13)

HOUSING : POST-WAR COMMITTEE (13)

1943-44

RG 9 SERIES A-1
VOLUME 13 #13

61-C-6
file 13

Dear Mr. Hamilton

From the attached copy you will note some progress has been made. I suggest Ref Bank & yourself as members, but failing this Mr. Bennett & Ref Bank?

A. J. D.

HOUSING - POST-WAR COMMITTEE
1943-44

May 3rd, 1943.

MEMO RE HOUSING COMMITTEE

Appointment of Committee by Council, February 15, 1943

The following recommendation was contained in the Annual Report of the Town Planning Commission:
"That the City Council consider the appointment of a special committee on Low Cost Housing to include representatives of various interested civic bodies."

The Council appointed the following Committee: Aldermen Buscombe, Corey and Greyell, and Secretary for Zoning Matters.

Why the request for such a Committee was made

As a principle of town planning the Commission is interested in the provision of adequate housing accommodation for persons in the low income brackets, and the abolition of unhealthy housing conditions, but realize that any effort in this direction not directly financed by private enterprise must originate with the City Council and such public bodies, hence the request for the creation of a committee. The term "low cost housing" is a technical one commonly used in connection with housing schemes. It may have lead to some misunderstanding and is better expressed as "low rental housing".

City cannot assume the financial burden

No large city can solve the housing problem alone. Building By-laws, Zoning regulations and demolitions do no more than scratch the surface while the limitation of taxation power and the obligation of maintaining public services make it impossible for a city to undertake housing reform without full national aid.

Housing a Post-War Programme

In spite of the steady increase of population war conditions make it well nigh impossible to relieve the situation to-day, therefore our only hope is a Post-War Programme of Housing. This fact is recognized in all large cities, and the Dominion and Provincial Governments are including housing in all their Post-War Rehabilitation Programmes.

The Work of the Committee

In order to take advantage of such assistance as the Dominion and Provincial Governments may contemplate providing in the matter of housing, the Committee should be in communication with these Governments and also with other large Canadian cities so that any approach to the housing problem may be with unity of thought and action.

There are a number of public bodies and individuals in the City who have given thought and study to this question, and whose services and advice would be of assistance to such a Committee. When hostilities cease and the post-war rehabilitation comes into being, Vancouver should be prepared with a well thought out low rental housing scheme.

HOUSING & TOWN PLANNING 1943-44

The Need for Proper Housing Accommodation

Prepared charts show that over a period of 25 years there has been a steady increase in population and a very rapid increase during the last two years, but no corresponding increase in the erection of dwellings has taken place. In fact during the last war and the depression, building almost came to a standstill and once again owing to war conditions there is a marked falling off in the number of dwellings erected.

All these factors have and are continuing to create a very unsatisfactory state of overcrowding particularly for persons in the low income brackets. Surveys have revealed the unhappy and unhealthy condition in which many people live, conditions condusive to all forms of delinquency.

Under our present system most persons in the low income brackets are quite unable to erect good standard living quarters for themselves and thus old unsanitary and unsatisfactory buildings are crowded with tenants; shacks are erected in many outlying portions of the City and water fronts are crowded with unsightly shacks. These conditions can only be remedied by concerted public action.

Housing other than low rental schemes

The Committee are authorized to investigate all means whereby the erection of dwellings may be aided and increased.

1943-44

VANCOUVER B.C.

CITY OF VANCOUVER

City Clerk's OFFICE — CITY HALL

May 17th, 1943.

Miss F.M. Ross,
Acting-Secretary,
Town Planning Commission, City.

Dear Sir:

Re Low Cost Housing.

I beg to notify you of the following recommendation of the Building, Civic Planning & Parks Committee, which was adopted by Council on the 17th inst:-

"The Special Committee re Low Cost Housing comprising Aldermen Buscombe, Corey and Greyell and the Secretary for Zoning Matters, submitted a report to Council on April 27th, which report was referred to the Building, Civic Planning and Parks Committee, for consideration.

Recommended that the following resolution contained in the report of the Special Committee dated April 21, 1943, be approved:

'That the Special Committee on Low Cost Housing be re-named The Post-War Housing Committee, and that it be given authority to add to its membership representatives of such civic bodies or citizens as may be interested in the post-war housing problem, and that the Committee be further authorized to enquire and report from time to time upon what steps are being taken by the Dominion and Provincial Governments, and other Canadian cities with regard to Post-war housing schemes and to endeavour to formulate post-war housing plans for the City of Vancouver.'

