, mostly concentrated in a select few neighbourhoods south and west of Downtown. This means that residents with larger household sizes have few rental options within core neighbourhoods. These neighbourhoods comprise of 25 percent of Winnipeg's population, or 184,500 residents (as of the *2021 Census*).

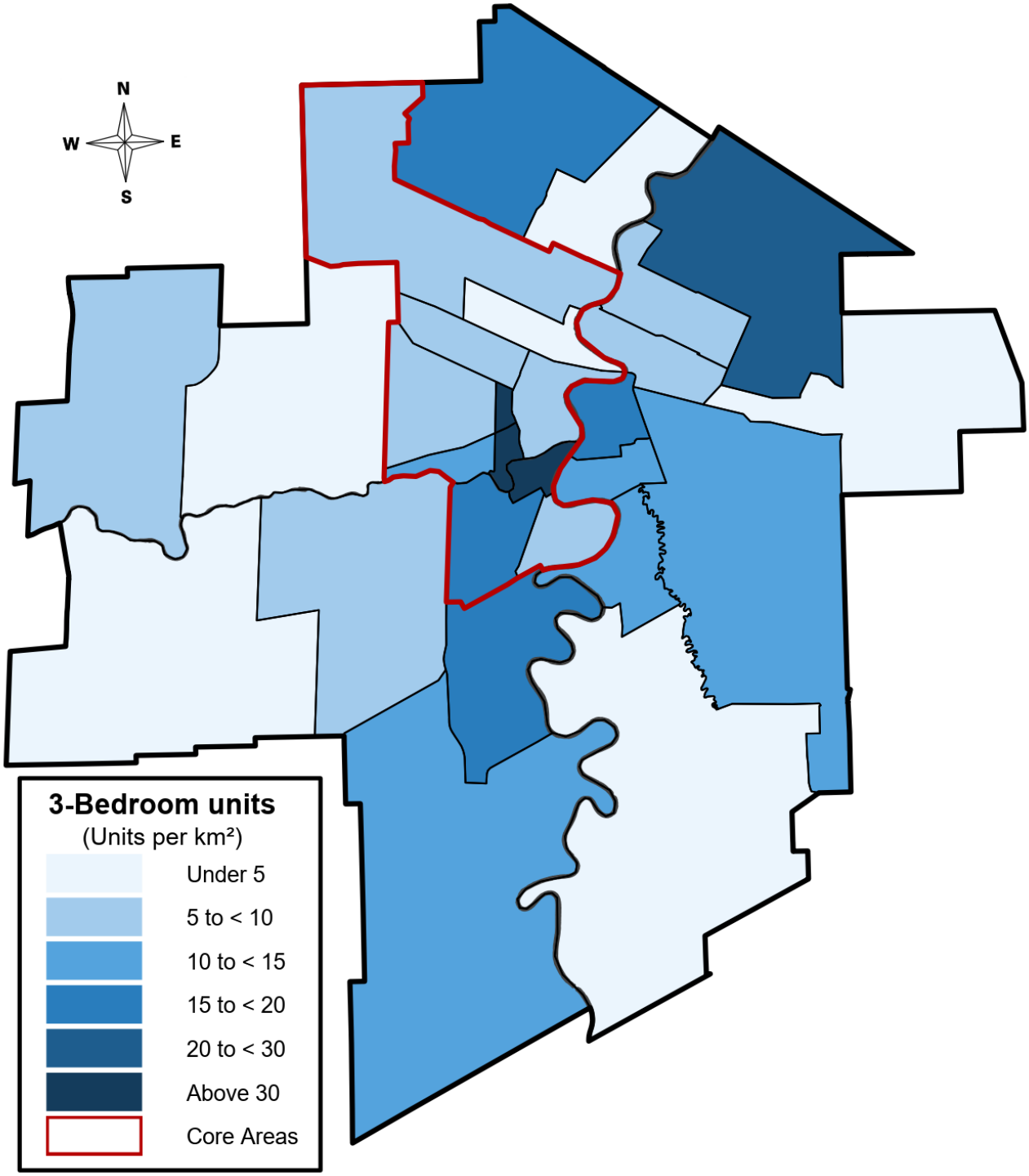
**Figure 21:** Rental units in apartments and townhouses by number of bedrooms, Winnipeg, 2024.[114]




**Map 15** shows that the highest concentrations of three-bedroom units per square kilometre are in the River-Osborne, Spence, and West Broadway areas, followed by the Rossmere-Concordia and Garden City areas. Winnipeg has a limited supply of three-bedroom units in the Point Douglas, West-Alexander/Centennial, Downtown, and West End areas. Because this map shows units per square kilometre, large areas need significantly more units to be a similar shade of blue. For instance, the Fort Richmond area in medium blue had 326 three-bedroom units, while West Broadway in dark blue had 68 three-bedroom units, but a higher number of units per kilometre in that smaller-defined geography.

[114] Data source: CMHC, 'Housing Market Information Portal'.

**Map 15:** Density of three-bedroom units by CMHC neighbourhood zones, Winnipeg, 2025.[115]

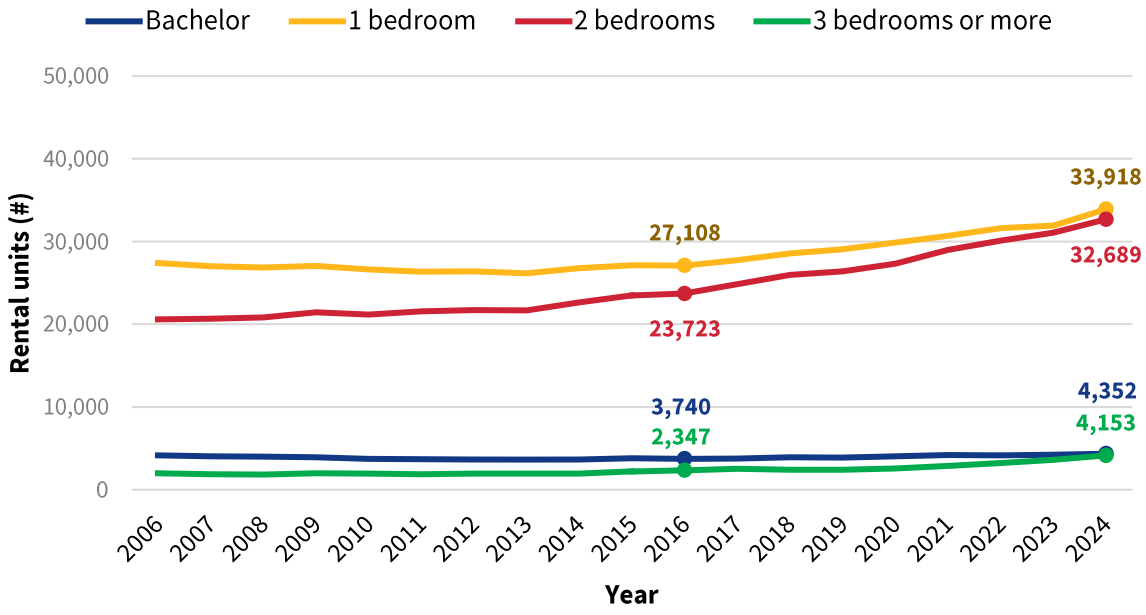



[115] Data source: CMHC, 'Housing Market Information Portal'.

The inventory of apartment and townhouse rental units has been increasing significantly over the last decade. Between 2016 and 2024, the stock increased by 33 percent (approximately 18,700 units), compared to only 5 percent (2,779 units) between 2006 and 2016. The vast majority of the recent rental unit increase has been new apartment units (17,348 units or 93 percent), compared to only 1,387 (7 percent) new townhouse units. While this may be expected because townhouse complexes are mostly built in new neighbourhoods with large tracts of land, the result is the continued lack of larger rental units in core areas.

New rental units between 2016 and 2024 have been mostly one- and two-bedroom (88 percent of units). The volume of three-bedroom units almost doubled (94 percent increase) and has increased as a proportion of total rental units from 4 percent to 6 percent. However, only 10 percent of the new 3-bedroom units (210 units) were in core areas. While total rental units increased by 32 percent between 2016 and 2024, the volume of bachelor suite units have only increased by 16 percent and have decreased as a proportion of total rental units from 7 percent to 6 percent. Bachelor suites can provide a less expensive option for one-person renter households while prices are increasing.

**Figure 22:** Rental units in apartments and townhouses by year and number of bedrooms, Winnipeg, 2006 to 2024.[116]




[116] CMHC, 'Housing Market Information Portal'.

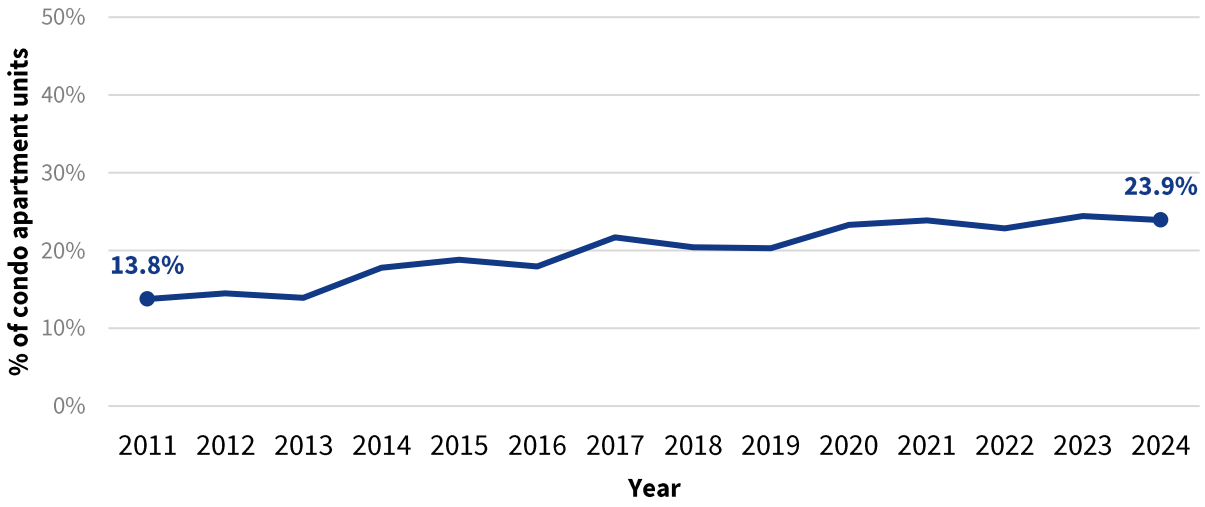
## Secondary market rentals

### *What is a secondary market rental?*

Secondary market rentals are units that are commonly purchased for homeownership but are rented out to another individual or household. Secondary market units include primarily single-detached houses, condos (e.g., in apartments or townhouses), and some small-scale units.

In 2025 it was unclear how many rental units in Winnipeg were available in the secondary rental market. In 2011, 42.6 percent of all rental units in the Winnipeg Metropolitan Region were secondary market rentals.[117] As of the 2021 Census, 14,110 (8 percent) of single-detached and 3,675 (68 percent) of duplex units were for rent within Winnipeg. **Figure 23** shows that the proportion of condo units in apartments that are being rented out has been increasing over the last ten years. In 2011, an estimated 1,828 units (13.8 percent of condo units in apartments) were being rented, compared to 4,772 units (23.9 percent) in 2024. In 2022, approximately 11 percent of people who own a condo owned more than one unit.[118]

**Figure 23:** Estimated proportion of condo apartment units for rent, Winnipeg Metropolitan Region, 2011 to 2024.[119]




[117] CMHC, *The Secondary Rental Market in Canada: Estimated Size and Composition*, no. 11, 2011 Census/National Household Survey Housing Series (2016), **https://publications.gc.ca/collections/collection_2017/schl-cmhc/nh18-23/NH18-23-2016-6-eng.pdf**.

[118] Statistics Canada, 'Table 46-10-0096-01 Residential Property Owners by Number of Residential Properties Owned and Demographic Characteristics', 25 September 2025, **https://doi.org/10.25318/4610009601-eng**.

[119] Data source: CMHC, 'Housing Market Information Portal', CMHC Secondary Rental Market Survey. Data is only available for the Winnipeg Metropolitan Region (i.e., CMA) and not at the city level.

Secondary market rentals can allow for a greater variety of options and more flexible rental arrangements than primary-market rentals. They can be located in a greater variety of locations, such as in single-detached homes in low-density neighbourhoods, and are often managed by individuals that own a smaller number of units. This could allow for greater negotiating power by the renter or for non-typical lease arrangements. The 2016 CMHC report found that secondary market rentals are more attractive for households with children. This could be because of the larger variety of dwelling types available with larger units that can accommodate families.

Secondary market renters can face uncertain tenure security. A landlord may require that a unit is vacated if the landlord or family member chooses to live in the unit upon the end of the lease term.[120] For shorter term leases, such as month-to-month, the notice period is between three to five months, depending on local rental vacancy rates.[121] While these rules apply to all rental units, secondary market units are often managed by individuals with a small number of properties, which could mean greater risk they will require a dwelling unit for personal use. The *Canadian Housing Survey* found that in 2021, 26 percent of Canadian renters (primary and secondary markets) were evicted because the landlord wanted the unit for their own use.[122]

Secondary market rentals tend to cost more than purpose-built rentals, but not for all categories of housing. Condominiums tend to cost significantly more, along with single-detached homes and semi-detached homes, but duplexes and other types of housing tend to cost less.[123] Secondary market rentals have a higher proportion of both high-cost and low-cost rentals. This could be the result of several factors, such as the larger number of landlords in the secondary market, lower knowledge of real estate trends and market rents, and presumably greater ability to communicate between the tenant and landlord.

Rental tenure is higher among properties in need of major repairs. As of 2021, 44 percent of units in need of major repairs were rental properties. By comparison, 33 percent of units in need of minor repairs, and 38 percent of those in need of regular maintenance were rental properties.[124]

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[120] The Residential Tenancies Act, C.C.S.M.c.R119 (2025), **https://web2.gov.mb.ca/laws/statutes/ccsm/r119.php**, section 98.

[121] The Residential Tenancies Act, C.C.S.M.c.R119, section 13.

[122] As cited in Statistics Canada, *Evictions in Canada, 2021* (2022), **https://www150.statcan.gc.ca/n1/pub/11-627-m/11-627-m2022046-eng.htm**.

[123] CMHC, *Canada Rental Vacancy Rates Are Down, Cost of Rent Increases*, The Housing Observer (2025), **https://www.cmhc-schl.gc.ca/observer/2020-housing-observer/canada-rental-vacancy-rates-down-while-rent-continues-increase**; and, CMHC, *The Secondary Rental Market in Canada: Estimated Size and Composition*, no. 11, 2011 Census/National Household Survey Housing Series (2016), **https://publications.gc.ca/collections/collection_2017/schl-cmhc/nh18-23/NH18-23-2016-6-eng.pdf**.

[124] CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025, **https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/4611040/4/Winnipeg%20(CY)%20(Manitoba)**.

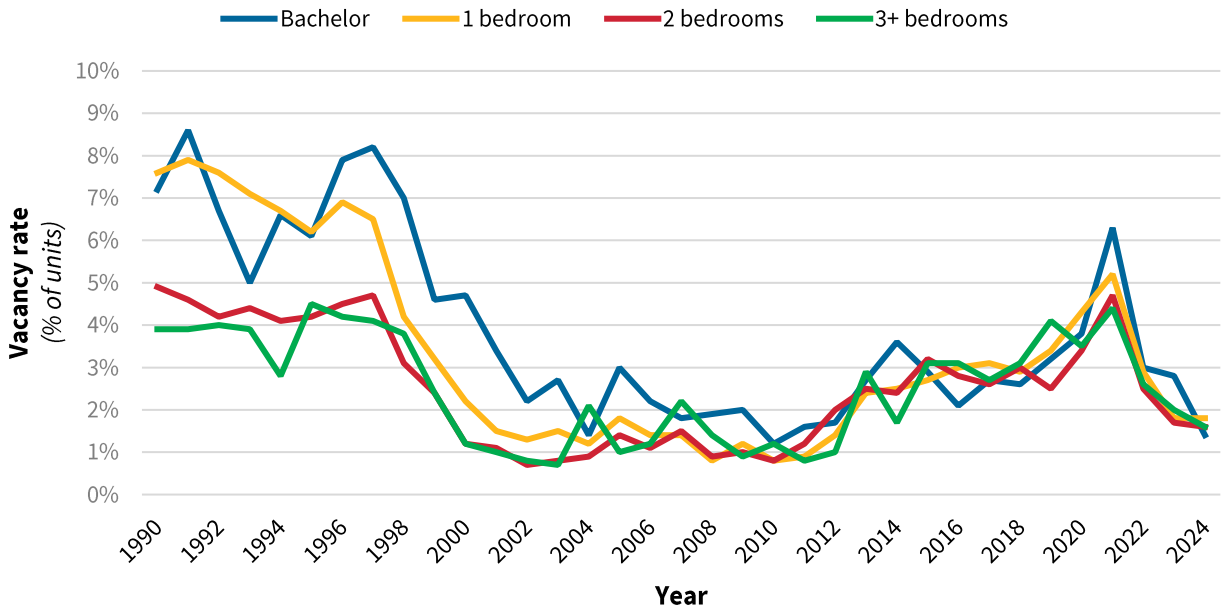
While secondary market rentals can pose different opportunities and challenges primary market rentals, they provide a greater variety of housing types and rental arrangements, and they remain an important part of the housing market.

## Vacancy rates

The average vacancy rate for primary market rentals was 1.7 percent in 2024. While apartment vacancies were very high in the 1990s, they lowered during the same period that house prices began to increase significantly. Additionally, rental stock declined, as more than 2,000 rental units were converted to condominiums between 2006 and 2016.[125]

Vacancy rates averaged under two percent until 2013. Around the same time, developers began building significantly more multi-unit residential developments. The average vacancy rate peaked at 5.1 percent in 2021 and has since decreased to below two percent. Apartments with the highest vacancy rates have primarily been bachelor units. Lower vacancy rates are usually also correlated to rental price increases as demand increases with less available supply.

**Figure 24:** Apartment vacancies by number of bedrooms, Winnipeg, 1990 to 2024.[126]




[125] Carter et al., *2020 HNA*, Appendix 5.

[126] Data source: CMHC, 'Housing Market Information Portal'.

# Non-market and other housing types

### *Key points*

- There are approximately 17,159 units of affordable, mixed-income and rent-geared-to-income units of non-market housing, making up approximately six percent of total stock in Winnipeg.
- Most rent-geared-to-income (RGI) social housing (63 percent) is owned by the Manitoba Housing and Renewal Corporation (MHRC).
- Rent-geared-to-income units have seen a slight increase (two percent) since 2022.
- The majority of non-market housing is older than general housing in Winnipeg — 86 percent is over 40 years old, compared to 60 percent of general stock.
- The Manitoba Non-Profit Housing Association (MNPHA) estimates the condition of many buildings are fair and there is a need for an average of $65,000 per unit in fair condition, or $1.5 billion total.
- Manitoba's social housing has the highest vacancy rates across the country, likely due to units in need of repair, and is not a signal of demand as waitlists remain long.

## Indigenous government-led housing

Indigenous governments have grown their footprint in the direct development and management of housing in Winnipeg in a big way over the past decade. For example, the Manitoba Métis Federation has recently developed Fre Maachi, Michif Manor, and Mazoun Infinitii Pakoshayimoohk, which provide housing for vulnerable Métis citizens experiencing homelessness, Métis citizens temporarily in Winnipeg for medical care, and youth aging out of care. Shoal Lake 40 First Nation, Roseau River Anishinabe First Nation, Brokenhead Ojibway Nation and other First Nations are currently developing significant housing projects in Winnipeg. Larger Indigenous governing bodies such as Southern Chiefs Organization and Treaty One are currently planning and developing major housing developments such as at Wehwehneh Bahgahkinahgohn and Naawi-Oodena on Treaty land. In most of these cases, the housing will have a mix of income levels.

## Single-room occupancy hotels (SROs)

Though not officially classified as housing units, single-room occupancy hotels (SROs) provide an important source of low-rent, low-barrier homes in Winnipeg. For some, SROs represent one of the only options keeping them from homelessness.

Of SROs engaged by End Homelessness Winnipeg for the *Housing Supply Baseline Scan*[127], the average monthly rent was $603 per unit, significantly more affordable than conventional housing. In one study conducted by Equal Housing Initiative of residents at the McLaren Hotel, 89 percent of residents surveys reported an annual income of less than $20,000, with nearly half reporting an annual income below $10,000.[128] With an income of $10,000 per year, affordable monthly rent would be $250.

SROs tend to be operated by private owners, although in recent years some SROs has shifted to non-profit operators, such as the Bell Hotel, operated since 2011 by Main Street Project, and the McLaren Hotel, operated by Equal Housing Initiative. End Homelessness Winnipeg estimates that there are 635 SRO units across 20 hotels in Winnipeg.[129]

Many SROs are old hotels, sometimes designated as historic buildings, and are in need of repair. End Homelessness Winnipeg estimates that eight SRO hotels, totaling approximately 153 units have been lost to closures since 2022.[130] In an interview conducted by End Homelessness Winnipeg with Equal Housing Initiative, they described how it is difficult for SRO owners to repair and maintain these old buildings. There may also be little financial incentive to do so, as often the biggest source of profit from these hotels is the VLTs they have onsite, not the rent they collect.

SROs are often in poor condition, with bedbugs, mold, and other health and safety concerns. Because they are not classified as housing, they are not regulated by the Residential Tenancies Branch (RTB), so people living there do not have tenancy rights or means or recourse, for example, if they are kicked out even after paying rent for a month.[131] Nevertheless, SRO operators report that their units tend to have relatively low turnover, especially amongst older tenants, and low vacancies.[132]

Models exist in other cities in Canada where municipal or provincial governments or non-profit organizations acquire SRO hotels and operate them with onsite support services, in order to maintain this critical part of the affordable housing stock, but with adequate supports for the population living there. This model is common in Vancouver, with operators like PHS Community Services Society (formerly Portland Hotel Society), RainCity Housing, and Atira Women's Resource Society. Part of the City of Toronto's *HousingTO 2020-2030 Action Plan*[133] includes acquiring hotels and motels and converting them into supportive housing units.

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[127] EHW, *2023/2024: Housing Supply Baseline Scan* (2025), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/Housing-Supply-Scan-20232024.pdf**.

[128] Equal Housing Initiative, *The LIFT Initiative: Needs Assessment Report* (2025).

[129] EHW, *Baseline Scan: 2023/2024.*

[130] EHW, *Baseline Scan: 2023/2024.*

[131] Interview conducted by EHW with an SRO operator on June 19, 2025.

[132] EHW, *Baseline Scan: 2023/2024.*

[133] City of Toronto. 'HousingTO 2020-2030 Action Plan'. Community & People, 2025. **https://www.toronto.ca/community-people/community-partners/housing-partners/housingto-2020-2030-action-plan/**.

## Student housing

Winnipeg has approximately 1,900 units of student dormitory housing located on or around campuses, managed by or affiliated with the universities and major colleges. All of these units are within walking distance of their associated educational institutions, and these do not include privately owned buildings that are otherwise occupied by students around the universities and colleges. Most of these units (approximately 1,350) are located at the University of Manitoba. These units only house a fraction of the students of these schools, many of whom reside with others or find housing in the private market. The University of Manitoba had a student population of over 30,000 students in 2024.[134]

Many student dwellings are small single-room units that include no kitchen, or a kitchenette, and are rented out on a semester-basis, commonly with one and two bed options. The units are generally managed by student services offices on campus and include meal packages and access to other services and common spaces. Student housing is available in different sizes and prices, depending on the academic institution, with some of the smallest units near 100 square feet and as low as $400 per month, although not charged on a monthly basis. Unit availability is dependent on one's status as a student.

## Military housing

Winnipeg has approximately 600 units of military housing. These are homes built in the 1950s, which include mostly single-detached and duplex style homes with spacious yards. Approximately half of these units are in and around the Tuxedo area, and half of the units are just south of the Airport area.

[134] University of Manitoba, 'Facts and Figures', About UM, 2024, **http://umanitoba.ca/about-um/facts-figures**.

# Non-market: affordable and social housing

### *What is non-market housing?*

**Non-market housing** is any housing that is outside the for-profit market; this includes cooperatives, non-profits, Indigenous-owned and government housing that may be rented at rent-geared-to-income, affordable, or market rates.

## Rent-geared-to-income (RGI) social housing

Social housing is primarily owned by the government, non-profits, or cooperatives and rented at affordable rates or rent-geared-to-income (RGI). Some social housing, including units receiving rent supplements are provided by private landlords. RGI housing is typically considered the most affordable option as it directly ensures affordability is tied to what the tenant is able to pay and not subject to fluctuations in the market.

In 2025, there were 14,859 RGI units in Winnipeg. There are different models of ownership and/or funding for social housing. The largest group of units are Direct Managed (42 percent), which are owned and managed by Manitoba Housing and Renewal Corporation (MHRC). Sponsor Managed are the second largest category (20 percent) and refers to buildings owned by MHRC and managed by a non-profit agency. Considering these two categories, almost two-thirds (63 percent) of social housing stock is owned by the Province.

**Table 14** shows the change in types of units between 2022 and 2025. Overall, the total stock of RGI social housing has increased slightly since 2022 by 2 percent, or 297 units. The largest increase is seen in rent supplement supported units (when a subsidy is provided by the Province to a non-profit or private landlord to ensure rent-geared-to-income levels of affordability). The increase in rent supplement units is primarily because of the Lions Place project receiving new rent supplements for 241 units.[135] The largest decrease was in Sponsor Managed.

As funding agreements for social housing have been expiring, social housing numbers are expected to decrease as a result. The increase likely shows the extension of funding for projects coming off expired agreements.[136]

[135] **https://www.cbc.ca/news/canada/manitoba/lions-place-winnipeg-rent-relief-three-years-1.7508051**

[136] **https://news.gov.mb.ca/news/index.html?item=62497**

**Table 14:** Rent-geared-to-income social housing by type, Winnipeg, 2022 to 2025.[137]

| Ownership type | 2022 | 2023 | 2024 | 2025 | 2022 to 2025 # change | 2022 to 2025 % change |
|---|---|---|---|---|---|---|
| MHRC, Direct Managed | 6,296 | 6,299 | 6,294 | 6,375 | 79 | *1%* |
| Sponsor Managed | 3,230 | 3,137 | 3,137 | 3,030 | -200 | *-6%* |
| Non-profit | 2,054 | 2,054 | 2,115 | 2,218 | 164 | *8%* |
| Rent Supplement | 2,175 | 2,396 | 2,408 | 2,429 | 254 | *12%* |
| Urban Native Non-Profit Housing Program | 807 | 807 | 807 | 807 | 0 | *0%* |
| **Social housing total** | **14,562** | **14,693** | **14,761** | **14,859** | **297** | **2%** |

## Transitional and supportive housing

Some types of social and affordable housing also provide on-site supports for tenants in addition to the income support offered through subsidized housing. These types of transitional or permanent supportive housing are typically geared toward priority populations which are discussed later in the **Specific housing needs** section (page 130).

In 2021, End Homelessness Winnipeg released the *Winnipeg Rental Housing Supply Scan*[138] to capture a snapshot of rental housing units in the city. Though data is self-reported, the 2023 to 2024 update includes the most reliable count of transitional housing and permanent supportive housing units.

This scan identified 901 units of transitional housing and 256 units of permanent supportive housing. It is likely that most of these units are also included in the social and affordable housing data above.

End Homelessness Winnipeg's *Winnipeg Affordable Housing Strategy*, expected to be completed in 2026 will explore the transitional and supportive housing supply and needs in more detail.

## Affordable and mixed-income housing

Affordable housing is focused on lower-moderate income households. Manitoba Housing further supports non-profit housing providers in Winnipeg by subsidizing 2,300 units of affordable, below-market and mixed income housing, in addition to the social housing units listed above. In total, 17,159 RGI and affordable units represents roughly 6 percent of Winnipeg's occupied dwelling units (300,400).[139]

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[137] Data provided by the Province of Manitoba.

[138] EHW. *Baseline Scan: 2021*. Winnipeg Rental Housing Supply. 2021. **https://endhomelessnesswinnipeg.ca/wp-content/uploads/202109-Rental-Housing-Supply-Baseline-Scan.pdf**; and, EHW, *2023/2024: Housing Supply Baseline Scan* (2025), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/Housing-Supply-Scan-20232024.pdf**.

[139] Data provided by the Province of Manitoba.

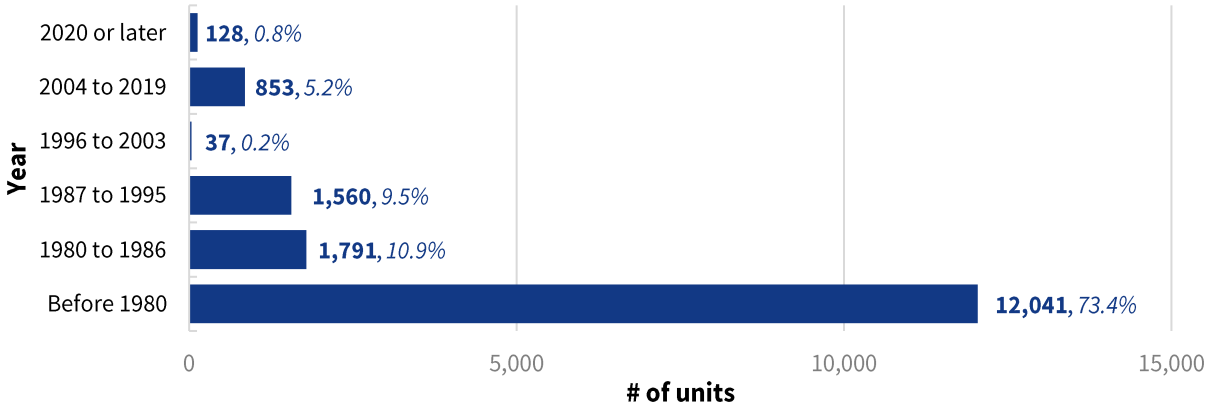
## Non-market housing condition

> **"Among community housing providers and advocates, there is a consensus that Manitoba is facing a looming crisis of condition/adequacy in social housing. Major disrepair among social housing stock means that occupants are living in inadequate housing and/or it is at risk of being lost through sale or demolition."**
>
> — Manitoba Non-Profit Housing Association (MNPHA)[140]

Starting in 2019, CMHC began undertaking the *Social and Affordable Housing Survey*.[141] This data source is not the most reliable and the indicators for the quality of the Winnipeg data vary from excellent to poor (use with caution). Despite these cautions, without more reliable data, this source illuminates insights into the state of the overall non-market housing stock including social and affordable units.

As illustrated in **Figure 25**, in 2024, the survey shows the age of social and affordable housing stock is older than the rest of Winnipeg. In 2024, 94 percent of the stock was built prior to 2003, and even more telling, 84 percent of total stock was built prior to 1986. This can be compared to age of the overall stock in Winnipeg. In 2020, 81 percent of overall housing stock was built prior to 2001, and 60 percent of total stock built prior to 1980.[142]

**Figure 25:** Social and affordable housing, number of units by year of construction, Winnipeg, 2024.[143]




[140] MNPHA, Community Housing Needs Assessment (2023), p. 8.

[141] CMHC, 'Social and Affordable Housing Survey — Rental Structures Data Tables', Rental Market Data, 22 July 2025, **https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-data/data-tables/rental-market/social-affordable-housing-survey-rental-structures-data**.

[142] Statistics Canada, *2021 Census*.

[143] Adapted from CMHC, 'Social and Affordable Housing Survey — Rental Structures Data Tables', Table 18.

MNPHA estimates the condition of many buildings are fair and there is a need for an average of $65,000 per unit in fair condition, or $1.5 billion total investment needed in existing community housing units in Manitoba to preserve them.[144]

## Non-market vacancies and waitlists

The CMHC survey reveals that the vacancy rate for social and affordable housing across Manitoba was 13.7 percent in 2024. This vacancy level in Manitoba is the highest in Canada for social and affordable housing, as shown in **Table 15**.[145] The Province of Manitoba reports that in Winnipeg in October 2025, there were 984 vacant Manitoba Housing units. Of those, nearly 762, or 12 percent were under repair, being made ready for a new tenancy.

**Table 15:** Social and affordable housing vacancy rates, by province, 2024.[146]

| Province / Territory | Vacant units *(%)* |
|---|---|
| Newfoundland and Labrador | ** |
| Prince Edward Island | ** |
| Nova Scotia | 2.4 |
| New Brunswick | 5.7 |
| Quebec | 2.9 |
| Ontario | 1.6 |
| **Manitoba** | **13.7** |
| Saskatchewan | 12.1 |
| Alberta | 3.0 |
| British Columbia | 3.0 |
| Yukon Territories | ** |
| Northwest Territories | N/A |
| Nunavut | N/A |
| **Total (Canada)** | **2.9** |

[144] MNPHA, 2023, p. 8.

[145] CMHC, Social and Affordable Housing Survey, 2024.

[146] CMHC, Social and Affordable Housing Survey, 2024, Rental Structures Data Tables.

Social housing units under repair or scheduled for repair is the primary cause of vacancy within Manitoba Housing properties. Vacancies are certainly not a result of lack of demand as there are also reports of extremely long waitlists for social and affordable housing. In October 2025, the Province of Manitoba reported the waitlist had 7,771 applicants on it.[147]

Waitlist data, too, is not the most reliable metric as someone might stay on a waitlist while they have actually already moved into a home or stay on a waitlist because they want to move to a new home. Nonetheless, the high number shows there is strong demand for social and affordable housing. People engaged for this project frequently identified waitlists for social and affordable housing as a key barrier to housing.

## Housing co-operatives

Housing co-operatives (co-ops) in Manitoba are incorporated under the *Manitoba Cooperatives Act*. Housing co-operatives are commonly built to address a need of a group of people. This could be to address affordability, residences for older adults, to provide culturally appropriate housing, or to address some other need. Most housing co-ops in Winnipeg provide some level of subsidized housing, and most have independent living units, although some historically have had communal living in a single residence.[148]

Winnipeg had 36 housing co-operatives in 2025 identified through lists available from the Co-operative Housing Federation of Canada,[149] Manitoba Cooperative Association, and a Research Centre on Cooperative Enterprises report. The co-ops had an estimated combined total of 2,452 dwelling units, although there could be more spaces in communal living arrangements.

Housing co-ops in Manitoba have traditionally relied heavily on government support. A 2024 study by the Research Centre on Cooperative Enterprises[150] found that Winnipeg's housing co-ops were established primarily between the early 1970s and early 1990s, with government support through the former Cooperative Housing Association of Manitoba (CHAM) and Cooperative Homestart Program (CHP). The study found that common advantages of housing co-ops include greater security of tenure, stronger sense of community, sufficient housing maintenance and upkeep, and greater affordability than market housing. Housing cooperatives tend to keep residents longer than other forms of housing and have long waitlists.

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147 Data provided by the Province of Manitoba.

148 MNPHA, *What Is a Housing Co-Op?*, Co-Op Housing (n.d.), **https://mnpha.com/co-op-housing/**.

149 CHF Canada, 'Find a Co-Op', Co-Operative Housing Federation of Canada, **https://chfcanada.coop/about-co-op-housing/find-a-co-op/**.

150 Doug Smith, *Cooperative Housing in Manitoba: Past, Present, and Future*, Research Centre on Cooperative Enterprises (University of Winnipeg, Faculty of Business and Economics, 2024), **https://www.uwinnipeg.ca/cooperative-enterprises/docs/2024-07-housing-cooperative-paper-final.pdf**.

