Minutes – Executive Policy Committee – May 19, 2026

REPORTS

Item No. 11 2026 Development Agreement Parameters Update

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Ad Hoc Committee on Development Standards and recommended to Council:

1. That the Development Agreement Parameters be amended as follows:

    A. Delete Section 4.3 in its entirety and replace with the following:

        4.3 City may recover through future applications

        Where the Developer, at their own expense, installs underground services that benefit Third Parties, and the services are not installed under a local improvement by-law, the Development Agreement may require the City to recover costs for the Developer as follows:

            A. From future Developers, for new services that the City has requested to be oversized, their proportionate share of the oversize costs. Repayment will be in accordance with Section 3 – Developer Reimbursement;

            B. From private owners who have been un-serviced and directly benefit from newly installed servicing, their share of the costs in accordance with the Water or Sewer by-law, prior to connection to or use of the installed services. Repayment will be in accordance with Section 3 – Developer Reimbursement; and/or

            C. From future Developers for upgrades to existing services that provide additional servicing capacity, their proportionate share of the upgrade costs.

            The reimbursement amount payable by each future Developer shall be based on the proportionate share of unused servicing capacity utilized by that future Developer, calculated using the actual construction costs of the infrastructure divided by the total increase in servicing capacity, or by such other method as may be acceptable to the City.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

Reimbursement amounts shall escalate annually by six percent (6%) plus the Consumer Price Index (CPI) for a period of up to five (5) years following completion of the works and submission of detailed cost information to the City. Thereafter, any remaining reimbursement entitlement shall escalate annually at the rate of CPI only.

The City shall not be responsible for any shortfall in reimbursement to the Developer unless Council has approved a fund specifically for the purpose of reimbursing the Developer for servicing capacity benefits. Reimbursement shall be limited to amounts recoverable from benefitting future Developer(s), as and when such amounts are collected.

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

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Ad Hoc Committee on Development Standards be concurred in and forwarded to Council.

Carried

COMMITTEE RECOMMENDATION:

On April 28, 2026, the Ad Hoc Committee on Development Standards concurred in the recommendation of the Winnipeg Public Service and recommended to the Executive Policy Committee:

1. That the Development Agreement Parameters be amended as follows:

    A. Delete Section 4.3 in its entirety and replace with the following:

        4.3 City may recover through future applications

        Where the Developer, at their own expense, installs underground services that benefit Third Parties, and the services are not installed under a local improvement by-law, the Development Agreement may require the City to recover costs for the Developer as follows:

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            B. From private owners who have been un-serviced and directly benefit from newly installed servicing, their share of the costs in accordance with the Water or Sewer by-law, prior to connection to or use of the installed services. Repayment will be in accordance with Section 3 – Developer Reimbursement; and/or

            C. From future Developers for upgrades to existing services that provide additional servicing capacity, their proportionate share of the upgrade costs.

DECISION MAKING HISTORY (continued):

COMMITTEE RECOMMENDATION (continued):

The reimbursement amount payable by each future Developer shall be based on the proportionate share of unused servicing capacity utilized by that future Developer, calculated using the actual construction costs of the infrastructure divided by the total increase in servicing capacity, or by such other method as may be acceptable to the City.

Reimbursement amounts shall escalate annually by six percent (6%) plus the Consumer Price Index (CPI) for a period of up to five (5) years following completion of the works and submission of detailed cost information to the City. Thereafter, any remaining reimbursement entitlement shall escalate annually at the rate of CPI only.

The City shall not be responsible for any shortfall in reimbursement to the Developer unless Council has approved a fund specifically for the purpose of reimbursing the Developer for servicing capacity benefits. Reimbursement shall be limited to amounts recoverable from benefitting future Developer(s), as and when such amounts are collected.

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

ADMINISTRATIVE REPORT

Title: 2026 Development Agreement Parameters Update

Critical Path: Ad Hoc Committee on Development Standards – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
G. Chappell (Acting)	H. Borys	T. Graham	J. Dunford

EXECUTIVE SUMMARY

The Development Agreement Parameters (DAPs) outline servicing requirements in new developments. The DAPs ensure that everyone pays a fair share of costs.

City staff and the Urban Development Institute (UDI) work together on the content of the DAPs. A change to the DAPs is being proposed.

The recommended change allows for cost recoveries on infill projects between developers. There is no cost implication to the City, as the City only facilitates recoveries.

