

2026 Preliminary Budget

**Planning, Property and
Development Presentation to
SPC on Property and Development**

December 4, 2025

Agenda



1. Service Highlights
and Business Plan
Statements



2. Performance
Reporting



3. Service Based
Budget: Operating,
Capital and Reserves



4. Questions

Service Highlights and Business Plan Statements



Service Highlights and Business Plan Statements



Key Achievements (2024/2025)

- Zoning Bylaw Amendments (development permit exemptions, rapid zoning bylaw amendments, malls & corridors, infill housing: Housing Accelerator Fund – Initiative 1)
- CentrePlan 2050 adopted
- State of the Landscape Report (part of Greenspace Plan and Biodiversity Policy)
- Expansion of Brookside Cemetery and creation of natural burial grounds
- Types of applications available in Permits Online expanded to include ALL residential/commercial building & trade permits
- Permits Online 2.0 launched: accessible, user and mobile friendly
- Most development application types have been digitized in the AMANDA software system and can be submitted using Permits Online (HAF initiative 7)
- Simultaneous Development Permit and Building Permit review
- Permit Dashboard (winnipeg.ca/ppd-times/)

2025 FORECAST (Q3)

Revenue shortfall (\$7.7M)

Includes Regulation fees (\$3.6M)

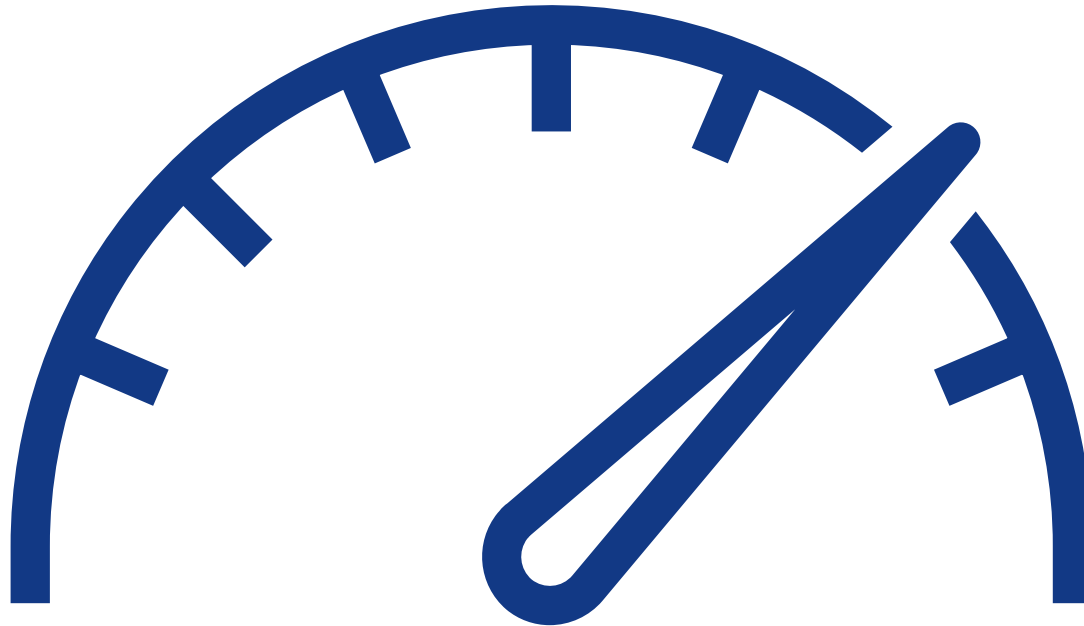
Expenditure savings \$0.5M

Net mill rate contribution
shortfall (\$7.2M)

Budget Priorities / Highlights – 2026 Budget

- Complete digitization of development applications
- 10 new permanent Full-Time Equivalent positions to address Provincial permitting standards
- Additional \$0.2 million in capital funding for Centre Plan Infrastructure
- Automation of investment planning process
- Ongoing challenges include staffing, increasingly complex regulations and legislated service standards.

Performance Reporting



Measuring Performance.

Inspiring Excellence.

Performance Reporting – City Planning

OurWinnipeg:



Description

Develop and maintain planning tools such as the OurWinnipeg development plan and Complete Communities Direction Strategy, which guide and leverage sustainable growth and change to achieve City goals. In doing so, city planning enables participatory planning processes with diverse stakeholders to identify and respond to community needs to improve quality of life.

Key services include the development, maintenance and implementation of planning tools such as regulations, policies, and guidelines, the review of development applications, monitoring development activity and estimating land supplies, and integrating land use and community building considerations into city-wide planning initiatives, such as climate change and transportation planning.