New housing co-ops in Winnipeg are uncommon. Winnipeg had one new co-operative development in 2009 and another in 2018 with a combined 84 dwelling units. While a co-operative can have greater financial independence upon completing mortgage payments, operators face financial challenges as properties age, and continued affordability can be challenging when operating subsidies discontinue. Between 2020 and 2025, a group of Winnipeg residents had worked on creating an ambitious housing cooperative in Winnipeg's North End called the Bannerman Green Housing Co-op. After considerable effort, the team found that post-COVID escalations in construction costs, increasing inflation, and political misalignment with sustainability goals, among other challenges made the project unviable.[151]

## Income supports

The Province provides portable rent benefits through two key programs: Rent Assist and the Canada-Manitoba Housing Benefit (CMHB). These can help low-income households close the gap between their incomes and rental rates.

### Rent assist

Rent Assist supports low-income people who are renting in the private market and those who receive Employment and Income Assistance (EIA). There are three streams of the program:

- Individuals receiving EIA Rent Assist (14,265).
- Low-income Manitobans who are renting but not receiving EIA (7,751).
- Manitoba Supports for Persons with Disabilities (MSPD) (4,947).

As of March 31, 2025, there were 26,963 households receiving Rent Assist in Winnipeg.[152]

### Canada-Manitoba Housing Benefit

The Canada-Manitoba Housing Benefit (CMHB) is a benefit paid to eligible renters who need assistance paying for their core housing costs. It is funded under the Canada Mortgage and Housing Corporation-Manitoba bilateral agreement under the National Housing Strategy. The benefit can be used anywhere in Manitoba (it moves with the tenant).

[151] Bannerman Green Housing Co-Op Inc, *The Journey Towards the Development of a Neighbourhood Housing Co-Operative: A Case Study* (2025), **https://bannermangreen.ca/wp-content/uploads/2025/06/BGHC-CASE-STUDY-1.pdf**.

[152] Province of Manitoba data request via e-mail, October 2025.

The CMHB provides assistance to four vulnerable populations who need additional help with housing costs:

- Youth transitioning, or who have transitioned, out of the care of the child welfare system, up to the age of 26.
- People who are at-risk of homelessness or who are experiencing homelessness.
- People living with mental health and addiction issues residing in designated supportive housing buildings.
- People who have left a gender-based violence situation and are currently in an approved shelter.

As of March 31, 2025, 3,050 households were receiving the CMHB in Winipeg. The CMHB is fully subscribed, and application intake is currently closed except for the survivors of gender-based violence stream, which is funded under a separate funding agreement.[153]

[153] Province of Manitoba data request via e-mail, October 2025.

# Best practices for non-market housing

### *Key points*

- Experienced community housing providers and those who support people facing barriers to housing shared best practices in the development and operations of housing.
- Best practices include locating housing close to amenities and in safe locations, designing buildings with the needs of the target population in mind and to be welcoming, durable, and culturally appropriate, planning for safety, fostering a sense of "home" and dignity, and the value of partnerships in housing delivery.

Engagement with the non-market housing sector and those with lived experience of unmet housing needs show that there are common themes of best practices for the delivery of community housing. These lessons are especially important to consider in meeting the housing needs of populations who face barriers to housing in the for-profit housing market. These themes transcend specific demographic groups and were echoed by many service providers, housing providers, and residents.

### *Notes*

Insights and findings in this section were informed through a variety of engagement methods including interviews, focus groups, surveys, e-mail engagement, and site visits. Data sources are cited as footnotes; however individual participants are not named.

Additional information about these engagement methods, including who was involved, how they were engaged with, and when, are summarized in **Appendix 4: Engagement** (page 254).

## Location

Service providers and people with lived experience spoke about two main elements to consider in the location of housing: proximity to services and amenities (including public transit) and safety.

Respondents to End Homelessness Winnipeg's survey, when asked where they would prefer to live and their top reasons identified "close to necessities" (75 percent), "feeling of safety" (53 percent), "walkability" (50 percent) and "close to transit routes" (48 percent) as the most common reasons.

Specifically, people engaged for this project identified proximity to groceries/shopping, transit, healthcare services, places of worship, schools, daycares, parks, and community as important location considerations.[154] From a service provision perspective, housing that is clustered nearby support services is easier and more efficient to manage[155] and walkability requires services to be located in the same neighbourhood.

However, some experts also talked about the need for non-market and supportive housing to be scattered throughout the city. This can be important for safety, privacy, choice, and for people looking to remove themselves from triggering factors in certain areas.

One survey respondent[156] noted that for families who have experienced gender-based violence, "It would be beneficial if these confidential housing units were spread out within Winnipeg since the Downtown core may not be the safest place for those who have been made vulnerable." Service providers who support newcomers in securing housing described how often the homes first available to newcomers are Downtown, which makes sense for proximity to resources and ease of transportation, but for some, presents safety concerns. One refugee claimant described being attacked in her neighbourhood by having rocks thrown at her.[157] A service provider described how there is a significant concern of gang recruitment for newcomer children, especially Black newcomer children living in inner-city neighbourhoods.[158]

## Design

The way that housing is designed can have a significant impact on its functionality and quality of life for those who live there.

Intentional design can help foster a sense of community in a building. Wide hallways, communal balconies, and shared spaces can create casual opportunities for interacting with one's neighbours.[159] Flexible multi-purpose spaces in a building can allow for community-building activities, visiting service providers, and hosting family gatherings. This is especially important for some populations, for example lower income older adults, who might have barriers to leaving their building to attend programming or accessing resources.[160]

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[154] As identified by participants in the following focus groups: Indigenous youth (June 24, 2025), refugee claimants (June 10, 2025), and staff who work with older adults in the housing sector (three focus groups held on May 21 and 22, 2025).

[155] MHRC, feedback received during Advisory Committee meeting, September 24, 2025.

[156] Committee member, Giganawenimaanaanig Survey response, June 27, 2025.

[157] Focus group participant, June 10, 2025.

[158] Service provider, Newcomer Housing Providers Survey response.

[159] Interview on May 8, 2025.

[160] Focus group participant, May 21 and 22, 2025.

This fostering of community within a building is important to combat social isolation, which is an important contributor to poor mental health and can impact the sustainability of someone staying housed. Especially for certain populations such as seniors, and people who were formerly homeless, the idea of being confined to an apartment alone without social interaction can be significantly detrimental.[161]

Design should consider the needs of the population that the housing development is intended for. For example, for newcomer families who might be awaiting reunification with family members abroad, or for families involved with the child welfare system working towards reunification, having flexibility in layout such as connected hotel-style suites, or the ability to move easily between suites in a building can help families maintain stability during a time of transition. This type of consideration also applies to multigenerational and larger families living together, and families who might have frequent and long-term visitors staying with them (e.g., from remote Indigenous communities).[162] For some cultural and religious communities, appropriate spaces for ceremony and prayer (e.g., smudging, pipe ceremonies) will be important.[163]

The design of housing can impact how people, especially those who have experienced trauma and housing insecurity, can feel in their home. For example, it can be designed to feel more "homey" and welcoming, and less institutional.[164]

Access to outdoor space on the property (such as a rooftop balcony or courtyard) can be important for mental health and wellbeing[165] and for some populations have a designated private outdoor area for smoking can be important both for safety and relationships with neighbours.[166]

As described in the **Accessible housing** section (page 130), universal design can make housing developments functional and inclusive for the needs of many individuals, such as those with limited mobility, those who may experience injuries, people with babies in strollers, and people who wish to age in place in their home.

Factoring energy efficiency into the design of a housing development is not only responsible from a climate perspective but can also save on operational costs for housing providers and make housing more affordable for tenants long-term by reducing utility bills.

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[161] Focus group participant, May 21 and 22, 2025; and interview on July 8, 2025.

[162] West Central Women's Centre (WCWRC), *Connecting the Circle: A Gender-Based Strategy to End Homelessness in Winnipeg* (2019), **https://wcwrc.ca/policy-research/connecting-the-circle/**; Workshop participant, June 3, 2025.

[163] WCWRC, *Connecting the Circle*.

[164] Focus group participant, June 17, 2025.

[165] Focus group participant, May 21 and 22, 2025; Focus group participant, June 10, 2025.

[166] Interview on June 27, 2025.

The design of non-market housing, especially low-barrier housing designed for people who have faced barriers to housing, should be durable — built to last. Slightly higher costs up front to use high quality, strong building materials, for example concrete instead of wood and drywall construction, can have significant cost savings and operational benefits in the long run,[167] and yet there is sometimes a stigma against using durable materials (e.g., granite counter tops) in social housing, or pressure to build things as cheaply as possible.[168] In addition to the use of durable materials, buildings can be designed to mitigate risk of damage such as putting floor drains in every suite to mitigate water damage from overflows or sprinklers.[169] Furthermore, service providers report that residents are more likely to take good care of a home that they can take pride in.[170]

All of the design considerations above are easier and more cost effective to include from the beginning than trying to modify buildings as lessons are learned after moving in. Non-market housing providers have been generous in sharing the lessons they've learned in operations of non-market housing so others can learn from these lessons and incorporate these considerations in constructing new developments.

## Safety and security

Safety is an important consideration in housing for anyone, but especially for vulnerable populations such as women, gender-diverse people and children, who have experienced gender-based violence. Safety considerations can include location (neighbourhood, proximity to frequent transit), physical barriers to outside entry (e.g., secure entrance), policies (e.g., guest policy), or a sense of community (knowing your neighbours, having someone to check in on you).

One service provider described the need to find the right balance between the benefits of allowing guests (freedom, dignity, reducing social isolation), and the safety concerns that allowing outsiders into a building can present. They described youth who hadn't lived alone before feeling lonely, and so inviting strangers into their homes. In response, the service provider created a guest policy with limits on guests in the building and a buzz-in system, which created a sense of safety in the home.[171] A tenant in non-market housing talked about appreciating the balance that came from a policy of allowing guests one night per week — allowing them to host their friends but still have their own space.[172]

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[167] Interview on June 10, 2025; Interview on July 8, 2025.

[168] Workshop participant, June 3, 2025.

[169] Interview on June 10, 2025.

[170] Focus group participant, June 17, 2025.

[171] Interview on July 8, 2025.

[172] Participant from focus group hosted by EHW, July 11, 2025.

Other safety considerations recommended by women and gender diverse residents in non-market housing were to have a buzzer system with a camera and microphone, allowing tenants to see and communicate with who they are buzzing in, and an onsite caregiver or security guard who cares about the tenants. Neighbourhood safety features, such as good lighting and access to public phones, can also make an impact especially in areas with higher frequency of violent incidents and nearby housing for vulnerable populations. A safe place for children to play was also identified as important.[173]

## Feeling at home

For a home to feel like home, the people who live there need to have a sense of dignity, agency, and belonging. This is especially important for people who have had negative experiences in institutions or other environments where they lacked control, or those who are afraid of giving up their independence, such as older adults transitioning from home ownership into assisted living.

People with lived experience engaged by End Homelessness Winnipeg described the feeling of being able to "do what you want, when you want, play music as much as you want" or "decorate your own place your way," as making them feel at home.[174] A service provider serving older adults talked about the fear people have of being "locked up" in assisted living[175] and a housing provider talked about how people don't want to be in an institution or treated like charity — they want to be independent.[176] Privacy, such as one's own sleeping quarters, is another important part of dignity in one's home.

For some, a significant part of having dignity and freedom in their home is being able to live with a pet. Service providers report a shortage of pet-friendly units[177] and the Winnipeg Humane Society reports that in 2023, the second most common reason that people gave up their pets was related to their housing accommodations.[178]

Freedom and dignity in one's home means having some choice over where one lives. There is no "one-size-fits-all" solution to housing and different models of housing, different neighbourhoods, and different housing providers will be a better fit for different individuals. For example, for youth, especially those aging out of care, it might be appropriate to have different stages of independence as youth gain skills — a more communal environment with meals provided at first, before a gradual

[173] Focus group participant, June 17, 2025.

[174] Participant from focus group hosted by EHW, July 11, 2025.

[175] Participant from focus group conducted by EHW, June 24, 2025.

[176] Interview conducted by EHW with an SRO operator on June 19, 2025.

[177] Participant from focus group conducted by EHW, June 24, 2025.

[178] Interview on April 25, 2025.

move to more independent living.[179] Individuals within demographic groups need variety in their housing options as well, as communities are diverse and members have unique needs.

> **"A variety of housing models are needed to house 2Spirit people across the city. For example, shelters, safe houses, single and double dwelling apartments/houses, shared housing dwelling with in-house social supports."**
>
> — Giganawenimaanaanig Committee Member

Having options available for people with different relationships with substance use is also critical. For some, a sober living environment may be an important factor to maintaining one's sobriety. For others, a harm-reduction model, or a model with onsite substance use supports may fit better for their needs.[180]

Finally, housing should allow people to thrive within their culture. In some cases, this means specific design considerations as discussed above. Or this could mean cultural programming offered on site. In other cases, it might be a matter of appropriately trained staff and policies that allow people to live consistently with their cultures in their homes.

## Support and partnerships

Another important best practice of delivering non-market housing is having the right supports available for the residents who live there. This could vary from occasional community-building activities to on-site case workers, to healthcare supports, to childcare. The best way to know what supports are needed is to engage early and often with the target population, those who serve them, and eventually with the residents themselves.

Supports do not necessarily need to be delivered by the same operator who develops, owns, or property-manages the homes. In some cases, a division in responsibilities is ideal, and allows those with different expertise to do what they do best. So, the right partnerships — between organizations with complimentary strengths and values — go a long way.

[179] Interview on July 8, 2025.

[180] Committee member, Giganawenimaanaanig Survey response, June 27, 2025.

## The role of the non-profit sector

> **"...deeply affordable housing is a public good, and the private sector is not primarily in the business of providing a public good."**[181]

Non-market housing plays a critical role in Winnipeg's housing supply. The reality is that the private market, without intervention, is not delivering enough affordable homes for the lowest income Winnipeggers. This is a Canada-wide issue, especially in major cities. A CMHC study found that only 0.2 percent of homes in Canada's biggest cities were affordable to households in the lowest income quintile.[182]

As outlined above, non-market housing represents almost six percent of the total housing stock in Winnipeg. The Federal Housing advocate has recommended the federal government commit to a 20 percent target for all housing in Canada to be non-market by 2055 to restore affordability and address housing needs.[183]

> **"Non-profits are often established to serve a priority group, such as newcomers, persons with disabilities, seniors, or women and children experiencing gender-based violence.**
>
> **"This population-based expertise uniquely positions the non-profit and Indigenous-led housing sector to provide social programming and support within housing. It can also help ensure that housing is built to accommodate the unique needs of specific populations and households with low incomes."**
>
> — Manitoba Right to Housing Coalition[184]

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[181] As cited in Manitoba Right to Housing Coalition, *A Social Housing Action Plan for Manitoba* (Canadian Centre for Policy Alternatives Manitoba, 2023), **https://www.policyalternatives.ca/news-research/a-social-housing-action-plan-for-manitoba/**, 21.

[182] As cited in MNPHA and Mark Courtney, *Community Housing Needs Assessment for Manitoba*, PDF (2023), **https://mnpha.com/wp-content/uploads/2023/08/Community-Housing-Needs-Assessment-MNPHA-2023-08.pdf**, 2.

[183] Carolyn Whitzman, *Human Rights-Based Housing Targets and Mechanisms for Canada*, Briefing Paper (Office of the Federal Housing Advocate, 2025), **https://homelesshub.ca/wp-content/uploads/2025/08/Human-Rights-Based-Housing-Targets-and-Mechanisms-for-Canada.pdf**.

[184] Manitoba Right to Housing Coalition, *A Social Housing Action Plan for Manitoba*, 21.

With federal initiatives over the past decade like the *National Housing Strategy* (*NHS*) and Provincial initiatives like *Housing Starts Here* and *Your Way Home*, there has been new opportunity for non-profit, Indigenous and Black-led entities to develop new social and affordable housing.

The City is also increasingly playing a role in supporting these efforts. New housing is critical to address needs, as is the preservation of existing housing stock. Canadian researchers have estimated for every home created under the *NHS*, there has been a loss of 15 deeply affordable homes (i.e., rents at less than $750) nationwide.[185]

In addition to development and management of non-market housing, the non-profit sector plays several other significant and critical roles in the housing landscape in Winnipeg. Community organizations like neighbourhood renewal corporations play "housing coordination" roles in their communities. This could involve leading the development and implementation of community housing plans, advocating for neighbourhood priorities in housing development, providing capacity-building and training opportunities for landlords, homeowners, and tenants, administering home fix-up grants, or providing tenant supports. Some of these NRCs are going one step further by acquiring land and/or building housing in their neighbourhoods, to ensure it remains affordable to community residents.

Many social service organizations provide tenant resourcing, whether that is training on tenant rights, advocacy support, emergency rent banks or other financial assistance, eviction prevention, or support with housing searches and applications. Some of these agencies foster relationships with trusted landlords or property managers, sometimes informally and sometimes through formal agreements to support tenants in specified units.

Non-profits partner with public, private, and other non-profit housing operators to provide on-site supports to tenants which help people maintain successful tenancies.

[185] Steve Pomeroy, *Review and Options to Strengthen the National Housing Strategy* (The Office of the Federal Housing Advocate, 2021), **https://chec-ccrl.ca/wp-content/uploads/2022/08/Review-and-recommended-strengthening-of-the-NHS-JULY-2021.pdf**.

# Specific housing needs

This section outlines the key housing needs of specific populations in Winnipeg.

Earlier sections in this report describe Winnipeg's overall housing stock, and it is clear from the reality of homelessness and affordability issues, that the housing stock is not adequately meeting the needs of all Winnipeggers. Certain types of housing are not adequately delivered by the private market including accessible housing and housing with supports. These housing types are an important part of the housing continuum in Winnipeg.

## Accessible housing

### *Key points*

- 29 percent 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 homes
- People with disabilities often face increased living expenses, and 16.5 percent of Canadians with a disability live in poverty. There are currently no widely available grant programs in Winnipeg to fund accessibility-related home renovations.
- Some people with disabilities require supportive housing or at-home supports such as home care. The availability of these supports and supportive homes is inadequate, forcing some undesirable outcomes (e.g., extended hospital visits).

According to the 2022 *Canadian Survey on Disability*, 29.2 percent of Manitobans aged 15 and over reported having at least one disability, marking a 4.4 percentage increase from 2017.[186]

Nationally, the most prevalent disability types in 2022 were:[187]

- Pain-related: 16.7 percent
- Mental health-related: 10.4 percent
- Mobility: 10.6 percent
- Flexibility: 10.9 percent
- Seeing: 7.4 percent
- Hearing: 5.6 percent
- Learning: 5.6 percent
- Memory: 4.9 percent
- Dexterity: 5.0 percent
- Developmental: 1.5 percent

[186] Statistics Canada, 'New Data on Disability in Canada, 2022', 1 December 2023, **https://www150.statcan.gc.ca/n1/pub/11-627-m/11-627-m2023063-eng.htm?utm_source=openai**.

[187] Statistics Canada, 'New Data on Disability in Canada, 2022'.

While specific breakdowns for Manitoba are not provided, these national figures offer insight into the distribution of disability types.

The housing needs for people with disabilities are as diverse and varied as the population. Nevertheless, accessibility is a specific consideration when it comes to housing supply. In general, accessible housing considerations fit into three broad categories: design of buildings; need for supports; and access to housing. There are policy implications for each of these aspects. In some cases, these three considerations overlap and the shortage of them creates barriers for people with disabilities to having their right to housing met.

> **"There is such a small pool of accessible housing… it is hard to find accessible housing and accessible, affordable housing. And it was a lot of filling out a lot of applications and being on wait lists and again trying to find housing that is subsidized, which makes it affordable and accessible. [It] is a hard thing to do."**
>
> — Manitoban participant, *Barriers to Belonging* study[188]

## Design

In terms of design, accessibility needs for people with limited mobility may be met through buying or renting existing accessible units, through initial design of new homes, or through modifications of existing homes (e.g., addition of a lift).

The *City of Winnipeg Accessibility Design Standards*[189] are available to assist developers in creating accessible housing locally.

People engaged for this study described a shortage of purpose-built accessible homes in Winnipeg, especially of certain housing types, like single-detached homes.[190] Sometimes, a person's mobility needs evolve over time — with aging or progressive illnesses, and accommodations or flexible design can support people to stay in their homes for longer, as their needs change.

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[188] Michelle Owen et al., 'Barriers to Belonging: Experiences of Housing Insecurity for Disabled People in Canada After the National Housing Strategy Act (NHSA)', Presentation slides, Congress 2025: Reframing Togetherness, 1 June 2025.

[189] City of Winnipeg, *2015 City of Winnipeg Accessibility Design Standard: Third Edition* (September 2018), **https://www.winnipeg.ca/media/3338**.

[190] Accessible housing advocate, interview, July 3, 2025.

> **"The older buildings don't have doorways that are accessible for scooters or some wheelchairs ... There are mobility aids available to seniors so they can age in place better, but it's still challenging with older buildings. Some people would sleep in the living room because they couldn't get into the bedroom. Or if they had to go to bathroom, they can't always make it. That's a huge problem."**[191]

There are many reasons that people may choose to stay in their homes as their disabilities progress. In most cases, they may not find suitable options on the market and will have to make modifications to homes that were not designed to be accessible.

An interview of an accessible housing advocate told the story of trying to find a universal design single-detached home in Winnipeg and eventually giving up and making modifications to their two-storey home, such as adding a main floor bathroom and lifts, and converting the main floor living area into a bedroom. These types of renovations can be a cost burden to homeowners with disabilities and there is currently no widely available grant or rebate program in Winnipeg available to offset these costs.[192]

Universal design features can and should be incorporated in the initial design of a building, such as garbage chutes in accessible areas, in-suite front-loading laundry, elevators, wide hallways, and automatic door openers. This approach can give people flexibility to stay in their homes longer and can accommodate a variety of needs for people with and without disabilities, such as ease of pushing a stroller or carrying a heavy load of groceries.

Allowing people to stay in their homes longer reduces pressures on assisted living facilities and personal care homes, which have limited availability, high costs in some cases, and provide a level of support not needed by everyone with accessibility needs (see **Housing for older adults** on page 146).

Accessibility related modifications, such as grab bars in washrooms, are relatively easy and inexpensive to add, to prolong the time someone can live in their home. Tenants may require approval from their landlord to make accommodations. Individual landlord awareness of what is possible and reasonable can be a significant factor in one's experience with accessibility in their home.

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[191] Focus group participant, May 21 and 22, 2025.

[192] Interview on July 9, 2025.

The Building Code[193] has some requirements for accessibility in common areas and barrier-free entries (for Part 3 of the Building Code which includes buildings above 3 stories and a 600 square metre footprint). Even for these higher-density developments, there are no Building Code requirements for barrier-free design inside individual units. When it comes to smaller scale developments, there are fewer accessibility requirements, and for older housing stock that pre-dates the Building Code requirements, there is no requirement to modify buildings for accessibility.[194]

Other jurisdictions, like Ontario, do have a requirement for a percentage of accessible units embedded in their provincial Building Code. Manitoba Housing has a policy of requiring 10 percent of new units to meet accessibility criteria. Section 3.6.6 of the *Winnipeg Accessibility Design Standard* (*WADS*)[195] provides guidelines for public housing. This, however, is voluntary, as the City does not own public housing, and City ownership is one of the main criteria for WADS to be mandatory.

Private developers engaged for this project identified that there are challenges and barriers to providing accessible housing. One factor is cost, or the expectation of increased costs. Adding an elevator adds significant cost to developments if it is not required under Building Code. However, designing a building with universal design considerations from the start is more cost-effective than renovations for inaccessible buildings after the fact.

Some developers cited different accessibility requirements for federal programs, the Building Code, and what is recommended in WADS, as making it challenging to understand and meet all the requirements.[196] While WADS standards are recommended for broad application, the standard is only required for City-owned, -operated or -funded buildings. One developer said they are seeing more demand for homes that can accommodate aging in place. For example, they are building more main floor bedrooms and full bathrooms in two-storey homes.)

Policy measures can have a significant impact on the construction of accessible homes. For example, some CMHC funding programs require a percentage of funded units to be accessible. Some developers have been incentivized to develop accessible suites because of these funding requirements. Accessible housing advocates report that it is challenging for people who need accessible homes to find them.[197]

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[193] Province of Manitoba, '2020 National Model Construction Code Adoption in Manitoba', Labour and Immigration, 1 January 2024, **https://www.gov.mb.ca/labour/its/building_codes/2020_construction_codes_adoption.html**.

[194] Interview on July 9, 2025.

[195] Winnipeg Accessibility Design Standard, Third edition (2015), **https://www.winnipeg.ca/media/3338**.

[196] Interview on July 25, 2025.

[197] E-mail correspondence, October 3, 2025.

Future incentives might consider conditions for 100 percent universally designed buildings. Universally designed units can be rented or sold to anyone, with or without a disability, and can provide flexibility for residents to comfortably age in place.

## Feature: Bridgwater

The Bridgwater project, built between 2006 and 2021 in the Waverley West, is the "best example of progressive planning for visitable housing" according to CMHC.[198]

The development was initiated by MHRC on land owned by the Province. Bridgwater is the first neighbourhood in Canada with a large portion of visitable homes, and incorporating green space, mature forest, sidewalks and pedestrian paths, adding to neighbourhood liveability. Early progress shows the demand and potential for replicability of this model, as Bridgwater was the fastest selling neighbourhood in Winnipeg, with no difference in selling rates between visitable and non-visitable homes.

## Supports

The availability of support services can help a person with disabilities maintain independence and age in place. The Barriers to Belonging project states that "targets for increasing the number of accessible housing units will not lead to systemic improvements without adequate income supports and services."[199]

Often this support comes in the form of homecare, which can be either public or private. Those with lived experience shared that there are challenges with both systems, including the availability and reliability of homecare workers, and the lack of flexibility as homecare tends to be "task-oriented" but cannot be responsive to people's needs when they arise (e.g., getting up in the middle of the night to use the washroom).[200]

There is also a gap in availability of supportive housing which impacts other parts of the healthcare system. For example, people who have suffered an accident or physical trauma might end up staying in the hospital longer than necessary because there is nowhere for them to go.

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198 CMHC, *Accessible Housing by Design* (2016), **https://assets.cmhc-schl.gc.ca/sf/project/cmhc/pubsandreports/pdf/68661.pdf**, 10.

199 Owen et al., 'Barriers to Belonging: Experiences of Housing Insecurity for Disabled People in Canada After the National Housing Strategy Act (NHSA)'.

200 Interview on April 22, 2025.

> **"One of the most pressing rehab issues relates to housing, and extended stays at HSC are not uncommon when the pre-injury housing is not compatible with new/different levels of functioning. This can add weeks and months to hospital admissions because short- and long-term accessible housing is nearly impossible to secure.**
>
> **"As a result of the bottleneck, patients waiting for transfer to the [Spinal Cord Injury] rehab program have to wait longer or in some cases are sent home without any inpatient rehab."**
>
> — Spinal Cord Injury Manitoba[201]

Financial supports are also a factor in the ability to secure and maintain accessible housing. People with disabilities have disproportionately higher incidences of poverty. 41 percent of people who live in poverty in Canada have a disability, and 16.5 percent of Canadians with a disability (1.5 million people), live in poverty.[202] Living with a disability can be costly, with additional costs related to transportation, mental health supports, respite/homecare, and more.[203] For those whose income comes from Manitoba Supports for Persons with Disabilities, there is a significant gap in their income and the cost of living, as the maximum monthly rate for a single individual is $1,166 for food, shelter and basic needs, while the poverty line in Winnipeg (according to the 2022 MBM threshold) is $2,089 per month.[204]

This significant gap between income and cost of living can lead to impossible choices for people with disabilities. As one researcher from the Disability without Poverty report noted, "many people have to make choices between medicine, food or [housing] because they can't afford all three".[205]

For people with disabilities to have adequate and affordable housing, adequate supports are necessary — both in terms of healthcare and income.

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[201] E-mail correspondence.

[202] Disability without Poverty, *Shape the CDB: Disability with Possibility - Manitoba Report* (2024), **https://www.disabilitywithoutpoverty.ca/sites/default/files/2024-11/Manitoba%20Report%20-%20Final_0.pdf**, 4.

[203] Disability without Poverty, *Shape the CDB*, 10.

[204] Disability without Poverty, *Shape the CDB*, 7.

[205] Disability without Poverty, *Shape the CDB*, 13.

## Feature: Brummitt Feasby ALS House

The **Brummitt Feasby ALS House**,[206] overlooking Sturgeon Creek in Winnipeg, is the only home with care and support specifically for people living with Amyotrophic lateral sclerosis (ALS) in North America.

The house always has at least two staff on site and offers three long-term beds, as well as one flexible bed for shorter term stays. The house is designed for the needs for its residents; bedrooms have track lift systems and call bells. There are track lifts in bathrooms. Staff support doctor and palliative care visits within the home and can assist with daily tasks like feeding if needed. Guest sleeping quarters are available for overnight visitors.

All these considerations contribute to an atmosphere of dignity and respect, promoting a high quality of life for residents.

## Access

A third theme that comes up in terms of barriers people with disabilities face in securing housing relates to the ability to find and maintain housing, even if they can afford it. There may not be enough accessible units, and people with disabilities report facing significant discrimination in the housing market.

One study found that "(w)hen searching for a place to rent, people who identified themselves as having a disability received a response 7.84 per cent less often from a landlord when compared to those who did not identify themselves as having a disability".[207] Furthermore:[208]

> **when living in their unit, people who identified themselves as having a disability were 66.7 per cent more likely to be expected to follow different rules, were 316.67 percent more likely to experience landlord aggression and were 20.37 percent more likely to have their boundaries violated by their landlord when compared with people who did not identify as having a disability.**

Between the challenges with affordability, and the additional barrier of discrimination, it can be challenging for many people with disabilities in Winnipeg to secure housing that meets their needs.

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[206] ALS Society of Manitoba, 'Brummitt Feasby ALS House', 2024, **https://alsmb.ca/brummit-feasby-als-house/**.

[207] As cited in Owen et al., 'Barriers to Belonging'.

[208] As cited in Owen et al., 'Barriers to Belonging'.

## Mental health and housing

In addition to the housing needs of people with physical disabilities, people experiencing mental illness and/or addiction can face barriers to finding and securing homes with adequate support. Secure and appropriate housing can be a big contributing factor to one's mental wellness.

> **"As a person with a serious mental illness (disability) who has also struggled with addiction and substance use, I found it incredibly difficult to stabilize long enough to get housing.**
>
> **"If I went to detox, all the planning was geared towards going to treatment which I had already done a lot of. Staying in shelters, I was surrounded by many people struggling with active substance use and also had my glasses and other items stolen. I found the requirements to line up at a certain time and get up and out early were difficult to adhere to and I could never get a proper sleep or enough rest."[209]**

Some organizations, like Sara Riel, provide housing with supports for people with mental illness. This is distinct from residential treatment programs or healthcare facilities which are more temporary in nature.

### Feature: Sara Riel Inc.[210]

Sara Riel provides compassionate and respectful community-based supports to people who experience issues with mental illness or mental health challenges including substance use disorders and addictions.[211] The organization operates supportive housing for their clients in three different Winnipeg locations, with a continuum of levels of support.

A Sara Riel representative described how the need for this type of housing became clear at a time when there was a shift away from people with mental illness living in institutions. This shift was due to a preference for community integration, but there was still a need for support.

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[209] EHW Community Survey respondent.

[210] Interview on January 27, 2025.

[211] Sara Riel Inc., 'About Us', Sara Riel Mental Health & Addictions, 2025, **https://sarariel.ca/**.

In some cases, this support need is minimal or temporary — people experiencing a crisis need transitional supportive housing where they have help to build life skills and community relationships. For others, especially older adults with schizophrenia, a higher level of support is needed, on a long-term basis, in an assisted living model.

In this model, housing is treated as a mental health program, through the Winnipeg Regional Health Authority. This differs from an institution, in that it is integrated into the community, in a block with other housing, and residents are empowered to develop life skills.

Depending on the level of support needed, on-site staff can provide services like case management, communal meals, cleaning, transportation, resource navigation, and mental health support. Some of Sara Riel's clients gradually transition from one housing program to another as their capacity and independence grows. An example is one resident who moved into the transitional housing site and didn't have a lot of skills, but did some volunteer work, learned skills, and has now transitioned to their independent living program, where he supervises and teaches their cooking group.

Not everyone experiencing mental illness needs or wants the type of housing that Sara Riel offers. To live in one of the units operated by Sara Riel, you have to be part of a Sara Riel program, which is not everyone's choice. Sara Riel also offers community-based supports to people living independently. In some cases, Sara Riel staff report, those clients struggle because the money they get from EIA/Disability is not enough to live anywhere except unsafe locations.

When asked about the biggest gap in the Winnipeg's housing supply for the people that Sara Riel supports, what was identified was housing that is mostly independent but with a low level of ongoing support. In this model, residents would be able to choose where they live, but Sara Riel or another service provider would come to the home once or twice a week for supports like case management or mental health support, to help the clients maintain successful tenancies. They point out that sometimes, without those supports, housing security is jeopardized. For example, the behaviours of a tenant who has stopped taking their medication might lead to them being evicted.

# Indigenous housing

### *Note*

The housing needs of Indigenous people in Winnipeg are, on one hand, unique — grounded in a specific lived experience, history, and cultural context. These unique housing needs are the focus of this section of the HNA.

At the same time, because of overlapping identities and communities, housing needs described in the other chapters of this report may also be relevant to Indigenous people. For example, the needs of Indigenous older adults or Indigenous youth are also reflected in the sections on **Housing for older adults** (page 146) and **Housing for youth** (page 153).

### *Key points*

- Due to the ongoing impacts of colonization, Indigenous people are only 13 percent of Winnipeg's population but 80 percent of people experiencing homelessness and Indigenous people in Manitoba are twice as likely as non-Indigenous people to experience core housing need.
- First Nations people moving temporarily or permanently to Winnipeg from First Nation communities, Indigenous youth aging out of care, and Indigenous women and 2SLBGTQIA+ people all have unique vulnerabilities and safe and culturally appropriate housing is needed for these populations.
- Indigenous governments and non-profit organizations are leaders in building and operating housing in Winnipeg — much of it affordable, supportive, and culturally based.

As described at the beginning of this report, Indigenous Peoples have lived in the area now called Winnipeg for many generations and have been, and continue to be, displaced from their homes in this City. Winnipeg's policy directions strongly support addressing housing needs of Indigenous people in Winnipeg. The *United Nations Declaration on the Rights of Indigenous People* (*UNDRIP*), Article 21 says that **"Indigenous peoples have the right, without discrimination, to the improvement of their economic and social conditions, including […] housing"**.[212]

[212] United Nations, *United Nations Declaration on the Rights of Indigenous Peoples* (2007), **https://www.un.org/development/desa/indigenouspeoples/wp-content/uploads/sites/19/2018/11/UNDRIP_E_web.pdf**, Article 21.

The MMIWG *Calls for Justice* specifically address the housing needs of Indigenous women, girls and 2SLGBTQIA+ people. For example, Call for Justice 4.6:[213] **"We call upon all governments to immediately commence the construction of new housing and the provision of repairs for existing housing to meet the housing needs of Indigenous women, girls, and 2SLGBTQQIA people."**

Winnipeg has the largest urban Indigenous population in Canada with 13 percent identifying as such in 2021.[214] Members of Indigenous communities in Winnipeg face significant unmet housing needs. According to the *2024 Street Census*, 80 percent of people experiencing homelessness in Winnipeg are Indigenous, including 63 percent First Nations, 15 percent Metis, 0.4 percent Inuit, and 1.7 percent of other Indigenous ancestry.[215] Indigenous people are also twice as likely to experience core housing need — 19 percent of Indigenous households in Manitoba experience core housing need, as compared to 10 percent of non-Indigenous households.[216] This is likely an undercount as the data that this figure is based on does not include people who are living unsheltered.

