Agenda – Executive Policy Committee – July 8, 2025

Report – Standing Policy Committee on Property and Development – July 4, 2025

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 3 Housing Supply Partnership and Residential Density Bonus Pilot Program

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the role of Manager of the Housing Rehabilitation and Investment Reserve Fund be moved from the Director of Planning, Property and Development to the Chief Administrative Officer (or designate).

2. That the Residential Density Bonus Pilot Program geographic criteria be expanded to apply to all arterial streets, as shown in Appendix 2, as well as any properties supported for high density under a local area plan.

3. That the City enter into, execute and deliver an expanded Memorandum of Understanding with the Province of Manitoba to include affordability monitoring for the Residential Density Bonus Pilot Program and other affordable housing initiatives, and such other documents as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

4. That the City enter into, execute and deliver a Memorandum of Understanding for a Housing Supply Partnership with the Province of Manitoba for the purpose outlined in Appendix 3, and such other documents as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

5. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the Memorandum of Understanding in Recommendations 3 and 4 and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

Report – Standing Policy Committee on Property and Development – July 4, 2025

STANDING COMMITTEE RECOMMENDATION (continued):

6. That the Public Service bring back a plan for Accelerating Supportive Housing on City-owned lands by September 2025 for approval.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Property and Development – July 4, 2025

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On June 26, 2025, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That an extension of time of 30 days be granted for the Winnipeg Public Service to report back with lessons learned and recommendations for the establishment of a permanent residential density bonus program.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 17, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On June 11, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the following to the Executive Policy Committee and Council:

1. That an extension of time of 30 days be granted for the Winnipeg Public Service to report back on the matter.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Property and Development – July 4, 2025

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On December 14, 2023, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That a residential density bonus pilot program (attached as Appendix D), where land use entitlements can be supported in exchange for the provision of affordable housing in new rental projects, be approved.

2. That the Public Service report back to Council in June 2025 with lessons learned and recommendations for the establishment of a permanent density bonus program.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Housing Supply Partnership and Residential Density Bonus Pilot Program

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
L. Rappaport	S. Armbruster, Interim CAO	T. Graham	S. Armbruster, Interim CAO

EXECUTIVE SUMMARY

Council's Strategic Priorities Action Plan (2023-2026) identifies an action to develop a city-wide housing strategy and action plan and to construct more affordable and social housing through partnerships with private sector, not-for-profit, and other governments.

The past few years of housing activity by the City of Winnipeg have seen an exponential increase in funding commitments, the development of new programs and policies, alongside the continuation of long-standing community programs. The City of Winnipeg has established the Housing Accelerator Fund (HAF) Team in the Office of the CAO to advance the HAF Action Plan and ensure every department sees itself as a housing department. The HAF Team is expanding to include oversight over other housing programs such as the Housing Rehabilitation and Investment Reserve (HRIR).

As the City advances the HAF Action Plan, it continues to streamline housing activities and is undertaking the Housing Needs Assessment and an Affordable Housing Incentives and Policies Study. The results of these studies will inform ongoing efforts for the City of Winnipeg to develop a longer-term housing strategy and action plan, including policy and program recommendations to be brought forward for Council's consideration.

In 2023, Council approved the Residential Density Bonus Pilot Program for Affordable Housing. At this time, the Pilot is recommended to remain in place with expanded geographic criteria (see Appendix 2); it is not recommended a permanent program be established until the results of the forthcoming Affordable Housing Incentives and Policies Study are known. Any further recommendations for the future of the program will be brought forward to Council.

The City has also been working in partnership with the Province of Manitoba and is seeking Council approval to enter into a Memorandum of Understanding (MOU) to accelerate these efforts through a Housing Supply Partnership.

RECOMMENDATIONS

1. That the role of Manager of the Housing Rehabilitation and Investment Reserve Fund be moved from the Director of Planning, Property and Development to the Chief Administrative Officer (or designate).

2. That the Residential Density Bonus Pilot Program geographic criteria be expanded to apply to all arterial streets, as shown in Appendix 2, as well as any properties supported for high density under a local area plan.