OurWinnipeg



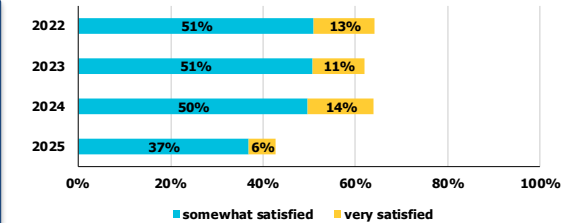
Performance Reporting

| SPAP Theme / Service Goal / Measure Description | 2023 Actual | 2024 Actual | 2024 Target | 2025 Target | 2026 Target |
|---|-------------|-------------|-------------|-------------|-------------|
| Goal 1: Support the review, alignment, and implementation of OurWinnipeg and Complete Communities Direction Strategy through interdepartmental coordination, local area plans, zoning by-laws and other tools and guidelines | | | | | |
| Number of Development Applications Received [A] / Other Planning Reports [B] | 1,029 / 25 | 995 / 23 | N/A | 984 / 23 | 984 / 23 |
| [A] This measure was updated in 2025 to report on the number of development applications received by the Urban Planning & Design Division. (This measure previously indicated the number of development application reports.) | | | | | |
| [B] Other Planning reports include long-range planning, downtown and neighbourhoods, riverbank, parks planning, and appeal reports. | | | | | |

Source: 2026 Preliminary Budget pages 177 to 179.

Effectiveness Measurement

Citizen Satisfaction with Community Planning

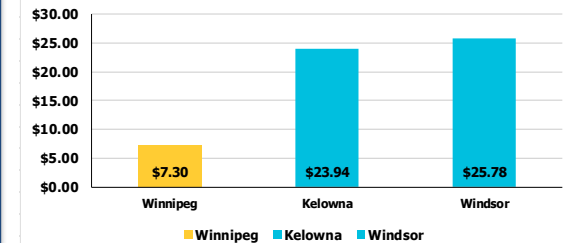


| | 2021 | 2022 | 2023 | 2024 | 2025 |
|------------|------|------|------|------|------|
| Wpg. Trend | 65% | 64% | 62% | 64% | 43% |

Source: City of Winnipeg Annual Citizen Survey

Efficiency Measurement

Operating Cost for Planning per Capita (2024)



| | 2020 | 2021 | 2022 | 2023 | 2024 |
|------------|--------|--------|--------|--------|--------|
| Wpg. Trend | \$8.32 | \$8.53 | \$7.74 | \$8.23 | \$7.30 |

Source: Municipal Benchmarking Network Canada (PLNG250)
Extracted from MBNCANADA data portal on Oct 23, 2025.

Performance Reporting – Development Approvals, Building Permits and Inspections



OurWinnipeg:



Description

Provides legal permissions for property development. Audits for adherence to Provincial codes and municipal by-laws for development, construction, alterations, demolition, and occupancy of buildings. This regulatory service includes: Plan Examination, Zoning Review, Inspections, and Enforcement.

OurWinnipeg




City Building (CB)



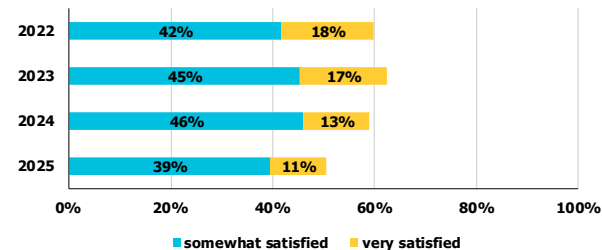
Leadership and
Good Governance (LG)

Performance Reporting

| SPAP Theme / Service Goal / Measure Description | 2023 Actual | 2024 Actual | 2024 Target | 2025 Target | 2026 Target |
|---|-------------|-------------|-------------|-------------|-------------|
|  Goal 2: Continue to streamline the permit application, approval, and inspections process, in support of providing timely and predictable services | | | | | |
| Citizen Satisfaction with Zoning Regulations and Building Permits [A] | 62% | 59% | 70% | 70% | 55% |
| [A] Refer to benchmarking / comparison data on the following page. | | | | | |

Effectiveness Measurement

Citizen Satisfaction with Zoning Regulations and Building Permits



| | 2021 | 2022 | 2023 | 2024 | 2025 |
|-----------------|------|------|------|------|------|
| Total Satisfied | 62% | 60% | 62% | 59% | 51% |

Source: City of Winnipeg Annual Citizen Survey

Source: 2026 Preliminary Budget pages 185 to 186.

