Agenda – Council – November 27, 2025

Report – Standing Policy Committee on Property and Development – November 7, 2025

Item No. 1 Accelerating Supportive Housing on City-owned Land

STANDING COMMITTEE RECOMMENDATION:

On November 18, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That, subject to the adoption of the Supportive Housing PDO-1, the Public Service report back by April, 2026 with additional sites for approval under this initiative to be added to the PDO.

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 – November 7, 2025

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 18, 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 November 7, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 2, delete the word "January" and replace with "April"
- Delete Recommendations 1 and 3 in their entirety and renumber the remaining accordingly

and submitted the matter to the Executive Policy Committee and Council.

STANDING COMMITTEE RECOMMENDATION:

On September 12, 2025, the Standing Policy Committee on Property and Development laid the matter over to its meeting on November 7, 2025.

Tannis Scott submitted a communication in support of the matter.

The following persons submitted communications in opposition to the matter:

- Jeff Leiter, Executive Director, Pan Am Clinic Foundation
- Andrew Tod
- Elizabeth Derksen
- Mark Head
- Patricia Roche

Report – Standing Policy Committee on Property and Development – November 7, 2025

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On July 17, 2025, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

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 be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Accelerating Supportive Housing on City-owned Land

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

AUTHORIZATION

Author	Department Head	CFO	CAO
L. Rappaport	J. Dunford	T. Graham	J. Dunford

EXECUTIVE SUMMARY

The City of Winnipeg, in partnership with the Province of Manitoba, is launching a strategic initiative to accelerate the development of supportive housing on City-owned land. This initiative responds to Council directives from December 2022 and July 2025, aiming to address housing supply issues through the rapid creation of supportive housing units.

The plan proposes the development of five to 10 supportive housing sites, each with 15–30 units, targeting priority populations. The developments will incorporate support services, trauma-informed design, and universal accessibility standards. Construction is anticipated to begin in 2026, with a replicable design model enabling efficient delivery across multiple sites.

The initiative will be developed collaboratively, while the City will provide land and approvals, along with other funding and capacity support. The Province will lead the procurement process for development and non-profit partners, provide pre-development, capital and operational funding. The City and Province will jointly work with a development partner to develop the building design that can be replicated across sites. All partners will secure additional funding to ensure the projects are a success.

The specific role of the City is to help guide the project, contribute lands (for $1) and secure approvals. Five sites are currently being brought forward for Council consideration as part of the Supportive Housing PDO-1 public hearing report, including:

i. 546 Sherburn St.
ii. 1168/1172 Plessis Rd.
iii. 626 Stella Ave.
iv. 75 Poseidon Bay
v. 2546 McPhillips St.

Others will be added in the new year. The City will also provide some financial support, which will be brought back to Council for consideration in January 2026.

RECOMMENDATIONS

1. That the Public Service be directed to report back by December 2025 with a plan for the commitment of HAF dollars to this initiative as part of the Year 3 and 4 HAF budget plan.

2. That, subject to the adoption of the Supportive Housing PDO-1, the Public Service report back by January 2026 with additional sites for approval under this initiative to be added to the PDO.

3. That the Public Service be directed to report back by January 2026 with a maximum budget for Tax Increment Financing for up to ten sites for this initiative including methods for approval in line with existing TIF policy and/or programs by January 2026.

4. 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 December 15, 2022 Council directed the City take steps to secure from Council pre-approval for six modular housing sites on City-owned or purchased land, sufficient to provide 270 units of safe housing and complete new supportive housing within eight-12 months of site approval; waive all municipal property taxes, permit and development-related fees on these projects for the duration of the Federal funding agreement; and collaborate with the Province of Manitoba in provision of wrap-around support services for supportive housing.

On September 29, 2023, the Public Service reported on options to achieve the above intent under the then to-be-developed Housing Accelerator Fund (HAF) Land Enhancement Office.