And further the suggestion of the Town Planning Commission 'that the powers of the Committee be made wide enough to embrace all phases of post-war housing' be concurred in."

Yours faithfully,

City Clerk.

RT/MM.
sent to -
Ald. Buscombe.
" Corey.
" Greyell.
Secy., Zoning.
Town Planning Comsn.

1943-44

B. 85.5 M.

COPY

CITY OF VANCOUVER
BUILDING DEPARTMENT

LETTER FILE NO. _____

CORRESPONDENCE FILED UNDER

_____

June 2nd, 1943.

Chairman and Members,
Town Planning Commission,
626 W. Pender St.,
Vancouver, B. C.

Dear Sirs: Re: Post-War Housing

On April 27th the City Council adopted the following recommendation:

"That the Special Committee on Low Cost Housing be re-named the Post-War Housing Committee, and that it be given authority to add to its membership representatives of such civic bodies or citizens as may be interested in the post-war housing problem, and that the Committee be further authorized to enquire and report from time to time upon what steps are being taken by the Dominion and Provincial Governments and other Canadian cities with regard to post-war housing schemes and to endeavour to formulate post-war housing plans for the City of Vancouver."

And further the suggestion of the Town Planning Commission "that the powers of the Committee be made wide enough to embrace all phases of post-war housing" be concurred in.

A memo of the reasons why the Committee was organized, is attached hereto.

The membership of the Post-War Housing Committee consists of Aldermen Buscombe (Chairman), Corey, Greyell, and Secretary for Zoning Matters who has been appointed Secretary.

As the request for such a Committee originated with the Town Planning Commission, the members feel that at least two representatives of the Commission should be appointed. Will you therefore kindly advise the undersigned the names and addresses of those who may be so appointed

For your information I beg to advise the following organizations have been asked to appoint a representative:

Board of Trade
Junior Board of Trade
Vancouver Real Estate Exchange
Architectural Institute of B. C.
Building & Construction Industries Exchange

1943-44

...M.
...COPY

CITY OF VANCOUVER
BUILDING DEPARTMENT

LETTER FILE NO. _____

CORRESPONDENCE FILED UNDER

_____

General Contractors Association
Vancouver Trades & Labour Council
Vancouver Council of Social Agencies
Local Council of Women
Housewives League of B. C.
Housing Committee, Public Affairs Institute, Y.M.C.A.

Yours truly,

Secretary, Housing Committee

AJH:P

1943-44

T.P.C.

1943 – Memo Re HOUSING COMMITTEE May 3, 1943.

On the recommendation of the TPC

(1) ~~TPC. suggests~~ recommends Council ~~to~~ appoints a special committee (on Feb 15) on Low Cost Housing to include a broad range of interested parties

Feb 15

Rationale for the recommendation: "As a principle of town planning the Commission is interested in the provision of adequate housing accommodation for persons in the low income brackets and the abolition of unhealthy housing conditions".

p. 1 Memo RE HOUSING COMMITTEE MAY 3, 1943.

Call for a post war housing programme to be undertaken by all three levels of govt.

7h

1943-44

Since all the alternative methods produce residuals, a certain amount of landfilling is inevitable. However, such residuals would be far more tractable or manageable than "raw" MSW.

Background:

Currently the GVRD is facing a severe problem in disposing of its MSW. This problem has three components:

1) Intensive urbanization and population concentration in the GVRD have increased solid wastes and reduced the quantity of land available for disposal.

2) A number of old landfill sites are scheduled for closure in the near future.

3) Several Lower Mainland municipalities have rejected GVRD proposals to locate sanitary landfill sites in their jurisdictions.

PROBLEM STATEMENT:

The GVRD is unable to find suitable landfill sites within the Metropolitan Region. This is due to intense opposition on the part of a number of Lower Mainland municipalities regarding GVRD proposals for locating landfill sites within their jurisdictions. Such opposition is predicated on the reluctance of residents to have such facilities locate in or adjacent their neighbourhoods. This is understandable given public perception of the sanitary landfill as an aesthetic nuisance, source of insects and vermin, and health hazard for human and animal populations. The problem, then, is how to reconcile the requirements of the GVRD for adequate landfill sites with demands of residents for a high quality environment.

