Agenda – Executive Policy Committee – September 16, 2025

Report – Standing Policy Committee on Property and Development – September 12, 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. 4 Local Area Planning Initiatives Unfunded List and Budget Discussion and Planning for the Next Review of Our Winnipeg / Complete Communities 2.0

STANDING COMMITTEE RECOMMENDATION:

On September 12, 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 following staff resources and capacity for Local Area Planning in the Planning, Property and Development Department be referred to the 2027 budget process:

    A. Three new permanent FTEs, at an estimated annual cost of $420,000, $430,000, $438,000 and $446,000 from 2027 to 2030, respectively.

2. That the following capital funding, to support technical studies required for the legislated review of OurWinnipeg 2045 development plan (OW 2045), and the associated Complete Communities Direction Strategy 2.0 (CCDS) secondary plan inclusive of one temporary FTE, be referred to the 2026 capital budget process:

    A. Research and development, community engagement and contingency costs of $105,000, $226,000, $595,000 and $296,000 from 2026 to 2029, respectively;

    B. One new temporary FTE, at an estimated annual cost of $130,000 and $134,000 for 2028 and 2029, respectively.

3. That delegated authority be provided to the Chief Administrative Officer to apply and accept individual grants and enter into partnerships and agreements of up to $500,000 each, to support Local Area Planning Initiatives, including but not limited to the review of OW 2045 development plan and the associated CCDS secondary plan.

4. That the Public Service report back by March 2027 with the next annual update on Local Area Planning Initiatives, including an updated workplan and schedule for the OW 2045/CCDS review to be initiated by May 2027, based on confirmed resources.

Report – Standing Policy Committee on Property and Development – September 12, 2025

STANDING COMMITTEE RECOMMENDATION (continued):

5. 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 – September 12, 2025

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On September 12, 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.

On July 4, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and granted an extension of time of 30 days to report back on the Local Area Planning Initiatives Unfunded List and Budget Discussion.

On January 13, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1. That the Local Area Planning Initiatives 2024 Annual Update be received as information.

2. That the Winnipeg Public Service be directed to report back on the Local Area Planning Initiatives Unfunded List and Budget Discussion at the July 4, 2025 meeting of the Standing Policy Committee on Property and Development.

ADMINISTRATIVE REPORT

Title: Local Area Planning Initiatives Unfunded List and Budget Discussion and Planning for the Next Review of Our Winnipeg / Complete Communities 2.0

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

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	T. Graham	J. Dunford

EXECUTIVE SUMMARY

On January 13, 2025, the Standing Policy Committee on Property and Development (SPC PD) requested a report back with an assessment of unfunded Local Area Planning (LAP) and related initiatives. The report identifies 14 statutory planning requests, where nine require additional resources, three are on hold waiting for staff availability, and two are set to advance through developer-led funding (see Appendix A). The review of OurWinnipeg 2045 (OW 2045) and Complete Communities Direction Strategy 2.0 (CCDS) is especially urgent must start by May, 2027 per Section 226(1) of the City of Winnipeg Charter [S.226(1)]. A thorough evaluation is needed to ensure the plans align with evolving social, economic, and environmental paradigms.

Included within are preliminary work plans and cost estimates essential for the OW 2045 and CCDS reviews anticipated to span two to three years, with an additional year allowed for governmental approvals. The Planning, Property, and Development Department (PPD) will lead these efforts, focusing on a coordinated approach to using resources and improving efficiency.

Recommendations entail endorsing additional financial and staffing resources for PPD focusing on:

1. Establishing three new permanent Full-Time Equivalents (FTEs) with necessary budget referrals from 2027 onward.

2. Allocating capital resources to fund technical studies and engagement processes vital for the comprehensive evaluation of OW 2045 and CCDS.

3. Giving the Chief Administrative Officer delegated authority to engage in grant acquisitions and strategic partnerships, to help cover planning costs.

Finally, a revised schedule for annual updates is proposed, suggesting the next LAP update be delayed to early 2027. This is to align with the start of the review, depending on available resources and updated strategic goals.

RECOMMENDATIONS

1. That the following staff resources and capacity for Local Area Planning in the Planning, Property and Development Department be referred to the 2027 budget process:

    A. Three new permanent FTEs, at an estimated annual cost of $420,000, $430,000, $438,000 and $446,000 from 2027 to 2030, respectively.

