Agenda – Council – March 26, 2026

Report – Standing Policy Committee on Property and Development – March 5, 2026

Item No. 1 2025 Complete Communities Land Monitoring Report

STANDING COMMITTEE RECOMMENDATION:

On March 17, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That the 2025 Complete Communities Land Monitoring Report (attached as Appendix 1) be received as information.

Report – Standing Policy Committee on Property and Development – March 5, 2026

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 17, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

David Grant submitted a communication in opposition to the matter.

STANDING COMMITTEE RECOMMENDATION:

On March 5, 2026, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: 2025 Complete Communities Land Monitoring Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	N/A	J. Dunford

EXECUTIVE SUMMARY

The *2025 Complete Communities Land Monitoring Report* (Appendix 1) provides an update on how much land is available for new homes and businesses in Winnipeg. It is a look-back at 2024 development and considers how much land is ready for future development. It is accurate as of January 1, 2025. This report helps Council make decisions about where and when to invest in roads, pipes, and other services.

Right now, Winnipeg has more greenfield land (undeveloped land on the edge of the city) than the City's targets require. But to keep enough land ready for growth, the City will need to invest in major infrastructure soon.

More specifically, development of Precinct K (in the southeast) may be limited by wastewater treatment capacity. The South End Sewage Treatment Plant ("SEWPCC") is expected to reach capacity in the early 2030s. The Water and Waste Department will study this starting in 2026.

Another option is to focus on Precinct D (in the northwest) by funding the Chief Peguis Trail extension by 2027 to be in place by 2033. If neither occurs, the Public Service predicts it will not meet its citywide land supply goals. If land in the southeast is not made available, there will be a shortage in that area, which will not meet industry expectations. With an overall infrastructure gap of $8 billion (as noted in the 2024 Infrastructure Plan), Council may find it hard to meet its serviced land supply targets in the medium and long term.

Other key points from the report include:

- The City continues to meet its 50 percent residential infill goal. In 2024, 53 percent of new homes were in the intensification target area.
- In 2024, downtown development was below Council's target of 350 new homes per year. However, this was greatly exceeded in 2025 largely because of wider availability of grants and incentives.
- Serviced industrial land is limited and hasn't changed much. However, more will become available after water and sewer upgrades in CentrePort South are completed.
- There continues to be an oversupply of commercial land.

RECOMMENDATIONS

That the 2025 Complete Communities Land Monitoring Report (attached as Appendix 1) be received as information.

REASON FOR THE REPORT

On May 26, 2022, the *Complete Communities Direction Strategy 2.0 By-law* 119/2020 came into effect as a city-wide secondary plan covering the entire city. It is intended to guide growth, development, and land use in support of the City's development plan, *OurWinnipeg 2045*.

Policy B1.5.2 (General Growth) of Complete Communities 2.0 directs the Public Service as follows:

5.2 Report annually to Council on:

a. *Residential development patterns and the City's progress towards achieving the intensification target;*
b. *Actions undertaken by the City in the previous year aimed at achieving the intensification target;*
c. *The supply of vacant serviced and planned greenfield land;*
d. *Changes to conditions described in the table of greenfield development opportunities and constraints contained in Appendix A; and*
e. *Other contextual economic measures as appropriate.*

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

DISCUSSION

Introduction

The *2025 Complete Communities Land Monitoring Report* seeks to provide an accurate picture of recent residential and non-residential development activity and estimated land supplies to support policy and decision-making and City investment planning. It is a look-back at 2024 development and is accurate as of January 1, 2025. As per *Complete Communities 2.0* ("CCDS") policy, it is required to be updated annually as a critical tool to monitor and inform the CCDS's implementation. It will help implement its policies, including:

- Prioritizing growth in areas that best support Complete Communities principles;
- Accommodating market demand for new housing;
- Providing for predictable development through the timely delivery of City-funded growth-enabling and growth-supportive infrastructure; and
- Optimizing existing infrastructure and services (Policy B1.1.1, General Growth).

Intensification target

The City continues to meet its 50 percent residential intensification target. In 2024, 53 percent of all permits issued for the construction of new residential dwelling units were in the intensification target area, while the last five years have seen an annual average of 55 percent.