One possible approach to resolving this problem would involve a survey of residents to learn (1) what form of disposal they would consider acceptable, and (2) how much they would be willing to pay for such services. The second part is essential if responses are to be kept within the bounds of financial reality.

1943-44

General Contractors Association
Vancouver Trades & Labour Council
Vancouver Council of Social Agencies
Local Council of Women
Housewives League of B. C.
Housing Committee, Public Affairs Institute, Y.M.C.A.

Yours truly,

Secretary, Housing Committee

AJH:P
Encl.

1943-44

5th June, 1943.

Mr. A. J. Harrison,
Secretary, Housing Committee,
City Hall,
Vancouver, B. C.

Dear Sir:

At a meeting of the Commission held yesterday, a resolution recommending the appointment of the following representatives of the Town Planning Commission to the Housing Committee, was adopted:

Prof. F. E. Buck
Mr. J. C. McPherson

I remain,

Yours very truly,

Acting-Secretary.

1943-44

14th October, 1943.

Mr. A. J. Harrison,
Secretary, Post-War Housing Committee,
City Hall,
Vancouver, B. C.

Dear Mr. Harrison:

I wish to acknowledge receipt of the notice calling the next meeting of the Post-War Housing Committee of the City Council, on Monday, October 18th next at 11:00 A.M. Owing to the fact that I have to lecture at the University at this hour, I am sorry that I shall not be able to attend this particular meeting.

With reference to the minutes of the first meeting and the set-up of the various committees as outlined by the special committee, I should like to state that in my opinion this committee set-up is logical and I trust that all the suggested members will be able to serve on these committees. However, there is always the possibility, I know, that one or two may wish to change their position on such committees.

May I also make the suggestion that an Executive Committee from the larger committee be set up at an early date. It might consist of three or four members or possibly the chairmen of the various committees. I am sure that such a committee will be necessary in order to take care of the various details of these six committees. Although the work is on a voluntary basis, there will be considerable clerical and some drafting work to be done for these committees in order that we may arrive at some definite conclusions as quickly as possible. This suggested committee will have to discuss with the City Council whether such services can be provided from the staffs of the City Hall or whether funds can be provided to allow each committee to employ its own occasional staff, or possibly a small staff assigned to all committees for this purpose. I trust this suggestion will be discussed and some action taken.

I am very happy to note that both the Medical Health Officer and the Building Inspector have been added to the membership of our committee.

Yours sincerely,

FEB/FMR

(Prof.) F. E. Buck

1943-44

A meeting of the Post-War Housing Committee was held in No. 1 Committee Room, City Hall, on Wednesday, December 29th at 2:30 P. M.

Present: Aldermen, Buscombe (Chairman), Corey and Greyell; Medical Health Officer; Building Inspector; Secretary for Zoning Matters; and the following representatives of organizations:

Board of School Trustees	- Mr. Henderson,
Town Planning Commission	-Professor Buck, Mr. McPherson
Board of Trade	-Messrs. Botham and Walker,
Junior Board of Trade	-Mr. Neil
Vancouver Real Estate Exchange	-Mr. Hoole
Architectural Institute	-Messrs. W.F. Gardiner and Van Norman,
Trades and Labour Council	-Messrs. Watts and Stevenson
Local Council of Women	-Mrs. Clark
Council of Social Agencies	-Mrs. Solman
Public Affairs, Y.M.C.A.	-Mr. Mandale
Downtown Merchants Assoc.	-Mr. Campbell

His Worship the Mayor, and Alderman Miller also attended the meeting for a little while.

The minutes of the previous meeting were read and approved.

Mr. Van Norman, who is a member of the James Committee on Reconstruction addressed the meeting briefly, outlining the work of his Committee. He explained that he was at a great disadvantage as the final report had been submitted to the Dominion Cabinet and therefore he was not in a position to divulge any of the details. The meeting appreciated his predicament and were grateful for what information he was able to give.