On July 17, 2025, Council directed the Public Service to enter into a Housing Supply Partnership with the Province and to report back on a plan for the first key initiative under this agreement to Accelerate Supportive Housing on City-owned lands.

IMPLICATIONS OF THE RECOMMENDATIONS

If Council approves the recommendations and intent of the program, the Public Service will move forward to advance the initiative in partnership with the Province of Manitoba. This will include eventually preparing the lands to develop at least five, and up to 10, City-owned sites for supportive housing for priority populations, subject to Council's approval of the Supportive Housing PDO-1.

In addition, the Public Service will further develop budget implications for the initiative and bring amounts forward for Council's consideration, including exploring the use of HAF dollars and future incremental taxes.

HISTORY/DISCUSSION

Winnipeg is grappling with an ongoing affordable housing crisis. In July, Council directed the Public Service to enter into a Housing Supply Partnership Memorandum of Understanding (MOU) to work with the Province of Manitoba to advance shared housing goals. A key first initiative under this partnership is to Accelerate Supportive Housing on City-owned lands.

The City is partnering with the Province of Manitoba to launch a joint initiative to develop five-10 new supportive housing sites across Winnipeg, with approximately 15-30 units per site.

These projects will be designed to provide stability for individuals who require daily living support. All sites are intended to be developed through a replicable, but adjustable design, and coordinated development and construction to achieve efficiencies and economies of scale.

Supportive housing is a type of affordable housing that helps people at certain life stages or with challenges like health issues, disabilities, or other barriers to housing. It helps people live more stable, independent and respectful lives.

At this point, the Initiative is focusing on populations at key Life Stages that may include:

- Refugees and refugee claimants
- People leaving hospitals
- Youth exiting care
- People at risk of or experiencing gender-based violence
- People with mental health needs that require residential care.

Site Identification and Planning Approvals (Supportive Housing PDO)

A Supportive Housing Planned Development Overlay (PDO) is being brought forward for Council's consideration for approval. This PDO is designed specifically for this initiative and is intended to include only City-owned lands for supportive housing. The goal of this approach is to quickly take action to address the critical need for more supportive housing options in Winnipeg.

This approach follows what many other cities have done to get housing built quickly and efficiently for priority populations. Some cities have created special zoning districts or overlays specifically designed for supportive housing developments, often with the goal of addressing mental health needs or providing housing for other vulnerable populations. These zoning approaches are often aimed at reducing barriers to building supportive housing, offering flexibility in zoning codes, and providing necessary incentives to development.

The sites identified for this initiative were selected through a comprehensive review of all available City-owned parcels. The selection process prioritized sites that were well-serviced by existing sewer and water infrastructure and that offered strong proximity to key community amenities, including public transit, healthcare services, and other supports that would benefit residents of supportive housing.

Geographic distribution was also a key consideration, as the housing crisis in Winnipeg affects communities across the city — requiring a city-wide response. In line with this, sites were chosen to ensure access to supportive housing opportunities in multiple neighbourhoods. This work was carried out collaboratively between the City of Winnipeg and the Province of Manitoba to ensure alignment with the broader goals of the Housing Supply Partnership.

At this time, five sites are being identified for approval through the Supportive Housing PDO:

i. 546 Sherburn St.
ii. 1168/1172 Plessis Rd.
iii. 626 Stella Ave.
iv. 75 Poseidon Bay
v. 2546 McPhillips St.

These five sites are deemed ready for development by next year, pending Council approval of the PDO through a public hearing. Additional sites will be explored further for readiness and approximately five will be brought forward in January 2026 to add to the PDO. Overall, the estimated ten sites will aim to meet the original Council direction to create up to 270 units.

The PDO will provide the necessary zoning permissions for supportive housing development on these sites. It will also establish clear development regulations to help guide the design and siting of buildings, ensuring consistency with City policy, community objectives, and appropriate integration within existing neighborhoods.

