Minutes – Council – March 26, 2026

Minute No. 211
Report – Executive Policy Committee – March 17, 2026

Item No. 5 **Tax Increment Financing Grant under the Heritage and Economic Development Incentive Program for the Redevelopment of 291 Bannatyne Avenue**

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That a Tax Increment Financing grant in the amount of 80 percent of the annual incremental municipal property taxes for up to 10 years and to a maximum of $1,494,875 to Ridgix Building Solutions Inc. or its legal designate in respect of 291 Bannatyne Avenue be approved in accordance with this report and the Heritage and Economic Development Incentive Program By-Law No. 64/2022.

2. That the City enter into, execute and deliver a grant agreement with Ridgix Building Solutions Inc. or its legal designate and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"), and that authority be delegated to the Senior Manager of Economic Development and Policy to negotiate and approve the terms and conditions of the grant agreement and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

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

Report – Executive Policy Committee – March 17, 2026

DECISION MAKING HISTORY:

Moved by His Worship Mayor Gillingham,
That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 17, 2026, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

Title: Tax Increment Financing Grant under the Heritage and Economic Development Incentive Program for the Redevelopment of 291 Bannatyne Avenue

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

The Public Service recommends Council approve a Tax Increment Financing (TIF) grant for the redevelopment of 291 Bannatyne Avenue. The project will add nine new stories atop the Sanford Building and Maws Garage. The total capital investment for the project is $42 million.

The project is a redevelopment of a heritage asset and provides downtown housing. As such, this project qualifies for the Heritage and Economic Development Incentive (HEDI) Program.

The recommended TIF is equal to 80 percent of the annual new municipal property taxes for up to 10 years or $1,494,875. This project will also receive funding from the Downtown Heritage Conversion Program.

The proposed redevelopment of the heritage-listed building at 291 Bannatyne Avenue will include:

- 114 new residential units;
- 39 indoor heated parking stalls; and
- various amenity spaces.

Since the recommended TIF grant is over $1 million, Council approval is required. The HEDI program has a total allocation of $20 million. Eight grants totaling $6.7 million have been approved to date. This leaves $13.3 million available.

The Public Service recommends the TIF grant be approved to support this project's economic viability.

RECOMMENDATIONS

1. That a Tax Increment Financing grant in the amount of 80 percent of the annual incremental municipal property taxes for up to 10 years and to a maximum of $1,494,875 to Ridgix Building Solutions Inc. or its legal designate in respect of 291 Bannatyne Avenue be approved in accordance with this report and the Heritage and Economic Development Incentive Program By-Law No. 64/2022.

2. That the City enter into, execute and deliver a grant agreement with Ridgix Building Solutions Inc. or its legal designate and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"), and that authority be delegated to the Senior Manager of Economic Development and Policy to negotiate and approve the terms and conditions of the grant agreement and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

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

REASON FOR THE REPORT

Pursuant to the Heritage and Economic Development Incentive Program By-Law No. 64/2022, Council approval is required for the City to provide a TIF grant for a project under the HEDI Program that exceeds $1 million.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, a municipal TIF grant of up to $1,494,875 will assist the owner of 291 Bannatyne to redevelop the property into housing. Further details are provided in the Financial Impact Statement, below.

HISTORY/DISCUSSION

The Heritage and Economic Development Incentive Program (HEDI) program was approved by Council in 2022. It provides municipal Tax Increment Financing (TIF) grants for projects in the downtown that involve the restoration of heritage buildings, re-development of surface parking lots, new and expanded businesses, and residential projects with at least five units. This Program allows the Public Service to approve TIF grants of up to $1 million, and Council approval required for TIF grants exceeding $1 million, to a maximum of $2 million per project.

The project qualifies for a Heritage Conservation Grant under the HEDI Program as it involves the redevelopment of a heritage asset. The project meets the other criteria as required under the Program.

The proposed redevelopment of the heritage-listed building at 291 Bannatyne Avenue in Downtown Winnipeg will include 114 new residential units, 39 indoor heated parking stalls, and various amenity spaces. The project adds nine new stories atop the existing Sanford Building and Maws Garage. It is designed to better utilize the main floor spaces of both buildings, while preserving and revitalizing the heritage elements. Additionally, the project will introduce more commercial space and increase parking capacity. This redevelopment aims to add much-needed residential and commercial units to Downtown Winnipeg, supporting the growing demand for people to live and work in the area. The addition of these units will generate additional tax revenue and improve safety through increased foot traffic from both residents and commercial patrons.

The project currently has approved variances for the development. A heritage permit has also been issued for the massing of the 9-storey addition. While this was later appealed, in June 2025, the SPC-PD denied the appeal and confirmed the decision to issue a heritage permit.

These historically listed buildings at 291 Bannatyne Avenue have protected elements, and this project will preserve all of the building's existing features. The developer's previous development, which won the 2015 Winnipeg Heritage of Excellence Award, reflects commitment to historical integrity. We aim to continue this approach by adding a historically sensitive extension and enhancing this corner of Downtown Winnipeg.

