KPMG

End to End Review of the Development Process

Final Report



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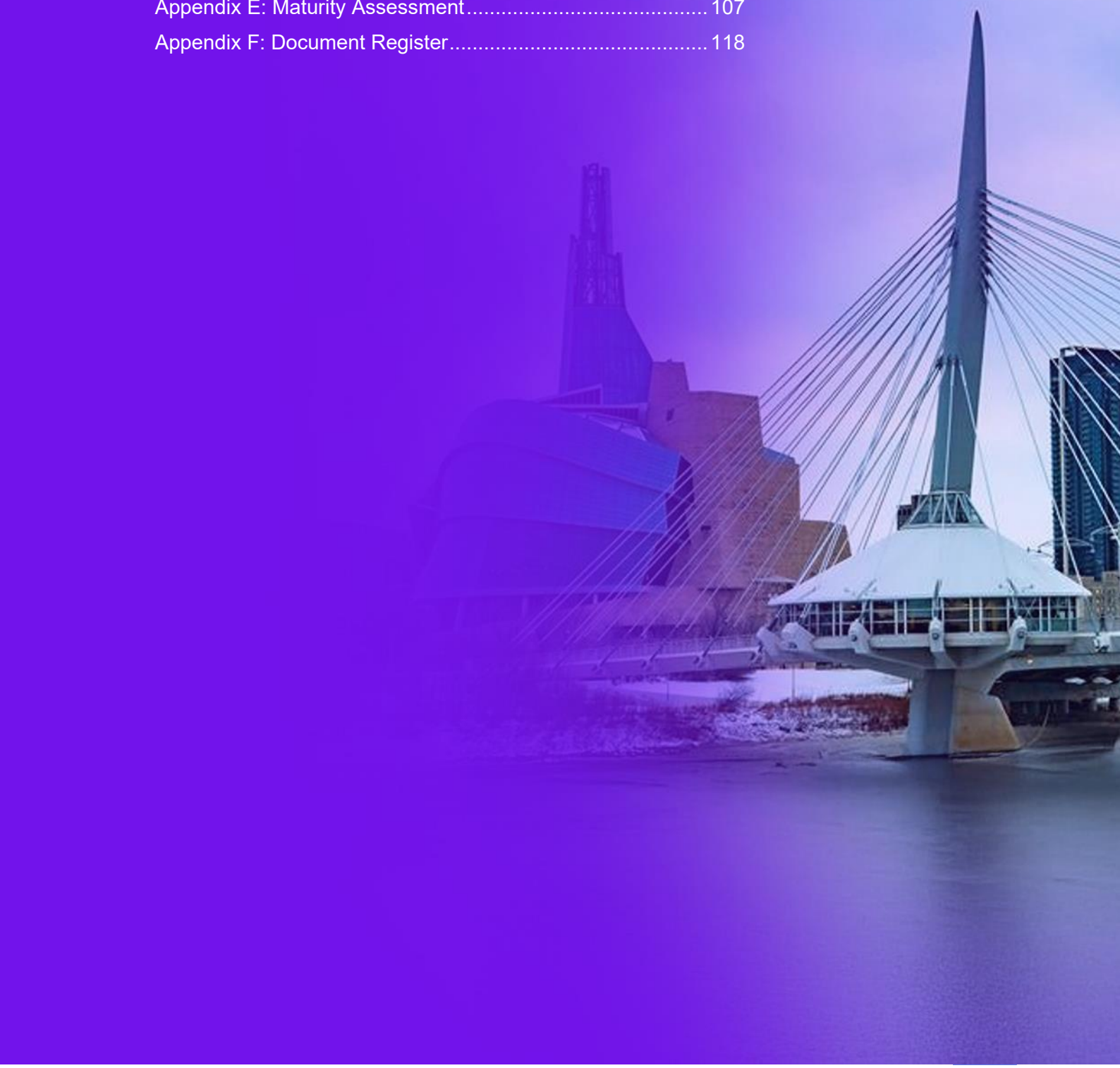
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01

Executive Summary



1. Executive Summary

Project Overview

In January 2025, the City of Winnipeg ("the City") engaged KPMG LLP ("KPMG") to conduct a comprehensive, end-to-end assessment of its development review process ("the Review"). The work is supported with funding from the Housing Accelerator Fund. This Report presents our findings.

The objectives of the Review are to ensure the City's development review process is efficient, streamlined, transparent, and aligned with leading practice and peer municipality standards. The Review builds on several improvement initiatives already underway or implemented by the City – focusing on improving effectiveness and customer focus of the City's development review and permitting processes while aligning with provincial legislation.

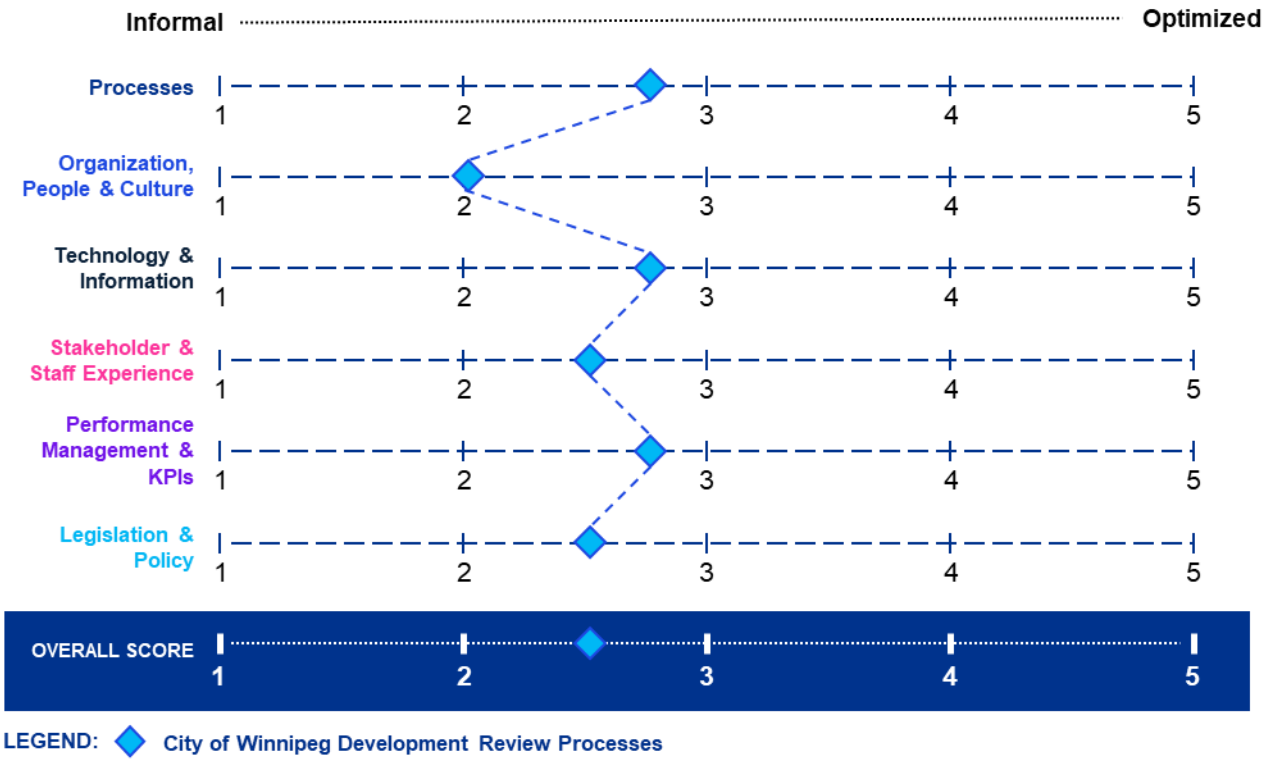
The maturity assessment is a structured evaluation of the City's development review process. It evaluates the relative maturity of the City's development review processes across the assessment framework layers.

Adapted from the Project Management Institute's Organizational Project Management Maturity Model, current state performance is assessed across five levels of maturity, from informal (low) to optimized (high).

The objective of the assessment is to assess the current state of performance, understand the City's performance in relation to leading practices, and identify future state aspirations.

Additional detail is included in subsequent pages, as well as Appendix E.

Figure 1: Maturity Assessment: Current State Performance



Winnipeg's development review process is building on a strong foundation. Staff are widely recognized for their collaborative work, and many foundational business supports are in place, such as standard operating procedures, several technology-enabled workflows, and a maturing data collection and performance management framework. Importantly, through our discussions with management and staff, we also observed a strong desire for change and improvement across the City's development review team.

However, our research also indicates that there are significant challenges, including:

- Insufficient staffing & resourcing capacity.
- Inconsistent and at times ineffective processes.
- Informal process-wide governance.
- Inconsistent use of technology platforms / digital solutions.
- A lack of comprehensive performance management framework.
- Sometimes poor application quality.
- Involvement of elected officials.

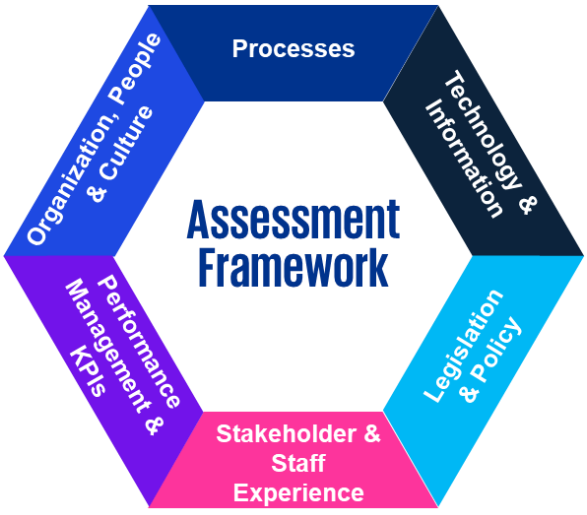
These challenges contribute to declining performance in relation to application review timelines, friction among staff and stakeholders, as well as applicant and staff frustration. As the volume and complexity of development continues to increase in Winnipeg, the City's development review process must continue to improve in step.

Our Approach: Assessment Framework

An assessment framework was created to guide the project, shaping the findings from stakeholder engagement, current state analysis, and leading practice research. The report's recommendations are organized according to the six layers of this framework, which structure the identification of strengths, challenges, and recommendations throughout the review.

This report identifies 27 recommendations for consideration to address the gaps impacting the City's ability to deliver development review efficiently as development becomes increasingly complex. Appendix C includes three additional recommendations that have been proposed to the City but are deemed a lower priority and unlikely for adoption at this time.

Figure 2: Assessment Framework



Our primary recommendations are categorized into three categories described below.

Accelerating Changes

Accelerating changes are moderate-impact initiatives designed to build on and/or speed up improvements that are already in progress within the organization. These changes typically require less effort to implement because they leverage existing work and established frameworks. Their timing can vary, but they are often already underway and intended to quickly deliver benefits while integrating seamlessly into ongoing operations.

While similar to supporting changes, accelerating changes are generally lower in effort, focusing on minor policy tweaks, adjustments to current delivery models, or training on new processes. Many of these recommendations are already scoped and being implemented by the City.

The recommendations in accelerating changes include:

- Introducing time tracking for milestones in the development review process;
- Expanding the use of digital dashboard reporting and increasing transparency for applicants; and
- Conducting a comprehensive zoning by-law modernization exercise to align with current development objectives.

Transformative Changes

Transformative changes are high-impact initiatives that drive city-wide or multi-departmental improvements in service delivery, outcomes, or user experience. These changes require significant effort, often involving the introduction of new technologies or platforms, fundamental shifts in operating models, and substantial capital or resource investments. Their implementation is typically long-term, spanning 18 months or more, and is structured around phased milestones to ensure sustained progress. Most transformative changes are either entirely new to the organization or exist only as pilots or conceptual projects, representing bold steps toward future-ready operations and enhanced public value.

Some of the recommendations in this category include:

- The adoption of application streaming at intake based on application quality and alignment to existing City policies and development goals;
- Introducing a file lead role to provide end-to-end oversight on each application; and
- Establishing a Planning Commission with delegated authority to review and approve development applications.

Supporting Changes

Supporting changes are moderate to high-impact initiatives that often serve as essential prerequisites for unlocking larger organizational value. These efforts typically involve process redesigns, system integrations, or targeted hiring, requiring a medium level of investment and coordination. Implementation is expected to occur over a mid-term horizon, generally spanning six to eighteen months, allowing for meaningful progress while aligning with broader transformation goals. Supporting changes may be entirely new or designed to extend and standardize existing initiatives, ensuring alignment and consistency across departments and functions as the organization evolves.

A few of the recommendations in this category are:

- Developing clear public-facing user guides and terms of references for all the City's development application types;
- Introducing a new voluntary pre-submission consultation process; and
- Establishing a formal performance management framework.

Taken together, these recommendations will help the City of Winnipeg to:

- Streamline and standardize workflows to improve efficiency and consistency in service delivery.
- Strengthen organizational structure, clarify roles, and invest in staff development to support effective teamwork and talent retention.
- Establish clear metrics and regular performance tracking to drive accountability and continuous improvement.
- Enhance communication, transparency, and engagement to improve satisfaction for both internal and external stakeholders.
- Ensure policies and procedures are up-to-date, consistently applied, and support compliance with relevant regulations.
- Leverage integrated digital tools and data management systems to support informed decision-making and efficient operations.

See page 7 for a summary of our recommendations. Additional details are included in Section 3.

Implementation Considerations: Building the Foundation

Successfully implementing the recommendations included in this report will take significant time and effort, including:

- Executive-level sponsorship and regular oversight.
- Dedicated resourcing to support planning, delivery, and progress reporting.
- Effective governance that integrates existing improvement initiatives.
- Engagement with staff to ensure that implementation sticks and is grounded in day-to-day delivery.
- Engagement with industry to ensure implementation is aligned with market realities.

Successful implementation will also require cross functional alignment. The implementation structure and preliminary implementation plan is outlined in Appendix A.

Page 10 presents a preliminary implementation schedule. It is based on a four-year implementation window and meant as a starting point for consideration by the City.

While full implementation will take time, many of the Accelerating Changes are underway, and additional quick wins have been identified so that the City can demonstrate progress in the near-term. The implementation schedule identifies several early actions that can be realized within six months:

- Require an upload memo for re-submitted application materials
- Introduce a formal internal knowledge-sharing forum for City staff
- Introduce time tracking
- Use online submissions for all development applications
- Refresh digital templates in AMANDA system

These near-term recommendations will help demonstrate tangible benefits for staff, industry, and the public.

How to Read this Report

The findings included in this report are based on an analysis of the following sources of information:

- A review of 130+ documents and accompanying materials provided by the City Project Team.
- 10+ hours of engagement with 55+ City staff at all levels from six divisions, as well as two elected officials and three representatives from the Mayor's office.
- Four 3-hour process mapping workshops with more than 30 key City staff.
- Two workshops with over 25+ industry representatives as well as three external commenting partners (Province of Manitoba, Manitoba Hydro, and Teranet).
- Two online surveys for City staff as well as industry representatives, with over 260 combined responses.
- Global leading practice research and interviews with three comparable Canadian jurisdictions.

This report has two sections following this executive summary:

- Section 2 presents the project background.
- Section 3 presents our detailed recommendations.

Additional supporting material is included in the appendices:

- A preliminary implementation plan (Appendix A).
- A current state assessment of development processes (Appendix B).
- A list of additional recommendations that are not prioritized for implementation but will continue to be monitored by the City (Appendix C).
- A summary of findings from the comparator research and leading practices (Appendix D).
- A maturity assessment of development processes against leading and lagging comparators (Appendix E).
- A list of documents and data reviewed as part of our work (Appendix F).

Recommendations: Overview

Table 1, below, presents a summary of our recommendations. Additional detail about each recommendation is included in Section 3.

Table 1: Recommendations Summary

#	Recommendation			
	Accelerating Changes	**Impact**	**Effort**	**Application Type**
1	Conduct a comprehensive zoning by-law modernization exercise to align with current development objectives	H	H	General Finding
2	Consolidate the Building Permit and Development Permit intake and review workflows to improve applicant experience	H	M	Permits
3	Ensure consistent and up to date application and permit related files are centrally located and easily accessible for City staff to improve consistency and communication	M	H	All
4	Require an upload memo be used to accompany a re-submitted application	M	L	All
5	Introduce a formal internal knowledge-sharing forum for City staff	M	L	General Finding
6	Introduce training for Councillors to better equip them for their roles in the development review process	H	M	General Finding
7	Expand the use of digital dashboard reporting to incorporate additional development review metrics	M	H	All
8	Introduce time tracking for all milestones in the development review process	H	M	All
9	Expand the use of online submissions for all development applications to streamline application submission processes, digitalize workflows, and enable real-time application specific updates and information	H	H	All
10	Adopt a fully integrated digital workflow management system to improve efficiency and consistency in the processing of development applications	H	H	All

#	Recommendation			
11	Refresh and increase use of digital templates in AMANDA system	H	M	All
12	Improve functionality of City Website related to development information and implement improvements to enhance applicant experience	M	H	General Finding
	Transformative Changes	**Impact**	**Effort**	**Application Type**
13	Implement application streaming to increase efficiency of application intake	H	H	All
14	Consider implementing a new dedicated and empowered file lead to provide end-to-end oversight on all applications	H	H	All
15	Change fee collection process to require fee payment at application submission and introduce re-examination fees when a specified limit has been reached for incomplete applications	M	M	All
16	Adopt technological solutions to enable automatic application screening and support preliminary review	H	M	All
17	Establish a Planning Commission to delegate approval authority for development applications	H	H	Development Applications
	Supporting Changes	**Impact**	**Effort**	**Application Type**
18	Work with industry to review post approval processes for development applications and identify opportunities for efficiencies	H	M	Development Applications
19	Implement a Voluntary Pre-Submission Consultation process	H	H	All
20	Introduce formal training and mentorship to enhance consistency, onboarding, knowledge transfer, and career development opportunities for City staff	M	M	General Finding
21	Develop clear public-facing user guides and terms of references for all the City's development application types	H	M	All
22	Implement a centralized internal knowledge database that serves as a file repository for all development review related information	M	M	General Finding

#	Recommendation			
23	Introduce two-way training and learning opportunities with City staff and industry	M	M	General Finding
24	Enhance the performance management framework for the end-to-end development review process	H	H	All
25	Conduct a comprehensive fee review and create a new fee structure that accurately recovers for staff time spent on processing the application	H	H	All
26	Conduct a compensation review to help attract and retain talent	M	H	General Finding
27	Conduct a comprehensive resourcing assessment to match resourcing with target service levels	H	H	General Finding

Preliminary Implementation Schedule

Figure 3 shows an estimated timeline for the recommendations included in this report. Bolded recommendations are potential quick wins that are low to medium effort to deliver.

Figure 3: Preliminary Implementation Schedule

#	Recommendation	2026				2027				2028				2029			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	Accelerating Changes																
1	Conduct a comprehensive zoning by-law modernization exercise																
2	Consolidate the DP and BP intake and review workflows																
3	Ensure up to date application-related files are centrally located																
4	**Require an upload memo for re-submitted application materials**																
5	**Introduce a formal internal knowledge-sharing forum for City staff**																
6	Introduce training for Councillors																
7	Expand use of digital dashboards																
8	**Introduce time tracking**																
9	**Use online submissions for all development applications**																
10	Adopt a digital workflow management system																
11	**Refresh digital templates in AMANDA system**																
12	Improve functionality of City Website																
	Transformative Changes																
13	Introduce application streaming																
14	Implement a new file lead role																
15	Change fee collection process and introduce re-examination fees																
16	Adopt technology to enable automatic application screening																
17	Establish a Planning Commission																
	Supporting Changes																
18	Review post approval processes for development applications																
19	Implement Voluntary Pre-Submission Consultation process																
20	Introduce formal training and mentorship for City staff																
21	Develop clear public-facing user guides																
22	Implement a centralized internal knowledge database																
23	Introduce two-way training and learning opportunities with industry																
24	Enhance the performance management framework																
25	Conduct a fee review and create a new fee structure																
26	Conduct a compensation review																
27	Conduct a comprehensive resourcing assessment																

02

Background & Overview



2. Background & Overview

In January 2025, the City of Winnipeg ("the City") engaged KPMG LLP ("KPMG") to conduct a comprehensive, end-to-end assessment of its development review process ("the Review"). The work is supported with funding from the Housing Accelerator Fund.

The objectives of the Review are to ensure the City's development review process is efficient, streamlined, transparent, and aligned with leading practice and peer municipality standards. The Review builds on several improvement initiatives already underway or implemented by the City – focusing on improving effectiveness and customer focus of the City's development review and permitting processes while aligning with provincial legislation.

Under the Housing Accelerator Fund, the City has developed eight targeted Action Plan Initiatives aimed at speeding up the rate of development and increasing the number of residential units available in Winnipeg.

The City has launched this End-to-End Review to identify recommendations and procedural improvements that will enhance the development review process, making it more efficient and easier to navigate for applicants. This review aims to help achieve the City's goals under the Housing Accelerator Fund, increasing the supply of residential units and better supporting future housing development in Winnipeg.

Objectives and Scope

The objectives of this review are to improve the efficiency and effectiveness of Winnipeg's development review process. This includes:

1. Identify opportunities to streamline processes and procedures within development review.

2. Increase City service levels in development review.

3. Reduce the time spent by staff processing applications and increase processing capacity.

4. Improve the applicant experience through the development review process.

5. Maintain the City's commitment to excellence in the built environment.

The scope includes the assessment of:

- Current development application review processes.
- Roles & responsibilities of staff and departments.
- Staff resources and skillsets.
- Development application management and governance practices.
- Current technology systems in place.
- Review timelines and KPIs.
- Recent initiatives (i.e., red tape reduction, online permit expansions, amended zoning bylaws, variance changes, etc.) and potential impacts.

The following application types are in scope:

- Development Application for Subdivision & Rezoning (DASZ)
- Development Application for Variance (DAV)

- Development Application for Conditional Use (DCU)
- Development permit applications
- Short Form Plan of Subdivision (DASSF)
- Building permits (inclusive of occupancy permits; focus on Part 3 multi-family permit applications)

The review was in part a response to the September 26th, 2024, Council meeting, where Council passed a motion focused on development application timelines where staff were directed to report on specific improvements undertaken or recommended to address challenges.

Methodology

We used an assessment framework to structure our research and organize our findings, including the strengths, challenges, and recommendations presented in this report. The assessment framework used for the review had six layers, and is described in Figure 4, below.

Figure 4: Assessment Framework

No.	Layer	Details / Description
I	Processes	The internal and external services delivered by the City, along with the processes, practices, and procedures used to deliver those services.
II	Organization, People, & Culture	The roles and responsibilities of staff, the City's organizational structure and the governance structures used to manage work and coordination.
III	Technology & Information	The use of data, information, analytics, and technology that support the policy formulation and development review processes.
IV	Stakeholder & Staff Experience	The experience of applicants and the public related to the policy formulation and development review processes.
V	Performance Management & KPIs	The performance management structures used to measure, monitor, and evaluate the policy formulation and development review processes.
VI	Legislation & Policy	The policy and legislative framework that structures the policy formulation and development review processes, from formulation to implementation and evaluation.

Workplan

Work began in January 2025 and closed in December 2025. Our approach consisted of five phases, shown in Figure 5, below. Several components of the work were overlapping and iterative.

Figure 5: Project Workplan

	01 Initiation & Scoping	02 Review & Consultation	03 Analysis & Assessment	04 Development & Testing	05 Report & Roadmap
Objectives	Align on the project's key tasks, schedule, and objectives as well as our shared project management routines.	Build a substantive evidence base to understand current state strengths, challenges and improvement opportunities.	Analyze and assess the current development review and approval process.	Identify improvement opportunities for processes, procedures and technology, design future state solutions with draft recommendations on enhancements /improvements.	Prepare and deliver the final report and implementation roadmap.
Activities	1.1 Project initiation meeting 1.2 Workplan confirmed 1.3 Stakeholder engagement strategy 1.4 Document transfer 1.5 Project charter	2.1 Document review 2.2 Current state process mapping / Lean workshops to modernize processes 2.3 External stakeholder engagement 2.4 Summary of stakeholder findings 2.5 Draft current state process maps	3.1 Regional scan of peer municipalities (best practices) 3.2 Review and analyze stakeholder findings 3.3 Review and analyze current state process maps (i.e., key issues, gaps, service levels, KPIs) 3.4 Interim findings report	4.1 Opportunities workshop (internal) 4.2 Draft recommendations & prioritization (socialize internally / externally) 4.3 Develop implementation framework and considerations 4.4 Draft interim recommendations	5.1 Confirm final recommendations 5.2 Draft implementation roadmap 5.3 Draft final report and implementation roadmap 5.4 Revise draft of final report 5.5 Final report and implementation roadmap

Phase 1: Project Initiation and Scope Finalization

As part of the project initiation phase, KPMG conducted a one-hour kickoff meeting to introduce project teams, confirm the draft workplan, and align on the scope, key activities, and overall schedule. During this session, we finalized the workplan and established project goals, success measures, and change management considerations.

Following the kickoff, we initiated several foundational project management routines, including the setup of bi-weekly project meetings and a status update tracker. These tools are designed to guide our collaboration and maintain alignment throughout the engagement.

We also began planning for stakeholder engagement. Once the Project Charter was finalized, we prepared a stakeholder engagement strategy, outlining key participants, facilitation approaches, and timelines. In collaboration with the City, we identified internal and external stakeholders, prepared communications materials, and began scheduling engagement sessions. Consideration was also given to conducting one-on-one interviews with senior leaders to gather targeted feedback.

To support our understanding of the current state, KPMG reviewed a series of background documents provided by the City, including materials related to organizational structure, business processes, resourcing, and governance.

Finally, we consolidated key findings and project design elements from the initiation activities into a formal Project Charter, which now serves as the guiding document for subsequent phases of work.