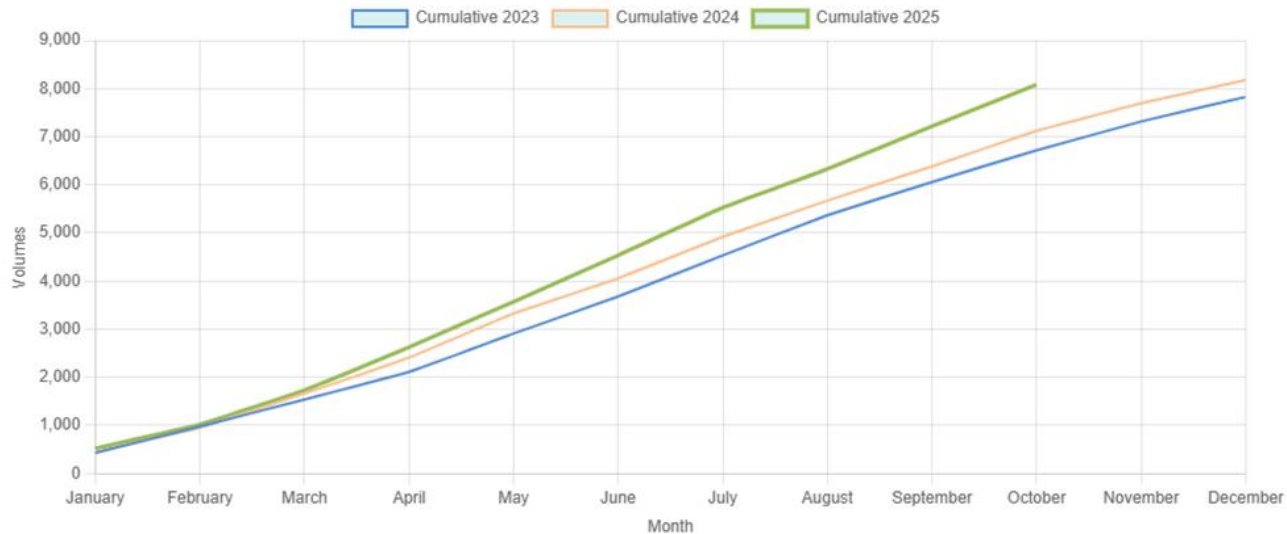


Permit and Inspection Performance Metrics

Cumulative residential & commercial applications

Graph

Table



| | January | February | March | April | May | June | July | August | September | October | November | December |
|-----------------|---------|----------|-------|-------|------|------|------|--------|-----------|---------|----------|----------|
| Cumulative 2023 | 432 | 976 | 1539 | 2113 | 2909 | 3680 | 4534 | 5368 | 6057 | 6715 | 7315 | 7826 |
| Cumulative 2024 | 437 | 954 | 1664 | 2412 | 3324 | 4057 | 4920 | 5671 | 6382 | 7120 | 7694 | 8175 |
| Cumulative 2025 | 522 | 1019 | 1732 | 2630 | 3570 | 4537 | 5526 | 6328 | 7218 | 8081 | | |

Source: Building Permits Statistics

<https://legacy.winnipeg.ca/PPD/BuildingAndRenovating/BuildingPermitStatistics/volume/2025>

2026 Budget Overview



Service Based View

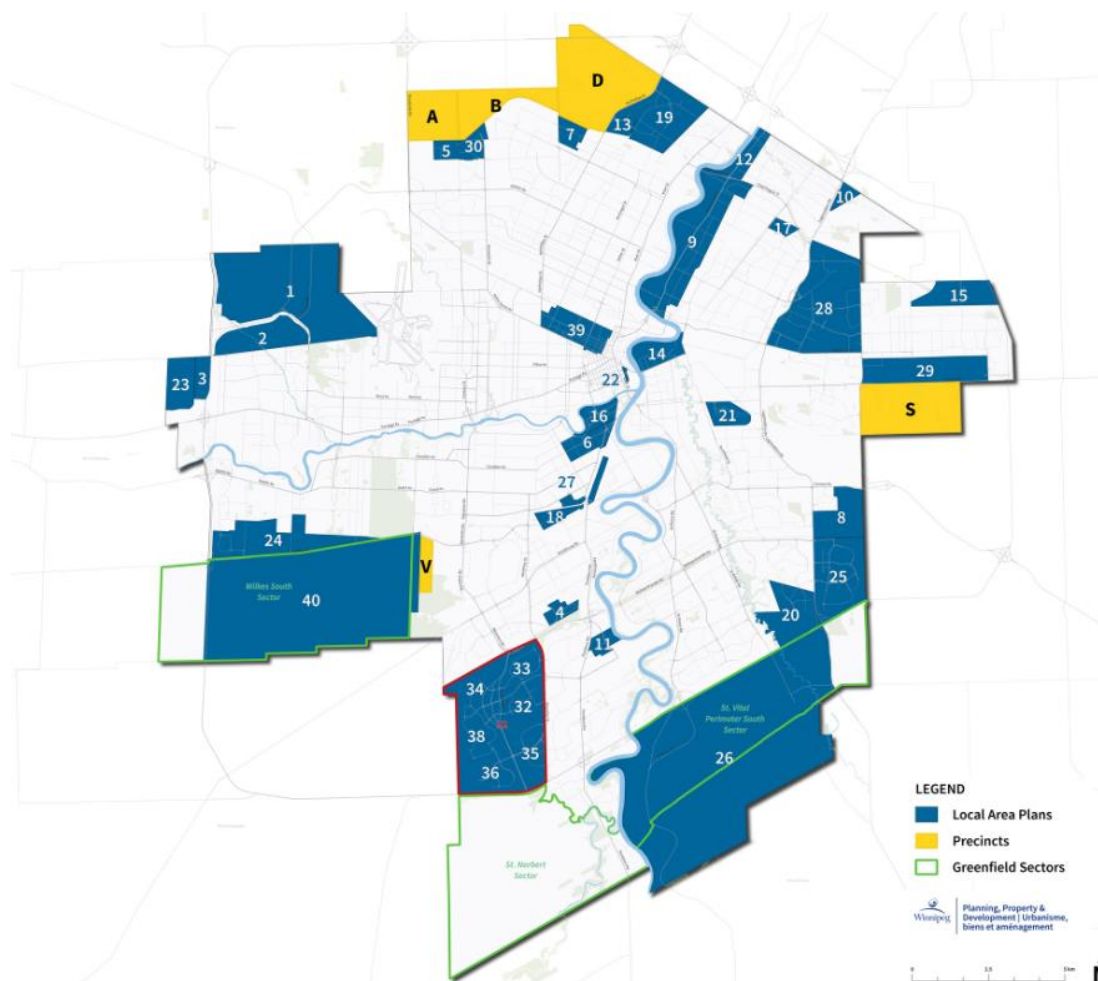
| Service Based Budget (in millions of \$) | FTEs | Mill Rate Support /(Contribution) | Capital Budget | Reserves, Net Changes |
|---|---------------|---|-------------------|--------------------------|
| City Planning ¹ | 19.00 | 2.5 | 0.2 | - |
| Neighbourhood Revitalization ² | 3.00 | 1.8 | - | (0.7) |
| Development Approvals, Building Permits and Inspections ³ | 241.00 | (6.6) | - | - |
| Heritage Conservation | 2.00 | 0.4 | - | (0.1) |
| Property Asset Management (Tax Supported) ⁴ | 54.00 | (7.2) | - | (0.9) |
| Cemeteries ⁵ | 28.00 | 0.8 | 0.9 | 0.5 |
| Golf Services (SOA) ⁶ | 27.00 | 0.1 | - | - |
| Total | 374.00 | (8.3) | 1.1 | (1.2) |