3. That the City enter into, execute and deliver an expanded Memorandum of Understanding with the Province of Manitoba to include affordability monitoring for the Residential Density Bonus Pilot Program and other affordable housing initiatives, and such other documents as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

4. That the City enter into, execute and deliver a Memorandum of Understanding for a Housing Supply Partnership with the Province of Manitoba for the purpose outlined in Appendix 3, and such other documents as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

5. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the Memorandum of Understanding in Recommendations 3 and 4 and the Ancillary Agreements**,** in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

6. That the Public Service bring back a plan for Accelerating Supportive Housing on City-owned lands by September 2025 for approval.

7. That the proper officers of the City of Winnipeg be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On December 14, 2023, Council approved a Residential Density Bonus Pilot Program, and that the Public Service report back to Council with lessons learned and recommendations for the establishment of a permanent density bonus program.

Council approval is required to delegate authority to the CAO to enter into the Memorandums of Understanding (MOU) with the Province of Manitoba; one MOU will seek support from the Province to monitor affordability under the expanded Residential Density Bonus Pilot Program and other affordable housing initiatives; and two, to clarify roles in a proposed partnership focused on increasing housing supply in Winnipeg.

Council's Strategic Priorities Action Plan (2023-2026) identifies an action to develop a city-wide housing strategy and action plan including the Downtown, and to construct more affordable and social housing through partnerships with private sector, not-for-profit, and other governments.

IMPLICATIONS OF THE RECOMMENDATIONS

The Public Service will engage with the Province of Manitoba via MOUs to secure support for affordability monitoring under the Residential Density Bonus Pilot Program and other affordable housing initiatives, and to secure an intergovernmental partnership to support housing supply currently not being met in the City of Winnipeg.

The first initiative under this Housing Supply Partnership will be to accelerate Supportive Housing on City-owned Lands, including a report back to Council in the fall of 2025.

The Public Service will continue to implement the Density Bonus Pilot program, as originally approved by Council, but with further geographic applicability as described in this report, until such time as the program can be more fully evaluated.

HISTORY/DISCUSSION

Since early 2024, the Housing Accelerator Fund (HAF) team has been formed within the Office of the CAO leading the implementation of the HAF Action Plan, as approved by Council. The role of HAF is to accelerate and advance housing activities, including to ensure every department sees themselves as a housing department. Work is currently underway to streamline existing housing programs into the HAF team to increase efficiency. As housing work is streamlined, it builds a framework to inform a longer-term housing strategy and action plan, as directed in Council's Strategic Priorities Action Plan (SPAP).

The City's Housing Policy was last revisited in 2018 and is out of date with current activities and contexts. The City is currently undertaking a Housing Needs Assessment and recently released an RFP for an Affordable Housing Policies and Incentives Study. The Housing Needs Assessment will provide an update to the 2020 Comprehensive Housing Needs Assessment and inform policies to ensure we are accelerating housing for those most in need. The purpose of the Affordable Housing Policies and Incentives Study 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 results of both studies can be used to inform the expansion of existing housing programs or policies and/or development of new programs or policies to encourage housing and support the creation of new affordable housing.

The results of both studies will be complete by the end of 2025 as part of the HAF Action Plan. The results of these two studies will inform ongoing efforts for the City of Winnipeg to develop a housing strategy and action plan (as directed in SPAP), including policy and program recommendations to be brought forward for Council's consideration.

As this work is occurring, the Public Service will be conducting a review of historic housing programs and streamlining work into a centralized team. This work is all being advanced in

regular communication and collaboration with the Province of Manitoba through a Housing Supply Partnership.

The Public Service is providing an update on recent activities and pilot programs, and is seeking Council approval to enter into a Memorandum of Understanding (MOU) with the Province of Manitoba to continue to advance these efforts.

Housing Activity 2020-2025

The past five years of housing activity by the City of Winnipeg have seen a significant increase in funding commitments, the development of new programs and policies, alongside the continuation of long-standing community programs.