Phase 2: Review Processes and Conduct Stakeholder Engagement

During this phase, we focused on building a comprehensive understanding of the City's current development review and approval processes through detailed document analysis, stakeholder engagement, and process mapping. These efforts resulted in end-to-end process maps that were validated by City staff, a synthesis of key stakeholder findings, and a clear baseline of current practices to inform process improvements and future-state recommendations.

Document and Data Review & Analysis

We conducted a thorough review of existing process diagrams and related documents to understand the current state of the City's development review process, including approval phases and decision points. Where necessary, we supplemented this with sample applications and quantitative/qualitative data to substantiate our findings, including application volumes, processing timelines, and appeal metrics.

We conducted an in-depth review of more than 130+ documents and data sets provided by the City. Documents included organizational charts, process maps, guidelines and procedures manuals, policy documents, as well as prior reviews, reports, and studies. Additional documents were identified and reviewed throughout our engagement. Internal and external stakeholders provided helpful direction on additional studies and background materials relevant to the review. A detailed list of documents reviewed is included in Appendix F.

Internal Stakeholder Engagement & Current State Process Mapping

For each in-scope development application type, KPMG developed detailed process maps. The process maps provide a clear understanding of the activities, steps, and procedures involved in the review of a given development application.

Draft versions of the process maps were shared with the City Working Group and Divisional leadership for review and validation. The finalized process maps served as key inputs to the subsequent level of effort assessment.

The process maps were developed through extensive document review and specifically through facilitating four 3-hour in-person workshops in April with 30+ cross-departmental staff to map out current end-to-end processes. These sessions captured detailed step-by-step tasks, roles, responsibilities, tools, and technologies in use. Workshops conducted were:

- End-to-End Review of the Development Process – DASZ & DASSF
- End-to-End Review of the Development Process – DCU/DAV
- End-to-End Review of the Development Process – Building Permit Process
- End-to-End Review of the Development Process – Development Permits

Additional follow-up was conducted with staff to validate and refine process maps, which now serve as the foundation for identifying improvement opportunities.

We conducted a comprehensive stakeholder engagement exercise, which included:

- 10+ hours of consultation through one-on-one and group engagement with over 55 City staff from at all levels, as well as two elected officials and three representatives from the Mayor's office.
- Two workshops with over 25 industry representatives as well as three external commenting partners.
- Two online surveys for City staff as well as industry representatives, with over 120 and 140 responses from City staff and industry representatives, respectively.

To encourage open and constructive dialogue, interviews and focus groups were conducted confidentially and without attribution. Notes were taken to facilitate our analysis but were not shared externally.

One-on-one interviews were typically 45-90 minutes in length. We followed a semi-structured approach that included interview guides with questions distributed in advance and allowed interviewees to identify new issues. Focus groups were several hours in length, and followed a similar, semi-structured approach.

Lean Process Improvement Workshops (Internal)

As a value-add, KPMG delivered a half-day virtual Lean training to key City staff. The session introduced core concepts of process improvement, fostering a continuous improvement mindset to sustain benefits beyond the life of this project.

External Stakeholder Engagement

We delivered up to 8 hours of in-person workshops, plus several virtual one-on-one discussions. These sessions captured external perspectives on barriers, user pain points, technology gaps, and ideas for improvement using the same Lean-informed approach.

- Two workshops with over 25 industry representatives as well as three external commenting partners focused on current state analysis.
- Two workshops with over 25 industry representatives focused on preliminary opportunities.

Summary of Stakeholder Findings

We synthesized all stakeholder input (internal and external) to identify key themes, recurring challenges, process gaps, divergent perspectives, and opportunities for improvement. This summary has been used to inform both the interim report and the foundation for recommendations.

Draft Current State Process Maps

Using the validated input gathered from engagement activities and consultation with the City's Working Group and key stakeholders, we prepared end-to-end visualizations of the development application process. These maps now serve as the baseline for identifying and evaluating pain points, as well as prioritizing improvements in future phases. Please see Appendix H for more details regarding the documentation and efforts with regards to the process maps.

Phase 3: Current State Analysis and Assessment

This phase focused on assessing and analyzing the City's current development review and approval processes to identify key challenges, gaps, and opportunities for improvement. This included conducting a regional scan of peer municipalities to capture leading practices, analyzing internal and external stakeholder feedback to uncover root causes of inefficiencies, and validating current-state process maps to ensure accuracy. Insights from these activities were consolidated into an Interim Findings Report, summarizing strengths, challenges, and preliminary opportunities to guide the development of future-state recommendations. Additional information regarding our current state assessment is included in Appendix B.

Regional Scan of Peer Municipalities

Comparator research involved the examination of development process practices across three municipalities to identify leading practices and lessons learned applicable to Winnipeg. Our research focused on success factors related to common challenges – identifying what each comparator does well, rather than a side-by-side comparison or analysis of each jurisdiction's development processes or equivalent processes. The original long list of identified comparator jurisdictions included: Edmonton, AB; Calgary, AB; Regina, SK; Saskatoon, SK; Ottawa, ON; Richmond Hill, ON; Hamilton, ON; London, ON; Halifax, NS; Vancouver, BC; Surrey, BC; and Quebec City, QC. The long list was subsequently narrowed to a targeted short list based on input provided by the City Working Group.

Working closely with the Working Group we identified three comparators based on criteria including: population size and growth, geography, building permit volumes, crane index ratings, and subjectively looking at communities with 'similar built form' related to the City of Winnipeg's, as categorized as: Mix of low-rise residential neighbourhoods, mid-rise commercial areas, and modest number of high-rise buildings (primarily in the downtown core).

The following comparator agencies were included as part of our research:

- Ottawa, ON
- Hamilton, ON
- Edmonton, AB

For each comparator, we conducted desktop research as well as phone-based interviews with one or more senior representatives. In several instances, insights were also included from previous KPMG stakeholder engagement and jurisdictional research efforts. Findings from the research helped refine the current state assessment and supported the identification of preliminary improvement opportunities. See Appendix D for additional information on jurisdictional research.

Stakeholder Findings Analysis

We conducted a deeper analysis of previously collected internal and external stakeholder feedback to understand better the root causes of challenges within the development approval process. This included assessing the impact and significance of gaps and inefficiencies, identifying patterns and systemic issues, prioritizing concerns, and benchmarking findings against leading practices to support the development of recommendations.

Current State Process Map Review and Analysis

We revisited and validated the current state process maps developed in Phase 2, incorporating stakeholder insights and relevant documents to ensure accuracy. This review helped identify service-level gaps, inefficiencies, bottlenecks, and duplication of effort. We also began to assess the readiness of existing processes for future-state transformation, highlighting where process optimization, automation, or redesign may be required.

Interim Findings Report Development

We consolidated insights from the stakeholder analysis, process map validation, and Lean workshops into an Interim Findings Report (PowerPoint format). This report captured:

Strengths and challenges of current-state processes

- A high-level view of existing workflows
- Emerging opportunities for improvement
- Preliminary alignment with target operating model components

Phase 4: Recommendations Development and Testing

During the fourth phase, we refined our preliminary improvement opportunities into recommendations included in this report. Findings and recommendations were reviewed and refined through workshops and discussions with the City Working Group and additional stakeholders.

Opportunities Workshops (Internal & External Co-Design Sessions)

Two internal in-person opportunity workshops were conducted in August to guide the development of improvement opportunities and ensure they addressed Winnipeg's unique context. A representative sample of staff from all relevant departments participated in 2-hour sessions. During the workshops, we worked alongside stakeholders to review and refine key improvement opportunities. Each workshop focused on specific preliminary recommendations for refinement:

- Development Permits and Building Permits
- Application Intake & Processing
- Application-Related Information & Materials
- Team-Based Approach & File Lead
- Governance & Escalation
- Voluntary Pre-Submission Consultation

In addition, we also hosted two external in-person opportunity co-designed workshops in September to gather external stakeholder feedback to further guide the development of improvement opportunities. A representative sample of key external stakeholders participated in 2-hour sessions. Each workshop focused on specific preliminary recommendations for refinement:

- Communication and Points of Contact
- Voluntary Pre-Submission Consultation
- Application Intake & Processing
- Enhancing Collaboration with the City

Follow-up interviews were held to further refine improvement opportunities, as needed. Outputs from the workshops were incorporated into the recommendations in this report.

Draft Recommendations and Prioritization

Drawing on insights from the workshops and our knowledge of leading practices, we developed a focused set of draft recommendations. These were prioritized and accompanied by proposed phasing based on factors such as level of effort and impacts.

Development of Implementation Framework

We began shaping a high-level implementation framework, outlining the timing and key considerations for implementing the recommended improvements. This included strategic alignment and practical guidance for roll-out with the City's Working Group input.

Drafting and Validation of Interim Recommendations

Preliminary recommendations were compiled and shared with the City's Working Group for review and refinement. Input was gathered to validate assumptions and prioritize recommendations based on a balance of effort and benefit, ensuring alignment with the City's goals and capacity for change.

Phase 5: Final Report & Implementation Roadmap

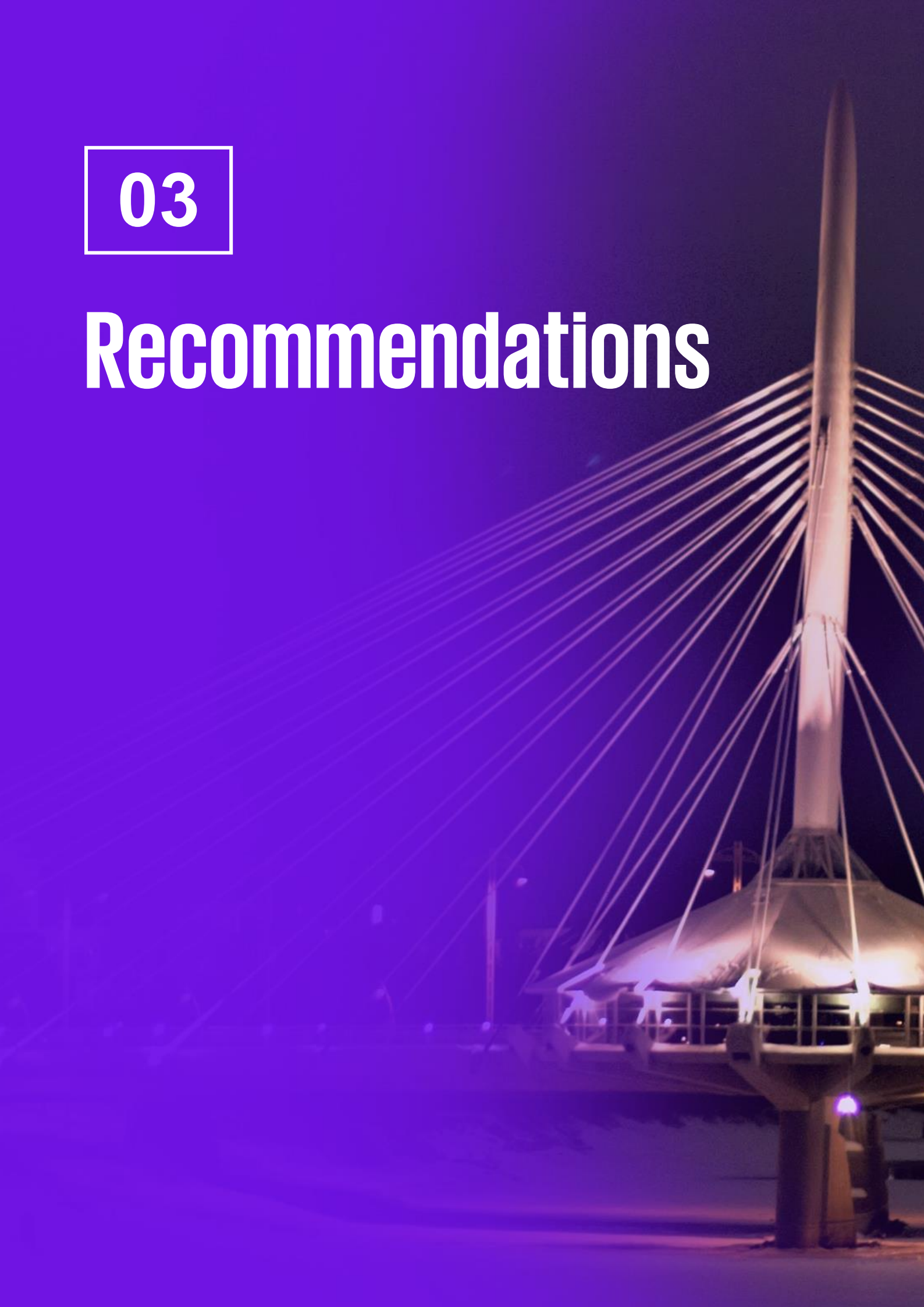
In Phase 5, our team focused on finalizing and delivering the Development Review Process Report, along with the accompanying Implementation Roadmap. This phase involved the synthesizing of findings into this final report. Draft versions of this report were shared with and reviewed by the Working Group, senior leadership, and other key stakeholders. Revisions have been incorporated into this final report.

Validation of Final Recommendations & Implementation Framework

We conducted several discussions and incorporated multiple feedback loops with the City's Working Group. These helped to review and validate the draft recommendations, as well as discuss the draft implementation roadmap and any associated considerations.

03

Recommendations



3. Recommendations

This section presents our recommendations to increase the effectiveness and efficiency of the development processes. The recommendations are organized by three categories based on estimated impact, perceived effort, timing, and whether the initiative is already underway.

Accelerating Changes

Accelerating changes are moderate-impact initiatives that align closely with existing organizational efforts, aiming to enhance or expedite ongoing improvements. The level of effort required for these changes varies depending on the nature of current initiatives, ranging from minor policy adjustments and small system configurations to targeted training programs. Timing is also variable, as these changes are typically already underway and are designed to build momentum within established frameworks. By leveraging current progress, accelerating changes help organizations realize benefits more quickly and ensure that enhancements are seamlessly integrated into ongoing operations.

Recommendation 1: Conduct a comprehensive zoning by-law modernization exercise to align with current development objectives



The City of Winnipeg's zoning by-laws are dated, with the primary by-law for areas outside downtown (Zoning By-law No. 200/2006) adopted in 2007, and the Downtown Winnipeg Zoning By-law No. 100/2004 in effect since 2004. Although the recent series of Rapid Zoning By-Law Amendments have been made to address evolving development objectives, the review of development applications often requires navigating a complex history of zoning amendments. Compounded with high rate of turnover for the Zoning Development Officer role, interpretation of the zoning by-law can lead to confusion over precedents, resulting in increased administrative workloads for review staff, who must reconcile historical decisions and interpretations. Such complexity can cause delays in approvals and lead to inconsistent outcomes.

To address these complexities, the City should undertake a comprehensive review and modernization of the current zoning bylaw to improve alignment with current development policy and objectives, while also addressing past inconsistencies. This review should also be forward-looking to anticipate issues stemming from population growth. A new zoning by-law will result in:

- Reducing discretionary approvals;
- Reducing the volume and complexity of Zoning By-law Amendments; and
- Enhancing the predictability of zoning interpretations.

Once implemented, the City should establish key performance metrics and incorporate into the Performance Management Framework (see Recommendation 24) and actively consult and engage with the development community to identify improvements.

Note: The City will engage a consultant to undertake this work by December 2025 under the HAF program. As part of this program, the City should incorporate the recommendations outlined here to ensure all relevant improvements are addressed.

Recommendation 2: Consolidate the Building Permit and Development Permit intake and review workflows to improve applicant experience



There are several inefficiencies in the City's management of Development Permit and Building Permit applications. Although these permits are separate in nature, the processes and workflows involved are often similar and, in some cases, duplicative. At the time of our consultation, we identified several inefficiencies of the two permit processes, this includes:

- Separate teams are responsible for intake for each permit type;
- Applicants frequently experience confusion regarding the purpose of the two permits, and many are unclear why the City transitioned from a single permit to two distinct processes;
- Applicants often perceive that they upload identical materials for each permit type;
- City staff are required to review the same documents or materials repeatedly across both permit types; and
- There are instances of inconsistent approvals, where materials, drawings, or documents are accepted for one permit type but not the other.

To address these challenges, the City should simplify and consolidate the Development Permit and Building Permit application processes. This would start with intake, where a single unified intake process is recommended to allow applicants to apply for both permits simultaneously through the same portal. This approach will eliminate the need for duplicate document uploads and enable shared use of submitted materials for both permit reviews where applicable. For example, if a specific drawing is required for both applications, the applicant would upload it once, and it would be automatically included in both reviews.

As the intake processes for Development and Building Permits are currently managed by separate teams, the City may need to consider implementing a matrixed reporting structure to support this recommendation, whereby consolidated intake resources retain administrative reporting to their respective divisions while reporting functionally to a centralized Permit Intake Lead; responsible for intake process oversight, quality standards, and turnaround time performance.

Additionally, after intake, the City should consider harmonizing the current internal Development Permit and Building Permit review processes to increase efficiency in review and reduce duplication of staff effort. This could include:

- Consolidating staff roles for intake associated with both permit types to streamline responsibilities;
- Circulating permit application packages together to enable concurrent review of the same materials by all relevant commenting partners;
- Clearly indicating any differences in review requirements across permit types for specific documents; and
- Linking the approval of drawings or materials in both permit review processes when the materials provided include both site and buildings aspects and has undergone a comprehensive review.

Enhancing applicant-facing information is recommended to clearly outline and distinguish the different purposes and objectives of the Development Permit and Building Permit processes while also explaining how they are linked and inform each other.

Cities like Surrey in British Columbia and Calgary in Alberta allow concurrent permit applications, where in some cases, early building permit submission, prior to development permit issuance is permitted. In Edmonton, development permit and building permits can be applied for simultaneously, although the review for building permits typically do not start until the development

permit review is complete. Detailed information on how concurrent permit processing is structured in other municipalities was not available at the time of writing this report.

Note: Several City-led changes and revisions to the development permit and building permit process were underway at the time of writing, including concurrent submission of permit applications. The City is currently working on simplifying development application document requirements to note exclusions, which is intended to reduce the number of incomplete applications. These initiatives should be considered alongside the implementation of this recommendation.

Recommendation 3: Ensure consistent and up to date application and permit related files are centrally located and easily accessible for City staff to improve consistency and communication



There are inconsistencies in communication processes and practices among staff members, as well as between staff and applicants. Multiple forms of communication methods are used (e.g., e-mail, and phone) on an ad-hoc basis across files, staff, and departments, which emerged as a notable pain point. City and industry stakeholders provided several examples regarding the use of multiple e-mail inboxes, and the absence of designated contacts on a file. As a result, applicants often struggle to identify and reach the appropriate points of contact (e.g., Development Application Coordinator, Planner, Land Development Engineer, or other subject matter experts). At the moment, AMANDA is not accessible to all City staff (i.e., WWD), and therefore it is not used consistently.

The lack of effective, formal communication processes frustrates stakeholders and contributes to service inconsistencies, including:

- Key stakeholders missing out on critical file-related communications that impact their scope(s) of work;
- Non-integrated communications channels create “information silos”;
- Ineffective internal communications act as a barrier to interdepartmental collaboration; and
- May result in potential errors on files.
- All documents, drawings, plans, and materials submitted as part of the development application process;
- Record of communications exchanged between City staff and applicants, including emails, letters, and written responses;
- Detailed summaries of all meetings and phone conversations held regarding the application, including attendees and discussion points;
- Documentation of all decisions made throughout the application process, including rationale and sign-off;
- All comments provided by staff, external agencies, and applicants, including responses and resolutions;
- Lists of assigned tasks, deadlines, and status updates from meetings or correspondence;
- Track changes and versions of submitted materials, plans, and reports; and
- Designated points of contact for each file (e.g., assigned file lead, planner, coordinator, engineer, etc.).

File and recordkeeping will rest within AMANDA once workflows become fully integrated with the development review process and can serve as a centralized repository for application files and communication. This recommendation should be supported with a formal SOP to provide guidance for maintaining file organization and recordkeeping procedures.

- Improved consistency and communication across teams and files.
- Reduced review timelines by streamlining access to correspondence and records.

- Minimized disruptions when files are transferred due to vacations or staff turnover.
- Enhanced traceability and searchability of information within the centralized repository.

Recommendation 4: Require an upload memo be used to accompany a re-submitted application



City staff spend considerable time reviewing re-submitted applications, as they must manually identify changes and repeat compliance checks when revisions are not clearly indicated. To improve the efficiency of the re-submission review process, the City should require applicants to include a memo with any resubmitted materials for both development applications and permits. This memo should clearly specify the following details:

- Note each change made and refer to the specific drawing or file name;
- Include the rationale behind each change, including whether it was in response to City comments; and
- Identify any related impacts or additional necessary revisions resulting from the change.

As the online submissions portal (Recommendation 9) is introduced to the development community through HAF 7 initiatives, the City should explore creating a template and making this memo a mandatory upload step within the portal.

Recommendation 5: Introduce a formal internal knowledge-sharing forum for City staff



The City has formed the Administrative Coordinating Group (ACG) and the Planning Executive Advisory Committee (PEAC) to oversee a majority of development projects in the City. However, the knowledge from these groups do not always filter back down to frontline staff, especially as resourcing is stretched thin and staff experience difficulty in managing existing workloads. This may lead to inconsistencies in the service and experience that is provided to applicants.

The City should establish a quarterly occurring internal forum or community of practice, either in-person or through a virtual platform where staff can foster a culture of collaboration and continuous improvement. The forum should be used to:

- Identify issues or current challenges;
- Share ideas for process improvements;
- Ask questions and sharing experiences in recent files;
- Provide updates on active applications and priority projects;
- Collaborate and problem solving on challenging or unprecedented development applications;
- Provide feedback or suggestions for improvement on City policy and processes; and
- Conduct team building activities.

By creating a space for staff to share knowledge, voice ideas and discuss concerns, the City can improve problem-solving and strengthen cross-departmental relationships. The impact will be greater consistency in service delivery, increased staff engagement, and a more agile organization that is better equipped to respond to emerging challenges.

Recommendation 6: Introduce training for Councillors to better equip them for their roles in the development review process



The City's Councillors come from diverse backgrounds and are often not subject matter experts in the development review process. Despite this, each Councillor plays a crucial role in development

review decisions, making it essential that they possess a clear understanding of their responsibilities in order to effectively advocate for the community's best interests.

Formal Councillor training should be developed and delivered to Councillors on an annual basis. The training should build on the established practice of providing training to Councillors following municipal elections and should include comprehensive information about the following topics:

- The City's development application review process, explaining the purpose, objectives, and providing a simplified overview of technical components to enhance understanding and engagement;
- Defining the Councillors' roles and responsibilities, detailing what they are able to influence, what is beyond their influence; and
- Specifying when and where their involvement is expected or not required within the process.

The training should be provided by subject matter experts involved in the development review process, including inputs from the Chief Administrative Officer, Clerks, and the Integrity Office, and consist of:

- In-person instructor-led sessions that are timed to coincide with the start of a new Council term or following municipal elections;
- Use of case studies and walkthroughs of historical applications and review processes to help Councillors understand technical requirements and decision points;
- Digital learning modules or webinars that Councillors can access on-demand for refresher training or updates on new policies and procedures. These same resources can be used for staff onboarding or training; and
- An overview of available guidance and training material, including development review guides, standard operating procedures, process maps, and FAQs for ongoing reference.

Regular, comprehensive training will better equip Councillors to make informed decisions throughout the development review process, supporting more effective, transparent, and consistent outcomes for the community.

Recommendation 7: Expand the use of digital dashboard reporting to incorporate additional development review metrics



The City should expand recently implemented public-facing digital dashboards for building permit applications to all development application types, including development permits. To enable enhanced reporting on operational efficiency for internal stakeholders and increase transparency and predictability for applicants, the digital dashboards should be:

- Standardized across application types and include estimated timelines for activities like intake review, review and circulation, scheduling of public hearing, etc.;
- Informed by consistent data sources supported by time tracking (see Recommendation 8); and
- Performance against City set key performance indicators (see Recommendation 24), and provincially mandated timelines.

Data-driven dashboard reporting is a leading practice. The use of a dashboard will communicate anticipated timeline information to applicants, thereby reducing uncertainty, and enhancing transparency and predictability of the intake and review process.

Recommendation 8: Introduce time tracking for all milestones in the development review process

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Many critical elements or stages of the development review process, such as circulation metrics and re-submission timelines are not currently tracked or measured. Additionally, the City does not comprehensively monitor the amount of time an application spends with the applicant versus with City staff. This lack of robust measurement and information is a significant barrier to effective performance management, as it limits the City's ability to identify bottlenecks, allocate resources efficiently, and provide transparency to applicants and stakeholders. While application intake tasks are prioritized to meet provincial service standards, time tracking for other stages of the process remains limited. As a result, important information related to performance is not tracked and limits leadership's ability to make performance-informed decision-making related to the development review process. Additionally, processes that are not tracked were found to be informally deprioritized, leading to unintended consequences around long processing timelines for application resubmissions.

To address these issues, the City should expand time tracking to all development review-related functions to improve resource management and transparency, and to serve as inputs to key performance indicators in the performance management framework (see Recommendation 24). A list of key processes that should be tracked is included in Table 2.