The *Indigenizing Housing First* report uses Jesse Thistle's definition of Indigenous homelessness:[217]

> **Indigenous homelessness is a human condition that describes First Nations, Métis and Inuit individuals, families or communities lacking stable, permanent, appropriate housing, or the immediate prospect, means or ability to acquire such housing.**
>
> **Unlike the common colonialist definition of homelessness, Indigenous homelessness is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. These include individuals, families and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages and identities.**

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[213] National Inquiry into Missing and Murdered Indigenous Women and Girls, *Calls for Justice* (2019), **https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/Calls_for_Justice.pdf**, Call for Justice 4.6.

[214] Statistics Canada, *2021 Census.*

[215] EHW, *2024 Winnipeg Street Census or Point-in-Time Count* (2025), **https://endhomelessnesswinnipeg.ca/street-census/**.

[216] As cited in MNPHA and EHW, *A Needs Assessment for an Indigenous Housing Authority in Manitoba* (2024), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/A-Needs-Assessment-for-an-Indigenous-Housing-Authority-in-Manitoba.pdf**, 1.

[217] As cited in Jino Distasio et al., *Localized Approaches to Ending Homelessness: Indigenizing Housing First* (University of Winnipeg, Institute of Urban Studies, 2019), **https://winnspace.uwinnipeg.ca/bitstream/handle/10680/1727/2019_IUS--Localized_Approaches_Ending_Homelessness_ENG_Final.pdf**, 11.

**Importantly, Indigenous people experiencing these kinds of homelessness cannot culturally, spiritually, emotionally or physically reconnect with their Indigeneity or lost relationships.**

The Winnipeg Indigenous Executive Circle (WIEC) calls for **"all Indigenous peoples in Winnipeg to have accessible and long-term housing. Access to housing must be very low barrier and include wrap-around services"**.[218]

Indigenous people have a unique relationship to housing and displacement as the original occupants and stewards of the land where Winnipeg now sits and have faced displacement and the impacts of colonization over many generations. Many of the Indigenous people living in Winnipeg have been displaced from their home communities, either by policy, natural disaster, or for other reasons such as lack of adequate housing or resources in remote communities. They also have unique needs for housing which is culturally responsive, and that can mean different things to different Indigenous people and communities.

In addition to the approximately 96,900 Indigenous people with a permanent residence in Winnipeg, many more move to the city on a short-term or semi-permanent basis (e.g., education, medical treatment like dialysis[219], emergency relocation due to floods or forest fires, etc.). Eagle Urban Transition Centre (EUTC) has a Patient Advocacy Unit that assists Indigenous people who come to Winnipeg for medical care by supplying boarding facilities. EUTC also assists Indigenous people with housing, including covering damage deposits, first month's rent, furniture, and household items.[220]

Indigenous service providers engaged for this project, talked about the need for permanent housing with wraparound supports. EUTC described ideal housing for the Indigenous community members they support as having services and programming on-site, such as employment programming, medical supports, life skills (like cooking classes), advocacy, cultural workshops, ceremonies, and land-based teachings. They talked about cultural misunderstandings and misalignment in housing (e.g., smell of smudging being mistaken for smoking marijuana). They said that while some community members would like to live in housing "within their culture," there are not a lot of options like this available. Astum Api Niikinaahk was cited as a promising model.

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[218] The Winnipeg Indigenous Executive Circle, *An Action Plan to Address Missing and Murdered Indigenous Women, Girls, and 2SLGBTQQIA+ People in Winnipeg, Manitoba, Canada* (2024), **https://www.wiec.ca/wp-content/uploads/2024/03/WIEC-MMIWG2S-Report-1-1.pdf**, 27.

[219] Indigenous Seniors Research Committee, *Minosin Kikiwa 'A Good Home': Indigenous Older Adults in Winnipeg* (Canadian Centre for Policy Alternatives Manitoba Office, 2024), 4, 26, 27, 32, **https://policyalternatives.ca/sites/default/files/uploads/publications/Manitoba%20Office/2024/10/Minosin%20Kikiwa%20full%20report.pdf**.

[220] Interview on August 7, 2025.

## Feature: Astum Api Niikinaahk

The vision for a supportive tiny home community in Downtown Winnipeg emerged from community engagement with people living in encampments in the South Point Douglas neighbourhood. Astum Api Niikinaahk officially welcomed its first residents in January of 2023. While initially the project had been called "The Village", the name Astum Api Niikinaahk, meaning "Come sit at our home" in Michif, was gifted to the project by two-spirit Métis Elder, Charlotte Nolin.

The project features 22 tiny home units complete with a kitchenette, bathroom, bed, and access to the internet and a telephone. Units are fully furnished with all the appliances and supplies that residents would need to transition from living unsheltered. Astum Api Niikinaahk is a minimal barrier housing project, meaning that residents will not need to be sober to be tenants, and there are no time limits for how long people can live in their units.

Indigenous culture has informed all aspects of Astum Api Niikinaahk's process, design, governance, and supports. This is reflected in the collaborative governance model of the project's partner organizations, as well as in the incorporation of traditional Anishinaabe and Ininew village layouts. Indigenous traditions and cultural teachings are also at the core of the supports being offered to residents, in recognition of the importance of culture and spirituality in the healing process. Staff are on-site offering support 24 hours, 7 days a week. This is a critical component of the project and part of its success.

The *Moving to the City* report describes the barriers that Indigenous people, especially those moving to the city from reserve communities, face in finding affordable and adequate housing:[221]

> **"Aboriginal people report discrimination, experience high rates of poverty, and are weighed down by histories of colonialism. Research shows that those moving to a major urban centre for the first time have to learn to adapt to a new culture and a new way of life. Many arrive with no rental history, no bank accounts and no government identification."**

[221] Josh Brandon and Evelyn Peters, *Moving to the City: Housing and Aboriginal Migration to Winnipeg* (Canadian Centre for Policy Alternatives Manitoba, 2014), **https://www.policyalternatives.ca/wp-content/uploads/attachments/Aboriginal_Migration.pdf**, 1.

Many advocates and organizations (e.g., WIEC, the Indigenous Seniors Research Committee, and the North End Housing Lab), call for Indigenous-led solutions to Indigenous housing in Winnipeg. This is supported by *UNDRIP* and the *MMIWG Calls for Justice*. Groups such as End Homelessness Winnipeg (EHW) and the Manitoba Non-Profit Housing Association (MNPHA) have been developing a concept for a province-wide Indigenous Housing Authority.[222] Similar models exist in British Columbia and Ontario.

Today, Indigenous governments and non-profit organizations are leaders in housing development and operations in Winnipeg. There are currently at least ten Indigenous non-profit housing providers operating in Winnipeg, with over 1,100 units in Winnipeg and others under development,[223] including:

- Kinew Housing (see **Feature** on page 145)
- Aiyawin Corporation
- Dakota-Ojibway Tribal Council Housing Authority
- Kanata Housing Corporation
- Dial-a-Life Housing
- KeKiNan Centre
- Indigenous Women's Healing Centre
- Payuk Inter-Tribal Co-op
- Ma Mawi Wi Chi Itata Centre
- Shawenim Abinoojii

At the time of writing, other Indigenous organizations are also developing housing, like Wahbung Abinoonjiiag, Sunshine House, and 2Spirit Manitoba.

Indigenous governments also own and operate housing in the city, like the Manitoba Métis Federation or Shoal Lake 40 First Nation. For example, Brokenhead Ojibway Nation (BON) is currently developing a 147-unit apartment building in Osborne Village where over 40 percent of units will be rented at affordable rates, offered both to BON urban members and the wider Winnipeg community.[224] More detail on **Indigenous government-led housing** is found on page 112.

The *Minosin Kikiwa* report on housing needs of Indigenous older adults in Winnipeg talks about the interconnectedness of Indigenous families and communities and the need for a distinct approach which respects that way of being:[225]

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[222] MNPHA and EHW, *A Needs Assessment for an Indigenous Housing Authority in Manitoba* (2024), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/A-Needs-Assessment-for-an-Indigenous-Housing-Authority-in-Manitoba.pdf**, 30.

[223] MNPHA and EHW, A Needs Assessment for an Indigenous Housing Authority in Manitoba, 30.

[224] Brokenhead Ojibway Nation, 'Funding Grant Approved for Affordable Housing Project', Community News, 10 February 2025, **https://brokenheadojibwaynation.ca/funding-grant-approved-for-affordable-housing-project/**.

[225] Indigenous Seniors Research Committee, *Minosin Kikiwa: 'A Good Home' - Indigenous Older Adults in Winnipeg* (Canadian Centre for Policy Alternatives Manitoba Office, 2024), **https://www.policyalternatives.ca/news-research/minosin-kikiwa-a-good-home-indigenous-older-adults-in-winnipeg/**, 4.

> **"The circumstances and needs of older adults cannot be understood apart from their kin and communities."**

Of particular importance is housing that accommodates Indigenous family structures, which may be more fluid than the Western understanding of nuclear family households. Social housing often limits the number of bedrooms an individual can have based on the number of people living there but may not be responsive enough to the family structures of Indigenous people. Participants in *Minosin Kikiwa*'s engagement talked about the barriers they face living in housing that doesn't allow them to have grandchildren, nieces, nephews or other family members stay with them: [226]

> **"Some of it is our traditional ways. My grandchildren want to come and stay with me. They want to be close to grandma because they love grandma, or they need to be looked after while mom or dad goes and does some things. And five or ten of them want to come and visit me all at the same time"**

Aside from unit sizes, some housing, especially housing focused on older adults, has restrictions on overnight guests:[227]

> **"We're not allowed to have overnight visitors. Like, that's another reason why I wanna get outta there. You can't have overnight visitors. Visitors have to be out of the building by 10:30. 10:30 they have to start leaving and 11:00 they have to be out of the building. Like, that's not a home.**
>
> **"I don't feel like it's my home."**

This understanding of family and adequate housing also impacts Indigenous families who are vastly overrepresented in the child welfare system, resulting from colonial systems like residential schools and the 60s Scoop.[228] About 90 percent (12,000) of children in CFS care in Manitoba are Indigenous.

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[226] Indigenous Seniors Research Committee, *Minosin Kikiwa*, 26.

[227] Indigenous Seniors Research Committee, *Minosin Kikiwa*, 27.

[228] Assembly of Manitoba Chiefs, 'First Nations Family Advocate Office', Child & Family Services, **https://manitobachiefs.com/child-family-services/**.

> **"Homeless shelters and transitional housing were identified by some participants as de facto nursing homes whereby 'our people come to die'."** [229]

There is strong consensus that there is a need for Indigenous-led housing solutions in Winnipeg. The municipal, provincial, and federal governments have an opportunity to continue working in partnership with Indigenous governments and organizations to facilitate the development and operations of these projects. One such Indigenous-led solution is Kinew Housing.

## Feature: Kinew Housing

Kinew Housing is Winnipeg's biggest non-profit Indigenous housing provider. Operating since 1970, they currently manage 434 units, spread between apartment buildings and triplexes in the city. Kinew provides housing to Indigenous tenants, and the majority of the units are subsidized under different funding agreements, with rents ranging from $550 to $1,800 per month. About 80 percent of Kinew's tenants receive social assistance.

Many of Kinew's tenants have moved to Winnipeg from reserve communities. There is great demand for Kinew Housing, with thousands on the waiting list, and applicants waiting between 6 months and 3 years to be offered a place. Kinew's leadership says that tenants come to Kinew because of affordable rents and cultural familiarity.

Kinew's tenants live independently, but Kinew does have two tenant-focused positions who assist with access to identification, applying to programs like Rent Assist, and accessing other supports.

Kinew works with tenants to try to maintain their tenancies and avoid eviction wherever possible, such as by entering into mediated agreements with tenants when issues arise.

Kinew sees the highest demand for 4-bedroom and one-bedroom units. There is a challenge to maintain housing for seniors when children or grandchildren move out and the seniors need to move to smaller units which may not always be available.

Funding and staffing are Kinew's major challenges. The rents they receive through EIA do not keep up with escalating costs, making building maintenance a challenge and most years Kinew runs a deficit. The City of Winnipeg provides some funding to Kinew each year through the Indigenous Housing Program, to assist with building repairs.

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[229] Indigenous Seniors Research Committee, *Minosin Kikiwa*, 31.

# Housing for older adults

## *Key points*

- With a growing population of older adults with diverse needs, there is a need for all types of housing for older adults.
- Experts in the sector identify affordable assisted living as the biggest gap in the housing supply for this population.
- Housing for older adults should have appropriate supports, be culturally safe, and allow older adults to stay connected with family and community.

## *Notes*

In this HNA, we use the term "older adults" to refer to persons who are 65 years of age and above. This age was selected as it is the minimum age in Canada to be eligible for receiving a pension.[230]

We also use the term "seniors" in reference to other documents that use that term, as well as to refer to specific housing types (e.g., 55+ buildings, seniors housing facility, etc.).

Winnipeg's *2020 Comprehensive Housing Needs Assessment* (*HNA*) identified "seniors housing" as one of the most significant growing housing needs in Winnipeg. As discussed in an earlier chapter, more older adults are heading households compared to 20 years ago.

> **"It used to be a lot easier to find housing.**
> **People are staying longer in unsafe and unhealthy conditions."** [231]

The gaps in housing supply for older adults relate to gaps in healthcare services (e.g., homecare) and residential care facilities (e.g., personal care homes). While not all older adults require the same level of services, or any services at all, pressures on any part of the housing and support continuum affect the rest of the continuum.

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[230] Government of Canada, 'Do you qualify', Old Age Security (OAS) pension, 9 October 2025, **https://www.canada.ca/en/services/benefits/publicpensions/old-age-security/eligibility.html**.

[231] May 21 and 22, 2025.

At one end of this continuum are older adults who own their own homes. The homes may be bigger than they need or not accessible for their mobility needs, but in some cases where the homes are paid off, it can be the most affordable option for older adults to stay in their houses. Similarly, some older adults are downsizing and wanting to buy smaller homes in the same neighbourhoods, or in neighbourhoods close to their families and communities. First-time home buyers (e.g., families with young children) are also typically interested in smaller single-detached homes. So, this can impact the availability of these types of homes and create competition in the housing market. Since older adults looking to downsize tend to have more wealth than first time home buyers, this may also increase the price of housing.

Older adults are also moving into apartments, sometimes because the labour required to maintain a single-detached home is no longer manageable (e.g., snow shoveling, grass cutting, etc.). This shift again impacts demand, price, and availability. For example, older adults who sell their larger home may have a greater budget to spend on housing and interest in living in amenity-rich buildings and neighbourhoods. This may lead to a greater supply of upscale rental and condo units as demand for this type of housing increases.

## Seniors housing

Another part of this continuum is seniors housing. Focus group participants[232] spoke about the reasons that older adults may prefer to live in a 55+ building rather than in general private rental housing. In 55+ buildings, it is easier for older adults to form relationships with peers and have a sense of community, combatting social isolation which can contribute to serious negative health effects and reduced quality of life.[233] There is also greater opportunity for resource sharing, for example around common health needs, and often these buildings offer some level of supports or programming.

Focus group participants[234] also identified challenges with mixed-age buildings (as compared to 55+ buildings) such as potential conflicts between older and younger tenants (e.g., complaints about noise and safety concerns). There may also be less willingness from private landlords in mixed-age buildings to make accessibility alterations to units (e.g., grab bar in the shower) due to the perception that these may make it less attractive to future younger tenants.

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[232] WRHA coordinated focus groups staff who work with older adults in the housing sector. Participants were separated into three focus groups based on the programs they support with: 1.) Support to Seniors in Group Living; 2.) Tenant Resource Program; and, 3.) Senior Centre and Senior Resource Finder.

[233] Penny MacCourt, *Social Isolation of Seniors*, Volume 1, Understanding the Issue and Finding Solutions (Federal, Provincial, and Territorial Forum of Ministers Responsible for Seniors, 2024), **https://www.canada.ca/content/dam/esdc-edsc/documents/corporate/partners/seniors-forum/social-isolation-toolkit-vol1/SISI.volume1.eng.pdf**.

[234] Focus group participant, May 21 and 22, 2025.

There are long waitlists for these 55+ buildings, including the few operated by Manitoba Housing, which may be some of the only affordable options for older adults who are lower income.

> **"We have had a lot of seniors' blocks built in recent years, and as soon as they are built they are filled. Waiting lists are as long as five years." [235]**

Some focus group participants identified affordable assisted or supported living buildings as the biggest need or gap in the housing continuum for older adults.[236] Sometimes, older adults are in an in-between state where they need some supports (e.g., mobility, transportation, access to resources, etc.) but they do not need the level of care of a personal care home. Options for this group are limited, especially for those who cannot afford private assisted living facilities. So, strain is put on the person's family members and staff in 55+ buildings make up for that gap in care.

## Supply of seniors housing

Winnipeg currently has approximately 16,100 units or beds in multi-unit housing with specialized living for older adults. This includes various stages of independence, from independent living to personal care homes. This is based on a unit count in facilities listed in Age & Opportunity's *Housing Directory for Older Adults*,[237] and may exclude any facilities not listed. **Map 16** shows the numbers of and locations of these properties by category, as well as adults age 85 years and older live within Winnipeg. **Table 16** identifies amenities offered at these facilities.

The number of adults aged 85 and older is shown in order to show the reduced number of neighbourhoods where they live as older adults grow into higher age groups. Adults aged 65 and above live throughout the city. As they age to 85+, the population tends to be concentrated in fewer neighbourhoods, including areas with assisted living or care homes, such as in the Rossmere A or Brockville neighbourhoods.

Housing for older adults is concentrated more in and around the Downtown and in suburban areas. Neighbourhood walkability can be an impediment, depending on the type of living arrangements. Many assisted living and independent living facilities offer tenant services, such as a shuttle bus service, grocery delivery, and social activities. These services can add costs to housing, making these facilities unaffordable to some older adults.

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[235] Focus groups on May 21 and 22, 2025.

[236] Focus group participant, May 21 and 22, 2025.

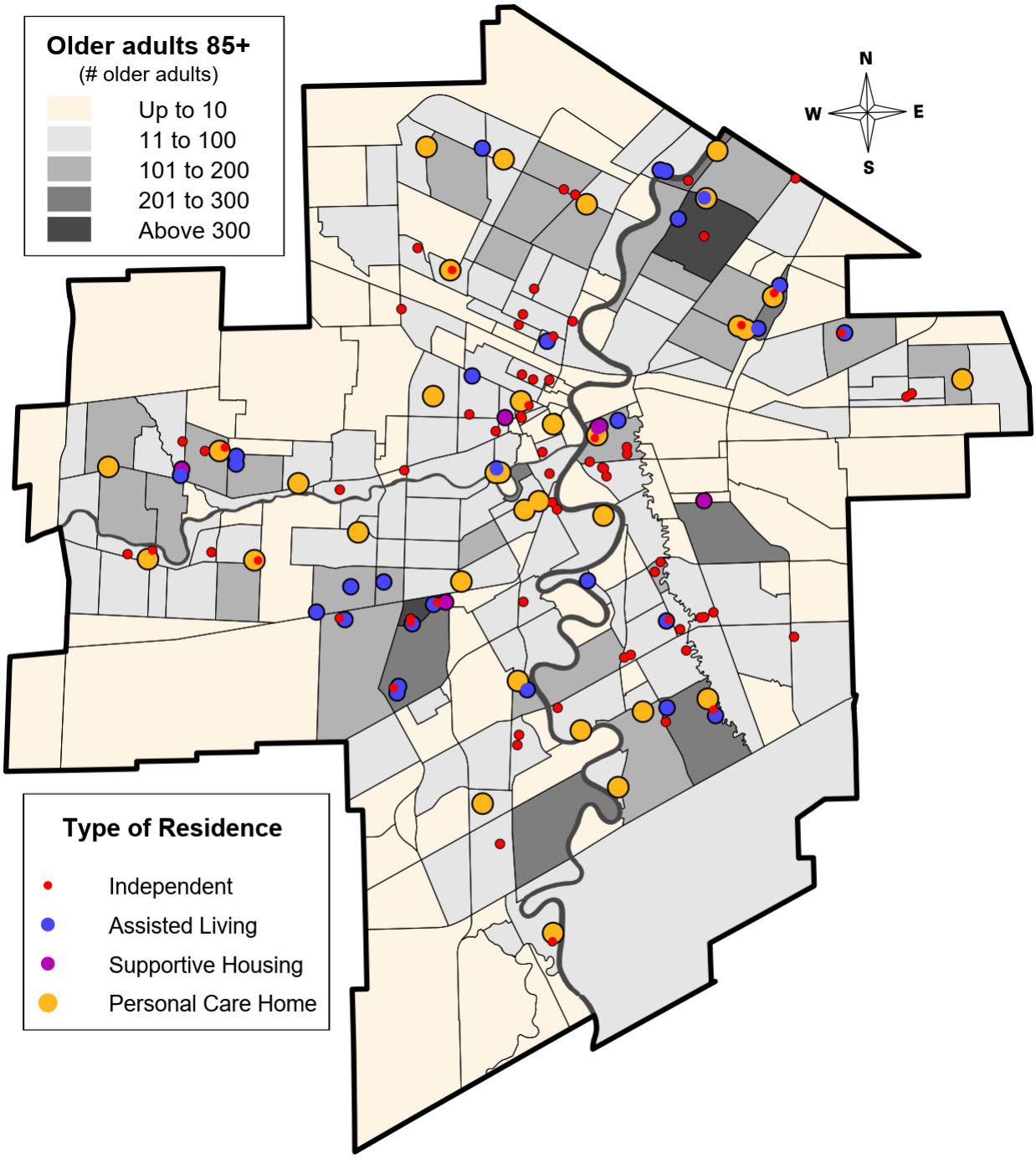
[237] Age & Opportunity: Support Services for Older Adults, *Winnipeg Housing Directory for Older Adults* (2020), **https://www.aosupportservices.ca/wp-content/uploads/2020/05/Housing-Directory-2020-for-website.pdf**.

**Table 16:** Seniors housing facilities by type and tenant services.[238]

| | Seniors housing facilities | | | | | | |
|---|---|---|---|---|---|---|---|
| **Tenant services** | *Independent Living* | *PCH* | *Life Lease* | *Assisted Living* | *Supportive Housing* | *Memory Care* | **Total** |
| **Facilities by category** | **57** | **39** | **29** | **31** | **12** | **5** | **154** |
| **Beds** | **5,507** | **5,554** | **1,853** | **3,841** | **803** | **648** | **16,096** |
| Subsidized rent | 52% | 14% | 10% | 10% | 14% | 0% | **19%** |
| Social activities | 52% | 2% | 3% | 33% | 7% | 3% | **58%** |
| Wheelchair accessible | 51% | 3% | 3% | 36% | 4% | 4% | **47%** |
| Meal program | 38% | 5% | 3% | 42% | 8% | 5% | **43%** |
| Grocery | 43% | 0% | 0% | 36% | 7% | 14% | **9%** |
| Shuttle bus | 33% | 4% | 0% | 48% | 4% | 11% | **18%** |
| Pet-friendly | 41% | 9% | 3% | 35% | 3% | 9% | **22%** |

[238] Data source: A&O, *Winnipeg Housing Directory for Older Adults.*

**Map 16:** Seniors housing by type and concentration of older adults (85+ by neighbourhood), Winnipeg, 2025.[239]




[239] Data source: Internal City of Winnipeg datasets.

## Housing needs and gaps

Seniors centre focus group participants talked about the need for certain types of supportive housing, for example housing for seniors who are physically capable of living independently but have dementia — safe housing with activities on-site would be ideal for this population.

There are even fewer low-barrier housing options for older adults who smoke, who use substances or who have behavioural issues.[240]

Another issue mentioned by those who work in the sector is older adult couples where one has higher support needs than the other. In this case, couples may have to live separately, and sometimes even divorce on paper so that each is able to access the benefits they need to afford to live separately.

> **"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."**[241]

Some spoke of the unique challenges faced by 2SLGBTQIA+ older adults moving into seniors housing. Sometimes this environment does not feel safe or welcoming and so, they are forced "back into the closet" — hiding their identities and the nature of their relationships in these environments.

Culturally appropriate housing for older adults, especially those with low-incomes, is another gap in the housing continuum. In some cases, such as with Indigenous older adults, this might involve rethinking the concept of seniors housing itself. For example, one focus group of Indigenous older adults engaged for the *Minosin Kikiwa* report described "Indigenous seniors housing" as a colonial structure or system with the potential to be as harmful and inappropriate as other colonial systems.[242]

There are a few reasons for this. Institutional and medically focused buildings may not incorporate a holistic model of care and may be reminiscent of harmful colonial institutions such as residential schools, from which Indigenous older adults have survived and carry lasting trauma.

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[240] Focus group participant, May 21 and 22, 2025.

[241] Focus group on May 21 and 22, 2025.

[242] Indigenous Seniors Research Committee, *Minosin Kikiwa*, 32.

> **"[My son] said, 'what do you think?' I said, 'I don't know.' He said, 'Why.'**
>
> **"I said, 'It reminds me of a residential school. This is not for me. I don't want to live there.'"**
>
> — Indigenous participant in her 80s on visiting an assisted living building[243]

The separation of older adults based on age, away from their kin, and without connection to cultural practices and community, can contradict Indigenous values, ways of being and identity.

The Winnipeg Indigenous Executive Circle (WIEC) also identifies a gap for supportive housing for Indigenous people under the age of 65 who may require similar levels of care as a personal care home.[244] WIEC calls for Indigenous people, including older adults, to be involved in the planning and design of housing.

Those working in the sector spoke about the need for more availability of supports at all stages of the continuum — from helping older adults stay in their own home longer (e.g., supporting with light maintenance and housekeeping like snow shoveling), to seniors housing options like homecare, assisted and supportive housing facilities, personal care homes, and appropriate options for older adults with other intersecting identities and needs (e.g., Indigenous and newcomer older adults). The supply of income-based supportive housing in Winnipeg is limited, and service providers identified a need for more income-based (subsidized) supportive units for older adults.

The *Provincial Seniors Strategy* describes a "village" model — safe, inclusive, accessible communities, with the following components:[245]

- Providing residents with support and feelings of belonging and community connection
- A unique identity: they are defined by those who live in the community together, taking into consideration ethnicity, culture and lifestyle choices
- A design for social interaction
- Functionality, including varied settings (e.g., independent living, supportive congregate living, etc.) and being close to or having easy access to goods, services and programs
- Intergenerational contact through proximal living and/or interaction

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[243] Indigenous Seniors Research Committee, *Minosin Kikiwa*, 32.

[244] Winnipeg Indigenous Executive Circle, *An Action Plan to Address Missing and Murdered Indigenous Women, Girls, and 2SLGBTQQIA+ People in Winnipeg, Manitoba, Canada* (2024), **https://www.wiec.ca/wp-content/uploads/2024/03/WIEC-MMIWG2S-Report-1-1.pdf**, 39.

[245] Province of Manitoba, *Manitoba, A Great Place to Age: Provincial Seniors Strategy* (2023), **https://gov.mb.ca/seniors/docs/seniors_strategy_2023.pdf**, 18.

The *Strategy* also identified the need to strengthen the support sector including improving quality and capacity of Home Care, Personal Care Homes, and other seniors-serving supports. Though beyond the scope of this report, these services are an essential component of adequate and accessible housing for older adults in Winnipeg.

Focus group participants talked about some promising models, such as KeKiNan (culturally appropriate seniors housing for Indigenous seniors), and Nathanial House (housing connected to personal care home).[246]

With the growing population of older adults, and their diverse housing needs, there is a need for more housing focused on this population, at all stages of the housing/support continuum.

## Housing for youth

### *Key points*

- The transition period from adolescence to adulthood is a particularly vulnerable time, especially for youth aging out of care.
- 18 is the most common age that individuals in Winnipeg become homeless.
- Youth may need support during this period to secure safe, affordable housing, and to build the life skills to help them stay housed.

While many of the housing needs for youth are similar to those of other populations, youth face some unique challenges in finding and securing adequate and appropriate housing, which warrant a unique approach.

*Here and Now: The Winnipeg Plan to End Youth Homelessness*[247] explains that youth are particularly vulnerable compared to adults. Youth do not have the same life skills and experience, and they also interact differently with government systems such as justice, health, education and child welfare. In addition to the specific needs of youth at-risk of homelessness, staff from Shawenim Abinoojii described specific needs of Indigenous youth. These include the specific needs of Indigenous youth from remote communities, youth aging out of care, and young parents.

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[246] Focus group participant, May 21 and 22, 2025.

[247] The Winnipeg Foundation and Government of Manitoba, *Here and Now: The Winnipeg Plan to End Youth Homelessness* (The Homeless Hub, 2016), **https://www.homelesshub.ca/sites/default/files/attachments/28239_here_now_plan_report_FIN_WEB.pdf**.

According to the *2024 Street Census*[248], 18 years old is the most common age that individuals surveyed in Winnipeg first became homeless. The *2015 Street Census*[249] showed that 70 percent of those experiencing long-term (10+ years) homelessness first became homeless as youth.

One common contributing factor in the experience of many of these individuals is involvement with the child welfare system. Almost half of survey respondents in the *2024 Street Census* had been in foster care, kin care, or a group home as a child or youth. Of the respondents who had been in care around their eighteenth birthday, less than half were permanently accommodated when they left.[250]

Aging out of care is a common and direct pathway into homelessness. Of respondents to the *2024 Street Census* who had exited CFS care around their eighteenth birthday, within the first three months 11 percent went on to stay at a shelter, 16 percent became unsheltered, 33 percent were provisionally accommodated, and only 43 percent moved on to permanent homes.[251]

Engagement with youth-serving agencies[252], as well as previous research[253], describes the unique barriers and challenges youth face and some of the strategies that are effective and needed to support youth in securing housing.

Youth face systemic barriers related to child welfare system involvement, intergenerational trauma, and a lack of adequate supports.[254] Youth, especially youth who have aged out of care, can sometimes "fall through the cracks" of existing systems and strategies designed for adults. For example, one youth service provider described how youth experiencing homelessness are not adequately served by the Province's *Your Way Home* strategy because youth don't typically reside in encampments.[255] Another youth service provider noted that funding streams for youth housing and services can be inconsistent and unpredictable, affecting the continuity of care for critical services.[256]

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248 EHW, *2024 Winnipeg Street Census or Point-in-Time Count Report* (2025), **https://endhomelessnesswinnipeg.ca/wp-content/uploads/2024-Winnipeg-Street-Census-Report_Aug2025.pdf**.

249 EHW, *Winnipeg Street Census 2015: Final Report* (2016), **https://spcw.mb.ca/wp-content/uploads/2018/02/WSC_FinalReport_Jan15_2016_WebVersion_2016.pdf**.

250 EHW, *2024 Street Census*, 19.

251 EHW, *2024 Street Census.*

252 Youth-servicing agencies engaged as part of this HNA include Resource Assistance for Youth (RaY), Shawenim Abinoojii (SAI), and New Directions.

253 The Winnipeg Foundation and Government of Manitoba, *Here and Now: The Winnipeg Plan to End Youth Homelessness* (The Homeless Hub, 2016), **https://www.homelesshub.ca/sites/default/files/attachments/28239_here_now_plan_report_FIN_WEB.pdf**.

254 Interview on May 8, 2025.

255 Interview on May 8, 2025.

256 Focus group participant, June 24, 2025.

Experts in youth housing describe a need for supports during a time of transition – a need for both transitional and long-term supportive housing with programming for youth to build life skills. For many youths, this is a time of experiencing new freedoms (e.g., no curfew, ability to invite guests over), and new responsibilities, and some support is needed for bridging during this period of life towards fully independent living.[257]

Youth service providers describe a need for a variety of housing options for youth that meet their diverse needs, including a harm reduction model for youth using substances, congregated and scattered housing options, and smaller supportive environments. 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.[258]

Some point out an inaccurate assumption that youth can and should live as roommates. Many youths, especially those coming from group homes, prefer independent living arrangements. A participant described the challenges her son faced when living with roommates after arriving in Canada:[259]

> **"One issue is having roommates that you don't know. People leave before the end of the lease, and you're stuck in a lease you cannot afford. Sometimes there is conflict with roommates, and finding somebody else is difficult."**

[257] Interview on July 8, 2025.

[258] Interview on May 8, 2025.

[259] Focus group participant, June 10, 2025.

## Feature: Memengwaa

Shawenim Abinoojii is a First Nations-led non-profit organization supporting children and young adults. To address a gap in culturally competent services for First Nations youth transitioning to adulthood, and the especially vulnerable time after leaving the child welfare system as described above, Shawenim Abinoojii created the Memengwaa program.

The Memengwaa program operates an 18-unit apartment complex for youth, with onsite staff supports. The program is grounded in Indigenous culture, and staff take a compassionate approach to meeting young people where they are at. Victoria Fisher, Shawenim Abinoojii's Executive Director, says that the program planning and development involved the youth participants, giving a:[260]

> **"sense of not just belonging, but ownership and responsibility in some of their experiences and how they interact with each other at the space. So, I think it's important that the young people who are served by the resource are engaged in developing the resource."**

In 2024, Memengwaa won a "Making the Shift" Youth Homelessness Prevention award.



**Figure 26:** Outside the Memengwaa Home for Indigenous youth (left) and inside (right).

[260] Emma Amon, *Memengwaa Program: MtS Youth Homelessness Prevention Awards Winner* (Homeless Hub, 2024), **https://homelesshub.ca/blog/2024/memengwaa-program-mts-youth-homelessness-prevention-awards-winner/**.

# Newcomer housing needs

### *Key points*

- Refugee claimants were identified by experts in the field as the group of newcomers most likely to face barriers in securing housing. Refugee claimants often stay in shelters when they first arrive in Winnipeg.
- Without adequate supports, newcomers, especially refugees and refugee claimants, may face barriers to securing housing including lack of local references/guarantors, language and cultural barriers, discrimination and exploitation.

### *Notes*

As part of this study, three focus groups with refugee claimants were hosted at New Journey Housing. This took place on June 10, 2025 and translators were available for participants who spoke French or Arabic. Please see **Appendix 4: Engagement summary** (page 254) for more information on the focus groups and other engagement methods used in this report.

Many of the themes from those focus groups are echoed by others working in newcomer serving agencies, and in the *Partnership for Better Housing: Newcomer Housing Needs Assessment* by Altered Minds, Inc.[261]

As discussed in earlier chapters, immigration is the most significant driver of population growth in Winnipeg. The *2021 Census* showed that 58,370 people currently living in Manitoba had settled in the province within the past five years, while the remainder of Manitoba's residents have lived here longer.[262] Winnipeg receives about 75 percent of all newcomers to Manitoba.[263]

The newcomer experience upon arriving in Canada can vary vastly based on a number of factors, including the individual's immigration status and the program that brought them to Canada, but experts in the Newcomer housing field in Winnipeg identified refugee claimants as the newcomer group with the most significant unmet housing need. Most of the content in this chapter refers primarily to refugees and refugee claimants as the groups of newcomers with the most acute housing needs.

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[261] Bashir Ahmad, *Partnership for Better Housing: Newcomer Housing Needs Assessment* (Public Health Agency of Canada, 2023), **https://mansomanitoba.ca/wp-content/uploads/2023/10/Needs-Assessment-Final-Oct-2023.pdf**.

[262] Ahmad, *Partnership for Better Housing*, 7.

[263] As cited in Ahmad, *Partnership for Better Housing*, 10.