Notes:

1. Other contributing departments include - Innovation and Technology (4%).
2. Other contributing departments include - CAO's Office (12%).
3. Other contributing departments include - Innovation and Technology (3%) and Public Works (2%).
4. Other contributing departments include - Assets and Project Management (68%) and Innovation and Technology (4%).
5. Other contributing departments include - Innovation and Technology (1%).
6. Dividend of \$1.5 million offsets \$1.4 million operating surplus.

Source: 2026 Preliminary Budget pages 175 to 203.

Service Based Operating Budget

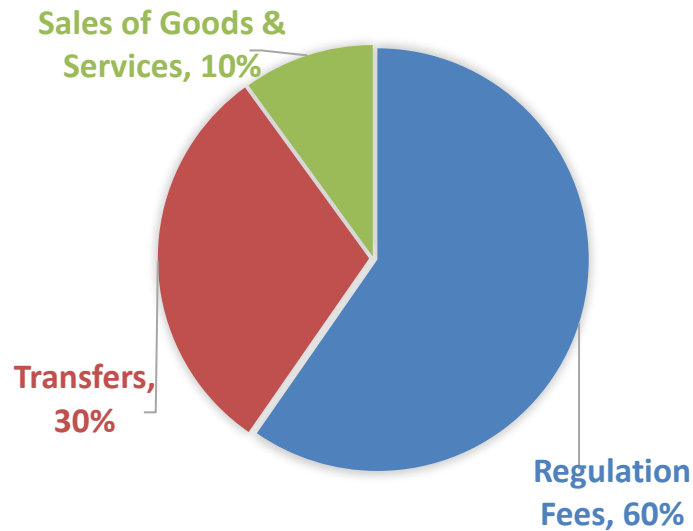


2026 Budget Overview

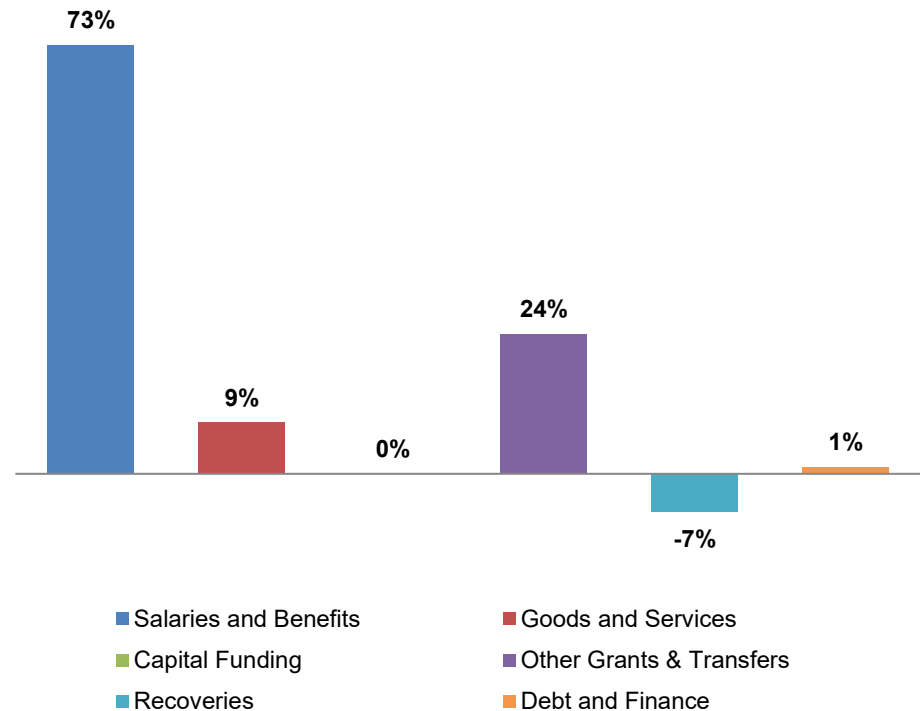
(Service Based View)



Revenues = \$59.1 million



Expenditures = \$50.7 million



Source: 2026 Preliminary Budget pages 175 to 203.

Comparison of 2026 and 2027 Projection (from 2025 Adopted Budget) to 2026 Budget Update



Service Based View

In millions of \$

2026 and 2027 Budget - Mill Rate Contribution

2026 and 2027 Projection from 2025 Budget - Mill Rate Contribution

Increase Mill Rate Contribution

| 2026 Budget | 2027 Projection |
|-----------------|--------------------|
| \$ (8.4) | \$ (5.2) |
| (4.7) | (3.2) |
| \$ (3.7) | \$ (2.0) |

Notes:

1. Increase in mill rate contribution in 2026 primarily due to increases to the transfers from Municipal Accommodations and Land Operating Reserve.
2. Increase in mill rate contribution in 2027 primarily due to increases to the transfer from Municipal Accommodations.

Source: 2026 Preliminary Budget pages 176 to 201, 2025 Adopted Budget pages 177 to 203.

Salary Budget and Full Time Equivalents (FTEs), Vacancy Management, and FTE Recoveries

Service Based View



| | 2024 Actual | 2024 Adopted Budget | 2025 Budget | 2026 Projection | Increase / (Decrease) | 2027 Projection |
|--|----------------|---------------------------|----------------|--------------------|--------------------------|--------------------|
| Full Time Equivalents <i>(number of FTEs)</i> | 332.00 | 321.87 | 331.41 | 345.95 | 14.54 | 353.95 |
| Salaries & Benefits <i>(in millions of \$)</i> | \$ 31.9 | \$ 31.8 | \$ 34.5 | \$ 36.9 | \$ 2.5 | \$ 38.7 |

Notes:

1. Total departmental vacancy management \$1,680,685 and 24.08 FTEs. 1 FTE is approximately equivalent to \$69,381 for vacancy management in the 2026 budget. Further details included below.