Table 2: Processes that should be time tracked

Review Processes and Milestones

• Voluntary Pre-Submission Consultation
  ○ Days from VPSC request → meeting date → record issued
• Applicant Preparation of Submission
  ○ Days between completion of VPSC and formal submission
• Application Intake & Screening (Submission Completeness Check):
  ○ Days from submission → deemed complete notice
  ○ Days from submission → application incomplete notice
  ○ Application incomplete notice → applicant resubmits revised application
• Circulation to Internal Divisions and External Agencies
  ○ Days from circulation → all comments received
  ○ Days from circulation → comments received from individual reviewer
  ○ Days from circulation → ACG meeting
  ○ Days from ACG meeting → completed ACG Report
  ○ Days from all comments received → completed Planner Report
• Draft By-law
  ○ Days from completed Planner Report → completed draft by-law
• Applicant Resubmission (Response to Comments):
  ○ Days from examiner request → applicant submits revisions/additional info as requested
• Public Hearing and Committees
  ○ Days from completed draft by-law → Community Committee
  ○ Days from Community Committee → Standing Policy Committee on Property and Development
  ○ Days from Standing Policy Committee on Property and Development → Executive Policy Committee
  ○ Days from Executive Policy Committee → City Council

Review Processes and Milestones

• Decision and Approval
  ○ Days from permit review completion → permit issued
  ○ Days from permit review completion → final payments received
  ○ Days from application deemed complete → permit issued
  ○ Days from City Council approval with conditions → issuance of letter of conditional approval
• By-law Reading
  ○ Days from letter of conditional approval → first by-law reading
  ○ Days from first by-law reading → second by-law reading
  ○ Days from second by-law reading → third by-law reading
• Inspections
  ○ Days from Building Permit issuance → request for occupancy permit
  ○ Days from Building Permit issuance → request for partial occupancy permit
• Servicing and Development Agreements
  ○ Days from when applicant submits conceptual engineering drawings for Development Agreements → completed Development Agreements
  ○ Days from submission of conceptual engineering drawings → completion of draft Development Agreements
  ○ Days from circulation of draft Development Agreement → certification/responses from all commenting partners
  ○ Days from third by-law reading → executed agreement

Adopting time metrics will help establish:

- More realistic and accurate application processing timelines;
- Provide greater insight into staff workloads and productivity;
- Enhance understanding of the overall costs of the development review process, which is a fee-based service; and
- Support more informed decision-making and continuous improvement for resourcing and process efficiency.

The City can leverage the digital workflow system (see Recommendation 10) to support time tracking for the end-to-end development review process and implement a city-wide approach to time tracking, including a mechanism to track the time an application spends with the City versus on hold with the applicant (i.e., a "stop the clock" tracker).

Select data and information gathered through time tracking can also be shared with applicants and the public using the public facing performance dashboard (see Recommendation 7), offering additional insights and improving transparency around the development review process and expected timelines.

As application intake timelines are the only service delivery standards currently prescribed by the Province, the City has historically prioritized intake-related tasks to ensure compliance with provincial requirements. To support a more balanced and end-to-end performance management approach, the City should maintain comprehensive time tracking across all stages of the process, including periods when applications are on hold. The City may also consider engaging the Province to explore opportunities to align provincial service standards with broader development review timelines, ensuring that performance expectations support timely, fair, and transparent processing throughout the full lifecycle of an application.

Recommendation 9: Expand the use of online submissions for all development applications to streamline application submission processes, digitalize workflows, and enable real-time application specific updates and information



The City's development application intake process is highly manual. Hard copy application forms and supporting drawings and materials have to be scanned or manually entered into city systems for processing. This is a time intensive process, can result in inconsistencies in information and file management, and is a significant administrative burden for both staff and applicants. Additionally, applicants consistently reported difficulty accessing information about the review status of their development applications as there is limited communication or transparency in the process after submission. External survey results reinforce these concerns, with nearly half of respondents expressing dissatisfaction in staff attentiveness and use of technology.[1]

The City should expand the use of its online submission portal for all development application types and integrate it with digital workflow systems such as AMANDA (see Recommendation 10). Integration of the portal and workflow systems should enable:

- Electronic submission of application materials;
- Access to uploaded information and reference materials from the initial submission;
- Real-time tracking of application status;
- Streamlined file management directly linked to internal workflows, eliminating the need for manual data entry; and
- Time tracking and metrics to identify process bottlenecks.

Additionally, the portal should include the following applicant-facing features to enhance transparency, customer service, and user convenience:

- Information entry fields programmed with application-specific requirements and mandatory uploads;
- Real-time updates on application status;
- A designated point of contact for inquiries (e.g., templated email with prepopulated application number or phone number); and
- Display of City service level performance metrics;
- File assignment and point of contact;
- Application review stage (e.g., reviewing for completion, circulated and waiting for comments, scheduling of Community Committee, etc.);
- Notifications for any outstanding tasks, both applicant and City staff;
- Notifications to applicant for status updates;
- Comments and reports from reviewers.

Enhanced access to real-time information will:

- Increase transparency;
- Contribute to a more predictable and user-friendly experience;
- Reduce the volume of applicant inquiries; and
- Allow staff to focus on higher-value tasks.

[1] In the industry survey, 45% of external respondents disagree or strongly disagree that staff are attentive and responsive to applicants and other development stakeholders, and 44% express dissatisfaction with the effectiveness of technology in increasing efficiency and consistency throughout the development review process.

The City is in the process of expanding its use of the online submission portal (Permits Online) to a new cloud-based platform. The City should expand its use of the online submission portal for all development application types. By modernizing submission and workflow management, the City will reduce time and resources spent on manual processes, improve service consistency and efficiency, and foster a more predictable and user-friendly experience for applicants.

Note: This recommendation is aligned to the City's ongoing HAF 7 initiatives. As part of this initiative, the City should incorporate the recommendations outlined here to ensure all relevant improvements are addressed.

Recommendation 10: Adopt a fully integrated digital workflow management system to improve efficiency and consistency in the processing of development applications



Stakeholders indicated the application data and information are stored across several technology platforms and these systems and are not synced. Although the AMANDA system serves as the City's core application management tool, it is currently only used for permit applications and has not been universally adopted for all development application workflows. Staff have identified several key challenges:

- The need to maintain both digital and physical copies of drawings and materials;
- Application review comments are often managed separately via direct email, bypassing centralized tracking and further fragmenting the process;
- The absence of a robust notification system to keep reviewers and stakeholders informed at critical milestones, such as application intake, circulation and comments, address changes, and updates or uploads of new materials.

These issues are reflected in staff survey results, with 35% of respondents indicating that technology is not available and not used effectively throughout the development review process.

As a result, development applications continue to rely on manual processes. The inconsistent use of technology platforms and non-integrated workflows contribute to:

- Service inconsistencies;
- Manual tracking and management of review timelines;
- Redundant activities;
- Increased likelihood of errors or missed actions;
- Higher staff workloads;
- Delayed responses;
- Ad-hoc communications;
- Data quality issues; and
- Undermining management's ability to incorporate data into service planning and decision-making.

To address these challenges, the City should implement a digital workflow system for the end-to-end development review process. This would enable all application review activities, including submissions, circulations, commenting, review, and communication with applicants, to be managed through a single digital platform. As part of this transition, the following functionalities should be considered:

- **Integrated Online Submission Portal:** Automatically route new application submissions into the workflow system, eliminating manual data entry.

- **Process-wide Integration**: Integrate all application review activities, including submissions, circulations, commenting, reviews, and communications, within a single digital platform accessible to all stakeholders.
- **Automated and Structured Circulation:** Pre-program circulation processes for initial and resubmitted materials, ensuring all relevant reviewers are notified and included.
- **Centralized Review:** Provide reviewers with access to the latest documents and enable direct commenting in the platform; allow management to easily track outstanding reviews.
- **Communications Management:** Issue templated communications (e.g., Notice of Incomplete Application) and maintain records of all correspondence within the platform.
- **Automation:** Routine business processes and data entry should be automated to reduce the administrative burden on staff**.**
- **Notifications:** Notify reviewers, stakeholders, and staff at key milestones to improve coordination, reduce manual follow-ups, and minimize missed deadlines.
- **Advanced Project Management Tools:** Enable time tracking, comment management, and progress monitoring for all partners involved in the review process.
- **Standardized Processes and Templates**: Ensure consistency in process workflows and documentation across all application types.
- **Enhanced Data and Reporting:** The system should be capable of capturing high quality data to support enhanced performance management and digital reporting through centralized data collection and analytics.
- **Applicant-Facing:** Allow applicants to submit forms, access comments, upload materials, track application status, submit inquiries and payments, and view relevant City reports and resources.
- **Real-Time Status Updates:** Provide applicants with up-to-date information on their application's progress through the online portal.

The adoption of the technology upgrades in this recommendation should be accompanied by comprehensive training modules to ensure staff can fully utilize AMANDA's expanded capabilities. When combined with the online application submission portal (see Recommendation 9), the impact will be improved service efficiency and consistency, enhanced collaboration, and better document and information management.

Note: This recommendation is aligned to the City's ongoing HAF 7 initiatives. As part of this initiative, the City should incorporate the recommendations outlined here to ensure all relevant improvements are addressed.

Recommendation 11: Refresh and increase use of digital templates in AMANDA system



Although templates exist within the City's AMANDA platform, our research indicates they are ineffective in their current form. City staff indicated that the pre-populated templates are often incomplete or inaccurate. As a result, staff have to manually fill out the template offline and re-upload back into the AMANDA platform. Additionally, AMANDA does not support formal templates for workflows that are not digitalized, forcing staff to rely on manual processes and ad hoc documentation methods. These inefficiencies contribute to increased staff workload, inconsistent service delivery, and raise the likelihood of errors.

As a starting point, the City should consider the following to refresh existing templates and develop new templates:

- **Existing AMANDA templates:** The City should conduct a thorough review of all existing AMANDA templates, such as the Notice of Complete Application and Notice of Refusal, to verify that each template includes all required information, is comprehensive in scope, and is

automatically populated with accurate and consistent data from the system, minimizing manual corrections and re-uploads.

- **Report templates:** The City should create new report templates, such as for ACG Reports and Planner Reports, that feature standardized headings and sections and are designed to automatically pull relevant information, dates, and outcomes from previous milestones, like public hearings or related applications (i.e., DAV, DCU, etc.), ensuring reports are complete and reducing repetitive manual entry.
- **Standard list of conditions:** The City should establish a standardized list of review conditions within AMANDA, enabling reviewers to efficiently select applicable conditions during the development application process, which will improve consistency and reduce the risk of omissions or errors.
- **Servicing and Development Agreements:** Building off existing templates established by Legal Services, the City should enhance the template for Servicing and Development Agreements that automatically pre-populates final zoning by-law details and Council-implemented conditions, streamlining agreement preparation and ensuring all required elements are included from the outset.

By optimizing and expanding template use to support additional workflows, the City can streamline documentation processes, minimize manual entry, and improve the reliability of development review documentation and communication materials.

Recommendation 12: Improve functionality of City Website related to development information and implement improvements to enhance applicant experience



The City website is cumbersome and difficult to navigate, making it challenging for users to search for and find necessary information to support development application submissions. City staff have even reported having to rely on external search engines to locate relevant information on the City's own website.

The City should improve the ease of use of its website and incorporate the following functionality and information:

- Audience-based navigation and page layout;
- Enhanced search capabilities supported by document and page tagging;
- Dynamic application guide tool that works as an interactive process navigator;
- Topic-specific videos (e.g., how to apply);
- Downloadable application forms, submission requirements and other checklists and templates to provide applicants a preview of what's required for a complete submission;
- Fee estimator based on development type and size;
- Application status and transparency tools (i.e., digital dashboard);
- A comprehensive resource library that include all the materials needed by applicants to understand and navigate the development review process from start to finish (see Recommendation 21); and
- Access to the online submission portal directly from the Winnipeg website.

Combined with recommendations to enhance publicly available information, these improvements to the City website will help improve the applicant experience and enhance applicant understanding of the development review process, resulting in higher quality initial submissions.

Note: The City has scheduled a corporate initiative to improve website navigation and user experience, with completion targeted for 2027. As part of this initiative, the City should incorporate the recommendations outlined here to ensure all relevant improvements are addressed.

Transformative Changes

Transformative changes are high-impact initiatives that drive city-wide or multi-departmental improvements in service delivery, outcomes, or user experience. These changes require significant effort, often involving the introduction of new technologies or platforms, fundamental shifts in operating models, and substantial capital or resource investments. Their implementation is typically long-term, spanning 18 months or more, and is structured around phased milestones to ensure sustained progress. Most transformative changes are either entirely new to the organization or exist only as pilots or conceptual projects, representing bold steps toward future-ready operations and enhanced public value.

Recommendation 13: Implement application streaming to increase efficiency of application intake



Internal stakeholders noted that incomplete applications frequently enter the City's system. Due to the deficiencies, the process for these applications to be deemed complete is challenging. This situation clogs up the review process, consuming valuable time and resources from City staff, as well as from Committees and Council.

To address these challenges, the City should establish an application streaming framework. Application streaming should be implemented based on alignment to and the degree to which the proposed development aligns to City objectives.

A proposed streaming matrix for these streaming frameworks were developed with stakeholder input through a co-design process. The framework for alignment to policy is outlined in Figure 6 and features three streams. The three streams are differentiated by alignment with the City's development policy objectives (such as the Official Plan and Zoning By-Law). Each stream would correspond to a specific review type. For example, expedited or light review with fewer process steps for Level 1 applications, and a regular or more senior review team for Level 2 and Level 3 applications. A more senior review team could be assigned to Level 3 applications to handle the potential complexities associated with appeals, as staff will have greater experience interpreting planning policy and precedent and familiarity with past Municipal Board decisions. These skills and experience will provide stronger judgement in anticipating appeal arguments and ensuring decisions are defensible.

The example streaming model illustrated in Figure 6 below is a starting point for consideration and can be adapted to the City's resourcing capacity and application volumes.

Figure 6: Example Application Streaming Categories and Criteria

Stream Category	Definition	Criteria	Outputs
Level 1	Streamlined review process	• Applications with high alignment with the City's policy plans and objectives	• Expedited and/or light review process (either at completeness check or through circulation) • Reduced process steps (e.g., elimination of the public hearing requirement if the development proposal aligns with Official Plan).
Level 2	Standard review process	• Regular development applications without any alignment to City policy	• Subject to regular review and process steps

Stream Category	Definition	Criteria	Outputs
		or development objectives	
Level 3	Expedited return to applicant	• Applications that are not aligned to City objectives	• Applications assigned to a senior, dedicated interdisciplinary team with appeal and Municipal Board experience

In addition, applications can be streamed based on submission quality, where applicants who are more experienced, can be pre-qualified in the City's system. This would allow them to be placed on a streamlined review list, where staff can process an expedited review. This streaming strategy should operate like the City's Optional Professional Certificate Program (OPCP), where the onus is on the applicant to ensure all submitted materials meet the requirements. The City can perform random "spot-check" full reviews conducted as a QA/QC measure.

The proposed streaming matrix would help the City to:

- Improve system capacity by rewarding applicants with a record of high-quality applications and incentivizing applications that align with the City's goals and objectives;
- Expedite assignment of resource-intensive applications that are unlikely to be approved to senior staff;
- Enhance resource allocation by allowing management to match qualified staff to the requirements of each stream; and,
- Enhance service levels by improving process timelines and allowing processes to be tailored to the application quality and alignment to City objectives.

Recently, the province of British Columbia has adopted a legislative change that gives municipalities the power to eliminate the public hearing requirement on development proposals that align with municipalities' development plans to streamline the development review process. A similar process could be considered for Winnipeg and will require further engagement and support from the Province.

Implementation of this recommendation will be streamlined by the adoption of the online application portal (see Recommendation 9) and automatic application screening (see Recommendation 16).

Recommendation 14: Consider implementing a new dedicated and empowered file lead to provide end-to-end oversight on all applications



When a development application enters the City's system, it passes through multiple divisions and review stages. Currently, there is no single, consistent file lead or case manager who oversees the application from beginning to end. Instead, responsibility is shared among various departments and individuals, with different "application leads" assigned depending on the application review stage. This distributed accountability can lead to confusion and inefficiencies.

To address this, the City should create a dedicated file lead role and assign them to each development application. The file lead would manage the application from its initial stage (e.g., such as voluntary pre-submission consultation or formal submission) through to the final decision. Acting as a case manager, the file lead's responsibilities would include:

- Serving as the primary point of contact for both internal stakeholders and the applicant;
- Coordinating the scheduling of key milestones, including pre-submission consultations, public hearings, and by-law readings;

- Overseeing the circulation of the application for review and collecting comments;
- Consolidating feedback and comments for the applicant, ensuring consistency and resolving any conflicting input;
- Leading the resolution of issues as they arise;
- Holding accountability and having the authority to make decisions throughout the process, including determining when escalation to the ACG is required.[2]

The benefits of implementing a new file lead include:

- Applicants and internal stakeholders receive consistent updates and guidance, reducing confusion and miscommunication throughout the process.
- Issues are identified and resolved proactively, helping to prevent delays and minimize bottlenecks.
- Clear ownership and accountability are established, lowering the risk of missed tasks and ensuring timely follow-up.
- Collaboration across departments is strengthened, with reviews and feedback consolidated and conflicting comments efficiently addressed.
- Applicants benefit from a more predictable, consistent, and high-quality service experience.

The file lead approach can be first tested with certain trial application types in the City, such projects that are in support of affordable housing or other high social or economic impact work. Through this type of staggered implementation, the City can develop and define the parameters and authority of the file lead role rather than applying it across all development application types at once.

Designating a file lead is common practice across many municipalities in Canada, including Toronto, Markham, and Richmond Hill. The role is typically assigned to an urban planner, and application files can be assigned based on geographic location, development type, and complexity.

Recommendation 15: Change fee collection process to require fee payment at application submission and introduce re-examination fees when a specified limit has been reached for incomplete applications



The City currently collects fees for development applications and permit applications only after an application has been deemed complete. However, approximately 35% to 45% of development permit applications are found to be incomplete upon initial submission. This can occur as a result of applicants not fully understanding processes and required review components, as well as unclear information on the City's website. The re-examination results in significant staff effort to process and review applications before any fee recovery occurs. The City should consider introducing additional fees for specific services, such as extra reviews.

The City should require payment of the application fee at the time of initial submission. Implementing this change will:

- Ensure the City recovers costs for staff time spent on application review processes;
- Establish a mechanism for collecting fees for extra reviews beyond a predefined limit (e.g., initial submission plus two re-submissions), similar to the re-examination fees charged for Development Permits;
- Encourage applicants to submit serious, well-prepared development proposals, rather than speculative or incomplete applications;

[2] To specify/define the levels of delegated authority to ensure file lead cannot necessarily overturn/overwrite decisions from other key stakeholder groups (e.g., WWD).

- Promote more complete and higher-quality initial submissions.

To support this recommendation, the City should clearly communicate the updated processes on its website, including the City's Fees and Charges Schedule, and through established communication channels with industry stakeholders.

Recommendation 16: Adopt technological solutions to enable automatic application screening and support preliminary review



Our research indicates that the development application intake process is heavily manual, requiring staff to review each submission for completeness and compliance with requirements. This approach is time-consuming and prone to human error, especially as application volumes increase and submission requirements become more complex. Incomplete or improperly formatted applications frequently enter the review pipeline, leading to delays, repeated requests for missing information, and inefficient use of staff resources. These inefficiencies are further compounded by inconsistent file naming, duplicate uploads, and the absence of automated checks, all of which contribute to longer processing times and applicant frustration.

To improve the process, the City should implement digital document processing solutions, such as AI-enabled screening tools within its application platforms to automate the preliminary review for completeness. This tool can be customized embed the submission requirement checklist from the PAC process, segmented file upload architecture, and standardized file naming conventions, to instantly flag missing or duplicate materials and ensure that only complete applications proceed to formal review.

Leveraging AI for initial screening will streamline intake, reduce administrative workload, and allow staff to focus on higher-value tasks. The impact will be a more efficient, transparent, and predictable development review process, with faster turnaround times for applicants and improved service delivery for the City. Additionally, these enhancements will support broader digital transformation initiatives and position the City as a leader in adopting innovative, data-driven approaches in its development review process.

AI technology has been adopted in several Canadian municipalities in various aspects of the development review workflow, including:

- The City of Edmonton implemented an automated review system that enables same-day approval of development permits for single detached and semi-detached homes in pre-zoned areas.
- The City of Burnaby uses an automated zoning compliance checking system on submitted residential plans.
- The City of Surrey uses an AI Development Inquiry Assistant, intended to guide applicants to accurate information about the permitting process.

The City of Burlington implemented low-code applications to streamline its building permit process, which improved employee productivity and collaboration. As a result, the time required for building permit approvals was reduced by 33%. Additionally, the City developed a custom Microsoft Copilot AI bot to handle resident inquiries on its website.

Recommendation 17: Establish a Planning Commission to delegate approval authority for development applications



The approval process for development applications in the City of Winnipeg relies heavily on elected officials who may not possess the technical expertise required to evaluate complex planning, engineering, and legal matters. This reliance can lead to inconsistent decision-making, delays, and

a lack of confidence among applicants and stakeholders in the fairness and efficiency of the process. The absence of a dedicated governance structure for technical review also increases the risk of decisions being influenced by non-technical considerations, rather than best practices and policy objectives.

The City should establish a Planning Commission and delegate approval authority for development applications, thereby eliminating the need to go through multiple tables of elected officials[3]. The Planning Commission may include City representatives as well as an appointed panel of experts such as planners, engineers, architects, and legal professionals. A list of potential roles and positions that can form the Planning Commission is in Table 3. The implementation and use of a Planning Commission will result in the following benefits:

- **Improved Decision Quality:** Decisions are made by a panel of subject matter experts, which can help ensure that approvals are based on technical merit, best practices, and alignment with municipal policies, rather than political considerations.
- **Efficiency and Timeliness:** By streamlining the review and approval process and reducing reliance on elected officials for technical matters, a Planning Commission can help decrease processing times and minimize delays associated with council schedules or political debates.
- **Transparency and Accountability:** The use of a dedicated, expert panel increases transparency in decision-making and provides clear accountability for outcomes, which can foster greater trust and confidence among applicants, stakeholders, and the public.
- **Reduced Workload for Council:** Delegating technical approvals allows elected officials to focus on broader policy and strategic issues, while the Planning Commission manages the detailed review.

The Planning Commission model is used in many municipalities across Canada, including Calgary, and shares notable similarities to the Committee of Adjustment model used across Ontario for the delegated approval of minor variance and land severance. By leveraging specialized expertise, the City can mitigate the risks associated with non-expert oversight, enhance professional efficiency, and position itself as a leader in transparent and accountable development review practices.

The Planning Commission model was recommended during City Council's 2022 Governance Review, but it was not adopted for implementation.

Table 3: Proposed Planning Commission Members

Proposed Planning Commission Members

• A Councillor, Chair of the Committee
• Director, Legal
• Director, Planning, Property & Development
• Director, Water & Waste
• External subject matter experts (appointed or hired):
  • Engineer
  • Planner
  • Architect
  • Community representative

[3] Currently applications are presented at the Community Committee Public Hearing, the Standing Policy Committee, the Executive Policy Committee, and at City Council.

Supporting Changes

Supporting changes are moderate to high-impact initiatives that often serve as essential prerequisites for unlocking larger organizational value. These efforts typically involve process redesigns, system integrations, or targeted hiring, requiring a medium level of investment and coordination. Implementation is expected to occur over a mid-term horizon, generally spanning six to eighteen months, allowing for meaningful progress while aligning with broader transformation goals. Supporting changes may be entirely new or designed to extend and standardize existing initiatives, ensuring alignment and consistency across departments and functions as the organization evolves.

Recommendation 18: Work with industry to review post approval processes for development applications and identify opportunities for efficiencies



Both internal and external stakeholders identified the processes post Council approval for development applications to be time consuming and inefficient. External stakeholders reported instances of development agreement taking upwards of six months to prepare and process. The level of design at submission and Public Hearing is often not aligned with what's required by Public Works and Water and Waste departments to identify easement requirements. These easements are typically based on approved construction drawings, which may not be finalized until later in the process. This leads to additional time required for coordination and back-and-forth between departments, which contribute to delays.

The City should engage with the Industry Advisory Group (IAG) and the Land Development Industry Advisory Group (LDIAG) to conduct a detailed process review. This should include a process mapping exercise that lays out each step of the post-approval process, from when the application is approved with conditions, until the legal plan mylars are registered to the Land Title Office. The exercise should include:

- Identifying all parties and key positions involved at each stage to see who is responsible for specific tasks and where accountability lies.
- Pinpoints moments where files or responsibilities are handed off between teams or roles.
- Noting timelines and dependencies from one activity to the next.
- The use of any standard technology, tools, or templates that can increase efficiency in the process.

The benefits of completing this exercise include:

- Clarification in the sequence of activities, dependencies, decision points, and the flow of information between the City and the applicant.
- Identification of potential gaps, delays, or areas where communication may break down.
- Identification of steps that may be redundant, inefficient, or prone to causing delays.
- Working collaboratively with stakeholders identify opportunities to streamline requirements and workflows, clarify responsibilities, and improve coordination

Recommendation 19: Implement a Voluntary Pre-Submission Consultation process



The City of Winnipeg does not currently have a process in place for applicants to engage with the City prior to the submission of a formal application. The City's previous Pre-Application Consultation process was removed in 2024 at the direction of City Council. The information that is typically

communicated during this stage of the application process is lacking, leading to a reduced understanding of what's required for a complete application.

Applicants currently have few opportunities to identify potential issues with their application or to discuss important considerations that could help them submit a more complete and successful formal application. Without early efforts to resolve issues, problems and obstacles may arise after submission that could have been addressed beforehand, resulting in lower-quality applications. City staff have observed that poor-quality submissions often require substantial re-work, including time consuming re-submission and reviews, much of which falls outside the intended scope of their responsibilities. This increases the administrative burden on staff and extends the overall review timeline.

The City should introduce a new Voluntary Pre-Submission Consultation (VPSC) process for both development applications and permit applications. The VPSC is designed to promote early collaboration among project stakeholders. A key component of this process is a meeting attended by relevant City staff reviewers, as well as consultants and designers from the applicant's team, to provide clarity on critical aspects of the application, such as:

- Anticipated timelines for the review process;
- Early identification of potential issues and proactive solutions;
- Communication of the City's development objectives and vision; and
- Additional considerations that help set applicants up for success.