RECOMMENDATIONS

1. That the Development Agreement Parameters be amended as follows:

   A. Delete Section 4.3 in its entirety and replace with the following:

   4.3 City may recover through future applications

   Where the Developer, at their own expense, installs underground services that benefit Third Parties, and the services are not installed under a local improvement by-law, the Development Agreement may require the City to recover costs for the Developer as follows:

   A. From future Developers, for new services that the City has requested to be oversized, their proportionate share of the oversize costs. Repayment will be in accordance with Section 3 – Developer Reimbursement;

   B. From private owners who have been un-serviced and directly benefit from newly installed servicing, their share of the costs in accordance with the Water or Sewer by-law, prior to connection to or use of the installed services.

Repayment will be in accordance with Section 3 – Developer Reimbursement; and/or

C. From future Developers for upgrades to existing services that provide additional servicing capacity, their proportionate share of the upgrade costs.

The reimbursement amount payable by each future Developer shall be based on the proportionate share of unused servicing capacity utilized by that future Developer, calculated using the actual construction costs of the infrastructure divided by the total increase in servicing capacity, or by such other method as may be acceptable to the City.

Reimbursement amounts shall escalate annually by six percent (6%) plus the Consumer Price Index (CPI) for a period of up to five (5) years following completion of the works and submission of detailed cost information to the City. Thereafter, any remaining reimbursement entitlement shall escalate annually at the rate of CPI only.

The City shall not be responsible for any shortfall in reimbursement to the Developer unless Council has approved a fund specifically for the purpose of reimbursing the Developer for servicing capacity benefits. Reimbursement shall be limited to amounts recoverable from benefitting future Developer(s), as and when such amounts are collected.

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

REASON FOR THE REPORT

On May 30, 2023, Council directed the Public Service to report back annually to the Ad Hoc Committee on Development Standards with recommended changes (if any) to the Development Agreement Parameters (PD-031), in consultation with the Urban Development Institute of Manitoba.

Council approval is required to adopt or amend a Council policy

IMPLICATIONS OF THE RECOMMENDATIONS

The Development Agreement Parameters will be amended should Council concur in the Public Service recommendation. There are no direct financial implications to the City arising from the recommendations of this report, as the City only facilitates the recoveries.

HISTORY/DISCUSSION

The Public Service and Industry meet regularly and continue to embrace the philosophy of open and transparent communication with the ultimate goal of improving policy/processes. It is important to note that the Development Agreement Parameters (DAPs), Council Policy PD-031,

are not intended to be a static document and, through continued engagement, additional amendments will regularly be brought forward for consideration.

The Land Development Industry Advisory Group (LDIAG) meets quarterly and was established to facilitate two-way dialogue between the City and representatives from the development community regarding matters related to land development. Chaired by the Manager of Real Estate and Land Development, the group consists of representatives from the Urban Development Institute (UDI), the Deputy Chief Administrative Officer, and the Directors of Planning, Property and Development, Water and Waste, Public Works and Transit.

The LDIAG focuses on strategic, high-level topics. Emerging and operational issues are addressed through technical subcommittees that are formed as needed.

The UDI Technical Committee continues to be a key initiative supporting this work. The Public Service actively participates in the Committee, which serves as a resource to UDI's Board of Directors by providing advice and direction on land development and construction matters. This includes:

- Identifying and reviewing technical issues related to land development and construction;
- Reviewing and providing feedback on regulatory and legislative changes affecting land development and construction at the municipal, provincial, and federal levels;
- Supporting municipal and provincial officials and administration in efforts to streamline land development and construction processes; and
- Supporting industry service providers in efforts to improve and streamline land development and construction processes.

CONSENSUS AMENDMENTS

The Public Service and UDI recommend that the Development Agreement Parameters be amended by deleting the existing Section 4.3 and replacing with the following:

4.3 City may recover through future applications

Where the Developer, at their own expense, installs underground services that benefit Third Parties, and the services are not installed under a local improvement by-law, the Development Agreement may require the City to recover costs for the Developer as follows:

A. From future Developers, for new services that the City has requested to be oversized, their proportionate share of the oversize costs. Repayment will be in accordance with Section 3 – Developer Reimbursement;

B. From private owners who have been un-serviced and directly benefit from newly installed servicing, their share of the costs in accordance with the Water or Sewer by-law, prior to connection to or use of the installed services. Repayment will be in accordance with Section 3 – Developer Reimbursement; and/or

C. From future Developers for upgrades to existing services that provide additional servicing capacity, their proportionate share of the upgrade costs.

The reimbursement amount payable by each future Developer shall be based on the proportionate share of unused servicing capacity utilized by that future Developer, calculated using the actual construction costs of the infrastructure divided by the total increase in servicing capacity, or by such other method as may be acceptable to the City.