*Partnership for Better Housing* notes that newcomer families tend to have larger family sizes[264] (although this trend may not follow with refugee claimants, who, according to experts in the sector[265], tend to be single men). Those working in the field report a need for three- and four-bedroom affordable units to meet the needs of these families. This is consistent with the findings of the *2020 Comprehensive HNA*.[266]

> **"It was difficult to find an apartment. We have a large family with four kids. They gave us a 1 bedroom, with three beds. It's hot in there. We were paying most of our money to the lawyer, so it was too difficult getting the money to upgrade to a better place.**
>
> **"We moved to the shelter, and the shelter was good. Our family was able to stay together, but there is little space there and policies that restrict how we can live our lives. We were having problems with EIA. New Journey helped us find a house after three months."[267]**

Refugee claimants expressed an interest for month-to-month leases early on after arriving in Winnipeg but reported that it was hard to find an apartment with a month-to-month lease in Winnipeg, and that a month-to-month lease is not recognized for Manitoba Health Card registration.[268]

Other barriers facing newcomers in securing housing include lack of local credit history, work experience, or other documentation, or a need for a local guarantor. This last requirement can be challenging, as about 70 percent of all newcomer participants engaged for the *Partnership for Better Housing* said they arrived in Winnipeg with zero local social connections.[269] The Report also cites racism and discrimination as barriers for newcomers looking to secure housing.

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[264] Ahmad, *Partnership for Better Housing*, 26.

[265] Interview on May 8, 2025.

[266] Carter et al., *2020 HNA*.

[267] Focus group participant, June 10, 2025.

[268] Focus group participant, June 10, 2025.

[269] Ahmad, *Partnership for Better Housing*, 27.

Many newcomers to Winnipeg first secure housing in the Downtown. In many ways, this is ideal since most newcomers do not have access to cars when they first arrive.[270] Living Downtown provides proximity to transit service, amenities, and the offices of many newcomer-serving agencies. However, 80 percent of newcomers engaged through the *Partnership for Better Housing* had a negative perception of Downtown due to safety concerns.[271]

While many refugee-claimants in the focus groups expressed a preference for homeownership over rental, Muslim newcomers may experience challenges around securing a mortgage. Islam has restrictions on the payment of interest and most creditors in Canada either do not have an option that accommodates this or it is expensive (e.g., Assiniboine Credit Union).[272]

Other challenges faced by newcomers include language barriers, barriers in navigating government systems such as Employment and Income Assistance (EIA), and misunderstandings or cultural differences. For example, the National Occupancy Standards sets requirements around the number of bedrooms a household should have based on its size and composition.[273] So, some newcomers experience fears around child apprehension due to misunderstandings of this Standard (e.g., believing it is legally required as opposed to being a recommendation).[274]

In addition to the time of first arrival, the end of a one-year sponsorship period is another vulnerable time for newcomers, particularly (government or privately) sponsored refugees. This is when refugees transition to being directly responsible for paying their own rent. So, newcomers may experience challenges with accessing EIA or continuing to afford the homes they lived in for their first year in Canada under sponsorship.[275]

Most of the refugee claimants engaged for this project started off in shelters and cited New Journey Housing as a critical support in helping them secure housing.

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[270] Ahmad, *Partnership for Better Housing*, 27.

[271] Ahmad, *Partnership for Better Housing*, 29.

[272] Focus group participant, June 10, 2025.

[273] CMHC, 'National Occupancy Standard', CMHC Solving Housing Affordability Together, 19 July 2022, **https://www.cmhc-schl.gc.ca/professionals/industry-innovation-and-leadership/industry-expertise/affordable-housing/provincial-territorial-agreements/investment-in-affordable-housing/national-occupancy-standard**.

[274] Ahmad, *Partnership for Better Housing*, 26.

[275] Interview on April 24, 2025.

## Feature: New Journey Housing

New Journey Housing (NJH)[276] is a resource centre that aids and guides newcomers to Manitoba, with a focus on Winnipeg, to navigate both housing and financial benefit systems. NJH is the only organization in Winnipeg solely dedicated to providing housing support and advice to newcomers, and they also serve those immigrants who are yet to arrive in Manitoba through pre-arrival workshops in partnership with other newcomer serving agencies. Many other service providing organizations refer clients to NJH for housing advice and support. NJH connects with approximately 100 households a month that are in need of housing or financial benefits supports. NJH reports that for those they support in looking for housing, it is always for something that is more affordable and increasing the supply for social housing that is rent-geared-to-income would increase the housing security of newcomers to Winnipeg.

Expanding supports like NJH would go a long way in ensuring more newcomers receive the kind of support they need when looking to rent, buy or access financial benefits in Winnipeg.

[276] Partnership for Better Housing report, page 35-36.

# Gender-based housing considerations

### *Key points*

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 need a place of safety and belonging.

**"A woman is more likely to stay with her abusive partner because she has nowhere to go.**

**"A single mother who can no longer afford her apartment when her income changes after her children are apprehended is more likely to end up couch surfing at friends' houses.**

**"A trans person who is rejected by their family because of their gender identity often ends up living on the street.**

**"A Two-Spirit person who feels unsafe in shelters often opts to sleep outside in the cold.**

**"A gender non-conforming person experiences barriers to accessing gender-based violence shelters because they don't identify as a woman."**[277]

[277] West Central Women's Centre (WCWRC), *Connecting the Circle: A Gender-Based Strategy to End Homelessness in Winnipeg* (2019), **https://wcwrc.ca/policy-research/connecting-the-circle/**, 6-7.

Women and gender diverse people, and particularly those who are living in poverty, Indigenous, and/or single parents, can be especially vulnerable to housing insecurity. Displacing events such as evacuations, poverty, and a shortage of safe and affordable housing put women and gender-diverse people at increased risk of harm.

> **"Indigenous women, girls, Two-Spirit, and gender-diverse people are experiencing some of the most egregious right to housing violations across Canada.**
>
> **"We are over-represented in almost all aspects of housing insecurity, homelessness, and poverty, and are disproportionately impacted by violence and trauma linked to precarious living situations."**[278]

While the majority of women, Two-spirit, trans, and gender non-conforming people will not live in dedicated gender-focused housing, it is important to acknowledge that one's gender affects their experience of housing, especially for those most at-risk of homelessness, such as low-income single parents, and those experiencing gender-based violence. As noted above, single-mother led households are the most likely to experience core housing need of any demographic group.

> **"I think there's a misconception, you know, that if people are couch surfing, in some way they are better off than people in shelters. But what I'm finding with women [who are] couch surfing is that women are staying in a violent relationship longer, that women are being taken advantage of to clean people's houses [or] to do childcare for nothing every day.**
>
> **"They are trading sex for a place to stay. And all of that horribleness is hidden."**[279]

Women are more likely than men to experience "hidden homelessness," which might look like couch-surfing, or staying in an unsafe living condition, sometimes in exchange for services like house-

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[278] National Indigenous Feminist Housing Working Group, *Homeless on Homelands: Upholding Housing as a Human-Right for Indigenous Women, Girls, Two-Spirit, and Gener-Diverse People* (Keepers of the Circle, 2022), **https://womenshomelessness.ca/wp-content/uploads/Indigenous-Housing-Claim-June-14-2022.pdf**, 6.

[279] Winnipeg Boldness Project, *North End Housing Lab Report* (2020), **https://www.winnipegboldness.ca/wp-content/uploads/2020/12/41870-BP-HousingDocument-v4-Final.pdf**, 7.

cleaning, childcare, or sex.[280] While the *2024 Street Census* identified 2,469 people experiencing homelessness, it is estimated that at least three times the number of people experiencing absolute homelessness or hidden homelessness.[281] However, having an accurate estimate of hidden homelessness is difficult.

> **"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."[282]**

Housing and social service providers who serve women and gender-diverse people noted that women are less likely to stay in shelters, due to safety concerns. There is an additional concern for caregivers of children that staying in shelter will lead to their children being apprehended.[283] This was the case 20 years ago, when the North End Women's Centre (NEWC), responded to the need by developing transitional housing for their participants, and remains the case today.[284] There are currently two dedicated gender-based violence shelters in Winnipeg, which service providers report are always full, and existing transitional housing for people who have experienced gender-based violence (GBV) is always at capacity.

In Winnipeg, the majority of women and gender-diverse people experiencing homelessness are Indigenous.[285] A respondent from Southern Chief's Organization emphasized that the way shelter spaces are available to families, particularly Indigenous families, during this vulnerable time is critical:[286]

> **"Families impacted by GBV need quick, easy, safe access to shelter, confidentiality of location with Indigenous, culturally informed social workers on site, and childminding."**

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[280] West Central Women's Centre (WCWRC), *Connecting the Circle*, 8.

[281] WIEC, *Action Plan*, 27.

[282] WCWRC, *Connecting the Circle*, 39.

[283] WCWRC, *Connecting the Circle*, 8-10.

[284] Interview on May 7, 2025.

[285] WCWRC, *Connecting the Circle*, 10.

[286] Committee member, Giganawenimaanaanig Survey response, June 27, 2025.

When it comes to transitional and supportive housing for women and gender-diverse people, the housing must be safe and accommodate children. NEWC staff report that about half of the residents in their transitional housing have children in the care of child and family services (CFS).[287] Furthermore, lack of "suitable" housing, according to National Occupancy Standards (assessed based on the number of bedrooms for the number, ages, and genders of children) is often cited as a reason for CFS to apprehend children, and yet it can be difficult or impossible for families to find "suitable" affordable housing, especially with three or more bedrooms. This issue is systemic and self-reinforcing, as ninety percent of children in CFS care in Manitoba are Indigenous and over half of people who are experiencing homelessness in Winnipeg have been in CFS care.[288] Having family housing available to prevent apprehension and support reunification is essential.

One social service provider supporting Indigenous women pointed out that most affordable and culturally appropriate housing in Winnipeg is located in areas with crime, violence, and poverty, and that this adds to the need to ensure that housing for this population has appropriate safety considerations to reduce risk of sexualized violence.[289]

> **"Ensure diverse women, trans, Two-Spirit, and gender non-conforming people can access low-barrier, gender-specific, and responsive transitional and permanent supportive housing options with wrap-around supports to meet their unique needs. Priority should be given to transitional housing models that meet the unique needs of 2SLGBTQ+ and Indigenous Peoples."** [290]

Specific safety considerations for housing geared to women and gender-diverse people, especially those who have experienced gender-based violence include access to secure outdoor space that tenants can use at any time of the day/night, for example, to smoke, and access to safe, frequent and affordable transportation. NEWC staff also highlighted the value for the participants they serve to fostering community within a building, to reduce isolation.[291]

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[287] Focus group on June 17, 2025.

[288] WIEC, *Action Plan*, 27.

[289] Committee member, Giganawenimaanaanig Survey response.

[290] WCWRC, *Connecting the Circle*, Recommendation 4.4, 51.

[291] Interview on May 7, 2025.

> **"There are no Two-Spirit-specific housing access sites in Winnipeg that are 2Spirit safe and culturally safe. Access sites should have a storefront environment, access to Elders and support workers, shower and emergency housing, kitchen, exercise/cultural room, and an advocate."**[292]

While many of the same housing considerations that apply to women also apply to 2SLGBTQIA+ people, there is an additional need for dedicated housing for this population. 2SLGBTQIA+ people may not be welcome or feel a sense of belonging in spaces primarily for women, and that includes resources that help people access housing.

Any plan or policy targeting housing for women or 2SLGBTQIA+ people should prioritize safety, including cultural safety, and a sense of belonging.

[292] Committee member, Giganawenimaanaanig Survey response.

# Housing loss

### *Key points*

- In 2021, 19,580 occupied homes (6.5 percent) were in need of major repairs, decreasing from 7.8 percent in 2016, and from 9.3 percent in 2011. The decrease in repairs needed is likely due to demolitions, renovations, or vacating buildings. These homes are concentrated primarily within Mature Communities.
- Of the approximately 3,700 demolitions, about 79 percent were single-detached dwellings, 10 percent were apartments, and 12 percent small scale developments including 94 licensed rooming house units.
- Renovation repairs have primarily occurred in residential properties south of the Assiniboine River, where households tend to have higher incomes.
- In September 2025, Winnipeg had approximately 535 vacant residential buildings with active orders under the *Vacant Building By-Law*, representing 980 dwelling units prior to vacancy.
- Vacant buildings have greater concentrations Mature Communities with aging housing stock. These buildings are at greater risk of fire.
- Almost 4,000 residents were displaced by emergencies between 2019 and 2024, 81 percent of which were fires. There were 1,077 residents displaced by fires in 2024 alone.

Despite the increase in the number of housing units of different types annually as described in the **Housing supply** chapter of this report (page 73), Winnipeg is also experiencing a loss of housing — older homes in particular. While some housing is being demolished and replaced, resulting in no net loss, other homes, especially in areas where more homes are in need of major repairs, are being lost. Naturally occurring and intentionally built affordable and social housing are particularly at risk of being lost if they age, without focused reinvestment in maintaining this critical stock.

## Housing condition

**Table 17** summarizes how many dwelling units needed minor or major repairs in Winnipeg from 2001 to 2021. **Table 18** breaks down the proportions in 2021 by housing type.

**Table 17:** Major repairs needed by year, Winnipeg, 2001 to 2021.

| Type of repair | 2001 | | 2011 | | 2021 | |
|---|---|---|---|---|---|---|
| | # | % | # | % | # | % |
| Regular maintenance or minor repairs | 229,075 | *90.6%* | 243,705 | *90.7%* | 280,850 | *93.5%* |
| Major repairs | 23,735 | *9.4%* | 25,080 | *9.3%* | 19,580 | *6.5%* |
| **Total** | **252,810** | **100%** | **268,785** | ***100%*** | **300,430** | ***100%*** |

**Table 18:** Units by dwelling type and repairs needed, Winnipeg, 2021.

| Type of repair | Minor | | Major | | Total units |
|---|---|---|---|---|---|
| | # | % | # | % | |
| Duplex | 1,720 | *32%* | 625 | ***12%*** | 5,365 |
| Single-detached home | 49,500 | *29%* | 11,660 | ***7%*** | 172,790 |
| Side-by-side | 3,205 | *26%* | 850 | ***7%*** | 12,265 |
| Townhouse | 2,205 | *19%* | 795 | ***7%*** | 11,555 |
| Apartment, low-rise | 11,160 | *20%* | 3,570 | ***6%*** | 56,425 |
| Apartment, mid- to high-rise | 5,830 | *14%* | 2,035 | ***5%*** | 41,075 |
| Mobile home | 220 | *32%* | 25 | ***4%*** | 680 |

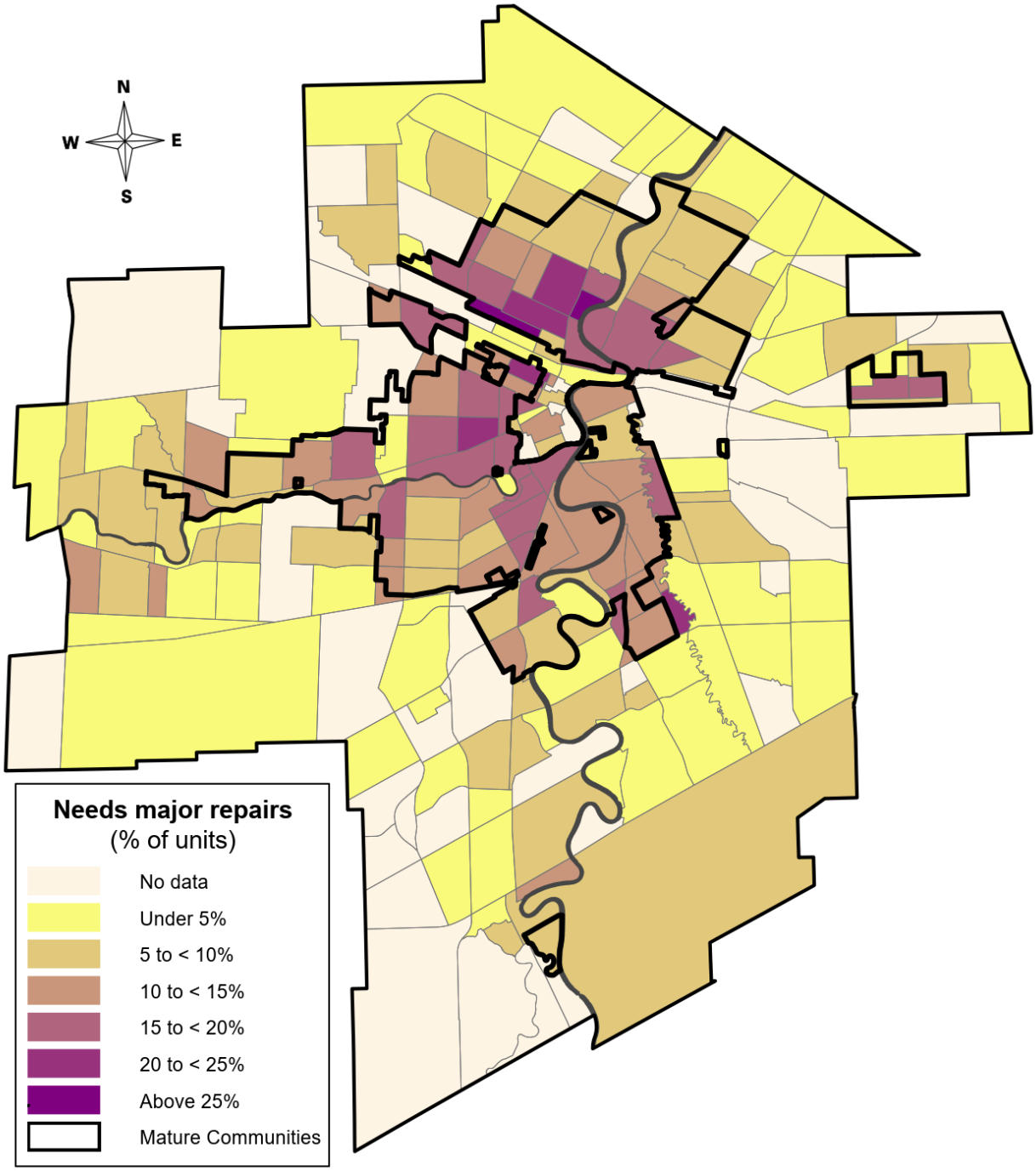
As of 2021, 6.5 percent of Winnipeg's occupied private dwellings, or 19,580 units, needed major repairs. While there was little change in the percentage of homes in need of major repairs between 2001 and 2011, there was a large reduction between 2011 and 2021. This means that these dwellings are either repaired, demolished, and replaced, or have become vacant at an increasing rate. Because the Census tracks repairs needed in occupied private dwellings as self-reported by residents, this measure likely does not capture repairs needed in vacant dwellings.

Duplexes are overrepresented in poor condition compared to the rest of Winnipeg's housing stock, with 44 percent of units requiring major or minor repairs. With 68 percent of duplex units being rental, tenants have few options to address these conditions.

## Repairs and replacements

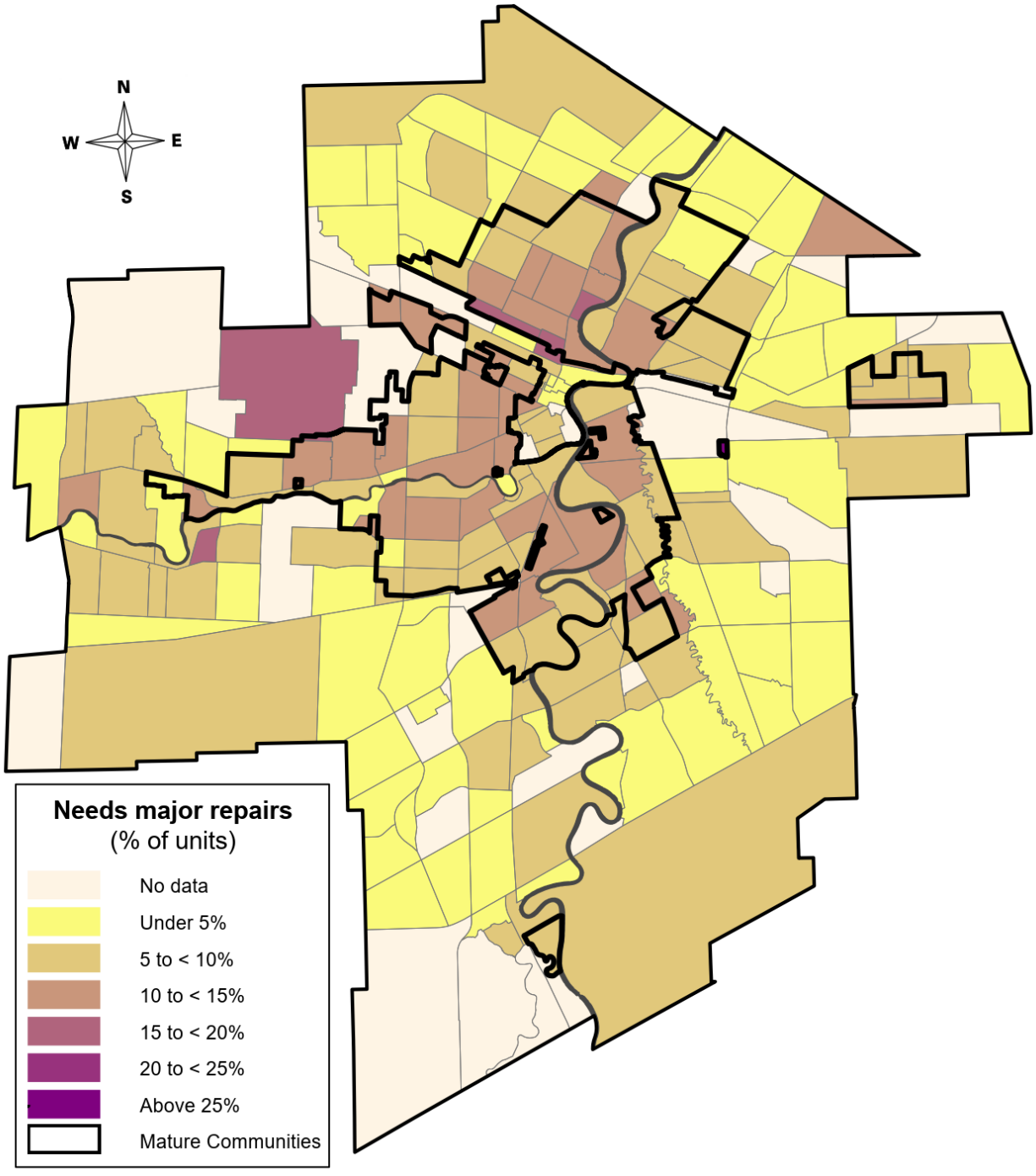
**Map 17** and **Map 18** show that the reduction in homes in need of major repairs are predominantly located within Mature Communities designated areas. These areas have a median residential property age of 77 years old, as of 2025.

**Map 17:** Percent of homes needing major repairs by neighbourhood, Winnipeg, 2011.[293]




[293] Data source: Statistics Canada, *2011 Census*.

**Map 18:** Percent of homes needing major repairs by neighbourhood, Winnipeg, 2021.[294]




[294] Data source: Statistics Canada, *2021 Census.*

## Demolitions

Between 2011 and 2025, Winnipeg lost about 3,700 dwelling units to demolitions. Approximately 79 percent of which were single-detached homes. When breaking the demolitions data into three equal periods — 2011 to 2015, 2016 to 2020, and 2021 to 2025 (partial year) — there is a clear increase in the numbers of apartment and rooming house demolitions in more recent years.

Winnipeg lost 367 apartment units between 2011 and 2025, 60 percent of which were lost since 2021. Similarly, 57 percent of the 94 rooming house units lost were after 2021. Unfortunately, identifying what has replaced demolished units is beyond the scope of this report. As subdivisions result in new addresses, it is a cumbersome process to directly match demolished units with new units.

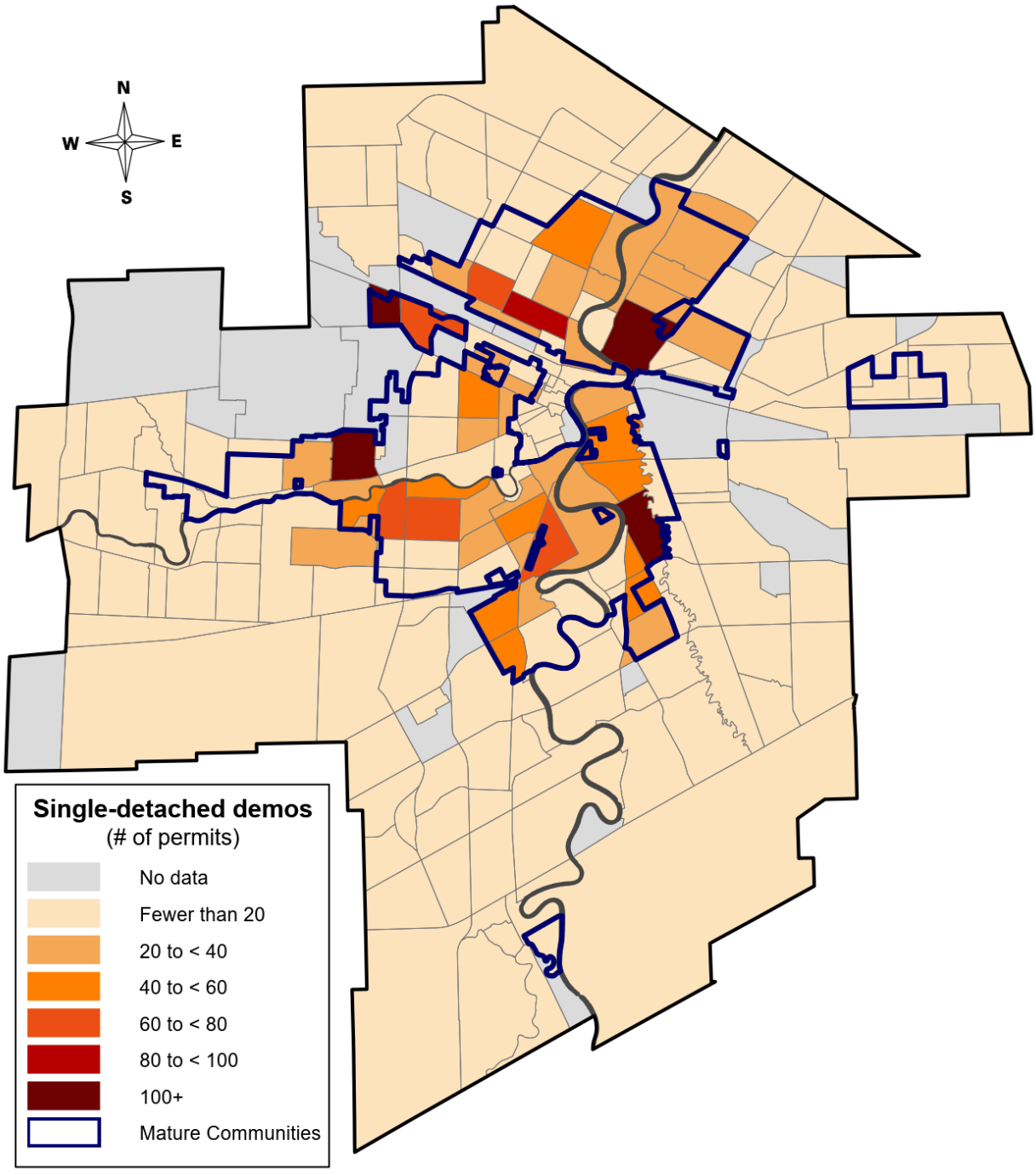
**Table 19:** Dwelling units lost by type, Winnipeg, 2011 to 2025.[295]

| | 2011 to 2015 | | 2016 to 2020 | | 2021 to 2025 | | 2011 to 2025 | |
|---|---|---|---|---|---|---|---|---|
| **Dwelling type** | **#** | **%** | **#** | **%** | **#** | **%** | **#** | **%** |
| Single-detached home | 803 | *83.0%* | 1,098 | *83.6%* | 1,061 | *72.8%* | 2,962 | *79.3%* |
| Apartments | 42 | *4.3%* | 105 | *8.0%* | 220 | *15.1%* | 367 | *9.8%* |
| Townhouses | 78 | *8.1%* | 16 | *1.2%* | 79 | *5.4%* | 173 | *4.6%* |
| 2-unit home | 25 | *2.6%* | 72 | *5.5%* | 37 | *2.5%* | 134 | *3.6%* |
| Rooming houses | 19 | *2.0%* | 21 | *1.6%* | 54 | *3.7%* | 94 | *2.5%* |
| Residential multi-use | 0 | *0.0%* | 1 | *0.1%* | 6 | *0.4%* | 7 | *0.2%* |
| **Total** | **967** | ***100%*** | **1,313** | ***100%*** | **1,457** | ***100%*** | **3,737** | ***100%*** |

As shown in **Map 19** and **Map 20**, residential demolitions have been generally concentrated in the same central areas that have had a decrease in major repairs needed, inferring that many of the units needing major repairs have likely been demolished to facilitate new development. Other units which have been demolished are likely not being replaced as readily.

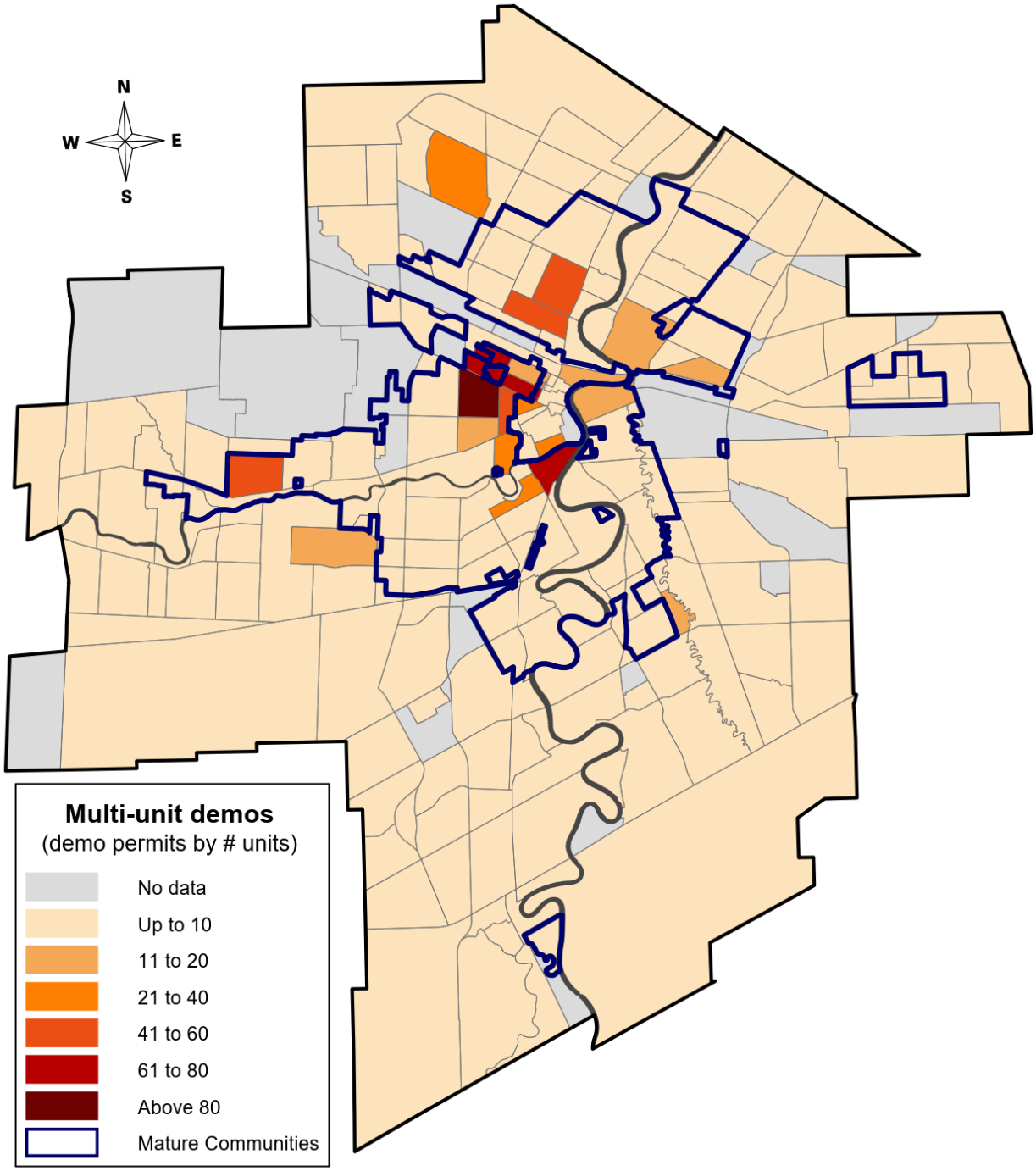
[295] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

**Map 19:** Single-detached home demolition permits, Winnipeg, 2011 to 2025.[296]




[296] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

**Map 20:** Multi-unit residential demolitions by units lost, Winnipeg, 2011 to 2025[297]




[297] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

## Repairs

A review of repair permits[298] reveals different patterns.

The volume of repair permits for single-detached homes more than doubled from 1,500 between 2011 and 2015 to over 3,900 between 2021 and 2025 (see **Table 20**).

**Table 20:** Repair permits by residential property type, Winnipeg, 2011 to 2025. [299]

| Repair permits | 2011 to 2015 | | 2016 to 2020 | | 2021 to 2025 | | 2011 to 2025 | |
|---|---|---|---|---|---|---|---|---|
| Single-detached | 1,498 | *83%* | 2,833 | *88%* | 3,924 | *91%* | 8,255 | *88%* |
| 2-unit home | 88 | *5%* | 115 | *4%* | 180 | *4%* | 383 | *4%* |
| Rooming houses | 7 | *0%* | 9 | *0%* | 3 | *0%* | 19 | *0%* |
| Townhouses | 106 | *6%* | 133 | *4%* | 103 | *2%* | 342 | *4%* |
| Residential multi-use | 3 | *0%* | 2 | *0%* | 5 | *0%* | 10 | *0%* |
| Apartments | 104 | *6%* | 123 | *4%* | 114 | *3%* | 341 | *4%* |
| **Total** | **1,806** | ***100%*** | **3,215** | ***100%*** | **4,329** | ***100%*** | **9,350** | ***100%*** |

As shown in **Map 21** and **Map 22**, the distribution of homes getting repaired is scattered throughout the city but is more concentrated in neighbourhoods south of the Assiniboine River. More repairs in neighbourhoods which tend to have higher income residents shows the viability of extending the life of existing older homes with investment in repairs and maintenance.

For example, Wolseley has approximately 1,940 single-detached homes, with an average age of 113 years. William Whyte has approximately 1,360 single-detached homes, with an average age of 115 years. Between 2011 and 2025, Wolseley has had 13 single-detached homes demolished (0.6 percent of homes), while William Whyte had 81 demolished (7.4 percent of homes). Wolseley had 187 repair permits (9.6 percent of homes), while William Whyte had only 69 (5 percent of homes) repair permits. While houses in these neighbourhoods are of similar age, Wolseley homes had more than double the average assessed value in 2025 ($369,000) than that of William Whyte homes ($141,000).

While other factors such as tenure may also play a factor in preserving dwelling units, investment in repairs is more likely to follow higher-valued properties, which could explain why more repairs are happening in the south end of the City. The result is that properties with lower assessed values, which tend to be more affordable housing, are being demolished faster.

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[298] Permit types that were included in this analysis were those issued between 2011 to 2025 for: 'Repair', 'Fire Repair', 'Foundation Repair', 'Structural Alteration', and 'Foundation Replacement'.