2. FTE increase from 2025 to 2027 of 10, 10 and 8, respectively, related to additional FTEs added in the 2024-2027 multi-year budget to address requirements of permitting regulations.
3. Remaining FTE increase of 5 due to standardizing of vacancy management across the organization.

Source: 2026 Preliminary Budget pages 175 to 201.

| Vacancy Management (Department Based) | Budget | Met or exceeded Budget |
|--|---------------|---------------------------|
| 2023 | \$2.7 million | ✓ |
| 2024 | \$2.2 million | ✗ |
| 2025* | \$2.1 million | ✓ |

* Projected to meet vacancy management budget as per third quarter 2025 projection.

Operating Budget Referrals

Service Based View



| No. | Referrals to the Budget Process (include only those from an elected official process): | SPC/ Council/ Date | Included in Budget Y/N | 2026 | | 2027 | SPAP Action Item |
|-----|---|--------------------------|-------------------------------|-------------|----------------|----------------|------------------|
| | | | | FTE | \$ | \$ | |
| 1 | Unsafe Conditions Response Team Pilot Project | Council Jun. 26, 2025 | Total funding required | 3.00 | 267,001 | 272,413 | None |
| | | | Y | | | | |
| | | | N | 3.00 | 267,001 | 272,413 | |
| 2 | City Archives Building Redevelopment - 380 William Avenue - Tendor No. 788-2024B / Project No. 2023-058 | Council Jul. 17, 2025 | Total funding required | - | 155,000 | 254,000 | None |
| | | | Y | 0.00 | 155,000 | 254,000 | |
| | | | N | | | | |

Source: Minute No. 381 Council June 26, 2025, Minute No. 420 Council July 17, 2025, 2026 Preliminary Budget pages 293 to 294 (for budgeted amounts)

Service Based Capital Budget



Capital Summary

Service Based View



| Service (\$000's) | 2025 Adopted Budget | 2026 Budget | 2027 - 2031 Forecast | 6-year Total |
|--|---------------------------|----------------|-------------------------|-----------------|
| City Planning | 250 | 200 | - | 200 |
| Development Approvals, Building Permits and Inspections | 2,200 | - | 210 | 210 |
| Heritage Conservation | 6,584 | - | 200 | 200 |
| Cemeteries | 579 | 905 | 2,475 | 3,380 |
| Total Capital Budget | 9,613 | 1,105 | 2,885 | 3,990 |

Source: Supplement to the 2026 Preliminary Budget pages 164, 170 to 173, 180, 197 to 198, and Supplement to the 2025 Adopted Budget pages 165, 171 to 174, 177 to 178, 189.