At minimum, the proposed VPSC process should include the following components:

- **VPSC Submission Package** – Applicants should be required to submit a comprehensive VPSC process information package, that includes preliminary drawings, plans, and a list of questions or concerns to initiate a VPSC meeting request. The submission package requirements will differ depending on the application type (i.e., development application or permit application). Only one development option is considered for each VPSC process.
- **VPSC Meeting** – All relevant City staff (and external stakeholders, where applicable) should participate in the meeting to ensure productive discussion and outcomes. Sufficient lead time should be provided between receipt of the VPSC Submission Package and the meeting to provide City staff with adequate time for review and preparation. Typically, a once-a-week meeting block is held in staff calendars for the purpose of scheduling these meetings. Meeting minutes and action items should be documented to capture key decisions and define subsequent steps in the development approval process. The attendees of this meeting will differ depending on the application type (i.e., development application or permit application).
- **Submission Checklist** – Following the pre-submission consultation process, a checklist outlining the necessary actions and requirements to prepare and submit a complete application should be provided to applicants.

The VPSC process can be customized for different application types (e.g., more engineering focused for development permits). While the purpose and benefits of the pre-submission consultation process can be clearly communicated to applicants, the process should be entirely optional.

The pre-submission consultation should be offered as a fee-based service to help offset the costs associated with its delivery and to reinforce its value to applicants. The fee may be structured so that it is partially or fully credited toward future formal development application fees. Additionally, the City should develop a comprehensive set of standard operating procedures (SOPs) and corresponding terms of reference (TORs) to clearly define the VPSC process. These documents

should specify the roles, responsibilities, and expectations of all parties involved, ensuring transparency and consistency throughout the process.

A formal pre-submission consultation is recognized as a leading practice, as it allows for the review and screening of potential incoming applications, establishes initial lines of communication with applicants, and identifies critical issues before formal submission.

Note: Implementation of this recommendation will require a bylaw change and will have impacts on resourcing.

Recommendation 20: Introduce formal training and mentorship to enhance consistency, onboarding, knowledge transfer, and career development opportunities for City staff



The development review process requires coordinated efforts from a wide range of stakeholders. Feedback from City stakeholders reveals that integration between different disciplines is lacking, with staff often unaware of one another's responsibilities or what reviews required at major project milestones consist of. Attracting and retaining qualified staff remains a significant challenge for the City of Winnipeg, due to various underlying factors. According to an internal survey, half of respondents (50%) disagreed or strongly disagreed that adequate support is provided to City staff in the areas of training, mentoring, and career development. As a result, frequent staff turnover disrupts the retention of institutional knowledge, increases the risk of review errors, and ultimately leads to a diminished experience for customers and applicants.

To address this challenge, the City should formalize and enhance its current training and onboarding processes while implementing a mentorship program to support the development of new staff. This could include:

- An updated and comprehensive training manual for each division that includes the standard operating procedures, guidelines, and training videos to help onboard new staff and provide a refresh for more experienced staff;
- A "project management toolkit", designed for each division's needs, which could include templates, checklists and issue trackers that are made accessible online in a centralized knowledge management location (see Recommendation 22);
- A buddy program that pairs new staff with experienced peers to help ensure a smooth integration;
- A mentorship program that pairs high potential junior staff with a senior resource(s) to meet at regular touchpoints or as needed to discuss aspects relating to their professional development;
- Regular internal forums or lunch and learn sessions where junior staff can learn from experienced colleagues and initiatives can be discussed (see Recommendation 23);
- Training initiatives including cross-departmental learning opportunities such as job rotations, shadowing, or information sessions, enabling staff across the development review process to develop a shared understanding, broaden their experience, and increase collaboration.
- External learning opportunities in cooperation with applicants and industry partners (see Recommendation 23).
- Annual or semi-annual townhalls where all staff come together to discuss city-wide priorities, achievements, and any updated approaches; and
- The public-facing "City Planning and Development 101" material in Recommendation 21 to enhance the understanding of the development review process from the applicant perspective.

The benefits of such a program would:

- Promote consistent service delivery;
- Enhance operational efficiency through improved knowledge transfer;

- Improve staff competencies and understanding of key development considerations, such as development economics, which are important to industry stakeholders;
- Foster professional growth and career advancement opportunities for staff, supporting long-term retention;
- Creates a more capable and satisfied workforce, which helps reduce turnover and maintain organizational stability;
- Strengthens working relationships both within the organization and with external stakeholders, including applicants and industry representatives;
- Supports a collaborative culture that encourages continuous learning and adaptation to evolving development objectives;

The City should actively engage with industry associations to identify current industry needs and effective learning opportunities for staff. Additionally, the City should continue to encourage staff participation in professional networking events, such as industry conferences, to promote collegiality, facilitate knowledge exchange, and strengthen understanding of industry practices and challenges.

Recommendation 21: Develop clear public-facing user guides and terms of references for all the City's development application types



The City's website and supporting materials for development applications are often difficult to access, inconsistent, and challenging to understand due to unclear terminology, jargon, and insufficient reference materials. Both staff and industry stakeholders have noted that these issues create barriers for applicants, residents' associations, elected officials, and other non-technical stakeholders, resulting in confusion and a higher likelihood of incomplete or poor-quality submissions. Over 65% of external stakeholders indicated that application processes and timelines are unclear and difficult to understand.[4]

To address this challenge, the City should improve the availability of public-facing information and enhance its supporting development-related materials and guidelines to improve customer service and enhance application quality. Materials should be easily accessible online and/or through the application submission portal, and should include:

- Comprehensive, external-facing SOP-style guidelines that outline all submission requirements, process steps (e.g., process maps), and timelines and critical milestones associated with each of the application and permit types, along with associated processes (e.g., easement identification and registration).
- An overview of roles and responsibilities of key stakeholders, including City staff, agencies (e.g., conservation authorities, school boards, utilities), applicants and consultants, elected officials, and the general public across the development review process. Consider a "who does what" diagram for easy comprehension.
- Information related to public information channels (e.g., performance dashboards, website navigation).
- Comprehensive submission templates, forms, and checklists that outline submission requirements for each application or permit type.
- Supporting information for applicants, including frequently asked questions and/or common submission errors and/or issues related to application completeness.
- Mock application examples and scenario breakdowns to illustrate what target submissions should look like (e.g., expectations around level of detail, information format/structure).

[4] Survey results indicate that 80% of external respondents disagree or strongly disagree that application timelines are clear and easy to understand, and 66% express similar concerns about the clarity of application processes.

- "How to" tutorials (visual or video) to explain and guide applicants through key processes, including:
  - How to prepare and submit a development application
  - How to use the digital submission portal
  - How to interpret zoning and policy maps
  - How to participate in public consultation
  - How decisions are made (including appeal processes)
- Standardized naming conventions and version control
- Up to date terms of reference for supporting studies
- Indicative review timelines and real time performance reporting (Recommendation 7)
- Contact information and links to additional resources/materials, such as the Official Plan, SOPs, informational videos, etc.

This information can be rolled into an easy-to-use "City Planning 101" guide for non-technical audiences that includes key information like:

- An introduction to the provincial planning framework.
- An overview of the City of Winnipeg's development-related vision and objectives.
- A high-level description of the development review processes across different application types and permit types.
- A high-level overview of the roles and responsibilities of staff, applicants, elected officials, external commenting partners and the public in supporting the City's development vision.
- Information related to key process steps (e.g., process maps) and critical milestones (e.g., public engagement).

The City of Toronto presents development application information through a public-facing Development Guide hub that acts as a centralize location, organizing requirements by application type and linking to all supporting materials. Each application type has dedicated, SOP-style pages that clearly explain process steps, submission requirements, review stages, and decision pathways, supported by standardized checklists and forms, and other useful information.

The City should begin by conducting a comprehensive review and enhancement of all public-facing development-related information and user guides. As a starting point, the city should:

- Assess the accuracy, relevance, and accessibility of all public-facing materials across platforms (website, online portals, printed materials) to ensure information is up-to-date, easy to locate, and reflects current policies and procedures.
- Identify gaps in content coverage, such as missing process maps, checklists, frequently asked questions, and recommend the development of new materials where needed.
- Conduct a plain language audit to ensure all communications and supporting materials are clear and understandable for all audiences, including non-technical stakeholders.
- Gather feedback from applicants, staff, and other stakeholders to understand common challenges and prioritize areas for improvement.

These improvements will empower applicants, reduce incomplete submissions, and foster greater trust and collaboration between the City and its stakeholders.

Recommendation 22: Implement a centralized internal knowledge database that serves as a file repository for all development review related information



There are inconsistencies in the City's processes, decision-making, and application of policies across individual staff, departments, and commenting partners. To ensure the City can be more consistent in its delivery of application review, an internal knowledge database should be developed. The database should be located in a centralized server (e.g., SharePoint), where it is

easily accessible to City staff and stakeholders (including commenting partners), and should include internal development review related information such as:

- Processes and standard operating procedures;
- Roles and responsibilities
- Policies and bylaws;
- Development precedents;
- Exemption requests and associated decision history;
- Communication protocols;
- Tools and templates; and
- Training and onboarding materials

By centralizing all information required for staff to review and process development applications, the City can enhance:

- Consistency in processes;
- Consistency in policy application;
- Quality and timeliness of decision-making;
- Accountability throughout the review process;
- Quality and efficiency of application reviews; and
- Effectiveness of staff training and onboarding

In implementation, the City can further cultivate a practice of documentation and record-keeping among staff to encourage regular contributions and the use of the knowledge database, including leveraging the database as part of ongoing training and knowledge sharing.

Recommendation 23: Introduce two-way training and learning opportunities with City staff and industry



Both staff and industry representatives indicate that the relationship between City staff and applicants can sometimes be adversarial. Survey respondents noted a “negative culture issue; biased based on personalities,” and an “us vs. them” mentality was identified across stakeholder groups. This divide can be exacerbated by a lack of familiarity or awareness of the work requirements or situation context faced by stakeholders on “the other side”. Poor relationships amongst staff and industry can act as a barrier to the collaboration and trust required for an effective and efficient development review process. If left unchecked, these dynamics create a feedback loop that reinforces negative attitudes on both sides, further impeding progress.

To address these challenges, the City should implement two-way training and knowledge-sharing opportunities with industry stakeholders. The training could be in the form of lunch and learns, course offerings, or industry or academic accreditations.

The training could include core aspects of development for each stakeholder group. For the industry, this can include how and why the City (and commenting partners) conduct development review, details around technology system capacities and other constraints. For the City, staff would benefit from understanding development economics that applicants rely on to justify projects and quantifying how process bottlenecks hinder or discourage development.

The City should also explore ways to solicit feedback from the industry and establish a regular dialogue to continue identifying additional areas for improvement, thereby fostering enhanced trust and collaboration among stakeholders. This recommendation can be built into the City’s regular Industry Advisory Group (IAG) and Land Development Industry Advisory Group (LDIAG) meetings. These efforts will help break down barriers, improve mutual understanding, and create a more

collaborative culture that supports effective and efficient development review processes. Note: This recommendation may require additional staff resources.

Recommendation 24: Enhance the performance management framework for the end-to-end development review process



Performance measurement is critical to successfully managing complex processes. Our research indicates that there is limited formal performance management framework or associated key performance metrics (KPIs) in place at the City for measuring the effectiveness of the development review process. Current metrics are aligned with provincial service agreements, but are limited in what they track (e.g., time tracking for initial submission only) and can also produce adverse or unintended outcomes (e.g., staff are more likely to prioritize review of newly submitted applications vs. resubmitted applications, which are not tracked). This makes it challenging for City leadership to evaluate performance, identify bottlenecks, and develop solutions for improving the performance and effectiveness of Winnipeg's development review process.

To address this, the City should enhance its current performance management framework to enable comprehensive tracking and monitoring for the end-to-end development review process. The framework should be integrated across all departments involved in development review and should include:

- Specific KPIs tied to key process steps, workflows, and application types.
- Clear processes for collecting and reporting performance management information.
- Expanded time tracking across the entire development review process (see Recommendation 8).
- Interdepartmental service level agreements for key process steps.

As part of the new performance management framework, the City should develop a comprehensive set of KPIs to support effective management and oversight of the development review process. A list of potential KPIs is included in Table 4. These KPIs are based on leading practices and jurisdictional research and are intended as a starting point for further review and discussion.

Table 4: Proposed Key Performance Indicators

Key Performance Indicators
• Total elapsed time between each process milestone (including voluntary pre-submission consultation process, submission, intake meeting, complete application, circulation, decision, by-law readings, by-law enactment) • Total elapsed time for a newly submitted application to be deemed complete or incomplete • Total elapsed time for a resubmitted application to be deemed complete or incomplete • Total elapsed time for each internal commenting partner to provide comments (for each circulation) • Total elapsed time for each external commenting partner to provide comments (for each circulation) • Total elapsed time that the file remained with the applicant (from complete application to approval) • Total staff time for each application by commenting partner and circulation • Total elapsed time that the file remained with the applicant (for each submission/resubmission) • Number of comments added as part of the initial review • Number of new comments added in each resubmission • Number of comments unaddressed by the applicant in each resubmission • Number of exemptions from the City's current standards and guidelines • Applicant satisfaction surveys

- Public satisfaction surveys
- Number of voluntary pre-submission consultation meetings

Note: Staffing impacts associated with meeting targets for lower priority work (e.g., additional resubmission targets), would need to be assessed before implementing targets associated with these metrics.

Recommendation 25: Conduct a comprehensive fee review and create a new fee structure that accurately recovers for staff time spent on processing the application

H IMPACT H EFFORT

Internal stakeholders indicated that the City's current fees charged by the City in the 2025 Fees and Charges Schedule under By-law 66/2016 for the development application review service do not provide full cost recovery for the City. The current fee structure, implemented in 2016 without significant updates since, no longer reflects the time and resources required by the City to process development applications, which are increasing in both volume and complexity. This is exacerbated by limited time tracking and metrics available for the development review process, which limits visibility into staff time requirements and resource allocation. Without a clear understanding of the time and resources required across staff and departments, the City risks underfunding critical functions, straining operational capacity, and limiting its ability to invest in service and technological improvements.

To address this challenge, the City should conduct a comprehensive review of development fees to enable better full cost recovery for the services included as part of the development application review process. As a starting point, the review should include the following activities:

- A detailed resourcing assessment (see Recommendation 27);
- An analysis of cumulative staff effort against compensation to determine the processing costs for each application type;
- Conduct a thorough costing exercise against anticipated application volumes to determine the total costs incurred by the City and identify any gaps between fees collected and the actual costs of service delivery;
- An assessment of costing categories; and
- Development of an updated fee structure based on the calculated updated costs and identified costing categories.

Implementing a fee structure that accurately reflects service delivery costs will ensure the sustainability of the development review process, support adequate staffing and resourcing, and enable ongoing improvements to service quality.

Recommendation 26: Conduct a compensation review to help attract and retain talent

M IMPACT H EFFORT

The City is currently facing significant workforce challenges, particularly in attracting and retaining high-quality talent. Insufficient staffing levels and limited training resources have created a cycle of strain on existing teams, making it difficult to manage the increasing volume of applications. Vacant positions further exacerbate these issues, while a growing reliance on temporary and contract staff to fill resourcing gaps has led to higher turnover due to reduced job security. These factors collectively undermine organizational stability and capacity, making it harder to maintain effective service delivery and support ongoing growth.

To improve staff attraction and retention, it is recommended that the City undertake a comprehensive review of current salaries and compensation packages to ensure competitiveness and adequacy for attracting and retaining qualified personnel. This review should include benchmarking against comparable municipalities to assess pay equity and confirm fair compensation.

Additionally, plans should be developed for regular pulse checks and benchmarking to facilitate periodic salary adjustments based on performance evaluations and market trends, thereby encouraging retention and enhancing job satisfaction. This compensation review can be delivered in hand with the resourcing assessment (see Recommendation 27).

Recommendation 27: Conduct a comprehensive resourcing assessment to match resourcing with target service levels



Our research indicates that current staffing levels are insufficient. Many positions in the review process are sole-staffed, such as the Land Development Engineer, and other positions that are not, face challenges associated with turnover. More than half of the respondents from the staff survey indicated that existing staffing and resource allocations are not adequate to meet target service levels and the demands of development review.[5]

This finding is further supported by comparison with peer municipalities, as well as a recent staffing assessment (KPMG Organizational Review, 2021), which concluded that current staffing levels are insufficient to manage the existing workload, including the volume of development applications and permits. Based on limited data, the City sees approximately 3,400[6] development permit applications per year and since 2024, stakeholders have indicated that the complexity of permits have increased and require more time for permit review. Yet, the City's data showed that the number of Zoning Development Officers assigned to intake review either remains flat or declines. The Zoning Development Officer position has experienced lots of fluctuation as well, with resources dropping from an average of 16 staff in 2023 down to 12 in 2024, reducing the capacity available for zoning review. This mismatch between the Development Permit demand and shrinking staffing levels creates a clear processing bottleneck.

Insufficient staffing can lead to:

- Heavier workloads;
- Slower intake responses;
- Longer review times; and
- Increased frustration for staff and applicants.

To address these issues, the City should conduct a comprehensive resourcing assessment to determine the staffing levels needed to meet both current and future development review requirements. A comprehensive resourcing assessment should include the following activities:

- Clearly document the activities and process steps involved in each component of the development review process for each application type;
- An activity analysis to identify the level of effort (i.e., staff time) and resources required to undertake the tasks associated with each process;
- Assessment of the total implied effort requirements against current and projected workload/application volumes;

[5] 66% of respondents in the staff survey indicated that they either disagreeing or strongly disagreeing that existing staffing and resource allocations are adequate to meet target service levels and the demands of development review
[6] Rounded average calculated based on 4088 Development Permits received in 2023 and 2786 Development Permits received in 2024

- Analysis of capacity levels based on current staff complement and available working hours;
- Identification of gaps in capacity and implied time requirements; and
- Identification of potential reallocation of resources.

The outcomes of this assessment can guide future resourcing requests and help calculate the staff effort required for the comprehensive fee review (see Recommendation 25). Although similar reviews may have been conducted in certain departments or for specific services in the past, a comprehensive, end-to-end resourcing review is necessary to understand process-wide requirements.

Appendix A

Implementation Plan



Appendix A: Implementation Plan

This section outlines a proposed plan for implementing the recommendations presented in Section 3. The plan is informed by KPMG leading practices and, where feasible, should be aligned with existing HAF initiatives.

The implementation plan has two parts. The first part sets out the structure for implementation, which defines the resources and governance model required to support implementation. Transitioning to the proposed model represents a significant transformation across nearly all aspects of the development review process. It will require sustained, focused effort from staff involved in development review, along with active engagement from senior leadership.

The second part of the implementation plan provides a breakdown of the specific actions needed to implement each recommendation in Section 3. For clarity, each recommendation includes a list of associated activities, requirements, and dependencies where applicable. The timing and sequencing of implementation will be determined collaboratively by the City and the Implementation Team, with input from stakeholders to ensure alignment with the City's strategic priorities.

Implementation Structure

Given the cross-functional nature of the recommendations in this review, a dedicated Implementation Team should lead the execution. Leadership of this team can be assigned to an existing team or department, depending on what best fits the organization's structure. Their responsibilities will include overseeing, tracking, and reporting on the implementation of the report's recommendations.

To support this work over the next 18 to 24 months, we anticipate the need for:

- One full-time project manager
- Two support staff, each dedicating 50-75% of their time

The Implementation Team should possess the following capabilities:

- Program and project management
- Change management
- Communications
- Stakeholder engagement (internal and external)
- Business process improvement
- Experience with permit and/or development application reviews

The final composition and resourcing of the Implementation Team will depend on the City's decision to implement all or selected recommendations from this report.

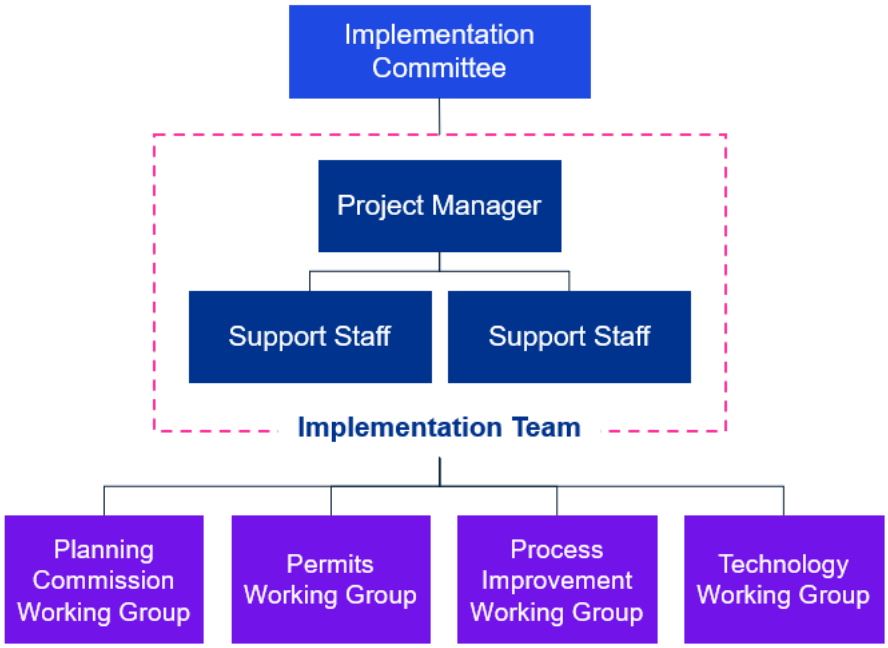
In addition to the Implementation Team, subject matter expertise and collaboration across divisions will be essential to deliver many of the recommendations. We recommend that the Implementation Team draw on development review staff and legal experts, to support specific recommendations as needed. Given the interconnected nature of the recommendations, it may be efficient to form Working Groups that provide technical expertise to support related recommendations.

The Implementation Team should report directly to the Implementation Committee, a clearly defined, interdepartmental governance body responsible for guiding decision-making and empowering the team to drive change. We recommend the Implementation Committee include the following members:

- Deputy CAO
- Director, Planning, Property & Development
- Director, Public Works
- Director, Water & Waste

Figure 7 illustrates the proposed implementation governance structure.

Figure 7: Proposed Implementation Structure



Implementation Roadmap

This section presents the implementation roadmap. It includes implementation actions for each of the 27 recommendations, a list of potential requirements and dependencies, as well as a timeline that assumes the time required for planning and implementation.

Recommendation 1: Conduct a comprehensive zoning by-law modernization exercise to align with current development objectives

Description of Activities

i. Implementation Team to develop business case for why a comprehensive zoning-bylaw review with subject matter experts.
ii. Present business case to Implementation Committee for approval.
iii. Issue and award RFP to identify consultant support for the review.
iv. Present new zoning by-law to Council for endorsement.
v. Communicate new zoning by-law to industry through two-way learning sessions and through public-facing training materials.

Dependencies and Requirements

Technology:
- Enabled by programming in digital workflow system.

Legal Implications:
- Legal input required to enact new zoning by-laws.

Resourcing:
- Internal resources required to collaborate with consultants.

Budget:
- Yes, funded through HAF program.

Internal Stakeholder Engagement:
- Engagement required with subject matter experts.

External Stakeholder Engagement:
- Industry engagement may be required to inform new zoning-by-law.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- External consultant support required to implement.

Timeline

- 24 months

Recommendation 2: Consolidate the Building Permit and Development Permit intake and review workflows to improve applicant experience

Description of Activities

i. Implementation Team to identify what actions have already been completed and align with what's left to be done.
ii. Implementation Team to work with subject matter experts to map and analyze current DP/BP intake and review processes to identify duplications and inefficiencies in instances where commenting partners (i.e., examiners) are involved in both.
iii. Design and implement a unified intake workflow and online portal for simultaneous DP/BP applications.
iv. Update application submission requirements for unified review (e.g., level of detail typically required for BP will be required for DP as well).
v. Develop SOPs for harmonized review, clarifying when and how shared documents (e.g., site plans, elevations) are reviewed concurrently.
vi. Realign staff roles and responsibilities and update job descriptions and relevant training materials.
vii. Establish protocols for concurrent circulation and review by all relevant commenting partners.
viii. Update applicant-facing guidance to clearly distinguish DP and BP processes, purposes, and exclusions.
ix. Pilot the consolidated process as an option for streamlined review and collect feedback on the process from applicants.
x. Update SOPs and application related communication materials.

Dependencies and Requirements

Technology:
- IT support for Permits Online enhancements and workflow integration.

Legal Implications:
- Legal review to ensure consolidated process and timelines are permissible.

Resourcing:
- Realignment of existing FTEs for intake, coordination, and administration of permit issuance.

Budget:
- N/A

Internal Stakeholder Engagement:
- Staff training of new processes.

External Stakeholder Engagement:
- Inform industry of updated submission requirements.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 3: Ensure consistent and up to date application and permit related files are centrally located and easily accessible for City staff to improve consistency and communication

Description of Activities

i. Implementation Team to develop a SOP for file organization, recordkeeping, and transfer procedures, considering items listed in Recommendation 3 as a starting point.
ii. Design and implement a digital, centralized repository (e.g., SharePoint) for file correspondence and communications.
iii. Integrate protocol with staff training during onboarding and as part of updated digital workflows (see Recommendation 10).
iv. Implementation Team to integrate into digital workflow system as part of HAF 7 initiatives.
v. Regularly review and update protocol based on feedback and operational needs.

Dependencies and Requirements

Technology:
- IT support for repository setup and integration.

Legal Implications:
- Legal review to ensure consolidated process and timelines are permissible.

Resourcing:
- Realignment of existing FTEs for intake, coordination, and administration of permit issuance.

Budget:
- N/A

Internal Stakeholder Engagement:
- Staff training on new protocols.
- Coordination across departments for consistent adoption.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 4: Require an upload memo be used to accompany a re-submitted application

Description of Activities

i. Implementation Team to develop a standardized memo template for resubmissions, including any newly submitted documents for incomplete applications.
ii. Engage IT to update online submissions portal and integrate memo requirement as a mandatory upload step.
iii. Train staff and applicants on memo requirements and review procedures.
iv. Monitor compliance and information quality and adjust template and process as needed.

Dependencies and Requirements

Technology:
- IT support for portal integration and template management.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- N/A

Internal Stakeholder Engagement:
- Staff training.