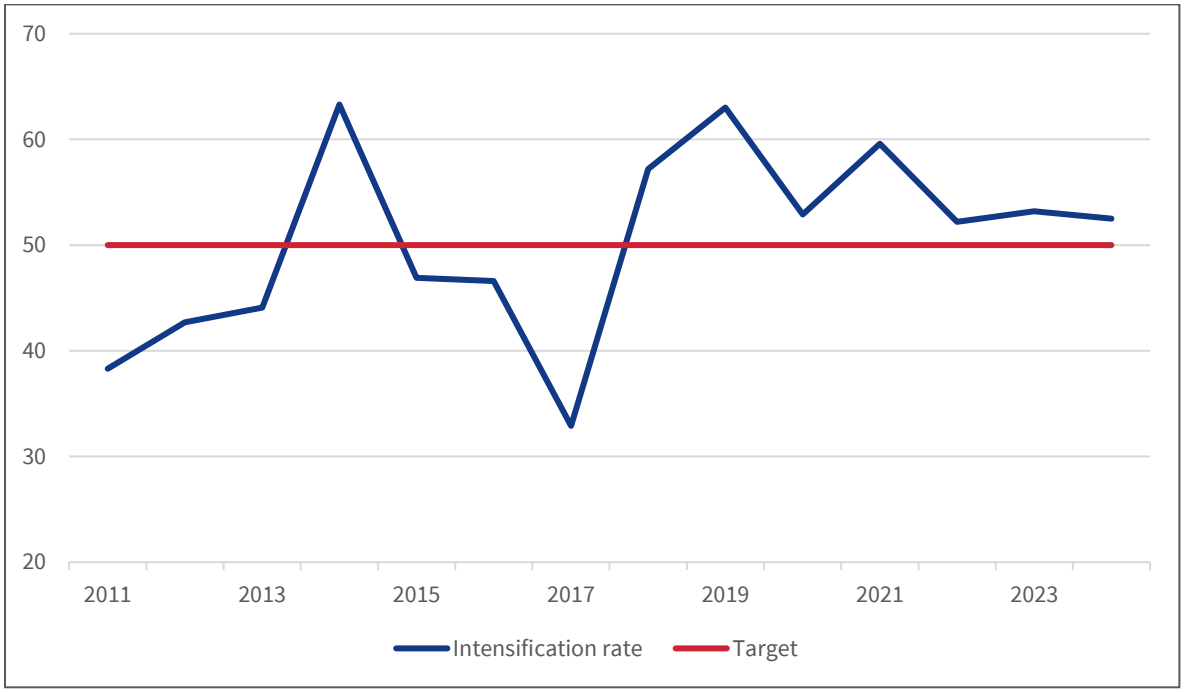


Figure 1: Percent of new residential dwelling units as intensification, by year

The City fell short of its Downtown intensification target of 350 dwelling units per year in 2022-2024. Downtown development agency CentreVenture attributed this to a lesser availability of development incentives leading up to that time period, along with the consequences of higher construction costs and socio-economic issues being more acutely felt Downtown.

This report, which was based on data as of January 1, 2025, predicted these rates would rebound in the near term, owing to 2,500 dwelling units in the Downtown "pipeline." Since then, the City issued permits for the construction of over 1,000 new dwelling units downtown in 2025.