Reimbursement amounts shall escalate annually by six percent (6%) plus the Consumer Price Index (CPI) for a period of up to five (5) years following completion of the works and submission of detailed cost information to the City. Thereafter, any remaining reimbursement entitlement shall escalate annually at the rate of CPI only.

The City shall not be responsible for any shortfall in reimbursement to the Developer unless Council has approved a fund specifically for the purpose of reimbursing the Developer for servicing capacity benefits. Reimbursement shall be limited to amounts recoverable from benefitting future Developer(s), as and when such amounts are collected.

The substantive change to Section 4.3 occurs in subsection C. The amendment provides a greater recovery for the developer that upgrades servicing capacity and incentivizes the next developer to connect to the services. Essentially, the amendment is designed to break the stalemate between developers where neither party wants to front the servicing cost. There is no cost implication to the City, as the City only facilitates recoveries.

ONGOING DISCUSSION/CONSULTATION

The Public Service/UDI continue to meet regularly to discuss issues related to the DAPs. At the time of report submission, the following items were being considered:

Density-based Land Dedication

On April 19, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development referred the recommendation of the Assiniboia Community Committee to the Winnipeg Public Service to consider as part of the Development Agreement Parameters review, namely:

1. Amendments to the Subdivision Standards By-law No. 7500/99 and Development Agreement Parameters to provide specific regulations for net area of public park space per development.

The Public Service continues its research on both greenfield and infill density-based dedication and it is anticipated that engagement with UDI will commence in 2026 once the Greenspace Plan is completed.

Park Approval Process

UDI's Technical Committee has been working with the Public Service to provide feedback on and recommend improvements to Winnipeg's Park Design Review Process. The Public Service provided an overview of the design, review and approval processes and clarified the roles/responsibilities within the Public Service.

Further discussions are expected with the aim to help improve and streamline the Park Design Review process for both the Public Service and for Industry.

Boulevard Sod

Boulevard sod specifications have been an ongoing topic of discussion. In the Fall of 2025, progress was made on exploring opportunities to review and improve the current specifications, following input from UDI's Technical Committee. Public Works Department (PWD) staff are supportive of engaging independent third-party expertise to assist with a comprehensive review of sod-related specifications applicable to both development and capital works projects.

The review is proposed to include development of terms of reference, clarification of study objectives and expected outcomes, and a broad examination of existing specifications. This may include consideration of differences between sod supplied and placed in park areas versus boulevard and median areas adjacent to pavement, as well as potential inclusion of hydroseeding and seeding alternatives. Engagement with contractors, sod suppliers, PWD Engineering, and the UDI Technical Committee will help ensure a thorough and collaborative process.

A meeting is expected in Q1 2026 to further discuss the scope, terms of reference, and desired outcomes of the boulevard sod review, including whether the outcome is a revised specification or the development of a distinct specification for sod within the right-of-way.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 20, 2026

Project Name:

2026 Development Agreement Parameters Update

COMMENTS:

There are no financial implications associated with the recommendations in this report.

Mike McGinn Feb. 20, 2026
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- The Urban Development Institute of Manitoba
- Public Works Department
- Water and Waste Department
- Legal Services

OURWINNIPEG POLICY ALIGNMENT

Within Complete Communities 2.0:

VISION
The City will integrate land use and infrastructure planning with capital budgeting to achieve long term financial sustainability.

Goal 3
3.0 Ensure growth is fiscally sustainable.

Development Agreement Parameters

3.2 Establish guidelines in the form of Development Agreement Parameters to outline the fair and equitable sharing of costs for servicing, subdivision, and development of land.

3.2.1 Address infrastructure and servicing elements that fall outside the limits of a proposed subdivision or development proposal that are triggered by the proposed development.

3.2.2 Outline the conditions to be included in development agreements.

3.2.3(A) Update and amend the Development Agreement Parameters in collaboration with the development industry stakeholders.

3.2.4 Base updates to the Development Agreement Parameters on the principles identified in Goal 1.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4
Facilitate Compact, Complete Development and Increase Density

4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities

Strategic Opportunity
#7 Community Climate Resiliency

7.3 Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Development Agreement Parameters do not have a direct impact on the City of Winnipeg's Poverty Reduction Strategy.

SUBMITTED BY

Department: Planning, Property and Development
Division: Real Estate and Land Development
Prepared by: Kevin Kowalyk, Land Development Engineer
Date: February 26, 2026

Attachment:

Appendix A – Development Agreement Parameters Policy Amendment