Engagement

In April and July 2025, 18 community agencies were engaged to gather feedback on the concept and inform preliminary design characteristics of the buildings. There was strong support expressed for the project, and service providers offered helpful high-level guidance related to building design, on-site supports and operations, and the planning process. Non-profits have increasingly had to play a more direct role in the development and construction of housing which is straining capacity of organizations to take on their core work of providing supports. This initiative helps build local agency capacity to provide critical support services as they are not strained by managing multiple year-long fundraising and development efforts.

The Public Service intends to continue to engage service providers throughout the planning and implementation of this project.

See Appendix 1 for summary of what we heard from these engagement sessions.

In August 2025, a public information campaign was launched to inform the general public of the initiative. This included multiple open house events in nearby locations to the proposed sites.

Building Design

The design of buildings in the initiative will follow a replicable but flexible design to support efficiency, cost-effectiveness, and timely delivery, while still allowing adjustments based on local context and community input.

Preliminary building designs and specs have been refined through engagement to ensure alignment with operational realities and resident needs.

Design will emphasize:

- Trauma-informed and culturally safe environments;
- A set proportion of fully accessible units, consistent with universal design standards;
- Energy-efficient building systems and durable, low-maintenance materials;
- Safe, welcoming, and inclusive site design, integrated with surrounding neighbourhoods.

Buildings will:

- Be three-four storeys in height;
- Include approximately 15-30 units;
- Small, private, single units (studios) and, where appropriate, options for families (i.e. two bedrooms+);
- Ensure each unit has a private bathroom, options for a kitchenette;
- Include a portion of units fully accessible;
- Include an elevator;
- Have communal spaces on full main floor (i.e. lobby, office, larger communal spaces, such as kitchen, multi-purpose room or round room);
- Where possible, have outdoor gathering spaces integrated on-site.

Each building will be owned and operated by a non-profit housing organization, responsible for property management and supports. In some cases, a separate non-profit or community-based organization may be engaged to deliver on-site support services to residents. These roles will be confirmed through a future selection process coordinated by the Province of Manitoba.

Non-profit & Service Provider Procurement

In early 2025, the Province released an Expression of Interest (EOI) to help service providers interested in expanding their support service operations. Organizations that responded to the EOI were evaluated for their financial viability, fidelity to a rights-based approach and focus on priority populations. As of August 2025, 30 organizations have responded to the EOI, including 22 organizations operating in Winnipeg. The EOI will remain open on an ongoing basis and the Province will review new responses quarterly.

The City is also working with the Province in selecting one or more non-profit organizations to own and/or operate the projects. In Fall 2025, the Province intends to release another EOI to secure partner(s) to own and/or operate the housing facilities, with support from the City in adjudication. Preference will be given to Indigenous-led organizations.

Developer Partner Procurement

The City is supporting the Province in choosing a development partner to lead the design, development and construction for the projects. The Province will release an Expression of Interest (EOI) to secure a partner and the City will support the Province in adjudication.

The EOI is seeking a development partner to provide the following services:

- Coordinated design of a residential building template which can be replicated on multiple sites;

- Project management and/or coordination of site readiness, including multiple sites overlapping in timelines;
- Consideration of modular construction methods and/or other processes to speed up delivery;
- Coordination with government partners on securing funding/financing for success;
- Coordination with non-profits and other partners to ensure design and delivery meets the requirements of intended targeted populations.

City Contributions

The initiative will be developed collaboratively, while the City will provide land and approvals, along with other funding and capacity support. The Province will lead the procurement process for development and support partners, provide pre-development, capital and operational funding. The City and Province will jointly work with a development partner to develop the building design that can be replicated across sites. All partners will secure additional funding to ensure the projects are a success. See Appendix 2 for more detailed roles and responsibilities.

The role of the City is to secure approvals, provide financial support, and help guide the project with the Province. Drawing from the original 2022 motion, the following key aspects of support are being recommended. Further budget details are still to be confirmed and it is recommended that the Public Service bring forward budget implications and approval for this initiative before January 2026.