External Stakeholder Engagement:
- Communication to applicants and guidance material as required.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 5: Introduce a formal internal knowledge-sharing forum for City staff

Description of Activities

i. Establish monthly internal forum or community of practice (in-person or virtual) for knowledge sharing.
ii. Develop agenda and process for staff updates on active applications and priority projects.
iii. Encourage sharing of best practices, challenges, and lessons learned.
iv. Integrate forum outputs into centralized knowledge database (see Recommendation 22).
v. Monitor participation and impact on service delivery.
vi. Adjust format and frequency based on feedback.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- N/A

Internal Stakeholder Engagement:
- Staff time for participation.
- Leadership support for culture change.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 6: Introduce training for Councillors to better equip them for their roles in the development review process

Description of Activities

i. Gather feedback from development review staff and other internal stakeholders on potential training curriculum for Councillors (including those outlined in Recommendation 6). Shortlist those of interest.
ii. Engage subject matter experts to deliver training.
iii. Prepare and provide supporting materials (guides, FAQs, process maps).
iv. Collect feedback and update curriculum as needed.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- N/A

Resourcing:
- Staff time for curriculum development and facilitation of training.

Budget:
- N/A

Internal Stakeholder Engagement:
- Coordination with Council and subject matter experts.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 7: Expand the use of digital dashboard reporting to incorporate additional development review metrics

Description of Activities

i. Implementation Team to assess data availability and identify metrics that should be included in digital dashboard.
ii. Identify and include service level agreements or City targets (see Recommendation 24) where applicable.
iii. Seek support from IT to develop additional dashboards and publish on City website.
iv. Update dashboard features based on feedback, additional metrics and evolving needs.

Dependencies and Requirements

Technology:
- IT support for dashboard development and integration with digital workflow and time tracking initiatives.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- N/A

Internal Stakeholder Engagement:
- N/A

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- To effectively track the necessary data for the digital dashboard, it is essential to implement time tracking for all milestones in the development review process (see Recommendation 8).
- As City does not currently have mechanisms to track time, this recommendation will be dependent on adopting an integrated digital workflow system (see Recommendation 10).

Consultant Support:
- N/A

Timeline

- 6 – 12 months

Recommendation 8: Introduce time tracking for all milestones in the development review process

Description of Activities

i. Implementation Team to inventory existing time tracking practices across the development review process.
ii. Develop business case for time tracking along with a work plan to implement it.
iii. Business case and work plan to be submitted to Implementation Committee for approval.
iv. Train staff on time tracking procedures and monitor collection of data against performance metrics (see Recommendation 24).
v. Align implementation of expanded time tracking with implementation of new workflow management system (see Recommendation 10).

Dependencies and Requirements

Technology:
- IT support required to enable programming in digital workflow system.

Legal Implications:
- N/A

Resourcing:
- New data analyst resource required.

Budget:
- N/A

Internal Stakeholder Engagement:
- N/A

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- The digital application workflow (see Recommendation 10) must be implemented to enable automated and accurate time tracking across the development review process. Manual time tracking would be difficult to implement and analyze.

Consultant Support:
- N/A

Timeline

- 12 – 18 months

Recommendation 9: Expand the use of online submissions for all development applications to streamline application submission processes, digitalize workflows, and enable real-time application specific updates and information

Description of Activities

i. Design an online submission portal based on the existing Permits Online tool, with inputs from application form and other submission requirements.
ii. Integrate portal with digital workflow systems (e.g., AMANDA).
iii. Integrate with the digital workflow system (see Recommendation 10) and sync applicant-facing features (e.g., application status updates, contact info, notifications).
iv. Train staff and applicants on portal use.
v. Monitor portal adoption, efficiency, and user satisfaction and update portal features based on feedback and evolving needs.

Dependencies and Requirements

Technology:
- IT support for portal design, expansion and integration.
- Coordination with workflow system vendors.

Legal Implications:
- N/A

Resourcing:
- Reassess resourcing required for digital application intake and reallocate resources as appropriate.

Budget:
- Yes, funded through HAF 7 initiatives.

Internal Stakeholder Engagement:
- Coordination with subject matter experts.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Integration with digital workflow management system (see Recommendation 10).

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 10: Adopt a fully integrated digital workflow management system to improve efficiency and consistency in the processing of development applications

Description of Activities

i. Expand use of AMANDA to all development application workflows.
ii. Integrate online submissions with digital workflow (see Recommendation 10).
iii. Automate circulation, notifications, and review processes, and design capabilities for time tracking throughout all review milestones.
iv. Develop centralized review hub for all stakeholders.
v. Train staff on new system features and workflows.
vi. Monitor system adoption, efficiency, and data quality.
vii. Update system features based on feedback and operational needs.

Dependencies and Requirements

Technology:
- IT support for system expansion and integration.
- Coordination with workflow system vendors.
- Alignment with HAF 7 initiatives.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- Yes, funded through HAF 7 initiatives.

Internal Stakeholder Engagement:
- Staff training and change management.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 11: Refresh and increase use of digital templates in AMANDA system

Description of Activities

i. Implementation Team to work with relevant staff to inventory existing templates in AMANDA to determine what is (a) available and requires updates; or (b) not available and needs to be created.
ii. Engage all stakeholders with a role in the development review process to participate in the inventory and to provide feedback on how the templates should be updated for completeness, accuracy, and automation.
iii. Train staff on template use and best practices.
iv. Monitor template adoption, consistency, and impact on workload.
v. Update templates based on feedback and operational needs.
vi. Implementation Team to identify a lead responsible for keeping digital templates up to date.

Dependencies and Requirements

Technology:
- IT support for template management.

Legal Implications:
- N/A

Resourcing:
- Lead required to maintain templates.

Budget:
- N/A

Internal Stakeholder Engagement:
- Coordination across departments for inventory review and content contributions.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Increasing the use of templated document in AMANDA will only be useful if the City transitions to an integrated digital workflow (see Recommendation 10) and takes advantage of the building in document and e-mail modules.

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 12: Improve functionality of City Website related to development information and implement improvements to enhance applicant experience

Description of Activities

i. Implementation Team to conduct usability assessment of City website to review and identify key functionality needs.
ii. Consult with staff and industry to redesign navigation, page layout, and search capabilities.
iii. Implement changes as part of City's corporate website initiative.

Dependencies and Requirements

Technology:
- IT and web development support.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- May required budget for external consultant support.

Internal Stakeholder Engagement:
- Coordination with communications and applicant support teams.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- May require external consultant support.

Timeline

- 6 – 12 months

Recommendation 13: Implement application streaming to increase efficiency of application intake

Description of Activities

i. Implementation Team to work with internal and external stakeholders to refine the proposed streaming matrix, confirm revised roles and responsibilities for intake staff, and develop SOP for streaming.
ii. Implementation Team to develop a transition plan for the new streaming system, including a communications plan for internal and external stakeholders. The plan should outline steps for system configuration, staff training, and stakeholder engagement.
iii. Collaborate with IT and portal administrators to implement technological enhancements in the online application portal, such as programming mandatory fields for submission requirements, and standardized file naming.
iv. Integrate AI-powered or automated screening tools to flag incomplete or poor-quality submissions (see Recommendation 16).
v. Launch a pilot streaming process for select application types and collect feedback from applicants and staff before full rollout.
vi. Regularly review and update streaming matrix, SOPs, and portal requirements based on feedback and process outcomes.
vii. Track streaming rates, application completeness, and staff resource allocation to inform performance management framework (see Recommendation 24) and staff resourcing needs (see Recommendation 27).
viii. Engage internal and external stakeholders throughout the process to ensure clarity, buy-in, and alignment with City policy objectives.

Dependencies and Requirements

Technology:
- IT support for portal and automation enhancements.

Legal Implications:
- N/A

Resourcing:
- Additional FTEs for intake, triage, and portal administration.
- Staff training on new screening procedures.

Budget:
- N/A

Internal Stakeholder Engagement:
- Coordination across Planning, Engineering, Legal, and IT departments.

External Stakeholder Engagement:
- Stakeholder engagement for feedback and buy-in.

Dependency on Other Recommendations:
- Integration with technology improvements under HAF 7 initiatives
- Requires the adoption of comprehensive VPSC process and submission checklist output to serve as screening criteria.

Consultant Support:
- N/A

Timeline

- 12 – 18 months

Recommendation 14: Consider implementing a new dedicated and empowered file lead to provide end-to-end oversight on all applications

Description of Activities

i. Develop a detailed Terms of Reference (TOR) for the file lead role, outlining responsibilities, authority, and required competencies, as well as any responsibilities that will be shifted away from existing staff.
ii. Present the TOR to senior leadership and the Implementation Committee for review and approval.
iii. Leverage findings from the Recommendation 27 resourcing assessment to determine whether existing resources can be reallocated or if new hires are required to fill the file lead role.
iv. Develop budget for recruitment, onboarding, and training compensation and present findings to senior leadership and Council for approval.
v. Update development application workflows to assign a file lead at the initial stage (e.g., voluntary pre-submission consultation or formal submission).
vi. Integrate the file lead role into digital workflow systems (e.g., AMANDA).
vii. Develop and deliver training for file leads, focusing on case management, stakeholder engagement, and conflict resolution.
viii. Communicate the new role and process changes to all internal stakeholders and applicants, emphasizing the benefits and new points of contact.
ix. Assign a dedicated file lead to each new development application upon entry into the City's system. Track process efficiency, applicant satisfaction, and issue resolution rates.
x. Collect feedback from stakeholders and applicants to refine the role and associated processes.
xi. Update training materials, workflows, and TOR as needed to reflect lessons learned and evolving needs.

Dependencies and Requirements

Technology:
- IT support for technological process enhancements (i.e. changes in AMANDA for file assignment).

Legal Implications:
- N/A

Resourcing:
- May require reallocation of existing resources or additional headcount to fill this role.

Budget:
- Budget required for hiring of new staff.

Internal Stakeholder Engagement:
- Coordination with staff and departments currently engaged in processes.
- Training on new processes, roles, and responsibilities.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Leverage findings from Recommendation 27 resourcing assessment.

Consultant Support:
- N/A

Timeline

- 12-18 months

Recommendation 15: Change fee collection process to require fee payment at application submission and introduce re-examination fees when a specified limit has been reached for incomplete applications

Description of Activities

i. Define criteria and limits for incomplete applications and extra reviews.
ii. Develop a fee structure for additional reviews/resubmissions that is proportionate to existing fee schedules.
iii. Update intake and review workflows to include ability track the number of reviews per application.
iv. Update fee collection workflows, so initial submission requires payment
v. Communicate new fee policy to applicants and stakeholders via website, online submission portal, and industry outreach groups.
vi. Monitor application completeness and fee collection; adjust policy as needed.
vii. Train staff on enforcement and fee collection procedures.
viii. Update SOPs and application related communication materials.

Dependencies and Requirements

Technology:
- IT support required for fee tracking and collection.

Legal Implications:
- Legal support if legislative changes are required.

Resourcing:
- Realignment of existing FTEs for intake, coordination, and administration of permit issuance.

Budget:
- N/A

Internal Stakeholder Engagement:
- May require by-law change and Council approval.
- Coordination with finance, legal, and IT departments.
- Training required on new processes.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Administrative nature of tracking application status and number of resubmissions may require first the adoption of an online submission portal (see Recommendation 9) and a digitalized workflow system.
- To be delivered in hand with the roll out of the Voluntary Pre-Submission Consultation process (see Recommendation 19) which should provide clear instructions of submission requirements to the applicant.

Consultant Support:
- N/A

Timeline

- 6–12 months (dependent on legislative changes and system updates)

Recommendation 16: Adopt technological solutions to enable automatic application screening and support preliminary review

Description of Activities

i. Implementation Team to develop a business case for the implementation of automatic application screening during application intake.
ii. Business Case to be submitted to Implementation Committee for approval.
iii. Implementation Team to identify vendor to provide technology/software required to implement AI-powered screening tools in application platforms.
iv. Gather feedback from intake staff and other stakeholders to establish screening criteria such as those described in Recommendation 16.
v. Implement solution.
vi. Test and review validity of screening outputs, continue to monitor accuracy in a pilot phase.
vii. Update SOPs to reflect new intake processes.
viii. Train staff and applicants on new screening tools.
ix. Monitor tool adoption, accuracy, and impact on intake efficiency.
x. Update screening criteria based on feedback and evolving needs.

Dependencies and Requirements

Technology:
- IT support to integrate AI technology into online submission portal.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- May require additional budget for new software.

Internal Stakeholder Engagement:
- Staff and applicant training.
- Coordination with portal and workflow system vendors.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- May require external consultant support.

Timeline

- 12 months

Recommendation 17: Establish a Planning Commission to delegate approval authority for development applications

Description of Activities

i. Seek approval from Council and establish processes for delegating approval authority to the Commission.
ii. Implementation Team identify a Planning Commission working group to take the lead in drafting the mandate, membership, and authority for the Planning Commission.
iii. Identify and invite subject matter experts (planners, engineers, architects, legal professionals, councillors) for Commission membership.
iv. Develop TORs for Commission operations, including meeting schedules, decision criteria, and documentation standards.
v. Communicate new governance structure to staff, applicants, and stakeholders.
vi. Pilot Commission with select application types; collect feedback and refine processes.
vii. Monitor decision quality, consistency, and processing times; adjust as needed.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- May require by-law or legislative changes.

Resourcing:
- Resource allocation for Commission operations.

Budget:
- Budget may be required to hire external subject matter experts.

Internal Stakeholder Engagement:
- Coordination with Council, Legal, Clerks and HR.
- Staff training on new approval workflows.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 18 – 24 months

Recommendation 18: Work with industry to review post approval processes for development applications and identify opportunities for efficiencies

Description of Activities

i. Convene meetings with the Industry Advisory Group (IAG) and Land Development Industry Advisory Group (LDIAG) to gather initial feedback and set objectives for the review.
ii. Identify all internal and external stakeholders involved in the post-approval process, including key positions and departments (e.g., Planning, Public Works, Water and Waste, Legal, Clerks) to form a Process Improvement Working Group.
iii. Map the entire post-approval process and document each step in the process.
iv. Engage working group in workshop to brainstorm and prioritize workflow changes for process improvement, including reassessing responsibilities and tasks, and when they're initiated along the project timeline.
v. Draft an action plan outlining:
    - Specific changes to be made (e.g., earlier submission of construction drawings, standardized templates for easement identification).
    - Required resources, training, and technology upgrades.
    - Timeline for implementation and key milestones.
vi. Establish metrics to monitor process efficiency, turnaround times, and stakeholder satisfaction.
vii. Implementation Team to draft mandate, membership, and authority for the Planning Commission.
viii. Schedule regular check-ins with IAG, LDIAG, and internal teams to review progress and address emerging issues.
ix. Update process documentation and training materials as improvements are implemented.

Dependencies and Requirements

Technology:
- IT support for technological process enhancements (i.e. changes in AMANDA).

Legal Implications:
- N/A

Resourcing:
- Resource allocation for working group.

Budget:
- N/A

Internal Stakeholder Engagement:
- Coordination with relevant departments.

External Stakeholder Engagement:
- Engagement required with industry.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 6-12 months

Recommendation 19: Introduce a Voluntary Pre-submission Consultation (VPSC) Process

Description of Activities

i. Determine what types of applications the VPSC process can be applied for.
ii. Design VPSC Submission Package requirements, specifying the information and preliminary drawings and plans required.
iii. Develop and launch a VPSC meeting scheduling system, ensuring sufficient lead time for staff review.
iv. Identify and assign relevant City staff and external stakeholders to participate in VPSC meetings.
v. Establish a VPSC fee structure and integrate with existing payment systems; develop policies for crediting VPSC fees to future applications.
vi. Create a submission checklist for applicants post-VPSC, outlining required actions and documentation for a complete formal application.
vii. Prepare SOPs and TORs for the VPSC process, detailing roles, responsibilities, meeting procedures, documentation standards, and timelines.
viii. Develop and implement a communications plan to promote the new VPSC process, emphasizing its optional nature and benefits.
ix. Pilot the enhanced VPSC process for select application types, collect feedback, and refine materials before city-wide rollout.
x. Track VPSC participation rates, impacts on rates of application completeness, and staff resource allocation; use data for continuous improvement and to determine if additional resources are required to meet demand.

Dependencies and Requirements

Technology:
- IT support for scheduling and tracking VPSC meetings.

Legal Implications:
- Legal support if legislative changes are required.

Resourcing:
- Resource allocation for VPSC meetings and process management.
- Staff training on VPSC process and documentation standards.

Budget:
- N/A

Internal Stakeholder Engagement:
- May require by-law change and Council approval.
- Coordination across Planning, Engineering, Legal, and IT departments.

External Stakeholder Engagement:
- Stakeholder engagement for feedback and buy-in.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 12 – 18 months (target pilot phase in 6 months; full rollout contingent on feedback and readiness)

Recommendation 20: Introduce formal training and mentorship to enhance consistency, onboarding, knowledge transfer, and career development opportunities for City staff

Description of Activities

i. Gather feedback from development review staff and other internal stakeholders on potential training, mentoring, and career development initiatives (including those outlined in Recommendation 20). Shortlist those of interest.
ii. Implementation Team to develop a business case for the implementation of shortlisted initiatives.
iii. Business Case to be submitted to Implementation Committee for approval.
iv. Implement initiatives and monitor participation, feedback, and effectiveness through employee satisfaction surveys. Update program based on feedback and evolving needs.
v. Develop training modules (job rotations, shadowing, info sessions, external learning opportunities).
vi. Identify lead internal resource with ownership of the program.
vii. Training and mentorship materials to be stored in central repository (see Recommendation 22) and reviewed and updated regularly by the designated lead.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- Additional budget may be required for external training.

Internal Stakeholder Engagement:
- Staff time for training, mentorship, and development of learning materials.
- Coordination with HR for integration with onboarding and career development.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 21: Develop clear public-facing user guides and terms of references for all the City's development application types

Description of Activities

i. Implementation Team together with subject matter experts should inventory existing applicant-facing material for the development review process (may be completed under the scope of the zoning by-law modernization (see Recommendation 1).
ii. Conduct a plain language audit and assess accuracy, currency, and accessibility of materials.
iii. Engage industry groups to gather feedback on applicant-facing materials and identify any gaps.
iv. Identify gaps and recommend new materials (process maps, checklists, FAQs).
v. Update website and online portals with improved materials.
vi. Monitor applicant understanding and submission quality.
vii. Update materials based on feedback and evolving needs.

Dependencies and Requirements

Technology:
- IT support for website and portal updates.

Legal Implications:
- N/A

Resourcing:
- May required dedicated staff to conduct the review and implement website improvements.

Budget:
- May be required if additional staff are hired to undertake this work.

Internal Stakeholder Engagement:
- Coordination with communications and applicant support teams.

External Stakeholder Engagement:
- Stakeholder engagement for feedback.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 6 – 12 months

Recommendation 22: Implement a centralized internal knowledge database that serves as a file repository for all development review related information

Description of Activities

i. Implementation Team to work with relevant staff to inventory internal library of existing data and information that is: (a) available but not currently online; (b) under development; and (c) not currently under development.
ii. Engage all stakeholders with a role in the development review process to participate in the inventory.
iii. Implementation Team to develop a comprehensive data/information management strategy that identifies how the information should be used and how information/data will be updated and maintained.
iv. Implementation Team to lead the development of a roadmap to make the additional data/information available in a central location for City staff.
v. Roadmap to be submitted to Implementation Committee for approval.
vi. Begin implementing roadmap.
vii. Implementation Team to identify a dedicated knowledge management resource to ensure materials remain up to date.
viii. Conduct regular, ongoing reviews of accuracy and relevance of materials included in central repository. Update as required.

Dependencies and Requirements

Technology:
- IT support for database setup and integration.

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- N/A

Internal Stakeholder Engagement:
- Coordination across departments for inventory review and content contributions.
- Staff training and culture change.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 6 – 12 months

Recommendation 23: Introduce two-way training and learning opportunities with City staff and industry

Description of Activities

i. Gather feedback from staff and applicants to support two-way learning opportunities including those described in Recommendation 23.
ii. Implementation Team to develop a business case for a two-way learning program (i.e., training opportunities, work plan, costs, anticipated benefits).
iii. Business case to be submitted to Implementation Committee for approval.
iv. Identify lead internal resource with ownership of the program.
v. Implement program. Monitor for continuous improvement.

Dependencies and Requirements

Technology:
- IT support for website and portal updates.

Legal Implications:
- N/A

Resourcing:
- Reallocation of existing staff resource to lead coordination may be required.

Budget:
- Required for delivery of training, certifications, external speakers.

Internal Stakeholder Engagement:
- Engage staff to determine topics of interest
- Staff time for training.

External Stakeholder Engagement:
- Industry engagement to identify interest and participation.

Dependency on Other Recommendations:
- N/A

Consultant Support:
- N/A

Timeline

- 3 – 6 months

Recommendation 24: Enhance the performance management framework for the end-to-end development review process

Description of Activities

i. Implementation Team to inventory existing performance measures used across the development review processes, including metrics, systems, collection frequency, and use.
ii. Implementation Team to develop detailed project plan to develop performance measurement framework. Planning should be integrated into the upcoming implementation of the new workflow management system (see Recommendation 10), considering new tools, capabilities, and automation opportunities.
iii. Implementation Team to analyze existing internal processes and conduct a jurisdictional scan to identify valuable development review process KPIs, using those included in Recommendation 24 as a starting point.
iv. Implementation Team to consult with internal and external stakeholders to refine and improve on existing KPIs and workshop the implementation of new ones.
v. Implementation Committee to approve the performance measurement framework prior to implementation.

Dependencies and Requirements

Technology:
- IT support for data collection and reporting.

Legal Implications:
- N/A

Resourcing:
- Dedicated staff resource for framework development.

Budget:
- Required for delivery of training, certifications, external speakers

Internal Stakeholder Engagement:
- Coordination and consultation with all departments involved in development review.

External Stakeholder Engagement:
- N/A.

Dependency on Other Recommendations:
- Time tracking (see Recommendation 8) and an integrated digitalize workflow system (see Recommendation 10) are required to collect the data required to inform performance metrics.

Consultant Support:
- N/A

Timeline

- 12 – 18 months

Recommendation 25: Conduct a comprehensive fee review and create a new fee structure that accurately recovers for staff time spent on processing the application

Description of Activities

i. Implementation Team to leverage outputs from the resourcing assessment (see Recommendation 27) to determine level of effort required to process a development application.
ii. Implementation team to analyze cumulative level of effort and current application volumes against staff compensation (i.e., salary, wages, and benefits) to determine fees required for level of total costs for each application type.
iii. Implementation team to conduct a costing exercise against anticipated application volume to determine total costs incurred by the City and identify gaps between fees collected and the actual costs of service delivery.
iv. Engage subject matter experts to determine costing categories, and if existing categories should be revised to better suit development trends and needs.
v. Prepare recommendations on revised fee structure and fees required for accurate cost recovery.
vi. Present new fee structure to Implementation Team for approval.
vii. Present new fee structure to Council.
viii. Enact new fee structure.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- Legal support to update fee schedule.

Resourcing:
- N/A

Budget:
- May require budget for external consultant support.

Internal Stakeholder Engagement:
- N/A

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- The digital application workflow (see Recommendation 10) must be implemented to enable automated and accurate time tracking across the development review process. Manual time tracking would be difficult to implement and analyze.

Consultant Support:
- External consultant support required to implement and develop cost model.

Timeline

- 12 – 18 months

Recommendation 26: Conduct a compensation review to help attract and retain talent

Description of Activities

i. Implementation Team working with Human Resources, to inventory current compensation bands by job classification.
ii. Collect information on comparable compensation in industry and benchmark current salaries and compensation packages against peer municipalities (e.g., wage surveys, third-party research, etc.).
iii. Implementation Team to define future state job classifications, accounting for the addition of any new roles.
iv. Develop recommendations for pay equity and competitive compensation and present findings to senior leadership and Council for approval.
v. Implement revised compensation packages and monitor retention.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- N/A

Resourcing:
- N/A

Budget:
- May require budget for external consultant support.

Internal Stakeholder Engagement:
- Staff participation in surveys.
- Coordination with Finance and Council.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Integration with resourcing assessment (see Recommendation 27).

Consultant Support:
- External consultant support required to facilitate data collection and to access HR and market data.

Timeline

- 12 – 18 months

Recommendation 27: Conduct a comprehensive resourcing assessment to match resourcing with target service levels

Description of Activities

i. Implementation Team to conduct an exercise to map all staff positions involved in development review.
ii. Survey staff to estimate time spent on key tasks for each application type.
iii. Analyze current and projected application volumes.
iv. Benchmark staffing levels against peer municipalities.
v. Identify gaps and recommend recruitment, retention, or reallocation strategies.
vi. Prepare resourcing report to guide future staffing and fee review.
vii. Present findings to Implementation Committee and Council for action and request additional resources as needed.

Dependencies and Requirements

Technology:
- N/A

Legal Implications:
- May require by-law or legislative changes.

Resourcing:
- N/A

Budget:
- Budget may be required to hire external consultant support.

Internal Stakeholder Engagement:
- Staff participation in surveys and interviews.
- Coordination with HR, Finance, and all divisions involved in development application review.

External Stakeholder Engagement:
- N/A

Dependency on Other Recommendations:
- Integration with compensation review (see Recommendation 26).