Housing Rehabilitation and Investment Reserve (HRIR)

Since 2000, the City has committed $1 million annually for housing and neighbourhood revitalization through the Housing Rehabilitation Investment Reserve (HRIR). The HRIR provides grants to support Indigenous-owned non-profit housing through the Indigenous Housing Program (IHP) and housing initiatives in five designated Housing Improvement Zones (HIZs) through the Neighbourhood Housing Program (NHP). Grants through these programs fund a broad range of projects, including neighbourhood housing coordination, capacity building, small fix-up grants, and early-stage pre-development support for affordable housing. In Spring 2025, the administration of the HRIR moved over to the HAF team within the Office of the CAO to efficiently address housing as a city. Council approved the HRIR on June 21, 2000, including that the Director of Planning, Property and Development be the Manager of the Fund. To support this move, the Public Service is recommending the HRIR Fund Manager be changed from the Director, Planning Property and Development to the CAO (or designate).

This program has not seen a substantial review since its development in 2000. As the City is exploring new and ongoing work as it relates to housing, the program will be reviewed in partnership with community agencies which have relied on its funding for some time. Once the program has been reviewed, the Public Service will bring forward a program by-law for Council's consideration.

Rapid Housing Initiative (RHI)

Between 2020 and 2023, the City awarded three rounds of Rapid Housing Initiative (RHI) grants, delivering 191 new units of deeply affordable and supportive housing and a total of $40.4 million ($12.5 million in RHI 1, $12.8 million in RHI 2, and $15.2 million in RHI 3). These programs have built local capacity to address housing by non-profit and indigenous partners, while solidifying both bi-lateral and tri-lateral government commitments as the City worked directly with CMHC on Rounds 1 and 2, and with both CMHC and the Province of Manitoba in the administration of Round 3.

Affordable Housing Now Tax Increment Financing (TIF)

In 2022, the City's commitment for housing included Council's approval of $52 million through Affordable Housing Now (2022), including $50 million in future incremental taxes and $2 million in capital grants.

Since that date, the $2 million in capital grants and $49,892,477 in TIF has been committed. Twenty-seven projects have received conditional approval for Affordable Housing Now grants. Collectively, these projects are expected to provide a total of 2,181 new homes, including 878

affordable housing units and 366 deeply affordable units (some of these projects have also been supported through the City's other grant programs). Twenty-six out of twenty-seven projects are led by a non-profit or Indigenous government partner. A list of supported projects is in Appendix 1.

As of February 10, 2025, the City of Winnipeg has suspended review of Affordable Housing Now program applications as the approved budget for the program has been fully subscribed.

The Affordable Housing Policies and Incentives Study will include a review of the City's past incentive programs and policies including TIF programs, and may come back with recommendations for future programs.

City Lands

In 2021, the City established the Affordable Housing Opportunities in HIZs Program to sell City-owned land at a reduced price for affordable housing. In July 2024, Council rescinded the program as the City updated its Real Estate policy to provide more opportunities for affordable housing city-wide. This included a change to provide non-profit housing providers with the opportunity to purchase an affordable housing lot for as low as $1.00.

Since the development of the Land Enhancement Office under HAF, the City has committed seven larger parcels of land for market and affordable housing. The Land Enhancement Office will also look to create more housing on small city-owned lots and create supportive housing in partnership with the Province of Manitoba. Overall, the Land Enhancement Office's goal is to incentivize 611 permitted units of housing, including 313 affordable units by December 2026.

Zoning Entitlements and Supports

In 2023, Council approved an interim parking reduction for affordable housing; in 2024, this successful policy was incorporated as an amendment to the Winnipeg Zoning By-Law (ZBL) 200/206. Under the ZBL, affordable housing units within a multi-family dwelling require only 0.15 parking spaces per unit. Council also approved a pilot residential density bonus program in late 2023 (details below). Together, these two policies reduce barriers and provide some incentives for the development of affordable housing, including non-profit development and the inclusion of affordable units within market developments.

In 2024, the City launched the Affordable Housing Concierge Service which is currently supporting 48 unique development projects, contributing over 3,000 units towards Winnipeg's housing stock. The HRIR, as described above, continues to support capacity building for non-profits in key neighbourhoods and early pre-development funding for affordable housing.