2. That the following capital funding, to support technical studies required for the legislated review of OurWinnipeg 2045 development plan (OW 2045), and the associated Complete Communities Direction Strategy 2.0 (CCDS) secondary plan inclusive of one temporary FTE, be referred to the 2026 capital budget process:

    A. Research and development, community engagement and contingency costs of $105,000, $226,000, $595,000 and $296,000 from 2026 to 2029, respectively;

    B. One new temporary FTE, at an estimated annual cost of $130,000 and $134,000 for 2028 and 2029, respectively.

3. That delegated authority be provided to the Chief Administrative Officer to apply and accept individual grants and enter into partnerships and agreements of up to $500,000 each, to support Local Area Planning Initiatives, including but not limited to the review of OW 2045 development plan and the associated CCDS secondary plan.

4. That the Public Service report back by March 2027 with the next annual update on Local Area Planning Initiatives, including an updated workplan and schedule for the OW 2045/CCDS review to be initiated by May 2027, based on confirmed resources.

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

REASON FOR THE REPORT

On July 3, 2012, the Standing Policy Committee on Property and Development (SPC PD) directed the Planning, Property, and Development Department (PPD) to report back to its September 11, 2012, meeting with a list of secondary plan initiatives. Since that time, the Department has provided annual updates, with the 2024 annual report presented to SPC PD on January 13, 2025.

On January 13, 2025, the SPC PD concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1. That the Local Area Planning Initiatives 2024 Annual Update be received as information.
2. That the Winnipeg Public Service be directed to report back on the Local Area Planning Initiatives Unfunded List and Budget Discussion at the July 4, 2025, meeting of the Standing Policy Committee on Property and Development.

On July 4, 2025, the Standing Policy Committee on Property and Development granted a 30-day extension of time for the Local Area Planning Initiatives Unfunded List and Budget Discussion report.

IMPLICATIONS OF THE RECOMMENDATIONS

The Local Area Planning Initiatives described in this report can only proceed with dedicated financial and human resources, including the next legislated review of the OW 2045 development plan and associated CCDS secondary plan.

Recommendations 1 and 2 refer the identified human and financial resources to future budget processes for consideration. Without these additional resources, the May 2027 initiation of the review of these plans required by the City of Winnipeg Charter will not be undertaken as presented in Appendix B, and the City will be unable to advance its long-term plans and policies related to physical growth and adopted social, environmental, and economic objectives. Three of the four positions are recommended to be permanent FTE, to support recruitment and retention of experienced professional planners to the department.

HISTORY/DISCUSSION

Local Area Planning Initiatives – Unfunded List

Appendix A in this report lists the outstanding requests for Local Area Planning (LAP) originating from three main sources:

1. **Council requests** for Local Area Planning work
2. **City of Winnipeg Charter requirements** and administrative alignment
3. **CCDS policy direction** related to phasing of greenfield land development and select other LAP initiatives. CCDS identifies these and other LAP actions in an Implementation Table at the end of the plan, some of which are also unfunded.

Local Area Planning work can be led by either the City, if resources allow, or by external parties who fund the work (proponents). In the case of externally led secondary plans, the Public Service aims to collaborate in the development of these plans.

Table 1 below summarizes the status of the LAP initiatives in Appendix A and shows in brackets if the lead on the project is the City or an external proponent. Of the fourteen projects listed, two projects (14 percent) are proceeding as proponent-led (externally funded plans), and twelve (86 percent) are either on hold or unfunded, of which 11 initiatives are to be City-led (79 percent).

Table 1 – Status of LAP Requests and Unfunded List

LAP Request Origin	#	Proceeding	On hold	Unfunded
Council Requests	**4**			**4** (City)
Charter Requirements	**3**		**2** (City)	**1** (City)
CCDS Policy Directions	**7**	**2** (proponent)	**1** (proponent)	**4** (City)
TOTAL	**14**	**2**	**3**	**9**
	100%	*14%*	*21%*	*64%*

Many of the City projects that are unfunded are for Local Area Planning research and development activities identified to implement CCDS, as next steps towards meeting the City's

long-range vision for sustainable growth. This type of planning work can create development opportunities city-wide through innovation and updated land use policies and regulations.