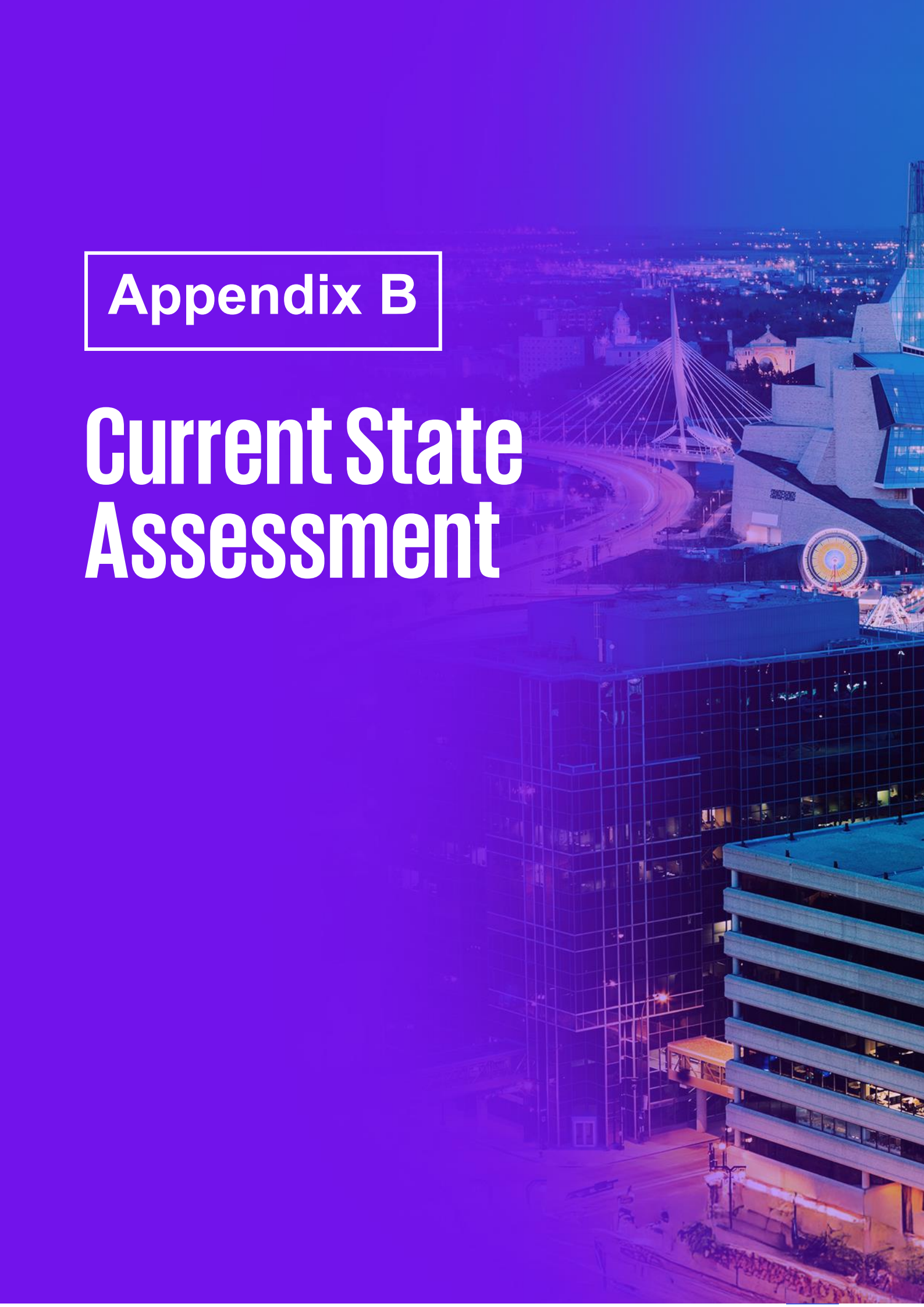
Consultant Support:
- External consultant support required to facilitate data collection.

Timeline

- 6 – 12 months

Appendix B

Current State Assessment



Appendix B: Current State Assessment

This appendix presents the challenges identified through our current state assessment for each layer of our assessment framework. These findings were shared with the City Working Group as part of our Interim Report. These challenges are followed by identified strengths through our assessment.

Table 5: Challenges

Processes

#	Challenge	Description	Impacts	Application
1.1	Lack of Formal Pre-Application Consultation Process	• Removed last year at the direction of the City Council – the City of Winnipeg does not have a formal Pre-Application Consultation process in place. • Applicants no longer have the opportunity to seek preliminary comments from City staff and/or commenting partners before submitting their applications and must instead rely on the formal application review process to identify any issues with their applications. • There is a limited formal opportunity for informing applicants about what they will need to have a complete application, as well as anticipated timelines, preliminary identification and/or solutioning of challenges, City objectives and vision, or other considerations to set them up for success. • *79% of external survey respondents disagree or strongly disagree that applications are processed in a timely manner.*	• This undermines early issue resolution efforts, exacerbating issues related to application quality, and results in an increase in incomplete submissions, all of which add to staff workloads (e.g., staff must expend time and resources circulating and reviewing applications that could have been identified as “non-starters” from the onset – taking away time that could be better spent on applications more likely to be accepted). • The analysis revealed that approximately 30% of commercial development permits and 45% of residential development permits are placed on hold due to incomplete submissions. • Without the ability to meet in a collaborative setting before submitting their application, applicants are unable to easily identify potential issues and/or conflicts with their application before formal submission. • This also results in extended review timelines, less clarity in the process, strains relationships between City staff and applicants, and can result in unnecessarily sunk efforts from applicants (e.g., applicants will end up going through an entire submission process, obtaining approvals from several commenting partners, only to end up being rejected as a result of something that could have been identified early on – such as servicing constraints related to insufficient water & wastewater system capacity). • Consequently, some applicants are now seeking informal “intake meetings” with ZDOs and/or other commenting partner teams, which undermines existing processes and can introduce possible process inconsistencies. This has resulted in an increased workload and stress for staff, especially in the absence of a funding mechanism to provide the necessary resources.	All

1.2	Inadequate Application Submission Requirements	• The City's submission requirements for development applications were identified as unclear and/or not explicit, creating ambiguity regarding what's required for a complete submission. For example, some current application forms indicate that specific drawings and/or materials are required only "if applicable", without providing sufficient explanation or context as to what constitutes applicability. Often, the need for such items is site-specific and is typically only identified after the application has been submitted and reviewed. • An estimated 70% of submitted applications are deemed incomplete, with causes ranging from missing documents (e.g., titles, authorizations) to misinterpretations of application requirements. • *48% of external survey respondents disagree or strongly disagree that application requirements are clear and easy to understand.*	• Unclear submission requirements result in poor-quality and/or insufficient application submissions, often lacking the necessary detail and information required for a complete submission, leading to an increase in incomplete applications. • Poor-quality applications must still undergo the full review process – regardless of the likelihood that they will be approved. This "clogs up" review processes by taking up City staff time and resources, as well as Committee and Public Hearings. • Unclear submission requirements also result in differing expectations between City staff and the applicant. This can result in applicants submitting materials beyond what is required (unnecessary effort), applicants attempting to dispute interpretations and/or circumvent requirements (straining staff and processes), as well as ad-hoc or inconsistent enforcement of requirements at the discretion of staff. • These issues extend application review timelines, contribute to increased staff workloads, strain working relationships between parties, can increase costs and uncertainty for applicants, and, in some cases, foster a perception of obstruction by City staff, as owner/developer's may not be made aware. Such practices damage trust and can discourage innovation or the pursuit of complex development projects.	General Finding
1.3	Inefficient Assignment of Work/Allocation of Resources	• The research identified examples of inefficient work assignment, for example, tasks and activities are currently not always assigned to the staff or teams most appropriate and/or best equipped to perform the work. • Recognizing that building variances are being brought under the Development Applications branch. With this change, all development applications discretionary approvals, with the exception of tolerances, will be handled in the same branch. • In several instances, we also identified situations in which similar tasks are assigned to two separate and distinct roles (e.g., intake tasks are assigned to ZDOs, Zoning Technicians or Permit Technicians, depending on application type). • *44% of internal survey respondents describe the overall development review process as "needs improvement". This challenge is exacerbated by current resourcing constraints.*	• Inefficient allocation of resources can detract from the highest and best use of specific staff members' time – i.e., pulling them away from tasks that may be better suited to their knowledge, skill sets, and/or training. • Inappropriate assignment of work can also lead to inaccuracy and errors due to a lack of knowledge or expertise. • This can result in duplication of work across City staff, as well as extended review timelines and frustration for both staff and applicants.	General Finding

1.4	Ineffective Application Circulation Practices	• There is a perception that current processes for the circulation of development applications to commenting partners are ineffective. The process for identifying and selecting commenting partners to be included in circulation relies on manual staff input, in which staff individually select commenting partners for inclusion in circulation based on their interpretation of a criteria-based checklist. • Sometimes, critical commenting partners are not included on the initial circulation and thus are not provided the opportunity to review and provide comments. • Additionally, if applicants change their design in resubmissions due to requests by City staff, re- circulation processes do not include the opportunity for reassessment of commenting partners to be included in subsequent circulations; the circulation list stays the same. • Recognizing that in the scenario that an applicant wishes to change their proposal (not requested by City staff), it would trigger a re-circulation, in which case the same initial group of commenting partners would be included.	• Omitted commenting partners that miss out on initial and/or subsequent reviews can result in disruption to the typical application review workflow, increased application review timelines and staff workloads, and can contribute to late- stage comments (i.e., comments provided after the fact) that can have notable impacts on application review decisions and/or subsequent applicant design considerations. • This can also result in liability for the City, specifically regarding commenting partners such as W&W and Fire, where design requirements, building code, or safety elements might not receive sufficient review.	Permits
1.5	Limited formal processes for internal communication and knowledge sharing	• The research indicates that there is a wide variation in communication processes and practices among staff and also with applicants. • Multiple forms of communication methods are used (e.g., e-mail, phone, text) on an ad-hoc basis across files, staff, and departments. • Additionally, several stakeholders noted that identifying the appropriate points of contact (e.g., Develop Application Coordinator, Assigned Planner, Land Development Engineer) can be challenging to determine and obtain. City and industry stakeholders provided several examples regarding the use of multiple, different e-mail inboxes, and the absence of designated contacts on a file. • **Note:** Although planner contact information, email communication, and public hearing records are available and publicly accessible, external stakeholders continue to face challenges in locating and navigating the most relevant and up-to-date information.	• The lack of effective, formal communication protocols/processes contributes to service inconsistencies. It can result in key stakeholders missing out on critical file- related communications that impact their scope(s) of work, as well as potential errors on files. • Non-integrated communications channels create “information silos” – instances where communications information may exist in isolation and not be available to all necessary stakeholders. • Ineffective internal communications act as a barrier to interdepartmental collaboration, create challenges related to documentation and record-keeping, and can result in misaligned expectations and/or understanding across stakeholders. • Overall, ineffective communication practices frustrate stakeholders, inhibit collaboration, and reduce overall clarity, trust, and transparency in the development review process.	Development Applications

		• Furthermore, communication methods are not integrated, with no centralized repository for communication record-keeping associated with particular files and/or stakeholders. Comments are provided by e-mail, while records of decisions and file-related context/information are not always maintained or accessible to all staff.		
1.6	Complex and multi-layered approval process	• The current internal approval process for development applications/reports requires up to three committee hearings. • **Note:** Development applications are presented at 1) Standing Policy Committee, 2) Executive Policy Committee, and 3) Council • Each Committee hearing and/or Council reading requires a significant time commitment (collectively, 3 to 4 weeks) and often results in protracted decision-making. • The multi-levelled decision-making framework and associated processes are inefficient (e.g., in several instances, many of the approval meetings consist of the same Committee members), require significant amounts of time and personnel involvement, and are unclear to stakeholders. • Additionally, changes can still occur after the public hearing without further public input. Our research indicates that the Council frequently overrides staff recommendations and makes last-minute changes to development agreements. • *27% of internal survey respondents disagree or strongly disagree that roles, responsibilities, and decision-making structures are clear and well understood.*	• The complex and multi-layered approval process significantly extends approval timelines due to the multiple internal steps and the required involvement of elected officials and City staff. • It also reduces clarity of the development review process for applicants, while also increasing costs and uncertainty – leading to applicant frustration. • The multi-step process significantly reduces efficiency while also negatively impacting perceived accountability as responsibility is diffused across multiple approving bodies. • Furthermore, late-stage overturning of recommendations and changes to development approvals create unpredictability, diminish the perceived authority of City staff and planning teams, and create a perception of inefficiency and, at times, unnecessary bureaucracy.	Development Applications
1.7	Limited Enforcement Mechanisms for Servicing	• The City has limited enforcement mechanisms for site servicing infrastructure. • Currently, the City is unable to effectively ensure that developers complete site servicing (on-site) upgrades to service development sites. • Prior to the separation of the BP and DP processes, the City was able to use Building Permit issuance as a mechanism to enforce site servicing compliance. • New processes result in BP and DP permits being issued concurrently – removing the City's leverage to require	• By issuing building permits prior to completing site servicing requirements, the City exposes itself to a risk that site servicing work may not be completed on developer owned property. • Without the prior leverage, the City may experience challenges in enforcing the requirements to ensure the upgrades are in place before construction and occupancy. • This challenge was noted as being a substantial issue for specific commenting partners, such as W&W.	Permits

		complete site servicing work prior to building permit issuance.		

1.8	Inefficient Development Permit and Building Permit Workflows	• The research identified several inefficient workflows related to the separation of the Development Permit and Building Permit processes, as a response to new Provincial Laws.
		• Although separate in nature, the two permits involve similar – and in some cases duplicative – processes and workflows, including:
		  • Two separate groups perform intake processes for each permit.
		  • Applicants are often required to upload the same documents/materials multiple times across each different permit type.
		  • City staff are often required to review the same documents/materials more than once across each different permit type.
		• Although the City has made efforts to improve and accelerate the DP/BP process (e.g., through concurrent review of both permit types), there are still several examples of inefficiency.
		• Applicants also expressed frustration regarding instances of inconsistent approvals (e.g., where materials/drawings/documents are approved for one permit type but not the other).
		• Applicants also noted several instances of confusion and/or lack of clarity around the purpose of the two separate permits (specifically noting a lack of understanding as to why the City split the previously single permit type into two).
			• This can result in duplication of work across City staff and applicants, increased workloads, as well as extended review timelines, leading to staff and applicant frustration.
			• Coordination challenges also arise when permits are inconsistent, which can further delay projects.
				Permits

Organization, People, & Culture

#	Challenge	Description	Impacts	Application
2.1	Insufficient Staffing & Resource Capacity	• The City of Winnipeg is operating under significant staffing/resourcing constraints. • An assessment of current staffing levels indicates they are inadequate regarding current workload (i.e., application volumes).	• Inadequate staffing levels contribute to increased staff workloads, delays in responses at intake, extended application review timelines, and heightened frustration among both staff and applicants.	General Finding

		• A comparison against similar jurisdictions also indicates that the City of Winnipeg is operating with inadequate resourcing levels compared to its peer municipalities (see KPMG Org. Review, 2021). • *66% of internal survey respondents disagree or strongly disagree that the current staffing levels and resource allocations are sufficient to meet target service levels and development review demand.* • **Note:** The City has been actively seeking approval for additional resources required to meet workload and service level demands (e.g., W&W was approved for 13 FTEs to help our development review process).	• It also places additional working pressures on staff, which contributes to increased stress and a higher risk of burnout, resulting in higher levels of staff turnover. This, in turn, leads to additional challenges in knowledge transfer, training, and onboarding of staff, as well as a decrease in customer service levels.	

2.2	Attraction and Retention of Human Capita	• Attraction and retention of human capital are significant challenges for the City of Winnipeg.
		• Low retention rates were noted across several departments and positions, particularly at intake and zoning levels.
		• Several factors were identified in our research:
		  • The City's reliance on contract positions rather than hiring full-time staff detracts from job certainty.
		  • Staff frustrations and employee burnout resulting from staffing constraints.
		• *43% of internal survey respondents describe the City of Winnipeg's working culture as "needs improvement", with 6% stating the working culture is "ineffective".*
		• *50% of internal survey respondents disagree or strongly disagree that City staff are supported through training, mentoring, and career development.*
		• This challenge is exacerbated by delayed recruitment and hiring (see Challenge 2.1).
			• High turnover rates result in a lack of personnel with sufficient knowledge or experience related to their positions, which contributes to inconsistencies in service delivery, extended application review timelines, and frustrations among both staff and applicants.
			• The reliance on temporary, contract positions detracts from job certainty and further drives additional employee stress and turnover.
			• High turnover disrupts institutional knowledge, increasing the likelihood of sub-standard service delivery, including errors in review, diminishing knowledge retention, and worse customer/applicant experience.
			• Because temporary positions are not funded through the existing fee structure, these positions are not cost- recoverable, and as such, there is a reliance on drawing down the Permit Reserve fund to support them, which is unsustainable in the long term.
				General Finding

2.3	Poor End-to-end Oversight and Accountability	• The research identified a lack of accountability and oversight in the comprehensive "end-to-end" development review process, particularly between key stakeholders and commenting partners. • Current processes for reviewing development applications do not have consistent file leads or case managers responsible for overseeing the files from start to finish (i.e., from application intake to decision). Instead, application	• The current process does not facilitate accountability or overall ownership of files, leading to poor communication and collaboration among stakeholders and contributing to conflicts. • Without a dedicated and empowered case/file manager to push an application through the review process, files can become stalled due to minor disputes and handoffs between stakeholders. • Files "bounce back and forth" between departments.	Development Applications and Permits

		files are transferred from department to department across different stages of review. • While several positions are identified as the “application lead”, depending on the application type (e.g., ZDO, DAC, and Permit Tech), current accountability structures do not clearly empower the staff to undertake this role, and overall accountability is distributed across multiple parties/departments (and as such diminished). • Review staff were found to focus only on their immediate responsibilities and scope. When files are transferred between departments/stakeholders, there is limited review/communication/collaboration or follow-up between parties, with neither being accountable for how their review impacts that of the other. • When disputes arise (either internally between commenting partners or externally with the applicant), there is no established escalation framework or interdepartmental issue resolution body in place. In some instances, stakeholders indicated that some applications are escalated to the Directors, the CAO, or the Mayor’s office rather than a dedicated issue resolution body, which may not be the most appropriate approach for issue resolution. • This challenge is exacerbated by the fact that the “application leads” lack the time or capacity to take on a full project/case manager role given current resourcing constraints (Challenge 2.1).	• The lack of overall accountability contributes to inconsistent outcomes in file review, adds to staff and applicant workloads, extends review timelines, and is a significant driver of staff and applicant frustration. • Applicants feel the need to coordinate with multiple parties throughout the review process (rather than via a single point of contact/authority), which can result in additional workloads as well as frustration due to issues with knowledge transfer across parties. • Results in a more adversarial culture, both internally among departments and between City staff and applicants.	
2.4	Involvement of Elected Officials	• The research indicates that the current process for addressing Councillor involvement in development applications is ineffective. A CAO portal is in place for elected officials; however, City staff noted that few Councillors use it. • Elected officials have considerable influence over development applications in Winnipeg and can impact workflow and application prioritization depending on their level of involvement. • Council involvement does not always align with the City’s long-term planning and development policy or goals. • Some wards were noted to have higher levels of involvement from elected officials than others.	• The involvement of elected officials significantly disrupts established workflows – staff are required to reprioritize certain files at the expense of others, which introduces inconsistencies in the process, extends project timelines, and results in stakeholder frustration. • Addressing inquiries and/or directions from elected officials consumes significant staff time and resources, contributing to staff workloads and, at times, resulting in inconsistencies in service delivery. • Councillor influence in development review can also contribute to applicant frustration.	Development Applications

Technology & Information

#	Challenge	Description	Impacts	Application
3.1	Inconsistent Use of Technology Platforms / Systems / Solutions	• The research indicates that the AMANDA system, the City's core application management tool, is in place across most application types; however, it is not utilized across all application types. • **Note:** The City is currently working on enabling all workflows in AMANDA under the Housing Accelerator Fund Initiative 7, with a deadline of December 15, 2025 • Several application types (e.g., DASZ applications) and workflows do not operate via the AMANDA platform and still rely on manual processes (i.e., email) and/or are not integrated across processes, departments, or stakeholders. • For example, for the DASZ application type, applicants currently submit their application materials via hard copy or email. In several process workflows, staff are required to maintain both digital and physical copies of drawings or materials. • Additionally, although several other application types are circulated and managed via AMANDA, stakeholders indicated that several commenting partners still provide their comments/feedback separately – typically via direct email. • Furthermore, information and data tracked using current application management platforms are difficult to extract and manipulate, a significant barrier to effective performance management. • *35% of internal survey respondents disagree or strongly disagree that technology is made available and used effectively throughout the development review process to increase efficiency and consistency.*	• Inconsistent use of technology platforms, as well as non-integrated workflows, contributes to service inconsistencies, can result in redundant activities and/or duplication of work, increases the likelihood of errors in review, and also adds to staff workloads. • Incomplete use of technology systems can also contribute to data quality issues, which negatively impact management's ability to incorporate data into service planning and decision-making.	Development Applications and Permits
3.2	Ineffective Document/Data Management	• The research indicates that there is no centralized platform or repository for managing documents and data. • Data and information are stored across several technology platforms and systems, which are not integrated/synced. An example of this challenge, which exists for both internal	• The use of multiple, non-integrated systems increases administrative burden on staff and contributes to delays in work completion. It can also result in the duplication of work and/or errors, or the omission of important materials or information.	General Finding

		and external stakeholders, is the by-law decision look-up required through DMIS. • Additionally, there is a high reliance on manual transfer of documents/data/materials from one system into another (e.g., from e-mail or computer servers to AMANDA.	• Document control (and version control) are also issues. Without a centralized document management system, documents are circulated via e-mail for comments and revision, with limited version control capabilities. In the case of drawings (typically as part of applicant re-submissions), it is not always clear which version of the drawing is final for approval. • Such workflow inefficiencies contribute to additional staff workloads, increased review timelines, and staff frustration.	
3.3	Ineffective Use of Digital Templates	• Although templates exist within the City's AMANDA system, our • research indicates they are not used effectively or consistently. • For example, City staff noted that, although there is a template for the Notice of Incomplete Application, the system only pre-populates about 5% of the information, which can also have errors. Staff are required to download the template, fill out the majority of the materials, and save a copy of the final document back into the AMANDA system. • Additionally, other workflows are not supported by templates altogether (see Challenge 3.1). • *44% of external survey respondents disagree or strongly disagree that technology is made available and used effectively throughout the development review process to increase efficiency and consistency.*	• The ineffective use of digital templates contributes to staff workloads and increases review timelines. • Additionally, staff are required to retrieve documents from the AMANDA system to complete on their own computer/drive, which further exacerbates document control issues (see Challenge 3.2).	General Finding

Stakeholder & Staff Experience

#	Challenge	Description	Impacts	Application
4.1	Availability of Application Related Information	• Staff and industry stakeholders indicated that development application-related information is not always easily accessible and/or easy to use. • Although the City's website features guidelines and instructional materials on the development application process, stakeholders indicated that the information is not user-friendly, can be challenging to understand (e.g., unclear terminology and jargon), and lacks sufficient	• The lack of easily accessible information results in increased levels of applicant-submitted customer service inquiries, which add to staff workloads and take time away from potentially higher-value reviews of live application files. • The lack of readily available (and digitally accessible) information and materials negatively impacts application quality, increases review timelines, and also places additional administrative burden on staff in responding to formal requests from applicants.	General Finding

		direction or materials for reference (e.g., examples of quality/target submission, application timelines, etc.). • Additionally, the City website was identified as being cumbersome to use and difficult to navigate, making it challenging to find necessary information to support development application submissions. City staff indicated that they have to rely on Google to find the relevant information on their own website. • *80% of external survey respondents disagree or strongly disagree that application timelines are clear and easy to understand.* • *66% of external survey respondents disagree or strongly disagree.*		

4.2	Lack of Regular Application Status Updates	• The research indicates that publicly available status-related information associated with applications is limited.
		  • **Note:** The City is currently working on enabling online viewing of application statuses via Permits Online under the Housing Accelerator Fund Initiative 7, with a deadline of December 15, 2025.
		• Application status updates and other application-related information can be difficult for external stakeholders (incl. applicants, the public, and elected officials) to obtain. Examples include whether an application has been assigned to a staff reviewer, whether a submission has been circulated, whether comments have been provided by commenting partners, etc.
		• Communications to applicants regarding anticipated review completion timelines (e.g., notice of completeness, provision of comments, etc.) are limited. Regular updates and/or external notifications are not provided.
		• While there are defined/legislated timelines in place, customer service practices around increased clarity and managing expectations are lacking.
		  • **Note:** Defined/legislated timelines are in place for identifying a complete application, but not for when staff need to return to incomplete applications to continue processing.
			• Lack of transparency creates additional uncertainty for applicants and contributes to friction between City staff and applicant relationships.
			• Unclear communications can diminish the perceived value of defined service standards.
			• Ineffective external communications can also result in increased instances of public and/or Councillor inquiries, as individuals seek to obtain information about specific development applications, leading to additional staff workloads and frustration.
				General Finding

		• *45% of external survey respondents disagree or strongly disagree that staff are attentive and responsive to applicants and other development stakeholders.*		
4.3	Sometimes Adversarial Relationships Between Staff and Industry	• Many stakeholders (both staff and industry) indicated that the relationship between staff and applicants can sometimes be adversarial. • Survey respondents noted a “Negative culture issue; biased based on personalities.” • On both sides, we identified an “us vs. them” mentality across • stakeholders. • This is often exacerbated by a lack of familiarity or awareness of the operating conditions of stakeholders on “the other side” – i.e., City staff not having a firm grasp on development economics or applicants not understanding the regulatory licence, bylaws, and policy objectives City staff are trying to uphold.	• Poor relationships amongst staff and industry can act as a barrier to collaboration and trust required for an effective and efficient development review process. If left unchecked, it creates a feedback loop that reinforces negative attitudes on both sides.	General Finding
4.4	Communication Gaps Between Projects	• Developments often occur in silos, with limited communication between applicant teams and/or City reviewers regarding potential interdependencies (e.g., servicing reports, development plans, etc.). • The City does not have or enforce requirements that developments in close proximity to each other interact with one another. While there is no formal process in place, this does occur occasionally on an ad hoc basis, as illustrated by the example below. • **Note:** W&W recently coordinated with two developers to engage a single consultant in preparing a municipal servicing report that integrated both land uses, ensuring consistency and alignment.	• Can result in duplication of efforts, as well as potentially • incompatible development designs. • Increases the risk of servicing conflicts, creating downstream infrastructure issues.	Permits

Performance Management & KPIs

#	Challenge	Description	Impacts	Application
5.1	Work Prioritization Structure	• There are no performance metrics associated with application re-submission timelines.	• New applications are prioritized over re-submissions. • Contributes to extended review timelines and significant applicant frustration. • Resubmitted applications contribute to the review backlog.	Development Applications

		• In part, due to Provincial law and associated financial liability with breaching timelines, current metrics focus on new application submissions. • Application revisions, including re-submissions and email replies from the applicant to ZDO, are not tracked against performance timelines or metrics.		
5.2	Limited tracking of development process-related activities and information	• Many critical elements or stages of the development review process are not currently tracked or measured (e.g., circulation metrics, re- submission timelines). Those elements that are tracked are difficult to extract or manipulate. • The City also does not comprehensively track the amount of time the application lies with the applicant.	• The lack of development review-related measurement and information is a barrier to effective performance management.	Development Applications and Permits
5.3	Limited Lessons Learned Process	• Although there are ongoing internal discussions and weekly management meetings, there is no formalized "lessons learned" process for sharing insights across the team to continuously improve processes. • **Note:** There are SOPs and internal documents in place to support the process, including recently updated manuals and handbooks; however, given the pace of change, best practices and procedures often become outdated quickly. The intent of these materials should be to ensure consistency and knowledge transfer by aligning with past precedents and established rationale.	• Prevents systematic improvement and knowledge transfer. • Leads to repeated mistakes and missed opportunities to refine processes.	General Finding

Legislation & Policy

#	Challenge	Description	Impacts	Application
6.1	Inconsistency in Decision-making and Application of Policies	• The research indicates that there are inconsistencies in process, decision-making, and application of policies across individual staff, departments, and commenting partners. • Although process maps and standard operating procedures exist for most development application, permit, and inspection processes, stakeholders indicated that different City review staff can have notably different interpretations and/or applications of processes and/or policies.	• Inconsistencies in process and policy reduce transparency and predictability for both applicants and staff. • Confusion over precedents can result in increased administrative workloads for review staff, as they must reconcile historical decisions, and can cause delays in approvals, leading to inconsistent outcomes. • Inconsistencies can also increase the administrative burden for staff and create barriers to training and to developing a City-wide culture across Development Review.	Development Applications and Permits

		• Survey respondents noted: "*The process is siloed, inconsistent, unclear, subject to biases and manipulation…*"
		• Industry representatives provided several examples of instances where zoning interpretations and/or applications of policy were done so inconsistently.
		  • **Note:** Recognizing that policies and standards evolve over time, there remains a need to consistently communicate any updates to ensure external stakeholders remain aligned with current practices. Precedents must be applied carefully, as past decisions may no longer reflect today's standards.
		• Stakeholders also indicated that staff turnover in the ZDO role contributes to inconsistencies in application zoning and policies.
		• Zoning interpretation can be a complex area, especially when it is influenced by historical inconsistencies within the staff's approach. In COW, different staff members have varying interpretations of zoning bylaws, resulting in inconsistencies in decision-making processes and confusion for applicants.
		  • **Note:** Recognizing that zoning intake and analysis has become more time intensive with as-of-right zoning.
		• *73% of external survey respondents disagree or strongly disagree that application requirements are generally similar across (i.e., staff), City team/departments and Planning Districts.*
			• Reduced transparency can also result in increased risk and costs for developers due to uncertainty. This can also foster a perception that certain applications are reviewed subjectively rather than being grounded in established processes or policies.
			• These inconsistencies undermine the integrity of the development application review process, resulting in frustration among applicants and stakeholders.	