Residential Density Bonus Pilot Program for Affordable Housing

On December 14, 2023, Council approved a residential density bonus pilot program, where land use entitlements (extra density) can be supported in exchange for the provision of affordable housing in new rental projects. Because the City does not have sufficient resources to monitor affordability post-construction, the pilot involved working with the Province of Manitoba to ensure compliance. The pilot program applied to projects along a designated Corridor (as per *Complete Communities 2.0*) and requires that a minimum of 50 percent of units above the density that would normally be permitted must be affordable, according to Provincial Affordable Housing Rental Program rates for twenty years.

Council directed the Public Service report back with lessons learned and recommendations for the establishment of a permanent density bonus program. At this point, the Public Service is not recommending the establishment of a permanent program.

There has not been widespread uptake of the Density Bonus pilot program. Since the launch of the Density Bonus Pilot Program in late 2023 until April 2025, the program has had at least eighteen inquiries, but only five applications submitted, and three approved. Two applications are pending/in process.
Some likely reasons for the limited uptake of the Density Bonus pilot program include:

- Limited geographic criteria for the pilot program (along a designated corridor);
- Recent Zoning By-Law changes in the Malls and Corridors Plan Development Overlay (PDO) mean that there is no longer a limit on density along corridors (the bonus no longer provides an incentive);
- The projects that have been approved for density bonusing have all benefited from additional City of Winnipeg incentives for affordable housing, such as grants under the Housing Accelerator Fund and/or Affordable Housing Now program. Additional density on its own may not be enough of an incentive for the private sector to provide affordable housing without additional support;
- The Pilot requires proof of affordability at the Development Application or Development Permit stage, but in some cases, a project will not have confirmation of funding in time to use as proof of affordability.

Because of the limited success of the Density Bonus pilot program and its more limited relevance since the adoption of the Malls and Corridors PDO, it is not recommended a permanent program be established at this time. Rather, that the geographic criteria for the Density Bonus pilot program be expanded to apply on all arterial streets, as shown in Appendix 2, as well as any properties supported for high density under a local area plan. All other components of the pilot would remain intact, with the expanded geographic criteria.

The pilot is recommended to remain in place until the results of the forthcoming Affordable Housing Policies and Incentives Study are available. Any further recommendations for the future of the program will be brought forward to Council based on the results of that study.

The City is also expanding its current Memorandum of Understanding with the Province for affordability monitoring, to assist with proof of affordability if a project cannot secure funding approvals in time.

Housing Supply Partnership with the Province of Manitoba

The City-Province partnership on housing has been especially productive, allowing each level of government to focus on areas of expertise and draw support from one another. Collaborations on areas of shared interest have been developed and a number of pilot initiatives including the Density Bonus Pilot, Rapid Housing Initiative (RHI) 3.0, and the collaborative adjudication of funding approvals through the HAF Grants program.

As the City is building its own capacity with the HAF team, and the Province is working to end chronic homelessness by 2031, it is an optimal time to formalize a collaborative approach through a Housing Supply Partnership to work together in a coordinated, efficient and flexible manner.

It is recommended this committed partnership be outlined in a collaborative Memorandum of Understanding (MOU), which can amplify the impact of this partnership through continued alignment, joint delivery mechanisms, and shared accountability. While each government has separate mandates and strategies, we have made headway on housing supply through coordinated programs, agreements, and funding. The Province of Manitoba and the City of Winnipeg will commit to a coordinated and collaborative approach to address housing supply, primarily for populations at risk of homelessness. The MOU will outline areas of collaboration, reflecting shared priorities and how both governments will work together—while retaining their respective authorities—to improve outcomes, reduce duplication, and increase housing supply across the city.

Details of the intent of this MOU are outlined in Appendix 3.

Accelerating Supportive Housing on City-owned Lands

As a first initiative under the Housing Supply Partnership, the City and Province will focus on accelerating the development of supportive housing on City-owned land.

In December 2022, Mayor and Council directed the Public Service to secure pre-approval for six modular housing sites, sufficient to provide 270 units of safe housing, and complete new supportive housing for the homeless within 8-12 months of site approval; waive all municipal property taxes, permit and development-related fees on these projects; and collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

In early 2025, the City convened a planning meeting with the Province of Manitoba and CMHC to implement this strategy. Work is underway identifying sites, undertaking preliminary analysis, engaging with local stakeholders, and securing the partnership agreement with the Province.