The development will feature three separate main-floor commercial units totaling nearly 7,300 square feet, creating up to 50 jobs. While the proponent does not yet own the site, By-law no. 64/2022 defines "owner" as a person who will become owner of the property. No TIF grant can be paid out until they meet all criteria, including proof of ownership at that time.

The Public Service recommends that a TIF grant of up to $1,494,875, or 80 percent of the estimated incremental municipal property taxes generated from the redevelopment of 291 Bannatyne Avenue over 10 years, be approved to support the economic viability of this project.

This project has also been conditionally approved for funding under the City-supported Downtown Heritage Conversion Program, administered by Centre Venture. It is anticipated the developer will also be applying to Heritage funding through the Province of Manitoba, the Rental Construction Tax Incentive through the Province and seeking financing support through CMHC's Mortgage Loan Insurance (MLI) Select Program.

If approved by Council, the annual municipal TIF grant will be equal to 80 percent of the difference between the property taxes on the redeveloped property the year after the first occupancy permit is issued and a final assessment is attained, which is estimated to be 2028 (and each subsequent year thereafter) and the property taxes paid on the property in 2026, to a maximum of $1,494,875.

Council has authorized a maximum of $20 million of municipal TIF grants under the HEDI Program for projects within the downtown. Not including the amount recommended in today's report, $6.6 million of TIF grants have been approved to date in the HEDI Program. Council also authorized a maximum of $50 million of municipal TIF grants under the Affordable Housing Now (AHN) program. As of January 1, 2026, $49.8 million in TIF grants have been conditionally approved under AHN and applications are no longer being accepted under this program.

FINANCIAL IMPACT

Financial Impact Statement **Date:** February 10, 2026

Project Name: **First Year of Program** **2028**

Tax Increment Financing Grant under the Heritage and Economic Development Incentive Program for the Redevelopment of 291 Bannatyne Avenue

	2028	2029	2030	2031	2032-37
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 136,522	$ 139,252	$ 142,037	$ 144,878	$ 932,186
Less: Incremental Revenue/Recovery	170,652	174,065	177,547	181,098	1,165,233
Net Cost/(Benefit)	$ (34,130)	$ (34,813)	$ (35,510)	$ (36,220)	$ (233,047)
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ (34,130)	$ (34,813)	$ (35,510)	$ (36,220)	$ (233,047)

Additional Comments:

Direct costs represent the estimated tax increment financing grants to be paid between 2028 and 2037. Grants will be to a maximum of $1,494,875 or 80 percent of the incremental municipal property taxes for up to 10 years generated from the redevelopment.

The incremental revenue/recovery represents estimated incremental property taxes generated by the project. It is estimated the City will retain $373,720 of total incremental municipal property taxes over the entire term of grants from 2028 to 2037. Approved developments are expected to generate $230,071 of property tax revenue for the City annually after the final grant is paid in 2037.

Estimates were based on the 2026 assessment roll with 2% annual rate of inflation. Final assessment values and related taxes can only be calculated upon completion of projects. As such, the amount and timing of municipal taxes arising from The Policy are subject to many different variables and may vary from these estimates.

Randy Bernard

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

CONSULTATION

This Report has been prepared in consultation with:

- Planning Property and Development
- Assessment and Taxation
- Legal Services

OURWINNIPEG POLICY ALIGNMENT

HOUSING
3 Establish partnerships with the private, not-for-profit and government sectors to provide affordable housing throughout the city, with a particular focus on locations near a variety of transportation options.

DOWNTOWN
2.2 Facilitate the redevelopment of vacant or underutilized properties, such as surface parking lots, to support increased residential and mixed-use development, when servicing allows, to achieve a sustainable, inclusive and vibrant Downtown.
3.1 Continue to facilitate residential development and residential rehabilitation or reinvestment through strategic use of incentives (such as Tax Increment Financing) that advance affordable housing and address additional Downtown housing needs.

Environmental Resilience
2.14 Heritage Conservation – Conserve heritage resources that illustrate the broad range of heritage values… while supporting efforts towards carbon neutrality, energy efficiency, and embodied carbon reduction.

Economic Prosperity
3.7 Heritage Investment – Facilitate the economic viability of heritage conservation by working with agencies, partnerships, and government bodies… to provide leadership and to incentivize the conservation of heritage resources.

City Building
6.43 Heritage Conservation – Conserve heritage resources to celebrate sense of place… through community history, architecture, civic identity and cultural perspectives.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in alignment with the following:

Key Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service (p. 43)

Key direction 4.2 – Ensure New Areas of Growth are Designed According to the Principles of Complete Communities (p. 44).

Key direction 5.2 – Improve energy performance of new buildings (p.47).

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

Supporting the creation of new housing will have spillover effects in maintaining existing housing supply in Winnipeg.

SUBMITTED BY

Department: Office of the CAO
Division: Housing Accelerator Fund (HAF)
Prepared by: Lissie Rappaport
Date: January 28, 2026