OurWinnipeg2045 Development Plan – Planning for the Next Review

The legislated review of the OW 2045 development plan is currently unfunded, as is the review of the related city-wide secondary plan, CCDS. As per the City of Winnipeg Charter, a review of OW 2045 must be initiated by May 26, 2027, five years after the last adoption of the plan. PPD will lead the review of these plans on behalf of the Public Service, and has prepared a preliminary work plan and cost estimate attached as Appendix B. The preliminary scope of work includes potential key themes to guide the next review and required background studies and research needed to update the plans.

It is anticipated that the foundation and structure of the plans will be retained in the review, as both plans were substantially rewritten in the last periodic review, which occurred from 2016 to 2022. However, there are key areas of the plans that require review and refinement to advance stated goals in the plans, and to reflect recent land use and zoning changes that support more as-of-right development throughout the city.

One significant area of focus in the next review of OW 2045 and CCDS will be updating the City's growth management policies. This will involve undertaking new technical studies and development of future growth scenarios for residential and employment lands. These scenarios will need to be tested for infrastructure cost implications and emissions modeling, informed by the Winnipeg Climate Action Plan currently being updated. The results of this work would then be presented to Council early in the plan review process for consideration and direction for the plan updates.

Other priority work in this next review will involve enhanced integration of land use and transportation planning, informed by the Winnipeg Transportation Master Plan. Identification of areas in need of reinvestment may also be undertaken subject to available resources, which would look at the interconnection of land use, community development, local economic development, and reconciliation objectives. This could inform local area planning priorities for areas likely to be located in Mature Communities, including the inner city. The updating of city-wide housing policies and strategies, reflecting the City's recent work through the Housing Accelerator Fund, will also be a focus of the review and update.

Required Project Components

City-wide planning and development of complex, interdepartmental policies and directions is most successful if undertaken by permanent staff, with sufficient resources to undertake detailed technical studies. Considering this, the next review of OW 2045 and CCDS should have the following project components to ensure successful outcomes:

1. **Dedicated staff team** – PPD requires additional staff resources to support the review of the OW 2045 and CCDS staff and undertake other Local Area Planning initiatives. As outlined in Appendix D, it is recommended that a staff team of three permanent FTEs be added to the PPD Long Range Planning branch beginning in 2027, and one temporary FTE be added in 2028 for a period of two years. This staffing complement will ensure the OW 2045/CCDS plans are updated comprehensively and within an efficient timeline, and that resources are available for implementation of policy directions. All departments will be required to lend support to the review as subject matter experts.

2. **Investment in planning research and development** – resources for background technical studies, research, and data analysis are required to support policy innovation and update key policy directions. A significant focus of these studies will be related to growth management, as has been the case in previous development plan reviews. This is expected to include updated analysis on employment and residential lands, as well as the preparation of growth scenarios for Council's consideration. Other background studies will be needed to support other plan objectives in areas such as housing, inner city revitalization, and land use/transportation integration.

3. **Robust community and stakeholder engagement** – robust engagement and collaboration is recommended to address complex and emerging issues. Resources will be required to effectively communicate planning process and outcomes, and to hold meaningful conversations with stakeholders and the public. This will include early engagement with First Nations, Métis, and Inuit governments and organizations, and engagement with the development industry, community organizations, and residents in all wards.

Funding of Local Area Planning

The Long-Range Planning (LRP) branch of the Urban Planning and Design division of PPD is responsible for Local Area Planning, with some specific plans being led by other branches. LRP is primarily resourced to process applications and amendments to secondary plans prepared by external parties (developer proponents), monitor residential and non-residential land use, and receive and review development applications from the surrounding Capital Region as required.

Additional resources are required in the Long-Range Planning branch to move other LAP work forward. This includes many CCDS action items that require technical research and stakeholder engagement to implement. Examples of LAP work moving forward through allocation of additional resources include: the Point Douglas Neighbourhood Plan (Economic Response and Recovery Plan/Canada Community-Building Fund); the Greenspace Plan and Biodiversity Policy (2022-2023 Capital Budget); and the rapid zoning by-law amendments for infill housing (Housing Accelerator Fund).

While defined levels of service for Local Area Planning have not been established, the Municipal Benchmarking Network Canada's publishes relevant data on the 'Planning' service area (PLNG250T, which includes planning related activities and application processing). As shown in Appendix C, the City of Winnipeg spends less on the 'Planning' municipal service than comparable cities.