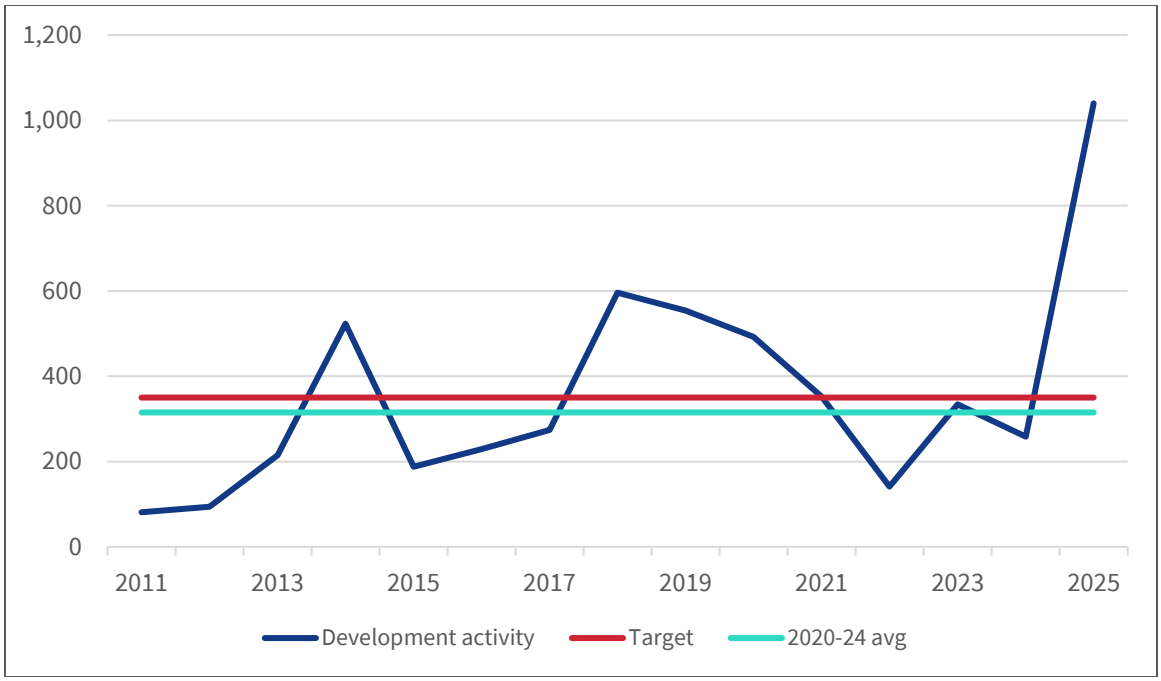


Figure 2: Permits issued for new residential units Downtown, including updated 2025 data

Greenfield residential land supply

The City continues to maintain a healthy supply of greenfield land, with supplies exceeding CCDS 2.0 targets.

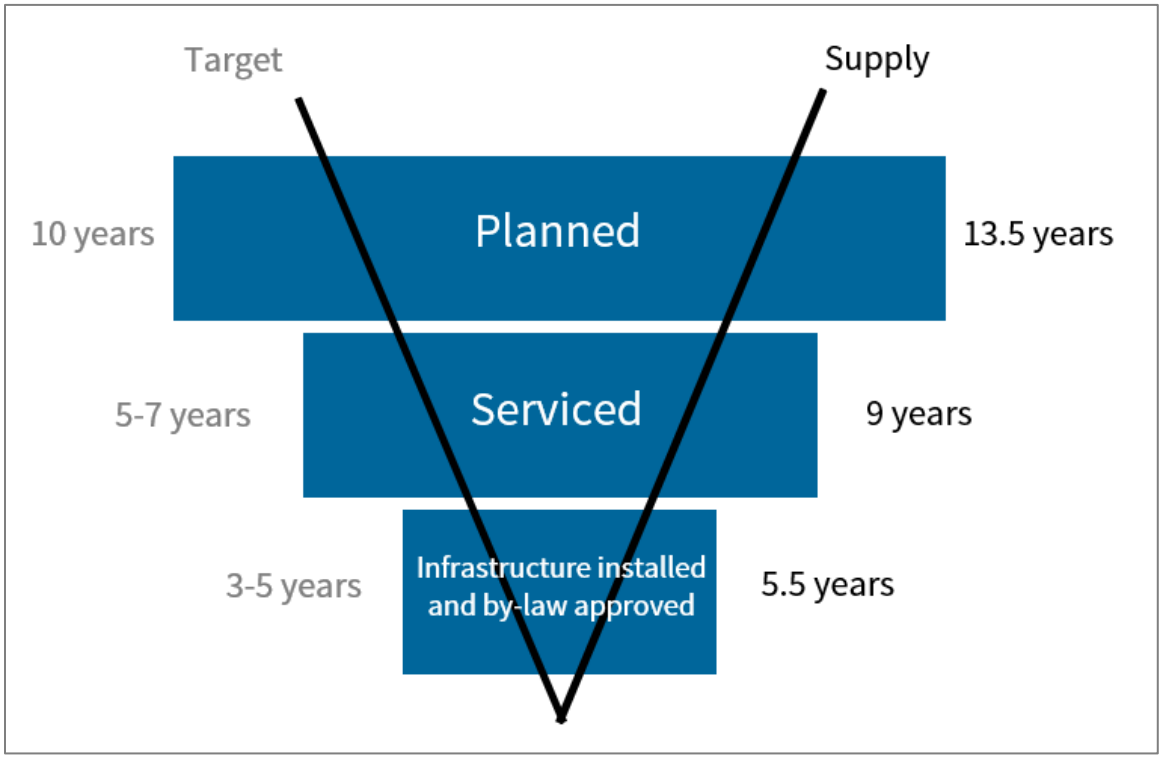


Figure 3: Greenfield land supplies in relation to Complete Communities 2.0 targets, as of January 1, 2025