The Public Service will identify sites for Council's approval, along with any necessary budget or resource commitments to implement this initiative.

After the signing of the Housing Supply Partnership, as described in this report, the City will secure the Province of Manitoba's commitment to this initiative to assist in their ongoing goal to end chronic homelessness by 2031.

It will be expected that the City will commit City-owned lands, facilitate approvals, provide grants for fee reductions, and tax increment financing. The Province will commit capital funding and operating funding, as well as identify service providers to be able to provide wrap-around support services.

The City and Province will jointly secure a development partner and additional funding/financing partners so the project will be a success.

Details of the project will come forward to Council by September 2025 for approval.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 22, 2025

Project Name:

Housing Supply Partnership & Updates

Comments:

There are no financial implications associated with the recommendations of this report.

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

Legal Services

OURWINNIPEG POLICY ALIGNMENT

4.4 Affordable and Supportive Housing Options
Enable collaborative partnerships that provide a continuum of existing or new affordable housing, making use of municipal supports such as fiscal, regulatory and measurement tools to ensure those most in need have increased access throughout the resident and building life-cycle.
5.2 Affordable and Supportive Housing Options
Conserve and increase development of a continuum of affordable and supportive housing throughout the city as a fundamental human right.
6.39 Affordable and Supportive Housing Options
Facilitate affordable and supportive housing in all neighbourhoods, through a continuum of private and non-profit housing development that includes a mix of sizes, forms and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and, sustainable transportation options.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Key Direction 4.1: Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with the Winnipeg Poverty Reduction Strategy (2021 – 2031) Guiding Principles & Goal 2: The City Actively Plans for and Partners in Affordable Housing.

It also responds to initiatives in the 2024-2027 implementation plan:
2.1 Affordable Housing Strategy
2.4 Bylaw Amendments to Accelerate Affordable Housing.

SUBMITTED BY

Department: Office of the CAO
Division: Housing Accelerator Fund
Prepared by: Lissie Rappaport, Manager, Housing Accelerator Fund
Date: May 23, 2025
Attachments: Appendix 1: AFFORDABLE HOUSING NOW Approved Projects
Appendix 2: New Expanded Geographic Criteria for the Residential Density Bonus Program
Appendix 3: Outline of City-Province Housing Supply Partnership Memorandum of Understanding (MOU)

Appendix 1:

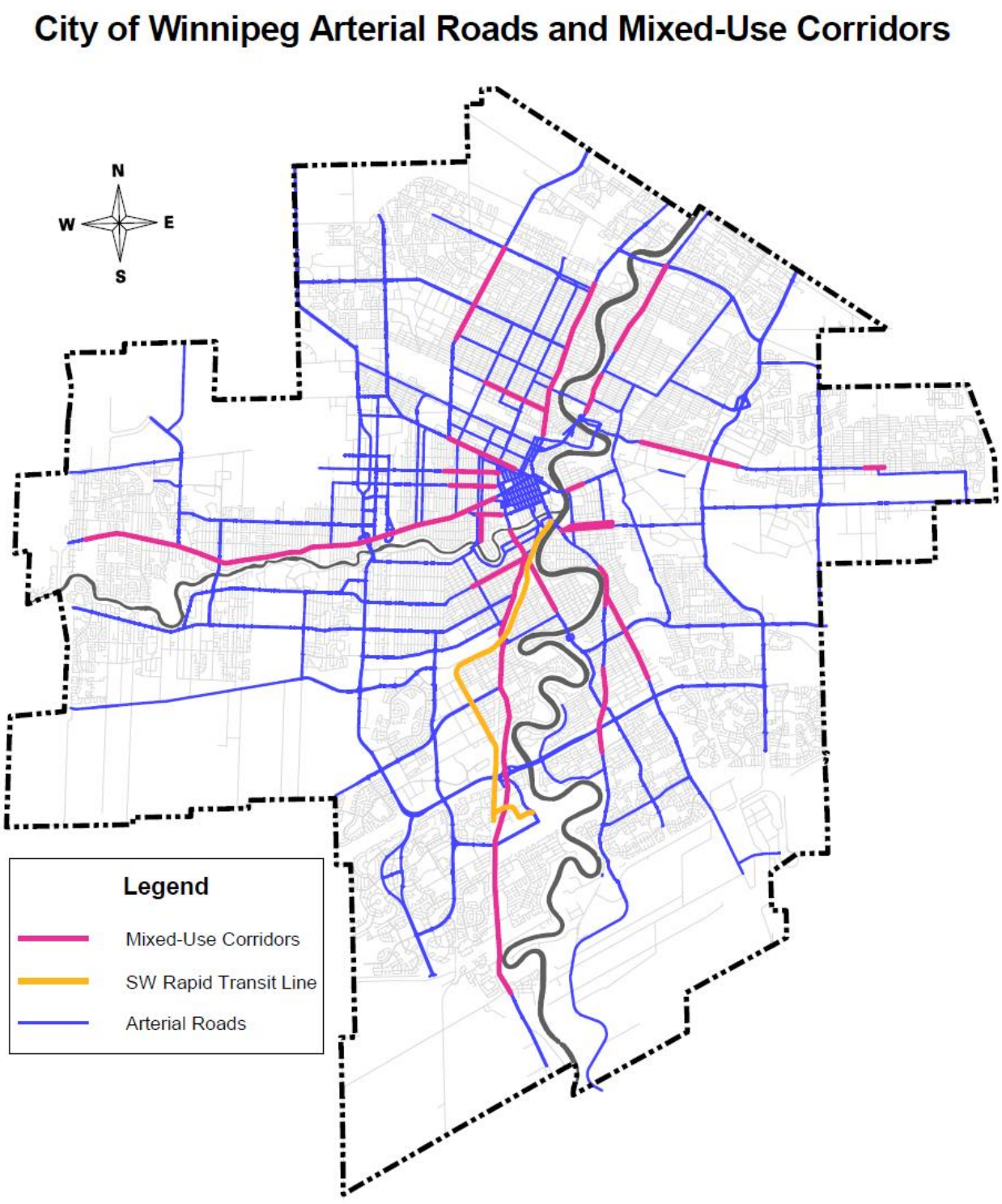
AFFORDABLE HOUSING NOW Approved Projects[1]

Project Address	Proponent	Capital Grant $	TIF Length	Max. TIF $
308 Colony	UWCRC 2.0	$250,000.00	25 y	$5,031,129.00
N/A[2]	Balmoral Housing Inc.	$150,000.00	25 y	$259,659.00
55 Harriet	Harriet Street Housing	N/A	25 y	$1,426,449.00
939 Chancellor	Roseau River Anishanabe First Nation Trust	N/A	25 y	$2,775,194.00
454 Edmonton	UWCRC 2.0	$110,000.00	25 y	$183,319.00
N/A[2]	Wahbung Abinoojiiag	$250,000.00	25 y	$1,048,136.00
N/A[2]	First Nation Healing Ctr	$130,000.00	25 y	$527,151.00
292/298 Edison	Manitoba Métis Federation	$140,000.00	25 y	$526,455.00
1510 Main	Inuka Community	N/A	25 y	$1,404,271.00
927 Notre Dame	2Spirit Manitoba	$210,000.00	25 y	$599,243.00
366 Marion	Paskwayak Construction	N/A	25 y	$3,975,871.00
2675 Portage	Shoal Lake 40 First Nation	N/A	25 y	$4,478,81900
145 Transcona	Winnipeg Housing	N/A	25 y	$2,834,230.00
22 Granite	UWCRC 2.0	N/A	25 y	$3,367,890.00
637 Main	Main Street Project	$250,000.00	20 y	$1,746,223.00
300 Princess	Siloam Mission	$160,000.00	25 y	$508,601.00
440 Edmonton	UWCRC 2.0	N/A	20 y	$2,000,000.00
667-669 Main	Lighthouse Missions	N/A	20 y	$400,315.00
3 Transcona	Homes for Heroes	$80,000.00	25 y	$399,887.00
83 Kate	Adult & Teen Challenge	$120,000.00	10 y	$540,233.00
N/A[2]	Manitoba Inuit Association	$150,000.00	20 y	$367,255.00
269 River	Brokenhead Ojibway	N/A	20 y	$3,000,000.00
1680 St Mary's	Village Canadien	N/A	20 y	$2,271,228.00
Lisgar & Austin (Scattered sites)	Purpose Construction	N/A	25 y	$315,619.00
530 St Mary & 252 Good	Megill-Stephenson C/o Longboat	N/A	20 y	$3,250,000.00
Princess Street Market Lands	Market Lands Inc.	N/A	20 y	$3,000,000,.00
King Street Market Lands	Market Lands Inc.	N/A	20 y	$3,700,000.00

