Minutes – Executive Policy Committee – May 19, 2026

Report – Standing Policy Committee on Property and Development – May 6, 2026

Item No. 2 2026 Complete Communities Land Monitoring Report – Part 1 – Development Trends

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 2026 Complete Communities Land Monitoring Report – Part 1: Development Trends (attached as Appendix 1) be received as information.

Report – Standing Policy Committee on Property and Development – May 6, 2026

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On May 6, 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: 2026 Complete Communities Land Monitoring Report - Part 1: Development Trends

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 annual Complete Communities Land Monitoring Report has been broken into two parts. This report, Part 1, will provide a look-back at 2025 development. It is recommended to be received as information. It is being shared now while this information is more up to date and is accurate as of January 1, 2026. Part 2 of the annual Land Monitoring report will provide an update on how much land is available for new homes and businesses. It will be provided later this year.

Key points from the report include:

- In 2025, more homes were built than usual. The City issued permits for the construction of 6,291 new dwelling units, which was higher than the annual average of 5,343 over the last five years.
- The City continues to meet and exceed its 50 percent residential infill goal. In 2025, 62 percent of new homes were in the intensification target area. This continues to be driven by high rates of multi-family development.
- In 2025, the City far surpassed its Downtown target of 350 new homes year, with 1,040 new homes. This is expected to continue, with approximately 2,300 dwelling units in the Downtown “pipeline”.
- In 2025, the City approved building permits for about 1.3 million square feet of new commercial and industrial space. That’s almost the same as the average of 1.4 million square feet over the last five years.
- Over the past two years, less vacant industrial land has been developed for new buildings. This is mainly because of limited land supply and recent economic uncertainty.

RECOMMENDATIONS

That the 2026 Complete Communities Land Monitoring Report – Part 1: Development Trends (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 *2026 Complete Communities Land Monitoring Report – Part 1: Development Trends* seeks to provide an accurate picture of recent residential and non-residential development activity to support policy and decision-making, including City investment planning. It is a look-back at 2025 development and is accurate as of January 1, 2026. 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 and exceed its 50 percent residential intensification target. In 2025, 62 percent of all permits issued for the construction of new residential dwelling units were in the intensification target area, while the last five years has seen an annual average of 56 percent. This is the fourth year since 2011 that the intensification rate has exceeded 60 percent, and the third since 2019.