[299] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

This is consistent with recent research on housing loss in Winnipeg. In the decade between 2011 and 2021, Winnipeg lost more than one third of the number of units renting below $1000 per month,[300] and a total of 24,095 units renting at under $750 per month. While some of these units may have been demolished, many of these "lost" units are likely due to rent increases, meaning that while the units probably still exist, they are no longer affordable to low-income residents.

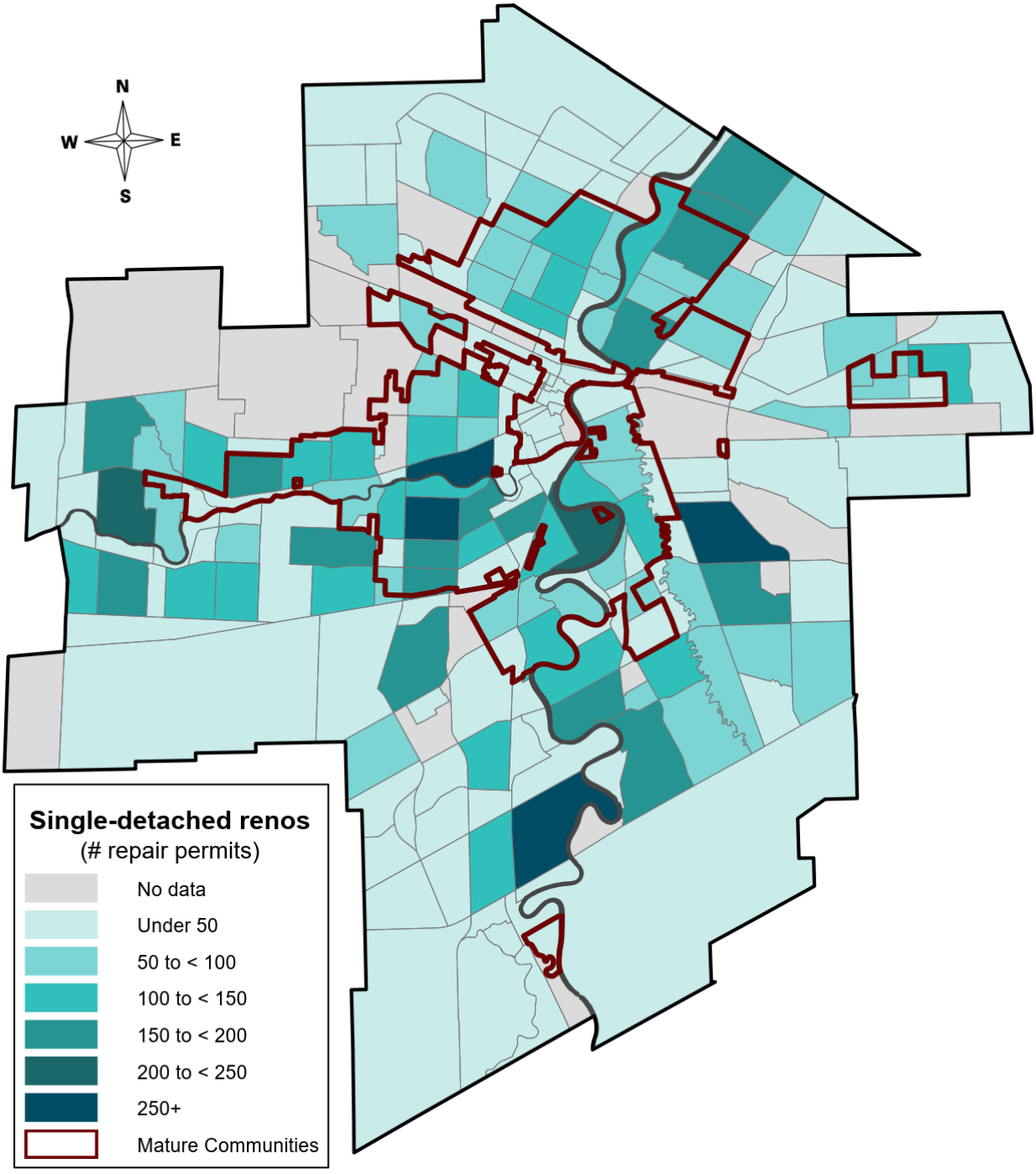
Some neighbourhoods in Winnipeg experience housing loss at a much more significant rate. For example, the Spence Neighbourhood Association (SNA) reports that the Spence neighbourhood has experienced unprecedented housing loss in recent years, with a simultaneous population decline of 17.3 percent between 2016 and 2021.[301] This small neighbourhood, with some of the oldest and most affordable housing stock in the city, currently has nearly 100 vacant properties that are being tracked by SNA.[302] William Whyte neighbourhood residents have also been tracking vacant properties and identify a larger number than are currently registered under the City's *Vacant Building By-law*.

[300] Steve Pomeroy, *Examining the Eroding Low Rent Stock: How Is This Impacting Particular Populations Including Vulnerable Households?* (Office of the Federal Housing Advocate, 2024), **https://chec-ccrl.ca/wp-content/uploads/2024/03/Detailed-review-on-the-nature-of-erosion-in-the-low-rent-stock.Mar-5-2023-1-1-1-1-copy.pdf**.

[301] Statistics Canada, *2021 Census*.

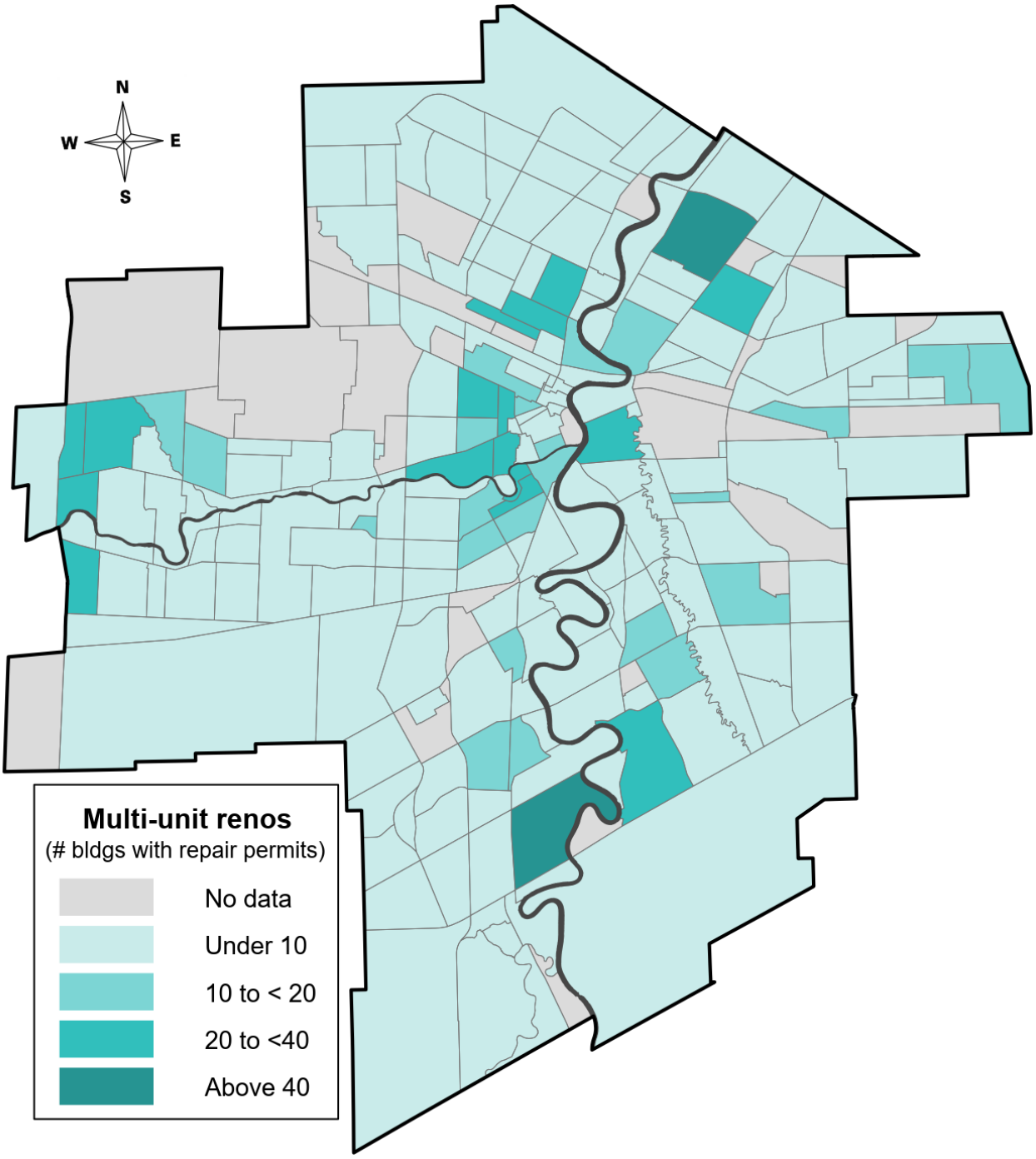
[302] Interview on June 9, 2025.

**Map 21:** Single-detached home repair permits, Winnipeg, 2011 to 2025.[303]




[303] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

**Map 22:** Multi-unit residential repair permits, Winnipeg, 2011 to 2025.[304]




[304] Data source: City of Winnipeg, Detailed Permits Dataset (2025).

## Condo conversions

A 2021 study by the Institute of Urban Studies (IUS) identified that 52.2 percent of the 21,470 condo units in 2015 had been converted from other uses, rather than purpose-built.[305] At that time, 95.4 percent of the conversions (10,684 units) were previously existing rental units.

While condo conversions generally do not contribute to overall loss of housing stock, they do contribute to the loss of rental housing stock, and those condos that are rented again on the secondary market tend to be at a higher rent than similar purpose-built rental units.

Converted condos tend to be located in central neighbourhoods with lower incomes, meaning that many of these buildings were likely converted from relatively affordable rental units. Older buildings can be more attractive options for landlords to consider selling buildings as condo conversions, as the lower rents and higher building costs can reduce the building's profitability.

## Vacant residential buildings

Winnipeg has a growing number of vacant buildings in recent years. A 2023 Community Services Department Report to Council[306] reported an increase in vacant buildings from 471 properties in 2018 to 685 properties in 2022 (45 percent increase). In October 2025, Winnipeg had a total of 783 vacant buildings being managed under the Vacant Buildings By-Law. This number includes non-residential buildings but excludes any buildings which are vacant but not being managed under the By-Law.

While a building may become vacant for a variety of reasons, a building that remains vacant for a prolonged period and is not properly maintained or secured can pose security risks, including fire, and can negatively impact neighbouring properties. The City requires that properties are maintained and secured to specified standards under the Vacant Buildings By-law 79/2010. The City can issue an order for non-compliance with the maintenance standards or security requirements in the by-law.

In September 2025, 535 of the existing vacant buildings with active orders under the by-law were residential properties (the numbers can change daily). Of the 535 vacant residential properties with active orders, 74 percent of them (398 properties) were single-detached homes, 21 percent (108 properties) were small-scale residential, and 6 percent (30 properties) were apartment buildings. The combined total number of dwelling units permitted within these properties prior to vacancy was 980 units. These are primarily older buildings that are in poor condition. The average age of these

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[305] Tom Carter et al., *Gain, Loss, and Change: The Impact of Condos on Winnipeg Neighbourhoods* (University of Winnipeg Institute of Urban Studies, 2021), **https://winnspace.uwinnipeg.ca/handle/10680/1978**.

[306] Community Services Department, *Strategies to Address Problematic Vacant Buildings*, Council Minutes Minute No. 523, Item No. 2, Standing Policy Committee on Property and Development (City of Winnipeg, 2023).

properties was 102 years old. Most of these properties are concentrated in neighbourhoods north and west of Downtown within Mature Communities.

Six neighbourhoods had more than 20 vacant residential buildings with active orders. **Table 21** breaks down the number of properties by neighbourhood, along with average property age, type, and number of units prior to vacancy. Due to their age and condition, many of these homes might otherwise be relatively affordable housing stock.

**Table 21:** Neighbourhoods with the largest volume of vacant residential buildings, Winnipeg, 2025.[307]

| Neighbourhood | Properties | Units prior to vacancy | Average year built | Single-detached | Small-scale | Apartment |
|---|---|---|---|---|---|---|
| **William Whyte** | 80 | **131** | 1915 | 50 | 25 | 5 |
| **Daniel McIntyre** | 37 | **125** | 1916 | 25 | 8 | 4 |
| **St. Johns** | 36 | **65** | 1911 | 23 | 10 | 3 |
| **Dufferin** | 31 | **48** | 1913 | 25 | 4 | 2 |
| **Chalmers** | 25 | **35** | 1925 | 24 | 0 | 1 |
| **Burrows Central** | 20 | **23** | 1920 | 17 | 3 | 0 |

Winnipeg has an increasing number of vacant and derelict buildings. Once vacant, some properties can become 'stuck' in vacancy for a period due to costs associated with remediation and occupancy requirements. In an effort to address the increasing prevalence of vacant buildings, the City has introduced additional requirements and higher financial penalties for non-compliance. Property owners may also face challenges with squatters and associated risks, such as property damage and the risk of fire.

## Fires and emergency displacements

Residential properties may be lost due to fires and other emergencies. While a property may lose its occupancy due to a number of reasons, such as a public health order or emergency occurrence, residential fires are increasingly prevalent, particularly among vacant buildings. City records indicate that between 2019 and 2024, 3,938 Winnipeg residents were displaced (either temporarily or permanently) by building closures, due to unsafe conditions, gas leaks, floodings, or fires.

[307] Data source: Internal City of Winnipeg datasets.

As shown in **Table 22**, while volumes fluctuate annually, fires are an increasing cause of displacement. Between 2019 to 2025, fires caused 81 percent of displacements. In 2019, 14 residential property fires led to 249 residents becoming displaced. Five years later in 2024, 89 residential property fires led to 1,077 residents becoming displaced.

**Table 22:** Emergency displacements, Winnipeg, 2019 2024.

| | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | Total |
|---|---|---|---|---|---|---|---|---|
| **Total ESS Activations** | **13** | **12** | **41** | **76** | **84** | **91** | **50** | **367** |
| **Fires** | **14** | **11** | **42** | **74** | **84** | **89** | **48** | **314** |
| *Displaced* | *249* | *134* | *262* | *729* | *1,077* | *722* | *622* | *3,173* |
| **Floodings** | **0** | **1** | **0** | **2** | **0** | **1** | **2** | **4** |
| *Displaced* | *0* | *145* | *0* | *62* | *0* | *300* | *236* | *507* |
| **Building Closures** | **0** | **0** | **1** | **0** | **0** | **1** | **0** | **2** |
| *Displaced* | *0* | *0* | *8* | *0* | *0* | *250* | *0* | *258* |
| **Gas Leak** | **1** | **0** | **0** | **0** | **0** | **0** | **0** | **1** |
| *Displaced* | *0* | *0* | *0* | *0* | *0* | *0* | *0* | *0* |
| **Total Displaced** | **249** | **279** | **270** | **791** | **1,077** | **1,272** | **858** | **3,938** |

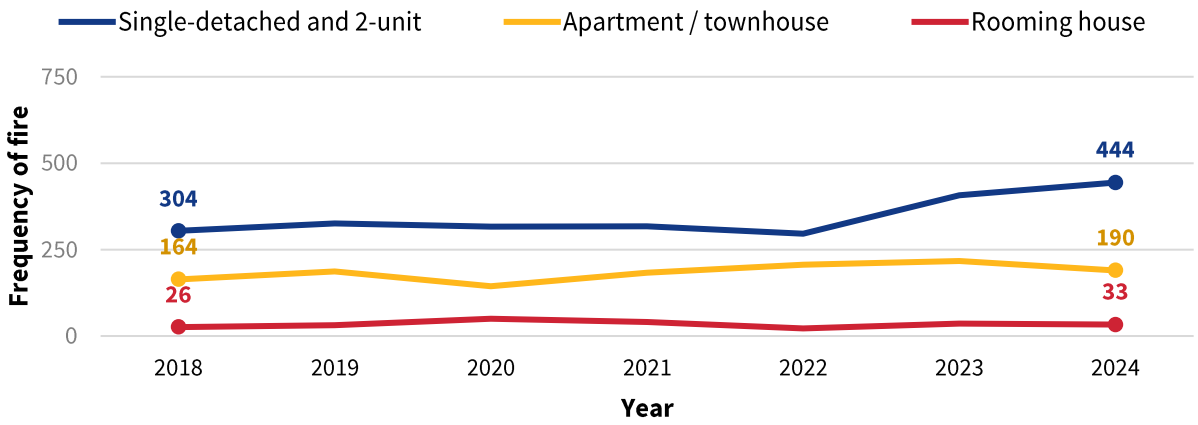
**Figure 27** shows the frequency of fires in Winnipeg from 2018 to 2024 by housing type. While more fires occurred in single-detached and two-unit homes in 2023 and 2024, fires in multi-unit developments tend to displace more individuals.[308] Between 2018 and 2023, 47 percent of residential fires were accidental, 22 percent were incendiary[309], and 30 percent of the fires were undetermined.[310]

[308] Winnipeg Fire Paramedic Service internal dataset.

[309] An incendiary fire is an intentional fire where the individual is aware they should not make the fire, but it is not necessarily arson.

[310] Winnipeg Fire Paramedic Service, 'Fire Responses', 31 October 2025, **https://data.winnipeg.ca/Fire-and-Paramedic-Service/Winnipeg-Fire-Paramedic-Service-Fire-Responses/b8q4-9nr9/about_data**.

**Figure 27:** Frequency of fire by property type, Winnipeg, 2018 to 2024.[311]




A property may become or remain vacant because of a fire. Repairs after a fire can be quite costly and repeat fires can make any potential repairs unviable. The fire response fees increase with each subsequent fire, subject to conditions outlined in the *Fire Prevention By-law 35/2017*.[312] Vacant homes have a greater risk of fire, and residential fires are generally concentrated in the same geographic areas that have the highest numbers of vacant homes with active orders.

**Map 23** shows where residential fires in Winnipeg occurred between 2018 to 2025 by neighbourhood. **Table 23** identifies 11 neighbourhoods that have had 100 or more fires since 2018, with the number of fires reported by year. Eighteen percent of repeat fires (more than one fire at the same property) are in vacant properties. A growing number of properties have had repeat fires, with one apartment block having had 51 fires in this period.

Due to the risks and costs associated with vacant property fires, the City has imposed financial penalties that increase for each fire. A 2024 report to Council[313] revealed that the cost of responding to fires at 43 vacant properties with open Schedule A orders, subject to billing criteria in 2023 was approximately $1.15 million, averaging over $26,000 per property. The report noted that at least six of these properties had a history of providing affordable housing prior to the fires, although the type of affordable housing was not noted. While the fees can incentivize greater security enforcement among private property owners, some of property owners reported that renovations were unviable due to costs; the City has also had difficulty in collecting and recovering these fees.

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311 Data source: City of Winnipeg, Detailed Permits internal dataset.

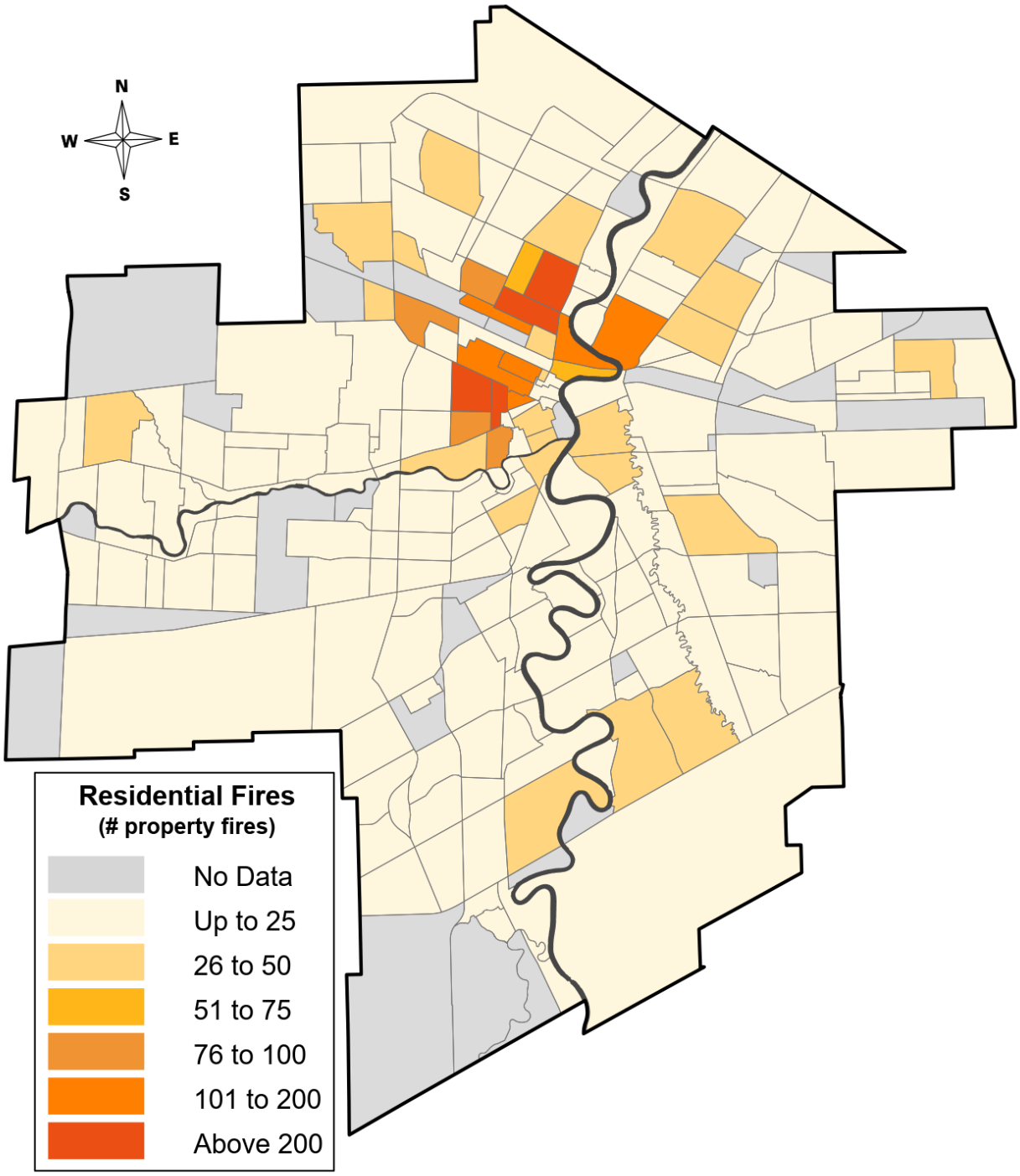
312 Winnipeg Fire Paramedic Services, *Amendments to Vacant Buildings By-Law No. 79/2010, Fire Prevention By-Law 35/2017, and Revised Fee Structure for Vacant Building Fire Response Fees*, Council Minutes, Minute No. 491, Item No. 2, Executive Policy Committee (City of Winnipeg, 2024), **http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=M20241024(RM)C-21**.

313 Winnipeg Fire Paramedic Services, *Minute No. 491, Item No. 2.*

**Table 23:** Number of residential building fires by neighbourhood, Winnipeg, 2018 to 2024.

| Neighbourhood | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | Total |
|---|---|---|---|---|---|---|---|---|
| William Whyte | 63 | 62 | 58 | 46 | 62 | 61 | 94 | **498** |
| Daniel Mcintyre | 23 | 44 | 31 | 42 | 34 | 32 | 31 | **253** |
| St. John's | 28 | 24 | 29 | 37 | 30 | 26 | 40 | **229** |
| Spence | 23 | 30 | 21 | 33 | 21 | 49 | 34 | **224** |
| Dufferin | 10 | 10 | 11 | 14 | 29 | 32 | 24 | **140** |
| Centennial | 11 | 19 | 15 | 17 | 12 | 22 | 24 | **127** |
| Chalmers | 9 | 13 | 22 | 10 | 15 | 13 | 25 | **116** |
| Central Park | 6 | 4 | 9 | 16 | 19 | 32 | 19 | **111** |
| West Alexander | 7 | 15 | 12 | 16 | 14 | 24 | 19 | **111** |
| North Point Douglas | 11 | 10 | 13 | 17 | 15 | 17 | 15 | **107** |
| West Broadway | 15 | 11 | 9 | 15 | 10 | 12 | 19 | **100** |

**Map 23:** Residential fires by neighbourhood, Winnipeg, 2018 to 2025.[314]




[314] Data source: Internal City of Winnipeg datasets.

# Short-term rental accommodations

The City of Winnipeg began regulating Short-Term Rental Accommodations (STRAs) in April 2024.[315] STRAs (such as those rented through sites like AirBnB and VRBO) can provide more flexible accommodations than hotel/motel units at a potentially lower price. However, in recent years they have been identified as potentially having an impact on the long-term rental supply, as units converted for STRAs are seen to be significantly more profitable than longer-term rentals. A 2023 report conducted by Desjardins Group[316] had identified that at that time, STRA listings comprised of approximately 4.9 percent of Canada's long-term rental supply. The report noted several studies in US cities that found higher rental price increases in neighbourhoods with high concentrations of STRA listings.

The City estimated approximately 900 STRA operators in Winnipeg in February 2023, prior to the licensing of STRAs.[317] In June 2025,[318] the City reported 698 STRA licenses issued over its first year with the new regulation, with 86 percent of operators reported to be compliant with regulations, and 39 found to be operating without a license.

Licensed STRAs in Winnipeg are scattered throughout the city, although the greatest concentrations are located within four suburbs currently under development, which include Prairie Point, Fraipont, Sage Creek, and Peguis, which together account for 23 percent of STRA units. There is also a higher concentration Downtown, where 48 of the 68 Downtown units are located in one building. The 698 licensed STRAs as of June 2025 account for approximately 0.6 percent of Winnipeg's long-term rental supply. While it is possible there are others that are not licensed, the current volume of STRAs in Winnipeg likely do not have a significant impact on Winnipeg's rental supply, although they may have an impact within the select few neighbourhoods where they are concentrated.

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315 Community Services Department, *Regulating Short-Term Rental Accommodations - Annual Report*, Council Minutes Minute No. 370, Item No. 1, Standing Policy Committee on Community Services (City of Winnipeg, 2025), **http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=M20250626(RM)C-87**.

316 Kari Norman, *Could Restricting Short-Term Rentals Help Alleviate Canada's Housing Crisis?*, Economic Viewpoint (Desjardins, 2023), **https://www.desjardins.com/content/dam/pdf/en/personal/savings-investment/economic-studies/short-term-rentals-dec-4-2023.pdf**.

317 Planning, Property, and Development Department, *Regulating Short-Term Rentals*, Council Minutes Minute No. 595, Item No. 7, Standing Policy Committee on Property and Development, Heritage and Downtown Development (City of Winnipeg, 2022), **http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=M20220623(RM)C-170**.

318 Community Services Department, *Minute No. 370, Item No. 1.*

# Projecting future housing needs

### *Key points*

- 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.
- To eliminate current core housing need and homelessness, and address future population growth of low-income households, an estimated 20,743 new units of rent-geared-to-income housing and at least 12,541 units of affordable housing would be required over ten years.

Earlier chapters have explored housing needs in Winnipeg in the current context, and the next step is to consider what is needed to address these needs. This chapter starts by looking at current housing need, based on 2021 Census data and then projects future housing need ten years out.

### *Notes*

To address needs in a way that is comparable across communities and accepted by federal partner agencies, this report aligns with the CMHC-supported University of British Columbia's Housing Assessment Resource Tools (HART). Estimates are tailored to incorporate local information. See **Appendix 5: HART Methodology** (page 259) for a detailed description of the HART methodology. **Appendix 3**: **Assumptions and limitations** (page 251) also highlights limitations with the data sources used.

In addition to income and household size, this methodology estimates the household growth by family type, which allows these projections to be used for community planning by estimating the types of units required (acceptable housing under the National Occupancy Standard[319]).

[319] CMHC, 'National Occupancy Standard', CMHC Solving Housing Affordability Together, 19 July 2022, **https://www.cmhc-schl.gc.ca/professionals/industry-innovation-and-leadership/industry-expertise/affordable-housing/provincial-territorial-agreements/investment-in-affordable-housing/national-occupancy-standard**.

# Estimating current and future housing needs

This section will first discuss current housing need and then estimate future housing need for Winnipeg in terms both affordability and number of bedrooms. These numbers can be used to prioritize policies to develop appropriate housing for those in need. Given limitations on the data, these projections should be used as a guide. This section relies on the 2021 Census and projects ten years out to 2031.

## Current households and housing need

**Table 24** below shows current households in Winnipeg, drawing from the 2021 Census in terms of income category and unit size (number of bedrooms needed acceptably house the household size).

**Table 24:** Number of households in 2021 by income and unit size, Winnipeg, 2021.

| | Income category | | | | | |
|---|---|---|---|---|---|---|
| **Unit size** | *Very low* | *Low* | *Moderate* | *Median* | *High* | **Total** |
| **1 bedroom** | 9,785 | 38,235 | 36,855 | 34,410 | 38,600 | **157,885** |
| **2 bedrooms** | 1,475 | 6,085 | 10,770 | 14,480 | 26,910 | **59,720** |
| **3 bedrooms** | 660 | 2,770 | 4,795 | 9,865 | 33,665 | **51,755** |
| **4 bedrooms** | 180 | 1,010 | 2,370 | 4,715 | 15,610 | **23,885** |
| **5+ bedrooms** | 25 | 185 | 755 | 725 | 1,275 | **2,965** |
| **Total** | **12,125** | **48,285** | **55,545** | **64,195** | **116,060** | **296,210** |

**Note:** This table estimates the number of households in 2021 by income (affordability) and unit size (number of bedrooms) for the city of Winnipeg (CSD). Estimating the needs of households by unit size may result in a different total than actual homes in 2021 as households may live in bigger or smaller homes than is considered "suitable" for their needs, and some homes are vacant.

The above assumes that people are living in appropriate units based on their family composition. Earlier sections of this report show this is not always the case and many households are living in core housing need (CHN). As of 2021, 34,100 Winnipeggers were living in homes that were unaffordable, unsuitable, or inadequate for their households and could not afford a suitable home in their communities. **Table 25** outlines current housing need in terms of income category and unit size. As described in earlier chapters, the count of households experiencing core housing need is understood to be an undercount.

**Table 25:** Households in core housing need by income and unit size, Winnipeg, 2021.[320]

| | Income | | | | | |
|---|---|---|---|---|---|---|
| **Unit size** | *Very low* | *Low* | *Moderate* | *Median* | *High* | **Total** |
| **1 bedroom** | 4,310 | 15,450 | 0 | 0 | 0 | **19,760** |
| **2 bedrooms** | 310 | 3,740 | 2,270 | 0 | 0 | **6,320** |
| **3 bedrooms** | 70 | 1,890 | 2,575 | 55 | 0 | **4,590** |
| **4 bedrooms** | 15 | 705 | 1,675 | 285 | 0 | **2,680** |
| **5+ bedrooms** | 0 | 145 | 515 | 90 | 0 | **750** |
| **Total** | **4,705** | **21,930** | **7,035** | **430** | **0** | **34,100*** |

**Notes:** This number of 34,100 households in CHN differs slightly from the 34,425 households referred to elsewhere in the report. This is due to rounding aggregation of census data to preserve privacy of individuals in each category.

## Projections

About 40,600 households are expected to form in Winnipeg between 2021 and 2031, increasing population from 296,210 to 336,791 (**Table 26**) representing a 13.7 percent growth rate. This projection accounts for recent demographic trends based on City of Winnipeg Economic Development and Policy population growth calculations (see **Population projections** section on page 28).

**Table 26:** Population growth and projections, Winnipeg, 2021 to 2031.[321]

| Growth scenario | 2021 | 2024 | 2031 (projection) | Overall % change |
|---|---|---|---|---|
| **Low** | 772,300 | 843,600 | 859,900 | **11.3%** |
| **Baseline** | 772,300 | 843,600 | 878,200 | **13.7%** |
| **High** | 772,300 | 843,600 | 900,400 | **16.6%** |

Overall, in this 10-year period, the growth of over 40,000 households would lead to demand for approximately the same number of additional housing units in Winnipeg over the same period.

The breakdown of the type of households by income and size for adequate housing in 2031 is shown in **Table 27**.

[320] This table provides counts for the actual number of households in core housing need in 2021 by income (affordability) and unit size (number of bedrooms) for the city of Winnipeg (CSD), based on Census data.

[321] Data source: Statistics Canada, 'Table 17-10-0155-01 Population Estimates, July 1, by Census Subdivision, 2021 Boundaries'; City of Winnipeg Economic Development and Policy calculations.

**Table 27:** Projected households by need (unit size and affordability), Winnipeg, 2031.[322]

| | Income category | | | | | |
|---|---|---|---|---|---|---|
| **Unit size** | *Very low* | *Low* | *Moderate* | *Median* | *High* | **Total** |
| **1 bedroom** | 11,126 | 43,473 | 41,904 | 39,124 | 43,888 | **179,515** |
| **2 bedrooms** | 1,677 | 6,919 | 12,245 | 16,464 | 30,597 | **67,902** |
| **3 bedrooms** | 750 | 3,149 | 5,452 | 11,217 | 38,277 | **58,845** |
| **4 bedrooms** | 205 | 1,148 | 2,695 | 5,361 | 17,749 | **27,157** |
| **5+ bedrooms** | 28 | 210 | 858 | 824 | 1,450 | **3,371** |
| **Total** | **13,786** | **54,900** | **63,155** | **72,990** | **131,960** | **336,791** |

Note: This table uses the baseline population growth scenario (see Population projections, starting on page 28, for more information).

Note that because of government transfers during COVID-19, poverty was temporarily decreased at the time of the 2021 census. So, the number of very low-income and low-income household growth is likely more severely underestimated than other categories.

## Projected change in number of households

Using HART trending methodology and the expected growth rate, the following expected housing changes by percentage in each income and unit size category are shown in **Table 28**. What follows in **Table 29** is the expected proportion of housing need by income and unit size in 2031.

[322] Data source: Statistics Canada, 'Table 17-10-0155-01 Population Estimates, July 1, by Census Subdivision, 2021 Boundaries'; City of Winnipeg Economic Development and Policy calculations.

**Table 28:** Implied ten-year growth rate in number of households by income and unit size, Winnipeg, 2021 to 2031.[323]

| | Income category | | | | | |
|---|---|---|---|---|---|---|
| **Unit size** | *Very low* | *Low* | *Moderate* | *Median* | *High* | **Total** |
| **1 bedroom** | 2% | 5% | 8% | 8% | 0% | **5%** |
| **2 bedrooms** | -2% | 5% | 8% | 16% | 3% | **7%** |
| **3 bedrooms** | 11% | -1% | 3% | 12% | 8% | **8%** |
| **4 bedrooms** | 44% | -5% | 15% | 14% | 13% | **13%** |
| **5+ bedrooms** | 100% | 46% | 13% | 26% | 26% | **24%** |
| **Total** | **2%** | **5%** | **8%** | **11%** | **5%** | **7%** |

**Table 29:** Projected proportion of housing need by income and unit size, Winnipeg, 2031.

| | Income category | | | | | |
|---|---|---|---|---|---|---|
| **Unit size** | *Very low* | *Low* | *Moderate* | *Median* | *High* | **Total** |
| **1 bedroom** | 3.14% | 12.72% | 12.62% | 11.73% | 12.21% | **52.43%** |
| **2 bedrooms** | 0.46% | 2.02% | 3.69% | 5.31% | 8.73% | **20.20%** |
| **3 bedrooms** | 0.23% | 0.87% | 1.56% | 3.50% | 11.53% | **17.69%** |
| **4 bedrooms** | 0.08% | 0.30% | 0.86% | 1.70% | 5.56% | **8.51%** |
| **5+ bedrooms** | 0.02% | 0.09% | 0.27% | 0.29% | 0.51% | **1.17%** |
| **Total** | **3.93%** | **15.99%** | **19.00%** | **22.53%** | **38.55%** | **100.00%** |

[323] The projections in this report differ from HART in using the years or periods as predictors rather than treating each as equally spaced. So, instead of taking data as points 1, 2, 3 and predicting point 5, we treat them as naturally spaced 1, 3, 4 and predict period 6.