Several studies have been undertaken in recent years looking at funding options for LAP activities. Two reports were requested by SPC-PD on the topic, including the December 7, 2020 report entitled *Financing Secondary Plans through the Capital Budget*, and the *follow up report* of the same name dated February 7, 2022. These reports were received for information. A business case was submitted to the 2024 and 2025 Capital Budget processes for a Local Area Planning program but has not been funded. This business case was updated and has been referred to the 2026 Capital Budget for consideration. Should resources be allocated as recommended in this report, the business case would be withdrawn.

Recommendation 1 of this report seeks to have additional permanent resources for Local Area Planning (totaling $1.734 million from 2027 to 2030 as outlined in Appendix D) referred to the 2027 budget process. **Recommendation 2** seeks capital budget funding of $1.486 million

specifically for the review of OW 2045 and CCDS (also included in Appendix D). A capital detail sheet is provided in Appendix E.

External resources, such as funding grants to undertake technical studies and partnerships with stakeholder organizations for research and engagement, may be available and can offset the anticipated project costs (cost sharing by City would still be required). **Recommendation 3** of the report recommends delegated authority be provided to the CAO to apply and accept individual grants and enter into partnerships and agreements to support Local Area Planning work, including the OW 2045/CCDS review.

The next Local Area Planning Initiatives annual update would typically be provided in early 2026, with the report being drafted over the next 4-5 months. As it is unlikely there will be significant change in the status of LAP initiatives covered in the report during that time, **Recommendation 4** of this report directs the Public Service to provide the next annual update in the first quarter of 2027 instead. This later report could then include an updated workplan and schedule for the OW 2045/CCDS review, to be initiated a few months later in May 2027, based on confirmed resources.

FINANCIAL IMPACT

Financial Impact Statement

Date: July 16, 2025

Project Name:

First Year of Program **2026**

Local Area Planning Initiatives Unfunded List and Budget Discussion

	2026	2027	2028	2029	2030
Capital					
Capital Expenditures Required	$ 105,000	$ 226,000	$ 725,000	$ 430,000	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 105,000	$ 226,000	$ 725,000	$ 430,000	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Canada Comm Bldg Fund	105,000	226,000	725,000	430,000	-
Total Funding	$ 105,000	$ 226,000	$ 725,000	$ 430,000	$ -
Total Additional Capital Budget Required	$ 1,486,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ 420,000	$ 430,000	$ 438,000	$ 446,000
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ 420,000	$ 430,000	$ 438,000	$ 446,000
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ 420,000	$ 430,000	$ 438,000	$ 446,000

Additional Comments: Capital expenditures in 2026 represent research & develop (consulting) costs & contingency while those from 2027 to 2030 consist of research & development, community engagement & contingencies expenditures. A temporary WAPSO position is included for 2028 & 2029. Corporate admin overheads are not applicable. For the purposes of this analysis, it is assumed that the capital funding will come from the Canada Community Building Fund and therefore short-term financing charges are also not applicable. Direct costs beginning in 2027 represent salaries and benefits of three permanent WAPSO positions. See APPENDIX D for additional information. There are no existing budgets for these expenditures and it is recommended that this request be referred to the 2026 budget process.

Mike McGinn July 16, 2025

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

Input of other departments was sought to inform the preliminary scope of work for the next review of the OurWinnipeg 2045 development plan and Complete Communities 2.0 secondary plan, attached as Appendix B. Additional input will be sought from internal and external stakeholders to help further develop and refine the work plan, to be shared with SPC-PD prior to the launch of the review in May 2027.

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 policies related to local area planning priorities and level of service reporting include the following:

LEADERSHIP AND GOOD GOVERNANCE

1.5. **Evidence-Informed Decisions**. Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based serviced delivery, and accountability.

1.9. **Responsive Change Management**. Monitor and evaluate municipal investment and divestment, activities, risk of action or inaction, and outcomes for effectiveness through a relevant set of sustainability goal indicators, benchmarks and targets, and analysis of local and global community trends.

ENVIRONMENTAL RESILIENCE

2.4 **Climate Resilient Growth**. Facilitate compact, dense, complete and physically and virtually connected communities through integrated land use, transportation, and infrastructure planning, to achieve climate change mitigation and adaptation goals and objectives and greenhouse gas emissions reduction targets.