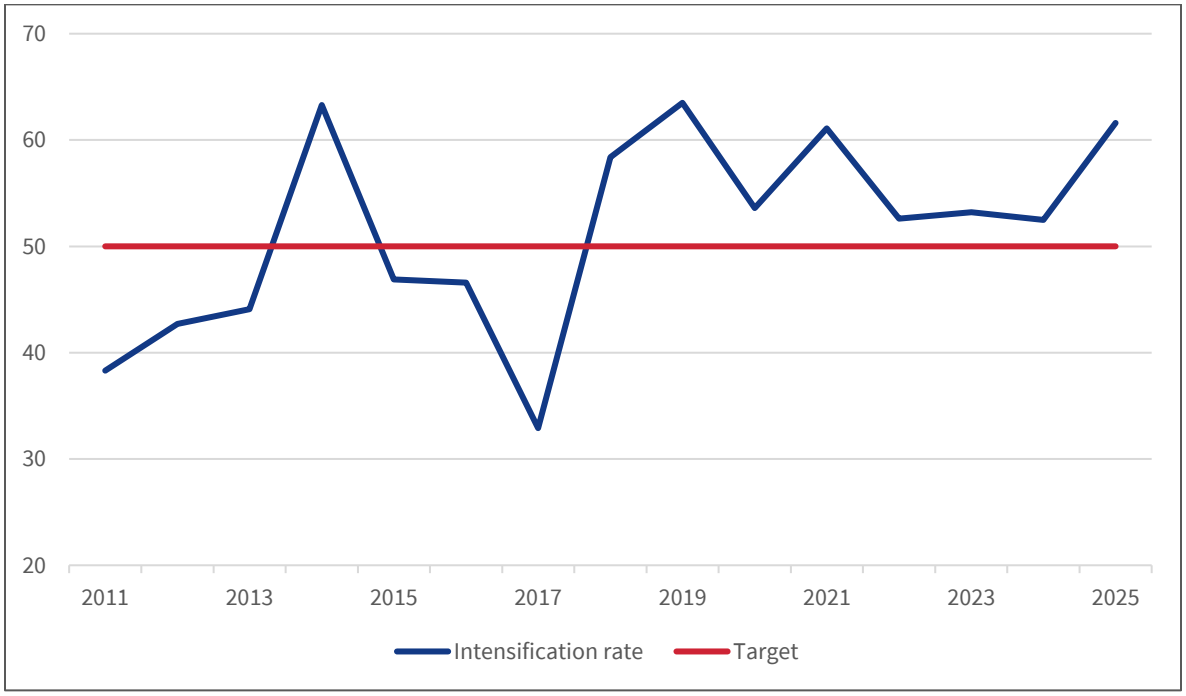


Figure 1: Percent of new residential dwelling units as intensification, by year

Council has well-positioned the City to allow this level of intensification to continue. It is estimated that the City has an infill "pipeline" of approximately 19,500 units based on development applications approved since 2020 that have not yet been issued as building permits. The largest of these opportunities exist in Major Redevelopment Sites, with subdivision/rezoning applications (DASZs) having been approved for significant development in sites such as Southwood Circle (Old Southwood Golf Course), Fulton Grove (Parker Lands), and the Water Town District (Public Markets) in recent years. Additional infill will also occur on sites with as-of-right entitlements.

As previously described in the 2025 Complete Communities Land Monitoring Report administrative report, the City issued permits for the construction of over 1,040 new dwelling units Downtown in 2025. High rates are expected to continue for at least the next several years, with approximately 2,300 units in the Downtown “pipeline” based on City and CentreVenture records.

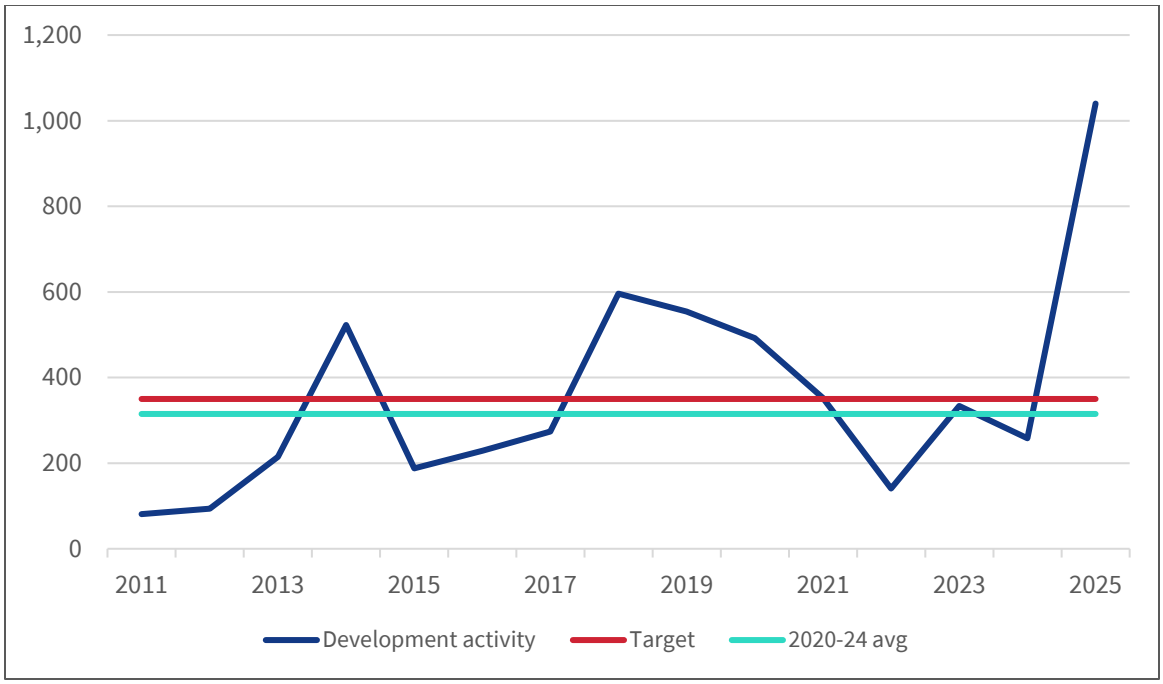


Figure 2: Permits issued for new residential units Downtown, 2011-25

These high rates of intensification are being driven by high market interest in multi-family development. Around the mid-to-late 2010s, the Winnipeg housing market experienced a meaningful change as the share of apartment dwelling units increased substantially relative to other dwelling types. This has continued into the 2020s. From 2021 to 2025, 67 percent of all new dwelling units were apartments, compared to 23 percent single-detached, 6 percent rowhouses, and 5 percent semi-detached. In 2025 alone, this figure increased slightly to 69 percent, along with 20 percent singles, 7 percent rows, and 5 percent semis.