Mr. J. G. Turgeon, M. P., who is the Chairman of the House of Commons Committee on Reconstruction and Rehabilitation gave a very interesting talk on the work of his committee in relation to housing, pointing out that owing to the fact the Dominion Government had not announced its financial policy with regard to post-war housing he was only able to present a faint outline of the hopes and aspirations of the reconstruction committee, however he gave assurances that housing was considered one of the most vital sections of the rehabilitation schemes, and expressed the hope that the Government would lay the foundations of a definite housing policy even while the country was still engaged in the task of winning the war.

Mr. Rowebottom gave an outline of the work which the Dominion Bureau of Statistics is endeavouring to do in Vancouver at the present time, which includes the publication of an atlas similar to the one already issued for the City of Ottawa, and which is designed to show many phases of the housing situation in relation to population, approximate value of buildings, housing conditions, and also the desires of the people generally with regard to future housing accommodation.

The Secretary submitted and read the reports from the three following sub-committees; Standard of Housing, Rehabilitation of Areas, and Construction. All three were accepted, and adopted as progress reports.

1943-44

The Secretary read a letter from Mr. G. S. Mooney, Executive Director of the Canadian Federation of Mayors and Municipalities in which he amplified the remarks of Mr. Van Norman regarding the submission of the James Report to the Prime Minister, stating," I am not free to divulge the nature of the report but I can assure you that in my opinion it is a very thorough-going document."

The Secretary submitted a brief outline of the cost, population, and financial arrangements of the Yessler Terrace Scheme in the City of Seattle, each member being supplied with a copy for study.

An opportunity for questions and general discussion was provided but no particular motions arose from same, save that an effort should be made to have Mr. Nicolls, the Dominion Director of Housing speak to the committee on his next visit to Vancouver.

The Chairman expressed the thanks of the committee to those who had addressed the gathering and the meeting adjourned to the call of the chair.

_____
CHAIRMAN

1943-44

BUILDING DEPARTMENT
(INCLUDING PLUMBING)

ANDREW HAGGART
BUILDING INSPECTOR

TELEPHONE: FAIRMONT 2711

VANCOUVER, B.C.

June 2nd, 1943.

Chairman and Members,
Town Planning Commission,
626 W. Pender St.,
Vancouver, B. C.

Dear Sirs: Re: Post-War Housing

On April 27th the City Council adopted the following recommendation:

"That the Special Committee on Low Cost Housing be re-named the Post-War Housing Committee, and that it be given authority to add to its membership representatives of such civic bodies or citizens as may be interested in the post-war housing problem, and that the Committee be further authorized to enquire and report from time to time upon what steps are being taken by the Dominion and Provincial Governments and other Canadian cities with regard to post-war housing schemes and to endeavour to formulate post-war housing plans for the City of Vancouver."

And further the suggestion of the Town Planning Commission "that the powers of the Committee be made wide enough to embrace all phases of post-war housing" be concurred in.

A memo of the reasons why the Committee was organized, is attached hereto.

The membership of the Post-War Housing Committee consists of Aldermen Buscombe (Chairman), Corey, Greyell, and Secretary for Zoning Matters who has been appointed Secretary.

As the request for such a Committee originated with the Town Planning Commission, the members feel that at least two representatives of the Commission should be appointed. Will you therefore kindly advise the undersigned the names and addresses of those who may be so appointed.

For your information I beg to advise the following organizations have been asked to appoint a representative:

Board of Trade
Junior Board of Trade
Vancouver Real Estate Exchange
Architectural Institute of B. C.
Building & Construction Industries Exchange

HOUSING - POST-WAR 1943-44

BUILDING DEPARTMENT
(INCLUDING PLUMBING)

ANDREW HAGGART
BUILDING INSPECTOR

CITY OF VANCOUVER

TELEPHONE: FAIRMONT 2711

VANCOUVER, B. C.

May 18, 1944

Dear

With reference to my letter of March 28, I regret to say Mr. Nicolls has so far been unable to set a definite time for his visit to Vancouver and therefore no meeting of the Committee has been arranged.

The enclosed summary prepared by Mr. Marsh, research adviser, covers the James report on Housing. The report is an extensive document of over 250 pages and is in the hands of the Dominion Government. Application for a copy has been made to the King's Printer, which should be here shortly when a meeting of the Post-War Housing Committee will be called.