Key Projects in the Funded Capital Submission



Service Based View

New Columbaria Investment Program

Purchase and installation of columbaria and other cremation interment options.

Budget Year(s): 2026-2031

Amount: \$1.5 million

SPAP Action Item: none



Cemetery Planning and Development Program

Establishment of new full body interment sections at Brookside Cemetery, as existing interment sections are reaching capacity and investment is needed to meet community demand.

Budget Year(s): 2026-2028 and 2030-2031

Amount: \$1.3 million

SPAP Action Item: none

CentrePlan 2050 - Infrastructure

Project will support activation of Graham Avenue including event planning and infrastructure, and ongoing support of the overarching Graham Vision

Budget Year(s): 2026-2031

Amount: \$0.2 million

SPAP Action Item: 1.1



Source: Supplement to the 2026 Preliminary Budget pages 170 to 173.

Capital Budget Changes

Service Based View



| Description (\$000's) | Expln. | Changes from Forecast | | | | | | 2031 Forecast | 6-year Total | SPAP Action Item |
|---|--------|-----------------------|---------------|---------------|---------------|---------------|--------------------|---------------|--------------|--|
| | | 2026 Budget | 2027 Forecast | 2028 Forecast | 2029 Forecast | 2030 Forecast | 2026 to 2030 Total | | | |
| Council Approved Forecast | | 905 | 648 | 602 | 113 | 370 | 2,638 | - | 2,638 | |
| Increase / (Decrease) From Forecast: | | | | | | | | | | |
| New Columbaria Investment | 1 | | 179 | | 258 | 116 | 553 | 295 | 848 | None |
| CentrePlan 2050 - Infrastructure | 2 | 200 | | | | | 200 | | 200 | 1.1 Accelerate completion of the downtown secondary plan (CentrePlan) taking into consideration: |
| 2031 Forecast | 3 | | | | | | - | 304 | 304 | None |
| Total Changes | | 200 | 179 | - | 258 | 116 | 753 | 599 | 1,352 | |
| TOTAL CAPITAL BUDGET | | 1,105 | 827 | 602 | 371 | 486 | 3,391 | 599 | 3,990 | |

Variance to forecast explanations:

- 1 Additional budget allocation in order to meet consumer demand for this type of interment option.
- 2 Additional budget allocation to continue the activation of Garham Avenue that began in 2025.
- 3 Other various increases in 2031. Amounts are consistent with previous years forecasts.

Source: Supplement to the 2026 Preliminary Budget pages 164, 170 to 173, 180, 197 to 198, and Supplement to the 2025 Adopted Budget pages 165, 171 to 174, 177 to 178, 189.

Capital Budget Referrals

Service Based View



| No. | Referral Name | Referral Wording | SPC/ Council/ Date | Included in Budget Y/N | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | 6 Year Total | SPAP Action Item |
|-----|------------------------------------|---|------------------------------|---|-----------|------|------|------|------|------|--------------|------------------|
| | | | | | (\$000's) | | | | | | | |
| 1 | Local Area Planning Initiatives | That the following capital funding, to support technical studies required for the legislated review of OurWinnipeg 2045 development plan (OW 2045), and the associated Complete Communities Direction Strategy 2.0 (CCDS) secondary plan inclusive of one temporary FTE, be referred to the 2026 capital budget process: A. Research and development, community engagement and contingency costs of \$105,000, \$226,000, \$595,000 and \$296,000 from 2026 to 2029, respectively; B. One new temporary FTE, at an estimated cost of \$130,000 and \$134,000 for 2028 and 2029, respectively. | Council Sept. 25, 2025 | Total funding required per report | 105 | 226 | 725 | 430 | - | - | 1,486 | None |
| | | | | Y | - | - | - | - | - | - | | |
| | | | | N | 105 | 226 | 725 | 430 | - | - | 1,486 | |