6.2	Insufficient Cost Recovery	• City stakeholders indicated that the current fees charged by the City in the 2025 Fees and Charges Schedule under By-law 66/2016 for the development application review service do not provide full cost recovery for the City. • **Note:** For example, any development reviews by W&W have been done with no fee recovery prior to the Capacity Assessment ($220/query). • The current fee structure, implemented in 2016, has not been updated to reflect the time and resources required by City staff to process the increasing volumes and complexity of development applications submitted to the City.	• Without sufficient levels of fee recovery, the City must draw temporary funding from the Permit Reserve Fund to cover the costs associated with providing the development application review service for permit applications. • Without sufficient funds available, the City is unable to fund headcount/resource increases required to meet service level objectives. • This challenge is exacerbated by the use of temporary/contract positions, which are not set up to be recovered according to the existing fee structure.	Development Applications and Permits

		• Additionally, without a dedicated PAC process, the City has no ability to recover costs associated with work undertaken by staff in response to informal pre-application queries.		
6.3	Insufficient Compliance Inspections Process	• The research noted current compliance inspection processes to be insufficient. • Current inspection processes rely on developers/applicants to notify the City when inspections are required at various construction milestones. There are limited proactive on-site inspections, and there is no established process for development compliance inspections outside of the plan approval compliance program pilot. • **Note:** Proactive site inspections led by the City, as practiced in other jurisdictions, help identify compliance issues early, before developments advance too far, reducing the risk of costly delays and rework. While trust in developers is important, City-led inspections serve as a validation tool to ensure requirements are being followed consistently from the outset. • By not coordinating and inspecting proactively, City Inspectors arrive on site to find issues that may not meet City Standards or deviate from approved plans. • The City must rely on the Engineer of Record and otherwise lacks effective oversight to ensure that developers follow approved concepts, designs, and servicing plans during construction. • This issue is exacerbated by current resourcing constraints, which limit the number of inspectors available to conduct proactive inspection work.	• When these discrepancies are caught, complication is added to the process, requiring additional work for City reviewers who have to review revised/as-built drawings late in the process and delay permit issuance, diverting staff resources away from other application priorities. • Introduces risk of misaligned infrastructure, impacting long- term municipal servicing capabilities. • From the public perspective, public trust in the development process and city oversight is diminished.	Permits

Strengths

Table 6: Strengths

Assessment Layer	Strengths

Processes	• The City is actively making changes to improve development review processes and to address stakeholder concerns. Examples include:
	  • Standardization of select processes and workflows, such as standard/templated responses to development applications and queries.
	  • Development of process maps and standard operating procedures (SOPs) to improve consistency and support staff training across processes and technology systems (e.g., AMANDA).
	  • Implementing concurrent processes to reduce timelines, such as the concurrent review of development and building permits.
	  • Improving the clarity of public and stakeholder communications, such as simplifying the language used in development posters.
	• Several innovative process initiatives (e.g., DASSF - Short Form Development Application and optional professional certification) have improved processing timelines and alleviated some workloads.

Organization, People, & Culture	• A unified approach to decision-making helps accelerate project timelines and ensures a thorough and comprehensive review of applications. This is demonstrated by the internal Intake Review Meetings, which enable the City's review team to collaborate and quickly assess whether applications are complete, routing them appropriately and facilitating cross-department coordination early in the process. • A management culture that encourages collaboration and fosters an environment of proactive issue resolution and learning – evident from top-down leadership involvement in regular monthly meetings. • Industry stakeholders noted multiple examples of knowledgeable and experienced staff who go out of their way to collaborate with applicants, employ creative problem-solving and issue management and foster a positive culture focused on customer experience.
Technology & Information	• The introduction and ongoing investments in the digital permitting system, including Permits Online, which will expand to include development applications, enabling better tracking and accountability. Stakeholders can monitor the progress of permits in real-time, which fosters trust and clarity • The newly implemented digital dashboard for permit application processing times provides performance against the City's service level standards (currently specific to permits – capabilities to be expanded as part of the initiative), increasing transparency, accountability, and predictability in the development review process.
Stakeholder & Staff Experience	• The City has established two Industry Advisory Groups (one for building and development permits, and another for development applications) to foster open communication with the development community, helping to maintain constructive industry relationships and allowing for valuable feedback and better alignment with industry needs. • Staff indicated that the working relationship with the development industry has improved over the years.

Performance Management & KPIs	• The Planning, Property, and Development department has established standard operating procedures and timelines for processing applications across planning districts, particularly for larger applications. This has helped to ensure a more predictable experience for developers. • The City has interdepartmental service level agreements in place for development applications and permits to assist with providing consistent turnaround times on applications. • Several examples of leading practice surrounding the use of data dashboards to communicate real-time performance data to stakeholders.
Legislation & Policy	• The City has shown resilience and adaptability in addressing changing needs, such as adopting digital tools and aligning with new provincial legislation and requirements (i.e., performance standards). • The City has adopted rapid zoning amendments (e.g., Malls and Corridors, Infill, and development permit exemptions, etc.) in the past year to help accelerate development.

Appendix C

Strategic Opportunities to Monitor



Appendix C: Strategic Opportunities to Monitor

This appendix presents additional strategic opportunities that were identified during the end-to-end review. Each of these opportunities was evaluated and discussed during the submission of the Interim Report and through co-design workshops.

The implementation of these recommendations was not deemed a priority at this time, as they represent a longer list of preliminary opportunities. Not all preliminary opportunities can make the final cut for prioritized recommendations given the city's current resource constraints, strategic focus, and the need to address more immediate challenges first. However, these opportunities remain valuable for future consideration and may be revisited as capacity, funding, or organizational priorities evolve.

Recommendation B1: Establish an interdepartmental governance structure to support decision-making and conflict resolution

To address challenges in accountability, resource alignment, and issue resolution within the development review process, the City of Winnipeg should establish a formal interdepartmental governance structure. This governance body would bring together representatives from all key departments involved in development review, enabling coordinated oversight and strategic decision-making.

By creating a dedicated forum for communication and collaboration between decision-makers, the City can ensure that priorities are aligned across departments, resources are allocated efficiently, and any issues that emerge are addressed promptly and consistently. An interdepartmental Governance Structure as outlined in Figure 8 will also work to mitigate application escalation or conflicts arising from Councillor involvement. This is followed by Table 7 which outline the proposed membership, mandate and cadence of each governance level.

Figure 8: Proposed Interdepartmental Governance Structure

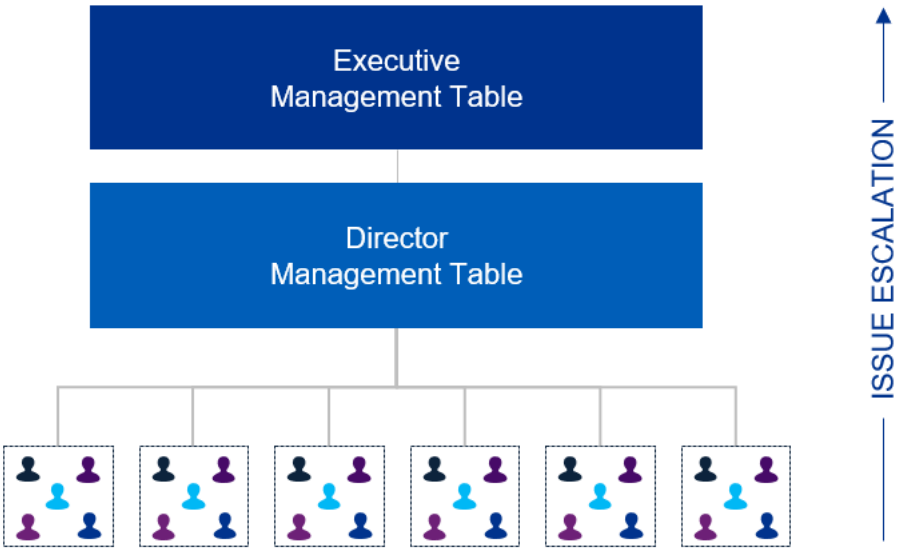


Table 7: Governance Structure Membership, Mandate, and Cadence

	Membership	Mandate	Cadence
Executive Management Table	Chief Administrative Officer (Chair) and Directors from core Departments in the development review process (PP&D, Public Works, Water & Waste)	Monitor development application portfolio and resolve significant interdivisional conflicts	Bi-Annually
Director Management Table	Directors and Senior Managers from each Department involved in the development review process (PP&D, Public Works, Water & Waste)	Manage development application pipeline and application review team resources/workloads	Quarterly
Review Staff	Application teams (led by dedicated file lead – e.g., Planner).	Manage and resolve all application-related issues. Flag significant issues for review following escalation protocol	Ongoing

Implementing this governance structure would also foster a culture of shared responsibility and provide a clear mechanism for escalating and resolving interdepartmental challenges, streamline the handling of complex applications, and support the integration of best practices across teams.

Recommendation B2: Re-allocate staff resources to establish a team-based approach to development review

To improve the efficiency and accountability of development review processes, the City should adopt a team-based approach. This strategy involves forming specialized, integrated teams composed of representatives from key review roles who are dedicated to high-growth areas or high-priority development projects. The team should include representatives from:

- Zoning;
- Planning;
- Water and Waste;
- Legal; and
- Inspections.

By assembling cross-functional teams with targeted expertise, the City can ensure that resources are allocated where they are most needed, enabling more effective collaboration and faster problem-solving. These teams would be empowered to address complex issues, streamline decision-making, and provide consistent guidance throughout the application review process, ultimately reducing bottlenecks and improving service delivery for applicants.

Additionally, consolidating some or all development functions within a single organizational unit may further enhance coordination and accelerate review timelines. Centralizing responsibilities can help

eliminate duplication of effort, standardize workflows, and foster a culture of shared accountability among staff. This approach supports clearer communication channels, more predictable outcomes, and greater transparency for both internal stakeholders and external applicants.

Recommendation B3: Establish mechanisms to formally record lessons learned from development applications

As the City pursues higher minimum density targets and focuses on redeveloping underutilized commercial spaces, development projects have become increasingly complex. Without a structured system for capturing knowledge and documenting decisions from these complex reviews, staff face challenges in proactively identifying and resolving recurring issues.

The City should implement a formal system for capturing and sharing lessons learned from development review projects. This can be implemented in several ways, including:

- **Project post-mortem meetings for large developments:** After the completion of major development projects, dedicated post-mortem meetings should be held to bring together project teams and stakeholders to review the process, discuss challenges encountered, and identify key lessons learned.
- **Project reports:** Lessons learned from development applications should be documented in project reports using a standardized template that captures key information such as challenges encountered, successful strategies, and areas for improvement. Completion of lessons learned reports should be at the discretion of managers or the process improvement team, who can identify which projects would benefit most from this documentation.
- **Semi-regular team touchpoints to discuss successes and challenges:** Teams should convene at regular intervals, such as every six months, to collectively reflect on recent experiences, share best practices, and address ongoing challenges

Implementation of these mechanisms will result in:

- Enhanced onboarding and training for new staff;
- Systematic collection and documentation of valuable insights for future reference;
- A strengthened culture of knowledge sharing;
- Increased collaboration and ongoing learning across the organization;
- Continuous improvement across development review activities; and
- A more agile organization that is better equipped to respond to the evolving complexities of development in the City.

Integrating these approaches into internal knowledge-sharing sessions (see Recommendation 5) and linking them to a centralized knowledge database (see Recommendation 22) will enable staff to access and contribute valuable insights.

Appendix D

Comparator Research and Leading Practice



Appendix D: Comparator Research & Leading Practice

This appendix presents our maturity assessment of the development review process.

The purpose of the comparative research was to identify leading practices related to the structure, processes, and organization of development review services in comparable jurisdictions, to assess specific improvement opportunities for the City of Winnipeg. The Project Team identified a long list of twelve comparator jurisdictions for research. The research consisted of a combination of desktop research and one-on-one interviews with representatives from three municipalities selected for additional, targeted engagement.

Table 8: Edmonton research and interview findings

Municipality 1: Edmonton
As one of Canada's fastest-growing major cities, Edmonton manages both greenfield and infill development, major transit-oriented projects, and industrial growth, resulting in high development application volumes across a wide range of permit types. Its Planning & Development function operates within a highly consolidated, single-window development authority model that aligns planning, safety codes, engineering, and other technical reviews to reduce inter-departmental handoffs. Importantly, City Council has historically delegated substantial operational authority to administration for the design and continuous refinement of development review processes. This governance approach has enabled Edmonton to implement procedural and technology changes quickly, without requiring repeated political approvals. **Key Findings & Best Practices** • Edmonton has transitioned to digital application workflows, which enable automation, AI-supported reviews, and data-driven improvements. • Edmonton has digitized its zoning rules and analysis process, a system which now allows them to instantly approve certain permit types with no staff involvement. • In-person "quick chats" with City staff have been replaced with digital questionnaires and enhanced information tools such as diagrams, and guided forms to help applicants understand requirements in plain language and reduce staff enquiries. • A dedicated client liaison team manages complex, high-impact files, or strategic developments to ensure coordinated review and proactive communication. • The City's application management software, ProjectDox, allows reviewers to see each other's comments, so they reconcile inconsistencies internally and provide unified feedback to applicants. • The File Planner role serves as the one accountable lead that coordinates between all reviewing divisions. • Edmonton tracks end-to-end application (from complete application to decision) processing time as a performance metric and has found it useful to identify systemic bottlenecks. • Edmonton shares expected application processing wait times (updated weekly) to reduce inquiry volume and sets realistic expectations. • Pre-application meetings are optional in Edmonton, but staff indicated that they are helpful in identifying risks early and are supported by a nominal fee to encourage attendance. • Development review functions are fully cost-recovered across the portfolio, allowing rapid scaling of staffing without needing council budget approval. • Edmonton sends early warnings when volumes will impact service levels, equipping councillors with consistent messages for constituents if there are complaints. • Surveys are sent to customers following permit issuance to help validate service quality, celebrate staff contributions, and balance the narrative when escalations occur.

Table 9: Hamilton research and interview findings

Municipality 2: Hamilton

Hamilton's Planning Department demonstrates a mature, systems-oriented approach to development review. In recent years, the City has responded to challenges and provincial mandates by formalizing intake processes, increasing ownership and accountability, and modernizing digital systems. Together, these practices emphasize accountability, transparency, and defensibility while seeking to maintain collaboration and quality under increasingly compressed timelines.

Key Findings & Best Practices

- Assigning a single planner as a "file champion" to ensure clear ownership, accountability, and continuity throughout the application lifecycle.
- For reviews, Hamilton has defined clear service level agreements (SLAs) and uses standardized commenting framework as templates to reduce subjective feedback, improve clarity for applicants, and support consistent timelines.
- Conditional approvals are a commonly used tool that enables timely statutory decisions while managing outstanding technical risks post-approval.
- Hamilton provides an optional early engineering review service to applicants if they wish to determine upfront, the project feasibility.
- Hamilton uses a comprehensive pre-application consultation process that front-loads technical and policy review. The outputs from this process are applications that are near-complete submissions and are ready for formal submission. While resource-intensive and perceived as onerous by applicants, the City has found that the process significantly improves application quality and predictability.
- A cloud-based permit tracking system (POSSE) is used and allows applicants to login for self-service. The City has learned that using systems off-the-shelf (rather than customizing software), enhances long-term scalability and operational upgrades.
- The City maintains water and wastewater capacity models, which are used to supports informed decision-making.
- Delegated hiring authority and a development stabilization reserve allow the City to respond quickly to workload fluctuations.

Table 10: Ottawa research and interview findings

Municipality 3: Ottawa
The City of Ottawa operates within a complex planning environment that has been shaped by frequent amendments to the Planning Act, the Provincial Policy Statement, and recent housing-focused legislation, including Bills 109, 23, and 185. These pressures have required Ottawa to adapt its approach to meet timelines and prepare decisions and documentation defensibility diligently. At the same time, Ottawa's development applications are often more complex than average, reflecting the presence of federal lands and agencies, significant heritage and environmental overlays, and a strong focus on intensification within built-up areas. **Key Findings & Best Practices** • Even though the province removed the mandatory pre consultation, applicants continue to participate due to the quality of feedback, detailed studies-and-plans lists, and early issue identification. Ottawa treats pre-consultation as the most important stage in the lifecycle in order to meet statutory timelines for decision. • Water and Wastewater staff are engaged from pre-consultation to provide applicants with immediate clarity on servicing capacity constraints and feasibility, preventing late stage "no go" determinations. • Each file is reviewed by paired planners and engineers at different seniority levels, ensuring redundancy, mentorship, and continuity if staff turnover occurs. • A centralized procedural manual outlines processes, templates, checklists, and workflows for all application types, which has significantly improved onboarding, consistency, and quality control. • Due to limitations of their legacy MAP system, Ottawa uses internal and external SharePoint environments to centralize documents, receive comments, and ensure simultaneous multi-user access. • Under Bill 185 Ottawa uses a structured 30-day completeness review relying on detailed Terms of Reference. During this period, applicants can "pause the clock" to address issues, which can reduce downstream churn. • In addition to geographic teams, Ottawa also employs an "All Wards Team" to support priority applications such as affordable housing, Committee of Adjustment files, and geographic teams facing higher than normal peak workload periods. • In response to Bill 109, Ottawa added 32 new positions across planning and engineering to meet accelerated review timelines. • The City requires the use of standardized forms for internal and external reviewers to streamline feedback collection, ensure completeness, and reduce administrative burden for staff.

In addition to the comparator research, leading practices based on research of more than 35 complex Canadian and global jurisdictions have also been incorporated, including Canadian cities like Toronto, Vaughan, Markham, Mississauga and Calgary. This is further informed by leading practices in USA and internationally, like New York City, Los Angeles, Chicago, Seattle, Phoenix, Dallas, Auckland, Melbourne, and Abu Dhabi.

The leading practice findings incorporate insights from relevant research reports, benchmarking studies, and industry-leading practices.

The findings included in this section were used to help the Project Team identify and evaluate opportunities for improvement and inform the development of the final recommendations included in this report. Table 11 identifies several leading practices for the development review process. They are organized into the six layers of our assessment framework.

Table 11: Jurisdictional research findings

Processes

- Municipalities often focus effort and resources in the early stages of the development review process using tools like pre-application consultation meetings to enable the early identification of application-related issues, improve the quality of application submissions, and enhance stakeholder collaboration.
- Project leads should be identified for each development file and be empowered to case manage development applications, ensuring timelines are met and that communication with the applicant is maintained.
- Municipalities often adopt and use standard operating procedures, templates, and other practice management tools to improve speed, consistency, and transparency. These same tools are leverage for staff onboarding and training.
- Conditional approvals are used as a mechanism to maintain the momentum of application review while application-specific conditions are resolved at a later date.
- Municipalities define criteria to identify strategic applications and establish mechanisms to prioritize them.
- Data tracking throughout each stage of the development review and even for each task is crucial to understand workflow and resourcing to implement process improvements.
- Establishing formal staff and applicant meetings at critical application milestones can help to improve communication, coordination and collaboration.

Organization, People, & Culture

- Establishing a formal, process-wide governance structure can help to improve oversight and accountability.
- Municipalities have invested in integrated, multidisciplinary teams to improve speed, consistency and collaboration. This degree to which this approach is used varies from only being for strategic applications to being applied across all application files.
- The identification and use of an empowered operational lead that is dedicated to the end-to-end development review process of an application file ensures accountability.
- Delegated approval authority is provided to project managers and file leads to enable streamlined decision-making.
- The roles and responsibilities of all commenting partners and development review stakeholders should be clearly defined and documented
- Regular training and mentorship opportunities should be explored and implemented to support knowledge, career development, and talent retention.
- All development training resources and information (e.g., guidelines and standards) should be centrally located and available for staff to access and use in an easy-to-use portal. The online location of the file will help to ensure use of the most up-to-date version.

Technology & Information

- Municipalities have adopted modern technology that supports process-wide application/workflow management to improve speed, consistency and oversight, and in turn, reduce administrative tasks that often result in duplication of work.
- Template documents should be leveraged wherever possible to improve consistency through application submission, commenting and collaboration.
- Establishing self-service, digital applicant portals can streamline the application submission and intake review process.

- Continually identify and make critical development review-related information publicly available to improve application quality and reduce likelihood for re-submissions to be required.
- Digitize and integrate by-laws, zoning regulations, and application parameters into technology systems (e.g., application submission portals, workflow management systems) to enhance review of applications against policy requirements.
- The use of technology and modelling systems to enable real-time water/wastewater capacity and scenario analysis has simplified technical review processes.

Stakeholder & Staff Experience

- Maintaining good relations with applicants and stakeholders by actively engage industry and industry associations in the development review process can help support change management and facilitate future collaboration and improvements.
- Proactively share resources and information with industry to improve applicant quality.
- Maintain transparency in the process by publishing real-time application processing timelines and make available application-specific status updates available in application portals.
- Encourage high-quality applications with streamlined processes (e.g., faster review timelines) and other incentives.
- Ensure the use of plain, easy-to-understand language in all public-facing development-related communications.
- Create public-facing development guides (e.g., a “development 101” presentation, the “perfect development submission”) and technical terms of reference to serve as reference material for the applicant and improve education and awareness.

Performance Management & KPIs

- Municipalities have established and use an integrated, process-wide performance measurement framework.
- Once implemented, municipalities should conduct regular reviews on the effectiveness of the performance measurement framework and supporting performance metrics.
- Dashboards should be developed to improve oversight, accountability and public transparency.
- Time tracking is used by development review-related staff to identify the time required to perform individual review tasks and to improve resource management.
- Cultural transformation initiatives that align KPIs should be implemented along with incentives to promote accountability, empowerment, and forward momentum in the development process.

Legislation & Policy

- Integrate development planning staff into the policy planning process (and vice versa) to ensure different perspectives are represented.
- Conduct regular and systematic reviews of development policy, guidelines, and standards for effectiveness, relevance, and cost.
- Employ cost-benefit analyses (or similar tools) to evaluate policy, guidelines, and standards prior to implementation to identify any issues that may serve as barriers to development.
- Make all development policies, guidelines, and standards publicly available and easily accessible online.
- Provide training and education opportunities for industry and the public on development and growth policies to improve understanding.