Yours truly,

A. J. Harrison,
SECRETARY, POST-WAR HOUSING
COMMITTEE.

AJH:FM

1943-44

ADVISORY COMMITTEE ON RECONSTRUCTION

Final Report of Sub-Committee on Housing and Community Planning

---

Sub-Committee Membership

Chairman -	C. A. Curtis	Professor of Economics, Queen's University, Kingston
	E. R. Arthur	Professor of Architecture, University of Toronto
	J.S. Galbraith	Town Planning specialist, York Mills
	A.J.B. Gray	Deputy Minister of Municipal Affairs, Ontario
	B.H. Higgins	Professor of Economics, Mcgill University
	G. S. Mooney	Executive Director, Canadian Federation of Mayors and Municipalities,
	F. W. Nicolls	Director of Housing, Department of Finance, Ottawa,
	M. Parizeau	Architect, Montreal
	J. M. Pigott	President, Wartime Housing Limited, Hamilton
	S. H. Prince	Professor of Sociology, Dalhousie University, and Chairman, Nova Scotia Housing Commission, Halifax
	J. d'A. Richard	Ecole Sociale Populaire, Montreal
	C. B. K. Van Norman	Architect, Vancouver

Research Adviser - L. C. Marsh
Secretary - J. E. Mackay

Mr. H. F. Greenway of the Dominion Bureau of Statistics was added to this sub-committee, and Mr. J. M. Pigott withdrew before the completion of the interim report.

Terms of Reference

To review the existing legislation and administrative organization relating to housing and community planning, both urban and rural throughout Canada, and to report regarding such changes in Legislation or Modification of organization and procedure as may be necessary to ensure the most effective implementation of what the sub-committee considers to be an adequate housing programme for the years immediately following the war.

Nature of the Report. The task thus defined is difficult and far-reaching, and would not have been possible without much cooperative effort on the part of the committee members. Many of them formed panels at various stages in the work to draft recommendations on particular matters. The major conclusions brought together in the summary, are the result of extensive group and committee discussions through which agreement was obtained on all the main principles in each field. The editing of the report as a whole was then left in the hands of the Chairman and the Research Adviser. The very heavy task of preparing the final text was undertaken by the Research Adviser, and the Sub-committee is greatly indebted to Dr. Marsh for this, as well as for considerable organizational work during the course of the sessions.

As the understanding of the task grew and the need for factual material became increasingly apparent, it seemed desirable to incorporate as much of the information as possible into an organized report.

HOUSING, 1943-44

In spite of the widespread interest in housing and town planning that is apparent in all quarters, there has not been available in Canada a comprehensive treatment of the subject. This is needed for adequate public discussion as well as for guidance in framing legislation, and it is hoped that the size of the present document may have some justification on this account.

It has been thought most convenient to present the report as a whole in three sections:

1. Section A is the main report, incorporating the principal facts and considerations (including the summary of findings and recommendations which follows hereafter). In this, three sections have been separated - on the background of previous and comparative experience, the dimensions of the housing problems, and legislative and administrative requirements - so that the reader concerned particularly with any one of them may turn to it directly.

2. Section B brings together subsidiary descriptive material on a number of topics, which have influenced the work of the committee, but which it has not seemed necessary to incorporate in the main text. These memoranda may also be of informational value for readers interested in the topics dealt with.

3. Section C is largely a statistical appendix. It has been deemed sufficient to include with the present report a reference index only to the tabular material, of which a limited number of copies in typed form have been prepared.

CONTENTS

Introduction - Summary of Findings and Recommendations.

SECTION A Main Report

Part I Experience

Chapter 1 - Housing Supply and Housing Policy in Canada

Origins of urban housing in Canada. Publicly-assisted and private housing 1919-1938. Comparison of trends with Britain and the United States. The evidence of local surveys in the '30's. The Dominion and National Housing Acts. Home Improvement. War measures. Wartime Housing Limited. Rent control.

Chapter 2 - Housing Policy in Britain

Assistance and subsidy policy between the two wars. Provisions of principal legislation. The record of houses built. Costs, interest rates, mortgage practice, economies of large-scale building. Principles applied in low-rental projects. Rural housing. Present developments and post-war plans.

Chapter 3 - Housing Policy in the United States

Housing policy and administration since 1930. Mortgage insurance and home ownership legislation. Low-rent housing under the P.W.A. and the Housing Act of 1937. Rural housing. Housing developments since the war.