Source: Minute No. 484 Council September 25, 2025

Reserve Projections

Service Based View



| In Millions of \$ | 2025 Forecast Balance | 2026 Activities | 2026 Balance | 2027 Balance |
|--|-----------------------------|-----------------|-----------------|-----------------|
| City Cemetery Reserve | \$ 24.2 | \$ 0.5 | \$ 24.6 | \$ 25.1 |
| Heritage Investment Reserve | 0.7 | (0.1) | 0.6 | 0.6 |
| Housing Rehabilitation Investment Reserve | 5.4 | (0.8) | 4.6 | 3.9 |
| Land Operating Reserve | 15.2 | (0.9) | 14.3 | 14.6 |
| Multi-Family Dwelling Tax Investment Reserve | 1.6 | 0.1 | 1.7 | 1.9 |
| Permit Reserve | - | - | - | - |
| Transformative Reserve | - | - | - | - |
| TOTAL | \$ 47.1 | \$ (1.2) | \$ 45.9 | \$ 46.1 |

Source: 2026 Preliminary Budget; Appendix 3 Reserves Summary page 333

Service Based Operating Budget

Winnipeg Golf Services SOA



Service Highlights and Business Plan Statements



Key Achievements (2024/2025)

- 100 Year Anniversary Celebrations for Windsor Park Golf Course
- Canoe Club takeover
- Rounds continue to increase in 2025 due to attraction and retention of recreational golfers
- Winnipeg Golf Services is now in an accumulated operating surplus position

2025 FORECAST (Q3)

| | |
|-----------------------|--------------|
| Revenue surplus | \$417K |
| Expenditure shortfall | <u>409K</u> |
| Net surplus | <u>\$ 8K</u> |

Budget Priorities / Highlights – 2026 Budget

- Continuation of improvements to golf course playing conditions
- Establishment of cross-country ski trails at Canoe Club
- Ongoing challenges include aging infrastructure and staffing (e.g. recruitment/retention of competent, seasonal staff)

Performance Reporting – Golf Services (SOA)

OurWinnipeg:




Description

The City of Winnipeg has operated municipal golf courses since 1921. Winnipeg Golf Services was established in 2002 to administer the City's 13 golf course assets. The Agency is responsible for operating and maintaining golf courses, managing contracts and leases for City lands used by privately operated golf courses, managing a contracted cross-country ski operation, and managing the lease for Thermea Spa.

OurWinnipeg



Performance Reporting

| SPAP Theme / Service Goal / Measure Description | 2023 Actual | 2024 Actual | 2024 Target | 2025 Target | 2026 Target |
|--|-------------|-------------|-------------|-------------|-------------|
|  Goal 2: Minimize the impact on the environment through thoughtful equipment procurement, electrification of fleet of golf carts, and maintenance strategies | | | | | |
| Annual conversion rate for electrification of fleet of equipment | 40% | 40% | 50% | 60% | 70% |

Source: 2026 Preliminary Budget page 202 and Golf Services SOA 2026 Business Plan – page 12.

Rounds Played (City-Run Courses)

| Kildonan Park | 2022 | 2023 | 2024 | 2025 |
|-------------------------|--------|--------|--------|---------|
| Days Open (Golf Season) | 171 | 179 | 192 | 182* |
| Total Rounds Played | 28,610 | 36,844 | 38,104 | 37,644* |
| Windsor Park | 2022 | 2023 | 2024 | 2025 |
| Days Open (Golf Season) | 168 | 179 | 189 | 182* |
| Total Rounds Played | 25,417 | 34,043 | 33,154 | 32,556* |
| Crescent Drive | 2022 | 2023 | 2024 | 2025 |
| Days Open (Golf Season) | 171 | 179 | 192 | 182* |
| Total Rounds Played | 18,252 | 22,422 | 23,304 | 23,819* |
| Harbour View | 2022 | 2023 | 2024 | 2025 |
| Days Open (Golf Season) | 171 | 179 | 192 | 182* |
| Total Rounds Played | 10,438 | 13,666 | 12,805 | 15,297* |
| Canoe Club | 2022 | 2023 | 2024 | 2025 |
| Days Open (Golf Season) | N/A | N/A | N/A | 182* |
| Total Rounds Played | N/A | N/A | N/A | 15,117* |

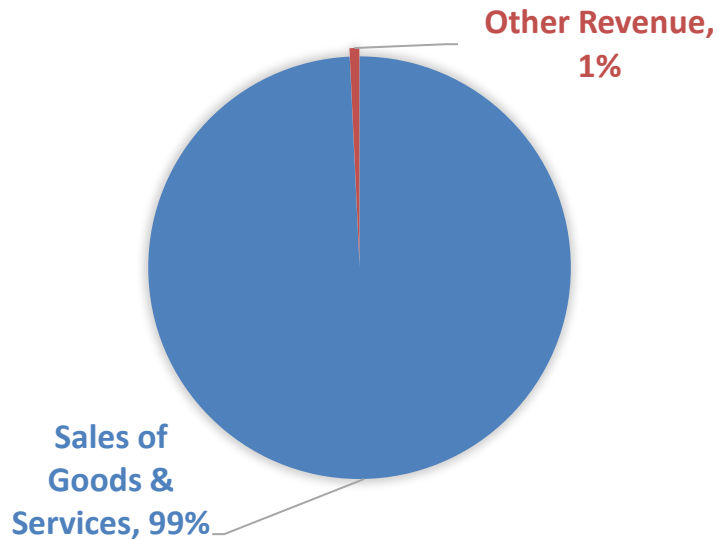
* Golf courses were still open at the time of report submission, data is up to October 16, 2025