CITY BUILDING

6.6 **Intensification Target**. Achieve the intensification target by making development in the intensification target areas easier and more desirable and predictable, as directed in Complete Communities.

6.9 **Secondary Plans**. Require the criteria for the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, greenfield Employment Lands, rapid transit station areas, and other locations, identified in detail in Complete Communities, where the City requires a comprehensive land use, servicing, and design solution for a particular area of the city.

6.10 **Secondary Plans**. Secondary plans may be initiated and led by either the City of Winnipeg or external parties in collaboration with the City. Complete Communities will provide direction, where appropriate.

6.11 **Secondary Plans**. The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan's goals. Complete Communities will provide more specific direction with regards to secondary plan content.

6.13 **Secondary Plans**. Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.

6.14 **Greenfield Phasing**. Provide for timely capital infrastructure and local area plans to enable and support the full build out of greenfield lands in accordance with Complete Communities greenfield phasing policies.

6.19 **Downtown Economic Investment**. Facilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations.

6.20 **Corridors**. Designate Corridors within the Urban Structure as targeted segments of the primary transit network that provide the best opportunity for mixed use intensification outside of the Downtown. Prioritize the creation and maintenance of vibrant pedestrian and transit-oriented places in Urban Mixed Use Corridors, while encouraging the transition of Regional Mixed Use Corridors towards this character over the longer term.

6.24 **Transit-Oriented Development**. Support Rapid Transit and other primary transit corridors with strategically located transit stations that facilitate transit ridership through development intensification, a mix of complementary land uses, and a pedestrian and cycling-oriented environment consistent with transit-oriented development principles.

6.28 **New Communities**. Designated Precincts within New Communities must have secondary plans, to ensure these areas are developed as complete and connected communities from the outset, and are available to accommodate growth.

6.29 **New Communities**. Plan New Communities to identify and include a defined level of service for public infrastructure and resource requirements, or approved alternative, to achieve complete communities, including an integrated and sustainable transportation system, recreation, parks, libraries, emergency services, and digital communications technology.

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.

6.43 **Heritage Conservation**. Conserve cultural, natural, and heritage resources and districts, as defined in Complete Communities, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity and cultural perspectives.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Winnipeg Climate Action Plan prescribes key directions and actions to implement the City's climate change mitigation efforts. The following plan directions relate to local area planning:

- Direction 3.2 Increase the Density of Urban Development Along Key Transit Corridors.
- Direction 3.3 Design New Suburban Communities to Enable Enhanced Transit Services and Access to Transit Corridors.
- Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.
- Direction 4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities.
- Direction 4.3 Pursue Transit-Oriented Development
- Direction 4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Winnipeg Poverty Reduction Strategy (2021-2031) is framed around 10-year goals and objectives intended to implement the plan's mission to demonstrate leadership in poverty reduction and to provide City services using a poverty reduction lens. The following goals and objectives relate to growth management:

Goal 2: The City Actively Plans for and Partners in Affordable Housing. 10-year objectives include:

C. Municipal tools, resources, and partnerships are developed and used to encourage and facilitate affordable housing development.

Goal 5: Transportation System Equity is Enhanced. 10-year objectives include:

A. The affordability and accessibility of transportation and transit service is increased.
B. Improvements to transportation and transit infrastructure and services prioritize areas of higher poverty, and increased interconnectivity to employment and affordable goods and services.

Goal 6: All City Services are Equitable, Inclusive, and Accessible. 10-year objectives include:

C. Use of City's tools and resources are maximized to reduce systemic inequities.

Goal 7: Food Security and Food System Resilience is Expanded. 10-year objectives include:

C. The City's tools and resources are maximized to increase food security for residents in areas of higher poverty, particularly the shelterless population.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Tanis Knowles Yarnell, RPP MCIP
Date: August 13, 2025
File No:

Attachments:
Appendix A – List of 2024 Local Area Planning Requests and Funding Information

Appendix B – OurWinnipeg 2045 and Complete Communities 2.0: Recommended Approach for the Next Periodic Review of the City's Development Plan

Appendix C – Total Cost for Planning per Capita – Comparable Data from Municipal Benchmarking Network Canada (MBNC)

Appendix D – Cost Breakdown for Next Periodic Review of OurWinnipeg 2045 and Complete Communities 2.0

Appendix E – Capital Detail Sheet for 2026 Budget Process