Land
The City will lead the zoning approvals, bringing forward sites for Council approval (see associated Public Hearing for Supportive Housing PDO-1). As part of the approval of the sites, the City will further offer the sale and/or lease of sites for the initiative at a nominal fee ($1) to help contribute to success.

Construction and Permit Fee Grants
As part the HAF 2026 and 2027 dollars, a grant of up to $10,000/unit should be committed to these projects to support capital construction and the costs of permit fees to meet the intent of the original motion to reduce fee application costs. It is recommended the Public Service report back on a financial commitment out of 2026/2027 HAF dollars to this initiative as greater details and costing are confirmed.

Tax Increment Financing (TIF) Grant
As Council recommended to include a reduction in property taxes for these sites, it is further recommended the Public Service report back on a maximum value of Tax Increment Financing (TIF) to this initiative. As part of the report back, it is recommended to outline how this approach will align within the existing TIF policy and/or programs (i.e. Affordable Housing Now). Budgets will consider offering up to 80 percent of future incremental taxes for a 20-25 year commitment, in line with existing programs and Provincial operating commitment timelines.

Project Timeline

In Fall 2025, up to five sites will be brought forward to Council for this initiative (Supportive Housing PDO-1) and a development partner will be engaged to support the City and Province in the execution of the project.

By Spring 2026, final design specifications are to be confirmed and it is intended that construction may start on a portion of sites before the end of 2026. This supports the City in meeting units under the HAF Agreement, while also addressing the need for supportive housing

A more detailed timeline is included in Appendix 3.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 7, 2025

Project Name:
Accelerating Supportive Housing on City-owned Land

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

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

CONSULTATION

This Report has been prepared in consultation with:

- Community Development
- Planning, Property and Development
- Legal Services

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045's Good Health and Well-Being, Social Equity, and City Building Goals:
4.4 Affordable and Supportive Housing Options (p.27)
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 (p.29)

Conserve and increase development of a continuum of affordable and supportive housing

6.39 Affordable and Supportive Housing Options (p.34)
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. EP, ER, HW, SE

Supportive Housing 4.1 Assist in building and maintaining the capacity of non-profit housing organizations in the design, development and maintenance of supportive housing.

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 for Goal 2 in the 2024-2027 implementation plan around Facilitating the development of vacant land, with a focus on social housing.

SUBMITTED BY

Department: Office of the CAO
Division: Housing Accelerator Fund
Prepared by: Lissie Rappaport, Manager, Housing Accelerator Fund
Date: August 5, 2025

Attachments:
Appendix 1: Summary of Service Provider Engagement Session
Appendix 2: Partner Roles and Responsibilities
Appendix 3: Project Timeline

Appendix 1: Summary of Service Provider Engagement Sessions

Two sessions: April and July 2025

Co-facilitated by: City of Winnipeg, Manitoba Housing, End Homelessness Winnipeg

Organizations that participated: End Homelessness Winnipeg, Ma Mawi Wi Chi Itata Centre, Main Street Project, Siloam Mission, Sunshine House, New Directions, New Journey Housing, Manitoba Inuit Association, Oshki-Giizhig, Manitoba Metis Federation, West Central Women's Resource Centre, North End Housing Project, Canadian Mental Health Association, North Point Douglas Women's Centre, Resource Assistance for Youth, Red Road Lodge, North End Women's Centre, Ndinawe Endaawaad

Feedback Themes:

Design & Physical Buildings

- Small scale buildings (under 25 units) more manageable for high acuity populations
- Balance private spaces in units (e.g. washrooms) for dignity and privacy with communal spaces (e.g. outdoor space, programming space, ceremonial space, clinical space, visiting space)
- Safety – consider strategies such as lighting, cameras, 24/7 staffing/security, limited access floors, guest policies, harm reduction principles
- Accessible units are needed
- Adequate storage, pet-friendly units will be important
- Build for durability, plan for pest control
- Locate buildings near amenities, services, consider/provide transportation options
- Build with good ventilation for smudging and smoking
- Even with mostly replicable designs, some customization will be needed for each building – involve the end user in this
- Look to existing local successful buildings to inform design