## Projecting the gap to eliminate housing needs

The current and projected future housing needs help us to understand the responses needed to address core housing need, based on unit size and affordability. Looking at the current core housing need in 2021 (which is already identified to be an undercount), with an adjustment to account for homelessness and anticipated population growth, the affordable housing deficit (anticipated housing gap in Winnipeg) in 2031 is expected to be over 40,000 homes. These details are outlined in **Table 30**. The types of affordable housing units that are needed are then outlined as assumptions in **Table 31** (page 190).

**Table 30:** Anticipated housing gap to eliminate core housing need and homelessness, by household size and rental rate, Winnipeg, 2031.

| Income category [a] | Household size (# of persons in the household) 1 | 2 | 3 | 4 | 5+ | Total households (current) | # of units needed (future) [b] |
|---|---|---|---|---|---|---|---|
| **Very low** (less than $400) | 4,165 | 400 | 110 | 55 | 15 | 4,745 + 2,469[c] | 8,202 |
| **Low** (up to $1,000) | 13,145 | 5,335 | 2,050 | 1,040 | 490 | 22,060 | 25,082 |
| **Moderate** (up to $1,600) | 0 | 1,625 | 2,000 | 1,835 | 1,685 | 7,145 | 8,124 |
| **Median** (up to $2,400) | 0 | 0 | 35 | 85 | 355 | 475 | 540 |
| **High** (more than $2,400) | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| **Total** | **17,310** | **7,360** | **4,195** | **3,015** | **2,545** | **34,425 + 2,469[c]** | **41,948** |

**Notes:**

[a] Maximum affordable shelter costs included in parentheses.

[b] 13.7 percent adjustment for projected population growth using baseline rate from the City of Winnipeg Economic Development and Policy calculations.

[c] Total households include 2,469 individuals experiencing homelessness (*2024 Street Census*) that are not otherwise counted for in the table.

**Table 31:** Type of supply needed to address housing gap to eliminate core housing need and homelessness, by rental rate, Winnipeg, 2031.

| Income category [a] | # of units [b] | Supply needed to address housing gap |
|---|---|---|
| **Very low** (less than $400) | **8,202** | Rent-geared-to-income (RGI) units |
| **Low** (up to $1,000) | **12,541** | RGI units |
| | **12,541** | Affordable housing units and/or income supplements (e.g., Rent Assist)[c] |
| **Moderate** (up to $1,600) | **8,124** | Market / affordable units |
| **Median** (up to $2,400) | **540** | Market units |
| **High** (more than $2,400) | **0** | N/A |
| **Total** | **41,948 units** | |

**Notes:**

[a] Maximum affordable shelter costs included in parentheses.

[b] 13.7 percent adjustment for projected population growth.

[c] For households in the low-income category, it is assumed that half of this need will be met through rent-geared-to-income (RGI) units, while the other half will be through affordable housing units or rent assist. Rent assist is a form of income supplement (i.e., for low-income people who are renting in the private market or those who receive Employment and Income Assistance (EIA)).

The tables above provide a guide as to the number of units at each unit size and affordability level that would be needed to completely eliminate core housing need and homelessness in ten years. These estimates are based on the 2021 Census and project ten years out to 2031. It estimates the current 2021 core housing needs estimates from **Table 25** (page 186), and adds the total number of people experiencing homelessness in 2024 (2,469). These numbers represent the current affordable housing deficit which are then adjusted upwards by the expected 13.7 percent growth rate.

Since affordable housing rental rates are in between the up to $400 per month that very low-income households can afford and the up to $1,000 per month that low-income households can afford, this projection estimates that half of the housing needs of low-income households will be met by affordable housing units and/or income supplements, while the other half will require rent-geared-to-income units.

Because the core housing needs estimate excludes people with no fixed address, the total number of people experiencing homelessness according to the *2024 Street Census* has been added to the total of very low-income households to get a slightly more accurate estimate of the number of households in need of rent-geared-to income housing.

Based on this methodology, in order to completely eliminate core housing need and homelessness, and the expected population growth of low-income households, an additional **20,743 units of rent-geared-to-income housing and at least 12,541 units of affordable housing would be required over ten years.**

These projections do not factor in the loss of existing rent-geared-to-income and affordable housing units. The analysis in earlier chapters shows that Winnipeg is losing naturally occurring affordable housing units at a higher rate than the overall housing stock, and that Winnipeg's stock of social housing units is older and investments in repairs and maintenance are needed. These projections also do not consider how these households' needs might be met by income supports.

The above numbers are meant to be a guide and give a big picture projection of the overall numbers of affordable units required. But they also do not factor in the specific housing needs of the populations described in earlier chapters. Of the above social, affordable, and market housing units, there will be specific needs for low-barrier housing, transitional housing, supportive housing, accessible housing, and housing for older adults. A more detailed analysis of these needs, especially as they relate to people experiencing and at-risk of homelessness, will be included in End Homelessness Winnipeg's forthcoming work. How the City of Winnipeg works with partners to respond to this need will also be explored in future policies and strategies.

## Revisiting 2020 targets

The *2020 City of Winnipeg Comprehensive Housing Needs Assessment* set unit targets to achieve within the ten-year period from 2020 to 2030. These targets were estimated as the number of units needed to achieve a 50 percent reduction in core housing need and homelessness over this period. The targets included: 3,000 social housing (RGI) units, 750 transitional housing units, 3,000 affordable housing units, 1,000 to 1,500 seniors assisted living units, and 10,000 units supported by Rent Assist.

As part of the City of Winnipeg's Housing Accelerator Fund agreement with CMHC, the City committed to a target of 14,101 new units, including 1,354 affordable units, to be developed in Winnipeg over a three-year period from December 2023 to December 2026.

In recent policy documents, the CCPA, Right to Housing Coalition, and MNPHA have all called for an additional 10,000 RGI units to be built over ten years.

The variation in these targets is largely due to different methodologies/ goals (e.g., reduce CHN by 50 percent or 100 percent) and also demonstrates the complexity of projecting housing need accurately and the fact that housing need can be addressed in different ways — through development of new affordable units, maintenance of the affordability of existing units, and/or through income supplements to help lower income households afford housing on the private market.

# Policy implications

### *Key points*

The following types of policies should be considered to meet the current and anticipated housing needs of Winnipeggers:

- Policies to support the development of new affordable, rent-geared-to-income and housing to meet the needs identified by this study.
- Policies to maintain and preserve Winnipeg's existing stock of naturally occurring affordable housing.
- Supports to maintain existing social housing stock.
- Policies to make it easier to develop housing, especially housing that is affordable.
- Collaboration across all levels of government.

The purpose of this housing needs assessment (HNA) is to describe the current state of housing and housing need in Winnipeg, and the anticipated needs over the next 5 to 10 years.

The HNA is not a plan, strategy, or policy document and does not aim to make specific policy recommendations. However, it is worth noting that through research and engagement for this project, a number of policy implications came forward which warrant further exploration as possible ways to meet some of the unmet housing needs in Winnipeg over the coming years. These policy implications will be explored in future housing strategies and initiatives by the City and by other partners.

# Policy implications for further exploration

## Support the development of new non-market housing to meet identified needs

This report identifies needs for several types of housing which are not currently being adequately met in Winnipeg's housing supply.

The biggest of these needs is for non-market housing, including rent-geared-to-income units and affordable housing units.

The priority populations experiencing the highest rates of core housing need, as described earlier, are households headed by: single mothers, newcomers, Indigenous people, individuals under age 24 and over age 85. Priority should be given to housing that is affordable and appropriate for these populations.

In addition to affordability, this report speaks to the needs for:

- Accessible housing, including universal design.
- Housing with supports, including onsite wraparound supports for healthcare, case management, and other needs.
- Housing for older adults, including affordable or subsidized assisted living.
- Safe transitional and supportive housing for people who have experienced gender-based violence.
- Rental housing for larger households (three or more bedrooms).

In order to facilitate the development of housing which fills existing gaps in Winnipeg's housing supply, policy tools, incentives and supports are needed, whether those developments are being led by the private sector or non-market housing sector.

Incentives can make the development of affordable housing, social housing, and housing that meets specific needs more feasible. Incentives can include direct capital or operating funding, financing, waiving of fees or taxes, donations of land, allowing for additional entitlements (such as density), and/or loosening restrictions/requirements (such as parking requirements) for new developments.

The City of Winnipeg has a number of existing incentive programs, including density bonusing and parking reductions for affordable housing, grant programs, an Affordable Housing Concierge service, tax increment financing (TIF) programs, and sales or leases of City-owned land at reduced prices for affordable housing. All of these incentives are making a difference in our city.

In addition to incentives, inclusions of certain types of housing, such as 3 or bedrooms, affordable, or accessible units in new proposed developments can be encouraged or required in approvals, such as for a rezoning.

At the time of writing, the City of Winnipeg is undertaking an *Affordable Housing Policies and Incentives Study*. The purpose of this project is to better understand what role the City can play to incentivize and support affordable housing — both to increase non-market affordable housing development and to encourage the inclusion of affordable housing in market (mixed-income) projects led by private developers. The study will inform ongoing efforts for the City of Winnipeg to develop a housing strategy and action plan, including policy and program recommendations to be brought forward for Council's consideration.

The City of Winnipeg has limited resources and the biggest financial incentives, including capital and operating grants and financing, will come from the Provincial and Federal governments. The City can facilitate programs and partnerships with other levels of government, including Indigenous governments, and private sector, investors or the philanthropic sector. Aligning and coordinating programs will be key to success.

## Maintain and preserve the existing stock of naturally occurring affordable housing

As outlined in this report, Winnipeg's housing stock is aging, and the city is at risk of losing many naturally-occurring affordable units, especially in older buildings, if those buildings are not adequately maintained. As described above, loss of affordable housing stock in the private market can come from lack of maintenance — leading to vacancy, building closures due to health and safety concerns, fires, demolitions, redevelopment, or from repurposing of affordable rental stock into condominiums or short-term rentals. A number of possible policy interventions have potential to mitigate the loss of these affordable units.

Some landlords providing low-rent homes, including in rooming houses and single-room occupancy hotels (SROs), have trouble making ends meet, as the revenue they collect from rent is not sufficient to do major repairs that are needed or routine maintenance to keep housing in good condition. A similar challenge faces low-income homeowners who may not have adequate income to maintain their homes.

In addition to the costs of maintenance, some property owners lack the financial resources for upgrades required by government agencies, such as fire prevention measures. The costs of fire response are high, and the City has established disincentives to unsafe conditions. Preventative measures can improve safety and maintain housing that is affordable. Exploration of financial incentives for compliance could preserve affordable housing and reduce the need to demolish and rebuild similar priced housing at a much greater cost.

For instance, targeted incentives that help residential buildings comply with occupancy requirements and best practices, such as sprinkler system installations, could reduce the incidence of building closures and decrease the incidence and severity of fires. Reducing barriers to property owners to have vacant properties re-occupied or redeveloped may reduce the risks associated with prolonged vacancy and associated fires.

For over 20 years, the City of Winnipeg has provided funding through the Housing Rehabilitation Investment Reserve (HRIR), in partnership with Neighbourhood Renewal Corporations and Indigenous non-profit housing providers, to provide small fix-up grants to low-income homeowners, landlords, and Indigenous and non-profit housing providers operating primarily in lower-income neighbourhoods. Over the years, these grants have enabled thousands of critical repairs to maintain existing housing stock. However, with a limited budget and construction costs rising, the impact of these grants gets smaller, and demand exceeds available grant funding. In 2026, the City will be reviewing this long-standing program to ensure alignment with current housing needs, and make recommendations for increased program impact, including findings of this report.

As demonstrated in this report, certain housing types, providing homes for the lowest-income tenants, are particularly vulnerable to being lost. Some governments have policies to specifically protect the stock of SROs and rooming houses. These policies might include restrictions on redevelopment, incentives for repairs and licensing, and programs allowing governments and/or non-profits to take over ownership and operations of SROs. Most policies are implemented in partnership of a municipality with higher levels of government. In the City's *2024-2027 Poverty Reduction Strategy Implementation Plan*, Initiative 2.5 directed the City to collaborate with other governments to preserve deeply affordable housing stock, including meeting with governments to explore a long-term strategy to preserve these types of housing.

## Supports to maintain existing social housing stock

As described earlier in the document, much of Winnipeg's existing social housing stock needs significant maintenance and repairs. This may be part of the reason for high vacancy rates.

The Right to Housing Coalition[324] calls for a significant financial investment to protect this stock:

> **"The Manitoba government must prevent these losses in the future to ensure new social housing supply results in a net gain. This requires: a $1.5 billion (over 10 years) capital maintenance fund to bring existing buildings up to standard; retaining ownership of public housing assets; legislation to prevent the sale of non-profit owned social housing that has received government funds; and a new funding mechanism to sustain the operation of social housing when subsidy agreements expire."**

The City takes a support role in the maintenance of existing social housing, including streamlining permit approvals, providing supports such as through the Affordable Housing Concierge service, and some long-standing funding repair programs such as the Indigenous Housing Program (part of HRIR). For maximum impact, efforts to streamline and align this support with the Province of Manitoba are considered.

## Policies to make it easier to develop housing, especially housing that is affordable

In addition to targeted incentives for affordable and needed housing types, this report also identifies a need to increase Winnipeg's overall housing supply, of all housing types. Feedback from private sector developers indicate that removing or reducing some of the barriers associated with the City's development approval process can go a long way towards stimulating the development of more homes. Certain housing types, such as rooming houses, have additional regulatory requirements which make them very difficult to develop new or renovate.

Development enabling policies can include zoning by-law amendments, such as recent amendments to the *Winnipeg Zoning By-Law* to allow higher density as-of-right on mall sites, corridors, and infill development city-wide support this effort. As the City embarks on the full zoning by-law rewrite, efforts to address specific housing needs as outlined in this report should be considered.

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[324] Manitoba Right to Housing Coalition, *A Social Housing Action Plan for Manitoba* (Canadian Centre for Policy Alternatives Manitoba, 2023), **https://www.policyalternatives.ca/news-research/a-social-housing-action-plan-for-manitoba/**, 5.

Other jurisdictions, such as the City of Edmonton, have taken steps to embed equity considerations into their zoning rules. The City of Edmonton recently created an Equity toolkit to guide the inclusion of equity and diversity considerations into new zoning changes.[325]

Other efforts underway as part of HAF include the end-to-end review of the development approval processes, which will produce recommendations for process improvement. Additionally, as part of HAF, the City is digitizing land development applications to a digital-first approach, enhancing accessibility, efficiency, and user satisfaction.

Developers identified constraints on City water, wastewater and sewer infrastructure as a major barrier to development in some areas of the city. The City of Winnipeg is exploring ways to upgrade critical City infrastructure. New Federal and Provincial infrastructure funding programs are also focused on enabling housing and establishing targets for municipalities.

Also critical to the City's role in Housing is to ensure a team approach is outlined. This includes the direction that every department in our city is a Housing Department. It is also critical to have staff specifically focused on this goal. Until recently, the City of Winnipeg had one permanent staff position in Housing. Since 2024, with funding through HAF, the Public Service has been able to create eight new temporary housing positions. These temporary positions provide value to accelerating housing, addressing affordable housing needs, and building partnerships with the non-profit and Indigenous housing sectors, as well as other levels of government. For comparison, the City of Edmonton has 50 housing positions, and the City of Calgary has 22.[326] The Right to Housing Coalition recommends that municipalities have one housing staff per 100,000 residents. With the current Housing Team, the City is surpassing that goal.

## Collaboration across all levels of government

The current affordability and homelessness crises, and the increasingly challenging development landscape call for coordinated responses from all levels of government, as well as the private and non-profit sectors. Resources are most effective when they are delivered in a coordinated way. Most of the recent affordable housing projects developed in Winnipeg have required some level of support from the municipal, provincial, and federal governments, and processes can be streamlined when the requirements are consistent between governments (e.g., affordability definitions, energy efficiency, accessibility requirements).

[325] City of Edmonton, 'Zoning Bylaw Renewal', City of Edmonton, 26 June 2024, **https://www.edmonton.ca/city_government/urban_planning_and_design/zoning-bylaw-renewal**.

[326] Interviews with City of Calgary and City of Edmonton staff.

Winnipeg's City Council recently directed the Public Service to sign a Memorandum of Understanding with the Province of Manitoba outlining an approach of planned collaboration and coordination to enable housing supply.

Through partnerships with other levels of government, the City is also able to play a supporting role in key issues that are not part of municipal jurisdiction. Two key issues that arose as part of this project are the need for adequate income supports, more rent-geared-to-income housing, and policies to protect the rights of tenants.

A common theme amongst people engaged for this project, including people with lived experience of unmet housing needs, service providers, and other experts, is that government income benefit levels are simply not adequate to cover the cost of housing on the private market. Specifically, current provincial Employment and Income Assistance (EIA) rates have not kept up with market rent inflation. If market rental housing is expected to be part of the housing solution, then EIA rates need to be sufficient to cover rents. Some of this gap is covered by Rent Assist or the Canada- Manitoba Housing Benefit (CMHB), which service providers say had a significant positive impact on housing affordability for their clients. In 2025, intake for CMHB benefit has paused for new clients.

Tenant and landlord protections are the responsibility of the Provincial government. People engaged for this project reported having inadequate protection for tenant rights, including instances of being exploited by bad-faith landlords or living in poor conditions due to improper building maintenance. In other cases, landlords acting lawfully can still displace tenants and impact the availability of affordable housing in a neighbourhood. Landlords, too, struggle to address the growing needs in our city. There are several ways to address these issues through strengthening monitoring and enforcement of new or existing policies.

The City of Winnipeg has by-laws to protect liveability and encourage the maintenance and use of existing housing stock. These include:

- *Neighbourhood Liveability By-Law* (1/2008), with provisions for building condition, quality of life, and safety
- *Residential Buildings Fire Safety By-Law* (4304/86), requiring fire prevention and safety measures in residential buildings
- *Vacant Buildings By-Law* (79/2010), which imposes fees and security requirements on buildings sitting vacant

Enforcement of these and other by-laws, in addition to protections in federal and provincial legislation like the *Residential Tenancy Act*, can be part of the solution for maintaining safe, liveable homes for Winnipeggers. When tenants in Winnipeg are displaced on an emergency basis, such as due to flooding or building fires, Winnipeg Fire and Paramedic Service (WFPS) has an Emergency Social Services Team that can respond to help people find temporary accommodations and other basic necessities and resources.

Tenant protections can also happen through advocacy and resource navigation support. Several social service organizations engaged for this project provide this type of eviction-prevention support. The recent Provincially funded *Housing Supports Initiative* pilot project has funded organizations to provide tenant supports, and the Manitoba Non-Profit Housing Association reports that within two years, 450 individuals were supported to improve their housing circumstances, and eviction prevention services were provided to 900 individuals.[327]

As described above, Indigenous governments have been leading the development of significant housing projects in Winnipeg in recent years, including affordable housing projects. In addition to anticipated major projects like Wehwehneh Bahgahkinahgohn, there is also significant housing development anticipated on urban reserve land, specifically at Naawi-Oodena. This development will fall outside City of Winnipeg jurisdiction, but the City plays a role in partnering and supporting these efforts, such as through resource sharing and servicing agreements. These developments will have a direct impact on addressing the housing needs of our city and are consistent with the recommendations above for Indigenous-led housing to meet the needs of Indigenous people.

While this report provides some high-level policy considerations to address the needs and gaps identified in this needs assessment, further work is needed to refine policy recommendations and implementation strategies.

[327] MNPHA, *Community Consultation & Engagement Report: A Report on the Comprehensive Engagement of the Housing Sector Regarding Two New Opportunities Available in Manitoba* (2021), **https://mnpha.com/wp-content/uploads/2021/09/MNPHA-Engagement-Report-FINAL.pdf**.

# 2020 HNA policy recommendations

The *2020 City of Winnipeg Comprehensive Housing Needs Assessment* (HNA) made a series of policy recommendations, many of which have already been partially or fully implemented by 2025, as seen in the table below.

**Table 32:** *2020 HNA* policy recommendations and current status and actions-to-date.

| 2020 recommendation | Current status and actions to-date |
|---|---|
| **Develop a Housing office within PP&D, for:**<br>• **Ongoing research (including future housing assessments)**<br>• **Program development**<br>• **Policy integration with senior levels of government**<br>• **Implementation of National Housing Strategy funding programs** | At the time of the 2020 HNA, there was one dedicated Housing position (Housing Policy Coordinator) within the City of Winnipeg. Two temporary Housing Program Specialist positions were created in 2022, but funding for those positions ended in 2023.<br><br>After signing the Federal Housing Accelerator Fund (HAF) agreement, a new Housing Accelerator Fund team was created in 2024 within the Office of the Chief Administrative Officer.<br><br>The current Housing Team includes the 1 permanent Full Time Employee (FTE) from Planning, Property and Development (PPD), as well as 8 temporary positions under HAF (2 vacant). The team has undertaken elements of all the roles suggested by the 2020 HNA, including the 2025 Housing Needs Assessment update, development and administration of new and longstanding housing programs, working closely with senior government counterparts.<br><br>In 2022, Council approved the Affordable Housing Now program, designed to leverage funding under the National Housing Strategy.<br><br>In 2021, the City and Province started a working group to collaborate on shared initiatives. In July 2025, Council directed the City and Province signed a Memorandum of Understanding (MOU) to foster collaboration towards housing supply partnership. |
| **Enable the development of affordable housing in inner-city and Mature Communities** | Affordable housing development has been supported in inner-city and Mature communities over the past five years through several City initiatives including through the Housing Rehabilitation Investment Reserve (HRIR), Rapid Housing Initiative (RHI), Affordable Housing Now, and Housing Accelerator Fund capital grants, and regulatory incentives like density bonusing for affordable housing.<br><br>Since 2020, the City has supported 3,852 units of housing with City programs. |

| 2020 recommendation | Current status and actions to-date |
|---|---|
| **Fast-tracking applications for permits/rezoning for affordable housing** | As one of the Housing Accelerator Fund initiatives, the City has established an Affordable Housing Concierge service. The Affordable Housing Concierge Service acts as a single point of contact to assist non-profit housing providers and Indigenous organizations plan their affordable housing applications, coordinate expedited review times where possible, and provide guidance on next steps at different stages of the development and building permit processes. This initiative supports increasing and accelerating the supply of affordable housing by supporting and developing capacity within the non-profit housing sector, as well as fostering strategic partnerships with Indigenous housing providers and Downtown developers. |
| **Waiving fees for permits or rezoning for affordable housing** | A number of grant programs were developed with the specific intention of supporting groups to cover the costs associated with application fees. A portion of the Affordable Housing Now capital grant program was committed to cover permit fees. |
| **Return to selling City-owned land for a nominal fee** | In January 2021, Council approved the Affordable Housing Opportunities in Housing Improvement Zones program, which supported the sale of lands for 50 percent assessed value, or as low as $1 if they met certain environmental standards.<br><br>In July 2024, the City's Real Estate policy was amended to allow the sale of City-owned properties valued at less than $300,000 to non-profits for affordable housing purposes at below market value (as low as $1).<br><br>Under HAF, the City created a Land Enhancement Office to support the development of affordable, supportive, and mixed-income housing on City-owned land.<br><br>In 2024/2025, the City made seven sites available for mixed-income housing, expected to deliver 830 units of housing, including 345 affordable. In 2025, the City is also bringing forward 5-10 sites for supportive housing in partnership with the Province of Manitoba. In late 2025, the City will launch a new Small lots strategy to support small-scale, infill housing development. |

| 2020 recommendation | Current status and actions to-date |
|---|---|
| **Tax increment financing or similar program to encourage infill and affordable housing developments in inner-city neighbourhoods** | The Affordable Housing Now (AHN) Program was created in March 2022, with Council approval of a budget of $50 Million in tax increment financing and $2 Million in construction and permit grants. Between 2022 and 2025, 27 projects received conditional approval for grants and tax increment financing under this program, generating an expected 2,181 new homes. |
| **Align growth supported through housing programs and strategies with city's broader planning objectives identified in OurWinnipeg and Complete Communities (e.g., growth along key corridors and Major Redevelopment sites).** | Supported under HAF, various stages of amendments to the Winnipeg Zoning By-Law which came into effect in 2024 and 2025 to encourage infill development in Mature Communities, reduce parking minimums for affordable housing, or along major Corridors, enable higher density residential development as-of-right on mall sites and Corridors, as well as two-, three-, and four-unit homes city-wide. |

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# Appendix 1: Glossary

## Abbreviations

| Abbreviation/Acronym | What it means |
|---|---|
| **2SLGBTQIA+** | two-spirited, lesbian, gay, bisexual, transgender, queer, intersex, asexual, and other sexual and gender diverse identities and experiences |
| **A&O** | Age and Opportunity: Support Services for Older Adults |
| **ADHD** | attention deficit hyperactivity disorder |
| **AHN** | Affordable Housing Now |
| **ALS** | amyotrophic lateral sclerosis |
| **AMHI** | area median household income |
| **BCH** | Building Canada Homes |
| **BON** | Brokenhead Ojibway Nation |
| **CCDS** | *Complete Communities Direction Strategy 2.0* |
| **CHAM** | Cooperative Housing Association of Manitoba |
| **CCHR** | Canadian Centre for Housing Rights |
| **CCPA** | Canadian Centre for Policy Alternatives |
| **CERB** | Canada Emergency Response Benefit |
| **CFS** | Child and Family Services |
| **CHN** | core housing need |
| **CHP** | Cooperative Homestart Program |
| **CMA** | Census Metropolitan Area |
| **CMHB** | Canada-Manitoba Housing Benefit |
| **CMHC** | Canadian Housing and Mortgage Corporation |
| **CNU** | census net under-coverage |
| **CRD** | converted residential dwellings |
| **DRDG** | Downtown Residential Development Grant |

| Abbreviation/Acronym | What it means |
|---|---|
| **EHW** | End Homelessness Winnipeg |
| **EIA** | Employment and Income Assistance |
| **ER** | emergency room |
| **EUTC** | Eagle Urban Transition Centre |
| **FTE** | full time employee |
| **GBV** | gender-based violence |
| **HAF** | Housing Accelerator Fund |
| **HART** | Housing Assessment Resource Tool |
| **HH** | household |
| **HIZ** | Housing Improvement Zones |
| **HNA** | Housing Needs Assessment |
| **HRIR** | Housing Rehabilitation Investment Reserve |
| **IRCOM** | Immigrant and Refugee Community Organization of Manitoba Inc. |
| **IUS** | The University of Winnipeg's Institute of Urban Studies |
| **MANSO** | Manitoba Association of Newcomer Serving Organizations |
| **MBM** | market basket measure |
| **MHRC** | Manitoba Housing and Renewal Corporation |
| **MLI** | mortgage loan insurance |
| **MMIWG** | The National Inquiry into Missing and Murdered Indigenous Women and Girls |
| **MMIWG2S+** | missing and murdered Indigenous women, girls, and gender-diverse plus peoples |
| **MMR** | median market rent |
| **MNPHA** | Manitoba Non-Profit Housing Association |
| **MOU** | memorandum of understanding |
| **MSPD** | Manitoba Supports for Persons with Disabilities |
| **NEWC** | North End Women's Centre |
| **NHS** | *National Housing Strategy* |

| Abbreviation/Acronym | What it means |
|---|---|
| **NJH** | New Journey Housing |
| **NPR** | non-permanent resident |
| **NRC** | neighbourhood renewal corporation |
| **ODP** | open data portal |
| **PiT** | point in time |
| **PP&D** | the City's Planning, Property, and Development department |
| **PPMA** | Professional Property Managers Association |
| **PRS** | *Winnipeg Poverty Reduction Strategy (2021-2031)* |
| **RaY** | Resource Assistance for Youth |
| **RGI** | rent-geared-to-income |
| **RHAP** | Rooming House Assistance Program |
| **RHI** | Rapid Housing Initiative |
| **RM** | Rural Municipality |
| **RTB** | Residential Tenancies Branch |
| **SAI** | Shawenim Abinoojii Inc. |
| **SCO** | Southern Chiefs Organization Inc |
| **SNA** | Spence Neighbourhood Association |
| **SPAP** | *Council's Strategic Priorities Action Plan 2023-2026* |
| **SRO** | single room occupancy |
| **StatsCan** | Statistics Canada |
| **STRA** | short-term rental accommodations |
| **The City** | The City of Winnipeg |
| **TIF** | tax increment financing |
| **TRC** | Truth and Reconciliation Commission |
| **UNDRIP** | *United Nations Declaration on the Rights of Indigenous Peoples* |
| **UNHP** | Urban Native Non-Profit Housing Program |

| Abbreviation/Acronym | What it means |
|---|---|
| **US** | United States |
| **WADS** | *City of Winnipeg Accessibility Design Standard* |
| **WCAP** | *Winnipeg's Climate Action Plan* |
| **WFPS** | Winnipeg Fire Paramedic Service |
| **WHHI** | Winnipeg Housing and Homelessness Initiative |
| **WHRC** | Winnipeg Housing Renewal Corporation |
| **WHS** | Westminster Housing Society Inc. |
| **WIEC** | Winnipeg Indigenous Executive Circle |
| **WRHA** | Winnipeg Regional Health Authority |

# Key concepts

## Affordable housing

Affordable housing is an umbrella term used to refer to housing units that are intended for households whose needs are not met by the marketplace. As measured by the Census, housing is generally considered to be affordable if it costs less than 30 percent of a household's income before taxes. City of Winnipeg follows other government guidelines for affordable housing, including the:

- CMHC Affordable Housing Fund Criteria, where rents must be less than 80 percent of the median market rent (MMR) for the area.
- Province of Manitoba Affordable Housing Rental Program Rates.

Affordable housing categories are outlined further in the **Key terms** section below, including:

- community housing
- social housing
- rent-geared-to-income (RGI)
- transitional housing
- supportive housing, permanent
- affordable homeownership
- non-market housing
- purpose-built rental (independent)

## Dwelling types

Dwelling types can be categorized in different ways based on the characteristics of the property. These characteristics include things like:

- how units are grouped (e.g., ground-oriented or stacked, attached or detached, etc.)
- the number of households that occupy the property
- the number of storeys, and so on.

Dwelling types do not consider tenure as a characteristic. For example, a unit in an apartment can be rented or owned (e.g., condominium).

Statistics Canada[328] uses the following categories:

- single-detached house
- semi-detached house
- rowhouse
- apartment (in a duplex, fewer than five storeys, five or more storeys)
- other single-attached house
- mobile home

**Table 33** summarizes dwelling types as categorized by StatsCan and their equivalent term(s) in this report. Definitions for each dwelling type are provided under **Key terms** in the next section.

[328] **https://www12.statcan.gc.ca/census-recensement/2021/ref/98-500/001/98-500-x2021001-eng.cfm**

**Table 33:** Dwelling type terms used in this report.

| HNA terms | StatsCan-related terms | Notes |
|---|---|---|
| **single-detached home** | • single-detached house | Dwelling units for single-detached homes and secondary suites are counted separately. Primary residence is only counted under "single-detached home" and not under "small-scale unit" or "2-unit home". |
| **two-unit home** | • semi-detached house<br>• apartment or flat in a duplex | Counted under small-scale units. These can be stacked, side-by-side, or can include a single-detached home with a secondary suite. |
| **side-by-side** | • semi-detached house | Two units in a side-by-side or back-to-back configuration, with a shared wall. Included in the 2-unit home category. |
| **duplex** | • apartment or flat in a duplex | Two stacked units, one on top of the other. Included in the 2-unit home category. |
| **three-unit home** | • rowhouse<br>• apartment in a building that has fewer than five storeys | Counted under small-scale units. 3-unit homes can include side-by-side units, stacked units, or three units in a converted residential dwelling. |
| **four-unit home** | • rowhouse<br>• apartment in a building that has fewer than five storeys | Counted under small-scale units. 4-unit homes can include side-by-side units, stacked units, or four units in a converted residential dwelling. |
| **townhouse** | • rowhouse | Counted under small-scale units. In the Housing Supply section only, 3-unit homes and 4-unit homes that are side-by-side, are counted as separate dwelling types and not as a townhouse. |
| **low-rise apartment** | • apartment in a building that has fewer than five storeys | Counted under small-scale units. Does not include townhouses. In the Housing Supply section only, stacked 3-unit and 4-unit homes are counted as separate dwelling types and not as apartments. |
| **mid- to high-rise apartment** | • apartment in a building that has five or more storeys | Not counted under small-scale units. |
| **other single-attached house** | • other single-attached house | A house attached to a store or other non-residential structure. |
| **mobile home** | • mobile home | A specific type of movable dwelling, designed to be transported to a site. |

## Income categories and housing need

Part of this HNA uses the Housing Assessment Resource Tools (HART) methodology. This approach is used in the report to explore affordability and core housing need. The HART methodology groups households into categories relative to the city's area median household income (AMHI). This can be useful for exploring affordability levels for a population as a whole, including helping to determine the maximum monthly shelter costs that might be affordable to each income group.

In 2020, Winnipeg's AMHI was $80,000. The income categories used for these calculations, and the ranges of monthly rental costs that can be afforded by households within these income categories, are shown in **Table 34** below.

**Table 34:** Annual household income ranges for HART income categories, Winnipeg, 2021.

| **Income category** *(% of AMHI)* | **Annual HH income range** | **Affordable monthly rent** |
|---|---|---|
| **Very Low** (20% or less AMHI) | Less than $16,000 | **Less than $400** |
| **Low** (21% to 50% AMHI) | $16,001 to $40,000 | **$401 to 1,000** |
| **Moderate** (51% to 80% AMHI) | $40,001 to $64,000 | **$1,00 to $1,600** |
| **Average** (81% to 120% AMHI) | $64,001 to $96,000 | **$1,601 to $2,400** |
| **High** (more than 120% AMHI) | More than $96,000 | **More than $2,400** |
| **Winnipeg's AMHI** | **$80,000** | |

## Priority groups

Persons belonging, or perceived to belong, to groups that are in a disadvantaged position or marginalised are often referred to as "vulnerable groups" or "equity-seeking groups".

In the case of the *National Housing Strategy*, priority groups are currently defined to include:

- 2SLGBTQIA+ people
- Indigenous peoples
- Older adults
- People experiencing challenges with substance use and/or addictions
- People with disabilities (e.g., physical, mental, cognitive)
- People experiencing homelessness
- Racialized groups
- Recent immigrants (including refugees)
- Survivors (especially women and their children fleeing domestic violence)
- Veterans

An intersectional lens should be applied in discussion of each of these priority groups. People often live with multiple experiences of marginalization, so an individual or household could fall under more than one priority group. So, counts for separate categories should not be combined. For example, a Nigerian recent immigrant with a disability might be counted in the categories of "people with disabilities", "racialized groups", and "recent immigrants"; additional characteristics may also apply.