44-1943

Part II Measurements

Chapter 4 - Present Dimensions of Urban Housing

Definition of urban areas and their relative importance in Canada. The trends of urban growth. City and suburban areas in the chief metropolitan centres. Types of housing. Size of housing accommodation in relation to size of family. Amount and distribution of overcrowding. Obsolete, sub-standard and slum housing.

Chapter 5 - Incomes, Rentals and Costs of Ownership

Income divisions in urban areas and their relation to housing policy. (a) Rental housing: income groups among tenants in the metropolitan areas. Typical rents among the lower third, and divergences from rents within budget capacity; standards of accommodation. Rental situation among medium-income groups. Regional differences. (b) Home ownership: real property values and mortgages; prevailing levels and regional differences.

Chapter 6 - Post-war Urban Housing Needs

Elements involved in estimates. The impact of the war 1939-1943. Normal and abnormal city growth. Housing supply and policy. Local reports on wartime conditions. Components of the accumulated housing deficiency; normal and abnormal shortages; elimination of overcrowding; sub-standard and slum dwellings; annual normal needs. Some comparisons with post-war programmes of other countries. Implementation of the programme. Timing. Financial considerations. Employment.

Part III Requirements

Chapter 7 - Town Planning

The growth of urban Canada. The effects of lack of community planning; land use, facilities and amenities; municipal finances; rural aspects. Urban economics; the nature of blighted areas; the dilemma of excess land valuation.

Reconstruction requirements; a three-level programme. (a) National policy: functions of a Dominion Town Planning Agency. (b) Provincial governments; town planning agencies, enabling legislation, supporting policies. (c) Cities, towns and municipalities: Planning Departments and Town Planning Boards; the implementation of master plans. Needs beyond legislation: public education on town planning. Definition: the nature of co-ordination; civic co-operation and education.

Chapter 8 - Home Ownership and Related Programmes

The National Housing Act. Requirements in the post-war period. Liberalization of scope. Mortgage insurance. Financial institutions; co-operatives, building societies, trust and insurance companies. Home improvement plans.

Chapter 9 - Low-Rental Housing

Introduction. Method of furnishing capital costs. Rent-reduction subsidy. Municipal housing authorities. Local taxation policy; Development costs and current costs. Community facilities. Federal government requirements. Income groups eligible. Graded rents.

1943-44

Chapter 10 - Farm Housing

The housing situation in farm areas. Replacement needs and overcrowding. Household facilities. Improvement programmes. Principles applicable to farm housing. Assisted home building. Houses for tenants and labourers. Farm improvement. Equipment and supplies at subsidized rates.

Chapter 11 - Housing Costs.

Reasons for urgency. Income and rental levels; post-war competition for private housing market; methods of reforming the efficiency of the industry. The problem stated. Components of housing costs. Methods of cost reduction. Interest charges. Wages and labour costs. Materials and equipment. Building practice. Organization of the house-building industry. The role of the architect.

SECTION B

Supplementary Memoranda

SECTION C

Statistical Appendix:

A. Housing Trends 1931-1941
B. Housing Costs 1919-1942
C. Rent Control in Canada
D. Wartime Housing Limited
E. Co-operative Housing
F. Building Societies in Britain
G. The Farm Population
H. Farm Electrification Requirements
I. Scott and Uthwatt Reports (Britain)
J. Prefabrication and Building Techniques.

HOUSING, POST-WAR, 1943-44

BUILDING DEPARTMENT
(INCLUDING PLUMBING)

ANDREW HAGGART
BUILDING INSPECTOR

TELEPHONE: FAIRMONT 2711

VANCOUVER, B. C.

March 23rd, 1944

Dear

As you are no doubt aware the three major committees on reconstruction, namely the James Committee, the Firestone Committee and the Parliamentary Committee headed by Mr. Turgeon, have all reported to the Government and we are anxiously awaiting details of their recommendations concerning post-war housing. Something of their scope is already known but it is thought advisable to delay calling the committee together until we have definite information.

In the meantime Mr. F. W. Nicolls, Director of Housing has promised to speak to the committee and display his housing films towards the end of April.

Because of the delay in obtaining details of the Government's proposals we have not organized certain of the sub-committees, but this will be done as soon as feasible.

Yours truly,

A. J. Harrison,

Secretary, Post-War Housing Committee

AJH:P

HOUSING 1943-44