2026 Budget Overview – Golf Services (SOA)

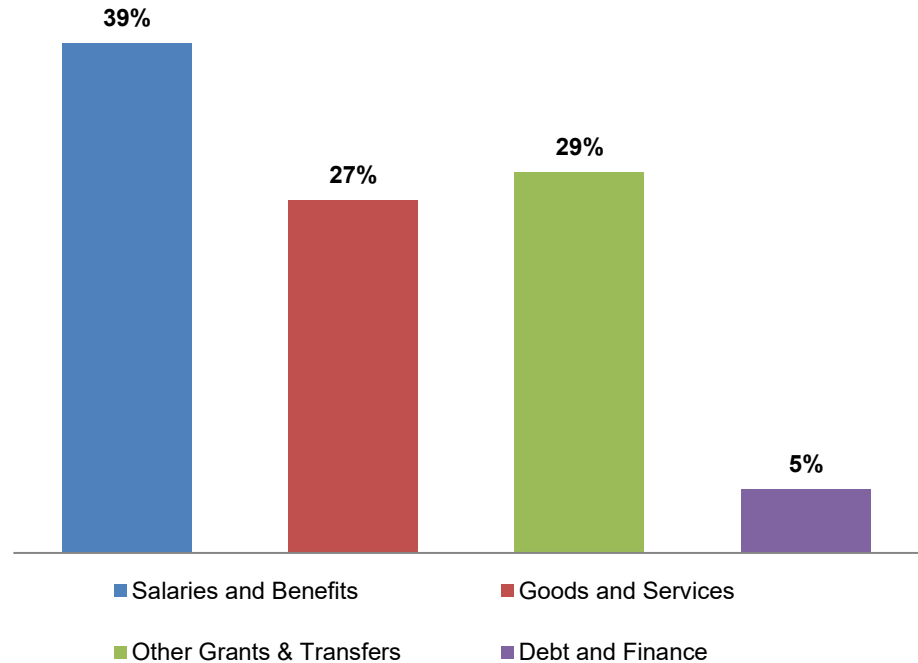
(Service Based View)



Revenues = \$5.4 million



Operating Expenditures = \$4.0 million
Dividend to General Revenue Fund = \$1.5 million
Total Expenditures = \$5.5 million



Source: 2026 Preliminary Budget page 203.

Comparison of 2026 and 2027 Projection (from 2025 Adopted Budget) to 2026 Budget Update



Service Based View – Golf Services SOA

In millions of \$

2026 and 2027 Budget - Surplus / (Deficit)

2026 and 2027 Projection from 2025 Budget - Surplus

Increase Surplus / (Deficit)

| 2026 Budget | 2027 Projection |
|-----------------|--------------------|
| \$ (0.1) | \$ 1.6 |
| 1.5 | 1.6 |
| \$ (1.6) | \$ (0.0) |

Notes:

1. Decrease in surplus from 2026 due to \$1.5 million dividend to General Revenue Fund.
Remainder due to revised operational needs following the addition of Canoe Club operations.

Source: 2026 Preliminary Budget page 203, 2025 Adopted Budget page 205.

Salary Budget and Full Time Equivalents (FTEs), Vacancy Management, and FTE Recoveries

Service Based View – Golf Services SOA



| | 2024 Actual | 2024 Adopted Budget | 2025 Budget | 2026 Projection | Increase / (Decrease) | 2027 Projection |
|---|----------------|---------------------------|----------------|--------------------|--------------------------|--------------------|
| Full Time Equivalents (number of FTEs) | 20.00 | 24.00 | 24.00 | 27.00 | 3.00 | 27.00 |
| Salaries & Benefits (in millions of \$) | \$ 1.5 | \$ 1.7 | \$ 1.8 | \$ 2.1 | \$ 0.3 | \$ 2.2 |

Notes:

1. Total departmental vacancy management \$49,987 and 0.77 FTEs. 1 FTE is approximately equivalent to \$64,918 for vacancy management in the 2026 budget. Further details included below.
2. Increase of 3 FTEs due to Council's February 27, 2025 approval for the establishment of 4 permanent, seasonal FTEs for staffing requirements at Canoe Club Golf Course, offset by the decrease of 1 FTE due to change in vacancy management to standardize allocation across organization.

Source: 2026 Preliminary Budget page 203.

| Vacancy Management (Department Based) | Budget | Met or exceeded Budget |
|--|-----------------|---------------------------|
| 2023 | \$20.2 thousand | ✓ |
| 2024 | \$19.5 thousand | ✓ |
| 2025* | \$19.8 thousand | ✓ |

* Projected to meet vacancy management budget as per third quarter 2025 projection.

Questions