Appendix E

Maturity Assessment

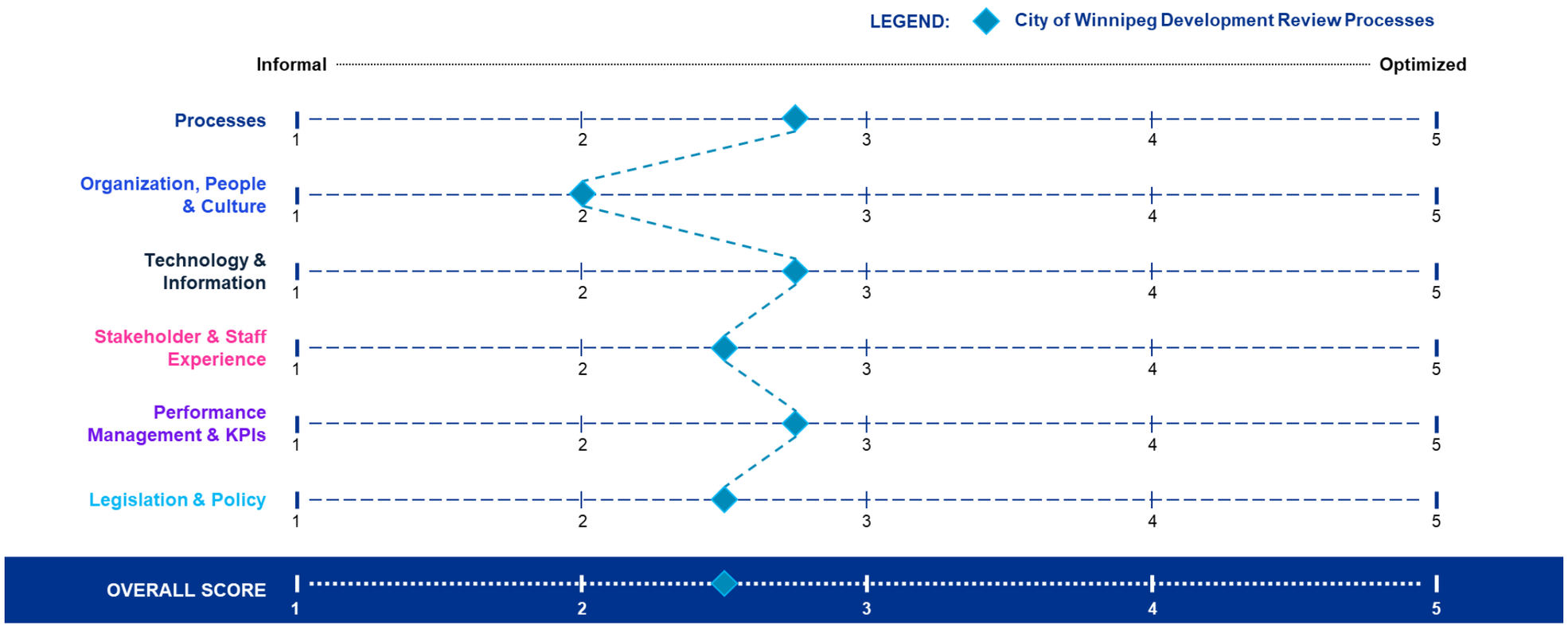


Appendix E: Maturity Assessment

This appendix presents our maturity assessment of the development review process.

Figure 9, below, presents a summary of the assessment across each layer of our assessment framework. Additional detail is included in Table 12. Based on the current state assessment, including stakeholder engagement, leading practice research, and broader industry knowledge and experience, we conducted a maturity assessment of the City's development review process across each layer of our assessment framework.

Figure 9: Development Review Maturity Assessment



Based on our findings, the City of Winnipeg consistently scored between 2 and 2.75 across each layer. See the Maturity Assessment Rationale below in Table 12.

Table 12: Maturity Assessment Rationale

Layer	Rating	Supporting Assessment Rationale
Processes	2.75 / 5	• Current processes are established, largely documented (process maps), and mostly standardized. • Processes are typically understood and followed by City staff and stakeholders; however, some gaps exist in consistency, particularly related to application intake, circulation, and internal communications. • Process documentation in place (SOPs) is largely comprehensive • Several key process workstreams are supported by digital technology platforms (AMANDA); however, they are not currently integrated across all processes. • Several innovative process initiatives (e.g., DASSF - Short Form Development Application and optional professional certification) have improved processing timelines and alleviated some workloads. • Several examples of ineffective processes identified (e.g., circulation practices, internal communications). • Current processes are notably inhibited by the lack of a pre-application consultation process – an important step in the development application review process.
Organization, People, & Culture	2 / 5	• Lack of interdepartmental governance structure for departments/units/stakeholders involved in development review. • Poor end-to-end oversight and accountability across the development review process – particularly between stakeholders and commenting partners – no consistent “file lead” or case manager responsible for overseeing files from start to finish. • Insufficient staffing & resource capacity – staffing levels are inadequate in relation to current workload (i.e., application volumes). • High turnover and retention challenges – including reliance on temporary positions – undermine effective service delivery and retention of knowledge/experience. • Disruptive involvement from elected officials. • Multiple examples of knowledgeable and experienced staff who go out of their way to work positively with applicants – positive culture focused on customer experience. • Several examples of collaborative internal practices identified (e.g., twice-weekly Intake Review Meetings). • Limited training and development support for staff.
Technology & Information	2.75 / 5	• Digital tools, technologies, and platforms (e.g., AMANDA, Permits Online) are in place to support several key processes/workflows (e.g., circulations, tracking application review, record keeping); however, it is not in place across all processes and integration is limited across workflows. • Several examples noted where digital processes are in place but noted as ineffective (e.g., templates within AMANDA). • Several key processes not yet supported by digital tools/platforms (e.g., application submission, communications) • The City is currently expanding AMANDA system capabilities/modules to address several identified gaps. • Limited examples of automation in place – automation capabilities are minimal or underutilized. • Lack of centralized document or data management platform/repository. • Lack of application-specific relevant information available to applicants (e.g., water & wastewater capacity models).
Stakeholder & Staff Experience	2 / 5	• Limited availability of application-related information – that which is available is either not easily accessible or user-friendly (e.g., ineffective City website re: development review, unclear application submission requirements).

		• Limited and/or inconsistent availability of application status information – stakeholders are not easily able to determine the status • of their files. • Minor communications challenges (e.g., reliance on one-window and email-based communications tools). • Sometimes adversarial relationships noted between City staff and industry/applicants – this was reported to have improved over time with progress toward a more collaborative culture. • Limited coordination between projects re: potential interdependencies (e.g., servicing reports, development plans, etc.). • Semi-effective industry communication/collaboration forums (e.g., two Industry Advisory Groups – for development applications and development permits respectively).
Performance Management & KPIs	2.75 / 5	• Performance data is currently collected across several key processes, and the City is actively working to incorporate it into processes and to communicate performance metrics to stakeholders (e.g., performance dashboards). • Several examples of leading practice surrounding the use of data dashboards to communicate real-time performance data to • stakeholders. • Current performance metrics are limited in scope and focus disproportionately on new application submissions – critical components such as resubmissions, time spent with applicants (beyond legislated 20-day period), internal review stages, commenting partner timelines, and additional circulation data are not adequately tracked and/or are difficult to extract. • The use of data and performance metrics for data-based decision making and performance management is not always consistent across processes, and departments. • There is no formal “lessons learned” process in place to support continuous improvement or systematic knowledge sharing across teams.
Legislation & Policy	2.5 / 5	• The City has demonstrated adaptability to changing provincial legislation and requirements. • The City is actively making improvements to current zoning and development policies (e.g., Malls and Corridors, Infill, • development permit exemptions) to help accelerate development. • Municipal policies are not always applied or enforced consistently – across individual staff, departments, and commenting partners. • The City lacks a proper development charge mechanism to fund infrastructure upgrades required to service additional development properly. • The current fee structure is outdated and does not support/enable full cost recovery for City development review services.

The maturity assessment has five levels, from informal (level 1) to optimized (level 5). See Table 13 for a description of each level.

Table 13: Maturity Assessment Details

Maturity Level	Definition
Level 1: Informal	Processes are ad hoc, reactive, and lack formal documentation or structure. Activities are typically uncoordinated, and success depends heavily on individual effort. There is minimal or no oversight, resulting in frequent inefficiencies, inconsistencies, and a high risk of failure. Process management is isolated and lacks strategic direction.
Level 2: Repeatable	Basic processes are established and documented, providing a level of consistency and predictability. However, these processes are not standardized or consistently applied across teams or departments. There is limited documentation, and process execution may vary depending on the individuals involved. Process performance is not regularly measured or analyzed.
Level 3: Defined	Processes are formally documented, standardized, and communicated across the organization. There is a clear understanding of roles, responsibilities, and procedures. Training and communication support consistent process execution. Processes are designed with organizational goals in mind and are reviewed periodically for relevance and accuracy. Technology platforms and solutions support some processes and workflows.
Level 4: Managed	Processes are formally documented, standardized, and integrated across the organization. Processes are measured and controlled through quantitative metrics. Data-driven management practices are in place to ensure alignment with business objectives. Variances are identified and addressed promptly. Processes are regularly evaluated for effectiveness and efficiency. Technology is well-integrated into processes and workflows.
Level 5: Optimized	Processes are fully standardized and integrated across the organization and stakeholders. Processes are optimized and continuously improved through innovation, feedback loops, and performance analytics. Best practices are leveraged, and lessons learned are systematically integrated into operations. The organization fosters a culture of continuous improvement and proactive process evolution aligned with strategic goals. The organization adapts quickly to changes and extensively leverages technology and innovation to enhance performance.

Additional detail on each maturity level, including definitions across each layer of the assessment framework, is included in Table 14 below.

Table 14: Maturity Assessment Levels

Processes

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Processes are undefined and not documented. • Processes are not well understood and inconsistent. • Processes are not integrated. • Performance is not measured or evaluated.	• Some but not all processes are defined, documented, and repeatable. • Processes are loosely understood but not always consistently followed. • Processes are not integrated. • Performance is loosely measured but not evaluated.	• All processes are defined and standardized. • Process documentation (guidelines/templates) are in place. • Processes are understood and typically followed. • Processes are generally integrated across services. • Performance is measured with some defined metrics (KPIs) and evaluation.	• Processes are well defined and standardized. • Processes are supported through detailed documentation that is occasionally updated and refined. • Processes are well understood and consistently followed. • Processes are fully integrated across services. Workflow management systems are utilized. • Performance is actively managed using established metrics.	• Processes are fully defined, standardized, and continually refined and improved. • Processes are supported via detailed documentation that is regularly reviewed and updated. • Processes are fully understood and followed and are informed and refined via stakeholder feedback. • Processes are fully integrated across services via connected workflow management platforms. • Performance is managed via adaptive frameworks and performance metrics that enable responsive adjustments to City and/or stakeholder considerations.

Organization, People, & Culture

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Governance is ineffective. • Roles and responsibilities are unclear. • Resource & staffing levels are inadequate. • Teams operate independently with no coordination or collaboration. • Training & development programs are not defined and/or documented. Occurs on an ad hoc basis. • Employee engagement, satisfaction, & retention is low.	• Governance is loosely effective. • Some roles & responsibilities are defined but not fully understood. • Some deficiencies exist in resourcing & staffing levels. • Some coordination occurs between teams. • Training & development programs are defined, documented, & repeatable, but not standardized. • Employee engagement, satisfaction, & retention is low. • Culture of improvement & learning is loosely evident.	• Governance structures enable effective oversight of services & stakeholders. • Roles & responsibilities are defined & generally understood. • Resourcing & staffing levels are generally adequate to manage current workloads. • Organizational structure & reporting relationships facilitate some coordination & collaboration. • Training & development programs are defined & standardized. Training & development is integrated into staff performance assessments. • Employee engagement, satisfaction, & retention is moderate. • Improvement & learning is a key component of team/work culture.	• Governance structures enable effective oversight of services & stakeholders. • Roles & responsibilities are defined, understood, & occasionally updated for relevance. • Resourcing & staffing levels are adequate & right-sized to manage workload fluctuations. • Org. structure & reporting relationships enable comprehensive collaboration. • Training & development programs are defined & standardized. Training & development is a core component of staff performance assessments. • Employee engagement, satisfaction, & retention is high. • Leadership, improvement, & learning are embedded into the culture & people management strategy.	• Governance structures enable effective oversight of services/ stakeholders & are reviewed/ refined regularly. • Roles & responsibilities are established, clearly understood, & continuously evaluated for relevance. • Resource allocation & staffing levels are adaptive according to changing & forecasted workloads. • Org. structure & reporting relationships enable strategic coordination/comprehensive collaboration. • Training & development programs are continuously refined & improved to align with leading practice & employee feedback. • Employee engagement, satisfaction, & retention is high, with established succession planning practices in place. • Leadership, collaboration, learning & improvement are a core component of the culture & people management strategy.

Technology & Information

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Digital tools, technologies, and platforms are used on an informal, ad hoc basis and are not integrated into processes or workflows. • Tools do not collect performance data or information. • Technological investments are not aligned with long-term strategic goals.	• Digital tools, technologies, and platforms are established and used for some processes, but are not integrated into workflows. • Tools collect some performance data that is occasionally used to support performance management. • Technological investments are rare and not always aligned with long-term strategic goals.	• Digital tools, technologies, and platforms are established across most processes and integrated across several workflows. • Tools collect performance data that is regularly used to support performance management. • Technological investments are typically aligned with long-term strategic goals.	• Digital tools, technologies, and platforms are established across all processes and integrated into most workflows. Automation is leveraged to streamline workflows where possible. • Tools collect performance data that is a primary input for performance management. • Technological investments are aligned with long-term strategic goals and regularly reviewed to ensure alignment with business needs and changing trends.	• Digital tools, technologies, and platforms are established across all processes and fully integrated into all workflows. Many workflows are supported by automation. • Tools collect performance data that informs ongoing performance management and improvement initiatives. Performance data is made accessible to all stakeholders. • Technological advancements are aligned with long-term strategic goals and are continually refined according to changing business needs and future trends.

Stakeholder & Staff Experience

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Stakeholder, staff, and industry engagement is ad hoc and uncoordinated. • Stakeholder, staff, and industry feedback is not collected. • Work coordination with industry does not take place. • Staff feedback is not collected and/or integrated into leadership decisions.	• Stakeholder, staff, and industry experience practices are established but occur inconsistently. • Limited opportunities for collection of stakeholder, staff, and industry feedback. • Work and conflict coordination with industry takes place in a limited manner. • Staff feedback is collected informally.	• Standardized processes for Stakeholder, staff, and industry experiences are established and consistently followed. • Stakeholder, staff, and industry feedback is collected regularly in a structured manner (i.e., through established communications channels). • Regular work and conflict coordination with industry takes place. • Stakeholder, staff, and industry feedback is occasionally incorporated into process improvements or initiatives. • Staff feedback is collected regularly and sometimes integrated into internal policies and initiatives.	• Processes for stakeholder, staff, and industry experiences are well defined and consistently followed. • Industry/customer feedback is collected regularly and incorporated into process improvements and initiatives. • Work and conflict coordination with industry occurs on an ongoing basis. • Communications channels are established and effective. • Staff feedback is regularly collected and consistently integrated into internal policies and initiatives.	• Processes for stakeholder, staff, and industry experiences are fully defined, consistently followed, and continually refined and improved. • Stakeholder, staff, and industry feedback is a core component of strategic decision making and process improvements and initiatives. • Work and conflict coordination with industry occurs on an ongoing basis. • Communications channels are established and effective. • Staff feedback is regularly collected and integrated into internal policies and initiatives.

Performance Management & KPIs

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Performance management is informal and there are few key performance indicators (KPIs) in place. • There is no standardized or coordinated approach to tracking or measuring development-related activities. • Data is not collected in a structured manner and is rarely analyzed or used to inform decision-making. • Staff are not held accountable for performance metrics, and leadership oversight is minimal.	• Some development-related departments use KPIs to measure performance related to development services. • Data collection and tracking are inconsistent and often rely on manual processes. • There is limited communication or coordination across departments regarding performance data. • Performance information is not consistently used to inform management decisions or drive improvements. • Leadership occasionally reviews performance data, but its influence on operations or planning is limited.	• Most development-related departments use KPIs to measure performance related to development services but there is limited integrated across departments. • A standardized approach to performance management is in place, though its application may vary across departments. • KPIs are aligned with operational goals and are reported on a regular basis. • There is some cross-departmental coordination and shared understanding of performance priorities. • Performance data informs mid-level management decisions and is sometimes used to guide process improvements.	• A comprehensive performance management framework exists for the end-to-end development review and approvals process. • KPIs are clearly defined, consistently applied across departments, and regularly reviewed for relevance. • Data is collected through integrated systems and shared among relevant stakeholders. • Performance results are used by leadership and management to drive strategic decision-making, resource allocation, and service improvements. • Regular performance reporting supports transparency, accountability, and continuous improvement efforts.	• A comprehensive performance management framework exists for the end-to-end development cycle and approval process. • Performance management is embedded in the culture and operations of the organization. • KPIs are fully aligned with strategic objectives and are continuously refined based on stakeholder feedback, emerging trends, and evolving priorities. • Real-time performance data is collected through fully integrated systems and is accessible to all relevant stakeholders and the public. • Performance insights drive proactive decision-making, planning, and adaptive management, and supports innovation, learning, and continuous improvement.

Legislation & Policy

Level 1: Informal	Level 2: Repeatable	Level 3: Defined	Level 4: Managed	Level 5: Optimized
• Legislation and policies are not defined and are undocumented. • Legislation and policies are not applied or enforced. • Policies are not reviewed or updated to reflect changing services and/or regulatory environments.	• Some legislation and policies are defined and documented, but are loosely understood. • Legislation and policies are applied inconsistently and enforced on an ad hoc basis. • Policies are not reviewed or updated to reflect changing services and/or regulatory environments.	• Legislation and policies are defined and documented. • Legislation and policies are applied and enforced consistently. • Policies are occasionally reviewed and refined to reflect changing services and/or regulatory environments.	• Legislation and policies are defined, documented, and well understood by internal stakeholders. • Legislation and policies are applied and enforced consistently. • Policies are regularly reviewed and refined to reflect changing services and/or regulatory environments.	• Legislation and policies are defined, documented, and well understood by all stakeholders. • Legislation and policies are applied and enforced consistently. • Policies are continuously reviewed and refined to reflect emerging trends, changing services and/or regulatory environments. • Legislation and policies are integrated into training processes. • Stakeholders are engaged as part of policy development processes.

Appendix F

Document Register



Appendix F: Document Register

This appendix presents the documents reviewed during the assessment.

Table 15: Document Register

#	Document Name
Bills	
1	SLA - Bill 37 - Planning and Land Development Applications January, 2024
2	SLA - BILL 38
Organizational Charts	
3	2024 06 25 - WWDESD Org Chart
4	2025 PPD High Level Departmental Org Chart - As of Jan6, 2025 V2
5	DRAFT – LDIAG
6	PW Management Org Chart Development-related 2024
7	2023.05.29 Legal Services Org Chart
Past Reports	
8	Continuous Improvement EPC Report - May 18, 2021
9	EPC Report Appendix 2 - PI Projects
10	EPC Report March 17, 2020 - IAG Workshop Details
11	EPC Report March 17, 2020 - LEAN Audit Workshops - Permits & Inspections
12	CoW PPD Planning Services - Org Review - Confidential Final - 2021.03.10
13	EPC Report Appendix 4 - Red Tape Reduction
14	Appendix C Engineering Review Fees Comparator Analysis TM
15	Final Report-WWD Review
16	Pre-application Workshop-FINAL
17	Commercial Inspection Workshop v3 with ACTION PLAN
18	Meraki PO Assessment Report v1.2
19	CoW PPD Planning Services – Org Review - Confidential Final - 2021.03.10
20	PW Development Agreement Review Pain Points
AMANDA & Permits Online	
21	SOP - Permits Online Overview and Procedures
22	WI - How to Reset a Permit's Online Password for Accounts with PO-E
23	WI - How to Reset a Permit's Online Password for Accounts without PO-E
24	WI - People Record Guidelines
25	SOP - Processing Online Customer Requests for Access to Permits Online v1
26	AMANDA - Overview Training
Development Applications - Administrative Land Development Approval Process	
27	Appendix 1 - Zoning Analysis Sample
28	Appendix 2 - Sample Development Application (rezoning, subdivision, etc.)
29	Appendix 3 - Circulation Example
30	Appendix 4 - Conditional Approval Admin
31	Appendix 5 - Schedule C - Servicing Agreement
32	Appendix 6 - Processing Development Applications - Staff V2
33	Appendix 7 - Development_Application_Review_Form
34	Appendix 8 - Geomatics Survey Monument Funds Flowchart
35	Appendix 9 - City Required Easement Procurement Process
36	Creating Impactful Presentations - GTA Sept 21
37	FT Visual vocabulary
38	LFW - Influencing Skills Workbook
39	VT_LFW - Influencing Skills Workbook
40	Administrative Approval Applications V6 – Detailed
41	Administrative-Approval-Application-Process - DASSF, DAPS, CA, CONDO, DAASP
42	Geomatics DAC Development Process (A1 S..)
Development Applications - Public Hearing Process for Rezoning & Subdivisions DASZ	
43	Caveat Zoning Agreement 5151900.1
44	Certified Statutory Easement No 5151902-1 - Land Drainage Sewer & Water

45	Certified Statutory Easement No 5151903-1 - Land Drainage Swale
46	Certified Statutory Easement No 5151904-1 – Wastewater Sewer
47	Certified Statutory Easement No 5151905-1 – Permanent Snow Storage
48	Certified Statutory Easement No 5151906-1 - Temporary Snow Storage
49	Fully executed Easement Land Drainage Swale
50	Fully executed Easement Permanent Snow Storage
51	Fully executed Easement Temp Snow Storage
52	Fully executed Easement Wastewater and Water Main
53	Fully executed Easement Wastewater Sewer
54	Fully executed Stormwater Drain Vegetation
55	Fully executed Zoning Agreement (1)
56	Fully executed Zoning Agreement (2)
57	Fully executed Zoning Agreement
58	Main Body - Servicing Agreement
59	Schedule A - Servicing Agreement
60	Schedule B - Servicing Agreement
61	Schedule C - Servicing Agreement
62	Schedule D - Servicing Agreement
63	Schedule E - Servicing Agreement (1)
64	Schedule F - Servicing Agreement
65	Schedule G - Servicing Agreement
66	Status of Title - Block 10 Lot 19 Plan 66345 - Title #3047428-1
67	Status of Title - Block 11 Lot 3 Plan 66345 - Title #3047455-1
68	Status of Title - Block 2 Lot 1 Plan 66345 - Title #3047313-1
69	Status of Title - Block 9 Lot 15 Plan 66345 - Title #3047400-1
70	Status of Title - City of Winnipeg - Title #3047306-1
71	Status of Title - HM Queen - Title #3047303-1
72	Add Cuts
73	Appendix 1 - Zoning Analysis Sample
74	Appendix 2 - Sample Development Application (rezoning, subdivision, etc.)
75	Appendix 3 - Application Received Notice
76	Appendix 4 - Circulation Example
77	Appendix 5 - Geomatics Survey Monument Funds Flowchart
78	Appendix 6 - City Required Easement Procurement Process
79	Appendix 7a - Add Cut Example - Other than Riel
80	Appendix 7b - Add Cut Example – Riel
81	Appendix 8 - Inspection Report
82	Appendix 9 - Council Notice
83	Appendix 10 - Dedication Certificate
84	Appendix 11 – Invoice
85	Appendix 12 - Subdivision & Rezoning By-law example
86	Appendix 13 - Schedule C - Servicing Agreement
87	DRAFT Long Form Subdivision - DASZ V8 Detailed
88	Public-Hearing-Process-Flowchart-for-Rezoning-and-or-Subdivisions – Internal
Development Applications	
89	City Required Easement Procurement Process
90	Plan Approvals Process Map Aug 28-18
91	Residential B Variances Process Map.vsd_Draft 13
92	Residential C Variances Process Map._July 24 (1)
93	SOP - Development Application Intake Review
94	Plan Approval Compliance Program Pilot Process Map V2
95	Development Application Transportation Final
96	Parking Management Plan or Alternative Equivalent Compliance Approval Map - June 11 2020 (1)
97	Right-of-way-Closing-DAC-Development-Application
Building, Demolition, Trade Permits	
98	Commercial OPCP Process Map V11 Dec 5 2019
99	Optional-Professional-Certificate-Program-OPCP-Flowchart
100	SOP - Commercial Building Permit Process v1

101	SOP - Housing Building Permit Process
102	SOP - Processing Occupancy Permits
103	WI - Occupancy Clerk Procedures
104	1840 Demolition Permit Process Map Oct 5-18
105	SOP Commercial Trade Permits v1
Occupancy Permits	
106	NEW Occupancy Process map - March 19-19 V2
107	SOP - Enforcement of Occupancy Permits
108	SOP - Fire Report Inspections
109	SOP - Processing Occupancy Permits
110	WI - Occupancy Clerk Procedures
111	WI - Occupancy Admin Changes - Business Name and Ownership
112	WI - Occupancy Plan Exam Procedures
113	WI - OC Coordinator Procedures
114	WI - Occupancy Inspector Procedures
115	WI - POP folders
Inspections	
116	Commercial Inspections scheduling2020
117	SOP - Commercial Inspections
118	WI - Commercial Clerk Intake Direction
119	SOP - Clerk A – Residential Inspections Manual
Others	
120	2020-2023 DA Timelines
121	2024 12 - Charts - Building Permit Volumes and Activity
122	FW_ 2024 Volume of Development Permits and Development Applications _EXTERNAL_
123	Part3Part9 IDR Permit Tracking - Summary for 2024-12-01 to 2024-12-31
124	FW_ Permit Stats _EXTERNAL_
125	221107 Meeting with Land Development
126	AMM Housing Survey Report Final
127	230725 - Centreport South Competitive Analysis Report
128	221213 Gov Review Recommendations - Planning Commission
129	FW_ WWD - Rapid response _EXTERNAL_
130	Interdepartmental Contact List - Permit Question Escalation
131	250403_Borys
132	MallsAndCorridors_Checklist
133	MallsAndCorridors_UsersGuide
134	221107 Meeting with Land Development
135	MallsAndCorridors_Checklist