However, to maintain this healthy supply, Council will need to decide how it funds the next unserviced site. Wastewater treatment capacity may not be sufficient to enable full buildout of Precinct K, as the South End Sewage Treatment Plant ("SEWPCC") is expected to reach capacity in the early 2030s. The Water and Waste Department will be reviewing remaining available capacity beginning in 2026, including identifying any constraints to development and options to mitigate them.

Alternatively, the City could prioritize the next greenfield priority, Precinct D, by funding the Chief Peguis Trail extension by 2027 to be in place by 2033. But without at least one of these projects in place by this time, it is forecasted that Council would fall short of its serviced land supply targets. Furthermore, these projects are only a portion of the City's $8 billion infrastructure deficit and would need to be prioritized against other projects needed for other reasons. Council may be challenged to meet its serviced land supply targets.

Failing to bring lands online in the southeast would result in supply shortages in the quadrant and would likely be misaligned with industry expectations.

Non-residential land supplies

This report identifies 276 acres of unencumbered, shovel-ready vacant industrial land in the City of Winnipeg, which translates into 4.9 years of supply. This figure may overstate the City's ability to accommodate investment. Industrial land supply has been relatively stagnant, with little change year-over-year. Much of this supply may not be desirable or available to potential users. To an extent, this is expected to change following the installation of the first phase of regional water and wastewater services in CentrePort South, which is expected to be complete in 2026.

The Public Service identifies 542 acres of vacant commercial land in the City of Winnipeg, representing 25 years of supply and affirming the continued persistence of an oversupply of commercial land first identified in the 2018 Employment and Commercial Lands Study. As a result of this oversupply, the City should exercise caution in making additional commercial lands available, as it could result in the relocation of commercial uses in existing areas. It is also likely to result in requests to rezone commercial land for other uses. The City's commercial land supply has been fairly static over recent years, with modest rates of absorption combined with limited new commercial rezonings.

FINANCIAL IMPACT

Financial Impact Statement Date: October 30, 2025

Project Name:

2025 Complete Communities Land Monitoring Report

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Oct. 30, 2025
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Public Works
- Water and Waste

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 policies related to land monitoring activities include the following:

LEADERSHIP AND GOOD GOVERNANCE

a. **Integrated Knowledge and Resources**. Coordinate inter-departmental systems, projects, and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes.
b. **Evidence-Informed Decisions**. Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based service delivery, and accountability.

ECONOMIC PROSPERITY

3.5 **Strategic Enterprise Supports**. Invest in employment lands servicing based on an analysis of municipal and regional supply, municipal return on investment, and future land requirements in industry sectors that are integral to achieving sustainable, local economic growth.

CITY BUILDING

6.6 **Intensification Target**. Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed in Complete Communities.
6.8 **Plan for and Accommodate Forecasted Growth**. Provide for predictable development, through the timely delivery of City-funded growth-enabling and growth-supportive infrastructure, within the City's financial capacity.
6.14 **Greenfield Phasing**. Provide for timely capital infrastructure and local area plans to enable and support the full build out of greenfield lands in accordance with Complete Communities greenfield phasing policies.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

- Direction 1.4 Encourage Sustainable Transportation Options.
- Direction 1.8 Ensure that City Land Use, Transportation, and Built Environment Policy, Bylaw, and Regulation Recognize Climate Mitigation and Climate Protection Priorities.
- Direction 3.1 Increase Use and Efficiency of Public Transit Systems
- Direction 3.2 Increase the Density of Urban Development Along Key Transit Corridors.
- Direction 3.3 Design New Suburban Communities to Enable Enhanced Transit Services and Access to Transit Corridors.
- Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.
- Direction 4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities.
- Direction 4.3 Pursue Transit-Oriented Development.
- Direction 4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

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

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

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

A. The affordability and accessibility of transportation and transit service is increased.

SUBMITTED BY

Department: Planning, Property, & Development
Division: Urban Planning & Design Division
Prepared by: Michael Pyl, RPP, MCIP
Date: November 19, 2025

Attachments:

Appendix 1: *2025 Complete Communities Land Monitoring Report*