# Winnipeg areas and neighbourhoods

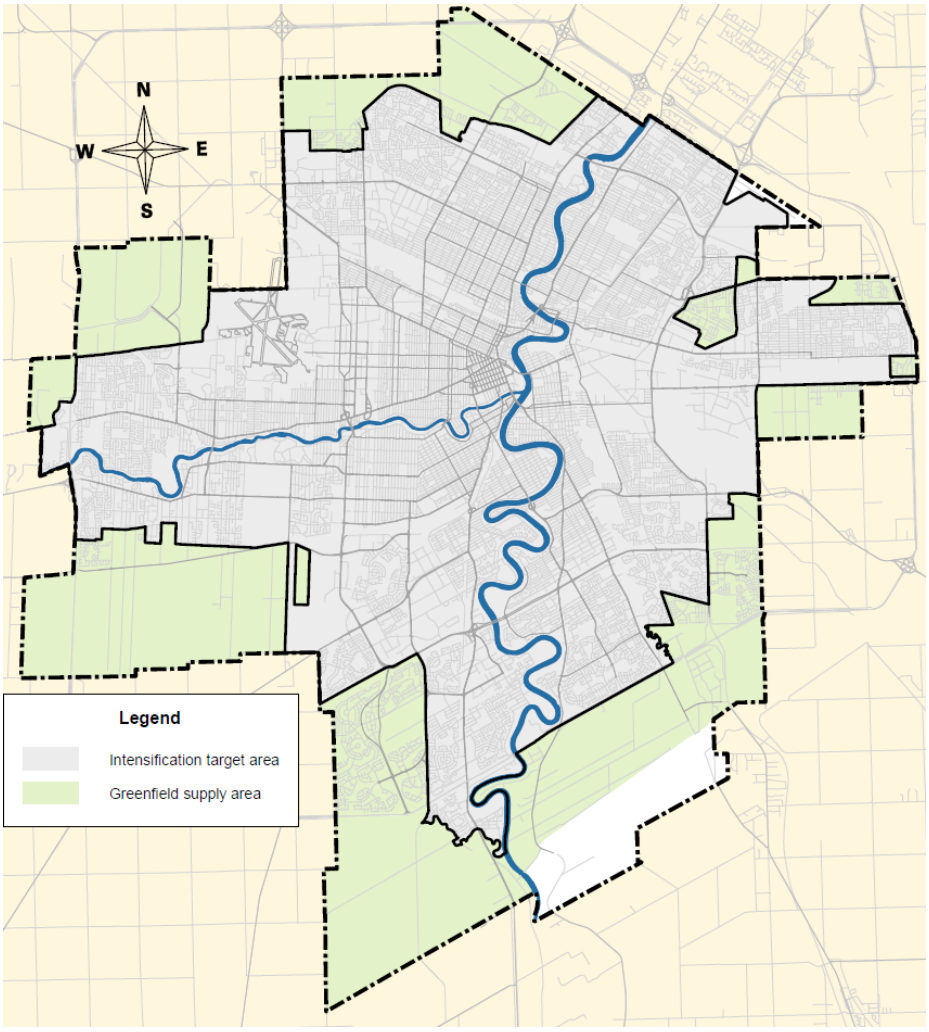
## *Complete Communities 2.0*

This HNA refers to Intensification Target Areas and Mature Communities in its analysis. These areas are defined in the City's *Complete Communities Direction Strategy 2.0* (*CCDS*)[329] and described below.

### Intensification Target Areas

*CCDS* defines an "Intensification Target Area" (see **Map 24**), where the city targets at least 50 percent of new residential development.

**Map 24:** *CCDS* Intensification Target Area and Greenfield Supply Area.[330]




[329] Complete Communities Direction Strategy 2.0, City of Winnipeg, By-law No. 119/2020 (2022), **https://clkapps.winnipeg.ca/DMIS/DocExt/ViewDoc.asp?DocumentTypeId=1&DocId=8221**.

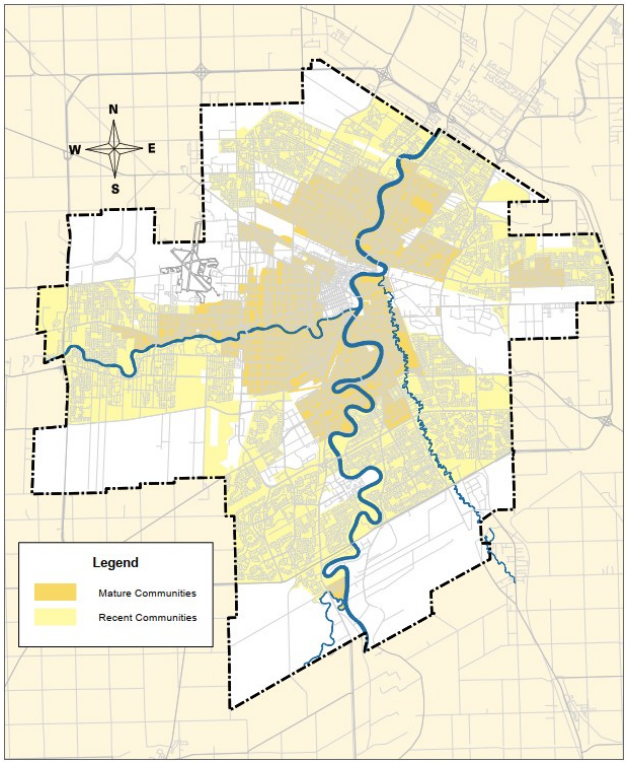
[330] Map source: *CCDS*, City of Winnipeg, By-law No. 119/2020.

### Mature Communities

Mature Communities is a region of the City that contains older neighbourhoods with distinct policy direction (see *CCDS*, section **D1. Established Neighbourhoods**).

Mature Communities tend to have more infill development due in part to having older homes and a greater proportion of homes in need of repairs. For example, the median age of a residential property in Mature Communities is 77 years old. Mature Communities also tend to have smaller lot sizes on average, making it difficult to assemble multiple parcels for large residential projects. As a result, much of the new infill development tends to be smaller in scale, while development outside of Mature Communities is generally more land-intensive, such as townhouses or mid- to high-rise apartments.

**Map 25:** *CCDS* Established Neighbourhoods in Winnipeg.[331]




## Other Winnipeg geographies

This HNA also refers to other Winnipeg geographies as part of its analysis. These areas are defined in the text when used. Sometimes, the names of specific neighbourhoods are used. There are 237 neighbourhoods in Winnipeg and a map of their boundaries can be found on the City's Open Data Portal: **https://data.winnipeg.ca/dataset/Map-of-Neighbourhoods/iw67-pm65**

[331] City of Winnipeg, *CCDS*, 90.

# Key Terms

## #

| | |
|---|---|
| **2-unit home or two-unit home** | An umbrella term used to refer to dwellings with two units. This includes duplexes, side-by-sides, and secondary suites. |
| **3-unit home or three-unit home** | A type of multi-unit housing with three dwelling units. Includes stacked properties (i.e., triplexes) or those in a side-by-side layout (i.e., townhouse units with three units). |
| **4-unit home or four-unit home** | A type of multi-unit housing with four dwelling units. Includes stacked properties (i.e., fourplexes) or those in a side-by-side layout (i.e., townhouse units with four units). |

## A

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|---|---|
| **adult** | Persons who are at or above the age of majority (i.e., 18 years). |
| **adults, middle-aged** | Persons between the ages of 30 to 64 years. |
| **adults, older** | Persons who are 65 years of age and above. This age was selected as it is the minimum age in Canada to be eligible for receiving a pension. The term "seniors" is occasionally used in reference to other documents that use that term, and specific housing types (e.g., seniors housing facilities, 55+ buildings, etc.). |
| **affordable homeownership** | Housing that is developed with the intention to sell to individuals or households with lower- to moderate-income, at a maximum sale price and maximum income limit directed by government funding source (e.g., Province of Manitoba). |
| **affordable housing** | Housing is generally considered affordable when households spend no more than 30 percent of their before-tax income on housing-related costs. Housing will be most affordable to a family when tied to income, however this analysis is not always available.<br><br>The City follows other government guidelines for affordable housing including CMHC, where rents must be less than 80 percent of the median market rent or the Province of Manitoba's Affordable Housing Rental Program.<br><br>Affordable housing can be owned by government, non-profit, or private sector. Affordable housing can also include affordable homeownership or rent-geared-to-income or social housing. |

| | |
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| **affordable housing, naturally occurring** | Housing that is typically more affordable than other housing available in an area because of its form (e.g., secondary suites), tenure (e.g., rental), size (e.g., studio/bachelor units), location, age, and finishing. It is called "naturally occurring" because it does not require government subsidies to make it affordable. It is available in the private market and is more affordable because of its lower construction and maintenance costs and its lower market value. |
| **age in place**[332] | The ability to live safely and independently in one's home or community for as long as they wish and are able to. Includes having access to the health and social supports and services that are needed to do so. |
| **apartment** | Multi-unit housing with five or more units that are accessed through a common building entrance. These include both units available for rent or ownership (i.e., condo). Does not include townhouses. |
| **apartment, high-rise** | Apartments that are more than eight storeys in height. |
| **apartment, low-rise** | Apartments that are four storeys or less in height. |
| **apartment, mid-rise** | Apartments that are five to eight storeys in height. |
| **area, core** | Neighbourhoods in the following CMHC zones: Fort Rouge, Centennial, Midland, and Lord Selkirk. |
| **area, suburban** | Neighbourhoods in the following CMHC zones: St. James, West Kildonan, East Kildonan, Transcona, St. Boniface, St. Vital, Fort Garry, and Assiniboine Park. |
| **assessed value** | The dollar value assigned to a home or other piece of property for tax purposes. The City of Winnipeg conducts a general assessment in accordance with legislation, to assign new values for all properties in the city so they align more closely with current market values. |
| **assisted living** | A living environment where services (such as meals, laundry or housekeeping) can be purchased as a service package. |

[332] Employment and Social Development Canada, 'Thinking about Aging in Place', Federal/Provincial/Territorial Ministers Responsible for Seniors Forum, 3 October 2016, **https://www.canada.ca/en/employment-social-development/corporate/seniors-forum-federal-provincial-territorial/aging.html**.

## B

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|---|---|
| **barrier-free** | Without barriers, to the greatest extent possible. A barrier is something that impedes people or separates them, either material or immaterial. It can be a circumstance or obstacle that limits access and/or prevents communication and/or progress in order to achieve an objective. In this context, barrier-free is a description of specific accessibility design solutions for specific disability types. |
| **birth rate** | Number of live births per 1,000 people in a one-year period. |

## C

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|---|---|
| **Census Metropolitan Area (CMA)** | Defined by Statistics Canada as one or more adjacent municipalities centred on a population centre (known as the core). A CMA must have a total population of at least 100,000, based on data from the current Census of Population Program, of which 50,000 or more must live in the core based on adjusted data from the previous Census of Population Program.<br><br>For municipalities adjacent to Winnipeg to be included in the Winnipeg CMA, they must have a high degree of integration with the core (Winnipeg), as measured by commuting flows derived from data on place of work from the previous Census Program. |
| **Census subdivision (CSD)** | Defined by Statistics Canada as the general term for municipalities (as determined by provincial/territorial legislation) or areas treated as municipal equivalents for statistical purposes (e.g., reserves, settlements, and unorganized territories). Municipal status is defined by laws in effect in each province and territory in Canada. |
| **chronic homelessness** | Individuals who are currently experiencing homelessness and who meet at least one of the following criteria:<br><br>• they have a total of at least six months (180 days) of homelessness over the past year<br>• they have recurrent experiences of homelessness over the past 3 years, with a cumulative duration of at least 18 months (546 days)<br><br>Includes time spent unsheltered, emergency sheltered, and/or with no fixed address (e.g., provisionally accommodated). Does not include situations where individuals have access to secure, permanent housing, whether subsidized or not. The definition also does not include time spent in transitional housing or institutional care (e.g., health and corrections). |

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| **community housing** | An umbrella term that typically refers to either housing that is owned and operated by non-profit housing societies and housing co-operatives, or housing owned by provincial, territorial or municipal governments. See also social housing. |
| **condominium or condo** | The shared ownership of real property, in which each owner holds the title to a specific unit, and has a share of the common elements (e.g., roof, parking garage, lobby), as well as any common assets (e.g., personal property).<br><br>This HNA commonly refers condo units in a multi-unit housing (e.g., apartments) and semi-detached buildings (e.g., townhouses). However, condo units can also be in single-detached homes (e.g., bare land strata). |
| **conversion** | The redevelopment of a building into another use. Examples include converting a non-residential building (e.g., office) into an apartment. This HNA commonly uses conversion to refer to rental units being converted into condominiums. |
| **core housing need** | A two-stage indicator used to determine if a household can afford suitable and adequate housing in their community. A household is considered to be in core housing need if:<br><br>• They are living in a dwelling considered unsuitable, inadequate and/or unaffordable, and<br>• Their income levels are such that they could not afford alternative suitable and adequate housing in their community.<br><br>See also housing, unsuitable, housing, inadequate, housing, unaffordable. |
| **corridors** | As defined in *CCDS*, segments of major roadways that, due to their excellent transit service via the Primary Transit Network as well as robust commercial opportunities, provide the best opportunity for mixed use intensification outside the Downtown. They provide a wide range of transportation options and are vibrant destinations for people to live, work, and play.<br><br>There are two types of Corridors: Urban Mixed Use Corridors and Regional Mixed Use Corridor. |
| **culturally safe** | An outcome determined from the perspective of a marginalized community. Cultural safety is based on respectful engagement that recognizes and strives to address systemic power imbalances. It results in an environment free of racism and discrimination, where people feel safe when accessing housing, as well as services such as health care. |

## D

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|---|---|
| **displacement** | The involuntary movement of people from their home. In the context of Indigenous Peoples, this refers to being forcibly removed from their traditional lands and territories due to the colonialism and the *Indian Act*. In the context of emergency displacements, this refers to households who have had to move due to losing their property through fires and other emergencies. |
| **dissemination area** | The smallest geographic area available for most Census data. |
| **downsize** | Commonly used to refer to older adults who are selling their larger, single-detached homes and are interested in moving to a smaller dwelling (e.g., smaller single-detached home or apartment unit). |
| **Downtown** | Neighbourhoods in Winnipeg that are defined as the Downtown under the *Downtown Winnipeg Zoning By-law No. 100/2004*. |
| **duplex** | A type of two-unit home with stacked dwellings. Unlike side-by-sides, a duplex may or may not be attached to other dwellings or buildings. |
| **dwelling unit** | A building or portion of a building designed or used for residential occupancy by a single household, including cooking, eating, living, sanitary and sleeping facilities. It also refers to group living environments which are classified as residential under the *Zoning By-law No. 200/2006*, and which provide residential occupancy with separate sleeping areas and some combination of shared bath, toilet, or kitchen facilities. |
| **dwelling unit density** | The number of dwelling units that are located in a particular area (e.g., neighbourhood) per square kilometre. |
| **dwelling, movable** | See mobile homes. |

## E

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|---|---|
| **emergency shelter** | A form of housing accessed by people who cannot secure permanent housing. Emergency shelter and system support are generally provided at no or minimal cost to the user. Such accommodation represents a stop-gap institutional response to homelessness provided by government, non-profit, faith-based organizations and/or volunteers. Examples include overnight shelters, shelters for individuals/families impacted by gender-based violence, and other accommodations (e.g., for people fleeing fires, floods, etc.). |

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| **encampment** | Temporary or informal shelters established by one or more persons who are unsheltered. |

## F

## G

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|---|---|
| **gender-based violence (GBV)** | Violence that is committed against someone based on their gender identity, gender expression or perceived gender. GBV includes, but is not limited to, domestic or intimate partner violence. GBV is not limited to physical violence. It can include any word, action, or attempt to degrade, control, humiliate, intimidate, coerce, deprive, threaten, or harm another person. Neglect, discrimination, and harassment can also be forms of GBV. |
| **gender-diverse** | A person whose gender identity and/or gender expression differs from stereotypical, cultural, or societal expectations based on assigned sex and gender. Examples include identifying as non-binary or Two-Spirit. |
| **greenfield** | This is development that occurs on previously undeveloped land. Under *OurWinnipeg 2045*, for the purpose of measuring the achievement of the intensification target, they are urban areas outside of the Intensification Target Area (see **Map 24** on page 222). |
| **ground-oriented** | Units that are located and accessed on the ground floor. |

## H

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|---|---|
| **headship** | See primary household maintainer. |
| **homecare** | Services provided to residents who require:<br>• health services or assistance with activities of daily living<br>• service to remain safely in their homes; and,<br>• more assistance than available from existing supports and community resources. |
| **homelessness, absolute** | See unsheltered. |

| | |
|---|---|
| **homelessness, at-risk of** | Includes individuals or households whose current housing situations are dangerously lacking security or stability.<br><br>Someone at-risk of homelessness lives somewhere that is intended as a residential use and could potentially be permanent (as opposed to those who have no fixed address). However, due to factors like external hardship, poverty, personal crisis, discrimination, and/or being in core housing need, they are "at-risk" of experiencing homelessness. |
| **homelessness, experiencing** | Describes the situation of an individual, household, or community without stable, safe, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it.<br><br>The Canadian Observatory on Homelessness outlines four typologies:<br><br>• unsheltered<br>• emergency sheltered<br>• provisionally accommodated or no fixed address<br>• at-risk of homelessness<br><br>The Observatory emphasizes homelessness is not a static state but rather a fluid experience, where one's shelter circumstances and options may shift and change quite dramatically and with frequency. |
| **homelessness, hidden** | An umbrella term used to describe experiences of homelessness other than being unsheltered.<br><br>See also no fixed address. |
| **homeowner** | See owner. |
| **household (HH)** | A person or group of persons who occupy the same dwelling. |
| **housing demand** | The amount of housing that is required to meet a city's needs based on population size and housing types. |
| **housing first** | An evidence-based approach that focuses on providing housing with no readiness requirement. This approach has been shown to promote housing stability, quality of life, and community functioning for chronically homeless persons with mental illness and addictions |
| **housing, inadequate** | Housing that requires major repairs (as reported by its residents in the Census). |

| | |
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| **housing, unaffordable** | In reference to Census housing indicators and core housing need, housing is unaffordable if the household is spending 30 percent or more of its before tax income on shelter costs. |
| **housing, unsuitable** | Housing that is too small for a household's size and composition (based on the number of bedrooms and determined by the National Occupancy Standard). |

## I

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|---|---|
| **immigrant** | A person who is, or who has ever been, a landed immigrant or permanent resident. Such a person has been granted the right to live in Canada permanently by immigration authorities. Immigrants who have obtained Canadian citizenship by naturalization are included in this group. Does not include persons who are Canadian citizens by birth. See also newcomer and recent immigrant. |
| **income, average** | Households with an annual household income 81 to 120 percent of the AMHI, which as of 2021 was between $64,001 and $96,000. |
| **income, high** | Households with an annual household income more than 120 percent of the AMHI, which as of 2021 was more than $96,000. |
| **income, household** | The total income of all household members, before income taxes and deductions, during a specified reference period. |
| **income, low** | Households with an annual household income 21 to 50 percent of the AMHI, which as of 2021 was between $16,001 and $40,000. |
| **income, median** | The amount that divides an income distribution into two halves. It is the income level at which half of the households have income above it and half below it. |
| **income, mixed** | The inclusion of a range of income levels within a development, including lower-, moderate- and/or higher-incomes. |
| **income, moderate** | Households with an annual household income 51 to 80 percent the AMHI, which as of 2021 was between $40,001 and $64,000. |
| **income, very low** | Households with an annual household income 20 percent or less than the AMHI, which as of 2021 was less than $16,000. |

| | |
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| **independent living facility** | Typically used to refer to a type of private seniors housing facility that offers independent, apartment-style living and additional amenities such as laundry service, transportation, light housekeeping and meals for a separate fee. |
| **Indigenous** | The use of this term refers to "*Aboriginal Peoples of Canada*" as defined in Section 35(2) of the *Constitution Act, 1982* to include the First Nation, Inuit and Métis Peoples of Canada. This HNA primarily references Indigenous governments and Peoples, specifically First Nations, Métis and Inuit Peoples. |
| **Indigenous Rights** | Refers to both Treaty and Aboriginal rights, which were given constitutional recognition and affirmation in Section 35(1) of the *Constitution Act, 1982*. Indigenous Rights include a range of cultural, social, political, and economic rights held by Indigenous Peoples, including the right to establish treaties; and include the right to land to practice the right to fish, to hunt, and to practice one's own culture (e.g., Indigenous land-based practices). |
| **infill** | A type of development occurring in built-up areas of the city. Infill can occur on lots that have been vacant for a long time, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another. |
| **institutional care** | Individuals who are residing in a facility for physical and/or mental health reasons (e.g., hospitals, residential care facilities, and other facilities that provide long-term inpatient treatment and rehabilitation services), or involvement with the justice system (e.g., correctional institution). |
| **intensification** | The development of a site at a greater size and/or intensity than what currently exists. This includes the development of vacant or underutilized sites, and the expansion or conversion of an existing building. |
| **Intensification Target Area** | The portion of the urban area of the city that is considered to be "built out" (see **Map 24** on page 222). Development that occurs within the existing built-up area will be considered intensification for the purposes of measuring and reaching the City's intensification target. |
| **intergenerational** | An approach centered on sharing knowledge, cultural norms, traditions as well as reciprocal care, support and exchange of resources between younger and older generations for both individual, social and sustainable development benefits. |

## J

## K

## L

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|---|---|
| **lived experience / expertise** | Expertise and knowledge possessed by those who have had direct, first-hand experience (e.g., of housing needs and/or homelessness). |
| **low-barrier housing** | Emergency accommodation that sees the purpose of shelter as the process of getting people re-housed rather than conditional upon participation in programming, rehabilitation, treatment, stabilization, or housing readiness. See also housing first. |

## M

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|---|---|
| **managed, direct** | Social housing that is owned and managed by Manitoba Housing and Renewal Corporation (MHRC). |
| **managed, sponsor** | Buildings or units owned by MHRC but fully managed by a non-profit agency. |
| **market basket measure (MBM)** | Canada's official measure of poverty, based on "the cost of a specific basket of goods and services representing a modest, basic standard of living". |
| **median age** | The amount that divides an age distribution into two halves. It is the age (in years) at which half of the population are older and half are younger. |
| **median market rent** | The median, or midpoint, value for rent in a particular geographic area, as defined by CMHC in the annual *Rental Market Survey*. |
| **migration, international** | The movement of residents between Winnipeg and areas outside of Canada. |
| **migration, interprovincial** | The movement of residents between Winnipeg and other Canadian provinces and territories outside of Manitoba. |
| **migration, intercity or intraprovincial** | The movement of residents between Winnipeg and other parts of Manitoba. |

| | |
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| **missing middle** | Types of multi-unit housing that are compatible with single-detached homes. This includes two-unit homes (e.g., secondary suites, duplexes, side-by-sides), three-unit homes, four-unit homes, townhouses, and low-rise apartments (four storeys or less). Also referred to as "gentle density". See also small-scale unit. |
| **mobile home** | Under the *Residential Tenancies Act*, a dwelling that is designed to be mobile and built to provide a permanent residence to one or more people; it does not include a travel or tent trailer. |
| **multi-unit housing** | A building, containing three or more dwelling units, each of which is designed for or occupied by one household only, with separate housekeeping and cooking facilities for each |
| **multi-unit housing in close proximity to rapid/frequent transit** | Any form of multi-unit housing close (1,500 metres) to rapid transit, which operates frequent service with high capacity and priority over other modes of transportation typically achieved through an exclusive right-of-way. Also referred to as “transit-oriented development” (TOD). |
| **multi-unit housing, other** | All other types of multi-unit housing, excluding missing middle and multi-unit housing in close proximity to rapid transit. |

## N

| | |
|---|---|
| **newcomer** | New residents including people arriving from countries outside Canada, such as recent immigrants, refugees, refugee claimants or asylum seekers, and non-permanent residents. |
| **no fixed address** | Describes situations in which people are provisionally accommodated — who are living somewhere temporarily and technically homeless without permanent shelter. They may be staying in housing provided by government or the non-profit sector (e.g., people in institutional care without permanent arrangements) or may have made arrangements for short-term accommodations (e.g., "couch surfing"). |
| **node** | Nodes are areas of concentrated activity, often located at the convergence of significant transportation routes. |
| **non-market housing** | A broad umbrella term that includes all housing that is not profit-driven. Some examples include housing developed by the public sector, non-profits, Indigenous governments, etc. |

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| **non-profit, private** | Organizations which are not established primarily with the aim of making a profit, including voluntary associations (scientific and professional societies, health-oriented groups), philanthropic foundations and research institutes supported by the associations and foundations. These kinds of institutions are usually maintained by fees, dues and donations from members and sponsors and by grants from governments and enterprises. They may also obtain revenue from the sale of their products such as publications or special studies.<br><br>Institutes and organizations excluded from this sector are those which are controlled by enterprises, government, or higher education. Such non-profit institutes and organizations are included with the respective sectors whose interests they mainly serve. |

## O

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| **on-site supports** | Services offered to occupants on the premises to maintain their optimal level of health and well-being. These services may take a variety of forms and may vary in intensity based on people's needs. Examples include: case management, counselling, supervision/monitoring, assistance with medication, psychosocial rehabilitation, childcare, meal services, personal care, housekeeping, and other forms of support that help people to live independently and remain stably housed. |
| ***OurWinnipeg 2045*** | The City of Winnipeg's development plan, which presents a 25-year vision for the city. It sets out the goals, policies and guidelines intended to direct all physical, social, environmental, and economic development in the city, now and into the future. |
| **over-represented** | When a particular group has a much higher representation in a category (e.g., homelessness), compared to their proportion of the total population. |
| **owner** | A household is considered to own their dwelling if some member of the household owns the dwelling even if it is not fully paid for, for example if there is a mortgage or some other claim on it.<br><br>In relation to real property, means a person who is the owner of a freehold estate, and includes:<br>• a person who is an owner, with another person as joint tenant or tenant in common, of a freehold estate; and<br>• a real owner, as defined in subsection 1(1) of *The Municipal Assessment Act*. |

# P

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| **permits, building** | Permits that are regulated by the Winnipeg Building By-law No. 4555/87 and allow for construction to begin, including new construction, additions, or alterations to existing structures. |
| **permits, demolition** | Permits required to demolish any building/structure or part of a building/structure as per the Winnipeg Building By-law. Examples include:<br>• partial demolition where the foundation is being preserved to be re-used with a new build<br>• full demolition with no plan to rebuild on the lot in the near future<br>• full demolition with plans to rebuild immediately after the structure is demolished |
| **permits, repair** | Permits required to make repairs to an existing property. Specific repair permits included in this analysis include permits for Fire Repair, Foundation Repair, Foundation Replacement, Repair, or Structural Alteration. |
| **person with disabilities** | Under the *Employment Equity Act*, "any person who has a long-term, reoccurring physical, mental, sensory, psychiatric, or learning impairment and who considers themselves to be disadvantaged in employment by reason of that impairment." |
| **personal care home** | Designed for individuals who require 24-hour daily nursing care as well as other care needs that cannot be met in the community. This includes older adults as well as other individuals who can no longer remain safely at home because of a disability or their health care needs. Residents must complete an application and participate in an initial assessment. Costs for living in the facility are shared by the resident and the Province. |
| **population, Census** | The number of Canadians whose usual place of residence is in that area, regardless of where they happened to be on Census Day. Also included are any Canadians staying in a dwelling in that area on Census Day and having no usual place of residence elsewhere in Canada, as well as those considered non-permanent residents. |
| **population, estimate** | Population counts adjusted for census net under coverage and components of demographic growth since the last census. Note: all projection scenarios utilize and project population estimates, not census counts. |

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| **primary household maintainer** | First person in the household identified as someone who pays the rent or the mortgage, or the taxes, or the electricity bill, and so on, for the dwelling.<br><br>In the case of a household where two or more people are listed as household maintainers, the first person listed is chosen as the primary household maintainer.<br><br>The order of the persons in a household is determined by the order in which the respondent lists the persons on the questionnaire. Generally, an adult is listed first followed, if applicable, by that person's spouse or common-law partner and by their children. The order does not necessarily correspond to the proportion of household payments made by the person. |
| **private developers** | Professionals in the land development industry who generate new housing which is intended to generate a profit (including rental and home ownership). |
| **private market** | In this report, private market is contrasted with the non-market sector to refer to conventional housing built and operated for profit, in contrast to housing built and operated by non-profits, governments or co-operatives which often do not generate a profit. |

## Q

## R

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| **recent immigrant** | Someone who has immigrated to Canada (i.e., landed or permanent resident status) in the last five years. |
| **refugee** | A person who is forced to flee from persecution and who is located outside of their home country. |
| **refugee claimant** | A person who has fled their country and is asking for protection in another country (also known as Asylum Seeker). |
| **rent assist** | A financial benefit for low-income people who are renting in the private market or those who receive Employment and Income Assistance (EIA). |
| **rent supplement** | A subsidy that is provided by the Province (i.e., MHRC) to non-profits or private landlords to ensure rent-geared-to-income levels of affordability. These units are fully owned and operated by the non-profit or private owner. |
| **rental, market** | Includes rental units that do not meet an affordability definition. |

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| **rental, primary market** | See rental, purpose-built (independent). |
| **rental, purpose-built** | Residential buildings that are built specifically to provide long-term rental accommodation in the private market. Also referred to as "primary market rental". |
| **rental, secondary market** | A dwelling unit not originally built as a rental property, but is rented out by the property owner to a tenant. Secondary market units commonly include rental houses and condominiums. |
| **rental, short-term accommodations** | Temporary accommodations for a continuous period of less than 30 nights in a dwelling (house, condominium, apartment, etc.), provided by a property owner or principal tenant in exchange for payment. |
| **renter** | A person or household that pays rent to occupy their home. Also known as “tenant”.<br><br>A household is considered to rent their dwelling if no member of the household owns the dwelling. A household is considered to rent that dwelling even if the dwelling is provided without cash rent or at a reduced rent, or if the dwelling is part of a cooperative. |
| **rent-geared-to-income (RGI)** | Housing that costs the tenant household a rate that is tied to their income. This is typically considered the most affordable option as it directly ensures affordability by maintaining rent levels at the base considered affordable.<br><br>In Manitoba, RGI units are set at 30 percent of household income. The remaining costs of the rent is typically subsidized by a government body, though it could be subsidized by another entity (e.g., non-profit, co-operative, charity, etc.) that uses other revenue sources to cover the full cost of housing operations. See also social housing. |
| **repairs, major** | Examples provided under StatsCan include defective plumbing or electrical wiring, or structural repairs to walls, floors, or ceilings. |
| **repairs, minor** | Examples provided under StatsCan include missing or loose floor tiles, bricks or shingles; or defective steps, railing or siding. |
| **resident** | An individual inhabitant of the city of Winnipeg. |

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| **resident, non-permanent** | Includes persons from another country with a usual place of residence in Canada and who have a work or study permit or who have claimed refugee status (asylum claimants). Family members living with work or study permit holders are also included, unless these family members are already Canadian citizens or landed immigrants/permanent resident. |
| **rooming house** | Commonly used to describe a converted residential dwelling with shared facilities. These are generally houses that have individual rented bedrooms with keyed locks, and tenant access to shared facilities, such as bathrooms, kitchens, and/or living rooms. |
| **row housing** | Defined by Statistics Canada as a multi-unit dwelling that contains three (3) or more dwelling units located side-by-side that are separated by common party walls extending from foundation to roof, where no dwelling unit is located entirely or partially above another dwelling unit. See also townhouse. |

## S

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| **secondary suite** | Units built on the same property as a single-detached home, either within the home, or above or in place of a garage. These units are smaller than the main unit and have a separate entranceway. The addition of a secondary suite makes a single-detached home into a two-unit home. |
| **self-reported** | The way someone identifies or describes their own identity or condition. |
| **seniors housing** | An umbrella term used to describe multi-unit buildings where older adults live. These facilities are typically open to adults who are 55 years of age and above. Programming is often provided on-site and different types of seniors housing offer a range of supports and services. |
| **shelter cost** | The average monthly total of all shelter expenses paid by households. Shelter costs for owner households include, where applicable, mortgage payments, property taxes and condominium fees, along with the costs of electricity, heat, water and other municipal services. For renter households, shelter costs include, where applicable, the rent and the costs of electricity, heat, water and other municipal services. For households living in a dwelling provided by the local government, First Nation or Indian band, shelter costs include, where applicable, the monthly use or occupancy payment and the costs of electricity, heat, water and other municipal services. |

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| **side-by-side** | A two-unit home that is attached in a side-by-side (or back-to-back) configuration. As opposed to duplexes, side-by-sides do not have any dwellings either above or below them. They are also not attached to any other dwelling or structure (except their own garage or shed). Also known as “semi-detached house”. |
| **single-detached home** | A building designed for residential occupancy by one household, including modular and ready-to-move homes, but not including a mobile home. Also referred to as "single-family detached". |
| **single-family home** | See single-detached home. |
| **single-room-occupancy (SRO)** | A building that provides living units with separate sleeping areas and some combination of shared bath or toilet facilities. These are generally classified and licensed as hotels and not apartments governed by the *Residential Tenancy Act*. |
| **social housing** | Housing that is subsidized by the Province of Manitoba under the Social Housing Rental Program. In Manitoba, this includes housing that is government or non-profit or private owned and/or operated housing, aimed at meeting core housing need. In this report, social housing refers only to rent-geared-to-income units as opposed to all types of community housing. |
| **stacked** | Units that are located above or below one another. |
| **student dormitory housing** | Housing located on or around campuses, managed by or affiliated with the universities and major colleges. |
| **subsidized** | Housing which is supported by funding, generally from government, to be affordable to its occupants. Subsidies can be provided to housing providers to offset their costs, and/or to tenants to supplement their income in order to pay for housing. |
| **supportive housing, permanent** | Permanent supportive housing is often RGI. It provides a physical environment that is specifically designed to be safe, secure, enabling, and home-like with support services (e.g., social services, provision of meals, housekeeping, and social and recreational activities), to maximize residents’ independence, privacy, and dignity. |

## T

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| **Tenant** | See renter. |
| **tenure** | Refers to whether a household owns or rents their private dwelling. The private dwelling may be situated on rented or leased land or be part of a condominium.<br>See also owner and renter. |
| **the City** | When included with a capital "C", refers to the municipal corporation of The City of Winnipeg, defined under section 8 of *The City of Winnipeg Charter*. |
| **the city** | When included with a lower case "c", means the geographical area located within Winnipeg's jurisdictional boundaries. |
| **townhouse or townhome** | Multi-unit housing with five or more attached units (stacked or side-by-side). See also row housing, 3-unit home, and 4-unit home. |
| **transitional housing** | A housing type that is often rent-geared-to-income and includes additional supports that are intended to offer a supportive living environment (e.g., offering residents experience, tools, knowledge, and opportunities for social and skill development to become more independent).<br>Considered an intermediate step between emergency shelter and supportive housing, as it has limits on how an individual or household can stay (e.g., typically between three months and three years). |

## U

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| **unit, occupied** | A home (of any housing type) that is being used for living (or lodging) purposes. |
| **unit, vacant** | A home (of any housing type) that is not being used or occupied. |
| **Universal Design** | The design of inclusive environments, products, services, and communications that can be accessed, understood and used to the greatest extent possible - regardless of a person's age, size, ability, or disability. It follows the seven principles of equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance of error, low physical effort, and size and space for approach and use. |

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| **unsheltered** | Refers to people who lack housing and are not accessing emergency shelters or other accommodations, except during extreme weather conditions. In most cases, people are staying in places that are not designed for or fit for human habitation (e.g., public or private areas without consent or contract, cars or other vehicles, an encampment, etc.). |
| **Urban Native Housing** | Indigenous non-profit housing owned and developed under CMHC's Urban Native Non-Profit Funding program. The CMHC program and portfolio began in the 1970s and transferred to Manitoba Housing under the *Social Housing Agreement* in 1998. The subsidy of this program continues today. |

## V

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| **vacancy rate** | The percentage of units that are unoccupied. |
| **visitable** | The ability of a dwelling unit to offer a reasonable level of access to accommodate visitors with disabilities, elderly persons or residents who may be temporarily impaired - allowing a person to access the dwelling safely via a level entry, manoeuvre through an entry door and utilize a main floor toilet. |
| **vulnerable populations** | Often used to refer to persons belonging, or perceived to belong, to groups that are in a systemically disadvantaged position or marginalized.<br>Also referred to as "equity-seeking groups" and "marginalized populations". See also priority groups (under the **Key concepts** section of this Appendix). |

## W

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| **Winnipeg Economic Region** | Includes the city of Winnipeg plus the rural municipality of Headingley. Shares the same boundaries as Census Division No. 11, Manitoba. |
| **Winnipeg Metropolitan Region** | Comprised of 18 municipalities that include and surround the city of Winnipeg. The Winnipeg Metropolitan Region provides the platform for municipalities to work on projects that cross boundaries, in support of good growth, good stewardship and good governance. |

## X

## Y

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| **young children** | Persons up to and including 14 years of age. |
| **youth** | Persons between the ages of 15 to 29. |
| **youth aging out of care** | Youth who are existing or transitioning out of the foster care system due to reaching the age of majority (i.e., 18) and no longer being eligible for care under child and family services agencies. In some cases, care can be extended up to the age of 21 years. |

## Z

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| **zoning** | Classifies a city's land into specific "zones" that regulate the use, size, height, density and location of buildings and activities permitted in them. These zones are set out in zoning by-laws, as required in the *City of Winnipeg Charter Act*. |
| ***Zoning By-law*** | The *Winnipeg Zoning By-law 200/2006* and the Downtown *Zoning By-law 100/2004* are the two City Zoning By-laws that provide specific land use and dimensional regulations. All properties in the City of Winnipeg are assigned one of 25 zoning categories, each with its own regulations. Zoning regulations are consistent with the directions found in *OurWinnipeg*, *Complete Communities 2.0* and any applicable Local Area Plan. |

# Appendix 2: Policy alignment

This Housing Needs Assessment (HNA) is consistent with several policy directions of the City of Winnipeg as well as provincial, federal, and international policies, as described in the tables below.