Support Services/ Operations

- Preference for 24/7 onsite staffing – need to be trained, trauma-informed, and compensated appropriately to retain staff
- Even with onsite staffing, there will still be a need for easy access to outside resources for tenants (e.g. mental health support, addictions treatment)
- Some onsite programs/services could be available to the broader community to facilitate integration
- Look for compatible partnerships between organizations with complimentary expertise and capacity
- Need flexibility and options – different models for different buildings and within buildings (e.g. move to a different unit or from transitional to permanent housing, options for "wet" and "dry" buildings, different areas of the city, etc.)
- Different buildings for different populations – group based on similar needs, but in some cases intergenerational buildings might be culturally appropriate

- Look for bulk contracts/ partnerships for efficiency, economies of scale, and to alleviate the burden on non-profit operators (e.g. phone, internet, security)

Process

- Involve the eventual end users/ people with lived experience in the design and planning to set them up for success
- Organizations need the security of long-term funding to plan ahead, train and retain staff, and have services that are responsive to the population (not to shifting funding priorities)
    - Sector needs to grow, build capacity to take this on
    - Budget for staff training, sick time, vacation coverage

Other

- Cultural safety and relevance is vital in all aspects (design, services, process) – especially for Indigenous populations
- Other priority populations were suggested in addition to the ones listed: men with children, seniors, people undergoing treatment for tuberculosis

Appendix 2: Partner Roles and Responsibilities

Province of Manitoba

- Fund the building design and pre-development through Proposal Development Funding (PDF).
- Commit a portion of capital funding and long-term operational funding for wrap-around services.
- Engage multiple departments in addressing the solution, incorporating a whole of government approach.
- Lead an Expression of Interest (EOI) process to select owner/operators of completed buildings, aligned with Your Way Home.
- Work with partners to secure additional funding/financing, including from the federal government.

City of Winnipeg

- Provide land for the developments at nominal cost ($1).
- Facilitate zoning and approvals required for the development of the sites.
- Offer tax increment financing (subject to Council approval).
- Provide up to $10,000 capital grant per unit (subject to receiving 2026 HAF payment and Council approval).
- Provide Concierge services to streamline the permitting and development processes.
- Work with partners to secure additional funding/financing, including from the federal government.

Third-Party Developer

- Lead the development of a replicable housing design, with input from service providers, that can be adjusted to fit on multiple sites and to multiple tenant populations.
- Project-manage the construction of all housing sites and determine appropriate phasing (i.e. number of projects per year). This will include everything from design and planning to execution, ensuring a streamlined and efficient process with cost-effective solutions that meet community needs.
- Work with partners to secure additional funding/financing, including from the federal government.

Owner/Operator

- Non-profits will own and operate the housing units and provide wrap-around support services to tenants, ensuring a holistic and supportive environment that fosters long-term stability.
- Ensure residents' needs are met in a culturally competent and effective manner.

Appendix 3: Project Timeline

Spring 2025

- Engage with service providers to gather input on concept and building specifications
- Finalize preliminary list of sites to be explored.
- Draft approval process for all sites.
- Release Expression of Interest (EOI) for service providers as end owners/operators (Province-led).
- Finalize process to select and engage a third-party developer (Province-led).

Summer/Early Fall 2025

- Draft agreements or Memorandum of Understanding between the City and Province (“Housing Supply Partnership”)
- Release EOI for development partner (Province-led)
- Seek Council approval for program and zoning approval of sites (City-led).
- Finalize short-list of owners/operators and method for adjudication (Province-led).

Next Steps

- Secure development partner (Province-led, with City support)
- Secure funding commitments from all partners for success.
- Finalize building design and development/construction process with input from partners , service providers and short-list of owners/operators (Third-Party Developer-led with direction from Province/City).
- Secure building permits.
- Start construction for a portion of buildings, while a latter portion are phased to start later in 2026 and 2027.