[1] Projects approved under Affordable Housing Now are conditional on securing funding from a program under the Federal National Housing Strategy.

[2] Addresses not disclosed due the nature of housing project for vulnerable populations.

Appendix 2:
New Expanded Geographic Criteria for the Residential Density Bonus Program
(Corridors and Arterial Roads)



Appendix 3:

Outline of City-Province Housing Supply Partnership Memorandum of Understanding (MOU)

A Housing Supply Partnership MOU will amplify the impact of the City of Winnipeg and Province of Manitoba partnership through continued alignment, joint delivery mechanisms, and shared accountability. While each government has separate mandates and strategies, we have made headway on housing supply through coordinated programs, agreements, and funding.

The MOU will recognize and outline:

- Non-profit organizations and Indigenous partners seeking to develop affordable housing in Winnipeg face complex challenges in terms of capacity and navigating funding approvals; anything that can be done to reduce these barriers is of utmost priority for both the City and the Province.
- The City and Province recognize that addressing housing must reflect the cultures, lived experiences, and priorities of the communities most impacted. Both governments commit to centering reconciliation and equity in housing investments.
- Each party maintains distinct but complementary resources and expertise. Each party will also retain their respective authorities and decision-making processes, while working to support shared efforts.
- Other partners – including other governments – will be invited to participate as work moves forward.
- A shared implementation table will clarify who is responsible for what, helping to coordinate efforts, reduce duplication, and strengthen the impact across the sector.
- Addendums for future initiatives can be added to the MOU as they are developed and formalized.

The MOU will outline Joint Areas of Collaboration:

The Province of Manitoba and the City of Winnipeg will commit to a coordinated and collaborative approach to address housing supply, primarily for populations at risk of homelessness. The following areas of collaboration reflect shared priorities and outline how both governments will work together—while retaining their respective authorities—to improve outcomes, reduce duplication, and increase housing supply across the city.

1. Coordinate Program and Policy Design

   To align definitions, information sharing, eligibility criteria, decision-making timelines, and funding structures across both governments to reduce duplication and improve clarity for stakeholders. Each government retains control over its respective programs and decision-making powers while achieving the intent of the MOU Partnership.

2. Streamline Access to Resources (Funding and Land)

   Develop an integrated process to simplify how non-profit, Indigenous, and private partners access government funding, land, and related supports—reducing barriers and

administrative burden. While approvals follow distinct processes, decreasing barriers, such as a single window for applications, can serve as a key driver for accelerating housing development and increasing local capacity.

3. Amplify Sector Capacity

   Develop shared tools, mentorship, and technical assistance to strengthen the ability of non-profit, Indigenous, and private-sector actors to deliver affordable and supportive housing.

4. Accelerate the Supply of Affordable and Supportive Housing

   To expedite the development of social and affordable housing that meets the needs of low-income and underserved populations including Indigenous and black communities, Manitoba and Winnipeg will leverage all available tools—such as modular construction, public land development, or advancing replicable housing models that enable faster and more scalable delivery.

5. Advance Equity and Cultural Alignment

   To prioritize Indigenous- and Black-led housing initiatives and promote culturally informed, community-driven development that responds to systemic inequities in housing access.

6. Build Shared Accountability and Transparency

   To establish clear, coordinated monitoring, reporting, and evaluation processes that ensure both levels of government are working toward shared outcomes with transparency and efficiency. This will reduce the burden for funded agencies by streamlining reporting requirements.

7. Sustain and Scale Collaborative Successes

   To formalize the strong Housing Supply Partnership and provide a framework for scaling successes and jointly tackling complex challenges going forward.