## City of Winnipeg

The following table summarizes City of Winnipeg policies that relate to housing. Direction provided in these documents include actions to identify housing needs and set targets, as well as goals that relate to the types of housing that should be built, where they should be located, and populations that should be prioritized based on their distinct needs.

**Table 35:** Alignment with City of Winnipeg plans and strategies.

| Plan/Strategy | Description |
|---|---|
| ***OurWinnipeg 2045***<br>**Relevant policies:**<br>4.4, 4.8, 5.2, 5.3, 6.2, 6.39 | *OurWinnipeg 2045* is the City's Development Plan and contains a high-level vision and policy direction to guide how Winnipeg grows over 25 years. All other detailed plans and strategies should be aligned with *OurWinnipeg*.<br><br>*OurWinnipeg* calls for a variety of housing types, which include **"denser forms of urban housing"**; **"new neighbourhoods designed around a mix of land uses"**; and **"housing that is adequate, safe, affordable, and accessible"**, and directs the City to **"support the reduction of poverty and homelessness"** through coordinated approaches in areas of highest need.[333]<br><br>The HNA aims to inform policies to guide the development of this new housing and ensure the greatest needs in the city are met. |
| ***Complete Communities Direction Strategy 2.0*** (*CCDS*)<br>**Relevant sections:**<br>G5: Housing, Transformative Areas, Established Neighbourhoods | *CCDS* is a citywide Secondary Plan and is a "framework for the city's future physical growth and development."[334] The Plan contains "Urban Structure Supports", or overarching policies that apply to all areas of the city. Section G5[335] sets a 20-year vision for housing: **"Winnipeg will achieve a sustainable and healthy housing environment that meets the needs of its population"**.<br><br>*CCDS* also provides direction for housing and residential development in specific areas, including Transformative Areas (C1 to C6) and Established Neighbourhoods (D1 and D2). |

[333] City of Winnipeg, By-law No. 120/2020, *OurWinnipeg 2045* (May 26, 2022), **https://www.winnipeg.ca/building-development/city-planning-design/ourwinnipeg/ourwinnipeg-2045**, 17 & 25.

[334] City of Winnipeg, By-law No. 119/2020, *Complete Communities Direction Strategy 2.0* (May 26, 2022), **https://clkapps.winnipeg.ca/DMIS/DocExt/ViewDoc.asp?DocumentTypeId=1&DocId=8221**, 6.

[335] City of Winnipeg, *CCDS*, 151-153.

| Plan/Strategy | Description |
|---|---|
| ***CCDS*** *(continued)* | For example, the vision for Established Neighbourhoods[336] is to **"continue to evolve as complete communities to increase the diversity of housing choices, improve housing affordability, and more efficiently use land, infrastructure and services."**[337]<br><br>Findings in this HNA are consistent with the *CCDS*' housing priorities, as outlined in Section G5[338] and summarized below:<br><br>• Support diverse housing options in each neighbourhood<br>• Collaborate with other levels of governments and partners to renew and regenerate the city's housing stock.<br>• Establish cross-sectoral partnerships to provide affordable housing throughout the city.<br>• Support the integration of supportive housing within residential neighbourhoods.<br><br>The *CCDS* identifies completing and updating a HNA as a high priority action: **"develop and maintain a comprehensive supply and demand analysis of housing needs […] across the entire housing continuum"** and **"identify ways to fill gaps in housing need which may include setting targets."**[339] |
| ***Council's Strategic Priorities Action Plan 2023-2026*** (*SPAP*)<br>**Relevant policies:**<br>1.6, 3.4 | *SPAP* identifies a priority in Key Theme 1: The Downtown, Action 1.6 to **"develop a city-wide housing strategy and action plan including in downtown"**, with success measured by the creation of new affordable, not-for-profit, and transitional housing units.[340] This HNA can be understood as the first phase of that strategy — compiling the data needed to inform the action plan.<br><br>Under Key Theme 3: A Livable, Safe, Healthy, Happy City, the *SPAP* also provides direction to **"construct more affordable and social housing through partnerships with private sector, not-for-profit, and other governments"**.[341] |

[336] City of Winnipeg, *CCDS*, 95-103.

[337] City of Winnipeg, *CCDS*, 95.

[338] City of Winnipeg, *CCDS*, 151-153.

[339] City of Winnipeg, *CCDS*, 170.

[340] City of Winnipeg, *Council's Strategic Priorities Action Plan: 2023-2026* (2023), **https://www.winnipeg.ca/media/2623**, 15.

[341] City of Winnipeg, *SPAP*, 17.

| Plan/Strategy | Description |
|---|---|
| ***Winnipeg Poverty Reduction Strategy (2021-2031)*** (*PRS*)<br>**Relevant policies:**<br>Affordable Housing Life Pole, Goal 2 (Initiatives 2.1 to 2.5) | Together with "Indigenous Children, Youth, and Families", the *PRS* establishes "Affordable Housing" as one of its two "Life Poles" — areas to prioritize due to their critical role in mitigating poverty.[342]<br><br>Through the *PRS*, stakeholders identified that **"without a safe, secure and affordable home, it is virtually impossible to adequately address other personal and family needs"** (e.g., physical and mental health, education, employment, etc.).[343]<br><br>Goal 2 states **"the City actively plans for and partners in affordable housing"** and includes four objectives to:[344]<br>• Increase the City's capacity and commitment to advancing affordable housing initiatives<br>• Address shelterless residents' urgent housing needs through proactive multi-sectoral partnerships<br>• Encourage and facilitate affordable housing development by developing and using municipal tools, resources, and partnerships<br>• Maintain and improve the existing affordable rental stock<br><br>The *PRS Implementation Plan 2024-2027* outlines five initiatives to advance Goal 2. This HNA is supported by Initiative 2.1. Affordable Housing Strategy which provides direction to **"update the Housing Needs Assessment" and "identify ways to fill gaps in housing need which may include the development of indicators and the setting of targets."** [345] |
| **Journey of Reconciliation** (the Journey) | The Journey of Reconciliation is the City's "commitment in honouring and acknowledging its role" to the Truth and Reconciliation Commission (TRC) *Calls to Action*.[346]<br><br>The Journey recognizes housing as a core human right and determinant of safety, prioritizing Indigenous women's safety and leadership in housing. Led and supported by the Indigenous Relations Division, it embeds reconciliation across all City departments. |

[342] City of Winnipeg, *Winnipeg Poverty Reduction Strategy* (2021), **https://engage.winnipeg.ca/15187/widgets/66491/documents/93025**, 33-36.

[343] City of Winnipeg, *PRS*, 34.

[344] City of Winnipeg, *PRS*, 39-40.

[345] City of Winnipeg, *PRS Implementation Plan 2024-2027* (2023), **https://engage.winnipeg.ca/15187/widgets/66491/documents/120886**, 8.

[346] City of Winnipeg, CO-014, Welcoming Winnipeg: Reconciling Our History, (30 January 2020), **https://clkapps.winnipeg.ca/DMIS/DocExt/ViewDoc.asp?DocumentTypeId=2&DocId=7666**, 2.

| Plan/Strategy | Description |
|---|---|
| ***Winnipeg's Indigenous Accord*** (the *Accord*) | On March 22, 2017, the *Winnipeg Indigenous Accord* was adopted by Council and is a "living document [that] guides the shared commitment to the Journey of Reconciliation".[347] The *Accord* is rooted in the TRC 94 *Calls to Action* and the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG) 231 *Calls for Justice*, which are further described in the following section.<br><br>The *Accord* includes six commitments and ten principles, including for the City to **"[engage] multiple sectors, organizations, groups, and individuals across Winnipeg to build new initiatives, partnerships, and advance reconciliation efforts with Indigenous Peoples."**[348] The City and partners signatory to the Accord are required to set goals and annually report their progress on measurable reconciliation actions.<br><br>Under Commitment 5, **"reconciliation must create a more equitable and inclusive society by closing the gaps in social, health, and economic outcomes that exist between Indigenous and non-Indigenous Canadians."**[349] This includes addressing systemic inequities in housing that harm Indigenous peoples through Indigenous-led, culturally safe solutions. The Naawi-Oodena partnership[350] is one example of this — demonstrating reconciliation in practice through Treaty-based, Indigenous-led urban development that integrates housing, culture, and economic self-determination. |
| ***The City of Winnipeg Housing Policy*** | The City of Winnipeg Housing Policy was adopted by Council in 2023, with the purpose of supporting the implementation of OurWinnipeg and Complete Communities to achieve a sustainable and healthy housing environment that meets the needs of the Winnipeg population.<br><br>Its intent is to help strengthen policies and programs of other levels of government to ensure they support needs of the Winnipeg population. |

[347] Indigenous Strategy, *Report on the Winnipeg Indigenous Accord* (2023), **https://legacy.winnipeg.ca/indigenous/WIA/pdfs/Accord-Conference-Report-2024.pdf**.

[348] City of Winnipeg, Winnipeg's Indigenous Accord: Our Shared Future Rooted in Truth, Harmony, and Generosity (22 March 2017), **https://legacy.winnipeg.ca/indigenous/pdfs/CoW-Indigenous-Accord.pdf**, Commitment 4.

[349] The *Accord*, Principle 5.

[350] City of Winnipeg, 'Largest Urban Reserve in Canadian History Proposed', City of Winnipeg Newsroom, 8 June 2022, **https://www.winnipeg.ca/news/2022-06-08-largest-urban-reserve-canadian-history-proposed**.

| Plan/Strategy | Description |
|---|---|
| ***Winnipeg's Climate Action Plan*** (*WCAP*)<br><br>**Relevant sections:** Strategic Opportunities 4 and 5 | *WCAP* provides a framework for the City to reduce its greenhouse gas emissions by 80 percent by 2050.[351] *WCAP* sets a vision for climate action in Winnipeg, which includes **"[facilitating] compact development and healthy neighbourhoods that are connected through a network of active and transit-oriented mobility options"** and **"strategically [integrating] climate action within both land use and transportation decision-making"**.[352]<br><br>*WCAP* identifies two strategic opportunities related to housing and residential development:<br>• Facilitate Compact, Complete Development & Increase Density[353]<br>• Low Carbon & Energy Efficient Buildings[354]<br><br>Directions and actions under these opportunities promote infill, mixed-use development, transit-oriented development and active transportation linkages, brownfield redevelopment, and exploring incentives, policy tools, and partnerships to achieve these targets. |

# Indigenous Peoples and reconciliation

As described in the previous section, the City of Winnipeg has committed to the *United Nations Declaration on the Rights of Indigenous Peoples*, TRC's *Calls to Action*[355], and The National Inquiry into MMIWG's *Calls for Justice* through its Journey to Reconciliation and the *Accord*.

**Table 36** summarizes direction these international and federal policies provide in relation to housing.

[351] City of Winnipeg, *Winnipeg's Climate Action Plan: Planning for Climate Change, Acting for People* (2018), **https://www.winnipeg.ca/services-programs/trees-environment/climate-action/winnipegs-climate-action-plan**, iv.

[352] City of Winnipeg, *WCAP*, iv.

[353] City of Winnipeg, *WCAP*, 41-44.

[354] City of Winnipeg, *WCAP*, 45-48.

[355] City of Winnipeg, 'Implementation of TRC Calls to Action', Indigenous Relations Division, 30 January 2019, **https://legacy.winnipeg.ca/indigenous/reconciliation/activities.stm**.

**Table 36:** Alignment with international and federal policies on Indigenous Peoples and reconciliation.

| Policy | Description |
|---|---|
| ***United Nations Declaration on the Rights of Indigenous Peoples*** (*UNDRIP*) | *UNDRIP* guides City policies to uphold Indigenous peoples' rights to housing, land, and self-determination, with special measures for the protection and participation of Indigenous women and children. Two articles in *UNDRIP* specifically refer to housing, stating that Indigenous people have the right to:<br>• **"the improvement of their economic and social conditions, including […] housing" without discrimination**[356]<br>• **"be actively involved in developing and determining health, housing and other economic and social programmes affecting them"**[357]<br>By aligning with these principles, the City recognizes that adequate housing for Indigenous people is a right and that Indigenous voices must inform housing solutions. |
| **94 *Calls to Action*, Truth and Reconciliation Commission** (TRC) | Under Call to Action 43, **"federal, provincial, territorial, and municipal governments [are called upon] to fully adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation."**[358]<br>This HNA aims to amplify Indigenous voices, describe the housing needs of Indigenous Peoples living in Winnipeg, and provide some examples of Indigenous led, culturally safe solutions. |
| **231 *Calls for Justice*, The National Inquiry into MMIWG** | Indigenous women, girls, and 2SLGBTQIA+ people are disproportionately impacted by violence. The National Inquiry into MMIWG's *Calls for Justice* highlight access to safe and adequate housing as an urgent safety and equity issue. Call for Justice 4.6 urges all governments to **"[construct] new housing and [repair] existing housing to meet the housing needs of Indigenous women, girls, and 2SLGBTQQIA people"**.[359]<br>This HNA includes a specific focus on gender-based housing needs and provides best practices for building safety considerations into housing. |

[356] United Nations, *United Nations Declaration on the Rights of Indigenous Peoples* (2007), **https://www.un.org/development/desa/indigenouspeoples/wp-content/uploads/sites/19/2018/11/UNDRIP_E_web.pdf**, Article 21, 17.

[357] United Nations, *UNDRIP*, Article 23, 18.

[358] Truth and Reconciliation Commission of Canada, *Calls to Action* (2015), **https://ehprnh2mwo3.exactdn.com/wp-content/uploads/2021/01/Calls_to_Action_English2.pdf**.

[359] National Inquiry into Missing and Murdered Indigenous Women and Girls, *Calls for Justice* (2019), **https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/Calls_for_Justice.pdf**, 182.

# Housing strategies

**Table 37** summarizes federal and provincial housing and homelessness strategies, namely the *National Housing Strategy* and *Your Way Home: Manitoba's Plan to End Chronic Homelessness.*

**Table 37:** Alignment with federal and provincial strategies around housing and homelessness.

| Strategy | Description |
|---|---|
| ***National Housing Strategy*** (*NHS*) | The *National Housing Strategy Act*[360] recognizes the right to adequate housing as a fundamental human right affirmed in international law.<br><br>Canada's *NHS* commits to reducing the number of households in core housing need[361] and reducing chronic homelessness by 50 percent[362] and within a decade. The *NHS* also has several other targets (e.g., creating new housing units, renewing and repairing homes, protecting and expanding community housing units), and focus on priority populations, including equity-seeking groups. This HNA monitors progress towards these goals and demonstrates that there is a long way to go in achieving it. |
| ***Your Way Home: Manitoba's Plan to End Chronic Homelessness*** (*Your Way Home*) | the Province of Manitoba commits to ending chronic homelessness in this province by 2031, with the goal that **"any Manitoban who becomes unsheltered will be rehoused within weeks of becoming homeless."**[363]<br><br>A core part of this Plan is to move people from encampments to housing by working with the City and community outreach teams on its *30-Day Encampment Outreach Plan.*[364]<br><br>The Plan also provides a framework to ending chronic homelessness, which includes:[365]<br>• Increasing the supply of social housing with wraparound supports<br>• Creating a Housing First program in Manitoba Housing<br>• Aligning coordination between organizations and governments<br>• Recruiting, training and retaining front-line staff<br>• Addressing gaps that lead youth and vulnerable people into homelessness<br>• Inspiring hope and developing pathways to success<br><br>To ensure people stay housed, an adequate supply of affordable, suitable housing is needed, and this HNA provides some guidance towards achieving that goal. |

[360] *National Housing Strategy Act*, S.C. 2019, c. 29, s. 313 (2019), **https://laws-lois.justice.gc.ca/eng/acts/n-11.2/FullText.html**.

[361] At the time of the Strategy's release, 1.7 million people were determined to be in housing need. The NHS' initial target was to reduce or eliminate housing need for 530,000 households, which has since been updated to 580,000 households.

[362] Government of Canada, *Canada's National Housing Strategy: A Place to Call Home* (2017), **https://housing-infrastructure.canada.ca/alt-format/pdf/housing-logement/ptch-csd/canada-national-housing-strategy.pdf**, 3.

[363] Province of Manitoba, *Your Way Home: Manitoba's Plan to End Chronic Homelessness* (2025), **https://www.gov.mb.ca/asset_library/en/hah/docs/homeless/mb-plan-to-end-chronic-homelessness.pdf**, 9.

[364] Province of Manitoba, *Your Way Home*, 8-9.

[365] Province of Manitoba, *Your Way Home*, 9-12.

# Appendix 3: Assumptions and limitations

## Timeliness of data

This report was prepared using the most current data available. The timeliness of this data differs based on the source, and ranges between 2021 (for data retrieved from the census) and 2025 (for most data available from the City of Winnipeg).

## Census

Many sources of data in this report relies on the Canadian Census, which is collected every five years by Statistics Canada.[366] While the Census is the most consistent, reliable, nationwide source of disaggregated data, there are gaps and flaws in its data capture (e.g., self-reporting, non-response rate, etc.).

### Geographies

The Winnipeg census subdivision (CSD) boundaries are used wherever possible, however, data at this level is not always available. For example, some data is only available at the Census Division (CDR) or Census Metropolitan Area (CMA) level.

In all cases where City of Winnipeg data is not available, the geography and associated limitations are made clear.

## Core housing need and excluded populations

The Census is relied upon for the key metric of core housing need. But certain populations are left out of this count. For one, only private, non-farm, non-reserve, owner- or renter-HHs with incomes greater than zero and shelter-cost-to-income ratios less than 100 percent are assessed for Core Housing Need. This means there are critical gaps.

[366] CMHC, 'Winnipeg (CY)', Housing Market Information Portal, 2025, **https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/4611040/4/Winnipeg%20(CY)%20(Manitoba)**.

Other groups that are excluded from measurement include:

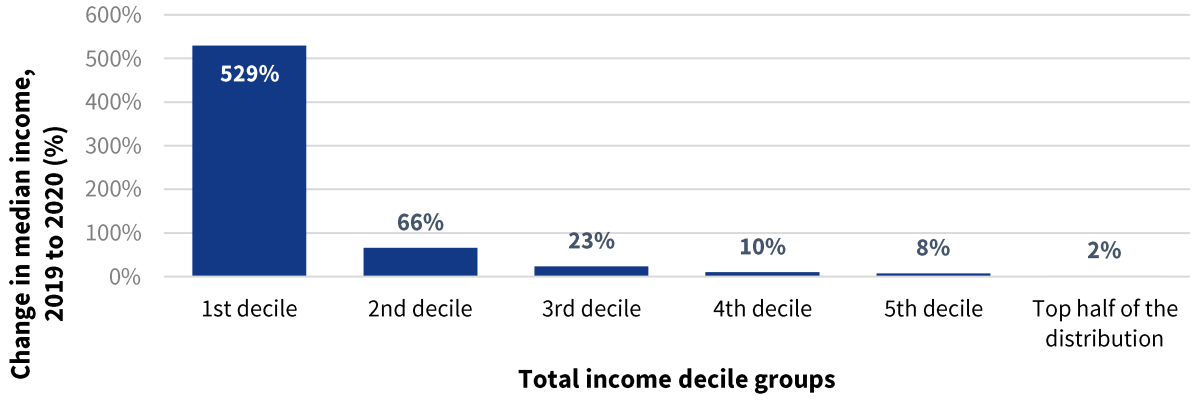
- **Non-family households with at least one household maintainer aged 15 to 29 attending school**: These HH are considered not to be in Core Housing Need, regardless of their housing circumstances. Attending school is considered a transitional phase, and low incomes earned by student households are viewed as being a temporary condition. In the 2023/2024 academic session, Winnipeg had 47,315 full time post-secondary students[367].
- **Households within Single Resident Occupancy (SRO) homes and other forms of congregate housing or unsheltered** (including long-term care, rooming houses, emergency or domestic violence shelters, and staying in encampments or sleeping rough)

## Incomes

The most recent Census (2021) explores income from the 2020 year. Core Housing Need dropped across the country from 2016 to 2021 in contrast to the rising cost of housing over that period. A likely explanation for this discrepancy was the introduction of the Canada Emergency Response Benefit (CERB), which provided financial support to employed and self-employed Canadians during the pandemic.

In **Figure 28** below we can see that median incomes rose dramatically for the lowest 10 percent of earners in Canada between 2019 and 2020, when CERB was most active — increasing over 500 percent. This unusual increase was also apparent in the second decile of earners with an increase of 66 percent, but quickly drops off, with only a two percent increase for the highest 50 percent of earners (i.e., the top half of income distribution).

**Figure 28:** Impact of CERB on median incomes by decile group, Canada, 2019 to 2020.[368]




[367] Province of Manitoba, 'Manitoba Post-Secondary Education Statistics', Advanced Education and Training, May 2024, https://www.edu.gov.mb.ca/ald/statistics.html.

[368] As cited in Housing Assessment Resource Tools (HART), *HART Community Housing Report: City of Winnipeg*, Draft (2024), 8.

## City of Winnipeg assessment parcel data

A comparison of dwelling units was conducted between the years 2016 and 2025 using City of Winnipeg current and historic assessment parcel data for analysis in the Housing Supply section.

The year 2016 was chosen because it was a census year and has additional information available through census and Statistics Canada resources. Building types were broken down into greater detailed categories than the Statistics Canada dwelling categories. For instance, three- and four- unit homes classified by Statistics Canada as either apartments or townhouse units are combined in the Housing Supply Section. This allows for deeper analysis of smaller property types and trends but poses complications when comparing directly with Statistics Canada dwelling categories.

# Appendix 4: Engagement summary

## Focus groups

The City of Winnipeg hosted seven focus groups and drew on data from one focus group hosted by End Homelessness Winnipeg (EHW).

**Table 38:** Summary of focus groups hosted by the City of Winnipeg and partner organizations.

| Topic | Host organization | Date | Description of participants |
|---|---|---|---|
| **Gender-based housing needs** | North End Women's Centre | June 17, 2025 | Both NEWC staff and participants engaged |
| **Indigenous youth housing needs** | Shawenim Abinoojii | June 24, 2025 | Shawenim Abinoojii staff |
| **Refugee claimants' experience with housing** | New Journey Housing | June 10, 2025 | Three focus groups with refugee claimants in English, French and Arabic with interpreters |
| **Housing Improvement Zones** | City of Winnipeg | July 7, 2025 | Housing staff from Neighbourhood Renewal Corporations and Residents' Associations |
| **Older adults housing** | Winnipeg Regional Health Authority | May 21 and 22, 2025 | Three focus groups with staff including:<br>• Seniors Centre<br>• Seniors Resource Coordinators<br>• Tenant Resource Coordinators – supporting older adults with housing |
| **2SLGBTQIA+ housing needs** (EHW) | Sunshine House | July 11, 2025 | End Homelessness Winnipeg engaged Sunshine House participants and shared engagement results |

**Figure 29:** Focus group with participants at New Journey Housing.




**Figure 30:** North End Women's Centre supportive housing (focus group site).



# Interviews

The City of Winnipeg conducted 33 interviews or informal small group meetings with external and internal representatives from sectors/experts in the areas summarized in **Table 39** below. The report also draws on interviews conducted by End Homelessness Winnipeg.

**Table 39:** Summary of interview participants' areas of expertise.

| Area of expertise | Description |
|---|---|
| **Population-specific housing needs** | • Housing with supports for people with disabilities- physical, developmental, mental health<br>• Housing for Newcomers<br>• Seniors housing<br>• Youth housing, including Indigenous youth housing<br>• Gender-based housing needs<br>• Pet-inclusive housing<br>• MMIWG2S+ and connection to housing<br>• First Nations Housing support (including temporary relocation to Winnipeg) |
| **Project planning/co-ordination** | • Data collection/ research<br>• Intergovernmental collaboration |
| **Housing supply** | • Rooming houses<br>• Vacant buildings<br>• Homes lost/ damaged due to fire<br>• Low-end-of-market housing<br>• Climate Resilient housing<br>• Private sector development trends<br>• Accessible housing |
| **Housing operations** | • Non-profit housing<br>• Urban Indigenous housing<br>• Supportive, low-barrier housing |

# Surveys and email engagement

In addition to the above engagement activities, the City of Winnipeg, with support from partner organizations, distributed paper and electronic surveys and sent some questions by email, to individuals with expertise and lived experience in:

- Professional property management
- Newcomer housing
- MMIWG2S+ and their loved ones' housing needs
- Indigenous youth

This report also drew on responses to a survey distributed by End Homelessness Winnipeg.

## Professional Property Management Association Survey

The Professional Property Management Association (PPMA) sent a survey to its members by e-mail and shared a summary of their survey findings back to the City. The survey was intended to gain an understanding of the rental housing situation in Winnipeg from the perspective of landlords and property managers.

## Newcomer Housing Provider Survey

A survey was distributed to organizations who provider housing and/or other services to newcomers. This survey was distributed at the Newcomer Housing Workshop hosted by Shared Ground and New Journey Housing. The survey could be completed virtually or in-person (paper copy).

## Giganawenimaanaanig Committee

The Giganawenimaanaanig Committee is composed of Indigenous community leaders who advise the City on issues related to MMIWG2S+. Questions were sent to committee members who provided their responses by e-mail. This survey was intended to gain an understanding housing needs for Indigenous families, particularly those affected by MMIWG2S+.

## Indigenous Youth Survey

Shawenim Abinoojii staff helped to distribute a survey to Indigenous youth. Questions in this survey were the same as those asked during the Indigenous Youth Focus Group. Shawenim Abinoojii staff printed the survey questions and participants were able to provide a written response to the survey.

## Winnipeg Affordable Housing Strategy: Community Survey

End Homelessness Winnipeg (EHW) was engaged in a similar research project at the same time as this HNA. As such, the City and EHW entered into a data sharing agreement to avoid over-engaging organizations and other participants.

EHW conducted a community survey targeted towards people with a lived experience of, are currently experiencing, and/or at-risk of homelessness.[369] Findings from this survey were shared by EHW with the City.

# Site visits

As part of HNA research, City staff were welcomed on tours to sites of some unique and promising housing sites, specifically:

- Rooming Houses in the Spence neighbourhood
- Low Barrier Supportive Housing in the Centennial neighbourhood



**Figure 31:** Photographs of Home First Winnipeg transitional supportive housing (left) and Unger Properties rooming houses (right).

[369] This includes people experiencing visible homelessness and/or hidden homelessness. This also includes people who are at-risk of homelessness (i.e., housing insecurity/precarious housing and core housing need).

# Appendix 5: HART Methodology

## Projections methodology

HART's method for projecting growth uses a line of best fit for each relevant category (e.g., income, household size, need, etc.) across 3 historical censuses: 2006, 2016, and 2021. Treating these as points 1, 3, and 4, we extrapolate to period 6, which is equivalent to 2031. The method is applied to subtotals and the totals separately, so this method will result in different subtotals than grand totals.

Because of the recent population growth has outstripped census trend, we base count estimates off the City of Winnipeg Economic Development and Policy calculations for Winnipeg (CSD), and present estimates for census housing unit mix trends as proportions for 2031 projections based on HART.

Calculating household growth by income or household size is possible for most communities since we are only disaggregating by one dimension (i.e., total households split by income, or total households split by household size). To estimate the units needed by number of bedrooms however, we need to disaggregate households by 3 dimensions: household income, household size, and family type. Performing this split on small groups may result in values being suppressed. Consequently, small number projections are likely less accurate than those for larger categories.

## Income categories

Part of this HNA uses the Housing Assessment Resource Tools (HART) methodology. This approach is used in the report to explore affordability and core housing need. The HART methodology groups households into categories relative to the city's area median household income (AMHI). This can be useful for exploring affordability levels for a population as a whole, including helping to determine the maximum monthly shelter costs that might be affordable to each income group.

In 2020, Winnipeg's AMHI was $80,000. The income categories used for these calculations, and the ranges of monthly rental costs that can be afforded by households within these income categories, are shown in **Table 40** below.

**Table 40:** Annual household income ranges for HART income categories, Winnipeg, 2021.

| Income category (% of AMHI) | Annual household income range | Affordable monthly rent |
|---|---|---|
| Very Low (20% or less AMHI) | Less than $16,000 | **Less than $400** |
| Low (21-50% AMHI) | $16,001 to $40,000 | **$401 to 1,000** |
| Moderate (51-80% AMHI) | $40,001 to $64,000 | **$1,00 to $1,600** |
| Average (81-120% AMHI) | $64,001 to $96,000 | **$1,601 to $2,400** |
| High (more than 120% AMHI) | More than $96,000 | **More than $2,400** |
| **AMHI (Winnipeg)** | **$80,000** | |

# Assumptions and family bedroom requirements

We use the National Occupancy Standards (NOS)[370] as our basic set of assumptions. However, the NOS allows for children to share a bedroom if they are the same sex which introduces some complication. For simplicity, we assume that each child needs their own bedroom.

For the purpose of translating household sizes to bedroom requirements, HART uses only the specific categories **bolded** in the list below:

- Census family households
- One-census-family households without additional persons
    - One couple census family without other persons in the household
        - **Without children**
        - **With children**
    - **One lone-parent census family without other persons in the household**
- **One-census-family households with additional persons**
    - One lone-parent census family with other persons in the household
- **Multiple-family households**
- **Non-census-family households**
- Non-family households: One person only
- Two-or-more person non-census-family household

HART elected to use these groups because they account for all categories that would affect the type of unit needed to house them. For example, the aggregate category “non-census-family households” was chosen as both (i) one person households and (ii) two or more-person non-census-family households would have the same type of bedroom requirement (i.e., one bedroom per individual in

[370] CMHC, ‘National Occupancy Standard’, CMHC Solving Housing Affordability Together, 19 July 2022, **https://www.cmhc-schl.gc.ca/professionals/industry-innovation-and-leadership/industry-expertise/affordable-housing/provincial-territorial-agreements/investment-in-affordable-housing/national-occupancy-standard**.

the non-census-family household). **Table 41** below describes how to convert household size and family type into number of bedrooms.

**Table 41:** Family type bedroom requirements.

| Family type | Description | Bedroom requirements | |
|---|---|---|---|
| | | *Notes* | *Formula* |
| **One couple census family without other persons in the household – Without children** *[2021 Col 11]* | Married or common-law couple. These will always be two-person households. | Couples may share a bedroom. This family type requires a minimum of 1 bedroom. | Beds = 1 |
| **One couple census family without other persons in the household – With children** *[2021 Col 12]* | Married or common-law couple with child(ren). | Couples may share a bedroom. This family type requires a unit with bedrooms equal to the household size - 1.<br>For instance, a couple with 2 children (household size = 4) requires a unit with (4 - 1=3) 3 bedrooms. | Beds = HH size - 1 |
| **One lone-parent census family without other persons in the household** *[2021 Col 13]* | Single parent with child(ren). | As parent and child(ren) each require their own bedroom, the required number of bedrooms is equal to the size of the household. | Beds = HH size |
| **One census-family households with additional persons** *[2021 Col 17]* | One census family (couple with child[ren]) with other persons in the household, such as grandparent, roommate. | The couple can share a bedroom but we assume each child needs their own bedroom. | Beds = HH size - 1 |
| **One lone-parent census-family household with additional persons** *[2021 Col 18]* | One lone-parent census family (single parent with child[ren]) with other persons in the household, such as grandparent, roommate. | Since adults and child(ren) each require their own bedroom, the required number of bedrooms is equal to the size of the household. | Beds = HH size |

| Family type | Description | Bedroom requirements | |
|---|---|---|---|
| | | *Notes* | *Formula* |
| **Multiple-family households** *[2021 Col 19]* | A household in which two or more census families live (e.g., two single mothers sharing a home with their respective children; a married couple living with one partner's parents; etc.). Household size will be four or more in nearly all cases In most communities, this family type is rare. | We cannot infer how many members are adults or children so we assume all are adults with at least two couples who can each share a bedroom. | Beds = HH size - 2 |
| **Non-census-family households** *[2021 Col 20]* | A non-couple or parent household. This classification includes one-person households and two or more-person non-census-family household. | Since each adult requires their own bedroom, the required number of bedrooms is equal to the size of the household. | Beds = HH size |

# Data sources

1. **Households by income category and household size and core housing need**
    a. 2006 Census: Statistics Canada, 2023, "HART - 2006 Census of Canada - Selected Characteristics of Census Households for Housing Need - Canada, all provinces and territories at the Census Division (CD) and Census Subdivision (CSD) level [custom tabulation]", **https://doi.org/10.5683/SP3/KW09ZA**, Borealis, V1
    b. 2016 Census: Statistics Canada Catalogue no. 98-400-X2016227
    c. 2021 Census: Statistics Canada. Table 98-10-0232-01 Age of primary household maintainer by tenure: Canada, provinces and territories, census divisions and census subdivisions

2. **Housing starts**
    a. Canada Mortgage and Housing Corporation (CMHC) Starts and Completions Survey;
    b. City of Winnipeg Economic Development and Policy calculations for Winnipeg (CSD).

3. **Demolitions**
    a. Actual Demolitions and Projections for 2013 using methodology outlined above on permit data - Winnipeg (CSD). Table in HNA. City of Winnipeg Data Scientist calculations based on HART methodology for Winnipeg (CSD)

4. **Population**
    a. Statistics Canada, Table 17-10-0155-01, Population estimates, July 1, by census subdivision, 2021 boundaries;
    b. City of Winnipeg Economic Development and Policy calculations for Winnipeg (CSD).