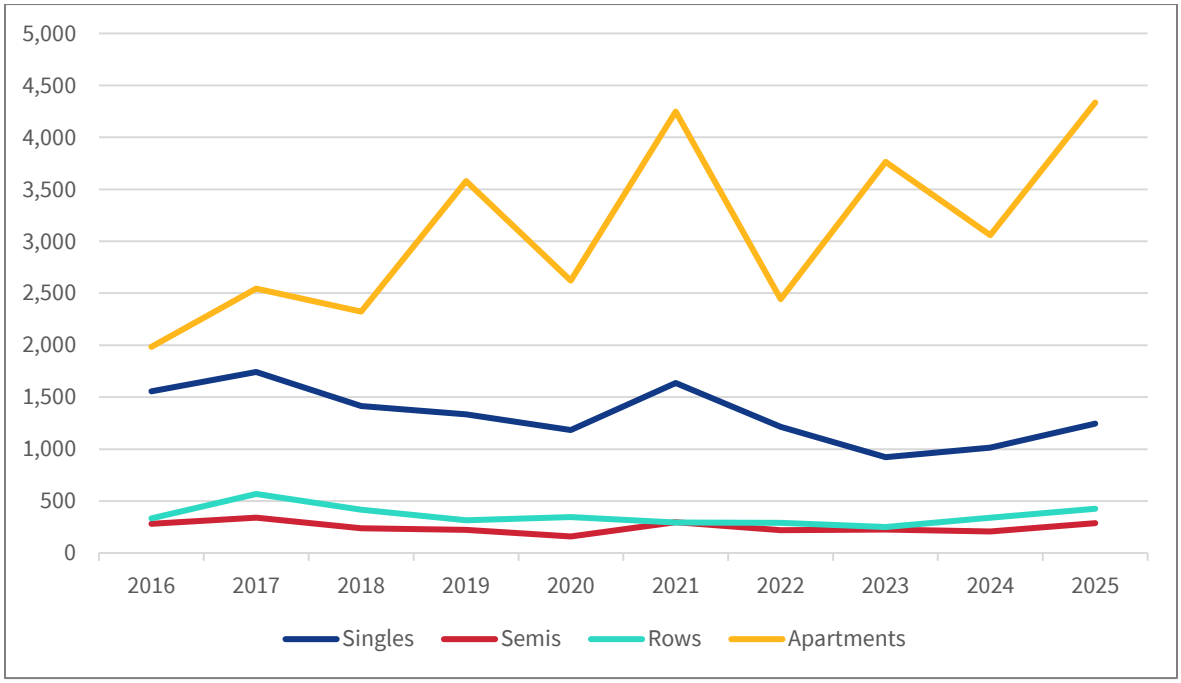


Figure 3: New residential units by dwelling type, by year

Non-residential development

In 2025, the City issued permits for approximately 1.3 million square feet of non-residential construction. This is in line with the annual average of 1.4 million sq. ft. over the last five years. The majority of this 2025 development occurred in the Northwest quadrant (51 percent, compared to 39 percent in the Southwest and 10 percent in the East). Notable non-residential projects included:

- A 276,000 sq. ft. new City of Winnipeg transit garage at 100 Oak Point Hwy in the Oak Point Highway neighbourhood.
- A 178,000 sq. ft. industrial building to accommodate manufacturing company SMG headquarters and additional leasable space at 1455 Clarence Ave in the Chevrier neighbourhood.
- A 168,000 sq. ft. Costco store at 4077 Portage Ave in the Assiniboia Downs neighbourhood.
- A 105,000 sq. ft. Princess Auto store at 500 Panet Rd in the Tyne-Tees neighbourhood.

The last five years saw an annual average of 48 acres of vacant industrial-zoned land absorbed[1] in the City. The last two years have seen a marked decrease compared to absorption rates over previous years, with only 20 acres absorbed in 2025. This is largely attributable to the persistence of a constrained and limited supply of vacant shovel-ready land. Industry stakeholders also pointed to the economic uncertainty over the previous year as another limiting factor.

[1] For land supply monitoring purposes, a property is considered absorbed if a new building is erected on previously vacant land.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 24, 2026

Project Name:

2026 Complete Communities Land Monitoring Report - Part 1: Development Trends

COMMENTS:

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

Mike McGinn Mar. 24, 2026
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with: N/A

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

31.5 **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.
6.41 **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: March 30, 2026

Attachment:

Appendix 1: *2026 Complete Communities Land Monitoring Report – Part 1: Development Trends*